

Mr. Speaker: He has expressed regret and there it ends.

13.24 hrs.

The Lok Sabha then adjourned for Lunch till Half Past Fourteen of the Clock.

The Lok Sabha reassembled after Lunch at half past fourteen of the clock.

[MR. DEPUTY-SPEAKER in the Chair]

RAILWAY BUDGET—GENERAL DISCUSSION

Mr. Deputy-Speaker: We shall now take up general discussion of the Railway Budget for 1957-58.

Shri Mohamed Imam (Chitradurga): Mr. Deputy-Speaker, it is significant that on the day the Railway Budget was presented by the Minister in charge, there was a major calamity which overtook the Island Express from Bangalore to Cochin near Kuppam. More than 70 lives were lost and hundreds were either injured seriously or maimed. No doubt, the Minister has sent his sympathies to the members of the bereaved families and possibly shed tears too. But I must say that they are cruel tears. It is evident that this disaster occurred as a result of human failure, for which the Minister and the railway administration have to be held responsible.

We are hearing of late of too many disasters by way of railway accidents. In the course of last year, there have been many major accidents involving loss of many lives. A few months back, there was an accident at Bombay in which hundreds of lives were lost. There have been accidents between Belgaum and Poona in which scores of lives were lost. Still the railway authorities seem to be very complacent. They are un-concerned with human lives and this tragedy, I must say, is the culmination of the mis-

management of the railways for which they deserve nothing but censure.

Shri Poonacha comes from the same State as I do. I have great respect for him.

Shri Vasudevan Nair (Peermede): He has come at a bad time.

Shri M. R. Krishna (Peddapalli): He is a very good man.

Shri Mohamed Imam: He is a very good man, and a sincere man. In fact, when he assumed this august office, I felt glad that a person from Mysore has taken over this big responsibility.

An hon. Member: That is parochialism.

Shri Mohamed Imam: But I find that he is helpless, and I am disillusioned. He has inherited the legacies of the mismanagement of his predecessors who have done untold damage to railway finance. At present, his main mission seems to be three-fold, to present a deficit budget, to enhance the freights and fares and reservation charges and thirdly, to dismantle the existing railway lines and introduce bullock cart and bullock age in their place.

Shri M. R. Krishna: He wants it to be done during his time.

Shri Mohamed Imam: That seems to be his mission.

Still the railways have a great part to play in national life. The Indian railways constitute the biggest national undertaking and more than Rs. 3,000 crores have been invested in them. They play a vital role in our national economy, in economic and industrial growth, and a wise and efficient management is required. If that is lacking, the growth of industry is hampered.

At the same time, it must be remembered that the railways are a commercial concern. They must be

[Shri Mohamed Imam]

managed as such. It must be noted that all public undertakings are managed by persons who have no interest in the concerns except their own salaries and emoluments. If the concern sustains a loss, the persons in charge of management are not in the least affected, as the loss has to be borne by the public, by the people; the people have to pay and penalty for the sins of the officers who have been managing it. It has happened in the present case.

The Indian railways are being managed by the Railway board. They are responsible for the financial setback. The railways have sustained loss, during last year, to the extent of Rs. 26 crores and during the current year it is more than Rs. 30 crores. Who is responsible for these losses? The Railway Board and the officers who are managing its affairs. Who is to bear the loss? Not the persons who manage it, but the public. This is the danger inherent in all the public concerns. If there is profit, the people in charge get full benefit. But if there is loss, it is transferred to be borne by the people. In a private concern, if there is a loss, the management has to bear it.

This loss, and deficit, has occurred this year. Any businessman will be surprised that in spite of a marked increase in turnover during the last ten years then should be a loss. (An Hon. Member: It is a state monopoly). Yes. There is a deficit in spite of the fact that the gross earnings have gone up by 200 per cent. In 1955-56, the gross earnings were Rs. 318 crores; in 1965-66, they rose to Rs. 660 crores. During the current year, they have risen to Rs. 847 crores. In spite of this huge turnover, it looks surprising that the railways have sustained a loss. The general experience is that in any business, the greater the turnover the greater is the profit; here it is the other way, the more the gross earnings, the greater is the loss!

What is the reason? There has been unchecked and unbridled expenditure. Working expenses have increased remarkably and nobody has controlled them.

They have shot up from Rs. 215 crores in 1950-51 to Rs. 285 crores in 1955-56 and Rs. 847 crores, during the current year mopping up all the gross earnings? This shows the financial irresponsibility of the administration.

I may give some examples, some cases, where the railway administration has been quite irresponsible by raising the working expenses. The Minister has taken pains to explain that the rise in railway expenditure is due to the fact that they had to pay more towards the cost of materials and meet the cost of increased dearness allowance, of the establishment, but that is not the only reason. There are other reasons also. Working expenses comprise overhead charges, supervision charges, cost of operation and cost of materials. Let us examine the supervision and overhead charges and by how much they have increased. Let us take the cost of the Railway Board.

The Railway Board at present consists of 12 members, 30 directors, 35 Joint Directors and hundreds of Deputy Directors and Secretaries. The Rail Bhavan is overcrowded by them. Formerly there were only 5 members of the Railway Board and a fewer number of Directors. The cost has gone up from Rs. 50 lakhs to Rs. 71 lakhs, and now the cost incurred on the Railway Board is nearly Rs. 1½ crores.

Again, take the cost of administration. Expenses incurred on administration in 1955-56 were only Rs. 30 crores. It went up to Rs. 40 crores in 1960-61, and during the current year it is Rs. 67 crores. The expenses have been doubled. Is this not irresponsible expenditure?

I may give you another example, how money is being spent and working expenses increased. The composite Southern Railway before bifurcation was working very satisfactorily. Nobody had any complaint, regarding its working. But the Railway Board thought of doubling bifurcating and divided it into the Southern Railway and the South Central Railway. Where was the need for it? The result of this bifurcation is that there has been a duplication of the staff, and the officers have been doubled. There are two General Managers, two Traffic Managers and other additional officers. Where was the need for this division.

The Minister in his speech has said that the railways in the Western countries have been managing with lesser number of persons. It is quite true. In Indian railways the total number of employees was 9 lakhs in 1955-56, it went up to 10 lakhs in 1960-61 and now the total number of employees is 13½ lakhs. What are the reasons for increasing the number of employees in the railways? In U.K. they have the same extent of railways as we are having. Their total track mileage is 50,000 miles, and handle the same volume of traffic. But the total number of employees is only about 5½ lakhs. This can be verified by the Minister. For the same extent of railways we are having more than twice the number of employees in the Indian railways. We have quantity but not quality. In spite of this, the number is being added on.

The Minister has stated that he is all out to retrench and reduce the expenses. How can you do it immediately? It is easy to appoint hundred persons at a time, but a hundred persons cannot remove even one person from office. I have given a few instances of how the affairs have been mismanaged, how there has been gross negligence and how many has been frittered away. But the employees have taken very good care of themselves and stand benefited.

The Minister has come forward with the proposal, which is anti-national and insane, of scrapping such railway lines which he finds unremunerative. These railway lines have been there for over a century, and have been catering to the public in their own limited way. If these lines are unremunerative, it is not their fault, but it is the fault of the railway administration. They must be made remunerative and the remedy lies not in their destruction by dismantling, but in their reconstruction and extension. This proposal of dismantling these railways, is foolish and anti-national, and shows their helplessness to improve the affairs of the railways.

Let me take some examples from my own State with which the Minister is familiar. He is too familiar with these lines. They are Chitradurga-Chickajalur, 18 miles; Hospet-Kottur, 40 miles; Boelary-Rayadrug, 40 miles; Mysore-Chamarajanagar and Talguppa-Birur. They may not be paying, but why are they not paying? How did they come into existence? Mysore State had its own railways, it had its own programme of Railway development. I held the portfolio of Railways for some time. These railway lines were built as the commencement of a bigger line according to a phased programme. Mr. V. T. Krishnamachari, vice President of the Planning Commission came to Mysore just before integration, and wanted the Mysore railways to be integrated. He gave a solemn assurance I was also present with late Mr. H. C. Dasappa who was the Minister for Railways at that time—that he would carry out all the obligations of the Mysore railways, and that he would fulfil all these programmes. On his giving that solemn assurance, we transferred all the funds of the railways, the depreciation fund and the beautiful Buildings which we had constructed.

Shri Ranga (Srikakulam): The same thing happened in Baroda.

Shri Mohamed Imam: But after the transfer of the railways, these promises were not implemented. When I spoke last time in the second Parliament, I accused Mr. Jagjivan Ram, who was then holding the portfolio of railways, that he had entirely neglected the South, that not an inch of railway had been added there. I also told him that he had paid more attention to Bihar and round about because blood is thicker than water. But Mr. Poonacha in the course of his first visit to Mangalore had admitted that he cannot take up the expansion of Chamarajanagar-Mysore line, or any fresh line. We are all disillusioned. I think his blood is thinner than water. I have to administer saline injection to make his blood thicker than water.

Anyhow, the fact is that a solemn assurance was given, and it is a fact that the South has been entirely neglected. If you take the density of railways in the whole of India, you will find that the density in Mysore is very poor. I have not got the statistics here, but I can assure him that railway facilities have been neglected. To make matter worse he should not think of scrapping or dismantling the existing lines. I am advising him not only as a Member of Parliament but as his friend. This will be resented to by the people. He will be justifying his appointment and his existence too, only, if he takes up an immediate programme of extending or linking up these two lines. The Hospet-Kottur line with the Chitradurga-Chickajalur line via Jagalur, my own piece. There will be a continuous line of more than 100 miles. It will connect two important main lines. Similarly, if you extend the Mysore-Chamarajanagar line to Salyamangalam, what a prosperous and continuous line will it be right from Pooma to Salyamangalam. The line from Bellary to Rayadrug may be continued to Chitaldroeg and the line from Talguppa may be continued to Bhatkal harbour. It will give a continuous link from Bangalore to Bhatkal. You must pursue these programmes

instead of adopting a destructive policy of dismantling.

I have already said that on account of the mismanagement by the railway authorities, the people have to bear the loss. The Minister has enhanced the passenger fares and railway freights. He has also thought it fit to double the reservation fees and increase the fee of platform tickets. This is a very anti-social and harmful proposal. Yesterday, I listened with great interest to the speech of the hon. Finance Minister, or rather the Deputy Prime Minister. He was very vociferous about holding the price line and curbing down inflation. But on the other hand he has accentuated inflation by his fiscal impositions, by imposing fresh taxes and excise duties. Coupled with the increase in railway freights and fares we can understand the effect it will have on the people who are growing under these taxes. Poor people are now unable to purchase things at reasonable rates. Saying that they want to curb inflation and at the same time indiscriminately increase the railway fares is like blowing hot and cold in the same breath. The present unfortunate state of affairs is due directly to the policies of the Government. The three important causes of inflation are: over-taxation, over-borrowing and over-spending. People have been groaning and suffering but the Government does not seem to realise it and it goes on imposing more burdens on the people. The people have to suffer for the follies, idiosyncrasies and incorrect policies of the Government. People made the fatal mistake of voting you to power and have sacrificed a great deal and they have been groaning under the weight of taxation. Still, the government is taking away all their earnings. This is not the end of the trouble. The Railway Minister has said that the surplus is only marginal. This probably means that there is going to be a deficit next year also and the people will be asked to sacrifice further. How long can the people go on sacrificing? It is true that a cer-

tain amount of sacrifice is expected of the people for the State. But to ask them to sacrifice to an unlimited extent, driving them almost to the point of starvation is totally wrong.

I have placed before you the reasons why this railway budget is a desperate budget. It is the budget of a desperate man or a frustrated man. The Minister says that he is out to effect retrenchment, that there is a ban on further recruitment. But people do not believe him because we learn from papers that one Member of the Railway Board has got a special latrine built for himself so that he could sing for himself. It is also reported that about Rs. 2.5 lakhs are going to be spent on the installation of internal telephones. This is how they set an example of economy. First they should reduce the number of directors on the Railway Board by at least fifty per cent, to the original number when there were only five members on the railway board. If you make a drastic reduction like that, I can assure you that the interest of the railways will not suffer, the interest of the country will not suffer; on the other hand, the country will gain. We are anxious about quality, not about quantity. You admit that our staff is twice as big as other corresponding railways. How should we make them more productive? That is the point. I entertain no hope that the Railway Administration would be improved. They would not heed to our advice and I can only give in the name of the people a clarion call to the Government: if the Railways have to improve, if the finances have to improve, quit; for God's sake, quit in the interest of the country.

श्रीमती जयाबेन शाह (अमरेली) : माननीय उपाध्यक्ष महोदय, पहले जब कभी कोई नया टैक्स लगाया गया है, तो मैं ने उस को वैलकम किया है, लेकिन इस मौके पर यद्यपि माननीय मंत्री जी ने सारी बात बताई है। उसमें हमारी पूरी सहानुभूति है—कि फ्यूल के दाम बढ़े हैं, स्टील के दाम बढ़े हैं और पे कमीशन की आने वाली रिपोर्ट के

अनुसार डीयरनेस एलाउंस बढ़ाए जाने से 13 करोड़ रुपये के और खर्च का अन्दाजा है, लेकिन इन सब बातों को देखते हुए भी मुझे लगता है, कि जो टैक्स इस बार लगाया गया है, मैं उस का विरोध करूँ और इस के लिए मुझे माफ़ किया जाये।

एक ओर तो हम कह रहे हैं कि देश में प्राइस—लाइन होल्ड करनी चाहिए और इस के लिए सब कदम उठाए जाने चाहिए और दूसरी ओर हम स्वयं ऐसे पग उठाने जा रहे हैं, जिस से प्राइसिज़ बढ़ना निश्चित है। आज प्राइसिज़ पहले ही बहुत ज्यादा बढ़ी हुई हैं और अगर वे और बढ़ गईं, तो पता नहीं क्या स्थिति पैदा होने वाली है। इस लिए मेरी प्रार्थना है कि आज की हालत में किसी के द्वारा, कहीं भी, ऐसा कोई काम नहीं किया जाना चाहिए, जिस से आज के बढ़े हुए दामों में और वृद्धि हो। मैं बताना चाहती हूँ कि डेफिसिट को पूरा करने का तरीका केवल टैक्सेशन ही नहीं है। वह तो कई तरीकों और माध्यमों में से केवल एक है।

Mr. Deputy-Speaker: The hon. lady Member may resume her speech on Monday. We have to take up Private Members' Business.

15 hrs.

श्रीमती जयाबेन शाह : वह साढ़े तीन बजे क्यों नहीं हो सकता ?

Mr. Deputy-Speaker: We have put that business for 3 o'clock. Then there is an half-hour discussion.

श्रीमती जयाबेन शाह : मुझे आज जाना है। मुझे ज्यादा नहीं दस मिनट दे दीजिए।

Mr. Deputy-Speaker: It is not possible. It is very difficult.

श्रीमती जयाबेन शाह : मुझे ज्यादा नहीं चाहिए।

Mr. Deputy-Speaker: If you can finish in a couple of minutes, I have no objection; but not more.

बीजती बचाने काहू : तो में यह कहना चाहती थी कि धाज जो टैक्स लने हुए हैं इस के बारे में फिर से सोचना पड़ेगा। यह जो वॉसेजर टैक्स बढ़ाया है इस के लिए मुझे इतना एतराज नहीं है जितना मूडस फेट जो बढ़ाया है उस पर है क्योंकि इस से सारी प्राइसेज बढ़ जायेंगी। उन का धन-दाजा यह है कि परसेंट बढ़ेंगी लेकिन मेरा क्यास है कि इस से कहीं ज्यादा प्राइसेज बढ़ेंगी। इसलिये मैं फिर से बिनती करना चाहती हूँ यह जो फेट बढ़ाया है इस को वापस लिया जाय और कम से कम बाधाओं के ऊपर जो फेट बढ़ा है, उन पर तो बढ़ाने का हमें कोई अधिकार नहीं है। धाज की हालत में हम सन्निडी की बात एक धोर कर रहे हैं कि धान में सन्निडी नैनी चाहिए और इस के बारे में कुछ कार्यवाही करनी चाहिए वहा हम ने उस के ऊपर भी बढ़ा दिया, मेरा क्यास है इस पर बढ़ाने का हमारा कोई भी मारल अधिकार नहीं है। तो उस को तो पहले से पहले धाज ही धगर हो सके तो धाज ही वापस लिया जाय।

मैं रेलवे के एधरिटीज से कहना चाहती हूँ कि यह जो डेफिसिट बताया, जो कमी हुई है, यह क्यों हुई? धाज वैनस की तो सारे देश में ज्यादा मांग है। गुजरात में मैं ने देखा पोरबन्दर में मांग किया है 1 हजार वैनस की, बम्बई डिबीजन में 2 हजार वैनस की मांग है। सिर्फ साराष्ट्र में चार हजार वैनस मांग रहे हैं, काठन है, कोल है, सोडा एंज है, इन सब के लिए जरूरत है। तो धाज कैसे कह रहे हैं वैनस आइविल पड़े हैं और इस कारण डेफिसिट है? और धगर डेफिसिट है तो धाजको अपने हासन में सुधार करना चाहिए। डेफिसिट पूरा करने के लिए इस प्रकार कटौत बढ़ाने का धाज का कोई अधिकार नहीं है। इस लिए रूकोनामी धाज को करनी होगी। नये नये स्टेमंस बनते हैं,

.... (बचवान).... धाज धरा मुझे कहने दोकिर। मैं यह कहना चाहती हूँ कि धाज हमारे देश की जो हालत है पहले उस को हब देखें तब कोई ऐसी कार्यवाही करें बाना का स्टेमन बढ़ेगा बड़ी सुधी की बात है अगर उस में धाज क्या बढ़ाते हैं, एयर कंडीशनड बेटिंग कम है, स्पीडिंग कम करते हैं, ऐसे ऐसे लक्षों की क्या जरूरत है। धाज अहमदाबाद का स्टेमन देख लीजिए, उस पर कितना पैसा धाज ने खर्च किया है, हमारे गुजरात का लेकिन फिर भी मैं कहना चाहती हूँ कि इस तरह के खर्च को बचाए। इस तरह इतना पैसा स्टेमन पर लगाने की जरूरत नहीं है। हो सके तो डबल लाइन बनायें जिस से कि ज्यादा ट्रेकिंग मुब हो सके। तो मेरा यही कहना है कि धगर डेफिसिट है तो उस को रिकवर करने का कोई दूसरा तरीका ढूँढना चाहिए न कि टैक्सेज पर चले जायें। धाज की हालत में रूक भी पैसा धगर टैक्स लगायेंगे तो मेरे क्यास से सारी जनता बहुत परेशान होगी क्योंकि धाज सेपुरेमन प्वाइंट से भी धामे बढ़ गया है और इतना बोसा जनता नहीं उठा सकेगी।

(बचवान).... मैं यह कहना चाहती हूँ यह पार्टी का मामला नहीं है, यह सारे सबन का मामला है, यह सारे देश का मामला है। धाज की हालत में किसी प्रकार का टैक्स नहीं लगना चाहिए जिससे जनता की परेशानी बढ़े।

उन्होंने यह भी कहा कि रिजर्व फंड का इस्तेमाल कैसे करें तो इस के बारे में मैं मंत्री जी से बातना चाहती हूँ कि धाज जनता अपनी बचत खा रही है। ज्यादातर लोगों के पास तो संचिग नहीं है यह धाज जानते हैं लेकिन जिनके पास कुछ है— बहने जा है, जो कुछ भी उन के पास है वह अपना बच बच कर खा रही है। तो रिजर्व फंड की धगर इस्तेमाल करने की जरूरत पड़े तो उस का इस्तेमाल करें। मेरा यह कहना है कि धाजने डाल

अगर मान्यून बन्धी हुई, बारिब हुई और बन्धी हासत देन की हुई तो सप्लीमेंट्री बजट में टैक्स अवर घाप लगाना ही चाहें तो अपना नीबिब बरना इस समय तो बापस से नीबिब यही मेर कहना है।

15.05 hrs.

**COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS
FIRST REPORT**

Shri Hardayal Devgun (East Delhi):
Sir, I beg to move:

"That this House agrees with the First Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 24th May, 1967."

Mr. Deputy-Speaker: The question is:

"That this House agrees with the First Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 24th May, 1967."

The motion was adopted.

15.05½ hrs.

**HINDU MARRIAGE (AMENDMENT)
BILL***

(Amendment of section 13)

Shri N. C. Chatterjee (Burdwan): I beg to move for leave to introduce a Bill further to amend the Hindu Marriage Act, 1955.

Mr. Deputy-Speaker: The question is:

"That leave be granted to introduce a Bill further to amend the Hindu Marriage Act, 1955."

The motion was adopted.

Shri N. C. Chatterjee: I introduce the Bill.

15.06 hrs.

**CONSTITUTION (AMENDMENT)
BILL***

(Amendment of articles 80 and 171)

Shri C. K. Bhattacharyya (Raiganj): I beg to move for leave to introduce a Bill further to amend the Constitution of India.

Mr. Deputy-Speaker: The question is:

"That leave be granted to introduce a Bill further to amend the Constitution of India."

The motion was adopted.

Shri C. K. Bhattacharyya: I introduce the Bill.

15.06½ hrs.

**CONSTITUTION (AMENDMENT)
BILL***

(Amendment of articles 124 and 220)

Shri C. K. Bhattacharyya (Raiganj): I beg to move for leave to introduce a Bill further to amend the Constitution of India.

Mr. Deputy-Speaker: The question is:

"That leave be granted to introduce a Bill further to amend the Constitution of India."

The motion was adopted.

Shri C. K. Bhattacharyya: I introduce the Bill.

*Published in Gazette of India
26th May, 1967.

Extraordinary, Part I, section 2, dated