

Therefore there is nothing unusual about it and all the criticisms in the other House as well as in this House are not valid according to me.

Sir, Mr. Lingam wanted some actual figures. For motor spirit it comes to 14 nP. per gallon, for kerosene it is 48 nP. per unit of 8 gallons, for aviation spirit it is 15 nP. per gallon and for diesel oil it is Rs. 11.64 per ton. Like that there is some reduction. Well, Sir, if there is anything else which the hon. Members want, I have no objection to give the information to them.

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill to provide for the levy and collection of additional duties of excise and customs on certain mineral oils, as passed by the Lok Sabha, be taken into consideration."

The motion was adopted.

MR. DEPUTY CHAIRMAN: Now we will take up clause by clause consideration of the Bill.

Clauses 2 to 6 were added to the Bill.

Clause 1, the Enacting Formula and the Title were added to the Bill.

SHRI B. GOPALA REDDI: Sir, I move:

"That the Bill be returned."

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill be returned."

The motion was adopted.

THE APPROPRIATION (RAILWAYS) NO. 3 BILL, 1958

THE DEPUTY MINISTER OF RAILWAYS (SHRI SHAH NAWAZ KHAN): Sir, I beg to move:

"That the Bill to provide for the authorisation of appropriation of

moneys out of the Consolidated Fund of India to meet the amounts spent on certain services for the purposes of Railways during the financial year ended on the 31st day of March, 1955, in excess of the amounts granted for those services and for that year, as passed by the Lok Sabha, be taken into consideration."

Sir, I don't want to make any speech.

MR. DEPUTY CHAIRMAN: Motion moved:

"That the Bill to provide for the authorisation of appropriation of moneys out of the Consolidated Fund of India to meet the amounts spent on certain services for the purposes of Railways during the financial year ended on the 31st day of March, 1955, in excess of the amounts granted for those services and for that year, as passed by the Lok Sabha, be taken into consideration."

DR. A. N. BOSE (West Bengal): Sir, I fail to understand why the Ministry come forward with this demand for an excess grant after the lapse of more than three years. The explanatory notes appended with regard to the various items on account of which excess demands are made seem to me to be quite insufficient. The Ministry ought to have placed sufficient facts before us in support of these excess demands or in support of the excess expenditure incurred beyond what was already voted. Sir, we find that increased expenditures were incurred in respect of several items—on account of repairs, on account of administration, on account of maintenance, working expenses etc. Sir, on the one hand we find that expenses have increased, and on the other hand casualties in railway engines and wagons have also increased, late running of trains has increased, accidents and derailments have increased. There are certain explanations given which, to my mind,

[Dr. A. N. Bose.]

appear to be very inadequate, for example, miscalculation, erroneous calculation, inadvertance, **maladjustment** etc. The Railway Minister ought to have come forward with more statistics, more details and more facts about the reasons for these excess demands. And, moreover, I want to know why these demands are placed after 3½ years. Sir, I may speak further after listening to the explanations to be offered by the hon. Deputy Minister with regard to these points.

DR. R. B. GOUR (Andhra Pradesh): Mr. Deputy Chairman, **this is** surely not the occasion when we could, in detail discuss, some of the problems pertaining to the Railways. But nevertheless, when they have come in the middle of the year to take away some of the moneys from the Consolidated Fund of India, they should also be prepared to have some midway exchanges from us.

SHRI P. D. HIMATSINGKA (West Bengal): Money has already been taken.

DR. R. B. GOUR: You would probably remember that long ago this suggestion was made that for Open Lines they should not charge **more** fares. Now they are taking more money for Open Lines. And I would repeat the demand that for Open Lines you should try to reduce the fares.

Then, Sir, I would like to pointedly ask him as to why the expenditure in respect of working expenses, maintenance and repairs is increasing day by day. And in spite of that our bitter experience is that there is something wrong with the maintenance of railways. The expenditure on repairs etc. is increasing. Sir, I hope the hon. Minister would give us an opportunity in this House to discuss the question of accidents and the Accidents Enquiry Committee's report. We will be able to take up this matter then. But then it stands to reason and the Rail-

way Minister must explain to us, when these excess demands are **being made**, as to why the maintenance of Railways is not up to the mark or up to our requirements and why there is this late running of trains, in spite of this heavy drain by way of **working expenses** etc. Then in regard to demand 9A, in relation to maintenance, on the question of accidents, on the question of seeing that the trains are not late and also on the question of justified expenditure on welfare also, it is necessary that the Government takes the railwaymen into confidence. It has been our bad luck that the Government is not looking at the problem from this angle. They have promised that at various levels they would like to take the workers into confidence and from certain joint committees to see that the maintenance is seen to, to see to the **repairs etc. and** also see that waste and pilferage are avoided. The most important thing is that they agreed that by taking the willing cooperation of the labour, they could avoid pilferage, wastage and they could also ensure that maintenance is looked after properly and late running is avoided. How is it that you are not implementing that assurance which you had given in the other House saying that you are going to form such joint committees?

I would ask, are you or are you not going to take a firm decision to implement it for unifying the trade union movement on the Railways as the Ministry of Transport and Communications did in relation to the P. & T. You had taken a certain decision. That decision, I must say, is not being implemented. The decision of merger of the two organisations is not being implemented. You yourselves took it. Without a unified trade union movement, how do you think you will be able to take the intelligent cooperation of the labour and how do you think that your entire expenditure on labour welfare etc., will be properly utilised? How will they result in necessary benefit accruing to the

workers? You are ^{not} examining it from the point of view of ^{safe} running of trains themselves or from the point of view of maintenance etc. How will you get the more intelligent cooperation of the employees without the unified cooperation of the employees? Don't you see that certain trade union rivalries among workers are themselves a liability for your maintenance and administration rather than an asset? Don't you see that your negligence of the problem is the cause of it. I would say you are neglecting it. You know that you have agreed that the unity has to be brought about in your own interests, in the interests of the labour movement itself, in the interest of the Railways themselves? A particular section of the leadership of one of the Unions or Federation is adopting dilatory tactics; however much you may have political affinities with them, you will have to see that in the interests of administration, they have to be snubbed or pulled up and proper steps have to be taken. It will do good to the Railway administration if they will ponder over this question from this angle. Any amount of excess expenditure or other eagerness to see that the railways are properly managed or run etc., will ^(to go) waste if they do not see that the labour organisations themselves are not only united but are also given the responsibility which they can easily discharge and if that is given to them or imposed on them, they will rise to the occasion and your problems—most of them concerning administration—will probably be simplified. With these words I conclude. Thank you very much.

SHRI SHAH NAWAZ KHAN: My hon. friend Mr. Bose referred to the inordinate delay that has occurred in bringing forward this Bill before the House. I would like to explain that in terms of Rule 308(4) of the Rules of Procedure and Conduct of Business in Lok Sabha the excess of the amount granted by the House shall be examined by the Public Accounts Committee before the excess demands in respect thereof are presented to Parliament.

According to the rules, all the excess must be examined by the Public Accounts Committee before they can be presented to Parliament. This examination was completed by the Public Accounts Committee and their Report presented to Parliament only on the 26th April 1958. As soon as the examination was over we came forward and requested the Department of Parliamentary Affairs to bring this Bill before the House. So I submit that there has been no delay on the part of the Railway Ministry in bringing forward this Bill.

He also referred to the fact that although the expenses were increasing; the efficiency was going down. He referred to various accidents. Only this morning the Minister for Railways promised the House that he was going to present to the House some details of accidents that had taken place during the last 20 years. I would request the House to have a little patience until the full facts and figures can be placed before it and then the Members would be able to arrive at the proper conclusion. At this moment I would only like to submit that although the expenses have increased or working expenses have gone up, the amount of traffic has also gone up very considerably. Perhaps when the full facts are known, the hon. Members will be in a better position to appreciate that the Railways are not doing too badly. Only the other day, looking through various figures, I found that during the last 4 years the average number of persons killed annually came to 214 and the number of persons carried every year by Railways was something like—I am speaking subject to correction—129 crores, and the incidence of risk involved was extremely small and I think if a comparison is made with some of the leading railways in the world we will not compare too badly.

DR. R. B. GOUR: I am sorry that this is a soulless reply to the debate.

MR. DEPUTY CHAIRMAN: Less than 1 killed per crore.

SHRI SHAH NAWAZ KHAN: Nevertheless we don't wish to seek shelter behind any such argument and it shall continue to be our endeavour to minimise the number of accidents taking place in the Railways.

DR. R. B. GOUR: May I ask whether he is prepared to have a debate on the Railway Accidents Enquiry Committee Report in this House? That will give a better opportunity for us to have a close understanding.

MR. DEPUTY CHAIRMAN: You know the Rules. You raise a debate.

DR. R. B. GOUR: Let him officially move it.

MR. DEPUTY CHAIRMAN: If you move, he will consider it.

SHRI SHAH NAWAZ KHAN: It is up to you.

DR. R. B. GOUR: If I move, it will be a two hour debate. If he moves, it will be a whole day debate.

MR. DEPUTY CHAIRMAN: Anyway we are not concerned with that now.

DR. R. P. DUBE (Madhya Pradesh): He is not interested in moving it. You move.

DR. R. B. GOUR: We have to pull the chain.

SHRI SHAH NAWAZ KHAN: There is one other important thing which I would like to refer to. My friend Dr. Gour made some sort of an allegation that the Railway Ministry were not living upto their promise of bringing about a unified trade union movement on Railways. He is perhaps well aware of the efforts . . .

DR. R. B. GOUR: My allegation was about the question of having Joint Committees at every level and drawing in the labour and the organised trade unions into your administration.

MR. DEPUTY CHAIRMAN: Association of labour with the working of railways.

SHRI SHAH NAWAZ KHAN: That was one point. Then he talked about having a unified trade union movement on the Railways. The House is aware of the efforts that were made by the hon. Minister of Railways to bring about unity among the various trade unions at present working on the Railways. Unfortunately, our efforts have not been completely successful. Only recently the representatives of the All India Railwaymen's Federation were given an opportunity to come and discuss things at the Ministerial level. This opportunity had not been given to them previously and this time the hon. Minister of Railways has been trying to bring about unity and he gave them this opportunity to come forward and discuss at the Railway Board level. This facility had not been given to them for some time, and we hope that by this facility which has been extended to them, they will be in a better position to discuss matters and to come to some settlement with the other wings.

Then the hon. Member referred to the association of workers in the management and in the output in workshops. We are trying to associate the workers and to seek their cooperation as much as we can. But sometimes it becomes difficult, due to the attitude of certain trade unions to associate them to the extent that we would like them to be associated. Nevertheless, we do try and seek their cooperation as much as we can in the various workshops and in other places of work, like factories, workshops in loco sheds and other places. We do try to seek their cooperation.

SHRI JASWANT SINGH (Rajasthan): Seek their co-operation in the various tea parties and other parties also.

MR. DEPUTY CHAIRMAN: Yes, there also.

DR. A. N. BOSE: Sir, I, would like to ask a few questions to get clarification. What is the explanation for the erroneous adjustments, the miscalculations and inadvertent under-estimation etc., with respect to various demands like demand No. 7 and demand No. 18. With regard to demand No. 13 it seems that the miscalculation is to the tune of some 40 per cent? What is the explanation for these erroneous adjustments, when there are big officers to look into these things, highly paid officers too.

SHRI SHAH NAWAZ KHAN: Sir, I think it is a recognised and accepted principle that in various accounting matters a variation of up to 5 per cent. is considered reasonable.

AN. HON. MEMBER: But here the variation is as much as 40 per cent.

DR. R. B. GOUR: That only shows their efficiency.

SHRI SHAH NAWAZ KHAN: And in most of these cases it is less than 5 per cent. Of course, sometimes some accounting mistakes are discovered and these of course are set right by the accounts department.

DR. A. N. BOSE: But what is the . . .

MR. DEPUTY CHAIRMAN: We cannot go on discussing this.

The question is:

"That the Bill to provide for the authorisation of appropriation of moneys out of the Consolidated Fund of India to meet the amounts spent on certain services for the purposes of Railways during the financial year ended on the 31st day of March, 1955, in excess of the amounts granted for those services and for that year, as passed by the Lok Sabha, be taken into consideration."

The motion was adopted.

MR. DEPUTY CHAIRMAN: Now we take up the clause by clause consideration of the Bill.

There are no amendments to clauses 2, 3 and the Schedule.

Clauses 2 and 3, and the Schedule were added to the Bill.

MR. DEPUTY CHAIRMAN: There are no amendments to clause 1, the Enacting Formula and the Title of the Bill.

Clause 1, the Enacting Formula and the Title were added to the Bill.

SHRI SHAH NAWAZ KHAN: Sir, I move:

"That the Bill be returned."

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill be returned."

The motion was adopted.

THE ALL-INDIA SERVICES (AMENDMENT) BILL, 1958

THE MINISTER OF STATE IN THE
MINISTRY OF HOME AFFAIRS (SHRI
B. N. DATAR): Sir, I move:

"That the Bill to amend the All-India Services Act, 1951, as passed by the Lok Sabha, be taken into consideration."

Sir, the object of this Bill is to make the All-India Services Act applicable to the State of Jammu and Kashmir. You are aware that at the commencement of the Constitution, we had two All-India Services, namely, the Indian Administrative Service and the Indian Police Service. Under the Constitution and especially in the light of article 370, these could not be made applicable to the State of Jammu and Kashmir unless there was their concurrence. That is the reason why from the commencement of the Constitution up to now, the All-India Services are applicable to the rest of