

[Prof. Madhu Dandavate]

compelling situation made it clear that we have not accepted the two nation theory based on religion. Therefore we are proud that India is the second largest country in the world where there is the largest Muslim population. It is not Pakistan; but it is India. Because we have not accepted the two nation theory.

SHRI RAJIV GANDHI: Sir, the name that I read out in the book, Mr. Jethmalani, I believe has also written a letter commending that book to various people. To the best of my recollection the Hon. Member was elected from a State where the Hon. Member's party supported him to win...*(Interruptions)*...sponsored him.

I would look forward to the Janata Party or the Janata Dal or whatever it is now I am not too sure, or Front or whatever it is. *(Interruptions)*... should take some action against the gentleman. Has any action been taken?

Yes, I know Hon. Member Dandavateji's position on this. I have no doubt on Dandavateji's integrity or nationalism or patriotism. But what action are they taking with that Member? *(Interruptions)*

PROF. MADHU DANDAVATE: Leave it to us. We have never asked the Prime Minister what action he will take against the person who had taken a contradictory stand on the Muslim Personal Law and also on Shah Bano's case..*(Interruptions)*... We will sort it out. We will assure the House..*(Interruptions)*... It is not for him to suggest that we do this.

DR.V. VENKATESH (Kolar): About Mandal Commission I want to ask Sir.

MR. SPEAKER: No. Not allowed. This is not a debate.

SHRI RAJIV GANDHI: Sir, the letter was written in the beginning of September 1988. It is now five months, six months

already.

MR. SPEAKER: A number of amendments have been moved by Members to the Motion of Thanks. Shall I put all the amendments to the vote of the House together or does any Hon. Member want any particular amendment to be put separately? I find nobody is pressing. I shall now put all the amendments together to the vote of the House.

The amendments were put and negatived

MR. SPEAKER: I shall now put the main Motion to the vote of the House.

The question is:

"That an Address be presented to the President in the following terms:-

'That the Members of Lok Sabha assembled in this session are deeply grateful to the President for the Address which he has been pleased to deliver to both Houses of Parliament assembled together on the 21st February, 1989.'

The motion was adopted.

MR. SPEAKER: We shall reassemble at 2.30 p.m. after Lunch.

The Lok Sabha adjourned for Lunch till half past Fourteen of the clock.

The Lok Sabha re-assembled after Lunch at thirty-six minutes past Fourteen of the Clock

[MR. DEPUTY SPEAKER *in the chair*]

RAILWAY BUDGET 1989-90—GENERAL DISCUSSION

[*English*]

MR. DEPUTY SPEAKER: Now, we shall take up general discussion on the Railway Budget for 1989-90. Prof. Madhu

Dandavate may initiate the discussion.

PROF. MADHU DANDAVATE (Rajapur): Mr. Deputy Speaker, Sir, in offering my observations on the Railway Budget for 1989-90, at the very outset, I would like to make it clear that my criticism would not be directed against the Minister nor the officials of the Railways because I know it from personal knowledge that as far as the Railway cadre is concerned, that is one of the best in the world. That's why wherever the talk of rehabilitation of ruined railways was to be undertaken as in Nigeria, it is our cadre of the Railways that was sought for. Therefore, my criticism would not be directed against individuals. But I would like to concentrate on the imperative need to make certain changes in our systems and policies and particularly the financial and technological innovations and more so, the Centre's approach to the Railways, particularly in connection with the financial assistance to be given to the Railways. It is in that context that I would try to analyse the entire Railway Budget.

We find that probably for no fault of the Railways, the Railways have to face stagnancy as far as the system is concerned. We are proud that ours is the second largest railway under single management in the world. The network has remained stagnant at 61,000 route kilometres. A crore of passengers travel on the trains. When we are conducting the proceedings of this House at this point of time, more than a crore of passengers-suburban and non-suburban are travelling on the trains. Every day, our Railways are carrying the freight of the order of nine lakh tonnes. Due to various factors, the Railways are facing financial stringency.

Rather than going to only what lines are to be laid and what lines are to be converted, I would like to concentrate on basic problems. I would crave your indulgence to give me a little more time. For three days, we were absent. I would like the backlog to be utilised.

Let me come to certain financial contradictions. The financial arrangements, as far

as the finances of the Railways are concerned, are such that unfortunately they have to solely depend upon the resources that are mopped up through increase in freight rates and passenger fares. I am not raising the question in a theoretical way. I would substantiate this point on the basis of traffic pattern as it exists and has been projected in this very Budget very ably by the Ministry of Railways. Increase in freights and fares has become inevitable consequence. The Railway Minister for generating internal resources has to rely on this. You will be surprised to know that as more and more revenue earning traffic grows, more and more burdens are to be thrown on those who conduct the freights and those who act as passengers. I would like to quote very interesting figures. I will show you the trend that the revenue earning traffic of the Railways went up and in spite of that, the freights and passenger fares went up in order to mop up the revenues. In 1980-81, the revenue earning traffic was 195 million tonnes and at that time the increase in freight rates and fares was Rs. 204 crores. In 1981-82, the traffic went up to 221 million tonnes and the resources raised to Rs. 436 crores. In 1982-83 the revenue earning traffic was 228 million tonnes and the increase in freight rates and fares was Rs. 261 crores. In 1983-84, the traffic was 230 million tonnes and the amount was Rs. 489 crores. In 1984-85, the traffic was 236 million tonnes and the amount was Rs. 114 crores. In 1985-86, traffic was 258 million tonnes and the amount was Rs. 495 crores. In 1986-87, the traffic was 277 million tonnes and the amount was Rs. 396 crores. In 1987-88, the traffic was 290 million tonnes and the increase in freight rates and fares was Rs. 507 crores. As per the revised estimate, the traffic was 303 million tonnes in 1988-89 and the increase comes to Rs. 622 crores. For 1989-90, as per the Budget estimate, the revenue earning traffic is 316 million tonnes which is a fine performance and since we had the maximum tonnage, the amount has increased to Rs. 876 crores. I have omitted the decimals while giving the figures. Right from 1980-81 to 1989-90, we have a record performance, record movement of the

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freights and we have the record increase in freight rates and fares. So, better performance brings better burdens. That seems to be the relationship between the finances and the rate of traffic. This is happening because certain changes are needed. Railway Minister alone or Railway Administration alone cannot be blamed. We as a whole, the Central Government and the Parliament have to address ourselves to this particular proposition. If we consider the allocations that have been made, the plan outlay for the Railways, if they are considered in all the Five Year Plans, from the First to the Seventh, it may appear that in absolute figures, the outlay has gone up. But merely the outlay going up in absolute terms is not sufficient. What is the percentage of GNP that has actually given this outlay is more important. Therefore, you will find that in the First Plan, i.e., 1951-56, the expenditure on Railways as a percentage of total plan expenditure was 11.05 per cent and the actual allocation comes to Rs. 217 crores. For the Second Plan, i.e., 1956-61, the percentage was 15.43 per cent and for the Third Plan, i.e., 1961-66, the percentage figures is 15.45 and all of a sudden, we find a drop in the Fourth Plan, i.e., 1969-74, the outlay for the Railways came down to 5.92 per cent. In the Fifth Plan, it is 5.99 per cent. Again in the Sixth Plan, it came down to 5.23 per cent. In this terminal year, the figure for the entire Seventh Plan is 6.9 per cent. I know that the Central Government and the Planning Commission will say that in the First Plan they have given Rs. 217 crores and Rs. 12334 crores for the Seventh Plan. But they forget that there is increase in passengers fares and passenger force is bound to increase because of population growth in the country. When the population grows, the passengers are bound to grow. One foreigner who came to India asked me as to how many people travel by train everyday. I replied as one crore. The population is 80 crores and 1/80th of the population travel by train. I took him to Bihar and he found that a number of people are travelling on the ceiling. He was surprised. I told him that while

we want to put a ceiling on the population, but these people are on the ceiling of the Railways. Population is growing. More people are travelling and hence more mobility from one place to the other. As a result, passenger service grows but the network remains constant. In supposition of this, the working expenditure is going up. For the better performance of the Railways, the Centre should be able to give better allocation in terms of percentage and absolute terms. But the figures has come to 6.9 per cent. The Railways need be considered as a single department. For the performance of steel sector, coal sector, industrial sector, movement of foodgrains, etc. everyone has to depend on the Railways. Therefore, it should not be treated as allocation only for one department of the Government. The Parliament must pressurise the Government, the Planning Commission and the Finance Commission to see that better funds are made available to the Ministry of Railways so that they will be able to show better performance.

As far as financial constraint and Capital Structure Committee recommendations are concerned, they are important. In 1924, the Railway finances are separated from the general finances and till 1977, the same old capital structure and the finance system has continued. The Capital Structure Committee made certain recommendations. I am glad that some of them are also implemented. For instance, all dividends, liabilities will be treated as deferred liabilities. It is a very good reform but there are so many things that have to be gone through. The Committee made so many conditions. One problem is that of the dividends. Formerly, whenever any project was undertaken by the Railways, we have to borrow the capital from the general revenues and on that 6 or 6.5 per cent dividend had to be paid. Sometimes, the dividend liability was such that the Minister could not manage from the funds of the Railways, from the Budgetary provisions and therefore, they would borrow from the general revenues to pay the dividends to them. It is something like interest on interest. These are the days for compound interest.

The troubles are also compound. We find that the phenomenon itself was most disastrous. Therefore, one very significant recommendation of the Committee has been accepted that only when surpluses are mopped up, at that time, the dividend shall be paid and if the Railways are in the red, then all those dividends and liabilities should be treated as deferred liabilities. They should be paid only when the finances are improved. This is one aspect. But there are many other aspects. For instance, there are new lines that have to be constructed. Now, the Planning Commission insists that unless there is a substantial return on those lines, the lines should not be granted. What could the poor Minister do? He gives an assurance that the matter is under consideration, and in Planning Commission, the matter is out of consideration and the game is over. It happens because the traditional norms of returns on the lines and projects are being followed. As far as the backward areas are concerned, even in the question of dividend liabilities and the dividends to be paid, just as we have got certain concessions and reservations for the weaker section in the society, preferential opportunity must be given to the railways. Very often friends coming from Orissa, Bihar, Madhya Pradesh, Vidarbha, Marathwada, Konkan and other southern areas, or whichever are the backward regions or backward areas, they always demand for more and more railways, not because they want to have the glory of the railways, but they know that the railways are the infrastructure for development. More railways means more development and more development means more progress of that particular State. But if you go to the Planning Commission, they say—Give us the figures as to what will be the return. Return is always there if there is industrial development. When you go to any public sector or to any private entrepreneur to tell them to put up industries in the backward areas, they say, where is the infrastructure of the railways to carry raw material and carry the finished products. When we go to the Planning Commission, they say, where are the industries, so that they can give the railways and get the return. The question is,

whether the hen comes first or the egg comes first. Those of us who are non-vegetarians, we prefer both. And, therefore, we would always want that let there be a parallel movement, do not talk of whether this comes first and whether the other comes first. Allow the backward areas to develop the railways and you will find that gradually the industries would come up, and that would be better for the India as a whole. But in the intermediate transitional period, they would not be able to give the returns. There would be losses on such construction projects. When the capital is borrowed from the Centre, we have to pay large dividends. The recommendation that was made by the Capital Structure Committee was that whenever especially the lines in the backward areas are undertaken, for these construction projects, you should exempt them from the dividend so that there should be less losses; they will have a little elbow room. That is the parameter that has to be accepted.

Then, the social burden. Ours is one of the unique railways in the world which has to bear the entire social burden on its own. The social burden was more than Rs. 1653 crores in 1987-88. The figures for this year will have to be computed afterwards. But that much was the social burden in 1987-88.

I would very much like and would like the Parliament united to request the Planning Commission that as far as the social burdens are borne by the railways, they do not bear only for the profits or advantages of the railways; they do it as a social burden, they do it for the entire country. For instance, defence materials have to be moved and there is a concession; foodgrains have to be moved and there is a concession on that. There is priority, A, B, C, D etc. and accordingly you will find that different concessions and priorities are given. All this is done and the social burdens are held more in the interest of the country's economy as a whole. They should take note of it.

You may raise the question if there is any precedent. For the conviction of this House, I would like to point out that in U.K.,

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the British Railways were given public services obligation grant by their Central Government of the order of 803.8 million pounds in 1987-88, the same year of which I have mentioned the figure of our social burdens. The Swiss Federal Government during 1987 subsidized their railways to the extent of Swiss Francs 510 million as compensation towards regional passenger traffic. They took that much responsibility. Then Deutsch Marks 13,68609 million were given by the Federal Republic of Germany towards compensation of social service. Canada's Federal Government gave for four years Canadian Dollars 300 million for rehabilitating branch lines. Then, nearer home, Japan gave Yen 93000 million toward social burden. Then, France Government gave French Francs 3500 million to the railways there towards social burden. For the lines in the backward areas, this will be of a great advantages in India. If either partially or fully, the social burdens of the railways are lifted by the general revenues and I have quoted precedents of a number of countries; not that we are asking to have the same pattern in this country. It is quite different from the pattern there, because there the railways are run very efficiently. Japanese railways are supposed to be very efficient. The famous bullet railway is in Japan. But they are able to try this experiment, because they are not required to bear the entire social burden on their own; they are given requisite help subsidies and assistance from their respective Government.

15.00 hrs.

Look at the working expenses and receipts. The total receipts at the present level of freight and passenger rates are Rs. 9757 crores. The miscellaneous receipts we are told are Rs. 100 crores. Through increase in freights, the railways will mop up Rs. 876 crores. This being an election year, he has not touched the passengers; he has touched only the freight. But touching the freight means not touching the hands of the passengers, but touching the pockets of the

passengers. When the freight goes up, it will have an inflationary pressure. The whole economy will be disturbed, the traders will take advantage, the producers will take advantages and the prices of the commodities will go up. We will, therefore, clap the Minister that the passengers are not affected. But while we are clapping, somebody puts his hand in our pocket, taking advantage of our applause, and takes away the money. That is what is happening. Therefore, in totality the gross receipts will be Rs. 10733 crores, the working expenditure is Rs. 9788 crores, dividend liabilities are Rs. 805 crores. That means the gross expenditure is Rs. 1059 crores. Therefore, the surplus comes to Rs. 140 crores. Do you think that will remain in the pocket of the Minister, not individual I mean institutionally? Not that, because that has to be adjusted against the dividend fund. And, therefore, ultimately though here he will be telling the House that the surplus is Rs. 140 crores, what has happened, it is very beautifully adjusted and balanced with the dividend fund. So, ultimately the entire budget is balanced and we get stagnancy; not because the railwaymen have not worked, not because the officers have not worked, not because the technicians have not worked, not because the Railway minister has not applied his mind, but the system is such that the Railway Minister has to function within the parameters that have been provided to them. And, therefore, within that he tries to have more elbow room or more cushions here and there and try to run the railway and try to have resource mobilisation.

Sir, economy is need from technological innovation and financial devices. I would like to state this point. Energy and fuel conserving designs are needed. Railways have some of the best scientists. RDSO is doing very good work. It may be encouraged to have more and more innovations. We must try to use the technology, machines and engines. At every level, whatever machine or whatever engine we utilise the entire design can be made in such a manner that we can conserve the fuel and we can conserve the energy. It is possible to do; not that

the Railways have not done it. Railways have succeeded to some extent but further innovation is necessary and we should concentrate on this point so that we have the machinery and technology which will conserve the fuel and energy.

Take for instance the three types of tractions. The Minister has made a very welcome declaration. He says that by 2000 year the steam traction would be completely phased out. We have steam traction, diesel traction and electric traction. Due to inflation figures might have changed slightly but if I remember rightly, if we take a train weighing 1000 tonnes moving with 1000 gross tonne km haulage, the expenditure for steam traction will be Rs. 12/Km, for Diesel traction it will be Rs. 6/Km and for the electric traction it will be Rs. 3/Km. These figures might have become outdated because fortunately we have economy in which the prices go up and as a result of that you will find that all this pattern might slightly change but this will give you the relative ratio. Therefore, when we want more and more electric traction, it is not because we want the sophisticated traction but fuel-wise and energy-wise it is more paying. Therefore, that has to be done.

The Raj Committee Report is already there with the Minister. They try to investigate why electric traction is not possible on a bigger scale. The real constraint of the Ministry is that if you try to have electrification of the routes the preliminary investment that is required for the electrification of 1 km route is of the order of about Rs. 10 to Rs. 12 lakhs per Km. That has to be brought down. The Raj Committee made recommendation. For instance in spite of Copper you can use Aluminium category. So many other devices can be used and as a result Sir, Rs. 10 to Rs. 12 lakh investment can be brought to Rs. 8 or Rs. 9 lakh. Therefore, it will be easier and cheaper to have a greater degree of electrification in order to go in for a better electric traction. That has to be done.

Then, as far as the rails are concerned, we have the conventional rails. We have got the fish plates. This fish plate from the safety

point of view and also from the point of view of the accidents by sabotage is very dangerous. One can remove it and an accident can be engineered. So, if you have a long welded and short welded rail not only the safety of the railway track is increased but because of the welded rails you will find that the wear and tear of the entire rolling stock can be decreased and energy can also be conserved because in friction and other things a lot of energy is waster. Therefore, that must be done.

More modernisation is needed. Of course, it must be conducted in such a way that it must be done in a phased way. I would very much like to know why that system is not followed. Very often what happens is that the Minister projects his Budget and then he goes to home. I am not objecting to his going home. When he goes home; he feels that he has presented a very fine Budget; he has projected certain receipts and certain expenditure for the whole financial year. All months are not equal. Some months are lean months and some are prosperous. For instance, when sugar is produced at that time there will be more movement of sugar. Similarly in the growing season there will be more movement of the produce. In other way, some months are lean months and some months are prosperous months. Accordingly, we must have Budget projections right from the 1st April to the next 31st March. Projections must be fixed month-wise. But I would very much like that the Minister should take a personal interest, go around all the zones, sit with all the technicians, accountants, engineers, technologists of all the zones and see that the targets of the expenditure and receipts are fulfilled or not. If one zone has done it than that should be the ideal for the other zone also. So, like that if from month to month rigorous monitoring is done then in that case it should be possible to see that not only the targets are reached but we go ahead of the targets and thereby the finances can be slightly improved.

Better allocations from the Planning Commission are necessary, and capital structure revision is also required. Now, Sir,

[Prof. Madhu Dandavate] a word about the lines in the backward areas. Sir, we have the traditional norms to which I have referred. I am glad that for certain selective backward areas the Railway Minister has said that they are in favour of fund to be raised through bonds. I think that must be undertaken on a larger scale for various backward areas. Then there should be dividend exemption for those lines which are being constructed in the backward areas till they get better returns. Sir, there are so many backward areas, like Bihar, Orissa, Kerala, Konkan, Marathwada, West Bengal. Well, I am prepared to call the entire country backward. I committed a mistake in referring to some of these areas. What I say is that as far as backward areas are concerned, some different norms have to be followed. I would request the Hon. Minister that when he sits with the Draft Budget Plan in order to decide whether the conversions are to be there and where is the concession to be given for the construction of new lines, it is better to sit with a map of India. Sometimes there is temptation, I don't want to refer to anyone but there was a Minister who converted the small division into the All India. He had such a spirit of magnanimity that he converted a division into India. Therefore, it is better that while preparing the Budget the Minister should sit with a geographical map and for the satisfaction of the Members of Parliament give conversions to some areas; give some new lines to some areas and some more facilities to other areas and of course, surveys to others. The other day I said if there is a will there is railways and if there is no will there is no survey. I said it with a sense of humour; don't take it literally. Therefore, survey should not be a substitute for giving of railways. But even that aspect has to be borne in mind.

PROF. N.G. RANGA (Guntur): Strategic areas also.

PROF. MADHU DANDAVATE: I fully agree with Prof. Ranga. His suggestion emerges out of his maturity and experience. It is not only the backward areas that are

important but those areas which are sensitive from the defence point of view and from the economy of the country, even they must be included and I say of them also this concession should be made available.

Safety aspect is very important. One must see that the automatic warning system should be introduced on a larger scale. I don't want to go into the details.

Then the hours of duty must be respected; otherwise if we have a tired railway driver driving the train, some time the accident occurs. Intermediate checks are very necessary. In some of the zones they were discarded altogether.

In Railways even the firemen are given the training in driving. It is necessary that the fireman should know driving. Sometimes if some terrorists enter the driver's chamber and kill him and his colleague, then the train may go astray. Therefore, a very good system is introduced in Railways so that the firemen also can drive the trains in times of emergency. But sometimes, we turn emergency into normalcy. You may think of disposing of some drivers and allowing the firemen to drive the trains. That should not be done.

AN HON. MEMBERS: If the fireman is also killed?

PROF. MADHU DANDAVATE: Then, of course, we have to pray to God. I have been mentioning the welded rails must be introduced in a big scale.

Now I come to primary renewals. Primary renewals are badly needed. I do not want to blame the Railway Minister again. Greater allocations are necessary to carry out all these things. Sometimes, due to heavy haulage, a single rail undergoes a multiple fracture just like a bone fracture. There is a backlog of 15 to 20 thousand KMs in primary renewals. This is a great threat to the safety of passengers and Railways also have to suffer great losses. Primary renewals should be carried out immediately.

Automatic signalling should be increased. At the unmanned level crossings, the number of railway accidents per year is about a hundred on an average. Again this is not the mistake of the Railway Minister because our rules and schedules say that wherever an unmanned level crossing is to be converted into a manned level crossings conversion and recurring expenditure must be borne by the local bodies. Poor local bodies have not only decentralised power, but decentralised finances also, which have already vanished. Since they cannot bear the expenditure, unmanned level crossings are not converted and as a result one hundred accidents take place on an average per year. So, I suggest that the Railway Minister should get the vulnerable railway crossings examined without relying on the local bodies to give the necessary finances. On your own, please try to go for conversion of unmanned railway crossings into manned level crossings.

Now I would like to say a little about the Railway employees. It has been established that the demand of the Railway employees for productivity linked bonus is a correct one. It is advantageous to the management as well as to the railways. More bonus leads to more productivity. Productivity is going up as a result of this productivity-linked bonus. This time, the employees have got 44 days of bonus. The radicals are giving a slogan, "We want only 8.33 per cent bonus". I say "If you get more, have you any objection?" They are getting bonus not for 30 days but for 44 days. This is an incentive to productivity. But I would like to suggest to you Mr. Minister not leave it to the vagaries of the agreement arrived at periodically, because in that case you have to renew the agreement over and over again. The workers are always worried over this aspect. They fear that it may be scrapped when the period is over. Please make it sure so that in the Railways, productivity linked bonus is a statutory provision. In the Railways, there must be a statutory provision that bonus will always be linked with productivity, so that there will be no uncertainty, as far as railway employees are concerned.

Mr. Deputy Speaker Sir, the PNM or the JCM must be activated a little more. They are there and they are functioning. But when you go into their work, you find that a number of problems are pending.

Now I would like to say one word about the commissioned bearers. When we travel in the trains, the commissioned bearers serve us. Long time back the situation was, when we had to travel my wife and your wife—now you have also one!—used to give us food and we travelled with our own tiffin carriers. When the commissioned bearer comes and asks, "Shall I get you the food Sir?", I say, "No, I prefer the food given by my wife." I do not spend anything and he does not get any commission and so he suffers. The income of the railway bearers should not be left to the vagaries of our wives. It should be according to his job requirements. Now one after another, in more and more sections, the commissioned bearers are being converted into full-fledged railway employees. I know that that process is continuing. But I would request the Railway Minister to speed up and complete the process of converting all the commissioned bearers into full-fledged employees so that they can get all the benefits and securities.

I made certain suggestions in which it is not merely the Railway Ministry that is involved. It is the Government as a whole that will be involved. It will be the Planning Commission which will be involved. It will be Finance Commission that will be involved. If you do not rule it out, I would incidentally make a slight suggestion that the tenure of the Planning Commission should be made co-terminus with the tenure of the Finance Commission. Today what is happening is that the Planning Commission takes all decisions of allocation and then on that framework, we find that the Finance Commission has to think about the problems. If you make their tenures of five years co-terminus, work can be coordinated in a better way.

I may tell you from experience that as far as the Railway Minister is concerned he has

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a number of mothers-in-law and some sisters-in-law too. Prof. Ranga, I will explain it to you. Our Railway Minister is a daughter-in-law. The first mother-in-law is the Finance Minister. The second mother-in-law is the Finance Commission. And the third mother-in-law is the Planning Commission. I will not say that the Prime Minister is also a mother-in-law. If Mrs. Gandhi were here, I would have said that the Prime Minister is also a mother-in-law. These are the three mothers-in-law and the daughter-in-law has to satisfy them. They try to see that whatever is demanded by them is fulfilled by the daughter-in-law. Sometimes if some Ministries want Rs. 100 crores, they themselves will demand Rs. 150 crores so that they will certainly get Rs. 100 crores. I think such manipulations are uncalled for. The mothers-in-law must be able to take care of the daughter-in-law in a more affectionate manner.

THE MINISTER OF STATE OF THE MINISTRY OF RAILWAYS (SHRI MADHAVRAO SCINDIA): Does it imply that the Railway Minister has also got three wives?

PROF. MADHU DANDAVATE: Sir, I referred to the Sisters-in-law. I will tell you who the sisters-in-law are. The Railway Minister may tell his own experience. Maybe, he will not reveal it here in the House. But confidentially he will tell you. Call him into your Chamber.

Sir, very often, the Railway Ministry makes some demands; Steel Ministry makes some demands; Agriculture Ministry makes some demands. In this process, the other Ministries try to compete with the Railway Ministry. So, sisters-in-law also create problems for the daughters-in-law. Therefore this problem also has to be solved. That can be done by having a proper coordination

of the economic Ministries. If they sit together, the Steel Ministry must be told, the Coal Ministry must be also told, "If you want more special wagons and if you want to get wagons on an out of turn basis and also you want that your stocks should be lifted properly, in that case your job is also my job. But don't try to encroach on my finances because finance is given to me ultimately to utilise for you also." Therefore, this point also has to be borne in mind and I am sure if this is done and if more resources are made available to the poor Railway Minister, then only he will be able to build the railways better. Otherwise what the poor Railway Minister can do? I am not saying poor in terms of rail. What can the Minister do? He cannot sell his place and build up the resources. There also the mother will not allow him. Therefore, I would very much like that better parameters of our entire financial system be constructed. The entire system is revolved. The attitude of the Planning Commission to Railways must change. Better outlays as a part of the entire GNP should be allotted. If they are able to do that, I have got the least doubt that the Railways will be able to get for better performance and there will be no need to increase the freights as well as the passenger fares. When the railway network which has remained stagnant at 61,000 route kilometres, is developed further, in that case I can assure you there will be better infrastructure for railways. That means better industry, better development of the country and a better India. So, that will be the responsibility of the Railways. Let us unitedly stand in this House to see that the hands of the Railways are strengthened, there is better allocation there are better resources and I wish happy rides for the daughters-in-law. //

SHRI K. MOHANDAS (Mukundapuram): This year's Railway Budget is on expected lines. I must thank the Railway Minister for not raising the passenger fare this year. I must also compliment him for the

various concessions he has given to the aged people, the brave, the courageous men, etc.

I cannot however compliment him for the steep increase in the freight rates. Although some commodities have been exempted from this hike, foodgrains, petroleum products, chemicals, fertilizers will certainly cost more as a result of this increase. This is going to affect States like Kerala which is situated far away from the supply point. Together with the increase in the Excise Duty on a variety of commodities in the General Budget the freight increase will push up the prices of a number of essential commodities. Therefore, I request the Government to reconsider the freight increase in respect of some of them.

Sir, whenever the Railway Budget is presented, we in Kerala feel disappointed, because the Railway Minister often forgets that there is a State like Kerala which is very much in the Indian Union and that too has problems. It has been said a number of times that the total route-kilometres of railway lines in Kerala are far below the national average. Even after forty years of independence and Seven Five Year Plans, if Kerala remains below the national average in respect of railway lines, it tells a very sad story. This year's Budget does not give us anything important. Of course, the Minister has said that the Ernakulam-Alleppy Coastal line would be opened to traffic this year. I thank him for that. But this should have been done at least a couple of years back. Even in respect of lines sanctioned years ago, adequate provision has not been made to complete the work. During the past four years, I have been demanding the Trichur-Guruvayoor line. Of course, the line has been sanctioned and some allocation has been made in each Budget. The total amount required for this line in each Budget. The total amount required for this line is Rs. 17.46 crores and only Rs. 5 crores have

been allotted so far. This year another three crores have been allotted. At this rate how many years will it take to complete the work? Same is the case about other items of work such as doubling of track, construction of over-bridges and so on. This year's Budget contains proposals to start new lines, conduct new surveys, in different parts of the country. It also says that 15 new trains will be introduced this year. But no new lines or surveys and not even a single new train has been given to Kerala. Out of the total amount of Rs. 3450 crores being spent this year for different works, Kerala gets just Rs. 17.2 crores.

There are certain urgent demands of Kerala which I want to raise in the House. First, one more daily train should be introduced from Delhi to Kerala. Then adequate summer specials should be run to Kerala from different metropolitan cities so as to benefit the very large Malayalee population living in different parts of North and Central India. Immediate steps should be taken to complete the on-going works like Trichur-Guruvayoor, Alleppy-Kayakulam stretch of coastal railway and doubling of the track between Ernakulam and Trivandrum. The Government of Kerala had sent a number of proposals for survey of new lines. I want an assurance from the Minister that at least some of these proposals will be considered favourably.

Finally, I come to the question of accident. The Minister has quoted some statistics to prove that the rate of accidents has come down. Maybe he is right statistically. But we cannot forget the kind of accident that took place on the Peruomon bridge in Kerala last year. It was a man-made accident. Why should such accidents take place? The Railway has much to answer for. There are many accidents taking place in Kerala. People in that State are afraid of travelling by train. I demand that a high level inquiry be conducted into the accidents. It seems that

[Sh. K. Mohandas] the maintenance of the track is in a very poor shape. These and human failure cause most of the accidents. When Kerala contributes substantially to the Railways' reserve, it become the duty of the Railways to look after Kerala in a better way.

I hope that at least in the coming years, Kerala will get a better treatment from the Railways.

With these words, I conclude.

PROF. NARAIN CHAND PARASHAR (Hamirpur): I rise to support the Railway Budget presented by the hon. Minister, and to congratulate him on managing so well, within so sharp limits. As has been rightly pointed out by Prof Dandavate, the Railway Minister is handicapped for various reasons, and the one major reasons is that of finances.

I do not agree with Prof Dandavate when he says—by implication, of course; not directly—that the Railway Minister should spread the map of India before his table while presenting the Budget. It is a good suggestion, but I think that the Railway Minister has had the whole of the country in view while he has prepared this Budget. What has handicapped him, and what has ultimately been his desire, is to take the railway network to the various parts of the country in a balanced manner. But he has, in his speech, made one important reference: i.e. that no railway lines, at least not the majority of these railway lines or new lines, are located in a single State. They are spread over a number of States.

I remember the approach of the States. In the case of Nangal-Talwara railway line, I approached the Punjab Government for sharing the cost of 3 or 5 Kms of the cost of land from Raj Mahakpur which is on the

border of Himachal. They said: 'Well; though it is part of Punjab, it would not benefit Punjab at the moment; but when it crosses to the other end—because at the other end also it will join Punjab, i.e. Mukherian and Talwara—then we will bear the cost. But initially it is for the benefit of Himachal. So, let the Himachal Government bear the cost.' So, this is the attitude of the States. There is need for re-thinking on the subject. If a railway line is a joint project, to cover 3 or 4 States or two States at least, then it should be the responsibility of both the States to adopt this line as a joint line, a line for both of them—not for one single State. As has been pointed out by the Railway Minister, the Western Coast line is to benefit three States; and at some sections, let us say between Mangalore and Udipi, it is one State, though it is going ultimately to touch Bombay; so, it is going to touch Bombay and, therefore, the three States will ultimately be benefited. How can you start the work in such a manner that one-third of the construction work takes place in one State, and another third takes place in another State, and that the remaining portion is done in the third State, and all the three sides join only when the construction is to be completed? On the other hand, it has to start from one end and then opened to traffic section by section. So, this approach is quite normal and scientific, and should be continued. As on date, there are 26 ongoing projects; and these ongoing projects were examined by the Railway Convention Committee also—some of them are of such vital importance that the Prime Minister laid the foundation-stone; in the other cases, the Railway Minister lays the foundation stone. And they have not been able to progress beyond certain limits because of constraints in finances. Now, these 26 projects are involving a length of 2315 Kms. Just imagine: the present route kilometreage of the Indian Railways is 6100-odd Kms. When 2315 Kms of traffic route kilometreage is to be constructed and to be added on to the railway system, then it means that

about one-third is under the process of construction of the entire existing system. So, if we are able to complete this, then we would be able to touch the figure of 9,000 Kms. and there will be a big achievement. But, for this, what is the requirement? The requirement is Rs. 1781 crores. Think of this big requirement that has to be made available to the Railway Minister so as to complete his task. But what is the present allocation? As he pointed out in his own speech, the Railways have adopted the approach that a project or a line which is nearing completion must be given the highest priority, so that it is completed and then some other lines are taken up. And so instead of spreading the butter too thin over the entire cake, it is better to concentrate on certain selected projects. Though personally, it may not benefit me, or it may not benefit my State, but this is the only logical approach that should be adopted and he has allotted Rs. 90 crores to one railway line in Orissa—Rs. 80 crores to one project and Rs. 10 crores for the other project—and the rest of the money for the entire country, which is very small. So, this is a good approach because that Rs. 90 crores or Rs. 90 crore project is going to be completed and the rest will be taken to the other side.

Similarly, he has given a commitment that all the lines in the North-Eastern States would be completed in the next year, or during this year, the year for which this budget is being presented. That would mean that at least one portion of the country which is neglected so far has been looked after well. And then he would turn to the other on-going projects.

Similarly, there are some conversion projects, in those conversion projects also there are eight on-going projects which involve 1205 kilometres of railway lines and this requires Rs. 442 crores. So, this is a big sum. If you add this 1781 and 442 it goes beyond Rs. 2000 crores and the allocation is

very poor. So, I would be pleading with the Planning Commission and the Prime Minister and his Cabinet to allow the maximum resources to the Railways for the expansion of their network, because the entire nation looks to the Railways. And this is not a question of one State or another because Himachal is not located in one part of the country and isolated from the other parts of the country. Punjab also is there, Himachal is there, Haryana is there, Uttar Pradesh is there and so on. So, any State which is surrounded by other States, like the State of Madhya Pradesh, has to be taken as a whole. People criticise the Railway Minister for taking the new trains to Madhya Pradesh. But Madhya Pradesh has to cater to Bombay, it has to cater to Madras and so on because Madhya Pradesh is surrounded by eight States. Those of us who have examined the geographical map of India closely, would see that it is one State which is surrounded by eight States of the country. So, any train passing through one State goes to the other States. Therefore, the entire planning has to be on an integrated basis and not on individual isolated State basis. Therefore, whatever has been pointed out—in fact he has reeled out figures—is correct. I said that Madhya Pradesh is backward so far as the average kilometreage of railway trains on the national average is concerned. That is below it. So, it should be our duty to look after all the region of the country and plead for them. So, I am very happy that Prof. Dandavate has made certain suggestions. And one of the suggestions he has made is about restructuring of railway finances. I am also of the view that unless the finances of the railways are re-structured and the three principles are accepted, that is, the lines in the backward areas should not be subjected to any deviations. We should have different criteria also.

We should have given up long ago that remunerative calculation of finding out whether any railway line is in advance going

[Prof. Narain Chand Parashar]

to benefit that area financially or within five years or eight years and if it is not going to be remunerative if the expenditure is to be 5 per cent or 7 per cent," let us not construct it."

Now, there are examples. I will cite the example of Pathankot-Jammu line which was found to be unremunerative as per the survey reports. Now it is so much beneficial to the Railways that there are demands for doubling and the railway track being extended up to Udhampur also. So, lines which were found to be unremunerative at one point of time because there were poor industrial prospects or considered uneconomical may turn out to be very beneficial and financially remunerative at a future reference date. So, this criteria or this calculus of measuring should be changed and the financial aspect should not be taken into account and the wider economic gain that the country and the community is going to have should be examined more closely and we should now adopt what is the economic approach rather than the purely financial or accounting approach. Unless this is done, the justice cannot be done to Railways.

I also agree that the railway department is one on which the functioning of the other departments depends. It is one a single department for which you give one injection and the railway system strengthens itself. The other department like steel must come to them, the coal must come to them. Of course the other things like the Ministry of Labour must also help them, and so on and so forth.

So, whether it is a question of mother-in-law or sister-in-law, ultimately it will come to his.

The Railway Ministry is independent in its operations upon other Ministries and is also a source of strength to the entire eco-

nomie system of the country.

MR. DEPUTY-SPEAKER: You can continue on Tuesday. Now we shall take up Private Members' Business.

15.30 hrs.

COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

[Translation]

Fifty-Ninth Report

SHRI RAM AWADH PRASAD (Basti):
Sir, I beg to move:

"That this House do agree with the Fifty-ninth Report of the committee on Private Members' Bills and Resolutions presented to the House on the 1st March, 1989."

[English]

MR. DEPUTY-SPEAKER: The question is:

"That this House do agree with the Fifty-ninth Report of the Committee on Private Members' Bill and Resolutions presented to the House on the 1st March, 1989."

The Motion was adopted.

15.31 hrs.

RESOLUTION RE: IMPLEMENTATION OF NEW 20-POINT PROGRAMME-
Contd.

[English]

MR. DEPUTY-SPEAKER: Now we take up further discussion on the following Reso-