

[Mr. Deputy Chairman.]

Shri Umashankar Dikshit

Shri Bhupesh Gupta

Shri Niren Ghosh

Shri Lokanath Misra

Shri C. D. Pande

Shri M. Kamalanathan

Shri K. Chandrasekharan

Shri Lal K. Advani

Shri Papi Reddi

be nominated to serve on the said Joint Committee”.

*The motion was adopted.*

SHRI OM MEHTA : On a point of clarification, Sir. Mr. Pitamber Das said that he was not consulted. Mr. Mahavir Tyagi is here. Majority of the Members are not here.

SHRI PITAMBER DAS : He also says that he was not consulted.

SHRI MAHAVIR TYAGI : Whether it should be referred to a Joint Committee or not was not a matter of consultation. He asked me about the names which I would suggest and I suggested the names.

SHRI OM MEHTA : Shri Nawal Kishore and others were of the view that it should be referred to the Joint Committee.

MR. DEPUTY CHAIRMAN : Now the matter is over. The House stands adjourned till 2.30 P.M.

The House then adjourned for lunch at three minutes past one of the clock.

The House reassembled after lunch at half past two of the clock. The Vice-Chairman (Shri Yogendra Sharma) in the Chair.

# **RESOLUTION RE RECOMMENDATIONS MADE BY THE COMMITTEE APPOINTED TO REVIEW THE RATE OF DIVIDEND PAYABLE BY RAILWAYS**

THE DEPUTY MINISTER IN THE MINISTRY OF RAILWAYS (SHRI MOHD. SHAFI QURESHI) : Sir, I beg to move—

“That this House approves the recommendations made in paras 60, 70, 71, 75, 76, 77, 78 and 79 contained in the Interim Report of the Committee appointed to review the rate of dividend payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the Railway Finance and General Finance which was presented to Parliament on the 11th December, 1973; and

That this House further directs that the action taken by Government on the other recommendations made in the Report should be reported to the Committee.”

Sir, Railway Finances were separated from the General Finances by a resolution of the then Central Legislature in September, 1924. The resolution adopted prescribed the rate of contribution to be made by the Railways to the General Revenues, worked out on the basis of the Capital-at-charge of the Railways and the working results of the commercial lines.

The Railway Convention Committee, 1949, the first such Committee to meet after Independence, had a fresh look at these arrangements and recommended

the concept of a fixed dividend which the Railways should pay to the General Finances on the loan capital invested in the undertaking as computed annually. The relationship between Railway Finance and General Revenues as spelt out by the 1949 Committee was reviewed by successive Railway Convention Committees set up in 1954, 1960, 1965, and 1971. These initial financial arrangements have undergone important modifications in the light of the changing circumstances, though the basic concept that the Railways should pay a fixed dividend to General Revenues still holds.

Following the planned economic development of the country through Five Year Plans, the practice has been to set up Railway Convention Committees whose recommendations regulating the payment of dividend by the Railways to the General Revenues etc. coincide with the Five Year Plans. Such an arrangement has much to commend itself since it enables the Railways to assess the resources that would be available with them during a particular Five Year Plan and to regulate their programme for development, expansion and rehabilitation of the railway system accordingly.

The Railway Convention Committee, 1971, was set up in August, 1971 and the Committee presented its final report in April, 1973. The recommendations of the Committee cover the Fourth Plan period, 1969-74. Apart from issues such as the payment of dividend by the Railways to the General Revenues and ancillary matters, that Committee made observations on various aspects of railway working such as accounting matters, suburban services, commercial and allied matters, etc. Their observations are under the consideration of the Railway Ministry.

The Railway Convention Committee, 1973 was appointed through a Resolution adopted by this House on the 9th and 19th May, 1973. Their recommendations are to cover the Fifth Plan period. The Committee are earnestly at work and have already had four sittings. Pending detailed consideration in depth of the various issues before them the Committee have presented an Interim Report. Apart from containing some observations about certain aspects of railway working, the Interim Report lays down the formula for the payment of dividend to General Revenues, the quantum of money to be contributed to the Depreciation Reserve Fund and other allied matters concerning the year 1974-75. The Committee have recommended that the arrangements proposed by the Railway Convention Committee, 1971 for the quinquennium 1969-74, may continue for the year 1974-75, till they have examined all the relevant issues in detail and come to firm recommendations. Under the present arrangements the Railways are paying dividend at the rate of 5.5 per cent (including 1 per cent representing payment to the States in lieu of passenger fare tax) on the capital invested up to 31-3-1964 and 6 per cent on the capital invested after 31-3-1964, subject to certain concessions. For the Railway Budget for 1974-75 to be presented to Parliament during the ensuing February session, it would be necessary to take into account the recommendations made by the Committee in their Interim Report,

In this context, I would like to briefly touch upon the comment of the Committee that freight traffic estimations by the Railways have not fully materialised with the result that some of the investments have not yielded the desired return. While the Committee will no doubt examine the matter in

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 detail, as indicated by them in their Interim Report, I can only say that planning for the economic development of the country is an integrated process embracing the activities of all the sectors of the economy. The targets of development in the various sectors are determined by the Planning Commission, in consultation with the various Ministries. At least since the commencement of the Fourth Five Year Plan, the Railways do put forth their point of view in fixing the targets for freight traffic and also appraise the Plan periodically. For example, when the growth of traffic during the first two years of the Fourth Plan was sluggish, it was at the initiative of the Railways that the freight traffic target was scaled down from 265 million tonnes to 240.5 million tonnes. However, once a particular target is projected the Railways must provide the necessary infra-structure. No doubt, we should all benefit from past experience. The Railways have to move cautiously but with a sense of optimism. There may be situations in which we are helpless—a decline or non-materialisation of traffic takes place for unforeseeable reasons. However, I can assure the House that necessary prudence will be exercised by the Railways in making investment decisions.

With these words, I commend the Resolution for the consideration of the House.

*The question was proposed*

SHRI T. V. ANANDAN (Tamil Nadu) Mr Vice-Chairman, Sir, I extend my approval to the Railway Convention Committee's recommendations in paragraph 69, 70, 71, 75, 76, 77, 78 and 79 of the Interim Report, with the following observations. Para 70(1) (1) says that a sum of Rs. 16.25 crores is

given to the States in lieu of passenger tax and there is a balance left for utilisation on safety works. Here may I not point out that the States are not interested in utilising this balance?

In this House and the other House many a time Members of Parliament have raised the issue of unmanned level-crossings where accidents do happen and lives are lost. Last week the Railway Ministry amended the Act so as to increase the quantum of compensation up to Rs. 50,000. I think the States do not take interest in providing safety at level-crossings. I think the responsibility lies on the Railway Ministry to man all unmanned gates by utilising the balance amount and to advise the States that spent the money on manning the unmanned level-crossing gates.

Another thing is in paragraph 71. The Railway Ministry came forward with a suggestion that the Railways be exempted for three years from payment of dividend in respect of 50 per cent of the outlay in a year instead of 25 per cent. I think the Committee did not refuse it but they say that they will go into that in detail and give their decision in their final Report. I say for the benefit of the Committee that it is a necessity that the Railways be exempted from payment of dividend in respect of 50 per cent of the outlay a year for at least three years because there are so many reasons. The Railway Minister himself admitted that the Railways are running in the red and the anticipated surplus is not there instead of that there is a deficit of about Rs. 167 crores at the end of the Fourth Five Year Plan. Therefore, I say that if the financial position of the Railways should be improved there is no other alternative but to increase the freight and fare. In this poor country increasing the freight and fare will not

ordinarily be agreed to by MPs because it is too difficult. Therefore, I say that the suggestion of the Railway Ministry before the Railway Convention Committee is correct, and appropriate also for the Railway Convention Committee to agree to exempt the Railways

Sir, I may also suggest here for the Railway Ministry and also for the task force which has been appointed to go into the railway finances that as has been recommended by the 1971 Convention Committee they take all these suggestions into consideration, namely the capital-at-charge after our independence has four times increased. And it will be going on increasing. The Railways have to pay 6 per cent dividend on capital from March, 1964. Therefore if the capital is going to be increased, will the Railways be able to pay 6 per cent dividend? In countries like the United Kingdom, France, Australia, etc. they have written off a certain amount of capital. The capital invested in the Railways has been there for over 100 years and I know that the Britishers extracted not less than 20 to 22 per cent dividend on it. Why should that dead capital still be in the accounts of the Railways? Is it not right that at least the capital up to 1961 be written off? In the Fourth Five Year Plan it has been stated that Rs 1442 crores have been added out of which Rs 554 crores have been made good from the resources of the Railways.

Sir, if we take all the Plans for the last twenty years, at the end of March 1974 the capital would be somewhere Rs 3,900 crores. In the four Five Year Plans from the railway revenue a sum of Rs 1,000 crores has been made good. But that does not come into the total capital. It is from the resources of the Railways. Therefore the railways should

also be given certain consideration for the amount they spent on the Plan. Therefore, Sir, these are all my suggestions—an assessment must be made every 25 years over the Railways for having made the capital improvement, rehabilitation and development etc. at least 1/15th of the total amount spent should be credited to the railways by reducing the capital. By doing so, the Railways need not pay at the rate of 6 per cent on all the huge capital. It is impossible unless you increase the freight and fare. Therefore, in order to avoid the increase in freight and fare I suggest that the amount utilised from the railway resources should be given credit to the Railways.

Sir, there must be improvement in the Railways also. In the days of the Britisher, he never bothered about villages four or five miles from the railway station. He cared only to carry his army and also the raw material from the cities and towns. His only worry was to carry his dividend over to England. But now we are an independent country. Railway stations should be very near to the villages, towns and cities. But it is not so. Therefore, I say there should be a reappraisal and readjustment. It is not possible also to shift a station to every village. But wherever the passengers want a train-halt should be granted immediately. It should not be refused. Last week I had been to a village in between Arlonam and Katpadi on the Southern Railway. It is a village producing handloom. The product is carried away by the bus. The bus transport takes advantage of the distance of the station. I am told also not more than 30 passengers use the train at Tiruvelam station. I think it is high time a reference is made to the Southern Railway to give a train halt wherever it is possible, where a village

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is in between two tracks. This situation is peculiar not only to the Southern Railway but it is so all over the Indian Railways. This point has to be gone into if the railway is to compete with the road transport.

Last week, I think, a reference was made here about attaching a dining car. There were two dining cars in the Grand Trunk Express. One has been removed on reason of unhygienic conditions prevailing. But dining cars are running on trains from Bombay to Delhi and Calcutta to Delhi. Why should one dining car be detached? The cooked food taken from Ballarshah and Amla stations is not welcomed by passengers from South. I wonder whether the assurance given by the Minister has been implemented or shoved away. I hope that the Railway Minister will immediately attend to this need because I also suffered on this account.

Ministers do not travel nowadays by trains, and high officials do not use trains. They go in aeroplanes. They do not understand the difficulties of the Members of Parliament and the ordinary passengers and the first class passengers in the trains. Therefore, it is necessary that the second car in the Grand Trunk Express for the purpose of dining should immediately be introduced. You have got the diesel engines which have the power of hauling not less than 23 or 24 coaches. So, what is the difficulty in adding one more coach? If the platforms have got to be extended, they should be extended in the interest of the travelling public. It is an important question which the Railway Minister should consider before any agitation takes place. I know the Gudur Class IV people have already sent notice to the General Manager and I have also

forwarded a copy to the General Manager stating, let there be no stoppage of Grand Trunk Express at Gudur before you yield. Nowadays the Government of India yields only to agitation, whether there is discipline or not. Whether democracy is going to prevail or not is not known. But agitation yields success today. Therefore, I want the hon. Minister to see that before any agitation takes place, in the interest of the country and the peaceful running of the Railways, this dining car is attached.

Another point is that in the report itself it is said that the gestation period increases because of want of raw materials and so on. Now, you have already started the Kanyakumari-Tirunelveli link. You have now issued instructions to stagger it. By how many years are you going to stagger it? I do not know. Therefore, the gestation period will also have to be staggered by two or three years. There is already the survey report in the Railway Ministry about opening a broad-gauge link between Karur and Dindigul, an industrial area, a handloom production area, and the return on capital is estimated to be more than 85 per cent. Why don't you take up immediately such works which would get revenue for the Railways? I am also told that the conversion work of Bangalore-Guntakkal line is also staggered. Why? Is it not a waste? The capital you have allowed on that is going to be wasted for two or three years. Therefore, wherever work has been started, it should be immediately completed so that revenue will be coming to the Railways. *(Time-bell rings)* So soon, Sir? I am the only speaker from my side. Also, Sir, the Madras Metropolitan issue is still pending. You are not granting them sufficient funds. For instance, the Madras-Gudur and Madras-Trivellore electrification programme has been sanctioned. The foundation-stone has been

laid But you have granted only Rs 5 lakhs whereas the work costs Rs 30 crores With Rs 5 lakhs when will the work be completed? Therefore, please grant the necessary funds so that the electrification of Madras-Gudur and Madras-Trivellore lines can be taken up immediately

Another point I want to refer to is that this is a democratic country based on a socialistic pattern Now, how can the working class be loyal to you and be disciplined if you the Government of India, go to the Supreme Court against the decision of the Bombay High Court? The Bombay High Court, taking into account the present situation in the country, decided in favour of implementing the minimum wage for the rail-road construction workers, class IV people But the Railway Ministry which is part and parcel of the Central Government, goes to the Supreme Court in appeal Is this the way you are going to usher in socialism in this country when the poor, down trodden working class wants something more on par with others? It is unfair You cannot preach to private sector that they must do this and that You must set an example as a model employer Therefore, please advise your Ministry to withdraw the case from the Supreme Court so that the railwaymen can understand that here is a Railway Ministry which is caring for their interests

I must now come to the Pay Commission Report also We have been asking the Railway Ministry and the Government of India to separate railwaymen because the nature of work in the railways is such that it cannot be compared with that of other Central Government employees Day and night railwaymen have to work in their posts

whereas in a post office it is not necessary In no other place do the employees have to work as railwaymen do, day and night in the interests of the country So, why do you not separate the railwaymen? What is the difficulty? The Minister in his statement said the finances of the railways were separated in 1924 Yes, you have got a separate budget But why do you go to the Finance Ministry now in the matter of Pay Commission recommendations? I am told the Finance Ministry issued instructions that they should not implement Pay Commission recommendations separately without prior sanction of the Finance Ministry Here is a question In 1968 because railwaymen stagnated in their grade, there was a concession shown to them, an increment was given to the railwaymen who stagnated for more than two years Now the Railway Ministry issued instructions that this increment which was given on account of stagnation should not be taken into account while fixing their pay Do you mean to say that the railwaymen will keep silent if you do so? They will not If you want them to struggle for it, they are prepared to give you a struggle Therefore, this rule must be amended by you or take permission, present it in the Cabinet that the railwaymen cannot be equated with other Government employees because their service conditions differ I may also tell you that immediately the railwaymen are not interested in going on a strike They want negotiations They know how to negotiate I think in 1931 when the President of India was leading a deputation in 1932-33 negotiations with the Britishers started They are masters in negotiations Therefore, the railwaymen's federation wanted immediate negotiations with the Railway Ministry to solve all the anomalies that would arise on account of implementation of the Pay

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Commission's Recommendations I request the Minister to consider this and he discusses with them the various anomalies. Then the railwaymen also demanded 75 per cent upgrading. It is very necessary today because the scales have been revised in such a way that they will reach the maximum in about four or five years and after reaching the maximum they will stagnate. Unless there is upgradation, there will be frustration. The present upgradation is 50 per cent. They demand 75 per cent. It is a very reasonable demand. There is a revenue of Rs 1,200 crores from the railways in this country. No other industry or organisation yields so much revenue. Therefore, Mr Minister, please try to give this extraordinary concession to the railwaymen. No plan of yours succeeds if railwaymen do not work. What is happening today? When locomotives go on a strike, who suffers? It is the people of India, the poor people, not the people who use Air India, not the capitalists, not the Ministers, not Members of Parliament, who use Air India, it is the poor people who suffer when railwaymen go on a strike. Therefore, you must be very cautious in dealing with the problems of the railwaymen.

Another point is about mechanical artisans who are going to stagnate because of the introduction of dieselisation and electrification, namely, engine fitters and boiler makers. It is high time you considered a suggestion that these mechanical artisans be given training as drivers and firemen. Give them training so that they will pick up work as diesel drivers. Why do you not consider this suggestion? If loco drivers and firemen go on a strike, you can make use of these people who will be in the know of that work. Therefore, please consider this point.

Another point is discrimination. Discrimination is shown between the Southern Railway and all other Railways in India. There are Workshops, I think, about 28 Workshops in the Indian Railways. In all the Workshops there are nominated train to carry workmen. When the nominated trains run late, the workmen are not treated as absent. But here in the Golden Rock Workshop, Trichirappalli, when the nominated workmen train run late, the period is treated as absent. Why do you give this differential treatment to the railwaymen in India? Even amongst the Southern Railway workmen, there is differential treatment given to some because there are three workshops in the Southern Railway and in two of them you allow this but the Golden Rock workshop people are treated differently. I think you must put an end to this differential treatment given to the Golden Rock Workshop people. Probably this would not have been brought to the notice of the Minister. I hope he will do something about this.

I was glad to read in today's newspaper that the Defence Department has decided to do away with over-time. It is very good. It has been said even by our President of India that overtime means usurpation of employment potentials. Why should there be overtime in Railways because it blocks the way of other unemployed people who can be employed? If you do away with overtime, you can take in more people and given them employment. This will also give strength to the hands of the Prime Minister who is committed to solve the unemployment problem.

With these words, I support the recommendations of the Committee.

**SHRI NAND KISHORE BHATT** (Madhya Pradesh): Mr. Vice-Chairman, I rise to support the resolution moved by the hon. Railway Minister. I do not want to go into the details of the recommendations. But I wholeheartedly support the motive behind these recommendations and I hope that these recommendations, when implemented, will help in handling our revenues and also help the Railways in their efficient working.

Mr. Vice-Chairman, the Railway is the lifeline of our country. From trade point of view or social or economic point of view or looked at it from any other consideration, Railway is the lifeline of our country. Thus, for the purposes of the development of the country, for the purposes of communicating between various parts of the country and for transporting of goods and people, Railways play a very important role. The development of our country socially industrially we depend on the Railways considerably and very rightly so.

Mr. Vice-Chairman, Railway today is the biggest public sector organisation in our country—largest single organisation employing more than 12 lakhs of workers. The undertaking has about more than 762 categories. Every category of railwayman has some problems or the other. With all the best intentions which the Railway Minister and the Railway Board have, it is impossible to satisfy all these categories. Even if you solve the problems at the rate of two categories of workers per day, it will not be possible for the Railway authorities to solve the problems of all the 762 categories of workers in the workers in the whole year. Therefore, the best way for dealing with the problems of workers is to deal with the recognised organisations of railwaymen.

The other day the hon. Minister for Railways pointed out and expressed his desire that there should have been only one organisation of railway employees in the country. It is a historical fact that in India formerly there were two organisations, namely, the All India Railwaymen Federation and the Indian National Railway Workers' Federation. They decided in national interest to merge into one and as a result of that merger, there is the National Federation of Indian Railwaymen. As a student of trade union movement, it is difficult for me to go into the causes of the revival of the All India Railwaymen's Federation. But in our country we have got an agreed system according to which we can determine as to which organisation is representative. I have no objection if the Government recognises both the National Federation of Indian Railwaymen and the All India Railwaymen's Federation. These organisations do represent all the categories of employees of railwaymen. Under these circumstances, how far it will be proper and justified to deal directly over the head of national federation with one category union? It will not be proper or in the interests of good industrial relations, it will not be in the interests of industrial peace and it will not be proper and in the interests of better and efficient functioning of the Railways.

On the other hand, the right course for them would be, as has been the practice, to have dealings with the recognised body of the railwaymen and here the two Federations, the NFIR and the AIRF, are there and the railway employees, whether they belong to the category of locomen or any other category, if they have got any grievance, they can have their grievances projected and ventilated through these two organisations. So, Sir, while I share the



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views of the honourable Railway Minister that there should be only one organisation, I do say that now that there are two organisations, we should see that we carry on our negotiations with both these organisations and deal with the problems of the workers. In case there is any difficulty, we have got a procedure to verify the membership. I do not find any reason why a particular categorywise organisation alone should be recognised. If there is any difficulty, there is this democratic procedure. By adhering to the procedure this problem can be solved and you can know the strength of the representative organisation. All the same, I am personally quite satisfied with the practice adopted by the Railway Ministry all these years in dealing with the representative organisations, then why any departure unless agreed to by the parties concerned.

SHRI MONORANJAN ROY (West Bengal): Can you please tell me the membership of the two organisations?

SHRI NAND KISHORE BHATT: Sir, I have already submitted that I have no objection to the procedure of verification of the membership. But till such time the relative position is determined we must deal with these two organisations. After will, we want to have industrial and economic growth and that is possible only when there is industrial peace and as I have already stated, since the Railways is the lifeline from all socio-economic points of view for the development of the country, for the betterment of the people, for the improvement of the industries and so on, it is important that we have to stop somewhere so that work is carried on. Wealth is a commodity which cannot be had by mere slogans, but which can only

be produced by disciplined and hard work. It is necessary for this purpose that as a civilized society we must have established principles and understandings and we should stick to those principles and understandings. Then alone it would be possible for us to meet the demands of all the categories of the railwaymen. It is because, Sir, after all, nobody can forget that they are part and parcel of the country. Therefore, if the country is made to suffer, if inconvenience is caused to the people at large however good railwaymen's intentions may be, they will have to face the wrath of the people who are the ultimate masters. Therefore, Sir, I suggest to the honourable Minister that we should have a fixed policy of dealing with the problems of the workers in the railways. Sir, Government employees and particularly the railwaymen in general are very much dissatisfied since the publication of the Pay Commission Report. But it is gratifying to note that the minimum pay which was at one time recommended to be Rs. 185/- has now been raised to Rs. 196/-. It is no doubt welcome but there are many other issues full of anomalies. Sir, in view of constant and steep rise in prices the Government in all fairness to the railway employees should raise the minimum limit of earnings from Rs. 750 p.m. to at least Rs. 1,000 p.m. for the purpose of granting to the employees House Rent Allowance, city compensatory allowance and other allowances so that their present hardships can be reduced to a certain extent and they can work properly and give their best to this national undertaking.

Sir, among the public sector undertakings in the country, the Railways deserves to be congratulated for one thing at least and that is for having a system of bipartite negotiations in the matter of problems and grievances of the

railway workers. They have got a permanent negotiating machinery, which has shown very good results. But, so far as the issues concerning the recommendations of the Pay Commission are concerned, I would request that the Railway Ministry, in the interest of workers, in the interest of industrial peace in the country and in the interest of the economic growth in the country, should appoint a sub-committee, without any loss of time, to go into the anomalies which have arisen as a result of the recommendations of the Pay Commission.

Sir, I would suggest that the Government should immediately start negotiations broadly on the following basis:

(a) Revision of minimum wage of Rs. 196 per month and carrying the benefits of the same to Class III scales

(b) Revision of dearness allowance formula of a 4 point rise or every six months, whichever is earlier

(c) Pay fixation formula should give adequate weightage for services rendered, and

(d) Revision of the rate of pension and extending the benefits to employees who have retired since the appointment of the Commission.

Sir, on the question of bonus there has been a demand. This is the demand not only of the Railway employees but employees of all the Government Undertakings including those run departmentally. The Bonus Review Committee may be giving some thought to it, but then the Government as the principal employer should also not forget the reality.

Then, Sir, I have a few observations to make about the problems of my own States, namely, Madhya Pradesh is a

centrally situated State in the country. It has got the biggest area. Judging from that point of view, whatever transport facilities we have, are most inadequate. I am very sorry to say that even the commitments made following the recommendations of the States Reorganization Commission, have not been fulfilled so far. I do not want to go into the details of this. Madhya Pradesh, being centrally situated and rich in forest produce, is the main source of supply of timber, charcoal, *tendu patta*, gum, *harra* and other forest produce to the country. Hardly 20 per cent of the annual output of forest produce of the State is utilized locally, while the rest is sent to almost all other parts of the country. Now, we have got all this produce. But, unfortunately, there is shortage of wagons supply. Representations after representations have been made but so far no consideration has been shown by the Railways. As a result, at present nearly one lakh cubic meters of timber, five lakh bags of charcoal and several lakh bags of *tendu patta* and *harra*, etc., worth more than six crores of rupees in Bastar and Raipur districts, are lying for transport due to non-availability of wagons. This is a very serious matter. Through you, Sir, I would like to urge upon the hon. Minister to go into this matter. Bastar is a very big region, inhabited by tribal people. It is also rich in forest produce. Forty per cent of the annual production of timber in the State is received from Bastar district alone. A large quantity of forest produce remains unsold because of absence of railway link. That indirectly means a loss of revenue to the State and loss of employment to the tribal people. Non-availability of wagons has affected the timely supplies of timber to Defence and Railway Departments. Linking of

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Jagdalpur by railway line with Delhi—Rajahara will greatly facilitate the transport of forest produce and supply of raw materials to industries.

Similarly, we have been demanding that there for permission to transport forest produce by Kirandul-Kotwalsa railway line. At present the Kirandul-Kotwalsa railway line of Belladilla project is used for transporting iron ore only. This should be opened for the transport of forest produce also. This will not only facilitate the export of forest produce but will also help in establishing various industries in the backward tract of Bastar.

Lastly, Sir, the Government of India and the Railway Ministry were kind enough to sanction a project for western Madhya Pradesh which is known as 'Guna-Maksi railway project'. The work on this project has been going on for the last so many years. After persistent representations, we are assured every year that it would be ready by December 31, 1971, then by December, 1972. The year 1973 is also going. We are now told that it will be completed by 1974. Sir, we do not understand the justification for this delay. More than three-fourths of the railway-line is complete. While we fully appreciate the economic difficulties we are passing through, but with a view to augmenting our resources and to meet the aspirations of the people, I would suggest to the hon. Minister, through you, Sir, that the portion of railway line which is complete, from Guna to Beawara should start operating. They should start running trains there. Similarly, they should also start trains from Ujjain to Sarangpur or Shajapur as the case may be. In these days, when bus charges are going up, people have no other means of

transport. Therefore, if these tracks are opened to the passenger traffic, it will be a great help not only to the people but it will also help in inviting new industries which is very necessary for the development of an economically backward State like Madhya Pradesh. I would again request the hon. Minister to give a thought to the suggestion that whatever portion of the railway line has been completed, at least to that extent the same should be opened to passenger and commercial traffic. Thank you.

SHRI PITAMBAR DAS (Uttar Pradesh): Mr. Vice-Chairman, Sir, the matters that the Railway Convention Committee deals with are of a highly technical nature and, therefore, it is very difficult to deal with them unless one happens to have gone very deeply into the implications of these subjects. The 1973 Convention Committee, in its report, has recommended all those things which the 1971 Committee had recommended. I happened to be a Member of the Railway Convention Committee of 1971 and it was after due deliberations and deep thought that those recommendations had been made. They had been approved by the House also from time to time and these recommendations have also got to be accepted and approved.

Still, there are one or two things regarding which I would like to draw the attention of the Minister and the House both. The Railways have always been a very profitable concern for the Indian Government and it was in 1966-67 that the Railways experienced deficits for the first time. The three-year period—from April 1966 to March 1969—which was covered by the 1965 Convention Committee—showed a deficit of 57.66 crores as against an estimated surplus of 37 crores. And ever since then, year after year, the Railways have been showing deficits and this deficit of

57.66 crores was in spite of the increases in fares and freight that the Railways had effected from time to time. It was because of this that the 1971 Railway Convention Committee, being eager to take the Railways out of red and create a good psychological atmosphere for their working, granted some relief to the Railways. On the basis of those concessions which amounted to 107.31 crores for the Fourth Five Year Plan period a surplus of 119 crores was estimated. But it ultimately turned out to be a deficit of 102 crores as mentioned by the Railway Board in its memorandum on the Railways' Fourth Five Year Plan.

In that Memorandum, they stated that the Railways are likely to incur a total deficit of about Rs. 102 crores as against an anticipated surplus of Rs. 119 crores. That is what the Railway Board had stated in their Memorandum. But, later on, the Deputy Minister of Railways, in reply to a supplementary to Starred Question No. 25 in the Lok Sabha on 13th November, 1973, gave out that the total loss suffered by the Railways would be about Rs. 158 crores during 1973-74 as against about Rs. 93 crores anticipated at the time of framing the Budget for that year. That shows that the total deficit, according to the Deputy Minister, would be Rs. 167 crores in the face of an estimated surplus of Rs. 119 crores. And this deficit was in spite of the relief to the tune of Rs. 107.31 crores given by the 1971 Convention Committee, and the enhanced fare and freight which was effected by the Railways in each year amounting to Rs. 327 crores. In spite of these two factors, Rs. 117.31 crores in concessions and Rs. 327 crores by way of enhanced fare and freight, the deficit comes to Rs. 167 crores during these five years, from 1969 to 1974. The Railway Con-

vention Committee of 1973 have mentioned in Para 32 of their Report, and I am glad they have taken note of it that :

"The Committee are constrained to note that after taking into account the additional yield of about Rs. 327 crores due to periodic increases in fares and freights and reliefs of the order of about Rs. 107.31 crores afforded by the Railway Convention Committee, 1971 during the Fourth Plan, the Railways are likely to incur a deficit of about Rs. 167 crores against an anticipated surplus of Rs. 119 crores (inclusive of the reliefs)."

At this rate, Sir, at the end of the Fifth Five-Year Plan, the loss, rather the deficit would come to about Rs. 439 crores. The Committee's observations in this respect are very important. In Para 56 of their Report—I mean the Report which we are considering through this Resolution—the Committee says :—

"The Committee are constrained to observe that according to the present estimates based on current costs and existing levels of fares and freights, the Railways are likely to incur a deficit of Rs. 439 crores at the end of the Fifth Plan as against an anticipated deficit of Rs. 167 crores at the end of the Fourth Plan. The position might worsen further in case the assumptions with regard to freight traffic during the Fifth Plan fail to materialise and/or the rising trend of prices continues. If past experience were any guide, there are strong possibilities of both these factors casting severe strain on the Railway Finances. The Committee, therefore, consider that Railway planning would have to be continuously appraised and corrective steps taken promptly to avoid the pitfalls."

[Shri Pitambar Das]

Sir, I have pointed it out because I wish that this recommendation of the Committee should be strictly complied with.

[Mr. Deputy Chairman in the Chair.]

Sir, one of the important factors contributing for these deficits in the face of estimated surpluses according to the Railways was the non-materialisation of production targets in major industries like steel, cement, coal, iron-ore for export, etc. I would like to point out that this is not a new phenomenon. These factors should always have been taken into consideration because they had existed even before. These factors have been pointed out to the Railways from time to time but no attention had been paid. The 1971 Railway Convention Committee in its Fifth Report on the 'requirement and availability of wagons' has also pointed out in Para 1.21 that :

"There have been persistent short-falls in the materialisation of traffic compared to the assessed forecast. During the Third Plan originating freight traffic of 245 million tonnes was anticipated for the last year of the Third Plan, i.e., 1965-66. Against this the actual traffic moved by the Railways was only 203 million tonnes. The originating freight traffic during the last year of the Fourth Plan, i.e., 1973-74 was estimated at 264.7 million tonnes, which was reduced to 240.5 million tons at the time of mid-term appraisal. Against this, the present indications are that not more than 215 million tonnes of traffic will be moved."

Sir, while speaking on the procurement of wagons last year in this House I had pointed out that the Railways are

in the habit of keeping their targets of traffic, both passenger as well as goods, high. They always take an inflated view of things.

The 1971 Convention Committee in Para 1.22 further observes :--

"The Committee are disturbed to note that during the Fourth Plan while the originating freight traffic fell from an estimated figure of 265 million tonnes to about 215 million tonnes, the planned provision for the Railways has been reduced from Rs. 1,525 crores to Rs. 1,400 crores only. The Committee regret to observe that heavy capital expenditure has been incurred by the Railways in creating traffic capacity, which has been far in excess of the requirements of traffic actually moved. Thus, scarce resources which could have been used in other sectors of the economy more purposefully have been used by Railways resulting in over-capitalisation."

The Deputy Minister present here will recall that when the question of procurement of wagons was being discussed in this House last time, I had definitely suggested that instead of blocking capital in wagons it should be spared, as it will lead to additional burden by way of dividend.

The real trouble is that inflated estimate about traffic which does not materialise for one reason or the other, has become the habit of the Railway Ministry. The Railway Convention Committee of 1973 also has made a mention of this fact in their report in para 33 :

"The Committee feel that the Railways should have drawn upon their experiences of the Third Plan. The Railway Convention Committee 1971 have also drawn attention in their Reports to the heavy investments that

continue to be made by the Railways year after year on the basis of inflated estimates of traffic which fail to materialise, resulting in heavy increase in the dividend liability of the Railways, without corresponding increase in their earnings."

Sir, this habit needs a change. Not only the Railway Convention Committee of 1971 in their report or I in my speech referred to these things, but these things had been pointed out to the Railway Ministry even earlier. The Railway Convention Committee of 1971 had in its Fifth Report mentioned:

"The Committee are also concerned to note that there have been shortfalls in the movement of traffic of major commodity groups like steel plants traffic, coal, general goods, etc., both during the Third Plan period and the Fourth Plan period."

I am mentioning it, Sir, because the Railways have pointed out that the non-materialisation of production targets in major industries, like steel, cement, coal, iron-ore for export etc., had been responsible for this shortfall in their traffic estimates.

These factors had been there even earlier.

"In this connection, the Committee would like to invite attention to the 22nd and 49th Reports of the Public Accounts Committee—(Fourth Lok Sabha) in which that Committee had commented upon inaccurate forecasting of freight traffic during the Third Plan and the persistent tendency of the Railway Board to over-estimate traffic requirements particularly in respect of major commodities, coal, steel, plants traffic and general goods traffic, and had emphasized the need

for planning for rail capacity on a more realistic basis. The Committee note that in spite of the recommendations made by the Public Accounts Committee, the forecast of freight traffic in respect of those very commodity groups, that is, coal, steel, plants traffic and general goods traffic, again proved inaccurate during the Fourth Plan."

And, Sir, again the Railways have now pointed this out to be the reason for the shortfall. I would repeat that the Railways should get into the habit of estimating requirements of the traffic on a more realistic basis.

Now, Sir, I would like to repeat once again what I said in this House last time about the dividend affair. I had suggested, while speaking on the Budget for 1973-74, that the system of computing dividend, which at present consists of the average borrowing rate plus an element of contribution by way of profits should be revised. So far as the average borrowing rate is concerned, it is reasonable to charge this from the Railways in any case.

But so far as the element of contribution over and above that is concerned naturally it should, be payable only if the Railways have got a surplus from which to pay. If the Railways are running in deficit then this element of contribution should not be charged from there. I find that in para 61 of their Report the Railway Convention Committee, 1973, have mentioned some of the factors to be taken due note of in this connection and under item (ii) they say: "the opinion expressed by some Hon. Members in Parliament that no dividend should be paid by the Railways when they are suffering losses." If this refers to the suggestion that I have made in this House then I would like to put

[Shri Pitambar Das]

the record straight. I never said that no dividend should be paid by the Railways when they are suffering losses. All that I said was that the element of contribution should not be paid. In their own Report in para 60 to Committee have divided this dividend into two parts. They say : "They, therefore, recommend that the present mode of payment of a fixed dividend on the capital invested as computed annually in lieu of the interest charges plus a small element of contribution. . ." It is this small element of contribution which I said should not be made payable in case the Railways are running in deficit.

These were some of the things which I thought it was necessary to point out. With these words I also commend that the recommendations contained in the paras referred to in the motion be approved. I therefore support the motion moved by the hon. Deputy Minister

**श्री योगेन्द्र शर्मा (बिहार) :** उपसभापति महोदय, हम लोगो के सामने रेलवे कन्वेन्शन कमेटी की जिन सिफारिशो को मंजूर करने का प्रस्ताव है, वे सिफारिशो अन्तरिम सिफारिशों क्योंकि रिपोर्ट अन्तरिम रिपोर्ट है। अपनी रिपोर्ट में कन्वेन्शन कमेटी ने इस बात को स्वीकार किया है कि रेलवे की आर्थिक समस्याएं, दूसरी सम्बन्धित समस्याएं इतनी संगीन हो गई हैं कि गहराई में जाकर उनकी छानबीन करने की जरूरत है और उनका समाधान निकालने की जरूरत है। लेकिन जो सिफारिशें हम लोगों के सामने मंजूरी के लिए आई हैं वे वही हैं जो इतने वर्षों से चली आ रही हैं। इतने वर्षों से जिस तरह से चीजें चली आ रही हैं, उसी तरह से अब भा चलनी चाहिए, यही सिफारिश है। हमको आश्चर्य होता है कि यह सरकार जो प्रगति और

परिवर्तन की हिमायती है वह यथा स्थिति वादी सिफारिशो को मंजूर करने का प्रस्ताव लेकर आती है जबकि खुद कन्वेन्शन कमेटी इस बात की जरूरत महसूस करती है कि समस्याओं को गहराई में जाकर देखने, जाचने और नया हल निकालने की आवश्यकता है।

श्रीमान्, रेलवे बोर्ड का जो हिमाब-किताब का सिलसिला है, वह एक ऐसा सिलसिला है कि आदमी उसमें डब जाता है, ऐसा उलझन पूर्ण सिलसिला है जिसमें कोई रुक नहीं दिखता है। रेलवे बोर्ड कुछ रुपए सरकार को देता है जनरल रेवेन्यू में और जब उसके पास रुपए नहीं हैं, तो फिर उसी जनरल रेवेन्यू से रुपए लेता है। मंत्री महोदय ने इन सिफारिशों का प्रस्ताव पेश करते हुए बहुत ही मही कहा कि आर्थिक विकास की योजना एक इंटिग्रेटेड योजना है और यदि इंटिग्रेटेड योजना है तो एक कोठे से धान निकाल कर दूसरे कोठे में रखने से कैसे समस्या का हल हो सकता है? रेलवे बोर्ड यह चीज कर रहा है, एक कोठे से धान निकाल कर दूसरे कोठे में रख रहा है। डिविडेंड के रूप में कुछ रकम जनरल रेवेन्यू में और जब वाटा हो जाता है तो जनरल रेवेन्यू से कर्ज लेना और फिर उस कर्ज का सूद देना यह क्या गोरखधंधा है? इसमें हिसाब-किताब का अम्बार लगता है और हिसाब करने वालों और कागज में इंतजाम करने वालों का अम्बार लग सकता है, पैसा न रेलवे का बढ़ता है न जनरल रेवेन्यू का बढ़ता है। इसलिए आवश्यकता इस बात की है कि इस समस्या को आप जरा गहराई से देखें और इसी सिलसिले में हम कुछ सुझाव रखना चाहेंगे।

यह जो रेलवे बोर्ड है और जो उसकी अर्थ व्यवस्था है, जो उसकी प्रबन्ध व्यवस्था

है वह आउट आर डट हो गई है। जब हमारा देश आजाद हुआ उस समय की यह व्यवस्था अब चलाई जा रही है जब कि पिछले वर्षों में देश की आर्थिक अवस्था में, देश की सामाजिक अवस्था में, सामाजिक आवश्यकता में बहुत परिवर्तन हो गये हैं। इन परिवर्तनों के अनुकूल रेलवे बोर्ड की प्रबन्ध व्यवस्था, अर्थ-व्यवस्था नहीं है। यही बुनियादी कारण है कि आज रेलवे न केवल आर्थिक दुर्ब्यवस्था, बल्कि सेवाओं के सिलसिले में भी दुर्ब्यवस्था का शिकार बन रही है। इसलिए जब तक हम पुरानी व्यवस्था को नहीं बदलेंगे तो समय के मुताबिक तकाजे के अनुसार हम रेलवे बोर्ड की व्यवस्था में—अर्थ-व्यवस्था और प्रबन्ध व्यवस्था में परिवर्तन नहीं करेंगे तब तक समस्याओं का हल नहीं होगा। यही बुनियादी प्रश्न है कि जिस वक्त हमारा देश आजाद हुआ उस वक्त जो हमारी रेलवे की अर्थ-व्यवस्था, उसकी प्रबन्ध व्यवस्था थी वह एक औपनिवेशिक व्यवस्था थी, क्या उस औपनिवेशिक व्यवस्था को जब कि हमारा देश गमाजवाद कायम करने की दिशा में आगे बढ़ने की बात करता है, तो उस व्यवस्था को हम ठोना चाहेंगे? आप ठो सकते हैं, मगर ढोकर आप डूब जायेंगे। उसकी जो हालत हो गई है, सावजनिक सेवाओं की जो हालत हो गई है, अर्थ-व्यवस्था की जो हालत हो गई है, उसे देखते हुए यह कहने में संकोच नहीं होता है कि आप आमूल परिवर्तन अगर नहीं करेंगे तो उसकी व्यवस्था डूब जाएगी। इसलिए आवश्यकता इस बात की है कि उसमें आमूल परिवर्तन हो।

जनरल रेवेन्यू से आप जो रकम लेते हैं या तो वह इन्वेस्टमेंट है या कट्टीव्यूशन है। यदि वह इन्वेस्टमेंट है तो जिस तरह से सरकार के दूसरे कारपोरेशन हैं, उसमें जो सरकार के पैसे लग रहे हैं या सरकार के कर्ज लग रहे हैं, उनमें जो सिलसिला

है आप यही सिलसिला क्यों नहीं लागू करते? यदि कर्ज है तो सरकार जिस सूद पर कर्ज देती है, आप वह सूद सरकार को वापस कीजिए। आसान सिलसिला होगा और हिसाब-किताब का भी सिलसिला होगा। यदि इन्वेस्टमेंट है तो साल में जो भी लाभ होता है, 50 फीसदी उसका सरकार को दे दीजिए जनरल रेवेन्यू को दे दीजिए और 50 फीसदी आप अपने विकास के लिए रख लीजिए। यह समय का तकाजा है कि आप अपनी अर्थ व्यवस्था में परिवर्तन करें। यह पुराना कालोनियल सिस्टम आप चलायेंगे तो रेलवे सेवा को आप बरबाद कर देंगे और जनरल रेवेन्यू को भी कोई मदद नहीं मिलेगी। यह तब जब श्रीमन्, पाचवी पचसाला योजना के प्रसंग में करीब 37 हजार करोड़ रुपये स्टेट सेक्टर में लगाने की बात कही गई है और उसका एक तीसरा हिस्सा स्टेट सेक्टर एंटरप्राइज से आमदनी के रूप में संग्रह करने की बात कही गई है। ऐसी यह व्यवस्था चलती रहेगी। इसलिए हमारा पहला यह सुझाव है कि आप जनरल रेवेन्यू से जो लेते हैं उसको आप या तो लोन ट्राई कीजिए या इन्वेस्टमेंट ट्राई कीजिए। आप लोन ट्राई करते हैं तो जिस दर पर आप लोन लेते हैं उसी दर पर आप सरकार को सूद दीजिए या यदि इन्वेस्टमेंट है तो साल में जो रेवेन्यू का लाभ होता है, 50 फीसदी उसका आप जनरल रेवेन्यू को दे दीजिए, 50 फीसदी आप अपने पास रखिये, विकास के कामों के लिए।

दूसरी चीज जो मुझे इस सिलसिले में कहनी है वह यह है कि रेलवे बोर्ड कालोनियल सिस्टम का रीमनेंट भग्नावशेष है। नई सामाजिक व्यवस्था के मुताबिक इसको भी बदलना चाहिये और इसको बदलने के सिलसिले में हमारा पहला सुझाव है कि रेलवे बोर्ड का चेयरमैन खुद रेलवे



[श्री योगेन्द्र शर्मा]

मंत्री को होना चाहिये। हमारा खयाल है कि ओ० एन० जी० सी० की जाच करने के लिए सरकार ने एक मालवीय कमेटी बनाई थी और उस मालवीय कमेटी की रिपोर्ट में यह सिफारिश की गई है। हम समझते हैं कि रेलवे बोर्ड के सिलसिले में इस सिफारिश को लागू करना चाहिये और रेलवे बोर्ड का चेयरमैन खुद रेलवे मंत्री को होना चाहिये। रेलवे बोर्ड को क्यों आप जारी रखना चाहते हैं। जिस तरह से इंडियन एयरलाइन्स कारपोरेशन है, एयर इंडिया कारपोरेशन है और दूसरे सेल्स हैं, उसी तरह से आप रेलवे की व्यवस्था क्यों नहीं करते हैं। 17 लाख मजदूर इसमें काम करते हैं। चार हजार करोड़ रुपया इसमें लगा हुआ है। सरकार की यह सब से बड़ी इटरप्राइज है। इसको आप एक विभाग की तरह कैसे चला सकते हैं। नहीं चला सकते हैं। 20 साल पहले इस तरह से चलाना संभव था, अब चलाना संभव नहीं है और आगे और भी चलाना संभव नहीं होगा। इसलिए आप इस बोर्ड को बदल कर के इसको भी आटोनोमस कारपोरेशन बनाइये। तब आप इतनी बड़ी सेवा को जो देश की सब से बड़ी सेवा है सुचारु रूप से चला सकते हैं, वर्ना नहीं चला सकते हैं। एक विभाग की हैसियत से इसको आप नहीं चला सकते हैं।

श्रीमन्, दूसरी बात जो हम को निवेदन करनी है, वह यह है कि रात दिन हम औद्योगिक अशांति की बात सुनते हैं। अभी भी लोको मजदूरों की हड़ताल चल रही है। रेलवे मिनिस्ट्री की ओर से कहा जाता है कि मजदूर हड़ताल कर देते हैं और रेलवे सेवा ठप्प हो जाती है। ऐसा क्यों होता है, इन सवालों को हम अभी उठाना नहीं चाहते हैं, लेकिन

हम इस सवाल को जरूर उठाना चाहते हैं कि जब तक रेलवे के प्रबन्ध में इन 17 लाख मजदूरों का प्रतिनिधित्व नहीं होगा तब तक आप रेलवे सेवा को सुचारु रूप से नहीं चला सकते हैं। ब्यूरोक्रेट्स के हाथ में इस देश की आर्थिक व्यवस्था की जो लाइफ लाइन है उसको देना कहा तक डेमोक्रेसी संगत है, सोशलिज्म संगत है। उसमें मजदूरों का प्रतिनिधित्व होना चाहिये, मगर हालत यह है कि मजदूर इनसे बात करना चाहते हैं, लेकिन ये बात नहीं करेंगे। यह अग्रेजों के बच्चे की तरह कहेंगे कि नहीं, हम बात नहीं करेंगे। क्या यह डेमोक्रेसी है? जो मजदूर चक्का चलाता है वह इनसे बात करना चाहता है, मगर यह कहते हैं कि हम तुमसे बात नहीं करेंगे। यह कौन सी डेमोक्रेसी है। क्या इसी तरह आप इतनी बड़ा सेवा को चलाना चाहते हैं? हम कहना चाहते हैं कि रेलवे बोर्ड मजदूर विरोधी हैं और जब तक यह मजदूर विरोधी रेलवे बोर्ड है, तब तक आप औद्योगिक अशांति की समस्याओं को नहीं निपटा सकते हैं। इस सिलसिले में मैं एक हाई कोर्ट की रूलिंग, हाई कोर्ट का फैसला रिफर करना चाहता हूँ। यह केरल हाई कोर्ट का फैसला है जो कि "स्टेट्समैन" के 31-10-73 के अंक में निकला है :

"Mr. Justice V. Khalid of the Kerala High Court today passed strictures on the Railway Administration for lack of diligence in applying the provisions of the Industrial Disputes Act and thus denying justice to workers and causing unnecessary loss to the public exchequer."

यह है एक हाई कोर्ट का फैसला और हमारे रेलवे बोर्ड के अक्सर लोग अपना काम करते रहते हैं और मंत्री जी उन की हा में हा मिला देते हैं और मजदूर विरोधी प्रतिनिधि जो हैं यह तो उनके

मन की करते ही, और इस तरह सारी मुसीबत का बोझ आप मजदूर के कंधे पर ही डाल देना चाहते हैं। श्रीमन्, मैं याद दिलाना चाहता हूँ कि रेलवे के एक मजदूर ने वहाँ के भ्रष्टाचार के विरुद्ध आवाज उठायी और इसलिए उसको निकाल दिया गया। लेकिन वह कहता रहा कि वहाँ का भ्रष्टाचार की जाच हो और उसके विरुद्ध वह लड़ता रहा और आखिरकार उसको वहाँ पर आत्मदाह करना पड़ा, केवल इसलिए कि रेलवे के भ्रष्टाचार की जाच हो। एक रेलवे बोर्ड का मजदूर अपना बनिदान कर देता है इसलिए कि उस में फँसे भ्रष्टाचार की जाच हो, लेकिन वह नहीं होती और यहाँ तो यह लोग अग्रेजों की आज्ञा की तरह बैठे हुए हैं। अभी-अभी कल के अखबार में मैंने देखा कि आपको मैकेनिकल स्टाफ यूनियन के प्रेसीडेंट ने कहा है कि मंत्रीजी उन से बात नहीं करना चाहते और यदि वे बात नहीं करना चाहते तो उसने कहा कि वे लोग भी 30 तारीख में हड़ताल पर चले जायेंगे। तो रेलवे में यह हो रहा है। इसलिए मैं कहना चाहता हूँ कि जब तक रेलवे के प्रबंध में मजदूरों को हर स्तर पर नहीं लिया जायगा, तब तक इतनी बड़ी सेवा की आप जनताविक तरीके से नहीं चला सकते हैं और आप ने देश में जो आगामी पंचवर्षीय योजना का उद्देश्य स्वीकार किया है, उसकी आप पूर्ति नहीं कर सकते हैं। श्रीमन्, पिछले कुछ वर्षों में हमारी रेलवेज में डिजिलाइजेशन का दौर चल रहा है। अमरीकी सहयोग से वाराणसी में डिजिल इंजीन बनाने का एक कारखाना भी बन गया और कुछ दिन पहले कारखाने का एक ट्रेड रिप्रेजेंटेटिव आ गया था। उससे यह लोग बात चला रहे हैं, लेकिन आज हालत क्या है? आज हालत यह है कि कूड़े की कीमत अभी जो हमें देनी पड़

रही है अगले कुछ वर्षों में उससे चार या पांच गुनी अधिक देनी पड़ेगी या पता नहीं कि कितनी देनी पड़ेगी और इंधन में रेलवेज का 20 प्रतिशत खर्च होता है। डिजिल का प्रयोग रेलवे बजट को डावाडोल कर देगा, लेकिन सरकार अभी भी डिजिलाइजेशन पर ही चल रही है।

आज हमारे देश में सुपर कोक, राक फा फ़ैट और पाइराइट जैसे पदार्थ हैं और उनको हम ईंधन के तौर पर इस्तेमाल कर सकते हैं। आज मूड के लिए भयानक सफ़ट पैदा हो गया है और वह दिनों दिन गहरा होता जा रहा है। हमें उसमें बचना चाहिए, लेकिन हमारी सरकार और रेलवे बोर्ड तो ऐसा लगता है कि उन को अमरीकनो से कुछ अधिक प्रेम है और इसीलिये वह उन का साथ दे रही है। लेकिन जिस सफ़ट का सामना उनको करना पड़ रहा है, उसमें आप भी एक दिन डूब जायेंगे। इसलिए मैं चाहता हूँ कि समय रहते आप डिजिलाइजेशन का सिलसिला रेलवे में बढ़ कीजिए और उस में इलेक्ट्रिफिकेशन का सिलसिला शुरू कीजिए। उसके लिए आप के पास कच्चा माल है और अगर इलेक्ट्रिसिटी बोर्ड में आप को बिजली नहीं देते तो आपने कुछ कैप्टिव प्लांट्स लगाने की बात कही है। वह आप के लिए सस्ता भी होगा और सुरक्षित भी रहेगा और रेलवे की सेवा के आधुनिकीकरण में भी मदद करेगा। इसी तरह से डिब्बों की बात भट्ट जी ने कही। क्या नहीं आप डिब्बों की संख्या बढ़ाते। डिब्बे बनाने वाले कारखानों में आप ने अपना डिब्बे बनवाने का आर्डर कम कर दिया। मैंने सुना है कि चौथी योजना में 50 हजार डिब्बे बनाने का आर्डर कम कर दिया गया

एक माननीय सदस्य : यह सब डिब्बे तोड़ने वाले हैं।

श्री योगेन्द्र शर्मा : यह सब डिब्बों में बद होने वाले हैं। तो 50 हजार डिब्बों का आर्डर कम कर दिया गया और आज समूचे देश में त्राहि-त्राहि मच रही है तो यह मजदूरों पर उसका दोष मढ़ देना चाहते हैं। तो मेरा सुझाव यह है कि आप डिब्बों की संख्या बढ़ाइये। बहुत से कारखाने बेकार पड़े हैं। हमें मालूम है कि मुजफ्फरपुर का बटलर और मोकामा का ब्रिटानिया इंजीनियरिंग का कारखाना बहुत दिनों से बेकार पड़ा है। यह कारखाना पहले डिब्बे बनाते थे। आप उनको अपने हाथ में ले कर क्यों नहीं इस समय डिब्बे बनाना शुरू करते? मगर रेलवे बोर्ड के अधिकारियों को अमेरिका से सौदा करने में विशेष आनन्द होता है, उसकी क्या दवा है, उसकी कोई दवा नहीं है, विशेष आनन्दी लोगों का आनन्दमार्ग के साथ जाना चाहिए लेकिन यदि आप देश में जनताविक व्यवस्था करना चाहते हैं, समाजवादी व्यवस्था करना चाहते हैं, देश का आर्थिक विकास करना चाहते हैं तो इस तरह की प्रवृत्ति को खत्म करना होगा और जो आपके कारखाने बन्द पड़े हुये हैं उन कारखानों को अपने हाथ में लेकर आप डिब्बों की संख्या बढ़ाये, इस तरह रेलवे की आमदनी भी बढ़ेगी और रेलवे का अधिक सेवा भी लोगों को उपलब्ध होगी।

श्रीमन्, अब यह है कि आपके डिब्बे पड़े रहते हैं। इसकी शिकायत बहुत जगह से आई है और खुद रेलवे मिनिस्ट्री ने भी इस बात को कबूल किया है तो इसका इलाज आप क्या करते हैं? डिब्बों की मील-यात्रा बढ़ाने का क्या उपाय आप करते हैं? क्यों नहीं आप डेमरज का रेट बढ़ा देते हैं, दुग्गा, तिगुना बढ़ा देते हैं। यह पूरा इलाज नहीं होगा।

लेकिन एक अच्छा सा इलाज होगा और इससे हर डिब्बे की मील-यात्रा बढ़ेगी। लेकिन ऐसा नहीं करेंगे, पता नहीं इनको भी क्या आनन्द आता है इसमें कि डिब्बे पड़े रह कहीं और लोग चिल्लाते रहे।

श्रीमन्, इसके बाद यह है कि एक कालोनियल, ओपनिवेशिक पुरानी व्यवस्था का इजहार यह है कि दो किस्म का ट्रैफिक है, एक हाई रेटेड ट्रैफिक और दूसरा लोरेटेड ट्रैफिक। लो-रेटेड ट्रैफिक वे हैं, उन कच्चे मालों के हैं, जिन कच्चे मालों का हम जापान भेजते हैं या दूसरी या तीसरी जगह भेजते हैं। इसी सदन में इस बात पर चर्चा हो चुकी है। कास्ट से भी कम किराया ऐसे मालों को भेजने का लेते हैं और उसकी वजह से खर्चा 56 करोड़ रुपया और हर साल होता है। आप क्यों नहीं यह लो-रेटेड ट्रैफिक को बन्द करते हैं? जब हम कहते हैं कि लो-रेटेड ट्रैफिक को बन्द कीजिये, 56 करोड़ रुपया आपका बचेगा, तो यह कहते हैं कि नहीं साहब इस तरह तो जनोपयोगी चीजों को सस्त दामों पर जनता तक पहुंचाने का काम बरत है, लेकिन ये जनोपयोगी चीजे जनता को सस्ती नहीं मिलती हैं, हम सब मुक्तभोगी हैं, इसका लाभ मिलता है कुछ बड़े-बड़े पूँजीपतियों को, बड़े-बड़े इजारेदारों को। तो आप इजारेदारों का मुनाफा बढ़ाने के लिये जनोपयोगी चीजों को रेलवे से इस तरह भेजने पर रेलवे को घाटा कर रहे हैं। तो आप यह लो-रेटेड ट्रैफिक को बन्द कीजिये, 50 करोड़ रुपये की आपको बचत होगी।

उसी तरह से सबवेन ट्रेस की हालत है, वहाँ भी जो टिकट आप चार्ज करते हैं वह कास्ट से कम है और दलील यह है कि इसके जरिये से हम मजदूरों की सहायता करते हैं, कर्मचारियों की सहायता

करते हैं, मगर ये मजदूर और कर्मचारियों की बात यह है कि वह तो बड़े-बड़े उद्योगों में काम करते हैं और यह बड़े-बड़े उद्योगों की जिम्मेदारी है कि उनको सस्ते दाम पर ट्रांसपोर्ट सर्विस दें। जहां पर रेलवे सर्विस नहीं है, वहां पर कम्पनियां उनको सस्ते दाम पर ट्रांसपोर्ट सर्विस देती हैं। हम बरीनी से आते हैं, बरीनी रिफाइनरी के मजदूरों को मैंगेजमेंट की ओर से सस्ते रेट पर ट्रांसपोर्ट सर्विस है, लेकिन बम्बई और दूसरे औद्योगिक क्षेत्र जहां कि बड़े-बड़े इजारेदारों के प्रतिष्ठान केन्द्रित हैं, वहां पर मजदूरों को सहुलियत देने के नाम पर रेलवे कास्ट से भी कम उनसे महसूल वसूल की जाती है, यह आप मजदूरों की सेवा नहीं करते यह आप कर्मचारियों की मदद नहीं करते, यह आप बड़े-बड़े इजारेदारों की मदद करते हैं। क्यों नहीं उनसे पूरा महसूल वसूल किया जाय और जो फर्क है वह बड़े-बड़े उद्योगपति जिनके कारखानों में मजदूर काम करते हैं, वह उनको सबसिडाइज करें। यह सही नीति होती नहीं है तो आप जनता की कमाई पर बड़े-बड़े इजारेदारों का फायदा करते हैं और प्रोपोगन्डा करते हैं कि मजदूरों की मदद कर रहे हैं। इससे करीब 14

करोड़ रुपये की बचत आपको हो 4 P. M. जायगी। लेकिन आपको हिम्मत होनी चाहिए करने की, बड़ी-बड़ी इजारेदारियों को नाखण करने की हिम्मत होनी चाहिए। यह सवाल राजनैतिक साहस का है और यदि आप में राजनैतिक साहस है तो रेलवे बोर्ड की बहुत सी आर्थिक समस्याएं हल हो सकती हैं।

एक बात और कहनी है श्रीमन्, हमारी जो ट्रंक लाइन्स हैं रेलवे में, करीब-करीब

उसी के समानान्तर रोड सर्विसेज भी हैं, और दोनों बिजली इस्तेमाल करती हैं दोनों पेट्रोल इस्तेमाल करती हैं, वह पेट्रोल जो कि दश में ही नहीं दुनिया में एक बहुत बड़ा राजनैतिक हथियार बन गया है। यह फिजुलखर्ची नहीं तो क्या है? एक तरफ सरकार कहती है डीजल और पेट्रोल का खपत में हम मितव्यय करें और दूसरी तरफ, ट्रेन भी डीजल में चला है हे और बस और ट्रक भी पेट्रोल में चला रहे हैं, दोनों वाहन समानान्तर चला रहे हैं। क्यों नहीं दोनों सेवाओं, रेल सेवा और रोड सेवा, में समन्वय किया जाए ताकि यह जो दोहरा तेल का खर्चा होता है यह बंद हो और जरूरत पड़ने पर जैसे आपने कन्टेनर सर्विस शुरू की है, उसी तरह से ट्रक सर्विस शुरू करें—ट्रक में पूरा माल लदा हो और ऐसे डिब्बों को आप चढ़ा कर ले लीजिए। इससे पेट्रोल की खपत कम होगी और रेल और रोड सेवाओं में समन्वय होगा। और आप विकास के लिए उन जगहों में जाइए जो पिछड़े हुए हैं, जहां इन्फ्रा-स्ट्रक्चर के अभाव में लोग पूजी नहीं लगा रहे हैं, ऐसे इलाकों में रेल सेवा का विस्तार कीजिए। इसी तरह से आप पूरे देश का, जैसा आपने कहा, इन्टी-ग्रेटेड डवलपमेंट कीजिए, लेकिन जहां रेल और रोड दोनों सेवाएं एक दूसरे से समानान्तर चल रही हैं, वहां वह एक दूसरे की सहयोगी और पूरक हों। इससे आपका रेवेन्यू पैदा होगा और देश को भी फायदा होगा।

एक बात कह कर श्रीमन्, मैंने अपना भाषण खत्म किया। कुछ परसेन्ट आप राज्यों को देते हैं परसेन्जर टैक्स के बदले में। इस पर भी विचार करना चाहिए कि यह सही है या नहीं है, क्योंकि बहुत

[श्री योगेन्द्र शर्मा]

सी राज्यों ने ऐतराज किया है कि इसकी वजह से उनके टैक्स रिसोर्सेज में जो फ्लेक्सिबिलिटी है वह खत्म हो जाती है। इसलिए क्यों नहीं आप इसको बढ़ कर दीजिए और राज्यों को पैसेन्जर टैक्स लगाने की सुविधा दीजिए जब कि बहुत से राज्य इस बात की मांग कर रहे हैं। इससे आपके ऊपर से भी बोझ कम होगा और स्टेट को भी लचकालापन मिलेगा प्रयत्न माधनों को बढ़ाने के सिलसिले में। तो मैं समझता हूँ, यह मेरे कुछ सुझाव हैं, जो कि देश की अवस्था के अनुसार रेलवे बोर्ड की आर्थिक अवस्था और संचालन व्यवस्था में परिवर्तन लाने के सुझाव हैं और मुझे जाशा है कि मेरे इन सुझावों पर यदि आप विचार करेंगे तो रेलवे की जो कठिनाई है, उसका जो सफाई है, और जो संकट दिनों दिन गहरा होता जा रहा है, वह संकट दूर होगा और रेलवेज आधुनिक तथा कुशल सेवा के रूप में हम को उपलब्ध होगी।

SHRI MONORANJAN ROY: Sir, I feel that the Convention Committee's report is a prelude to a drastic increase in fares and freight in the coming Budget. Now already we have heard that fares and freight will be increased. After reading this report I am afraid to what extent they will be increased and what burden the people shall have to bear, not only because of the bungling of the Railway Board, but unfortunately also because our Railway Ministers are now gradually and completely surrendering to the Railway Board. You can look into this Report itself. What is their argument for a shortfall of Rs. 167 crores during the Fourth Five Year Plan? In spite of the fact that Rs. 327 crores came out of excess fares that have been charged during this period, or freight, and Rs. 107 crores have

been given by the Convention Committee, after that also, Rs. 167 crores have been the shortfall and deficit. Why? According to the Railway Board:

The adverse financial results are due mainly due to the fact that the basic premises on which the assessment of the above surplus was made did not materialise.

Why? Again, according to the Railway Board:

Principally, the anticipated expansion of traffic did not materialise due to sluggish production and recession in the economy, quite apart from very disturbed conditions on account of strikes and 'bandhs', and drought and floods in various parts of the country.

You cannot hold the Railway Board responsible for this. There is no responsibility with the Railway Board. They have done well during the Fourth Plan. And our Ministers okay these statements of Railway Board. This is the unfortunate part of it. Is it not a fact that 1,557 passenger trains had to be cancelled during the period between 1-5-1973 and 1-10-1973? Why? Is it not a fact that because of shortage of wagons, coal could not be transported from pitheads and huge stocks were piling up at pitheads? Is it not a fact that the price of coal went up even before nationalisation, allowing huge profits to the coal magnates? If I say that there was collusion between the Railway Board and the coal magnates to create a coal famine in the country and thereby to increase the price, can I be blamed for that? There was no explanation why there was shortage of coal. There was no explanation whatsoever from the Railway Board. At the same time, wagons were allowed to remain unloaded at the rail heads. As Shri Yogendra Sharma asked why the demurrage charges were not increased in

such cases. But only nominal charges were collected. These are the faults of the Railway Board. It had nothing to do with drought. Then the Railway Board says that in an organisation like Railways, it is not possible to have financial assessment and forecast. So, as against the anticipated Rs 190 crores of profit, the loss or deficit was Rs. 167 crores. If the Railway Board cannot assess, why are they paid Rs. 3,500 towards their salaries and Rs. 10,000 towards perquisites? Not only that, the Ministers will always protect and support the Railway Board members. They are kept for this purpose. But our national exchequer suffers. Our people also suffer because they shall have to pay for these losses. Our apprehension is that the Fifth Plan also will go the same way. I have no doubt that Shri Qureshi and Shri Mishra will come forward with the next Railway Budget with drastic increases in fares and freights. This will also increase the prices of other commodities. It is a chain reaction. If they do this, I do not know what will happen to the country. I do not know what will happen to this country if this is the way they are conducting the affairs of the country, a part of which is also conducted by the Railway Board. Sir, they are not to be blamed for the wrong planning and the operational problems or the operational bungling. I have already questioned that Sir, you see what they have done even in such a small thing like serving meals in the trains. In the Mail and Express trains they used to supply meals. Now, Sir, they have started giving it to the contractors. What for? If I ask this question, is there any answer? The contractor pays some money so that he can get it from the passengers by giving them the worst type of food. You can give any number of arguments. But we the regular passengers know what it is.

What about those people who were employed in those canteens? Now they are being employed by the contractors on a daily-wage basis. And those contractors who are supposed to serve food are making huge profits out of this in spite of the fact that they are to pay something more in various other ways.

Sir, I am glad that Mr Nand Kishore Bhatt has also realised that the railwaymen are very much dissatisfied. It is after a long time that he has also realised that the railwaymen are very much dissatisfied. I hope the officers are very much satisfied because there is nothing to be dissatisfied with for them. Sir, I would like to ask Mr. Qureshi one thing. Is it not a fact that one thousand officers have been upgraded within the last one month and, if so, what for? At the same time, Sir, another thing is going on. Simultaneously, more than ten thousand casual labourers have been dismissed and retrenched. Both these things are going on in a parallel way. One thing is that the upgrading of about a thousand officers and the other thing is the dismissal and retrenchment of ten thousand casual workers.

**SHRI PITAMBER DAS :** This dismissal was necessary to upgrade them!

**SHRI MONORANJAN ROY :** Yes. Dismissal of one category was necessary to upgrade another. Not only that, Sir. Upgrading of the officers was necessary to smash the workers' movement or agitation or their demands. Create disruption amongst the workers and do whatever you like. This is what they want to do. And, Sir, the Ministers have given assurances and promises on the floor of this House time and again and we have no doubt that those assurances and promises are not respected by the Railway Board and the other railway officials. Sir, here we were told that all the victimisation cases—Shri L. N.

[Shri Monoranjan Roy]

Mishra himself made the announcement here—in respect of all the loco running staff would be withdrawn within five minutes and that no case of victimisation will be there after a few days of the withdrawal of the strike. Did he not say so, Sir? Now, Sir, you will be surprised to see this. I will read out something with regard to the position of such cases. “77 cases of DIR for Ratlam Division are there and the people are facing trials and all the workers have been to the courts twice a month.” Sir, the other day this question was raised by me and the Railway Minister told us that the cases depended upon the State Government. It does not depend upon the State Government. It was at the instance of the officials of the Administration that they were arrested under the DIR. The State Government have nothing to do with that. It was the Railway Administration which insisted and forced the State Government to arrest under the DIR. Now, when the question of withdrawal of cases arose, the other day Mr. L. N. Mishra told us that all cases would be withdrawn, but it may take some time because State Governments are involved. How many months will it take? Seventy-seven cases in one place alone. This is with regard to the Western Railway. Five cases under Railway Act over Baroda Division are still continuing for regular trials. Three cases against family members of workers over Baroda Division are still continuing for trials. There were six cases of removals arising out of agitations at the time of agreement. No one is taken back on duty and one more is removed in the month of October 1973, although same was pending with L.R.S.G.C. There were five cases of Panel transfers at the time of agreement but none is cancelled and on the other hand 17 fresh Panel transfers are order-

ed. Furthermore, 40 cleaners of Kankaria Shed are transferred to different places in the month of September 1973. 19 Firemen are transferred to different places over Kota Division. There was no case of reversions at the time of agreement but nine reversions were ordered on 26-9-1973 over Jaipur Division. All the suspended persons were taken back on duty but 12 more suspension orders were passed after agreement, out of which 3 are still under suspension. 5 cases of break in service are yet not condoned over Kota Division. 2 over Rajkot Division, 6 over Ratlam Division, 14 over Baroda Division and 4 over Kota Division. Charge Sheets of Administrative Character connected with Trade Union activities are not withdrawn and enquiries are continuing. 47 workers over Bhavnagar Division, 103 workers over Baroda Division and 4 workers over Kota Division were debarred from their legitimate rights of promotions and higher grade officiating for participating in work per designation agitation are still not withdrawn and so many juniors to them are being promoted and asked to officiate in higher grades. 334 promotions were ordered at the time of May 1973 agitation over Baroda Division but more than 200 out of them have already surrendered. Irregularities in these promotions are not rectified up till now. . .

Sir, I do not like to take up the time of the House by reading all these. . .

MR. DEPUTY CHAIRMAN: Your time is over. . .

SHRI MONORANJAN ROY: The Ministry is sitting tight. At the same time, the officers are retaliating in a most vindictive manner. Again and again, the Loco-Running Staff Association approached the Minister with the request. For God's sake, please stop victimisation, please withdraw these victimisation

orders, let us discuss about other things, and so on. But nothing has been done. On the contrary, what they are doing is they are promoting those very officers. They will be further promoted and, I think, awards and prizes will be given to the Members of the Railway Board for their 'excellent' dealing with the people of our country and for their anti-labour policy. They will be further awarded for what they are going to do . . . (Time bell rings) It is only 15 minutes.

MR. DEPUTY CHAIRMAN: It is 20 minutes since you started.

SHRI MONORANJAN ROY: Please give me some more time. Isn't the attitude of the Railway Board known to the Railway Ministry for a long time? May I read out from the Rajyadyaksha Committee Report? May I read it out?

MR. DEPUTY CHAIRMAN: There is no time to read out.

SHRI MONORANJAN ROY: He said:

"The Railway Board indicated in their letter that the necessary steps are being taken for application of duty hours to the running staff. No action was taken till the dispute was referred to adjudication.

2. The Board justified their inaction stating that one of the main difficulties in applying the regulation of the running staff was that reduction in the hours of work would, on the whole, result in the decrease of their average emoluments which is absolutely wrong. (Time bell rings) No other country, with the single exception of India that ratifies the Washington Convention in the world has at any time claimed any special exemption from the weekly limits in the case of running staff."

After that, when the workers went on strike, there was a settlement. Mr. L. N. Mishra told the other day that he was implementing the agreement in letter and spirit. Is it the letter and spirit? The workers are being victimised. At least, 10 hours should be implemented. Their demand was 8 hours, but they agreed as a gesture of co-operation.

(Time bell rings)

MR. DEPUTY CHAIRMAN: You can raise this matter on some other occasion. Now, you wind up.

SHRI MONORANJAN ROY: The workers are giving all the valid arguments against the arguments of the Railway Board. You have not accepted their demand. You have accepted the arguments of the Railway Board. The Railway Board is disrupting the movement of the trains so that the entire country is at their mercy. The country will never excuse them.

MR. DEPUTY CHAIRMAN: Mr. Kumbhare. Only five minutes. In future, I would request the Members to send in their names well in advance. You sent your name just 5 minutes ago. The Minister was about to reply.

SHRI N. H. KUMBHARE (Maharashtra): I will take only five minutes, Sir. While giving my approval to the Resolution, I would specifically like to invite the attention of the hon. Minister that the Railway Administration does not submit to the Industrial Disputes Act. It is because of this that, in the recent past, there has been an increase in industrial disputes. The Railway employees have taken recourse to direct action. In the first place, the Railway Administration does not like to negotiate with the various categories of workers. Secondly, the Railway Administration does not follow the fundamentals of industrial disputes. We were told the other day that the employees in Bombay



[Shri N. H. Kumbhare]

had resorted to go slow tactics. They are still continuing their dispute. The question arises that in case the management does not want to accept their demands, the workers have no other forum to go to. They cannot put forward their demands in a peaceful way. The Administration says that they do not want to consider their demands. It may be that according to the Administration their demands are unjust or that the demands are such that they do not want to concede to them. But let there be a third machinery which would be able to resolve the dispute. Therefore, my submission is that the Railways should take recourse to the machinery which has been set up under the Industrial Disputes Act. After a notice of demand, let there be conciliation and if there is failure of conciliation, let the matter be referred either to the adjudication tribunal or arbitration by a third man. This is my suggestion.

Secondly, Sir, the other problem is that of contract labourers. The contract labourers are left to the mercy of the contractor. And I know that the contract labourers are being paid very low wages with the result that they have to work under all adverse circumstances. They do not get any benefits which are available to other workers who have got a status of Railway employee. At least, in respect of wage rate, why don't you give them what should be called a minimum wage, keeping in view today's high cost of living? My suggestion is that the Railways should come out with a minimum wage that will be payable to all workers who are required to work through a contractor. And keeping in view, the high cost of living of today, my suggestion is that workers should be paid at least Rs. 7/- per day. And this is the way in which you can give a fair

deal to the most-neglected class of workers who are made to work through a contractor.

Sir, my third suggestion is this. The Railway Administration has accepted that in the matter of appointment of the Scheduled Castes and the Scheduled Tribes, representation will be given on the recruitment board. It is true that so far as the Bombay Recruitment Board is concerned, there is only one Scheduled Caste representative on it. But in respect of other Boards, so far no representation has been given. We are told that there is a dearth of men. It is more than one and a half years that they could not get a man to represent. So my request to the hon. Minister is that he should make every endeavour to get a suitable person. There is no dearth of people. And if they get a suitable person, he should be taken up on that Board so that representation to the Scheduled Castes and the Scheduled Tribes in services and their right in this behalf will not be denied.

With these words, I conclude, Sir.

**SHRI MOHD. SHAFI QURESHI :**  
Sir, the hon. Members who have participated in this debate on this Motion have referred to various matters which are beyond the purview of this Resolution. Sir, I do not minimise and I do not mean to minimise the importance of the problems which they have raised.

Sir, one important issue which has been exercising the minds of the hon. Members is that the labour unrest in the Railways today is causing great concern not only to the hon. Members in this House but throughout the country. Sir, as Mr. Bhatt pointed out, we have certain appropriate machinery on the Railways to look into the grievances of our employees. And the policy as it stands today is that only two unions have

been recognised for the purposes of negotiations and every opportunity is given to the employees to ventilate their grievances through those recognised Federations. Sir, of late, as the hon. Members know, the loco staff people have been agitating and as a result of their agitation, the work was disrupted on various Zones in the Indian Railways and finally an agreement was reached between the loco running staff association and the Ministry of Railways, as a result of which a Committee was appointed under my Chairmanship. This Committee has not finished its work as yet. The problems which are before this Committee are rather very delicate and are very important for the effective functioning of the Railway system in the country. Sir, it is highly inappropriate on the part of the loco running staff association to resort to this strike at this stage when the negotiations have not yet been completed. A date has been fixed for the next meeting of the Committee, at which representatives of the loco-running staff association and representatives of the Railway Administration will be present. Sir, the representatives of the Railway administration are there to discuss various matters which part in, as I have already said, to the effective functioning of the Railway system.

Sir, the recent strike is without any rhyme or reason. It is an unwarranted strike. There can be a dispute between an employee and an employer. There can be a dispute between two parties. But, Sir, the most important party in such disputes is the people of this country who are held to ransom by a few persons. Unfortunately, they belong to very important categories. The loco running staff association is not a recognised union. But, even then a channel of communication has been built for them so as to enable them to sit with

the officers of the Railway administration and thrash out the problems which are facing them and for which they have been agitating not only now but which issues have been taken up by the recognised associations much earlier also. Today's strike was started on a very minor pretext that somewhere on the Western Railway there were certain difficulties faced by the loco running staff, which, in fact, are being looked into by this Committee which has still to conclude its discussions.

SHRI MONORANJAN ROY: Sir, a point of order.

MR. DEPUTY CHAIRMAN: There is no point of order.

SHRI MOHD. SHAFI QURESHI: Sir, all the assurances given by the Minister in this House and in the other House have been completely fulfilled. All those people who were arrested during May-August agitation have not only been released but they have also been taken back on work. All penal transfers and reversions during this period of May-August have been cancelled. If the hon. Member can bring even one case to my notice where a person is still detained, or is under arrest or has not yet been taken back on work, I am prepared to rectify that mistake. We are not taking a rigid attitude. After all, they are our employees. Railways cannot be run by dictating orders. It has to be run by the involvement of all the persons concerned—whether he be a driver, a foreman, a shunter or a Minister at the top.

So, Sir, the most unfortunate thing is that before this Committee could give its final findings, the loco running staff re-agitated on the same issues which are before the Committee and the result has been that there has been dislocation of traffic in the various parts of the country.

[Shri Mohd. Shafi Qureshi]

In this process who is suffering? It is the steel plants, the power stations, the industries, the Railways and the common man. Out of 17 lakhs of Railway employees, loco staff number 70,000. Mr. Monoranjan Roy stated that 77 people have not been taken back, six people have not been reinstated and there are six reversions. The total comes to about 100 or 125 people. (*Interruptions*) I still challenge this statement. There is not even one person who was involved in May-August strike and who is still suspended or detained. Sir, one must try to understand that the cases were under D.I.R. The cases under D.I.R. cannot be withdrawn by the Railway Ministry. We have to request the State Governments to withdraw these cases and that has been done.

Sir, there are recorded minutes of discussions between Railway employees, these loco staff people and the Railway administration. They are also tape-recorded. I am sure the House will be convinced that not only have they been treated fairly but we have also been liberal with them in the sense that in certain matters I have extended the scope of these concessions to the staff of the previous agitations also. If I had gone strictly according to the agreement, this latter staff would not have been covered. It was done with a view to creating conducive atmosphere. Financially we are already in trouble. We are having a difficult period now. Hon. Members should understand this I hope they will appreciate this point that we cannot declare a lock-out in the Railways. It will amount to declaring a lock-out against the whole nation. But, Sir, who is doing it? A few individuals at various places on the Indian Railways have done it. You see the attitude of these people. They are not just pressing for their

demands. They are threatening that they will paralyse the whole economy of this country and it is unfortunate that people like Mr. Monoranjan Roy should support these people. Sir, I would have appreciated it if these people while pressing their demands had not disrupted and discontinued the work of the Railway but the tragedy is. . .

**SHRI MONORANJAN ROY:** The railway administration is entirely responsible for all this. Why are you shielding the railway administration?

**SHRI MOHD. SHAFI QURESHI.** It is just taking the time of the House. You have every right to take up the matter in the House but is this the time to do so? You see the whole operation of agitations. In May and August when the agitations were started—I want to make it clear—at that time there was scarcity of food in various parts of the country because of drought condition. The floods had devastated vast areas. (*Interruption*). Have patience and listen. We had to move large stocks of foodgrains to the flood affected areas. They chose this very particular time to go on strike not because they wanted to press their demand but because they wanted their nefarious activities to be extended and thus paralyse the whole administration. Now, there is no food movement from north to south or to east. Now when the empty wagons go from north to east to bring very valuable coal for steel plants, for thermal stations, for our own use, for consumption of the common man, they have done it in Dhanbad sector. It is deliberate, it is an act of treachery on the part of these people. They will sabotage the whole economy of this country.

**SHRI MONORANJAN ROY:** The railway administration itself is responsible for these anti-national activities.

SHRI A. G. KULKARNI (Maharashtra): No, no, please sit down. (Interruption). Please sit down, do not disturb the Minister.

SHRI MONORANJAN ROY: You incite the people.

SHRI MOHD. SHAFI QURESHI: Sir, it is my pleasure to announce that majority of the railway employees are loyal, hard-working and honest but a few people, as I have said after reading their statement . . .

SHRI MONORANJAN ROY: The railway administration has done all this.

SHRI A. G. KULKARNI: You must always bear yourself.

SHRI MONORANJAN ROY: That was done by the Railway Board.

SHRI A. G. KULKARNI: It was because of you.

SHRI MONORANJAN ROY: Coal was not available in the country.

SHRI A. G. KULKARNI: You are treacherous leaders of this trade union movement. You are the biggest treacherous of this country.

SHRI MONORANJAN ROY: You are the treacherous.

SHRI A. G. KULKARNI: We are the only patriots here. You are the treacherous.

SHRI MONORANJAN ROY: You are ruining the whole country. You have got the cheek to say so.

MR. DEPUTY CHAIRMAN: Yes, Mr. Deputy Minister, you continue.

SHRI MOHD. SHAFI QURESHI: By and large, the railway employees are very loyal, dedicated and devoted to the

cause of this Indian Railways. This has not been proved now only; even during the war the loyalty and dedication with which the entire railway workers worked is really commendable and the whole country appreciated the way in which they worked but today the whole trouble is with a few handful of people. The category of driver is an important category. Out of 17 lakhs if 5000 drivers take into their mind to go on strike and leave the engines deserted, you can yourself imagine the position. What is happening is that they have not given any notice for it. They have dropped the fire of the engines en-route with the result the whole transport system in our country is blocked up. This dropping of fire amounts to high treason and sabotage. It has been put in very innocuously that the drivers have left the engines. It is not so. The passengers are stranded. There are photographs. Hundreds of passengers are stranded on platforms for days together and yet they say that we must concede their demands. The committee has yet to meet to decide the question of 10-hour working. You talk of Rajadhyaksh Committee. Mr. Mianbhoy, an eminent judge of this country, went into the whole gamut of the Indian Railways. He suggested reduction of working hours from 14 to 12 and further suggested that it should be spread over 8 years. Now, the railway administration has decided to reduce the working hours from 14 to 10 and my friend and the association people whom he is backing say that it has to be completed within 90 days. This conversion, this reduction of working hours would mean additional rest rooms for our staff, additional staff also to the extent of 29,000 and an expenditure of Rs. 38 crores. I do not think any organisation—possibly the hon. Member might have experience—can spend Rs. 38 crores in 90 days.

[Shri Mohd. Shafi Qureshi]

You know a lot of planning has to be done about it. Let us compare the position with the most advanced countries of the world. The USSR reproduced the working hours to 12 only last year. The United States has possibly done it after 18 or 19 years.

SHRI PITAMBAR DAS: Your friend can bring Rs. 30 crores in 29 days; he is very resourceful.

SHRI MOHD. SHAFI QURESHI: The financial secrets may be between you two; I do not know. Despite the fact there have been divergent views expressed I do not want to conceal anything from the House; the Association has said that the whole work can be completed in 90 days—I was so accommodating in the sense that I said, can we do it in 91 days and they said we cannot. Sir, I do not want to prejudice the issue but the fact is when a rigid stand is taken on the negotiating table it becomes rather difficult. I had said both to the Administration and to the staff, let us not keep the problems at the centre. Let us keep the problems on one side and let us sit on the other side and then. . .

SHRI T. V. ANANDAN: Did you not ask the loco running staff leaders with whom you are negotiating whether they have no control over their followers who are going on strike here and there even while the negotiations are going on?

SHRI MOHD. SHAFI QURESHI: How can I have any. . .

MR. DEPUTY CHAIRMAN: What he wants to know is whether the leaders with whom you are negotiating have any control over these people and whether you have asked them why these strikes are going on when you are negotiating.

SHRI MOHD. SHAFI QURESHI:

It would be very difficult for me to say but it appears that there was a strike in the Western Railway and it started fizzling out and the locomen started coming back. In order to see that it does not fizzle out they opened another front in the Northern Railway because here possibly they have some strength. I do not know whether there is unity among them. Perhaps because of disunity or fearing disruption in their ranks they have resorted to this. This has got absolutely nothing to do with the negotiations which we are carrying on. I still stand by the promise we have given to these people; every assurance given to the loco running staff will be fulfilled both in letter and spirit.

Now, Sir, coming back to the Resolution, I am indeed very happy that the hon. Members who have spoken have appreciated the work done by the Railway Convention Committee. The hon. Mr. Pitamber Das was himself a prominent Member of that Committee and his work in that Committee was really very commendable. Now, some points have been raised about the loan liabilities and I would like to clarify that the liability under Revenue Reserve Fund and the Development Fund is the direct outcome of the poor financial results of the Railways. I am not concealing anything from the House; we are in a very tight financial position and financially we might have to face still more difficult period and it is made more difficult by this type of wild cat strikes which almost take us unawares. If the Railways do not earn sufficient net revenue or surplus loan liabilities under these two funds will grow as a direct consequence thereof. The rules require that the Railways should take loans from the Revenue Reserve Fund to pay the prescribed dividend when sufficient net revenue is not generated.

Similar would be the case with the Development Fund if the surpluses are inadequate to finance all the works in a year. If the financial position of the Railways improves then both these situations, the overall deficits and loan liabilities in the Funds will get rectified simultaneously.

Sir, I would like to briefly explain why this deficit has arisen because hon. Members have said that we forecast certain revenue and then ultimately we are not able to hit the targets and then say we are in red, we are in financial difficulties. I think we have to be realistic in fixing targets. I would even go to the extent of suggesting that we should consider this, because the efficiency of the Railways to a great extent depends upon the efficiency of the users also. It is not one-sided efficiency. Even if the whole Railway Administration becomes hundred per cent efficient—the locomotives are there, the wagons are there, the staff are there and everybody is co-operating and willing to work—unless the users are efficient on the other side, our financial position will not be better. In any case, it would have been much better if there was efficiency on both sides. The Fourth Plan envisaged a surplus of Rs. 119 crores after meeting the full dividend liabilities, one of the underlying assumptions being that the Railways will raise an additional sum of Rs. 150 crores by suitable adjustments in freights and fares. The hon. Member, Mr. Roy, again expressed doubts that we are now preparing ourselves and we have rolled up our sleeves to have a big increase in freights and fares. Well, Sir, if it becomes necessary. After all, the Railways have to function as an economic Ministry, but one has to be very careful in stating anything about fares and freights because it will depend upon the financial position which will ultimately

emerge after the end of this year. The amount actually realised as a result of this exercise comes to Rs. 327 crores. That means an increase of more than 100 per cent. I doubt whether in this respect the Railways could have gone any further. In the target of goods freight to be carried, however, there was a sharp setback. The freight traffic was initially estimated at 265 million tonnes, but during the mid-term appraisal this target was scaled down to 240.5 million tonnes. Unfortunately we have been able to touch only 201.3 million tonnes. The figures for 1973-74 will not be much higher, as conditions are today. I am not pessimistic. I hope for the best, but we have to be prepared for the worst. In the situation as is developing today, I do not think there will be a much better picture for us to forecast in 1974. This shortfall in traffic has created a wide revenue gap for the Railways. The hon. Member asked: What are the factors, besides the fact that we have not been able to keep the freight target? Heavy escalation in the prices of materials has upset all calculations. During the period 1969-70 to 1972-73 coal prices have gone up by 9.6 per cent; mineral oil by 27.1 per cent. Electricity has gone up by 11.2 per cent, iron and steel manufacture by 36.5 per cent and cement by 25 per cent, to mention only a few items. As against this, the average rate realised increased by 13.0 per cent per tonne kilometre and by 3.6 per cent per passenger km. A third factor is the increase sanctioned in wages and fringe benefit of railway staff in this period, such as increase in the interim relief and dearness allowances, increase in travelling and running allowances, night duty allowance, etc. At the end of 1968-69, for example, the total wages stood at Rs. 362 crores and the staff strength was 13.54 lakhs. The corresponding figures for 1972-73 are Rs. 473

[Shri Mohd. Shafi Qureshi]

crores, which is an increase of 30.5 per cent. The staff strength is 14.12 lakhs, which is an increase of 4.3 per cent. In 1973-74 the wage bill will go up by more than Rs. 100 crores on account of the Pay Commission's recommendations and additional three instalments of dearness allowance. These are some of the factors which naturally have given us this very difficult financial position. In this connection, I must also remind the House about the losses being sustained by the Railways in moving commodities like foodgrains, coal, etc. Mr. Sharma asked: Why are you moving these low-rated commodities at concessional rates? We are not doing it only for export purposes. As I have stated earlier in this House, the Indian Railways are carrying a very heavy social burden. In 1972-73 subsidies and losses on freight and fares alone were estimated at Rs. 127 crores—this included a sum of Rs. 63 crores on passenger traffic and other parcel services and Rs. 55 crores for carrying low-rated commodities like foodgrains, coal, fodder, fertilisers, etc. I hope the hon. Member is not objecting to the food-grain freight charges and the charges for coal because otherwise that would enhance the prices of these commodities and would entail hardship to the people. A concession that is also given to export traffic from which we earn foreign exchange; in 1972-73 the value of this concession was estimated at Rs. 1.56 crores. But the hon. Member was possibly under a mistaken notion that we are subsidising the export of these goods to the tune of Rs. 56 crores. That is not a fact, it was only Rs. 1.56 crores.

The Railway Convention Committee has pointed out that the Fourth Plan investment for the Railways may go up from the estimated figure of Rs. 1400

crores to Rs. 1442 crores. This figure includes an investment of Rs. 12 crores for the Metropolitan Transport Projects which is outside the Railway Plan proper. The House is aware that the Plan outlay is determined at constant prices, the base period being generally the year prior to the commencement of the Plan. In view of the very heavy escalations in prices that have been taking place during this Plan period an increase of Rs. 30 crores over a projected sum of Rs. 1400 crores can only be considered very modest.

On present estimates the Railways are likely to lose in the Fifth Plan an overall sum of Rs. 439 crores. This deficit takes into account the effects of the Pay Commissions recommendations amounting to Rs. 97 crores annually or Rs. 485 crores for the Plan period. It is clear that but for the heavy increases in staff charges the Railways would have ended with surplus after paying for the full dividend and after allowing for the provision of depreciation at higher rates. These losses also take into account the full quantum of social burdens being borne by the Railways which have already been enumerated earlier. I have no doubt that the Committee will look sympathetically into the Railway's case for adequate relief when they submit their final report to the House.

Some other matters raised pertained to the availability of energy. For instance, it was asked: In view of the energy crisis in the world, why should we not immediately switch over from diesel locomotives to electric locomotives? If this could be done by mere words or by a magic wand, I would have been the very first man to do it. But even to get electrification done, it takes a longer time, and we have to manufacture electric locomotives. And then it

means some additional foreign exchange. I will have the suggestions made by the hon. Members examined. He said, instead of carrying goods by truck, you put the truck into the wagon. Well, I do not know how far it is going to help. It would be like asking the passengers to sit in the bus and putting the bus into the wagon. (*Interruptions*). But the question is whether the carrying capacity of the Railways is such that we can carry all the traffic that is offered.

**SHRI PITAMBER DAS:** Like this the goods can be taken from point to point without any trouble. They can be loaded in the truck at the Godown and then it can be taken in the same truck to any point in the market.

**SHRI MOHD. SHAFI QURESHI:** Such experiments have been made in some other countries also. But we hope that this crisis might be short-lived. But we have to be prepared. It is not that we are just sleeping over the matter. The other day the Minister stated that we have to find alternative sources of energy for running these trains. It is a very good suggestion that we should go in for electrification. It is not that we are thinking of it only now. But we have earlier stated in this House, last year also, that the Railways are having some difficulties in getting electric power from the States. So we are trying to have captive plants in some States for which necessary additional funds have been asked from the Planning Commission.

**SHRI PITAMBER DAS:** That is your ultimate objective?

**SHRI MOHD. SHAFI QURESHI:** It is, and we are going in for that. Shri Kumbhare raised the question about providing communication facilities for

the staff. As I have already stated, there is no bar for any employee of the Indian Railways to bring his complaint, and that would be given due hearing. The only trouble is, as the situation exists today, recognition has been given to only two unions. Although our aim is to have one Union in the Railways, how best this can be achieved will have to be decided in consultation with the two recognised Federations. And in consultation with these we will have to find out the way as to how best we can have one real representative union on the Indian Railways.

I think I have covered most of the point. Sir, I have one point which is exercising my mind. I would request hon'ble Members that this staff agitation of loco running staff should not be, this is my humble submission to the House, encouraged because this will create lot of problems not only for the Indian Railways but for the entire country, for the entire economy of this country. I would request hon'ble Members to help us in solving the problems. We want to be sympathetic but we have to deal firmly with certain elements who are trying to disrupt the traffic in the Indian Railways.

**MR. DEPUTY CHAIRMAN:** The question is:

"That this House approves the recommendations made in paras 60, 70, 71, 75, 76, 77, 78 and 79 contained in the Interim Report of the Committee appointed to review the rate of dividend payable by the Railway Undertaking to General Revenues as well as other ancillary matters in connection with the Railway Finance and General Finance which was presented to Parliament on the 11th December, 1973; and



[Mr. Deputy Chairman]

That this House further directs that the action taken by Government on the other recommendations made in the Report should be reported to the Committee."

*The motion was adopted.*

MR. DEPUTY CHAIRMAN: Prof. Sher Singh will now make a statement.

SHRI KRISHAN KANT: On what topic?

THE MINISTER OF STATE IN THE MINISTRY OF AGRICULTURE (PROF. SHER SINGH): Sugar.

MR. DEPUTY CHAIRMAN: He is laying a statement on the Table.

SHRI KRISHAN KANT: I want to raise a question here. This is a new thing. You will remember that this House made. . .

MR. DEPUTY CHAIRMAN: We do not know what he is going to speak on. Let us listen to him first.

SHRI KRISHAN KANT: Because you raised the point, I would like to know from you. . .

MR. DEPUTY CHAIRMAN: I do not know what he is going to say. Let him say what he wants to say. You are presupposing. How do you know on what he is going to speak?

SHRI KRISHAN KANT: On sugar.

MR. DEPUTY CHAIRMAN: You cannot presuppose.

SHRI KRISHAN KANT: Mr. Deputy Chairman, please do not be harsh. You have been a Member of this House. The question here is. . .

MR. DEPUTY CHAIRMAN: You should also conform to certain procedures. He has not yet laid anything on the Table.

SHRI KRISHAN KANT: Mr. Deputy Chairman, as a Member of this House is it not my right to enquire from you as to what subject he is going to speak on? No paper has been circulated. When I enquired he was kind enough to say "Sugar".

MR. DEPUTY CHAIRMAN: I can understand your objection to laying it on the Table of the House. At this stage that can be the only objection.

#### STATEMENT BY MINISTER

##### Fixation of Ex-Factory Prices of levy sugar of 1973-74 production

THE MINISTER OF STATE IN THE MINISTRY OF AGRICULTURE (PROF. SHER SINGH): Mr. Deputy Chairman, Sir, taking into account the revised Cost Scheduled recommended by the Tariff Commission in its latest Report (October, 1973) on the Cost Structure of the Sugar Industry, and the estimated duration of the crushing season, recovery of sugar, etc., the Government have revised the ex-factory prices of levy sugar of 1973-74 production in the various zones as required under section 3(3C) of the Essential Commodities Act, 1955. Sub-section (6) of section 3 of the same Act requires that every Order made under this section should be laid before both the Houses of Parliament, as soon as may be, after it is made. Accordingly, I lay on the Table of the House a copy of Order No. G.S.R. 522-E/Ess. Com./Sugar dated the 14th December, 1973. [Placed in Library. See No. LT-6138/73.]

These revised prices should have normally resulted in an increase in the uniform retail price of levy sugar for the consumers all over India by about 10 paise per kilogram. The Government of