

Wednesday,  
15th December, 1954

# LOK SABHA DEBATES

**VOLUME VII, 1954**

*(14th to 24th December 1954)*



सत्यमेव जयते



**EIGHTH SESSION, 1954**

LOK SABHA SECRETARIAT  
NEW DELHI

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# LOK SABHA DEBATES (Part I—Questions and Answers)

1439

## LOK SABHA

Wednesday, 15th December, 1954

The Lok Sabha met at eleven of the Clock.

[MR. SPEAKER in the Chair.]

### ORAL ANSWERS TO QUESTIONS

#### BHIKNA THOREE BRIDGE

\*1171. **Shri S. N. Das:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the bridge on Bhikna Thoree line on the North Eastern Railway leading to Nepal border is to be rebuilt; and

(b) if so, when this work will be executed?

The Parliamentary Secretary to the Minister of Railways and Transport (**Shri Shah Nawaz Khan**): (a) There is no bridge on the Bhikna Thoree section, the rebuilding of which is under consideration.

(b) Does not arise.

**Shri S. N. Das:** May I know whether there is any other bridge on this line which is so weak that it does not allow sufficient load on the train and due to that, railway construction materials are not allowed to go over to North Bihar?

**Shri Shah Nawaz Khan:** The question put by the hon. Member is rather vague. But I presume he is referring to the Bhikna Thoree Bridge. This bridge was constructed when the line was first opened and it was washed away by very heavy floods in 1915, and it has not been rebuilt since. The ballast trains pass over that section

565 LSD

1440

by causeways and that causeway is serving the purpose.

**श्री विभूति मिश्र :** क्या सरकार को मालूम है कि नरकटियागंज से भिखना थोरी जाने के लिये आषाढ़ से आसोज तक रेलवे का मार्ग बन्द रहता है. और अभी तक सरकार छोटी छोटी नदियाँ पर भी पुल नहीं बनवा पायी हैं ?

**श्री शाहनवाज खां :** जिस खास संकशन के बारे में सवाल किया गया है उसमें जब कि बहुत ज्यादा बारिश होती है तो दस दिनों के लिये ज्यादा से ज्यादा रस्ता बन्द रहता है ।

#### MANUFACTURE OF GLIDERS

\*1173. **Shri Krishnacharya Joshi:** Will the Minister of Communications be pleased to state:

(a) whether any scheme for a large scale manufacture of gliders is under consideration of Government; and

(b) if so, when Government propose to take a decision in this matter?

The Deputy Minister of Communications (**Shri Raj Bahadur**): (a) and (b). The Hindustan Aircraft Limited, Bangalore, are considering a proposal to manufacture gliders.

**Shri Krishnacharya Joshi:** May I know what are the total requirements of gliders in India?

**Shri Raj Bahadur:** It is difficult to say, but there will be a great demand for them as interest in gliding activities increases. At the moment we have only two gliding clubs, one at Delhi and the other at Poona.

**Shri Krishnacharya Joshi:** May I know whether there is any need of gliders for the Air Force also?

**Shri Raj Bahadur:** Yes, Sir.

**Shri Joachim Alva:** Do Government know the exact cost of the construction of a glider, for the simple reason that I rang up six officers of four Departments and they were not able to give me the price, for reasons of security?

**Shri Raj Bahadur:** I do not think it is a difficult question. The Technical Centre at Delhi is engaged in this; the Gliding Club is a quasi-official body and work is going on there with the help of those interested in gliding. I may give figures of cost.

Estimated cost of manufacture of a primary type of glider in India is. Rs. 5,000

Estimated imported cost of this type of glider. Rs. 6,000

Cost of manufacture of intermediary type. Rs. 8,000

Estimated imported cost. Rs. 10,000

Cost of manufacture of advance sail plane. Rs. 11,000.

Cost of imported one. Rs. 14,000

Cost of manufacture of two seater glider. Rs. 13,000.

Estimated imported cost. Rs. 16,000

#### EXPANSION OF AIR SERVICES

**\*1176. Shri Gidwani:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that there is a delay in implementing schemes to expand air services and supplement them with feeder lines; and

(b) if so, the reasons therefor?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). It will not be correct to say that there has been delay in implementing schemes to expand air services. The present net-work of the Indian Airlines Corporation meets broadly the demands for air transport, so far as the main centres of the country are concerned. The Corporation are constantly examining the possibilities

of extending the net work to other centres by operating feeder services, having due regard to the economies of such operations. A number of a new type of aircraft called the 'Heron' have been ordered and on their delivery in India, operations over several feeder services will start during the next financial year.

**Shri Gidwani:** What will be the number of such feeder lines that will be started and what will be the routes?

**Shri Raj Bahadur:** I have already given that information to the House, but for the sake of the hon. Member I shall repeat it. We expect to get the 'Herons' in the early part of next year, but we propose to start our feeder services by Dakota aircrafts with effect from 1st January, 1955. The routes proposed are:

1. Dehi-Agra-Gwalior-Bhopal-Indore-Aurangabad-Bombay;
2. Madras-Tiruchirapalli-Madura-Trivandrum-Cochin-Coimbatore-Bangalore-Madras;
3. Delhi-Bikaner-Jodhpur-Ahmedabad-Rajkot.

**Shri Heda:** Do Government propose to have some feeder lines in Night Air Mail service too?

**Shri Raj Bahadur:** It is not yet under consideration.

**Shri Raghuramalah:** May I know whether a decision has been taken regarding the feeder line between Madras and Vijayawada?

**Shri Raj Bahadur:** As soon as we get 'Heron' aircraft we will try to put in commission one or two of those on the Madras-Vijayawada-Madras sector.

**Shri T. S. A. Chettiar:** Having regard to the fact that these lines are working as a whole at a loss of nearly Rs. 1 crore and odd, does it mean that the extension of these lines would mean greater loss? Or do Government think that they will be self-supporting?

**Shri Raj Bahadur:** I would invite the attention of the hon. Member to what I said in my reply to the main question, namely, that these feeder services will be started having due regard to the economies of such operation.

#### RE-SALE OF TICKETS

**\*1177. Shri Dabhi:** Will the Minister of Railways be pleased to refer to the reply given to Starred Question No. 1380 on the 27th September, 1954 and state:

(a) whether the report regarding the racket of re-sale of used railway tickets received by Government has since been considered; and

(b) if so, the action taken thereon?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) Yes.

(b) The Ticket Collector responsible for resale of used tickets has been charge-sheeted for removal from service.

**Shri Dabhi:** Is the case over?

**Shri Shahnawaz Khan:** Only the charge-sheet has been issued to him. The matter is being dealt with.

**Shri Dabhi:** May we have some more details regarding this?

**Mr. Speaker:** I think the case is *sub judice*, if he is charge-sheeted.

**Shri Bhagwat Jha Azad:** May I know whether it has come to the notice of Government that in some stations used tickets are not sent back, as prescribed by the rules, for months together? If so, are there any arrangements to see that such tickets are not allowed to accumulate?

**Shri Shahnawaz Khan:** There are very clear orders on the subject. All the used tickets are to be sent to the accounts offices the following day they are collected; they are not normally allowed to accumulate. One case has

come to our notice and the Government is taking a very serious view of it.

#### METAL HARROW

**\*1179. Pandit D. N. Tiwary:** Will the Minister of Food and Agriculture be pleased to refer to the reply given to starred question No. 667 on the 5th March, 1954 and state:

(a) whether the metal harrow designed at the Institute of Agriculture, Anand, has been passed for use by the agriculturists;

(b) if so, its price and the places where it can be used; and

(c) whether an ordinary bullock can work it?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** (a) and (b). The harrow is still in the experimental stage.

(c) Yes.

**Pandit D. N. Tiwary:** May I know at what places they have so far been experimented?

**Shri M. V. Krishnappa:** The Institute where it has been designed—the Anand Institute. The Principal reports that it is very satisfactory. It is however, felt that some improvements will have to be made to suit the soil in other parts of the country.

**Pandit D. N. Tiwary:** What soil, whether hard or soft?

**Shri M. V. Krishnappa:** Both the soils. It has to be modified to suit the conditions of various types of soil.

**Shri Raghavachari:** May we know the average cost of each one of them?

**Shri M. V. Krishnappa:** Approximately Rs. 30.

#### COOPERATIVE MOVEMENT

**\*1180. Shri Bibhuti Mishra:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether it is a fact that due to high rates of interest prevalent

among cooperative societies, overdues are mounting; and

(b) if so, the steps Government propose to take for giving relief to the societies?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):**

(a) No. Overdues are not directly attributable to high rates of interest charged by Co-operative Societies.

(b) Does not arise.

**श्री बिभूति मिश्र :** पहले कोआपरेटिव सोसाइटीयों की तरफ से किसानों को १२ पर सेंट सूद पर कर्जा दिया जाता था। पीछे वह ६ पर सेंट हो गया और बहुत सी सोसाइटीयों ६ और १० पर सेंट पर कर्जा देती हैं। किसानों पर सूद का बोझ इतना ज्यादा हो गया है कि उन पर सोसाइटीयों का कर्जा जमा हो गया है। किसान सोसाइटीयों को कर्जा नहीं अदा कर पाते हैं और सोसाइटीयों गवर्नमेंट को रुक्खा नहीं दे पाती हैं। क्या सरकार उनकी मुक्ति के लिये कुछ सोच रही है ?

**स्वायत्त कृषि मंत्री (श्री ए० पी० जैन) :** सूद की दर तो अलग अलग है और स्टैंड गवर्नमेंट्स इन पर विचार कर सकती हैं।

**श्री बिभूति मिश्र :** यह कर्जा तो रिजर्व बैंक द्वारा दिया जाता है, और जब तक रिजर्व बैंक या केंद्रीय सरकार कुछ नहीं करेगी तो प्रान्तीय सरकारें क्या कर सकती हैं, वे तो एजेंट हैं ?

**श्री ए० पी० जैन :** रिजर्व बैंक की सूद की दर तो बहुत कम है।

**श्री भागवत झा आजाद :** क्या मैं जान सकता हूँ कि प्रश्न के भाग (क) के जवाब में माननीय मंत्री ने जो यह कहा कि कोआपरेटिव सोसाइटीज में सूद की दर अधिक है वह आवश्यक के जमा होने का कारण नहीं है तो अगर सूद की दर के कारण ऐसा नहीं हो रहा है तो वहां पर इतना अधिक कर्ज जमा होने का क्या कारण है ?

**Shri M. V. Krishnappa:** There are a number of reasons. The over-dues are

mainly due to the slump in the agricultural market and failure of crops in many parts of the country. Because of the failure of crops the agriculturists are not in a position to repay their debts to the society.

**Shrimati Ila Palchoudhury:** Is it a fact that co-operative societies are exempt from income-tax?

**Shri M. V. Krishnappa:** I think so. It is so in many States.

#### POSTS AND TELEGRAPHS EXPERT COMMITTEE

**\*1181. Th. Lakshman Singh Charak:** Will the Minister of Communications be pleased to lay a statement on the Table of the House showing:

(a) which of the recommendations of the Expert Committee appointed to enquire into the service conditions of the Posts and Telegraphs employees have not been accepted so far; and

(b) which of the accepted recommendations have been implemented so far?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). A copy of the report of the P. & T. Expert Committee and a copy of Director-General's circular No. 24 dated the 20th December, 1952 containing copies of Government orders on the recommendations have already been placed in the Lok Sabha Library.

All the recommendations accepted have already been implemented, except the one at item 9 which prohibits the employment of Boy peons on night duty and overtime duty. This is being further examined.

**Th. Lakshman Singh Charak:** What are the number of hours fixed for the staff of Posts and Telegraphs Department which they should work every day?

**Shri Raj Bahadur:** They differ from category to category of service. For example, in R.M.S. the duty hours are different from the duty hours of the postal and telegraphs employees.

**Th. Lakshman Singh Charak:** May I know if the Government gives any special allowance to village postmen who have to be all the time walking in rural areas?

**Shri Raj Bahadur:** Their salary is fixed on that basis and we also employ a large number of agents who carry the mail and to other duties.

**Th. Lakshman Singh Charak:** Are they given any transport allowance or provided with cycle?

**Shri Raj Bahadur:** I do not think that postmen are allowed any transport allowance.

#### GLIDING SCHOOL

**\*1182. Shri Bhagwat Jha Azad:** Will the Minister of Communications be pleased to state:

(a) whether Government propose to start any Gliding School in the near future; and

(b) the number of Gliding Schools, private and Government owned, if any, at present functioning in India?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Two new Gliding Centres are proposed to be started in the near future, one at Allahabad and another at Bangalore.

(b) Two—one private in New Delhi and one Government owned in Poona.

**Shri Bhagwat Jha Azad:** May I know whether in view of the growing desire of the people to learn gliding, what attempts are being made by Government to encourage not only to open Government schools but also to encourage private Gliding schools.

**Shri Raj Bahadur:** We have set up a special wing in the Directorate General of Civil Aviation and appointed a Gliding Adviser to the Director General of Civil Aviation. He is trying to give a fillip to the gliding activities in the country. Apart from that the charges for a launch have been reduced to Re. 1 per launch

both at Poona Gliding Centre and Delhi Gliding Club with a view to encourage gliding.

**Shri Bhagwat Jha Azad:** There is only one private Gliding Centre as the hon. Minister said. May I know whether any grant, aid or some other help is being given to this School and do Government propose to open more of such clubs?

**Shri Raj Bahadur:** That is rather hypothetical. If attempts are made in any centre to start a Gliding Club, we shall consider the request on merits.

**Shri Joachim Alva:** Do Government realise the importance of gliding clubs as a ground force for the Air Force in as much as our neighbouring and divided State has got more gliding clubs than we have and that Germany after being demilitarised had 700 gliding clubs?

**Mr. Speaker:** He may put the question without giving any information.

**Shri Raj Bahadur:** Although opinions of experts differ on the point whether gliding is really an aid for learning flying or not, even then we give due recognition to the fact that gliding should be encouraged in the country even as a sport.

**Shri T. S. A. Chettiar:** May I know, Sir.....

**Mr. Speaker:** I am going to the next question.

#### AMRITSAR-LAHORE RAIL LINK

**\*1187. Shri Radha Raman:** Will the Minister of Railways be pleased to state:

(a) the number of persons who have travelled up to the 30th November, 1954 in the train running between Amritsar and Lahore and vice versa;

(b) the nature of facilities provided to the passengers on this line; and

(c) the income from and the expenditure on this line up to that date?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) From 28th October, 1954 to 30th November, 1954 8,239½ persons travelled from India to Pakistan and 10,360 from Pakistan to India.

(b) The usual facilities are available to passengers on this line.

(c) The income and expenditure pertaining to the passenger service up to 30th November, 1954 are as under:—

<i>Income.</i>	<b>Rs. 9,512.</b>
<i>Expenditure—</i>	
Recurring.	<b>Rs. 3,035</b>
Non-recurring.	<b>Rs. 18,290.</b>

**Shri Radha Raman:** May I know whether arrangements are made to issue through-tickets to and fro for these trains?

**Shri Alagesan:** I think that now,—I am saying subject to correction—we issue tickets up to our part and they also do so.

**Shri Radha Raman:** May I know whether Government has succeeded in making arrangements for through-trains from India to Pakistan, and if so, what is the latest position?

**Shri Alagesan:** Yes; I think that question will be considered at a conference that will be convened in the near future.

**Shri Bhagwat Jha Azad:** May I know whether it is a fact that the customs checking at both ends of this line is more in the nature of harassment to the passengers than to check smuggling? Has it come to the knowledge of the Government?

**Shri Alagesan:** Of course, customs examination has to take place and it may cause inconvenience if not harassment to the public. But, that has to be put up with.

PURCHASE OF STORES BY C. T. O.

**\*1190. Shri Morarka:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether the attention of Government has been drawn to the criticism of the Estimates Committee on the purchase system of the stores and spare parts by the Central Organisation; and

(b) whether Government have enquired into the circumstances in which indiscriminate and haphazard purchases of stores and spares were made?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** (a) Yes, Sir.

(b) The various recommendations on the working of the Central Tractor Organisation made by the Estimates Committee in its 7th Report are still under examination. It is hoped to obtain orders of Government on them within the next few weeks.

**Shri Morarka:** May I know what is the total value of such stores purchased in this fashion as has been objected to by the Estimates Committee?

**Shri M. V. Krishnappa:** The question asked is about the recommendations of the Estimates Committee. If the hon. Member wants the total value, I am prepared to give it if sufficient notice is given.

**Shri Morarka:** The question related to the haphazard and indiscriminate purchase of stores by the Central Tractor Organisation. I want to know the total value of such stores.

**Shri M. V. Krishnappa:** I am prepared to give that later on.

**Mr. Speaker:** He wants notice; he has not got that figure with him just now.

**Shri Bhagwat Jha Azad:** Regarding this haphazard purchase of stores I want to know whether the responsibility has been pinned on any officer and whether action has been taken in this connection?

**The Minister of Food and Agriculture (Shri A. P. Jain):** We are examining the whole question and action will be taken shortly. I would request the hon. Member to have a little patience.

**Shri Morarka:** May I know whether Government propose to appoint a Cost Accountant to enquire into the matter as recommended by the Estimates Committee.

**Shri A. P. Jain:** We are examining the whole question and the Government will shortly take a decision on it.

#### NATIONAL EMPLOYMENT SERVICE

**\*1191. Shrimati Tarkeshwari Sinha:** Will the Minister of Labour be pleased to state:

(a) whether the International Labour Organisation have agreed to send experts to help in the setting up of the National Employment Service recommended by the Shiva Rao Committee; and

(b) if so, the number of experts who will come to India?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) and (b). The International Labour Organisation has not been requested by the Government of India to send experts for setting up a National Employment Service in India. A request is, however, being made for the services of two experts for assisting the National Employment Service in the development of schemes pertaining to

(i) occupational guidance and aptitude testing, and

(ii) the collection of employment market information.

**Shrimati Tarkeshwari Sinha:** May I know whether the International Labour Organisation have agreed to send those experts to India and if so the number of experts who are coming?

**Shri Abid Ali:** Our recommendations have not yet been forwarded we are still considering the matter.

**Shrimati Tarkeshwari Sinha:** May I know whether before inviting those experts Government has worked out the estimated cost of this proposed scheme and if so, may I know the cost?

**Shri Abid Ali:** As I said earlier, the whole matter is under consideration.

#### FISHING OPERATIONS

**\*1193. Shri C. R. Iyyunni:** Will the Minister of Food and Agriculture be pleased to state whether the Norwegians and the Japanese have come to India and started their operations in the sea to catch fish by modern methods?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** Yes, Sir. The reply is in the affirmative.

**Shri C. R. Iyyunni:** May I know how many Norwegians and Japanese have come for this purpose?

**Shri M. V. Krishnappa:** We had allowed the Japanese "Tokyo Fishing Company, Ltd.," since 1951 to operate with a trawler in the west coast, and they have trained Indians and now that company have written to say that they have suspended their operations and that they have returned to Japan, but they have trained about 34 persons and these persons are doing it now.

About the persons from Norway, as hon. Member knows, in Travancore-Cochin we have got the Norwegian project—under the community project scheme—which deals with an area of about 10 square miles where they intend to improve the conditions of fishermen, giving them more facilities by way of mechanising their country-boats and such other things.

**Shri C. R. Iyyunni:** May I know whether there is a proposal to train the people who are actually doing these fishing business operations?



**Shri M. V. Krishnappa:** Most of these people are fishermen. Only the fishermen come forward for training on fishing business. Generally, it is so.

**Shri Joachim Alva:** May I know whether the Government have a proposal by which intelligent boys from the fishermen community along the west coast, including Travancore-Cochin and Malabar, could be sent to Japan for training?

**Shri M. V. Krishnappa:** We have trained sufficient number of men. We have imported Japanese experts for fish-trawling operations on our own coast and they have trained a sufficient number of men. Why should we send our people to Japan? We need not go to Japan.

**Shri A. M. Thomas:** May I know whether there is an offer by the Norwegian project officers in Travancore-Cochin who are at present working there, to extend their activities, and if so, what have the Government done with regard to that offer?

**Shri M. V. Krishnappa:** This question only refers to the Norwegian aid programme, and I do not know whether any offer has been made to extend their activities.

#### PASSENGER AMENITIES

\*1194. **Th. Jugal Kishore Sinha:** Will the Minister of Railways be pleased to state the present arrangements for penalising and checking the unauthorised occupation of the seats in the compartments reserved for Third Class passengers booked for 300 miles and over?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** The Special Travelling Ticket Examiner in charge of each long distance coach is required to ensure that there is no unauthorised occupation thereof by short distance passengers. If any short distance passenger is so detected, the Special Travelling Ticket Examiner is

authorised to detain him and accommodate him in some other compartment. If the passenger refuses to comply, he is liable for prosecution under section 109 of the Indian Railways Act, 1890.

**ठाकुर बुगल किशोर सिंह :** क्या इस तरह का स्टाफ स्टेशनों पर रखा जाता है या ट्रेनों के साथ जाता है ?

**श्री शाहनवाज खां :** मैं ने अर्ज किया है कि एक स्पेशल ट्रेवलिंग टिकट एग्जामिनेर उस गाड़ी के साथ जाता है ।

**ठाकुर बुगल किशोर सिंह :** सभी गाड़ियों के साथ जाता है या सिर्फ उन के साथ जिन में कि ऐसे डिब्बे लगे होते हैं ?

**श्री शाहनवाज खां :** अमूमन जाता है ।

**Shri Punnoose:** Are the Government aware that the short distance passengers have to face such a lot of rush in the compartment and that is the reason why the short distance passenger is getting into the long distance compartment?

**Shri Shah Nawaz Khan:** The Government are aware of that.

**Mr. Speaker:** He is giving facts. It is not a question.

#### DELHI IMPROVEMENT TRUST

\*1196. **Shri B. R. Verma:** Will the Minister of Health be pleased to state:

(a) whether it is a fact that some time back the Delhi Improvement Trust had prepared a scheme for a separate colony for dhobis in Delhi; and

(b) if so, how far this scheme has progressed?

**The Deputy Minister of Health (Shrimati Chandrasekhar):** (a) Yes.

(b) The scheme was subsequently dropped.

**श्री बी० आर० वर्मा :** क्या माननीय मंत्री यह बताने की कृपा करेंगी कि यह स्कीम क्यों हटा दी गई ?

स्वास्थ्य मंत्री (राजकुमारी अमृत कौर) : यह स्कीम १९४६ में रखी गई थी। उसके बावजूद सी० पी० डब्ल्यू० डी० ने कहा कि इस जमीन की किसी और काम के लिये जरूरत है। इस लिए वह स्कीम ह्राप कर दी गई।

श्री बी० आर० बर्मा : क्या माननीय मंत्री यह बताने की कृपा करेंगी कि १९५५-५६ के बजट में धोबी कालोनी बनाने का कोई प्रबन्ध किया जायेगा ?

राजकुमारी अमृत कौर : इम्प्रूवमेंट ट्रस्ट से एंसी कोई स्कीम नहीं आई है।

#### CARRYING OF MAIL BAGS

\*1197. **Shri I. Eacharan:** Will the Minister of Communications be pleased to state:

(a) whether the carrying of mail bags in private buses is obligatory on the part of bus owners while granting route permits by the Transport authority;

(b) whether any difficulties have been experienced in the matter; and

(c) if so, the steps taken to remove the difficulties?

**The Deputy Minister of Communications (Shri Raj Bahadur):** It is not obligatory on the part of all private bus owners to carry mails. However, in certain states a condition is attached to the route permits that the permit holder should carry mails if required to do so.

(b) No.

(c) Does not arise.

**Shri I. Eacharan:** May I know whether any remuneration has been given to these bus owners, and if so, on what basis?

**Shri Raj Bahadur:** We invite tenders for carrying mails and the tender which is most advantageous to the Department is accepted.

**Shri I. Eacharan:** Has it come to the notice of the Government that instead of giving money to the bus owners, the bus owners give money to the Government for carrying this mail on certain routes?

**Shri Raj Bahadur:** That is so. In certain cases, it has so happened. The bus owners agree to do so because it facilitates the procurement of route permits from the concerned State Government for them.

#### रैलगाड़ियों के लिबे सशस्त्र रक्षक

\*११९८. श्री एम० एन० सिंह : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि पूर्वांचल रेलवे के भूतपूर्व आ० टी० सेक्शन पर मालगाड़ियों के लिये रात में सशस्त्र रक्षकों की व्यवस्था नहीं की जाती है;

(ख) क्या रात की ड्यूटी वाले गाड़ों ने कितनी ही बार ऐसे रक्षकों की मांग की है; और

(ग) यदि हां, तो उन की प्रार्थना पर क्या कार्यवाही की गई है ?

रेलवे तथा परिवहन मंत्री के सभा सचिव (श्री शाहनवाज खां) : (क) रात में चलने वाली कुछ मालगाड़ियों पर सशस्त्र रक्षकों की व्यवस्था की गयी है, किन्तु यह प्रबन्ध रात में चलने वाली सभी गाड़ियों पर नहीं है।

(ख) हां, बरौनी जंक्शन के कुछ गाड़ों की तरफ से छपरा और कटिहार के बीच चलने वाली गाड़ियों के लिये।

(ग) छपरा और कटिहार के बीच चलने वाली पांचों प्रमुख गाड़ियों पर रात में सशस्त्र रक्षकों की व्यवस्था कर दी गयी है।

श्री एम० एन० सिंह : माल गाड़ियां जिन पर सशस्त्र रक्षकों का प्रबन्ध नहीं किया जाता और इस कारण उनमें जो चोरियां हो जाती हैं उनको रोकने के लिए सरकार क्या इंतजाम करती है ?

श्री शाहनवाज खां : इस वक्त रेलवेज के पास इतने ज्यादा हाथियारबन्द गाड़ें नहीं हैं कि उनको हर एक गाड़ी के साथ भेज दिया जाये। गाड़ियों में चोरीयाँ और डकैतियाँ जो होती हैं, यह एक ला एंड आर्डर का मसला है जो कि स्टेट गवर्नमेंट्स की ही मदद से हल हो सकता है।

ठाकुर बुगल किशोर सिंह : जिन गाड़ियों पर सशस्त्र रक्षकों की व्यवस्था की जाती है क्या उनमें भी चोरी होने की खबर सरकार को मिलती है या नहीं ?

श्री शाहनवाज खां : यह अफसोस की बात है कि जिन गाड़ियों के ऊपर सशस्त्र रक्षक जाते हैं कभी कभी उन में भी चोरी और डकैती की वारदातें होती हैं।

#### RAILWAY ENGINES

\*1199. **Shri N. M. Lingam:** Will the Minister of Railways be pleased to state:

(a) the number of Canadian W. P. Engines in use in the Indian Railways as on the 30th November, 1954;

(b) The normal age for replacement

(c) the general performance of these engines?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) 200.

(b) The normal age for replacement of steam locomotives is 40 years.

(c) The general performance of these locomotives has been satisfactory.

**Shri N. M. Lingam:** Is it a fact that many of these Canadian engines have shown cracks on their boilers and had to undergo extensive repairs in the workshops within five years of their use?

**Shri Shahnawaz Khan:** As far as the boilers of these engines are concerned, we have not seen anything specially wrong in them. No abnormal damages have been seen.

**Shri N. M. Lingam:** How do these engines compare with those manufactured in Chittaranjan Locomotive Factory in respect of age, performance and cost?

**Shri Shahnawaz Khan:** They compare very well.

**Shri N. M. Lingam:** It is a vague answer.

**Mr. Speaker:** The question was rather too wide.

**Shri A. M. Thomas:** It has been said by the Parliamentary Secretary that the normal age of these engines is 40 years. May I enquire what exactly is the average age of the engines now being run?

**Shri Shahnawaz Khan:** We have got over 5,000 railway engines. Does the hon. Member expect me to remember the age of every single engine?

**Shri A. M. Thomas:** I wanted only the average age at present.

**Shri Shahnawaz Khan:** Many of our locomotives are over-aged.

#### AGRICULTURAL CREDIT

\*1200. **Shri Gadilingana Gowd:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government propose to establish an All-India Farm Credit Council in the near future in pursuance of the recommendation made by Mr. Chester Davis, Consultant to the Ford Foundation; and

(b) if so, what will be its composition?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** (a) The question will be considered only after the Rural Credit Survey Report of the Reserve Bank of India becomes available.

(b) does not arise.

**Shri Gadilingana Gowd:** May I know the nature of the help, and the machinery through which the All-India Farm Credit Council will work?

**Shri M. V. Krishnappa:** At the invitation of the Planning Commission and the Ford Foundation, Mr. Chester Davis was invited to this country. He produced a report after studying the rural conditions in the country for about three months, and according to him, he advised the Government to have an All-India Farm Credit Council. It is under the consideration of the Government and we want to take a decision on it after the report on the Rural Credit Survey by the Reserve Bank of India becomes available.

**The Minister of Food and Agriculture (Shri A. P. Jain):** I might add that the report of the Rural Credit Survey has now been made available and we propose to take decisions on that report shortly.

**Shri Punnoose:** When this question of rural credit is being considered, are Government surveying the extent of rural indebtedness also?

**Shri A. P. Jain:** The Reserve Bank has conducted a through survey and the report of the survey has been submitted to Government only very recently. It is under consideration.

**Shri S. N. Das:** May I know whether a copy of this report will be made available to each Member of the House?

**Shri A. P. Jain:** That question had better be addressed to the Finance Minister.

#### RAILWAY BRIDGE

**\*1201. Shri L. Jogeswar Singh:** Will the Minister of Railways be pleased to state:

(a) whether the Government have taken any steps to carry out survey work for the construction of a bridge over the Brahmaputra connecting Amingaon with Pandu or Kaena Kubja hills;

(b) if so, the nature of the steps taken;

(c) whether the Government of Assam have submitted a survey scheme

to the Government of India in this regard;

(d) if so, the main features of the scheme; and

(e) the financial commitment of the Government of India in this regard and the share to be borne by the State Government?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) No, Sir.

(b) Does not arise.

(c) No, Sir.

(d) and (e). Do not arise.

#### RAILWAY LINES

**\*1203. Shri M. L. Agrawal:** Will the Minister of Railways be pleased to state:

(a) the reasons for not restoring the Narrow-Gauge Shahjahanpur-Nailani railway line after it was dismantled during the world wars; and

(b) whether Government propose to restore it at an early date?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) and (b). It will not be in accordance with general policy to have narrow gauge lines in other than hilly tract, and the question of constructing a new metre gauge line to connect these places, if recommended by the State Government, would be considered along with the other projects which they might suggest for construction during the Second Five Year Plan.

**Shri M. L. Agrawal:** May I know how many lines dismantled during the war have not yet been restored?

**Mr. Speaker:** Does the hon. Member restrict his question to U.P. or does he refer to the whole of India?

**Shri M. L. Agrawal:** In U.P.

**Shri Shah Nawaz Khan:** For that I shall require notice, but I might say in this connection that this particular line to which the hon. Member has

made reference was dismantled not during the last war but in the war before that, that is in 1918.

#### INDIGENOUS MEDICINES

\*1204. **Dr. Satyawadi:** Will the Minister of Health be pleased to state:

(a) whether the Advisory Committees on indigenous medicines have submitted any report; and

(b) if so, whether copies of the recommendations of the Committees will be laid on the Table of the House?

**The Deputy Minister of Health (Shrimati Chandrasekhar):** (a) Yes.

(b) A copy of the recommendations of the Advisory Committee on Ayurveda which met on the 12th October, 1954, is laid on the Table of the Sabha. [See Appendix V, annexure No. 33].

**Dr. Satyawadi:** May I know the Government's reactions on the suggestions submitted by the Advisory Committee?

**Shrimati Chandrasekhar:** We have accepted all those recommendations.

**Dr. Satyawadi:** Has any Tibbia College approached the Government for any grant and, if so, may I know Government's reactions thereon?

**Shrimati Chandrasekhar:** The Tibbia College of Delhi has asked for some help. We have received the application and it is under consideration.

**Shri Bhagwat Jha Azad:** May I know whether an exception has been made by the Advisory Committee and whether this indigenous medicine comes under definition of 'modern medicine'?

**Mr. Speaker:** I think about four days back he put some such question.

**Shri Bhagwat Jha Azad:** The hon. Minister said that indigenous medicine is not included in 'modern medicine'. I want to know whether this indigenous medicine comes under 'modern medicine'.

**The Minister of Health (Rajkumari Amrit Kaur):** Ayurveda cannot come under 'modern medicine'.

#### RESEARCH ON TIMBERS

\*1206. **Shrimati Ila Palchoudhury:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether any research on timbers has been carried out in Darjeeling District; and

(b) if so, whether Government propose to utilise the lesser known timbers in that district?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** (a) Yes.

(b) Some lesser known timbers like Kapasi, Saur and Chilauni are already being used; the possibility of using others is under consideration.

**Shrimati Ila Palchoudhury:** May I know whether any paper factories are envisaged in the Darjeeling district, as a considerable amount of timber for this purpose may be available?

**Shri M. V. Krishnappa:** Not to my information. I want notice for it. It is for the Commerce and Industry Ministry to say that.

**Shrimati Ila Palchoudhury:** May I also know whether any tea chest factory is proposed to be started, because that is a commodity greatly used in the Darjeeling district?

**Shri M. V. Krishnappa:** Already the capacity is used for shoe-lace and packing cases, high class furniture and others. The question of starting more factories, I am afraid, has to be referred to the Commerce and Industry Ministry.

**Shrimati Ila Palchoudhury:** May I know whether all the lesser known timbers that can be used for other commercial purposes are exported to other countries?

**Mr. Speaker:** I think that can be put to the Commerce Ministry.

## LOANS TO AIR LINES CORPORATION

\*1207. Shri K. C. Sodhia: Will the Minister of Communications be pleased to state:

(a) the total amount of loans sanctioned to each of the two Air Lines Corporations during 1954-55 so far;

(b) the purpose for which they were sanctioned; and

(c) the terms thereof?

The Deputy Minister of Communications (Shri Raj Bahadur): (a) to (c). A loan of Rs. 50 lakhs has been sanctioned to the Indian Airlines Corporation at 4½% interest per annum payable annually. The principal is to be repaid in two annual instalments commencing from the year 1958-59. The loan has been advanced for meeting the current working expenses of the Corporation. No loan has so far been advanced to the Air India International Corporation during 1954-55.

Shri K. C. Sodhia: Are any subsidies also granted to these Lines?

Shri Raj Bahadur: No, Sir.

## जमींदारी-उन्मूलन

\*1208. श्री रनबमन सिंह : क्या खाद्य तथा कृषि मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या जमींदारी-उन्मूलन के संबंध में सरकार ने कोई ऐसे निर्देशक सिद्धान्त बनाये हैं, जिन में यह व्यवस्था की गई हो कि एक जमींदार के पास कम से कम कितनी जमीन होनी चाहिये ।

(ख) यदि हां, तो उस के ब्यौरे क्या हैं ; और

(ग) जमींदारी-उन्मूलन के बाद जमींदारों से प्राप्त होने वाली जमीन के उपयोग के लिये सरकारी सिद्धान्त क्या हैं ?

The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa): (a) No.

(b) Does not arise.

(c) Legislation in each State lays down the relevant principles according to the local conditions.

श्री रनबमन सिंह : क्या मंत्री महोदय इसको हिन्दी में बतलाने की कृपा करेंगे ?

खाद्य तथा कृषि मंत्री (श्री ए० पी० जैन): (क) जी नहीं ।

(ख) सवाल उत्पन्न नहीं होता है ।

(ग) हर एक सरकार अपने हालात के मुताबिक कानून बना रही है ।

श्री रनबमन सिंह : क्या मैं जान सकता हूँ कि जिन किसानों ने जमींदारी उन्मूलन के पहले जमींदारों से मुआवजा ले कर जमीन ले ली थी और जिसको उन्होंने उपजाऊ बना लिया था, उस जमीन से वे किसान जमींदारी उन्मूलन के बाद बेदखल कर दिये गये हैं, उनके लिये क्या किया जायेगा ?

श्री ए० पी० जैन : जमींदारी उन्मूलन से जो जमीन मिल रही है उसके बारे में उसल यह है कि वह खेती करने वालों को कुछ पैसा ले कर दी जाती है ।

श्री रनबमन सिंह : बटवार के सिलसिले में एक परिवार की संख्या कितनी मानी गयी है ?

श्री ए० पी० जैन : वह तो हर एक राज्य में अलग अलग है ।

श्री रनबमन सिंह : एक परिवार के पास ज्यादा से ज्यादा कितनी जमीन होनी चाहिये ?

श्री ए० पी० जैन : अभी तक तो इसका निर्णय नहीं हुआ है । राज्य सरकारों से पूछा गया है कि उनके यहां कितनी जमीन है और किस किस के पास कितनी कितनी है । जब इसका ब्यौरा ले लिया जायेगा तब यह प्रश्न पैदा होगा ।

Shri N. B. Chowdhury: May I know whether it is a fact that certain State Governments had approached the Government of India to amend certain

sections of the Constitution in order that they may expedite their land reform laws?

**Shri A. P. Jain:** The question of amending the Constitution in this respect is under the consideration of the Government and a decision may be announced shortly.

**Mr. Speaker:** No. 1211, Shri Viswanatha Reddy.

**An Hon. Member:** Shri Viswanatha Reddy is here.

**Mr. Speaker:** Hon. Members have to be careful to see when their questions are called. Otherwise they will be passed over.

**Shri Viswanatha Reddy:** No. 1211, Sir,

#### RAILWAY RATES TRIBUNAL

**\*1211. Shri Viswanatha Reddy:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that several Chambers of Commerce have made a representation to Government to the effect that the present procedure of settling cases before the Railway Rates Tribunal involves considerable expense and time to the parties; and

(b) if so, the steps proposed to be taken to obviate these difficulties?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes, Sir.

(b) The matter is under examination.

**Shri Viswanatha Reddy:** May I know the average number of cases for review that come up before the Railway Rates Tribunal annually and how many of them are decided?

**Shri Alagesan:** The cases are not many; I do not have the exact numbers; they may be four or five.

**Shri Viswanatha Reddy:** In view of the insistent demand of the commercial and industrial community of the country for a review of the rate and freight structure in Indian railways, may I know whether any attempts are

being made to see that a review is undertaken?

**Shri Alagesan:** It is proposed to undertake such a review.

**Shri Basappa:** May I know in respect of what goods this difference in rate arises?

**Shri Alagesan:** I should like to have notice. I do not have the details of the cases.

**Shri Basappa:** After all, there will be four or five cases.

**Dr. Lanka Sundaram:** May I know the total cost involved in the maintenance of the Railway Rates Tribunal with the lack of work which the hon. Minister mentioned a little while ago?

**Shri Alagesan:** It is a statutory body and it has to be maintained. I think the cost is not much. I can give figures if the hon. Member puts a specific question. I do not have the figures before me.

#### WATER SUPPLY IN AGARTALA

**\*1213. Shri Biren Dutt:** Will the Minister of Health be pleased to refer to the reply given to the unstarred question No. 523 on the 17th September, 1954 and state the nature of the water works and drainage scheme proposed for Tripura and the time it will take for its execution?

**The Deputy Minister of Health (Shrimati Chandrasekhar):** The preparation of the scheme for water supply and drainage for Agartala town has not yet been completed. It is too early as yet to state when the scheme will be executed.

#### DESTRUCTION OF CROPS BY ELEPHANTS

**\*1214. Shri Dasaratha Deb:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government are aware that elephants and other wild animals destroy crops at many places in Tripura; and

(b) if so, the measures Government propose to take to check this menace?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** (a) and (b). The information is being collected and will be laid on the Table of the Sabha.

**Shri Dasaratha Deb:** Is it not a fact that since the Government of Tripura have taken the licensed guns from the tribal people, this elephant and tiger menace has increased in various parts? Do Government propose to return all these guns without delay?

**Shri M. V. Krishnappa:** It may be part of the information that we may get.

#### INDIAN POSTAGE STAMP CENTENARY EXHIBITION

**\*1216. Shri Ram Saran:** Will the Minister of Communications be pleased to state the expenditure incurred on the recently held Indian Postage Stamp Centenary Exhibition?

**The Deputy Minister of Communications (Shri Raj Bahadur):** Rs. 10 lakhs 90 thousands roughly. Exact figures are not ready.

**श्री राम शरण :** खर्च की मुख्य मुख्य मद क्या हैं ?

**Shri Raj Bahadur:** Construction of the philatelic hall, construction of the theatre, organisation of the International Philatelic Exhibition, organisation of the International children's postage stamp designing competition organisation of Postal Exhibition, hospitality to foreign guests, expenditure on printing, transport charges, insurance of exhibits, cost of frames, travelling expenses, lighting charges, pay of staff, rent etc.

**श्री राम शरण :** उस हाल के निर्माण में कितना रुपया खर्च हुआ और उसका क्या उपयोग हो रहा है ?

**श्री राज बहादुर :** हाल में रुपया जो खर्च हुआ वह लगभग दो लाख ५० हजार से ऊपर खर्च हुआ और वह हाल भिन्न भिन्न उपयोगों में लाया जायेगा, एग्जिबिशन के लिये और विभाग के और भी कामों के लिये ।

**Shri S. N. Das:** What was the income from the sale of tickets or otherwise?

**Shri Raj Bahadur:** It was to the tune of Rs. 6,52,457 on the first day sale of commemoration stamps in all the post offices in India. It is the first day's sale.

**Shri Thimmaiah:** How many new types of stamps were issued during the Centenary Exhibition?

**Shri Raj Bahadur:** Four, which the hon. Member might have seen.

#### INTERNATIONAL TELECOMMUNICATIONS UNION

**\*1218. Shri Ibrahim:** Will the Minister of Communications be pleased to state:

(a) whether India is a member of the Administrative Council of the International Telecommunications Union; and

(b) if so what are the advantages of being a member of this Union?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) The chief advantages of being a member of the International Telecommunications Union are:

- (i) ensuring international co-operation for the improvement and rational use of all telecommunications in general and those of India in particular;
- (ii) obtaining information regarding the latest developments in technical facilities and their most efficient operation with a view to improving the efficiency of Indian telecommunication services and increasing their usefulness in making them available to the public.
- (iii) securing an equitable allocation of the radio frequency spectrum for the Indian Radio Services and registration of their frequency assignments



in order to avoid harmful interference from the radio stations of other countries;

(iv) collaborating with other Administrations to establish tariffs at levels as low as possible consistent with an efficient service;

(v) helping to ensure the safety of life at sea and in air through the co-operation of telecommunication services; and

(vi) undertaking technical studies on telecommunication matters in collaboration with administrations for improvement in technique and operational methods.

**Shri M. G. Deshmukh:** May I know what is the contribution that the Government is making towards this?

**Shri Raj Bahadur:** Rs. 1.78 lakhs per annum.

#### MEDICAL DELEGATION FROM WEST GERMANY

\*1221. **Shri V. Missir:** Will the Minister of Health be pleased to state:

(a) whether any Delegation of Medical Experts from West Germany visited this country in the last week of November, 1954;

(b) if so, the main purpose of their visit; and

(c) whether the Delegation came at the invitation of Government?

**The Deputy Minister of Health (Shrimati Chandrasekhar):** (a) Yes.

(b) They came on a study tour.

(c) No.

#### ROCK BURST IN KOLAR GOLD FIELDS

\*1222. **Shri Thimmaiah:** Will the Minister of Labour be pleased to state:

(a) whether it is a fact that a rock burst took place at the Kolar Gold fields on the 30th November, 1954;

(b) if so, the number of persons killed and injured; and

(c) the causes of the accident?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) Yes.

(b) Four killed; one seriously injured.

(c) An enquiry into the accident is being made.

**Shri Thimmaiah:** May I know whether any relief has been given to the bereaved families?

**Shri Abid Ali:** Certainly. According to the Workmen's Compensation Act, the families of the deceased persons will get relief if they have not already got it.

**Shri Thimmaiah:** May I know whether the Rockburst enquiry Committee which was appointed a year back, has submitted its report and what its recommendations are?

**Shri Abid Ali:** If the hon. Member is referring to the enquiry concerning the rockburst in 1952, the report was placed on the Table of this House on 14th May, 1953.

**Shri Joachim Alva:** Is it true that the Government has got fool-proof rules regarding inspection of mines, but that inspection done by the Inspectors is irregular and not on sound lines?

**Shri Abid Ali:** It is not a fact.

**Shri P. C. Bose:** What is the depth at which this rockburst took place and what is the likely pressure per square inch of this super-incumbent rock?

**Shri Abid Ali:** The accident took place on 30th November, 1954. With regard to the second part, I would like to have notice.

**Shri P. C. Bose:** I wanted to know the depth.

**Shri Abid Ali:** I am sorry. About 290 feet.

पर्यटक यातायात

\*१२२३. श्री भक्त बर्मान : क्या परिवहन मंत्री २ दिसम्बर, १९५४ को

दिये गये तारांकित प्रश्न संख्या ६६६ के उत्तर के सम्बन्ध में सभा के पटल पर एक ऐसा विवरण रखेंगे, जिस में १९५४ में अब तक विभिन्न राज्यों को पर्यटक यातायात को प्रोत्साहित करने के लिये दी गई वार्षिक सहायता की राशि दर्शायी गई हो ?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** A statement is placed on the Table of the Sabha. [See Appendix V, annexure No. 34.]

**श्री भक्त वरान :** इस विवरण पत्र से स्पष्ट है कि अभी तक दो राज्य सरकारों को ही आर्थिक सहायता दी गयी है। मैं जानना चाहता हूँ कि अन्य राज्य सरकारों ने इसके लिये आवेदन किया था या नहीं, या उनकी मांगें अभी विचाराधीन हैं ?

**श्री शाहनवाज खां :** इस साल में कुल दो लाख रुपये हमारे पास था जो कि इस काम के लिये दिया जा सकता था। जो जो सिफारिशें हमारे पास राज्य सरकारों ने भेजी हैं, उनमें से जो सबसे जरूरी थीं, उनको हम ने दे दिया।

**श्री भक्त वरान :** क्या ऐसी योजना भी तैयार की गयी है कि इस पर्यटन उद्योग के सम्बन्ध में जो गैर-सरकारी संस्थाएँ कार्य कर रही हैं उनको भी सहायता दी जाय, और यदि ऐसी कोई योजना है, तो क्या उस पर कोई निर्णय किया गया है ?

**श्री शाहनवाज खां :** जी अभी तक तो ऐसा कोई नहीं किया गया है।

**श्री हेडा :** क्या इस सम्बन्ध में सरकार कुछ नये आफिसरज खोल रही हैं और कुछ नये आफिसर्स का चुनाव इस सम्बन्ध में हो रहा है ?

**श्री शाहनवाज खां :** जहाँ जहाँ जरूरत समझी जाती है, खोले जाते हैं वक्त बचकत।

**The Deputy Minister of Railways and Transport (Shri Alagesan):** We have opened new offices in Bangalore, 565 LSD

Aurangabad, Simla, Ootacamund and Darjeeling.

**Shri Kasliwal:** May I enquire whether the Government have any plan in view to encourage tourist traffic?

**Shri Shah Nawaz Khan:** Yes, Sir. We have a comprehensive plan in view. We are holding a meeting of the State representatives on 17th December, for elaborating the plan.

#### THEFT OF POSTAL BAGS

\*1227. **Shri Dabhi:** Will the Minister of Communications be pleased to refer to the reply given to starred question No. 917 on the 14th September, 1954 and state:

(a) whether the police have completed the investigation in regard to the theft of postal bags on the 5th April, 1954 from the Madras Mail; and

(b) if so, with what result?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) The Police have not been able to detect the culprits and it is regretted that the case has to be treated as "undetected".

#### EXPANDED DAIRY INSTITUTE

\*1228. **Shri Bhagwat Jha Azad:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government have any scheme under consideration for the establishment of an expanded Dairy Institute near Delhi;

(b) if so, whether any site has been selected for this purpose; and

(c) whether Dairy Science Degree courses would be introduced in the Institute?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):**

(a) Yes.

(b) No.

(c) Proposals in this regard form part of the expansion scheme.

**Shri Bhagwat Jha Azad:** What will be the cost either recurring or non-recurring of such a scheme to which the answer is "yes"?

**Shri M. V. Krishnappa:** It has to be worked out. It is only a proposal for the next Five Year Plan.

**Shri Bhagwat Jha Azad:** In what respect would this expanded dairy scheme differ from the Dairy Institute?

**Shri M. V. Krishnappa:** We will expand the present Dairy Research Institute at Bangalore which is being run on a small scale. We want to make it a National Dairy Research Institute, a bigger thing which will consist of about five to six sections. It will have a Central Dairy College also attached to it.

**Shri S. N. Das:** In reply to the question, the hon. Minister said that the scheme was under consideration, and latterly he said that it was still an idea. May I know when this idea was conceived and what time it will take to bear fruit?

**Shri M. V. Krishnappa:** It is not an idea, it is a proposal. We had asked the Director of the Research Institute, Bangalore, to submit a scheme. He has submitted certain proposals to expand the present Dairy Institute on a national scale and make it a big unit. It is for the Second Five Year Plan. That is what I said.

**Shri Bhagwat Jha Azad:** May I know whether it is a fact that the present Institute at Bangalore is situated at a very good place, but the Government propose to shift it? If that is so, what is the reason?

**Shri M. V. Krishnappa:** The area is very limited at the present Research Institute at Bangalore. It has got only 150 acres, whereas for this National Institute the minimum required is at least about 2,000 acres. We also want a continuous water supply, at the rate of one lakh gallons per day of filter-

ed water. All this is necessary. We have not yet decided whether to shift that dairy institute or not.

**Shri Basappa:** May I know whether there is sufficient land in Mysore near the present Institute which can fit in with this Institute, and may I know if every effort is being made to take over that land?

**Shri M. V. Krishnappa:** We are making every effort to retain the Institute at Bangalore, but there are so many troubles there. We are not able to get sufficient land, sufficient water supply. We require at least 2,000 acres of land. At present we do not have 2,000 acres of land in that area.

**Shri N. Rachiah rose —**

#### SUGAR MILLS

\*1229. **Shri Gidwani:** Will the Minister of Food and Agriculture be pleased to state whether it is a fact that Government have decided to liberalise their licensing policy for the setting up of sugar mills in the country?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** Both expansions of existing units and installation of new factories are now liberally licensed, having regard of course to the essential requirements needed for this increased capacity to show itself in increased production.

**Shri Gidwani:** What will be the number of mills for which it is proposed to give licenses and what will be the basis on which the licenses will be given?

**Shri M. V. Krishnappa:** We want to increase production by about 4½ lakh tons in these two years. So, for that we have called for applications. About 80 applications have come—about 30 of them for the expansion of the existing units and increasing production, and 25 of them for the starting of new factories.

**Shri Gidwani:** May I know whether any regions have been selected and which are those regions where these mills will be started?

**Shri M. V. Krishnappa:** They will be throughout the country. Wherever the applications come from, they will be considered, and generally it is felt, as the late Shri Kidwai used to say, that South India is preferred for sugar factories now.

**Shri Ramachandra Reddi:** How many applications have been received from South India, and how many have been favourably disposed of, state-wise?

**Shri M. V. Krishnappa:** We have disposed of about 25 applications, and most of them are from Bombay. We have issued 11 licences for Bombay out of which 10 are for co-operative sugar factories, and one is a private limited concern. We have given two licences for Hyderabad, one at Mysore, two in Andhra, one in Madras, one in PEPSU, two in Punjab, Saurashtra 1, and Bombay 2 refineries.

**Shri Kelappan:** May I know how many mills are idle at present for want of work?

**Shri M. V. Krishnappa:** Out of 159 or so, about 25 are idle in North India.

#### WILD LIFE PARK

**\*1230. Shri Radha Raman:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether any progress has been made in the proposals for establishing a 'Zoo' and a lake near Lodi Gardens in Delhi;

(b) if so, what is the progress; and

(c) if not, the reasons therefor?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** (a) to (c). It was originally proposed to set up a Zoological Park near Purana Qilla through the agency of the Delhi State Government. It has now been decided that the Central Government should assume responsibility for the execution of the Scheme. Steps are being taken to obtain the services of a foreign expert for the purpose.

**Shri Radha Raman:** May I know if there is also a scheme of botanical gardens, if so, where is it going to be situated?

**Shri M. V. Krishnappa:** The site that is in question now was meant for starting a botanical garden. A Committee was constituted and they are of opinion that the present garden which we are going to start should have both the characteristics—it should be both a zoological and botanical garden.

**Shri Radha Raman:** When does the Government think that the work will start on these two projects?

**Shri M. V. Krishnappa:** Very soon. We have asked the Inspector-General of Forests to consult some experts who have come for the World Forestry Congress at Dehra Dun. He will have some consultations with the foreign experts who have got such parks in their countries and immediately after that we are likely to take a decision.

**Shri Radha Raman:** May I know if the Central Government have set aside any definite sum for this purpose?

**Shri M. V. Krishnappa:** Yes. We have given Rs. 4.3 lakhs to the Delhi Government to start that park, and perhaps that is meant for this.

#### LATE RUNNING OF TRAINS

**\*1231. Pandit D. N. Tiwary:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that punctuality and regularity of train services in all the Zones and specially on North Eastern Railway has deteriorated since January, 1954;

(b) if so, the special reasons for the irregular and late running of trains; and

(c) whether it has also affected the earnings of the railways?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) to (c). A statement giving the information re-

quired is laid on the Table of the House. [See Appendix V, annexure No. 35.]

**Pandit D. N. Tiwary:** In the statement it is given that due to excessive heat and monsoon weather, the punctuality of the railways is affected. May I know whether in the winter season also the punctuality of the railways is affected or not?

**Shri Shahnawaz Khan:** Generally, there is an improvement in the winter months, but sometimes certain conditions are created which do affect the punctuality of trains during winter even,—things like big fares, kumbh and other melas.

**Pandit D. N. Tiwary:** May I know whether one of the reasons for the unpunctuality of the trains is given as excessive heat? I wanted to know whether there is any scientific basis for knowing whether heat or rain or cold affects the punctuality of the railways?

**Shri Shahnawaz Khan:** Excessive heat and excessive rains do affect the punctuality of trains in a very potent manner. Due to excessive heat, a large number of our guards, drivers, firemen etc., fall ill and there is also sometimes scarcity of water at many stations. Due to monsoons there are breaches.

**Pandit D. N. Tiwary rose —**

#### AGRICULTURAL COLLEGES

\*1232. **Shri Morarka:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government have in conformity with the recommendation of the Estimates Committee contained in para 53 of the Seventh Report made any arrangements for the admission of students from States having no Agricultural Colleges of their own in the Agricultural Colleges of adjoining States;

(b) whether Government have consulted the State Agricultural Colleges

on the desirability of providing more seats for students from the adjoining States; and

(c) if so, the result thereof?

**The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa):** (a) to (c). State Governments have not been addressed in the matter. This was because the recommendations of the Estimates Committee are engaging attention of Government and it is proposed to maintain the Central College of Agriculture as an institution separate from the Indian Agriculture Research Institute. The proposals to reorganise the college are presently under consideration. Pending final reorganisation the Central College of Agriculture is being continued as at present and will admit students from States which possess no Agricultural College of their own.

**Shri Morarka:** May I know the names of the States which do not have agricultural colleges?

**Shri M. V. Krishnappa:** In all C States and some of the B States they do not have. The States are: Delhi, Ajmer, Coorg, Tripura Travancore-Cochin, PEPSU, Himachal Pradesh, Manipur, Bilaspur and Kashmir. These are the States which have not got their own colleges.

**Shri Morarka:** May I know whether Government propose to give any special grants for starting such colleges to those States which do not have a college of this type?

**Shri M. V. Krishnappa:** That is the recommendation of the Estimates Committee. We will consider it. It is still under the consideration of the Government.

**Shri S. N. Das:** May I know whether any estimate has been made of the personnel required by the Government within this Five Year Plan and what is the present capacity for training these personnel for these colleges?

**Shri M. V. Krishnappa:** An estimate has been made, but I want notice to give the details.

## RAILWAY ACCIDENTS

\*1235. **Th. Jugal Kishore Sinha:** Will the Minister of Railways be pleased to state the finding of the enquiry conducted in connection with Jagat Bela explosion on the North Eastern Railway near Gorakhpur?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan): The required information is laid on the Table of the Sabha. [See Appendix V, annexure No. 36.]

ठाकुर युगल किशोर सिंह : इस इन्क्वायरी की रिपोर्ट पर सरकार ने अब तक क्या कार्रवाई की ?

श्री शाहनवाज खां : अभी तक तो कोई खास कार्रवाई नहीं की है ।

ठाकुर युगल किशोर सिंह : इन दुर्घटनाओं में लोगों की जान माल को खतरा से बचाने के लिये सरकार क्या कर रही है ?

श्री शाहनवाज खां : इस में रेलवे मिनिस्ट्री यही उम्मीद कर सकती है कि जो कानून है उस को स्टेट गवर्नमेन्ट्स और दूसरे आदमी मानेंगे ।

ठाकुर युगल किशोर सिंह : इन मामलों में पुलिस का कसूर मालूम होने पर सरकार ने उस के खिलाफ क्या कार्रवाई की ?

श्री शाहनवाज खां : उस पर हम कोई कार्रवाई नहीं कर सकते, सिर्फ अफसोस ही जाहिर कर सकते हैं ।

## WRITTEN ANSWERS TO QUESTIONS

## TRAINING IN TELE-COMMUNICATIONS

\*1170. **Sardar Hukam Singh:** Will the Minister of Communications be pleased to state:

(a) the number of Officers trained abroad so far in order to keep pace with the latest developments in foreign countries in the field of tele-communications; and

(b) whether Government proposes to send any more officers for training in tele-communications?

The Deputy Minister of Communications (Shri Raj Bahadur): (a) 57.

(b) Yes, as and when necessary.

## GINGER (FIBRE CONTENT)

\*1172. **Shri V. P. Nayar:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether it is a fact that the fibre content of the Indian ginger (*Zingibar officinale*) is more than that in the ginger produced in Jamaica and other countries;

(b) whether this factor is responsible for the comparatively lower prices in the world market for Indian ginger; and

(c) what steps, if any, have been taken to minimise the fibre content of Indian ginger?

The Minister of Food and Agriculture (Shri A. P. Jain): (a) Yes.

(b) No. The prices of Indian ginger are reported to be 20 to 30 per cent. higher than those of foreign qualities of ginger.

(c) The present programme under the Ginger Research Scheme, Madras, provides for a varietal trial which would help in isolating types with low fibre content. Another scheme has also been sanctioned in Assam.

## FOOD AND AGRICULTURE ORGANISATION

\*1174. **Shri D. C. Sharma:** Will the Minister of Food and Agriculture be pleased to state the cost incurred by India during the year 1954 up to the date for which figures are available, in connection with the Food and Agriculture Organisation?

The Minister of Food and Agriculture (Shri A. P. Jain): The Government of India have paid to the Food and Agriculture Organization a sum of Rs. 11,74,268 as annual contribution for the Calendar year 1951.

## RAILWAY CORRUPTION ENQUIRY COMMITTEE

\*1175. **Shri S. C. Singhal:** Will the Minister of Railways be pleased to refer to the replies to the supplementaries on starred question No. 340 asked on the 24th November, 1954 and state:

(a) the expenditure incurred so far on the Railway Corruption Enquiry Committee; and

(b) the amount paid by way of daily and travelling allowances to its members during this period?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) and (b). Total amount spent so far is Rs. 12,513-8-0 including Rs. 24,612-2-0 paid as daily and travelling allowances to the members.

## DEMANDS OF ALL-INDIA BUILDING WORKERS UNION

\*1178. **Shri T. B. Vittal Rao:** Will the Minister of Labour be pleased to state:

(a) whether the All India Building Workers' Union have placed certain demands before Government;

(b) if so, what are their demands; and

(c) the action taken by Government thereon?

**The Minister of Labour (Shri K. K. Desai):** (a) Yes.

(b) The demands are for:

- (i) recognition of the union;
- (ii) a housing scheme for building workers;
- (iii) weekly off with pay;
- (iv) fixing of the work load;
- (v) constitution of a tripartite Labour Board for building workers;
- (vi) departmental action against a contractor, who, it is alleged, habitually harasses and exploits the workers.

(c) The Union has been informed by the Central Public Works Department to represent their grievances to the State Government as these pertain to the workers employed in the building and construction industry by contractors.

## RAILWAY EMPLOYEES

\*1183. **Shri Nambiar:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that 450 clerks, signallers and Ex-grainshop staff of the Eastern Railway have been reverted to class IV category; and

(b) if so, the reasons therefor?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) On the ex-Bengal Nagpur Railway section of the Eastern Railway, recently some 284 non-matriculate clerks of the Grainshop Department and 7 non-matriculate signallers have been reverted to class IV categories. Information in regard to ex-East Indian Railway section is not available.

(b) A total of 885 non-matriculいたes had been temporarily recruited, mainly for grainshop work on the ex-B. N. Railway. The question of absorbing them in permanent posts was examined with due regard to their educational qualifications and quality of work. Those who were found unsuitable for permanent retention in class III have been given alternative employment in class IV, as stated above.

## AUXILIARY MEDICAL PERSONNEL

\*1184. **Dr. Rama Rao:** Will the Minister of Health be pleased to refer to the reply given to starred question No. 537 on the 6th September, 1954 and state the progress made in the scheme for training of Auxiliary Medical personnel in the country?

**The Minister of Health (Rajkumari Amrit Kaur):** Further consideration has been given to the scheme. In view of conflicting opinions received



from the various States, it is proposed to place the Scheme before the Central Council of Health at their next meeting to be held early in 1955.

#### VANASPATI (COLOURING MATERIAL)

**\*1185. Shri Bahadur Singh:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether experts of the World Health Organisation have carried on research in the Veterinary Institute Bareilly to find out suitable colouring material for hydrogenated Vegetable fats; and

(b) if so, whether any stable and harmless colour has been evolved?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) No.

(b) Does not arise.

#### TRANSPORT WORKERS' UNION

**\*1186. Shri Nanadas:** Will the Minister of Transport be pleased to state:

(a) whether Government are aware that some Transport Workers' Unions have demanded tripartite conference of the representatives from the State and Central Governments and workers; and

(b) if so, when Government propose to convene such a conference?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). No such demand has been received.

#### INDIAN AIRLINES CORPORATION PLANES

**\*1188. Shri T. K. Chaudhuri:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that in October, 1954 five Indian Airlines Corporation planes which started from the Dum Dum and Patna Air Ports were forced to return on account of engine troubles having developed shortly after start;

(b) whether any enquiry has been held as to the state of arrangements

for air-craft check-up before flight in the Dum-Dum and other Air Ports; and

(c) the type of air-craft involved in each of the above mentioned cases and the number of flight hours already done by each of them?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) On 22-10-54 three aircrafts of Indian Airlines Corporation which took off from Dum Dum Airport for Dacca, Imphal and Agartala had to return to Dum Dum due to reasons which are given in the statement I lay on the Table of the Lok Sabha. [See Appendix V, annexure No. 37.]

On the same day, a plane of Darbhanga Aviation which took off from Patna for Calcutta force landed at Asansol. It will be seen that in only one case, there was engine trouble.

(b) All aircrafts engaged in public transport are required to undergo daily inspection by appropriately licensed Air-craft Maintenance Engineers. In the case of radio equipment, these are inspected by the Radio Engineers or Radio Officers approved by the Civil Aviation Department. No special enquiry was considered necessary in the cases mentioned.

(c) The type of aircraft involved in the first three cases was Dakota and in the fourth case Bonanza. The number of flight hours done by these aircraft is 12208 hrs., 11805 hrs., 12788 hrs. and 553 hrs. respectively.

#### PROTO-TYPE STEAM ENGINE

**\*1189. Shri Sanganna:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether it is a fact that a prototype steam engine and boiler has been designed by Sir Harry Ricardo which is considered suitable for use in agricultural farming in under-developed countries; and

(b) if so, whether Government propose to conduct trials to determine its suitability for Indian conditions?



**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) From the information available it seems that a steam operated prime-mover has been designed and produced by a firm in England under a project of the National Research Development Corporation of the United Kingdom. A representative of the firm furnished certain details of the proto-type models to the Government of India. It was proposed to ask the manufacturing firm to supply one or two dozen proto-type models for laboratory and field trials. These have not yet been received.

(b) Yes, Sir, if the proto-type models are received from the manufacturing concern.

#### BOOKING OF HOSIERY GOODS

**\*1192. Shri Hem Raj:** Will the Minister of Railways be pleased to state whether the hosiery industry of Ludhiana had to face a crisis due to the stoppage of facilities of booking hosiery goods by the Mail trains?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** No. Traffic in hosiery booked as luggage is allowed to be cleared by Mail, Express and Passenger trains, except to Howrah by 74 Dn. Amritsar-Howrah Mail, and that booked as parcels is allowed to be moved by all Mail, Express and Passenger trains except 74 Dn. Amritsar-Howrah and 32 Dn. Frontier Mail trains.

#### P. & T. ADVISORY COMMITTEE

**\*1195. Shri Bheekha Bhai:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that some regional Posts and Telegraphs Advisory Committees are not functioning in accordance with the procedure laid down for them; and

(b) whether it is a fact that in some States like Rajasthan and Ajmer meetings of the Advisory Committees are not convened even at the expiration of a year's time?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) No.

(b) Not generally. In the Rajasthan Circle however, which was formed only last year the calling of meetings has been somewhat delayed because the question of periodicity of the meetings in this circle was under consideration.

#### LOCATION OF DIVISIONAL OFFICE IN ORISSA

**\*1202. Shri R. N. S. Deo:** Will the Minister of Railways be pleased to refer to the reply given to starred question No. 74 on the 17th November, 1953 regarding location of a Divisional Office in Orissa and state:

(a) whether Government have arrived at any decision in the matter; and

(b) if so the nature thereof?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) No, Sir.

(b) Does not arise.

#### KALIGHAT-FALTA RAILWAY

**\*1205. Shri K. K. Basu:** Will the Minister of Railways be pleased to lay a statement on the Table of the House showing:

(a) the amount of subsidy given to the Kalighat-Falta Railway company during the last three years;

(b) how the amount is determined;

(c) whether there is a proposal to take over this Railway;

(d) whether there is any scope for improvement in the Services of this Railway; and

(e) whether passenger fares on the Railway are proportionately higher than on the other suburban Railways?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). A statement is laid on the Table of the House. [See Appendix V, annexure No. 38.]

(c) No.

(d) This Railway have advised that their services are fairly satisfactory but that amenities will be further improved if revenue improves.

(e) The bases of passenger fares at present levied are not higher than those of other Light Railways similarly situated.

#### RECRUITMENT FOR MERCHANT NAVY

**\*1209. Shri Veeraswamy:** Will the Minister of Transport be pleased to state:

(a) the qualifications required for enrolment of officers and ratings in the Merchant Navy;

(b) whether any preference is being shown to candidates belonging to the fishermen community;

(c) the number of candidates recruited in 1953 and 1954 up to the 31st October, 1954; and

(d) the number among them belonging to the Fishermen Community and the Scheduled Castes?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) to (d). It is presumed that the information required is only in respect of candidates who are taken in as trainees in the various training establishments set up by the Government of India for eventual absorption as officers/ratings in the Merchant Navy. Accordingly, a statement giving the required information is laid on the Table of the Sabha. [See Appendix V, annexure No. 39.]

#### ELEPHANTS

**\*1210. Mulla Abdullabhai:** Will the Minister of Food and Agriculture be pleased to lay a statement on the Table of the House showing:

(a) the number of elephants exported during the years 1952-53 and 1953-54;

(b) the total amount realised therefrom; and

(c) the names of the countries to which they were exported?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) The number of elephants exported during the years 1952-53 and 1953-54 (from April 1953 to Sept. 1953) was 104 and 28 respectively. As export of elephants was decontrolled from October 1953, no statistics thereof are available after Sept. 1953.

(b) and (c). Information is not available as export of elephants is not recorded separately but is included under "other kinds of animals".

#### रेलवे दुर्घटना

**\*१२१२. श्री रघुनाथ सिंह :** क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि २४ नवम्बर, १९५४ को पूर्वोत्तर रेलवे के समस्तीपुर स्टेशन पर दो मालगाड़ियाँ आपस में टकरा गईं, जिस के फलस्वरूप धन-जन की हानि हुई ;

(ख) यदि हां, तो क्या क्षति हुई ; और

(ग) दुर्घटना के कारण क्या थे ?

रेलवे तथा परिवहन मंत्री (श्री एस० बी० शस्त्री) : (क) और (ख). २४ नवम्बर, १९५४ को २२-५८ के करीब नं० ८८६ डाऊन माल गाड़ी, समस्तीपुर स्टेशन यार्ड की पटरी नं० ६ पर चली गयी और उसी पटरी पर माल-गाड़ी नं० ७६८ के पहले खड़े डिब्बों से टकरा गयी। दुर्घटना में न कोई मरा और न घायल हुआ। इससे रेल-सम्पत्ति को लगभग ८९१० रुपये की क्षति हुई।

(ग) रेलवे अधिकारियों की एक कमेटी इस दुर्घटना के कारण की जांच कर रही है। प्रत्यक्ष रूप से ऐसा जान पड़ता है कि अन्तर्पार्श-गियर खराब था जिसके कारण नं० ८८६ डाऊन गाड़ी बन्द पटरी पर चली गयी।

## SURGEONS FROM AMERICA

\*1215. **Shri M. S. Gurupadaswamy:** Will the Minister of Health be pleased to state:

(a) whether any batch of American Surgeons visited this country in the middle of November, 1954;

(b) if so, whether they came at the invitation of Government; and

(c) the purpose of their visit?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) Yes.

(b) No.

(c) To attend a meeting of the Indian Chapter of the International College of Surgeons in Bombay and to meet surgeons in India.

## TICKETLESS TRAVELLING

\*1217. **Sardar A. S. Saigal:** Will the Minister of Railways be pleased to refer to the Supplementary raised on starred question No. 316 on the 24th November, 1954 and state:

(a) whether it is a fact that the Railway Police authorities at Jubbulpore refused this year to take into custody ticketless travellers charged under Section 113 of the Indian Railway Act by ticket collectors;

(b) if so whether any instructions to this effect have been issued to the Railway Police; and

(c) the amount of revenue lost on account of ticketless travelling on this railway during the last two years?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The passengers who are dealt with under section 113 of the Indian Railways Act are not normally taken into custody by the Police unless they are arrested under section 132 in addition. The Police authorities have not refused to take into custody those so arrested.

(b) Does not arise.

(c) It is not possible to make an accurate estimate of the amount of

revenue lost on account of ticketless travelling. The amount of excess fares and penalty realised from ticketless travellers on Central Railway during the 2 years was, however, as follows:—

	Rs.
1952-53	19,62,588
1953-54	15,95,311

## LIGHT HOUSE NEAR KANDLA PORT

\*1219. **Dr. Ram Subhag Singh:** Will the Minister of Transport be pleased to state the estimated cost of constructing the sea bed lighthouse at Lushington Shoals near Kandla Port?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** No firm estimate has yet been prepared but on the basis of a tentative estimate prepared sometime ago, the cost of construction is likely to be about Rs. 50 lakhs.

## SHIPPING CORPORATION

\*1220. **Shri Magan Lal Bagdi:** Will the Minister of Transport be pleased to state:

(a) whether any proposal to set up a Second Shipping Corporation is under the consideration of Government; and

(b) if so, the decision taken so far in this regard?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes.

(b) The matter is still in the preliminary stage of examination and no final decision has yet been taken.

## MECHANISATION OF POSTAL SERVICES

\*1224. **Sardar Hukam Singh:** Will the Minister of Communications be pleased to state:

(a) whether any steps have so far been taken in pursuance of the advice given and the detailed plans furnished by the two British Postal Experts assigned to the Posts and Telegraphs Department under the Technical Assistance Scheme of the Colombo Plan for

the mechanisation of Postal Services; and

(b) if so, what machines have actually been installed and at which places?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) The recommendations made by the British Post Office Experts fall under the following three groups:

- (i) Installation of mechanical aids in existing buildings not involving building reconstruction.
- (ii) Mechanisation projects which are linked up with the construction of new buildings.

(iii) General Recommendations.

The recommendations under item (i) have been examined and action for their installation during 55-56 is in progress.

The new building proposals involving mechanisation in respect of which plans had been furnished by the Experts, have all been approved, except in regard to Calcutta which is still under examination. The plans which have been approved have been referred to the Central Public Works Department for preparation of architect's drawings. The installation of mechanical aids in the new buildings will be taken up after the construction of buildings has commenced.

The general recommendations relating to (i) standardisation of furniture (ii) adoption of certain standards in respect of postal buildings relating to width of public halls and length of public counters (iii) liaison with firms posting heavy mails etc. have been implemented.

#### GINGER (COMMISSION AGENTS)

\*1225. **Shri V. P. Nayar:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government are aware of the observations made by the Spices Enquiry Committee in their Report of

1953 that 20 per cent. of market value of ginger is taken away from the producers by the Commission Agents; and

(b) if so, what steps Government propose to take to ensure the maximum prices to the cultivators?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) Yes.

(b) A scheme is under consideration for the selection of centres for setting up regulated markets and licensed warehouses to ensure maximum prices to the cultivators.

#### BOOKING OF GOODS TRAFFIC

\*1226. **Shri S. C. Singhal:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that railway stations all of a sudden receive orders frequently for the closure of booking of goods; and

(b) if so the procedure for issuing such orders and the authority which issues them?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) As and when warranted by operating conditions or civil bans, etc. the movement of traffic is restricted either partially or wholly, as the case may be, from and to certain areas.

(b) Normally restrictions are imposed either by the Operating or the Commercial departments depending upon as to whether the conditions pertain to operating or commercial working. As far as possible, the imposition of restrictions, all of a sudden, is avoided and timely notice is given to the public of the date from which a restriction is to take effect by putting up notices at the Goods Offices. Generally, a message imposing a restriction is not required to be enforced on the date of its receipt at the station if it is too late for the notification of the restriction before the commencement of the working hours.

# TELEPHONIC CONNECTIONS FOR BACKWARD AREAS

\*1234. **Shri Bheekha Bhai:** Will the Minister of Communications be pleased to state:

(a) whether there is any proposal to connect distant places in backward areas by telephone lines; and

(b) if so, whether Government have undertaken any survey of such backward areas?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). Instructions have already been issued for providing trunk telephone facilities at the remaining District Headquarter towns. Government have recently decided to provide similar trunk facilities to Sub-Divisional towns also.

# IODINE SALT

\*1236. **Shri Hem Raj:** Will the Minister of Health be pleased to state:

(a) whether the Punjab Government have approached the Central Government for the setting up of a plant for the manufacture of iodine salt;

(b) if so, what will be the probable cost of the plant and in what proportion it will be borne by the Centre and the State; and

(c) the site of its location and its rated capacity?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) No.

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

# RETIRING ROOMS

\*1237. { **Shrimati Tarkeshwari Sinha:**  
**Shri G. L. Chaudhary:**

Will the Minister of Railways be pleased to state:

(a) whether it is proposed to throw open the retiring rooms at railway stations to third class passengers; and

(b) if so, the charges that the third class passengers will be required to

pay for the occupation of these retiring rooms?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) Instructions have already been issued to Railways that retiring rooms at railway stations should be available for all classes of passengers.

(b) The existing scale of charges.

# POLIO

\*1238. **Dr. Satyawadi:** Will the Minister of Health be pleased to state:

(a) the amount spent or allocated by the U.N.I.C.E.F. on the treatment of polio in India so far; and

(b) the details of the programme to fight polio in the country?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) \$22,600.

(b) A Statement showing details of the programme to fight polio in the country (assisted or sponsored by the Government of India) is laid on the Table of the Sabha. [See Appendix V, annexure No. 40.]

# SHAH NAWAZ COMMITTEE'S REPORT

\*1239. **Shri T. B. Vittal Rao:** Will the Minister of Railways be pleased to refer to the replies to the supplementaries on starred question No. 348 on the 24th November, 1954 and state:

(a) the number of members of the National Railway Users' Consultative Council who have been associated with the examination of the report of the 'Reviewing Committee' regarding accidents on the railways; and

(b) when the report of the 'Reviewing Committee' was received by Government and when the examination of the 'Report' was taken up?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) Two Members, viz., Shri L. P. Misra and Shri T. S. Pattabiraman, M.P.

(b) The Report of the 'Reviewing Committee' was received by the Government in the 1st week of November, 1954. Its examination was taken up in the 2nd week of the same month.

#### CONSTRUCTION OF MOTORABLE ROADS

\*1240. **Shri Dasaratha Deb:** Will the Minister of Transport be pleased to state:

(a) whether the scheme for providing a motorable road from Teliamura to Amarapur has been abandoned;

(b) if not, when the construction work is expected to be undertaken; and

(c) the total estimated cost of construction of this particular road?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) No.

(b) During the current financial year.

(c) Rs. 18.75 lakhs.

#### LIGHT-HOUSES

\*1241. **Shri M. S. Gurupadaswamy:** Will the Minister of Transport be pleased to state:

(a) the progress made in the improvement and development of light-houses in the country during the current year;

(b) the amount sanctioned for this purpose for the current year;

(c) the amount spent so far out of this sum;

(d) the total value of the light-house equipment for which the orders have been placed abroad; and

(e) by what time the equipment is expected to arrive?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) A statement is placed on the Table of the House. [See Appendix V, annexure No. 41.]

(b) Rs. 50 lakhs.

(c) The amount of expenditure so far adjusted is Rs. 2.67 lakhs.

(d) Rs. 15,48,165.

(e) Equipment costing Rs. 9,52,103 is expected to arrive before March, 1955 and the remainder before the end of December, 1955.

#### EXPORT OF GINGER

\*1242. **Shri V. P. Nayar:** Will the Minister of Food and Agriculture be pleased to state:

(a) the efforts made by Government for export promotion in respect of ginger;

(b) whether it is a fact that U.K. and U.S.A. have cut down their exports of this article; and

(c) if so, by what percentage, from 1950-51 to 1953-54?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) to (c). A statement is placed on the Table of the Sabha. [See Appendix V, annexure No. 42.]

#### MOTOR VEHICLES AMENDMENT

\*1243. **Sardar Hukam Singh:** Will the Minister of Transport be pleased to state:

(a) whether the proposal to bring forward the Motor Vehicles Amendment Bill still exists;

(b) if so, when that Bill is likely to be introduced; and

(c) what are the reasons for the delay in introducing the Bill?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes.

(b) and (c). The draft of the Bill, which was almost ready for introduction, is being reviewed in the light of certain recent judicial pronouncements and the Bill will be introduced as soon as possible.

## CENTRAL RADIO TRACER LABORATORY

\*1244. **Shri Dabhi:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether it is a fact that Government propose to start a Central Radio Tracer Laboratory at the Indian Agricultural Institute, New Delhi;

(b) if so, the purpose of starting such a laboratory; and

(c) when it is likely to start?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) Yes.

(b) The laboratory is being set up for determination of the phosphorus fertility status of our soils, fixation of phosphorus in them and placement of fertiliser studies, etc.

(c) Within the next three months.

## LOAN TO THE NATIONAL SPORTS CLUB OF INDIA

\*1245. **Shri Bhagwat Jha Azad:** Will the Minister of Health be pleased to state:

(a) whether Government have given or propose to give any loan to the National Sports Club of India;

(b) if so, the details thereof; and

(c) whether Government have asked the club to disclose its property for mortgaging against the loan?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) It is proposed to give a loan to the National Sports Club of India.

(b) The loan (Rs. 6 lakhs) will be repayable in 20 annual instalments commencing from 1st April, 1956 and will bear interest at the rate of 4½ per cent. per annum.

(c) Yes.

## RAILWAY TO SINGARENI COLLIERY SIDING

\*1246. **Shri T. B. Vittal Rao:** Will the Minister of Railways be pleased to state:

(a) whether Singareni Collieries Company have since paid their con-

tribution towards the cost of construction of the railway extension to the colliery siding;

(b) if so, the amount actually paid to the Railways; and

(c) when the extension is likely to be completed?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) Yes, Sir, on 3rd December, 1954.

(b) Rs. 3,42,675 have been deposited with the Railway.

(c) The Company have agreed to carry out the earthwork, construction of culverts and bridges through their own Agency. After the Company carry out their portion of work the Railway would take about four months' time to complete the track work.

## RIVER BRIDGES

\*1247. **Shri Bheekha Bhai:** Will the Minister of Transport be pleased to state:

(a) whether it is a fact that Dungarpur and Banswara Districts were cut off for a couple of months during the last Monsoon season due to floods in River Mahi; and

(b) whether the Government of Rajasthan has sent any scheme for the construction of a bridge across the river?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) Government have no information of conditions in the areas referred to during the last Monsoon season. The roads concerned are the State Government's responsibility.

(b) No formal proposals have as yet been received in this connection from the Rajasthan Government.

## LATE RUNNING OF TRAINS

\*1248. **Th. Jugal Kishore Sinha:** Will the Minister of Railways be pleased to refer to the reply given to unstarred question No. 317 on the



24th November, 1954 on the late running of trains and lay on the Table of the House a statement showing:

(a) the number of occasions of late running of trains on the North Eastern Railway before and after the punctuality drive was introduced; and

(b) the manner in which the punctuality drive has now been intensified?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) and (b). A statement giving the required information is laid on the Table of the House. [See Appendix V, annexure No. 43.]

REPRESENTATION FROM BOMBAY SEAMEN

\*1249. **Shri M. S. Gurupadaswamy:** Will the Minister of Transport be pleased to state:

(a) whether any representation for the appointment of a tripartite Medical Board has been received from the Bombay seamen;

(b) if so, the main points in the representation; and

(c) the action taken or proposed to be taken thereon?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) to (c) A representation was handed over to the Minister during his visit to Bombay on the 20th November, 1954, by the President of the National Union of Seamen of India, Bombay. This representation contained *inter alia* a suggestion that a Medical Board representing Government, Shipowners and Seamen should be established. A statement indicating the main points contained in the representation is laid on the Table of the Sabha. [See Appendix V, annexure No. 44]. The whole matter is receiving the attention of the Government.

#### FLOATING POST OFFICE

749. **Shri N. B. Chowdhury:** Will the Minister of Communications be pleased to state.

(a) the area served by the floating post office in Srinagar;

(b) whether it is functioning successfully;

(c) whether Government propose to start such post offices elsewhere; and

(d) if so, at what places?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Three floating post offices were opened during the touring season viz., 15th April, 1954 to 31st October, 1954.

They covered the following areas:

(1) Jhelum-Sheikhabagh, Ram Munshi Bagh, Sonwar Bagh, Rajbagh, Armwary.

(2) Dal Lake-Gagribal point, Dal Gate and the surrounding Nallahs, Chinarbagh and Club Nallah.

(3) Naginbagh-Nasimbagh, Naginbagh and the surrounding Nallahs.

(b) Yes.

(c) and (d). This will be examined.

#### RECOMMENDATION OF THE CENTRAL RAILWAY SERVICE COMMISSION

750. **Shri Karni Singhji:** Will the Minister of Railways be pleased to lay on the Table of the House the recommendations made by the Central Railway Service Commission, Bombay in connection with the equation of non-gazetted posts and grades of the erstwhile Indian States Railways with the prescribed scales of pay on Indian Government Railways?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** The recommendations in question being of a departmental nature, it is regretted that it will not be possible to do so.

#### SPECIAL TRAINS

751. **Shri N. Rachiah:** Will the Minister of Railways be pleased to state:

(a) the number of special trains run during Dussehra Festival in October, 1954 to Mysore from other Stations;



(b) the income derived therefrom; and

(c) the total expenditure incurred for running these trains?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) 33 Special Trains were run for passengers, to Mysore.

(b) Rs. 35,000/- approximately.

(c) Rs. 8,200/- approximately.

#### TEA GARDEN WORKERS

**752. Shri Nanadas:** Will the Minister of Labour be pleased to state:

(a) the number of the temporary and permanent workers (men, women and children, separately) employed in the tea Estates of—

(i) Assam,

(ii) Cachar,

(iii) Darjeeling,

(iv) Dooars, and

(v) Terai; and

(b) the total acreage under tea in those areas, separately?

**The Minister of Labour (Shri K. K. Desai):** (a) and (b). Available information is contained in the statement attached. [See Appendix V, annexure No. 45.]

#### HEALTH SCHEMES OF CENTRAL AND DELHI STATE GOVERNMENTS

**753. Shri R. N. Singh:** Will the Minister of Health be pleased to state:

(a) the difference between the Contributory Health Service Schemes of the Central and the Delhi State Governments pertaining to their respective employees;

(b) the names of the places at which dispensaries under the Contributory Health Scheme have been opened by the Government of India for their employees at Delhi and the practical experience gained by each of the doctors attached thereto;

(c) the total number of employees attached to each of the dispensaries referred to in part (b) above; and

(d) the average time being taken on each patient on the basis of the working hours and the average daily attendance at these dispensaries for getting the medical aid?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) We have no information about any Contributory Health Service Scheme of the Delhi State. The question of its difference with the Contributory Health Service Scheme for Central Government employees in Delhi and New Delhi does not, therefore, arise.

(b) and (c). Three statements showing (i) the names of the places at which dispensaries under the Contributory Health Service Scheme have been opened and the number of Government employees attached to each, (ii) the number of Gazetted and non-gazetted staff attached to each dispensary and (iii) the practical experience gained by each doctor attached to the Contributory Health Service Scheme dispensaries, are laid on the Table of the Sabha. [Placed in the Library. See No. S-499/54.]

(d) About 4½ minutes.

#### MANUFACTURE OF GLIDERS

**754. Shri Krishnacharya Joshi:** Will the Minister of Communications be pleased to state:

(a) how many gliders have been manufactured in India during 1954; and

(b) what is the amount spent over them?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) At the Technical Centre of the Civil Aviation Department, three single seater gliders were built during 1954. The Madras Institute of Technology, which is a private institution, constructed one prototype primary glider, which was test flown in July, 1954.

(b) The total amount spent on the three gliders built at the Technical Centre of the Civil Aviation Department during 1953-54 came to Rs. 26,880 approximately. No information is available in regard to the amount spent by the Madras Institute of Technology on the glider built by it.

#### SUGAR FACTORIES IN PUNJAB AND PEPSU

**755. Shri D. C. Sharma:** Will the Minister of Food and Agriculture be pleased to state:

(a) the number of applications that are pending consideration before Government in regard to the opening of sugar factories in the Punjab and PEPSU;

(b) the names of the places where sugar factories are permitted to be opened at present;

(c) the names of the persons who have been given permission to open their factories; and

(d) whether the Government of India have promised or paid any money to help these factories?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) Two.

(b) and (c). A statement is laid on the Table of the House. [See Appendix V, annexure No. 46.]

(d) No.

#### IMPORT OF TRACTORS

**756. Shri D. C. Sharma:** Will the Minister of Food and Agriculture be pleased to state:

(a) the number of tractors which have been imported so far during the year 1954; and

(b) the names of the countries from which they have been imported?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) and (b). 1,821 tractors have been imported from

January 1954, to September 1954 as per details given below:—

Country of origin.	No.
United Kingdom.	1,330
United States of America.	185
West Germany.	148
Italy.	16
Canada.	43
Austria.	30
Czechoslovakia.	65
Russia.	4
Total	1,821

#### LANDLESS LABOURERS

**757. Shri D. C. Sharma:** Will the Minister of Food and Agriculture be pleased to state the extent of the land so far distributed to landless agricultural workers?

**The Minister of Food and Agriculture (Shri A. P. Jain):** None by the Central Government.

#### SAFETY DEVICES FOR AIRCRAFTS

**758. Shri D. C. Sharma:** Will the Minister of Communications be pleased to state:

(a) the number of Air Ports in India which have been provided with additional safety devices for assisting the aircrafts to approach and land safely; and

(b) the estimated expenditure on the installation of these devices?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) It is not clear what the hon. Member is referring to by "additional safety devices". The number of aerodromes in this country which have been provided with one or more safety devices, visual as well as radio, is 67.

(b) Rs. 75.00 lakhs.

#### AIRPORTS

**759. Shri D. C. Sharma:** Will the Minister of Communications be pleased to state the names of new airports in India that are being constructed or developed at present?

**The Deputy Minister of Communications (Shri Raj Bahadur):** I lay a statement on the Table giving the requisite information. [See Appendix V, annexure No. 47].

#### RAILWAY COMMITTEES

**730. Shri Krishnacharya Joshi:** Will the Minister of Railways be pleased to state:

(a) the number of meetings held by (i) the National Railway Users' Consultative Council, (ii) the Zonal Railway Users' Consultative Committees, and (iii) the Railway Users' Consultative Committees during 1954; and

(b) the main questions considered by these Committees during the same period?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The number of meetings held in 1954, by—

(i) National Railway Users' Consultative Council is one;

(ii) the Zonal Railway Users' Consultative Committees, is

Northern Railway.	..	2
North-Eastern Railway.	..	3
Central Railway.	...	2
Western Railway.	..	3
Southern Railway.	..	3
Eastern Railway.	..	4

(iii) the Regional Railway Users' Consultative Committees, is

<b>Northern Railway:</b>		
Delhi Committee		2
U.P. Committee		3
Rajasthan Committee		2

<b>North-Eastern Railway:</b>		
Muzaffarpur Committee		3
Lucknow Committee		3
Pandu Committee		2

<b>Central Railway:</b>		
Bombay Committee		3
Jhansi Committee		3
Secunderabad Committee		3

#### Western Railway:

Bombay Committee	4
Ajmer Committee.	4
Gondal Committee	4

#### Southern Railway:

Trichinopoly Committee	4
Mysore Committee	4
Madras Committee	4

#### Eastern Railway:

Calcutta Committee	4
Nagpur Committee	4
Patna Committee	4

(b) The main questions considered at the above meetings are given in the attached Statement. [See Appendix V, annexure No. 48].

#### AIR EMPLOYEES

**761. Th. Lakshman Singh Charak:** Will the Minister of Communications be pleased to state:

(a) the number of engineers, pilots, radio officers and the staff working in the controlling towers of Aerodromes who were suspended as a result of the air crashes during the years 1950 to 1954; and

(b) whether the licences of these engineers, pilots and radio officers have been restored?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) The licences of 3 engineers and 23 pilots were suspended, the licence of one Engineer was cancelled.

(b) Except in one case, the licences were suspended for specified periods and were therefore automatically restored after the expiry of that period. In the one case referred to, the licence of an engineer has been suspended pending investigation of the cause of a certain accident.

#### POST OFFICE BUILDING AT HYDERABAD

**762. Shri T. B. Vittal Rao:** Will the Minister of Communications be pleased to state:

(a) the reasons for not taking up the construction of a Head Post Office building at Hyderabad so far though

a requisite provision in this regard has been made in the current year's Budget;

(b) the steps, if any, taken to expedite the construction of the building; and

(c) whether any interim arrangements are proposed with a view to relieving the congestion in the office?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). The proposed new building for Hyderabad Head Post Office is intended to accommodate not only the Hyderabad G.P.O. but the departmental Telegraph Offices and several other offices. It is expected to cost over Rs. 9 lacs. The examination of the Plan and the finalisation of all preliminaries before the work can commence usually takes some time. In the present case, it was anticipated that the work would commence during 1954-55. Actually the plans have only been finalised just now and it will take some time before the work can start.

Every effort is being made to expedite the progress of the work.

(c) No further interim arrangements are possible and the excess accommodation in the building has already been taken over and annexed to the Post Office in 1951. No further spare accommodation is available to be given to the G.P.O.

#### OFFICES OF P. & T. DEPARTMENT IN HYDERABAD

**763. Shri T. B. Vittal Rao:** Will the Minister of Communications be pleased to state:

(a) the total amount paid annually towards the payment of rent in the two cities of Hyderabad and Secunderabad for buildings which accommodate post offices, telegraph offices and other offices of Posts and Telegraphs Department; and

(b) the number of offices housed in departmental buildings?

565 LSD.

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Rs. 28,750/7/- annually.

(b) 30.

#### TELEPHONE LINK WITH KULU VALLEY

**764. Shri Bhagwat Jha Azad:** Will the Minister of Communications be pleased to state whether Government propose to link Kulu Valley with the rest of India by telephone?

**The Deputy Minister of Communications (Shri Raj Bahadur):** Yes. A proposal is under consideration.

#### AIRSTRIP IN KANGRA AND KULU VALLEYS

**765. Shri Bhagwat Jha Azad:** Will the Minister of Communications be pleased to state whether Government propose to construct an airstrip in Kangra Valley and the other in Kulu Valley?

**The Deputy Minister of Communications (Shri Raj Bahadur):** Yes. The proposals are in the exploratory stage at present and it will be necessary to carry out a detailed survey of the possible sites in the area before decisions could be taken.

#### गायों का कृत्रिम गर्भाधान

७६६. **सेठ गोविन्द दास :** क्या कृषि तथा कृषि मंत्री यह बताने की कृपा करेंगे कि :

(क) १९५३-५४ में कितनी गायों का कृत्रिम रूप से गर्भाधान किया गया और उन में कितने गर्भाधान सफल हुए ;

(ख) इस कार्य के लिये रखे गये सांडों, डाक्टरों और अन्य कर्मचारियों के ऊपर कितनी राशि व्यय की गई ; और

(ग) किन-किन राज्यों में यह व्यवस्था की गई ?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) to (c). A statement is laid on the Table of the Sabha. [See Appendix V, annexure No. 49].

### सड़क निर्माण

७६७. सेठ गोविन्द दास : क्या परिवहन मंत्री यह बताने की कृपा करेंगे कि :

(क) हिमाचल प्रदेश में खंदराला हो कर तिब्बत को जाने वाली सड़क का कितना भाग बन गया है; और

(ख) सड़क का यह बना हुआ भाग तिब्बत सीमा से कितनी दूर है ?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) and (b). The road to Tibet known as the Hindustan-Tibet Road does not pass through Khadralla. Its accepted alignment is Simla-Narkanda-Rampur-Gaura - Sarahan-Wangtu-Chini-Tibet border. The road is motorable up to Rampur and a six feet track has been cut up to Chini which is 60 miles from the border.

There is an alternative route between Narkanda and Sarahan which goes via Khadralla and Bahli. This route is motorable up to Khadralla, jeepable up to Bahli and the rest is a mule track.

### यात्रियों की सुविधायें

७६८. श्री झूलन सिंह : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) कितने रेलवे स्टेशनों पर यात्रियों की सुविधा के लिये वाचनालयों और पुस्तकालयों की व्यवस्था की गई है ;

(ख) इस सुविधा की व्यवस्था करने में कितना आवर्ती और अनावर्ती व्यय होता है ; और

(ग) क्या रेलवे स्टेशनों के प्रतीक्षालयों में रेडियो-सेटों के लगाये जाने का कोई प्रस्ताव विचाराधीन है ?

रेलवे तथा परिवहन उपमंत्री (श्री अलगासन):

(क) बड़ बड़ स्टेशनों पर ठंकेदारों द्वारा पुस्तकों, पत्रिकाओं, समाचार पत्रों आदि की बिक्री के अतिरिक्त रेल-प्रशासनों की ओर से वाचनालयों

और पुस्तकालयों की कोई व्यवस्था नहीं की गयी है ।

(ख) प्रश्न नहीं उठता ।

(ग) नहीं ।

### VANASPATI INDUSTRY

769. Shri Jhulan Sinha: Will the Minister of Food and Agriculture be pleased to state:

(a) the quantity of edible oil produced in the country consumed by the Vanaspati Industry;

(b) what percentage of the raw oil, if any, is wasted or lost in the process of manufacture of vanaspati;

(c) what proportion the price of vanaspati bears to the price of the raw oil out of which it is manufactured; and

(d) whether the industry depends on any other raw material except oil for its manufacture?

The Minister of Food and Agriculture (Shri A. P. Jain): (a) Only groundnut, sesame and cottonseed oils are used in the production of Vanaspati in India. The total production of these oils averages about 7.5 lakh tons per annum. The quantity of oils used in the manufacture of vanaspati is about 2 lakh tons per annum of which more than 90 per cent. is groundnut oil.

(b) The net loss of oil is about 1.0 per cent. to 2.0 per cent.

(c) The proportion varies from time to time depending upon the price of raw oil.

(d) No.

### WORKING HOURS OF RAILWAY EMPLOYEES

770. Shri Nambiar: Will the Minister of Railways be pleased to state:

(a) whether it is a fact that clerks of the Workshop Audit and Time Sections of the S.I. Railway Section are still working eight and a half hours a day whereas the working

hours of clerks in other sections have been reduced recently;

(b) if so, the reasons therefor; and

(c) the steps taken in the matter?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Government understand that the Workshop Accounts Office Golden Rock now-a-days are working for 6½ hrs. a day from Monday to Friday and 3½ hrs. on Saturday whereas the Time Section staff are working for 8½ hrs. a day from Monday to Friday and 4½ hrs. on Saturday in conformity with the workshop hours.

(b) As the Time Section staff and clerks of the shops have to work to the shop hours.

(c) The question whether the hours of work of the Time Office staff under Accounts should be reduced from 47 hours is under consideration of the Railway Administration at present.

#### IMPORT OF TELE-COMMUNICATION EQUIPMENT

**772. Shri Thimmalah:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that an import licence has been granted to the Indian Telephone Industries, Bangalore, for the import of Telecommunication equipment, allied components and raw-materials to the value of Rs. 280 lakhs;

(b) when this licence was granted to Indian Telephone Industries and the date when it is to expire; and

(c) the value of equipment imported against this licence from different countries?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) The licence was originally granted on 26th July, 1951 and is being renewed from year to year; the last renewal being upto the 25th July, 1955.

(c) Rs. 38,84,464 as detailed below:

Name of country.	Value.
	Rs.
United Kingdom.	25,20,790
United States.	7,694
Sweden.	10,87,935
Switzerland.	36,350
Germany.	1,62,440
France.	83
Australia.	1,219
Austria.	80
Denmark.	905
Finland.	47,770
Holland.	16,817
Italy.	2,381
<b>Total</b>	<b>38,84,464</b>

#### RADIO PHOTO SERVICE, CHINA

**773. Shri Radha Raman:** Will the Minister of Communications be pleased to state:

(a) whether a Radio Photo Service with China was established during the visit of the Prime Minister to that country by the Overseas Communication Service in Bombay; and

(b) the expenditure incurred thereon?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) No additional expenditure was incurred as the service was opened with the existing equipment and staff.

#### AIR SERVICE BETWEEN INDIA AND CHINA

**774. Shri Bhagwat Jha Azad:** Will the Minister of Communications be pleased to state:

(a) whether there is any proposal to run a regular air service between India and China; and

(b) if so, what are the details thereof?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). The Chinese Government have agreed in principle to the operation of

an Indian air service to China, but the service will start operation only after a bilateral air agreement has been concluded between the two Governments. Preliminary action is in hand for starting discussions on the terms of the agreement.

#### RAILWAY BOOKING

**775. Pandit D. N. Tiwary:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that for some years past, booking both passenger and goods, has been stopped between Palezaghat and Digha and Mahendraghats on the North Eastern Railway and *vice-versa*; and

(b) if so, the reasons therefor?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) No. Booking of passengers and goods from bank to bank between Palezaghat on one side and Digha and Mahendraghats on the other was at no time permitted.

(b) Does not arise.

#### TRANSPORT FACILITIES

**776. Shri Sanganna:** Will the Minister of Transport be pleased to state:

(a) whether the Government of Orissa have referred any proposal to the Government of India to regulate the movement of transport vehicles on Orissa-Andhra State routes; and

(b) if so, the action taken thereon?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) No, Sir.

(b) Does not arise.

#### RECRUITMENT

**777. Shri Dhusiya:** Will the Minister of Railways be pleased to state:

(a) the number of Guards and Assistant Station Masters recruited in the North Eastern Railway during the period from 1st January to the 31st October, 1954; and

(b) the number of Scheduled Castes among them?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Guards 31.

Assistant Station Masters } Nil. No direct recruit ment is made to this category on the North Eastern Railway.

(b) Guards 1.

Assistant Station Masters } Does not arise.

#### TRANSPORT OF GOODS TRAFFIC

**778. Shri Keshavadengar:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the main cause of stagnation and delay in transport of goods traffic is the congestion and insufficiency of space in the goods yards of the main stations;

(b) whether Government propose to remove this draw-back by carrying out extension of existing yards and construction of new ones where necessary; and

(c) if so, the names of the stations where the extension work has been or is proposed to be taken in hand during 1954-55?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) to (c). It is correct that there is limited capacity for movement over certain sections and yards, such as:—

(i) via Bezwada towards Madras.

(ii) via Raichur towards Madras.

(iii) certain Break of gauge transshipments from the broad gauge to metre gauge.

(iv) on the Assam Rail link.

The position is being remedied by undertaking the necessary improvement works at, for instance,

(i) Bezwada.

(ii) Arkonam.

- (iii) Sabarmati.
- (iv) Ratlam.
- (v) Alipur Duar.

## MALDA OUT-AGENCY

**779. Pandit D. N. Tiwary:** Will the Minister of Railways be pleased to state:

(a) whether tenders were called for Malda out-Agency;

(b) if so, the number of tenders received; and

(c) the name of the successful tenderer?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes.

(b) Four.

(c) Final selection has not yet been made.

## RAILWAY FREIGHT

**780. Shri Sanganna:** Will the Minister of Railways be pleased to state:

(a) whether any concessional railway freights are allowed in connection with the arrangements for the return of dry cows from the rural areas to the breeding centres; and

(b) if so, the extent to which these concessions are allowed in each Railway Zone?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). No. A concessional rate (Re. 0-4-6 per 4-wheeled wagon per mile as against the ordinary tariff rate of Rs. 0-9-0 per 4-wheeled wagon per miles in the case of bookings from B.G. stations and Re. 0-8-0 per 4-wheeled wagon per mile in the case of bookings from M.G. stations) is, however, allowed for dry cattle booked from the Calcutta, Bombay and Madras areas and from Tata-nagar, Jubbulpore and Madan Mahal to all up country stations for grazing purposes.

## HYDERABAD-KAZIPET TRAIN ACCIDENT

**781. Shri Randaman Singh:**  
( Shri V. Missir:

Will the Minister of Railways be pleased to state:

(a) the total value of the unclaimed property in the Kazipet train accident in September, 1954; and

(b) the measures Government propose to adopt to dispose them of?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Rs. 7,212-10-0 as per data so far supplied by the Munsif Magistrate Jangaon, with whom the property is deposited.

(b) All properties salvaged immediately after the accident have been deposited by the Hyderabad State Police with the Munsif Magistrate, Jangaon and the same are being disposed of by him in the usual course, as per rules in the Criminal Procedure Code.

## JAMAICA RED

**782. Shri C. R. Iyyunni:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether a special breed of cattle known as 'Jamaica Red' which yields a good quantity of milk has been developed in Jamaica;

(b) if so, whether the type of cattle is good as draught cattle also; and

(c) whether Government propose to purchase a few of them and multiply them in India?

**The Minister of Food and Agriculture (Shri A. P. Jain):** (a) A type of cattle has been evolved in Jamaica by crossing Indian and European cattle. This type gives more milk than the local cattle but less than what India has obtained by similar cross breeding. This type is known by various names as 'Jamaica Red' or 'Goodhope Red'.

(b) Draught qualities of this type of cattle have not been tested but from what is known of cross-bred



males in India, the draught qualities are likely to be poor.

(c) Does not arise.

#### BRIDGES

**783. Shri Ganpati Ram:** Will the Minister of Railways be pleased to state:

(a) the total number of new Railway bridges constructed in 1953-54 and 1954-55 (up to the 31st October, 1954) in Uttar Pradesh; and

(b) the total amount spent thereon?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) 149 new Railway bridges were constructed in the years 1953-54 and 1954-55.

(b) Rs. 37.79 lakhs.

#### RAILWAY BRIDGE

**784. Shri Ganpati Ram:** Will the Minister of Railways be pleased to state whether the Banaras District Board have recommended the construction of an overbridge or underbridge on the Banaras-Maruaadih Railway line?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** No.

#### RAILWAY STATIONS

**785. Shri Brohmo-Choudhury:** Will the Minister of Railways be pleased to state:

(a) the total amount sanctioned for remodelling of Bongaigaon and Fakiragram Railway stations in Assam;

(b) whether the amount sanctioned covers expenditure for covering of platforms; and

(c) when the remodelling work at these stations is likely to commence?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Rs. 5.84-lakhs for remodelling of Bongaigaon Railway Station and Rs. 1.44 lakhs for providing various passenger amenities at Fakiragram

station. Of the sum of Rs. 5.84 lakhs proposed to be spent on remodelling of Bongaigaon railway station, a sum of Rs. 4.71 lakhs has been allotted in the current year (1954-55) and a further sum of Rs. 1.13 lakhs has been earmarked in the advance Works Programme for 1955-56. The entire amount sanctioned for Fakiragram has been provided during the current year.

(b) Yes, Sir.

(c) All the works provided in the current year's Works Programme are expected to be taken up shortly within the current year.

#### ABSORPTION OF CIVIL SUPPLY DEPARTMENT EMPLOYEES

**786. Shri Sanganna:** Will the Minister of Communications be pleased to state:

(a) whether any employees of the Civil Supply Department of Orissa have applied for appointments in the Orissa Circle of the Posts and Telegraphs Department consequent on the abolition of food controls in that State; and

(b) if so, the nature of the posts for which they have applied?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) They applied for clerical and class IV posts.

#### BONGAIGAON POST OFFICE

**787. Shri Brohmo-Chowdhury:** Will the Minister of Communications be pleased to state:

(a) whether the land for the construction of Bongaigaon Post Office building in Assam has been acquired;

(b) if so, when the construction work will commence; and

(c) the amount required for the construction of the building?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). No land is required to be acquired as it is proposed to demolish the existing old post office building and to construct a new and spacious building in its place during 1955-56.

(c) About Rs. 50,000/-.

#### P. & T. UNIONS

**788. Shri N. B. Chowdhury:** Will the Minister of Communications be pleased to state:

(a) how far the policy of reorientation with regard to the running of labour unions relating to the employees of the Communications Department has been carried out till now; and

(b) what improvement would be achieved in the matter when the new policy is fully implemented?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) The policy of re-orientation with regard to the P. & T. Unions under the Ministry of Communications has been carried out to the extent of re-aligning most of the Unions with overlapping interests. (excluding Unions of Industrial workers) and of establishing a National Federation of P. & T. employees.

(b) When the new policy is fully implemented the following improvements are expected to be achieved:

1. There will ordinarily be only one Union consisting of a distinct class of Government employees.
2. There will be no unhealthy rivalries between the various Unions.
3. The employees will be united and will express their viewpoints with one voice, which is advantageous both to the employees and the employers.

#### MAMLIG POST OFFICE

**789. Dr. Satyawadi:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that an experimental Post Office has been opened at Mamlig (Kandaghat area in PEPSU) within the area covered by the SYRI Post Office;

(b) if so, the number of villages and the area served by this new experimental Post Office and the monthly expenditure incurred thereon;

(c) the number of villages and the area served by the SYRI Post Office and the number of the village Postmen attached to this office; and

(d) the monthly average of the business done in these offices?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) A Post Office was opened at Mamlig (Kandaghat) on 1st November, 1953. It has not affected Syri P.O. at all.

(b) Mamlig Extra Departmental Branch Office serves 1867 people and 14,71,360 square miles.

The monthly cost of this post office is Rs. 56-8-0.

(c) Syri Extra Departmental Branch Office serves 4253 people and 46,17,360 square miles. One village Postman is attached to this post office.

(d) Average monthly business transacted:—

Regd. letters. Parcel M.Os. Letters.					
Syri	25	—	25	355	} Despatch
Mamlig	25	—	—	150	
Syri	25	25	75		Receipt
Mamlig	..	..	25		

#### DARBHANGA RAILWAY STATION

**790. Shri L. N. Mishra:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that there is no electric fan in the Second Class

Waiting Room and the Refreshment Room of Darbhanga Railway Station (North Eastern Railway) although electric power is available there; and

(b) if so, the reason therefor?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). The existing railway generating set is a small and old set working only during night. There is no capacity available on this set to connect any additional far load at present. The re-modelling work of the Darbhanga Station is programmed for the year 1955-56 and negotiations for the required additional power are being carried on with Bihar Government. It is expected that by next summer fans would be provided in the Waiting and Refreshment Rooms.

#### SYRI POST OFFICE

**791. Dr. Satyawadi:** Will the Minister of Communications be pleased to state:

(a) the amount of business transacted on the average monthly by the extra-departmental Branch Post Office, Syri, Patiala Circle since the integration of the Postal Service in Pepsu with the Centre; and

(b) the expenditure met by the Department on the maintenance of this Post Office, each year?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Average monthly business transacted in Syri Extra Departmental Branch Office:—

	Regd. Parcels Letters	M.Os	Unregistered letters
Receipt	25	75	875
Despatch	25	25	375

(b) The average yearly cost of Syri Extra Departmental Branch Office is Rs. 2145-12-0.

#### HEADQUARTERS OF R. M. S. DIVISION

**792. { Shri Lokenath Mishra:  
Th. Jugal Kishore Sinha:**

Will the Minister of Communications be pleased to state:

(a) whether there is any R.M.S. Division allotted to any part 'A' State, the Headquarters of which are located in another State;

(b) if so, the name of that State and the name of the place where its R.M.S. Division is located; and

(c) the reasons for such an exceptional dispensation?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) No R.M.S. Divisions are allotted to any States. The Headquarters of R.M.S. Division serving a State may therefore be in or outside that State.

(b) The Headquarters of R.M.S. 'C' Division under the control of Bihar Circle and 'N' Division under the control of Orissa Circle are located at Calcutta.

(c) The location of many mail offices in and near about Calcutta and the importance of Calcutta as terminus of important railway lines have necessitated the Headquarters of the R.M.S. Divisions being located at Calcutta to ensure proper supervision and control over the divisions and liaison with the railway authorities.

#### AIR TRAVEL CONCESSION TO AGARTALA PILGRIMS

**793. Shri Dasaratha Deb:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that Government gave air travel concession to the Ganga anan-yatri of Tripura for travelling from Agartala to Calcutta last year;

(b) if so, the rate of concession given, and

(c) whether Government propose to sanction air travel concession for the Ganga snan-yatris during the months of January to March, 1955?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) No, Sir.

(b) Does not arise.

(c) No, Sir.

#### BHATNI RAILWAY STATION

**794. Shri Bishwanath Roy:** Will the Minister of Railways be pleased to state whether it is a fact that Government propose to construct an over-bridge and a Booking Office at Bhatni Junction Station (N. E. Railway)?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** No, Sir; adequate booking arrangements are already provided at this station and there is a proper approach road from the level crossing at the Eastern end of the station for passengers to come to the platform.

#### CORRUPTION AMONGST RAILWAY EMPLOYEES

**795. Shri T. B. Vittal Rao:** Will the Minister of Railways be pleased to refer to the reply given to starred question No. 479 on the 29th November, 1954 and state:

(a) the number of Gazetted Officers of the ex-Saurashtra Railways involved in the misappropriation of Rs. 13 lacs.

(b) whether they have all been suspended; and

(c) how many months after the commission of this embezzlement was the case detected?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The number of Officers whose conduct has been the subject of investigation by the Enquiry Committee is four;

(b) Yes;

(c) The irregularities investigated relate to the period after the Railway

was taken over by the Central Government on 1st April, 1950 and came to light a few months after its merger with the Western Railway in November, 1951.

#### ACCIDENT IN ANDREWS INCLINE

**796. Shri T. B. Vittal Rao:** Will the Minister of Labour be pleased to lay on the Table a statement showing the findings of the Junior Inspector of Mines who enquired into the fatal accident at Andrews Incline No. 21 on the 2nd October, 1954?

**The Minister of Labour (Shri K. K. Desai):** A statement is placed on the Table of the Sabha. [See Appendix V, annexure No. 50.]

#### RAILWAY HOSPITAL

**797. Shri Veeraswamy:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the supply of medicines at Chingleput Railway Hospital on the Southern Railway is inadequate and the patients have to get medicine from outside; and

(b) whether there is any arrangement for admitting indoor patients in that hospital?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) There has been no report of inadequacy or want of proper medicine for Chingleput Dispensary.

(b) At Chingleput there is only a dispensary and there is no inpatient accommodation; cases requiring inpatient treatment are being sent to the Railway Hospital at Villupuram.

#### नई रेलवे लाईनें

**७९८. श्री बी० डी० शास्त्री :** क्या रेल मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि विन्ध्य प्रदेश सरकार ने उ०० राज्य में रेलवे लाइनों

निर्माण के लिये अपनी सिफारिशें भेजी हैं ;  
और

(ख) यदि हां, तो उन के व्यौरे क्या हैं ?

रेलवे तथा परिवहन उपमंत्री (श्री अल्लेशन) : (क) अभी नहीं ।

(ख) प्रश्न नहीं उठता ।

#### RAILWAY EMPLOYEES

799. **Shri Veeraswamy:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the clerks in the Loco-Shed at Trichinopoly Junction of the Southern Railway have to work for 8½ hours a day;

(b) whether any representation requesting Government to reduce the number of hours of work has been sent by the clerks concerned; and

(c) if so, what action has been or is proposed to be taken on it?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes; they work 8½ hours per day on week days other than on a Saturday and 4½ hours on a Saturday.

(b) Yes, by the Southern Railway.

(c) It was not possible to accede to the request. But, the question of re-arranging the rostering is under consideration.

#### EMPLOYMENT EXCHANGES

800. **Shri Ram Dass:** Will the Minister of Labour be pleased to state:

(a) the number of graduates, State-wise, who registered themselves with the Employment Exchanges in 1952, 1953 and 1954 (upto the 30th September, 1954);

(b) the number amongst them who had some technical qualifications; and

(c) the number of those who were found employment through the respective Exchanges?

**The Minister of Labour (Shri K. K. Desai):** (a) and (c). Information in regard to graduates is available only from October, 1952. For statistical purposes applicants are not classified according to the States to which they belong. However, statement I showing the number of registrations and placements effected in respect of graduate applicants by the Employment Exchanges in each State is placed on the Table of the House. [See Appendix V, annexure No. 51.]

(b) Information in respect of graduates is collected only under three broad groups i.e. (i) engineering, (ii) medical and (iii) others.

Statement II showing the number of registration effected in respect of engineering and medical graduates is placed on the Table of the House. [See Appendix V, annexure No. 51.]

#### QUARTERS FOR RAILWAY STAFF

801 **Mulla Abdullabhai:** Will the Minister of Railways be pleased to state:

(a) the total number of Class III and Class IV Railway employees of the Central Railway who have not been provided with residential quarters upto September, 1954; and

(b) the steps taken by Government to provide them with quarters?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) About 37,000 employees are not housed in Railway quarters.

(b) The Railway policy is to provide quarters primarily for essential staff who are likely to be called for duty at any time and for staff at stations where there is a serious shortage of private accommodation. About 1200 to 1300 quarters are being built by the Central Railway every year for class III and class IV staff and it is

expected that in the next 10 years the position would be substantially relieved.

**THEFT ON RAILWAYS**

**802. Mulla Abdullabhai:** Will the Minister of Railways be pleased to state:

(a) the number of cases of thefts of passengers' luggage on the Central Railway in 1952-53 and 1953-54;

(b) how these figures compare with those of the previous two years; and

(c) the number of such cases resulting from defects in or want of safety devices in passenger trains during 1952-53 and 1953-54?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). The number of cases of thefts of passengers' luggage on the

Central Railway during the years 1950-51 to 1953-54 was as under:—

1950-51	1943
1951-52	1957
1952-53	1221
1953-54	896

(c) No such cases were reported to the Railway Administration.

**RAILWAY WORKSHOP AT NAGPUR**

**803. Th. Jugal Kishore Sinha:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that a canteen is to be provided in the Nagpur workshop of the Eastern Railway; and

(b) if so, when?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes.

(b) Steps are being taken to commence the work.

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LOK SABHA

Wednesday, 15th December, 1954

The Lok Sabha met at Eleven of the  
Clock

[MR. SPEAKER in the Chair]

QUESTIONS AND ANSWERS

(See Part I)

12 NOON

MOTIONS FOR ADJOURNMENT

ALLEGED FIRING ON ELECTION PROCESSION IN ANDHRA

The Minister of Home Affairs and States (Dr. Katju): On the afternoon of the 11th of December 1954, some local communists took out a procession in village Gargeyapuram, eight miles from Kurnool, in order to prepare the ground for a meeting scheduled for the same night. The processionists numbered about 100. At about 3-30 P.M. the procession entered a lane in the village in which were situated the houses of people who did not support the communists. The processionists began to hurl obscene abuse at the residents of the locality. This was resented and the residents requested the processionists to desist from such abuse. A head constable who along with four constables had been deputed on duty in the village in connection with a festival from the 9th instant turned up at the place and apprehending a breach of the peace advised the processionists not to proceed further on that lane. The processionists, however, paid no

attention to the head constable and instead climbed on to the terraces of the houses which were made of mud and stones and started pelting stones at the inhabitants of the locality.

Some Hon. Members: Shame-

Dr. Katju: This led to retaliation. The head constable warned both the parties to stop pelting stones. The residents of the locality at once stopped, but the processionists continued the stone-throwing, hitting and injuring amongst others the head constable and a constable. After due warning, the head constable fired a shot but this did not deter the processionists and the head constable was compelled to fire three more rounds. While this was going on some of the processionists moved to another end of a terrace and began pelting stones against another section of the residents. Several persons received stone hits and one of the local residents who was thus attacked fired two shots from his licensed single barrel breech loading gun at the communists. The crowd thereafter dispersed.

On receipt of information of the incident later in the evening, the District Superintendent of Police with two sections of armed reserve, rushed to the spot, took all necessary precautions and brought the situation under control.

Fourteen injured persons came to the hospital at Kurnool on the 11th of December, of whom seven were treated as out-patients and seven as in-door patients. The head constable and the constable who had been injured came to the hospital on the 12th and are being treated for injuries caused by stone throwing.

[Dr. Katju]

On the report of the head constable a case against 21 of the processionists was registered under sections 147 and 327 Indian Penal Code. Nine of the accused have been arrested and released on bail. On a statement of one of the injured processionists another case has been registered against some of the local residents under sections 147, 148, 324 and 326 I. P. C. and section 19 (f) of the Arms Act. The complaint is being investigated.

On the afternoon of the 12th, the Sub-Division Magistrate of Kurnool started a magisterial enquiry into the incident. The enquiry was completed on the 14th and the Government expect his report today or tomorrow. As soon as the findings are received, they will be examined by Government without delay.

**Shri A. K. Gopalan** (Cannanore): May I make a submission, Sir? This morning I had information from a Member of Parliament who visited that place and according to that information, there are thirteen people in the hospital. The medical officer has certified that the injuries are due to gun shots. It is very clear from that that the police did not fire at the processionists. The information is that the police fired in the air so that the group may be dispersed.

**Mr. Speaker:** Order, order. I may make one position clear about which there seems to be some misunderstanding. Whenever an adjournment motion is tabled, the Chair will not ordinarily go into or ascertain the facts of the one side or the other. It will only hear both *prima facie* to see as to whether a case is made out and whether a situation appears to have arisen which is of such an urgent and important nature that the business of the House should be suspended and the motion should be immediately consented to. That is the position. Neither the Chair nor the House can decide questions of facts as to what happened at a particular place. Therefore, after hearing the

statement of the hon. Home Minister, I do not think that we need go into that question. The magisterial enquiry is already there. That will give the results of the findings of the Magistrates. The present purpose is to see whether the incident is of a type which will justify my giving consent to the adjournment motion. It is common ground to both the parties, that the incident is over and the situation is now a matter of *Post mortem* examination. If that is the state of things, I do not think that I should consent to the adjournment motion.

**Shri A. K. Gopalan:** May I make a submission? It is a matter of urgent public importance. This is not the first incident.

**Mr. Speaker:** He can submit, if he likes, without referring again to the facts.

**Shri A. K. Gopalan:** I am not referring to facts. There is already one incident. That incident relates to the procession which was part of the election campaign. Till February 11th, when the election begins, there will be election campaigns, processions, meetings and all that in Andhra. This is not an isolated incident. This is the first incident and this has happened. There may be differences in regard to facts. But, there will be processions and meetings elsewhere also. If it is not discussed and proved whether it is a fact—whether what is submitted by the Home Minister is correct—it will not be good. The facts that I have got are against what he said. I do not submit that now. What I say is that unless this is discussed, the same things are going to happen; the election is there and this is part of the election propaganda. The election will be over only after one and a half months. So, it is a matter of urgent public importance. It is a part of the election propaganda. These things may happen, and processions and meetings may be there till the elections are over.

**Mr. Speaker:** I am unable to agree with the view that the matter is urgent. It may be a matter of importance, for preventing such recurrences in future. But I should not like to anticipate that because there is an election and because there are going to be meetings and processions, they are all going to be violent processions and violent meetings, and the situation about law and order is really in such danger, simply because the election is there, and therefore, that this motion has to be discussed at this stage.

**HUNGER STRIKE OF POLICEMEN IN WEST BENGAL AND CALLING IN OF MILITARY**

**Mr. Speaker:** There is another adjournment motion which I have got. That reads:

"The situation arising out of the calling in of the troops to take over from the policemen, including armed policemen who are on hunger strike all over the State of West Bengal."

*Prima facie*, this appears to be a serious one, and I should like to know the facts.

**Dr. Katju:** I should like you to give me a little time, a day or two days. But my idea here is that under the existing law, it is the right of the local civil authorities, whenever they desire and whenever they find it necessary, to ask the local military people to come to their aid. So, very likely, I would suggest—but I shall read the statement day after tomorrow, if you would permit me—it was within their right, if they thought it so fit, and if the situation so demanded it, to ask the military to come to their help.

**Mr. Speaker:** That also may form part of the statement.

**Shrimati Renu Chakravarty (Basirhat):** May I make a submission?

**Mr. Speaker:** Let us have facts, before any statements or submissions are made.

**Shrimati Renu Chakravarty:** I just wanted to mention this point, namely that the strike has been there for the last three days, and the situation has deteriorated. But none of us has raised this point till today. The situation has deteriorated today to such an extent that it has spread right throughout the State of West Bengal, and I am surprised that the hon. Minister has not got such facts in his possession.

**Mr. Speaker:** I am afraid the hon. Member arguing the case would be out of court on her own statement. If she knew that the situation was there for three days, the urgency is lost.

**Shrimati Renu Chakravarty:** No, no.

**Mr. Speaker:** Order, order. That is the ruling. There is a string of rulings on the matter. However, I am prepared to excuse her ignorance, and I am prepared to ignore her own pleading in support of this motion. Let me have the facts from the hon. Minister concerned. Let me also say this that there are rulings in which it is said that if twenty-four hours are lost, the urgency is lost. That is the point.

**Shrimati Renu Chakravarty:** I shall explain just now...

**Mr. Speaker:** She may refer to the rulings on the subject and then come prepared next time.

**Shrimati Renu Chakravarty:** May I make a submission? The point is that even today, not only have the troops been called in, but the Inspector-General has said that the situation is much worse than yesterday. Therefore, the urgency is there.

**Mr. Speaker:** Any way, I do not know what the Inspector-General said or any other persons have said.

**Shri Sarangadhar Das (Dhenkanal-West Cuttack):** May I make a submission?

**Mr. Speaker:** Order, order. No submission now. The hon. Minister

[Mr. Speaker]

will make a statement. How many days does he want?

Dr. Matja: Two days.

Mr. Speaker: All right.

Dr. Katju: Today is 15th, and you may allow me to make the statement on the 17th.

Shri Sarangadhar Das: May I make a submission?

Mr. Speaker: This matter is disposed of, and I do not wish to hear anything more on it.

Shri Sarangadhar Das: It was not urgent, and it was a State matter till yesterday. But yesterday, the troops were called.....

Mr. Speaker: Order, order. We need not take up the time of the House.

The Minister of Defence Organisation (Shri Tyagi): May I know whether the situation is still so emergent, when matters have been settled, troops have been recalled, the police has taken over, and conditions are normal today? Does the emergency still stay?

Mr. Speaker: He may state that in the statement that will be made day after tomorrow. Let us not take up the time of the House any more. (Interruptions).

Shri H. N. Mukerjee (Calcutta-North-East): May I seek a clarification?

Mr. Speaker: Order, order. It is not proper to go on contradicting and making statements on facts. I have called for facts. Let the hon. Home Minister make a complete and full statement of the situation, day after tomorrow—on the 17th—and then I will consider the admissibility of this motion.

Shri Punnoose (Alleppey): What was the Defence Minister doing? He was making a statement.....

Mr. Speaker: Order, order. We are not sitting here chatting in a club as it were; we conduct the proceedings according to rules. I have already heard the hon. Minister, and I have already

heard the gentlemen who tabled the motion. I had said, I may not be inclined to give consent. I said that. Still, when she made that statement, I said, yes, I will ask the Home Minister to make a statement, and then I will consider further.

The House will now proceed with.....

Shri H. N. Mukerjee: May I seek a clarification regarding the connotation of.....

Mr. Speaker: Order, order. No clarifications now. I am not prepared to give any clarification now.

Shri Punnoose: After your ruling, the Defence Minister made a statement.

Mr. Speaker: His statement was provoked by remarks made by Members on this side. (Interruptions) Order, order. This is not the proper way of carrying on proceedings.

Dr. N. B. Khare (Gwalior): What about my adjournment motion about the failure of Government to eliminate.....

Mr. Speaker: Order, order. I refuse to hear the hon. Member. I ignore the presence of the hon. Member in the House when he behaves in this manner.

Dr. N. B. Khare: What is wrong with my behaviour, I want to know.

Mr. Speaker: He may first sit down when the Chair is on its legs.

Dr. N. B. Khare: I have sat down.

Mr. Speaker: The subject-matter of his adjournment motion was the subject of an adjournment motion previously tabled by another Member. On that, a statement was made in this House, and nothing remains now. The hon. Member who had tabled that motion was satisfied with the statement made.

Dr. N. B. Khare: On a point of order.

Mr. Speaker: No point of order now.

Dr. N. B. Khare: Let me formulate the point of order. I am entitled to

formulate my point of order. I want a ruling from the Chair whether an adjournment motion tabled by a Member is a private matter between Shri G. V. Mavalankar and Dr. N. B. Khare, or a public question affecting the country as between the Speaker and the Members of the Lok Sabha. I want a ruling on this.

**Mr. Speaker:** I give my ruling. I cannot help the absence and the consequent ignorance of a Member of the proceedings of the House. He is sadly mistaken in supposing that I disposed of something in my Chamber. The matter was taken up in the House. The hon. Minister made a statement in the House, and the matter was settled here. As I find that perhaps some undue advantage is being taken of the practice, which at times the Chair is following, of stating the adjournment motions and refusing consent in the House, I should prefer now to dispose of these things in the Chamber.

**Dr. N. B. Khare:** This is absolute highhandedness. I walk out as a protest against this.

#### PAPERS LAID ON THE TABLE

##### PRESIDENT'S ACTS re ANDHRA

**The Minister of Home Affairs and States (Dr. Katju):** I beg to lay on the Table a copy of each of the following Acts, under section 3 of the Andhra State Legislature (Delegation of Powers) Act, 1954:

(1) The Indian Bar Councils (Andhra Amendment) Act, 1954, (President's Act No. 7 of 1954).

(2) Sri Venkateswara University (Amendment) Act, 1954 (President's Act No. 8 of 1954).

(3) The Madras Tenants and Ryots Protection (Andhra Amendment) Act, 1954 (President's Act No. 9 of 1954).

(4) The Societies Registration (Andhra Amendment) Act, 1954 (President's Act No. 10 of 1954).

(5) The Madras Motor Vehicles (Taxation of Passengers and Goods) Andhra Amendment Act,

1954 (President's Act No. 11 of 1954).

(6) The Andhra Preservation of Private Forests Act, 1954 (President's Act No. 12 of 1954).

(7) The Andhra Christian Marriage Validation Act, 1954 (President's Act No. 13 of 1954).

(8) The Andhra Inam Tenants Protection Act, 1954 (President's Act No. 14 of 1954).

(9) The Madras District Boards (Amendment) Andhra Second Amendment Act, 1954 (President's Act No. 15 of 1954).

[Placed in Library See No. S-486/54.]

#### STATEMENTS SHOWING ACTION TAKEN BY GOVERNMENT ON ASSURANCES ETC.

**The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha):** I beg to lay on the Table the following statements showing the action taken by the Government on various assurances, promises and undertakings given by Ministers and on suggestions made by Members during the various Sessions shown against each:

(1) Supplementary Statement No. III Seventh Session, 1954 of the Lok Sabha. [See Appendix VII, annexure No. 1]

(2) Supplementary Statement No. IX. Sixth Session, 1954 of the Lok Sabha. [See Appendix VII, annexure No. 2]

(3) Supplementary Statement No. XIX, Fourth Session, 1953 of the Lok Sabha. [See Appendix VII, annexure No. 3]

(4) Supplementary Statement No. XIX, Fifth Session, 1953 of the Lok Sabha. [See Appendix VII, annexure No. 4]

(5) Supplementary Statement No. IXXV, Third Session, 1958 of the Lok Sabha. [See Appendix VII, annexure No. 5]

(6) Supplementary Statement No. XXIII, Second Session, 1952 of the Lok Sabha. [See Appendix VII, annexure No. 6]

[Shri Satya Narayan Sinha]

(7) Supplementary Statement No. XXIV. First Session, 1952 of the Lok Sabha. [See Appendix VII, annexure No. 7]

(8) Statement No. III (Suggestions) Fifth Session, 1953 of the Lok Sabha. [See Appendix VII, annexure No. 8]

**NOTIFICATION UNDER CENTRAL EXCISES AND SALT ACT.**

**The Minister of Revenue and Civil Expenditure (Shri M. C. Shah):** I beg to lay on the Table a copy of the Central Excises Notification No. 49 dated the 29th November 1954, under section 38 of the Central Excises and Salt Act, 1944. [Placed in Library. See No. S-497/54.]

**BALANCE-SHEETS AND AUDIT REPORTS OF DELHI ROAD TRANSPORT AUTHORITY**

**The Deputy Minister of Railways and Transport (Shri Alagesan):** I beg to lay on the Table a copy of each of the following papers under sub-section (3) of section 38 of the Delhi Road Transport Authority Act, 1950:

(1) Balance Sheets of the Delhi Road Transport Authority for the years 1951-52 and 1952-53.

(2) Profit and Loss Accounts of the Authority for the years 1951-52 and 1952-53.

(3) Financial Review by the General Manager, Delhi Transport Service on the accounts for the years 1951-52 and 1952-53.

(4) Audit Reports on the Annual Accounts of the Authority for the years 1951-52 and 1952-53, together with the replies of the Authority to the audit objections.

[Placed in Library. See No. S-495/54.]

**COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS**

**EIGHTEENTH REPORT**

**Shri Altekar (North Satara):** I beg to present the Eighteenth Report of the Committee on Private Members' Bills and Resolutions.

**BUSINESS OF THE HOUSE**

**ORDER OF GOVERNMENT BUSINESS**

**The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha):** I am glad to see that the House is disposing of legislative business at a quicker pace than was contemplated in the Allocation of Time Order. There is already a saving of about two hours on the agreed schedule, and I anticipate that there might be a further saving of time. I stated yesterday, with your permission, that Government propose to bring forward the Tea (Amendment) Bill, as passed by the Rajya Sabha, for consideration and passing by this House in order to utilise the balance of unallocated time. As more time yet is likely to be available for legislative business, Government propose to bring forward a Bill to amend the Delimitation Commission Act, 1952, for introduction, consideration and passing during the current Session. This Bill would be given preference over the Tea (Amendment) Bill in view of its importance and urgency. I am aware that this Bill was not mentioned in the list of probable business for the Session. But owing to certain developments, it is considered essential to amend the Delimitation Commission Act of 1952. The Bill is designed to enable the Delimitation Commission to re-determine certain census figures of population of Scheduled Castes and Tribes before making final delimitation orders for certain States in respect of reserved seats. There has, unfortunately, been a certain amount of confusion in census figures, for Scheduled Castes in some States, and consequently, the figures, as originally published in the Census Tables, have had to be corrected. It is necessary, therefore, to make a suitable amendment immediately of the Delimitation Commission Act authorising the Commission to take revised census figures into account wherever necessary. I would like to crave the indulgence of this House for the consideration and passing of this Bill in this Session.

Time permitting, I propose also, as I stated yesterday, to bring before this House the University Grants Commission Bill for reference to a Joint Committee.

**CALLING ATTENTION TO MATTER OF URGENT PUBLIC IMPORTANCE  
 BAN ON EXPORT OF TAPIOCA STARCH AND FLOUR**

**Shri A. K. Gopalan** (Cannanore): Under Rule 215, I beg to call the attention of the Minister of Food and Agriculture to the following matter of urgent public importance and I request that he may make a statement thereon:

"The necessity for immediate removal of ban on export of tapioca starch and flour to Continents in order to offset the growing steep fall in prices of tapioca, ruining lakhs of cultivators and increasing tremendously unemployment among agricultural and industrial workers in Travancore-Cochin State and in Malabar district of Madras State."

**The Deputy Minister of Food and Agriculture** (Shri M. V. Krishnappa): A short notice question was also received in this connection from Shri Matthen and Shri A. M. Thomas and the position is as follows:

The recent decline in prices of tapioca has not been confined to that commodity alone; prices of almost all agricultural commodities have undergone decline in recent months. As a matter of fact, it is not recently that prices of tapioca have fallen but that the downward trend began several months ago. The prices indeed, have been virtually steady for the past few months. Since tapioca constitutes an important subsidiary food in Travancore-Cochin, the State Government of Travancore-Cochin has been anxious to preserve the available supplies in the State for the consumption of the poorer sections of the population. It was at the instance of the Travancore-Cochin Government that the export of tapioca outside India has not been permitted. Until very recently,

even the export of tapioca outside Travancore-Cochin to other States remained banned; this ban on inter-State movement was lifted only about a month ago. With a view to preventing the prices from falling to an unduly low level, the Government have now decided to permit the export of 10,000 tons of tapioca flour and 2,000 tons of tapioca starch as an immediate measure. The Government will keep a watch on the behaviour of prices of tapioca and its products and take suitable measures to safeguard the interests of both the producer and the consumer.

**RESOLUTION RE: REPORT OF RAILWAY CONVENTION COMMITTEE**

**Mr. Speaker:** I think the time allotted for this Resolution is six hours.

**The Minister of Railways and Transport** (Shri L. B. Shastri): Yes, Sir. I beg to move:

"That this House approves the recommendations contained in the Report of the Committee appointed to review the rate of dividend at present payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the separation of Railway Finance from General Finance, which was presented to Parliament on 30-11-1954".

[**MR. DEPUTY-SPEAKER** in the Chair]

This House is aware that a Committee of both the Houses of Parliament was set up on the 12th May 1954, by a Resolution adopted by this House, and concurred in by the Rajya Sabha on 14th May 1954, to review the rate of dividend payable by the railway undertaking to the general revenues as well as other ancillary matters connected with the separation of railway finance from the general finance. The review indicates that the principle underlying the separation of railway finance from the general finance has worked satisfactorily during the period of five years and has enabled the railways to discharge their obligations effectively.



[Shri L. B. Shastri.]

In regard to the payment of dividend to the general revenues, the Committee have carefully considered the important issue whether Railways should be treated as a commercial concern with the general revenues as the sole owner of the undertaking interested in securing a fair return on the capital invested or whether the railways should be treated as a purely public utility concern with no profit motive, paying the minimum rate of interest chargeable on the capital invested. The Committee have come to the conclusion that the railways are not to be treated purely either as a commercial concern or as a public utility service without any return on the investment, but that a balance should be struck between these two aspects. Having regard to the financial prospects of the railway undertaking during the next five years as well as the needs of the general revenues for financing developmental expenditure in the country, the Committee have recommended that the present rate of dividend should remain unaltered for another period of five years. They have, however, felt it necessary to afford some relief to the Railway Finance in the matter of computation of the amount of the dividend payable. The relief will take the shape of:

(i) the railways paying dividend on the element of over-capitalisation which has taken place due to the haphazard growth of capital structure of the Indian Railways, at the average rate of interest charged by the Government of India to the Commercial Departments from year to year. This element will precisely be assessed by the Railway Board, though it is estimated to be Rs. 100 crores approximately.

(ii) reducing the dividend payable on the capital-at-charge of new lines to a lesser rate, viz., the average rate of interest charged to the Commercial Departments and by declaring a moratorium in respect of dividend payable on the capital invested on new lines during the period of construction and up to the end of fifth

year of opening the line for traffic, the deferred amount being repaid from the sixth year onwards.

As the Members would have noticed, the recommendations of the present Convention Committee seek merely to streamline the provisions of the 1949 Resolution in the light of actual working and the future financial prospects of the railway undertaking. The financial position and the financial structure of the railways has further been sought to be strengthened by extending the principle recognised by the Convention of 1949 that the over-capitalisation of the undertaking should be arrested by raising the standard of remunerativeness for incurring capital expenditure. Besides, the moratorium on the dividend payable on the outlay on new lines to which I have already referred, would afford some immediate relief to railway revenues and encourage construction of new lines.

The Committee have also recognised the need for efficient maintenance of physical assets of the railway undertaking and have, therefore, proposed that the annual contribution to Depreciation Reserve Fund should be raised to Rs. 35 crores as against Rs. 30 crores actually appropriated during the last five years.

The need for continuing the Development Fund for providing amenities to railway clientele and railway labour and thereby preventing over-capitalisation is fully recognised. In view of the lean prospects of appropriations to the Development Fund in the next five years for financing developmental expenditure, the Committee have recommended that money could be advanced by way of loan from general revenues to the railways for utilisation on projects of a developmental nature. The railways will pay interest on this loan to the general revenues at the average rate chargeable to Commercial Departments.

On the one hand, the financial position of the railway undertaking in the years to come may not be so buoyant as to justify any increase in its obligations to general revenues,

may there may be some justification for a decrease therein so that more resources become available for expansion of rail facilities. On the other hand, the needs of general revenues for additional resources during the second Five Year Plan, which will be of a greater magnitude than the first Five Year Plan, cannot be ignored in the larger interests of the country. The House will thus appreciate that the recommendations of the Committee seek to achieve a balance between the needs of the railways and the needs of the general revenues.

I commend the Resolution to the House.

**Mr. Deputy-Speaker:** Resolution moved:

"That this House approves the recommendations contained in the Report of the Committee appointed to review the rate of dividend at present payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the separation of Railway Finance from General Finance, which was presented to Parliament on 30th November, 1954."

**Shri N. Sreekantan Nair** (Quilon—Mavelikkara): I beg to move:

That in the original resolution, the following be added at the end:

"with the modifications:

- (a) that the present rate of dividend in Recommendation No. 2 being too exorbitant, only 3½ per cent. dividend need be paid for the next five years; and
- (b) that in Recommendation No. 7, it is necessary to earmark a minimum of rupees four crores instead of rupees three crores for expanding the scope of amenities to include 'all users of Railway transport'."

**Shri Damodara Menon** (Kozhikode) I beg to move:

That in the original resolution, the following be added at the end:

"with the modifications:

- (a) that the rate of dividend at present payable by the Railway Undertaking to the General Revenues be reduced to 3.18 per cent. of the capital at charge and the minor adjustments suggested by the Committee in the calculation of the capital at charge and arriving at the total of the dividend payable to Government be not accepted; and
- (b) that instead of rupees three crores, a minimum of rupees five crores be earmarked per annum on the account of the development fund."

**Dr. Lanka Sundaram:** (Visakhapatnam): Sir, I had gone out on some urgent business; I request I may be allowed to move my amendment.

**Mr. Deputy-Speaker:** He may.

**Dr. Lanka Sundaram:** I beg to move:

That for the original resolution, the following be substituted:

"That this House having examined the recommendations contained in the Report of the Committee appointed to review the rate of dividend at present payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the separation of Railway Finance from General Finance, which was presented to Parliament on 30th November, 1954, recommends that a further investigation be made into the manner in which depreciation is sought to be charged by the Railways and also recommends the rationalisation of freights on the principle of one rate for one industry everywhere in the country."

**Mr. Deputy-Speaker:** Amendments moved:

(1) That in the original resolution, the following be added at the end:

"with the modifications:

- (a) that the present rate of dividend in Recommendation No.

[Mr. Deputy Speaker]

2 being too exorbitant, only 3½ per cent. dividend need be paid for the next five years; and

- (b) that in Recommendation No. 7, it is necessary to earmark a minimum of rupees four crores instead of rupees three crores for expanding the scope of amenities to include, 'all users of Railway transport'."

(2) That in the original resolution, the following be added at the end:

"with the modifications:

- (a) that the rate of dividend at present payable by the Railway Undertaking to the General Revenues be reduced to 3·18 per cent. of the capital at charge and the minor adjustments suggested by the Committee in the calculation of the capital at charge and arriving at the total of the dividend payable to Government be not accepted; and
- (b) that instead of rupees three crores, a minimum of rupees five crores be earmarked per annum on the account of the development fund."

(3) That for the original resolution, the following be substituted:

"That this House having examined the recommendations contained in the Report of the Committee appointed to review the rate of dividend at present payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the separation of Railway Finance from General Finance, which was presented to Parliament on 30th November, 1954, recommends that a further investigation be made into the manner in which depreciation is sought to be charged by the Railways and also recommends the rationalisation of freights on the principle of one rate for one

industry everywhere in the country."

The time allotted for this motion is six hours. This is a Resolution and according to our rules a Member can take fifteen minutes, though the Mover himself in this case has not taken so much. So, I would lay it as 20 minutes for Leaders of Groups and 15 minutes for the others.

**Shri Damodara Menon:** Those who have moved amendments may be given more time.

**Mr. Deputy-Speaker:** I am sure every hon. Member will get a chance to speak.

**Shri Tulsidas (Mehsana West):** I would like to express my views on the Report of the Railway Convention Committee. Though I was a Member of this Committee, I have in several instances differed from the majority of the Committee. There is a convention, no doubt healthy, that the report of the Committee should, as far as possible be unanimous and no Minute of Dissent should be appended. I, therefore, could not append a Minute of Dissent, and I had to agree to your suggestion, you being the Chairman of this Committee, that I could express my views on the floor of the House.

**Mr. Deputy-Speaker:** The hon. Member need not put it that way. He can say now whatever he wants to. Whatever transpires in a Committee is supposed to be confidential, in order to avoid comment outside. Hon. Members serving in the Committee would be embarrassed if what all transpires in a Committee is given out. After all this Report has to be accepted by the other Members of the House; so he can say whatever he wants. He started with a preamble that he was not in a position to append a Minute of Dissent. He can express here whatever he wanted to.

**Shri Tulsidas:** I have always been feeling that the accounts of the Railways have not been kept in a commercial manner, or proper accounting

manner. Whenever any expenditure, particularly of a capital nature is incurred, it is added to the capital at charge, while a number of items of expenditure which can normally be considered as capital expenditure is debited to the Depreciation Fund. As the Railways have to expand, the expenditure on the new works are added to the capital at charge. This expenditure does not earn anything, while on the other hand the Railways have to pay to the general revenues the 4 per cent. interest on the capital expenditure. Sir, it has been said that the general revenues have to borrow the money and finance the railways and therefore, the railways must pay for the borrowings from the general revenues. I would in this connection like to bring to the notice of the House that there are several undertakings of Government, different corporations, and all these corporations have capital which is called a block capital where no fixed rate of interest is allowed to be charged, while on the working capital or the loan capital, the general revenues charge a rate of interest which is higher than what the railways can pay.

The fundamental fact is that in the Railway Undertakings there is no block capital. All the capital is loan capital. Therefore, the railways have to pay 4 per cent. on the entire block or loan capital. The Railway Convention Committee of 1949 made a specific recommendation that there should not be block capital as well as loan capital. It is possible that the total block amount of the railways is to the extent of Rs. 1,000 crores and the loan capital is Rs. 900 crores. Therefore, the Rs. hundred crores is block capital. I refer to that point because this Rs. 100 is not block capital as it is termed to be, but loan capital.

You say that an undertaking has got a fixed capital of one thousand crores. No undertaking can be run when the amount of capital is financed to the extent of 90 per cent. of loan capital. Therefore, I consider that the accounting is not in a way as it

ought to be, because it does not give us a clear picture. I do not plead for the railways because I have so many things to say against the railways' working. But I do like to say that the accounts of the railways have to be put on a proper commercial basis.

There is another aspect with regard to the Depreciation Fund. Even the Railway Convention Committee of 1949 in their observations pointed out that the Depreciation Fund is not really a depreciation fund in the sense it is understood. They have said that the Depreciation Railway Fund should be replaced by a renewal replacement reserve fund. Here again, according to the information the Depreciation Fund is calculated on the basis of the replacement and renewals for future years. And, it is provided accordingly. Otherwise, on the basis of the diminishing effect of the capital assets the Depreciation Fund has no comparison whatsoever. Now, if you compare the Rs. 900 crores as the block which stands today, considering the income-tax the normal depreciation whether it is on the buildings or other assets, it cannot be more than 5 per cent. That is what I understand. The railways also should consider that on the average of the total block it cannot be more than 5 per cent. I can see that 5 per cent. may be depreciation for the year. In calculating 5 per cent. of the total block, the minimum depreciation should be calculated at nothing less than Rs. 45 crores. We have been calculating Rs. 30 crores uptill now. The recommendation of the Committee is that the Depreciation Fund should now be added over and that it should be Rs. 35 crores. It is also the view of the Railway Ministry that the block of the railways will go up within the next five years to the extent of Rs. 1,200 crores. Even if you take into consideration five per cent. on the increased block, even then it will come to about Rs. 11 crores as an average for the next five years and it will be nothing less than Rs. 41 crores if it is added to the Rs. 30 crores that has been calculated uptill now. Therefore, what I maintain is that this

[Shri Tulsidas]

Depreciation Fund should not be considered as a Depreciation Fund but should be named as "Renewals and Replacement Fund", because, otherwise it gives a completely different picture.

Now, coming to the question of over-capitalisation, the Committee has decided and it says that the general revenue is definitely giving a favour for the railways and that the average borrowing rate should be charged on this over-capitalisation. What is the total amount of over-capitalisation according to the Committee? It is Rs. 100 crores. This over-capitalisation is not on account of tangible assets, but is due to several expenditure which had to be incurred in earlier stages and it is also on account of taking over of different railways for which payments may be made from here with regard to the difference in exchange rates. There are no tangible assets of Rs. 100 crores. Even on this Rs. 100 crores, the railways have to pay 3.18 per cent. That again is a burden on the railways.

When I was pointing out this, it has been said that I am trying to reduce the burden on the railways. My point is that the railways must show that the accounting is done on a proper basis. We can then judge whether the railways are working efficiently or not and whether the community at large benefits from this undertaking. Otherwise, the picture is dark and we do not actually know how the railways are working. On the one hand the railways have to go on paying four per cent. on the entire block of the loan capital and also including the intangible assets, plus, according to the figures given there will be a deficit for the next five years and the railways will have to debit that deficit again to the funds which are there, so that at the end of the five years almost all the funds will be wiped off. That will be the state of affairs as it looks. I do not know how any undertaking can run without any funds available

after 5 years except the depreciation fund which will be to the extent of Rs. 35 crores. At the end of 5 years all other funds will be more or less wiped off. What will be the effect of this? The effect will be, the hon. Railway Minister will come forward either in the next Budget or afterwards to increase the railway fares and freight rates. What will happen when the railway freights and fares are increased? The burden will be on the community. Railways are not existing merely for getting more revenue; they work on the public utility basis. Railways should not be considered merely as a source of revenue. If the railway freights and fares are increased then the position is that, not only it will put a burden on the community at large, but will also have its effect on the different industries which will have to pay more for getting the raw material. They will have to pay more for coal and automatically our manufacturing costs will go up. I feel that if production costs are going to mount up in our manufacturing industries, then it is bound to have an effect on the entire community.

Besides, we are today on the threshold of increasing our industrial potential in the country. We are also trying to develop our foreign markets. If the railway freights go up the whole economy will have a deterrent effect. Therefore, unless and until the railway accounts are kept in a proper manner, one cannot judge whether there is any justification for increasing the railway freights or the railway fares. Unfortunately the picture is given to us that railways must get more resources by increasing the fares and freight rates, otherwise they will not be able to balance the budget. That is why my point is that unless this accounting is done on a proper basis as is being done in whatever Government undertaking or any other undertaking in this country, unless the accounting is done in a similar manner, the fact whether the railways require increased railway fares or increased freight rates cannot be properly judged.

Now, I would like to make a suggestion. The railways will have nearly Rs. 900 crores of block account capital-at-charge at the end of the five year period. I suggest that a technical valuation survey may be made and thereby the total capital block of the railways may be converted into the block capital. After that if you want to reduce it by whatever total depreciation which has been provided upto now, then that much reduction can be put down from the total block. The effect will be that the total capital-at-charge or the total loan which the general revenues gave to the railways will be reduced, in my opinion, to the extent of 50 per cent. If it is reduced to the extent of 50 per cent. then the general revenues, naturally, will lose by way of interest. But, in any undertaking a shareholder does not expect a dividend every year when that undertaking is not making any profit. The shareholder expects profit when the undertaking has a surplus. I am prepared to agree that if the railways earn after paying the interest to the general revenues on the loan capital, then whatever surplus is left even after providing for Depreciation Fund, 50 per cent. of that total surplus may be given over to the general revenues as shareholders. If that is done, then the accounting procedure will be on the proper basis.

Here, we have been now faced with a situation that if general revenues do not get the interest from the railways, then the general revenues will also lose that much revenue so that the general revenues will have to consider whether any further taxation will have to be put on the community in order to balance the General Budget. Now, that is the problem. But, here, as I explained, by the method which I have suggested, there will not be very much reduction. If you see the other process, what is happening here? The general revenues will go on getting interest from the railways, but, on the other hand, all the funds will be going down and we will go on paying the general

revenues by ways and means in the capital expenditure and the capital-at-charge will go on increasing. I do not know how this process will ever apply if the Railway Convention Committee of 1949 felt that this was the proper method to adopt. But according to the figures given and according to the opinion of the Railway Minister then, for the next five year period, that is, 1950-55, there was a great scope of the railways incurring surplus and that is why they have continued to have the present manner of accounting. But according to the figures given now, the next five year period is such that the railways are not going to make any surplus. There is bound to be deficits and if that is so, is it not the proper time at this stage to have the railway accounting made on a proper basis? The future five years are going to be such that we will not have a surplus, but, on the contrary, we will have a deficit. As I explained, I feel that with the committee's decision, a situation has arisen that the railways will have to increase the railway freight and fares. We have got today the Railway Rates Committee. There is also a tribunal. The railway rates have to be maintained on a basis which will not be a burden either on the transport or on other industries or on the community at large. I am afraid that there has been a great dissatisfaction with the way in which this Committee has been functioning and I feel that unless the railways are also co-ordinated with the expansion of the country, with the economy of the country, the economy of the country will not be co-ordinated properly, because, on the one hand we want to increase industrial production and on the other hand any increase in rates will be an added burden. Therefore, I suggest that whenever any change in the railway structure is made, it should be properly looked into from this point of view—namely, that the economy of the country as a whole must function in a proper manner. I have made my points and I would like the House to consider them carefully. I know the Deputy-Speaker may not be very happy with the suggestions that

[Shri Tulsidas]

I have made, but I have ventured to make them.

**Mr. Deputy-Speaker:** That is exactly what I wanted the hon. Member to guard against!

**Dr. Lanka Sundaram:** It is appropriate that this very important debate should have been initiated by my hon. friend, Shri Tulsidas who has worked on this Joint Select Committee on the continuance of the Railway Separation Convention of 1924 and the subsequent provisions thereof. Shri Tulsidas is a hard-boiled businessman, and very naturally his attempt, as far as his arguments were concerned, has been to examine whether the financial health of the railways is sound, whether the prospects in the immediate future are bright, and he has given sound answers to these questions. Not being a businessman, I will not be able to pursue that line of argument beyond certain limits. With your permission, I propose to approach this question from a different angle altogether. You were the distinguished Chairman of this very important Committee consisting of estimable colleagues of this House and also from the other House. As one who has worked with you on a number of committees, Joint Select Committees and statutory committees, I quite realise the able manner, and the alacrity, with which you are able to obtain information by cross-examining witnesses, etc. I am rather pained to make a statement, and I hope the House will bear with me on this point. The report of the Committee covers every nook and corner of the railway administration, but not even half a dozen sittings were held by this Committee to dispose of this very important question. I am not trying to cast any aspersion on the ability or integrity of the personnel or on the procedure of the Committee, especially when you, Mr. Deputy-Speaker, were the Chairman at the Committee and, as I said, I have worked with you on a number of committees. But my regret is that the technical competence of this

Committee to go into the various ramifications of the Railway Separation Convention has not been what it should have been. I would have preferred that instead of a Joint Parliamentary Committee an expert committee should have gone into this question. As you would recall, when the Railway Separation Convention was made possible in 1924, it was made on the basis of the findings of a prolonged, detailed, technical enquiry into the railway administration and finances. I am thoroughly aware of that position and I am sure you will also disagree with that point. What I am driving at is this: in all certainty, parliamentary procedure has become imperative that a Joint Select Committee of this House and of the other House should go into the question, and to make a recommendation on the basis of which my hon. friend, Shri L. B. Shastri, is to bring forward this Resolution which is on the Order Paper this morning. But I feel very strongly on this point, that the manner in which this highly intricate, financial and administrative question was disposed of even inside half a dozen sittings is certainly not what this House is entitled to, in terms of the recommendations of the Committee, and much less the country at large. I will examine textually, some of the observations of the Committee. I regret to say that the Committee had to lean very heavily upon the advice tendered and the facts submitted by the Railway Board. You were a distinguished Member of this House before the Constitution for nearly 25 years, and I remember the contribution you had made towards the elucidation of the problems of the Railway Board. Let there be no mistake: the Railway Board is an *imperium in imperio*. It has become a completely closed preserve. Whatever the attempts any Member of this House wishes to make to go deep into its ramifications or its activities, the results will not be appreciable.

I have to draw your pointed attention to paragraph 18 of the report that the Committee has submitted, in

this connection. It is on the question of what you call over-capitalisation. I will just read the passage. The language runs like this:

"The element of the over-capitalisation should be precisely assessed by the Railway Board."

I regret to say that a Joint Select Committee of both Houses of Parliament should not have arrived at this conclusion. It is not for the Railway Board to arrive at a proper assessment whether the railway finances are over-capitalised or not. It is for the Committee and more so for this Parliament to assess whether it is a fact or it is not a fact. I made an apology for having to make this observation, because I am very much worried about the manner in which the recommendations of the Committee have been placed before this House, recommendations on the basis of which my hon. friend the Railway Minister has brought forward this Resolution. The language of the Resolution is very clear:

"...approves the recommendations contained in the Report of the Committee appointed to review the rate of dividend at present payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the separation of Railway Finance from General Finance...."

You are personally aware of the numerous implications of every sentence contained in this report, apart from the list of recommendations of the report itself. The result is that I feel called upon to make this sort of rather unusual approach on my part to the report of the Joint Select Committee of both Houses of Parliament.

I next draw the pointed attention of this House to paragraph 30 of the Report in order to clinch the issue, and in order to indicate the agony which I had gone through while studying the enormous literature in relation to this subject. What does that paragraph say? This sentence is

seen at the bottom of page 14 and is continued on page 15:

"After considerable discussion the Committee came to the conclusion that in the event of the Development Fund not being in a position to meet the programme of expenditure chargeable to that Fund, from its own resources, money should be advanced from the General Revenues to the Railways for utilisation of those Projects or Works which are of a developmental nature".

This exactly, I feel, is the burden of the speech made by Shri Tulsi-das. A series of permutations and combinations has been gone through to arrive at a position in which the hon. Minister of Railways and Transport has channelled the figures into Depreciation Fund, Reserve Fund, Development Fund, dividend and so on and so forth. If you permit me to say so, Sir, with great respect...

**Mr. Deputy-Speaker:** Hon. Members ought not to feel at all embarrassed. I have no personal interest in this matter; except saying anything personal against me—that I am indifferent or indolent or something—all other things can be said. Even indolence can be attributed to me.

**Dr. Lanka Sundaram:** I crave your indulgence to say that—and I repeat—as one who has worked with you in many statutory committees and Select Committees, I mean no reflection on you and I cannot think of making one.

**Mr. Deputy-Speaker:** Let there be no embarrassment.

**The Deputy Minister of Railways and Transport (Shri Alagesan):** You, Mr. Deputy-Speaker, are the least indolent.

**Dr. Lanka Sundaram:** Ignorance is a thing which depends upon the degree of knowledge. My hon. friend is just looking up. So far as ignorance is concerned, I shall come to it in a minute.



**Shri Alagesan:** I said that the hon. Deputy-Speaker is the least indolent.

**Dr. Lanka Sundaram:** Then there is no quarrel between me and my hon. friend the Deputy Minister. I shall proceed.

1 P.M.

As I have said earlier, there are innumerable reasons why this particular Resolution should be brought before the House—as a Member of the Business Advisory Committee, I know those reasons. It was rushed at the last stage. I am not able to go into them all. But the fortunes of an undertaking—an undertaking of the order of Rs. 900 crores—are sought to be disposed of in this manner. I repeat that a competent technical and expert enquiry should have been conducted as far as the railway and the general finances are concerned.

Your operative recommendation is *status quo* for another five years. I have tried to draw the attention of the House to this particular recommendation. It would be found in their list of recommendations No. 18 (para. 37). The Ministry of Railways should submit a review of the general working of the railways during these five years to the next Contention Committee for their consideration. In other words, it is a *carte blanche* to the Railway Board to carry on for another full five years, as it has been carrying on the administration of the railway system of India all along. I regret that that this has been done in the manner in which it has been done. I know that this hon. House has an opportunity to discuss the various administrative and financial questions relating to this great utility undertaking of our country every year at the time when the demands for railways are discussed. This is a question for the experts; this ought not to be disposed of in the manner in which it is sought to be done. Coming to my own amendment, I would like to go on in a more detailed manner.

**Mr. Deputy-Speaker:** Is the House to understand that the hon. Member wants that before the Convention Committee sits—a Committee of both the Houses of Parliament—and goes into the matter, there should be a detailed investigation by an expert committee so as to enable this Convention Committee to come to an independent judgment apart from the facts placed before it by the Railway Board by way of memoranda, etc.?

**Dr. Lanka Sundaram:** That is the main point. These are complicated and highly difficult questions and the time and the technical skill at the disposal of the Select Committees are not equal to the task. That is the main burden of my argument. You, Mr. Deputy-Speaker, will not misunderstand what I have said; I have given an assurance that I have no aspersions to cast upon anybody, but I have liberty to point this out: and make a general statement as to my dissatisfaction about the manner in which this Committee has referred to this matter in para. 37. Now, I come to my amendment.

Here, I have got a statement. If I am wrong in any material respect, my hon. friends, the hon. Minister and the hon. Deputy Minister, will correct me. Let us see the structure of freights. That was the point which my hon. friend Shri Tulsidas Kilachand referred to generally. The freight on movement of coal from Asansol to Calcutta—a distance of 125 miles from the Raniganj coalfields—is Rs. 5-7-0; from Dhanbad to Calcutta—a distance of 161 miles—the freight is Rs. 7/-. From Adra to the same place, a distance of 177 miles, the freight is Rs. 7-11-0. That is one thing which I would like the hon. Members to remember. Now, I will give you two sets of rates, or rather freights—one to Bombay from these three areas, namely, Asansol, Dhanbad and Adra, and the other to Ahmedabad and Baroda from the same places. From Asansol to Bombay the freight is Rs. 18-3-0 and the total mileage is 1,216 miles; from Asansol to Ahmedabad—a distance of 1,197 miles, if

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is Rs. 20-3-0. From Asansol to Baroda, a distance of 1,192 miles, it is Rs. 20-3-0. In other words, Ahmedabad and Baroda pay a higher rate for lesser mileage than Bombay. Lest it should be stated that I am taking isolated instances, I would like to give two more sets of examples. From Dhanbad to Bombay—a distance of 1,180 miles—the freight is Rs. 18-3-0; from Dhanbad to Baroda—a distance of only 1,155 miles—the freight is Rs. 19-12-0, and from Dhanbad to Ahmedabad—a distance of 1,160 miles—the freight is Rs. 19-14-0. Let me compare the rates as far as Indore is concerned, so that the illustration will be general and apply to the whole country.

**Mr. Deputy-Speaker:** Do all these arise out of this? Is it open to the Railway Convention Committee to go into these matters and say that there ought to be a single uniform rate for one trade and so on and so forth? They may be very relevant in the discussion on the Railway Budget.

**Dr. Lanka Sundaram:** There is a general impression from the report of the Committee, even though it is not stated specifically as such, that there should be an upward revision of rates and fares.

**Mr. Deputy-Speaker:** No, no. The Committee was evidently anxious to avoid making any such suggestions and creating any such impression. What is the paragraph?

**Dr. Lanka Sundaram:** I refer to paragraph 23. I will not labour that point, now that you have made your suggestion. But my two main considerations in this regard are as follows. The finances of the railways, as stated even in this report, are not very encouraging. They are problematic. The suggestion to increase the contribution by Rs. 5 crores certainly involves increase in the rates and fares so that the whole thing may increase from Rs. 30 crores to Rs. 35 crores.

**Mr. Deputy-Speaker:** He evidently refers to paragraph 14 on page 7. I would take him to the last few lines.

"This shortfall (of Rs. 31 crores) could be made up partly by a moratorium in respect of the payment of dividend to the General Revenues....and partly by minor adjustments in fares and freights."

**Dr. Lanka Sundaram:** Minor adjustments mean minor adjustments in relation to the overall necessity of additional Rs. 5 crores.

**Mr. Deputy-Speaker:** He will kindly read further.

**Dr. Lanka Sundaram:** It reads:

"They, however, stated that this would leave no funds to be appropriated to the Development fund for financing development expenditure during the next five years unless the tariff rates were raised generally or the quantum of the dividend liability was substantially reduced by bringing down the rate of dividend."

**Mr. Deputy-Speaker:** That is the case of the Railway Board.

**Dr. Lanka Sundaram:** That is why I say that the whole structure of railway finances is based upon the general health of the economy of the country. The various items concerning this can be brought under two broad categories—fares and freights—which are able to provide the sinews of finance for the Railway Administration.

My point is this. I am very deeply concerned about the question of rationalisation of freights and fares, particularly freights, which has not been attempted. This very morning my hon. friend, Shri Alagesan answered a question relating to the work of the Railway Rates Tribunal. When asked whether there was any reference to that Tribunal on this point, he answered in the negative. When asked further, he said that this question was under contemplation. But, this has been under contemplation for a number of years. Apparently the Railway Board and the Railway Ministry are not able to—I would not say they are unwilling arrive at a deci-

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sion on this. This point was mentioned by my hon. friend, Shri Tulsidas.

**Shri Alagesan:** I did not say that we intended to entrust the Railway Rates Tribunal with the work of undertaking a review. But it is proposed to undertake such a review. I said so.

**Mr. Deputy-Speaker:** But it is not through this agency.

**Dr. Lanka Sundaram:** Here are two mechanisms available to the Railway Board. "The Tribunal has not much work", these are the words used by him. Why can they not continuously review the freight structure in terms of the economic, industrial and other conditions? Why should petitions be made to the Tribunal? Why can they not have a continuous process of reviewing having regard to the economic and industrial tempo of the land?

**Shri Alagesan:** It shows that there is nothing much wrong with the freights structure.

**Dr. Lanka Sundaram:** My hon. friend has given me the point. It is thoroughly chaotic. There is no consistency in the rates and fares fixed. That is why I quoted the figures from station to station, but I do not want to waste the time of the House.

**Shri L. B. Shastri:** Does Dr. Lanka Sundaram consider it advisable for the Tribunal to deal with this question? Because, that is more or less a quasi-judicial body and the cases referred to it have been about the propriety of the rates. If any committee has to consider this matter, it cannot certainly be the Railway Rates Tribunal.

**Dr. Lanka Sundaram:** My answer would be very simple. The Railway Rates Tribunal waits for complaints to be made. If my hon. friend the Railway Minister does not want it to deal with the question of rationalisation of freights, let him appoint another body. The Tribunal is a statutory body, and there is an obligation to maintain that unless we amend the constitution. But what I am urging is the urgent ne-

cessity of rationalisation of freights, for without that the tempo of industrialisation will be affected and matters under the Five Year Plan will not be properly handled by the Government in the coming years.

Having said this I would like to make two other observations. I am not happy that the Joint Committee was unable to arrive at any—what you call—reasoned conclusion whether the Railways are a commercial undertaking or a public utility undertaking.

**Mr. Deputy-Speaker:** They said it is a combination of both.

**Dr. Lanka Sundaram:** Because my whole argument is this. I say very seriously and sincerely it is the type of manipulation of accounts—manipulation in the general sense, not in the defalcatory sense—the channeling of all funds into various pockets and their re-grouping; and until and unless you arrive at the conclusion whether they are a public utility concern or a commercial concern you will not be able to lay down policies which will solve the problems.

**Mr. Deputy-Speaker:** What is the view of the hon. Member?

**Dr. Lanka Sundaram:** It is a public utility, pure and simple. Take the other things. Telephones are a public utility. Posts are a public utility. If I post a letter to Ghaziabad or to Dhanushkodi there is no difference.

**Mr. Deputy-Speaker:** Therefore, any amount of deficit can be allowed?

**Dr. Lanka Sundaram:** I am only drawing a main parallel. These are public utility undertakings, and this House must pronounce itself on the point.

**Mr. Deputy-Speaker:** No question of balancing the budget? It may end in loss, and the general tax-payer must go on paying?

**Dr. Lanka Sundaram:** He has paid. If I can draw a comparison, under Sir Andrew Clow for a period of years the Railways never paid any dividend to general revenues, and—I am speaking off-hand—about Rs. 60 crores were written off.

**Mr. Deputy-Speaker:** Does he suggest to the House to do that?

**Dr. Lanka Sundaram:** I am not satisfied with the milk-and-water recommendation or conclusion reached by the Committee, that it is a combination of both. I want to have an opportunity of saying that it is a public utility, and I hope I am given that right.

Secondly, on the question of dividend rate, I think four per cent. is too high. I would rather say three per cent. is just about the appropriate rate.

**Mr. Deputy-Speaker:** There are so many minuses there.

**Dr. Lanka Sundaram:** I am coming to it. I have pointed out paragraph 30 of the Report wherein it is said that in case the railways are unable to pay, the general revenues should be again asked to pay. Why these cross-movements from the railways to the general revenues and from the general revenues to the Railways?

I think the House is entitled to express its very clear opinion on this matter, but the amendment is only for raising a discussion. I will not be willing to force a division on this point, because I have always understood that amendments are for focusing attention on any vital issue involved as the particular Member who puts down the amendments wants them to be understood.

**Shri N. Sreekantan Nair:** I have sponsored a two-pronged amendment to the original Resolution. One relates to Recommendation No. 2. I consider that four per cent. is too exorbitant and only 3½ per cent dividend need be paid for the next five years. The second part of the amendment concerns amenities to passengers. The amount that has been allotted for this purpose in the past was only Rs. 3 crores, and I am suggesting that it may be raised to Rs. 4 crores.

To a certain extent my arguments have been touched upon by earlier

speakers. I also feel that the recommendations of the Railway Convention Committee are not satisfactory. The tall claims made by them that they have taken into consideration all aspects of the railway services cannot also be accepted in the light of the recommendations made by the Committee. The recommendations of the Committee give me the impression that they conceive of the railway services as a milch-cow got on hire which should not be fed too much but which should be kept on starvation rations and milked as often as possible, and milked dry.

The recommendation on page 8 brings out the real attitude of the Committee to the Railways. They say:

"The General Tax-payer is the owner and sole shareholder of the Railway Undertaking and as such would expect a return not only to meet the interest obligation on the capital invested but also a reasonable dividend thereon".

This attitude leaves no doubt as to how the railways have been conceived of by the Committee. It is not conceived of as a public utility concern at all. It is conceived of, at best, as a money-making machine.

The arguments advanced also are very funny. An argument advanced is that the railways would have to pay a higher rate of interest if they float a loan in the open market, a higher rate of interest than the rate of dividend actually paid by them to general revenues. That is the argument advanced. It is a strange argument, advanced in a Shylockian manner and not in a reasonable manner; an argument which no Government can adopt towards its own railways or to its own people.

Another argument that has been advanced is that the railways have been paying Rs. 7 crores over and above the normal interest charges during the past five years. That should not be a reason to extort more

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money from the railways or to continue the same interest, especially when they are working at a loss.

The Railway Board has declared that there would be a short-fall of Rs. 31 crores if interest at the original rate of 4 per cent. has to be paid. The suggestions given at page 7 to cover up the deficit are also not quite acceptable. As you yourself, Sir, have read out the portion, I will only refer to the earlier portion where they say:

"A review of the financial prospects of the Railway Undertaking for the next five years on the basis of the present rates and fares furnished by the Railway Board disclosed that if the Railways were to continue to pay dividend at 4 per cent. during the next five years after meeting all working expenses and providing adequate contribution to the Depreciation Reserve Fund, there would be a short-fall of Rs. 31 crores during that period. This short-fall, the Railway Board hope, could be made up partly by a moratorium in respect of the payment of dividend to the General Revenues on new lines during the development stage and partly by minor adjustments in fares and freights, without having recourse to a general increase in them."

There are two suggestions. The first is moratorium. That only puts off things and enhances the dead weight of the final loan, and postpones the evil day to a later date. As regards adjustment in freights, any adjustment cannot serve the purpose. It cannot be a decrease in the fares or freight. It can only be an adjustment to increase it. Naturally it is not fair that we should increase our fares and freight when there is general economic depression in the country and money is scarce. Any attempt at adjustment by way of increase in freights and fares cannot

be tolerated by the people. Hence, the only reasonable course which appeals to me is to reduce the overall interests by Rs. 6½ crores every year or to bring down the rate of interest by one-fourth. That has also been the suggestion thrown out by Dr. Lanka Sundaram towards the close of his speech though he did not bring forward an amendment. Yet, I feel that the general revenues have a claim on the railways. It cannot be ignored that they are paying 3.17 per cent. interest now and they may have to pay something more later on. Therefore, instead of three per cent, I have suggested 3½ per cent. If the general tax-payer as owner and sole shareholder wants to extract anything more, it will only kill the goose that lays the golden egg.

A comparative study of the British Railways with the Indian Railways shows that during the war period, the private companies got only 3.75 per cent. interest on the huge capital they had invested in the British Railways. The companies got only £ 43 million for an investment of £ 1148 millions. During the past few years, the British Government is paying a very heavy subsidy to maintain the original rate of remuneration to the private companies on the basis of the second Agreement in 1941, which still holds good. The British Exchequer is shelling out £ 15 to 20 million every year to maintain the Railway service. It is at such a time that our Government comes forward and says that the railways should not only fulfil their obligations by way of interest, but also contribute substantively to run their Second Five Year Plan. I cannot understand this; nor can I appreciate it. We demand that the Government of India should not behave like a money lender and a village money lender at that. Even if the rate of dividend is fixed at 3½ per cent, even if we concede that the average minimum rate of interest will be 3.18 per cent for the next 5 years, there will be .32 per cent. as a dividend over and above the rate of interest for

general revenues. To raise the bogey of the tax-payer is futile in India because the vast majority of the people of India do not pay much of a tax except perhaps the sales tax which is generally considered to be a curse. So far as the common Indian citizen is concerned, he would be happy even if the tax-payer pays something more, provided his fares are not increased.

[SHRI BARMAN in the Chair]

Another weighty reason for lowering the rate of interest or dividend is the steady running out or liquidation of the assets of the railways. As has been pointed by the hon. Member Shri Tulsidas, the Reserve funds are running out. They had an opening balance of Rs. 122,82,85,000 in 1952-53. The closing balance of that fund in 1954-55 is estimated to be Rs. 98,16,17,000. In two years, about Rs. 24,66,68,000 have been swallowed up. The Railway Development Fund had an opening balance of Rs. 22,47,65,000 in 1952-53 and the closing balance in 1954-55 is estimated to be Rs. 13,66,30,000. Another sum of Rs. 8,81,35,000 have run out. On the whole about Rs. 33,50,00,000 have been used up from the reserves during the last 2 or three years. In the future years, it is quite natural and it is also admitted by the Railway Board and the Committee that the claim on the reserves would be of a higher order. If this House insists upon getting a 4 per cent. dividend, as has been pointed out by Shri Tulsidas, there will be no reserve at all for the Railways. Hence, I plead that the rate may be reduced to 3½ per cent. Of course, I have no objection if it is reduced still further. But, I do not think in the overall interests of the general finances, it can be done.

Another alteration which I plead for before this House is to raise the minimum allotment for amenities to passengers or to all users of railway transport, as it is called now. Originally, it was fixed at Rs. 3 crores. We know that a number of new lines have been started under the First

Five Year Plan and another 1500 miles of new lines are contemplated under the Second Five Year Plan. In spite of the fact that the overall mileage is expanding, the minimum allotment under this head has not expanded. That is not fair. Then, again, the Railway Board has recommended and the Committee has accepted that other items such as putting up goods sheds, platforms for passengers, and other items of work should also be added on to it. On page 12, there is a very funny remark, if I may be permitted to say so. It is said :

"The Committee considered the suggestion of the Railway Board that the scope of amenities to be provided may also, in future, include all 'users of railway transport', such as improvement to goods sheds, loading and unloading platforms, waiting sheds for the trading public, etc. They understand that such an extension of the scope of this Fund will not in any way impair the progress in improving the amenities to passengers for which a provision of Rs. 3 crores per annum was earmarked by the 1949 Convention Committee."

It is very strange how the Committee was made to understand that it would not affect the amenities to passengers, even when other items are added on to it. It is a commonplace dictum of logic, as well as of mathematics that the part is lesser than the whole. Here I am told, the House is told and the Committee has been told by the Railway Board that even if new items are added, there would not be any difference in the case of amenities for passengers. That cannot be. Therefore, on two grounds, I plead that the minimum allotments for amenities to passengers must be increased. One is on the ground that the overall mileage has been increased and will be increased by another 1,500 miles during the next five years. The second ground is that other items, such as goods sheds, loading and unloading platforms, etc., are being added. There-

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fore, I plead that this sum of Rs. 3 crores may be increased to Rs. 4 crores. I have no objection to accept the amendment tabled by Shri Damodara Menon saying that it may be raised to Rs. 5 crores. That would not be too much because there are two items under which increase has to be made. That can be accepted as a fair standard. But, if this House thinks that it would be too much, at least a minimum of Rs. 4 crores may be set apart for amenities to all kinds of users of the railway transport.

Bringing forth these amendments to the notice of the House, I conclude.

**Mr. Chairman:** I call upon Shri R. D. Misra.

**Shri Damodara Menon:** Mr. Chairman, Sir, the Deputy-Speaker, before you, said that Movers of amendment would be called before other speakers are called. I am the last Mover. There were three Movers of amendments. Therefore, I hope you will give me a chance.

**Mr. Chairman:** I shall give him the next chance.

**श्री आर० डी० मिश्र (जिला बुलन्दशहर) :** रेलवे कनवेंशन कमेटी की रिपोर्ट देखकर मुझे बड़ा अफसोस हुआ। उसका कारण यह है कि सन् २४ में यह निश्चय किया गया, कि रेलवे का और जनरल फाइनेन्स का हिसाब अलग अलग रखा जाय और यह तैयार किया गया कि रेलवे कितना रुपया जनरल फाइनेन्स को दे। इस के बाद बहुत सी कमेटीयां हुई। सन् ४६ में पार्लियामेंट की एक कमेटी नियुक्त की गयी। उसने यह निश्चय किया कि पांच साल के बाद हिसाब देखा जाय कि कितना रुपया मिलना चाहिए। उसके मुताबिक इस साल भी एक कमेटी बनायी गयी और उस कमेटी के लिए १२ तारीख को हमारे हाउस ने मॅम्बर नामजद किये और १४ तारीख को काउन्सिल आफ स्टैंडर्स से नामजद हो गये। १२ तारीख को कमेटी बनने के बाद उसका कोई काम नहीं हुआ। पहली अक्टूबर को वह कमेटी बुलायी गई उस दिन उन्होंने सिर्फ एक क्वेश्चनेयर

तैयार किया और रेलवे बोर्ड से कह दिया कि इनके जवाबत दे और अपना एक मॅमोरैंडम तैयार करके कमेटी को दे और फाइनेन्सल कमिश्नर से भी एक रिपोर्ट मांगी। उसके बाद कमेटी की बैठक १२, १३ और १४ नवम्बर को हुई। हमारी पार्लियामेंट १२ नवम्बर से शुरू हुई है। लिहाजा इस कमेटी के मेम्बरान इससे दो तीन दिन पहले आ गये होंगे। और तीन दिन में उस कमेटी ने इस काम को खत्म कर दिया। इस रिपोर्ट से मालूम होता है कि रेलवे बोर्ड ने कोई मॅमोरैंडम कमेटी को दिया था और फाइनेन्सल कमिश्नर ने भी कोई रिप्लाय दिया था। लेकिन हमको कोई मॅमोरैंडम नहीं सप्लाई किया गया जिससे हम पता लगा सकें कि जो सिफारिश कमेटी ने की है वह मॅमोरैंडम से निकलती है या नहीं। हम अपनी राय कैसे कायम करें। यह रिपोर्ट हमारे सामने है। पांच चार बातें रेलवे बोर्ड व फाइनेन्सल कमिश्नर की हमारे सामने रख दीं। उनको हम कैसे मालूम करें कि वह कहां तक सही हैं। मैं यह तरीका जरा गलत समझता हूँ कि पार्लियामेंट के मेम्बरान को वह डाक्यूमेंट न सप्लाई किये जायें जो कि कमेटी को दिये गये थे। हम कैसे अपनी राय कायम करें और सोचें कि कितना रुपया रेलवे को देना चाहिए। पहली शिकायत तो मेरी यह है।

दूसरी बात यह है कि रेलवे का इतना कम्प्लिकेटेड हिसाब है। उसे जांचने के लिए एक कमेटी मुकर्रर की गयी ताकि वह संसद को सही मशविरा दे कि कितना रुपया जनरल फाइनेन्स को रेलवे से मिलना चाहिए। इस काम में जनता का जितना रुपया लगा हुआ है उतना लाभ भी होता है या नहीं होता है। लेकिन इस कमेटी ने तीन दिन में सरसरी तौर पर रेलवे के कुल हिसाब की जांच कर ली। यह बात मेरी समझ में नहीं आयी। तीन दिन में तो एक छोट से दफ्तर के हिसाब की जांच करना भी मुश्किल है।

अब देखिये कि रेलवे बोर्ड ने दो तीन मांटी मोटी बातें रख दीं वही कमेटी ने मान लीं। पहली यह कि जो चार पर सेंट अब तक लेंत हैं



वही आगे पांच साल तक लिये जाइयें, और फिर कुछ दिक्कतें रख दीं कि कुछ नयी लाइनें बनानी हैं इसलिए उसमें कुछ कन्सेशन यहां मिलना चाहिए और कुछ और बातों में वहां कन्सेशन मिलना चाहिए। और कमेटी ने कह दिया कि बिल्कुल ठीक। तां एक इतने बड़े कन्सेशन के मुताबिक इस तरीके की रिपोर्ट पार्लियामेंट के सामने पेश हो इसमें गलत समझता हूं और मैं अपने रेलवे मिनिस्टर साहब से कहना चाहता हूं कि वह इसकी पूरी जांच करने की कोशिश करें। इस तरह से कमेटी की दो तीन बैठकें बुलायी जायें और फिर पांच साल के लिए मुहर लगा दी जाय यह ठीक नहीं है। मुझे रेलवे बोर्ड का कोई एंतबार नहीं है। मुझे पहले एंतबार था कि रेलवे बोर्ड कुछ काम करता है। लेकिन अब मेरी राय रेलवे बोर्ड के मुताबिक यह है कि वह बिल्कुल गलत जाता है। उनका हाल मुगलिया सलतनत की तरह से है। कोई बात उनसे कही जाय वह सुनने के लिए तैयार ही नहीं है। इस बार मैं मैं एक मामूली सी मिसाल दूं। वैसे मैं ने रेलवे बोर्ड के बारे में कहानियां तो बहुत कुछ सुन रखी थीं लेकिन जबतक आदमी पर खुद नहीं बीतती हैं वह ठीक से नहीं समझ पाता है। मैं अपनी एक मिसाल आपको बतलाना चाहता हूं। इसी तजरबे से मैं कहता हूं कि मुझे यकीन नहीं है कि जो मैमॉरैंडम उन्होंने दिया है वह सही होगा। अपने तजरबे के बाद मैं रेलवे बोर्ड की हर चीज को शक की निगाह से देखने लगा हूं। दूध का जला छाछ को भी फूंक फूंक कर पीता हूं। इसी तरह से मैं रेलवे बोर्ड के सब कामों को शक की निजर से देखता हूं। जब मैं यहां पार्लियामेंट में आया तो मैं ने चाहा कि एक एक्सप्रेस दहली-बुलन्दशहर-खुर्जा होकर चले तो अच्छा। यहां पर एक रेलवे का महकमा है। मैंने रेलवे मिनिस्टर साहब से अर्ज किया कि यह जो लाइन टूटता होती हुई कलकत्ता जा रही है इस लाइन पर इस वक्त चार थू एक्सप्रेस गाड़ियां दहली से चलती हैं। उनका गाड़ियाबाद से खुर्जा तक कोई स्टॉपेज नहीं था। इन चार गाड़ियों में से कोई भी बुलन्दशहर और हापड़ होती हुई नहीं जाती

थी। मैंने मिनिस्टर साहब से कहा कि अगर आप इन चार गाड़ियों में से एक को डाइवर्ट कर दें ताकि वह हापड़-बुलन्दशहर होकर जाय और बाद में, खुर्जा पर मैन लाइन में मिल जाय तो रेलवे का कोई नुकसान नहीं होगा और इससे लोगों को बहुत आराम हो जायगा। मिनिस्टर साहब ने उस मामले को रेलवे बोर्ड को रफर कर दिया। उसका यह नतीजा हुआ कि तूफान एक्सप्रेस जो कि खुर्जा और टूटता होती हुई जाती थी और जिससे कि मुसाफिरों को बड़ा आराम था, डाइवर्ट कर दी गयी मगर वह मथुरा-आगरा होकर जानें लगी। अब आप अन्दाजा कीजिये कि इससे मुसाफिरों को क्या फायदा हुआ और इससे रेलवे को क्या फायदा हुआ। मैं मिनिस्टर साहब से कहता हूं कि वह रेलवे बोर्ड से पूछें कि इस गाड़ी के मथुरा-आगरा होकर डाइवर्ट करने से दहली से कलकत्ता जाने वाले मुसाफिरों को क्या आराम मिला और रेलवे को कितना फायदा हुआ। यह देखकर मैं ने सोचा कि अच्छा होता अगर मैं मिनिस्टर साहब को यह मामला रिप्रेजेंट न करता। यह रेलवे बोर्ड का कारनामा है।

**एक माननीय सदस्य :** ये बातें तो आपको बजट के समय कहनी चाहिएं।

**श्री आर० डी० मिश्र :** इस वक्त मैं इन बातों को इसलिए कहना चाहता हूं क्योंकि कि यह जो हमारे सामने रिपोर्ट पेश है उसमें रेलवे बोर्ड का मामला है।

दूसरी बात मैं यह कहना चाहता हूं कि इस हाउस ने यह पास किया कि इस हाउस के मेम्बरों को रेलवे पास दिया जाय ताकि वे सारे हिन्दुस्तान में सफर कर सकें। पास की कोई डफीनीशन एक्ट में नहीं थी।

**Mr. Chairman:** Order, order. This is not strictly relevant. The issue is how to divide the income or the revenue. He should also remember that he will get not more than 15 minutes from 1-30. That also he has to keep in mind. Besides, this is not strictly relevant.



श्री आर० डी० मिश्र : मैं यह सबमिट करता हूँ कि इस कमेटी की रिपोर्ट का कुल बेसिस है रेलवे बोर्ड का मैमोरैंडम और फाइनेन्शियल कमिशनर की रिपोर्ट। मैं कहता हूँ कि ये डाकमेंट हमको सप्लाई नहीं किए गए ताकि हम जांच कर सकें। और मैं एक मिसाल दे रहा था कि रेलवे बोर्ड हमको किस तरह से मिसुहाइरक्ट करता है। अगर हमको मैमोरैंडम मिलता तो हम उसको देखते और राय काबज करते कि कितना स्मूथ मिलना चाहिए। लेकिन हमको यह मैमोरैंडम नहीं मिला इससे मुझे लगता है कि कहीं हमको मिसुहाइरक्ट तो नहीं किया गया है। मैं कोई शिकायत नहीं कर रहा हूँ। मैं यह बतला रहा था कि यहाँ मेम्बरान को रेलवे पास देने के लिए कानून पास हुआ। अब रेलवे में पासों के लिये कायदा यह है कि फर्स्ट क्लास के पास वाले के साथ दो खबैट एलाउड हैं और सेकेंड क्लास वाले के साथ एक खबैट एलाउड है। रेलवे का यह रूल मौजूद था। रेलवे बोर्ड ने पार्लियामेंट के मेम्बरों के पासों को टिकट माना। इसके संबंध में एक सदस्य ने मिनिस्टर साहब को एक पत्र लिखा। मिनिस्टर साहब ने यह मामला रेलवे बोर्ड को रफर किया तो उन्होंने कहा कि यह पास टिकट की तरह इस्तेमाल हो सकता है।

श्री एस० एन० दास (दरभंगा—मध्य) : रेलवे बोर्ड के काम के सम्बन्ध में आप बजट के समय कह सकते हैं।

श्री आर० डी० मिश्र : मैं यह कहा रहा हूँ कि मिनिस्टर साहब ने पास का मामला रेलवे बोर्ड को रफर किया और उन्होंने कहा कि इस पास को टिकट के तौर पर इस्तेमाल किया जाय और जो पास बनाकर मेम्बरों को दिये गये उस पर यह लिख भी दिया गया। इस तरह से उन्होंने ला के खिलाफ इंटरप्रेशन दिया। पार्लियामेंट ने 'पास' तैयार किया रेलवे बोर्ड को उसको 'टिकट' कहना उचित नहीं था। जो मैं ने मिसालें दीं वह यह बतलाने के लिए कि मुझे रेलवे बोर्ड का कैसा तजर्बा है और इसी लिए मैं कहता हूँ कि दूध का जला छाछ को भी फूँक फूँक कर पीता है। रेलवे बोर्ड के

मैमोरैंडम की बिना पर यह रिपोर्ट आई है इसलिए मैं इस रिपोर्ट को जरा शुबहे की निगाह से देखता हूँ।

अब यह सवाल उठता है कि जब रेलवे बोर्ड की ऐसी हालत है तो कमेटी की इस रिपोर्ट पर जो हमारे सामने है हम क्या राय दें। हमसे कहा जाता है कि हम इस रिपोर्ट को मान लें। इस रिपोर्ट को देखने से पता चलता है कि कमेटी ने दो सजेसन रखे हैं जो कि पैरा १२ में दिये गये हैं। एक तो यह है :

“(a) a small fixed percentage on the Capital-at-charge, plus sharing of profits after payment of interest.”

यानी उन्होंने एक सजेसन यह रखी कि सूद के देने के बाद थोड़ा सा नियत स्मूथ असल पर ले लिया जाए और कुछ मुनाफे में से ले लिया जाए और दूसरा सजेसन यह रखा :

“(b) Interest on Capital, plus a levy of Income-tax as on other Government Undertakings together with or without any contribution for investment, fixed or varying.”

यानी जैसे सरकारी दूसरे व्यापारी कामों में लगे हुए रुपये का सूद तथा इन्कमटैक्स का लेवी लिया जाय और उसके बाद लगे हुए रुपये का कोई कन्ट्रीब्यूशन नियत किया हुआ था बदलता हुआ लिया जाय या नहीं लिया जाय। क्या कि प्रत्येक कमर्शियल कन्सर्न को मूल रुपये पर सूद देना पड़ता है और आमदनी पर सरकार को इन्कम टैक्स देना पड़ता है और इसके बाद हिस्सेदारों को मुनाफा या डिवीडेंड देना पड़ता है। कमर्शियल कन्सर्न अपना एकाउंट इन्कम टैक्स कानून के अनुसार ठीक ठाक रखती है परन्तु रेलवे अपना हिसाब उस कानून के मुताबिक नहीं रखती इसलिये आगे जा कर इस रिपोर्ट में यह लिखा है कि अगर कमेटी ने दूसरी तजर्बीज मानी तो रेलवे एकाउंटिंग में बड़ी गड़बड़ी हो जायगी रेलवे बोर्ड कहता है कि हम अलग अलग हर तरह का एकाउंट नहीं रख सकते जिस तरह का

एकार्जेंटिंग इन्कमटैक्स एक्ट के मुताबिक कमर्शियल कन्सन्स रखती हैं, इस से रेलवे का तमाम एकार्जेंटिंग स्ट्रक्चर बढ़त जायगा इसीलिये इस चीज को न मानिये। क्यों साहब अगर सब कमर्शियल कंसन्स को बिस्व तरह से इन्कमटैक्स के कायद के मुताबिक अपना एकार्जेंट रखना हैं तो रेलवे भी जो एक कमर्शियल कंसर्न हैं अपना हिसाब उस तरह क्यों न रखें जैसे इन्कमटैक्स एक्ट में चाहा गया हैं। अगर उनका हिसाब-किताब और ऑडिट का सिस्टम इन्कमटैक्स के कायद के तरीके का रहता तो हमारी यह कमेटी कुछ सही नतीजे निकाल कर एक सही रिपोर्ट इस सदन को दे सकती थी। मेरी राय में कमेटी को अपनी रिपोर्ट में रेलवे एकार्जेंट्स को ठीक तौर पर मेन्टन करने के बारे में रेलवे बोर्ड को सर्वेक्षण देना चाहिये था लेकिन वह सुझाव इसमें हम नहीं पाते। वहां पर रेलवे में एकार्जेंटों के अन्दर बड़ी गड़बड़ होती हैं। बड़े बड़े सरप्लस स्टॉक पड़े रहते हैं और दूसरी बड़ी बड़ी शिकायतें होती हैं और आजकल एक रेलवे एन्टी-कॉरप्शन कमेटी बँठी है जब उसकी रिपोर्ट आयेगी तब पता चलेगा कि रेलवे में कितनी गड़बड़ होती है। रेलवे में हिसाब रखने का जो तरीका है वह गलत है और उन्हें ठीक से अपना हिसाब रखना चाहिये। इस कमेटी की रिपोर्ट में बारहवें पेज पर स्टॉक क्वार्टर्स के रेंट्स के बारे में बिफर है, ऑडिट ने भी इसके बारे में रेलवे बोर्ड का ध्यान दिलाया था लेकिन अभी तक रेलवे बोर्ड ने तय नहीं किया कि कितना रुपया किस से किसका लेना चाहिये। कमेटी की रिपोर्ट के बारहवें पेज पर पच्चीसवीं लाइन के करीब ऐसा दिया हुआ है :

"The Committee, however, observed from para 42 of the Audit Report, Railways, 1951 wherein pointed attention has been drawn to the inadequacy of rent realised for railway quarters. Even in the Audit Report (Railways), 1953, which was presented to Parliament on the 19th May, 1954, it was observed that the question regarding the adequacy of the

return on the expenditure incurred on residential buildings has not so far been settled by the Railway Board."

रेलवे बोर्ड ने यह काम नहीं किया। यह सभी चीजें दिखलाती हैं कि काफी गड़बड़ है और इसके मुताबिक हमें ठीक तौर से जांच कर फैसला करना चाहिये कि कितना हमको रेलवे से कंटीव्यूशन लेना चाहिये। इस तमाम हिसाब की गड़बड़ी का नतीजा यह हो रहा है कि जितनी आमदनी इस रेलवे से हम को होनी चाहिये वह नहीं हो रही है। ऑडिट रिपोर्ट में ऐसा लिखा गया है :

'According to the Audit Report also, the return of rent obtained on residential buildings fall short of 4 per cent. for certain classes of quarters.'

रेंट जो हम चार्ज करते हैं उसके मुताबिक रेलवे बोर्ड ने हिसाब ठीक से नहीं किया। इसी तरह दूसरी और ऐसी चीजें हैं। हिसाब ठीक है न रखने के कारण किस तरीके से हम इस नतीजे पर पहुँच सकते हैं कि रेलवे को जनरल फाइनेंस के लिये कितना रुपया देना चाहिये और कितना रुपया नहीं देना चाहिये। मैं मिनिस्टर साहब से अर्ज करूंगा कि आप जरा रेलवे बोर्ड को ठीक कीजिये और इससे काम जरा ढंग से तीजिये ताकि यह इस तरह की कार्यवाही न करे कि मांगें रास्ता किधर को दे किधर को। मांगें बुलन्दशहर को और दे दे आगरा को, मांगें पास और दे दे टिकट। इस तरह से इनको काम करने की इजाजत न देनी चाहिये। रेलवे का काम ठीक होना चाहिये और कमर्शियल लाइन पर होना चाहिये।

श्री रघुबीर सहाय (जिला एटा-उत्तरपूर्व व जिला बदायूँ-पूर्व) : डिप्टी बोर्ड के मुताबिक क्या राय है ?

श्री आर० डी० मिश्र : जो राय इस पर कमेटी ने दी है उसका मैं स्वागत करता हूँ। जब दूसरी और कोई रिपोर्ट नहीं है तो इसको तो

[श्री आरु डी० मिश्र]

मानना ही है और इस पर बोट करना है। कमेंटी की रिपोर्ट में चार परसेंट लिखा है तो उसके होते हुए हम कोई और सुझाव ऐसा नहीं दे सकते कि दो परसेंट लिया जाय या छ परसेंट लिया जाय। हाँ, अलबत्ता अगर तमाम मीटिन्ग्स और सार एकाउन्ट हमारे सामने रखे जाते कि इतना कैपिटल लगा और इतनी आमदनी और खर्च है तो जरूर हम कोई नतीजा निकाल सकते थे और उसकी बिना पर कह सकते थे कि तीन परसेंट लिया जाय या बिलकुल न लिया जाय, लेकिन जब कुछ मसाला हमारे सामने नहीं है तो कमेंटी ने जो रिपोर्ट दी है, वह ही हमें पास करनी है और दूसरी बात हम मौजूदा सूरत में कर ही नहीं सकते। मेरी समझ में तो इस तरीके से कमेंटी बना कर उसकी रिपोर्ट पेश करना हाउस की मंजूरी के लिये महज हाउस का टाइम बर्बाद करना है और कुछ नहीं है और इस प्रकार की रिपोर्ट से हम किसी सही नतीजे पर नहीं पहुँच सकते।

**Shri Damodara Menon:** My amendment deals with two alterations that I want to make in the recommendations of this Committee. I want the rate of interest payable to the general revenues to be reduced to 3.18 per cent. The second alteration I wish to make is that the minimum contribution to the Development Fund must be increased from Rs. 3 crores to Rs. 5 crores.

The hon. Minister in his speech today stated that the Committee considered the question whether the railways should be run as an entirely public utility service, or whether any profit consideration also must come in its working. He also stated that the Committee after careful consideration had said that in the context of our country today, when development works are being undertaken, it will be necessary for us also to see that the profit motive is maintained in the working of the railways.

I understand that we are planning for a welfare State or a socialist

State, if we are to follow the statements of the Prime Minister himself. The railways are the greatest public utility service we have in this country. If we cannot make a beginning now in the matter of this public utility service and run it entirely on the basis of the utility motive, I think we shall be doing an injustice to the principles we hold so dear. However, that is an academic question.

Even granting that during the period of the Plan, when huge development works are undertaken, it must be possible for us to run the railways on profit motives, I want to put it to the hon. Minister whether development of the railways also does not become part of this all-round development. Should we not find provision for the development of our railways? Should we not carry our new lines to the many places where they have not reached today? If we are planning an expansion programme for the railways, where are we to find the money for that? The money will either have to come from the profits made by the railways, or it shall have to be found by Government advancing money to the railways by way of loan. If Government are to raise the money, they may either have to borrow from the open market or from foreign sources, or they may have to raise taxation. Now, if the railways are to make the money, in view of the very grave statements made by the Railway Board, they may also have to raise the fares and freights. Both these, I think, are equal evils so far as the general public is concerned. I would say, so far as it is within the range of possibility, it must be our endeavour to see that railway fares and freights are not raised at the present stage. I do not share the misgivings of many of my hon. friends about the advice tendered by the Railway Board. I am referring to what they have stated about the result of the payment of 4 per cent. interest to the general revenues. They say that

if 4 per cent. is maintained after meeting the ordinary running expenses, and also making provision for the Depreciation Fund, the railways will have to meet with a shortfall of Rs. 31 crores during the coming five years. Now, how are we going to make up this deficit?

There is a suggestion made by the Committee that when advances are made for the construction of new lines, a moratorium in respect of interest may be made by Government. That view is also acceptable, I understand, to the Railway Board.

But even after issuing such a moratorium, the Railway Board are not quite sure that they will be able to cover all this deficit. They want some adjustment in fares and freights—I do not know what exactly that means. And they go further and say that even if all these things are done, there may not be any money for contribution to the Development Fund from the resources of the railways. Now, I am putting it to the hon. Minister and to this House whether, in view of this recommendation, and this warning given by the Railway Board it would be fair for us to say that we must stick to this 4 per cent dividend that the Committee have recommended. Now, the usual rate of interest at which Government are borrowing is at present 3.17 per cent.; it may go up to 3.18 per cent. in the coming few years. So I have put it at 3.18 per cent on the capital at charge as the contribution of the railways to the General Revenues. That would probably give the Railways some amount of profit by which they can foot other bills.

Now, in a paragraph in the Report, the Committee have stated something about the test of remunerativeness. The Convention Committee in 1949 recommended that 4.25 per cent must be considered as proper remunerativeness so far as the Railways are concerned. Their calculation was that after deducting 4 per cent. payable to the general revenues, there must be .25 per cent. surplus, and that would be fair remunerativeness, according to them.

But the Railway Board say that it will not do; they want it to be at least 1 per cent. Now, the reduction that I have suggested will give that 1 per cent., and then the Railways, even according to the Railway Board, may be run at a remunerative rate. Therefore, apart from the considerations of profit motive or of a public utility service in general, I would suggest to the hon. Minister to accept this suggestion of mine that the rate of dividend payable to the General Revenues be reduced to 3.18 per cent.

Another suggestion I have made is regarding the Development Fund. As is apparent from the Report of the Committee, more burdens are now being placed on the Development Fund, and the Railway Board give us the warning that there may not be any contribution available to the Development Fund in the future. The Committee say that the cost of quarters for Class III servants of the railways must now be debited to the Development Fund; they also want that unremunerative operating improvement works costing more than Rs. 3 lakhs be wholly undertaken by the Development Fund. That means new burdens on the Fund. Then what will remain for improvement of the conditions of the travelling public? Even now, in almost every Budget Session, we are hearing of complaints; they are true also; the Minister knows and the House also knows. The condition of the third class passenger is very pitiable. I know that some efforts are being made; I do not want to minimise them. But more efforts must be made and there must be more money available for passenger amenities, and that has to be got from the Development Fund. Therefore, I am making the suggestion that the minimum contribution to this Fund should not be Rs. 3 crores, but Rs. 5 crores. I am sure if my suggestion regarding the reduction of the dividend payable to the general revenues is accepted by the House, there would be money enough to make a contribution of Rs. 5 crores to the Development Fund.

[Shri Damodara Menon]

Therefore, I hope that without going into the general theoretical question of a public utility service, even at the practical level, the suggestions I have made will be found acceptable to the House.

Shri H. N. Mukerjee (Calcutta—North—East): The Resolution before us intends to retain the *status quo* in railway finance, and my grouse against the Resolution, and against the Government, is that they betray a total lack of a real idea regarding the role of railways in a developmental economy. As far as we are concerned, we do not object, on principle, to the payment of the dividend to the general revenues, because, after all, our investment in the railways represents the State sector of capital and there is no reason why that investment should not bring in a proper return. There is, of course, something in the nature of railways which has always to be borne in mind when we try to ascertain what should be the proper return to our investment, and that is why we have to discuss from time to time resolutions of this sort that are presented before this House.

I should suggest that it is very important that we run our railways, as well as other State-sponsored undertakings, efficiently, more efficiently than is done by the average commercial concern. But there would be a difference, namely, that after all, those who are in charge of the railways or of State-sponsored undertakings are supposed to represent the interests of the people and, therefore, they would run these concerns just as efficiently as, perhaps even more efficiently than, the commercial undertakings, but, at the same time, would look after the interests of the people. It is from that point of view that we have to discuss this Resolution. That is why I say that I do not like that we should commit ourselves to the payment of a certain rate of dividend for the next five years. Five years may be a short span of time, but the next

five years are a very crucial period in the history of this country, because, after all, Government say they are going to have the second Five Year Plan and in the context of that Plan, the role of the railways will naturally be very much more expanded than it has been so far. So I do not see why we should pin ourselves down to the obligation of paying to the general revenues from the railways this 4 per cent as dividend. It may be that on one occasion the railways might pay even much more as dividend; on another occasion, it might pay much less, 2 per cent; or, as has happened before, there have been years when the Railways could not pay anything to the general revenues. So we have to look at this matter a little more comprehensively with the interests of the country at large uppermost in our mind. And I say from that point of view, I do not like this commitment; I do not like our being pinned down to this payment of 4 per cent as dividend.

As has been pointed out by previous speakers, this commitment has already landed us in some kind of a risk because, I find in page 7 of the Railway Convention Committee, which has been given to us, certain observations made by the Railway Board, which are repeated by the Committee. These observations suggest that under the rather euphemistic designation of 'minor adjustments in fares and freights', there is perhaps going to be some kind of tampering. There is going to be an increase in fares and freights. This is stated almost categorically towards the end of page 7. It seems the Railway Board made this observation:

"They, however, stated that this would leave no funds to be appropriated to the Development Fund".

That is to say, if 4 per cent dividend is paid, after that there would be no funds left to be appropriated to the Development Fund for financing development expenditure during the next five years, "unless the tariff

rates were raised generally or the quantum of the dividend liability was substantially reduced by bringing down the rate of dividend".

2 P.M.

This is an open threat which is given by the Railway Administration, and the Railway Convention Committee could not make any observation for our benefit which would reassure us that this threat is not going to be realised in practice. Perhaps the Minister today might give some kind of an assurance that it is very definitely contemplated—I hope it is very definitely contemplated—by Government that in the course of the next five years, at any rate, unless something absolutely extraordinary supervenes, there will not be any increase either in freights or in fares. That is why I say that we have to tend our railway finances very carefully and that is why we have to remember that we have inherited, along with so many other things in this country, a somewhat evil legacy from British imperialism, and we have inherited even the accounting, devices, as far as the railways are concerned—and that is what we are discussing today. I do not see any reason why we should not take a different view altogether. Sir, perhaps, on this occasion we might recall that after the railways were laid in our country by the British imperialist agency, the British imperialists took very good care to see that they got very much more than their pound of flesh. For nearly a hundred years we went on paying these interests charges. In about twenty-three years or so before 1949-50 they took away from our country about Rs. 678 crores by way of interest charges. Even in 1950, we had to give up a certain portion of our sterling balances because we were supposed to be indebted to these British coupon-clippers for their great generosity for having laid some tracts of railways in our country. Sir, every foot of railway track in this country has been paid for by the blood and sweat of the people of our country and that is what we have to remember all the time.

In those days the railways were starved to a certain extent, because of this obligation. So much money was squandered in the early days of railway construction in this country, because the British share holders were absolutely assured of their 4½ per cent. and any amount of money could be spent, any amount of money could be spent by way of indenting all kinds of things from England, and that is how things had gone on for so long.

We might be proud today to say that we have the largest railway system in Asia, the fourth largest in the world, and so on and so forth. But commensurate with the importance of our country, with the population of our country, with the resources of our country, our railway tracks are still very far from being adequate. Now my point is that in the earlier period, in the British period, the railways were denuded of enormous sums of money in this way in the interest of the British shareholders. Now there is no danger of that, because whatever we get from the railways will go to the general revenues, or would go back to the operation of the railways themselves. But let there be no denudation of the revenues in a manner which would redound against the development of our railway transport system. That is a point which is very important. It is exactly there, that we get into a kind of dilemma, which perhaps the Railway Minister feels that he has been confronted with. The dilemma might be stated somewhat like this: that if the railways today have to contribute sufficiently to the General revenues, that is to say, to the finances necessary for the Five Year Plans then the railways cannot expand in the direction and in the manner desired. This is one of the horns of the dilemma. The other horn of the dilemma is that if the railways expand in the direction and in the manner desired, then they cannot contribute what is expected of them to the Plan. I say this is a most unreal dilemma, because the crux of the matter is money and the only thing which those who put the dilemma before us can say is

[Shri H. N. Mukerjee]

that there is no money. I would say this. After all I am sure some of our Ministers here have taken part, for many years of their lives, in the struggle of the people and surely they would agree with me that after all money is muck, and the greatest capital that a country possesses is its people. They are our resources; their ability to work and their feeling of exhilaration in having a country which is constructed nearer to their heart's desire. That is the real crux of the matter. If today we can get that feeling in the country, then we can develop our Railways, we can develop them at a much faster pace than the pace which we have followed so far.

I find that somewhere about 1908 there was a report called the McKay Report which recommended in those days in 1908 that the total mileage of Indian Railways should be increased to at least one lakh. Now we have about 38,000 miles. So, what could be envisaged in 1938 as a kind of practical possibility by a British Chairman of a Committee which went into this matter is an envisagement which today seems to us absolutely beyond our comprehension—even our imagination! This is a dilemma which has got to be fought back. This is a cobweb in our mind which has got to be cleared off altogether. How are we going to do it? It is there you have to get down to brass tacks. And not being a financial expert, I cannot go into the details of the matter in the way some of my hon. colleagues might do. But I feel that there are certain things which are very patent on the face of it, which we should look into a little more carefully than we have done so far. The question of over-capitalisation has been raised, for example, and there is no getting away from it that there has been this over-capitalisation. The assessment of the amount of over-capitalisation, as far as the Railway Board and the Committee are concerned is Rs. 100 crores. Now, Sir, we know why over-capitalisation is made in the case of the private

sector of industry. They want to have more profits. That is why they bring about over-capitalisation. In our case what do we find today? We have to look into the reality of the matter.

I would like the Railway Minister to recall what has happened in regard to the capital resources of concerns other than Railways. I am told that in the thirties, in the depression period, most of the concerns in India deflated their capital, because that had to be done from time to time. But because of the guarantee which had been given to the British shareholders we find that as far as railways are concerned, even when the railways could not pay their way and had no surplus at all; even in that period there was no attempt to bring about an adjustment of the capital to the reality of the situation.

I should say—I am speaking off-hand and not as a financial expert—that the over-capitalisation in our railways has gone to the extent of at least Rs. 300 or 400 crores and if we find out the reality of the situation, then much of our trouble would decrease, so much of our worry in regard to Depreciation Fund and Development Fund and all that sort of thing might also decrease to a certain extent. I would like the Railway Minister to go into this matter very carefully to find out on a realistic basis what exactly the total capital resources of our railways are, to find out the historical reasons which have gone to the computation of the present capital of the railways at about Rs. 900 crores or so. We have had to pay through our nose; we cannot get it back again; I wish we could, but we cannot get it back again. But now that the railways have to be put on a sound pedestal, it is necessary that we look into the financial structure a little more carefully than this Committee or the Railway Board appears to have done so far.

I am as keen as anybody else regarding the development of our railways. But I want from the Railway



Minister as assurance that there would be no increase in freights and fares and I want also a further assurance regarding passenger amenities and labour welfare. Now I find it most amazing that it seems in our Indian railways safety is supposed to be an amenity, that is to say, it is an *ex-gratia* gift by the railways to the passengers who pay in order to travel on the railways. Now this is most amazing. Whenever I travel on the railways I am entitled to certain considerations from the Railway Administration. But even safety comes under the head of "amenities". This kind of thing ought to go altogether.

In regard to passenger amenities in every Budget discussion we get so many opportunities to point out how little money is spent, how so much money is left unspent and so on and so forth. Rs. 3 crores are spent, which works at about 4.4 pies per head on our passengers; the result is that passenger amenities are very inadequate indeed. As far as labour welfare is concerned, we know how things happen. Early this year I had rather a mortifying experience of having ascertained from the Railway Minister after a great deal of trouble, questions and cross-questions and so on and so forth, that the condemned wagons in Sealdah Division were intended to be abolished by the Railway Minister altogether, that he had made some allocation of funds for the building of quarters for these people. But somehow these quarters do not get built and the people are still living in quite considerable numbers in these condemned wagons. This is the information I elicited from him after a great deal of question—and cross-questions.

**Shri L. B. Shastri:** The quarters are being built—Mr. Mukerjee must be aware of it. They are being built every day, and I hope by the end of April or perhaps the beginning of May all the quarters to house the people in the condemned wagons would have been built.

**Shri H. N. Mukerjee:** I am glad to hear that the Railway Minister is

taking steps which are expected of him in regard to this kind of matter.

But, Sir, I wish to recall, because I find Shri Alagesan before me now, what he had said in 1949 when the separation of railways from general finance was being discussed. He talked about surplus of railways and he said—in pages 924 and 925 of the proceedings of the Constituent Assembly of the 21st December, 1949:—

"What is after all this surplus? It represents that more money was taken from people for less amenities, from people who cannot afford to pay the high fares that are being charged, or it can be put in another way. We have not provided proper amenities for the money that we are taking from them and so there is surplus."

It shows this concern also in regard to amenities of passengers and labour welfare, and I hope steps are being taken in order to implement this kind of assurances.

I have said also that in many different ways we can get money for our railways. I do not see why we shall not really make a start in regard to the railway transport industry. I say this because—I have said it before, but I can repeat it now—the Moolgaonkar Committee had reported that the idle capacity of our engineering industries is about 25 to 30 per cent. and that imports can be prevented to a large extent if this idle capacity is utilised. But, somehow or other the railway transport industry has not been developed, so that I expect, one of the reason why the engineering industries are not being utilised to the full is that we have not got a real plan regarding the transport industry. I find also, that the purchase of imported railway stores has increased—I am not giving the figures; I have got them here before me—and in spite of the Railway Minister being, I am sure, a devoted champion of the swadeshi idea, this purchase of imported railway stores, increasing, is a rather dangerous thing.



[Shri H. N. Mukerjee]

Then, the fuel bill has increased by Rs. 7 crores since 1948-49. As far as I know, the economies promised by the Minister regarding the implementation of the Railway Fuels Enquiry Committee, that promise so far has not been fully implemented. Also, in regard to stores I find that in the last Budget speech the Minister was pleased to state that the stores balance stood at Rs. 57.20 crores on the 31st March, 1953 and he gave a promise that by the end of 1953-54 he would have a further Rs. 5 crores reduction. But, I find that in 1951 the Stores Enquiry Committee had said that the 1950-51 balance of Rs. 45.42 crores was inordinately high and should be immediately reduced by an overall reduction of Rs. 10 crores. Now, Sir, in this way much money could be found. Money could also be found by an imaginative system of expenditure. Take for example the question of electrification of the Calcutta area. There, as far as I can see, we have to wait for the moon. We have to wait till the Greek Kalends or whatever the literary fellows say, till we find electrification actually happening in the area. I think electric traction costs about half of steam traction. Therefore it is necessary that we imaginatively spend money and money will be certainly found. Money can be borrowed, borrowed on terms which are reasonable in this country as well as outside. We have no objection to borrowing money from outside, but we have objection to borrowing money at exorbitant rates from outside agencies who want to have a finger in our pie. That is what we object to; otherwise we want this kind of spending for our country.

So, I repeat what I have said earlier about my desire, that the Minister should give us an assurance regarding the non-increase in the next 5 years in the freights and fares and also regarding the welfare facilities for the working people.

In regard to this, Sir, I want to say one more thing before I finish, and

that is: it is very amazing that when an engine is purchased you have to find some place where you can put it up. Now, a building for an engine costs some money. That cost is charged to capital, but, when you are building quarters for staff you have many divisions, remunerative, unremunerative, so on and so forth, and you charge them to the Development Fund. The Development Fund should be meant to be something very different. When you have workers, you have to provide for their residences just as when you have engines you have to provide for them. Are you going to treat engines better than human beings who are working those engines? I do not see why in a welfare State this kind of thing should go on. This kind of thing goes on and is being done because we have an accounting system with this fund, that fund and the other fund. We put something in that fund, something in the other fund and then in the third category. So, altogether we get a very complicated apparatus and whenever non-technical people like my friend the hon. Minister comes to take charge, all these technical people try to say: "We are wonderfully well equipped people as far as the understanding of these complicated functions is concerned", and therefore, non-technical, lay people—whatever their patriotism, whatever their commonsense—should not interfere. There, I say, that the Minister should take courage in his hands and say: "I am going to develop the railway system of my country because transport is the most important factor in economic development, and for that reason I am going to take an imaginative view. I am going to find money in whatever market is handy and I am going to develop this transport industry. I am going to make railway people contented so that they can work more efficiently and honestly." Then, we shall see that the million railwaymen who so well man our railways, whom we are so proud of, would increase in number and the industry will provide employment to many. Money can be manufactured

just like that. As I said before, it is just like muck. Money can be had where you like. Your people are working. They can produce goods. Labour is the greatest capital that you have got. Requisition that labour. Get that feeling in yourself as well as in the minds of your people. They have to work in order to build a country which would be something really to be proud of. A country where the exploitation and misery that exist today will no longer be there. That perspective is something which I miss altogether in this Resolution, which I miss altogether in the doings of the Railway Ministry, which I miss altogether in the Railway Minister's performances every year.

As I said before, I do have a feeling—rightly or wrongly—that the Railway Minister does wish to do something good for his people. There is no doubt about it. But, I see him always, as it were, fettered and frustrated by the atmosphere. I want him to get out of that. I want him to throw away all old Resolutions if it is necessary in the country's interest. I want him to go forward and win the Cabinet. It is necessary that the railway sphere should have a really imaginative policy. Then and then alone shall we be able to launch on that course which will lead our country to happiness and to prosperity.

श्री ए० एन० बिद्यालंकार (जालन्धर) : जिस प्रस्ताव पर हम इस समय विचार कर रहे हैं उसका स्कोप बहुत ही लिमिटेड है, बहुत ही सीमित है। इसीलिए बहुत सी बातें जो कि वक्ताओं ने रेलवे मिनिस्ट्री के बार्ड में मूझ से पहले कहीं हैं, उनका इस प्रस्ताव से कोई ताल्लुक नहीं था। इस वास्ते मैं उन बातों पर नहीं जाऊंगा। जहां तक इस प्रस्ताव का ताल्लुक है इसका सम्बन्ध सिर्फ उस रिपोर्ट से है जिस में हमें इस बात पर विचार करना था कि रेलवे के फाइनेंसज जो कि जनरल फाइनेंसज से अलग किए जा चुके हैं उन में से किसका जनरल फाइनेंसज को हिस्सा मिले, किस तरीके से मिले, एकाउंट्स कैसे रखे जाएं इत्यादि। इस

रिपोर्ट में कुछ फंड्स का जिक्र किया गया है जैसे कैपिटल फंड, डिप्लोमेट फंड, डिप्रिसिएशन फंड या रिजर्व फंड जिन पर हमें विचार करना है और उन पर विचार करते समय इस डिस्कशन का स्कोप कुछ लिमिटेड सा हो जाता है। इस में कोई शक नहीं कि जिस वक्त हम कोई ऐसी रिपोर्ट जैसी कि हमारा सामने है पर विचार करना शुरू करते हैं तो कुछ ऐसा महसूस होने लगता है कि शायद सारा मामला पर सम्पूर्ण रूप से विचार नहीं किया गया। अभी मेरा एक दोस्त ने कहा है कि इतने थोड़े समय में इतने बड़े सवाल पर पूरी तरह विचार होना बड़ा कठिन था और कमेटी को ज्यादा विचार करना चाहिए था। मैं तो समझता हूँ कि इस के ऊपर ज्यादा सच्चे ढंग से विचार की गुंजाइश भी नहीं थी, क्योंकि वह एक टेक्निकल सा एकाउंट्स रखने का सब्जेक्ट है। फिर भी मैं महसूस करता हूँ कि जब कभी इस तरह की कोई रिपोर्ट हमारा सामने आती है ऐसा महसूस होता है कि इस समय जो एकाउंटिंग का सिस्टम है उसके अन्दर तब्दीली की जरूरत है, उस में तरमीम की जरूरत है या उसको पूरी तरह ओवरहाल करने की जरूरत है। ये जो रूलज वगैरह हैं यह बहुत पहिले बनाए गए थे और ऐसा मालूम होता है कि ये आजकल की परिस्थितियों से मेल नहीं खाते। इन की वजह से हम कुछ बन्धनों में या जंजीरों में जकड़े हुए से लगते हैं और उन में से निकलने की कोशिश करते हैं लेकिन निकल नहीं सकते। तो मेरा पहिला सुझाव यह है कि हम कोई ऐसा तरीका ढूंढें जिस से कि हम इन तमाम रूलज को सिम्प्लिफाई कर सकें। इन को आसान बना सकें। जो कनवेंशन कमेटी बिठाई गई थी उसने इस बार्ड में कोई सिफारिश नहीं की कि इन एकाउंट्स को इस तरह रखा जाए या इस तरह न रखा जाए। इस वास्ते इस एकाउंटिंग सिस्टम को नई जरूरतों के मुताबिक बनाने के लिए मैं रेलवे मिनिस्टर साहब से दुरासात करूंगा कि यदि आवश्यक हो तो एक कमेटी बिठा दी जाए जो इस सारे

## [श्री ९० एन० विद्यालंकार]

मामलें की जांच करने के बाद अपनी रिपोर्ट पेश कर। मिसाल के तौर पर अभी इस सदन में यह सवाल उठाया गया है कि फ्लां चीज को डिवेलपमेंट फंड में डाला जाय और फ्लां को डिवेलपमेंट फंड में न डाला जाए। मेरे दोस्त श्री मुकजी ने अभी सवाल उठाया था, कि रेलवे के इंजन जहां खड़े रहते हैं उनके लिए भी मकान या कोठ बनाए जाते हैं उसको तो कौंपिटल फंड में डाला जाता है, और मजदूरों के लिए जो क्वार्टर बनते हैं उनको आप डिवेलपमेंट फंड में डाल दते हैं, ऐसा क्यों किया जाता है ? मैं उनको कहूंगा कि कमेटी ने अपनी रिपोर्ट में जो किया वह जो अच्छा ही किया, अर्थात् रेलवे के मजदूरों के क्वार्टरों के खर्चों को बजाय इसके कि कौंपिटल फंड में डालते, जिस पर हमेशा चार परसेंट स्टू दना पड़ता, डिवेलपमेंट फंड के डिब्बे डाल दिया, जिस पर कोई स्टू नहीं दना पड़ता। और इस बात की चिन्ता नहीं करनी पड़ेगी कि अगर थोड़े से और क्वार्टर बना देंगे, और इतना कौंपिटल खर्च करेंगे, तो उसके ऊपर चार परसेंट के हिसाब से स्टू दना पड़ जायगा। क्लास 'सी' रेलवे सर्वेंट्स के क्वार्टर्स को डिवेलपमेंट फंड में डाल दिया गया है, और उसको कौंपिटल एकाउन्ट में नहीं रखता। जितने भी एकाउंटिंग के मॉड्युल सिस्टम हैं और हमारे सामने और इस कमेटी के सामने एक ढांचा बना रखा है उसके अन्दर हम कैसे ढंग से यह प्रश्न हमारे सामने है। मैं यह कहना चाहता हूँ कि कम से कम रेलवे के जो क्लास तीन के इम्प्लायीज हैं उनके लिये कितना बहाने का प्रश्न ही पैदा न होना चाहिए। मिनिस्टर साहब कहते हैं कि यहां क्वार्टर बनाने हैं, ऊपर से रेलवे बोर्ड कहता है कि इसके अन्दर कौंपिटल एक्सपेंडिचर बढ़ जायगा और हमारा इतना खर्च हो जायगा, इसलिए नये क्वार्टरों के लिए खर्च की गंजाइस नहीं है। कमेटी ने इस दिक्कत का हल यह तलाश किया कि क्लास २, के क्वार्टरों पर जो खर्च हो उसे भी कौंपिटल एकाउंट में न डाल कर डिवेलपमेंट

फंड में डाल दिया, आप स्टू देने से बच जायेंगे। मजदूरों के लिए जो विश्राम और मनोरंजन की सामग्री उपरिस्थ की जायगी, उस का खर्चा भी डिवेलपमेंट फंड से लिया जायगा। परन्तु रिपोर्ट के तरहवै सफे पर लिखा गया है :

"They would however recommend that "the Railway Board should look into this matter of assessment of rent realised for railway quarters and ensure that a return of rent more commensurate with the capital cost is obtained on all residential buildings built for the Class III staff".

मैं इसकी जरा वजाहत चाहता हूँ। आया इन फिक्शनों का मतलब यह है अगर कमेटी का कुछ ऐसा इशारा है कि क्लास तीन के सर्वेंट्स बिल्डिंग्स का किराया कुछ बढ़ाया जाय, उनके किराये में कुछ इजाफा किया जाय तो मैं कहूंगा कि ऐसा उन्हें नहीं करना चाहिये। कमेटी के इस सजेशन को मैं पसन्द नहीं करता, उसके लिये वह कोई और सुरत निकालें। इस वक्त जो किराया क्लास तीन और चार के रेलवे इम्प्लायीज से वसूल किया जाता है वह काफी है, किराये के अन्दर और इजाफा करने से उन की कास्ट आफ लिविंग बढ़ जायगी। उस कमी को पूरा करने के लिये आपको कोई और रास्ता निकालना चाहिये ताकि उन्हें सस्ते मकान दिये जा सकें और उनके किराये न बढ़ें। मैं समझता हूँ कि इस कमेटी की रिपोर्ट में जो यह इशारा है कि उनके क्वार्टर्स के रेंट्स बढ़ा दिये जाय और जो कौंपिटल एक्सपेंडिचर हुआ है उसके मुताबिक उसका खर्चा निकाला जाय। मैं समझता हूँ कि रेलवे मिनिस्टर साहब उसके ऊपर अमल नहीं करेंगे। जैसे मैंने पहले भी कहा कि हमारा हिसाब किताब रखने का तरीका या सिस्टम जैसा होगा वैसा ही हमारा आउटलुक और एंजोच होगा। हम उसी एंजोच से सारे मामलें पर विचार करने लग जायेंगे। मिसाल के तौर पर रैम्युनरीटिवनेस के मुताल्लिक ४.२४

परसेंट का एक टैस्ट रक्खा गया अब उसको बढ़ा कर पांच परसेंट कर दिया गया। कोई प्राजेक्ट रैम्युनरीटिव हैं, या मुनाफा दूँ सकता हूँ, या नहीं इस बात की परख करने के लिए कमेटी के सामने कोई खास मसाला मौजूद नहीं था और उस उसी हिसाब-किताब रखने के तरीके के आधार पर इसका अन्दाजा लगाना था, जो तरीका आज चला हुआ है। इसलिए कमेटी और किसी परिणाम पर पहुँच ही नहीं सकती थी। वर्तमान ढंग से हिसाब रखा जाय तो जब कोई कैपिटल एक्सपेंडिचर होगा आप को विकृत होगी। अगर आप रैम्युनरीटिवनेस के टैस्ट्स को बहुत सरल करेंगे, तो बहुत कठिनाइयाँ आएंगी। हमें इस पांच साला प्लान के अन्दर बहुत काम करने हैं और इसीलिये मैं समझता हूँ कि हमें नये सिस्टम से सब बातों पर विचार करना चाहिये और बहुत ज्यादा अपने ऊपर जंजीरें, एकाउंटिंग, की और दूसरी टेक्निकल चीजों की जंजीरें नहीं जकड़नी चाहियें। कुछ बंधन जरूर होने चाहियें, क्योंकि यह एकाउंटिंग का मामला है, और मैं श्री एच० एन० मुकजी से सहमत नहीं हूँ कि कोई इसमें लिमिट नहीं होनी चाहिये। मिसाल के तौर पर चार परसेंट रख दिया, क्योंकि जब तक हम इसको तय नहीं करेंगे हमारी एकाउंटिंग किस लिहाज से होगी। आप अगर कोई सिस्टम नहीं रखते तो रुपये का इन्तजाम ठीक नहीं चलेगा। रेलवे कहेगी कि हम अपना खर्च करते जायेंगे और कैपिटल में दूसरी तरफ से हम खर्च कर देंगे, हमें कोई निश्चित ढांचा अपने सामने बनाना ही चाहिये। जो नुक्ताचीनी श्री मुकजी ने की, मैं समझता हूँ उसमें तो कुछ सार नहीं। उन्होंने यह कहा कि अगर फोर परसेंट रखना हो तो जैसा पैज सात पर कहा गया है, "अगर हमें डेवलपमेंट फंड को भी फायनेंस करना है तो इस चार परसेंट में कुछ नहीं बचेगा" और इसीलिये श्री मुकजी ने इस चार परसेंट के सम्बन्ध में शिकायत की। लेकिन आठवें पैज पर इस का जो जवाब दिया गया और बतलाया गया कि आखिर हम पांच साला प्लान को चलवा रहे हैं और उसकी वजह से आखिर रेलवे के अन्दर भी वरकरी होगी, रेलवे ज्यादा रैम्युनरीटिव होगी,

हमारी बहुत सारी चीजें आगे बढ़ेंगी। परन्तु श्री मुकजी ने इस बात को छोड़ दिया और उसको उन्होंने नहीं पढ़ा तो मैं कहूँगा कि अगर एक चीज को हम आधा ही पढ़ कर या आधी बात को सामने रखें तो हम ठीक नतीजे पर नहीं पहुँच सकेंगे। मैं समझता हूँ कि जो जवाब आठवें सर्फ पर दिया और पैराग्राफ १७ में जो उन्होंने निर्णय किया मैं उससे बिल्कुल सहमत हूँ और मैं समझता हूँ कि वह बिल्कुल ठीक है। लेकिन जैसे मैंने कहा कि आखिर दिक्कत जो हमें महसूस हो रही है वह दिक्कत एक ही है कि हमारा इस वक्त का जो ढांचा है वह कुछ ऐसी जकड़ कर हमें रखता है, ऐसी उसकी एकाउंटिंग बनी है कि उसके अन्दर किसी का कस्त्र नहीं है और न ही रेलवे बोर्ड का कस्त्र है। रेलवे बोर्ड भी इससे बंधा हुआ है। जो आज हम पास कर रहे हैं कुछ कानून बन हुए हैं, गवर्नमेंट का हर एक अंग अपने अपने तरीके से किसी न किसी चीज से बंधा हुआ है। उन तमाम चीजों के बावत हमारी पार्लियामेंट ही फैसला कर सकती है और जैसे मैंने पहले आपको सुझाव दिया कोई ऐसी कमेटी बिठायी जाय जो रेलवे के फाइनेंस, बैंकिंग और उसका एकाउंटिंग सिस्टम के बारे में विचार करे और जो नुक्तेनजर हो और जो आउटलुक हो वह सिर्फ यह न हो कि एक बड़े ऑडिटर जनरल को या एकाउन्टेंट को बिठा दिया जाय क्योंकि वह तो महज एकाउंटिंग के नुक्ते निगाह से देखेंगे, वह तो दो और दो चार हैं कि नहीं यही देखेंगे लेकिन इतना ही काफी नहीं है, एकाउंटिंग के आउटलुक के जलावा ह्यूमन आउटलुक और इंसानी डेवलपमेंट की दृष्टि से भी देखना जरूरी है और यह भी ध्यान रखना चाहिये कि जो एकाउन्ट्स या हिसाब-किताब हम बनाते हैं वे आगे ही आगे बढ़ती हुई सोसाइटी के लिये हैं, एक विकास करते हुए समाज के लिये हैं। हमारा एकाउंटिंग सिस्टम गंसा होना चाहिये जिसमें डेवलपमेंट के लिये ज्यादा से ज्यादा फंड्स मिल सकें और हमें देखना चाहिये कि एकाउंटिंग सम्बन्धी कार्यद कानून हमें इतना न जकड़ दे कि हमारे डेवलपमेंट काम रुक जायें। मैं आशा करता

[श्री ए० एन० विद्यालंकार]

हैं कि रेलवे मिनिस्टर महोदय मेरे इस सुझाव को कबूल करेंगे।

**Mr. Chairman:** Those hon. Members who have already intimated their intention to speak need not rise every time; I have got their names.

**Shri B. Das (Jaipur-Keonjhar):** I am speaking on the floor of this House on this matter of Railway Convention after about five years. I was a party to the first Railway Convention and we demanded that the colonial pattern of the railway administration that then existed should not exploit Indian resources for the benefit of the United Kingdom. There was a report. After that some of us who are old and fossilized tried to prevent the colonial Government exploiting us. Happily and fortunately, Independence came and the bosses known as the Railway Board could not continue to exploit India for the benefit of the colonial rulers who ruled India then and for development of British Railway Industries. We then tried to evolve our own machinery so that our railway administration might be really a national one. As I said earlier, I was a member of the Second Convention Committee. We did go over our affairs thoroughly. I was one of the few who thought that the rate of contribution was very low. The share of the profit was very low owing to the past circumstances. The railways were built out of the tax payers' money. The colonial rulers built the railways by sucking the life blood of the tax payers. I had my fears then and I still have them now. I am disappointed at the approach of the present Convention Committee. This Committee were more obsessed with persons than with the immediate past. The former war-time Railway Member, Sir Edward Benthall, ran the railways as if they were British railway companies. He exhausted all our resources; he exhausted all our Railway Stocks and materials to help the Second Great World War and India miserably suffered. The re-

presentatives of our Government did not claim adjustment from England when the debt of England to India was settled after the war. When the British were here they let our railways deteriorate and went to help the war in Persia and other places by stripping our railway line, Locomotives and waggons and materials. Those materials were never brought back. It was most unfortunate.

As an old and continuing Member, I felt that the high rates and freights which were introduced some time in 1946 or 1947 would be reduced with the advent of our national Government. But the national Government found itself helpless because the railway administrators—the Railway Board—were of a colonial pattern. My friends—the labour leaders—will permit me to say that at that time, in 1946 and 1947, the labour agitation became so difficult. Where one man was doing a certain quota of work, three men were employed to do the same quantity of work. The Railway employees' number became three times of what it was before that date. We could not reduce one man in the railway. They had also their labour unions. Thus, there was and there is more expenditure on the labour side and on the administrative side than what ought to have been.

In spite of all that, my friends, the Members of the Committee did not bother to say one word about the high rates and freights. These high rates were promised to be reduced in 1946 or 1947 some time later on. That was not done. My hon. friend Shri Lal Bahadur Shastri and his predecessor the late lamented friend Shri Gopalaswamy Ayyangar, adopted very subtle ways by introducing a Development Fund, Depreciation Fund and all that. The Depreciation Fund has at last been raised to Rs. 35 crores. But it has been augmented by a very subtle process by other friends. Of course, this House is a party to that and I

am a party to that. We permitted the Railway Minister to spend up to Rs. 25,000 from the revenues towards replacements of small items of capital expenditure. No account has been kept for these five or seven years in the Railway Ministry as to how much has been spent on such replacements of small items. The Committee have recommended that there was over capitalisation and that that should be reduced. I call it an academic recommendation. It cannot stand any examination by this House or by the Railway Board. The previous Railway Boards were guilty of doing many such things to cover their inefficiency and maladministration. Sir Edward Benthall and others perpetuated that loot. They removed our lines, materials and assets and sent them over to other countries and nothing came back from the Allied Forces. I appreciate what my hon. friend, Shri Lal Bahadur Shastri has done; he is now replacing the lines. I do not blame the Railway Ministers of the olden days for not claiming refund. The financial Secretaries, financial advisers and the Finance Ministers ought to have demanded from the United Kingdom the value of those assets that had been removed. We have been their allies and what did we charge them for these? We have been allies of even the United States of America which is the worst enemy of India today. My friend, the hon. Minister, may say that such claims had been made. At least to my knowledge there were no such claims. There were some very nice men in the Railway Board even at that time but after some time others came in. Though some of them were Indians and their colour was like ours, their actions were the most bureaucratic reminding me of the days of Sir Clement Hindley who was the first Chief Commissioner of the Indian Railways at the time of the first Separation Convention in 1926. I do think that no case has been made out for reduction of the capital of railways by the 3rd Convention Committee. I hope that the present Rail-

way Board which had been newly constituted after seven years of our independence would get certain nationalist mentality and spirit and would not follow the practice of their colonial masters whom their predecessors followed. At times they insulted us and brought us great humility. I feel our present Railway Board must economise in every respect. They must economise in every aspect. I know under the guise of development my friend the present Railway Minister has built many new stations and done lots of improvements. But these are not charged to capital expenditure. I see my friend Shri M. C. Shah smiling. I think Finance is in collusion with the Railways and simply because we might claim five per cent. contribution to the general revenues, they are spending away money showing less and less earned dividend. This is my *obiter dicta*. I won't be here five years after.

**Dr. Krishnaswami** (Kancheepuram): You will be here.

**Shri B. Das:** You are not my elector!

But I do not want the minds of the Railway Board, the minds of the railway engineers, and the mind of the Railway Minister to be canalised in that pattern. Everything should be done in an efficient way, but we must ride cars and coaches produced in our country—even Minister included. I do not think my friend rides a Rolls Royce, probably a "Hindustan" which is a production of India through the Commerce Ministry. That aspect, the humanitarian aspect, the national aspect has not found consideration here.

I saw some amendments by my friend Shri Punnoose, that 3½ per cent. should be contributed. A very good idea. I do not know what speech he had made. I am sorry, I was too busy in other places. But if tomorrow I want my friends Shri H. N. Mukerjee and Shri Gopalan to sit in the Government, whether I am

[Shri B. Das]

here or outside I will watch their administration. Let them look at the financial problems as a whole. If you deprive the general revenues of five or ten crores of its annual revenue that is not proper. I think we have been mulcted by five crores of rupees already, because Dr. Matthai insisted, "We will accept it at the present rate". If I was asked to give evidence I would have given evidence before the Committee. Because nobody is more alive to this question than myself, who knows the past from 1924 up to the present day and the working results of the previous two Conventions.

So I do make this appeal to the Railway Minister. He is a very great friend of mine and he has a great, human heart, he thinks more of the poor. But it is not benefits to the poor at the cost of the general taxpayer that is needed. What is needed is a proper adjustment and balanced administration. The railways are our biggest industry. We take fifty crores of capital off. So what the railways will practise will be followed by all the mushroom corporations that are springing forth. Every Secretary wants to manage every company without parliamentary sanction or control. That is of course in the offing. As Chairman of the Public Accounts Committee I am very critical; I am watching. We cannot revive statutory railway authority as our masters wanted in 1929-30. We got over that. The same thing is happening in corporations and others. But the Railways are our biggest asset. Next is Posts and Telegraphs. There must be efficiency and commercial practice in administration. Let it be an incentive to other State-owned companies. Government are investing eighty to one hundred crores of rupees in various State-owned corporations. The big brother, namely the Railway undertaking, because it is earning big money and concealing it by revenue expenditure instead of by capital expenditure, let it properly

change its administration so that it will be an ideal concern. It is not a public utility concern in the sense that all the money should be spent on labour and the officers and nothing paid to the tax-payer who financed it. The blood that has been sucked by the British colonial rulers from the tax-payers for the building of railways is a sufficient warning, and it is a sufficient claim for the general revenues to demand more from the railways. These are my observations on this Resolution.

Dr. Krishnaswami: I should like to preface my remarks with the observation that the Railway Convention Committee has gone into this question with great thoroughness and industry. It has however unfortunately lacked the necessary vision to see the implications of railway finance and railway development in the context of the new era of planning. There are many interesting suggestions which the Committee has made. There are certain non-controversial suggestions which I think this House will accept without any doubt.

My hon. friend Shri Tulsidas who opened the discussion started with a proposition that it would be better in the case of railways if we followed commercial principles of accounting. I have tried my best to follow the implications of his argument. I wonder where his argument would lead us if we accepted his suggestion. I believe if we accept his suggestion that the viewpoint should be related to the earnings earned by a public utility enterprise, certain very serious consequences would follow. This would lead to Railways being allowed to indulge in a policy of discriminating monopoly in rates. It may benefit certain sections but it will not benefit society. The Railways would be allowed to charge on the principle of what the traffic can bear. An undertaking like railways, owned by the State and which are meant to be operated in the interests of the community, cannot be allowed to operate freight rates and tariffs on

this principle. I am therefore glad to find that the Committee has turned down this proposal.

I do not think that we are using the correct nomenclature when we suggest that what we are paying to the exchequer is a dividend on capital. We are unfortunately the victims of a phraseology inherited from the past. What railways are paying is a four per cent. preference debenture on Capital to the general exchequer. It is from this point of view that I should like this House to consider this payment by the Railways. The advantage of having this four per cent. preference debenture paid to the general exchequer is that the Railways know what exactly the costs are that they have to incur in advance. The result is that there is certainty, and anything that they earn in good years over and above this amount can be utilised for more development and paying labour. In what proportions it goes to labour and development will have to be determined by the Railways and I believe that for a long while to come there will be great debate as to how we are going to apportion the surplus between development purposes and labour.

Having accepted this suggestion of the Committee, I should like to join issue with it on three important points on which I do not find it possible to agree. The Committee in its recommendations has pointed out that depreciation has to be attended to as a first priority. I hold the view that we ought to pay more attention than in the past to the replacement of railway assets. It is one thing to emphasise replacement of railway assets; it is a totally different matter to make provision for a Depreciation Fund, and remark in these terms:

"The Committee recognise that the appropriation to Development Fund and the solvency of the Fund are dependent on the availability and the size of the surplus, while the provision for

depreciation should be based on the life of the assets and their replacement on the actual conditions which cannot be deferred, if their earning potential is to be maintained. They, therefore, feel that the replacement of these assets should bear no relationship with the ultimate loss or gain of the Undertaking but should be met out of the Depreciation Reserve Fund."

I do not understand the distinction that is sought to be drawn between a Depreciation Fund and Development Fund. In the first instance, depreciation need not necessarily be based on the life of the asset. Every commercial enterprise knows that this is a crude concept. From an economic point of view, it may be worth while to replace assets earlier. Sometimes it may be desirable to postpone replacement even when the life of the asset has come to an end. Besides, technological progress makes plants obsolescent long before their lives draw to a close. These factors have to be taken into account whenever we make provision for a Depreciation Fund. In the United Kingdom, when the question of renewal of capital equipment of Railways came up it was suggested because of the prospect of new investments having to be undertaken on a large scale, that the Railways should follow a policy of "make-mend". Let us look at this problem from a more practical point of view. In the current phase, when prices have gone up, when there is inflation, the Depreciation Fund becomes purely a conceptual fund. The problem that faces the Railway administration is not merely making provision for a Depreciation Fund, but also replacing assets and developing our Railways. There is no relation whatsoever between what is known as the Depreciation Fund and the actual replacement funds required for replenishing physical capital. This is a gap which we have to take into account. Let us approach this question mainly from the angle of development and not make a fictitious distinction



[Dr. Krishnaswami]

between a Depreciation Fund and Development Fund. I am surprised that my hon. friends should have been fettered by a purely accounting approach.

We are living in very difficult times and it is imperative that we should think very clearly of what we expect our Railways to be in the future. In the policy that we envisage for the Railways, I say this to my hon. friend the Railway Minister, the guiding point must be that the funds that are actually available to the Railways out of their earnings, but the rate of development that we envisage for the country. That is the approach that we have to keep in mind. That is the approach which the Mc Kay Committee, to which reference was made by an hon. Member a few minutes ago, made when it suggested that we ought to have one lakh route miles in our country. How are we tackling this problem? I am afraid that neither the Committee, nor the Finance Ministry nor the other sections of our Government have understood the responsibilities of the State owning the Railways. Today, I am putting forward my plea in favour of the Railways because I feel that the case for Railways appears to have gone by default. What is it that we want our Railways to do? Unfortunately, we are not willing to take upon ourselves the responsibility for translating the objective we have in view. Had the railways been run by private enterprise, in any boom period, speculators would have put in their funds and really developed them. They do not think merely of taking hold of the railway funds which mature from railway investment. After all, we are living in an underdeveloped country and the Railways have to obtain funds from outside on a very large scale. Of course, difficulties arise. But, these have to be faced, and it is to be regretted that they have not been faced by us or the Committee. What I am envisaging is a joint collaboration between the

three branches of administration in our Government. Railways look at the problem of investment from the point of view of unsatisfied demands. The Planning Commission would approach the problem of Railway investment from the angle of the proposed development of our economy; while the Finance Ministry would consider investment on the basis of the maximum funds that it can afford to put into Railways. These three ought to be a joint body of these three to envisage the rate of development of our Railways and apportion funds to Railways for investment. I am however glad to note that the Railway Convention Committee has pointed out that the rate of interest that should be charged on loans to Railways should be the same as that charged to other commercial enterprises run by the State. This is a general rule that should be followed. But there may be occasions when the general exchequer may have to charge even less than charged for commercial enterprises run by the Government. For instance, the Railway Convention Committee suggests in one of their recommendations that the test of profitability of railway investment should be a five per cent. return on the capital borrowed. I do not know why that Committee should have been so apologetic about this recommendation. Possibly it did not understand the full implications of the recommendation that it made. When we are thinking of a five per cent. return on capital invested, what we ought to bear in mind is that the five per cent. should include not only the direct return to the Railways, but also the indirect returns that the country obtains as a result of this investment. The Committee should have approached this question from this stand point. You may find sometimes the rate of return from the Railways working out at 2½ or 3 per cent., and the remaining 2 per cent. accruing to the economy. This is not an approach altogether foreign to a public utility enterprise. Indeed in 1905 or there-

abouts, long before we lived in an age of planning long before we breathed the air of political economy, the Irrigation Commission, constituted to enquire into the profitability of irrigation schemes, pointed out that not only direct returns to these projects should be taken into account, but also the indirect return to the community in the shape of increased receipts in taxes, increased development and such other factors. All these things can certainly be taken into account once there is joint collaboration between the Planning Department of the Government, the Railway Administration and the Finance Ministry. There is no need to view the Railways as an organisation into which huge amounts of capital have been put and therefore meriting suspicion. We have not reached the stage when our Railways have attained the maturity, where there is no need for funds from outside being put in. On the other hand, the needs of the country are great, the needs of the community are great, there are large unsatisfied demands which have to be met. From the point of view, of trade and commerce in our country, it is essential that a new approach to this problem of railway investment should be made. There is no need to be timid. There is every need to be courageous and face the problems in the right spirit. I hope and trust that in the near future when we will have to consider these problems, we will undertake a more detailed analysis of the implications of the new railway policy which we are envisaging.

The Committee suggests that where railways borrow they must be at liberty later on when they have surpluses in their Development Fund to repay such loans. It is an excellent suggestion provided this qualification is borne in mind. They ought to bear in mind that expansion of Railways may often have a higher priority than repayment of loans. Railway administrators should not consider themselves to be bureaucrats willing to administer and mark time as in other branches of activities. They

must actively concern themselves with questions of investment, with questions of expansion, push forward new schemes, get the Planning and the Finance Departments to consider them and then perhaps the tempo of development would be greater. India requires not only a widening of investment, but also a deepening of investment as well, and the first essential for a backward economy is expansion of the transport system. The contribution to the national product by the transportation industry cannot be under-estimated, and I would wish my hon. friend the Railway Minister to emphasize these points of view in the Cabinet and to make the Government realise that far from there being a rivalry between general revenues and the railway revenues, there is need for our thinking in a co-operative spirit and helping to promote the development of our country. We have too long lived in isolated compartments to realise the benefits of inter dependent co-operation; this applies with greater force to Government departments than to other sections of the community.

3 P.M.

श्री कृष्ण चन्द्र (जिला मथुरा—परिचय) : रेलवे कन्वेंशन कमेटी की रिपोर्ट आज हमारे सामने है। जो पुरानी व्यवस्था चली आ रही है, जो पुराना तरीका चला आ रहा है, जो पुराना रिवाज चला आ रहा है, आम तौर से इस कमेटी ने उन पुरानी बातों का समर्थन किया है। और मैं समझता हूँ, जैसा कि आज इस भवन के सामने कहा गया है, कि या तो इस कमेटी को कोई बहुत अच्छा और उपयुक्त मौका नहीं मिला कि वह रेलवे के हिसाब किताब और रेलवे की व्यवस्था पर इकनामिक एप्लिड से रूई तौर से गौर करती या जैसा कि यहां पर एक मंत्री मित्र ने कहा है कि जो बातें कमेटी के सामने विचारार्थ थीं, और जिस तरह का रेलवे के हिसाब का ढांचा बना हुआ है उन सब को रेलवे के कमेटी के सामने बहुत बढ़ा स्तर नहीं था इन चीजों पर विचार करने का जब तक कि रेलवे के एकाउन्ट के ढांचे में भी कोई तबदीली

[श्री कृष्ण चन्द्र]

नहीं की जाती। मैं समझता हूँ कि यद्यपि कमंटी बहुत कुछ बंधी हुई थी रेलवे के मौजूदा एकाउन्ट्स के ढांचे के तरीके से परन्तु तो भी कमंटी अगर चाहती तो इन सब बातों पर जिनके बारे में उसने सिफारिश की हैं, उन पर अपनी दृष्टि ऑरिजिनल तरीके से डाल सकती थी। कमंटी की रिपोर्ट को देखने से पता चलता है कि कमंटी के सामने जो रेलवे के फाइनेंशियल कमिशनर ने अगले पांच वर्ष का रेलवे की भावी आर्थिक स्थिति का ढांचा पेश किया उससे कमंटी को इस बात का पता चला कि रेलवे के फायनेंस, रेलवे की आमदनी और खर्चों को देखते हुए अगले पांच सालों में जनरल रवेन्यूज को कोई ज्यादा हिस्सा रेलवे से मिल सकता है, इसकी गंजायश नहीं है बल्कि ऐसा मालूम होता है, रिपोर्ट को देखने से, कि कमंटी को इस बात में सन्देह था कि जो अभी तक कंटीन्चुशन जनरल रवेन्यूज को मिल रहा है अगर उस कंटीन्चुशन के ऊपर अनुसंधान किया गया अगर उसको भी कायम रखा गया तो बहुत मुमकिन है कि डेवलपमेंट फंड का जो साइज जो परिमाण आज रेलवे अपने हिसाब में रखवाती है बहुत मुमकिन है कि उस परिमाण को वह पूर्ण तौर पर कायम न रख सके और उस परिमाण में उसको कमी करना पड़े और इस वास्तव हम देखते हैं कि कमंटी ने अपनी सिफारिशों में यह भी एक सिफारिश की है कि यदि आगे कभी डेवलपमेंट फंड का साइज जरूरत से नीचे आ जाय तो जनरल रवेन्यूज से डेवलपमेंट फंड को रेलवे के विकास के लिये अस्थायी कृण, टेम्परी लोन के तौर पर जनरल रवेन्यूज से डेवलपमेंट फंड ले सके ताकि रेलवे का विकास पूरी तौर से जिस रफ्तार से वह चल रहा है उसी रफ्तार पर उसको कायम रक्खा जा सके। यह कृण जो दिया जायगा उस कृण को रेलवे जनरल रवेन्यूज को अदा करेगी, ऑसत दर्जे का सूद जो भी हो उसी हिसाब से अदा करेगी। उस सिफारिश को देखते हुए इस बात का इत्मीनान होता है, इस बात का यकीन होता है कि कमंटी के सामने गम्भीर

स्थिति थी। कमंटी के सामने एक बहुत खुशनुमा तस्वीर नहीं थी। रेलवे की भावी स्थिति का ख्याल रखते हुये कमंटी को इस बात का अंदाशा था कि बहुत मुमकिन है कि आगे चल कर रेलवे को जो आज मुनाफा हो रहा है, रेलवे की आज जो हालत है आगे हालत उतनी अच्छी न रहे, इन सब बातों को देखते हुए कमंटी ने ज्यादा गौर करना मुमकिन है जरूरी न समझा हो और उन्होंने जो सिफारिशें हमारे सामने की हैं उनको जब हम इन बातों को अपने दृष्टिकोण में रखकर देखते हैं तो मैं समझता हूँ कि कमंटी की सिफारिशें हमारे मानने के काबिल हैं और अच्छी हैं और उसके सिवा दूसरी कोई सिफारिशें कमंटी कर नहीं सकती थी। आज रेलवे हमारे इस देश का सबसे बड़ा कारोबार और राष्ट्रीय उद्योग है। साथ ही आज हमारे लोकोहित का भी यह सबसे बड़ा काम है। हमारी यह पब्लिक यूटीलिटी कंसर्न सब से बड़ी है, साथ ही यह हमारी सबसे बड़ी नेशनल इंडस्ट्रियल अंडरटेकिंग है। रेलवे के ऊपर जब हम दृष्टिपात करते हैं तो इन दोनों दृष्टिकोणों को हमें अपने सामने रखना पड़ेगा कि यह नेशनल एन्ड इंडस्ट्रियल अंडरटेकिंग है और साथ ही यह पब्लिक यूटीलिटी का कंसर्न है। हम इन दोनों बातों को नहीं भुला सकते जब हम रेलवे पर विचार करते हैं। कमंटी ने भी इन सब बातों पर अच्छी तरह से गौर किया है। एक आद बात में कमंटी की सिफारिशों के मुतालिक कहना चाहता हूँ। पहिली बात तो यह है कि कमंटी ने यह सबबीब की है, सिफारिश की है कि जो आगे नई रेलवे लाइन बनायी जाय, रेल के जो नये मार्ग बनाये जाय उनके ऊपर यह चार फीसदी का मुनाफा उसी रोज से जारी नहीं होगा कि जिस रोज से वह रुपया रेलवे को निर्माण के लिये दिया जायगा। कमंटी की सिफारिश यह है कि नई लाइन का जब तक निर्माण होगा तब तक कोई पैसा उस एंजी पर रवेन्यूज को नहीं दिया जावेगा और उसके पांच साल बाद तक भी नहीं दिया जावेगा। निर्माण खत्म हो जाने के पांच साल

बाद, लाइन पूरी मुकमिल हो जाने के बाद जब छठा साल आयेगा तो उस वक्त सिफारिश यह है कि रेलवे चार परसेंट उस पर नहीं दूँगी बल्कि जो कम्पैरिशियल कामों के लिये कम्पैरिशियल डिपार्टमेंटों के लिये गवर्नमेंट का जो इंटरस्ट की दर है तीन परसेंट या २.१९ परसेंट वह उन लाइनों के कैपिटल के ऊपर रेलवे दूँगी। लेकिन शर्त यह है कि ६ साल के बाद जो पिछला बचा हुआ मुनाफा है, जो पिछला बचा हुआ सूद है, यानी निर्माण के समय का और पहले पांच साल का, वह भी रेलवे दूँगी, अगर उस रेलवे लाइन के हिसाब में कोई मुनाफा है और देने की गुंजाइश है। लेकिन अगर गुंजाइश है तो भेरे कहने का मतलब यह है कि मैं इस बात का स्पष्टीकरण चाहता हूँ कि इस में यह भेद क्यों रक्खा गया? अगर वह रेलवे लाइन खड़ी हो जाती है तो ४ परसेंट पूरा रेलवे क्यों न दे बजाय २.१९ परसेंट रियायत के। पांच साल छोड़ें गये हैं और निर्माण का काल छोड़ा गया है। निर्माण का काल और पांच साल यह रियायत काफी है। उस के बाद जब रेलवे लाइन खड़ी हो जाय और मुनाफा उस को होने लगे तो उस को मुनाफे में से पूरा डिविडेंड देना चाहिये।

जो एमनेंटीज आज रेलवे मुसाफिरों के लिये और व्यापारियों के लिये दं रही हैं, हर एक कोई उस को जानता है। हम में से हर एक को ज्ञात है और बाहर भी इस का पूरा अनुभव किया जाता है कि आज रेलवे एमनेंटीज की तरफ, लोगों को सुविधायें देने की तरफ, थोड़े क्लास और दूसरे क्लासों के मुसाफिरों को आराम देने की तरफ स्टेशनों की उन्नति के लिये, स्टेशनों पर नीचे दर्जे के मुसाफिरों के विश्रामालयों के लिये, उन की खुराक और भोजन के लिये, पानी के लिये तथा इन सब बातों के साथ और जो दूसरी सुविधायें रेलवे पेंसन्जर्स को चाहियें उन के वास्ते जितना खर्च आज किया जा रहा है और जितना ध्यान उन की तरफ दिया जा रहा है उतना पहले कभी नहीं हुआ। हम में से हर एक इस बात को महसूस करता है कि आज इस की रफ्तार पहले

से तेज भी हो रही है। कमेटी की जो रिपोर्ट हमारे सामने है, उस में कमेटी ने सिफारिश की है कि आज जो एमनेंटीज हैं जो सुविधायें पहले से कायम हैं उन के खर्च को और बढ़ा दिया जाय। उस में व्यापारियों की सुविधायें भी शामिल कर दी जायें जैसे कि इम्प्रूव्ड गुड्स शेड, लोडिंग और अनलोडिंग, प्लेटफार्म्स और वेटिंग शेड्स फार ट्रेडिंग पब्लिक। अभी तक यह चीजें एमनेंटीज में शामिल नहीं थीं, लेकिन अब कमेटी की सिफारिश है कि इन चीजों को भी एमनेंटीज में शामिल कर लिया जाय। कमेटी ने एमनेंटीज के खर्च को तो बढ़ा दिया है लेकिन साथ ही कमेटी ने यह सिफारिश भी की है कि इन एमनेंटीज के लिये जो रुपया सालाना इज्रमार्क किया जायेगा, निश्चित किया जायेगा, वह बद्दस्त २ करोड़ कायम रहेगा। मेरी समझ में नहीं आता कि जब एमनेंटीज का स्कोप बढ़ाया जाता है, खर्च बढ़ाया जाता है तो साथ में रुपयों की तादाद भी क्यों नहीं बढ़ाई जानी चाहिये। अगर एक तरफ एमनेंटीज के खर्च को बढ़ाया गया, व्यापारियों को सुविधा देने-लोडिंग और अनलोडिंग के लिये और उन पर रुपया खर्च किया जावेगा तो जो सुविधायें आज पेंसन्जर्स को दी जा रही हैं उन में कमी आयेगी।

मेरा निवेदन है कि हमारे रेलवे मिनिस्टर साहब, जो खुद इस के लिये उत्सुक रहते हैं वह इस पर पूरा विचार करेंगे।

Shri V. B. Gandhi (Bombay City —North): At the outset, I shall begin by saying that the Report of the Railway Convention Committee, 1954, is a very useful document. The Resolution moved by Shri L. B. Shastri, the Minister of Railways, is based upon this document, and we fully support it.

It is obvious that the Committee has worked under some limitations. The Committee should have had a little longer time in which to consider this very important issue. Secondly, it appears the Committee has kept in mind always that the consideration of this issue has to be

[Shri V. B. Gandhi]

done always keeping in mind the needs of general finance. As regards the question of considering the needs of general revenues as overriding in a matter of railway finance as being right or wrong, I shall deal with it presently.

But let us admit that the Report and the recommendations of the Railway Convention Committee, 1954, have provided us with a workable formula, which will help us out of a fairly difficult situation. I shall briefly refer to two or three of their very valuable recommendations. One of their recommendations is:

"The cost of construction of all new lines when decided to be constructed might be debited to capital from the very beginning."

This is a recommendation that will encourage new construction. An arrangement which placed the burden of new construction, and particularly the construction of unremunerative lines, on Development Fund, was an arrangement which was not at all convenient.

Then, there is another recommendation which reads:

"In the event of the Development Fund not being in a position to meet the programme of expenditure, money should be advanced from General Revenues to the Railways."

We very heartily endorse this recommendation.

There is another recommendation, which deserves a special reference here, and it is that:

"The cost of replacement of assets created out of Development Fund shall be met out of the Depreciation Reserve Fund."

We find somewhere in this Report that the Railway Board entertains fears that in years to come, railway finances will meet with difficulties and deficits. I for one do not share

that fear. In a country with a growing population, in a country with an expanding economy, in a country where production, industrial and agricultural, is increasing, I do not think we would be justified in entertaining such a fear. Here again, we are a country which does not produce oil; we are a country which is still deficient in electric power, and therefore, any competing alternative transport services are not very likely to be available to us in the near future. Therefore, I for one should think that the fears of deficits and financial difficulties in the near future for our railways are unfounded.

The separation of railway finance from general finance was achieved some thirty years ago. During all these thirty years, whenever the question of contribution by railway finance to general finance was considered by a series of committees, the question of stability of general finance was given great importance. Whatever may have been the reason for this attitude in the past, I do not think we would be justified in continuing this attitude any longer. I do not think it is right for general finance to subordinate railway finance to considerations of its own needs. Of course, general finance are the owners of the railways and they can very well please themselves and do what they like with them. But if separation is to be maintained, then it has to have some meaning. Then, we have to give railway finance a certain amount of freedom to function in its own interests. I think that we have once and for all to decide whether we shall still continue to have this kind of an overriding consideration always from the point of view of the needs of general finance. If we do not agree, then why not make the railways a department of the Government?

Then the Committee have avoided a decision on the question whether

we shall consider railways as a commercial concern or as a public utility service. Now, obviously, without much argument, it can be seen that our railways are nothing but a public utility service. We have to decide this issue once for all. The Committee choose to consider the railways partly as a commercial concern and partly as a public utility service. Now, that is not a thing that helps clear thinking. We have to decide whether it is fish or fowl; we cannot say it is part fish and part fowl. I for one would consider this a very fundamental issue and frankly treat our railways as a public utility service, and only on that ground can we justify the monopoly of transport services which we have given to our railways.

Then somewhere in the Report, we see a certain amount of confusion as to whether income-tax is payable in case railways are treated as a public utility service. Somehow we get the impression that the Committee believe that income-tax will be payable only if railways are treated as a commercial concern, and that they can be exempted in case of railways being treated as a public utility service. I do not think that theoretically, or even under existing practice in other countries, we can do that. Income-tax is payable, whether we treat the railways as a commercial concern or as a public utility service, and I would urge that the next Committee, whenever they meet, do give very serious attention and treat these fundamental issues courageously and decide. The issues are whether we shall still continue to treat the needs a general finance as an overriding consideration, and whether our railways shall be considered as a commercial concern or be treated as a public utility service. When this is done, then alone we can have some hope of bringing some kind of order, some kind of science, some kind of method in all the jumbled-up kind of accounting and in all the various kinds of funds and reserves that are being built up in our railway finance.

I think our railway finance does need a little more of scientific treatment.

My object in putting all these things here today is that I would like our railway undertaking and its working to be made comparable with the working of other undertakings, other monopoly undertakings in this country—publicly owned, of course—or with other railway undertakings in other countries. And we can do that only when we have made up our mind on these fundamental issues. I am quite sure that our Railway Administration can help us.

A certain difficulty was pointed out in respect of income-tax and it was said that it would be difficult to compute the depreciation allowance under the existing railway accounting system in accordance with the provisions of the Income-tax Act. I do not think this difficulty can be allowed to be a deciding factor. It certainly is a difficulty which can be overcome with will; and I am quite sure that our railways have a very good record, a very creditable record, to show and they have nothing to fear by any possible comparison with similar undertakings in this country or in other countries.

Finally, I would very much support the idea of an *ad hoc* Committee which has been referred to in paragraph 37 of the Report, which should go very carefully into, and examine, the economic working of the railways in all its aspects. I am sorry to find that this idea of an *ad hoc* Committee has been given up on the assurance of the Railway Board that they are vigilantly watching one year's working after another. That is not exactly the purpose we have in mind. As I have said, all these very essential and fundamental issues have to be decided and our railways have to be made in their working comparable to the working of other public-owned concerns or undertakings. It is all the more necessary in view of the fact that in our planning—in our current Plan as well as in our next Five Year Plan—there will be an

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ever-increasing amount of public resources to be invested in publicly-owned and publicly-controlled undertakings, and if our railways can co-operate and assist us in putting up a comparison, I think it will help considerably in creating greater confidence in those who still have doubts about the working of public undertakings.

**Shri U. M. Trivedi (Chittor):** Unfortunately, the scope of this Committee was very limited. Otherwise, in my opinion, the reference ought to have been 'to review the general working of the railways and suggest ways and means for making the railways operate profitably and efficiently and ensure an income of not less than 4 per cent. on the capital involved'. That ought to have been the reference by which a comprehensive survey of the whole working of the railways could have been undertaken. Except for a suggestion contained in paragraph 26 of this report which says:

"Operating Improvement Works are partly purely safety works and partly other works to ensure smooth flow of traffic, including line capacity works, improvement to workshops, watering arrangements etc. The present rate of such expenditure debited to the Development Fund is about Rs. 1.5 crores per annum which includes only a very small amount on account of safety works."

No other paragraph indicates that the Committee had within their scope of inquiry the idea of expenditure or control of expenditure. We have—one and all—said that it is a very big industry of ours. Even friends like Dr. Lanka Sundaram have also said that it is a big industry of ours. Yet, in the same breath, he says that it is a public utility concern. If this idea of public utility concern is given up once for all, we would be on safer lines. It is not a public utility concern. It is, pure and simple, a commercial undertaking, a big

commercial undertaking, a big industry; there is no doubt about it. We carry passengers in competition with others. We carry goods in competition with others. We charge them. We are liable for every act of misfeasance, malfeasance and non-feasance. What more is required for a commercial undertaking? We carry mails; we charge for that also. The only exception is that at times, it being our own concern, we make use of it for strategic purposes. That is a different thing. That is why we call it a national undertaking. But what does not mean that it is not a commercial undertaking. When these railways were run by the British-owned companies they were paying regular dividends. Today by the various manipulations of the Depreciation Fund and the Development Fund, we find that actually they are not earning anything. The reason why we are not earning anything is this. To talk anything about labour these days is taboo, but as was pointed out by my learned friend, Shri Das, our expenses on labour have increased tremendously. All those who are working on the railways think that the railway administration is a sort of philanthropic society for them. They must all travel free; not only they, but all their relatives, all their friends, and if unfortunately anybody is honest to check their passes or tickets, he is considered to be a very mean-minded ticket-examiner who does not allow the free travel of these people. About ten millions of people travel free and they bring about this deficit for us. About Rs. 10 crores of income is foregone by the tax-payer.

**Shri Amjad Ali (Goalpara—Garo Hills):** Sadhus and Sanyasis.

**Shri U. M. Trivedi:** Yes, sadhus, sanyasis, fakirs, Railway servants, their fathers, fathers-in-law, etc., etc. But why talk of sadhus and sanyasis? They are few and far between. It is enough if the railway employees cease to imagine that this is a

philanthropic society for all employees to be used as they like—they can steal any amount of material. I have seen instances where houses have been built from railway material by train examiners; houses have been built by guards; houses have been built by P.W. inspectors with the stamp of B.B. and C.I. or Indian Railway property on certain items. Every Indian railway employee has got a rexin bag with the stamp of the railway on it to carry about. Another remarkable feature is that stores worth Rs. 67 crores are lying idle. Yet we go on talking in terms which are not quite understandable.

Some hon. Members who have studied economics and know a great deal of it, talk in technical terms of adjusting one account against another, which laymen like me do not understand. But as an ordinary man with a knowledge of business, I put this proposition. If I go to an Income-tax Officer he would tell me: you have invested so much money as capital; so much is your turn over and 10 per cent. of the turn over should be your income. I do not believe your accounts: 10 per cent. must be your income and you pay Income-tax on it. When we have a big undertaking like this why should we not expect a similar income. An ordinary income-tax officer does not believe you when you say that you have not made any profit. Why can't you make a profit, especially when you have a monopoly. As my hon. friend Shri B. Das has very aptly put it: this colonial pattern of governing the railways must go. Every officer must feel that this is a national industry, which must pay us and which must pay us annually.

I would request the hon. the Railway Minister to look into the working of the late Rajasthan Railway. This small railway system owned by the Mewar Government was always paying very well: heavy dividends of not less than 10 or 12 per cent. Yet, it was most efficiently run; there was not a single theft; there was not

a single man who travelled on that railway without a ticket. You can never imagine of travelling without a ticket and yet, the comforts of the passengers were looked after in a tremendously better manner, than it is looked after by Government now.

**An Hon. Member:** Question.

**Shri U. M. Trivedi:** What question, you have not seen it. Even today with a lower standard of administration, you cannot travel there without a ticket.

**Shri Heda (Nizamabad):** Sadhus abound in Rajasthan.

**Mr. Chairman:** Order, order. Members should address the Chair.

**Shri U. M. Trivedi:** I am sorry for having replied to my hon. friend's interruption directly in the heat of the moment.

The whole point of my argument is that we must bring to bear an outlook that this is a commercial undertaking. It is a useful concern, no doubt. Now, Rs. 3 crores have been set apart for providing amenities. Those of us who have the misfortune of travelling these days on lines which are not called first class lines, know, that, let alone amenities, even the small comforts, or even the necessities for the purpose of travelling are not available. The old second class bogies have been withdrawn and they have been replaced by small four-wheelers. The charges for the second class are the same, irrespective of the fact that the line is first second or third class. Sometimes there is not even a latrine if there is a latrine, there is no door to it; if there is a door there won't be bolt to it. You will find the mirror taken away. These amenities are meant only to provide some big bread for the contractors, and for the engineering branch of the railways. Fifty per cent. of the money spent on the amenities goes into the pockets of the engineering branch; out of the 50 per cent. that remains, 50 per cent. again goes into the pockets of the contractors; and only 25 per



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cent. of the allotment is actually used for the benefit of the passengers. After all people do not go to the railways for having a good drink or a good meal. They go there for travelling. Let alone the amenities, I would request the Railway Ministry to provide the bare necessities. Any number of instances can be cited. Well built masonry latrines were demolished, to provide a different type of latrines, which we call public convenience. Where there were sixteen latrines, four have been provided. People clamour for more. Are these amenities? I have seen stations where all the amenities have been provided. By some bureaucratic method of computation, an estimate is made of the number of passengers getting down at a particular station and huge sheds are put up, without realising that adjoining the station is the town. Not for a moment does a single passenger stay in that shed. Why do you build such sheds? Nobody wants it? Because of the application of that formula. There is no imagination behind it. Mr. Lal Bahadur Shastri would not have seen it. He cannot be expected to go to every station. No doubt he is a kind-hearted man, he visits all places to which people request him to go, but he cannot go to all the places and it is our duty to point out to him these things.

These Railways are a commercial undertaking meant for the good of the country, meant to serve the country well. It may be called a utility concern, but it is not a utility concern in the sense that it is a philanthropic society dispersing salaries and allowances to its employees. It is the tax-payer who pays the money. In the olden days you could travel cheaply. You could travel cheaply and yet you had comforts. Now, you pay more and you do not get comforts. The railway employees, big or small, wherever these amenities are provided, they take full advantage of them. For

example, if there is an apparatus for cooling water provided at a station, that cooling apparatus gives no water to those passengers who are passing by that intermediate station. But, it gives a very good supply for the railway staff. The railway staff at that station get cold water; there is no doubt about that. If the amenities are meant for those employees, well and good. Then, say that this is a labour welfare provision. This is not an amenity to the public. If you provide retiring rooms at a station you will find them occupied by railway employees. When you go, you are told:

वहाँ साहब ठहरें हुए हैं, अभी जगह नहीं ।

Even if the railway employees are staying there for three days—not only for 24 hours—you are not allowed the facility to stay there. Therefore, these railway amenities are only meant for that purpose.

I would request the hon. Minister to look into this. He has got the best and *bona fide* motives; I agree. But, he must see to it that this expenditure is properly utilised. The view that has been expressed by this Committee, to some extent, is correct. But, I hope that next time when we appoint a Convention Committee, this Convention Committee's reference should not be limited to the present scope of merely making a suggestion as to how the allocation of funds should take place, but it should also proceed with the other aspect of earning in the railways and how the railways serve our country. When that will be looked into, then alone we will be satisfied.

**Mr. Chairman:** I would request hon. Members to confine their speeches to 10 minutes and in no case beyond 12 minutes.

**Shri Mohiuddin (Hyderabad City):** This occasion of the consideration of the Convention Committee's Report comes only once in five years. It is unfortunate that the necessary data for consideration of the whole problem of

the financial structure of the railways has not been provided. With the Report of the Convention Committee the Memorandum and other papers submitted to the Committee could be printed and these papers could be circulated to the Members. The lack of this data limits our judgment regarding the recommendations made by the Committee.

The first important question which the Committee has referred to is whether the railway is a commercial undertaking or it is a public utility. They have not discussed the merits or demerits of one or the other. After simply stating the problem as it came before them, they have given their *obiter dicta* that it is a hybrid product of the Joint Committee of the Lok Sabha and the Rajya Sabha. I do not know what is the implication of the proposition that the railway undertaking is both a commercial undertaking as well as public utility. There is no significant attached to the use of the words as such. If any name is to be given, either commercial undertaking, or public utility or a combination of both, this must have some implications. Otherwise, there is no meaning in calling them by one name or the other. What are, those implications? Why is it a combination of the two? These things are not made clear by the Committee, and I, for one, would certainly not accept that the railway undertaking should be treated as a combination of the two; that is, commercial as well as public utility. It should be treated as one or the other.

I am sure that by calling it a public utility we will be making a confusion worse confounded. When one knows that it should be treated as a commercial concern one has got a definite aim and definite object in his view about the keeping of accounts, about Depreciation Fund, about replacement of assets and so on. But, when it is treated as a public utility, perhaps, these ideas, these presumptions on which commercial accounts are kept, are relaxed and we do not know where this concept will lead us to.

I would have certainly agreed wholeheartedly with the Report if these

ideas were made clear and as they are not made clear and the whole concept is very vague, I suggest that the hon. Minister of Railways should make it clear that the whole undertaking would be treated as a commercial concern.

The Railway Board is very pessimistic in regard to the future finances of the railways. On page 7 and page 14 they say that unless the rate of dividend is reduced or fares and freights are increased, the finances will not be able to meet the demands of Development or Depreciation Reserve Fund. In spite of this pessimistic view of the Board submitted to the Committee, the Committee on the other hand are very optimistic. They are optimistic that in the expanding economy of the country the revenues of the railways will expand and there will be no difficulty in regard to either Development Fund, the Depreciation Reserve Fund or payment of the rates of dividend. Sir, I am not satisfied with these broad statements. On the one hand the pessimistic view of the Railway Board and on the other the optimistic view of the Committee leave us in great uncertainty. We do not have sufficient data to form our own judgment about the whole affair. The requirement of the moment is.....

Mr. Chairman: Two minutes more.

Shri Mohiuddin: I shall finish soon. The problem before the country is of very great magnitude and importance as far as the future development is concerned, and the railways and transport have got to play a very important part in the future development of the country. For that purpose, we have got to see that sufficient funds are available for development, for construction of new railways and for replacement of the wasting assets. The view of the Railway Board—though we have not got them in detail—seem to be that we will be short of funds for all these purposes in the next five years. I feel that this report definitely reaches the conclusion—at least it suggests the conclusion—that a very thorough enquiry, a thorough investigation is necessary into the working of the railways, into the efficient working of the whole railway system and into

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the amount of the capital at charge; whether to what extent there is over capitalization and into the fact whether the capital at charge should be Rs. 9 crores or Rs. 6 crores or Rs. 7 crores. It is necessary to find out whether the rate of depreciation that we are providing is sufficient for the replacement of the wasting assets and whether we will have sufficient funds for the future expansion of the railways in this country, to meet our requirements and needs. I would even suggest that the railway should pay to the Government only the minimum average interest on the capital which they have borrowed from the Government and the whole of the surplus earnings are left with them in order to meet the replacement of assets and to expand the railways in India.

श्री एस० एन० दास : मैं आपकी आज्ञा से इस विषय पर कुछ कहने से पहले एक बात कहना चाहता हूँ और आशा करता हूँ कि आप मुझे उसके लिए क्षमा करेंगे। जो माननीय सदस्य आपकी आँखों को पकड़ लेते हैं उनको पहले बोलने का मौका मिल जाता है और वे ज्यादा टाइम भी ले लेते हैं। जिन सदस्यों को बोलने का मौका बाद में मिलता है तो उस वक्त हाउस में कोरम ही नहीं रहता और बार बार कोरम पूरा करने के लिए घंटियाँ बजानी पड़ती हैं जिस की वजह से बड़ी बदनामी होती है.....

Mr. Chairman: Order, order. The position is this. Those hon. Members who had sent their names in advance were called upon to speak. Of course, Members from the Opposition side and also Government Members are taken into consideration, though this is not a Bill. As regards time, of course, those who speak in the beginning have to cover many points, and naturally those who come later on may not repeat the same arguments. It does not matter much.

Shri S. N. Das: I only wanted to draw the attention of the hon. Members to the point that those who have already spoken may also remain in the

House so that they could hear the new points which other Members might have. Of course, those who spoke earlier have been rewarded by having greater time, because they were given the first opportunity which we, who come later, have not got.

Shri Amjad Ali: Take note of the V.I.Ps.

श्री एस० एन० दास : मैं कहना चाहता था कि स्वराज मिलने के बाद जब १९४६ में रेलवे कन्वेंशन कमेटी बिठाई गई थी उस समय रेलों की कार्यप्रणाली और रेलों के अन्दर जो दूसरे मोहकमे थे जैसे रेलों के जो कारखाने चलते हैं उन सब की खोज करने और उनमें सुधार लाने के लिये कमेटी बिठाकर जांच करने का उपयुक्त समय नहीं था। रेलवे रिगुलेशन जो इसी बीच हुआ और जो रियासतों की रेलें थी वे भी केंद्रीय सरकार के कब्जे में आई, इसलिए अब मैं समझता हूँ कि रेलवे कन्वेंशन कमेटी बिठाने से पहले तमाम आर्थिक और दूसरे पहलुओं पर विस्तार से विचार कर लेना चाहिए था और फिर इन सब चीजों को इस कमेटी के सामने रखना चाहिए था। इन सब चीजों को ध्यान में रखते हुए इस कमेटी को फैसला करना चाहिए था कि साधारण वित्त और रेलवे वित्त में क्या सम्बन्ध हो और अगले पांच वर्षों में साधारण राजस्व में रेलवे कितना अनुदान दें। संसदीय कमेटी की रिपोर्ट के पैरा २७ को देखने से पता चलता है कि जब इस कमेटी ने रेलवे के इकोनॉमिक वीकिंग की जांच एक विशेष कमेटी द्वारा कराने के सुझाव के सम्बन्ध में विचार करना शुरू किया तब रेलवे बोर्ड के यह कहने पर कि

"that a close watch over the trends of earnings and expenditure of the Railways was continuously kept and the appointment of a separate ad hoc Committee was not necessary"

इस सुझाव पर विचार करना छोड़ दिया और आगे भी इस प्रकार की जांच की आवश्यकता नहीं मानी गई। मेरे विचार में ऐसा करना ठीक

नहीं हुआ। मेरा तां विचार है कि अगले पंच वर्षीय पुनर्विलोकन के पहले ही इस प्रकार की कमेटी बैठायी जाय जो रेलवे के कामों के बारे में हर पहलू से जांच करे। इस बात का इंतजार नहीं किया जाना चाहिए कि पांच साल के बाद जो कन्वेंशन कमेटी बैठे वही इस पर विचार करे और तभी इस कमेटी की नियुक्ति की जाए। इस वक्त रेलवेज के वकीलिंग के बारे में पूरा चित्र दश के सामने और खासकर संसद के सामने रखने की आवश्यकता है और मैं रेलवे मिनिस्टर साहब से अपील करता हूँ कि वे एक ऐसी कमेटी जल्दी से जल्दी नियुक्त करें।

दूसरी बात में यह कहना चाहूंगा कि १९२४ में जो कमेटी बिठाई गई थी उसने कहा था कि रेलवे फाइनेंस को जनरल फाइनेंस से अलग किया जाना न सिर्फ दश के ही हित में है बल्कि यह रेलवे और जनरल फाइनेंस के हित में भी है और ऐसा कर भी दिया जाना चाहिए। यहां पर यह प्रश्न भी उठाया गया है कि क्या रेलवे पब्लिक यूटिलिटी कनसर्न है या कमर्शियल कनसर्न है। मैं इसकी पेंचीदगीयों में जाना नहीं चाहता। मैं तो समझता हूँ कि यह पब्लिक यूटिलिटी नसर्न भी है और कमर्शियल कनसर्न भी। हम यहां पर दोनों हीसियतों से बैठे हैं। जब हम इस सवाल पर टैक्स पेयर की हीसियत से विचार करना शुरू करते हैं तो हम समझते हैं कि क्योंकि हम ने रेलों के निर्माण और विस्तार के लिए रुपया लगाया है, इस वास्ते हमें इसमें से नफा मिलना चाहिए। दूसरी हमारी हीसियत जनता के प्रीप्रीतिधियों की है। इस हीसियत से हमें यह दखना है कि रेलों में लोगों को अधिक से अधिक सुविधाएं मिलनी चाहिए और फ्रेंड्स और फैंसर्ज यानी भाड़ा और किराया कम होना चाहिए। जब हम संसद के मੈम्बरो की हीसियत से इस सवाल पर विचार करते हैं तो हम समझते हैं कि यह पब्लिक यूटिलिटी कनसर्न होना चाहिए। तो हमारी यह दोनों हीसियतें हैं। इसका पब्लिक यूटिलिटी का भी काम है और साथ ही साथ टैक्स पेयर को नफा देना भी इसका काम है, इसका यह भी काम है कि यह सरकार को जो

कि टैक्स पेयर की प्रतिनिधि है मुनाफा भी दे। तां सचमुच यह एक पब्लिक यूटिलिटी कनसर्न भी है और साथ ही एक व्यापारिक संस्था भी है। इसलिए हमको इस पर इन दोनों हीसियतों से विचार करना चाहिए।

M.

अब इसके सम्बन्ध में एक बात और हमारे सामने आती है। जो चिच रेलवे बोर्ड ने अगले पांच वर्षों के आय-व्यय के भविष्य के बारे में कमेटी के सामने रखा है उसके बारे में कहा गया है कि वह एक निराशाजनक चित्र है। कहा गया है कि अगले पांच वर्षों में जो रेलवे की आमदनी हांगी वह ऐसी नहीं होगी जिसकी बुनियाद पर हम कोई बहुत बड़ीया चित्र खींच सकें। मेरा ख्याल है कि अगर रेलवे के वकीलिंग के बारे में जानकारी प्राप्त करने के लिए कोई कमेटी बैठायी गयी होती और उसके आंकड़ों और दूसरे विषय हमारे सामने होते तो यह जो निराशाजनक चित्र रेलवे बोर्ड ने कमेटी के सामने रखा है यह न रखा जाता। हमको मालूम है कि रेलवे के बहुत से ऐसे कारखाने हैं जिनकी काम करने की क्षमता बहुत ज्यादा है लेकिन उस क्षमता के अनुसार उनमें काम नहीं हो पाता है। हम लोग चित्तरंजन का कारखाना देखने गये थे। यह बात सही है कि वह कारखाना अभी नया है और उसके साथ जो दूसरे उद्योग चलने वाले हैं उनका निर्माण होना बाकी है, लेकिन फिर भी हमने देखा कि वहां बहुत बड़ी तादाद में काम करने वाले और नशीने बंकार थीं। केवल चित्तरंजन के कारखाने की ही यह बात बात नहीं है। और भी बहुत से कारखाने हैं जिनकी उत्पादन की क्षमता बहुत ज्यादा है और जहां आदमी भी बहुत ज्यादा है, लेकिन चूंकि उनकी ठीक निगरानी नहीं होती है इसलिए उन कारखानों में जितना उत्पादन हो सकता है उतना नहीं होता। रेलवे केवल यातायात का साधन ही नहीं है, उसके पास बहुत से कारखाने हैं उनको भी वह चलाती है और इस तरह से उसके पास उत्पादन का बहुत बड़ा काम है। इस कारण, जैसा मैं ने कहा यह एक व्यापारिक संस्था भी है। लेकिन एक

[श्री एस० एन० दास]

व्यापारिक संस्था की दृष्टि से इसकी जितनी निगरानी होनी चाहिए वह नहीं होती है। इस झमेले में कि यह पब्लिक यूटीलिटी कनसर्न है या व्यापारिक संस्था है, हमारा रेलवे बोर्ड भी कभी कभी झमेले में पड़ जाता है। और जब रेलवे बजट के समय इस सदन में यह कहा जाता है कि किराया घटना चाहिए क्योंकि गरीब जनता इतना किराया वहन नहीं कर सकती, और जब व्यवसायी लोग यह शिकायत करते हैं कि माल डोने का किराया बहुत ज्यादा है, इसकी दर पर फिर से विचार करना चाहिए तो रेलवे बोर्ड बहुत घबरा जाता है। जब हम कहेंगे कि यह कमीशियल संस्था है तो उस पर उसी दृष्टि से विचार किया जायगा। मैं नहीं जानता कि दूसरे देशों में किराया निर्धारित करने का क्या ढंग है, लेकिन मैं समझता हूँ कि जो लोग रेल से सफर करते हैं उनका किराया निश्चित करने का कोई आधार होना चाहिए। मुझे यह भी नहीं मालूम कि हमारा देश में जो किराया घटाया या बढ़ाया जाता है वह किस आधार पर किया जाता है। अगर यह रेलवे व्यापारिक संस्था है तो उसके किरायों का निर्धारण, फिर चाहे वह फ्रेट हो या फेयर हो, वैज्ञानिक ढंग पर होना चाहिए। मैं नहीं जानता कि अब तक इस वैज्ञानिक ढंग से इस किराये और भाड़े की दर का निश्चय रेलवे ने किया है या नहीं। इसलिए इस बात को देखते हुए मैं कहूंगा कि इस बात की बहुत जरूरत है कि एक कमेटी इसको देखने के लिए निर्माण की जाय।

एक बात मैं और कहना चाहता हूँ। इंडलपमेंट फंड का दापरा बहुत बढ़ा दिया गया है। इंडलपमेंट फंड में जो चीजें पहले थीं उनसे कुछ और ज्यादा चीजें उसमें रख दी गयी हैं। उसमें रेलवे ट्रांसपोर्ट को इस्तेमाल करने वालों के फायदे और बढ़ा दिये गये हैं। मालूम नहीं कि जो कमेटी ने सिफारिश की है उसका क्या अर्थ है। क्या यात्रियों की सुविधा के लिए जो कम से कम तीन करोड़ रुपये रखा जाता है वह

कायम रहेगा या कि यात्रियों की सुविधा और जो रेलवे के दूसरे इस्तेमाल करने वाले लोग हैं उनकी सुविधाओं के लिए मिलाकर तीन करोड़ रुपये रहेगा। मेरा सुझाव यह है कि जो तीन करोड़ रुपये यात्रियों की सुविधा के लिए रखा गया है वह आगे के लिए भी कायम रहना चाहिए और जो लोग दूसरी तरिके से रेलवे ट्रांसपोर्ट का इस्तेमाल करते हैं उनके लिए और रकम इअरमार्क कर दी जाय।

एक बात और कहकर मैं खत्म करता हूँ। यह प्रस्ताव जो माननीय मंत्री जी ने सभा के सामने रखा है यह गोलमोल सा मालूम होता है। रिपोर्ट में जो सिफारिशों की गयी हैं वे एक जगह ठीक से नहीं लिखी गयी हैं। मैं समझता हूँ कि जिस तरह का प्रस्ताव सन् १९४९ में कांस्टीट्यूट असेम्बली में आया था और जिस तरह सुव्यवस्थित ढंग से उसमें हर एक चीज रखी गई थी उसी तरह अगर इसमें भी रख दी जाती तो यह भ्रमला न उठता। पब्लिक एकाउंट्स कमेटी में यह सवाल उठा था कि प्रस्ताव में डिप्रिसियेशन फंड के लिए १५ करोड़ रखा गया था लेकिन रिपोर्ट से मालूम होता है कि रेलवे ने १५ करोड़ के बदले ३० करोड़ रुपये हर साल डिप्रिसियेशन फंड में रखा है और रेलवे और आर्टिटर जनरल के बीच इस विषय में मतभेद पैदा हो गया कि क्या रेलवे बोर्ड को यह अधिकार है कि पांच वर्ष के अन्दर बिना सभा की राय के जो निगम १५ करोड़ रखा गया था उसको बढ़ाकर ३० करोड़ कर दिया जाय। मालूम नहीं कि यह विवाद खत्म हुआ या नहीं। इसलिए मैं कहना चाहता हूँ कि जो भी कमेटी की सिफारिश हो उसको १,२,३, नम्बर करके नये तुल्य शब्दों में रखा जाना चाहिए था जिसमें आगे चल कर विवाद की गुंजाइश न रहे।

इन शब्दों के साथ मैं इस प्रस्ताव का समर्थन करता हूँ और आशा करता हूँ कि रेलवे के वीकिंग की जांच करने के लिए जल्दी ही एक कमेटी का निर्माण किया जायगा।

**Shri Raghubir Sahai** (Etah Distt.—North East cum Budaun Distt.—East): While discussing this Resolution, we ought to bear in mind some relevant points of history regarding this problem. Every hon. Member of this House knows that prior to 1924, the railway finances were merged with the general finances. It was only in that year that this separation took place. The object with which this separation took place was to secure stability for civil estimates by providing for an assured contribution from railway revenues and also to introduce flexibility in the administration of railway finances. After that separation, things went on till 1949 when the whole matter was again considered. In 1950, a detailed resolution was brought before the Constituent Assembly by Shri Gopalaswamy Ayyangar in which this question of dividend was properly tackled. When the finances were separated in 1924, the rate of dividend was fixed at about one per cent. of the capital at charge but in 1950 the rate of dividend was fixed at four per cent. In the resolution it was again laid down that the whole matter with regard to this dividend should be considered after a period of five years. This Committee was formed simply to consider that limited and specific question.

In the course of the discussion on this Resolution, many other points beside the mark have been brought in. Some hon. friends have talked about the colonial mentality and also how the railways were built hundred years ago by the sweat and the blood of Indians. That may be true but they are not very relevant to the problem that we are discussing at the present moment.

This Committee, as I said, was only appointed to consider the question whether the dividend should remain at the level which was fixed in the year 1950 or whether there should be any reduction or increase therein. The Committee has recommended that the dividend should remain at the same level. Today some hon. Members from the Opposition have tabled certain

amendments and they have also spoken in support thereof. Some of the amendments are to the effect that the rate of dividend should be reduced to  $3\frac{1}{2}$  per cent. or 3.18 per cent. This problem also was considered by the Committee and, having considered all those things, they came to the decision of fixing the level at 4 per cent. I am really sorry that the Financial Commissioner's memorandum and the Railway Board's memorandum were not placed at our disposal. If those two valuable documents had been placed before us, perhaps they would have given more food for thought and material for our conclusions. But that as it may, the entire material was considered by this responsible Committee and they came to the conclusion that the rate of dividend should be fixed at 4 per cent. Perhaps the reduction which is being proposed is due to the remark in the Report that the Railway Board has admitted that during the last five years there was a shortfall of Rs. 31 crores, and that can give rise to a suspicion that this rate of 4 per cent. may not be proper in the years to come. But hon. Members will find that side by side with this statement it is also recorded in the Report that during 1950-51 to 1954-55 a sum of Rs. 7 crores per annum on an average has been paid by the Railways to the general revenues by way of contribution over and above the interest charges on the total capital-at-charge. So this fact also should be taken into consideration, and I think it was taken into consideration by the Committee when they arrived at their conclusions.

Secondly, it should also be borne in mind that we are already executing our First Five Year Plan in which the railway development figures very prominently. The Second Five Year Plan is also in the offing and we have to take account of that also and have our general finances in such a way that they may be able to bear the cost of the Second Five Year Plan. As in the First Five Year Plan the item of railway development is a very prominent one, so would it be in the Second Five Year Plan also.

[Shri Raghubir Sahai]

Along with these it should also be noted that at the time when four per cent. dividend was fixed the rate of borrowing was about 3.18, and this Committee also has come to the conclusion that this very rate of interest, that is 3.18 per cent. is to be reached very shortly. So from all those considerations we can easily come to the conclusion that the rate of dividend which was fixed at four per cent. was the proper rate and there should be no diminution or increase in it.

[MR. DEPUTY-SPEAKER in the Chair]

Another amendment was also tabled that with regard to the amenities wherein a provision has been made for Rs. 3 crores per annum, the same should be raised to Rs. 4 crores or 5 crores. Well, Sir, everybody would welcome, if the finances of the railways would permit an increase in that direction, because amenities are very necessary, and the more money is spent on them the better. But I submit that in this Resolution and also in these recommendations it would be seen that there is only a provision that a minimum sum of Rs. 3 crores per annum be earmarked for amenities; no maximum amount has been laid down. So we should not tie down the hands of the Railway Department. We should expect, and we should bring to bear that parliamentary pressure upon them, that in subsequent years they may not only be satisfied with spending Rs. 3 crores on amenities, but more than that.

It was also said by Shri H. N. Mukerjee that the Government should give an undertaking that in the next five years no increment will be made either in freights or fares. Well, Sir, that is again another thing which would be welcomed by all. But I do not understand how a responsible Government or a Minister thereof can give an undertaking or an assurance for the future. That is also not a practical proposition.

There are one or two welcome features in this Report which I would

briefly mention. There is a provision for the encouragement of new lines in regard to which some great concessions have been made. In the first place, for the capital or for the amount that would be spent in the construction of those lines the interest charged would be less than what is usually charged for other items; and in the second place there would be a moratorium. The interest would not be charged year to year, but that would be deferred till the railways are on a running basis, and a period of five years has elapsed.

Another welcome feature is that the amount set apart for the Depreciation Reserve Fund, which upto now was only Rs. 15 crores, has been raised to Rs. 35 crores. The Committee has taken into consideration that during these five years the sum that was contributed to the Depreciation Reserve Fund was not only fifteen but thirty crores of rupees every year, and therefore they have very rightly fixed the amount of the Depreciation Reserve Fund at thirty-five crores of rupees.

I welcome this Resolution and give my whole-hearted support to it.

Shri P. Subba Rao (Nowrangpur): While supporting this Resolution I wish to make a few observations with regard to one or two points.

The report recommends to the Railway Board to look into the matter of assessment of rent and ensure that a return of rent more commensurate with the capital cost is obtained on all residential houses for Class III staff. It is common knowledge that about one-third of Class III staff is provided with quarters and two-thirds are without quarters. They have to pay a very high rent for private houses. Quarters are allotted on the basis of seniority in service and there are instances where a house is allotted to one employee and he sublets it for four times the rent to another employee who is not provided with quarter. Another point to be borne in mind with regard to this question is that the cost of the

present construction should be taken into account and not what it was when the house was built a few years ago. With regard to fares, most of the Railways were constructed several years back at a low cost. We charge a uniform fare. While the new constructions do not pay even any interest, the old concerns are profitable. We are not having two rates of fares, one for the old lines and another for new lines. Applying that rule, I want a uniform rent to be charged irrespective of the time of construction. If this rule is followed, more quarters can be built for the staff who are thrown into the street. I agree with the recommendation that the cost of Class III staff quarters should be debited to the capital account.

With regard to the construction of new lines, I agree with the recommendation contained in para. 19. At the same time, I would request that inflation mileage should not be taken into account. I believe that in some Railways, say, for example, the Nilgiri Mountain Railway, inflation charges exist. The cost of construction of hill railways is much more. That was done in the British days when the Englishmen wanted to have hill resorts. I think there will be no more necessity to construct any hill railways. All the constructions will be for public benefit.

**Mr. Deputy-Speaker:** What about the railway to Jammu?

**Shri P. Subba Rao:** I think it should be constructed.

**Shri Amjad Ali:** That is being built.

**Shri P. Subba Rao:** I am opposed to any railway that is to bring loss to us.

**Mr. Deputy-Speaker:** In the beginning, no railway will pay.

**Shri P. Subba Rao:** If it is guaranteed, as recommended by the Committee, that it would pay after five years, I would have no objection. If it does not pay, we should not undertake the construction of such a line.

In order to connect the metre gauge in the south with that in the north, the Hingoli-Khandwa line has been

suggested to be constructed and the work has also finished. The question of charging inflationary mileage was hinted at. I do not see any reason why there should be any inflationary charge in this line. This was constructed only for lessening the loading and unloading charges from the metre gauge to the broad gauge and also to facilitate moving of wagons from the north to the south and vice versa. I would have no objection to a dividend of four per cent. provided we can realise all that we ought to get.

This problem of ticketless travel was hinted at by my hon. friend. It has increased. I believe nowhere else in the world you have such ticketless travel as in India. I would suggest to the hon. Railway Minister to send a Committee of three or four people to study the conditions as to whether there is ticketless travel abroad and the steps taken to put an end to this. There was also a lot of commotion about the granting of passes to the employees and servants of the Railways. I think there is some abuse in the use of passes and P.T.Os. The rules must be made more stringent so that there will be no abuse. About amenities, the hon. Minister has already announced that sleeping berths for third class passengers would be provided in all the Railways. It will take some time. But, I believe that a part of this sum of Rs. 3 crores allotted for amenities would be utilised for this purpose.

**श्री हेडा :** यह जो रिपोर्ट हमारे सामने प्रस्तुत की गई है यह एक बहुत ही मजेदार रिपोर्ट है वह इस अर्थ में कि इस से कुछ ऐसा लगता है कि इसमें कुछ भी नहीं है लेकिन वास्तव में तकरीबन हर चीज इसके अन्दर संक्षिप्त में मौजूद है। इस कन्वेंशन के सुपुर्न एक बहुत बड़ा काम किया गया था और वह था हमारे राष्ट्र का सब से बड़ा व्यवसाय जिस में कि उद्योग का पहलू भी शामिल है और लगभग एक हजार करोड़ रुपये जिस की मूल एंजी है। उस कार्य का आर्थिक निर्माण व आर्थिक ढांचा कैसा हो, उसके अन्दर मूल एंजी कितनी लगे, कैसे आए सुदृढ़ बना चाहिए या



[श्री हेडा]

नहीं देना चाहिए, और अगर देना चाहिए तो उसकी दर क्या हो, इत्यादि मामले उस कमेटी के सुपुर्दे किए गए थे। इन सब बातों का विवरण हमारे सामने लाया जाता है और वह भी बहुत संक्षिप्त रूप में। लेकिन फिर भी एक बात जरूर है कि हर प्रश्न के हर पहलू पर कहीं न कहीं कुछ न कुछ प्रकाश अवश्य डाला गया है। पांच वर्षों में इस प्रकार का एक विवरण हमारे सामने आता है और हर बार इन सब पहलुओं पर विचार किया जाता है। पहला सवाल जिस के ऊपर कि इस में चर्चा की गई है वह यह है कि रेलवे एक ऐसा व्यवसाय है जो कि जनहितकारी कार्य है और मैं समझता हूँ कि इस सम्बन्ध में जो रिपोर्ट में मान्यता दी गई है वह तकरीबन सर्वमान्य होनी चाहिए। उन्होंने एक स्वर्ण पदक प्राप्त किया है यह कहकर कि यह दोनों ही हैं। यह जनहितकारी कार्य भी है और साथ साथ व्यवसाय का पहलू भी इसके अन्दर शामिल है और यही कारण है कि आगे चलकर चार प्रतिशत की मूल पूंजी के ऊपर लाभ कहिए, डिविडेंड कहिए, जनरल रवेन्यू में देने का जो संकेत है, जो सुझाव है, वह सुझाव सब के लिए मान्य है और मैं समझता हूँ कि बहुत कम सदस्यों की ओर से उसका विरोध हुआ है। साथ ही साथ हम यह आशा कर सकते हैं कि यह चार प्रतिशत देने के बाद जो कुछ भी बचता है यानी बाजबी चीजें जो उठानी चाहिए जैसे कि डीप्रिसियेशन रिजर्व फंड और इस तरह के फंड्स वगैरह के लिए रुपया निकालने के बाद जो कुछ भी बचता है जिस कि असली मुनाफा कहा जा सकता है, उसके बारे में कुछ सदस्यों ने यह राय जाहिर की है कि उसका ५० प्रतिशत फिर जनरल रवेन्यू में आना चाहिए। मैं समझता हूँ कि यह चीज वाजिब नहीं होगी जब हम इसे एक पब्लिक यूटिलिटी यानी जनहितकारी कार्य समझते हैं। तब ऐसी हालत में फिर जो कुछ भी बचता है वह जनहित में ही लगाया जाना चाहिए न कि जनरल रवेन्यू के अन्दर आना चाहिए। जनहित के सम्बन्ध में अब जो हमारा फंड यहां मौजूद है

उसके बारे में मैं यह कहना चाहता हूँ कि आम तौर पर यह होता है कि जहां से ज्यादा शोर होता है या जहां से कुछ कष्ट होने की सम्भावना होती है उन स्थानों के ऊपर ज्यादा ध्यान दिया जाता है, क्योंकि आम तौर पर घर्षण के सिद्धांतों पर ही लोगों का ज्यादा ध्यान होता है और यही कारण है कि कुछ सदस्यों ने यह सुझाव दिया है कि कम से कम तीन करोड़ रुपये जो इसमें दिखाए गए हैं वह उतनी रकम केवल मुसॉफरों के लिए और उनकी सुविधा के वास्ते, उनकी सहूलियतों के ऊपर ही खर्च होनी चाहिए। बाकी जो दूसरी सुविधाएँ हैं उनके वास्ते और रकम बढ़ा दी जाय। कुछ लोगों ने सुझाव दिया है कि कम से कम तीन करोड़ जरूर रखा जाय। कुछ ने सुझाव दिया है कि इसको पांच करोड़ किया जाय, बाकी रकम और चीजों में खर्च की जाय। इस सम्बन्ध में, मैं यह अर्ज करूंगा कि इस समय मैं यह तीन करोड़ की रकम मान लेता हूँ। लेकिन अगर रेलवे में ज्यादा लाभ हो तो उसी हिसाब से इसका चार करोड़ या पांच करोड़ कर दिया जाय। मैं इसके लिए कोई परसेंटज नहीं रखना चाहता। मैं चाहता हूँ कि कम से कम तीन करोड़ तो रखा ही जाय और यदि ज्यादा लाभ हो तो उस हिसाब से इसको चार या पांच करोड़ कर दिया जाय।

एक चीज का मैं और उल्लेख करना चाहता हूँ। वह यह है कि जिस प्रकार हिसाब रखा जाता है वह तरीका ठीक नहीं है। श्री तुलसी दास जी ने इस विषय में काफी विस्तार से चर्चा की है और जो कुछ उन्होंने कहा है और जो कुछ मैं ने समझा है वह यह है कि हिसाब रखने की वही पद्धति होनी चाहिए जैसी कि कमर्शियल फर्म में होती है। इस प्रकार की पद्धति न होने की वजह से हर वर्ष जब हमारे सामने रेलवे का बजट आता है तो हम यह नहीं समझ पाते कि हमारी क्या पोजीशन है। हमको यह पता नहीं चलता कि हमारी कितनी पूंजी कहाँ लगी हुई है।

साथ ही, जो रकम डीप्रिसियेशन के लिए निकाली जाती है वह भी ठीक तरीके से नहीं

निकाली जाती हैं। वह भी उसी प्रकार से निकाली जानी चाहिए जैसे कि दूसरे उद्योगों में किया जाता है। हर चीज के लिए ५ पर सेंट निकालना ठीक नहीं है। अगर एक चीज की उम्र बीस साल है तो उसके लिए तो पांच पर सेंट निकालना ठीक होगा। लेकिन अगर किसी चीज की उम्र पचास साल है तो उसके लिए भी पांच पर सेंट निकालना बहुत ज्यादा होगा। इसके बर्खास्तगी अगर किसी चीज की उम्र दस बारह साल है तो उसके लिए पांच पर सेंट निकालना बहुत कम होगा। तो यह जो पांच पर सेंट का तरीका रखा गया है वह ठीक नहीं है। रेलवे में भी जो इंप्रोविमेंट लगाया जाय वह उसी तरीके से लगाया जाय जिस तरीके से कि दूसरे उद्योगों में लगाया जाता है।

नई लाइनें कहां तक मुनाफा देती हैं और कहां तक मुनाफा नहीं देती हैं, इस सम्बन्ध में इसके अन्दर बड़ी अच्छी चर्चा है हालांकि वह बहुत संक्षेप में है। यह कहा गया है कि जब हम नई लाइन खोलते हैं तो पहले-पहले उसमें मुनाफा नहीं होता है। इसलिए नई लाइन की पहली पांच साल की स्थिति अलग समझी जानी चाहिए। और बाद की पांच सालों की अलग अवस्था समझी जानी चाहिए। इस सम्बन्ध में मैं एक और बात कहना चाहता हूं। वह यह है कि केवल इतना ही नहीं देखना चाहिए कि नई लाइन कितना नफा देती है या नुकसान देती है। उसके नफे का अनुमान लगाने के लिए यह भी आवश्यक है कि आप उस मुनाफे का हिसाब भी लगायें जो कि इस नई लाइन के बनने से उस बड़ी लाइन को हुआ है जिससे कि यह मिलती है। ये जो नई लाइनें होती हैं ये बड़ी लाइनों की फीडर होती हैं। और इनके जरिये से जो मुख्य लाइन को फायदा पहुंचता है उस पर ध्यान नहीं दिया जाता। इसलिए पहले पांच साल का अलग से विचार करना मुझे श्रेयस्कर नहीं मालूम देता। मेरा ख्याल है कि रेलवे मिनिसटर के पास जितनी भी नई योजनाएँ हैं उनमें से कोई योजना भी ऐसी नहीं होगी जो कि उनको मुनाफा न दे। उनमें हर एक योजना ऐसी है जो कि बराबर मुनाफा देगी और इस लिहाज से अगर शुरू से

ही उसके ऊपर २.१८ प्रतिशत के बजाय जनरल रैवेन्यू में ४ प्रतिशत दे दिया जाय तो कोई नामुनासिब नहीं होगा। मेरा विश्वास है कि जिस प्रकार हमारा देश प्रगति कर रहा है और जिस प्रकार यहां उद्योगों का उत्पादन बढ़ रहा है और जनता का जीवन स्तर ऊंचा हो रहा है उसको देखते हुए कोई भी ऐसी नई लाइन नहीं होगी जो कि मुनाफा न दे। हमारा ख्याल है कि हर नई लाइन आपको बराबर फायदा देगी। सबाल सिर्फ यह है कि उससे जो मुनाफा हो उसका अनुमान सही सही होना चाहिए।

कुछ मित्रों ने इस तरह ध्यान दिलाया है कि जहां तक एमिनेटीज का सबाल है नीचे के लोगों की उतनी एमिनेटीज नहीं मिलती है जितनी कि उनको मिलनी चाहिए। पहले यह काफी हद तक सही था लेकिन नये माननीय मंत्री के आने के बाद इसमें बड़ा अन्तर पड़ गया है। अब तीसरे दर्जे के मुसाफिरों को भी काफी सुविधायें मिलने लगी हैं। फिर भी अधिकांश सुविधाओं की आवश्यकता है और इसीलिए मैं ने चाहा है कि जो तीन करोड़ की रकम है वह केवल मुसाफिरों की सुविधा के लिए ही रिजर्व कर दी जाय। और दूसरों के लिए हमारा जो मुनाफा हो उसके लिहाज से और रकम दी जा सकती है।

एक यह ख्याल जाहिर किया गया है कि हम बचत करके रखें जो कि नई लाइनें बनाने के काम आवें। मैं समझता हूं कि यह ठीक नहीं होगा। अगर ऐसा किया गया तो रेलवे पर आवश्यकता से अधिक भार डालना होगा। जो डेवलपमेंट के खर्च दिखाये जाते हैं वे वास्तव में खर्च नहीं होते हैं। मैं चाहता हूं डेवलपमेंट के नाम से जो नई लाइनें निकाली जाय उनको लिए नई पूंजी ली जाय। नफे की जो रकम बचती है उसको पूंजी में परिवर्तित करना मैं समझता हूं कि उचित नहीं होगा। ऐसा करने से जनहितकारी कामों के लिए हमारे पास रकम कम रह जायगी। इसलिए मैं चाहता हूं कि हम जितनी नई योजनाएँ लायें उनके लिए हम जनरल रैवेन्यू से नई पूंजी ले लें और उसके ऊपर चार पर सेंट दें।

[श्री हेला]

अन्त में मैं यह कहना चाहता हूँ कि भविष्य में जो विवरण दिया जाय वह तफ़्सीलवार होना चाहिए और जो काम हम कर रहे हैं उसके बारे में उस विवरण से लोगों को सही कल्पना मिलनी चाहिए और लोगों को सारी चीज स्पष्ट श्रुती चाहिए। ऐसा नहीं होना चाहिए जैसा कि इस दस्तावेज़ में है जो कि आज हमारे सामने है। इसको तो बहुत ध्यान से देखा जाय तो कोई चीज समझ में आती है और इसके साथ साथ संदर्भ के लिए बहुत से कागजात निकाले जायें तो चीज समझ में आती है। अगर ऐसा नहीं किया जाता तो किसी चीज का पता ही नहीं लगता। इसलिए मेरी आशा है कि भविष्य में जो हमारे पास इतना बड़ा उद्योग है उसकी जो रिपोर्ट आवेगी वह तफ़्सील से होगी।

**Shri Raghavachari (Penukonda):** I have a feeling that I am not quite competent to make any observations about the financial policy that is involved in this matter. But I have gone through the report fairly carefully and I find one or two doubts in my mind which I want to place before the Minister and the Government and have a clarification or an assurance in that regard.

I can agree that the railway system is not necessarily a commercial venture, but must also be a utilitarian concern. Therefore, to be constantly concerned with the utility portion of it alone may not be justifiable. Yet, when you are now laying down a policy that is to guide your actions for a period of five years from now on, and that five years also synchronises with the next Five Year Plan or a greater part of it, I fear whether the real purpose of that Plan would not be affected by the policy that we are now laying down particularly in regard to the expansion or the construction of new lines.

I find in paragraph 32 that you have now set up a standard for what is called remunerative projects, viz., that it must yield a five per cent. income. The estimate of the percentage of yield

will depend upon the kind of estimates and the rates you choose to base upon and the real rates and the actual cost that it might later on turn out to be. Apart from this, we also know that economic conditions may be changing over a period of five years. Therefore, to set up a standard of a minimum return of five per cent. might almost work out to be a hindrance against undertaking the construction of any new lines. Particularly as I have been a representative from the backward areas, I have, every time an opportunity came, stressed and placed before the House the need for the construction of one or two new lines in our area, where to see a train, a man has to go nearly eighty to hundred miles. If you set up this kind of a standard, it might probably work out against such expansion. When I read paragraphs 29 and 30, I found that you have a Development Fund, out of which such things may possibly be undertaken. I, therefore, feel a little doubt in this regard, and it is not quite clear to me whether this remunerative project standard that you have set up will not come in the way of new lines which might possibly have to be constructed. No doubt you have said and you have also expressed a fear in the Report, that in the years to come, much money may not be available for the Development Fund at all. Therefore, I only wish that the matter be made perfectly clear, though the Report as it is does not exclude the possibility of something being done from out of the Development Fund. I wish to know definitely and categorically whether this standard of remunerative projects will not really stand in the way of new lines for purposes of utility or for purposes of developing parts of the country which really deserve such help.

**श्री सिंहासन सिंह (जिला गोरखपुर—दीछण):** आज जो विषय भवन के सामने उपस्थित हैं वह बड़ा सुन्दर और प्रभावशाली विषय हैं। मुझे मैं कितना हक रलवे दे यह विषय विचारणीय है। जो कमेटी की रिपोर्ट भवन के सामने है उस को देखने से पता चला कि कमेटी के सामने जो

आंकड़ें रेलवे बोर्ड ने रक्खे उन पर केवल तीन दिन की बैठक में विचार किया गया और उस के बाद उस की रिपोर्ट इस भवन के सामने पेश हुई। और अब भवन से यह आशा की जाती है वह जो मसलें कमेटी के सामने थे उन को बगैर दखलें हुए ही एक मत से या भिन्न मत से अपनी राय दें। कमेटी ने अपनी रिपोर्ट के पेज १ पर लिखा है :

**"A review of the financial prospects of the railway undertaking for the next five years on the basis of the present rates and fares furnished by the Railway Board disclosed that if the Railways were to continue to pay dividend at 4 per cent. during the five years...."**

प्रेजेन्ट रेट्स और फेअर्स और फ्यूचर प्रॉस्पेक्ट्स के ऊपर रेलवे अपने रेट आधारित करंगी। वह प्रेजेन्ट रेट्स और फ्यूचर प्रॉस्पेक्ट्स क्या हैं और रेलवे बोर्ड ने क्या चीज सबीमिट की वह हमारे सामने नहीं हैं। उस को बिना सामने रक्खे हुए ही हम अपनी राय देने जा रहे हैं कि रिपोर्ट बिल्कुल सही है या गलत है।

**Mr. Deputy-Speaker:** Has not the memorandum of the Railway Board been circulated to hon. Members?

**Shri Sinhasan Singh:** No. At least a summary of that should have come. **श्री सिंहासन सिंह:** हाँ हम भी समझते कि क्या बात है हमारे सामने केवल रिपोर्ट है।

दूसरी बात इस रिपोर्ट में है कि माइनर एडजस्टमेंट्स के लिये सम्भव है। कमेटी की रिपोर्ट में है कि क्या होगा। पेज ७ पर है :

**"This shortfall, the Railway Board hope, could be made up partly by a moratorium in respect of the payment of dividend to the General Revenues on new lines during the development stage and partly by minor adjustment in fares and freights without having recourse to a general increase in them. They, however, stated**

that this would leave no funds to be appropriated to the development fund for financing development expenditure during the next five years unless the tariff rates were raised generally or the quantum of the dividend liability was substantially reduced by bringing down the rate of dividend."

हमारे सामने एक प्रश्न रक्खा गया है कि डिविडेंड रेट कम कर के या रेलवे प्रेंट का रेट बढ़ा करके डवलपमेंट फंड को बढ़ाया जाय। लेकिन उन्होंने रेट को बढ़ाने का कोई तरीका हमारे सामने नहीं रक्खा है। रेट के बढ़ने की जरूरत है या नहीं है यह भी हमारे सामने नहीं है न यही है कि डिविडेंड कम करने के क्या सुझाव हैं। इन बातों की कमी के साथ हमें अपनी राय देना है कि यह रिपोर्ट सही है या नहीं। इस के साथ डिविडेंड ४ परसेन्ट रक्खा गया। कमेटी ने कागजात को पहली अक्टूबर को रेलवे बोर्ड से मांगा और तीन दिन १२, १३ और १४ नवम्बर की बैठक में.....

**Mr. Deputy-Speaker:** The matter was before them for a month or two months.

**श्री सिंहासन सिंह :** हम रिपोर्ट देख रहे हैं। सभाग्य से हमारे उपाध्यक्ष जी उस कमेटी के सभापति हैं। तीन दिन ही तो कमेटी की बैठक हुई। आप के सामने यह विषय कभी से रहा हो, लेकिन आप ने कागजात पहली अक्टूबर को मांगा और मुझे पता नहीं कि वह आप के पास कब आये, लेकिन बैठकों की जो रिपोर्टें हैं उस में तीन ही तारीखें दी हैं। १२, १३ और १४ नवम्बर को बैठ कर कमेटी ने अपनी रिपोर्ट भवन के सामने दी और उस रिपोर्ट को देखने से मालूम होता है कि जैसा मेमोरैंडम रेलवे बोर्ड के फाइनेंशियल कमिश्नर ने दिया था वस्तुतः उसी की रिपोर्ट को ले कर इस के अन्दर यह आया है.....

**Mr. Deputy-Speaker:** If any hon. Member wanted the memorandum, the annexures or other material on

[Mr. Deputy-Speaker]  
which the Report was based, he could have easily asked for them.

Shri Raghavachari: With your permission, I would like to say that what invariably happens is that when a thing is circulated, we could read it only a day or two before it comes up for discussion, because on other days, we have other work to prepare for. When we read 24 hours or 48 hours before, we find, this or that is not there; and it becomes too late to ask for it.

श्री सिंहासन सिंह : जो कुछ भी हो, अपनी निजी राय और सही राय देने में जो हमारी अक्षमता है मैं उस को बता रहा हूँ कि किन कारणों से हम अपनी सही राय नहीं दे सकते, लेकिन जो रिपोर्ट हमारे सामने है उस के ऊपर अगर हम अपनी राय आधारित करें तो मैं एक बात सरकार के सामने रखना चाहता हूँ कि सरकार ने गत वर्ष जो कमीटियाँ बनाई थीं उन कमीटियों की रिपोर्ट भी हमारे सामने नहीं हैं। दूसरी कमेटी रेलवे भूधाचार का पता लगाने के लिये निर्धारित की गई थी कि रेलवे में किस तरह का भूधाचार प्रचलित है, उस से रेलवे की आमदनी पर क्या असर पड़ता है और क्या नहीं पड़ता है, उस भूधाचार का सम्बन्ध जनता से ही होता है या रेलवे की आमदनी पर भी प्रभाव पड़ता है। अगर वह रिपोर्ट भी हमारे सामने होती तो आज हम तुलना के साथ कह सकते कि वह रिपोर्ट सही है या नहीं है। हमारा डिविडेंड बढ़ सकता है या घट सकता है।

इस रिपोर्ट में यह भी राय है और उस के अन्दर सुझाव है कि किराया बढ़ाया जाना चाहिये। लेकिन यह सुझाव कहीं नहीं है कि खर्चा कम कर के हमारा डिविडेंड बढ़ सकता है या खर्चा कम कर के आमदनी ज्यों की त्यों रह सकती है। जो चीजियाँ होती हैं उन को बन्द कर के अगर हम सब बातों को ज्यों का त्यों भी रखें, सब बातों को ध्यान में रखते हुए अपने काम करें तो भी खर्चा घट सकता है इसलिये अगर वह रिपोर्ट आ गई

होती तो हम सही तरीके से राय देते कि सब बातें किस तरह से होनी चाहियें। जो खर्च फजूल हो रहे हैं उन को भी हम कम कर सकते हैं।

इस में एक बड़ी चीज हमारे सामने है कि २५,००० तक रुपया न्यु माइनर वर्क्स में डाला जायेगा। बड़ी खुशी की बात है कि जब कि मजदूरों का काम २०, २५ हजार रुपये में बनता है तो वह काम माइनर वर्क्स में डाले जायेंगे। इस से मजदूरों का भला होगा और उनके काम में सहूलियत होगी। अभी रेलवे बोर्ड नया बना है और इस रेलवे बोर्ड से मुझे बड़ी आशा है क्योंकि उस के अन्दर एक ऐसे व्यक्ति हैं जिन को मैं जानता हूँ और जिन के हृदय में कम से कम यह अहसास है कि यह मुल्क मेरा है और इस मुल्क की तरक्की करने की मेरी जिम्मेदारी है।

एक माननीय सदस्य : सब की हैं।

श्री सिंहासन सिंह : सब की हैं, जिस दिन मुल्क में यह अहसास होगा वह दिन सौभाग्य का होगा। यहां रेंट और खर्च की बात की गई, लेकिन जो रेलवे मजदूरों के क्वार्टर बने हुए हैं उन की ओर आप का ध्यान नहीं है। बड़े आदिमियों के बंगलों की बात तो आप के हृदय में है लेकिन मजदूरों के मकानों की छतें चूर रही हैं, उन के बैठने की जगहें बेंसी ही हैं तो क्या हम इस वेल्फेयर स्टेट के सामने उन की बात भी निवेदन न करें। वह यहां पर नहीं है। इस लिये इस में जितनी चीजें हैं सब देखने में बड़ी सुन्दर दिखाई देती हैं। लेकिन वाकई में जो सब स्थानों पर उन के मकानों का रूप है जब हम उस पर विचार करते हैं तो हमें बड़ा खेद होता है। मैं माननीय रेलवे मंत्री महोदय से पहले भी कह चुका हूँ और आज भी कहता हूँ कि आपकी जिम्मेदारी बहुत बढ़ गई है। अगर प्रत्येक बात को इकट्ठा कर के देखा जाय तो आज वाकई बहुत तरक्की देखने को मिलती है। नई लाइनें चालू हुई हैं, रेलवे स्टेशनों की संख्या बहुत बढ़ गई है, बिजली उन पर लग गई है, पानी का इन्फ्रस्ट्रक्चर हुआ है। लेकिन हम को इस पर विचार करना

होगा कि इस से दश कितना आगे बढ़ा। मैं चाहता था कि कमेंटी अपने सामने दूसरा दृष्टिकोण रखती डिविडेंड को तय करते हुए। अभी यहां यह कहा गया कि हमारे दश का आर्थिक ढांचा सोशलिस्टिक होगा। इस के द्वारा केंद्र के जितने व्यवसाय हैं वह राज्य के नियंत्रण में आयेंगे। अगर इन व्यवसायों के जरिये हम अपनी आमदनी न बढ़ा सकें तो और कौन से जरिये होंगे जिन से हम राजस्व की आमदनी बढ़ायेंगे। अगर वास्तव में हम न व्यवसायों को राज्य के अधिकार में ले लिया और सारा काम राज्य के जरिये चला और सब से यही २ परसेंट ३ परसेंट डिविडेंड मिलने लगा तो राजस्व नीचे गिर जायेगा। और हम को टैक्सेशन बढ़ाना पड़ेगा। आज हम देखते हैं कि वैसे ही टैक्सेशन के कारण हाहाकार मचा हुआ है। संयोग से मुझे रूस का बजट देखने को मिल गया। उस को पढ़ने से मालूम हुआ कि उन के राजस्व का १० फीसदी केवल व्यवसाय से आता है। केवल १० परसेंट दूसरे तरीकों से आता है। वहां पर ९० परसेंट आमदनी व्यवसायों से होती है। अगर हम अपनी आर्थिक प्रणाली सोशलिस्टिक करने जा रहे हैं तो हमारे व्यवसाय से राष्ट्र का खजाना निर्मित होना चाहिये। लेकिन वह तो हम ने सिर्फ ४ परसेंट रक्खा है। मैं आशा करता हूँ कि यह ४ परसेंट से और ज्यादा बढ़ जायेगा।

दूसरे इस रिपोर्ट में लिखा है कि रेट को बढ़ाया जाय। तो बढ़ाने का बीसस क्या हो? इसको हम मानें कि उससे मुनाफा होता है। मुनाफा का हमने आंकड़ा रक्खा कि पांच फीसदी मुनाफा हो तो समझा जाय कि मुनाफा होता है। पहले पांच फीसदी मुनाफा नहीं था, ४.९७ परसेंट था। अब इस रिपोर्ट में पांच परसेंट कर दिया है। पांच परसेंट मुनाफा हो तब तो चार परसेंट दें, अगर पांच फीसदी से कम मुनाफा हो, तो डिविडेंड कुछ नहीं है। अब आप विचार करें कि पांच फीसदी मुनाफे की केवल रेलवे से उम्मीद की जाती है। समझ में नहीं आता कि

रेलवे अधिक से अधिक मुनाफा क्यों नहीं कर पाती। हम देखते हैं कि जो निजी व्यवसायी होते हैं, मिल वाले हैं, वह अपने व्यवसाय में बीस बीस परसेंट तक मुनाफा करते हैं, आखिर क्या वजह है कि जब सरकार कोई व्यवसाय चलाये और कोई काम करे तब मुनाफा कम हो और प्राइवेट एंटरप्राइज में अधिक। जब प्राइवेट कंपनिलिस्ट लोग उसी काम को चलायें तब काफी मुनाफा होने लगता है। जब गवर्नमेंट व्यवसाय शुरू करे तो घाटा हो जाय और प्राइवेट लोग उसी काम को करें तो मुनाफा हो जाय। मैं समझता हूँ कि गवर्नमेंट की इस रेलवे अंडरटैकिंग में जो ४.९७ या पांच फीसदी का मुनाफा आंका गया है वह कम है और मुनाफे में कमी की वजह यह है कि हमारे शासन सूत्र में कहीं कुछ खराबी या कमजोरी है और इसमें हम सही तरीके से उस आदमी को जो दश के पैसे को बर्बाद करता है, उसको पकड़ नहीं पाते हैं और अगर पकड़ भी पाते हैं तो सजा नहीं कर पाते, इसीलिये हमारे सामने कमी है। मैं यहां साफ बतला दूँ कि इस रिपोर्ट को पढ़ कर मुझे कुछ हर्ष नहीं हुआ, कुछ खेद ही हुआ क्योंकि हम दश के भावी रूप और उसके विकास के बारे में कैसे आगे बढ़ेंगे और उसके लिये जो सामग्री होनी चाहिये उसके बारे में रिपोर्ट हमें आगे नहीं ले जाती, उसके सम्बन्ध में रिपोर्ट कुछ दबी दबी सी मालूम होती है और एक मजबूरी की सी दशा का हमें मान होता है कि रेलवे बोर्ड जो कर रहा है सही कर रहा है और हम चार परसेंट से आगे बढ़ नहीं सकते—रेलवे भी बढ़ा कर तीस करोड़ से ३५ करोड़ कर दिया गया है ताकि रेलवे डिभिजियलेशन, एफिशियेंसी और एमिनटिज प्रोवाइड कर सकें और अपना आक्सिजेशन इनके सम्बन्ध में पूरा कर सकें। मैं इसका स्वागत करता हूँ और यह बढ़ना चाहिये था लेकिन हमें यह भी देखना चाहिये कि वाकई लोगों को सहूलियतें पहुंचती हैं और वाकई हम कितनी चीजें मजबूत और दृढ़ बना रहे हैं। अब एमिनटिज प्रोवाइड करने की बाबत बात तो बहुत की जाती है लेकिन मैं बतलाऊँ कि जनता को बजाय इसके कि आगे

[श्री सिद्दासन सिंह]

स्टेशन शानदार बनाये अगर उसको गाड़ी जल्दी और घंट घंट पर मिले तो यह उसके लिये ज्यादा सहायित्व होगी बर्निस्वत इसका कि स्टेशन शानदार बनाया जाय या उसको वहाँ ठहरने के लिये जगह मिल जाय लेकिन अगर उसको गाड़ी न मिले और वहाँ पर चार घंटा वॉटिंग रूम में ठहरना पड़े तो मेरे नजदीक यह कोई आप मुसाफिरों को सहायित्व नहीं दे रहे हैं, क्योंकि अगर उसे वक्त पर और जल्दी गाड़ी मिल सके, तो वह वहाँ ठहरना पसन्द नहीं करेगा और फॉरेन गाड़ी पर सवार होकर जाना चाहेगा। आज रेलगाड़ियों में भीड़ कम करने के उपाय हो रहे हैं और नई रेलें बढ़ायी जा रही हैं ताकि ओवरक्राउडिंग रेलगाड़ियों में न हो। हमने १५०० मील नयी रेलवे लाइन के निर्माण की योजना बनायी है। उन योजनाओं से मुनाफा नहीं लिया जायगा, और रेलवे के बढ़ाने में जो कर्ज लिया जायगा उस पर जो सुद होगा वह भी इनरल फंड बद्धित करेगा। हमारे देश में रेलगाड़ियों की कमी है और नये रेल मार्गों का विस्तार अति आवश्यक है। अभी मैंने एक जगह पढ़ा था कि तीस हजार मील रेलवे लाइंस जो जर्मनस ने गत युद्ध में खराब कर दी थीं उनको रूस की जनता व सरकार ने छः वर्ष में पूरी तरह बिछा दिया और रेलगाड़ियां चालू कर दीं तो दया कारण है कि हमारे देश में भी उसी उत्साह और लगन से यह काम न हो सके मैं तो अपने रेलवे मंत्री से कहूँगा कि पन्द्रह साल नहीं बल्कि पन्द्रह हजार मील रेलवे लाइन बनाने के लिये जितना रुपया उनको दरकार हो वह उन्हें मिलना चाहिये लेकिन रुपये मिलने में लोगों के सामने यह चीज रहती है कि इसमें मुनाफा कितना मिलता है, क्योंकि यही एक खास इंडस्ट्री गवर्नमेंट की है जो राष्ट्रीय इंडस्ट्री कही जाती है। नेशनलाइजेशन इंडस्ट्रीज का इस देश में हो कि नहीं, नेशनलाइजेशन की ओर यह पहली इंडस्ट्री है जो नेशनलाइज्ड है लेकिन इस इंडस्ट्री से भी पूरा मुनाफा जितना गवर्नमेंट को मिलना चाहिये नहीं मिलता है। यह बड़े दुःख और खेद की बात है कि गवर्नमेंट

जिस किसी काम को, अपने हाथ में लेती है तो उसमें गड़बड़ होती है और काम ठीक से नहीं होता और रुपये का अपव्यय होता है। क्या सिंदरी की रिपोर्ट पढ़ें और क्या फाइनेंशियल कारपोरेशन की रिपोर्ट पढ़ें सारे कार्यों में रिपोर्ट में मिलता है कि गड़बड़ी है। मैं अपने रेलवे मंत्री की सेवा में निवेदन करूँगा कि वह रेलवे का शासन प्रबन्ध लॉह हस्त से चलाये जिससे इस में कोई गड़बड़ न रहे और देश को इस इंडस्ट्री से अधिक लाभ मिल सके। रेलवे में गड़बड़ की बातें पहले अक्सर सुना करतें थे लेकिन अब उम्मीद है कि चीक यह मुहकमा उनके हाथ में है और नये रेलवे बांडों का संचालन हो गया है तो वह गड़बड़ दूर होगी और इस चार परसेंट मुनाफे को अपने समय में ही आप आठ परसेंट कर के दिखा देंगे। चार परसेंट से भला नहीं हो सकता, हमें अपने मंत्री महोदय से आशा करनी चाहिये कि वह दो वर्ष के अन्दर इसको आठ परसेंट तक बढ़ा कर ले जायेंगे और इसको बढ़ा कर ले जाने की क्षमता उनमें विद्यमान है। इसके अतिरिक्त इस रिपोर्ट में वेंतनों के उच्चतम स्तर को कम करने की ओर कहीं संकेत नहीं है, हमें वेंतनों की समस्या पर भी गम्भीरता से विचार करना चाहिये। इस सम्बन्ध में गांधी जी के पास एक पत्र में लिखा था कि आज क्या ब्रिटिश राज्य की ही तरह कांग्रेस राज्य नहीं हो रहा है और क्या ब्रिटिश काल की तरह आज भी गवर्नर और दूसरे ऊँचे सरकारी पदाधिकारी वही लम्बे लम्बे वेंतन और भत्ते आदि नहीं पा रहे हैं, गांधी जी ने उसके सम्बन्ध में लिखा था कि मुझे तमाम आंकड़ों के सम्बन्ध में पूरी जानकारी नहीं है। इसीलिये मैं नहीं कह सकता कि यह आंकड़ा सही है या गलत लेकिन अगर उनमें कुछ भी आधार हो तो मैं आपकी बात से सहमत हूँ कि हम ठीक दिशा में नहीं जा रहे हैं। हम उधर भी देखें कि हम कुछ खर्चा कम भी कर सकते हैं या नहीं कर सकते हैं और मैं यह मानने को तैयार नहीं हूँ कि इस में खर्चा कम नहीं किया जा सकता।

अधिक न कहते हुए मैं सिर्फ यही कहूंगा कि यह जो रिपोर्ट आई है यह तो पांच वर्ष के लिये पास ही करना है लेकिन पांच वर्ष के भीतर आप फिर कमेटी बिठाइये और साथ ही यह जो भूषाचार कमेटी बैठी हुई है उसकी भी रिपोर्ट अपने सामने रखकर आप डिबेटिंह को और अधिक बढ़ा सकें तो दश का बड़ा कल्याण होगा और उससे राष्ट्रीयकरण जो हो रहा है उसमें और अन्य सब विषयों में प्रगति होगी और अगर इसी एक राष्ट्रीय व्यवसाय में जो आज हमारा है हमारी तरक्की नहीं होती और हम मुनाफा नहीं करते तो हम नेशनलाइजेशन के लिये अच्छा नमूना पेश नहीं करेंगे। मैं शास्त्री जी से बहुत उम्मीद रखता हूँ और मुझे आशा है कि वह अपने लौह हाथों से कड़ाई के साथ इसका काम चलायेंगे और नई पार्लियामेंट के आने के पहले पहले दो वर्ष के अन्दर ही चार परसेंट से पांच परसेंट और छः परसेंट करके दिखा सकेंगे।

दूसरे यह जो रेलवेज में क्लेम्स आते हैं इनके बारे में भी काफी गड़बड़ पायी जाती है, अक्सर झूठे क्लेम्स आते हैं। माल रक्खा हुआ होता है लेकिन उसका क्लेम ले लिया जाता है और क्लेमेट और क्लेम्स आफिसर मिल कर क्लेम्स का रुपया बांट खाते हैं और फिर दो वर्ष के बाद माल पांच रुपये में नीलाम कर दिया जाता है। यह सारी गड़बड़ियाँ आजकल रेलवे विभाग में हो रही हैं और मैं मंत्री महोदय से चाहूंगा कि वह इन सब अनियमितताओं को रोकें जिससे रेलवे विभाग की आय बढ़े। इन शब्दों के साथ मैं अपना भाषण समाप्त करता हूँ। जहाँ तक इस मौजूदा रिपोर्ट का सवाल है, इसका समर्थन तो करना ही है और मैं उम्मीद करता हूँ कि आप विभाग का संचालन उत्तम रीति से करेंगे।

Shri Velayudhan (Quilon cum Mavelikkara—Reserved-Scheduled Castes): I have gone through this Report very carefully and I am very glad to say that it has been completed sooner than was expected.

I remember that in 1950 when I spoke on the railway budget in the Provisional Parliament, I had made certain suggestions regarding the reorganisation or reformation of our railways.

Mr. Deputy-Speaker: The hon Member may stop now. He may resume tomorrow.

5 P.M.

#### PREVENTION OF DISQUALIFICATION (PARLIAMENT AND PART C STATES LEGISLATURES) SECOND AMENDMENT BILL

The Minister in the Ministry of Law (Shri Pataskar): I beg to move for leave to introduce a Bill further to amend the Prevention of Disqualification (Parliament and Part C States Legislatures) Act, 1953.

Mr. Deputy-Speaker: The question is:

"That leave be granted to introduce a Bill further to amend the Prevention of Disqualification (Parliament and Part C States Legislatures) Act, 1953."

The motion was adopted.

Shri Pataskar: I introduce the Bill.

The Lok Sabha then adjourned till Eleven of the Clock on Thursday the 16th December, 1954.