

work is still in progress. A large part of the area is, however, covered under thick sand-dunes. It is only after carrying out geophysical surveys, i.e., magnetic, gravity and seismic observations, that indications of structures, if any, could be obtained and drilling work started to prove the existence or otherwise of oil. Gravity and magnetic survey on the ground is already in progress. An aero-magnetic survey of the entire region of about 20,000 sq. miles is expected to be carried out shortly. The detailed geological and geophysical investigations including seismic methods will be carried out during the next field season.

PAPERS LAID ON THE TABLE

CENTRAL BOARD OF REVENUE NOTIFICATION PUBLISHING AMENDMENTS TO ESTATE DUTY RULES, 1953

THE DEPUTY MINISTER FOR FINANCE (SHRI B. R. BHAGAT): Sir, on behalf of Shri M. C. Shah, I beg to lay on the Table, under sub-section (3) of section 85 of the Estate Duty Act, 1953, a copy of the Central Board of Revenue Notification No. 15/F. No. 1/16/55-E.D., dated the 13th February 1956, publishing certain amendments to the Estate Duty Rules, 1953. [Placed in Library. See No. S-69/56.]

MINISTRY OF HOME AFFAIRS NOTIFICATION PUBLISHING NOTARIES RULES, 1956

THE MINISTER IN THE MINISTRY OF HOME AFFAIRS (SHRI B. N. DATAR): Sir, I beg to lay on the Table a copy of the Ministry of Home Affairs Notification S.R.O. No. 324, dated the 14th February 1956, publishing the Notaries Rules, 1956, made under section 15 of the Notaries Act, 1952. [Placed in Library. See No. S-71/56.]

REPORT OF THE JOINT COMMITTEE ON SECURITIES CONTRACTS (REGULATIONS) BILL, 1954

SHRI C. P. PARIKH (Bombay): Sir, I beg to lay on the Table a copy of the Report of the Joint Committee of the Houses on the Bill to prevent undesirable transactions in securities by regulating the business of dealing therein, by prohibiting options and by providing for certain other matters connected therewith.

STATEMENT BY SHRI B. K. P. SINHA ON NEWSPAPER VERSION OF HIS SPEECH

SHRI B. K. P. SINHA (Bihar): Mr. Chairman, I would like to draw your attention to a news item published on 22nd February 1956, in column 5, page 1 of *The Mail*, a Madras English daily, under the headlines:

"Kamaraja is against Dakshina Pradesh

What a Congress M.P. Learnt"

The reference is to me.

I never mentioned Shri Kamaraja Nadar or Dakshina Pradesh in my speech. I did not refer to them even remotely or incidentally. The report is grossly inaccurate. A reference to my speech delivered in Hindi will make it clear.

THE BUDGET (RAILWAYS), 1956- GENERAL DISCUSSION—continued

SHRI B. C. GHOSE (West Bengal): Mr. Chairman, there are quite a few bright spots in this year's Railway Budget such as increased traffic, buoyant revenues and in the context of our developing economy, brighter financial prospects. The amenities provided to passengers have also been progressively improving and the Railway Minister deserves congratulations for that. Of course, the Railway

Minister has himself admitted that the amenities are by no means absolutely satisfactory as yet and I am sure his efforts will continue to be directed to further improving those amenities. Notwithstanding these bright features, the most alarming trait, which still continues in railway operation, is the fact that the Railways are still unable to move the traffic that is currently offering itself. It is to this problem, Sir, that I want to confine my observations today. Last year, the Railway Minister stated:

"I feel confident that Railways will not be found wanting in meeting the demands of transport in keeping with the increased tempo of economic development in the country."

I am sure the Railway Minister will agree that that assurance has not been fulfilled and the prospects, as far as one can see today, at the end of the first Five Year Plan, are darker rather than brighter. As it is, the Railway Minister himself has indicated that the shortfall at the end of the first Plan in capacity of the Railways to move goods which is the most important thing, would be of the order of 5 million tons. The increase that he expects to be able to move by the end of the second Five Year Plan is 42 million tons as against what he had originally programmed, namely, about 61 million tons. This, he has calculated, will be required mostly to cover the gap at the end of the first Five Year Plan and the requirements of only certain particular demands, e.g., coal, cement and the demand of the new steel plants which between them will make up for about 35 million tons, leaving only 7 million tons, according to his calculation, for other traffic. He has said:

"I am afraid it will leave a meagre margin for increase in trade and output in other sectors of our economy."

Now, Sir, let us take the estimated requirements of additional freight transport at the end of 1960. They are in two categories—the first category,

consisting of specific increases, that means, requirements for coal, steel and raw material for the steel plants and the second category consisting of increase in miscellaneous traffic. The latter category is estimated at about 17.8 million tons while the former is estimated at about 43 million tons. Now, what it amounts to is this. Even according to the hon. Minister's contention, only the specific increases may be taken care of by the expansion in capacity and other improvements that is expected to be fulfilled at the end of the second Five Year Plan and the increase in the miscellaneous traffic is likely to be neglected. This miscellaneous traffic primarily includes the greater part of the requirements of the private sector. That is the position according to the hon. Minister himself, but non-official estimates put the demand at a much higher figure. An estimate has been made by "The Eastern Economist" which puts the figure of increase at about 84 or 85 million tons at the end of the second Plan over 1953-54. By 1956, 17 million tons will already have been taken care of and if the increase in capacity during the second Plan is of the order of 42 million tons, the gap would be of the order of 27 million tons. There may be other requirements too and the gap may, therefore, be estimated at about 35 million tons. That is the position that we see today if the estimates that have been made are true. That, Sir, is a very serious situation and it is really surprising that we have taken in hand a Plan and have provided for increases in production in various sectors and have not, at the same time, planned for their movement. I do not understand what kind of a Plan that would be. If goods are produced and they cannot be moved, there is no sense in producing more. What we are driving at, if that is what our expectation is, is that we shall have a planned lack of Plan. Even the Planning Commission in this respect says:

"It is at present surmised that with the funds allotted to them,

[Shri B. C. Ghosh.]

they (meaning Railways) may not be in a position to carry all the additional traffic expected to be generated during the plan period and the facilities provided by them may fall short of requirements by about 10 per cent. in respect of rolling stock and by about 5 per cent. in respect of line capacity."

For the Planning Commission to admit that is, I believe, a serious admission because what it amounts to saying is that they are planning for increased production which probably would not be made available to the people because there would not be the means for moving them to the people and the places where they would be needed. At the same time, the Planning Commission says rather in a contradictory manner:

"The position will be kept under review and necessary adjustments in the railway plan will be made in line with developments in other sectors."

I do not see the significance of this observation because they know that today, as they have planned, they have planned for an increase which the Railways will be unable to cope up with.

If that is the position, the next question that arises is of the position of the rolling stock because that is an important item in the Railways' capacity to move traffic. It is surprising that during the first Five Year Plan, although expenditure targets have been fulfilled—and here I must congratulate the Railway Minister because, so far as the Railway Plan is concerned, all the plans have been over-fulfilled which probably has not happened in many other sectors—no improvement in the rolling stock position is noticeable and that appears to be surprising. If you take this pamphlet which has been circulated to us, "The Progress of the First Five Year Plan on Indian Railways", and refer to page 5, you will see that taking the broad gauge locomotive

position, at the end of 1951, the number of over-aged locomotives was 23 per cent., and the expectation at the end of the First Five Year Plan is 32·5 per cent. The percentage of overaged stock will increase by a very large margin. I do not understand, Sir, why that should be so, particularly because we have been replacing or rather rehabilitating our rolling stock. (Interruption).

I am coming to that, the explanations that you are trying to offer. Now, Sir, I must say that the Railway Ministry has not been very helpful in the preparation of this pamphlet. When I say that I do not mean that they have not given some information. But this pamphlet has been cast in a different mould compared to the earlier pamphlet we had in 1954. The 1954 one gave us more comprehensive information. This pamphlet does not give us all those informations. I should have liked to have information specifically on such items, as (a) the number of locomotives, coaches and wagons required to move the traffic offering today, that is, at the end of the first Five Year Plan in March this year and at the end of the second Five Year Plan in March 1961, as at present estimated; (b) the number in each category actually used today; (c) the number that is over-aged in each category; and (d) the number that we shall obtain in the course of the second Five Year Plan.

Now, Sir, when I tried to examine the statistics I felt rather confused. I am sorry, Sir, to have to trouble you with a few statistics now, but I shall not take all the items. I shall confine myself to only one item for the moment to show you why I say that I feel rather confused. If we take only broad gauge locomotives, at different times we get different figures. For example, as to the number of over-aged locomotives that we had, say, in March 1951, there are three estimates given at three different places. In the 1952 White Paper the number was stated to be 1640. In the

1954 Progress Report the number was stated to be 2554, and here, Sir, on page 5 of this Progress Report issued this month, there are certain percentages provided and the total numbers are also provided. The total numbers are in Table III and the percentages are in Table IV. If you work out the percentages in relation to those totals, the total number of over-aged locomotives comes to 2091. I do not know which is the correct figure, and certainly there should have been no confusion as to the number of over-aged locomotives as on 1st April, 1951, because there must be some criterion by which one finds out the number of over-aged locomotives.

Then, Sir, if you take the position, as I was saying, of broad gauge locomotives, the number on 1st April 1951 was 5416. The percentage of over-aged, as stated on page 5 in this Progress Report is 23. That means the over-aged number would be 1246. Now, if you deduct 1246 from 5416, the balance left is 4170. Then we were told that there would be 190 locomotives which would become over-aged each year in the course of the first Five Year Plan. That means 950 in five years. And if you distribute these 950 locomotives in the same proportion as we find the number of locomotives in different categories to be in 1951, namely in the proportion of 5,416 broad gauge to 2,494 metre gauge and 299 narrow gauge, which is not an unreasonable assumption, then the over-aged number of broad gauge locomotives would come to 634 over the period of 1951-1956, which would mean that if you deduct 634 from 4170, the number of good locomotives left in March 1956 would be 3536. We have received about 938 broad gauge locomotives between 1951 and 1956, which makes the total number of good locomotives as 4474 and actually the number in use in March 1956 is stated to be 5892, which gives us 24 per cent. as over-aged broad gauge locomotives. But here the percentage is given as 32.5. Even if we had assumed that all the 950 locomotives that would become over-aged in the five years

would be broad gauge locomotives, the percentage would not come to more than 29 or 30. So I do not understand why it is stated here that it is 32.5 per cent. That is why I would like to have certain definite information as to the state or position in regard to our rolling stock.

I have dealt with only broad gauge locomotives, but more or less the same position obtains in regard to other rolling stock, because these figures are rather conflicting and confusing. It was also stated in the 1954 Report that "an estimate has been made that the Railways would require about 8800 locomotives in working order to move currently the traffic offering in 1955-56". We have today about 9262, which is much in excess of the required 8800 locomotives. I do not know how many of these will be considered to be in working order. Now on the face of it, it would appear that so far as locomotives are concerned—if the estimate in 1954 has not gone wrong—there should be no difficulty in moving the goods. I should also like to know what the position in that regard is.

The next point I would like to come to is about railway finances. Sir, with the adoption of the new convention in 1954, certain changes should have been introduced in the presentation of statistics to give us really satisfactory information. For example under 'Capital at charge' the amount which would be subject to the moratorium should be separately shown so that we may know the amount on which no interest need be paid, and we should also like to have separately the amount of deferred interest outstanding at the end of any particular year, because that would give us an idea as to the burden which, in future years, will fall upon the Railways. In so far as the Development Fund is concerned, of course, there has not been any borrowing so far. If and when there should be any borrowing, that should also be separately shown. I do not know what is the intention of the Railway Minister in regard to these funds, namely, the Development Fund and the Reserve

[Shri B. C. Ghosh.]

Fund. Has he decided upon any principle of allocation of the surplus that we may have in any particular year as between these funds? Last year he had allocated the whole of the surplus to the Revenue Reserve Fund. This year, I mean in the coming year, he is allocating the whole to the Development Fund. So, is there any principle involved in this? Does he want to bring up the Revenue Reserve Fund to equal at least two years' payment of dividend, which at one time was considered to be the appropriate size of the fund.

In the second place, in regard to the financing of the second Five Year Plan, it appears that 680 crores of rupees will be added on to the capital at charge and the balance of 445 crores will come from various sources like the Depreciation Reserve Fund, the Development Fund and the Fund chargeable to revenue for Open Line Works. Now, as regards the second Five Year Plan the Railway Minister has said that the Railways are expected to provide 375 crores of rupees. I should like to know how the balance of Rs. 70 crores, that is, Rs. 445 crores minus Rs. 375 crores, is to be provided. Is it from borrowing from the Government, through the Development Fund, or what is the analysis of this amount? So far as contribution by the Railways to the financing of the Plan is concerned, I think the Railways have no reason to be apologetic. When the Railway Minister says that the Railways will provide Rs. 375 crores, he is placing the position rather modestly. The modest Railway Minister—at least the outwardly modest Railway Minister—should not be modest about the contribution that the Railways are making towards the financing of the Plan because it is not only Rs. 375 crores but the dividends that we are paying should also be taken into consideration and that would come for the five years to Rs. 175 to Rs. 200 crores. So, it is really 50 per cent. of the finances required for the second

Five Year Plan that will be contributed by the Railways themselves. Therefore, it is all the more surprising that the Railways should not have received a better and more sympathetic treatment at the hands of the Planning Commission. Sir, the balance of Rs. 70 crores should not be difficult for the Railways to find in view of the buoyancy that is noticeable in the Railway revenues. There is already a Freight Structure Committee enquiring into the matter of freight rates. Whenever you have a Committee, we may be sure that there will be increase in freight rates. There will be no sense in appointing a Committee if no increase is expected or anticipated. And in the same way there is no reason—even though we are thankful to the Railway Minister for not increasing passenger fares—to presume there will be no increase in fares in future. I am sure he will not assure us today that there will be no increase in future years. The fact that there is such a large development Plan and that we have to make such a large contribution to the general revenues would mean that we should be prepared for increases in both passenger fares and goods freight. What its repercussions on the general economy would be is another proposition. We shall discuss that question when the actual occasion will arise. But the Railways are today in a fortunate position. They are a monopolist and the demand is greater and so as a monopolist they can charge higher prices and they can get away with it. But if economic conditions should at any time deteriorate, of which there is at the moment no sign because we have planned a large development expenditure, the Railway Minister will be in for serious trouble because of the increases in freight that we are introducing.

I said about the railway finances that I wanted to have figures of borrowings from the Government and the capital that we may have under the moratorium provision so as to find out as to what may be the surpluses in

later years because if at the end of 1961 the capital at charge were about Rs. 1,650 crores—not that we will have to pay dividend immediately—and if we had to pay dividend on the whole of that amount, the dividend would come to about Rs. 66 crores; if not in 1960-61, but in some future years we will have to pay that amount and the serious inroad that it will make on railway surpluses can be easily imagined.

Now, if the railway problem is that it has to move the traffic that would be offering itself—and at the present moment that cannot be done—then we have to consider as to how far we can improve the organisation and the operation of Railways taking into account the increase of rolling stock that would be available during the second Five Year Plan.

So far as organisation is concerned, there are certain suggestions that may be made. The Kunzru Committee had suggested the setting up of a statutory authority for the proper functioning of the Railways. I am aware that the Railway Minister has a naturally adverse reaction to that proposal. Now, I am also aware that he is a very rational person. I would ask him to consider this proposition. It is true that the Railways are not functioning badly. The Railways are functioning, let us admit, fairly efficiently. The question arises whether if we had a statutory authority we could have still further improvement. If it could be demonstrated that a statutory authority would, under the existing conditions, bring about a better state of things, even admitting that the Railways are operating fairly satisfactorily today, then it would certainly be our duty to make that change in organisation.

[MR. DEPUTY CHAIRMAN in the Chair.]

As I said, I have not got any definite opinion on the subject but many railway experts say that it is desirable that the Railways should be separated from Government interference and other difficulties which the present set-up entails. Even apart

from that, there is the question of strengthening the Railway Board. The hon. Minister has already referred to that fact. The Estimates Committee has also stated that there should be another member added to the Board as the task is getting too heavy. It appears that it is a reasonable suggestion and I am sure the hon. Minister will give his consideration to this question. Thirdly, there is the question of the zones. Now, so far as zones are concerned, I feel—I hope at least—that the Railway Minister has an open mind. At least last year he did admit that in a developing economy the organisational set-up of the Railways could not obviously remain static. That means that he is always prepared to have the position examined. As a matter of fact, he has set up another zone in the form of the Southeastern Railway. So he has not stood on prestige. Now, both the Railway Corruption Enquiry Committee and the Estimates Committee have recommended that a technical expert committee should be set up to examine this problem. The figures that the Estimates Committee have given of workloads of different Railways show that they are very heavy. Even when we have the divisional system introduced in Railways other than the Northern and the Eastern, even then the workload is likely to be heavy with existing traffic. Then there is the question of increase during the second Five Year Plan. So, I do not see any special reason for opposing the examination at an expert level of the whole problem. Those who have made this suggestion—and there were a large number of Members of Parliament both in the Railway Corruption Enquiry Committee and in the Estimates Committee—are, I am sure, certainly anxious that the Railways should improve their operational efficiency; and if a reorganisation of the zones will produce that result, certainly that should be welcome.

It is true that there has been certain improvements—welcome improvements—in the operational efficiency

[Shri B. C. Ghose.]

of the Railways. There has been improvement particularly in wagon utilisation although the question of locomotive utilisation remains the same. There has not been any improvement on that item. There has been considerable improvement in wagon utilisation and it has been responsible for the larger amount of goods that have been moved. I am sure that will be further improved and the gap that we see today of about 18 or 27 million tons, may not be so serious a problem in view of the efficiency that may be brought about in the operation of the Railways. But still these are the problems that require to be looked into. There is also a small suggestion by the Estimates Committee made about the metre gauge section which according to that Committee appears to have been more or less neglected. That also, I believe, calls for the attention of the Railway Minister.

Now, Sir, I do not want to say anything more today. The position of the Railways has to be given serious attention to. The draft second Five Year Plan has stated that the Railways constitute the nation's life line. If that life line is not strengthened, then the whole economy, the expanding economy that we expect to evolve out of the second Five Year Plan may be endangered. And, therefore, I hope the Railway Minister is sufficiently aware of the burden that he carries today in the matter of the implementation of the second Five Year Plan and will spare no efforts to make it a success.

PROF. G. RANGA (Andhra): Mr. Deputy Chairman, I think the country as well as this House have much justification in being satisfied with the manner in which our Railways have been administered, maintained and run during the last three years. I am spreading it over this particular period because it covers just the period during which the hon. Minister, our friend, Shri Lal Bahadur Shastri, has been in charge of it, and I feel that he deserves congratulations

from all quarters in this House as well as outside for the manner in which he has really stepped up the spirit of service within the Railways. And also among all sections of the railway staff and railway operators an atmosphere of a greater degree of service has now come to prevail. Sir, my hon. friend, Mr. Ghose, has, I think, paid a very eloquent and also fulsome compliment to the success that has been achieved by our Railways during the last two years. He did not put it in so many words, but by implication, by stating that our wagons have been pressed into good service, even the over-age locomotives—such a good percentage of them—have been made use of without any bad results to our nation, he has admitted that the Railway Administration has succeeded in giving satisfaction.....

SHRI B. C. GHOSE: Not to the people who want to move their goods; nor to the passengers. There is overcrowding.

PROF. G. RANGA: Of course, there is overcrowding. The point is if there is overcrowding, it is nothing new to the Railway Administration or to the hon. Railway Minister. He has admitted it and the Planning Commission also has admitted it. Therefore, if at all we are to criticise in regard to overcrowding, it can only be that it has increased. Nobody says that it has increased. Then, with regard to the movement of goods also, nobody can possibly say that newer and more numerous bottlenecks have arisen during the last one year.

SHRI B. C. GHOSE: What about the future?

PROF. G. RANGA: Quite right, in the future. My hon. friend has made complaints. We are prepared to support those complaints and I am sure my hon. friend, the Railway Minister, would be prepared to under-write those complaints. These can be placed at the doors of the national Planning Commission. And then, thereafter I will come back again to the quarters where these complaints have to be placed, not only before the national

Planning Commission but also the whole nation, including this House and the other House too.

Now, therefore, there are three ways of looking at this particular Budget that is placed before us. In regard to the administration that we have had, I am satisfied and I am sure that others also, who would look at it in an honest manner, would be satisfied. There has been a distinct improvement in the administration, in the tempo and also the quality of service that has been offered to the nation during the last three years, particularly so during the last year.

The next thing is this. What are the plans the Railways have in order to improve the position, in order to remove these bottlenecks in regard to this overcrowding and also the wagon supply? Can we feel that the Railways are really conscious of it and, therefore, they have made sufficient plans, good enough plans, which ought to be taken up by this House as well as the other House? Now, coming to the second point in regard to the plans that they have made, no one can possibly find fault with them, because they have gone to the national Planning Commission with their plans and the national Planning Commission themselves admit that they were unable to accept these plans and they also admit that because of their failure to accept these plans there would be—as was quoted by my hon. friend, Mr. Ghose—so much of this overcrowding, so much of over-age stock already being used and so on. Therefore, we cannot find fault with them.

The third point is this. Have they got any vision in regard to the service that the Railways have to render to our nation? If the kind of vision that they have placed before this House, before the rest of the country as a whole, the kind of vision that they have is not good enough, is not satisfactory, there would be justification to criticise them. But I am sure that every section of this House will agree with me when I say that the vision

that they have placed before us for the development of the Railways and for the capacity of the Railways to render service to our people on both sections—the movement of the goods and also the movement of passengers—cannot be considered to be unsatisfactory; and, on the other hand, cannot also be treated merely as visionary, but in the practical world it is sufficiently visionary and sufficiently ambitious, and also satisfactory.

Now, having said these three things, I would like to draw the attention of the House to the new proposals, new ideas and new vistas that the hon. the Railway Minister has been ambitious enough to place before us. I will start with small things and then I will go to the more ambitious schemes. For a very long time we have been asking for departmental catering. There was such a lot of opposition from many vested interests and so many vested interests have grown up during the last 50 or 70 years, that it was not an easy task to uproot these vested interests. It needed real moral courage and we had to wait for so many years even after *Swaraj* had dawned on us before we could possibly—before the Railway Administration could possibly—take courage and try and uproot this particular evil. And it goes to the credit of my hon. friend, Mr. Shastri, and also his able deputy, our friend, Mr. Alagesan, that they have come forward with their proposals for providing facilities for departmental catering. And I am glad also that my hon. friend, the Minister, has warned this House and the country also that it would be economical to the country as a whole to be prepared to lose something on this rather than be cheese-paring, and give more and more satisfaction to all those **millions of passengers** who will have to resort to the service of railway catering.

Then, Sir, I am very glad that the Railway Administration has at last decided to try and have only two classes in the country. We have been talking of levelling up of our people and also removing these various

[Prof. G. Ranga.]

inequalities. One of the big things that has been made by the Railways, during the past century, is to force all these people—touchables, untouchables, of different castes, of different religions and all these people—to go into the same carriage irrespective of their private feelings in regard to each other. That was a great contribution. For a very long time we have been waiting for this particular contribution also—forcing these different classes of people, graded according to their own social status or financial status, to sit together, to live together and travel together, so that the poorer people, the less educated people, the less socially advanced people might learn, through their association with the others, as to how to be good passengers, clean passengers and also wholesome in social life. Now, this is, according to me, a very big move that my hon. friend proposes to make and I welcome it and I am sure the country would welcome it. Then, we come to.....

SHRIMATI LILAVATI MUNSHI (Bombay): Will the third class be named second class or will there be more amenities?

PROF. G. RANGA: The minimum thing that I have already said.

SHRI H. N. KUNZRU (Uttar Pradesh): That does not matter.

PROF. G. RANGA: Now, the second class people today look down upon the other class passengers, irrespective of amenities, and they are going on sniffing at the other people. When these clean-minded people who are habituated to be clean all the time and those who are not habituated similarly are forced to go together, then it would certainly help those less privileged people. The moment they are brought together, my hon. friend himself will be pleased to note that the opportunity for improving the amenities will be greater. That question will be burning and it will be much more intensive. The people also will become more conscious of their responsibilities.

During the last five or six years, much has been done by them to improve the amenities to passengers. I need only mention a small bit of them. It is a very satisfactory arrangement. The supply of drinking water on all the important railway stations is a new feature. I am sure that most of the Members have noticed it during the last one year. This is a thing which is being appreciated by our own masses. There is also the other arrangement of keeping sweepers waiting, at least at some of the important railway stations, to clean the trains. As soon as the trains arrive, they clean the railway compartments. This arrangement is being implemented today. If you were careful to see what is happening, you would not miss to find that these sweepers are waiting for the convenience of the passengers. Therefore, in this manner, improvement is being achieved and more and more efforts are being made in order to improve the conditions of third class passengers. When third class is converted into second class, those who till now have been second class passengers are forced to go in the new second class and keep company with the old third class passengers. Shortly conditions will begin to improve, the pressure on the Railway Administration will begin to grow and the Railway Administration will necessarily have to respond—and I am sure they will be able to respond—to the needs of the people. They want to provide air-conditioned trains. They want to make it as an experiment. For years, we have been dreaming of a thing like that. Did we think that it would be within the reach of all? We never felt really sure that it would be possible for us to bring it to this earth—into practical reality. Now, it is being offered to us. It is a very ambitious scheme and a scheme that is worthy of a Minister who is obliged to carry on this Administration in a realistic manner and who, at the same time, has got to be a visionary. Then he would like to bring in buffet-cum-cinema shows also in the third class passengers' waiting halls. This is an

excellent suggestion. If they are to pursue these things and then improve upon them, it should be possible for us to make our railway passengers conscious of the fact that Railways are a national property. They are their own property. Rs. 960 crores worth of property should be treated as the possession of every one of the people and more so by the railway passengers. And when they are helped to feel in this way, we can be sure that there will not be so much of loss from which the Railways are suffering now. The people will begin to use the Railways very carefully, sensibly and wisely and to that extent, the efficiency of the Railways will also improve. This is a thing which is worthy of those so many richer countries and yet, this experiment is going to be made in this country and I am sure that the House will welcome it.

SHRI K. S. HEGDE (Madras): It will also help our people know about the national development. The films will show them all these.

PROF. G. RANGA: All this will be done. The Railways will play their role in the second Five Year Plan and it will be a success. The masses will become plan-conscious and they will be given the opportunity to know what the country and the Government are trying to do and to enlist their co-operation for the sake of their own second Five Year Plan.

Electrification of some of our Railways, doubling of some of the lines and then introducing diesel engines, these are the three new directions in which additional progress is promised. I think that it ought to be welcomed by everybody.

Then they have done a very sensible thing from the businessman's point of view. When a good thing comes to be done, we begin to wonder why it has not been done earlier. It is a discovery at the very simplicity of it. There are certain seasons in the railway year during which there is less of traffic—fewer people going to and fro in different parts of the country. And during those periods, if Rail-

ways were to create conditions by offering special concessions to passengers and inducing them to move, it would help everybody, it would help the railway revenues and also help lessening of overcrowding to some extent, because people who would like to go from Rameshwaram right up to Kashi or Hardwar or Rishikesh can perform their journey during those periods. They need not undertake these journeys during the rest of the year when there is bound to be so much of overcrowding on the Railways. This is a kind of discovery in railway economics. I congratulate the Railway Board for having made this discovery and this will help stimulate railway traffic during those particular periods. Tourism will improve.

Then there is the question of zones. My hon. friend, Shri Ghose has brought in two points. There, he wants the Railways to be statutorily administered. The other is that he wants more zones.

SHRI B. C. GHOSE: That I did not say. I said that we wanted that to be enquired into.

PROF. G. RANGA: He wants it to be enquired into.

I have something to say in regard to the idea of a statutory organisation. This is nothing new. Even when the British were here, there was some gentleman who was brought down here—Mr. Wedgwood or somebody. He went round the country and made a similar suggestion. We voted against it in the Legislature on.....

SHRI B. C. GHOSE: It was a foreign Government.

PROF. G. RANGA:very good reasons. The same reasons hold good. Look at the Damodar Valley Corporation, the Hirakud Project and various other projects for which we have got statutory bodies, all administered by themselves. How much opportunity does this House get....

SHRI B. C. GHOSE: That is the trouble.

PROF. G. RANGA: No trouble, it is only imaginary. How are we to see that these administrations are being carried on satisfactorily? After all, what is it that we want to have and especially in the case of the Railway Administration which touches our masses on so many points and occasions? Should we not have the same statutory Board, the Railway Board? The very same people help manage the same Board. You will have no control. If you were to look at this Report, you will find them saying how many times, on how many subjects, how many questions were put in and how many points were made and how many suggestions were also offered and as a result of it, this Administration is being improved. Something was envisaged about catering. Do you mean to say that the catering with all the racketeering that was going on, would have had a chance of going at all if there had been a statutory authority and handed over by your Administration to half-a-dozen grand people? It is impossible. What is the difficulty? Is my hon. friend, Shri Lal Bahadur amenable to his uncles or to my nephews or his grand-children's influences in regard to job hunting? No. He is not. We are not going to have that.

SHRI B. C. GHOSE: Would the officers be amenable?

PROF. G. RANGA: Officers themselves are not amenable and if they are, there must be something wrong with us. Let us improve it ourselves instead of handing it over lock, stock and barrel to an outside authority. I am not in favour of it

As regards this zonal railway re-organisation, I think that a weighty recommendation was made by the Committee known as the Railway Corruption Enquiry Committee presided over by one of our national leaders, Acharya Kripalani. I am prepared to give great consideration to that recommendation, and at the same time I would like to leave this particular matter to the Railway Minister and his technical officers. If they can

possibly decide in favour of one or two more zones, well, then I would welcome them to do so, but I am not quite sure whether these two years during which this divisionalisation is going to be achieved, by which the Estimates Committee as well as the Kripalani Committee have set so much store, is the right time for having some more zones. After all, there is the question of resettlement or unsettlement of a large number of officers from one place to another, housing problem for their offices and for themselves as individuals. All these problems call for complex responsibility, and I am not quite sure whether we would be right in pressing on our Railway Minister here and now to decide in favour of increasing the number of zones. At the same time, I am anxious—and I am sure the Railway Board is anxious—that this divisionalisation should be achieved at top speed.

I am also glad that they have established this Efficiency Bureau, and I hope that they would give their fullest support and sufficient finances to this organisation. I wish to inform the Government that we expect big results from this Bureau, if only they were to be properly strengthened and they were to work efficiently and patriotically. I am also glad that they have decided in favour of strengthening their Research Organisation. They have already started three offices, I think, in Lonavla, Lucknow and Chittaranjan. I would like them to examine the possibility of having these offices in more places, at least one in every one of these zones, so that they would be able to give the fullest possible consideration to all these problems that call for research. It is also good that my hon. friend has realised or recognised the importance of giving training to the staff, and, therefore, he is anxious to strengthen this particular section of the organisation. We want more and more of these institutes and schools. He himself admits that at present the capacity of these institutes or these organisations is not enough to cope with the load.

I am also glad that they are going to organise, or they have already taken up, the purchases of difficult items of store in order to build a reserve in anticipation of the second Five Year Plan and all the demands that it would be making. Our Railway Administration has been able to achieve the targets set out in the first Five Year Plan because they had the wherewithal not merely in terms of money but in terms of stores, in terms of technical apparatus and equipment. It is most necessary that they should begin to augment their supplies and have changed their earlier policy in regard to stores and develop a new procedure by which they need not be afraid of accumulation of stores provided they would have the right type of stores and stores that they would be really in need during the next five years.

Then, there is the question of labour participation which is a revolutionary proposal. For years we had been asking as members of the Congress even during the British days, and also after we achieved independence, for labour participation in the running of our industries and much more so in the running of nationalised industries, and here is a Minister who comes forward to say that he is going to make an experiment with it, to make a beginning with it in the railway workshops. In what manner this has to be achieved is a detailed question, technical question, which ought to be left to him. This House, as well as the other House and the country too, will be behind him in seeing that sooner or later—sooner the better—labour will be welcomed as one of the two or as one of the three principal participants in the administration, development and management of our Railways. I hope—and I am fully confident—that our railway labour from the bottom right up to the Railway Board will fully realise the significance of this move of the hon. Minister and do their best to see that he succeeds in setting up an example to other industries so that in the near future, during the third Five Year

Plan, it may be possible for us to extend this experiment, which would then no longer be an experiment, to more and more of our industries. Considerable success has been achieved in Yugoslavia in this field. It is true that it is a totalitarian Administration and all that they have done and in the manner that they have done it may not be applicable to us, but nevertheless this experiment is well worth trying and I am glad that he has undertaken it.

Then, there is the other point. Three years ago I made a suggestion that in view of the fact that we need more and more railways in different parts of the country and also in view of the fact that there is paucity of funds here at the Centre, the State Governments, even the District Boards and the general public, should be invited to co-operate with the Railway Board in order that preliminary steps may be taken to have surveys made, to purchase the lands along the lines that are proposed, to have earthen roads and if possible to build temporary or permanent culverts, bridges and so on. When we make our suggestions generally we are not quite confident that our suggestions are likely to be taken note of by the Administration. We feel very very diffident about it, and especially when we make such revolutionary suggestions, it is naturally venture-some on our part to think that those suggestions are likely to be taken up by the Administration. The then Leader of the Opposition styled my suggestion as fantastic, but here is a Minister today to try and give effect to that fantastic suggestion. He has himself made it clear that the Planning Commission is not in a position to advance the money needed by him. Mr. Ghose also has given all the figures. We need many more miles of railways. The State Governments, when they were asked to say how many miles of railways they would like to have, suggested that there would be need for extending the railway lines by 6,000 miles. That is the maximum demand that responsible

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organisations like the State Governments can possibly place before the Planning Commission and the Railway Board.

THE DEPUTY MINISTER FOR RAILWAYS AND TRANSPORT (SHRI O. V. ALAGESAN): No, it came to much more.

PROF. G. RANGA: Yes, originally it was very much more and the Railway Board brought it down to 6,000 miles from 15,000 miles and then the Planning Commission brought the figure down to 3,000 and now it is 1,800, and I only hope that it will not be further reduced. This is not enough. They have their own new steel plants to be set up, they have their own industrial enterprises and they want the products of these undertakings to reach different places. They want the raw materials to come in. And for all this they want new railway lines. Therefore, these could be treated as the railway lines for the Plan, to serve that purpose, I might even say, to serve the limited purpose of meeting the requirements of the new industries that are going to be brought into existence. In these circumstances, let us consider this as absolutely necessary. And can we blame the Planning Commission? Nor must we look at it in that way. They are going to, as it were, provide Rs. 4,800 crores for the whole of the public sector and they are allotting a little more or a little less than 25 per cent. of that for the Railways alone. How much more can we ask them for? With how much can we be satisfied for the Railways? Is it not the duty of the whole nation, of all people, to find a solution to this lemma? There are ways in which you can make the State Governments go ahead with the work on these lines. They can purchase their own lands or obtain the land by *bhoodan*. And they should induce and inspire the local people to offer their own contribution, either completely or partly free contribution; and in that way lay out

the roads. And these roads can now be used, till the railway lines are provided. In that direction there is lot of scope. But if we do not take courage in both hands and go and appeal to the State Governments and to the State Legislatures, if the State Governments and the State Legislatures do not take the initiative on their own and proceed on these lines, then it would not be possible for us to achieve the economic development that we need and which can only come with the development of the Railways.

Then there is the other question too of helping the Railways. How can we do that? The Railway Minister has asked for co-operation from the State Governments and from the general public as well, to offer their voluntary labour. I wish to reinforce, that appeal what it is worth, that appeal of the hon. Minister. It is the duty of all Members of Parliament to reinforce that appeal.

SHRI K. S. HEGDE. What is the concrete form that my hon. friend is suggesting?

PROF. G. RANGA: I am coming to that.

SHRI K. S. HEGDE: For as it is, it is rather vague.

PROF. G. RANGA: I thought I had made it concrete enough. The people's participation should be there. We are building village roads through the national extension services and these roads serve our own villages. And the biggest beneficiaries are the peasants themselves and the interests served are those of the peasants themselves, because they can move their stuffs to the markets. Therefore, I would ask my own *panchayat* and inspire our own people to come forward in that particular area or zone where the railway line is proposed, and which would be going by the side of the village, to provide the earth-work, to do the digging part of it, the rolling and the dressing parts

and that sort of thing. That kind of road-making can be achieved with the help of national leadership as well as of State leadership. Take for instance this proposed line from Nellore to Maidukur which is going to be surveyed. It will be possible for the local *panchayat* and the people, the moment they are given the alignment, to help in the making of the earthen road. It may be that the railway line would not be laid for the next five or ten years. But during that period of five or ten years, this earthen road can be made use of by our bullock-carts and in that way we can improve the condition of the agriculturists and also help the Railways in an indirect manner.

Sir, I am not at all happy at the immediate prospects for the next five years. The Planning Commission itself admits that overcrowding is not going to be reduced. I find that they hope to meet the coming additional traffic though even that is doubtful. We are going to have more and more traffic. But who can calculate how much additional traffic there is going to be? There is to be a rise by 25 per cent. in the standard of living and the travelling habit is also being developed. The Railways have taken upon themselves this work of encouraging more and more of long journeys and also the development of tourist travel and so on. So when more and more people begin to travel on our Railways, what will be the result? There will be overcrowding. And overcrowding of what kind? It is overcrowding which according to me, is almost inhuman. Sir, you will find that between America and our own country—it is a most curious thing—there is close comparison in that as many people are being carried by our trains as are carried in America. But while America has about 42,472 locomotives—steam, diesel and electric—we have only 8,615. There the Railways are able to carry passengers to the extent of 34,640 passenger-miles, in our country, our Railways carry 37,864 passenger-miles. All credit to our passengers for putting up with

all that overcrowding. All credit to the Railway Administration for handling such a gigantic task. And now the Railways have to carry even more people. We seem to be at loggerheads with ourselves. There is overcrowding and at the same time we are encouraging more and more people to come and go by our trains. We do not have sufficient number of carriages, no adequate staff on the Railways and it is not possible to carry all this traffic.

SHRI H. C. DASAPPA (Mysore): What is the remedy?

PROF. G. RANGA: The remedy is obvious. We should not welcome these long-distance tours. Let us persuade our people to undertake only shorter and shorter journeys. In that way you can go on thinking.

SHRI K. S. HEGDE: Whether you encourage it or not, the movement has started and it cannot be stopped.

PROF. G. RANGA: Whether we succeed or not, we should be prepared to place more money at the disposal of the Railway Minister in order to improve not only the amenities given to the third class passengers, but also to improve the kind of carriages you give to these passengers, and also increase the number of these carriages.

SHRI K. S. HEGDE: A little more sense must be put into the Planning Commission.

MR. DEPUTY CHAIRMAN: Order, order.

PROF. G. RANGA: The poor Planning Commission is not here to answer that, to have more sense put into them.

SHRI B. C. GHOSE: Increase the inconveniences, that will dissuade the passengers from travelling.

PROF. G. RANGA: But who are the Planning Commission? We ourselves

are the Planning Commission, because the Planning Commission is there on behalf of the whole nation. You have got to find the money. They are hard put to it, finding even this sum of Rs. 4,800 crores. At the same time my hon. friend here is wondering whether the hon. Minister has got up his sleeves some proposals for increase of freights and fares. Certainly he has got to do it. I wonder why he has not come forward with such proposals. It is because he has not sufficient courage to come forward and face the House and.....

SHRI B. C. GHOSE: Oh, no. He has courage.

PROF. G. RANGA:.....the public and ask them for greater contributions. Do we not know that the nation invested a sum of only Rs. 960 crores on its Railways over a period of two centuries and now the Planning Commission has asked the whole nation to foot the bill to the tune of some 700 crores in five years? Just compare this period of five years against two centuries. My hon. friend over there says the Planning Commission has no sense. I say that the travelling public and the users of our Railways must now gird up their loins and....

SHRI H. N. KUNZRU: Which two centuries is the hon. Member thinking of?

PROF. G. RANGA: Ever since the Railways have come.....

AN. HON. MEMBER: Only a century.

PROF. G. RANGA: I beg your pardon and I stand corrected, I should have said 105 years.

MR. DEPUTY CHAIRMAN: Would you take more time?

PROF. G. RANGA: I am concluding. I am coming to the end of my speech. It should be 105 years. I beg your pardon, it is a big mistake.

MR. DEPUTY CHAIRMAN: You are concluding now?

PROF. G. RANGA: Over this period of 105 years, the investment on Railways has been only Rs. 960 crores and now the Planning Commission, that is to say, we and the whole nation propose to invest Rs. 700 crores. Therefore, there is all the more reason why the railway users themselves, on the side of the goods, on the side of the passengers and also the railway operators, should be willing to make their own contribution. So far as the operators are concerned, it must be a matter of sacrifice. So far as the railway users are concerned, is it not a fact that railway charges in this country are very reasonable, extremely reasonable and does it not stand to reason.....

(Interruption)

DR. R. P. DUBE (Madhya Pradesh): Give him a little more time, Sir.

MR. DEPUTY CHAIRMAN: He is concluding.

PROF. G. RANGA: If my friend is not willing to part with some money, he is welcome to it but I can tell my hon. friend that there is no escape from this position. The railway users must be expected to make their own contribution in order to increase the service.

(Interruption.)

MR. DEPUTY CHAIRMAN: All the interruption comes because Members are hungry.

PROF. G. RANGA: I am concluding, Sir.

MR. DEPUTY CHAIRMAN: If you want more time, you may continue in the afternoon.

PROF. G. RANGA: I thought you may not give me more time.

MR. DEPUTY CHAIRMAN: You may continue after lunch.

The House will sit till 6 P.M. today. 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.

PROF. G. RANGA: Mr. Deputy Chairman, Sir, I was saying that there is an inescapable case for an increase in fares and freights if we are really to have the kind of development that we need, even the minimum amount of development. At the same time I am prepared to qualify this by saying that whatever increase there may be hereafter, it should be specially devoted for development purposes and we should make it perfectly clear to our own people that we are going to put a 12½ per cent. credit surcharge on all fares and freights, according to the amount of money that has got to be paid by the business people in the shape of freight and when it comes to fares, according to the distances that may be covered. And once the public knows that that money is going to be utilised only for developmental purposes, I am sure they would be more ready to agree to it. There is all the more reason why they should agree to it because they have already had the advantages and they are having the advantages of quick travel and safe travel and transit on the Railways whereas in the rest of the areas the people do not have this convenience. *Kisans*, workers and the masses there are suffering today for want of this kind of convenience by way of transport. They have to be helped. Today the nation has already agreed to contribute quite a lot of money through the national Planning Commission and naturally this section of the people who are the beneficiaries and who are the users of the Railways should also be expected to make their own contribution. I hope that the Government will give consideration to this

possibility if not now at least after the first year of the second Five Year Plan is over.

Then, I am glad that my hon. friend has laid special stress upon the contribution that the Government is making to achieve self-sufficiency in the supplies that they need. I do not wish to trouble the House by repeating his own figures again in regard to the percentage of stores that they are purchasing in our own country. It is nearly 70 per cent. and the percentage of stores that they are purchasing directly from abroad has gone down to as low as 16.8 per cent. I wish to commend them on this and I sincerely hope that they would be able to achieve complete self-sufficiency at the earliest opportunity.

Thirdly, I wish to lay stress on the need for having a nation-wide drive for rooting out corruption on the Railways. I am glad that the hon. Minister has gone one step further than the Kripalani Committee by deciding upon the setting up of a central organisation at the Centre for vigilance purposes. At the same time I want them to examine the possibility of not placing these Vigilance Officers directly under the General Managers but to keep them directly under their own organisation while at the same time make them to work through the General Managers so that they could be assured of the maximum amount of independence in their activity. Sir, not too much stress can be laid on this very great need to fight corruption that obtains on our Railways. Detailed recommendations have been made by that Committee and it stands to the credit of our Government and the Railways that unlike the usual practice of Governments, they have gone to the farthest limit of accepting the recommendations of this Committee and I hope that they would be able to achieve the maximum possible satisfaction in this direction.

I am also glad, Sir, that these Zonal Advisory Councils of the railway users

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are being given every possible opportunity to make themselves felt and I wish to bear testimony to the fact that once we made a suggestion that on the third class sleeping accommodation should be provided. Not even ten days had elapsed after we had made that suggestion before the Minister was prepared to make up his own mind and announce his policy of accepting that suggestion. And it has been implemented. It has become extremely popular and I hope more and more carriages will be provided for this purpose so that all the third class passengers who want to make use of this facility would be able to find accommodation.

Then it is necessary that our people.....

MR. DEPUTY CHAIRMAN: I thought that you were closing your speech.

PROF. G. RANGA: I thought you wanted me to wind up my speech and so I was in a great hurry. Sir, I have got only two more points.

Now, I want to deal with the question of vandalism on our Railways. We have to make it clear to our people by every possible means at our disposal by publicity through radio and.....

SHRIMATI PARVATHI KRISHNAN (Madras): Cinemas.

PROF. G. RANGA: Yes, cinemas also. Thanks very much. They should invite the co-operation of all the political parties in order to carry conviction to our own people.....

SHRI K. S. HEGDE: That is most important.

PROF. G. RANGA:.....in order to persuade our people that every rupee worth of damage rendered to the Railways is actually the loss of the nation. They are only doing harm to the nation, more particularly to the under-privileged people whose

dependence upon the Railways is greater than that of others who can possibly go about in their own cars and various other conveyances. It was indeed a matter for sorrow to have had to read day after day about what was happening recently in Orissa. I do not wish to go into the reasons why they did it, but I am only staggered at the madness with which those people had behaved in that manner. After all, whose property has been lost—this one crore worth of property? It is my property, your property, everybody's property and we would be obliged to burden ourselves with additional taxation in order to get back that money that had been lost. For that purpose we have to use up our resources of men and material which would otherwise be necessary for much more essential national activities of construction and building.

Then there is the question of labour. I wish to congratulate the Railway Administration for the good relations that they have developed with our labour. I am also glad that although there had been some rivalry between two rival labour organisations, more and more of them are coming to realise the need for coalescing into one consolidated organisation. Only this morning news came that in Ajmer or somewhere two staff organisations were merging with each other so that they could have unity. I am glad that the hon. Minister has put in a very strong plea for unity in the labour ranks and I hope that the labour will come to be united in that great organisation that has come to function on all their behalf, that is, the National Federation of Indian Railwaymen. But I have one small appeal to make to our labour friends and the Railways too. Railways are one of the biggest of employment agencies. They have provided employment for more than a million people and they hope to provide employment for another two lakhs of people. Also they are about the best paid of the industrial workers of this country. Therefore, they also have their duty. I do

not mean to say that they have not been doing their duty. They have been serving the nation well, but yet the nation would be justified in expecting some more contribution from them by way of more self-sacrifice, more conscientious and more industrious work that they can possibly do not only for the benefit of the Railways but through the Railways to the nation. They can in that way win the goodwill of the nation not only for themselves but for all other sections of labour in this country. It is in this manner I hope—and I am confident, Sir,—that this labour participation that my hon. friend is now launching can be expected to become a success and also lead the way for its further progress and acceptance in other fields of employment also in this country so that sure and sound foundations can be laid for the development and also for the successful achievement of the socialistic pattern of society that we are aiming at.

SHRI BISWANATH DAS (Orissa): Sir, I rise to make certain observations taking this as practically the end of the journey in the sense that my friends have completed the first Five Year Plan with success. Sir, after the last elections four years have passed and one more year awaits the Parliamentary elections. It is necessary, therefore, that the Budget, that has been presented, should be scrutinised from all points of view. Sir, it is needless for me to state that my friends have won certain laurels, laurels in the sense that the first Five Year Plan has been completed and completed with success, getting more than what we necessarily and naturally expected. Sir, the elimination of the first class, which was at first attempted, but which failed, has been made successful and has been implemented to the fullest extent. In all Railways better amenities to railway users have, to a certain extent, been resorted to and implemented. Sir, travel conditions are today freer and better than what they were before the stewardship fell in the hands of my hon. friend. Stable financial con-

ditions have been restored. Rehabilitation of the Railways had been undertaken and to a great extent solved. Greater reliance on Indian manufactured goods and accessories for the Railways has been resorted to. All these are certainly laurels for which our friends deserve the congratulations of this House as also of the country.

Having said this much it remains for me, Sir, to state whether we have to take the Railways as a business concern of the State or a utility concern. If we have to consider the Railways as the biggest industry that we have, probably next to Russia in the world, as a State concern, and if we consider the Railways merely as a State business concern, I do not think that we have achieved very much, taking into account the rise in fares that we resorted to during the past year. Taking it as a utility concern I think we have to say that certainly the Railways are run in the right direction and to that extent my hon. friends and also those who are responsible for the administration of Railways deserve our thanks.

Sir, an hon. friend has called for a statutory body for the administration of the Railways. I join issue with him. If you want to have again *maths* and *mahants*, by all means have your *maths* and *mahants*, provide *inam* villages for them and maintain the *maths*. I for myself always want parliamentary control to the fullest extent. Sir, one has to realise that every tax-payer in this country is a shareholder in this great concern and he exercises his power of checks and controls over the organisation and its working through the Parliament. I do not understand the call for statutory bodies to administer business concerns and more so utility concerns, which we claim and always desire should be utility concerns.

Then again, Sir, a point has been raised by my hon. friend for whom I have always regard, that the labour should have participation in the management. Even here I would go

[Shri Biswanath Das.]

to a certain extent with him, but cannot be wholly with my friend, Mr. Ranga, for this reason that State activities and specially State activities in the socialistic pattern of society that we have in view, cannot be compared with the private sector, where it is our earnest desire that the labour should have their share in the management of the business, whereas here, it is all labour—which is the labour, which is the management and which is the employer in our Railways? I join issue with anyone who feels that the Railway Board or the Minister or the railway higher officials constitute the employers and the IV or the III grade officials, as they are called today, are the employees. Sir, each one, whether he is a Member of the Railway Board or the General Manager of a regional concern, is as responsible or as big or small as a shareholder. Even the President of the Indian Republic is a shareholder of this great concern. That being the position it would be far wrong if we claim that here on the same basis as we claim labour participation in the private sector. Therefore, I would plead with my friend not to go the same way in this case. I know Mr. Ranga is always careful. I would only caution him that there must be a limitation and I am sure that my hon. friends are never lagging behind in their great anxiety to console labour and to utilise the best that labour stands for. Sir, in this view of the question I give a limited support. Sir, I am one of the few Members who tour widely and extensively in the mofussil and see mofussil railway stations. Wherever I have gone, I have seen not very happy conditions. I used to call the station masters aside and appeal to them, "Brother, this is your concern. Why don't you attend to this thing or that?" And they told me plainly that they did not have that amount of control over the fourth grade employees. Sir, while calling for participation and all that is necessary and useful in this regard, I would call

upon the labour leaders and those who plead for labour to impress upon them the necessity of discipline and obedience so far as their work is concerned. Let them have more pay; let them have more prospects. Let them also claim for participation if necessary and desirable in the management but let them learn equally the need to be disciplined.

Sir, I have put these two questions, namely, whether it is to be a State trading organisation or whether it is to be a utility concern. Having replied myself that it is a utility concern, I think I will have to state certain things and I hope my hon. friends will not take them amiss. Sir, this is practically the criticism that I would offer to my hon. friends and it is this. I, as a member of the All-India Council of Technical Education, moved the Council as early as 1949 to request the Government to throw open all their workshops for training of technicians, on a mass scale, and we stated that the Railways and other State concerns should be the first of the institutions to make a beginning in this regard. Sir, six or seven years have passed now and I want to know what has been done in that connection. Sir, referring to the memoirs of Babar, one finds that this country, as early as 1526, had a number of technicians both in high and low levels. Babar says that in those days there was no dearth of technicians. But what is the position today—middle of the 20th century and seven years after our independence? We are still in great need of technicians. Is it fair that we should have workshops of such dimensions and yet we stand in need of technicians? I would, therefore, implore my hon. friends to consider this aspect of the question. I am aware of the fact that a small beginning has already been made in this regard but small mercies cannot meet the huge demands of the country. In this regard I would appeal to my friends to have a plan and a programme so that we know to what extent, how far and under what circumstances the desired result can

be expected. If the Government and more especially the biggest of our industries, not only that, but the biggest of the State industries in the world barring Russia, does not make a beginning in this matter, who else will do it? What is the use of approaching the private sector if the public sector does not give a lead in this regard? If necessary, let my hon. friends bring in the necessary amendments to the Railways Act. Let the Government of India take necessary powers not only to make a beginning themselves in their own workshops and factories but also to insist upon the private sector to undertake this very necessary work. That is my first criticism that I have for the consideration of my hon. friends.

The second criticism that I would like to offer is about regionalisation of industries. There has been a tendency on the part of the Government, following the footsteps of the British Government, to concentrate workshops and factories in certain areas like Calcutta, Bombay, Madras and others. There may be certain conveniences inherent in those places, but you have to develop the country as a whole. If you do not develop this country, you go down. If you do not develop the country, you have to explain to the people. How else could you improve it; how else could you do it without resorting to regionalisation of industries? Sir, as a Member of Parliament I have been crying hoarse about this for the last six or seven years but to no purpose. I would appeal to my friends to take up this question in right earnest so that all the regions of the country could be developed. When I talk about this, I have in mind the hopeless and miserable conditions of undeveloped States like Orissa and Assam; not only that but also the case of the ex-States. In all these areas very little attention has been given to developmental work. Sir, what have they done? Very little. Looking at the figures and facts provided by our friends, I find that about Rs. 900 and

odd crores have been spent on the Railways so far and we have about 34,705 miles of railways. So far so good. The British had constructed certain railways and the ex-States themselves had constructed certain railways. They were necessary for their own purpose. They were necessary to help foreign trade. But, what have our Government done to develop our country? Sir, I come from a State which is called backward, but I have never accepted that position.

SHRI T. BODRA (Bihar): You appeal to your own Government.

SHRI BISWANATH DAS: Thank you very much. I do not appeal to sentiments as is resorted to by my friends on the opposite side. I always appeal to reason. We have a State where our lands are fertile. We have forest reserves and have ample raw materials and minerals and yet the State is poor and helpless. It is for the Government as the largest transport authority to develop this unfortunate State.

SHRI K. S. HEGDE: You have weakened your case by your recent activities.

SHRI BISWANATH DAS: Well, it does not come with grace from Madras who had destroyed the railway property at Bezwada. (*Interruptions.*) Therefore, before you think of others' sins, peep into your own conscience. Such acts are always bad and will continue to be there unless we ourselves learn how to behave. Regionalisation, therefore, necessarily brings you to certain things, namely, that we have to follow a positive policy in this regard. Mere sympathy will not do. Small remedies will not develop all the States together. And unless 3 P.M. and until all these States are developed simultaneously—I do not mean together, but I do say simultaneously—with due attention necessary for this, you will have to leave, Mother India limping. And I would appeal to my hon. friends to keep always in view this important question.

SHRI T. BODRA: They will burn the trains and railway stations in Orissa.

SHRI BISWANATH DAS: Sir, I always feel that with the existing resources more passenger amenities could be effected than what has been done so far. The Ministers have been kind and good to do their utmost to improve, to find as much resources as possible and allot them, but that responsibility the Railway Board must undertake. The regional General Managers and the officials connected thereof must resort to strict economy to give effect to the intentions both of Parliament and of the Ministry. Sir, in this, I believe, more attention is necessary, vigorous search is necessary and location of responsibility is also necessary. I will just give you certain instances to show how things are not as bright as they look at the surface. Having visited railway stations, I see that there are a number of refreshment stalls, tea stalls that have been constructed with moneys from the amenities fund. Thousands of rupees have been spent from the amenities fund for construction, but the stalls are kept locked up. Why? Because there are no vendors. Why should the Railway Board, the Railway Authorities go to invest money, construct stalls, and stalls at huge expense, only to find that in the long run there are no vendors? Why should you invest money? Are there no other kinds of amenities? Sir, I am aware of the fact that Advisory Committees are there. The Advisory Committees have got limited functions. Therefore, I would plead with my hon. friends to take non-official assistance more and more and in an effective manner. Unless and until you do it I believe that despite all their actions, the Railway Administration will not be as efficient, as useful and as energetic as is expected of it.

Sir, we had before and during the British regime catering establishments on a communal basis—Hindu, Muslim, European. Now, these three are in existence. Why? The Muslim

catering establishment is converted into non-vegetarian and it is called non-vegetarian, but the same is in existence. And then the vegetarian catering section is practically Hindu and there is the European section. These three sections are there. It is only a difference in name. I want that there should be a thorough change. Why should you have three stalls in one place? Whom does it serve? Does it serve the individual.....

SHRI K. S. HEGDE: Why, you don't want vegetarian or non-vegetarian?

SHRI BISWANATH DAS: If you have patience, I will tell you. I am not a vegetarian; I am a non-vegetarian. I profess to champion mixed diet. And therefore, what I plead is that there should be two classes only—vegetarian and mixed diet or non-vegetarian, call it what you will. Why should you have three? What is the result of these three? If you have three stalls that means you have to provide more space. More space means more money. And then there is one other aspect also. The man who invests expects a return. Now, if you expect three people to invest money that means you make the process more expensive. You expect a heavy licence fee and you expect a heavy establishment. And who is the sufferer in this struggle? It is the poor user who suffers. We do not get half the worth of the money that we pay in railway catering. Therefore, I plead with my hon. friends to see that these conditions are changed, so that you will get space economy, you will have to spend less money. We Indians cannot afford the European way of life. If you want to have it in some places, have it in some important places. It is not necessary in ordinary district headquarters; in ordinary places, I think you need not resort to these three.

Sir, third class and inter class passengers have been allowed into dining cars. The same process could be extended, just to have a small section for third class and inter class pas-

sengers. Those who want to have non-vegetarian and mixed meal may go to the European style restaurants. Therefore, I feel that this aspect also will be attended to by my hon. friends.

Then, Sir, I come to another aspect. I find that there are certain contradictions in railway management and I want my hon. friends to attend to wipe off contradictions. They have announced that we will have a new type of Janata corridor train, with a well-equipped dining car and a conductor guard. So far so good. I welcome it. But have they seen the Parlakimedi Light Railway, have they seen the Mayurbhunj Light Railway? I invite my friends to come with me and see them.....

SHRI GOPIKRISHNA VIJAIVAR-GIYA (Madhya Bharat): Some of us have seen; I have seen.

SHRI BISWANATH DAS: The Parlakimedi Light Railway runs at a speed of eight miles per hour! Less than the speed of the *jhatka* or tonga. And mind you these unfortunate people have to sit for seven and a half hours in the train. On the wayside stations even parched rice is not available. It is not sold, because they cannot pay the licence fees. Look at the wisdom of these people. There were no lights in the trains. The trains start at night and reach the destination at night. There were lamp-posts; but no lights in the trains. Representations were made. Now there are lights.

Therefore, I appeal to my friends to see that these amenities are provided. See that you are rehabilitating these Railways. You have purchased these Railways. The Railway Board got the Mayurbhunj Railway for nothing as a result of merger. The Parlakimedi Railway was purchased very cheaply. Why can't you rehabilitate them? There is no programme for rehabilitation.

AN HON. MEMBER: We may convert them.

SHRI BISWANATH DAS: Do anything. I am not concerned. What I want to say is that passenger amenities should be provided. Even the unfortunate people who get into your trains at Parlakimedi or the wayside stations are human beings, they are Indians. They are the shareholders of your Railways. What right have you to deprive them of their rights? If I am court-minded and litigation-minded, I would go before the High Court for an injunction against the Government of India not to deprive the rights of the people. They are entitled to the amenities as a matter of right. What right have you to prevent?

AN HON. MEMBER: Who will be the defendants?

SHRI BISWANATH DAS: The defendants will be the Government of India which means Parliament.

Sir, I am thankful to the Railway Board for having agreed to lay down the minimum amenities for railway stations. These have been accepted by the Board three years ago. Three years have elapsed. I have a right to know if and when these minimum amenities for the ordinary railway stations are to be provided. When I talk of minimum amenities, I talk of water and light. You are supplying water to railway passengers. You are providing lights during night in trains and at stations for the convenience of passengers and also you provide other minor amenities. Have you provided these at these small railway stations? No. You have not. Not being able to provide these minor amenities, what right have you to spend more money on important stations to provide further amenities? I would plead with my hon. friends to look into this aspect and make the Railway Board give effect to their very orders that were issued in the past so that the minimum amenities are made available to the ordinary small wayside stations. The minimum amenities are supply of drinking water and provision of light.

[Shri Biswanath Das.]

I do not agree with my friend, Prof. Ranga that it will be possible for the ordinary people to join together and create conditions so that new railway lines could be constructed. For the utilisation of labour and *shramdan*, the Bharat Sewak Samaj is taking the necessary action.

I congratulate my friends despite some harsh words that I have said.

SHRI H. C. MATHUR (Rajasthan): Mr. Deputy Chairman, Sir, here is a comprehensive, matter-of-fact speech which touches upon almost all conceivable subjects of interests to the Railway Administration. It places before us an honest and a forthright statement of facts and problems and reflects their desire and determination to face these problems squarely in a realistic manner.

Sir, going through this Budget speech, one gets the inevitable impression that the Railway Administration does not want to get itself circumscribed by the plans and programmes given to it by the Planning Commission for future development and expansion. They have taken steps already to fill the gap which is necessary to provide the necessary finances—Rs. 50 crores—by a blanket surcharge on freights and they seem to give a clear indication of their intention to go further by surveying the 3,000 miles for new railway construction. They do not want to confine themselves to the 800 miles accepted by the Planning Commission. We will examine all the provisions in the Budget. We will examine all the recommendations made by the hon. the Railway Minister in this perspective and in this background.

This blanket surcharge of 6½ per cent. would never have been justified otherwise. We have already a surplus Budget. We would have had about Rs. 22 crores to give to development funds, but still, as I have submitted, another Rs. 11 crores which are being raised by the sur-

charge are justified only in the light of the fact that this amount is to be devoted to expansion schemes and we are all determined to see that the Railways go ahead. Railways cannot be examined in an isolated manner. They are very important because the impact of the Five Year Plan very much depends on them and will have a great effect on the transport facilities which will be provided by the Railways. But I wish the Railway Minister to give us an assurance that this surcharge, the impact of which is not known is only an interim arrangement. It is only because we have a Committee enquiring into this matter that he could not have had any selective source to be introduced at this stage. The very easy thing open to him is to have the surcharge and have an easy additional revenue of about Rs. 11 crores. But I hope that he will have no hesitation in assuring this House that this surcharge is just an interim arrangement.

I would immediately like to refer to the case of ex-State railway officers, not because that is the most important of all the matters with which I am going to deal, but I refer to that matter in the light of the very strong criticism which I found myself forced to offer during the last Budget speech. I know that the scars of that criticism were left on the mind of the hon. the Railway Minister for a long time and I do not know if they are there even today. But I would submit that the decision which has been announced in this Budget vindicates the justification of the very strong criticism which I made. But I have great pleasure in acknowledging that this vindicates not only the justification of this criticism, but much more than that. It shows that the Railway Minister has guts, that he possesses the strength and the integrity to revise his own decision and make a definite improvement on the decision he had taken last year. This is really a fundamental improvement upon the decision taken earlier. I am fully aware of the fact that the hon. the Railway Minister had inherited a very

bad legacy in this matter. I am also fully aware of the fact that the hon. Minister for Railways was faced with certain difficulties on this subject, and it is in this context that I wish to acknowledge my deep gratitude to him for what he has done, but I hope he will permit me to make it clear to the House that while I acknowledge that he has made a definite improvement—it may be that he could not have been able to do better in the circumstances in which he found himself—he must be fair and frank to say that it has not been possible for him to do full justice in this matter. If he just refers to the decisions taken by him, he will find that there are certain fundamental objections which could be taken to the decisions arrived at by the Railway Board. These decisions are not very clear to us, and they require a lot of amplification. I would not go into that, but I would expect the hon. the Railway Minister to make us a little wiser on some of these items. The first is:

“On a review of the position, some more officers will now be fitted into the Class I service with effect from the date of integration.”

May I know what criterion has been adopted in this recommendation? Who are the officers? What is the formula adopted? We are completely in the dark. We do not know how many officers are going to be fitted into this class. The next decision says:

“the declared date for the purpose of calculating seniority, already fixed for each permanent officer of the ex-State Railways initially absorbed in the Class I or Class II service, will remain unchanged.”

He can take a little credit for this because in taking this decision, possibly he has washed away the effect of certain recommendations which had been placed before him during the consideration of this matter that each railway officer should surrender about four years of his service. I have got the material which prompted the per-

sons concerned to make such a recommendation which was absurd to say the least, but simply because a recommendation to that effect has been made, that does not justify that by leaving the matter as it is, he has done any justice to the persons concerned. Let us examine the implication of the present state of affairs. What is the declared date? I have never been able to appreciate this matter. What is this arbitrary date which my friend has fixed in regard to each and every railway officer? If they go into details, if they examine, as they have examined, I believe, each and every case, they will find themselves face to face with an almost absurd position. Now, all the Members of Parliament coming from the Jodhpur Division, some Congressmen included, had submitted a memorandum some four years back to the hon. the Railway Minister, and I will read a passage out of this memorandum which was submitted. It will make clear to the House how absurd the decision of the Administration is in this particular matter.

“Now we come to the principles enunciated for determining the basic seniority of the officers of the Jodhpur Railway. Based on those principles the seniority of the officers of the ex-Jodhpur Railway who are allocated to Class I has been determined as given in Appendix E. It will be seen from Appendix E that in the case of several officers the declared date of entry into Class I service—which on the former Indian Government Railways is taken as the date of confirmation—is not the same as the date of their confirmation as gazetted officers in the service of the former Jodhpur Railway.”

It does not correspond with the date of confirmation—

“The result is that in these cases the date of entry in Class I service as declared by the Ministry of Railways—which will determine their relative seniority—has in some cases been put back by periods varying from approximately 1½ years to as

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much as 5½ years. In doing this, as has been said in sub-para (i) of para. 9 above, the cadre of the ex-Jodhpur Railway is taken to consist of the posts now equated to Class I and Class II and the permanent officers who are allocated to Class I are deemed to have entered Class I on the dates on which they could find a place against the last gazetted post on the cadre."

Sir, it will be interesting to see what it boils down to:

"What it boils down to is that an officer, until he had attained a position in the equated cadre which, by seniority, gave him a gazetted post, has been treated as in Class III."

It is taken that everybody started from Class III. This becomes much more serious in the cases of certain other officers. They are simply taken as if they were non-existent at the time. I do not know how such a formula can be accepted. A man is a gazetted officer, well-qualified and also recruited through the U.P.S.C., but still he is treated as if he had not existed for the first few years of his service. Not only that, there was a definite agreement between these officers and the Railway Administration. I will read the relevant clause in that agreement:

"That the officer will, as soon as he may be directed by or on behalf of the Durbar, assume charge of his duties and that his service will be considered as having commenced and his salary will be reckoned from the date he takes over charge of his duties."

SHRI H. C. DASAPPA: That agreement was with the State Government.

SHRI H. C. MATHUR: That agreement has got to be respected. They have stepped into the shoes of that Government. That agreement definitely gives the officers the undertaking that their services will be reckoned

from the date they took charge or from the date of their confirmation.

Mr. Deputy Chairman, I will just quote one or two instances which will make the House understand the injustice of the whole affair. Here is an officer who has passed his Civil Engineering Examination from Roorkee. I think it will be accepted on all hands that the Roorkee Engineering College is one of the best, if not the best, civil engineering colleges in the country. Here is an officer who is a gold-medalist from that college. He passes his examination with merit. He is recruited through the U.P.S.C. directly, and today after all these years he finds himself as recruited as Class II officer. It is no use naming people, but I refer to Mr. Bhandari from the Jodhpur Railway. There are two other officers, England-returned, fully qualified with English qualifications. They will be taken as recruited as Class II officers and continuing in Class II. One does not know what happens. Possibly, under one of these formulae, one or two of them might now, through a side-door enter into Class I. Still some of them may have to stay back. I have stated all this only to make it clear to the hon. the Railway Minister that it has not been possible for him to do full justice in a straightforward manner. But as I submitted, I quite recognise his difficulties. I am prepared to understand the set of circumstances in which he is working and I am prepared to appreciate the bad legacy which has been forced on him. I am prepared to understand the pressure or the discontent which has been fomented in certain circles and that is why in spite of these very clear factors which should have been gone into in the determination of their cases, I have given the hon. Minister my fullest compliments and I have expressed my deep gratitude. And I know for certain that had it not been for a personal interest taken by him and the sympathy and understanding brought into the matter by the Member of the Railway Board, even this would not have been possible. I

appeal to the officers of the ex-State Railways to have confidence in the Railway Ministry and to take this order as an earnest of their anxiety to do the right thing by them. But I wish the Railway Board also to take an attitude of deep understanding towards these officers. If the integration which had been effected five years back, is to be brought about in the real sense of the word, if the integration is to be an integration of the minds and hearts of these people, let them not get an impression that they are being treated as being inferior or as untouchables. Let them be treated with courtesy and consideration. Let them be given a feeling that they are welcome members of the staff and that all the people put together have got to do their best in the service of the Railways, which are our biggest national enterprise. Now, if you just examine it—it may be that it is happening that way, without any thought being given to it—you will find—and I have already referred to it and there was a lot of argument about it—no ex-State railway officer in an important job in the Railway Board. When I say Railway Board, let me make it clear that I do not mean that these officers should be appointed as Members of the Railway Board. But then you have got a plethora of Directors, Joint Directors and so on. Let these officers also be there. If the integration is after all to be brought into being, give them a feeling that they are given all the confidence. There may be officers who themselves may not like to come to the Railway Board. What I am pleading is for that sort of a feeling or attitude to be developed in this matter. Now you had a post of the Secretary of the Railway Board. I happen to know the gentleman who has been appointed to that post. I know him because he had been in Jodhpur as one of our Divisional Superintendents, a man of deep understanding, a man who was the first officer to come from the Government Railways and who was deeply respected. He created such a good feeling with the officers. But in spite of my having such feeling for

that officer, for his deep understanding and his ability, I thought, Sir, the Railway Ministry would have done much better if they had given this job to one of the ex-State railway officers. Nobody would have been better off by coming over here as Secretary of the Railway Board, but I hope the Railway Minister will not dispute that there are officers of the ex-State Railways who are competent to hold such posts. As I submitted, it would not have helped that officer very much if he came over here. But such an appointment would have created such a tremendous confidence and goodwill among the officers of the ex-State Railways. But I can assure the hon. the Railway Minister, as I have said here on the floor of the House, that we will do all we possibly can to create that sort of feeling and understanding in the minds of these officers and I crave the hon. Minister's indulgence to do what he possibly can in this matter.

Sir, from this subject, I shall pass on to another important matter which has been mentioned by the Estimates Committee. It has been suggested in the report of the Estimates Committee that the Ministries of Railways and Transport should be separated. Such a suggestion, coming as it does from senior Members of Parliament, from a highly responsible and representative body, is entitled to great respect. But I venture to submit that I very strongly differ from them on this question and I do not wish that the Railway Ministry should accept this suggestion. The argument advanced in support of this suggestion is the one about work-load, that the work in the Railway Ministry has gone up and is going up to such an extent that it will not be possible for the Railway Ministry to look after both these branches. Sir, I have thought it fit to mention this matter now because I feel that at no other time than now is it more necessary for the Railways and the subject of road transport to be under one and the same Ministry. We have all along been asking for co-ordination between the rail and road transport systems

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in this country. If that co-ordination is to be effective as well as smooth, then it is very necessary for the road transport and rail transport to be in the same hands. This is particularly necessary at that stage and at that time when we are in a developmental stage. When we are developing our transport systems this co-ordination is most essential. If it is found necessary, there can be a Deputy Minister or a Minister of State, to be exclusively in charge of the Transport Ministry, but the head of this Ministry should be only one person, if we are to achieve effective and smooth co-ordination between our rail and road transport systems.

Mr. Deputy Chairman, I would next like to submit that while the Railway Administration have an ambitious plan and programme for future expansion, they have to a very great extent neglected certain very important spheres of activity. Now, the metre gauge constitutes almost the same length as broad gauge but that section has been very much neglected, more particularly the sections covered by the Western and Southern Railways. We come into contact with the Western Railway because most of the Rajasthan area is covered by it. I have travelled all over the country and I saw real and effective improvements on the broad gauge but the metre gauge section has been very much neglected. Reference was made to this subject by the first speaker and he also referred to the observations made by the Estimates Committee. I want to pin-point the attention of the hon. Minister on this subject. The Estimates Committee recommended that the Divisional Headquarters of one of the Railways, the Western Railway, which is located at the terminus in Bombay should be shifted to Ahmedabad or Ajmer. They made a definite recommendation. I would strongly urge the Railway Minister to consider this point. Instead of having the Headquarters at Bombay, the Headquarters of this particular Railway with which we

are concerned should be shifted from Bombay. I would think that Kotah would be a better place and I have got very strong reasons for making that suggestion. Kotah is a Division and we have both the broad and metre gauge lines running through. Though we would very much like Ajmer to be selected, because we have to satisfy the claims of Ajmer after its merger with Rajasthan—we have to give it a certain importance by locating certain departments there; it would very much help if the Headquarters of the Western Railway is located at Ajmer and it would be very nice—I think Kotah has a better claim. More reason is on the side of Kotah because that part of the country is going to be developed very much. We have got the Chambal scheme, a very big and a very ambitious scheme, and several other developmental activities are going to be centred round about that place. So, it would be very advisable if the Headquarters of the Western Railway is located at Kotah. If that be not possible to be done straightway, as has been recommended by the Estimates Committee, they should make a move in this direction and should at least post the Senior Deputy General Manager there. As a matter of fact, it is for the Railway Board to work out the arrangements as to how they should proceed in this matter.

As we go through the speech, very correctly we find that developmental schemes have naturally drawn the attention of the Railway Minister. The Ministry has got to take into consideration the steel plants, their location and also arrange for transport for taking the material to those places and from those places. Nobody grudges that but it appears to me that the attention of the hon. Minister has not been drawn to the urgent need of those areas which are going to be developed as a result of the Bhakra-Nangal scheme, as a result of the Rajasthan Canal scheme, etc. Those areas are at present completely starved and there is no road or rail transport in those areas.

If development on the agricultural as well as the industrial side is not to be blocked, it becomes very necessary for the Railway Administration to take particular note of the developmental needs of those areas. We would at least like to know how the hon. Minister for Railways proposes to meet the needs of these areas. Let us be enlightened on the subject by him because we do not find any reference to any scheme in these areas. I do not think that such a big area could have escaped his attention or the attention of the Railway Board. May be they have certain plans which do not find a mention here, but we are anxious to know what they feel about it and how they propose to satisfy our demands in this regard. This particular area about which I have talked at present is almost a desert area but anybody who would take a little trouble to go to the Gangapur side would find what a complete transformation is going to come about when all the developmental schemes are completely implemented. The Gangapur side is almost the granary of Rajasthan; it produces enough and more not only for Rajasthan but for export also. Now, that area is going to be expanded very much and very soon. The schemes have already been taken up and the canal is likely to start giving water next year and, learning, as I do, from the Planning Commission that the Rajasthan Canal scheme is going to be definitely taken up very shortly, I feel that there is urgent need for these areas to be taken in hand.

From these developmental schemes, I will pass on to the anti-corruption organisation. I had been asking questions on this subject, as you know. I have reasons to believe that the Railway Minister is very anxious to do all that he can to eradicate corruption. I also know that he has had a brilliant record as the Home Minister of Uttar Pradesh where he dealt very effectively with corrupt police officers, but our experience of the administration of the Railways is not so happy. I do not know what

his handicaps are; I do not know what his troubles are; but we know for certain that cases which should not take more than a few months for enquiry hang on, where some important officer is concerned, for months together, for years together and sometimes the files are lost. I thought that at least the Railway Minister would be fully aware personally of the very few cases which are under enquiry and investigation, but the answers to our questions in Parliament give a very sad account of the state of affairs. Possibly, we know a little more than what the Railway Minister at least indicates or at least says that he knows. I do not know if he wants to keep back some information. I am not aware. I do not think he is of that type, but, Sir, we find that some of the cases are hushed up. Some of the cases did not progress and no effective measures were taken. A Railway Enquiry Committee was appointed in this matter and the Railway Enquiry Committee has made definite recommendations. I do not know what are the hon. Minister's reasons for not accepting in full the most important and vital recommendations of that Committee. That Committee had made this recommendation, Sir, that the anti-corruption organisation on the Railways should be strengthened on the following lines:

"They should be separated from the security organisation of railways and placed under an officer of senior administrative rank on each railway loaned from a Government Department other than the Railways and designated as Chief Investigating Officer. He should be assisted by an Anti-Corruption Officer in the senior scale. He should maintain close contact with the Chief Security Officer and the General Manager. He should be responsible for the work of the organisation to the Railway Board direct."

We know that they are now putting out a certain organisation, a Central

[Shri H. C. Mathur.] organisation, in the Railway Board. Well and good. As a matter of fact this Report also envisages that somebody in the Railway Board was going to be entrusted with this job—whether it is going to be a separate officer and a separate organisation is entirely different; it makes absolutely no difference—but the important fact was that the officer who was to be appointed on each zone was to be an independent officer. That officer was only to be subordinate to the Railway Board. That officer was to be of the cadre of a senior administrative officer, that is, equivalent to a departmental head. That officer was to be drawn from some other Ministry so that he would not be influenced in any matter by the administration of that zone. Now, instead of that, what the hon. Railway Minister proposes to do is to appoint one of the railway officers, a senior scale officer. Why does he want to do this? Why should we not accept the very salutary recommendation of the Enquiry Committee, I do not understand. How do you expect that senior scale officer, whose future entirely depends on the good reports of many of the officers under whom he has to work, to report against them if they are not found honest? The departmental heads are there and the General Manager is there and his entire future is in the hands of many of those officers. Do you think that that officer can take the proper initiative and can bring about the proper independence and make any effective contribution in eradicating corruption? It may be all right that he goes about hunting a petty official here and a petty official there, but where the chain goes right up to the top, he will not be able to touch those lower grade officers. The only effective recommendation which has been made by this Committee is this set-up of the organisation at the zonal level. There should be no apprehension about it, and knowing as we do the extent of corruption which is obtaining, on the record which is before us, I

think, Sir, very effective measures are called for. I do not know what the reasons of the hon. Minister are, but it leaves us with a very sad sort of feeling and gives us a feeling that no earnest and sincere desire is there. And I do not know what is the obstruction which has been put in this matter, because it becomes very difficult to believe that the Railway Minister does not want to eradicate corruption. After all, of all the people nobody should be more anxious than the hon. Minister for Railways in this matter.

Sir, when I say all this very strongly to take effective measures to wash out corruption, I also want to mention the other side of it. I do not want that any wrong impression should be created in the minds of the people as if all officers of the railway are corrupt, or that we are on a certain expurgatory measure. There are many good officers, and along with the steps which are to be taken to put down corruption certain steps must be taken to encourage good officers. At present there is very little which is being done to encourage honest and good officers. They are almost treated just alike; it is a matter of course; the honest officer also gets promotion; the dishonest officer also gets promotion. There is no feeling created in the minds of the clerks at the lower level, no feeling created in the minds of the subordinates, no feeling created in the minds of the officers that honest and good work will be rewarded. I would be very happy if the hon. Minister for Railways tells us what are their present arrangements for encouraging such officers.

Lastly, Sir, I would only mention the overcrowding on the Railways. I will not have the least hesitation in conceding that the hon. Minister for Railways is the best friend of the third class passengers. It is acknowledged; it is accepted. There is a general feeling in the minds of us all that he wants to do all that he possibly can to help the third class passengers. That sort of feeling is

there. But, Sir, it appears to me that frequent talk about this overcrowding has to a very great extent dulled our sense of responsibility in this matter and we have in a way almost come to accept that the present state of affairs is normal, all that is possible is being done, nothing better can possibly be done, Sir, I do not share that view. I think proper priorities are not given. I think we have not even been able to put in that effort which we are capable of doing. The highest priority should possibly be given in this matter. If you just glance at the figures given in the Budget speech itself, you will find, Sir, that we have added 1589 locomotives and 4837 coaching vehicles only and 61,773 wagons on additional as well as on replacement account. This indicates what poor progress has been made and what poor attention has been paid to the addition of the rolling stock so far as coaches are concerned. I say all this, Sir, with a full sense of responsibility. I have reasons to believe that if we wanted more coaches to be manufactured in this country, we could have managed it if there was a planned programme of construction of these coaches. Even in the railway workshops which we have, if there is a proper scheme and a proper plan for the expansion of these railway work-shops, there would be no difficulty in getting the requisite number of coaches to relieve the congestion in the third class. Sir, I say this matter is more important because we, who travel in the upper class, feel very much humiliated. While travelling in the first class having a comfortable seat and a comfortable berth for myself, I find in the winter month of January more than a dozen persons clinging outside my carriage, I feel humiliated, and as soon as the train leaves, they thump and want to get into it.

I ask the hon. the Railway Minister to give me an answer, to give me guidance as to how I should act in this matter. I have gone through this experience more than once. On one occasion, I had no other alternative left with me

but to open the door of the first class and permit these twelve persons to come and sit in the first class. Those people in the winter month of January clinging outside your carriage, how can you sleep inside the carriage? On another occasion, when I wanted to do the same thing a fellow-passenger objected to it. He said that he had suffered. And very often it has happened that there are undesirable persons also resorting to this practice. When I permitted a passenger to come in, he had just disappeared with some luggage. Sir, we cannot treat our people in this sub-human and under-dog manner, although I know the Railway Minister's concern, sympathy and sincerity. But I plead: let us give the highest priority, let us cut down some of our schemes. What does it matter if we cannot have one of the bigger projects, if the money is wanted? My hon. friend has built a number of beautiful platform sheds on a number of stations. They are not one-tenth as necessary as this particular matter to which the first attention should be paid. If we look at the Budget speech and also if we look at the programme which has been set by the Planning Commission, we will come to only one conclusion and that is that this overcrowding is not going to be reduced for another five years. They feel that they are helpless almost. But I feel that we are helpless because we are not giving it the highest priority. Let us give the first priority and we will be able to get rid of this problem. There is no reason why we should not be able to do it. Such is the experience that I have gone through that it has left a deep impression on me and nothing is half as urgent as this matter. And I would expect the hon. the Railway Minister to revise the plan and programme concerning this particular aspect and give us an assurance that something will be done. Thank you, Sir.

श्री देवकीनन्दन (मुम्बई) : उप सभापति जी, गत पांच वर्षों में हर साल हम देखते आये हैं कि रेलवेज के अन्दर प्रगति होती आ रही है और आम जनता को भी संतोष हो

[श्री देवकी नन्दन]

रहा है कि उसकी ओर अधिक ध्यान दिया जा रहा है। और इस बात के लिये यदि कोई धन्यवाद के पात्र है तो वह आज के हमारे माननीय मंत्री जी हैं क्योंकि वे हर एक सवाल को जिस सहृदयता के साथ देखते हैं, जिस मानवता के साथ देखते हैं, उसी का यह परिणाम है कि आज तीसरे दर्जे में सफर करने वालों के लिये ये महूलियतें प्राप्त हुई हैं जो कि आज दिखाई दे रही हैं।

आपने देखा कि मंत्री जी के भाषण के खिलाफ बात कहने वाला शायद ही यहा कोई हो। जो करता है तो उनकी तारीफ ही करता है। परन्तु मैं जानता हूं कि हमारे मंत्री महोदय तारीफ के भूखे नहीं हैं, वे कर्त्तव्य की भावना के साथ अपना कार्य निभा रहे हैं और इसलिये मैं अपना वक्त इस बात पर व्यतीत नहीं करना चाहता कि कौन कौन से अच्छे काम उन्होंने किये, क्योंकि बधाई देने के लिये तो अब तक बहुतों ने शब्द कहे और आगे भी कहेंगे। परन्तु एक दो बातें ऐसी हैं कि जिन के लिये बधाई मेरे जैसा ही कोई दे सकता है।

सबसे पहली बात है खादी के सम्बन्ध में। मैं हृदय के साथ मंत्री महोदय का अभिनन्दन करता हूं कि उन्होंने रेलवे में जिस प्रेम की दृष्टि से खादी को दाखिल किया है वह उन्ही के योग्य है और उन्हीं को शोभा देता है। परन्तु इस बारे में दो-एक बातें मैं जरूर कहूंगा। आपने खादी के यूनीफार्म देने का जो निश्चय किया बहुत अच्छा किया और मुझे विश्वास है, आप आगे बढ़ेंगे और जल्दी ही एक दिन ऐसा पैदा होगा जब कि रेलवे कर्मचारियों के सारे यूनीफार्म खादी के ही दिखाई देंगे। परन्तु साथ-साथ मुझे एक बात याद आती है कि इस तरह से छोटों से काम करा लेना सहल होता है और बड़ों से करवाना कुछ मुश्किल होता है। क्योंकि जब मैं मंत्री जी के दायें हाथ की तरफ देखता हूँ तो मुझे दुःख होता है।

कई माननीय सदस्य : बाईं तरफ।

श्री देवकीनन्दन : हां, बाएं हाथ की तरफ, माफ कीजियेगा। तो मुझे दुःख होता है कि छोटे कर्मचारियों के लिए यूनीफार्म बन सकते हैं और मंत्री साहब बनवा सकते हैं, लेकिन ये जो बड़े ओहदों पर बैठे हुए हैं उनके लिये खादी की कोई प्रेरणा मंत्री साहब नहीं दे सकते। परन्तु मुझे आशा है कि खादी के सम्पर्क से आम कर्मचारियों के दिल जिस तरह से बदलेंगे उसी तरह से इन बड़े कर्मचारियों के दिल भी हिन्दुस्तान के दारिद्र्य और बेकारी को देख कर जरूर पिघलेंगे।

रेल तथा परिवहन मंत्री (श्री लाल-बहादुर) : वे खादी पहनने लगे हैं।

श्री देवकीनन्दन : बड़ी अच्छी बात है। उसके लिए भी आपका धन्यवाद।

दूसरी बात जिसके लिये मैं मंत्री महोदय को बधाई देना चाहता हूं वह हिन्दी के बारे में है। हिन्दी के बारे में भी जो कोशिशें मंत्री महोदय कर रहे हैं वह सराहनीय हैं। एक रेलवेज ही ऐसा महकमा है कि जहां के कर्मचारियों को हिन्दी की ज्यादा से ज्यादा आवश्यकता है। यदि किसी को समूचे हिन्दुस्तान का दर्शन अपनी नौकरी करते हुये प्राप्त होता है तो वह रेलवे के कर्मचारियों को प्राप्त होता है। रेलवे का कर्मचारी, चाहे कहीं भी नौकरी करता हो, वह सारे हिन्दुस्तान को देखता है। सब तरह के, सब प्रान्तों के, सब भाषाओं के लोग उससे मिलते रहते हैं और उसे आखिर में अगर किसी भाषा का सहारा लेना होता है तो वह हिन्दी का लेना होता है। इसलिये उन कर्मचारियों को हिन्दी पढ़ाने की व्यवस्था अधिक से अधिक और जल्दी से जल्दी की जाय तो जनता को उससे बहुत सुभीता पहुंचेगा।

बाद उसके, आपने देखा मंत्री महाशय, दो तीन वर्षों से क्लासेज कम करने की कोशिश कर रहे हैं। शुरू में क्लास कम हुआ, दूसरे

साल फिर उसे दाखिल कर दिया और अब फिर एक क्लास कम करने की बात कही गई है। मुझे खुशी है कि क्लामेज कम किये जा रहे हैं, परन्तु जिस तेजी के साथ यह काम होना चाहिये उतना नहीं हो रहा है। कुछ हम खुद को भी ठीक तरह से बदल नहीं रहे हैं। यहां पर मंत्री महोदय ने अपने भाषण में लिखा है: "this change....." यानी तीसरी क्लास को दूसरी क्लास बना देने से क्या होगा, उसके फायदे बतलाये हैं। यह फायदा क्या है वह आप सुनिये :

"This change would be in consonance with our objective of reducing class distinctions and I trust that the people travelling in the present second class would welcome closer contact with those travelling in the present third class."

यानी आज जो हमारे भाई सेकेंड क्लास से चलते हैं उन्हें अब थर्ड क्लास से चलने वालों की निकट सोहबत मिले। इसकी अपेक्षा मंत्री महोदय यह कहते कि आज जो फर्स्ट क्लास में चलते हैं उन्हें थर्ड क्लास की संगति या सोहबत का सौभाग्य मिले तो बहुत अच्छा होता और यह बहुत कुछ सत्य दिखाई देता क्योंकि सेकेंड क्लास में जो लोग चलते हैं सो बीच के लोग होते हैं और वे तो ज्यादातर थर्ड क्लास वाले लोगों से अधिक मिलते ही हैं। दूर रहने की या खुद को विशेष समझने की यदि कोई कोशिश करता है तो वह फर्स्ट क्लास वाले किया करते हैं।

[उपसभाध्यक्ष, श्री हरिश्चन्द्र माथुर, पीठासीन हुए]

यदि बिना अधिक खर्च सेकेंड क्लास वालों की थर्ड क्लास वालों की संगति मिलती है तो मैं प्रार्थना करूंगा कि फर्स्ट क्लास वालों को भी यह सम्पर्क दिलाने की आप कोशिश कीजिएगा।

श्री हि० च० दासप्पा : अभी है नहीं ?

श्री देवकीनन्दन : नहीं।

श्री कन्हैयालाल दौ० वैद्य० (मध्य भारत) : थर्ड क्लास में जा सकते हैं।

श्री देवकीनन्दन : जा कहां सकते हैं ? यहां जाने की बात नहीं है। यहां क्लास रखने न रखने की बात है।

श्री हि० च० दासप्पा : सोहबत का फर्क है।

श्री देवकीनन्दन : इन क्लासेज के बारे में मंत्री महोदय से मेरा एक सुझाव है, मेरी एक प्रार्थना है कि आप जो दो क्लास रखना चाहते हैं वह दो निकाल दीजिये, सिर्फ एक क्लास रखियेगा। इसमें मैं रेलवे को कुछ नुकसान नहीं पहुंचाना चाहता या किसी की प्रतिष्ठा को भी कम नहीं करना चाहता। सफर करने वाले तीन तरह के होते हैं। एक तो वह जो बहुत दूर नहीं जाना चाहते, बैठने भर की जगह उनको मिल जाये, वे संतोष मान लेते हैं। दूसरे वे होते हैं जिनको सफर में सोने की जरूरत होती है और वे सोने के लिये जगह चाहते हैं। तीसरे वे होते हैं जो लम्बे सफर में बैठे-बैठे उकता जाते हैं, उनको पढ़ने के लिये आवश्यकता मालूम देती है या काम करने के लिए आवश्यकता मालूम देती है और इसलिये सुभीते की जगह चाहते हैं। सफर करने वालों में बैठने की जगह सभी चाहते हैं। तो मैं यह कहूंगा कि बैठने की जगह का किराया सब के लिए एक सा रखा जाये और जो रात को सोना मांगें उन से सोने की जगह का पैसा कुछ अधिक ले लीजिए और जो दिन में काम करने के लिये अधिक जगह मांगें उनसे अधिक पैसा ले लीजिए। पर रेल में सफर करने वाले सब के लिए एक किराया और एक क्लास रख दीजिए। आपने थर्ड क्लास के मुसाफिरों के लिए अब सोने के लिये सलीपिंग कम्पार्टमेंट निकाले हैं, उनमें सबको फी आदमी ६ फुट जगह सोने के लिये मिलती है, चाहे कोई भागवान हो या गरीब हो। काम करने के लिये भी

[श्री देवकीनन्दन]

वहीं ४, ६ फुट जगह ले सकता है, कोई कम या ज्यादा जगह नहीं चाहेगा। इसलिये मेरा यह कहना है कि रात में सोने और दिन में काम करने के लिये जो लोग जगह चाहें उनसे अधिक पैसा ले कर आप सहूलियत पैदा कर दें। बाकी जहां तक बैठने की सहूलियत है वह सब मनुष्यों के लिए एक सी हो, उसमें कोई फर्क न हो। इस तरह एक तरह एक क्लास रखने के बाद उनमें अधिक सहूलियत या अधिक सहूलियतें अधिक पैसा लेकर दे दी जायं। दो क्लास न रखते हुये एक ही क्लास आप रखियेगा। आप सोचियेगा इस बात को, ऐसी मेरी प्रार्थना है और तभी जैसा कि आपने लिखा है, डिस्टिंक्शंस (विषमताओं) को आप निकालना चाहते हैं, उसे आप कर सकेंगे। रेलवेज में से आप क्लासेज को निकालना चाहते हैं, इसलिये इस सम्बन्ध में मैंने जो सुझाव आपके सामने रखा है उसके ऊपर आप जरूर ध्यान दें।

हिन्दुस्तान जैसे समशीतोष्ण प्रदेश में जहां समसमान गर्मी है, ठंड है, जहां हम पैदा हुये हैं, जहां मरेगे, यहां जब हम एयर कंडीशन्ड की बातें करते हैं तब कुछ ऐसा अचम्भा सा लगता है कि हम अपने देश में सोशलिस्टिक पैटर्न आफ सोसाइटी पैदा कर सकेंगे या नहीं। एयर कंडीशन्ड डिब्बों का मतलब है निसर्ग के खिलाफ बगावत। अक्सर रेलों के डिब्बों में फर्स्ट और सेकेंड क्लास होते हैं, इनकी एक खास खसूसियत समझी जा सकती है, परन्तु आप हिन्दुस्तान की जनता में निसर्ग के खिलाफ बातें पैदा करना चाहते हैं, जो परमेश्वर की दी हुई चीज है। तो मैं यह कहूंगा कि इस तरह की जो बातें कर रहे हैं वह उचित नहीं हैं, यह जनता के साथ अन्याय है यह विषमता को भी कायम रखने की बात है।

श्री रामेश्वर अग्निभोज (मध्य प्रदेश): बीमार एयर कंडीशन्ड में जा सकते हैं।

श्री देवकीनन्दन : बीमारों के लिए अलग बातें की जा सकती हैं। मैं इस समय उन बातों की ओर नहीं जाऊंगा क्योंकि समय मार्यादित है और घंटी बज जायेगी, मुझे बैठना होगा और मेरी आपकी बातें रह जायेंगी।

दूसरी बात जो मुझे कहनी है वह केटरिंग (भोजन व्यवस्था) यानी स्टेशनों और प्लेटफार्मों पर जो खाने पीने की चीजें बेची जाती हैं, उनके बारे में है। गत वर्ष भी मैंने इस बारे में कहा था और आज भी कह रहा हूं कि खोमचे वाले जो यह चीजें बेचते हैं वे बहुत गन्दे होते हैं। मेरी आप से यह प्रार्थना है कि जिस तरह से आप अपने कर्मचारियों को यूनीफार्म देते हैं उसी तरह से आप इन खोमचे वालों के लिए भी यूनीफार्म कायम कर दें। ये यूनीफार्म वे लोग खुद बाजार से मोल न लें बल्कि जिस तरह से आप अपने कर्मचारियों को साल में दो सेट्स देते हैं उसी तरह से इन लोगों को भी दें और इन से कीमत वसूल कर लें। यदि आप उनको इस तरह की यूनीफार्म नहीं देंगे तो वे जो भी कपड़े पहनेंगे वे आपके नियमों के अनुसार नहीं होंगे और उनकी स्वच्छता का भी पालन नहीं होगा। इसके साथ-साथ मैं यह भी कहना चाहता हूं कि ये खोमचे वाले जिन खोमचों में अपना सामान बेचते हैं वे भी बहुत गन्दे होते हैं, किसी तरह की कोई यूनीफार्मिटी नहीं होती और न स्वच्छता का ही कोई खयाल रखा जाता है। स्टेशनों में खाने पीने की जो भी चीज बेची जाय वह इस तरह रखी जाय कि लोगों को किसी प्रकार की घिन पैदा न हो और किसी को गन्दगी दिखाई न दे। तीसरी बात जो मुझे कहनी है वह यह है कि खोमचे वाले जो चीजें बनाकर बेचते हैं उनकी देखभाल बहुत कम होती है। यदि आप चार स्टेशनों पर देखें तो आप को चार तरह की पूरी मिलेंगी और चार ही तरह की साग-भाजी मिलेगी। कहीं पर तो आनका साग-भाजी में नमक नहीं मिलेगा, कहीं पर

ज्यादा और कहीं पर कम मिलेगा। इसी तरह से पूरी भी आपको ठंडी और दांतों से भी न टूटने वाली मिलेगी। मेरी आप से यह प्रार्थना है कि आप इन चीजों की देखभाल करने के लिये कमेटियां बना दें। मेरा तो कहना यह है कि हर डिवीजन में एक एक कमेटी इस काम के लिए बना दी जाय, जो खाने-पीने की चीजों की ओर विशेष रूप से ध्यान रखे और देखे कि नियमों के अनुसार वे खाने पीने की चीजों को बनाते और बेचते हैं। स्टेशनों और प्लेटफार्मों पर जो भी चीजें बेची जाती हैं वे अधिकतर गरीब लोगों के लिये होती हैं। गरीब लोगों का कोई साथी नहीं होता जो कि उनकी ओर से शिकायत कर सके, इसलिए इन कमेटियों की बहुत ज्यादा आवश्यकता है। मैं प्रार्थना करूंगा कि माननीय मंत्री महोदय इस ओर अवश्य ध्यान देंगे।

मैंने यह देखा है कि रेलवे में केनटीनों के जो कांटेक्टर्स हैं वे अधिक नहीं हैं। बम्बई से दिल्ली तक एक दो ही कांटेक्टर्स हैं जो कि इन स्टेशनों में खाने पीने की चीजों की व्यवस्था करते हैं। आज एक तरह की मोनोपली हो गई। पांच-पचास स्टेशनों तक एक ही कांटेक्टर दिखाई देता है। मेरा यह स्थाल है कि इस तरह की व्यवस्था ठीक नहीं है। एक कांटेक्टर को पांच से ज्यादा स्टेशन या दूकान नहीं दी जानी चाहिये अगर किसी कांटेक्टर को पचास स्टेशन या पचास दूकानें दे दी जाती हैं तो वह एक तरह से कैपिटलिस्ट बन जाता है, उसको सैकड़ों नौकर रखने पड़ते हैं और सब तरह की व्यवस्था करनी होती है और देखभाल नहीं हो पाती। इसका नतीजा यह होता है कि वह थोड़ा बहुत अफसरों से भी सम्बन्ध बना लेता है। इसलिये आवश्यकता यह है कि आप किसी भी कांटेक्टर को पांच स्टेशनों या पांच दूकानों में ज्यादा न दें। इसके साथ ही साथ यह भी किया जाना चाहिये कि जब कभी किसी कांटेक्टर को स्टेशन या दूकानें दी जायें तो उसकी मियाद निश्चित कर दी जाये और हर तीन या पांच वर्ष बाद उस

पर फिर विचार हो। अगर इस बीच आप कांटेक्टर में कोई गलती देखते हैं तो आप उस को निकाल सकते हैं। मेरा तो इस सम्बन्ध में यह सुझाव है कि आप रेलों में भोजन व्यवस्था के लिये कोआपरेटिव मोसाइटीज निर्माण कर सकते हैं और उन को यह भार सौंप सकते हैं। अगर आप ने कोआपरेटिव मोसाइटीज को यह काम सौंप दिया तो वे लोग जनता में से होंगे और जनता को भी उन से बातचीत करने का अवसर मिलेगा। कांटेक्टरों के पास तो पांच-पचीस स्टेशनों का कांटेक्ट होता है मगर वे कभी दिखलाई नहीं देते। हमारे यहां वल्लभदास ईश्वर दास का पचीसों स्टेशनों का कांटेक्ट है मगर मैं ने उसे कभी भी जलगांव, भुसावल, खंडवा, इटारसी स्टेशनों पर नहीं देखा।

श्री रामेश्वर अग्निभोज : नाम तो हर जगह देखा होगा।

श्री बंधकीनन्दन : हां, नाम तो हर जगह देखा। यह चीज ठीक नहीं है। मेरी प्रार्थना आप से यह है कि आप इस व्यवस्था में कोआपरेटिव मोसाइटीज को उत्तेजन देने की कोशिश करें। हम लोगों को स्टेशन पर वेजीटेरियन थालियां मिलती हैं और उस की दर है आजकल चौदह आने और डिब्बे में मंगा कर खायें तो एक रुपया; और यह लिखा हुआ है कि तीन चपाती मिलेंगी और साढ़े तीन आउंस चावल मिलेगा। जंक्शन स्टेशनों पर यह व्यवस्था है। परन्तु दो जंक्शन स्टेशनों से मिलाप कर लीजिये तो आप को एक सी चीजें नहीं मिलेंगी। एक सी चीजें न मिलते हुए भी मैं यह तो चाहूंगा कि यह आप साफ कर दें कि यह साढ़े तीन आउंस चावल कच्चे होंगे या पके हुए होंगे क्योंकि उन में दुग्ने का फर्क हो जाता है। इसी तरह से तीन चपाती कितनी वजन की हों, कितना आटा हो, इस के साफ करने की आवश्यकता है ताकि सफर करने वाला देख सके, पूछ सके। आज तो यह है कि साढ़े तीन आउंस चावल हैं, वे पके हुए हैं या कच्चे के हिसाब से हैं, इसका कुछ पता नहीं चलता। तो मंत्री महोदय

[श्री देवकीनन्दन]

ये बातें साफ कर दें ताकि हम लोग भी पूछ सकें ।

यह तो हुई खान पान की बातें । इस के बाद मैं पानी के बारे में कुछ कहना चाहता हूँ । मैं ने बहुत से स्टेशनों पर देखा है । मैं अपनी लाइन की बात कह रहा हूँ, सेंट्रल रेलवे की । पानी के नल है, मगर पानी के नल का पानी कई स्टेशनों पर फिल्टर्ड नहीं होता है । फिल्ट्रेशन की बड़ी आवश्यकता है । बिना फिल्टर्ड पानी मुमाफिरों को देना ठीक नहीं है । इस से बहुत सी बीमारियाँ पैदा होती हैं । मैं प्रार्थना करूँगा कि जहाँ जहाँ नलों की व्यवस्था है वहाँ उन नलों से फिल्टर्ड पानी मिले, इस तरह की व्यवस्था की जाय ।

तीसरी बात यह है कि आप ने देखा होगा कि निम्न श्रेणी के कर्मचारियों के लिये रहन सहन की बहुत सी बातें, बहुत सी व्यवस्थायें की जा रही हैं, बड़ी अच्छी बात है, परन्तु मैंने यह देखा है कि उसमें भी जिस एक खास निम्न श्रेणी की ओर जितना अधिक ध्यान देना चाहिये उतना नहीं दिया जा रहा है और यह है मेरा इशारा कंजर-वेंसी स्टाफ की तरफ । स्टेशनों पर जो कंजर-वेंसी स्टाफ हुआ करता है और खास कर भंगी, उन भंगियों को मैं ने देखा है कि बड़े-बड़े स्टेशनों पर अभी तक उन के लिये क्वार्टर्स नहीं बने हैं क्योंकि बात यह है कि बांटने वाले भी हम ही लोग हैं और रहने वाले भी अधिकतर हम हैं, इसलिये उन के हिस्से में बहुत कम सहूलियतें आती हैं । तो मैं यह भी मंत्री महोदय से प्रार्थना करूँगा कि आप खास कर भंगियों की तरफ और इस कंजरवेंसी स्टाफ की तरफ अधिक ध्यान दें । कंजरवेंसी स्टाफ को अधिक आवश्यकता होती है यूनीफार्म्स की और उन्हें यूनीफार्म्स काम करते वक्त देनी चाहिये और देने की तजवीज हो ।

दो वर्ष पहले मंत्री महोदय ने कहा था कि इगतपुरी से भुसावल तक इलैक्ट्रिक गाड़ियाँ चलाई ही चलाने वाले हैं । तब से दो वर्ष

हो गये, परन्तु मुझे कहीं यह बात नहीं मिली । बम्बई से चलने वाली गाड़ियाँ इगतपुरी तक इलैक्ट्रिसिटी से चलती हैं, परन्तु आगे भुसावल तक जो बिजली से गाड़ियाँ चलाने का विचार था वह क्यों नहीं कामयाब हो रहा है । मैं आशा करता हूँ कि ज्यादा से ज्यादा गाड़ियाँ सेंट्रल रेलवे में अगर कहीं दौड़ती हैं तो भुसावल और बम्बई के बीच में दौड़ती हैं । इस हिसाब से भी वहाँ इलैक्ट्रिसिटी से गाड़ियाँ चलाई जायें । यह प्रबन्ध सब के लिये और खास कर रेलवे के लिये अधिक सहूलियत का हो सकेगा, मुनाफे का भी होगा ।

मैं दो तीन वर्ष से मंत्री महोदय का ध्यान मिरज लातूर मीटर गेज की ओर खींचता आया हूँ—शायद मिरज लातूर से पता न चले—पंढरपुर लाइन की ओर ध्यान दिलाता आया हूँ । मैं ने यह भी कहा था कि पंढरपुर लाइन पर मेलों के समय बहुत ज्यादा गाड़ियाँ चलानी पड़ती हैं, यहाँ तक कि भीड़ के जमाने में माल के डिब्बों का भी इस्तेमाल किया जाता है । आप उसे ब्राड गेज क्यों नहीं बनाते? इस वक्त कहा गया है कि सोचा जा रहा है । कुछ विचार है कि कुछ छोटी लाइन्स जो हैं वे ब्राड गेज जल्दी ही बना दी जायें । कुछ बनाने का इकरार भी इस भाषण में किया गया है । परन्तु मैं मंत्री महोदय से प्रार्थना करूँगा कि यदि आवश्यकता की निगाह से देखा जाय तो सब से पहले यदि मीटर गेज को ब्राड गेज करने को कहीं आवश्यकता है तो वह पंढरपुर लाइन की है न कि किसी और की है जहाँ लाखों महाराष्ट्र के और नागपुर के यात्री हर साल जाते हैं और महीनों तक वहाँ रहते हैं । वे बड़ी मुसीबतें झेलते हैं और अक्सर उन्हें माल के डिब्बों में भी बैठा कर ले जाया जाता है ।

इसके बाद गत वर्ष मंत्री महोदय ने बजट पर हुई बहस का जवाब देते हुए अपने भाषण में वादा किया था कि जामनेर पाचोरा लाइन, जो नैरो गेज है, उसको ब्राड गेज करने की कोशिश की जायेगी । मैं फिर उन्हें याद दिलाना चाहता हूँ कि आपके इस भाषण

से पता नहीं चलता। शायद आप के दिल में हो कि आप इस साल जामनेर पाचोरा लाइन, जो नैरो गेज है और आठ दस मील की रफ्तार से भी नहीं चलती है, उसे आप ब्राड गेज बना देंगे ताकि व्यापार में भी सुविधा हो। जिस देहात में से वह लाइन गुजरती है वह कपास और केला पैदा करने वाला क्षेत्र है। वहां से सैकड़ों गाड़ियां केले की और कपास की बाहर जाती हैं और पाचोरा में आकर ट्रांशिपमेंट करना पड़ता है। आप जानते हैं कि केले के ट्रांशिपमेंट में बहुत नुकसान बैठता है और वह नुकसान किसानों का होता है। इसलिये मैं आप से फिर प्रार्थना करूंगा कि आप जामनेर पाचोरा लाइन, जो नैरो गेज है, उसे ब्राड गेज बना दीजिये।

आप अब सब जानते ही हैं कि संयुक्त महाराष्ट्र बनने को है और संयुक्त महाराष्ट्र की निगाह से मेरी एक प्रार्थना है। आज कोई एक भी गाड़ी ऐसी नहीं है जो नागपुर से सीधी पूना जाती हो। एक तो राजधानी हमारी पूना होगी और दूसरी छोटी राजधानी नागपुर होगी। इस हिसाब से संयुक्त महाराष्ट्र के लिये यह आवश्यक है कि ये दो शहर, ये दो राजधानियां, रेल से सीधी जोड़ दी जायें, ताकि एक ही गाड़ी से हम नागपुर से सीधे पूना पहुंच सकें। आज दो जगह गाड़ियां बदलनी पड़ती हैं। इसलिये मेरी प्रार्थना है कि आप इस बात को सोचिये कि नागपुर से ऐसी एक्सप्रेस या मेल ट्रेन चलाई जाय जिस से हम नागपुर से चल कर पूना तक बिना ट्रेन बदले पहुंच सकें ताकि एक हमारी जो दिक्कत है वह दूर हो सके।

इस के बाद गत वर्ष के भाषण में मैं ने यह कहा था कि आज ताप्ती वैली लाइन एक ऐसी ब्रांच लाइन है जिस की ओर बहुत कम निगाह अफसरों की जाया करती है। ब्राड गेज होते हुए भी ताप्ती वैली लाइन पर जो गाड़ी चलती है वह इतनी धीमी चाल से चलती है कि दो सौ मील १२ घंटे में पहुंचती है। शायद वह दो सौ मील से भी कम है। कहा

जाता है कि जलगांव से सूरत तक जो ट्रैक है ताप्ती वैली लाइन का, वह कुछ कमजोर है। परन्तु जब जरूरत पड़ती है तब उस ट्रैक से फ्रंटियर मेल चलाई जाती है, फिर उसे कमजोर क्यों मानते हैं; और अगर वह कमजोर है तो मजबूत बना दिया जाय। ताकि उस लाइन की गाड़ियां कुछ तेजी से चल सकें। और एक एक्सप्रेस गाड़ी सूरत से नागपुर के लिये चलाई जाय जिस से कि सूरत से नागपुर जाने वालों के दो सौ, ढाई सौ मील बच जायें, समय भी बच जाय और पैसा भी बच जाय; और नागपुर गुजरात से जोड़ दिया जाय। इस तरह से आप एक एक्सप्रेस ट्रेन सूरत से नागपुर के लिए भी चलाने की अवश्य कोशिश करें।

कल ही मेरा एक सवाल था, आपने देखा होगा कि जलगांव स्टेशन से हजारों टूरिस्ट्स अजंता केव्ज देखने जाया करते हैं। मैं ने जलगांव स्टेशन के अधिकारियों से पता चलाया है कि नवम्बर, दिसम्बर, जनवरी और फरवरी के महीने में कम से कम दो हज़ार बाहर के टूरिस्ट्स हर महीने जलगांव से अजंता केव्ज देखने गये। परन्तु जलगांव में इन टूरिस्ट्स के ठहरने के लिए कोई खास व्यवस्था नहीं है। तो आवश्यक है कि जहां पर अक्सर हिन्दुस्तान के ही नहीं बल्कि हिन्दुस्तान के बाहर के भी बहुत से टूरिस्ट्स आते हैं और उस छोटे से मेकेंड क्लाम या फर्स्ट क्लाम वेंटिंग रूम में पड़े रहते हैं, यदि एक अच्छा होटल और एक अच्छी उतरने की जगह रेलवे की तरफ से बना दी जाय ताकि बाहर के टूरिस्टों को भी और देश के टूरिस्टों को भी वहां एक आराम मिले और कोई दिक्कत पैदा न हो।

भीड़ की शिकायत की गई। मैं मानता हूँ कि पहले से बहुत ज्यादा गाड़ियां चलती हैं परन्तु फिर भी भीड़ कम नहीं होती है। पैसेंजर्स को छोड़ दीजिये और गुड्स ट्रेन्स को ही लीजिये तो गुड्स ट्रेन्स भी बहुत बढ़ गई हैं परन्तु फिर भी जिन चीजों को एक जगह से दूसरी जगह भेजना आवश्यक होता है उनके लिये गाड़ियां नहीं मिलती हैं। आपने देखा

[श्री देवकीनन्दन]

होगा कि महाराष्ट्र में बहुत गुड़ पैदा होता है और हजारों मन गुड़ वहां पड़ा रहता है परन्तु उसके लिये गाड़ियां नहीं मिलती हैं। कहा जाता है कि बसेज के जरिये भेजिये। ठीक भी है, जब जरूरत पड़ती है तो भेजना पड़ता है, परन्तु बसेज से भेजने में एक बड़ी भारी विषकत यह है कि सेंट्रल रेलवे में ओवरब्रिज बहुत कम हैं, करीब-करीब नहीं के बराबर हैं। जहां व्यापार और उद्योग है, खास करके जहां कपास, मूंगफली, गल्ले, केले और गुड़ की बहुतायत है, जहां ये चीजें एक जगह से दूसरी जगह पहुंचाई जाती हैं, जहां ये चीजें रेल से पहुंच नहीं सकती हैं तो वहां बसेज से पहुंचानी पड़ती है, सड़कों से ले जानी पड़ती है। जहां पर सड़क के बीच रेलवे आ जाती हैं वहां बसों को घंटे-घंटे और आधे-आधे घंटे ठहरना पड़ता है वहां ओवरब्रिज बनाये जायें। उन जगहों को देखभाल कर के ओवरब्रिज बनाये जायें। मैं जगहों के नामों को तो गिनाना नहीं चाहता हूं क्योंकि जगहें बहुत हैं, परन्तु इतना अवश्य कहूंगा कि देखभाल कर के जहां आवश्यक हो वहां ओवरब्रिज अवश्य बनाये जायें। इस काम में स्थानिक संस्थाएँ, लोकल सेल्फ गवर्नमेंट बाडीज़, म्युनिसिपैलिटियां तथा लोकल बोर्ड्स भी मदद दे सकते हैं। इस काम के ऊपर इस हिसाब से भी ध्यान देना आवश्यक है कि इससे बसेज को तो मदद पहुंचेगी ही परन्तु व्यापार को भी मदद पहुंचेगी।

विद्यार्थियों को आपने कंसेशन दिये हैं। मैं आप से एक और कंसेशन मांगना चाहता हूं और वह कंसेशन की मांग बहनों की तरफ से है। आपने अक्सर देखा होगा कि बहनें अकेली कहीं जा नहीं सकती हैं। आप कहते हैं कि हमारे जो बड़े-बड़े काम हो रहे हैं उनको देखने के लिये किसान और मजदूर जायें और विद्यार्थी जायें। परन्तु बहनों के लिये आप कुछ ऐसा क्यों नहीं कहते हैं? आप देखते होंगे कि बहनें अगर कहीं जायेंगी तो अपने घर के आदमियों को साथ ले कर जायेंगी, दूसरी तरह तो अकेली

बे जाती नहीं हैं या जा नहीं सकती हैं। इसलिये जिस तरह से आपने यह सहूलियत दे रखी है कि चार विद्यार्थियों के एक साथ जाने पर कंसेशन मिलेगा उसी तरह से अगर चार बहनें या चार से अधिक बहनें इकट्ठा हो कर कहीं दूर पर या कहीं और कुछ देखने के लिये जाना चाहें तो वे भी मिल कर जा सकें। इससे एक बहुत अच्छी बात यह होगी कि बहनें भी आपस में मिल सकेंगी और ग्रुप बना कर कहीं आ जा सकेंगी। आपने देखा होगा कि एक तरह से हमारी बहनों में अब तक डर मौजूद है। आज तो वे १०-२० मिल कर ही कहीं आ जा सकती हैं। यदि किसी को एकत्रित हो कर कहीं आने जाने के लिये उत्तेजन देने की आवश्यकता है तो वह बहनों को ही देने की है।

श्री श्या० सु० तन्खा (उत्तर प्रदेश) : अगर वे शादियों में भी जाना चाहें तो भी क्या वे कंसेशन में जा सकेंगी ?

श्री देवकीनन्दन : वह तो जाती ही है।

श्री श्या० सु० तन्खा : मैं यह पूछ रहा हूं कि आप का क्या यह मन्वा है कि वह कंसेशन में शादियों में भी जा सकें।

श्री देवकीनन्दन : वह तो आप उनसे पूछिये मुझ से क्यों पूछते हैं। जिस तरह से आप विद्यार्थियों को दूर दूर के बड़े बड़े कामों को देखने के लिये, ऐतिहासिक मुकामों पर या और दूसरी जगहों पर ले जाते हैं उसी तरह से जो बहनें गुट बना कर, एकत्रित होकर जाना चाहें उनके कंसेशन पर ले जायें। इससे एक तरह से उनमें कोआपरेशन का भाव पैदा होगा, और मिल कर कुछ काम करने की भावना बढ़ेगी। जब वे मिलजुल कर, गुट बना कर, कहीं आने जाने लगेंगी तो इस तरह से एक सोशल प्रोग्राम बन जायेगा। तो मेरा कहना है कि आप जिस तरह से चार विद्यार्थियों के लिये कंसेशन रखते हैं उसी तरह से जब चार या चार से अधिक बहनें मिल कर किसी काम के लिये कहीं जाना चाहें तो उनके लिये भी कंसेशन की व्यवस्था रखें।

इस तरह से सोशल वेलफेयर का एक बहुत बड़ा काम हो जायगा ।

डा० पी० सी० मित्रा (बिहार) : सब को दिया जाय ।

श्री लाल बहादुर : डाक्टर मित्रा भी कुछ अपने लिये कह रहे हैं !

श्री देवकीनन्दन : डाक्टर मित्रा तो बहुत नजदीक पहुंच चुके हैं। उन्हें छोड़ दीजिये ।

बेगम एजाज रसूल (उत्तर प्रदेश) : उन के लिये सर्टिफिकेट कौन देगा कि ये अकेली जा रही हैं या नहीं, मर्द इन के साथ हैं या नहीं ।

श्री देवकीनन्दन : जिस तरह से विद्यार्थियों के लिये.....

बेगम एजाज रसूल : विद्यार्थियों के लिये तो उन के इंस्टीट्यूशन से सर्टिफिकेट मिल जाता है ?

श्री देवकीनन्दन : इस में कोई दिक्कत पैदा नहीं होगी। सोशल वेलफेयर बोर्ड बहुत से कायम हो चुके हैं उन को सोशल वेलफेयर संस्थाओं से सर्टिफिकेट प्राप्त हो सकेगा । यह दिक्कत जो आप समझती हैं वह कहीं पैदा होने वाली नहीं है ।

मुझे एक बात और कहनी है और वह एक शिकायत है । अक्सर मैं ने सेंट्रल रेलवे पर देखा है कि हर एक रेलवे जंक्शन स्टेशन पर रेलवे कर्मचारियों के लिये इंटर-टेनमेंट क्लबज वगैरह यानी इंस्टीट्यूशन हैं । इन इंस्टीट्यूट्स में जो कर्मचारी काम कर रहे हैं उन को रेलवे कर्मचारी नहीं माना जाता । यह मुझे पता नहीं है कि उन को रेलवे कर्मचारी क्यों नहीं माना जाता है । आप उन्हें रेलवे कर्मचारी मानें या न मानें पर कम से कम उन की तनखाह और उन की नौकरी की मियाद वगैरह निश्चित हो जानी चाहिये । मैं ने भुसावल और मनमाड में सुना है कि रेलवे इंस्टीट्यूट्स हैं और उन में कर्मचारी हैं । मगर

उन को वहां कम से कम १३ रुपया तनखाह दी जाती है । ये आप के डाइरेक्ट कर्मचारी न हों परन्तु आप की पैदा की हुई इंस्टीट्यूट्स के ही तो वे कर्मचारी हैं इसलिये इन कर्मचारियों की तनखाहों की तरफ और इन की दिक्कतों की तरफ भी आप ध्यान दें । उन लोगों ने आप के पास शिकायत भी भेजी है और उन लोगों ने अपनी यूनियन भी बना ली है । तो मेरी प्रार्थना है कि आप यह देखें कि इन इंस्टीट्यूट्स में काम करने वाले कर्मचारियों को भी आप से यथा योग्य मदद पहुंचे ।

अन्त में मैं मंत्री महोदय से यह प्रार्थना करूंगा कि जैसा आप का स्वभाव है, जैसी आप की खाहिश है, जैसा आप का आदर्श है कि आप से आम जनता की और खास कर के गरीब जनता की ज्यादा से ज्यादा सेवा हो उसी निगाह से, उसी एक निगाह से, गरीबों को सुललित पहुंचाने की निगाह से, और मानवता की विशाल दृष्टि से, मैं ने जो कुछ सुझाव दिये हैं और आगे भी जो कुछ सुझाव आप के सामने आते रहेंगे उन को आप देखें और जो कुछ आप कर सकें वह अवश्य करें । मुझे विश्वास है कि आप जितना कर सकोगे उतना और कोई नहीं कर सकेगा ।

SHRIMATI PARVATHI KRISHNAN: Mr. Vice-Chairman, Sir, there is always such a thing as a sugar-coated pill and now that the sugar-coating is over, I would like to get down to the pill proper, because it seems to me that the hon. Minister for Railways has had a flying start in the matter of the second Five Year Plan. As a result of that he has had the sympathy of the majority of the speakers who preceded me who have all felt, more or less as he has indicated in his speech, that the allocation in the Plan has been insufficient if our Railways are to be extended and if they are to play the important part that they have to, in the economic and national progress of the country in the coming five years. But I would like to draw the attention of hon. Members and of the

[Shrimati Parvathi Krishnanan.] hon. Minister and of the hon. Deputy Minister for Railways, that in looking at the Five Year Plan and in judging it, one has to do so in the context of the raising of the economic conditions and the standard of living of the people in the country. It is in that context that we will have to judge the improvement of the Railways and our transport system. It is true that the railways do play an important part, but in a country like ours which is industrially backward and which already has a railway system developed to a greater extent than its heavy industries, we have to consider whether our attention should be directed mainly on the Railways. In such a context, what should be the attention that should be given to the Railways? That is the question I would like to pose to this House, and that is the background against which I will speak now. The hon. Minister in his speech has made a reference to the fact that the Railway Board, when they drew up their proposals for the second Plan, placed certain estimated costs and that the amount that is now allocated in the draft Plan, as it stands today, is less than that estimated by the Railway Board. But there is one thing that he did not touch and that, in my opinion, is very significant. I would have had far greater sympathy with him if he had also referred to the difference that exists between the proposals as regards the extension and the development of the Railways which stood in the Plan frame and the proposals that exist now in the draft Plan as put out before the public. Now, the Plan frame was drawn up with a certain economic basis. It was considered that, considering the national requirements, first priority should be given to the development of heavy industry and the development of mineral resources because it was felt that it is only if heavy industries develop, it is only if the mineral resources are tapped to the fullest extent possible, in the period of the next five years, the general industrial

progress of this country could be undertaken, which would raise the economic standards in this country and also put it, to a certain extent, in such a position where it could be a country which need not be termed as industrially backward. We find in the draft Plan, this basic economic importance, that was given to heavy industry and to mineral resources has been slightly changed and the first rank that was given to them is no longer there. Heavy industries and mineral resources now take the fourth rank in the draft Plan. On the other hand, transport and communications have been pushed upward and you find today that the expenditure that is envisaged in the second Five Year Plan for the Railways is really a considerable amount. Therefore, I find I am unable to agree with all those who, of course, did not say it quite in that open way because, as I said, the flying start that the Railway Minister had to a certain extent confused the issue, but talked about the general patriotic fervour, of national property and national wealth, of this part of the public sector which is a utility concern which the people should consider their own and so on and so forth.

I would like now to explain my position because I am sure the Railway Minister is making notes to point out how it is very important even for the building up of heavy industry that so many more miles of new rails will have to be laid, the wagon capacity will have to be increased; how, if one wants the steel plants to be built in the specified period, so many more million tons of coal will have to be transported; and so on.

Well, Sir, there are other resources within the Railways as they exist today, which could be mopped up, which could be tapped and that is the point to which I would like to draw the hon. Minister's attention. This brings me immediately to the basic question of management within the Railways itself. Now, I do not

claim to be an expert in the management of any business and certainly not an expert in the management of the railways, but there are certain black spots which hit one in the eye if one studies the various speeches that have been made on the floor of both the Houses of Parliament, the various reports, the various criticisms that have been made also on public platforms, etc., of certain mismanagement that does go on within the Railways. We are all, of course, very proud of the fact that this section of what might be termed the public sector—because, after all Railways are today a Government affair—is one where you find that there are no losses being incurred. At the same time, we find that in the Railways one of the major items of expenditure is that of engineering and even today the practice continues to be to give out engineering contracts to outsiders. Now, it is very widely accepted that this practice of giving various works on the contract basis leads to a great deal of wastage. Wastage because the contractors are certainly not imbued with that spirit of sacrifice, that spirit of service towards a particular organisation which an engineer who is an employee of the Railway Administration would have or which an engineer who belongs to Government service would have because, obviously the contractor places the question of his profit first and foremost. He is certainly out to make the largest amount of money that he can out of the contract that he undertakes. On the other hand, there is also the tendency for officials, within the Railway Administration, to be party to a certain extent to the wastage that takes place when these contracts are given out. The Railway Corruption Enquiry Committee has made reference to this factor.

Secondly, Sir, another point that one should bear in mind is the question of the amount of money that is every day being drawn from the Railway reserves which is absolutely a dead loss and which is paid in the

form of claims. About 3½ crores of rupees or so, I believe, is the amount that goes year after year out of the funds in the form of payment of claims. This is a dead loss which is to be written off. Here is another aspect where a better attention and a new approach towards the problem will certainly help to find finances within the existing framework itself.

Next, Sir, as one thinks in terms of the overall Five Year Plan for the country as a whole, which is the section to which priority should be given, which is that part of national activity to which greater amount should be given within the Five Year Plan as it applies to the Railways? Here also, the question of priorities should come in. This is where the Railway Minister and those who are there to help him, the various experts, the technicians and the planning experts will be able to contribute and work out a plan whereby the development of the Railways during the next five years in the second Five Year Plan period will be such as to help the development of heavy industry, of that section of the activity which is going to raise the economic standards within the country. For instance, we in the South know that a large sum of money was spent on building an over-bridge in a place called Pallavaram near Madras. Now, the citizens of Madras, I think, do not realise why it was so important to construct that over-bridge except perhaps that today the approach to a mansion worth Rs. 3 or 4 lakhs, built by an ex-Minister of the Railways, looks more beautiful and is more convenient. Where the public was benefited, where the Railways themselves were benefited is something that nobody could discover. Similarly, is it necessary to spend as much a sum as twenty lakhs of rupees—or about twenty lakhs of rupees—on constructing a very magnificent construction for the Allahabad station or for the New Delhi station when part of this sum might have been directed towards some other construction which would

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 have given some return? This is really the angle from which, if one approached the whole problem, one would be able to find ways and means of spending the valuable funds of the Railways in a direction that would bring further returns. I am also told, Sir, by many who are intimately connected with the work of the Railways, that the question of providing, to my mind, palatial accommodation for the higher paid railway officials is to be stopped. For instance, is it necessary to build larger houses for them, with the latest modern amenities and so on at a time when they should be asked to tighten their belts as much as the workers, as much as the common public, in order to bear the burden of the second Five Year Plan, in order to give something towards the development of the nation as a whole. Surely they can also live in simpler houses. Surely that amount of money which is being directed towards the construction of those houses could better be spent in improving the living conditions of the workers or for improving the amenities for the third class passengers and so on.

Then, Sir, there have been raised time and again various questions on the floor of the other House and there have been comments in the press also to the effect that even today, after four years, no action has been taken on the issue of misappropriation of 14 lakhs of rupees. The records of the case continue to remain more or less in the archives of the Railway Ministry—I say archives—and no action has been taken against the four gazetted officers who were responsible for misappropriating a sum of Rs. 14 lakhs. Now this is one particular case that I am referring to. Now these four officers have been suspended on the charge of having misappropriated Rs. 14 lakhs. They have only been suspended and no further action has been taken against them and for these four years the Railway Administration has been continuing to pay them subsistence allow-

ance. So these are all the various ways in which considerable wastage in expenditure due to lack of action which is going on in this and other cases, could be avoided, and certain sums of money that are available to the Railway Administration mopped up.

Now, Sir, I am fully in agreement with the Railway Minister in the compliments that he has paid to the railwaymen in the country and the contribution that they have made to making the Railways efficient and the contribution that they have made to the achievements of the first Five Year Plan. In the compliments that he has paid I have absolutely no quarrel with him at all, but where I would like to part ways with him is in this, Sir, that while he has dealt with the various aspects of the second Five Year Plan, it is a very disturbing factor that he does not touch at all on the question of the wage and living conditions of the workers. He does not touch on the problems that face the railway workers. He does, of course, say that certain benefits are there, for instance, that there are going to be 75 new beds in the T.B. sanatoria, which will make a total of 395 beds, and as far as I am aware, I should think there must be roughly at least about 5,000 cases of T.B. Then there is also mention that a few children of railway workers will be given scholarships which will enable them to get higher education. But let us take the position of the railway workers as they are today. Pre-war conditions, of course, were very bad and undoubtedly today to a certain extent some improvement has been made, because there was great deal of unrest. Nobody can deny that at the moment conditions, as opposed to the pre-war conditions, are certainly better. For instance, taking the figures of the Administration themselves, Class III employees are getting Rs. 165 a month; the artisans in the workshops get Rs. 135 and Class IV, who form 55 per cent. of the total railway employees, Rs. 78 a month. These do sound as though they are rather very comfortable

sums to receive, as though the railway worker is being paid a better wage and a better salary than many of the workers in some of the other industries. But there are many facts to be considered. Firstly, the railway worker does not receive a bonus. Therefore, he cannot be put on a par with the other industrial workers, because industrial workers have got the benefit of getting a bonus. Of course, they have to fight for it, but they do manage to get a certain amount in that manner. Secondly, Sir, railway workers, even today, eleven years after the war, continue to have their total emoluments divided into basic wage and dearness allowance. Now there is always the tendency that this system and policy of keeping to the practice of giving dearness allowance is to be looked on with suspicion. There is always the fear that it is the one thing that can be cut if at any time a cut may become necessary. Therefore, one of the demands that have been put forward by the railway workers for a long time is that the dearness allowance and the wage should be merged and the total wage should come to what wages and dearness allowance exist today. Now, I thought that the Railway Minister would make some reference to this problem of the railway workers, but I regret to find in his speech that there is absolutely no reference to this at all. Secondly, Sir, from the railway workers, for a long time, there has been the demand that a new pay commission should be appointed and meanwhile, while the pay commission carries on its investigations, which may go on for a period of years, certain interim cash relief should be given.

Now, these are the points that one looked for in the speech because, as I said, with regard to every other aspect he has given a picture of the next five years, but he is discreetly or intentionally silent, I think, on this particularly difficult issue, and it is indeed a pity because this is a very important aspect. If he wishes the

railway workers to continue to have the same amount of national spirit, to continue to have the same approach towards the second Five Year Plan which was there during the first Five Year Plan, to have a pride in making the Railways really efficient, to have a pride in doing their best to make the Railways serve national requirements as best as they can, then naturally he will have to say that they are to be satisfied and a certain incentive should be given to them. He has already said, quite openly, that the workload is going to increase—he has not made any bones about that. Well, if he foresees that, he should also be able to give us a picture of what further amenities the employees themselves are going to get. Of course, here on the floor of the House there has been a great deal said of amenities for the third class passengers, and that is also a very important point which I fully support. But those amenities and the operating of those amenities also become possible only when the railway employees themselves, the ten lakh railwaymen in this country, are also given the amenities, are also given the proper living and working conditions, which will make them soldiers in the army which is going to take the people forward in the progress of the second Five Year Plan.

Now, Sir, when we come to the Budget proposals themselves, firstly, as usual, you have the Railway Minister being very circumspect in the way in which he has posed the question of a surcharge on freight. I cannot understand why he should have rushed with this proposal for a surcharge on freight, an increase in freight charges when the matter is already under investigation by the Freight Structure Committee. He could have waited for the outcome of the investigation of the Committee because having the surplus that he has, it is not necessary for him to rush to this. Or, perhaps, he feels that he should say one anna surcharge and then, to show how democracy operates, if there is

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 opposition on the floor of the House,
 5 P.M. it may come down to three-quarters of an anna. But that is not what we want. The thing is that as the freight charges exist today, there is a general opinion and feeling throughout the country that they are already high and this surcharge of one anna is not really justified and should not be levied.

Secondly, the other concessions. There is never a Budget which does not have concessions, because only if the concessions are there can you have certain headlines calling it a poor man's Budget or this Budget or that Budget or a concession Budget and so on. And so, naturally the concessions are there and if one looks very deeply into the concessions, I think, it is really window dressing that they are meant to be. I see that the Deputy Minister is rather amused at this. Perhaps he feels that someone has had the courage to let the cat out of the bag and now he will have to find out how he can catch the cat and put it back into the bag again. And, of course, with the usual acrobatics that he is accustomed to indulge in, perhaps he will make an attempt—although it is not so easy now—to pull the wool over the eyes of the people and to pull the wool over the eyes of the hon. Members of the House.

Sir, the reason why I have touched on the question of the management of the Railways is because this is the public sector which is yielding revenue. This is an activity in our national economic set-up which is very very important in the light of the second Five Year Plan. And if it is to be really successful workers' co-operation is also very necessary. The Railway Minister, of course, is naturally coming from Amritsar, having the vision of the 'socialist society'—not socialistic but socialist society—before him and having all that before him, he has touched on workers' management in certain departments. But it is not workers'

management as he sees it that I refer to. What I would like to touch on particularly is the question of the co-operation of the workers in implementing the Plan within the Railways. Co-operation of the workers does not mean just workers giving their ideas and workers participating in the management of a particular section or in particular workshops, but asking them also for their ideas as to how best to spend the allocated amount in order to develop the Railways. Because our railwaymen are very skilled men, our railway men are also men who have taken part in the national liberation movement. Even in the days before 1947 many have been the occasions when the railwaymen and the railway workers have been in the forefront of supporting the various movements that have taken place throughout the country for freedom. For instance, we know when that glorious action of the Navy took place in Bombay—the last big blow that was given to the British—at that time the railway workers were not behind hand in showing their sympathy and their solidarity with the workers of the Royal Indian Navy who were being shot down on the streets of Bombay. The railway workers have time and again shown that they are as imbued with this spirit of patriotism, that they are as imbued with this spirit of fighting for freedom as any other person, as any other Indian. And after 1947—the Railway Minister himself agrees with me on this point—the ten lakhs of railway workmen have been in the forefront in the service of the country, of helping to develop free India. So, today when you talk of the second Five Year Plan, why not call for the workers' co-operation, why not ask what their ideas are? For instance, when the British were here, they also built grandiose stations. That was their window dressing and one does not have to go on the same path. We have got to have a radical reorientation, a completely different and national approach towards the problem of the development of

Railways. There are so many sub-urban stations on the Madras sub-urban line which are totally unnecessary in the enormity of the structure and so on or in the same way. Is it necessary now to go on in the same manner and build similar large and palatial buildings? Is it not enough to keep to the minimum that is necessary for comfortable travel, that minimum which is necessary for the efficient working of the Railways?

There has been a demand for some time that a railway should be constructed in Tripura State, because today Tripura State is cut off from the rest of India, surrounded as it is on three sides by Pakistan. A citizen of Tripura, if he wants to reach any point outside his State has to travel a distance of 135 miles by bus, paying a fare of Rs. 27. Now, in view of the coming second Five Year Plan, is it not necessary that such issues should be taken up, that priority should be given as to the types of lines, the areas where the lines are constructed, the areas where it is necessary to move materials for the fulfilment of the industrial programme; and on the other hand also to create transport communications with the far-flung outlying and backward areas? These are the things that will have to be considered. On the one hand, you will need the help of your experts, and on the other hand, it is with the co-operation of the workers that you can hope to approach the matter, with really an all-round view and without a biased view of one side or the other. It is not a question of whether you have 36,000 miles of railway line or whether you have 50,000 miles of railway line. But are those 36,000 miles or 50,000 miles of railway line necessary today for the development of the country as a whole? Where will these lines be laid? That is what we have to see. It is not only a question of passenger traffic. The emphasis has been all the time so far on passenger traffic, on overcrowded trains and so on. But it is also a question of moving

materials which are essential for the general all round economic and national progress in the coming period. The second Five Year Plan has got targets of various types. But what is the overall picture? What is the overall approach? That is again and again repeated by members of all sections of the public, except, of course, the federated Chambers of Commerce. What is the general all round approach? The idea is to take the country forward in as short a time as possible, particularly with the plan of industrial development. It is from this aspect also that the Railways should be approached and it is from that aspect also that workers' co-operation should be taken, as to what should receive priority within the Railways. In other words, that much abused word "democracy" I might use now with some purpose and with some point. Democratise the functioning of the Railways and certainly one will be able to go ahead.

And lastly, I have got only one small request to make to the Railway Minister. This perhaps will be that part of the pill which will be most difficult for him to swallow. And that is a request to him that for a long time we have been awaiting the publication of the first 'Shah Nawaz Report on Accidents'. It would be of great help, and it would be a source of information if this original Report was published and if the Members of Parliament and members of the public had the opportunity to read it and to learn from it. It is when the public is taken into confidence, it is when the Members of Parliament are taken into confidence, and it is when his own employees are taken into confidence that he can sit back and smile in his usual way and feel that something might come of it. No purpose at all is served by keeping back these Reports. When committees are appointed, when reports are there, it is only right that we should have the benefit of knowing what the result of these various investigations has been. And it is on the basis of such bene-

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 official information also that proposals can be made and a basis for co-operation can be established. With these few words. I would like once again to express my vehement opinion that, unless and until the Administration itself is changed, unless and until a radical re-orientation takes place within the Railway Administration itself, any number of plans may come and plans may go, but we are not going to achieve what we all have in common—a general progress of the Railways in this country as part of the overall national and economic progress.

SHRI AKBAR ALI KHAN (Hyderabad): Mr. Vice-Chairman, Sir, it is a matter of some satisfaction to Members on this side of the House that even the Opposition has been good enough to appreciate the Railway Budget and offer congratulations to the Railway Minister. Even the hon. lady Member who spoke last gave a partial compliment though not full, and I can very well understand that we cannot have full compliments from our sisters and our daughters in Opposition.

Sir, when I look at the Railway Budget, I do so from this point of view that in view of the socialist pattern of society where we want to have all services under Government control, if the railway services are successful, it is a step—an encouraging step—towards that goal towards which we all want to move. With this object, when I see the Railway Budget which, in view of the overall picture and its own importance is dealt with separately from our General Budget, I feel that on the whole, I can unreservedly join with my friends who have already complimented the Railway Minister, his colleague and his staff.

Having that in mind, I would like to suggest one or two things because many things have already been dealt with by many hon. Members and will be dealt with by Members who will follow me. The first thing is, when

the previous Government—the British Government—took up this railway work they had two main objectives. One was strategic and the other was to encourage and increase their trade. That is why you see the development either on the frontier side or in the coastal presidency towns Bombay, Madras and Calcutta. In view of the changed circumstances, I would like the Railway Ministry and the Railway Board to consider the new strategic points because of the new frontiers that India has today.

[MR. DEPUTY CHAIRMAN in the Chair.]

We have to look up and make necessary arrangements without any further delay to meet the present-day requirements having in mind the security and the defence of the country.

The other suggestion that I want to place before the hon. Minister is this. No doubt, in view of the planning and the industrial development, you will have to fall in line with them. But at the same time, places which for some reason or other have not developed, have remained backward, should receive particular attention and priority should be given to those parts of India which had not developed as much as it was necessary. Bearing these two things and the second Five Year Plan in mind, I am sure that the progress and development plans of Railways will be looked into and will be implemented.

It is a matter of great pleasure for me that during the last year, the relation between the Government, the authorities and the labour had been very cordial. Not only I congratulate you, but also the labour leaders and others. And I do hope that if the same spirit, the same over-riding idea that in view of the development of the country, we have to set aside all our differences and even our demands which might be considered legitimate, prevails, I think that the Railway Department will be giving a very right lead to the country and that this will be followed

up, for our development programme with the full assistance of my learned friend, Shri Bhupesh Gupta and his colleagues without any labour trouble in future also.

Coming to specific points, it is true that any decision to levy a surcharge would ordinarily be resented by the tax-payers and as representatives or tax-payers, we certainly have had something to say against it. But as this is for developmental purposes and we have a plan for development, I think that there should be nobody in this House who would grudge the surcharge—a very reasonable surcharge—that has been suggested in the Railway Budget.

Apart from the articles for which concession has been given, I would like to ask the Railway Minister to add two more items. One is cottage industries. You have been good to khadi—and quite rightly—and I would like you to consider the case of cottage industries also which deserves a helping hand. The other is medicine. These days medicines are very expensive and our native medicinal systems whether it is *Unani* or *Ayurveda* have not developed. So, if you impose a further surcharge on medicines, it will be a very great burden on the middle-class men. Therefore, I would request you to consider exemption regarding these two items also.

PANDIT S. S. N. TANKHA: Sir, I want to say something.

MR. DEPUTY CHAIRMAN: Not in the middle of the speech.

SHRI AKBAR ALI KHAN: I will not take much time. If I go on allowing friends interrupting, I would miss the train because I want the trains to run at the proper time and I am leaving this evening.

Regarding officers of Part B States, of course, Members from the opposite side—Shri Mathur and others—have

forcefully represented the matter. But we, on this side, in our own humble way represented the matter and I am glad that after all, some solution has been found, though not the very best one. But I do hope that, in implementing the suggestion which you have so kindly given in your Budget speech, that cordial, co-ordinating and integral spirit will be followed up, so that the railway officers or railway services of the Hyderabad Railway or the Jodhpur Railway will not feel that they are being treated in a step-motherly way, but as a member of the same family. In implementing it, it is very necessary that a cordial spirit should prevail.

I had represented last year—and Members of Parliament from Hyderabad had also represented—regarding Nizamabad and Ramgundam and some other schemes. He has very kindly referred to them, but I do want that particular attention should be given to the very early implementation of those schemes. Otherwise it will be very difficult, in such parts where industrial development is beginning, to cope with the demand arising.

As regards the inclination to improve the conditions of third class passengers, it is really very reassuring. What I want to say is that, instead of giving much attention to things like providing sleeping accommodation or air conditioning, top priority should be given to sitting accommodation. It is true that these things will also help to give a little comfort to our people, but the situation is that they have to stand in congested compartments for hours together. Compared to the need for providing sitting accommodation, these other amenities are not so urgent. I quite appreciate that we have bottle-necks in the supply of wagons, in the supply of engines and so on, but I do hope that every effort will be made to see that we get more coaches, more engines and more services on those lines which are congested, so that we may feel

[Shri Akbar Ali Khan.]

that in our country at our earliest we have been able to say that we have provided sitting accommodation to every third class passenger. The other things can be followed up.

Regarding corruption, I think it has decreased and with the implementation of the Kripalani Committee Report and more attention on the part of the officers, it will be reduced still further, but it is perfectly true that, unless the whole nation co-operates to help the Railway Administration, it would not be possible to end this corruption business. It is true that we have to suffer some amount of inconvenience but if we are responsible citizens of a great country, we will have to see that wherever there is corruption, every possible effort is made to bring it to the notice of the authorities concerned, no matter what risk one will have to run into.

One more thing I would like to convey to the hon. Minister. Our trains are not running to time. It pains me when people say that during the last regime they were running punctually but now they do not. I know that there are some difficulties. Traffic has increased, the number of goods trains has increased, but still we have to make every possible effort to see that our trains run to schedule, whether it involves more encouraging salaries or any other additional measures. I think that it must be considered as a national duty and a matter of great importance for the Railway Administration to see that all trains run to schedule, because that will affect our national life in several ways.

With these suggestions, I commend the Railway Budget for the approval of the House. I am sure that in the next Plan period there will be more amenities. So far as making the third class into second class, etc., are concerned, no doubt you may do it, but I don't attach much importance

to it. It is the comfort that you give that matters, as it affects the work of the nation as a whole. I do hope that greater progress will be made and that, when we discuss the next Budget, we will be able to compliment the Railway Minister more and will be happy to see that something has been achieved by the Railway Administration.

PANDIT S. S. N. TANKHA: I would request that the House be adjourned for half an hour to enable Members of this House to hear the speech of the hon. the Finance Minister while presenting his Budget for this year.

MR. DEPUTY CHAIRMAN: Twenty-five minutes are already past. Is it the sense of the House?

SEVERAL HON. MEMBERS: Yes, Sir.

MR. DEPUTY CHAIRMAN: But quorum will have to be maintained. The House stands adjourned till 6 o'clock, when we meet again.

The House then adjourned at twenty-seven minutes past five of the clock till six of the clock.

The House reassembled at six of the clock, MR. DEPUTY CHAIRMAN in the Chair.

PAPERS LAID ON THE TABLE

THE BUDGET (GENERAL), 1956-57

THE MINISTER FOR REVENUE AND DEFENCE EXPENDITURE (SHRI A. C. GUHA): Sir, I beg to lay on the Table a statement of the estimated receipts and expenditure of the Government of India, for the year 1956-57.

MR. DEPUTY CHAIRMAN: The House stands adjourned till 11 A.M. tomorrow.

The House then adjourned at one minute past six of the clock till eleven of the clock on Thursday, the 1st March 1956.