

[श्री नागेश्वर प्रसाद शाही]

कर्नाटक में हो रहा है। हरिजनों के मामले में महिला होकर हरिजनो पर अन्याय करने के लिए तैयार हैं, मुझे आश्चर्य है।

/ डा० भाई महावीर (मध्य प्रदेश) : मैं चैरमैन साहब के पास इस सवाल को विशेष ध्यानाकर्षण के लिए भेजता रहा हूँ और हर रोज 'परमिणत नाट ग्रंटेड' का पन्ना मुझे मिलता रहा है। आज अगर इस सवाल को उठाने का अवसर या इजाजत मेरे एक माननीय मित्र को दी गई है तो इसमें मुझे कोई आपत्ति नहीं है लेकिन मुझे इतना ही कहना है कि कम से कम एक शब्द कहने की इजाजत इसके साथ-साथ मुझे भी दी जाए। मुझे केवल इतना ही जोड़ना है आज कानूनी स्थिति यह है कि यदि कोई व्यक्ति छुआछूत करे तो वह अपराधी है और किसी व्यक्ति के साथ दूसरे के साथ छुआछूत की जाए और वह उसको होने दे, क्योंकि एक माननीय मंत्री के साथ यह सदस्य गए थे और उनके साथ इस तरह का अस्पृश्यता का व्यवहार किया गया तो क्या उस मन्त्री के ऊपर कोई अपराध करने का कानून द्वारा आरोप नहीं लगता। मुख्य मन्त्री, जिन्होंने यह बयान देने के बाद भी कोई कार्यवाही नहीं की, क्या उनके ऊपर संविधान किसी तरह को कोई कार्यवाही करने की इजाजत नहीं देता? मैं यह इसलिए नहीं कह रहा हूँ क्योंकि वे कांग्रेस (आई) की सरकार के मन्त्री हैं वह तो मेरे मित्र ने श्री त्रिपाठी जी को इस बात का आह्वान किया है लेकिन मुझे उम्माद है कि उनकी सोयी हुई कोई न कोई रण जागेगी और इस मामले में वे अपने कर्तव्य को पहचानेंगे। मुझे इतना ही कहना है कि यदि कानून में ऐसी कमी है कि कोई व्यक्ति स्वयं खड़ा रहते हुए अन्य के साथ छुआछूत की बात होने दे तो फिर अगर वह अपराधी नहीं बनता तो कानून में संशोधन करके उसको भी अपराधी बनाया जाना चाहिये।

PROF. N. G. RANGA (Andhra Pradesh): Sir, I want to say just one word.

MR. DEPUTY CHAIRMAN: This is not a debate.

PROF. N. G. RANGA: Sir, I come from Andhra Pradesh. I have already told you that we all deplore such happenings. We do not know the facts. I have been reading the Telugu papers coming from Andhra Pradesh and the Government of Andhra Pradesh has offered to inquire into this matter. They have already appointed a committee. Let us know the facts, and if the facts as detailed by Mr. Shahi are correct, we shall certainly condemn it and I can assure you that so far as Andhra Pradesh Government is concerned, they are second to none in championing the cause of the Harijans and we all deplore if such happenings take place in any part of the country irrespective of any party's Government that be in power.

SHRIMATI MARGARET ALVA: Why does he generalise all the South-ern States?

श्री शिव चंद्र झा (बिहार) : एक मिनट उपसभापति महोदय, बिल्कुल उचित प्वाइंट है। इसकी निन्दा तो हम लोग करते ही हैं लेकिन एक बात की ओर मैं आपका ध्यान दिलाना चाहता हूँ कि अमेरिकी वार शिप...

श्री उपसभापति : यह रिकार्ड पर नहीं जायगा। आप हमेशा वही बात उठाते हैं।

(Shri Shiva Chandra Jha continued to speak)

MR. DEPUTY CHAIRMAN: Next item.

रेलवे मन्त्री जी बहस का उत्तर देंगे।

THE BUDGET (RAILWAYS) 1979-80

General discussion—contd.

THE MINISTER OF RAILWAYS
(PROF. MADHU DANDAVATE):
Mr. Deputy Chairman, Sir,

पंडित जी आपके विषय पर बोल रहा हूँ।

श्री सुरशद अलम खान (दिल्ली)
बोलते वक्त पंडित जी के अवामेंट भी याद
रखियेगा ।

प्रो० भवु दण्डवते : जहर-जहर

I am always respectful to all those people who are senior to me. That is a part of my culture.

SHRI KHURSHED ALAM KHAN:
You have also made a contribution.

PROF. MADHU DANDAVATE:
Sir, since the debate on the Railway Budget was going on simultaneously in both the Houses, I had to share my time and like a Railway wagon, I was shunting between the two Houses, and for that purpose, I must express my regret. Since the Lok Sabha and the Rajya Sabha Secretariats could not adjust the two debates on the Budget so that both of them could be bifurcated, I listened to some of the speeches personally over here but I can assure all the Members of this House that I have carefully gone through the speeches of all the Members and I deeply appreciate the fact that both the appreciation as well as the criticism on the Railway Budget in this House were non-partisan. I dare say that both the criticism as well as the appreciation were non-partisan and I am very happy to find that no personal motives were attributed either by the opposition or by the Members on my side. I am thankful to all of them.

Sir, one factor which is very favourable in this House to conduct the debate on the Railway Budget, is that we have in this House, some of the prominent trade-unionists in the Railways and in other fields who participated. Among them are Mr. Ramamurti, Mr. A. P. Sharma, Mr. Lakshmanan, Mr. Dhabe and others. We also have in our House some hon. Members who are deeply interested in the technological and operational problems. We have Mr. Anand who is also interested in these problems. Mr. Mathur also referred to that and then there was a sweet addition to

this list, Shrimati Sushila Shankar Adivarekar. Though she read out the speech, she did contribute to a discussion on the technological and operational problems of the Railways. Sir, the interests of the *kisans* also were not neglected and I found that Mr. Narendra Singh, Mr. Naik, Mr. Rameshwar Singh and others took due care to see that the aspirations and hopes of the *kisans* and their expectations from the Railways were not neglected. And last, but not the least, our elderly Member who always gives us a note of sobriety and caution, Mr. Mahadeo Prasad Varma, also made his own contribution in giving a warning of sobriety and also the sense of responsibility.

Sir, at the very outset, let me make it clear that I would like to divide the entire debate into two parts. Firstly, a large number of Members who have raised basic policy issues and secondly, some Members have raised certain local issues pertaining to the Railways, either at the zonal level or at the divisional level, regarding new lines, problems regarding introduction of halts and stations and so on. At the outset, let me assure all the hon. Members who have raised local problems that I shall, as usual, reply to them separately after the Budget explaining to them the view-point of the Railway administration, regarding the issues which they have raised so that there should be no difficulty at all. For instance, we need not waste the time of this House in discussing where the halt should be introduced or how the station should be introduced/renovated and so on. It has been the custom with me for the last three Budgets that within a few weeks of the Budget debate, I always send replies to the MPs concerned trying to point out how best we can meet their demands and what the difficulties etc. Therefore, I shall straightaway proceed to some of the policy issues which have been raised during the discussion from 5th to 8th March, 1979.

(Prof. Madhu Dandavate)

Firstly, let me refer to the question of railway surplus. In both the Houses, the word used was 'hat-trick'. The terminology of cricket was used. Since now the Members of both the Houses have started playing cricket, I think, we can use the terminology of cricket even in the field of Railways.

SRHI S. W. DHABE (Maharashtra): Including yourself.

PROF. MADHU DANDAVATE:

Sir, as far as the problem of surplus is concerned, some people expressed the doubt whether the surplus declared for this financial year as well as for 1979-80 can really be called as a surplus at all. As far as 1979-80 is concerned, one of the pleas that was made by hon. Members was that, if Rs. 178 crores worth of additional levies are imposed by increasing the freight and the season ticket rates,—suburban as well as non-suburban—can this Budget be described as a surplus Budget in a genuine way? Sir, I do not want to go into all the figures because, last year, I have quoted all the figures. Sir, you will be surprised to know that the period of ten years from 1966-67 to 1975-76 was a period of chronic deficits. Only two years were exceptions when the Railway Convention Committee had given adequate relief. Otherwise, continuously, for ten years, there was a deficit.

Now, Sir, to those people who have made the plea that I have been able to produce a surplus Budget of Rs.88 crores only because I have introduced some increases in freight and season ticket rates, which will now be reduced by Rs. 18 crores because of certain concession declared in the Lok Sabha on the 8th March, 1979, I would like to point out that in 1974-75, the total burden that was imposed through the original Budget as well as the Supplementary Budget was of the order of Rs. 270 crores. Even after imposing this burden of Rs. 270 crores, the deficit was of the order of Rs. 113 crores. You cannot make a general proposition that

whenever there is freight and fare increase, there is bound to be a surplus. Both ways, we have illustrations, as in the case of the past several years. Let me make it explicitly clear that this is not a manipulated surplus. As far as the coming financial year 1979-80 is concerned, in a way, it is all the more creditable, because, we have been able to produce this surplus after meeting all the obligations such as increasing the Depreciation Reserve Fund by Rs. 55 crores, increase in the pension fund by Rs. 15 crores and after meeting the dividend obligations of the order of Rs. 245 crores from the internal resources of the Railways.

Both inside this House as well as outside, before the presentation of the Budget, some prophets of gloom and doom have expressed the fear that both in this financial year and in the coming financial year, 1979-80, there is going to be a very huge deficit. Some financial journals went to the extent of predicting a deficit of the order of Rs. 100 crores to 150 crores. I can very well understand why their calculations went wrong. Though all throughout my life I have taught Physics and Mathematics it is not merely that I can claim adequate knowledge of Mathematics and I do not claim that those who criticized me and predicted a deficit their Mathematics is weak, it is not that way. But they went by the conventional norms. The traditionists, I would say, try to understand and assess the traffic in the country merely by one norm, and that is the tonnage that is moved and the passengers that are moved. They forget that it is not merely the tonnage that is moved that is important, it is not merely the number of passengers that are moved that is important, but the most important indicator of the traffic progress in the country is the tonne kilometreage and the passenger kilometreage, that how much of tonnage is moved through how much of distance and how many passengers are moved to how much of distance. They have expected a total

failure in the coming year because we had brought down our target of traffic to 205 million tonnes. By mere mathematical calculation by finding out a shortfall in the tonnage that has fallen, multiplied by the corresponding loss per tonne, a heavy loss deficit was predicted but they forgot that the tonnage had gone down, but the lead of our traffic had increased to the order of 720 kilometres and with this increase in the kilometreage we were able to produce the necessary results. I shall give you two indices. Since I have been discussing the problem all the time, all the figures are on the tip of my finger. What exactly is the position? Take, for instance, the current financial year 1978-79. As I said very clearly, I would like this House to judge the traffic progress by the tonne metreage plus the passenger metreage and if you take the sum of these two components for the year 1978-79 we had actually predicted that 339 billion units would be produced, that means, tonnage multiplied by kilometres, plus passengers multiplied by kilometres, and actually by 31st March, 1979, we have been able to project a traffic of the order of 345 billion units, say 339 billion to 345 billion units. As a result of that we find that we have not had much of a loss. That is one of the aspects. As far as the current year is concerned, there were certain constraints, some constraints beyond our capacity. I will just make a few mentions. I have already mentioned to them in my initial speech. Sir, it is very clear that immediately after the presentation of the last Railway Budget, the General Budget was presented. As Members would recall, as a result of the General Budget there were certain new levies imposed—electricity, power, rise in the steel prices etc. We were required to pay dearness allowance. Some of the pending demands of the workers which we had accepted by sitting across the table with both the recognised federations had to be fulfilled. As a result of all that, we found that a considerable burden of more than Rs. 64 crores had fallen on the Rail-

ways. Then, as I mentioned in my earlier speech, we had lost Rs. 30 crores as a result of the floods. The increase might be slightly more, but not less because we had lost the freight and the passenger revenue, a number of lines that were completely washed away and they had to be restored. All that comes to Rs. 30 crores. Therefore, it was predicted that probably because of all these difficulties we will go into a heavy deficit but we were able to see that the budgetary control, the monetary control was more effective. We were able to effect certain economies. We were able to see that some of our users, with whom some arrears were pending, we could pressurise them and see that those arrears were recovered. In some of the zones, the scrap material could be actually auctioned. As a result of all that, we were able to present you a budget in which there was no deficit at all. Now, it is 27 and odd crores of rupees and if you get relief after adoption of the Convention Committee's Resolution, we may be able to get Rs. 10 to 11 crores more and we might be able to reach the figure of Rs. 38 crores. So that is the position.

1 P.M.

The third important aspect, to which I would like to make a reference to, is the change of traffic pattern in the country. It is a very important aspect. There are certain difficulties regarding wagon movement. My friend, Mr. Dhabe, had raised that problem. Mr. Mathur and a number of Members from the Janata side also raised this problem. Now please try to understand how the traffic pattern in this country has completely changed. It is as a result of certain good things that we achieved. In free India, in the last financial year, we had a record food production—of the order of 120 million tonnes.

PROF. N. G. RANGA (Andhra Pradesh): Thanks to the *kisans*.

PROF. MADHU DANDAVATE: Yes, I am always thankful to them.

[Prof. Madhu Dandavate]

And when I see Prof. Ranga sitting in front of me, how can I forget the *kisans*? Prof. Ranga always sitting in front of me was one of provocations or incentives to me to declare more concessions for the *kisans*—and I am happy about it. So there was a food production of 125 million tonnes. Some people scoffed and ridiculed: Oh, the weather was good, there were good rains and therefore as a result of that there was this food production. But, firstly, the *kisans* worked very hard and it was not merely because of good rains and good weather. Secondly, it is also a fact that compared to the earlier financial year, the absorption of fertilisers in the various agricultural lands increased by 25 per cent. And, thirdly, the entire House will be happy to know—because it is a national achievement and not an achievement of a certain party—that the irrigation capacity of this country was an all-time record, i.e. 2.8 million hectares. Therefore, in the background of additional absorption of fertilisers, better and record irrigation capacity, the foodgrain production went up to 125 million tonnes. When that happens... (*Interruptions*) Because that is related to the railways, that is why I am coming to that. It is also related to the External Affairs Ministry; so I will come to that also. Because 125 million tonnes' production was there, we had to stop all imports. We had not to use the good offices of our friends, Shri Kundu or Shri Atal Bihari Vajpayee to see that we have better imports. Imports were completely stopped. But when the imports were completely stopped that created a new problem for the railways. Sir, formerly, some of the foodgrains were to be brought to the Bombay Port and from there the wagons moved through a small distance. Some foodgrains were coming to Madras Port; then in the hinterland of Madras, there would be a small movement. Some foodgrains come to the Calcutta Port and then there would be a small

movement in West Bengal and Bihar. Now the entire imports having been stopped, the entire food movement in our country from the surplus States to the deficit States, right from Haryana and Punjab and a part of U.P. right up to the South...

SHRI S. W. DHABE: Sir, we may continue after lunch if he is going to continue for long.

MR. DEPUTY CHAIRMAN: You may continue. How long will you take?

PROF. MADHU DANDAVATE: I will require half an hour more.

MR. DEPUTY CHAIRMAN: Then we will sit up to 1.30.

PROF. MADHU DANDAVATE: I am sorry, Mr. Dhabe, I am disturbing your lunch.

So as a result of this change in the pattern of traffic, we find that the entire food movement which was taking place through small leads actually had started taking place right from Punjab and Haryana down to the South and the West Coast. As a result of that, our wagons remained locked up for a longer time. The lead increased; the wagons must be locked up. The number of round days also increased. That kept the wagons locked up for a longer time. So that also created a problem. So this particular aspect has to be taken note of.

Just as imports of foodgrains were stopped we had heavy imports of fertilisers. And because of inadequate berthing facilities at Calcutta and Bombay Ports, we had to get the imported fertilisers at odd places like Tuticorin to the south of Rameshwaram and from there they were to be moved to Punjab and Haryana. As a result of that also the lead increased. Now these were the additional constraints that were created. And as a result of that we found that each lead went to 720 K.M.

Sir, I am happy to say that in one respect, with the goodwill and co-operation of Members on both the

sides of the House and with their entire support—from time to time the Opposition Members also said that they were prepared to give their full support to the Railway administration if changes could be brought about—the capital structure was changed. As I have repeatedly said in this House, for 125 years the capital structure of this country had remained completely unchanged. Particularly from 1924 when the Railway finances got separated from the General Revenues, even after that up to this day, up to this year, the railway capital structure had not changed at all. Whenever we wanted to undertake new schemes, construction of new projects, we borrowed from the General Revenues of the Government of India. On that we paid 6 per cent. dividend. And whenever there were deficits the administration failed to pay back dividends, they were to be paid. And as a result of that there was piling up of debts. I will just illustrate by a single point.

Sir, by the end of the last financial year, I had projected a surplus of the order of Rs. 89 crores. Because of the co-operation of the railway workers and the managerial cadre and also the co-operation of the railway users and the passengers, we were able to mop up the surplus of the order of Rs. 126 crores by 31st of March last year. But what happened about that surplus?

When I took over in 1977, the burden of old debts, unpaid dividend that devolved on my head was of the order of Rs. 368 crores. This surplus generated which was to the tune of Rs. 126 crores, was wiped out by paying back the old debts. On the 31st March I had Rs. 126 crores, but on the 1st of April the Railway Minister was the greatest April fool because he had only zero in his pocket. So this had to be changed. A number of suggestions were made on the floor of this House. One suggestion was that the entire debt can be converted into capital-at-charge. Another suggestion was to write off the complete debt. A number of suggestions came

forward in this context. In the last Budget I had announced that we will set up an expert Capital Structure Review Committee. The Committee was set up. Fortunately, before presenting this Budget, the report of the Capital Structure Review Committee came up. Now the new Capital Structure Review Committee has given certain suggestions. The Finance Ministry has not accepted all of them. Some of them have been accepted. I would like to take this House into confidence to tell as to what would be the net benefit, not only to the Railway Minister this year but for all the Railway administrations that will be piloting the Railways for years to come. Formerly, whenever there was a deficit and the dividends were to be paid and they could not be paid, the Railway administrations used to borrow from the General Revenues of the Government of India and pay to the General Revenues of the Government of India. They would take the loan and with some interest they would try to meet their dividend obligations. That is how the interest piled up.

Now under the new arrangement two categorical commitments are there, and I hope the Parliament will ultimately accept it. One is that in case there is no surplus or there is deficit, under these adverse financial conditions all the dividends liabilities will be considered deferred liabilities. Henceforward, therefore, no loan would have to be drawn from the General Revenues. It will only make a change of entry. That means the entire interest component will disappear. Now, what will be the net result this year. As a result of this the interest component of the accumulated debt was of the order of Rs. 93 crores. That interest has been written off. So, to that extent a great advantage is there and, gradually, when all these barriers are removed and our debts are reduced to zero, in that case whatever surpluses we are able to generate they can be utilised for the expansion and developmental activities of the Railways. Very often

(Prof. Madhu Dandavate, people ask me the question: Why are you so much obsessed with generating surplus? More Government departments going into deficit means that we are putting more burden on the Government of India, on the general finances. To that extent the inflationary pressure grows and to that extent there is a rise in prices. That is why it is necessary that we must mop up the surplus, and once our surplus is protected, we can utilise the major portion of the surplus for expansion and developmental activities of the backward areas where the returns are likely to be small. I am happy that with the blessings of Members of both sides of the House, we had ultimately succeeded in radically changing the capital structure of the railways which had remained unchanged for 125 years, since 1854. I am happy that that particular change has been brought about.

Sir, there is another problem and that is the problem of social burdens. I am happy that on this score also I secured full support of the Members of the House. Ours is the only railways which is bearing these burdens. Here is Kamalapati sitting, an experienced leader of the railways. He knows it very well, Sir, that throughout the world, there is no railway which bears the social burdens of the order which we are lifting. For instance, I will give the figures. Of course, the new report has come but I don't want to reveal those figures. As far as the old figures are concerned, for 1976-77, the social burdens were of the order of Rs. 170 crores on the railways. And how were they there? Because we were carrying certain commodities in the interest of the country below the operating cost, and thereby we were losing Rs. 69 crores. On coaching services, suburban services and other services, we were losing Rs. 80 crores. And we were losing Rs. 21 crores because we had uneconomic lines in the country. The net total gives us Rs. 170 crores. I had also set up a committee of experts and I am happy to announce—

I wish that that report had come a bit earlier—that when almost all our budget formulations were ready, then came the expert committee's report on social burdens. The Finance Ministry is yet to examine that; and the Government of India has yet to take a final position. I am sure the expanding problem of social burdens is not being borne by any railway system in any part of the world—whether it be Japan, America, West Germany or the U.K.

SHRI S. W. DHABE: Their wages are high unlike ours.

PROF. MADHU DANDAVATE: That is not the only problem. It is the question of attitude. It is not the question only of salaries. It is also a question of who is to lift the social burdens. Most of the countries are taking this attitude that if in the interest of society railways are lifting certain burdens, it is the responsibility of the society as a whole and the Government as a whole to lift certain commodities etc. at concessional rates. We are also examining this problem in depth.

Then there is the other problem of striking a healthy co-ordination between different modes of transport. Repeatedly question arise on the floor of this House and of the other House also. Many Members made a constructive proposal and suggestion that many operational problems are created in this country because there is an adequate co-ordination between the three modes of transport—railway, shipping and motor transport. I fully share their viewpoints.

PROF. N. G. RANGA: Inland water transport also.

PROF. MADHU DANDAVATE: When I am referring to transport it is always inland transport.

PROF. N. G. RANGA: It has been neglected.

PROF. MADHU DANDAVATE: Because the External Affairs Minister is sitting here, I won't refer to transport outside. (Interruptions) Inland water transport—that is what I say. Therefore, there is shipping,

that is, transport by sea, river transport and, in addition to that railway transport and motor transport. I am one among those who believe that there need be no competition but there need be co-operation between the three modes. Now, fortunately, on the insistence of discussions in both the Houses of Parliament, ultimately the Planning Commission accepted our suggestion and the Pande Committee has been appointed which is going through these problems. This Committee has visited many parts of the country. They met passenger associations. Those who are interested in sea transport, those who are interested in river transport, those who are interested in motor transport, have met and they are trying to evolve a policy for the co-ordination of these three modes of transport and I am sure that when the findings of this committee are available to us, we will be able to profit by them; I can indicate to you that we will be able to take full advantage.

Then there is the question of traction which was raised by Shri Khurshed Alam Khan. It is a very important problem. He has suggested that we must have long-term planning. As far as the problem of traction is concerned, Sir, as a learned Member of the House, he knows very well that from 1971 onwards we have already stopped manufacturing steam locomotives and there is only diesel traction and electric traction. The problem is not that of relative merits and demerits alone. The problem is also of the relative fitness of the two systems. Sir, I need not say that I was shocked, but it was a revelation to find that an allegation was made against the Railways from two opposite quarters and of two different and opposite natures. One said that the Railways have a diesel lobby. And, if I mistake not, Shrimati Sushila Shankar Advarekar said that the Railways have an electric lobby. Since there are equal and opposite allegations that are made here, knowing my elements of Physics, I can say that the equal and

opposite forces always cancel each other; and I am sure that with these two different types of reactions it is very clear that we have no lobby at all.

AN HON. MEMBER: I hope there will be no collision.

PROF. MADHU DANDAVATE: That is right. We will have an automatic warning system so that collision does not take place. So it is very clear that the lobby to which we belong is the Indian lobby, the lobby to which the Indian Railways would like to belong is the Indian lobby. On that score, with the blessings of the Members of this House, we have been able to establish a good record. Right from the time of Pandit Jawaharlal Nehru and Mahatma Gandhi, we have been talking about self-reliance and self-sufficiency. Sir, when the country became free, the dependence of the Indian Railways on foreign countries for imports was of the order of 60 per cent and I am very happy to announce that today in the year 1979 our dependence on imports is only of the order of 6 per cent. That is the change that we have brought about in the country. It is not merely to the credit of Madhu Dandavate. All my predecessors and the present Government have given a particular thrust and a direction and, as a result of that, our foreign dependence has come down from 60 per cent to 6 per cent. And that will be the happiest day in my life when I find that our dependence on foreign countries is reduced to zero. It cannot go to minus; we are not expected to do that. But it must come down, and I am happy to say that this is what is happening.

Also Mr. Khan has rightly suggested that we must have proper planning. He said that since electricity is required by the agriculturists, we should go in for more of dieselisation. We will have to balance both. I do not want to repeat those statistics,

(Prof. Madhu Dandavate)

but I have shown to the House in terms of the statistical data how electric traction is cheaper than diesel traction and how diesel traction is cheaper than steam traction. So far as the number of locomotives is concerned, we have got disparities between the types of tractions. We are giving priority to electric traction and diesel traction while moving the freight because the industrial and agricultural goods have to be lifted. therefore, as far as the goods traffic is concerned, we find that a major portion is by electric and diesel traction; and as far as the passengers are concerned, a major portion is by steam traction. We will try to restore a proper balance. Probably Mr. Khan wanted me to tell him what the norm will be. There I may tell you that we have taken a general policy decision that if the level of traffic density is of the order of 30 to 35 gross tonne kilometre per route kilometre per annum, we will go in for electric traction, provided of course the availability of funds is there. So, wherever the level of traffic is of the order of 30 to 35 gross tonnes per kilometre per annum, when that type of traffic level is there, we will try to take advantage of electric traction, and we will go in for that. Anyway, all the constructive proposals made are quite welcome.

A lot of things were said by Shri A. P. Sharma, Shri Ramamurti and a number of other friends regarding the structuring of the Railway Board. Mr. Sharma will at least remember that even when I was sitting in the Opposition . . .

SHRI ANANT PRASAD SHARMA (Bihar): I have said nothing about the structure of the Railway Board. I have simply said that while the posts of Additional Members . . .

PROF. MADHU DANDAVATE: I understand that. You said that it was only a change of the nomenclature. I very correctly follow. My memory will never fail me. That is my confidence. I think that is what you have

said. Firstly, let me remind not only Mr. A. P. Sharma but all the other Members of this House that even in the Fifth Lok Sabha when I was functioning as a Member of the Opposition, I have never said that there should be abolition of the Railway Board. He will bear me out. I have always said . . .

SHRI ANANT PRASAD SHARMA: Mr. Minister, . . .

PROF. MADHU DANDAVATE: I referred to others also. I made it clear that you said that it was only a change of the nomenclature. But others have raised this. They have demanded that the Railway Board should be scrapped. You have not demanded that. Firstly, let me make it quite clear that even when I was in the Opposition or now when I am on the Treasury Benches my stand has always been that the structure of the Railway Board should be changed. I never demanded the abolition of the Board.

The Administrative Reforms Commission had put forward certain suggestions. We are in the process of structural changes. May be that the changes can be improved upon. And here I may tell you that as far as the Administrative Reforms Commission is concerned, they had suggested that there could be the maximum of six Members excluding the Chairman of the Railway Board and the Financial Commissioner, whereas today excluding the Financial Commissioner and the Chairman of the Railway Board we have three Members. He is correct in saying that while the Additional Members have been removed, some Advisors have been appointed. He no doubt knows the difference between the two. It is true that as far as the three sections, Industrial Relations, Finance and Electrical, we have got three Advisors. But he also knows that the posts of Officer on Special Duty for Mechanical and Commercial and the Director-General of Health which were equivalent to those of the Additional Members, have been discontinued.

But, as I have said repeatedly, in the restructuring of the Board, it is not only the compactness of the Board that is important, but exactly as Shri Sharma has said, delegation of powers is more relevant. Some of the powers of the Minister have been transferred to the Board. Some of the powers of the Board have been transferred to the Zonal Headquarters. Some of the powers of the Zonal Headquarters have been transferred to the Divisional level, and recently we have been able to see that there is a proper upgrading of the Divisional Headquarters and 30 Divisional Managers with more powers have been appointed. He made a very constructive proposal that in order to ensure that the time taken for settlement of claims comes down, more powers should be delegated. I anticipated his suggestion, and we have already done it. As a result, we find that in the settlement of claims because the Divisional and Zonal machinery has been given more powers, we are able to do that job quite effectively. Whatever constructive suggestions in this direction have been made they are quite welcome.

Our friend, hon. Shri Anand who always takes an interest in technological as well as operational problems in spite of his trade union bias in favour of the working class, raised a very relevant question, and that is regarding the cancellation of the trains and the operational efficiency that suffers **as a result of that**. I am happy to tell him that it was not at all a matter of happiness for me to cancel the 213 pairs of trains. You remember that in this country we require everyday 33,000 tonnes of steam coal, in order that all the trains with steam traction could be kept going. There was a time when we were able to get 3,000, 4,000 or even 5,000 tonnes everyday. Now, due to floods and the mines being badly affected, we are getting much less quantity. Though other categories of coal were available in a greater measure, the steam coal was not. Now the question before us was, if we could have

kept all these 213 pairs of trains working, then we would have robbed certain small industries of their steam coal; the industries would have been closed down and the workers would have become unemployed, therefore, on some of the lines we tried to close down certain trains and as the situation is improving we are trying to restore the trains in a phased programme. I can assure Shri Anand that by April, I think, we should be able to restore all the trains that had been cancelled as a result of inadequacy of coal. Already 80 trains have been restored. And when I say 80 trains, I mean 80 pairs of trains. Then, as far as the wagon problem is concerned, Mr. Mathur and a number of other speakers raised this issue...

SHRI S. W. DHABE: Coordination.

PROF. MADHU DANDAVATE: It is good you have mentioned that; we are just at that point. I referred to that point in detail in the other House. Anyway, since my friend, Mr. Dhabe, has raised that issue as far as the users are concerned, they are not all worried whose failure it is: If the users want coal, they are not at all worried whether it is the failure of the Railway Ministry or it is the Energy Ministry. No doubt sometimes statements do appear which contradict each other. I must publicly admit on the floor of the House that I am not happy about the controversy being publicly carried on between the Energy Ministry and the Railway Ministry. Therefore, recently we had a joint meeting of the Energy Ministry and the Railway Ministry and decided that henceforward whatever statements regarding supply of wagons and supply of coal are issued, they will be joint statements on behalf of the Energy Ministry and the Railway Ministry. That is the coordination we are going to have so that nobody will be able to find fault with each other...

SHRI S. W. DHABE: The only coordination will be that there will be no statements at all.

PROF. MADHU DANDAVATE: No, what I said was about statements and clarifications. So that will be done.. (Interruptions) Mr. Dhabe says there should be no statements at all..

SHRI S. W. DHABE: I said the only coordination in future will be that there will be no statements at all.

PROF. MADHU DANDAVATE: There will be clarifications and statements giving assurances to the rail users and I think such statements will be welcome.

Now, as far as wagon utilisation is concerned, this is the House of Elders and therefore I need not deal with any problem in detail: even an indication of a fact is quite sufficient for you to grasp the significance. Therefore, I will just give you two indicators which will indicate the position. We have given you the Indian Railways Year Book 1977-78.

If you go through the chart that is given on page 84, you will be able to get the continuous position right from 1950-51 up to 1977-78. I will only pick up two figures. In 1950-51 the wagon kilometre per wagon day on the broad gauge was 62.3 and in the year 1977-78 it has increased to 81.9 on the broad gauge. So it is a clear indication that we are trying to see that the wagon capacity the wagon utilisation, is increased. There are, no doubt, certain difficulties. I must clarify here that as a result of the flood the production of wheel set suffered a loss at Durgapur. Therefore, I may take this House into confidence and say that there are a number of wagons which are already manufactured but because there are no wheel sets, those wagons cannot be put on lines. Therefore, in order to cope with this situation we have already ordered wheels from abroad and those imports will be there. Similarly, certain locomotive are also ready but certain electrical components which we were expecting from BHEL, they are not available in adequate quantity. We have already ordered these compo-

nents from abroad. I am sure, wherever necessary, since we have got a substantial foreign exchange, we can utilise it in a fruitful manner and we will be able to solve this problem also, I hope that with proper planning this problem would not arise in future.

I have already made a reference to self-reliance. But there is one point which Mr. Ramamurti has suggested and to which I would like to make a reference. There has been a public controversy about it. The question is whether we should put more stress on the import of high-power locomotives from abroad, that is, diesel locomotives. Now, I am one of those who feel that as far as possible we should try to minimise the import of high-power diesel engines from abroad. And if that is to be done, we have to try to find out, by trial and error method, a new alternative. Recently, we have introduced a double headed Tamil Nadu Express. I am very happy to report to this House, our experience is very satisfactory...

PROF. N. G. RANGA: That creates a lot of trouble. The engines are creating jerks, they do not work simultaneously. Often time we are unable to sleep at all, we get shocks. So some improvement has got to be made.

PROF. MADHU DANDAVATE: I am very sorry that at this stage in his life Prof. Ranga's sleep is disturbed in our trains and, if it is so, we must take a serious note of that particular grievance and we shall now modify our technology in such a way that he would have a sound sleep.

SHRI ANANT PRASAD SHARMA: Good.

SHRI KHURSHED ALAM KHAN: I hope they won't pull in different directions.

PROF. MADHU DANDAVATE: In order that they do not pull in different directions, we have seen to it that both the engines are kept at the

front so that both of them are in contact with each other and co-ordination is ~~not~~ lost at all. Now, what is the advantage of this double-headed train? We are trying it in our country for the first time and in West Germany, Sir, the experiment has been a success and, probably, Mr. Sharma will bear me out. Now, what is the advantage of the double-headed train? Firstly, the capacity has tremendously increased and the passenger capacity is almost doubled and, as a result of this, if you now go for the reservation of sleeper berth in the Tamil Nadu Express, you will see that there is no waiting list at all. You have just to give the money and whatever time is required by the booking official for giving you the ticket is the time lost and because of this train, there is absolutely no gap between the supply and the demand. And, because of that also, the system has become less vulnerable to corruption and that is the greatest advantage. The second advantage technologically is this: Sir, I am a student of Physics and I know the Law of Probability. When two engines are attached to a train the Law of Probability tells me that there is no possibility that both the engines will fail at the same time and if one fails, at least the second may be in working order. Therefore, the entire train can be moved to the nearest station where it can be properly attended to. Now, the capacity is increased and actually the fuel expenditure on these two types of ordinary locomotives is the same as would be required for the high-power diesel engines. We have found that the expenditure remains the same and the necessity of importing high-power engines from outside is eliminated and, at the same time, convenience is offered to the people and if this experiment succeeds, then we will have to try on a larger scale. Of course, it is a jumbo train. It requires large platforms and it can ply on on those routes where the stoppages are few and where long platforms are there. The advantage is there even for the other trains because those who want

to travel to certain areas from the other trains they are lifted and put on this train and crowding will be reduced and that is the advantage that is there now. These are the advantages which are going to be there and this is the point. I wanted to draw your attention to.

DR. MALCOLM S. ADISESHIAH (Nominated): Sir, I would like to tell the honourable Minister that the arguments he has advanced for replacing the high-power diesel engines are perfectly valid. But I want to say that the Tamil Nadu Express, which had a high reputation earlier, has lost it now because the train is arriving every time late, several hours late, the devices have become inefficient

PROF. N. G. RANGA: Yes.

DR. MALCOLM S. ADISESHIAH: ... and are causing a great deal of inconvenience to the passengers. This question has been raised by many people. If two engines are used and all the facilities are being doubled, why can't they be run as two separate trains, each of which can be made to run on time, and why can't you save the loss of its reputation? Secondly, the example of the Federal Republic of Germany which the honourable Minister gave, Sir, is not valid here because the distances involved here are much more than what they are in the Federal Republic of Germany.

PROF. MADHU DANDAVATE: Sir, as I have said earlier, our entire approach is a trial-and-error approach and, if as a result of the experiment we find that the experiment has completely failed, we will not mind giving up the experiment. But we must still take some time. Just now you have made this complaint. But we have received hundreds of letters saying that they are greatly relieved, that they do not find any difficulty about accommodation, etc. We have received such letters also. But, as far as the timing is concerned, whenever two are combined together, difficulties do take place. After all, even

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in our normal life, when a couple gets married, it takes time for mutual adjustment and, therefore, these adjustments will take place in due time and I hope these problems will be solved.

SHRI ANANT PRASAD SHARMA: But the difficulty is there.

SHRI KHURSHED ALAM KHAN: Sir, I had asked another important question: I had asked why the Commissioner for Railway Safety is working under the Ministry of Tourism and Civil Aviation and not under the Ministry of Railways. What has he to do with the Ministry of Tourism and Civil Aviation? Why should he not be a part of the Railway Ministry or the Home Ministry?

PROF. MADHU DANDAVATE: Sir, I have said it repeatedly and many Members also have raised this question.

SHRIMATI SAROJ KHAPARDE (Maharashtra): Sir it is already 1-30 now and we must have our lunch time.

श्री उपसभापति : अब टाइम थोड़ा ही है ।

PROF. MADHU DANDAVATE: I am sorry, Sir. If she is tired of my speech, I will stop here. But it would mean disrespect to those Members who have raised a number of questions. If you want, we can break now and resume later.

SHRI RAMANAND YADAV (Bihar): After lunch, Sir.

PROF. MADHU DANDAVATE: Sir, I won't take much time. I will try to increase my speed—instead of fast, I will make it superfast. As far as the question of financial constraints is concerned, I would just like to make a brief mention of our attempts at resource mobilisation. Sir, let it be made very clear that I do not want to cast aspersions on anyone else. But for the last twenty or thirty or forty years, one particular sphere has remained completely neglected and

that is the primary renewals of the track with the help of our ultrasonic device. If 5,500 kilometres of our rails are not immediately replaced, they are likely to be broken into ten or eleven strips like the multiple fracture of the bone. If 5,000 kilometres of our rails are primarily renewed, that will require in the Sixth Five Year Plan Rs. 560 crores. That would create great constraints. I am happy that this time—compared to the last time we will be getting Rs. 65 crores instead of Rs. 51 crores. The ideal thing would be Rs. 100 crores. But we would be getting Rs. 65 crores for primary renewals.

As far as conversions are concerned, everybody is demanding conversions, and....

श्री शिव चन्द्र झा (बिहार): समस्तीपुर-दरभंगा लाइन तो बहुत ओवरड्यू है ।

प्रो० मधु दण्डवते : आपको कैसे भूल सकते हैं ? श्री झा का दूसरा नाम ही हम समस्तीपुर मानते हैं ।

But try to understand the constraints involved. Of the 61,000 kilometres, 30,000 route kilometres are metre gauge and narrow gauge. If all of that is to be converted into broad gauge, we will require Rs. 4,000 crores. And, therefore, as hon. Members will agree with me, this has to be done in a phased way on a priority basis. Our friend is always demanding conversion, but there are many Members in this House as well as in the other House who want that priority must be given to the introduction of new lines, and not merely to the conversion of metre gauge into broad gauge . . . (Interruptions) But in spite of that we are going ahead with priority schemes.

As far as the on goings project are concerned, in the coming year we will be requiring Rs. 70 crores, and as far as new works are concerned in Bombay, Calcutta and Madras we will

have to spend Rs. 51 crores. The total will be of the order of Rs. 122 crores. The allocation in 1979-80 for the purpose are Rs. 14.4 crores. In addition, we have ordered 660 new EMU at a cost of Rs. 109 crores for this purpose. There is a problem so far as Calcutta and Bombay are concerned. Sir, saturation capacity has already been reached in Bombay suburban trains, and therefore we are proposing to have a six corridor one which will be going from the Fort Market upto Goregaon and from Fort Market to Bhandup.

Sir, I need not refer to safety, drinking water and catering, to which my friend, the Minister of State, has already referred to while intervening in the debate.

As far as the demands of the workers are concerned, in the presence of the trade unions, including Mr. A. P. Sharma—with their cooperation—in the course of the last 22 months. I am very happy to say, by just sitting across the table, we were able to settle demands of the order of Rs. 126 crores. I do not take credit on this account for myself alone. Little credit is there because I have been telling my officers that we should be a little more liberal and they should try to go on with negotiations so that they come to a fruitful end. As a result of that, during negotiations, nearly Rs. 126 crores have been spent.

The question about recognised and unrecognised unions was raised. Let me make it clear to Mr. A. P. Sharma and others that there are two recognised federations; others are unrecognised. There are 700 category-wise unions. We have said that whereas formal negotiations and agreements will be with those which are recognised, with others there might be informal talks, but no correspondence, no agreements, no formal agreements at all. But I would just point out that this problem is pending the adoption of the new Industrial Relations Act. I will talk to both the recognised Federations and if they are willing, even before the adoption of

the Industrial Relations Bill, with their consent, I can go ahead with the referendum for the determination of recognition of the Unions on the Railways. Of course, that problem has been settled. I think the entire House will be very happy if once and for all the question of recognition is settled on the basis of ballot of workers that is taken.

Sir, only one issue has remained unresolved, the major issue, and that is the question of bonus. Sir, I have made it clear in the other House, and here again I want to make it clear that as far as the question of bonus is concerned, that has been already examined by a Sub-Committee of the Cabinet of our Government. And I have consulted the Finance Minister before giving my speech and he asked me to make it clear that the problem has been examined by the Cabinet Sub-committee, the Finance Ministry is processing that, and after the work of processing is completed, then only the decision on bonus will be completed. And I with the co-operation of all our trade unionists will try my best to see that the process of processing and finalising the decision takes place as early as possible.

SHRI ANANT PRASAD SHARMA: Mr. Minister, is the Finance Minister not represented in your Cabinet Sub-Committee?

PROF. MADHU DANDAVATE: I have already made that point clear in the other House.

SHRI S. W. DHABE: I would like to know one point.

PROF. MADHU DANDAVATE: First, let me answer the point raised by Mr. Sharma. As far as Mr. Sharma's point is concerned, the present Finance Minister was not a part of the Cabinet Sub-Committee. It is true and I made it clear that in the Cabinet Sub-Committee, certain changes recently took place on the eve of Budget session and, therefore, the

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new Finance Minister said that the Cabinet Sub-Committee that was set up had already processed and examined the problem. He said, "I have just on the eve of the Budget session taken charge of the Finance Ministry. Let me also examine that problem." The Finance Ministry has to process it and when that is done, I can assure the House that undue delay will not be caused in trying to solve this problem. Just now, I do not want to give a false assurance that within so many days we will be able to settle this problem. But with the full co-operation of all the hon. Members here, we will try our best to see that this problem is settled as early as possible.

SHRI ANANT PRASAD SHARMA: Mr. Minister, at least you can indicate that by the end of this session, it could be done.

SHRI S. W. DHABE: When the question was raised, in 1974, at the time of strike, it was said by their leaders that bonus could be easily paid. The financial position of the Railways was such that it could be paid. Now you say that the position is improving. You have paid Rs. 126 crores. Why cannot you pay this small amount which is equal to one month's pay? The performance of the Railways is today better than what it was in 1974. In 1974, you said that it was possible to pay the bonus. Why is it not possible now?

PROF. MADHU DANDAVATE: I want to make it very clear that we are trying our best to see that this problem is settled as early as possible. We are trying our best to see that the problem is expeditiously settled.

SHRI S. W. DHABE: Sir, the failure of the Minister to give a definite assurance of a time limit, I think, is a very serious matter. If it is not announced, I think, there will be a

confrontation in the country on this issue. In view of his failure to give an assurance on this point, I stage a walk out in protest.

(The hon. Member then left the Chamber)

PROF. MADHU DANDAVATE: I am very sorry that my friend, Mr. Dhabe, has walked out. But since he alone has walked out, I have a suspicion that he is hungry and that is why he has left the House.

SHRI ANANT PRASAD SHARMA: Sir, the Minister is good enough to explain the position and to the satisfaction of all of us. But the only thing that I wanted to know from him is that when he talks about the time limit, he may not be able to tell us the definite time, but he could see that it is decided before the end of this session.

PROF. MADHU DANDAVATE: Sir, I do not wish to give an assurance unless, from the Finance Ministry, I am able to ascertain how much time they will take to process and complete the finalisation. But I shall try my best. I shall communicate your desire and also your aspirations to the Finance Ministry. And we shall try to expedite the process.

SHRI ANANT PRASAD SHARMA: Thank you.

PROF. MADHU DANDAVATE: I have already announced in the other House that we have cut down 50 per cent of the rise in the season tickets in response to the strong desire, that were expressed in both Houses. Two and a half months' concession for the three months' pass has also been restored. In Calcutta, Bombay, Madras etc. the students will continue to have the concession.

Sir, I do not want to take much time of the House. Sir, once again let me make it clear that because of the co-operation of hon. Members in both the Houses, trade unions and their representatives and managerial

cadres and employees of the railways we have been able to produce some results. I hope that we will continue to receive this co-operation. Thank you.

श्री उपसभापति : अब सदन को कार्यवाही
ढाई बजे तक के लिये स्थगित की जाती है ।

The House then adjourned
for lunch at forty-six mi-
nutes past one of the clock.

The House reassembled after lunch
at thirty-six minutes past two of the
clock, Mr. Deputy Chairman in the
Chair.

SUPPLEMENTARY DEMANDS FOR GRANTS FOR EXPENDITURE OF THE GOVERNMENT OF PONDICHERRY FOR THE YEAR 1978-79

THE MINISTER OF STATE IN
THE MINISTRY OF FINANCE (SHRI
SATISH AGARWAL): Mr. Deputy
Chairman, Sir, I beg to lay on the
Table a statement (in English and
Hindi) showing the Supplementary
Demands for Grants for Expenditure
of the Government of Pondicherry for
the year 1978-79.

THE BUDGET (PONDICHERRY) 1979-80

THE MINISTER OF STATE IN
THE MINISTRY OF FINANCE
(SHRI SATISH AGARWAL): Sir, I
beg to lay on the Table a statement
(in English and Hindi) of the esti-
mated receipts and expenditure of
the Union Territory of Pondicherry
for the year 1979-80.

SUPPLEMENTARY DEMANDS FOR GRANTS FOR EXPENDITURE OF THE GOVERNMENT OF MIZORAM FOR THE YEAR 1978-79

THE MINISTER OF STATE IN
THE MINISTRY OF FINANCE
(SHRI SATISH AGARWAL): Sir, I
beg to lay on the Table a statement
(in English and Hindi) showing the

Supplementary Demands for Grants
Expenditure of the Government of
Mizoram for the year 1978-79.

THE BUDGET (MIZORAM) 1979-80

THE MINISTER OF STATE IN
THE MINISTRY OF FINANCE
(SHRI SATISH AGARWAL): Sir, I
beg to lay on the Table a statement
(in English and Hindi) of the esti-
mated receipts and expenditure of the
Union Territory of Mizoram for the
year 1979-80.

THE BUDGET (GENERAL) 1979-80 —GENERAL DISCUSSION

MR. DEPUTY CHAIRMAN: Now,
we take up General Discussion on the
Budget (General) 1979-80.

SHRI PRANAB MUKHERJEE
(West Bengal): Mr. Deputy Chair-
man, Sir, after almost a decade, we
have the privilege of having the
Budget proposals from a Deputy
Prime Minister. Sir, I take this op-
portunity of congratulating him for
his elevation and coming back to the
Government, though, I hardly find
anything to congratulate him for the
proposals which he has brought be-
fore Parliament.

Sir, I am amazed to some extent
find a note of optimism, rather, a wind
of optimism blowing in the Ministry
of Finance. Otherwise, a very prag-
matic and astute politician like the
hon. Deputy Prime Minister, perhaps,
would not have chosen the phrases
like—I would quote from para three
of his speech—

“The performance of the Indian
economy during the current year
is a matter for great satisfaction.”

Similarly, Sir, the Economic Survey
for the year under review also starts
in the same superlative degree that
the performance of the Indian eco-
nomy for the current year must be
regarded as most encouraging. Sir, I
fail to find what is most encouraging