

[Shri Raj Bahadur]

leave to introduce a Bill to amend the Delhi Motor Vehicles Taxation Act, 1962.

**Mr. Speaker:** The question is:

"That leave be granted to introduce a Bill to amend the Delhi Motor Vehicles Taxation Act, 1962."

*The motion was adopted.*

**Shri Raj Bahadur:** I introduce the Bill.

13.56 hrs.

RESOLUTION RE: RAILWAY CONVENTION COMMITTEE—Contd.

**Mr. Speaker:** The House will now resume the debate on the Resolution regarding the Railway Convention Committee. Shri D. C. Sharma may continue his speech.

**Shri D. C. Sharma (Gurdaspur):** I was submitting yesterday that the allocation of funds for the various needs of the railways in India which was made and adopted at the last railway convention committee should stand more or less. There is no doubt about the fact that there should be a fixed rate of dividend to be paid by the railways. Last time, the dividend was put at 4.25 but ultimately it was raised. Now, this kind of thing raises a suspicion in the mind of the people. It makes the people think that the railways can pay much more than they were asked to pay in the beginning. Last time, I said that this was done only to meet the defence needs of the country. The railways came to the rescue of the whole nation and they made a very generous and fine response to our defence expenditure which was to be incurred, but I think once the dividend has been fixed at a particular rate, it should not be changed during the course of the five years. If the railways have made some extra money, or if the

railways have got some more money than they expected to find, if there is some windfall, I think that should be allocated to the other needs of the railways because I know the railways are as needy as any other department of the Government of India.

13.57 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

They have been getting loans from the World Bank and other places. I think this shows that they cannot meet their expenditure out of their own resources or out of the funds which the Government of India can give them. Therefore, I feel that the dividend, once it is decided upon, must be adhered to in all cases, and there should be no variation from it during the five years to come.

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

**Shri D. C. Sharma:** I have just started.

**Mr. Deputy-Speaker:** You have already taken 9 minutes yesterday.

**Shri D. C. Sharma:** I will run through my points. I think so far as the strategic lines are concerned, we should have more of them, I think the railways should be given some kind of elbow-room in terms of finance for having these railway strategic lines. I also say that so far as the allocation for the development fund is concerned, it must be increased, because the development fund is the real thing, the material thing and; if I may say so, the spiritual backbone of the railways. So far as the development fund is concerned, and labour welfare works are concerned, the allocation should be a little more generous. Last time you provided only Rs. 3 crores for the amenities of users. I think the users deserve a much better treatment by the railways than was given by the last convention committee.

Then the Committee recommended Rs. 12.50 crores per year for the quinquennium to be paid on this account. I submit that the share of the passenger fare which is given to the States should not be allocated to the States as all. After all, the railways are an all-India concern, serving all people irrespective of caste or creed and all areas. So, this should be considered as a kind of financial help from the States. I know a Bill was passed in that respect. It should be annulled, so that the railways may have those funds and go ahead.

14 hrs.

Just as in the case of railways, we should have similar convention committees once in five years for the fertiliser factories, steel plants and other national undertakings. We should not single out only the railways, our finest public undertaking, for this kind of thing. We should lump together all the steel plants, all the fertiliser factors, all the corporations like DVC, Bhakra-Nangal, etc., and appoint convention committees for them, so that they also contribute to the national exchequer as the railways are doing. Otherwise, railways will be the only solvent undertaking in the country and others will continue either deficit undertakings or yield only nominal profits or no profits at all. So, this good practice should be followed in the case of other public undertakings also.

**Shri Hari Vishnu Kamath** (Hoshangabad): Are you in a position to tell the House whether the House will set till the business on the order paper is concluded or only upto 5 o'clock?

**Mr. Deputy-Speaker:** The Prime Minister will make a statement at 5; afterwards we have the half-hour discussion and then we adjourn.

**Shri Hari Vishnu Kamath:** Secondly, there is no quorum in the House when the interesting resolution of the hon. minister is being discussed.

**Mr. Deputy-Speaker:** The bell is being rung. Now there is quorum.

**Shri Prabhat Kar** (Hooghly): Sir, the last proposal made by Mr. Sharma is a good proposal. Not only in the case of railways, but in other public sector undertakings also, convention committees should be formed with a view to find out how much they can contribute to the general revenues. No doubt railways are our biggest public sector undertaking and their contribution to the general revenue is also big. It is good that the convention committee is sitting with a view to reconsider whole thing the rate of contribution to the general revenue, development fund, depreciation, etc. In view of the needs of the hour, this committee should consider whether, any change is necessary in the rate of dividend being paid.

No doubt we expect the biggest contribution from the railways, but at the same time, it should be remembered that in view of the general expansion of industry and other developments, more and more new lines are required. This service aspect of the railways should be taken into consideration while fixed the contribution to general revenues. For meeting the defence needs, the rate of dividend was increased from 4.25 to 4.5 per cent. The railways may be in a position to increase it whenever necessary. But we have to bear in mind that more and more new lines are being claimed in different parts of the country. There are also parts of the country where railway lines are scarce. For instance, in Assam and in the south, more new lines are necessary. The convention committee should take that factor also into consideration while deciding the rate of dividend.

In view of the fact that there is an increase in passenger fares and freights also, more amenities should be given to the employees and to the passengers. That should be also considered before deciding the contribution to general revenues. The railway

[Shri Prabhat Kar]

has a separate budget, but no doubt it is part of the general financial structure of the country. It is the biggest public undertaking perhaps without any competition. But we must not simply take all the money out of it for replenishing the general revenue. The convention should also take into account the need for rehabilitation and replacement of rolling stock, etc., while deciding the rate of dividend. In view of the growth in passenger and goods traffic, possibly there is an increase in railway income and it may be possible to increase the dividend. But the factors I have mentioned should be borne in mind by the convention.

There are other factors also. A new line may not yield profits immediately. Whether the losses incurred on new lines should be put in the accounts of the general revenue should also be considered. I wish that this Convention Committee reorient its policy in the light of the requirements of the present day, in relation to the need for the improvement of the passenger amenities and also for the staff. I would also, as I said, suggest—this is a matter which also the Government should consider—that in other public sector undertakings where money has been invested, where profits are now being yielded, the convention should be made as to the transfer to the general revenue so that in the General Budget next year we can find a proper amount from the public sector undertakings and from the Railways as it is being done now.

**Shri Priya Gupta (Katihar):** Mr. Deputy-Speaker, Sir, while rising to comment on the resolution on Railway Convention Committee moved by the hon. Railway Minister, I would draw his attention through you, to two specific points. In his opening speech while moving the resolution the hon. Minister said that some of the aspects need modification. Since 1949, 1953 and 1960, the stages where the modifications have been done in respect of the functions of this Rail-

way organisation as far as the financial aspect is concerned and the powers conferred on the Railway Board to function as it is by the resolution of this Committee, I would like to say that the latest modification of an increase from 4.50 to 5.70 per cent dividend to central fund was only taken consent of in the Parliament by a mere resolution passed. If the Railway Minister could bring in a resolution now to constitute a Committee, I believe he could have done it earlier also and a very good scan- sion of the actual conditions prevailing could have been done before increasing the percentage of dividend.

May I not be deemed to be parochial in respect of the railways only when I say so, because I feel it is also one of the limbs of the total budgetary expenditure the Government has got to incur. It is one of the limbs which is very strong to protect which all efforts are required. When a new line is constructed it is seen that it takes at last a year for the soil to settle down and other engineering conditions to be obtained. Therefore, for one year or more after construction of new lines there are excessive expenditures which cannot be foreseen. To that extent, for each line dividend should not be calculated on capital lay out because this dividend could not have accrued on the capital spent over it.

Secondly, as you know, due to the bifurcation of the country in 1947 there are hundreds and thousands of wagons, rolling-stock and engines which are in a most dilapidated condition. The workshops are overburdened with work and the overhauling of the rolling-stock is not done periodically and properly. Spare parts are also not available. Therefore, more attention should have been given, before giving a portion of the railway money to the general budget, for rehabilitating the railways' own assets and the depreciation fund should have been allowed to grow sufficiently to make replacements and repairs to the existing machinery, rolling stock, etc.

Thirdly, the railway organisation is developing. It is not to be looked from a purely commercial point of view. This country has got a different perspective. There are our frontiers and our North-east Frontier Railway needs special deal to continue. There are many places in the eastern part of India, the borders on the west and also in the south where development of railway lines is a must. You know this railway organisation was first started in 1835 by the Company management or by the Government of India when the Britishers were here. Their intention was only for the purpose of taking troops from here to there and from there to here and for some other purposes also. But today, for the development of the country railway lines are a must. Therefore, the money which is in surplus should be diverted and the Railway Administration should be more liberal in the construction of new lines.

Then comes the question of staff. We have been marking a very great change in the attitude of the Railway Administration towards tactfully circumventing the provisions of the agreements, awards and laws of the country in respect of hours of work and other things. In the name of emergency half-an-hour has been increased in the offices and in the workshops. In lieu thereof nothing is given to the workers as extra remuneration. In most of the establishments where from time immemorial the working hours have been six hours it has been changed to 8 hours, where it has been 8 hours it has been changed to 12 hours. Wherever there is broad gauge and metre gauge together, either for construction of additional metre gauge line or for construction of additional broad gauge line, the existing operating and maintenance staff under pressure have to put in more work and they are over-worked. These are all due to the queer policies of the Railway Administration in the name of economy. Whenever the question of

staff who are working on the running of the railways, on the repairs of rolling-stock and engines, people who are doing the day-to-day maintenance of the rolling stock, is raised the question of economy comes in. Even today a General Manager who gets Rs. 4000 or Rs. 3500 cannot create a post of a petty clerk or a peon without the prior sanction of the Railway Board. This embargo is put in the name of economy, while the Gazetted cadre in Railway Board and Zonal Railways, has increased ten-fold or even hundred-fold. Where the Administration was running with one or two members, there are at least four full-fledged members and many additional members, many directors, large number of assistant directors, joint directors, under secretaries and so is the position on the Zonal Railways. I do not understand what sort of economy it is. There are three ministers—one full-fledged minister, one deputy minister and one minister of state. What for? If the administration is top-heavy and at the bottom it is weak, it will topple down. So my submission is—it is not a conjecture, it is not a destructive criticism—if the Minister will kindly look into the details they will be convinced that in the class III and class IV cadres, most of the sections are under-staffed and mostly there is exploitation of casual labour. Casual labours are employed on Rs. 1.25, sometimes even Rs. 0.75 per day to Rs. 2.00. They are being utilised against regular working cadre even and work exploited from them. Two to three lakhs of people are working like that over years, in open line, construction and project. These things should be taken very serious note of and the Administration should make attempts to rectify these things.

Whenever railway lines are extended staff are posted to those places. Need for making schooling arrangements, medical aid and provision of quarters is there. The railways have extended to such places in the eastern parts of Bengal, Assam,

[Shri Priya Gupta]

North Bihar and also remote places in the south where accommodation on rental basis is not available. I have seen that a clerk getting Rs. 110 as basic pay and some allowances has to pay Rs. 40 to Rs. 60 for a one-room tenement. The Railways should construct proper housing accommodation in those places. Simply saying that 40 per cent or 50 per cent of the staff have got quarters and therefore no further quarters will be built will not do. My submission is that whenever the railways expand along with the work of construction of new lines provision of quarters for the staff should also be taken up.

I again quote this in this solemn House for the information of hon. Members here that not a single gazetted officer is without quarters or, in the alternative a tenement or a saloon, to live in with their families, with their wives and children. Here in Delhi there was an office which has been converted into two-room tenements. I do not know whether any rent has been collected from the officer occupying these tenements or whether he remains at the expenditure of the State. I will be glad to know about it. Of course, the Railway Minister will not care about my remarks made over here and while winding up the debate will not mention anything in his reply because I know that he cannot reply. Not a single officer is without a house; not a Minister is without a house.

**Shri Raghunath Singh** (Varanasi): What about Members of Parliament?

**Shri Priya Gupta**: You talk about the public.

**Mr. Deputy-Speaker**: This has nothing to do with the appointment of the committee. The hon. Member should conclude now.

**Shri Priya Gupta**: In places where railway lines go, class III and class IV staff have got no space to put their heads in.

**Shri Hari Vishnu Kamath**: He is making a very useful contribution. He may be given some more time. It is full of facts and figures. In two or three minutes he will finish.

**Mr. Deputy-Speaker**: There are other Members also.

**Shri Priya Gupta**: My request is that there should be facilities regarding schooling, medical aid etc.

**Mr. Deputy-Speaker**: It can be taken up when the Railway Budget is taken up.

**Shri Priya Gupta**: Then, for giving three advance increments, a queer argument has been given by the Government. Any gazetted officer getting Rs. 400 and upwards will get three advance increments, to the extent of Rs. 75, if he happens to go to Pandu on the North-east Frontier Railway and work there; but the Class III and Class IV staff working there does not get three advance increments. The administration says that they have come from outside. We have got even khalasis, sweepers etc. what to speak of other Class III and IV staff, coming from Kerala and Madras and other States also working in Assam; so, the same thing holds good for them and they should be sanctioned three advance increments. But that is not done. They work on the frontier and they should be given the frontier allowance on the lines of the war allowance given in wartime. Then, medical aid, housing and schooling facilities should also be given.

**Shri Mohsin** (Dharwar South): Sir, I support the Resolution moved by the Railway Minister for appointing a committee to review the rate of interest that is payable by the Railway undertaking to the General Revenues. Of course, the Railways are the biggest undertaking in the public

sector and it is necessary to contribute more to the General Revenues; but, at the same time, we have to see as to how best we can give more comforts to the passengers travelling by the railways. We see every day about the overcrowding almost on all railways. We are told that there are not extra bogeys and engines to run additional trains. But the profit which we get in the Railways could be utilised for the construction of more bogeys and for producing more engines or locomotives.

Sir, at present there is a big workshop in Hubli where about 4,000 workers are working daily. It could be expanded to manufacture carriages and also locomotives. The labour there is cheap and skilled labour is also available there. If it is expanded, it would meet the need for extra carriages and engines. We see specially on the Poona-Bangalore line and on other railways also that there is a lot of overcrowding and additional trains are to be run. If extra carriages and engines are manufactured there, this difficulty would be overcome.

Another thing is that there is not a single inch of railway that is put newly in Mysore State barring the Hasan-Mangalore railway—after a period of over 20 years. The Hasan-Mangalore railway was first said to be a broad gauge line.

**Mr. Deputy-Speaker:** You must give some suggestions to the committee that is being appointed. You are speaking as though you are speaking on the Railway Budget.

**Shri Mohsin:** I am giving suggestions.

Now, it is said that it would be a metre gauge. When an expert committee has been of the opinion that only a broad gauge railway will be put henceforward and that that would be more economical, I do not know

the reason why this Hasan-Mangalore railway should be only a metre gauge railway.

Then, the conversion of the broad gauge line is only from Poona to Miraj and at Miraj we stop. There is a need for a broad gauge line up to Hubli and via Londa it could be taken to Goa also. On the Guntakal side the broad gauge line is constructed only up to Hospet and not further. Therefore a feeling has arisen in Mysore State that there is less pull in the Central Government or with the Railway Minister with the result that railways in the Mysore State are neglected more. There is that feeling and if this feeling is to be removed from the minds of the people, there has to be some substantial work. When we see the broad gauge line coming up to Miraj and not further and from Guntakal only up to Hospet and not further, it is natural that one would think that Mysore State is neglected. So, that broad gauge line from Hospet should be stretched further up to Hubli and also from Miraj it could be taken to Hubli so that it could be further extended up to Bangalore and the whole line would be complete.

Then there is great agitation for the new railway line between Hubli and Karwar. There is some substance in what they say because North Kanara District has not got a single inch of railway except from Alnavar to Dandeli which is narrow gauge. North Kanara is full of natural resources. There is fine quality timber also. Besides, Karwar Harbour has to provide for the export of iron ore to a great extent. So, the question of transport is a very big problem there and if a railway line is put from Hubli to Karwar, it would facilitate the export of iron ore and manganese ore through Karwar and Betikare ports. That would bring down the expenditure that is incurred towards the export of iron ore and all other things. The Karnatak Chamber of Commerce has been stressing for this

[Shri Mohsin]

for years and the Government is not at all taking care to meet the demand. If the extra profit that the Railways are making could be utilised for extending this line from Hubli to Karwar, this would meet the demands of the people there.

Moreover, the fifth steel plant, it is quite possible, will be established in the Hospet area. Of course, it is all under consideration and I wish that it would be at Hospet. Then the railway line would have an importance and a broad gauge line from Hospet to Hubli and then extending it to Karwar would be preferable.

**Mr. Deputy-Speaker:** All this is irrelevant.

**Shri Mohsin:** It is not irrelevant. It is a question of funds. The Railways are making more profits and they could be utilised for this instead of giving more to the General Revenues. That is the relevance.

Then there is more necessity of constructing more stations and halts. Now the distance between one station and another is about 12 miles, or even 20 miles at certain places. For running local trains extra halts will have to be constructed. Extra stations will have to be constructed for running local trains. On the Southern Railway there are less stations and less halts and thereby inconvenience to the rural public in undertaking a railway journey.

About passenger amenities, of course there are more facilities to a third class passenger now but for the second class passenger there are no facilities at all. A third class passenger may go in the sleeper coach; he can sleep at night and go comfortably, but a second class passenger who pays more does not have any facility at all. He has no sleeping accommodation and no other facilities. There is a lot of dust that we see in the trains and that is so injurious to the health of the people who are

travelling in trains. We have not made any arrangement for stopping the dust from coming in. There are air-conditioned trains where dust-proof windows are provided. It does not mean so much of expenditure if such dust-proof windows or shutters are made available for all the classes, because it involves the health of the people of the country. If we travel for a day or two I think everybody will get choked and will have to take rest for one or two days thereafter. This may be considered early.

Then a word about the housing accommodation of railway employees. Everywhere we see that the Class III and Class IV staff, all of them are not provided with quarters. The Railways are making huge profits. The extra funds may be utilised for the construction of more family quarters for the Class III and Class IV services.

And about the Class IV service, the casual labourers, I have one word to say. Hundreds and thousands of persons are working as Class IV staff, as gang-men, as casual labourers. But they are not made permanent in spite of the fact that they have put in a total service of even eight to ten years. Their services are made to break; soon after six months their services are dispensed with, and after a break of about fifteen days or so, they are again taken into service, so that the benefit of continuity is not given to them. There are hundreds of workers like this, in Hubli Division. So there is a discontentment among the persons who are serving as casual labourers on the Railways and their grievances may kindly be looked into.

These are the few words I wanted to say. Sir, I support the resolution.

**Shri V. B. Gandhi** (Bombay Central South): **Mr. Deputy-Speaker,** we welcome the appointment of this Parliamentary committee. The task that is assigned to this committee is an

important one, for on it depends in a sense the future of railway finances in the next five years.

Ordinary nobody will object to an adequate dividend being paid to general revenues. The Government has a rightful claim to such payment, and more so when in these days of planning—with our Fourth Plan, for instance—the Government needs larger resources for investment in the plan. But at the same time nobody will deny that after making payments at an adequate rate of dividend, the railway undertaking must see that its own finances are placed in a sound condition, in other words that it is able to achieve annually a surplus of about 35 to 40 crores of rupees in order to take care of the works chargeable to development fund.

It is certainly not going to be an easy task for the committee. So long as the railway revenues continue to be ample, there will be no difficulty. But if after paying at the new rate that will be fixed, not enough is left for the Railways to meet their normal obligations and if the Railways are compelled to increase their freight rates and their passenger fares, then the trouble will begin.

The conflict principally will be between two obvious courses: one, should the claim of Government have precedence over the claim of the Railways to be allowed to maintain its financial solvency (that is one part of the conflict); the other would be, should the Railways have the right first to ensure their solvency to the extent that they can achieve a surplus in the budget to be able to cover the cost of the programme under the development fund, because—and this is important—they have to do it without having resort to increasing freight rates and passenger fares.

Incidentally, a third alternative is possible, because one of the previous Conventions had made an arrangement under which temporary loans could be had by the Railways from

the general revenues. A certain amount of interest was to be paid on such temporary loans, interest at the rates payable by the commercial undertakings. But leaving aside the question of interest, I at once would say that the new Convention Committee should certainly agree or recommend to continue this arrangement of temporary advances to the Railways from general revenues.

Now, coming back to the conflict of the two claims, namely, of the general revenues to payment at the maximum rate of dividend, and secondly of Railways' financial solvency without having to have resort to frequent enhancement of freight rates and passenger fares, the committee will have to find a *via-media*, a way to resolve the conflict without doing injustice to either side.

Now, Sir, there already has been a series of increases in the freight rates and passenger fares in the last few years. This has given an upward push to the price structure in our economy, and some amount of damage has already been done. I will give some figures. In the past sixteen years, or out of the past sixteen years, there have been ten years in which there has been some increase either in the freight rates on goods or in passenger fares. Of course, the enhancement in passenger fares has been only on three occasions, including the present Budget year.

Now, this, as I said, has had certain very undesirable consequences on our economy. It is not that the Railway Minister has been unaware of these consequences; for, in his Budget speech on page 3, he says:

"There have been four successive additions to the cost of coal during the year, and with Sales tax and Excise duty on it, this accounts for an increase of Rs. 1·19 crores."

That shows that the Railways start increasing their freights, that leads to

[Shri V. B. Gandhi]

an increase in the cost of coal, and the Railways themselves become in a sense victims of their own policy of increasing cost of transport.

Now, this process is a long-range one and it leads from one thing to another, and it has a cumulative effect in the end on cost structure in the economy.

The gist of my thinking on this subject is that the claim of the Railway undertakings should have precedence in this decision, whether the Railway Undertakings should be first allowed to have solvency in its own financial affairs, and then decide what the rate of dividend to be paid should be. I would submit for the careful consideration of the Committee that it should consider if it is possible to agree to some such arrangement, namely, that the Government should have payments, in the first instance, at a rate which should be the average of the last five years and if anything more and above this is payable, it should depend on the circumstances of the Railways financial position. The dividend in this case should not be at a fixed rate. The rate should be flexible. In other words, the amount is to be determined from year to year. That will give some flexibility and enable the General Revenues to receive the maximum possible amount in any financial year.

So far as taxing the users of Railways either for goods traffic or for passenger traffic is concerned, any taxing that is to be done should be done by the Government in the non-Railway sphere because for obvious reasons any enhancement or any taxation through the enhancement of fares and freight rates has a cumulative effect and an undesirable effect on the economy in general. The Government has a diversity of choice in the matter of choosing particular kind of taxes that may not have the inflationary effects which enhancement in fares and freights directly has.

श्री यशपाल सिंह (कौराना) : उपाध्यक्ष महोदय, माननीय पाटिल साहब ने इस कमेटी की तजवीज को रख कर देश का बड़ा हित किया है, इसके लिये मैं उनको मुबारकवाद देता हूँ। साथ ही साथ इतना अर्ज जरूर करना चाहता हूँ कि इस कमेटी का इलेक्शन सिंगल ट्रांसफरैबिल वोट से होना चाहिये क्योंकि जो सीनियर मोस्ट मेम्बर हैं वे जूनियर्स को आने नहीं देते। हम बाहर तो यह नाग लगाते हैं कि जमीन उस को दीजिये जो उस पर खेती करे, लेकिन यहाँ उल्टा हिसाब है। जो लोग हाईकोर्ट में और सुप्रीम कोर्ट में काम करके हजार दो हजार रुपए महीना कमा लेते हैं और जो बीस दिन में यहाँ आते हैं उनको बोलने का मौका दे दिया जाता है और वे अपनी स्पीच झाड़ कर फिर हाईकोर्ट को चले जाते हैं। और जो रेगुलरली पार्लियामेंट को अटेंड करता है उनको मौका नहीं मिलता। Time of Parliament must be given to those who attend it regularly. इसलिये मेरा माननीय पाटिल साहब से निवेदन है कि इस कमेटी का जो निर्वाचन हो वह सिंगल ट्रांसफरैबिल वोट से हो, बरना बड़ी मछलियाँ छोटी मछलियाँ को आने नहीं देंगी और वे ही लोग जो हाईकोर्ट और सुप्रीम कोर्ट में काम किया करते हैं इस कमेटी पर घा कर छा जायेंगे। जो यहाँ विद्यार्थी की तरह अटेंड करते हैं उनको कोई मौका नहीं मिलेगा।

साथ ही साथ यह काम भी इस कमेटी का सौपा जाना चाहिए कि वह यह सोचे कि एक्सीडेंट किस प्रकार कम किए जाएँ। इस सम्बन्ध में हमारी सबसे बड़ी दिक्कत है कि जो एक्सीडेंट्स के सबसे बड़े डाइरेक्टर हैं उनको शिमला में रखा गया है। उनको शिमला में इतला होने में और उनके एक्सीडेंट की जगह तक पहुँचने में बहुत समय लग जाता है। आप जानते हैं कि बिहार में या बिहार के बारडर पर बहुत एक्सीडेंट होते हैं, और

उत्तका कारण भी सब को मालूम है। नतीजा यह होता है कि बिहार से इतना शिमला जाती है, तो डाइरेक्टर साहब पहले दिल्ली प्रांते हैं और फिर बिहार जाते हैं। इसमें बहुत समय लग जाता है। इस लिए मेरा मुझाव है कि उनको किसी सेंट्रल स्थान में रखा जाना चाहिए, जैसे लखनऊ है या दिल्ली है, या उस जगह रखा जाना चाहिए जहाँ ज्यादा एक्सीडेंट होते हैं। उनको दूर रखने का मतलब यह होता है कि प्राग लगने के 24 घंटे बाद पानी आना।

इसके अलावा इस कमेटी को एक और काम प्राप्त को मौपना चाहिए। हमारी रेलवे को लाइनें पुरानी हैं। अगर उनपर नए किस्म के इंजिन घरनी पूरी स्पीड से चले तो एक्सीडेंट का खतरा ही सकता है। इसी हाउस में पाटिल साहब ने फरमाया था कि जापान में गाड़ियां 160 मील फी घंटा की रफ्तार से चलती हैं। मैं चाहता हूँ कि यहाँ भी रेलें तेज रफ्तार से चले। हमने पाटिल साहब को नेशन की ब्रैस्ट क्रीम दे रखी है, हिन्दुस्तान के ब्रैस्ट ब्रेन दे रहे हैं जैसे डाक्टर राम मुभग सिंह और लाला शाम नाथ। रेलवे बोर्ड के जो चेयरमैन हैं उनकी काबलियत की, उनकी एफीशेंसी की और देश भक्ति की प्राक है। जब हमने उनको ऐसे अच्छे बरकर दे रहे हैं, तो क्या कारण है कि रोजाना लाशों प्रादमी वगैर सवारी के रह जाते हैं। आप कहते हैं कि 45 लाख प्रादमी रोजाना रेलों से सफर करते हैं। मेरा मुझाव है कि उतने ही टिकट बांटे जाएं जितने यात्रियों के लिए स्थान है। लेकिन इसका ध्यान नहीं रखा जाता। नतीजा यह होता कि सब लोग टिकट ले लेते हैं और फिर एक दूसरे पर मेड़ बकरियों की तरह गिरते हैं। इससे देश के कल्चर का हास होता है। इसलिए उतने ही टिकट बेचे जाएं जितने यात्रियों के लिए स्थान हों। इसका ध्यान रखा जाना चाहिए।

इसके अतिरिक्त मैं यह निवेदन करना चाहता हूँ कि आपको देहरादून की तरफ भी

ध्यान देना चाहिए। यह देश का महत्वपूर्ण स्थान है, यहाँ मिलिटरी एकेडमी है, फारे ट इंस्टीट्यूट है और यहाँ पैट्रोलियम का सबसे बड़ा प्राफिस है। लेकिन इसके स्टेशन पर रिटायरिंग रूम नहीं हैं। यहाँ पर कम से कम बीस रिटायरिंग रूम होने चाहिए। यहाँ पर एक मिनिस्टर साहब भी रहते हैं जिनका मुहकमा भगवान की कृपा से बहुत बढ़ता जाता है। बर्मा में या लंका में या अन्य स्थानों से जो हिन्दुस्तानी हटाए जाते हैं, वे हिन्दुस्तान को प्रा रहे हैं, और इसलिए मिनिस्टर साहब का मुहकमा बढ़ रहा है। इसलिये उनसे मिलने के लिए बहुत से लोग देहरादून जाते हैं, लेकिन उनके ठहरने के लिए कोई स्थान वहाँ नहीं है। इसलिए देहरादून में कम से कम 50 रिटायरिंग रूम होने चाहिए जहाँ लोग ठहर सकें।

रुड़की ऐसा स्थान है जहाँ बिल्डिंग रिसर्च इंस्टीट्यूट है, यहाँ संसार का इंजिनियरिंग का सबसे बड़ा विश्वविद्यालय है, भूमंडल में इंजीनियरिंग का इतना ऊंचा ज्ञान और कहीं नहीं है जितना यहाँ पर है.....

**श्री हुकम चन्द कश्यवाय (देवास) :**

मेरा व्यवस्था का सवाल है, हाउस में गणपूति नहीं है।

**Mr. Deputy-Speaker:** The bell is being rung....Now there is quorum.

**श्री यशपाल सिंह :** रुड़की एक एसी जगह है जहाँ कि दूर दूर से लोग उच्च टेकनिकल ज्ञान प्राप्त करने के लिए आते हैं लेकिन वहाँ युनिवर्सिटी के लिए तांगों का कोई शौड नहीं है। हमारे जो बच्चे पाकिस्तान से उजड़ कर आये हैं वे वहाँ पर रिक्शाएँ चलाने हैं। रिक्शाओं के अलावा दूसरा कोई उनका साधन नहीं है लेकिन रिक्शाओं को खड़ी करने के लिए कोई शौड की व्यवस्था वहाँ पर मौजूद नहीं है। तांगे घोड़ों के बान्ने कोई शौड

[श्री यशपाल सिंह]

नहीं है। रूड़की में शौड्स का होना बहुत आवश्यक है।

जिला बिजनौर का चंडक स्टेशन सबसे बड़ा मॉटर है जहाँ कि सबसे ज्यादा मेल होनी है। प्राज चंडक स्टेशन के ऊपर एक्सप्रेस गाड़िया नहीं ठहरती हैं। पता नहीं ऐसा क्यों होता है? शायद गरीब इलाका समझ कर छोड़ रखा है। लेकिन चंडक स्टेशन बिजनौर, हरिद्वार, मुगदाबाद और सहरनपुर के दर्गमयान बड़ा महत्वपूर्ण स्टेशन व मॉटर है और यह जरूरी है कि मेल गाड़ी भले ही न रुके लेकिन एक्सप्रेस गाड़ियां तमाम वहाँ पर अवश्य रुकें।

इसके अलावा ग्रार० एम० एस० के कर्मचारियों की दशा बड़ी शोचनीय है और वे बिल्कुल नेगलेक्टेड हैं और उनकी वैसे ही हालत हो रही है जैसी कि किसी व्यक्ति का दो घरों के दर्गमयान रहने से होती है। ग्रार० एम० एस० के कर्मचारियों को रेलवेज समझती है कि यह पोस्ट एंड टेलीग्राफ के आदमी हैं और पोस्ट एंड टेलीग्राफ के आदमी यह समझ लेते हैं कि वे रेलवेज के आदमी हैं और फल यह होता है कि दोनों के द्वारा ही वे उपेक्षित होते हैं। वे दिल्ली में आते हैं और दूर दूर इप्टी पर जाते हैं लेकिन वहाँ पर उनके ठहरने आदि के लिए स्थान नहीं है। उनके स्नान ध्यान आदि का कोई प्रबंध नहीं होता है। उनके ठहरने, नहाने आदि के लिए समुचित स्थान की व्यवस्था पाटिल साहब को करानी चाहिए।

रेलवे के कर्मचारी आज भी काफ़ी बग़ैर क्वार्टरमें के हैं। हर एक कर्मचारी के लिए आवास का प्रबंध सरकार को करना चाहिए। क्लास फ़ोर कर्मचारियों को क्वार्टरमें न होने में सबसे ज्यादा दिक्कत है और उनके लिए क्वार्टरमें की व्यवस्था तुरकाल करनी चाहिए। इसके अलावा पाटिल साहब यह ऐलान ज़रूर करें कि इस कमेटी का जो

निर्वाचन हो वह सिंगल ट्रांसफ़रेबल वोट में होगा।

**The Minister of Railways (Shri S. K. Patil):** Mr. Deputy Speaker, I was very carefully listening to many of the speeches. I thought we were having another budget discussion in this House. The scope of this Resolution is very much limited. Normally speaking, there would have been no speeches whenever committees are appointed. They are appointed because that is the convention we have established some years back and we do it.

Some questions were raised by Mr. Bade as to why, after the convention was established, we paid 4.25% as the dividend and in 1962 or 1963 increased it to 4.5% and later on, as an ad hoc measure, increased it further to 5.75%. It was because there was the Emergency and more money was necessary. Also the Government themselves were borrowing at a higher rate. Therefore, something had to be done. Therefore, the question whether it should be so or not, that is the only relevant point. So far as all the other things are concerned—whether a new line should be opened or not and whether, in Dehra Dun, there should be fifty waiting rooms—these are no doubt pertinent and good questions, but surely they do not arise out of the dividend, whether you pay 25% more or less.

Now, the House knows very well that this Committee, when it is appointed, is appointed by the majority of this House. It is not any particular, special committee. It is appointed like all other committees. As to what form of voting should be used, is not within my purview; it is for you to find out; it is for this House to determine. I cannot accept or reject the request that has been made that the voting should be by means of a single transferable vote.

Now, Sir, there have been many other questions; they are important questions. My hon. friend, Mr. Gandhi, made some very important suggestions. The Railways do require funds and sometimes things happen in the Railway administration over which Railways themselves have no control. There was one instance to which I referred in my budget speech and I can quote that once again now. When we prepared the last Railway budget, we never knew that, as a consequence of the Das Commission's recommendation—a single recommendation—for a year we had to give Rs. 29 crores. There is another now, because the average cost of living has again increased. What has been sanctioned now would cost us another Rs. 13 crores. Thus, you see, Rs. 42 crores had to be given and we had no control over that. It had to be done because a Commission was appointed and its recommendations had to be accepted by the Government. There are circumstances like that when more money is required. Then there was the regulatory customs and excise duty. We knowingly accepted it because you wanted some additional revenue. The Railways would have to pay to the tune of five to six crores of rupees. These are some of the things that are not within our normal purview. They will always arise. Therefore, it was rightly said by somebody that we must have a revenue of Rs. 30 to 35 crores more.

Now there seems to be a misapprehension in the House that whether any new line should be opened or not depends upon the dividend that we pay to the Government. It is a very wrong notion indeed. More lines have to be opened, but this has to be done only by taking capital from General Revenue and not out of our own earnings after paying the dividend. Nobody doubts the capacity of the Railways to pay. Surely not a single line has been affected because we raised the rate of dividend from 4:25% to 5:75%. It is precisely the job of this Committee to establish a

convention as to whether the rate 5:75% should be kept or not, or whether we should differentiate, or whether there should be a flat rate. These are the questions which are germane and pertinent and which the Committee will have to consider. Regarding the other questions, there are many occasions on which these could be considered: one is when there is a general discussion on the budget and another is during discussions on Demands for Grants. Besides, there are other Committees like the Zonal Committees and National Railway Users' Committee. But so far as this particular question is concerned, they have nothing to do with that. Therefore, I have nothing more to add because the time of the House is very precious today, it being the last day.

I can assure the House that, so far as the solvency of the Railways is concerned, it has been acknowledged by one and all. It is a matter for pride that this largest concern in the public sector is really so solvent, so credit-worthy, and wherever its loans are negotiated, there is no trouble whatsoever because everybody knows the competence of the Railways and its solvency. If there is any impression that, because the Railways are making some profits, they are taken away somewhere by way of dividends etc., I should say that it is a wrong notion. The Railways are a commercial concern and, therefore, the profit or loss depends on the fare and freight rates decided upon. If a part of the revenue goes to the Government, what is wrong about it? I do not believe that there should be any undertaking that does not make any profit. It should be our constant endeavour to make profit, because if we do not make profit and do not pay to the exchequer, then surely the money has to be found by the exchequer in some other way, and that would mean that we shall have to have more taxation. Therefore, it should be understood that it shall always be the endeavour of the

[Shri S. K. Patil]

railways to give the maximum to the exchequer so that to that extent the exchequer will get relief in regard to finding money. And if this concern which is really so solvent and which is one of the premier organisation in the public sector, namely the railways, do not do that, I do not know who else would do it.

15 hrs.

Some suggestions were made for the building of quarters etc. for railwaymen. May I tell this House that it is exactly on this particular point that the railways excel? Their record is much better than that of any other public sector or even private sector undertaking. It has been our privilege, and we have done it, we do it, and we shall go on doing it increasingly. I can quite understand the anxiety of hon. Members, and I am also anxious to give as much as possible by way of facilities and amenities to the railwaymen, not only in regard to housing, but in regard to schools, colleges, sports, and a hundred other things. It is an empire by itself. When I use the word 'empire' I am not using it in that wrong sense, because we have finished the empire already. Therefore, I am not creating a new empire now. But I am only saying that it is such a vast thing that it is possible for us to do it, and to the extent that we do it, so much of relief is given to the public exchequer, and therefore it has got to be done. This is not the occasion when the other questions can really come up. Of course, I have taken note of them. All these points raised in the course of the discussion would be conveyed to that committee for such consideration as naturally that committee, and in fact, every committee must give to the opinions expressed here.

**Shri Priya Gupta:** On a point of clarification. The question of contributions to the Development Fund and the Depreciation Fund would come

within the scope of the The Railway Convention Committee and so the staff, its amenities and welfare do come. Therefore, how does the hon. Minister say that they do not come within the purview of the Resolution on the committee?

**Shri S. K. Patil:** They do come. But that does not mean that because they come within their scope, the rate of dividend should not be raised from 4.25 per cent to 4.5 per cent etc. All these questions have to be considered together as an integrated whole. That is the business of that committee. There, all evidence would be led. My hon. friends have a right to consider them. The Railway Board will do so, and ultimately we shall come to a decision.

Then, a question was asked why the rate of dividend was raised in between. In between if there are any occasions when it has got to be raised, it is done with the concurrence of the House. I mentioned it in my budget speech this year, and last year also it was mentioned, and the approval of the House was taken in the same way for it as its approval is now being sought for the appointment of this committee. Therefore, there is nothing that is done outside the vote of the House.

With these words, I now commend my resolution for the acceptance of the House.

**Mr. Deputy-Speaker:** The question is:

"That this House resolves that:

(i) A Parliamentary Committee consisting of 12 Members of this House to be nominated by the Speaker be appointed to review the rate of dividend which is at present payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the Railway finance vis-a-vis the General Fin-

ance and make recommendations thereon by the 30th November, 1965; and

(ii) that this House recommends to the Rajya Sabha to agree to associate 6 members from the Rajya Sabha with the Committee and to communicate the names of the members so appointed to this House."

*The Resolution was adopted.*

15 03 hrs.

REPRESENTATION OF THE PEOPLE  
(AMENDMENT) BILL

**The Deputy Minister in the Ministry of Law (Shri Jaganatha Rao):**

Sir, on behalf of Shri A. K. Sen, I beg to move:

"That the Bill further to amend the Representation of the People Act, 1950, be taken into consideration."

This is a simple and non-controversial Bill. Under article 171 (3) of the Constitution local authorities' form one of the categories of territorial constituencies for the purpose of elections to the Legislative Council of a State. The electorates of local authorities' constituencies consist of members of the various local authorities specified in the Fourth Schedule to the Representation of the People Act, 1950, in pursuance of section 27 (2) of that Act.

The local authorities in relation to the State of Andhra Pradesh specified in the Fourth Schedule are the following, namely municipalities, zilla parishads, cantonment boards, city and town committees and panchayat samithis. The Government of Andhra Pradesh have proposed the deletion of item No. 4, namely 'City and Town Committees', because under the new municipal law of the State 'City Committees' as a separate category of municipal authority will cease to exist and 'Town Committees' have been

abolished on the enforcement on the 18th January, 1964, of the Andhra Pradesh Gram Panchayat Act, 1964.

The local authorities in relation to the State of Mysore specified in the Fourth Schedule also require some amendment. The local authorities in relation to that State are the following, namely municipalities, taluk development boards, cantonment boards, and notified area committees. The Government of Mysore has proposed that 'Town Panchayats' may be added as a new entry in the list in order to enable the members of Panchayat Raj institutions to take part in the elections to the State Legislative Council from local authorities' constituencies. This Bill seeks to effect this amendment.

Then, the Government of West Bengal has also suggested some changes in its list of local authorities in the Fourth Schedule. The list at present comprises—municipalities, district boards, cantonment boards and local boards. 'District Boards' and 'Local Boards' have been replaced respectively by 'Zilla Parishads' and 'Anchalik Parishads'. It has, therefore, been proposed that in the list of local authorities for West Bengal, 'Zilla Parishads' and 'Anchalik Parishads' may respectively be substituted for 'District Boards' and 'Local Boards'. The Government of West Bengal has also proposed the addition of a new category of 'Town Committees' to the list as, though 'Town Committees' exist in the District of Cooch-Behar, the members of those committees cannot take part in the elections to the State Legislative Council because 'Town Committees' are not mentioned in the list.

The lists of local authorities of the three States mentioned above as specified in the Fourth Schedule to the Representation of the People Act, 1950 should, therefore, be amended as indicated earlier. As some bye-elections to the various Legislative Councils from local authorities' constituencies have been held up on account