

GOVERNING COUNCIL OF INDIAN SCHOOL
OF MINES

Shri Humayun Kabir: I beg to move:

"That in pursuance of paragraphs 4 and 5 of the late Ministry of Steel, Mines and Fuel Resolution No. 315(1)/57-MIII dated the 4th May 1957, as amended from time to time, the members of Lok Sabha do proceed to elect, in such manner as the Speaker may direct, one member from among themselves to serve as a member of the Governing Council of the Indian School of Mines, Dhanbad".

Mr. Speaker: The question is:

"That in pursuance of paragraphs 4 and 5 of the late Ministry of Steel, Mines and Fuel Resolution No. 315(1)/57-MIII dated the 4th May 1957, as amended from time to time, the members of Lok Sabha do proceed to elect, in such manner as the Speaker may direct, one member from among themselves to serve as a member of the Governing Council of the Indian School of Mines, Dhanbad".

The motion was adopted.

12.10 hrs.

RAILWAY BUDGET—GENERAL
DISCUSSION—Contd.

Mr. Speaker: Now we take up the general discussion of the Railway Budget. We have already spent 14 hours 55 minutes. We will have another hour now, and then the Minister would reply.

Shall I call upon the Minister? No Member is prepared to speak? Yes, the hon. Member there.

Shri C. K. Bhattacharya (Raiganj): Would you kindly give me some time?

Mr. Speaker: I will see. If I can, certainly.

Shri P. K. Chakraverti (Dhanbad): I thank you for the opportunity given to me to speak on the Railway Budget. It is with a heavy heart that I have to make a reference to the grim tragedy that occurred in Dhanbad on the 23rd. It presents a picture of a dismal character and one has to go deep into the matter to see how such catastrophes can be averted.

I would draw the attention of the hon. Minister through you to the fact that the people of Dhanbad had been pressing for some convenient system so that these difficulties might be overcome. It is a long-standing grievance. They had been left in a state of utter helplessness, and that has been evidenced by this tragic occurrence. Naturally one feels that the accident which happened may be due to certain extraneous causes, may be due to certain human failures, but one cannot leave the matter at that. I understand Dr. Kunzru has been appointed chairman of a committee to look into railway accidents, and I would prefer to leave it to that committee. But this accident happened in all its ghastliness and, as was mentioned by the Minister, that already 18 persons died within a few hours of the tragic occurrence, and may be there are some more casualties in the offing. Naturally, I would again press on the Government, and especially the Ministry of Railways, to examine this aspect of the question and see how far these catastrophes can be averted.

Dhanbad stands in a very unenviable position. A mere headquarters of a subdivision, it had been recognised a subdivision, it had been recognised to be the headquarters of the district after the transfer of Purulia, the former district headquarters to Bengal. The people in Dhanbad did not foresee that so much importance would come to be attached to this town. Today, it is interspersed with railways all through, and so many lines and by-lines have been coming up that at the

entrance to the town itself, the traffic have to wait one hour or so to let the train pass. You will be amused to know that when the ex-President of the Indian National Congress—in fact, two of them—visited the place and had to be taken over the line, I was feeling rather hesitant whether I should request them to take this much trouble on my score. I thought I would rather withdraw from the election than see some unhappy incident taking place in my constituency.

Sir, this grim tragedy has presented itself in all its ghastliness. The dangers inherent in the existing system had been laid before the Government so many times, but they had been left unattended to. Let us take the lesson today and see how far we can improve on this system.

The area which I claim to represent is a rich centre of coal production. Naturally, I shall be interested in the question of the movement of coal which happens to be the generator of 80 per cent of the energy resources in the country. I find that the estimate which has been made of coal production has been suffering from a short-fall.

The target of 60 million tonnes, which had been fixed for the Second Five Year Plan, has not been reached even after the lapse of one year of the Third Five Year Plan. So, if today the colliery owners come with a challenge that from the private sector they are determined to raise production and reach the target we find there is a handicap and that is caused by the lack of transport facilities.

Just now we had been discussing the question of the import of coal from other countries beyond the frontiers of India to supply our requirements so far as the brick kilns are concerned. We forget, at the same time, that production potentialities are there in the country; and if there is any handicap, it is because of the lack of transport facilities.

It is no doubt a happy augury that the Minister in charge of Railways has come with his rich experience and wisdom from the Ministry of Steel, Mines and Fuel, and the figures which had been placed before the country by the Ministry of Steel, Mines and Fuel, may be fairly quoted here for the information of the House. Production target had been assessed at 97 million tonnes at the end of the Third Five Year Plan as quoted by them the requirement of rail transport had been calculated on the basis that in the year 1961-62, the average number of wagons per day will be 7183, for 1962-63, 8561, for 1963-64, 9,610, for 1964-65, 11,502 and for 1965-66, 12,339. But this has been calculated on the assumption that the target will be 97 million tonnes.

But the Planning Commission has now come out with its own figures; and it has pointed out that the figure might be raised conveniently to 104 million tonnes. Naturally, the colliery owners or the mine managers come forth with a statement—and every year they are reiterating their own statement that there is shortage of transport—and that shortage of transport still continues to be the biggest hurdle in the progress of the coal industry. Paucity of transport has invariably adverted the tempo of coal Production and frustrated all efforts at boosting it up. It is up to the Ministry of Railways now to see that this challenge from the side of the colliery owners and the producers of coal is met; and if there is any short-fall, it has to be duly compensated for.

Sir, the report has made a reference to the amenities the Railways are giving to the passengers. So much discussion has taken place so far as this question of raising the fare is concerned. But, one thing is lost sight of. When we claim to compare with other countries of the world, that the third class compartment as it functions today is changed invariably into a condemned cell whenever there is heavy rush with no chance of going in or

[Shri P. R. Chakraverti]

coming out. So much of congestion is there. Nobody is there to keep any check. If attempts are made to relieve this congestion or overcrowding in the third class compartments, it is then only, that we can be justified in enhancing the fares. How does the question of rise in fare come in the face of this grim picture? There is an old saying that God comes to us without any bell. Even if 1000 bells are rung, thousand trumpets are blown and if 1000 conch shells herald the advent of God himself,—and my friends on the other side also will endorse this—even for Gods' sake. We cannot allow the admission of God into the third class compartment. If it is so, we must first ensure that the people who are today huddled together in small compartments have at least a little comfort, say, sitting accommodation. Why should they be packed the luggages and bundles littered irregularly? If it is a question of comparison of the fares here with fares obtaining in other parts of the world, we must take into account that in those parts one has not to squeeze himself into the compartment as such

That rings me to the question of self sufficiency, mooted by the Ministry of Railways. The other day, in reply to a question the Minister of Railways suggested that they were thinking of exporting our products such as locomotives, whether steam, electric or diesel, and passenger coaches. We are trying to build equipment so that we can be self-supporting. Before we supply our urgent requirements, how can we think of exporting coaches as has been hinted at in the report? We should first see that more third class coaches are made available so that at least sitting accommodation is ensured to the people who go in the trains.

With regard to staff and labour welfare, it has been mentioned that because the Railway happens to be the greatest employer, more than 11 lakhs are working under them, they should

consider this matter carefully. We must not forget that under very critical circumstances, rather astonishing circumstances so many factors intervened some of the railway employees had participated in the 'General Strike', as it was called. But it was not a successful strike. Still disciplinary and all forms of action had been taken. May I implore the Railway Ministry through you that it is high time to see what circumstances compelled them to go in for that form of unconstitutional behaviour and find out whether today they are in a position to review their cases in the name of humanity so that we may have better understanding and co-operation from these people who will be joining us in a common endeavour—namely the building up of the Nation.

Shri Mahida (Anand): Sir, I have mixed feelings about this Railway Budget. I am a traveller by third class over a number of years but I have preferred to walk rather than travel in crowded compartments. I would like to compare the management of our railways with the managements of cinemas. In the case of cinemas we buy a ticket and we get a seat. But in the case of railways, we buy a ticket but we are not even assured of a seat. Many of our trains are overcrowded and people are hanging on doors and are sitting on top of coaches. People risk their lives and travel about this way and it is easier to commit suicide by hanging on doors and sitting on roof of coaches.

An Hon. Member: Did you try?

Shri Mahida: I have; I have sat on the top of a coach when I wanted some years back to go to some place. That was a narrow gauge train and the speed was only about ten miles per hour. I was disgusted with this sort of overcrowding; that is why for the last fifteen years or so whenever I had to travel about in Gujarat, I felt I would rather walk. I undertook this long railway journey to Delhi but had

it been nearer I would have preferred to walk down rather than go about in these overcrowded compartments. If the cinema people can give you seats on payment why cannot our national railways? Whenever we see overcrowding in the third-class compartments, people of all parties, of all the ranks, rich and the poor alike, shout at the Government, I request the hon. Minister for railways to travel at least once a year in these overcrowded compartments and find out the opinions of the third class travellers. He will see them voicing their feelings. So, I submit that he may travel by third class before enhancing the railway fares.

I will also submit that the region from which I come is a backward area. I request the railway authorities to connect the southern region of Gujarat with Madhya Pradesh. I request them to extend the railway from Chhota Udepur in the Baroda district to Kukshi which is in Madhya Pradesh. It takes about 300 miles to go round from Chhota Udeur to Indore, but it will be only 80 miles or so from Chhota Udepur to Kukshi, on the way to Indore. That will open up new regions in the hinterlan and hence the trade between Gujarat and Madhya Pradesh.

I will also request the railway authorities to connect Vishvamitri station on the narrow gauge to the Baroda station by narrow gauge to facilitate passengers travelling from the narrow gauge to the broad gauge. Today, we have to get down at Vishvamitri or Pratapnagar and go in taxies and tongas to catch a train at Baroda station. I request the authorities to pay attention to this long-felt need of the people.

I congratulate their railways for building new stations and for having third class air-conditioned trains and for such other facilities which they are offering, but I see no reason why they should enhance the third class fare. I submit that the needs of the third class passengers should be heard

in this House. The Railway Minister may enhance the fares of other passengers but not of the third class passengers. That is my only submission.

श्रीमती जवना बेबी (भातुडा) :
 अध्यक्ष महोदय, माननीय मंत्री जी ने जो रेलवे बजट रखा उस पर आज चार रोज से चर्चा हो रही है। आपको विदित ही होगा कि पिछले दस वर्ष से मध्य प्रदेश के पिछड़े हुए इलाके की तरफ से मांग की जा रही है कि दोहद से इन्दौर तक और दोहद से खंडवा तक के क्षेत्र में रेलवे लाइन डाली जाए लेकिन मंत्री महोदय ने उस और कतई ध्यान नहीं दिया। क्या इसका कारण यही है कि आज केन्द्रीय सरकार के मन्दर हमारे मध्य प्रदेश से कोई मंत्री नहीं है और इसीलिये सुनवाई नहीं होती है। मैं वह जानना चाहूंगी कि क्यों नहीं सरकार ने उस और ध्यान दिया। आज उस पिछड़े हुए इलाके को आदिवासी क्षेत्र घोषित किया गया है। उस क्षेत्र में नान-आदिवासी लोग भी रहते हैं। आदिवासियों के साथ उनको भी नुकसान हो रहा है।

माननीय मंत्री महोदय की यह भावना है कि वह अपने रेलवे विभाग द्वारा अधिक से अधिक जनता को सुख सुविधा और सहूलियतें दे सके। उस और सरकार को ध्यान देना चाहिए।

मेरा एक सुझाव है मंत्री महोदय से कि सास कर रात्रि के समय महिलाओं के जो डिब्बे रहते हैं उनकी सुरक्षा की और ध्यान दिया जाए। पानी की व्यवस्था के लिए तो ग्राम चर्चा यहां हुई है, लेकिन फिर भी मेरा निवेदन है कि महिलाओं के जहां डिब्बे रहते हैं उस और सास कर पानी पहुंचाने की व्यवस्था होनी चाहिए।

दस प्रतिशत जो बर्ड क्लास का किराया बढ़ाया जा रहा है, उस सम्बन्ध में मैं मंत्री

[श्रीमती जमुना देवी]

महोदय से निवेदन करूंगी कि वह थर्ड क्लास में सफर करने वाले लोगों के प्रति सहानुभूति पूर्वक विचार करें और उनकी जो स्थिति है उस पर गौर करें और उनका किराया कम करें। क्या शासन की नीति उस डाक्टर की तरह है जो एक हाथ से खून निकालता है और दूसरे हाथ से इंजेक्शन लगाता है ? हमारे देश की जो हालत है उसमें अगर आप इस हाथ से लें और उस हाथ से दें तो जनता का क्या भला हो सकता है और उसको क्या सहूलियत हो सकती है ।

मैं मंत्री महोदय से निवेदन करना चाहती हूँ कि वे एक दो बार थर्ड क्लास में सफर करके देखें कि दरमसल में उनमें कितनी भीड़भाड़ और घक्का मुक्की होती है और सामान किस तरह से उनमें भरा जाता है तो उनको महसूस होगा कि तीसरे दर्जे में सफर करने वाले यात्रियों को कितनी असुविधा और तकलीफ उठानी पड़ती है ।

मध्य प्रदेश एक काफी बड़ा प्रान्त है और रेलवे प्रशासन को उधर ध्यान देना चाहिए और यह जानने का प्रयत्न करना चाहिए कि वहाँ के लोगों की क्या आवश्यकताएँ हैं वहाँ रेलवे लाइन की व्यवस्था की जानी आवश्यक है । मैं प्रार्थना रखती हूँ कि रेलवे मंत्री महोदय इस चीज को ध्यान में रख कर जल्द से जल्द रेलवे लाइन के वहाँ पर डालने की जो मांग है उसे पूरा करने की कोशिश करेंगे । जल्द से जल्द वहाँ पर रेलवे लाइन डाल कर लोगों को सुविधा और राहत पहुँचायेंगे ।

Shri C. K. Bhattacharyya: Mr Speaker, Sir, I would begin my speech by paying a compliment to the railway workers. Many things have been said about them, but in my contacts with them, I have found them courteous, considerate and helpful. I do not think it will be said that I have formed an

exaggerated impression about them. At least in the case of those low-paid workers with whom we come into contact during our constant travels in railways, I found them so and I must pay them the compliment I feel they deserve.

Next I come to the question of increase in fare. Coming just after the elections, it leaves a bad taste in the mouth. That would be one of the main considerations I would urge before the Minister. It is not quite correct to say that there has not been any increase during the last 10 or 20 years in railway fares. When the passenger fare tax was added to the passenger fare, that meant an increase in the passenger fare. So, it ought to be accepted that there has been increases in the passenger fare from September, 1957. It is now for the Minister to consider whether, having increased the fare in September, 1957, there should be another increase now in 1962.

In fact, the Railway Convention Committee report says that when the passenger fare tax was imposed, the figures for the year showed a sizeable net railway surplus—Rs. 20.22 crores. So, the passenger fare tax was imposed when there was a surplus. With that surplus, the passenger fare tax was imposed and that was subsequently converted into the fare itself, after the Railway Convention Committee report in 1960. So, the position now is, there has been an increase in the fare in 1957. The question is whether there should be another increase now. In fact, the Financial Commissioner of the Railways in his review submitted to the Convention Committee has actually admitted that it was practically a substitute for an increase in fare. This is what he says:

“The levy has limited the scope for raising passenger fares and there has, therefore, been no in-

crease in the passenger fare during the period 1955-1961."

So, this levy was in a way accepted as an increase in the passenger fare. After that, there ought to be second thought whether an addition should be made to the burden already imposed. I had gone through the arguments advanced by the Railway Minister. In fact, I had taken the pains to go through the arguments put forward by the then Finance Minister. Shri T. T. Krishnamachari. It was he who put forward the Bill for the passenger fare tax not the Railway Minister. The arguments that Shri T. T. Krishnamachari used when urging for the adoption of the Bill to impose the passenger fare tax are the arguments that the hon. Railway Minister has used for increasing the fares now are exactly the same.

The Deputy Minister in the Ministry of Railways (Shri S. V. Ramaswamy) The whole of that amount goes to the State Governments.

Shri C. K. Bhattacharyya: I am coming to that. The arguments that have been once used by the then Finance Minister for imposing the passenger fare tax have ceased to be effective after the tax was imposed and should not be repeated and used now by the Railway Minister to impose another set of tax under the same arguments. I would request him to go over the arguments now.

The hon. Deputy Minister just now said that the entire proceeds go to the State Governments. I agree. But that is no consolation to the passengers who pay. Whether it goes to the State or to the Central Government, how does it affect the passengers differently? The passenger has to pay out of his pocket at the same, whether the State takes it or the Centre takes it. For the passenger it is no consolation at all that it is not the Railway Minister who takes the money out of his pocket, it is the State which does these things. I would urge before the hon.

Minister to consider whether there may be any change in his attitude the imposition of these new fares.

I have stated something about the workers. I have come to know that there is a number of grievances from which they suffer. One particular grievance I should point out, which was referred to in some of the speeches, is about their not getting interviews. In one of his speeches, I think, Shri Jagjivan Ram, when he was the Railway Minister, stated that he was prepared to hear any worker who would come to him to state his grievances. In fact, the Estimates Committee in their recommendation No. 57 (b) in the Twenty-fourth Report stated:

"The Railway Ministers, members of the Railway Board, General Managers and heads of departments should set apart some time to give a hearing to persons who might like to represent their cases and draw attention to matters which might not otherwise reach them."

This was the recommendation of the Estimates Committee, and in the context in which the word "should" is used, I should say "should" means "must". In fact, the granting of such an interview to the workers who might approach these dignitaries of the railway department should be regarded as something like obligatory, and the workers when they actually want to approach them to lay their grievances before them should be allowed to have an interview and state what they want to say. But from what I have come to know, workers, in spite of repeated requests, do not get such an interview, and interviews are avoided in cases in which such interviews should have been granted. At least in the cases which I went through, I thought such interviews should have been granted.

There have been some references about the working of the unions and

[Shri C. K. Bhattacharyya]

they related to the grievances of the workers. In fact, what I have come to know is that it is not a fact that the unions always work in the interest of the workers. I myself came to know certain facts. In a case a rail-up?" He said: "The union will not take unions approached me. As a newspaper man he approached me to bring out his grievance in the papers, that he had been superseded in promotion in his department. I asked him: "Why don't you ask your union to take it up?" He said: "The union will not take it up because the authorities of the union are themselves interested in the supersession and the supersession has been brought about by an arrangement between the officials of the union and the boss of the department." Because the union will not take up the case, he approached me so that he could ventilate it in the paper. I said that it is exactly what I am not going to do. When the unions prove effective even in bringing out a strike, they should be able to take up these cases.

In conclusion, I should state that I come from an area which suffers chronically from want of railway communication. I have repeatedly stated in this House, and I say it again. The construction of the Malda Siliguri broad-gauge line has been regarded as such an important event that it has been referred to in the President's Address in March last. I do not know whether it has been brought to the notice of the President that the construction of this line is going to defeat and frustrate the object with which it was proposed to have been constructed. When the Railway Minister broached this proposal in this House, he stated that the line was meant for 'opening up' the West Dinajpur district, and that is exactly what it has not done. The line has by-passed West Dinajpur and has been diverted to go to Kishanganj in Bihar. I believe this diversion has cost the railway ad-

ministration not less than Rs. 20 lakhs. The line was diverted to Kishanganj and was made to pass through a fringe between West Bengal and Bihar. And it is a sight for the gods to see that while the major part of the district suffers from want of railway communication, in this fringe of Bihar and Bengal the metre-gauge, the broad-gauge railway lines and the national highway are running side by side. It is a strange sight and anybody would feel surprised why all these three have been put together at one border of the district when the major portion of the district goes unattended.

I come from Raiganj and though the distance from Raiganj to Calcutta is about 250 miles, it requires 22 to 24 hours to come to Calcutta from my constituency and another 24 hours for coming from Calcutta to Delhi. From this you can imagine and appreciate my difficulty.

Shrimati Renu Chakravartty (Barackpore): What about Balurghat?

Shri C. K. Bhattacharyya: My suggestion is that this line may be connected with the present headquarters of the District of Balurghat and the prospective headquarters at Raiganj. Another practical suggestion that I make is that at least the 30 miles of metre-gauge from Barsoi to Raiganj may be converted into broad-gauge to relieve the difficulties of the people living in that area.

Shri Nesamony (Nagercoil): Mr. Speaker, the increases in freights and fares proposed in the budget have been subject to severe criticism as unwarranted and rigorous. There are proposals even to drop them altogether or reduce them and, in some cases, exemptions have been proposed in the case of foodgrains and season ticket holders. It is true that this increase in freights and fares would lead to an increase in the cost of essential commodities and, consequently, of the sales tax also. I wonder whether a

substantial portion of the dearness allowance now proposed to be paid would not be offset by the rise in prices.

But there is one other aspect of the matter which has to be considered. The railways are our national assets and we are now engaged in the task of rehabilitation, replacement and expansion of this national asset, lest it should stagnate and deteriorate and lose its utility. In a developing economy burdens will have to be borne for we are engaged in a national effort, a mighty effort, to fulfil the physical targets of the Third Plan.

The planners themselves had indicated that at each step the Third Plan will demand dedicated leadership at all levels, a higher standard of devotion and efficiency from the public services, widespread understanding and participation by the people and willingness on their part to take their full share of responsibility and bear larger burdens for the future. Privatisations are, therefore, to be undergone and tightening of the belts is necessary so that everyone should take his share in the burdens and participate in the supreme national effort. Rich and poor alike would have to contribute his mite in the shape of fresh taxation towards this mighty effort. Viewed in that light, I submit that there is nothing to grudge at this fresh taxation.

I wish to bring to the notice of the hon. Minister of Railways one matter of special importance to the Kanyakumari District which I represent. A line connecting Tirunelveli to Kanyakumari, the land's end of India, has been spoken of by several hon. speakers in this House. This line is intended to open out Kanyakumari District and the western portions of Tirunelveli District which are backward in the matter of industrialisation. When we approach the planners or the Railway Ministry we are told, "You have no big industries. It is not of a strategic importance. Why should a line

be constructed?" When we try to set up industries, we are told, "There are no easy means of communication and it is very difficult to start an industry." That is a peculiar position in which the backward area has been placed.

There have been two factories which have been exploiting the mineral sands, both ilmenite and monazite, on the coast of Manavalakurichi in Kanyakumari District. One of the companies has closed down mainly for want of proper means of communication. The other company, though a nationalised concern, might close down at any moment if there are no easy means of communication by which the product could be transported from Manavalakurichi to Chavara or to any other exporting centre.

Proposals have been made now to start in the district a co-operative spinning mill, a paper mill and a cement factory at Valliyoor in the Tirunelveli District. These schemes of industrialisation have been held over because there are no proper means of communication in this area so that these industries could be started.

There are very small industries which we have in that area. Fishing is one of the industries on the coast of Kanyakumari District. Now it has been mechanised because of the introduction of pabuloo boats. We are losing our market in Ceylon now mostly because of the difficulties in the matter of transportation of dry fish which we produce on the coast of Kanyakumari District.

The dollar-earning produce, such as, rubber and tea, produced in this area cannot compete in the open market at Cochin with other products because we have no railway communications to transport these goods. The area is famous for its handloom fabrics and as there are no proper means of transport for exporting these goods they cannot be sold at competitive rates outside.

[Shri Nesamony]

There had been monopoly production of salt in the old Travancore State.* This salt cannot be sold at competitive rates outside for want of proper lines of communication. So, I submit that even the very small industries that we have are being smothered and, at the same time, there is no possibility of starting big industries in that area.

We speak of national integration and of the extended India from Kashmir to Kanyakumari, but this area shut in between the Western Ghats and the Arabian Sea remains isolated, as it were, mostly from the rest of India. From the point of national integration this area has to be opened up by these lines of communication. It has now become a tourist centre who flock there to see the rising and the setting Sun and pilgrims flock there to worship in the temple at Kanyakumari.

In the recent elections the omission of this line has been made capital of by a political party in Madras State, because they said that the exclusion of this line was done because some other area in India is to profit by it. This found material for their political propaganda and by such propaganda a party in the Madras Legislature has emerged with strength. It is up to the Centre and the Railway Ministry to take the winds out of the sails of this propaganda and see that this backward area is opened up.

Again, it is said that the Kanyakumari district cannot claim to have that big political pull as Virudhunagar and Salem and that in the near future we cannot contemplate the opening of this line. But the Railway Board in its recommendation, which is found in a foot-note in the Third Five Year Plan, has recommended this as the fifth in the list. I submit that a few months ago the area was surveyed, the lines were aligned, and even the stations on the line were fixed. But to our surprise it has been dropped in the Third Plan. I submit that the

Railway Ministry will take full cognizance of this matter and see that this is a much-needed thing from the time of the Shencottah-Quilon railway line. At the time that the Shencottah-Quilon railway line was opened, this line, that is the Tirunelveli-Kanyakumari railway line was also surveyed. The then State Government had to choose between the Shencottah-Quilon railway line and the Tirunelveli-Kanyakumari railway line. The State Government chose the Shencottah-Quilon railway line and the Tirunelveli-Kanyakumari line was neglected even from that time. So this is not a new demand but a demand which has been standing there for more than fifty years. I request the Railway Ministry to reconsider their decision, because we are told by the hon. the Deputy Minister that there is no possibility of any extension of the line during the Third Plan period. I request that this decision may be reviewed and this line may be taken up during the Third Plan period.

Mr. Speaker: Shri B. N. Mandal.

Shri Dhaon (Lucknow): May I know whether I will get any chance of speaking in this debate? I have been waiting all this time.

Mr. Speaker: There are chits that are being received by me from all sides, and I appreciate and admire that there is so much of enthusiasm among the Members who have come that they want to take this opportunity of speaking in this very first discussion. First, the answer to the question asked by the hon. Member is that I cannot give any assurance at any time that I can call a particular Member or not. But I can give this much of consolation to those who have been sending their chits that when we take up the Demands for Grants in respect of Railways and when time is devoted to the Railway Board, that is almost a projection of this general discussion and everything can be said there. Therefore, I would be able to accommodate all those who

have given their names to me, I hope, in that discussion if they do not get an opportunity now. So they should not lose heart because they will have their opportunity and they can say in that discussion what they would like to say now.

श्री यू० ना० बंड्य (सहरसा) :

अध्यक्ष महोदय, नए रेल मंत्री के आने से मैं समझता था कि साधारणजनों के हितों पर जिनकी बराबर उपेक्षा होती रही है साफ़ कुछ ध्यान दिया जाएगा। लेकिन जिस ढंग से इन्होंने भी तीसरे दर्जे के मुसाफ़िरों के किराचों में वृद्धि की है उससे मालूम पड़ता है कि इनकी भी जो नीति है, इनका भी जो रवैया है वह पहले के मंत्रियों से कोई भिन्न नहीं है। तीसरे दर्जे के यात्री प्रायः गरीब ही होते हैं। जहाँ तक मेरा अनुभव है उनमें से अधिकांश लोग ऐसे होते हैं जिन्हें अपने घरबार छोड़ कर दूसरे प्रदेशों में कमाने के लिए जाना पड़ता है क्योंकि उनके अपने घर के भासपास करने के लिए कोई काम नहीं मिलता है। उनको जाते समय किराये का प्रबन्ध करने में जो परेशानी होती है, उसको वे ही जानते हैं। या तो उनको कर्ज लेना पड़ता है या किसी दूसरे ढंग से वे रुपये का इन्तजाम करते हैं। यह जो किराये में नई वृद्धि की जा रही है इससे उनके जीवन पर क्या असर पड़ेगा इसका बहुत आसानी से अन्दाजा लगाया जा सकता है। इसलिए मैं चाहता था कि आज देश में जिन लोगों की उपेक्षा हो रही है, जनसंख्या कायम होने के बाद भी जिनकी दशा पर कोई ध्यान नहीं दिया जा रहा है, उनकी वह उपेक्षा बन्द होती और उनकी वसत सुधारने की ओर ध्यान दिया जाता। इनकी इस दशा को ध्यान में रख कर ही रेल किराया बढ़ाने की बात सोची जानी चाहिए थी।

भारत का जो संविधान है उसमें भी ऐसा कहा गया है कि जिन लोगों के पास कमाने का कोई कौशल नहीं है, उनके बारे में सरकार

की, स्टेट की पालिसी इस तरह की होगी कि जिससे उनको इफ़ैक्टिव तरीके से मदद मिल सके। मैं समझता हूँ कि जिनको अपने घर के भासपास करने के लिए कोई काम नहीं मिलता है और जिनको मजबूर होकर दूसरे प्रदेशों में जाना पड़ता है, ऐसे लोगों के लिए जो किराये में वृद्धि की बात इन्होंने सामने रखी है, यह स्टेट पालिसी से ४१वीं धारा के खिलाफ़ है। इस पर माननीय मंत्री जो को पुनः विचार करना चाहिए।

सरकारी रिपोर्ट में यह भी कबूल किया गया है कि अधिकांश जो किराया धाता है वह थर्ड क्लास पैसेंजर से ही आता है। यह आश्चर्य की बात है कि उस ही तीसरे दर्जे में बढ़ने वाले पैसंजर को बैठने के लिए जगह नहीं मिल पाती है, कई लोगों को तो पैर तक रखने की जगह नहीं मिलती है और कितनी कितनी दूर तक उनको खड़े रह कर सफर करना पड़ता है। कई तो ऐसे होते हैं कि उन को फुटबोर्ड पर खड़े हो कर ही यात्रा करनी पड़ती है। ऐसे भी लोग होते हैं जोकि छतों पर चढ़ कर जाने तक के लिए मजबूर हो जाते हैं। यह ऐसी स्थिति है जिन में बहुत पहले ही सुधार हो जाना चाहिये था लेकिन आज तक ऐसा नहीं हुआ है और न ही इस ओर कोई ध्यान देने की उत्सुकता है। इसलिए मैं चाहता हूँ कि इस ओर खास तौर पर, माननीय मंत्री जी का ध्यान जाये। इस भीड़ के कारण प्रायः दुर्घटना होती रहती है।

अब मैं रेलवे में जो सफर करते हैं, उनके लिए एग्जिक्टिव के बारे में कुछ कहना चाहता हूँ। पानी या रोगनी या पंख का इंतजाम हर डिब्बे में हो गया हो, हर ट्रेन में हो गया हो, ऐसी बात नहीं है। लेकिन जिस ट्रेन में भी इसका इंतजाम हुआ है, वहाँ पर ये सब चीजें ठीक हालत में रहती हैं या नहीं इसकी ओर भी कोई ध्यान नहीं दिया जाता है। मैंने अक्सर देखा है कि ब्रांच लाइन की जितनी ट्रेनें होती हैं उन में खास तौर से इनको ठीक

[श्री भू० ना० पंडल]

हालत में रखने का प्रयत्न नहीं के बराबर ही होता है। मैं चाहता हूँ इस प्रश्न भी आपका ध्यान जाये।

माननीय मंत्री जी ने अपनी रिपोर्ट में इस बात को कबूल किया है कि जितने एक्सीडेंट होते हैं उन में अधिकांश एम० जी० रेल लाइन पर होते हैं और विशेषकर डिरेलमेंट की वजह से होते हैं। जब एम० जी० लाइन पर डिरेलमेंट्स बेसी होती हैं तो क्यों उनकी तरफ ध्यान नहीं दिया जाता है। इन एक्सीडेंट्स में लोगों की जानें चली जाती हैं, मालगाड़ियां उलट जाती हैं। इस वास्ते मैं चाहता हूँ कि इसको जल्दी से जल्दी बदला जाना चाहिये।

श्री इकबाल सिंह (फिरोजपुर) : जनाब स्पीकर साहब, इस बजट में रेल के किरायों को बढ़ाने की तजवीज पेश की गई है। यह ठीक बात है कि हालात का जो तकाजा हो, उसके मुताबिक हमें धमल करना चाहिये। लेकिन जिस कमेटी के खयाल के मुताबिक किरायों में बृद्धि की गई है, उसका नाम रेलवे स्ट्रक्चर इनक्वायरी कमेटी है। आज उस कमेटी की रिपोर्ट तकरीबन पांच माल पुरानी हो चुकी है। इस पांच साल पुरानी रिपोर्ट पर आज क्यों धमल किया जा रहा है। कंट्री की भाज जो हालत है उसको आपको ध्यान में रखना होगा। आपको नई रेलवे स्ट्रक्चर इनक्वायरी कमेटी बिठानी चाहिये थी और उसकी रिपोर्ट पर धमल करना चाहिये था। यह ठीक है कि पिछली रेलवे कनवेंशन कमेटी की रिपोर्ट के मुताबिक आपको जनरल रेवेन्यूज को ज्यादा रुपया देना पड़ता है और इसलिए जो आपका नफा है वह कम हो गया है। इस लिये मेरा यह सजेशन है कि हर पांच साला प्लान के शुरू में रेलवे को चाहिये कि वह अपनी फ्रंट एंड फेयर स्ट्रक्चर इनक्वायरी कमेटी बिठलाये ताकि ऐसा न हो कि जनरल इनकीज हो जाय और किसी जगह की वह एंडबसली एक्सेट

करे और किसी जगह पर न करे। रेलवे को स्ट्रक्चर, खास तौर पर फ्रंट स्ट्रक्चर हर पांच साल के बाद रिब्यू होना चाहिये। उस के बांध सोचना चाहिये कि धाया किराये में कोई इजाफा करना है, फ्रंट में कोई इजाफा करना है या नहीं। यह इस चीज को रखने का एक साइंटिफिक तरीका होगा बनिस्वत इस के कि हर पांच साल के बाद, या जिस वकत भी रेलवे मंत्री को रुपये की जरूरत हो, वह एंड हाक बेसिस पर, या किसी भी दूसरे तरीके से किराये में इजाफा कर दें। मैं समझता हूँ कि अगर इस तरह से किया जायेगा तो हिन्दुस्तान के तमाम लोगों पर धाम तौर से, और उन इलाकों पर खास तौर से जो कि बैकवर्ड एरियाज हैं, धक्का एफेक्ट हो सकता है।

13 hrs.

इस के साथ साथ मैं यह कहना चाहता हूँ कि यह ठीक है कि रेलवे का किराया बढ़ गया, लेकिन उस के साथ साथ प्रमेनेटीज भी बढ़नी चाहियें। अगर हम प्रमेनेटीज को न बढ़ायें तो किराये को बढ़ाने का कोई जस्टिफिकेशन नहीं हो सकता। अगर लोगों के ऊपर रेल का किराया ज्यादा पड़े तो उन को दिये जाने वाले फायदे भी बढ़ने चाहियें। आज जिन प्रमेनेटीज की खास जरूरत है उन में से कुछ यह हैं : धाप छोटे स्टेशनों पर क्वार्टर्स बनाइये, प्लैज स्टेशनों को धाप धक्के करवायें ताकि पब्लिक को फायदा हो सके। साथ ही स्टेशनों पर जो जनरल प्रमेनेटीज दी जाती हैं उन का स्टैंडर्ड ऊंचा होना चाहिये। इसी ढंग से इस किराये की बढ़ोतरी का जस्टिफिकेशन हो सकता है। अगर यह बातें नहीं होतीं और सिर्फ इस लिये किराये बढ़ा दिये जाते हैं कि रेलवे के पास फाइनेन्स की कमी है और उस को पूरा करना है, तो इस का जनरल किस्टिगण होना। इसलिये धाप को सब पार्सों पर प्रमेनेटीज की बढ़ाना चाहिये, लेकिन इस ढंग से उन को नहीं बढ़ाया

जाना चाहिये कि बढ़ाये जाने के बाद कुछ जोनों को फायदा पहुँचे और कुछ को न पहुँचे। क्लैंग स्टेशन पर और छोटे स्टेशन पर ज्यादा ध्यान दिया जाना चाहिये क्योंकि वही स्टेशन ऐसे होते हैं जो कि ज्यादा रुपया कमाते हैं। जो बड़े स्टेशन होते हैं वहाँ पर स्टाफ इतना ज्यादा होता है कि वे अनइकनामिकल होते हैं और ज्यादा कमाई नहीं कर सकते हैं।

इस के प्रस्ताव मैं यह कहना चाहूँगा कि छः, सात साल हो गये जबकि यह मंजूर किया गया था कि गंगा नगर से हिन्दू मल-कोट तक रेल रेलवे मंत्रालय की तरफ से बनेगी। लेकिन छः, सात साल के बाद भी न कोई सिलसिला उस का शुरू हुआ है और न बनाने की तजवीज ही है। हर साल यह बात आ जाती है कि यह लोगों के श्रमदान से बनेगी, लेकिन अब कहते हैं कि यह श्रमदान से नहीं बन सकती अब रेलवे खुद ही बनायेगी। आज दस साल हो गये हैं बजट में आते हुए लेकिन वह लाइन बनी नहीं। अब मौका आया है कि इस सारी रेलवे लाइन के प्रलाइनमेंट की पूरी जांच की जाय। जब लाइन बनने लगी है तो रेलवे मिनिसट्री कहती है कि वह विस्कूल बाईर पर है। किसी जगह बाईर लाइन से एक मील है और किसी जगह पर दो मील है या तीन मील दूर है। मैं समझता हूँ कि कि अगर इस को दूसरी जगह बनाया जायेगा तो वह अनइकनामिकल होगा और दूसरी तरफ के लोगों का फायदा नहीं होगा। बाईर के दूसरी तरफ पाकिस्तान है, उस तरफ से यहाँ कोई नहीं आयेगा, जंग की अर्द्ध खाना भी नहीं चाहिये और न उन को इस की इजाजत ही दी जायेगी। इस की जांच कर के और प्रलाइनमेंट का ठीक से पता लगा कर अगर उस की बाईर के पक्ष ठीक कर दिया जय जो इस से

दोनों तरफ के मुसाफिरों का फायदा हो सकेगा। मैं तो रेलवे मंत्रालय के हित की बात कहता हूँ कि अगर इस के प्रलाइनमेंट को ठीक किया जाय तो आने वाले सालों में उस के दोनों तरफ के लोगों का भी फायदा होगा और रेलवे मंत्रालय का भी फायदा होगा।

पंजाब में दो लाइनें हैं। एक तो चंडी-गढ़-सुधियाना लाइन है जिस के लिये पंजाब गवर्नमेंट में कई दफा लिखा है, लेकिन पता नहीं क्या बात है कि हर सूबे को कोई न कोई लाइन दी जाती है मगर पंजाब के सूबे को कोई लाइन अब तक नहीं दी गई। न पहली पांच साला स्कीम में दी गई, न दूसरी पांच साला स्कीम में दी गई और न तीसरी पांच साला स्कीम में ही देने की कोई तजवीज है। इसलिये मैं कहता हूँ कि सूबे के लिहाज से भी, पंजाब के कैपिटल के तीर पर भी और पंजाब के लोगों के माल से भी इस लाइन को बनाना चाहिये। पंजाब की गवर्नमेंट ने ही नहीं, वहाँ की हर पार्टी ने इस चीज की हिमायत की है। वहाँ पर भाखरा नंगल एरिया है जहाँ के लिये बहुत सी लाइनों की तजवीजें थीं, लेकिन वह खत्म कर दी गई हैं। इतना ही कहता हूँ कि भाखरा नंगल एरिया आज दिन ब दिन तरक्की कर रही है इसलिये दो लाइनों का बढ़ना जरूरी है। एक तो अबोहर सरसा लाइन और दूसरी सरसा जासल लाइन। इस तरह की जो तजवीजें रखी गई हैं उन को पूरा करना चाहिये।

इस वक्त फिरोजपुर डिवीजनल हेड-क्वार्टर है। हमारी बदकिस्मती यह है कि वह बाईर पर है। वहाँ फौज रह सकती है, दूसरे लोग रह सकते हैं लेकिन रेलवे कर्मचारी वहाँ नहीं रह सकते। पता नहीं उन के दिमाग में क्या है कि बाईर पर रहना उन के लिये अच्छा नहीं है। जो भी प्राफिटेब वहाँ पर होते हैं उन को वहाँ से धांपट करने की कोशिश होती है। पिछले दिनों जो वहाँ

[श्री इकबाल सिंह]

पर कमर्शल आफिस या उस को जालन्धर शिफ्ट किया गया। वहां सब लोग रह सकते हैं लेकिन रेलवे कर्मचारी एक ऐसा स्पेशल क्लास है जो वहां नहीं रह सकते। पता नहीं उन के पास क्या खुफिया चीज है कि रेलवे मंत्रालय हमेशा किसी न किसी तरह से मौका मिलने पर किसी न किसी आफिस को वहां से शिफ्ट करता रहता है। सिर्फ डिबीजनल आफिस ऐसा है जिस के लिये इतनी पब्लिक डिमान्ड है कि शायद वह वहां से शिफ्ट न किया जा सके। लेकिन जो बाकी आफिसें हैं वह आहिस्ता आहिस्ता शिफ्ट हो रहे हैं। इस लिये मेरा इतना ही कहना है कि जब वहां बाकी लोग भी रहते हैं तो रेलवे के दफतरों को भी वहां से शिफ्ट नहीं करना चाहिये खास तौर से कमर्शल आफिस को, जिस को प्राप जलन्धर या खुशियाना को शिफ्ट करने को कोशिश कर रहे हैं। ऐसा नहीं होना चाहिये।

इस के अलावा वहां पर जो डिबीजनल आफिस है उस से काम करने वालों के लिये पिछले दस सालों से एक भी क्वार्टर नहीं बनाया गया। बहुत से क्लर्क और दूसरे भी हैं। साथ ही वहां पर पांच साल पहले जी भ्रमला या वहाँ प्रब उतना नहीं बल्कि उस से ज्यादा हो गया है। उन के लिये मकानों का इन्तजाम नहीं किया जा रहा है। चूंकि वहां से हर आफिस यह कोशिश करता है कि उस को शिफ्ट कर दिया जाय, इसलिये वहां पर सिर्फ बड़े आफिसरों के लिये ही बंगले हैं। वहां पर रेलवे की और भी छोटे क्वार्टर बनाने चाहिये और यह फसला करना चाहिये वह आफिसें वहां से शिफ्ट नहीं किये जायेंगी। रेलवे में कोई ऐसी चीज नहीं है जो कि सीजेट हो और जिस की वजह से उस के आफिसों को वहां नहीं रहना चाहिये। वहां से कमर्शल आफिस की और डिबीजनल

सुपरिन्टेन्डेंट के आफिसों की तब्दील नहीं करना चाहिये।

घन में प्राप से नई ट्रेन्स की बाबत कहना चाहता हूँ। ट्रेन्स को चलाने के लिये भी प्राप्तिर कोई उसूल होना चाहिये। वहां पर कुछ इलाके ऐसे हैं जहां पर सोलह सोलह घंटे के बाद एक ट्रेन जाती है। हालांकि वहां पर इतना गैप है लेकिन फिर भी नई ट्रेन नहीं चलाई जाती। वहां पर कई जगहें ऐसी हैं वहां पर कि तीन, चार या पांच घंटे के बाद ही नई ट्रेन मिल सकती है। पंजाब में बहुत सी जगहें मिलेंगी जहां १६ घंटे बाद दूसरी गाड़ी जाती है। वहां पर गाड़ी चलने का कोई स्टैंडर्ड होना चाहिये जिस के मुताबिक हम को नई रेल मिलनी चाहिये। इस किस्म की मिसालें हम ने लिख कर भी दी हुई हैं। फाजिल्का से फिरोजपुर को जो लाइन जाती है वहां पर दो गाड़ियों के बीच १६ घंटे का गैप है। मगर न तो वहां पर कोई नई रेल चलाई गई और न चलाने की कोई तजवीज हो है। मैं तो कहना चाहता हूँ कि हर एक जगह को बराबर का फायदा मिलना चाहिये। जब कि लोगों को बराबर किराया देना पड़ता है तो रेलों का डिस्टिन्गुशन भी बराबर होना चाहिये। इस लिये जहां पर १६ घंटे का गैप है जब तक वहां पर प्राप नई ट्रेन नहीं चलाते तब तक प्राप जस्टिफाई नहीं कर सकते कि जो किराया प्राप ने बढ़ाया है वह लोग क्यों उठायें।

पिछले दिनों घनबाद में एक ऐक्सिडेंट हुआ, लेकिन उस के पहले भटिंडा में ऐक्सिडेंट हुआ, जिस को वजह यह थी कि वहां पर मेधा या और मेल के बन्त फाटक वाले ने फाटक को बन्द नहीं किया। हम जानते हैं कि छोटे छोटे स्टेशनों के पास वाले फाटकों पर के बावबी सो जाते हैं या फिर वह होते नहीं जिस की वजह से फाटक बन्द वे नहीं कर पाते हैं। रेलवे को इस तरह कोई न कोई सिविली

रखनी चाहिये। इस ऐक्सिडेंट में दस या बारह आदमी मरे। धनबाद रेलवे स्टेशन पर भी कोई बीस आदमी मरे थे। आखिर लोगों को अपनी जानें प्यारी हैं, उन को खतरा होता है और उन की जानों की रक्षा होनी चाहिये। जो लोग शहरों से दूर दराज पर हैं उन की ज्यादा देख भाल होनी चाहिये।

आज एक प्लाईंग मेल चलती है अमृतसर से और उस के मुकाबले दूसरा हिस्सा है दिल्ली फिरोजपुर का। फिरोजपुर के हिस्से से दिल्ली को कोई रेल नहीं आती। आज से कुछ साल पहले एक रेल की तजवीज हुई थी। वह चली भी लेकिन बन्द कर दी गई। फिरोजपुर और भटिंडा के भाई कलकत्ते में सब से ज्यादा रहते हैं। कलकत्ते में जितनी पंजाबियों की आबादी है उन में से निस्फ से ज्यादा आबादी फिरोजपुर और भटिंडा की है। वहां से बहुत से आदमी सीधे कलकत्ते को जाते हैं। अपर इंडिया एक्सप्रेस जो है जो कि ८ बजे चलती है अगर उस को फिरोजपुर तक एक्स्टेंड कर दिया जाय तो वह बात भी पूरी हो सकती है और उन लोगों का फायदा हो सकता है।

इन अलफाज के साथ मैं इस बजट की तजवीजों की हिमायत करता हूँ और जो संजेशन्स मैंने दिये हैं, मैं आशा करता हूँ कि माननीय मंत्री महोदय उन पर गौर करेंगे।

Shri Thimmaiah (Kolar): The Government of India and the country have accepted the objectives of the establishment of a socialistic pattern of society and also the prevention of the concentration of wealth. If these principles should be followed, I think that the railways should be developed uniformly throughout the country. I have often expressed here the feeling of the southern people that as far as the development of railway lines is concerned, the south is neglected and it is not equitably treated by the Government of India and the Planning Commission. I submit that if we have to see that the people of the country are emotionally integrated, and they

develop that feeling of unity, then railway lines should be provided equitably throughout the country, and the people should feel that they are treated equitably by the Planning Commission and the Government of India.

I am one of those who agree that the railways have made wonderful progress during the past few years. In 1960-61 they have shown a surplus of nearly Rs. 32 crores, in spite of the fact that there was a partial strike by the Central Government employees. That is really a wonderful progress. The freight carried during these years has increased in the Second Plan period by about 68 per cent, from 114 million tons to about 154 million tons. That is also a good progress. Of course, the railways deserve our congratulations for this, whatever may be the other mistakes they may have committed.

In 1961-62, in spite of the fact that they have to pay a higher percentage of dividend to the general revenues, and they have to pay an increased contribution to the Depreciation Fund, and also in spite of the fact that they have to pay the passenger fares tax to the State Governments, and in spite of the fact that there was an increase in the dearness allowance, they have shown a surplus of about Rs. 16.48 crores, which is really an appreciable amount. In spite of all this, I do not know why the Railway Ministry feels that it has to increase passenger fares and freight rates. The reason given by them is that they cannot take a loan from the general revenues, and at the same time, they have to meet the increased dearness allowance to their employees. My submission is that they have paid dearness allowance in 1961-62, and if I remember aright, dearness allowance has come into force at the new rates from 1st April, 1961. So, I do not know how this argument holds good that they have to increase passenger fares and freights in order to meet the increased payment of dearness allowance. I have no objection if the

[Shri Thimmaiah]

fares and freights are raised because in a developing economy where the national income has increased in respect of the industrialists and the business community, those people are capable of paying a higher rate. But in the case of the common man who has to travel in the third class, there is no justification for raising the passenger fares, which would prove to be a burden on him.

Shri Priya Gupta (Katihar): All big men travel in sleeper coaches of third class nowadays.

Shri Thimmaiah: There are other sources and other means which can bring increased earnings as far as passenger traffic is concerned.

For example, ticketless travelling is still going on a small scale. If we tighten up the machinery, and if we ensure that the travelling ticket examiners are a little more vigilant, and they are a little more enthusiastic in their work, and if we pay them also travelling allowance at the same rates as the guards are paid, then they will show more enthusiasm in their work and they will see that ticketless travelling is completely stopped.

Another means which can bring a little more revenue is the strict enforcement of the rule regarding purchase of platform tickets. In some of the big stations, if you go and see you will find that men may come and go, into the platform and out of it, but the ticket collector will simply be standing at the gate for ever, without checking the tickets at all. Why could we not enforce the purchase of platform tickets in all stations and in all big cities and towns compulsorily and see that the revenues of the railways are increased?

Shri Priya Gupta: We should also inculcate a civic sense amongst the public to purchase platform tickets. It is not an one-way traffic, but a two-way traffic. (*Interruptions*).

Mr. Speaker: Order, order. I find that 'ticketless travelling' seems to go on inside the House also. Some Members are making observations even without their being called.

Shri Thimmaiah: As it is, you will find that if there are a hundred passengers travelling, there will be two hundred people to send them off at the railway stations. If these people are all made to purchase platform tickets, then that would bring some revenue to the railways; this amount may not be so high as the increased passenger fares which the passengers will have to pay for years together. There is also a lot of leakage in the goods-sheds. The goods clerks are playing havoc, and they are earning as much money as is equal to the salary of any big officer. Those clerks want to be in their respective places all along, they do not want to be transferred at all, because they have pocketed all the big businessmen who come there for the wagons, and who want to keep their goods in the goods-sheds, without paying anything for that purpose. If you could plug these loopholes, and if you see that these things are properly checked and eliminated, then you can get more revenue for the railways, and there will then be no room for increasing passenger fares.

I would say a word now about the Bangalore city railway station. The building of the city railway station in Bangalore is such an outmoded and old type of building that it should no longer remain there. Bangalore city is now becoming an international tourist centre. Still, Government do not care to see that a beautiful building is erected in place of the old type of building.

I know that the General Manager of the Southern Railway was very enthusiastic about it. I do not know what he has done in this regard. I think the Deputy Minister of Railways might know more about it. I hope

that some initiative will be taken by the Railway Minister and something will be done in regard to this matter.

Next, I come to the question of the representation of Scheduled Castes in the Railway Administration. We are very happy that when Shri Jagjivan Ram was in charge, he tried to implement the reservation order, as far as the recruitment of the Scheduled Castes in the railways was concerned. I hope and trust that the new Minister in charge will continue to do so and see that the reservation order is implemented properly.

As far as reservation in respect of promotional vacancies is concerned, I think the Supreme Court has given its judgment in this matter and has upheld the reservation order in respect of promotional vacancies also. Naturally, the unrepresented and suppressed communities try to clamour for some representation in the government services, but the vested interests feel a little bit prejudiced and they feel a little bit annoyed. But I am very happy that the Supreme Court has given a judgment in our favour. I would only request the Railway Ministry not to show any extra favour to us—as loyal citizens of this country, we are bound to obey the Constitution, and the judgment of the highest court in the land—but to implement the reservation order as per the judgment of the Supreme Court.

While requesting the Ministry to do so, I might caution the hon. Minister a little. However much he may be sympathetic and he may be enthusiastic to implement this reservation order, there may be practical difficulties in the actual administration; while the Minister may be sympathetic, the officers may not be so sympathetic, and they may delay the implementation of the reservation order and see as far as possible that the Scheduled Caste people are not promoted. Therefore, I would request the hon. Minister to be very vigilant and see that the promotional vacan-

cies are correctly ascertained by each railway and this reservation order is correctly implemented in respect of those vacancies. I submit it is only justice that I request from him and not extra favour for the Scheduled Caste people.

One thing more and I have done. Formerly, during the First Lok Sabha, in 1952, there was a chart provided to each Member showing how many vacancies were there and how many Scheduled Caste candidates were appointed. After that year, we do not have any statistics about the Scheduled Caste employees working, how many were recruited, how many were promoted and so on. I request the hon. Minister to make this statement available to us at least from next year showing the number of vacancies and the number of Scheduled Caste people appointed to those posts.

श्री मोहन स्वरूप (पीलीभीत) :

उपाध्यक्ष महोदय, रेलवे बजट पर मैं कल से बहस सुन रहा हूँ। रेलवेज हमारे देश का सब से बड़ा पब्लिक सैक्टर का इस्टैबलिशमेंट है। इस में उन्नति हुई है लेकिन जैसी उन्नति होनी चाहिए थी वैसी उन्नति नहीं हो पायी है। जो डेवलपमेंट इसमें होने चाहिए थे वह सम्भव नहीं हो सके हैं। मैं इस मौके पर कुछ थोड़ी सी चीजों पर रोशनी डालना चाहता हूँ

कैटरिंग का जहाँ तक रेलवेज में सवाल है आपने कैटरिंग को डिपार्टमेंटल कर दिया है

अध्यक्ष महोदय : आप सफर को छोड़ कर पहले खाने पर आ गये।

श्री मोहन स्वरूप : खाना बड़ी जरूरी चीज है। कैटरिंग को डिपार्टमेंटल करते वक्त यह उम्मीद थी कि यात्रियों को पहले की बनिस्बत अच्छा खाना मिल सकेगा लेकिन हम ने देखा कि वह उम्मीद पूरी नहीं हो पायी है। आम तौर पर यह चर्चा होती है

[श्री मोहन रवश्य]

कि डिपार्टमेंटल कैंटरिंग के जगिण जो मोनों को खाना दिया जाता है उस का स्टैंडर्ड मिरता जा रहा है। इस के साथ ही साथ उस में रेलवेज को काफी नुकसान भी हो रहा है। मैं कहीं समझता कि रेलवे विभाग इस तरह के नुकसान की कब तक दर्दवश कर सकेगा। मैं चाहता हूँ कि डिपार्टमेंटल कैंटरिंग के पैरलल कंट्रैक्ट कैंटरिंग को भी बढ़ावा दिया जाय। मैं यह नहीं कहता कि गवर्नमेंट अपनी इस डिपार्टमेंटल कैंटरिंग की पालिसी को कतई छोड़ दे लेकिन यह जरूर कहूंगा कि उस के साथ साथ कंट्रैक्ट कैंटरिंग को भी प्रोत्साहन दे। उस को भी इनकरेजमेंट मिलना चाहिए ताकि जो कम्पटीशन हो उस में से कुछ फायदा निकल सके और कैंटरिंग के काम में उन्नति हो सके।

इस हाउस में पिछले साल भी मैंने इस सवाल को उठाया था कि हमारे देश में फरजी रेल के टिकट छपते हैं। मैं मुरादाबाद गया और वहां जाकर मैंने खुद छानबीन की तो पाया कि मुरादाबाद में एक सरस्वती प्रेस है जहां कि फरजी टिकट छापते जाते हैं। कलकत्ता, बम्बई आदि स्थानों के फरजी टिकट वहां पर छपते हैं। भाप के दिल्ली स्टेशन पर कई बार लम्बे सफर वाले फरजी टिकट बेचते हुए लोग पकड़े गये हैं। फरजी टिकट छपने और बेचे जाने की बात नहीं है और बहुत सर्वथा इसके बारे में रेलवे मन्त्रालय का ध्यान दिलाया जा चुका है। इस सिलसिले में मैंने एक सवाल उठाया था और कुछ इनक्वायरी भी हुई थी लेकिन मुझे अफसोस है कि उसको रोक नहीं जा सका है और अभी भी फरजी टिकट छप रहे हैं और दिल्ली आदि बड़े बड़े स्टेशनों पर यह टिकट बेचे जा रहे हैं। मैं रेलवे प्रशासन का ध्यान इस ओर धाकधिस करना चाहूंगा कि इस फरजी टिकट के छपने और बेचे जाने की रोकथाम की जाय क्योंकि इससे रेलवे विभाग को काफी नुकसान उठाना पड़ रहा है।

रेलवेज गुड्स की टैम्परिंग का जहां तक सवाल है उसमें कोई सुधार नहीं दिखाई देता है और आज भी रेलवेज द्वारा बुरा किये जाने वाले गुड्स की चोरियां हो रही हैं। अभी थोड़े घंटे की बात है कि बदायूँ के पास उमानी रेलवे स्टेशन पर गुड्स बैगन खड़ा था। रेलवे प्रोटेक्शन फोर्स के आदमी वहाँ मौजूब थे। चोर भाग्ये और उन्होंने रेलवे प्रोटेक्शन फोर्स के आदमियों को बांध दिया और बैगन्स में से सामान निकाल कर ले गये। मौके पर कई घंटे के बाद पुलिस आई, इनक्वारी हुई और कुछ माल भी पकड़ा गया। लेकिन मुझे यह देख कर अफसोस होता है कि रेलवे प्रोटेक्शन फोर्स के आदमी बांधे गये और दिन देहाड़े इस तरह से चोर बैगन में से सामान निकाल कर ले जाय इससे ज्यादा शर्मनाक बात रेलवेज के लिए और क्या हो सकती है।

इस तरह की सामान की चोरियां भाग्ये दिन होती रहती हैं। अभी पिछले साल गाजियाबाद पर सोने के बारस निकाल लिये गये। जरूरत इस बात की है कि रेलवेज में सामान की यह जो रोजाना चोरियां होती हैं उनको रोकने की तरफ रेलवे प्रशासन को गम्भीरतापूर्वक सोचना चाहिए। इसके लिए कोई एक कमेटी बैठायी जाय जिसमें कि इस बारे में पूरे तौर से मशविरा हो और उसकी रोजनी में इस तरह के भ्रमली कदम उठाये जाय ताकि इन होने वाली चोरियों को रोक जा सके।

रेलों में धोवर काउन्डिंग की चर्चा होती है। धोवरकाउन्डिंग एक मुतीबत हो गई है और सफर एक दुष्कर चीज हो गई है। आदमी टिकट खरीद लेता है लेकिन टिकट खरीदने के बाद भी इसकी कोई गारण्टी नहीं रहती है कि उस को क्याह किस हो जायगी। मैं चाहता हूँ कि धोवरकाउन्डिंग को दूर करने के लिए रेलवे विभाग किसी जाय और मुताबिक

धमकी कदम उठाये जायें। प्रोवरकाउन्सिल दूर करने के लिए एक तरकीब यह हो सकती है कि कुछ नई ट्रेन्स बढ़ाई जायें या कोकेज में कुछ परिवर्तन किया जाय। मैं चाहता हूँ कि नई ट्रेन्स बढ़ाई जायें और इस तरह से प्रोवरकाउन्सिल को दूर करने के वास्ते सक्रिय कदम उठाये जायें।

एक बांच लाइन अभी तक खराब दशा में पड़ी है। मेरा जो कांस्टीट्यूएसी है उस में एन० ई० रेलवे धाटी है। हमारे यहां पीलीभीत से टनकपुर तक एक लाइन है और प्राज के जमाने में उस पर रेलगाड़ी ११ मील की बंटे के हिसाब से चलती है। इस बारे में मैंने कई बार रेलवे मंत्रालय और मंत्री महोदय का ध्यान आकषित किया, मिनिस्टर साहब को खत भी लिखे, कई बार पार्लियामेंट के मेम्बरों की जो रेलवेज कम्सल्टेटिव कमेटी है उसमें भी इस चीज का तजकिरा किया लेकिन उसमें कोई सुधार अभी तक नहीं हो पाया है। कुछ स्पीड शायद उसकी बढ़ी है और अब ११ मील प्रति बंटे के बजाय १५ मील प्रति घण्टा हो गई है। लेकिन इस ट्रेक को जिस तरह से अच्छे तौर पर डेवलप करने की जरूरत है उसको डेवलप नहीं किया गया है। जिस जमाने में यह लाइन बनी थी वह कम्पनी का जमाना था और खाली लकड़ी उगी जाती थी। लेकिन अब तो जमाना काफी बदल चुका है और धावादी भी बढ़ चुकी है। धावमी भी ज्यादा चलने लगे हैं और गुंडस ट्रफिक भी ज्यादा हो गई है और इसलिए इस लाइन को प्रीपरली डेवलप करना चाहिए और ट्रेक अच्छे तरीके से बनाना चाहिए ताकि स्पीड के साथ ट्रेनें उस पर चल सकें।

एक ही लाइनें हमारे यहां और है जिनके कि मुतासिलिक में धीरे धीरे बढ़ता रहता है। एक आधे किच्छा है (एन० ई० रेलवे) उं डिलकारणक होती हुई पीलीभीत तक हमी चाहिए।

मुझे ताज्जुब है कि यह जो डिमाण्ड्स हैं इनमें एन० ई० रेलवे की नई लाइनें बनाने प्रथमा पुरानी लाइनों को डेवलप करने की कोई योजना प्रोवाइड नहीं की गई है। न कोई नई स्कीम के मुतासिलिक तजवीज है और न किसी बांच लाइन को डेवलप करने की तजवीज है दो लाइनें डेवलप हुई हैं जैसे बरेली से लखनऊ तक धाने वाली लाइन का रिनोवेशन हुआ है। किच्छा से पीलीभीत तक रेलवे लाइन बनाने के सिलसिले में रेलवे मंत्रालय ध्यान दे। वह पिछड़ा हुआ इलाका है और उसको विकसित करने क लाइन होनी चाहिए।

पैसेजर्स एमिनिटीज के बारे में बहुत बर्षा हुई है लेकिन मैं बतलाना चाहता हूँ कि श्री लाल बहादुर शास्त्री के जमाने में बर्ड क्लास की कोकेज में जो पत्रे लगाये गये थे वे पंसे अब निकलते जा रहे हैं....

अध्यक्ष महोदय : माननोव सदस्य को अब वक्त लेना था तो कहा था कि वह केवल २ ही मिनट लेंगे।

श्री मोहन स्वल्प्य : बस मैं और अधिक समय नहीं लूंगा। हां तो मैं कह रहा था कि प्राज बर्ड क्लास के मुसाफिरो को यात्रा के दौरान काफी असुविधा और भीड़ भाड़ का सामना करना पड़ता है और जैसा कि कई अन्य माननीय सदस्यों ने कहा कि बर्ड क्लास की प्राज की खराब हालत को देखते हुए किराये में जो इजाफा किया गया है वह मुनासिब नहीं। मैं अपने उन दोस्तों से इस में सहमत हूँ अगर किराया बढ़ाने के साथ साथ प्राज बर्ड क्लास में एमिनिटीज भी बढ़ाते हैं तो मुझे कोई ऐतराज नहीं है।

अगर टिकटलेस ट्रेवलिंग को रोकना जाय या गुंडस को पिलकैज और जो कारणत बलता है उस को रोक जाय तो मैं समझता हूँ कि किराया बढ़ाने की आवश्यकता ही नहीं होती। इस तरह रेलवे प्रशासिक की ध्यान देनी चाहिये।

[श्री मोहन स्वल्प]

एक्सीडेंट्स की एक चेन सी बन गई है। रोज ब रोज एक्सीडेंट्स होते हैं। मेरा सुझाव है कि ट्रेन्स को दुबस्त करने के लिये मंत्रालय ध्यान दे। इसके लिये जो परमानेंट वे इंस्पीक्टर्स होते हैं या ट्रेन्स की बेखभाल करने के लिये जो एक प्रागोनाइजेशन है उस को अधिक तेज किया जाय और उस में ऐफिशिएंसी लाई जाय ताकि आज जो यह फिशल्स खलने की चर्चा होती है वह रोकी जा सके।

चूँकि समय ज्यादा नहीं है और मध्यम महींदय ने यह फरमाया है कि मैं अपना चर्चा को समाप्त कर दूँ इसलिये मैं अपना भावण समाप्त कर रहा हूँ। आखिर में मेरी मिनिस्टर साहब से गुजारिश है कि वह इन तमाम तजबीजात के मुताल्लिक ध्यान दें।

Shri Krishnapal Singh (Jalesar): I will not take much time of the House. I have only two points to make. One relates to a railway line connecting Mathura, Brindaban, Bajna, Keher and Aligarh. This proposal is a fairly old one. I think it came before this House in 1924 or 1925. It was accepted. It is a very important proposal. Mathura is an important pilgrim centre; so also is Brindaban. If this new line is constructed, it will certainly relieve congestion on the existing railway. I hope the hon. Minister will kindly consider this proposal favourably.

The other one relates to a branch railway line which has already been constructed, I mean the one from Barhan to Etah via Jalesar. This railway line is not serving any useful purpose for the simple reason that it takes about twice as much time to travel by that railway to Agra from Etah as it does by a bus. This has not been connected to any important railway station. I am told, and told on very good authority, that most of the passengers who travel by this railway, by the trains which run on this railway line, are ticketless tra-

vellers. The reason is that there are very few bona fide travellers or passengers on this railway line. What I wish to suggest is that this line may be extended either to Kashganj or to Fatehgarh. Then it will serve a very useful purpose. Otherwise, a time may come when Government may have to remove this line as was done in the case of some other branch lines.

Lastly, I would like to protest against the increase in railway fares, especially of the third class passengers. I do not think this increase is justified, and I hope the Minister will accept the suggestion which has been made by so many Members on the floor of the House.

This is all that I wish to say, and I hope that the hon. Railway Minister will take these points into consideration.

Mr. Speaker: Shri Jedhe.

Shri M. R. Krishna (Peddapalli) rose—

Mr. Speaker: Even though notes might have been sent to me, the hon. Members have to give me some indication by rising at least a little so that I may know that they are prepared to speak.

I have called the other hon. Member.

Shri Jedhe (Baramati): Mr. Speaker, Sir, I am very grateful to you for giving me an opportunity to speak on the Railway Budget.

Mr. Speaker: Because the hon. Member rose.

Shri Jedhe: It is a praiseworthy thing that the Indian railways are giving more and more amenities to the railway users, and I also congratulate the Government for making more and more improvements in the railways. It is also a good thing that

consistent with the growing economy of India, the railways are making more improvements.

The railway budget is one-third of the general budget of India, and day to day it will increase. It will increase because of the development of industries, and rise traffic of passengers and goods. Despite these prospects, I am afraid that the proposal to raise the freight rates and passenger fares envisaged in this budget will hit hard the common people. One can pay a little more if necessary provided there is not so much overcrowding.

Let me give a few figures to show the increase in the passenger traffic of the railways since 1956. From 1956 to 1984, there has been a rise in traffic of passengers and rise in traffic of passengers has increased gradually at the rate of 64 million per year, and this naturally causes more overcrowding in the passengers. So, I request the Minister in charge to make arrangements to make travel more comfortable for the third class passengers.

13.35 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

I have had much experience of this overcrowding in third class. Due to this overcrowding, the TTIs cannot check the travellers, they cannot get into the compartment. Because of this many ticketless travellers are travelling and the Government is losing more revenue from that. There is a system by which each TTI is asked to collect a certain minimum quota from the ticketless passengers in a month. They collect this in one or two days, and are at ease for the remaining 28 days of the month. Therefore, I request the hon. Minister to make proper arrangements to see that there is a daily minimum fixed quota, in which case there will be an increase in these collections.

I am only sorry that the railway administration has not been able to do much to make the journey of the average passenger comfortable. As

the hon. Minister has told us, 85 per cent of the third class passengers do not travel beyond 50 miles. I suggest that a trial may be made by introducing short distance shuttles in all parts of India so as to reduce this overcrowding.

This overcrowding is noticeable particularly in some months, especially during the vacation time, when the students go to their homes and when they return. The Minister and the railway administration should take steps to reduce overcrowding during this period particularly, and to make the journey more comfortable to them.

Overcrowding should not be dismissed as a petty complaint. It has been a nuisance to the public for years and years. People have been moaning and groaning because of overcrowding, though probably Government feels that they have become used and habituated to it. Let me quote one incident that happened last year near Mathura. This overcrowding has many times led to very bad and grave consequences. When we read reports of accidents in the newspapers we feel very uneasy that though our country is developing so much, the railways are not able to take care of the passengers. The passengers do not get space in third class, and they even travel on the roofs of the railways and lose their lives. Therefore, it is not a petty thing; and, I would suggest the introduction of shuttle trains for distances of 50 and 100 miles to reduce overcrowding.

I am sure the responsibility for such loss of human life cannot be easily denied by the railways. Last year, I read somewhere in the newspapers that our hon. Deputy Minister was on a tour of the south and that he was glad to travel in the third class with many comforts. I suggest that the Deputy Minister should undertake such travel as a common passenger. Then, he will know where and how the shoe pinches. I would suggest the appointment of a committee to study

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this question of overcrowding and make suggestions to the Ministry so that they can do something for the benefit of the third class passengers who find it very difficult to travel.

Now, I will turn to some grievances from my constituency. There was a proposal for the free supply of water from the Dhond Municipality according to the agreement but the matter is still pending and the hon. Minister is requested to look into it.

Maharashtra is developing industrially. If we go into the statistics of new lines, we find that the railways introduced about 768 miles of new lines during the last 5 years. Out of that not a single line has been introduced in Maharashtra. I would request the hon. Minister to give some new lines to Maharashtra to cope up with its industrial development.

A word about the railway pensioners. Government want to give extra dearness allowance to the railway employees and for that purpose Government are raising the fares of passengers. For the last 3 or 4 years the railway pensioners have been asking for the dearness allowance. They have served the nation and the public. I would request the hon. Minister to consider their cases also and give them whatever he can with retrospective effect.

Regarding the fares for travelling between Poona and Lonavala, I would say that it causes injustice to the persons travelling between these two places. Shuttle trains are running regularly 4 to 6 times a day; and that area is an industrially developing area. If the workers do not pay or cannot pay, it is because they are not satisfied with the fares charged. As compared with the fares charged for the journey between Bombay and Kalyan, the charges for this distance are high and the workers are finding it difficult for them to pay these fares.

Mr. Deputy-Speaker: The hon. Member's time is up.

The Minister of Railways (Shri Swaran Singh): Mr. Deputy-Speaker, Sir, I feel greatly honoured in that I have had the privilege of listening to this debate for the last 5 days. As many as 65 hon. Members have participated in this debate. I would not venture comparisons; but I have an association with this hon. House lasting over about 10 years and it is not easy for me to recall another occasion when as many as 65 hon. Members might have participated in a debate of this type. Anyway, it is most welcome, particularly because we have got a large number of our new colleagues and it has afforded me an opportunity, soon after taking over this department, of knowing the views of the hon. Members belonging to various political parties and coming from various parts of the country. There is not a single State the representatives of which have not participated in this debate. From different corners of the country, hon. Members have given much detailed consideration to this rather complex and a little specialised subject, and have made valuable suggestions.

The House is aware that my colleague, the Deputy Minister, Shri Ramaswamy, has already intervened in the debate; and, on account of his longer association with the railway administration, he has placed valuable information before this hon. House. I would venture to place before the House my submissions with regard to the financial picture of the railways.

This is important in any Budget discussion; but, this is of even greater importance now, because my Budget proposals include proposals for an increase of freight on goods and an increase in passenger fares. It is, therefore, proper that I should place, before this hon. House and the country, the financial arrangements that are there in the railway set-up. It

is all the more necessary because certain hon. Members have tried to create an impression as if there are aspects in the Railway Budget which do not put forward the picture correctly. One hon. Member was good enough to use an expression that there was a great deal of confusion in the Railway Budget. I think that the expression was not justified. But there are certain broad aspects which it is necessary for this hon. House to keep in mind while discussing, at the present stage, the Budget as a whole. It is a common place that, in any budget proposals, the outgoings have to be justified. What is the account on the expenditure side? Is it fully explained? This explanation becomes all the more important when there are proposals for additional levies in the form of increase in the freight rates and additions to passenger fares. Therefore, let us first examine what is contained on the expenditure side and whether there is any scope for cutting down the expenditure under any of those heads. The operational expenditure has not been disputed in any seriousness by any quarter of the House. Something has however been suggested, though vaguely, with regard to three important items, and it is therefore necessary for me to make my statement in regard to these: provision for depreciation reserve fund, contribution to the general revenues and contribution to the development fund. It is a matter of vital importance for us to consider whether the expenditure on these counts is legitimate and proper. I have ventured in my budget speech to state the basis for the calculations and for the provisions. The position is quite simple. The Railway Convention Committee, a committee on which some Members of this House served with such great distinction, went into the financial affairs of the railways in considerable detail. They examined the various aspects, the capital-at-charge, the liability to pay to the general revenues, surplus necessary to make contributions to the development fund, contribution to

the depreciation reserve fund, etc., and made certain proposals. The report of that committee was considered in great detail by both the Houses of Parliament, and the recommendations were approved by resolutions of both the Houses. Therefore, I have said, *prima facie*, that it is a good basis, and if I may add, a binding basis which should be the yardstick for making any assessment with regard to the provisions under these three counts. I do not want, however, to confine myself only to quoting this resolution of Parliament, although that is a valid enough reason. Suggestions were made that some savings could be made under any of those heads. For instance, it was suggested by such an experienced Member like Shri Frank Anthony, that contributions to the general revenues could be avoided and it was again suggested by some hon. Members that provision in the depreciation fund should not be made to the extent adopted. They suggested also that the Committee had made recommendations that loans could be obtained from the general revenues and that this possibility should have been explored and additional revenues should not have been raised.

Let us see the position with regard to the depreciation fund. At the outset I may say that depreciation fund at present is not the usual type of depreciation fund created in the initial stages when any new undertaking or a new industry is started the balances in which are still to be utilised at some distant time in the future for replacements. But so far as the Railways are concerned, it is a matter of prime importance that contributions to the depreciation reserve fund of the order mentioned in these proposals are actually provided. It is necessary to have a look at the outstandings and the outgoings from this fund over the last few years, and that will make the picture clear. The withdrawals from the fund since 1957-58, taking also the revised estimate figure of 1961-62 and the Budget

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estimate figure of 1962-63, average Rs. 63 crores annually. This level of drawals in the period of 57-58 to 60-61, against an annual accretion of only Rs. 45 crores to the fund, involved drawing down of the previously accumulated balances in the fund with the result that the balance in the fund at the end of the Second Plan period was barely Rs. 20 crores. This is an important fact to be kept in mind. What is the type of expenditure that is incurred from this fund? Apart from the cost of petty works not exceeding Rs. 25,000 lakhs charged to the revenue under the heading 'open lines works—revenue', the provision by contribution from revenue annually for depreciation in respect of the steadily expanding railway assets is an obvious charge. The average annual provision of Rs. 70 crores in the third Plan period was approved by Parliament, as I have already mentioned, on the recommendation of the Railway Convention Committee, 1960, the year-wise appropriation being Rs. 65 crores, Rs. 67 crores, Rs. 70 crores, Rs. 73 crores and Rs. 75 crores, against the earlier provision of Rs. 45 crores made annually during the period from 1955-56 to 1960-61. The increased provision is just about sufficient to meet the cost of replacement of the worn-out assets, programmed, as being necessary during the third Plan period.

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In making this provision, allowance naturally has to be made for the present-day high prices at which the new assets have to be acquired in replacement of the old ones. The charging of the entire replacement cost to the depreciation reserve fund, which is built up from revenues, is only legitimate, as there is no addition to the total railway assets. The annual expenditure from this head consists mainly of replacements and these replacements, I repeat, do not increase the overall assets of the railways. Therefore, they are a legitimate

charge on revenues, and a provision on that score is inescapable.

More than one hon. Member mentioned the oldage coaches, wagons, tracks which require renewal and other equipment which require replacement. Those replacements are essential to maintain the efficiency of the railways, and it is, therefore, necessary that we should squarely meet this responsibility of finding money for these replacements; this is the purpose of the depreciation reserve fund.

Shri Hanumanthaiya (Bangalore City): The hon. Minister was pleased to say that the increase in prices in regard to assets has been taken into consideration. Has the hon. Minister taken into consideration the tendency that has now been started as a result of increasing the wage structure in the railways?

Shri Swaran Singh: I must confess that I do not quite catch the point. It is a fact that the replacement cost now is higher as compared to the initial expenditure incurred when any particular rolling stock or other item was acquired. This additional price is a composite result of various factors including wage increase, increase in prices and a number of other factors. It is quite obvious that the cost of replacement today is higher as compared to the original cost of acquisition. That is why the contribution to the depreciation reserve fund has also to be of a higher order.

The next item is contribution to general revenues. We have to examine whether there is any escape from this and whether it will be sound finance to ignore this. My submission is that contribution of 4.25 per cent. calculated on the total capital at charge is a proper minimum return on capital. Let us not forget that railway assets are increasing. There is a provision, even in the current budget proposals, for expenditure of

the order of Rs. 295 crores on capital assets.

Shri U. M. Trivedi (Mandsaur): As a matter of information, will the hon. Minister be able to say how the capital at charge today is calculated? Is it calculated with a modern valuation or is it being calculated at the old rate?

Shri Swaran Singh: It is easy for me to answer that, but I will suggest to the hon. Member one thing. He is an experienced Member; we have been colleagues in the first Lok Sabha. I might tell him that all these things are given in the report of the Convention Committee. The way in which the calculation is made is also mentioned there. If, after going through it, there is any further point which requires elucidation, I am at his service. Let us start from the fact that the capital at charge as given in the report of the Convention Committee, which has been arrived at after a very great deal of thought, is the correct figure to proceed with. Let us remember, at the same time, that, the total assets are much more. The capital at charge has to be distinguished from the value of total assets. This obligation to pay 4.25 per cent. is in relation to the capital at charge, and not to the total assets. This is the point which I might clarify, because there was some confusion, at the time of the discussion, over this issue. This capital at charge is really in a way the equity capital of the railways, if I may borrow an expression from the company law concept. Some return on equity is not only expected but fully justified. Let it be remembered that, for the capital which the railways employ to create new assets for development, no separate interest is paid. Where do we get capital? We get capital from the general resources of the country from the general loans that are raised in the country. Therefore, the payment of 4.25 per cent on capital at charge is a legitimate return which we should not grudge. If we have an overall view with regard to the interest at which loans

are raised these days, if we keep in our mind the rates that our country has to pay for certain foreign loans which, in many cases, are even higher rated than 4.25 per cent, this contribution of 4.25 per cent on capital at charge is clearly a legitimate charge, a proper charge and—if I may say so—a fair charge, and the Parliament in its wisdom has approved this. Therefore, this is the view that we should take with regard to this matter.

A suggestion has been made that we could declare a moratorium with regard to these contributions. This is an attractive suggestion, because, according to certain ways of thinking, to do away with the liability to repay is regarded as a virtue. But the Government of India has built a certain reputation with regard to solvency and financial ethics, and it is not customary for the Government of India to escape its liability to pay interest on capital which it raises.

Shri Hari Vishnu Kamath (Hoshangabad): Keep it up.

Shri Swaran Singh: Now that I have the support of Shri Hari Vishnu Kamath, I feel strengthened.

Shri Hari Vishnu Kamath: I said, "keep it up."

Shri U. M. Trivedi: You have admitted in the White Paper that the solvency is at stake.

Shri Swaran Singh: Yes; that is why this step for additional revenues has been taken. I was submitting that this payment at this rate is a legitimate charge. The railways are not only a utility service but also a commercial undertaking; and judged on any principle of from any yardstick, payment of an obligatory return which is 4.25 per cent in this particular case, on the capital at charge cannot be regarded either as excessive or unreasonable.

What is the alternative if a moratorium is declared? What is the result of that? Does that add to the resources of the country as a whole? That is the question for which we

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should find an answer in all seriousness. It does not add to the resources. On paper you might say that we are not contributing, and therefore we are not earning; that we are consuming that which does not exist. But who foots the bill? The general revenues, and the general resources of the country, bear that burden, and if you do not increase the resources here, you increase the resources somewhere else by taxation or by some other method. Therefore, this charge is absolutely inescapable.

Let us now come to the development fund for which there is a provision of about Rs. 23 crores to be made from the annual surplus. What is the type of expenditure that is incurred from this fund? The essential thing that has to be borne in mind with regard to the expenditure from this fund is that this expenditure creates assets which do not directly earn any fresh or additional revenue. Therefore, the current revenues are rightly charged with regard to this amount. A brief mention of the type of activities financed from this will convince the House that this is a type of expenditure which should be incurred from current revenues.

The development fund is built from the normal railway surplus, and is designed to meet the cost of work for providing amenities to railway users, the cost of staff welfare work individually costing more than Rs. 25,000, as well as operating improvements found necessary from time to time, such as improvements in signalling, train control equipment and other safety measures, improvement in watering arrangement, etc., which cannot be assessed as directly securing a financial return. These works legitimately should be financed from revenue surpluses, as they pertain directly or indirectly to operating efficiency.

The programme of expenditure on works chargeable to the development fund in the third Plan involves annually Rs. 23 crores, which is about the same as in the second Plan period.

The House will appreciate that a curtailment of such essential expenditure is not advisable, as indeed was emphasised by the Railway Convention Committee. The ploughing back of surplus revenue to finance such works is in keeping with the normal trends, even according to current commercial practices.

It has been mentioned by one hon. Member opposite that the Railway Convention Committee had suggested that we could have recourse to borrowing from the general revenue, and therefore we could have resorted to borrowing and not increased the freight rates or passenger fares to meet this obligation. That is on the face of it an attractive suggestion, but we have to keep in mind whether, in the case of a loan which means responsibility to repay, responsibility to service the loan, and responsibility to pay interest, such responsibility could be undertaken with regard to expenditure of this type. I have already mentioned that this expenditure does not increase the revenues as such directly, and therefore there is no possibility of repaying either the interest charges or servicing the loan or the repayment of the loan if you book it under this head. Therefore, this type of expenditure can be incurred only from the current revenues.

The recommendation of the Convention Committee that a loan could be taken is an enabling provision whereby amounts can be advanced if the expenditure is of a magnitude that there is possibility of its repayment in the next few years or in the near future. But we are convinced, as we are, after careful examination of all factors, that the type of expenditure which is visualised from this fund is not such as would generate new revenue which would enable us to pay either the interest charges or repay the loan. Loan might be a paper transaction, but it would not be a sound financial transaction. Therefore, I cannot think of borrowing for financing an activity of this type. This exhausts

all the heads on the side of expenditure. There is the normal expenditure on operational side, contribution to the depreciation reserve fund, contribution to the development fund, and contribution to the general revenues, which is nothing but payment of interest on capital at charge another expression for equity capital, which vests in the President or the people of the country.

If that is the financial picture on the expenditure side, how to balance it now on the revenue side? The Estimates leave a deficit of Rs. 23 crores, which has to be covered. Are there any other methods by which we can cover this? The suggestions that there should be a moratorium, or that we should have a loan or we should not repay what is due from us, etc are not sound suggestions. But certain other things have been suggested on the floor of the House, and I will endeavour to examine them with a view to find out if any of those suggestions is feasible or if there is any other method which, if adopted, would obviate the necessity of resorting to increase of passenger fares or freight rates. I have carefully listened to the various suggestions, and I have already made my submission with regard to two such suggestions. Two or three more are left.

One of the suggestions vehemently made by more than one hon. Member opposite was that the pay of officers getting more than Rs. 1,000 should be cut down and the savings thus effected would enable the railways to forego this additional revenue. I am sure that, if those hon. Members—both of them are new—care to glance through the various figures, they will soon find that arithmetic does not help them, because with all the eloquence, you cannot alter the facts of arithmetic. Arithmetic was the expression by which my friend, Shri Nambiar, swore when he said that two and three will always make five. That was a new expression; usually we say, two and two always make four. It is inter-

esting to find if this produces any impact by way of saving.

I have ascertained the total number of Class I and Class II officers in the railway administration, including the Railway Board. Their number is between 4,000 and 5,000 and their total pay Bill is of the order of Rs. 5 crores or Rs. 6 crores a year. Even among these Class I and Class II officers, every one of them is not getting more than Rs. 1,000. Many of them would be on grades which start from Rs. 400 or 500. When their total bill is of the order of Rs. 5 crores or Rs. 6 crores only, you cannot do anything with regard to this. It will never give you anything of the order of the deficit of revenue account, which is to be covered. If you decrease gazetted officers' salaries, or even if you abolish certain posts, which some of the new Members can suggest only in their enthusiasm, and which can never be a practicable proposition, still it will never give resources of the order that we find necessary in these proposals.

Shri K. Pattnayak (Sambalpur): It may not meet the whole of the deficit; it could meet a part of it.

Shri Swaran Singh: I am glad that the hon. Member has slightly modified his suggestion. I do not know whether he is the hon. Member who made that suggestion.

Shri K. Pattnayak: I did not say it would be adequate to meet the entire deficit, but it would be one of the sources.

Shri Swaran Singh: It is a very paltry source, and I have no intention to tap it. The figures I have given would show that it does not lead us anywhere. We must remember that the railway administration is manned at these levels by highly trained people, and some of our bright young men, luckily for the country, are still forthcoming and offer themselves for employment in the railways. There is a very strict and rigorous competitive examination which is held on

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an all-India basis, and the entrants to the superior services of the Railways. I am happy to report to the House, are bright young men who get very intensive training on the engineering and technical side, transportation and administrative matters. It takes fairly a long time for them really to attain that efficiency which is so necessary for running the railway administration efficiently. Sometimes, in our enthusiasm, we fall into the temptation of not fully appreciating the very vital role that is played by officers who run these huge undertakings at various levels. I would appeal to the House that we should not ignore that these are heavy responsibilities that are undertaken by them at all levels, and they require encouragement rather than this casual mention which does not yield any result but which unnecessarily would shake these personnel and hamper them in the discharge of their onerous responsibilities.

Therefore Sir, this suggestion that was made is not feasible, is not a practical suggestion; nor does it yield any results and it has therefore to be discarded. The reason why such a suggestion is made is obviously as a sort of, I should say, plea which they put forward in order perhaps to dilute the feeling that is likely to go round in the country that the decision regarding additional dearness allowance is responsible for pushing up the fares and freights. That is a decision which we have taken because we think that that is a just decision, and my defence before the country is not that I have been compelled to give this dearness allowance and therefore I necessarily ask for additional fares and freights. My case is that the addition to the dearness allowance is justified by the facts of the situation as prevailing in the country and those facts that prevail in the country also justify the additional revenues which we have to pay. But doing one act which is proper, the other thing which is equally proper should not be grudged; we should face it squarely, and not escape

the responsibility of taking this decision.

Shri Umanath (Pudukkottai): It is the same as saying that the dearness allowance is responsible.

Shri Swaran Singh: If you unnecessarily connect it with that I can't help you. I do not know what more I could say. It is a fact that, if the expenditure increases, whether the increase is by way of addition to the wage-bill or addition to the cost incurred for replacements, that has to be met by additional revenues, unless any other method is suggested. I know that the hon. friends opposite have not got the responsibility of suggesting these things, but it is my responsibility, at any rate, to explain to the House and to the country, that the alternative suggestions which have been put forward are not feasible, and that the only alternative is the one which I am venturing to place before the House in the form of addition to freights and fares.

Shri Hari Vishnu Kamath: We have other responsibilities equally heavy, trying to point out what are the mistakes and defects.

Shri Sham Lal Saraf (Jammu and Kashmir): Sir, I would submit that after the hon. Minister has concluded, if any hon. Member wants to put a question he may be allowed to do so.

Shri Swaran Singh: We are accustomed to this sort of thing.

Shri Hari Vishnu Kamath: We know each other very well.

An Hon. Member: May I seek one information?

Mr. Deputy-Speaker: This is not the Question Hour.

Shri Swaran Singh: Sir, I concede that my hon. friends opposite have got

this responsibility of pointing out the deficiencies and they are discharging it fairly well.

Shri Hari Vishnu Kamath: Very well.

Shri Swaran Singh: But when they delve into things and make constructive suggestions which on the face of it, are far from constructive, it is my duty, a painful one, to point out that they are not constructive but destructive suggestions. It is for this reason I was trying to analyse whether there is any substance in certain suggestions which they had offered. Probably, hon. Members unnecessarily take upon themselves this responsibility of pointing out other things, and if they had confined themselves to the responsibility of criticism, perhaps they would have fared better.

An Hon. Member: Next time we shall do that.

Dr. M. S. Aney (Nagpur): I would suggest to the hon. Minister to welcome all suggestions whether constructive or destructive.

Shri Swaran Singh: Who am I, not to welcome any suggestion? I started, I hope, by saying that I have greatly benefited by this very long debate in which hon. Members, fresh after the elections, fresh in their enthusiasm, have placed all their experience at the disposal of the House. I have greatly benefited by those observations. I am the last person to suggest that I do not welcome any suggestion, constructive or destructive. But I also do welcome this change in the mind of my hon. friend who normally confined himself to constructive suggestions. But if he has taken over the portfolio of destructive suggestions also, I wish him well, that is all that I can say.

Dr. M. S. Aney: I am a friend of all. I am not a member of any particular party.

Shri Swaran Singh: Therefore, I hope, he will be constructively friendly to them and to us. It is a very difficult job all the same. Anyhow I wish him well.

Therefore, Sir, there is no significant saving that could be made by making any reduction in the salaries of so-called high paid officers in the Railway Administration.

It was also mentioned that the first-class fare could be increased more and therefore, perhaps, that could have obviated the necessity of increasing the fares of third class, or could have obviated the necessity of raising the third-class fares to the tune to which it is proposed to be raised under these proposals. This also has to be judged in the light of facts and figures. In the proposals, it is proposed that there would be a 15 per cent increase on the first-class fares, as compared to 10 per cent increase in the third and second-class passenger fares. Even if you increase it to 20 per cent, the increase from the first-class passengers would only yield another Rs. 50 lakhs. I do not know how far you can increase it—20 per cent, 30 per cent, 40 per cent or 50 per cent? Even up to 50 per cent increase the total increase in the revenues will not bridge this gap of Rs. 23 crores.

Therefore, these suggestions do not lead us anywhere, and we are left with this only alternative that we must add to the revenues as proposed. And if we come to that conclusion, then the only thing this is left for consideration is as to whether the spread of this is equitable, whether between the passengers fares and goods freights, whether on the various commodities, or on the various classes of passengers the distribution is fair or not. I venture to submit, Sir, that this, in my view, is the most equitable distribution that could be thought of. If Rs. 23 crores additional revenue have to be found, as they have necessarily to be found in the light of my submission, then there were various alternatives for raising this additional Rs. 23 crores. One could be to lower

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the whole of it on goods freight. The other could be to load the whole of it on passenger fares. I think that this distribution of additional burden between the goods traffic and the passenger traffic appears to be a fair and equitable one.

So far as addition to the goods freights is concerned, there have been some criticisms, but the general impression left on my mind was that, except for an element of uncertainty with regard to food prices, there was no other serious objection that was raised from any quarter of the House. It is necessary for us to examine whether the impact of the food prices is likely to be significant. That is a very important factor which we have to keep in mind.

We know all of us what the pattern of movement of foodgrains in the country is. The bulk of it moves from the surplus States like the Punjab, Andhra Pradesh, Madhya Pradesh and Orissa, to places like Bombay, Kerala, Calcutta, and may be a few other places. These are the main trends of movement. If we look at the level of prices of foodgrains either in these surplus or in the main consuming centres, and then try to judge the impact of the increases upon the prices, that will give us a correct picture; that will be some basis to judge whether the additional increase is really sizable or not and whether it is likely to create the type of effect which some of the hon. Members sought to mention in the House.

We have to remember that the additional freight charges on goods of any type, over any distance, is not likely to be more than 105 naya paise per tonne. One hundred and five naya Paise per tonne divided over maunds gives four naya Paise per maund. The price of wheat can be taken roughly to be anywhere bet-

ween Rs. 16 to 18, of rice at about Rs. 25, of sugar about Rs. 35. In a commodity the price of which is Rs. 16 or Rs. 18, or Rs. 25 or Rs. 38, an addition of four naya Paise per maund is not likely to matter seriously. The price of that commodity instead of Rs. 18 would become Rs. 18·4 naya Paise; and instead of Rs. 25 would become Rs. 25·4 naya Paise. This certainly cannot be regarded as a burden which is likely to create any serious effect of the type which was hinted by hon. Members opposite and some hon. Members on this side also. We have to calculate this and see what is going to be the impact thereof and we should not be swept off our feet merely on sentimental grounds.

Shri U. M. Trivedi: The initial calculation itself is wrong. As the hon. Minister himself knows well wheat is sold for Rs. 14 in the villages. It becomes Rs. 18 in the cities because of the addition of freight charges. To that you want to add something more. This Rs. 18 is after addition of the freight; it is not the price to begin with.

Shri Swaran Singh: The addition of Rs. 4 also I have to explain in my reply?

Shri Umanath: The prices are already so high that addition of any further insignificant amount becomes significant. It has to be looked at from that angle.

Shri Swaran Singh: That is a matter of argument. Our practice is that we do not have arguments in the course of speeches. If there is any mistake in calculation, it may be pointed out. But arguments and counter-arguments would not take us anywhere.

Shri Umanath: I pointed it out because the hon. Minister said it is too insignificant.

Mr. Deputy-Speaker: There should not be any running commentary.

Shri Swaran Singh: I maintain it is very insignificant, because an addition of 4 naye Paise to 1,600 naye Paise is almost nothing. This is pure arithmetic. Therefore, this fear that has been expressed on the floor of the House, so far as foodgrain prices are concerned, is unfounded. A look at the quotations of the wholesale markets of the country like Hapur and Moga and some markets in Andhra Pradesh, will show that increase of four naye Paise per maund hardly varies the price. Of course, if there are any unscrupulous people who try to take undue advantage of the situation of this type, we shall take note of it and take suitable measures. But we have to view this matter in its proper perspective.

It would be wrong on my part to say that there is no addition at all. The addition is there. That is why I am getting Rs. 23 crores. What we have to consider is whether this price is really as painful as to cause undue hardship. Take for instance now the increase on the fares. With regard to that, I would venture to place before the House some calculations, taking in view the average distance that is traversed and the average charges that are paid by a bulk of passengers. I would like to give details regarding third class passengers and the very limited incidence of burden on them of the budget proposals. Excluding about 7 lakhs third class season ticket holders, carried on the average twice each day for a charge of not more than Rs. 1.1 lakhs per day, the Indian Government railways carried about 31 lakhs third class passengers daily other than season ticket holders, on the average, in 1960-61 and realised an income of just Rs. 34 lakhs from them. The Budget will merely have the effect of increasing the average fare paid by third class passengers other than season ticket holders by about 11 naye paise from the present average of about Rs. 1.09 nP. I would add-

that the picture to be drawn from the average figure indicated by me is far from being incorrect or misleading. In fact, excluding season ticket holders, 86.5 per cent third class passengers are seen to have travelled a distance of 50 miles or less and the average fare paid by the 86.5 per cent of the third class passengers is no more than 43 naye Paise each. A further 10 per cent travelled distances between 50 miles and 150 miles; so that, 95 per cent of passengers contrary to what is perhaps the common impression—travel less than 150 miles.

The House has been interested in what the budget proposal will mean to the common man, and hence these figures will be of general interest. As for the small proportion, who travel longer distances, the railway will continue to maintain the system of telescopic fares which is of assistance to this group. Therefore, when we view the actual incidence of this addition to fares for a large number of third class passengers individually, it is not much, but still it is there, and the justification for this is the inescapability of the various items which are shown on the expenditure side and there being no scope for reducing any of them, the present proposals of increasing the passenger fares and the freight charges are the only alternative. In evolving these proposals care has been taken to ensure that the burden does not fall inequitably or too heavily on any particular section of the patrons of the railways.

Now, Sir, this is so far as the financial picture of the budget proposals are concerned.

Shri K. R. Gupta (Alwar): The fact of 85 per cent or 95 per cent of the passengers travelling below 50 miles has not been given in the White Paper.

Shri Swaran Singh: I cannot contradict the hon. Member because I myself have not fully gone into all

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the various details, but if it has not been given I have tried to correct that by mentioning it here in the House. That perhaps leaves a better impression on the minds of hon. Members, because I have to apologise to them for the volume of material that is inflicted on them and they do not always have the leisure to go through all that. So, if it is not there, it can be rectified in later publications. If it is there and has escaped notice, then I am here to supply that and venture to place that before the hon. Members.

Shri Nath Pai (Rajapur): May I very mildly repudiate the very subtle insinuation that he is very cleverly making that Members do not study the very valuable data that is supplied?

Shri Swaran Singh: That is farthest from my mind. He is reading much more than what I meant.

Shri S. M. Banerjee (Kanpur): The hon. Minister has stated that he himself has not fully read it.

Shri Swaran Singh: I admitted my inability to have gone through that in detail.

There are only two or three other matters about which I would like to make a brief mention. One is about the movement of coal. I have given certain figures in my budget speech and I have no intention of repeating them. I would, however, like to place before the House a picture about the fuel position as I visualize it in the course of this year. We have to view the whole thing in perspective. Statistics and arguments apart, what are the prospects for this year is a vital question. That, I think, is of greater importance than merely trying to find out the causes or the like.

I have already ventured to submit that the requirements of the steel plants, washeries, power houses all over the country, and requirements of

all users to the tune to which they have been getting supplies over the last year, will be fully met. Therefore, there is no substance in the fear that has been expressed on the floor of the House that any drastic cuts would be made. Actually, the total movement of coal in the year 1962-63 is bound to be more as compared to the last year. Therefore, no user in any part of the country is likely to get less coal than what he actually got during the last year.

Some panic has been caused in certain quarters from a certain change in coal allocations that has been announced, and that has created a certain confusion which I want to remove. There are allocations and actual physical supplies. What was happening was that allotments were much more, and the actual physical supplies were much less as compared to allotments. This was not a very desirable situation from any point of view, because, for one thing, it created uncertainty and, secondly, it created a certain room for playing about which was undesirable. Therefore, we took a decision that there is no use keeping paper allocations at a high level if those allocations do not materialise. Therefore, let the allocations have some relation to the actual physical supplies. So, taking a particular year's supplies and taking into view the requirement and the overall transport availability from various sources, a decision was taken that the allotment should have some relation to the physical supply, which I think should be a welcome change rather than anything which should create a scare. Therefore, whereas the paper allocations before were large and actual physical supplies much less, in future the supplies are likely to be very near the actual allotments. They should normally be of the same order, but there may be small shortfalls here and there, and that is why I am using that expression. So, bringing the paper allotment in greater proximity to the actual physical supplies is a step which should

be a welcome step. And the further statement that I have made—that no industry or user is likely to get physically less than what he got last year—should leave no doubt in the minds of anyone.

My judgment or estimate is that many will get more, which they should, because our economy is expanding. It is true that there were short supplies last year. This year, apart from meeting the essential requirements of users like steel plants, washeries, railways and the like, the other users are also likely to get more supplies as compared to last year. This, coupled with the other steps that have been taken, make the fuel position more hopeful for this year and thereafter.

Then, the movement of coal by sea is likely to be stepped up. I was hoping that the movement by sea would be of the order of two million tons a year. Unfortunately, it has not touched that level, but it is progressively increasing. If we have a look at the actual movements during the last two months or so, it is of the order of about $1\frac{1}{2}$ million tons a year. If it is stepped up, this will meet the requirements of distant users who can be supplied coal by sea.

Though the House is already aware for the information of the new hon. Members I might add that the difference in freight between transport by sea and transport by rail is being subsidised. So, the actual users do not lose if they get their supplies by the sea route rather than by direct railway route.

Another step which has been taken and which has already been announced by my colleague, the Finance Minister, is subsidising from general revenues the freight charges on furnace oil. That will also relieve to a considerable measure the fuel shortage which has been experienced in certain parts of the country. The other steps that are

being taken are electrification of vital sections in the railways, programmes of dieselisation, improvement of track and putting into use an increasingly large number of wagons that are being produced in the country. My colleague gave this hon. House the figures about the number of wagons. They are progressively increasing. If you have a look at the figure which I have given in the budget speech, I think it is now more than 2,000 in one single month, and this figure is likely to increase. So, all these steps will produce a significant impact on the fuel supplies for the distant users; the gloom which is sought to be created has no justification.

There is one other matter which I would like to mention. It was also touched upon briefly by my colleague, the Deputy Minister. Some hon. Members had suggested that some commission or high-powered committee should be set up to look into the affairs of the railways. If we take a superficial view, this is an easy escape. If we do not want to do hard thinking, it is easier to constitute a commission or a committee and sit idle for some time. But that is not the line that is likely to yield any good results or quick results. "Administrative reforms", "streamlining the administrative set up" and "greater coordination" are expressions which easily come to anyone's mind, when he has given any thought to the governmental apparatus or organisational apparatus, but in actual fact these remain expressions of hopes without yielding any significant results unless they are vigorously and continuously pursued.

We know what our transport policy is. It is very easy for anybody to say that we have no transport policy. We have definitely a transport policy, and it is contained in the Third Five Year Plan which has been discussed at great length here. A co-ordinated picture of road transport, rail transport and sea transport is contained in the Third Plan.

You may not agree with all these details. I do not expect that every-

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body should agree. But they have broadly been accepted by this Parliament, and by the country at large. We are actually implementing it. It has been made clear that the Plan itself is flexible; and if in the light of experience we find, as we march onwards that adjustments are necessary here and there, they can be considered.

Shri K. R. Gupta: What about reducing overcrowding? Is it in the Plan?

Shri Swaran Singh: I have not yet finished.

Shri Nath Pai: If the picture is as rosy as you say in regard to the transport policy, why did we have to appoint the Neogy Committee? What is its function?

Shri Swaran Singh: That answers the criticism also. If the committee is there, there is no need of having any other high-power commission. That is the point to which I was coming. For going into concrete aspects of various things committees can be appointed and have been appointed from time to time. One has been suggested by my esteemed friend opposite, namely, the Neogy Committee.

I would like to refute a suggestion that was made here, namely, that perhaps the Committee is not being given full co-operation. That is not correct.

Shri Harish Chandra Mathur (Jalore): I made this suggestion. In dealing with it, I think, the hon. Minister may kindly take into consideration one thing. I wonder if the hon. Minister is aware of the appointment of the Hoover Commission in U.S.A. When I mentioned the appointment of a high-power commission I also made perfectly clear the type of commission which we have got in our mind, that is, the Hoover Commission. If we accept the arguments which are advanced by the hon. Minister, the same arguments were advanced in that country also and the Hoover Com-

mission would not have ever come into existence. What immense good that Commission has done by going into the work of various departments and by appointing various teams is now a thing which should be known to everyone. The entire speech of the hon. Minister is to the effect that this cannot be done or that cannot be done. This cannot be done because we have not got the data as this has not been examined and there has not been an independent enquiry into the working of the Railways.

Mr. Deputy-Speaker: He cannot make another speech.

Shri Harish Chandra Mathur: I am not making a speech. I am just submitting as to what we expect the hon. Minister to answer. He said that these are the items on the expenditure side. If there was a commission, it would have pointed out that there are 101 items over which expenditure could be cut down. We know about the Convention Committee. As a matter of fact when my hon. friend, Shri Nambiar, was speaking I pointed out to him that he should take note of the Railway Convention Committee's Report. But what we want is much more.

Shri Swaran Singh: If I may say so, the hon. Member has repeated what he said in his first speech. I have no intention of repeating what I said. The type of instance that he chose to highlight when he intervened now, is the necessity for a committee to go into items of expenditure as also certain other administrative aspects and the like. I submit that this was more or less what was done by the Convention Committee. They went into the financial aspects in great detail. To another specific matter the Neogy Committee is already applying its mind. It has not made any firm recommendation yet. It has suggested various aspects, for instance, whether this differential between high-rated goods and low-rated goods should continue or whether the gulf should be narrowed. These various aspects have been gone into.

It is perhaps more purposeful to have enquiries directed to specific aspects rather than in a general way. But I can keep my mind open. At the moment I must confess that I do not feel convinced that there is any necessity of having an all-pervading sort of commission, with vague terms of reference, and without any purposeful enquiry or any specific matter to go into. That may not yield any fruitful result. But if any concrete suggestion is made, I am prepared to discuss it with my hon. friend. We meet in the Informal Consultative Committee also, and we can discuss if there are some ribs in this proposal. I am prepared to examine it, but at the moment I would be frank in making the submission that I do not feel convinced that anything useful is likely to come out of a proposal of this type.

Shri S. M. Banerjee: Please do not break the ribs immediately. Please see if the ribs are there.

Shri Swaran Singh: How can I break a rib which I do not see to be there?

Dr. Ranen Sen (Calcutta East):
Unknowningly.

Shri Swaran Singh: Therefore, whether it was the Neogy Committee, the Mudaliar Committee or the Convention Committee, they have gone into various aspects, and have produced useful reports and recommendations. We are looking forward to the report of the neogy Committee, and I would like to assure the House that we are extending all possible co-operation. We are looking forward to deriving great benefit from the recommendations that might be forthcoming from the Neogy Committee Report.

A large number of suggestions have been made with regard to new lines and increasing of facilities in various parts of the country. I do not think that any hon. Member has said that he is satisfied with regard to the existing tracks in his constituency.

Shri Harish Chandra Mathur:
There are many who never ask for it consistently for five years.

Shri Swaran Singh: There are many who never ask for it. So far as these new lines are concerned, when the chosen representatives of the people say that a demand is desirable or necessary, I readily concede the desirability or even the necessity of that. But how and when it can be implemented, only the national Plans, when they unfold themselves, can really provide the answer. It is not as if we are starting with a clean slate. One hon. Member, for whom I have great esteem, said that we should start by thinking as if no railway line exists anywhere and draw on paper as to where should be the railway lines. If we were to start afresh on that basis, we should try to approximate our system to that. It is a very attractive suggestion, but I have grave doubts about the actual practical implementation of a suggestion of that type. There are certain things which are there. We cannot ignore the facts of geography. We can slightly alter them. We can improve it here and here, but certain broad things are there. Knowing the resources and the demands of those resources for the development of the country, what comes to the Railways' share has its limitations. If I take a purely departmental view, I can say, "Give me all the resources and I will produce this or I will double every line, or I will construct new lines whenever hon. Members make the suggestion." But, I am afraid that all this has to fit in with the national Plan. The Railways are not haphazardly expanding, but are fulfilling a certain purpose. They are one of the various sinews through which the ultimate objectives and the targets which we have set for the country are being achieved.

What are the objectives? They are—certain amount of additional steel has to be produced; coal production has to be stepped up, more cement has to be

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produced; so many road and other facilities have to be provided. All that is contained in our Plan, and the Railways have to fall in line with that Plan. They have to be in the queue both in the matter of resources and the part that is assigned to them by the planners who, taking an overall view of the requirements of the country as a whole, say as to what should be done or could be done.

As I have already indicated, there is flexibility essentially in the Plan. One view which I have myself mentioned in my speech, is that the actual requirements of the country so far as transport is concerned may turn out to be larger than what we in the Planning Commission have considered to be the expectation in the initial stages, that is, when the Plan was formulated. If, as a result of that examination, it is decided that the overall goods that the Railways may have to move are of a higher order than 250 million tons, which is the target set in the Third Five Year Plan, and for achieving that target additional capacities have to be created, then and then only can we consider what is the best way of creating those facilities and what the other legitimate and necessary demands are that should be fitted into that new additional capacity that might be created in the country.

I have a strong temptation to reply to all the various details, but I think it will not be fair to the House if each individual matter is taken up. I would like to assure the House that I have greatly benefited and, I am sure, the Railway Administration will derive great benefit from the suggestions made, and in formulating their plans and in the actual implementation they will always give due and adequate consideration to the various suggestions that have been thrown out.

15 hrs.

There is one matter about which I should say something, namely about overcrowding. But before I do that, I would like to say one thing more. Something has been said about the performance of the Railways. I would commend for scrutiny the copy of the Review which has been circulated to the hon. Members. I presume they must have gone into all the facts which are mentioned there. But I would draw the attention of the House particularly to a graph that is shown there. I do not want to give the details, but it is very pointedly brought out there that, against a certain percentage increase in the assets, in the track capacity and in the rolling stock, the actual performance, in terms of percentage increase, is much higher than what we have put in. That is an eloquent testimony to the performance of the Railways, and it was perhaps for that reason that Shri Frank Anthony used rather a strong expression when he said that we are flogging the men and the material a little too hard. If by that he meant that we are trying to get the maximum out of our limited resources—it was only a flowery way of expression when he said that in the sense that we are putting our men and material to the most economical and most effective use in our performance effort, then I think this graph and the mention of that in the Review will convince the House and the country that the Railways have done well.

Now, so far as overcrowding is concerned, I have also ventured to say something in my speech. A certain estimate was made of the additional passenger that are likely to be carried by the Railways at the end of the Second Plan period. The actual number of passengers that have been carried expressed in terms of percentages are much higher than what was envisaged. I think it is 25 per cent, as compared to a 15 per cent increase visualised, at the end of the Second Plan period. But still the pressure on

the Railways continues, and it is hoped that by the increasing number of coaches that will be pressed into use and by increasing the number of railway trains we will be able to carry out the targets which are set out in the Third Plan. As to whether that is likely to relieve congestion on all sections, it is too difficult for me to say. Situated as we are, with our resources limited, I think that travel in the country is not likely to be very luxurious, and we will have to put up with certain inconvenience for some time more.

Shri Nath Pai: In the concluding part of your speech you said something about the performance, and obviously one gets an impression that the Railway Board and the Ministry are very satisfied with their performance. What we have in mind is whether in any given field the Railway Administration has reached the targets that have been set up during the two Five Year Plan periods. Here is a target, one I will mention. You had promised the country, and the House also, that you will carry 170 million freight tonnes by the end of 1960-61 and you could not fulfil it even during the Third Plan, the actual performance being 156 million tonnes of freight, I am taking the statistics from the books published by the Government of India. You say that the performance has been very commendable. Has it been, if we take into consideration the targets?

Shri C. K. Bhattacharya: I suggest that Shri Nath Pai should address the Chair and not the hon. Minister.

Shri Nath Pai: Sir, I submit very willingly to this very kind observation!

Shri Swaran Singh: That can perhaps start the debate again. The hon. Member's objection is not on what I said, but on something else. What I said was that there is a graph there in which percentages of the additions of locomotives, the track capacity and the like are indicated; and the actual

performance, in terms of additional goods carried and additional passengers carried, is far in excess of the percentage increase in the assets. That is what I was trying to say. And that is a good yard-stick as to whether Railways performance is good, regard being had to the assets that are put in. As to whether the overall targets have been achieved or not, that is an important matter, I do not under-rate the importance of that; but the interjection did not have relevance to what I stated here. On the actual performance I would request the hon. Member to have a second look at the very detailed statement that was made about the performance, at the end of the First Five Year Plan and the Second Five Year Plan periods, as contained in the last speech made by my esteemed colleague Shri Jagjivan Ram. And if there is any point which requires further elucidation, we can sort that out at the time when the Demands come up for discussion.

Mr. Deputy-Speaker: The general discussion of the Railway Budget is over and we will now proceed to the next item of business.

15-07 hrs.

MOTION ON ADDRESS BY THE
 PRESIDENT

Shri Harish Chandra Mathur (Jalore): Mr. Deputy-Speaker, Sir, I rise in my seat to move this motion of thanks on the President's Address, standing in my name.

I beg to move:

"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 the Houses of Parliament assembled together on the 18th April, 1962."

The hon. President, while making this Address, had naturally referred to