

THE BUDGET (RAILWAYS), 1961-62—GENERAL DISCUSSION—continued

THE MINISTER OF RAILWAYS (SHRI JAGJIVAN RAM): Sir, quite a large number of hon. Members of the House have taken part in the general discussion on the Railway Budget, and there has been all-round appreciation of the achievements and performances of the Railways. That goes generally to the credit of the sense of patriotism and sense of duty of more than a million of the railwaymen on the Indian Railways, and I have no doubt that the words of encouragement that have been spoken in this House will put heart into the Indian railwaymen and they will prepare themselves for the greater and more difficult task ahead of them in the Third Five Year Plan.

Sir, if I were to divide the various points that were raised, they may be placed broadly under the category of financial, economic, operational, structural, staff and miscellaneous matters. I would, Sir, start first by taking up the economic and financial questions.

Dr. Kunzru made a comparison between the increases in the earnings and the working expenses from year to year during the Second Plan period from 1957-58 to 1960-61

DR H N. KUNZRU (Uttar Pradesh): It was from 1956-57 to 1960-61.

SHRI JAGJIVAN RAM: All right. For 1956-57 he drew the inference that the income had increased appreciably faster than the expenditure as compared to 1955-56 but that the position deteriorated in later years. As regards the year 1958-59, however, he himself pointed out that the year was an unrepresentative year, a year in which our working was necessarily unsatisfactory because the country's economy as a whole suffered a recession. I may add that the year 1957-58 also was a year of relatively slow growth in industrial production, though not as slow

as the year 1958-59. A noticeable recovery in the rate of growth was only in the year 1959-60 after the two previous years.

I need not go back at this stage to the past and detail the various special items of substantial additional expenditure which first devolved on the Railways in the two years, 1957-58 and 1958-59, and which retarded an improvement in the financial position—for example, the increase in the rate of dearness allowance by Rs. 5, increases in the price of coal and cost of special measures initially found necessary to obviate accidents, etc. Dr. Kunzru, while correctly appreciating the unrepresentative character of the year 1958-59 and the substantial improvement in 1959-60 over 1958-59, is not quite correct in considering 1960-61 also to be an unsatisfactory year. In any correct comparison of the financial results of the years 1959-60, and 1960-61 he would take note of the two extraneous factors, viz. the increase in earnings in 1960-61 as a result of the 5 per cent. surcharge and the increase in working expenses in 1960-61 as a result of the implementation of the Pay Commission's recommendations. There is also the further fact that during the year 1960-61 payments in implementation of the Pay Commission's award are being made to cover not only the current year 1960-61 but also a further nine months' period of the previous year, i.e. from July 1959. If we exclude both the extraneous elements, i.e. the surcharge on goods traffic and the results of the Pay Commission's award, it will be seen that whereas the income is expected to increase by Rs. 2188 crores as a result of the increase in traffic handled, the ordinary working expenses are expected to increase by Rs. 1379 crores or just over 60 per cent. Even if we adopt different approach and take note of the permanent factors—as indeed they are—of both the increase in expenses resulting from the Pay Commission's award and the increase in income resulting from the adjust-

ment in rates, we have to make a necessary correction in the figures of the working expenses of the year 1960-61 by transferring to the figures of 1959-60 the element of Pay Commissions arrears attributable correctly to 1959-60, i.e. Rs. 8.5 crores. When these adjustments are made, it is seen that the income will have increased in 1960-61 over 1959-60 by Rs. 35.67 crores, as against an increase in the expenses by Rs. 19.79 crores.

In 1961-62 the income is expected to increase by Rs. 28.52 crores over 1960-61, whereas the expenditure is expected to increase by Rs. 14.72 crores only. The position since 1959-60 cannot, therefore, be regarded as being unsatisfactory. It will be seen also that a substantial improvement in income is expected during both the years 1960-61 and 1961-62, as compared with the preceding years. But for the partial strike during 1960-61, the result of 1960-61 would have been somewhat better still, whereas the improvement in the two-year interval as a whole would remain unaffected. The hon. Member has quite correctly pointed out the need for the Railways to increase their revenues in the future years to meet the commitments of the Third Plan. Some other hon. Members also referred to this aspect.

Now, I will say something about the Depreciation Reserve Fund. Again, Dr. Kunzru referred to the very small balance that may be left in the Railway Depreciation Fund at the end of the Third Plan, which will be incommensurate for a commercial department with a capital of about Rs. 2,300 crores. It is necessary, however, to bear in mind the special advantages of the procedure for making contributions from the Revenue to the Depreciation Fund that we have adopted on the recommendation of the Convention Committee. Firstly, the entire cost of replacement is being met from the Fund including the improvement element and notwithstanding the

inflation in prices. Secondly, under this procedure all requirements for replacement are met as they arise.

Sir, hon. Members referred to the fact that during certain years the withdrawals from the Depreciation Reserve Fund have been larger than the contribution made in these years to the Fund. It must not be forgotten, however, that in other years the contribution had been more than adequate, and this expected to be true of the coming five year period as well. It is to be borne in mind that over the last twenty years and more all the requirements for replacement have been met in full from the Depreciation Reserve Fund which has never had to borrow or draw on any other source. Shri Dahyabhai Patel referred to the inadequate return of earnings from the investments on capital-at-charge. Probably, he has not read paras 43-45 of the Review circulated with the Budget documents. The return in financial terms has been quite adequate, especially when we have regard to the steadily increasing cost of coal and other materials outside the control of Railways. The dividend itself is being increased from 4 per cent. to 4.25 per cent. of capital-at-charge. In terms of physical performance the return has increased much faster than the increase in the capital-at-charge.

Shri Santhanam expressed a doubt whether the gross receipts of the Railways had increased in proportion to the increase in capital. The comparison of gross traffic receipts with the capital-at-charge is not the most appropriate one; the traffic receipts depend on both the volume of traffic and the rates and fares charged. A comparison which eliminates any differences in rates and fares and in costs, is between the increase in capital-at-charge and the increase in the physical performance.

The Review published and supplied with the Budget documents has given various indices of operating efficiency. A new way of presenting these has however been devised. The result of

[Shri Jagjivan Ram.]

all the different improvements in engine miles per engine day, in wagon miles per wagon day, in net ton miles per wagon day is that, thanks to fuller utilisation of locomotives, wagons, etc., we are able to move one million ton miles, or one billion ton miles, or whatever the unit is, with less physical assets than we could do in the past.

From the improvement in physical performance, one can go on to the question whether the total traffic handled has been increasing proportionately with the capital-at-charge. In this comparison, however, it has to be borne in mind that capital assets such as locomotives, wagons, track, etc. now cost several times what they cost before the war; additions of capital made since the war thus represent, in terms of physical assets, only a third or fourth of similar additions to the capital before the war. The increase in physical performance is so much larger than the adjusted or equated capital-at-charge, that it is in fact larger even than the increase in booked or actual capital, if one takes a fairly long period such as the 10-year period of the First and Second Plans.

Demands have been voiced from different areas for the construction of new lines. As I have said on previous occasions, I want to repeat on this occasion also, that when we have a planned development of the country, the construction of new railway lines also has to depend upon the resources that are made available to the Railways and the construction of new railway lines has to be related to the development of industries, mines and agriculture. So, the plan for the construction of new railway lines has to follow the plans for the development of industries, mines and agriculture. So, there is very little scope for the railways, for the construction of new railway lines, apart from the lines related to the industrial, mineral or agricultural development of the country, but I have said

that apart from this, there are vast areas in the country where it is necessary, in order to open up those areas for their social and economic development, to construct new railway lines and therefore I said in my Budget speech that the matter was being considered with the Planning Commission for additional allotment to the Railways for the construction of new railway lines and I made it a point to mention specially and more particularly the South because the intention is to undertake at least one or two new lines in each State where during the First or Second Five Year Plan the construction of new railway lines has not been quite commensurate. More than that, it will be premature to say at this stage because the matter is still being pursued with the Planning Commission and as I have said, I am hopeful that additional allocation will be made available to the Railways so that to some extent, the Railways, will be in a position to satisfy the demands of the different areas.

Then demands have been made also for improvements in the station buildings, for the provision of more amenities for the passengers, for the provision of sheds, overbridges and things like that. It will not be possible to give reply to each individual point that has been raised but I will broadly divide the amenities into three or four parts. So far as the provision of drinking water is concerned, a general order has been issued to all the Railways that on all stations, provisions should be made for wholesome drinking water, if necessary by providing hand-pumps, tube-wells, wells or if in the vicinity drinking water is available, by arrangements with the municipality or the local authorities. That should be the first thing to be provided at all railway stations, big or small.

Recently, a decision has been taken that on all import stations, a retiring room should be provided and that is

very necessary. With the developmental activities going on in the countryside and no other accommodation being available at many places, the railway retiring-rooms will be a very useful and necessary amenity for the persons concerned.

Then demands are there from various areas for the construction of sheds on the stations. In the climate as it is in our country, there is no doubt that shed is a very indispensable amenity for the passengers but the House is aware that there are quite a large number of stations where sheds have not been provided and it is at present left to the Amenities Committee to decide the priorities as to where the sheds are to be provided within the allocations made to the various Zonal Railways. In the climate of our country where we have very hot summers or very heavy monsoons, the sheds are necessary and I propose to proceed on a programmed basis to undertake the provision of sheds on railway stations.

There is great demand from different areas for overbridges on the level-crossings. There is no doubt that these level-crossings are great bottle-necks and much time is wasted when the gates on the level-crossings are closed. There again I propose to proceed on a programmed basis and we have asked the State Governments to prepare a list of all the level-crossings where they require overbridges in their States along with the priorities for them. This has been

asked for so that we on the 12 Noon Railway side can make provision for constructing the overbridges and the State Governments concerned may make provision for the construction of the roads on both sides of the railway bridge—the State Government, or the local authority concerned, the district board or municipality concerned. Unless they also make provision for the construction of the roads, to raise or lower the level of the roads, the mere construction of the overbridge or underbridge is not going to be of

any use. We have a few instances where the railway bridges have been constructed, but the roads could not be made to the required level and these bridges are standing there just like islands without serving any purpose to anybody. I would request the hon. Members that if they require some overbridges over level-crossings at certain points, it will expedite matters if they will take up the question with the State Governments themselves, because the exact location of the overbridge has also to be approved by the engineers of the State Government. So, it will expedite matters if the hon. Members use their influence with the State Governments in this regard. So far as the Railways are concerned, I may give this assurance to the House that where the State Government is prepared to meet its share of the cost, the Railways will be prepared to make any number of bridges that they may require.

SHRI M. H. SAMUEL (Andhra Pradesh): Without reference to the Railway Ministry, if we apply to the State Government for an overbridge and the State Government approves of it and sends it to the Railway Board, may we take it that it will be approved by the Railway Ministry? Otherwise, without the approval of the Railway Ministry, the State Government will not take up for consideration such a proposal.

SHRI JAGJIVAN RAM: The hon. Member may approach the State Government and the State Government will approach the Railway Ministry and then it will be a matter between the State Government and the Railways, and as soon as the State Government has approved of the location and indicated its willingness to meet its share of the cost the scheme will be finalised and the construction undertaken.

SHRI DEOKINANDAN NARAYAN (Maharashtra): If the municipality is prepared to bear the expenditure for the overbridge, will the Railways take it up?

SHRI JAGJIVAN RAM: Of course, it will have to come through the State Government.

SHRI K. SANTHANAM (Madras): May I point out that it is the financial negotiations that cause all the delay in most cases? Will the Railway Ministry think of negotiating with the Transport Ministry with a view to getting some of the Road Fund available to the State Governments for this purpose? In that way, the matter can be expedited.

SHRI JAGJIVAN RAM: Perhaps, the hon. Member is not aware that the Transport Ministry is concerned with such overbridges as relate to the National Highways.

SHRI K. SANTHANAM: No, the Road Fund is not only for the National Highways. The Road Fund is distributable to the States and therefore, it can be adjusted towards this expenditure.

SHRI JAGJIVAN RAM: I do not think the Fund is allottable for that unless the State Governments agree to that. Unless they agree to their share of the Fund being utilised for this purpose, I do not think the Transport Ministry will be competent to do it.

[MR. DEPUTY CHAIRMAN in the Chair.]

In any case a reference to the State Government is inevitable. What has been suggested by the hon. Member I will bring to the notice of the Transport Ministry, for that might facilitate my work.

SHRI JASWANT SINGH (Rajasthan): There is another point. There are cases of such bridges where the question has been under discussion between the State Government and the Railway Ministry for a long time, but they both cannot come to any decision whether it should be an overbridge or an underbridge. And years pass on, but nothing is done. What is to be done in such a case? There is

the case in Bikaner which I raised in the course of my speech.

SHRI JAGJIVAN RAM: The engineers of the Railways and the State concerned will have to further negotiate and come to some agreement.

SHRI JASWANT SINGH: But they cannot and years and years pass by without anything being done.

MR. DEPUTY CHAIRMAN: This cannot be converted into a question hour. Let him go on. You can table a separate question.

SHRIMATI T. NALLAMUTHU RAMAMURTI (Madras): Is there any fixed sum which the State Government must contribute for the construction of the overbridge?

SHRI JAGJIVAN RAM: There is no fixed sum, because the roads have to be raised to the level of the bridge and the amount for that may vary depending upon the locality concerned. In Madras city, for instance, it may run into lakhs. In a rural area it may be only a few thousands. Therefore, it cannot be a fixed sum. It will be a variable factor.

Hon. Members are very much concerned, naturally, about these amenities and so I thought I might explain it here as this question of providing overbridges or underbridges at level-crossings comes up often in the House. So let hon. Members know that so far as the Railways are concerned, we are always prepared to construct the overbridge if the local authority concerned or the State Government is prepared to meet its share of the cost for raising the road or lowering the road, as the case may be.

Sir, generally the House has appreciated the efficiency of the Railways in the face of the difficult problems that they had to face. But one or two points have also been raised to which I may now refer. Shri Jaswant Singh referred to wagon turn-round and said that wagon turnround on the broad gauge should be carefully

watched. It may be said in this connection that the wagon turnaround is receiving the constant attention of the Railway Administration and the Railway Board. In spite of the increased loading of coal for which empty wagons have to be hauled over long distances from various points, the wagon turnaround has continued to improve steadily. He will be happy to know that except for the strike month of July, the wagon turnaround during the current year shows an improvement as compared to the previous year, as can be seen from the figures that I will quote just now. For April 1959 it was 10·8 and for April 1960 it was 10·6. For May the figures are 11·4 and 11·4, for June 11·5 and 11·5, July 11·5 and 12·9 and for August 11·9 and 11·8.

**DR. H. N. KUNZRU:** Is this an improvement?

**SHRI JAGJIVAN RAM:** I am coming to that. I have said that except for this period of July when the strike was there, it is satisfactory. For December figures are 10·6 and 10·5 and for January the figures are 10·6 and 10·6.

Dr. Kunzru made a passing reference to certain operating indices in 1959-60 and then 1958-59, without going to the earlier years. And he referred to the performance in the four years in terms of the net ton miles per engine hour and said that it was a very creditable achievement. I may explain that in selecting those four indices I had intended to show how the performance in this aspect had picked up in 1959-60 over the year 1958-59. Due to extraneous factors the performance of the Railways had suffered in 1958-59. In fact I referred . . .

**DR. H. N. KUNZRU:** How can the hon. Minister then make a comparison between that very year and the next succeeding year, 1959-60?

**SHRI JAGJIVAN RAM:** I am making a reference to that year also. In fact I referred in my . . .

**DR. H. N. KUNZRU:** How can there be a comparison with that year which was an extraordinary year, a year of low economic activity, a year in which the Railways suffered from other disadvantages? How can you compare the performance in that year with the performance in the succeeding year?

**SHRI JAGJIVAN RAM:** I am coming to the year 1955-56 also. Kindly bear with me a little. In fact, I referred in my Budget Speech to the Review of Performance and Expenditure circulated with the Budget papers which gives the entire picture commencing from 1950-51 to 1955-56, in some cases comparing even against the performance in 1938-39. I only assume that Dr. Kunzru had not had time to study . . .

**DR. H. N. KUNZRU:** I collected the figures myself. I got them long before you supplied them.

**SHRI JAGJIVAN RAM:** If he kindly refers to paragraph 21 on pages 24 to 25, he will find an appraisal of the operating efficiency of the Indian Railways under sixteen selected aspects of operation representing the various facts of railway working including utilisation of rolling stock, etc. The composite operating efficiency on the basis of these sixteen selected items with the base index as 100 each for the year 1938-39, on both the broad gauge and the metre gauge combined was as follows:

|         |   |   |   |   |       |
|---------|---|---|---|---|-------|
| 1950-51 | . | . | . | . | 98·8  |
| 1955-56 | . | . | . | . | 105·2 |
| 1959-60 | . | . | . | . | 112·6 |

This is what I wanted to bring to his notice especially.

The Review also brings out, on page 22, the fact that the utilisation of wagon stock on the Indian Railways compares quite favourably with those of other advanced countries like the United States of America

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and Canada. Dr. Kunzru referred to the wagon miles per wagon day in 1959-60 being lower than in 1956-57, but I am sure he would appreciate that net ton miles per wagon day is a composite index of three statistics, namely, wagon miles per wagon day, average load of a wagon and percentage of loaded haulage to total haulage. As compared to 1957-58, while the wagon mile per wagon day has improved from 47.3 to 47.6 in 1959-60, the average load of the wagon has improved from 17.2 to 17.7, and it is only in the percentage of loaded haulage to total haulage where the performance has come down from 73.3 to 70.0. This was inevitable on account of the Railways being required to carry more coal and ore which must necessarily result in empty wagons having to be hauled from various points to the coalfields and to the steel works. While thinking of our operational efficiency, one has also to remember—and that has been mentioned by Dr. Kunzru as well—that the efficiency of the engine depends much on the quality of the coal allotted and supplied. In recent times, the supply to the Railways is being progressively of an inferior grade. This increases the coal consumption and affects the efficiency of the engines. Certain steps have been taken in this connection and the matter is being constantly examined in consultation with the Ministry of Steel, Mines and Fuel. Inspection by the Railways has been mentioned in respect of the public sector collieries. The question of the Railways entering into an agreement with the private collieries direct has progressed to a great extent and it is likely that in the near future we will be in a position to enter directly into an agreement with the private collieries so that we will have greater scope for inspection and in case the coal supplied is not according to specification we may enforce a reduction or forfeiture of the price on the collieries. This, I hope, to some extent will improve the quality of the coal supplied to the Rail-

ways. This will again reflect on the operational efficiency of the Railways.

DR. H. N. KUNZRU: Was there an inspection of coal supplied to the Railways last year by the officer who was appointed for this purpose?

SHRI JAGJIVAN RAM: Well, a beginning has been made and I will not say that it has functioned perfectly yet.

DR. H. N. KUNZRU: What about the coal washeries?

SHRI JAGJIVAN RAM: We have taken up this matter with the Ministry concerned. There has been some time lag. They have established one washery; others have not been established.

DR. H. N. KUNZRU: Where has that washery been established?

SHRI JAGJIVAN RAM: One has been established in Kargali and we have been insisting upon the Ministry concerned to expedite the establishment of the Washerries. These are all the factors which have directly or indirectly affected the operational efficiency of the Railways and also created difficulties in other sectors to which I will just make a reference.

The House is much exercised and concerned—and I am also—about the shortage of coal supply noticed in different parts of the country. I would like the House to remember that when the Second Five Year Plan was being formulated, the target fixed for the production of coal in the last year of the Second Five Year Plan was fixed at 60 million tons and based on that, the Railways were to create capacity for the movement of 55 million tons of coal. Normally, ten per cent. of the production is either consumed locally or transported to short distances by means other than Railways. The House will remember that in 1958, there was recession in the economic activities of the country

and a reappraisal of the whole Plan was done by the Planning Commission. In that reappraisal, the target for coal production was fixed at three to four million tons less than 60 million tons, that is, nearly 56 million tons, and on that basis, the Railways were expected to move 51 million tons of coal. This 51 million tons comprise 9 million tons of coal for the steel factories and 42 million tons for other consumers, including the Railways. Now, we have, in spite of several difficulties, the difficulties being longer lead for the Railways, been able to transport 42 million tons of coal meant for consumers other than the steel factories. So far as the steel factories are concerned, their requirement at present is 7.5 million tons and we are meeting that requirement to the full. If their requirements increase a little, we will be in a position to meet their full requirement.

The Railways planned for the movement of 42 million tons of coal and now difficulties are being felt in areas to which coal is supplied through Moghalsarai, that is, Uttar Pradesh, Punjab and Western India. The capacity at Moghalsarai is limited. We planned to move 1900 wagons above Moghalsarai. The requirement has increased throughout the country resulting from the economic activities and development of industries in various parts of the country. What I was trying to impress upon the House is this, that the Railways were asked to move 51 million tons of coal and we have performed this task but this is not a great satisfaction to me so long as I find that there is shortage noticeable in different areas and there is demand for more coal. But to increase the capacity of the Railways to transport more than what was fixed for it, it will require planning, it will require additional resources and it will take time. I may, however assure the House that we have been taking certain steps and I am hopeful that by July next we will be able to move more coal than what we are doing at present. We will be able to

move more coal even above Moghalsarai. Perhaps, the House will be interested to know that even to Western India, Gujarat and Saurashtra coal is being transported from Bengal and Bihar coalfields. That means a very long lead. If coal can be supplied to Western India from the Central India coalfields like Pench Valley, Chanda, and others, perhaps we will be able to supply more coal to that area than we are doing at present. That means that the supply to Western India should be switched from Raniganj and Jharia to coalfields in Central India. This question has been taken up with the Ministry of Steel, Mines and Fuel so that they can produce more coal in the Central India coalfields. Again supply of coal to the South from the Bengal-Bihar coalfields needs more lead, more ton miles and, therefore, if coal can be supplied to the South from the Singareni coalfields the Railways with the same ton miles will be able to supply more coal than they are in a position to supply from the Bengal-Bihar coalfields. These are the various steps that are necessary in order that we can overcome the difficulty and make coal available to the consumers.

In the first place it is very difficult to know what the requirement of coal is in different areas. We plan on a certain basis and so long as coal is a controlled commodity in the sense that its production is planned, its transport is planned and its consumption is also planned, somewhere or other shortages in one or other of the categories will be noticeable. It requires an over-all increase in the transport capacity of the country to meet all the requirements, whether it is for the industry, whether it is for the housewife or whether it is for brick-burning purposes. It is proposed in consultation with the various Ministries concerned to examine the possibility of transporting coal by coastal shipping to areas where we have sea ports at convenient points or by road transport to short distances. We are also examining the possibility of alternative means of generating



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power or generating energy by utilisation of furnace oil or by utilisation of crude oil by the Railways for their own purposes or by the industries so that the available transport capacity can be conserved for providing coal to areas where it is most required. So the question is being considered by the various Ministries concerned and I hope in the next four or five months' time we will be in a better position so far as this matter is concerned. But I will again emphasise that so long as coal is a regulated and controlled commodity, the production being regulated, transport being regulated and consumption being regulated in the sense that allotments have to be made by the Coal Controller, whether it is for the housewife, for the brick-burner or for the industry, shortage is bound to be felt some time or other; sometimes the housewife, will feel the pinch; sometimes the brick-burner will feel the pinch and sometimes the industry. There is no denying that fact. So long as there is not plenty both as regards production and transport and so long as distribution is controlled, some shortage somewhere or other will be noticeable.

Sir, Dr. Kunzru attaches great importance to research and I also do attach great importance to it.

DR. H. N. KUNZRU: This is very encouraging

SHRI JAGJIVAN RAM: And there is no doubt that our Research Design and Standards Organisation is doing quite useful work and they have made a mark. Even authorities outside the country have recognised that their work is outstanding. Dr. Kunzru expressed his happiness that at least a committee has been set up. I agree with him that it should have been set up long ago. I have tried to associate all the outstanding scientists of our country in that committee. I will not take the time of the House in reading out the names but I would say that all the important scientists of our country have been associated in that committee and they have made a very

good start. I may assure Dr. Kunzru that so far as I am concerned I will see that the work of this organisation does not suffer for want of funds. That will be one thing that I will see. So far as Members who are interested in the work of this organisation are concerned, I will ask the organisation to send their papers, journals and periodicals to the Library of Parliament so that Members interested in them may see and find out what useful work this organisation is doing.

DR. H. N. KUNZRU: May I make a suggestion? Will that organisation send along with the other papers a readable note on their activities? It is no use sending magazines and other things detailing in technical terms the work that has been done but there ought to be a note which laymen can understand, a note of the kind that was supplied to me, I think, a year or two ago by the Deputy Minister, Shri Shah Nawaz Khan. And it should indicate the amount spent on research proper and the amount spent on designs and standardisation.

SHRI JAGJIVAN RAM: I will see that along with the other papers a brief note about the activities of the organisation is made available to the Members. So far as the amount spent on research and designs is concerned, perhaps, Dr. Kunzru will agree with me that it will be very difficult to have a separate assessment because the work of research and designs and standardisation is carried on in such a way that it may not be possible to give the exact amount on each separately but if he wants information about the salary and other things perhaps that could be made available.

DR. H. N. KUNZRU: These figures were given separately to a certain extent so far as I remember up to 1957-58.

SHRI JAGJIVAN RAM: I was suggesting that it will not be a very realistic figure because the work. . .

DR. H. N. KUNZRU: I realise that,

**SHRI JAGJIVAN RAM:** So, I said and he will appreciate, that it will not be a very realistic figure but as I have said it will be my endeavour to see that the work will not suffer on account of paucity of funds.

**DR. H. N. KUNZRU:** But I hope he will try and satisfy my curiosity too.

**SHRI JAGJIVAN RAM:** I will try to avail of the advice of Dr. Kunzru.

Now, Sir, I will come to a question which is very important from the Railway point of view, that is, the relations with the staff. It has been our endeavour to maintain very good relations with the railwaymen and, as I have said, whatever be the achievement of the Railways, it is to the credit of more than a million railwaymen. But for their sense of duty it might not have been possible for the Railways to achieve what they have been able to do. Mr. Arora raised the question of the Code of Discipline. I was not present, but I was reading his speech with great interest. Mr. Arora legitimately claims to his credit long experience of trade unionism. I presume that he has compared the facilities available to the railwaymen under the existing conditions and the facilities that may be available to them under the Code of Discipline, and I will not be surprised if, after comparing them, he agrees with us that the facilities that are available to the railwaymen at present are better than what the Code of Discipline provides. If after comparing them he feels that it will be better for the railwaymen to opt for the Code of Discipline and forgo what they have got under the present set-up on the Railways and if he writes to note to me, I am always prepared to consider that. But I personally feel that what we have got on the Railways is much better and far more advanced than what the Code of Discipline provides. One should not forget . . .

**SHRI ARJUN ARORA (Uttar Pradesh):** The Code of Discipline, I may just point out, does not prohibit you

from acting as better employers than what the Code provides for. The acceptance of the Code of Discipline will not stand in your way in giving more facilities and coming out as better employers.

**SHRI JAGJIVAN RAM:** I know that. That is a very simple proposition that he has said. It does not require any intelligence to follow that the Code of Discipline does not stand in the way of giving more. But what I have been emphasising is this that the Code of Discipline does not give them anything more. What we are giving them is much more, is much advanced and much more progressive than the Code of Discipline. Sometimes trade unionism confuses itself in regard to the public sector and the private sector. They forget that there are certain Government undertakings, where all the Government servants' amenities and facilities are available and where the service conditions applicable to the civil servants as such are applicable also to the industrial workers. They conveniently forget that, and then they compare the industrial workers of the Government with the industrial workers of the private sector where there is no security of service, no conditions of service and things like that. And then they say: 'If certain things have been accepted by the private industry, why don't you accept it?'. As I have said, Mr. Arora has to his credit long experience of trade unionism. Let him compare both of them and if he feels that the Code of Discipline is more favourable, as I have said, I am prepared to consider that. I can also claim some knowledge of trade unionism and as a trade unionist I feel that what the railwaymen have got on the Railways is much more progressive and far advanced than what the Code of Discipline provides.

Another thing he pointed out was that all the Central organisations were a party to it, that is the Code of Discipline. Perhaps, the railwaymen's organisations were not a party to it.

[Shri Jagjivan Ram.]

That, again, he forgets very conveniently. But as I have said, I am always prepared to provide more facilities and more opportunities for negotiation, conciliation and discussion. I have been always emphasising on the officers of the Railways that there should be greater and closer contact with the employees and that the employee should feel: 'Here is my Officer. He is not simply my officer, but he is my friend, he is my guide'. So that he can go to him to seek his advice, not only for work connected with his official duties but also for his private purposes, e.g., how to educate his children, what arrangements can be made for them, etc. I have been emphasising that there should be real personal contact between the employees and the officers. Let them forget outside their work that he is an officer and he is an employee. If that spirit is to develop, it will have to be developed from both sides. Then, I have no doubt that many of these rules and regulations, that have a formality round them, will not be necessary.

About Assistant Surgeons, it is a question which requires examination. The question of their pay scales and also giving them the status of Gazetted Officers is being considered.

Then, again, talking about staff matters, somebody has said that while some increase has been given to the railway employees by the Pay Commission, what has been given by one hand, is being taken away by another hand. Perhaps, that remark arose out of some misapprehension, because the facts were not completely known to them. So far as house rent is concerned, it was ten per cent. Now, after the merger of the dearness allowance with the basic salary, we felt that ten per cent. would be high. Therefore, we have reduced it to 7½ per cent. for those drawing emoluments below Rs. 150 p.m. In the case of certain categories we have protected their salary by saying that it will not be affected, and where necessary it can be made good by giving them per-

sonal pay for some time. So, I may assure you that there is no intention to take away by another hand what has been given by one hand. Rather the intention is to protect the employee and to see that he does not get less than what he was getting and that he is not adversely affected by charging house rent or in other ways.

About casual labour, the Railways have to engage a larger number of temporary and casual workers. In the very nature of things, when new projects have to be undertaken, a large number of casual workers have to be employed and when the project is over, naturally they will have to be disbanded. The Railways cannot think of any stage where they can reasonably give an assurance that they will be in a position to absorb all the casual labourers who will be working on the Railways at one stage or other. It will be impossible. But we have made rules saying that casual workers, who have, apart from the projects, worked for more than six months—and their conditions of service should be more or less similar to others—should be given preference. When permanent vacancies occur, preference should be given to such casual workers, as have worked for six months, for their absorption on the Railways. And we will see that the Railway Administration do observe the orders of the Railway Board. But so far as the casual labour are concerned, it is difficult to give any assurance that we will be in a position to absorb all of them.

Somebody raised a question about the manufacture of coaches by the Hindustan Aircraft Limited, I think Mr. Ramamurti. I may inform the House that we have been manufacturing our coaches in the Perambur Integral Coach Factory and also placing orders with the Hindustan Aircraft Limited. The capacity of the Integral Coach Factory has increased, but at the same time our work is being done also by HAL, and HAL has entered into an agree-

ment with MAN for the manufacture of integral coaches. I do not think any objection can possibly be taken to that, and there is no intention at all not to increase the capacity of the Integral Coach Factory in any way. We have increased it. That is not a new arrangement. It is an old arrangement. The Railways have been taking coaches from HAL by placing orders on them. The House is aware that HAL is an undertaking belonging to the Defence Ministry.

Mr. Ramamurti raised a question about some overpayment for earth-work on the South Eastern Railway. I may inform him, and perhaps the House is aware, that when the matter came to our notice, it was investigated, and when it was found that further investigation was necessary, the entire case was handed over to the Special Police Establishment. I may inform the House that the Special Police Establishment have now completed their investigation and they are going to submit their report shortly. When the report is received appropriate action will be taken in the matter. I may further mention that one or two officers who are suspected to be involved in the matter have been under suspension.

As I have said, it has been always our endeavour to associate the railwaymen with the various activities of the Railways, so that they may have the sensation of a common endeavour in working the Railways, and it has been decided to set up joint committees at various levels, not only in the workshops but also on the stations and other places, so that they can advise the administration in matters of efficiency, in matters of economy, and things like that. We have a regular procedure of inviting suggestions from railwaymen and giving them rewards if the suggestions are found useful. I have given details as to how many rewards have been given to the railwaymen, and we appreciate them by various methods. So, the association of the railwaymen with the administration in various

matters are being encouraged and we will see that such joint committees are formed at every level and that the scope of their activities expands.

SHRIMATI T. NALLAMUTHU RAMAMURTI: Am I to understand that the Integral Coach Factory will further expand and the experience of the staff will be utilised to produce more coaches—ever for broad gauge? Also, am I to understand that they will have a branch at Trichinopoly?

SHRI JAGJIVAN RAM: We have never considered about Trichinopoly. So far as Perambur is concerned, I have already said that there is no question of curtailing its work. As a matter of fact its work has been expanding.

Mr. Chauhan raised a question about the Indian Railway Conference Association and said that the Railway Board should take it over. The matter has been considered on more than one occasion, and it has been decided that it is perhaps better to maintain the independent status of the Association than to make it a part of the Railway Board and the Railway Administration. It may be that the personnel manning the Indian Railway Conference Association may belong to the Railways, but when they sit there, they have an independent status, and I personally feel after examining the question from various aspects that it is more advantageous to maintain its independent status than to merge it in the Railway Board or in any of the zonal Railways.

Then about overcrowding, I do not think I can say anything new except that in the Second Plan provision was made for 15 per cent. increase, but the increase has been 25 per cent. So, overcrowding instead of being reduced has increased so to say, speaking in terms of percentages, but we have taken various measures, as the House is aware, and we have been successful in reducing overcrowding to some extent in certain areas. Mr.

[Shri Jagjivan Ram,]

Sapru suggested the introduction of more and more Janata Trains. We have accepted the policy of introducing more Janata Trains, and wherever stock and line capacity become available we have been introducing Janata Trains and increasing their frequency.

Sir, I think I have covered the important points. I was reading with great attention the speech of my friend, Mr. Santhanam. I have only one request to make to him. He suggested that there was great interference in personnel matters at various levels. I would request him to give some details, if not in the House at least outside, of these interferences so that one can see how far they are correct or incorrect. It may be that when officers or staff approach some other parties, one does not know whether the officer himself is nursing some false grievance or not, whether he is aggrieved or not. Mr. Santhanam had been in charge of the Railways. He knows that in Railways we have avenues of promotion, some by seniority and some by selection. Where the promotion is by seniority, perhaps there is not much cause for grievance. But where it is by selection, it may happen that the man who is first in seniority is not selected and the man who is fifteenth in seniority is selected. Naturally, the first man will nurse a grievance. Everybody feels that he is capable of holding the position, nobody thinks that he is not capable of holding the position. So, one has to judge whether the man who is making a complaint is himself nursing some grievance that he has been superseded or feels that he should have been the General Manager himself and has not been made the General Manager. All these things would have to be taken into consideration when certain persons who carry tales tell those things.

SHRI K. SANTHANAM: May I point out that I conceded these very points and I said that these things are bound

to be exaggerated, but the general impression . . .

SHRI JAGJIVAN RAM: Therefore, I would request Mr. Santhanam—and he is a very old friend of mine—that if certain things have been passed on to him, he will tell me that these are the things which people told him.

SHRI BHUPESH GUPTA (West Bengal): Will you tell us those things? Otherwise we would not be knowing.

SHRI JAGJIVAN RAM: If you have anything, you may do the same thing.

SHRI BHUPESH GUPTA: If Mr. Santhanam tells you, then how do we know?

SHRI JAGJIVAN RAM: If you have anything, you tell the same thing to me. (*Interruption.*) You need not do that; you can manufacture it.

SHRI BHUPESH GUPTA: We would not like these things to be confined only between two friends, a former Minister and a current Minister.

SHRI A. D. MANI (Madhya Pradesh): In view of these allegations having been made on the floor of this House, would Government be able to say that it will be their policy to discourage such interference? An assurance before the House will be very helpful.

SHRI JAGJIVAN RAM: I say there is no interference. My friend should come out with something. There is no interference.

SHRI BHUPESH GUPTA: If you offer a solution that way, he would have remained in the Railway Ministry. He has come out exactly because he wants to tell this thing on the floor of this House. Don't you understand this?

SHRI JAGJIVAN RAM: It is not a very happy feature. One can understand subordinate employees, Class III or Class IV employees, going to other outside agencies for the redressal of

their grievances or for the ventilation of their grievances. But when officers, high officers, go to other places to influence people in order to write letters to somebody in authority, that is not a very desirable feature and that should be discouraged from every quarter. That is what I have to suggest. I can understand a Class III or a Class IV employee doing this and sometimes I exonerate them for that. But it is a serious matter when officers go and seek the assistance of others for the furtherance of their personal prospects and that is one attitude which should be discouraged from all quarters.

**SHRI BHUPESH GUPTA:** Here I rise on a question of privilege. Is it not our privilege that whenever people are in difficulty—people including Government officers or railway officers—they should, if they so desire, inform us so that we can take up the matter? If the hon. Minister puts out threats in this manner, it means that they will come in the way of discharging our responsibilities and also in the way of the rightful exercise of their duties and rights. I mean, why is he putting out such threats here on the floor of the House.

**SHRIMATI T. NALLAMUTHU RAMAMURTI:** Sir, there are rules of service and channels for appeal. If they are followed by the Railway Ministry, why should there be any external interference?

**SHRI JAGJIVAN RAM:** It is well-known that we have channels for representation and those who feel aggrieved, have their avenues for appeal—first appeal and second appeal—and they can choose those courses. That is what I wish to point out.

**Mr. Santhanam** said something about the decision of the Madras High Court. I need not go into details; the matter is pending before the

Supreme Court. As soon as the Madras High Court issued an injunction against the General Manager of the Southern Railway, that decision was respected and it was implemented not only within the jurisdiction of the Madras High Court but even beyond that, on the entire Southern Railway. I have not much to say about that. But I will again make a request to my friend, Mr. Santhanam, that if he has anything in view and if he writes to me or tells me, I will look into it. It has always been my endeavour to see how best we can look after the interests of railwaymen, how we can better their service conditions, how we can raise their standard of living and how we can add to their happiness, and on the whole, the railwaymen have been quite responsive. I must say that I have been fortunate to receive love and affection from Indian railwaymen and as I have said at the very outset, it is due to the efforts and sense of duty, discipline and patriotism of the Indian railwaymen that the Indian Railways have been able to achieve what they have done. We have received co-operation, appreciation and words of encouragement from all sides of this House. No doubt it is very heartening that here even Members of the Opposition have expressed encouraging words and words of appreciation, and the Railways, being the largest single national industrial undertaking in the country serving a very vital sector of our economy, require the co-operation and goodwill of all and I am sure that the words of encouragement and appreciation that have been expressed in this House will greatly hearten the Indian railwaymen, the Railway Board and the Railway Administrations to discharge the obligations placed on them and make them contribute their mite to the general development of the country.

Sir, I once again thank the Members for the kind and encouraging words that they have said about the Railways.

سردار بدھ سنگھ (جموں اور کشمیر) :

میں نے اپنی تقریر میں جموں اور کشمیر میں دیلوے لائن بنانے کے بارے میں کہا تھا آپ نے نہ میری تقریر سنی اور نہ پڑھی ہی ہوگی . . .

†[सरदार बुध सिंह (जम्मू और काश्मीर) : मैं ने अपनी तकरीर में जम्मू और काश्मीर में रेलवे लाइन बनाने के बारे में कहा था । आप ने न मेरी तकरीर सुनी और न पढ़ी ही होगी . . .]

श्री जगजीवन राम : यह मैं ने कह दिया है कि इस बारे में प्लानिंग कमीशन से बातचीत चल रही है जब इस काम के लिये रुपया मिल जायेगा तो . . . .

سردار بدھ سنگھ : تب کشمیر میں

ریل وہ بنائے گا جس کے پاس ہوگا -

†[सरदार बुध सिंह : तब काश्मीर में रेल वह बनायेगा जिसके पास होगा ।]

SHRI FARIDUL HAQ ANSARI (Uttar Pradesh): May I draw the attention of the hon. Minister to one point raised on the floor of the House? That is about catering on the Railways. Will you kindly throw some light on that point also?

SHRI JAGJIVAN RAM: We have departmental catering, and from all accounts we have heard, departmental catering is doing well. But at times there may be shortcomings and whenever they come to our notice, we try to rectify them. From what I have learnt from the Members in this House and outside, departmental catering is doing well and I may say for the information of my hon. friends that it is the policy of the Railways to expand departmental catering gradually.

SHRI K. L. NARASIMHAM (Andhra Pradesh): I raised the question about the disciplinary action taken against railwaymen during the strike period and I hope the Railway Minister will agree to my request for dropping all the cases and maintaining the *status quo* as was before the strike.

SHRI JAGJIVAN RAM: My friend, Shri Narasimham, is aware that we have never been vindictive in these matters. He knows it and it is never our intention. We have to work together. Indian railwaymen have to run the railways and therefore there is no question of victimising one single railway employee. And he knows that during the last few months the number of people under suspension or under other punishments has been gradually reduced. And if there are still some people who are under suspension, it is because certain State Governments could not withdraw the court cases or the proceedings against them could not be finalized and therefore we have to keep them under suspension.

SHRI BHUPESH GUPTA: But you can take up the matter with the State Governments.

SHRI JAGJIVAN RAM: We did, our officers approached the Chief Secretaries of the States and even the Ministers but they had also their difficulties about the formalities in the courts. So, I may assure the House that there is no intention—it is far from our intention—to victimise a single railway employee merely because he took part in the strike.

MR. DEPUTY CHAIRMAN: The House stands adjourned till 2:30 P.M.

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

The House reassembled after lunch at half past two of the clock, Mr. DEPUTY CHAIRMAN in the Chair.

**THE DELHI SHOPS AND ESTABLISHMENTS (AMENDMENT) BILL, 1960—continued**

SHRIMATI SAVITRY DEVI NIGAM (Uttar Pradesh): Sir, I stand here to support this amending Bill, which has been brought with a view to safeguarding the interests of the various people working in the various types of shop establishments in the Union Territory of Delhi. The Delhi Shops and Establishments Act, 1954, which has been in force since 1-2-1955, has laid down all the provisions to safeguard the people's interests, and the present Bill is a sort of an amendment to the Act, and by this amending Bill certain more powers are going to be given to the Chief Commissioner here. But when I went through this Bill I felt that these amendments were not enough. It would have been much better if, like the Punjab Act, this amending Bill had provided one common closed day and one common eight hours' working in a week in addition to strict enforcement of the Act in every respect. But as the provisions in sections 15 and 16 of the Act and even in the proposed section 15 in this amending Bill are the same as before, the same situation as in the Act, as it is at present, is going to prevail, and I am afraid that this amendment is not going to take us far from where we have been standing ever since the 1954 Act. Various types of establishments have been exempted from the enforcement of the provisions of the Act, especially under sections 15 and 16, as I have already mentioned. Section 15 lays down the provision relating to opening and closing hours of the shop establishments, and section 16 lays down the necessary provisions for the closing on every day of a shop establishment. The exempted establishments, for example, are milk, shops, barbers and hair dressers, shops dealing in medicines, etc.,

establishments of skin and wool merchants, establishments of fodder merchants, establishments of motor transport, tanneries, brick and lime kilns, manufacturing establishments engaged in the manufacture of aerated waters, as well as other types of syrup-manufacturing establishments, the workers employed in these establishments which have been exempted number more than 50,000. Any enactment which cannot cater to the needs and look after the interests of all the people concerned—I do not think—should be called an effective measure. It can therefore be said that the scope of the Act even after this amendment is very very limited. It has been argued that the employees working in these establishments should put in eight hours' work and have a day off in a week; it has been said several times, but if we look at the practice prevailing, at what is happening there, then we are very much dejected to see that no establishment employing this kind of employees has ever followed this suggestion or this wishful thinking of the Government.

Sir, there are many trade unions in Delhi and no doubt all these people who are working in these establishments are members of some trade union or other, but it is very unfortunate that these unions have been very ineffective in a way, and now it becomes the responsibility of the Government to safeguard the interest of all those people whose interests have not been safeguarded by the trade union movement. In this connection it may also be pointed out that in the Subzi Mandi area itself, which is one of the biggest markets of northern India for fruits and vegetables, about 10,000 workers fall in this category. Of them 2,000 are fruit-sellers and 1,500 are clerks; there are also about 4,000 *khoncha-wallas*—pedlars—and 2,000 *jhalli-wallas*, and others. As I have already mentioned, they are connected with some trade union or other, but yet they are being exploited all the time by the commission agents—there are