

THE MINISTER FOR COMMERCE (SHRI D P KARMARKAR) (a) A statement is attached (b) No, Sir

#### STATEMENT

Grants given for handloom industry since 1948-49

Year	Amount of Grant (Rs)
1948-49	Nil
1949-50	3,50,680
1950-51	3,07,735
1951-52	1,85,595
1952-53	5,46,065
1953-54 (up to 16-2-54)	1,47,03,321

REPORT SUBMITTED BY THE COMMITTEE SET UP FOR ENGINEERING INDUSTRY

51. SHRI S. N MAZUMDAR. Will the Minister for COMMERCE AND INDUSTRY be pleased to state.

(a) whether the Committee appointed by Government to inquire into the conditions of the engineering industry has submitted any interim report,

(b) if so, what are the main findings of the Committee,

(c) whether any recommendations have been made in that report, and

(d) if the answer to part (c) above is in the affirmative, what are those recommendations?

THE MINISTER FOR COMMERCE (SHRI D P KARMARKAR) (a) The Committee reports to this Ministry from time to time either in writing or at meetings with the Minister

(b) to (d) The Committee have expressed their views in regard to planning and co-ordination of Government's requirements, raw materials for certain industries, modernisation of plants and other matters of like nature. All of them are under examination by the concerned Ministries

THE AIR CORPORATIONS (AMENDMENT) BILL, 1954

THE DEPUTY MINISTER FOR COMMUNICATIONS (SHRI RAJ BAHADUR). Sir, I beg to move for leave to introduce a Bill to amend the Air Corporations Act, 1953.

MR CHAIRMAN: The question is: "That leave be granted to introduce a Bill to amend the Air Corporations Act, 1953"

The motion was adopted

SHRI RAJ BAHADUR: Sir, I introduce the Bill

THE BUDGET (RAILWAYS), 1954-55—  
GENERAL DISCUSSION

SHRI K. S. HEGDE (Madras) Mr. Chairman, let me at the very outset congratulate the hon Minister for Railways and Transport for the commendable speech that he presented to the House. I am not merely commending the speech for the facts that are stated in it but also for the manner in which he has presented them. There is an under-current of sincerity, humility and an awareness of devotion to duty. I am sure, unless critics are cynical as I hear even now at this stage, no right-thinking man will have any difficulty in appreciating the speech and the manner in which it has been presented to the House.

Now, let us get into the facts that have been presented to the House and examine them and see for ourselves as to what has been achieved in the last year by the Railways of our country

3 P M

Ever since 1919 there have been constant agitations for improving the conditions of travel of the third class passengers. Anybody who is conversant with the debates of the former Legislative Assembly and also later on in the Constituent Assembly (Legislative), is aware of the fact that the

public, the Members of the Legislature and even the Government have been emphasising the importance of increasing and improving the facilities of travel for the third class passengers, but that had been more in the nature of lip sympathy and nothing had been done in the past. Due to several causes, possibly the Government of the day was unable to do anything substantial for improving the amenities of the third class passengers, but more than that, there was no genuine interest in the assurances that were given by the Government of those days until we got freedom. It is only after we got freedom and more especially after 1950, an increasing degree of attention has been given to the subject of travel facilities for the third class passengers. The main difficulty that was experienced in the past was that of overcrowding. In fact, it is everybody's knowledge and it needs no repetition that the passengers were packed like sardines in the compartments and there was not even space to move about. It is a well-known fact that there were not four classes of passengers but six classes of passengers. There were the people who travelled on the footboards and then there were the people who travelled on the top of the carriages. But fortunately things have very much improved during last year and probably the year before also. In the course of last year another 142 new trains had been introduced and 117 trains had been extended. To some extent economic factors also helped. There has been a decrease in the number of persons who have been travelling and that also probably explains the improving facilities that the third class passengers get.

PROF. G. RANGA (Andhra): As though there is no over-crowding now.

SHRI K. S. HEGDE: Sir, you will permit me to ignore these interruptions. Evidently, my friends on the other side do not like this improvement. To proceed now, in several sectors today overcrowding has become a thing of the past. There is absolutely no overcrowding so far at least as the South

Zone is concerned. I am more familiar with the South Zone than the North Zone, and so I can speak with a certain degree of authority as regards the conditions prevailing in the South. So far as the South Zone is concerned, I can say that there is more or less no overcrowding now. To a very large extent the Janata Expresses have helped in relieving congestion. It was not merely a question of overcrowding. There were certain other difficulties that the passengers had to meet, especially so far as catering was concerned. In fact, during the war and possibly even before that, the catering was at a very low ebb. In fact, it was almost impossible to get good food anywhere when you travelled in the trains and more so if you travelled in the third class and took the cheaper kind of food. There has been a distinct improvement during the course of last year. In this connection, I should say that the catering that is done by the Administration itself, by the Railway itself, is probably easily the best. Even the contract catering has substantially improved in several sections of the Railways, but I do know that there are still deficiencies in certain areas. Specially I must bring it to the notice of the Hon. Minister that, when we travel between Delhi and Madras in the G. T. Express, the food that we get is far from satisfactory. It requires improvement. I believe that the particular gentleman who is catering there has got a bad reputation in other areas as well. I do not know how far it is correct, but this is a matter which requires investigation.

PROF. G. RANGA: It is sixty years old.

SHRI H. P. SAKSENA (Uttar Pradesh): What about Government catering?

PROF. G. RANGA: He says it is very good in the South.

SHRI K. S. HEGDE: It is a question of taste. With age taste also becomes bad, and in the matter of food, I am a better authority than Mr. Saxena.

SHRI H. P. SAKSENA: This has no reference to my question at all

SHRI K. S. HEGDE: If the hon. Member had listened to me, he would not have made the mistake. I said that so far as catering was concerned, it had considerably improved, and that in some areas it was really excellent. If my hon. friend wants to know, in the Southern Railway, especially in the ex-S. I. R. sections and not so much in the ex-M. and S. M. sections, the catering is really very good.

SHRI H. P. SAKSENA: We are all waiting for the issue of free passes for Members of Parliament.

SHRI K. S. HEGDE: I for one would commend that suggestion.

To proceed further, Sir, I was referring to the catering in the G. T. Express. I heard a disturbing complaint—I do not know how far it is correct; I hope it is not true—that the food that is being served in that section is being mixed with refuse that is available. If this is so—I hope it is not so—it is a very serious matter and requires urgent investigation.

In other respects also, there has been very considerable improvement. I specially come from an area where there is a large rainfall and we still remember the conditions that used to obtain in the past. Whenever we had to travel in the trains, especially in the third class, we had to wait for a long time in uncovered platforms, where the flooring also was far from clean. But during the course of the last year, in many stations they have put up coverings, and even the flooring has been considerably improved. Waiting rooms are being improved, and better lighting and water supply is being given.

By and large, Sir, there has been very considerable improvement so far as travelling conditions are concerned, and we must congratulate the hon. Minister for Railways for achieving a substantial degree of improvement in the provision of useful amenities during the last year. I am also aware that

more than all these things, there has been a distinct improvement in the treatment that is meted out to the passengers by railway officials. As was suggested by my hon. friend, Dr. Kunzru, last year, there was a time when passengers and specially third class passengers, came to be completely ignored by the railway officials. Why the third class passengers only? Similar was the treatment that was meted out even to upper class passengers.

PROF. G. RANGA: Even now that is the case.

SHRI K. S. HEGDE: On a particular day when I was travelling in an over-crowded compartment, one of the passengers happened to ask the Ticket Collector, "I have reserved my berth. I would like to know where it is.", and the answer promptly came, "Ask the astrologer". That was the tone in the past. In this sphere also, there has been a distinct improvement. Today the staff of the Railways are aware of the fact that the people of the country are free and that they are the masters of the situation, and better treatment is being meted out to passengers, but still there is room for improvement, there is no doubt about it. With a better standard of conduct on the part of the railway staff, there is likely to be a better psychological reaction on the part of the passengers.

I have placed before the House numerous directions in which travel conditions have improved in the course of last year, but I do not mean to say that we have reached the optimum point. Far from it. We have just made a beginning, a good beginning. I am not unaware of the fact that even taking into consideration all these improved facilities, we still lag very much behind the facilities that are available in other countries, especially in the countries of the West.

It is certainly our ambition—I am sure it is the ambition of the Railway Minister too who probably travels more in third class than any one of us do

and who is probably aware of the difficulties of the third class passengers to a larger extent than most of us—that we should improve the facilities available for third class passengers to the same extent as they are available in England and in other countries. I for one very fondly look forward to a very near future when the conditions of travel in third class would be at least as good as are available in second class now, and I also visualize a distinct improvement in the conditions of travel of the upper classes as well, if there should be any upper classes.

Having dealt with that aspect, I would like to take the House to a few other things which are of considerable importance. The next thing I would like to come to is regarding the facilities that have been granted by means of season tickets and other travel concessions. It is of considerable importance. It is important both educationally and socially. I am not merely considering it in terms of a little relief that people are getting during the time of the travel. Any educationist would agree that the best way of educating the child is by making the child travel as much as it can. We have heard the broadcast made by the English Queen during X-mas to her children that when they grow up to her own age, they would have travelled more than she did. She said it for a very good reason because it has been accepted on all hands that the best form of education is visual education and a child gets the best education by travelling. Hence necessary conditions should be created to see that our children are given every facility to tour the whole of India and see every one of our important centres. In that way we can serve the nation much better than in many other ways.

I am glad that the hon. Minister has also found it convenient to allow concessional rate for seasonal tickets for school-boys who are attending schools. We know that many children cannot come to the city or town and have their education and it would be a boon to them if they are all allowed to stay in their own houses and come

to the school or college and have their education by paying at a very concessional rate.

The next point of importance is that of disposal of claims. It has been the bugbear in the past. Anybody who knew about the difficulties of these claims knew that sometimes it took three to four years before a claim was disposed of and we had a lot of litigation in every one of the courts and in fact the Railway lawyer was always a lucky man in the past and in almost every place he had a number of cases to handle and more than that, no person got his money within a year at the least. We are very happy to hear from the hon. Minister's speech that today the average number of days that are required to dispose of a claim is only 71. It is an extremely happy information and I am sure the country is thankful to the hon. Minister for expediting the disposal of these claims.

Then I would like to say a word about the relations between labour and the Railway administration. In this country the Railways is one of the biggest employer employing as many as about 12 lakhs of people.

SHRI H. P. SAKSENA: Nine lakhs.

SHRI K. S. HEGDE: Nine lakhs as staff and another three lakhs as casual labour. I'm extremely happy to learn that the relations in the current year between the Administration and labour have been one of cordiality. There is an increasing degree of awareness in our labour also to their duty to the country and at the same time the Administration is aware of the legitimate dues to the labour. We are all glad to hear that the Railways have found it possible to implement the Gadgil Award though it cost the Railway something like Rs. 3½ crores per year and in addition to it, we are extremely happy to hear that in the course of the last six or seven years, the Railways have been able to put up something like 38,000 houses for the labour. These are very encouraging and we are sure a new and happy relation

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ship will be evolved between the Railways and the labour wherein the Railways would give a sympathetic consideration for the legitimate claims of the labour and the labour in its turn, as appealed to by the hon. Minister, would serve the country and the Railways to the best of their ability. There is one other thing which I would like to refer to and that is so far as the corruption in the Railways is concerned. Somehow the word 'corruption' is closely associated with Railways. It has been so far the last several years. I was surprised to some extent to read the speech of the Chairman of the Railway Board made somewhere in Ernakulam when he said that the corruption prevailing in the Railways is in no sense greater than the corruption prevailing in other sectors of our public life. I wish it is so but my experience is otherwise—so is the experience of others. Rightly or wrongly—I hope it may be wrongly—the reputation of the Railways in so far as corruption is concerned, cannot be said to be anything creditable. I do know that there has been, to some extent, improvement during the last year or two. There has been an appreciable fall so far as ticket-less travel is concerned. Though somebody might tell me that more detections have been there now than in the past, that is no indication of the increase in the ticket-less travel. But by and large there is still large-scale corruption in Railways. I do know that very serious efforts are being made to put down corruption in the Railways and the hon. Minister was pleased to appoint a Committee of which my hon. friend Dr. Kunzru was the Chairman till recently and I am also associated with the Committee as one of its Members. The Committee had an ambitious programme before it. We had met three times. We have formulated a questionnaire and issued the same and we had received replies but unfortunately for the Committee, Dr. Kunzru was called away for some other and more important work and we are to-day deprived of his able guidance and anybody who has worked with him will know the

immense knowledge of Railways that he has and the benefit that we would have got if he had been able to continue in the Committee but fortunately for us we have now Acharya Kripalani as our Chairman and we propose to increase the momentum of the work and we shall be only too happy to serve the Railways and the country by reducing at least, to some degree, the corruption that has been prevalent in the Railways. But I do know, knowing something of the extent of corruption and the intricacies etc. that it is a very difficult job and we can only assure this House that we shall try to do our best and more than that we are unable to tell the House at this stage. Now, leaving the question of amenities and other allied subjects, I would like to take the House to the financial position of the Railways. Last year when the Budget was discussed, the Members belonging to the Opposition thought that the Budget that was presented to the House had no relationship to facts. Dr. Gour, the representative of the Communist Party, came out and said that there has been a depression or rather a recession—that there has been acute fall in agricultural and industrial production and he forecast that the estimated earnings would not be available and he feared that the proposed gross earnings will not be realized. Not merely Dr. Gour—even eminent economists like my friend Mr. Ghose thought that the estimates were on the high side. He thought it was incapable of realization but I am sure my friend Mr. Ghose would be very happily surprised that the estimates were more or less accurate almost to a rupee. I myself was surprised whether an estimate of that type could ever be formulated. For the information of the House I may tell the House that for the year 1952-53 the revised estimate of the gross receipts was Rs. 269.55 crores and those realized is Rs. 270.56 crores. As regards the working expenses, the revised estimate was Rs. 188.85 crores and the actual expenses were Rs. 187.96 crores. The estimated surpluses was Rs. 9.48 crores and the actuals came to Rs. 13.19

crores. So I think my hon. friend Dr. Gour and others will now have to agree that the Railway Administration had made more or less a correct estimate in these fields and their fears that there was a fall in agricultural production and in industrial output and therefore there would be a fall in the earnings of the Railways were without basis. In fact you may remember, Sir, that they said the President's Address spoke in one vein and the Railway Minister's report was in another vein, that the Railway Minister was very despondent whereas the President's address presented to the House a glowing picture, that the one spoke of increased production in agriculture and also in industries whereas the other said there was a fall. But these we know, are all imaginary contradictions. If only they now see the Budget figures they will realise that the forecast made by them was not correct, that they were false prophets and I am sure.....

SHRI KISHEN CHAND (Hyderabad): What about the year 1953-54?

SHRI K. S. HEGDE: I was referring to the year 1952-53. I will come to 1953-54 also. My hon. friend from Hyderabad is particular about the year 1953-54. When he finds that the facts about 1952-53 that I gave were not quite comfortable for him, he shifts on to 1953-54. But I am quite prepared to give him the facts about that year also. During that year, so far as the gross estimates were concerned, the figure was Rs. 272.23 crores. The revised estimate was Rs. 272 crores, that is to say, it is less by a sum of Rs. 28 lakhs. But even there the explanation shows that the difference is due more to a different method of accounting than to any actual loss. As regards the working expenses, they were estimated at Rs. 190.99 crores and the actuals have come up to Rs. 197.63 crores and even this difference is due to certain events that took place after the Budget was presented. So I think my hon. friend Shri Kishen Chand will agree with me that even for 1953-54, the estimates were very accurate in

every sense. I do not think a better picture of the working of the Railways could have been presented to the House than has now been presented to it.

So far as the year 1954-55 is concerned, I think there is reason to be a little more optimistic than the figures presented to the House appear to show. I am sure the Railway Minister wanted to be very cautious. But anyone who knows the prevailing degree of prosperity in the country—if you will permit me to use that word—will certainly say that the earning for the year 1954-55 will be even a little higher than that indicated in the Budget proposals. According to the Budget proposals, the passenger traffic earnings will be Rs 101.55 crores and I think we have no special reason to expect a substantial increase so far as the passenger traffic is concerned. But so far as goods traffic is concerned, the estimated income is Rs. 148.6 crores; but I for one think that we are likely to get something more—if not appreciably more—something more than what is indicated in the Budget proposals.

Another point of criticism levelled against the Railway Administration was that the plans adumbrated in the Five Year Plan have not been realised, or at least, it has not been shown to the House how they are being realised. It is always the case that when we have to plan for future developments of this kind, what is actually achieved does not always tally hundred per cent with the proposals adumbrated. Sometimes they exceed and sometimes they fall short of the plans envisaged. We ourselves know by actual experience that in the food sector the proposals adumbrated in the Five Year Plan are on the low side, that we have already reached the target long ago. That is also the case in the matter of cloth production. Coming to the question of the Railways, I may say that its achievements are going exactly according to plan and according to the proposals adumbrated in the Five Year Plan. The total expense that is proposed to be incurred for the purpose of railway development in the country is Rs. 400 crores. During the years

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1951-52 and 1952-53 we have already spent Rs. 131.04 crores and the current year's estimate of expenditure is Rs. 77.83 crores. So in all, the expenditure will be Rs. 208.92 crores. The amount that remains to be spent is therefore only Rs. 191.08 crores. Whether the Railways will be able to make available this amount is a matter of doubt. It may be that the general finances will have to come to the help of the Railways. But that is a matter between the Railways and the Finance Ministry. But we are certain that so far as the work entrusted to the Railways is concerned, that is proceeding and is being executed exactly according to plan.

Now let us come to the provisions as regards items of new work. Every one is aware that the Five Year Plan did not plan for extensive development schemes. It was then mainly a question of renewals, replacements and rehabilitation. In the very nature of things it could not be otherwise. As we are all aware, Sir, right from 1932 there was no renewal or replacement in the Railways—not on any appreciable scale. As for rehabilitation, it was then unknown in the Railways. Between 1932 and 1940 we had acute depression. From 1940 onwards the ravages of the war were there. There was additional strain without any corresponding replacements. So Government had to give its first attention to the rehabilitation of the Railways. Even in the matter of rehabilitation of the Railways doubts were expressed last year, both by Dr. Gour and Mr. Ghose that we were not keeping pace with the proposals and plans adumbrated in the Planning Commission's Report. Here again, for information I may give some comparative figures. In the matter of locomotives, at the beginning of the Plan period, we had 8,209 out of which 3,596 were to be over-aged as on 1-4-56. We have planned to get 1,604 during the Plan period of which we have already got 467. Similarly, as regards coaching

vehicles, on the date of the Plan we had 19,193 out of which 9,916 were over-aged as on 1-4-56. We have planned to secure 5,786 and we have already got 2,735. In the matter of wagons, the number available in 1951 was 199,093 and out of them, on 1-4-56, 73,371 were to be over-age ones. We have planned for 59,293 and we have already secured 23,116. In addition we have created a considerable potentiality by having the Perambur workshops and also private industries which are now able to contribute in building up both coaches and wagons.

Railways had to attend to the renewal of tracks, and to a very small extent they constructed also some new lines. Of course, many of us are quite disappointed that the Government was not able to give more attention to the development side. India is a very vast country. We have just about 34,000 miles of railway mileage. In many parts of the country there are no railway lines at all. There are no good systems of communication. You will remember, Sir, that during the Budget discussion, my hon. friend Prof. Ranga, Shri Jagannath Das from Orissa and other hon. Members from Assam and also from Madhya Pradesh, Mr. Basappa Shetty also, they all complained that very important areas were being neglected and the Railway Administration has not been able to have any new railway lines or new extensions.

It is really a very painful factor. In India the Railway is a very big concern; our General Budget is only of the tune of Rs. 400 crores per year whereas even the Railway Budget comes to Rs. 300 crores per year. So, a mighty organisation of the type of the Railways must be able to do much better and must have a more dynamic programme than it has had during the first Five Year Plan. That was probably the consensus of opinion and that is also my opinion in this matter but one should not forget the fact that at the time the first Five Year Plan was prepared the Government had to

give top priority to agriculture. We had to stop the drain due to payment that we had to make for purchase of wheat and rice from outside countries. It is probably with that object in view that the Government gave top priority for agricultural improvements and the bulk of the money was earmarked for agricultural and other subsidiary purposes. We hope, Sir, that in the next Five Year Plan, Government would be able to do much better for the Railways. I for one feel that there are large areas which require to be treated better. Fortunately, some of the areas of the Gangetic Plain had a network of railways, so also Saurashtra, but other areas like Orissa, Madhya Pradesh and my own part of the country are entirely neglected. If I try to place before the House certain demands pertaining to places in my part of the country, let it not be understood that I am doing it from any parochial sense. I am merely placing it as a matter of illustration. Whatever I say with reference to my own part of the country equally applies probably to many other parts of the country like Orissa, Madhya Pradesh and others.

Sir, Government ultimately was pleased to sanction the survey of the Mangalore-Hassan line after a very long time. This was a project that was contemplated as early as 1892 and for one reason or another Government was not able to implement it and now at last a survey has been sanctioned. The survey is going on and we hope that the Government will be able to implement this scheme and immediately begin work on the construction of the railway between Mangalore and Hassan. You are aware, Sir, how much important it is for the country and how our trade is connected with Mysore? Our economic life is intertwined with that of Mysore and without a railway line between Mysore and Mangalore there has been considerable setback in our economic life. Now, I am sure that this is not going to be the last word on development of the railways in that area. Last year my friend Mr. Basappa Shetty very vehemently protested

against the neglect that was shown so far as the question of connection between Kadur and Sakhleshpur was concerned. I am told that the Railway Minister was also pleased to give him an assurance that in the next Five Year Plan he would see that Kadur and Sakhleshpur are connected. This is one of the lines which has been surveyed a very long time back; the Government of Mysore repeatedly promised to implement this but for one reason or other it had not been able to do it. Now at least it is time that we undertook this work. It is no use taking a very limited view of the subject. The Railways must be able to do much better than what they are doing now. We have got the six units; can't these six units add 500 miles every year? I am surprised at the slow rate of the progress that we are making. At this rate, our children and grandchildren will find the Railways in the same position as we are finding them today. We owe it to the future generation to have a dynamic programme and a policy for the Railways. It is no use merely looking at how much percentage we are going to make by a new railway—I mean that apart from the commercial consideration, Railway is a social force. On a mere commercial consideration, many places will remain backward if you do not open them up. Railways must be the first to open them up. In the North Kanara District, a neighbouring District of mine there is not one inch of railway line in the whole of the District. So also, in case of Ratnagiri; it is a rich area; there is considerable mineral wealth and lot of timber but this area has been wholly neglected because somebody did not think that it was convenient to have a railway line there. There are rivers and the people are left severely alone with the rivers and they did not find it convenient to put up a railway line. The country must develop simultaneously. There is no point in developing certain areas and having a luxurious life in those areas while totally neglecting other areas. I am surprised to see, Sir, that there is no railway connection between Cape Comorin and Bombay. This was ne-



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glected in the past excepting for a link between Shoranur and Mangalore. Fortunately, the hon. Minister advisedly thought that he should get the link between Ernakulam and Quilon constructed and I am sure that he will extend it to Cape. Similarly, Sir, I invite him to consider whether it is not absolutely necessary to connect Cape Comorin with Bombay on the coastline. You know, Sir, the fertility of the soil; there are lot of minerals and that area is rich in timber. But without a railway link the area remains undeveloped. I am merely stating this as an instance; probably there are many other areas similarly ill-served, if I may use that word. I would suggest that in the next Five Year Plan we must have a complete line from Cape Comorin up to Bombay right along the coast, if it is possible. If the coastline is not possible, there are other alternatives. We can connect Mangalore with Talagoppa and Talagoppa with Alnavar. I know there are proposals to convert the Poona-Hubli link into a broad gauge link and the Central Railway has always been pressing for it and it is absolutely necessary to do that. If only we could convert the Poona-Hubli link into a broad gauge link and then have connections between Alnavar and Mangalore, we would be putting in service an extremely useful link.

Now, when I say this, let it not be understood that I do not attach equal importance to other areas which are equally under-developed. Undoubtedly we may have to strike at some priorities. May I suggest one thing? The hon. Minister must press before the Planning Commission for a better deal in the next Five Year Plan. He must get at least a thousand crores of rupees for the Railways in the next Five Year Plan. I am putting it as a very modest suggestion, taking into consideration all the difficulties of the country. You must have a programme of work in which you will be able to add at least 500 miles every year in the six units. Can't we have 500 miles per year, which is less than 100 miles for each

unit? In ten years we must have an additional 5,000 miles. Between 1933 to 1954 we made no additions. Now, it is time to wake up and we must have a positive policy in this respect.

One other aspect I would suggest for the hon. Minister's consideration. I know, Sir, that it is very difficult of implementation and cannot be implemented immediately but I am merely suggesting it as an objective. In the past it has been considered many times and I do not know whether we should not think that at least in the distant future we should have one system of railway one gauge. Today, what is happening is that our country is intercepted by different gauges, broad gauge, metre gauge, narrow gauge, light railways and so on.

PROF. G. RANGA: That will be very costly.

SHRI K. S. HEGDE: My friend Mr. Ranga says that will be very costly. I know it. I am not thinking of the next five or ten years; I am thinking in terms of fifty years or hundred years because a country of this magnitude must plan for fifty to hundred years and not for ten years only. Now, what is happening is that there is a lot of loss in the working efficiency of the railways and there is considerable transshipment cost because of all these different systems in the Railways. I know, Sir, that we have a very large section of metre gauge and that it is not possible to convert that into broad gauge immediately. We have got to do it gradually but if the hon. Minister agrees with me that at least in the distant future we should have one system, then we can say that whatever lines are going to be constructed hereafter should be broad gauge. That is sufficient for my purpose. If you do that we can convert our metre gauge into broad gauge at a later stage.

[MR. DEPUTY CHAIRMAN in the Chair.]

Another thing that I would present for the consideration of the House is: Should we not have a plan by which we gradually and progressively electrify our railways? We are

short of coal and whatever coal is available is required for our iron industry. We have a large potentiality for electricity. As such we must find it increasingly necessary to electrify our railways by stages. I am glad that the hon. Minister has announced that he is taking steps to electrify the suburban railway of Calcutta. I shall expect that he would find it convenient to electrify the railway line between Madras and Chinglepet although I am sorry to find that there is no such proposal for immediate implementation. Similarly, Sir, I would rather suggest for consideration of the hon. Minister whether it would not be convenient to electrify the railway line between Mysore and Bangalore. This is a very important part of the country and it is a very lovely country as well. Many of you would be surprised if I say that it takes 10 hours by train from Mysore to Bangalore, a distance of 85 miles. If you start at 10 O'clock in the night you reach Bangalore at 6 O'clock the following morning. I should not be surprised if one could not run and catch the train when it is in motion.

MR. GOVINDA REDDY (Mysore): Only Mr. Hegde can do it.

SHRI K. S. HEGDE: I cannot do it but others can. Then there are number of railway buildings available in Mysore. It would be useful if the hon. Minister takes this into consideration and sees whether he cannot shift at least a section of railway headquarters to Mysore where, as I said, a large number of railway buildings are available.

THE DEPUTY MINISTER FOR RAILWAYS AND TRANSPORT (SHRI O. V. ALAGESAN): We are having a regional headquarters there.

SHRI K. S. HEGDE: Probably more staff could be shifted there without inconveniencing them. I am making an appeal to the hon. Minister to see what he can do in respect of the suggestions that I have made. Of course we are all one in saying that he has done very well and we want him to do more and I hope that his officials

would do their very best in seeing that the improvements are effected. They are very capable officials and if they only give up their ideas of the past the hon. Minister with their co-operation ought to be able to achieve better results than have been achieved so far. Under the foreign regime they were not able to function as effectively as their natural abilities permitted them, in the interests of the country, but now we are in a free country. We owe it to our country and I am sure our officials will rise to the occasion and give the hon. Minister the best of service and see that we, in the near future, have a railway which is comparable with any other railway system, say in England or in America. I wish our Railways every success.

SHRI P. C. BHANJ DEO (Orissa): Mr. Deputy Chairman, the Railways are amongst our greatest national assets whose soundness and progress constitute the acid test of our Government machinery being on the rail. As such the Railway Budget presents and should present a subject for deep thought and close study for both Houses of Parliament as the representatives of the Indian Nation.

Now, Sir, just as the railway engine whistles before puffing up smoke, I shall begin my remarks with a short whistle.

The Railway Minister, Sir, is to be congratulated for presenting to us a surplus Budget for the Railways for the coming year in an age in which deficit is the fashion. It is a welcome sign no doubt, but this metaphoric whistle brings me almost immediately to the railway smoke-screen which we must dissipate if we are to understand the financial and other affairs of the Railways in their true perspective. Although the surplus Budget shown by the Railways is a welcome sign it is with apprehension and disappointment we note, however, that the estimated surplus for the current year has fallen from the Budget figure of 9 crores to 3 crores despite the windfall to the Railways in the shape of the Kumbh Mela earnings in the revised

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estimates. In the year that has just closed the realised surplus has been shown as 13 crores but this realised surplus of 13 crores seems to be the achievement realised against the promise of 23 crores in the Budget for that year. In other words the achievement has fallen short of the target by ten crores which the Minister of course has remained discreetly silent. Hence following the experience of the last two years it is legitimate to apprehend that the coming year's actual result may not be a realised surplus estimated by the hon. Minister but a little worse. I for myself fear that the process of dwindling of our hopes is likely to show a negative surplus instead of a positive one in actual realisation. Even supposing that the estimated and expected surplus for the next year will be actually realised, which we can only know two years hence, it will mean nothing since there are ways of balancing revenue accounts even though the revenue account has shown a big hidden deficit. That, however, is a long way off. Thanks to the present unusual delays in the closing of accounts and in the issuing of annual reports. Of course, public memory being short, we usually do not relate the poor results achieved against the sanguine promises made. At the moment it will suffice to point out that the estimated surplus of five crores for 1954-55 may not be realised in full, that is, the actuals may show a smaller surplus or even a sizeable deficit. Even if a bigger surplus occurs next year by fluke, more than anything else, it is well for us all to remember that there are surpluses and surpluses. Any Budget can be balanced, any accounts can be squared up by accounting jugglery, the most common of such jugglery being even in causing ordinary expenditure to be met from sources other than gross traffic receipts. As already stated by me, the current year's surplus has fallen from 9 crores in the last Budget to 3 crores in the revised Budget. For this the Minister has been pleased to blame only the rise in working expenses since the traffic receipts have

remained stationary despite the unanticipated windfall in traffic receipts from the Kumbh Mela.

SHRI O. V. ALAGESAN: It was anticipated.

SHRI P. C. BHANJ DEO: Of course, the hon. Minister has explained away the rise in working expenses in a very plausible manner. He conveniently shut his eyes, like the proverbial ostrich, to the probable fall in the year's estimated surplus while accepting the recommendations of the Gadgil Committee to treat 50 per cent of the dearness allowance paid to employees as pay. The second main reason for the rise in working expenses lies in the fact that the Railways have to hire coastal ships to carry coal from Bengal and Bihar to Madras and Bombay for their own use. Since this has been advanced for the first time as a new reason for the rise in the working expenses of this year, it seems that the wagons saved and rendered idle as a result of the diversion of railways under coal traffic to ships could not be utilised more profitably in carrying other higher rated traffic, or it may be that the carrying capacity of the existing wagons has been so much reduced this year that coal for their own use of the Railways themselves could not be carried by their wagons from one corner of the country to the other which they were in the habit of doing previously. Of course, Sir, it is patent the Railways have not found it cheaper to send coal by sea. If this had been so, the rise in the working expenses could not have taken place or merited a mention in the Budget speech. To me at least the whole affair seems to smack of the fish market and strongly indicates that there is something rotten somewhere.

The Minister has placed the estimate of passenger earnings for 1954-55 at Rs. 101.51 crores which is only slightly higher than the revised estimates of passenger earnings for the current year which is 101.26 crores, but it is slightly lower than the original estimate of Rs 101.78 crores. He states he has allowed for the decrease from

Rs. 101·78 crores in this year's original estimate to Rs. 101·51 for the next year, as the additional earnings due to the Kumbh Mela will not be available next year. Sir, these figures appear to be least reliable. The original estimate for the current year Rs. 101·78 crores, was arrived at without taking account of the Kumbh Mela passenger earnings. The revised estimate after taking account of the Kumbh Mela earnings has been placed at a lower figure, namely, Rs. 101·26 crores. So my first question is where have the additional earnings due to Kumbh Mela gone? Secondly, the next year's passenger earnings, namely, Rs. 101·51 crores are placed nominally higher than the revised estimate for the current year, that is, Rs. 101·26 crores, despite the fact that there will be no additional earnings due to the Kumbh Mela next year. Strangely enough the Minister estimates higher earnings during the next year. So my next question is whether the Minister really meant that the Kumbh Mela earnings are expected to be received next year and not this year? My third question is what is the amount of additional earnings from the Kumbh Mela and in which year's estimates it is to be included?

As regards goods earnings, the hon. Minister's estimates, I believe, are more intelligently framed than those for passenger earnings. I am also glad that he has not linked the probable rise in goods earnings in the coming year to the Five Year Plan which he did last year. What I mean to say is that the increase in agriculture and industrial production on which he has banked has nothing to do with the implementation of the Five Year Plan. The goods earnings would have been still higher but for the reduced level of traffic to and from ports consequent on the fall in the level of foreign trade and the diversion of railway coal by sea. Most probably the expected rise in the goods earnings will be realised only through certain adjustments in our fare and freight rate structure and not through increased tonnage referred to by him.

He has however already indicated this possibility himself when later in his speech he has told us that "he is examining the implications and the practicability of certain suggestions for adjustments in our fares and freights structure which are necessary for a developmental economy." These adjustments must necessarily be pushed upwards since they are to form the basis of what he has called "a bold policy of development and expansion of the Railways." The adoption of such a policy Sir, in a Welfare State must exclude the possibility of reduction in working expenses. I heartily wish that the anticipations of the Minister with regard to reduced working expenses next year will be realised, but I have got great doubts about that.

MR. DEPUTY CHAIRMAN: Is the hon. Member reading his speech?

SHRI P. C. BHANJ DEO: I have to use my notes rather extensively, Sir.

SHRI B. RATH (Orissa): He can refer to notes, Sir.

MR. DEPUTY CHAIRMAN: Yes, notes can be referred to.

SHRI P. C. BHANJ DEO: Sir, the appropriation to the Depreciation Fund next year is proposed to be maintained at the same level as in the past years, namely, Rs. 30 crores. Since 1950-51 the annual appropriation to this fund has remained constant at Rs. 30 crores while the capital at charge on the Railways has risen by over Rs. 100 crores in the period of five years, that is, from Rs. 804 crores in 1950-51 to Rs. 909 crores in 1954-55. In other words, these new assets acquired with the additional capital expenditure of over Rs. 100 crores will be quite unprovided for as far as depreciation is concerned. This decreasing provision for depreciation on the increased railways assets is not due as far as I am aware to any respect of the Railway Minister for the opinions of the Opposition Members, as for instance of my

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hon. friend Shri Kishen Chand, but is chiefly due to the increase in working expenses of the Railways which are cutting into the current earning besides cutting into the existing depreciation reserve.

Coming now to the works expenditure of the Railways, such expenditure incurred from 1951-52 up to the end of the current year amounts to Rs. 209 crores leaving a balance of Rs. 191 crores out of the Rs. 400 crores allotted to the Railways under the Five

4 P.M.  
Year Plan, I wish the Minister had not mentioned the Five Year Plan in this connection, because even in the absence of the Five Year Plan, works expenditure of this magnitude would have taken place.

Now, I have a number of other points to deal with, but unfortunately as I have to leave New Delhi to go by air to another place for an appendicitis operation of my daughter, I shall have to cut short my speech as it is 4 o'clock already. I will end up by saying that the Railway Minister's general contribution in the constructive field has been considerable, as far as the improvement of our Railways is concerned. If his initiative and his enterprise are continued with boldness and originality, it is my earnest hope that this great national asset of ours will be instrumental in keeping the Government of free India on the rails for all times.

SHRI M. GOVINDA REDDY: Sir, I am happy to associate myself with the other hon. Members who have congratulated the Railway Minister for presenting a very steady and sound Budget. I have also to offer my congratulations to the Railway Minister, the Railway Board and the Railway officers who have handled a very difficult situation in a very efficient and expert manner. I am referring to the Kumbh Mela traffic. The Kumbh Mela traffic, as the House knows, has been an uncommon phenomenon in the history of India.....

SHRI O. V. ALAGESAN: Unprecedented.

SHRI GOVINDA REDDY: .....it is unprecedented, as the hon. the Deputy Minister is assisting me to say. In the history of India, there has not been such an occasion when 50 lakhs or so of people gathered in one place.

SHRI P. SUNDARAYYA (Andhra): Nor has there been such a tragedy.

SHRI GOVINDA REDDY: Well, that is of course a misfortune.

PROF. G. RANGA: You please go on.

SHRI GOVINDA REDDY: I accept Mr. Ranga's advice not to go into these interruptions. Any man who has any sense of patriotism, who has any sense of truth and fairness in him, must appreciate that the Railways have done their best in handling this traffic, and the Railways deserve the congratulations of the whole country. The crowd has been unprecedented in the sense that in the previous Kumbhs crowds of even one-third of this size were not seen. So, what the Railway authorities and the State authorities could have expected was only the normal crowd that was seen there in the past, but this crowd which gathered at Allahabad was unprecedented, and the manner in which the Railways adjusted themselves to give transport facilities to this crowd was really a wonderful achievement. They have run a number of special trains—327 or so special trains and 500 shuttle trains—and have not spared either effort or pains to make the necessary adjustments in providing transport facilities. We have the experience of how the Railways behaved in the past. Whenever large gatherings were to be seen, they would think of making arrangements only at that moment and then they would think of running new special trains, but here was seen the genius of using any available bogie and any available train and making all arrangements for this purpose, without interfering with the ordinary running of trains or with the normal traffic.

This is a matter which really deserves the appreciation of the whole country.

The Budget, as I said, is a steady and sound Budget. In the past, the Railway Budget, as the Audit Report shows, was not known to have been steady. In the matter of estimates, there were excesses. When the accounts were audited, they found that there were over-estimates in some matters and under-estimates in some other matters, and funds which were allotted for one purpose were diverted to be utilised for another purpose. As the Public Accounts Committee Reports of recent years recognise, this tendency has markedly decreased. In these two years especially the Budget Estimates have been as accurate as could be humanly possible. The Budget Estimates present a very clear picture just as if they are presented in a looking glass. So, I was wondering, when Mr. Bhanj Deo was referring to those estimates and saying that he was smelling fish everywhere, as to how he could do it. I was listening to him very closely. I was not able to see as to where exactly he found over-estimating. He referred to passenger earnings. The passenger earnings have been almost steady, and the estimate has been a very correct estimate. I see that in 1951-52 it was Rs. 110 crores, but it was a phenomenal year. In 1952-53 it was Rs. 100.4 crores. In 1953-54 it was Rs. 101.26 crores. And in 1954-55 the estimate is Rs. 101.5 crores. I see that the estimates are as correct as they could be. I will therefore not confine myself to these estimates. I would like to use the time at my disposal for a better purpose. I would agree with Mr. Bhanj Deo in suggesting that the Railway Board should reduce the working expenses as far as possible. One suggestion that I would like to make in this connection is this: Are these four Service Commissions necessary? All these Service Commissions cost us Rs. 8,88,000 in all. It should be examined whether any savings could be effected in this regard. For myself, considering the number recruited, I do not feel the

necessity for these four Commissions. Can't we manage with one Commission?

PROF. G. RANGA: For the whole of India?

SHRI GOVINDA REDDY: I have no definite opinion in this regard as I have no close and intimate knowledge of the working of these Commissions. But I throw out a suggestion that if it is possible to tag on this work to the State Public Service Commissions or to have one Service Commission for the whole of India, that would result in some savings.

Then the next suggestion that I would make is for enhancing the revenues from catering. There has been a difference in the system of catering in the North and the South. In most places in the South the Government are running the catering houses whereas in the North tenders have been invited and it is run on a contract system. I must say that in the South the Government catering has been exceptionally good and I must also say that in contract catering there is much to be desired specially as Mr. Hegde was referring, in the Delhi—Madras line where the catering is definitely bad. We have brought several times to the notice of the Railway Ministry the defects in this catering—the bad condition of the food and once a big glass piece was found in the rice plate of Mr. Kamalaswamy, an hon. Member of this House and we made a present of it to the hon. Deputy Minister and then at two other times we noticed the defect and I myself said once that the complaint book was not furnished to me when I asked for it. Recently the same thing happened. The complaint book was not even furnished to me. When the Members of Parliament went on a visit to Sindri and other places, while going perhaps the Railway catering was informed that we were Members of Parliament and therefore we had good food but while returning previous intimation could not be given and it was only when we boarded the train that telegraphic intimation was sent mentioning the number of

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meals and not the status of the persons. So it happened that when we sat at the table, rotten food was served and the Under Secretary of the Planning Ministry was also with us. He also made a note in the complaint book. When we asked for the complaint book, the caterer came and apologised and said that he would serve fresh fish. We declined that offer but at the same time registered a complaint. I don't know whether it has come to the notice of the Minister or the Railway Board, and the D. T. S. or A. T. S. was also present on another occasion when we wrote a complaint in the complaint book. It was a very bad business. Stale food prepared in the morning was served to us in the night, every item of it. Then that gentleman who was Manager of that catering, had no regard at all. He said that this was the fare that he usually served. Next morning we were served by the same caterer breakfast and the corn-flakes that were served to us were rotten. In fact I preserved it and presented it to the A. T. S. who was with us.

**THE LEADER OF THE COUNCIL**  
(SHRI C. C. BISWAS): Did he tell a lie?

**SHRI GOVINDA REDDY:** He did not tell me a lie. He served me the same food as was usually served. I sent along with hon. Mr. Vaidya a packet of the corn-flakes to the hon. Deputy Minister and I do not know whether he has received it. Catering is definitely bad and I am taking some time over this. When we are travelling in the Railways, we don't find alternative food arrangement. Every passenger has to depend upon the Railway caterer. If the food should be bad and the fare should be high, it amounts to plundering. Daily hundreds of passengers travel in every train, and hundreds of rupees are spent by passengers in every line and if proper food is not served, not only their health suffers but they are also defrauded. This is not common to all lines. I am con-

stantly a traveller—I am almost always on the train. On Bombay line, for instance at Poona or Bombay, the food served is very good—I am not talking of the high class food but the Indian class food is very good at Poona and Victoria Terminus. In fact I have been seeing that for about 10 or 15 years. It has been constantly good and the quality has been kept up and I do not know why other caterers should not do the same.

Well, the catering matter is to be attended to. I am definitely of opinion that this caterer should be changed. I do not know. He seems to have a pull with high authorities because our complaints have gone without being attended to and we have not seen our complaint resulting in anything but going into cold storage. The purpose, however, for which I took up this subject was to suggest to Government to make an income from catering. They are now making an income from catering in one particular way but I do not want them to do that way. They auction every shop on the platform and any fellow that would bid the highest gets it

**SHRI O. V. ALAGESAN:** No

**SHRI GOVINDA REDDY:** Then I find on big platforms more than 2 or 3 people catering. Specially people in the South have monopolised fruit stalls or such shops on the platform and they sell there dry rotten fruit and collect very heavy charges. This is a thing which should be checked. Of course the Railways have inspection arrangements. This inspection must be made not by officers of lesser status but by high officials who must make it a point to inspect these. The other day when I was going from the Parliamentary Session to my place, I found the food again very rotten at a big station. Then I contacted the Station Master and asked him for the complaint book. He did not produce it but he took me to the catering place. There we saw the *puris* and other stuff that was served. He said that it was bad. Then

he took me to the godown of the caterer where rationed food articles were supplied. He said, "Look here, Government are supplying such articles. What can we do?" I said, "Why are you pleading for the caterer?" I found the rice and wheat supplied was quite good and I said, "This is good. If things are made of this stuff, then the preparation ought to be good". After some time I suspected his design. He did not take me there to satisfy me about the quality of the stuff but he wanted to take my time so that the train might start and he would not have time to produce the complaint book. In fact when we finished the inspection, I asked him for the book and he said, "The whistle has been given but if you don't mind, I will bring the book" but the train was marching and I went away. My suggestion is this that if the staff who are responsible are made to inspect frequently, even these catering people will improve. Certainly it is for us to extract good quality from them. In the South if they can find a good contractor, they can as well collect some money from the licences instead of Government catering.

PROF. G. RANGA: You want that?

SHRI GOVINDA REDDY: Not that I desire it. Of course having tasted very good food in the South, I don't mean to say that but provided we can get good caterers there, most of the losses we are suffering from can be saved.

The other suggestion which I wanted to make is regarding the matter of changing the scheme of fares and freights. The hon. Railway Minister has referred to it in his speech that he is attending to the question of considering the practicability of certain suggestions for adjustment in the fare and freight rate structure which it is considered are necessary for the development of economy. At present I believe there are two kinds of passenger rates. There are two rates—one for local trains and the other for mail trains. I think it would be worthwhile

giving up this method of charging the same rate for all distances and try some other method. For instance, would it not be better to have higher charges for shorter distances and a decreasing rate of charges as the distance gets more and more.

AN HON. MEMBER: Why?

SHRI GOVINDA REDDY: I say this because, otherwise you will not be encouraging long-distance travel in this country if you charge the same rate for every mile whether the distance is small or great. As we all know, travelling depends very much on this aspect of the question. Travelling depends upon these facilities. I may not have the necessity to go to Delhi, but if sufficient inducement is given to me, I may go to Delhi. That is the principle that lies behind all these concessions that the Railways issue. This logic of keeping the same rate for all distances I have not been able to appreciate. I have no firm opinion on this matter and I should like it to be examined by the Department. I suppose they have already examined it but I would like them to give greater attention to it and to go into the question of charging higher rates for smaller distances and decreasing rates for longer distances. Another point is, they should charge only cheap rates on branch lines. Some of these branch lines may be uneconomic, some of them certainly are. But in order to attract traffic to these lines, both passenger and goods traffic, it would be worthwhile charging a lower rate on these lines so that by and by, large numbers of passengers and more goods may go over these lines and these lines will also become economic.

I am glad the Railway authorities have decided to give and continue concessions. There are concessions for going to hill stations, apart from other concessions like those for student parties and others. But I would like to point out that in our country the general public are not yet fully alive to the beauties of hill stations. Therefore I am afraid these concessions may not



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be very much availed of by the large majority of the people. On the other hand it is common knowledge that our people have a religious incentive and every year we see hundreds of thousands going from place to place, coming from our places in the South to the North, to Banaras, Prayag and people from here also go to the South, to Rameswar and other holy places. This religion is a very powerful sentiment with our people. Why not this sentiment be made use of by the Railways by arranging concessions for going to these places of pilgrimage? There may be special concessions for going to these places all the year round and also concessions for certain religious festivals and seasons

Then there can be concessions for seasonal times, especially in the matter of goods traffic. This has not been properly planned out even today. For instance, the area has to be divided into crop zones and when a particular crop is to be harvested, when that particular harvest season comes, that area should be provided with more wagons. In fact, this is a common difficulty experienced everywhere. When the season is on, they do not get the wagons that they need. For instance the season for oilseeds comes on. Groundnuts come in and I do not find wagons. When the crop comes to the market, the merchants place orders for wagons and then the Railways think of getting the wagons and very often they are not able to supply the necessary number. So I suggest that they should examine this question, make a map of these crops, see in what part of the year they are harvested and then they would be able to arrive at a reasonable figure for the number of wagons that they should make available at that particular season.

The other factor that has been discouraging goods traffic—it has been already referred to—is the delay that takes place in transshipment of goods at the junction stations and at the transshipment points. There has been this delay and I think the Railway

Board are seized of it and every effort should be made to reduce this delay as much as possible.

As regards the giving of concession in freights charged for fruits and other articles, judicious selections should be made of these articles or commodities and then this concession should be given. Of course, this is being considered by the authorities and therefore I need not say much on this point.

Next I would refer to the necessity of speeding up our trains. This is an important factor for diverting a large traffic—especially passenger traffic—which is now resorting to buses, on to the railways. Nobody would like to travel by buses if he could get railway conveniences and if he could go to his destination at the same time as by bus, for it is certainly more comfortable to go by a railway train than by a bus. Of course, some of the trains have been speeded up now and I must congratulate the Railway Administration on this. But wherever possible this speeding up should be done.

The next topic that I would like to refer to is the subject of our rolling stock. It has been a matter of high appreciation that the Railway Minister has set before himself the goal of self-sufficiency. Every effort is made to provide the railway stocks that are necessary and to produce them within the country. Except for some railway stock that is now being imported from abroad, and some small engines and other stock the rest is all made in this country. In this connection, while appreciating the efforts that are being made, I want to suggest to the Railway Minister to take advantage of the Public Account Committee's remark in its report in the matter of nationalising the Telco factory. We know the Government have entered into a contract with the Telcos for boilers. The Telco factory has not been able to fulfil the hopes that the Government had placed in them and there is a long history connected with that. Now to our regret we find that the losses which the Telcos incurred have been capitalised. But the Government

should, in order to increase the production in this Telco factory, attend to the suggestion which the Public Accounts Committee have made. I am reading out the remarks of the Public Accounts Committee:

"While on this subject, without pronouncing any opinion on the subject of the nationalisation of industries as such, it appears to the Committee that in the case of an industry which caters entirely for Government purposes, such as the locomotives or the ammunitions factories, there is obviously a strong case for the State-ownership and management of such an Industry."

The arguments may be different in the case of an industry which caters only partially to the needs of Government. But I must say that though the Telco caters to the Government partially, its bulk orders are from the Government. So this suggestion could be made use of. Further, the Committee says:

"The Committee trust that Government will give consideration to this view and come to an early decision on the advisability of their taking over the Telco for the manufacture of boilers and locomotives and run it as a State-owned industry."

The Railway Board or the Railway Ministry must have examined the consequences of this step. I would like the Railway Minister to throw some light on this.

The Telco are expected to deliver 50 boilers a year. I wonder whether they will be able to do so. Up till now they have delivered only 50, for all these years.

PROF. G. RANGA: What about Chittaranjan?

SHRI GOVINDA REDDY: At Chittaranjan, of course, there is provision for increasing the delivery, from 100 to 120 and then on to 200. I am indeed very proud of Chittaranjan. The other day I had the honour of seeing the

Chittaranjan Works and the 100th Engine that they had manufactured—*The Chittaranjan*.

In fact it presented a very proud sight. We went through the workshop in detail. It is a great national asset and, therefore, I have no doubt that Chittaranjan will be able to rise to the anticipations of the Railway Minister.

I must also, in this connection express the appreciation of this House for the foreign help that the Railway Ministry has been able to get—120 broad gauge locomotives under the Colombo Plan and 100 from the United States under the Foreign Assistance Programme. This is no doubt a great help and our thanks are due to those countries for the generous assistance.

I will next come to the question of new lines. I will not take much time on this.

MR. DEPUTY CHAIRMAN: You have already taken half an hour.

SHRI GOVINDA REDDY: I will finish within five minutes.

I thank the hon. Railway Minister for agreeing to get the Hassan-Mangalore line surveyed. The other thing that has been represented is that a new line should be constructed from Chitaldroog to Bellary. The special justification for this has been that this area is a chronically famine area and that construction of this line would help in providing work for the people and also help in providing much needed transport facilities. A survey has been made in the past but that was a hurried one. I was connected with that and I know the facts. I would, as such, take one or two minutes in explaining the position. In 1945, we had famine in that area and, on account of the pressure brought by the public, the Mysore Government ordered a survey to be made, of course, with the approval of the Central Government, of this line. Those people did it hurriedly, that is one thing and, secondly, they had no

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knowledge of the conditions prevailing in that area. The man who surveyed it had no knowledge of the crops that were grown in that area, the normal traffic that was going on and so on. In fact, we were at pains to explain that there was a large flow of goods traffic and also passenger traffic. I would like the hon. Minister to keep this fact in mind. I would not have pressed him if it were like any other line but I am pressing this because from Chitaldroog to Bellary the whole of this area is a chronically affected area, the people are very poor and very backward and the rains are scarce which results in people suffering from food shortage every year. It would be worthwhile to take up construction of this line.

A line from Kadur to Chickmagalur and Sakleshpur should be constructed. The justification for this is that this line would run through the Malanad area which is very backward and as such the question of constructing a line in this area deserves the closest attention of the Railways.

I would support the suggestion made by Mr. Hegde for the electrification of the Mysore-Bangalore line. Although the initial cost would be high, I can assure the Railway Ministry that this line is a very paying one. In fact there has been a steady flow and increase of traffic from Mysore to Bangalore not only because Mysore is a famous place for its natural scenery but because Mysore is famous for very big ceremonies like the Dussera which attracts lakhs and lakhs of passengers every year. This line, if electrified, will certainly not prove a loss but, on the other hand, would prove of benefit to the railway system.

I have other points but since my time is up and since I have already over-taxed you and the House, I would not like to take any more time. I would congratulate the Ministry, Sir, for presenting a very clear, outspoken and frank account of our Railways. I must congratulate also the railway

staff who have worked in bringing out such a good Budget.

SHRI B. C. GHOSE (West Bengal):

Sir, if I draw your attention to certain aspects of the working of our Railways which I do not consider to be so good or to some aspects which require the special attention of the hon. Railway Minister, it does not mean that I am unconscious of or that I do not appreciate the achievements of the Railway Minister. In his if I may say so, characteristically unostentatious way, the Railway Minister has been trying to do his best in improving, say, passenger—particularly lower class passenger—amenities and staff amenities; not that what he has done is to be considered as satisfactory and I do not think that the hon. Minister himself will claim that. I have no doubt that he himself is aware of the magnitude of the task that faces him. Further, the decision that he has taken to explore whether the idle capacity in the engineering industry may not be utilised for the production of railway material and rolling stock is a happy one, is a laudable one, and I hope it will yield fruitful results. It would also be, I think, ungracious on my part not to express my gratitude for the proposal made by the Railway Minister to electrify the suburban trains in Calcutta. Anybody who is aware of the conditions in Calcutta, with its overcrowding, would realise that it is in the interests not only of the Railways but of the health of the people and, peace and tranquillity, if I may say so, in Calcutta that assistance should be given towards dispersal of the population from Calcutta to neighbouring and outlying areas.

SHRI O. V. ALAGESAN: Perfectly right.

SHRI B. C. GHOSE: Before I come, Sir, to three or four main points, I may briefly refer to certain other features which are rather disquieting. The first is the sticky revenues and mounting expenditure and I do not think it has been quite wise to increase our revenue estimates for the next

year. I do not want to waste time on the point which Mr. Hegde raised but I would say only this: our observations last year were for 1953-54 and not for 1952-53. In regard to 1952-53, the Railway Ministry itself had under-estimated to a large extent the revenues to be expected even in the Revised Estimates; apart from that, if there should be a recession in America—and there are two opinions on that and we are not sure whether there will not be any—then that will affect international movement of goods which would also affect railway earnings.

Then there is the question of dwindling surpluses and dwindling contribution to the Development Fund. None of these features is good. There is also the short-fall, as the hon. Minister himself had referred to, in our resources for financing the Five Year Development Plan in so far as the Railways are concerned, a short-fall of about Rs. 60 crores. The Railway Minister has not indicated as to wherefrom he is going to find the funds for financing the development schemes of the Railways as envisaged in the Five Year Plan. In this context he had referred to the adjustments of rates and fares and he had also mentioned that there were certain factors which might lead to further increase in working expenses in which case a readjustment of rates and fares might be considered necessary.

Of course the Chief Commissioner of Railways in a statement has attempted to alleviate the fears that the public entertained in this matter, but I would like the Railway Minister himself to make a statement and to be more communicative than what was contained in the cryptic sentence that he used in this context. There was, as he may know, some fear in the public mind that rates on coal might be increased because there were other factors. There is a tribunal going into the question of miners' wages and that may increase costs and that may increase coal rates which may increase railway costs and that therefore the coal freight rates might be increased. But

freight rates only on coal should not be considered separately—not separately from the question of overall rates. In this context also the question of the contribution by the Railways to the general revenues arises. The Railway Minister had indicated that there would be a review this year in the system of contribution by the Railways. But I think, taking all factors into consideration—the dwindling surpluses, mounting costs and sticky revenue—it would be necessary to press for a change in the system of contribution by the Railways to the general revenues. Incidentally I should just like to mention that the hon. Minister had stated that a Committee of the House will consider this question and I take it that that means a Committee of both the Houses because the Committee was suggested by the Constituent Assembly when there were no two Houses and the Constituent Assembly stated that the House will consider the question and the successor to the Constituent Assembly is the Parliament, namely, both the Houses.

SHRI K. S. HEGDE: Even under the Resolutions of 1924 and 1943 it was the representatives of both the Houses that are to be associated in considering such proposals.

SHRI B. C. GHOSE: It may be so but the Railway Minister in his speech used the singular number and that is why I am just mentioning this fact.

Now, Sir, I come to my main points. The first is about the regrouped railways. Sir, on the question of regrouping, it is unfortunate that we have not had much facts from the Minister. He himself had stated that the position was not yet clear. A pamphlet has also been circulated to us which, I am sorry to say, is neither very instructive nor very illuminating. A few questions arise in this connection. First, what has been the economic effect so far as a result of regrouping? At least the Railway Budget does not give any indication of any savings effected. Of course some mention is made in the pamphlet that has been

[Shri B. C. Ghose.]

circulated to us of improvements here and there as a result of regrouping. What I want to ask is this. Was not there some improvement in railway operation from year to year previously, even when there was no regrouping? That was a normal feature. Everywhere there was an improvement even apart from regrouping. What has been the special effect of regrouping?

Then, Sir, mention has been made of an improvement in wagon movement through certain junctions say for example, Moghalsarai. Compared to 1951, in 1953, both up and down, some 120 to 140 wagons more are reported to be moving. Now is that due to regrouping? During 1952 and 1953 we had some 16,000 to 17,000 more wagons in our rolling stock. Would not that, even apart from regrouping, have had some effect on the movement of wagons through Moghalsarai or other junctions?

Then, as you know, Sir, regrouping came in for a lot of criticism in so far as it related to the system set up in Eastern and Northern India. As a matter of fact I have personally not much knowledge of Southern and Western India, but most of the criticism was centred on the regrouping of railways in Eastern and Northern India, and particularly in regard to Eastern Railway. The reason was that the Eastern Railway itself used to carry very heavy traffic. That was one thing. Another was that two separate systems of administration were brought together—B. N. R. with its district system and the E. I. R. with its divisional system—and it was apprehended, and I believe that the apprehension has been found not quite incorrect, it was apprehended that they would not work properly. A third factor is that we are having a steel plant in Rourkela which would mean heavier traffic on that railway. Would it not therefore be desirable to consider as to whether, as was the original proposal or the proposal at some time or other, there should not be two railway systems there instead of one—one railway consisting primarily of the old B. N. R.

and the other with certain readjustment of the old E. I. R. section? Sir, I am not urging this for any political purpose. My only object is the efficiency of the Railways. Although I know that in its origin political considerations played quite a considerable part in the regrouping of the railways in that part of the country, yet I am not for a moment suggesting that that should sway us now. What I want is that what had originated in politics should not be made immutable on grounds of prestige. Let there be a committee of enquiry, an impartial committee not consisting merely of railway officials because there are very strong opinions held on either side even among the officials. There should be some impartial non-official associated with it so that they may come to a just decision.

The second point that I want to take up is about the rolling stock to which reference was also made by other hon. friends. Statistics are, it is said, confusing and confounding to hon. Members. With statistics it would be difficult to beat the Railway Ministry. I have tried to find out as to what were our arrears, what were the targets set up and what remains to be done. But I found to my dismay that in different Government publications different figures are given. For your information I will give you certain figures appearing in the Five Year Plan and in the other publications subsequent thereto about the number of locomotives or coaches or wagons that would have to be replaced by 1956. In the Five Year Plan locomotives to be replaced have been shown as 2,092. According to the White Paper on Indian Railways which was circulated in February, 1952, the number was—if you calculated it it would come to—2,640. In the pamphlet that was issued to us the other day with the railway papers it is shown as 3,596.

SHRI K. S. HEGDE: The pamphlet refers to the position at the end of the Plan Period whereas the Five Year Plan refers to the position from the beginning of the Plan.

SHRI B. C. GHOSE: Coaches to be replaced is, according to the Five Year Plan 8,535; according to the White Paper 8,120 and according to the pamphlet 9,916. Now coming to wagons, according to the Five Year Plan it is 47,533; according to the White Paper 52,500 and according to the latest pamphlet 73,371.

PROF. G. RANGA: Have they inflated or what?

SHRI B. C. GHOSE: Let the hon. Minister answer. I am quite sure of my own facts.

Then about the targets and achievements I find that the target for locomotives in the Progress of the Plan which was issued in January 1954, and which was circulated to us a few days ago, the target is set at 1,038 locomotives and in the Railway Five Year Plan pamphlet it is set at 1,611. As regards coaches they are put down as 5,053 and 5,786. The figures for wagons are 61,000 and 59,293. Now the targets are also, I might say, not related to what might be achieved on a consideration of what we have done in 2½ years' time so far. I have not the time to give you all the figures. Say, for example, in respect of locomotives, achievement is only 467 up to December 1953, but the target in the Railway Five Year Plan pamphlet is stated to be 1,611. I do not think, Sir, that that can be achieved.

Then the hon. Minister also stated in his Budget speech that practically all the increased procurement has been planned on indigenous production in so far as wagons are concerned. I wish that were so but if what is stated in the Progress Report on the Plan which was issued in January 1954 by the Planning Commission is correct, I find that about 12,500 wagons are still proposed to be imported from outside out of about 40,000 that remain, to be placed on the lines, being the balance of 61,000 wagons. What I would like the hon. Minister to do is to give us the exact position once for all as to what are the arrears and what is the target which he reasonably expects to achieve within five

years' time so that no high hopes are raised.

The third point which I would mention is a serious matter. It is in regard to the use of railway coal—coal from State collieries. Now I understand the State collieries supply coal for use by the railways and from the reply to a question that I had put down here, I find that almost 85 per cent. of the coal raised in State collieries are despatched to the Railways for use by the railways as steam coal. You may know that when coal is raised, about 30 per cent. of that is run of mines consisting of slack and powder. It is not steam coal. If 85 per cent. is being used as steam coal, then there is apprehension and presumption that the run of mines is also being offered to the Railways for use as steam coal. If that is true then the Railways will be losing money because the coal is being charged at the steam coal rate whereas the run of mines is priced at Re. 1-1-0 less. That requires to be enquired into. I am told that not only are the State collieries supplying the run of mines to the Railways but also the quality of the coal is not what it is stated to be. It is inferior. If that is so, then the Railways will be losing doubly, and the loss runs into a few lakhs of rupees, I am told. I would like the hon. Minister to enquire into this matter. If this is true, it is a very serious thing and I wish he would entrust it to an impartial committee of enquiry to find out as to whether there is any truth in this allegation. If that were true then that would be one way in which the State collieries are stated to be making profits.

The last point I want to place before is about the administrative set-up of the Railways, particularly at the top level. You may know, Sir, that until 1951 the constitution of the Railway Board was that there was a Chief Commissioner of Railways. Then there were three members, a Financial Commissioner and a Secretary to the Transport Board. That I believe was the constitution of the Board. The Chief

[Shri E. C. Ghose.]

Commissioner was not in charge of any specific portfolio and was responsible for the overall functional supervision and co-ordination of work. He was adviser to the Government in all technical matters and had the power to override his functional colleagues excepting of course in the case of the Financial Commissioner in regard to financial matters. Now in April 1951 the late Shri Gopalaswami Ayyangar introduced a change. He did away with the Chief Commissioner and his ground was this. First he said that the constitutional changes made it necessary to alter the functioning of the Board. I do not understand what exactly he meant by constitutional changes making it necessary to alter the functioning of the Board. The second reason—and that is the main reason—that he adduced in favour of the change was this. He said that there was now a regular weekly meeting of the Board as a whole with the Minister where several questions of policy were discussed and settled and that the overall co-ordination was ensured at the Board and at the Minister's level. He also said that the need for an officer of the Board who is not burdened with departmental responsibilities was not by any means compelling. Now, I would ask you, Sir, to seriously consider that position—whether it is good for the technical efficiency of the Railways. Now, it is really the Minister who controls the Board. Formerly, there was the Chief Commissioner who was responsible to the Minister and who could override his other functional colleagues. The previous system was based on the Acworth Committee's recommendations except in regard to one point that the members were appointed on a functional basis and not on a territorial basis. What I want to impress upon you is that if the Minister himself is in the Board, not only there is the question of interference by the Minister—I am not referring to any particular incumbent; I know the present Minister would not want to interfere—but we are raising it as a general proposition. The present Minister may

be good and may not interfere but there may be other Ministers who may want to exercise influence. If the hon. Minister is present during the discussions on all railway matters, there may be a tendency on the part of the members to please the Minister and not to press forward points of view which may be necessary in the interests of the technical efficiency of the railways. I am not giving any settled opinion in this matter but I am bringing forward certain considerations which I would like the Minister to examine. It appears to me that the present system is not satisfactory. It will be much better to treat the railways as a technical subject to be kept apart from direct influence by the Minister as far as possible, because as I have stated if the Minister is present in the deliberations there may be a tendency for members to please the Minister and not to press that point of view which is necessary in the interests of the railways. That is one thing.

Secondly, I would also ask you to consider this matter, going a step further. If we feel that the best system of organisation for a nationalised industry is not administration by Government Departments but corporations or statutory board or statutory authority, then it is time to consider whether the Railways should continue in the present form of administration or a change should be brought about. If the experience of other countries show that it is not desirable that industries or industrial establishments should be departmentally run, then it would stand to reason that it will not be desirable to run an organization like the Railways which should be run as an industry, departmentally. Sir, this is not a question which can be settled straightway, but I am raising it for purposes of discussion so that we may try to find out as to what would be best in the interest of the Railways themselves in regard to its technical operation and in regard to its efficient running as a commercial concern. Barring this larger question of instituting a

5P. M.

separate statutory authority or Board, I should like the Minister to give his serious thought to the question as to whether something of the type of organisation which existed prior to 1951 should not be set up again. The question of cost is really not at all material, because I believe that the cost that was involved and was indicated by Shri Gopalaswami Ayyangar was about Rs. 3½ lakhs which is very small. So, I should like the hon. Minister to give his serious thought to this matter and also to agree to certain enquiries which I would like him to undertake in the interests of the Railways.

**SHRI T. R. DEOGIRIKAR (Bombay):** Mr. Deputy Chairman, when the Budget Session commences, everybody is afraid of either an increase in the postal rates or the passenger fares or an increase in the taxes. I congratulate the Railway Minister on his dispelling such fear. I congratulate him also on the all-round progress that has been made in this utility-cum-commercial concern. If a foreigner were to come here and observe the progress that we have made since independence and compare it with the state of affairs prior to independence, he would certainly speak in terms that would gladden us. In assessing the progress, more importance should be given to the attitude, the capacity, the integrity and the outlook of the workers. Judging from this standard, we must say that our workers have changed and are fast changing. They are very courteous in their behaviour even to third class passengers. We heard very few complaints about their abusing or manhandling our unfortunate passengers in the third class. Even in our factories and our railway workshops, efforts are being made by our workers to see that maximum production is brought about. The real strength of any organisation lies in the human element which co-ordinates rights with responsibilities. So, along with the Railway Minister, it is our duty to congratulate the railway workers also.

Every year we hear complaints about overcrowding in trains. This year is

no exception. May I request the hon. the Railway Minister to approach the Statistical Department with a request to prepare a chart in which the number of seats, the number of passengers on an average and the ratio of the seats to the passengers will be shown. If that is done, then it will be possible for us to understand the real nature of the over-crowding. In my speech in the other House in 1951, I had worked out these figures and had shown that in the third class for every four passengers there was one seat and that in the first class for every 245 seats one passenger was available. My calculations were subject to correction but if statisticians undertake this work, we will get a correct picture of this over-crowding. If these calculations are not possible on an all-India basis, let us have them on a zonal basis and even if that is not possible, let them be on a train-wise basis. And even if that is not possible, let there be some random sample surveys. If we know where we stand exactly, the Railway Administration will be able to suggest certain remedies to do away with over-crowding about which we are complaining so much. Some two months ago a friend of mine was travelling from Delhi to Bombay by the Frontier Mail. I was present on the platform to see him. The accommodation advertised in that compartment was 13 and 53 passengers were either standing or sitting there. My friend afterwards reported to me that at no time were there less than 40 passengers in that compartment. So, in spite of the fact that we are putting new coaches on the lines, over-crowding has not diminished on certain lines and on certain trains I do not know when the target of one seat for one passenger will be reached, but an attempt should be made as early as possible to see that every passenger who pays is provided with a seat.

Coming to the coaches, I have a suggestion to make. If we see the coaches at any station, we find a variety of patterns. In some coaches the benches have their face to the front; in others they face the back. Some seats



[Shri T. R. Deogirikar.]

are near the window; some seats are in between. Some coaches have two berths; some coaches have one berth, and some coaches have no berth at all. Then, if you look to the accommodation, you will find that certain coaches have accommodation for ten; others have accommodation for 100. I do not understand why we should not have standard coaches. After 100 years we have not been able to evolve as yet any standard type of coach. I would therefore request the hon. the Railway Minister to have standard coaches. My object in making this suggestion is to make more accommodation available to the third class passengers. If in road transport more passengers could be accommodated in a certain specified space, why should not that be possible in our railways, I can not understand.

Then, Sir, coming to the hon. Minister's speech on the Railway Budget, he said that he will be inviting the House to set up a committee to review the rate of dividend that is paid to the general revenues by the Railways. Doubts have been expressed here as to whether this House also will get representation on that Committee. It is therefore essential for us to express our views on that also. On page 49 of the Progress Report of the Five Year Plan on Indian Railways, we find that beginning from the year 1951-52 we have paid Rs. 127 crores as dividend to the General Finance. Over and above that, we have paid certain profits to the General Finance as well. I speak subject to correction. On a rough estimate the Railway Administration has paid during the last 4 years a sum of Rs. 150 crores but nothing has been paid till now by way of repayment of the capital. I would therefore make a suggestion to the Committee that this capital which is heavily pouncing the Railway Administration should either be completely wiped out and if that is not possible, then there is another alternative. A moratorium should be granted to the Railways for the entire plan's period i.e., for a period of twenty five years and after

that, the repayment of the capital and payment of the dividend should commence. If this second alternative not feasible, then I have a third alternative. Out of the 4 per cent. dividend that we pay to the general fund, 2 per cent. should be treated as dividend and 2 per cent. as repayment of the loan.

PROF. G. RANGA: Why?

SHRI T. R. DEOGIRIKAR: The rate of dividend should be reduced and the profits we pay to the general fund should be treated as repayment of the loan. This is essential for two purposes. All the surplus that is available for the Railways is necessary for investment in the development purposes, and then there is another thing.

[MR. CHAIRMAN in the Chair.]

A day should come when the passenger fares should be appreciably reduced. That will only be possible if the burden of debt becomes lighter. The operating ratio in India is 80 per cent., in United Kingdom it is 90 per cent., in the U. S. A. it is 76 per cent., in Canada it is 93 per cent. and in the Australian Railways it is more than 100 per cent. That means that our gross income is more than our working expenses. Comparatively our income is higher but that is necessary because we have to make good many developments in our Railways. In U. S. A. per employee earnings are Rs. 43,115, in Canada they are Rs. 23,000 and in U. K. they are Rs. 10,000.....

SHRI J. S. BISHT (Uttar Pradesh): How did you get the figure of the U. S. A.? There are 700 companies there.

SHRI T. R. DEOGIRIKAR: They are in the book there. Government have kindly supplied you with the papers and you can see it on the last page. Everything is there. In U. K. it is Rs. 10,000, in Canada it is Rs. 23,000, in the South African Railways it is Rs. 8,000 whereas in India it is only Rs. 3,000. I do not want to draw any conclusion from this. I simply want

to bring this to the notice of Government and to see whether that has anything to do with the efficiency of our workers or whether there are other factors in getting such less earnings.

PROF. G. RANGA: What about the standard of living of the other people?

SHRI T. R. DEOGIRIKAR: It is for them to decide. In the Public Accounts Committee report on Railways, much has been said against the agreement entered into with Schlieren, a Swiss firm of coach-builders. I would like to know from the hon. Minister whether that agreement stands today. We want to know whether orders for the third year are given, how the advance is to be recovered, when the coaches contracted for are going to come and whether that agreement is going to be cancelled or not. There are two or three things.....

SHRI O. V. ALAGESAN: A supplemental agreement has been concluded—no cancellation.

SHRI T. R. DEOGIRIKAR: In the P. A. C. Report there are two or three other matters also, and this House is entitled to know what has become of them. Sir, it has been said in the speech of the hon. Railway Minister that they will get an income from the Barsi Light Railways which has been recently taken over by Government. It is a fact and a very painful fact. It will be wrong to get any surplus from that Railway until we make sufficient investment for overhauling the whole Railway from top to bottom. Personally I think there is no parallel to this Railway in any part of the country. I cannot understand why the Government paid Rs. 1,80,00,000 for purchasing this scrap. The coaches, the wagons, the locomotives and the Railways have become perfectly useless and unfortunately the traffic is the heaviest on this line. Unless we replace the whole structure and make necessary additions, complaints from the people will not disappear. Can you imagine a Railway on the stations of which there are no platforms? Can you ima-

gine a Railway which has no lavatories in the coaches? Can you imagine a Railway where there is no provision for drinking water? Can you imagine a Railway where the waiting rooms and the stations are only tin-sheds?

THE MINISTER FOR RAILWAYS AND TRANSPORT (SHRI LAL BAHADUR): The hon. Member is creating a misunderstanding in the House. It will be taken as if we are responsible. Please make it clear that the previous Administration was responsible and not we.

PROF. G. RANGA: This Administration paid one crore.

SHRI T. R. DEOGIRIKAR: Yes, the former Administration was responsible for it. And the burden for improving it is on your head. I want to bring to your notice the gravity of the situation and the capital that will have to be provided for for improving the same. This Barsi Light Railway makes the travellers travel in goods wagons and over and above that, they are required to pay 12½ per cent. surcharge for these comforts. The hon. Deputy Minister told me the other day that there were no surcharges anywhere on the Railways. I know at least of two instances—Ambala-Kalka Railway is one and Barsi Light Railway is another. Of course he can correct me if I am wrong but so far as my information and knowledge goes, there are surcharges in two Railways. So I would request the hon. Railway Minister to come to Kurduwadi at the time of Ashadhi fair in July and spend some days there. He will realize the real situation and will be convinced of the truth of what I am saying here. I was instrumental in setting up an Advisory Committee and that lasted for 2 years. The Railways had no inclination to set up any Advisory Committee at all but afterwards they had to yield and I know the information at first hand and therefore I am putting it before you. If the hon. Railway Minister spends a few days there, I am sure he will be disgusted with the whole

[Shri T. R. Deogirikar.]

thing and repent for having purchased this Railway. So I say this Railway needs complete overhauling. The famous Vithoba's temple at Pandharpur is the chief attraction there. There are four fairs every year and each fair is visited by a lakh of people. So I most humbly request the Railway Minister not to get any surplus from this Railway. Let there be as much deficit as possible and if you have not provided for anything now, at least in the Supplementary Budget make a provision of Rs. 1 crore and unless you do that, it will not be possible for me or for you to exist because we representatives are in a very difficult position. We have to represent you outside and we have to represent the people here. So we are in a very delicate position. So I would request you to consider this Barsi Light Railway which you have purchased in the light of my remarks. My friend Mr. Hegde referred to the Railway in Ratnagiri District. I am thankful to him for that. In the press and from the platform we have been agitating for this Railway at least for quarter of a century. During the former regime nobody listened to us and during the present regime also no attention is paid to us. Therefore we have left the whole question to God. If you take up the railway map of India and examine it, you will find that that is the only place—that is to say, from Bombay to Mangalore—where there is no railway line. So, I would earnestly appeal as Mr. Hegde did, that if you are going to open up 500 miles of railway line every year, then give priority to this line, if you possibly can. That is my one request.

Sir, many complaints were made here about contractors and about catering. But nobody seems to have tried to see what is behind it. I must humbly tell you that it is not the fault of the contractor and if you go a little deep into the matter you will find out the truth. I asked a contractor in all confidence why he supplied such bad food and he said that he had to pay

thousands of rupees for getting a licence and he asked me, "How am I to make up that money?"

SHRI H. D. RAJAH (Madras): Will the hon. Member tell us to whom they pay this amount?

SHRI T. R. DEOGIRIKAR: Pardon?

SHRI H. D. RAJAH: Will the hon. Member enlighten the House as to whom these contractors pay thousands of rupees for getting their licences?

SHRI T. R. DEOGIRIKAR: That is something that I cannot tell my hon. friend here. I can tell him privately if he wants.

Therefore, I say, if the food is bad, the contractor is not responsible for it but somebody else is. That you must always keep in mind.

Sir, in the beginning I paid compliments to the railway servants and I stand by them, except in one respect, and that is corruption. You have appointed a committee to go over the whole issue and I am glad that that committee will be able to do something good. I wish that committee every success. But I mention here that unless corruption is rooted out at the top, the petty corruptions will not disappear.

Sir in the end I must mention that in spite of the defects that I have pointed out, we are on the right path, and the experiment of nationalisation that we are conducting in this country is going to be very successful one day and will have to be imitated by other countries as well.

Sir, I have done.

SHRI P. SUNDARAYYA: Mr. Chairman, I have to express my sympathy with the Railway Minister for struggling hard to square the circle, because tied as they are to an economic system and to a General Budget framed under the economic system, I do not see what else they can do except what they have already done. So that is exactly why I have my sympathies with the Railway Minister.

DRWAN CHAMAN LALL (Punjab):  
Poor man.

SHRI P. SUNDARAYYA: Coming to the general features of the Budget before us, we find the Railway Minister saying that the programme that was laid down in the Five Year Plan is being fulfilled. I studied the statistics and the various booklets that they had given us, though certain figures do not tally with one another. But apart from that, I need not pick holes to say that those targets are not being fulfilled.

Take the question of locomotives. 8,209 locomotives were there on the 1st of April, 1951. Of course, 2,554 were over-aged. Another 1,042 would become over-aged during these five years. During the current five years, therefore, about 3,600 over-age locomotives we have to replace. And the Plan provides for 1,600 locomotives to be purchased or produced in the country to replace them. Therefore, on the whole, we will have only 2,000 locomotives over-age at the end of the five years. There is an improvement or reduction of over-age locomotives by 554. That fact is there and it cannot be challenged. But the Ministry was also kind enough to point out to us that 600 extra locomotives would be necessary to cope up with the increase of traffic. Therefore, at the end of five years, as far as locomotives are concerned, since we cannot get more than this 1,600 locomotives on purchase or production and since we have to find 600 locomotives more to cope up with the increase of traffic, at the end of the Five Year Plan, we will have 2,600 locomotives over-age whereas at the beginning of this five years period we had only 2,554 over-age locomotives. Therefore, at the end of the Plan the progress is—minus 46. This is not a picture of progress, but to put it very mildly, it is a picture of stagnation if not of deterioration.

It is true the Railway Minister promised that they are going to increase the capacity of Chittaranjan Locomotive Works, from 120 in the first instance to 150 and in the course of the

next 4 years up to 200. Also Telco is expected to produce 50 if it is one single shift. Most probably the hon. Minister will also try to work it double-shift, either by nationalising it or by persuading the owners to produce more, and they may produce about 75 to 80. But my concern is if the average over-age is 200 engines a year, and we will be requiring 120 every year to meet the extra traffic, if the same progress is maintained in the second Five Year Plan also, then every year we will need 320 engines. But the capacity of these shops is only about 275, even if all the plans of the Railway Minister bear fruit. Even then we will be less by 50 to 75. Therefore, is it not time for the Railway Minister to consider if another locomotive factory wherein we could produce the extra locomotives which would be required, could be started, and not wait for another four or six years and then think about it at that time? If the Minister concerned takes immediate steps to build another locomotive factory, at least by the end of the next five years, we will be able to produce all the locomotives and that would be a matter for congratulation.

What is Chittaranjan Locomotive Works or the Telcos? They are not producing all the locomotive parts. They are not constructing the whole locomotive here. Of course, 75 to 80 per cent of them are made. It does not matter whether they are making about 80 per cent of them indigenously, for the most important parts are not being produced here and some of the parts are patented parts and as such they cannot produce them at all and they have to depend on others for those parts. I do not know how long and for how many decades we have to depend on foreign countries for these parts. Are we going to remain dependent on the so-called patents at the cost of our own industrial development? What we want is independent industrial development and it is a point which the hon. Minister should seriously consider because boiler plates, the huge underframes and things like

[Shri P. Sundarayya.]  
these are not manufactured here and unless the Minister takes immediate steps to see that our engines are produced here, this kind of planning is no planning and our dependence on foreigners will continue. It will be ruinous especially in the context of the dangers threatening our country.

Sir, coming to the coaching situation, I find that there were 19,193 coaches when the Plan began; about 6,900 were over-aged and 3,250 more became over-aged during the current period making a total of 10,150 out of which we manufactured or imported some 5,786. Therefore, at end of the Plan period the deficit would be only 4,130 coaches. Here, the Ministry somehow or other does not consider revealing to us the number of coaches that would be required to meet the increased traffic or to meet the needs of the traffic during the five years itself. Without those figures we cannot calculate and find out whether we are making minus progress or are stagnant. The Ministry says that 650 coaches are the number that are needed for replacement of over-aged ones in a year; they also say that nearly 2,000 coaches are being produced or can be produced by the workshops and in the Perambur Coach Factory. This figure may be more by two hundred or so. From the rosy picture drawn even after replacing the over-aged coaches, we will have a thousand coaches extra per year. If these statistics are correct then at least the third class passengers should be expecting for that glorious day when the thousand coaches would be added per year so that from the present squeezing position they can come at least to the sitting position.

SHRI H. D. RAJAH: Our Chairman has said that statistics are all wrong.

SHRI P. SUNDARAYYA: Coming to the wagon position we find that the production capacity is about 11,000; this, they hope to increase to 12,000. Taking the 32,000 wagons that would be required to cope up with the in-

creased traffic by the end of the Five Year Plan we still have 46,000 wagons to be replaced. Every year we will like to replace 6,000 wagons which will become over-age annually. If we do not want to end in bottlenecks, we must have a production target not of 11,000 wagons but at least 15,000 to 20,000. Has the Ministry considered this question? I would advise the Ministry to take immediate steps to produce more wagons so that we can be self-sufficient. I should like to say here once again that we should not be carried away by the figures. The point is whether our factories and workshops will be able to produce all these things without depending on foreign countries? I want the Ministry to take immediate steps and give us an assurance that at least in the course of the next three to four years that no single part—it may be heavy steel underframes or it may be boiler plates, it may be some of the patented things—will be imported from the foreign countries and that we would become self-sufficient and produce all these things out of our own skill and out of our own material. Without such preparations, the Railway Ministry will have to continually depend upon the foreigners. Whatever may be the plan, as long as you depend on foreign imports for your supplies you will be running into bottlenecks.

Coming to the construction of new lines, we find the Minister pleading that after all we are only trying to replace in the First Five Year Plan and that in the second Five Year Plan we will be having a big programme of construction of new lines. In that connection I want to bring to the notice of the Ministry that apart

[THE VICE-CHAIRMAN (SHRI K. S. HEGDE) in the Chair.]

from the question of a link up between Cape Comorin and Bombay there are so many other important links to which hon. Members have drawn attention. I want to bring to the notice

of the Minister the question of constructing a line in the middle of the Andhra State, from Hyderabad to Macherela and then to Cuddappah, ultimately to be linked with Bangalore. This is one of the lines which will traverse a territory in which there is no rail communication or any means of communication. This is one line which will develop the whole of the Andhra State. I also want to draw the attention of the Minister to the question of railway lines in Orissa, from Talcher to Sambalpur and other places. There are large tracts which are undeveloped. Apart from the other lines which Government may be considering, these places must also be considered. I am mentioning them because I do not want that they should go without an advocate. Whenever the Ministry is thinking of new lines, they should have in mind all these areas that I have mentioned.

I would also like the question of the narrow gauge lines to be considered in this connection. I have listened to the eloquent description of the Barsi Light Railway. Of course, the Ministry may have its own reasons for purchasing this system at a cost of one crore and ninety lakhs of rupees. I do not want the Ministry to spend another one crore and odd rupees in rehabilitating the ramshackle system and keeping it as a narrow gauge system. The better thing would be to consider the question of converting it into a metre gauge line so that the whole of that system can be linked up with others and that whatever money that Government may have to spend, may be one crore or three crores or five crores, would be worth while instead of being wasted on the narrow gauge system. They are not coaches but cages.

I would like to draw the attention of the hon. Minister to paragraph 20 of his speech wherein he has said that he has decided to set up a committee to advise on the manufacture of certain special types of wagons

narrow gauge locomotives, etc. It is good and we welcome the suggestion of a Committee going into the question of utilisation of the idle capacities of engineering plants so that we may become self-sufficient. I would like the Ministry, before embarking on construction of narrow gauge locomotives, to consider the possibility of taking a policy decision on the conversion of narrow gauge lines into metre gauge lines thus having only two sets, broad and metre gauge in the country. This way we can rationalise our expenditure and our production also.

I have got plenty to say in regard to passenger amenities. The Ministry has provided with a pamphlet and so many other papers which inform us of what the Ministry has been able to do with regard to giving more amenities to passengers like provision of more electric fans, provision of a larger number of lavatories, provision of more shower baths etc. It reads very good but, Sir, normal passengers are not very much worried whether they get electric fans or whether they get shower baths when they do not have place even to sit or stand.

The main problem and the first important thing is: How to remedy this overcrowding. I can understand the Ministry pleading: "For that you must give us some more time to build more coaches or to double the tracks or to lay more loop lines so that more trains can be placed on the rails." All that is true, but, even with the existing limitations I would ask the Ministry whether they are doing all that is possible or whether they are not guilty of giving more attention to the comforts of upper class passengers and then only looking after the needs of the third class passengers. I feel so and I am right also that the Ministry even now devotes more attention to the upper class passengers' needs than to the third class passengers'.

SHRI H. P. SAKSENA: And that is by the abolition of first class, isn't it?

SHRI K. L. NARASIMHAM (Madras): But there will be air-conditioned coaches in their place.

SHRI P. SUNDARAYYA: I am coming to that. It is being made very much of that first class has been abolished. It is good that first class has been abolished, but I am only sorry that for some reason or other the Railways are having still another 36 or 38 railway lines with first class accommodation.

SHRI O. V. ALAGESAN: It is 15.

SHRI P. SUNDARAYYA: In one of your own reports I remember to have come across 36 or 38 lines. Anyhow I stand corrected. They are keeping them because they have not yet got the air-conditioned coaches to replace them. Otherwise why should they keep them? When we supported abolition of first class—and even now we support it—we thought that those passengers who were travelling by first class would get themselves accommodated in the second class so that the trains could be enabled to carry more coaches for third class passengers. I was told by some of the station masters, especially on the Grand Trunk Line, that they could not put more coaches because there is the standing rule that there should be always one coach less than the full capacity of the engine to haul. That means that if an engine can haul 10 coaches they put only 9 coaches so that the 10th coach can be put in case of an emergency. And what is the emergency? They described it like this, that some Minister or some high official may take it into his head to travel in which case a saloon has to be attached. I am not referring to the present Railway Minister because I know that he consistently refuses to travel in a saloon and he goes by the ordinary second class. There was a controversy also on that between the Railway Board and the Ministry concerned. All that I know. Because the old rule still continues that there should be one coach less so that in case of emergencies when the Minister travels or some high official travels immediately a saloon can be attached to it. It may

be that the Minister or a high official may travel once a year on a particular line, but for 364 days the whole train has to go with one coach less on all the lines and so to that extent the passengers suffer. I would like the Ministry to alter that rule if it is there.

Then the overcrowding is so bad in the third class. You are not giving sitting accommodation. What you are giving is standing accommodation or squeezing accommodation. This way matters cannot be improved. On the top of it to increase railway receipts you issue *Travel-As-You-Like* tickets and you also run special trains for the Kumbh Mela and other festivals. I have no objection to them because the needs of the people have to be considered and more traffic naturally means more earnings. But the point is when you give these concessions—and quite naturally you are to give more concessions—is it not the job of the Railway Ministry also to have more coaches and more trains to meet the increasing traffic. With the existing number of coaches and the existing number of trains, although you issue *Travel-As-You-Like* tickets, it is a hell to travel in these trains. I have travelled during that period of concession and it requires super-human patience to sit for 36 hours from here to Berwada in that Grand Trunk train. Although you have abolished first class on certain lines you have put air-conditioned coaches. That means you have given more facilities to old first class passengers at a cost of three pies per mile more and this you cannot say is in the interests of the general masses of the people. I would point out in this connection the Frontier Mail from Bombay to Delhi to which you have attached two compartments for these old first class passengers. They can take to air travel and if they do not want to travel by air they have got the second class compartments. Still you attach two air-conditioned coaches, but what have you done in respect of third class bogeys? Normally it is only one bogey but sometimes it is two. I would request the Minister to see that this sort

of cheating the people and looting the people stops. If you really want that in that Frontier Mail common people are also to travel what is the use of attaching one bogie only? People purchase tickets in the hope of finding two bogeys and then get crushed like sardines in one bogie. It would have been far better and more humanitarian to abolish even that one bogey and run a special train, a special Janta or convert the Dehra Dun Express into a Janta Express and speed it up for such people instead of attaching one third class bogey and trying to squeeze in the passengers in that one bogie. Again there are these restaurant cars on the Frontier Mail, the Punjab Mail and all first class trains. If you don't have these restaurant cars there will be nothing wrong. No suffering would be caused for the first and second class passengers because they have got enough space in their own compartments in which they can carry their own food and if this is not feasible there are the various important junctions where the train stops for a long time and where they could be served with food without any inconvenience to them. That coach can be a third class coach which would certainly provide for a hundred third class passengers to travel in comfort.

Then I would take up the inter class. For this the people have to pay more but not get any benefit from it. Sometimes it is as bad as third class because there is no restriction on the people that they should not get into the compartment if it was already filled up with the number prescribed. So we have to pay more but without getting any benefit. Therefore it is not worth while to keep this inter class at all in the present circumstances. The better thing would be to increase the sitting arrangements for the third class and abolish this inter class and that would be more honest to the people than asking them to pay more—practically it is one and two-thirds of the third class fare—and have the same conditions as the third

class. Now I come to the food supplied on which so many Members have already spoken. Yes, the food is not only bad but the caterers rob you also. On the Southern Railway they supply food at a price of 10 to 12 annas and it is good, decent food, but for the same quantity of the so-called South Indian meals badly cooked and badly prepared, they are charging Rs. 1-8-0 in the Grand Trunk Express from Delhi to Balharshah. That means for the same amount of food we have to pay double and get worse food. The Ministry has been promising to consider this and other things and it may be so on many other railways also. Unless the Government comes forward to take over the whole catering arrangements and not leave them to the contractors to cheat the people and to rob the people, this thing will continue. Just as they had done on the Southern Railway why can't they do it and have at important junctions good restaurants where the people can have decent and healthy food at cheap rates.

Now coming to the amenities for the workers, here the Ministry gives a very glorious picture, but I do not agree with it. I do hold the Ministry responsible. Of course, they say for housing and other amenities they are having a target of five crores of rupees which, they say, they have already reached in the present Budget. Sir, five crores for these amenities is not enough at all. The Mitra Committee reported that to house all the railway workers four lakh more quarters were necessary. Now what does the Government do? They have been constructing at the rate of 8,000 per year during the last three or four years. This year they are constructing 9,700. Next year it would be less by 1,000. I do not know why Government thinks it necessary to reduce the building construction whereas even if they increased it to 10,000 a year, even then to overtake the four lakh quarters recommended by the Mitra Committee it will take at least 40 years, if not more. This is not



[Shri P. Sundarayya.]  
the way of planning. It is the job of any employer and here it is the job of the Government or the Railway Minister to see that their staff is properly housed and as such a progressive housing programme should be there. Not 10,000 per year. In fact it should be increased from year to year. If this year it is 10,000 next year it should be 20,000 and so on, so that within 15 years, if not less, you should be able to provide houses for all important workers. And on that plan, give a hope—this year, we will build 10,000; next year, say, 20,000 and the year after next, 40,000. And thus you can overcome the lag and provide houses.

It is also the job of the Government to provide free education and free medical service to all its employees. Now, there are about 10 lakhs workers and if you take an average of two children per family—school-going children—then for their fees alone we will have to pay at the average rate of Rs. 25, and then to give free education to all the children of the railway employees we will require every year Rs. 5 crores. And then naturally we will be requiring another Rs. 5 crores on various amenities like parks, playgrounds, etc. which the Government says it wants to provide. Apart from this you must provide free medical service which means one doctor for every thousand of the population. It means for 10 lakhs of workers—it will be 40 lakhs persons including their families—you will require 4,000 doctors. I do not know how many doctors the Railways have in their hospitals. In certain hospitals there is one doctor for thousand workers whereas we require four doctors per thousand workers and so we have got only one fourth of the number of doctors required. In some places—malarial tracts for example—there are of course 1½ doctors for thousand workers, whereas it should be six per thousand. Then the womenfolk of the workers must have attention from midwives and

8,000 midwives would be required to attend to them according to civilised standards. Even in the matter of hospital beds today there are 2,789 beds in all the railway hospitals to attend to the needs of the railway workers, whereas at the rate of one bed for 250 persons we will require 16,000 beds. Taking all these things into consideration, it shows how backward we are in providing the elementary needs of our workers. Naturally, the Government will plead that they do not have enough funds for all these things and that is exactly why I say it is not possible to find funds as long as you stick to the general economic system, circumscribed as we are by the general budget that is being made by the Finance Minister. There should therefore be radical thinking about all these things. Without that I do not see how you are going to meet these human demands of the workers and their families.

Now, there is only one point that I want to make and that is, some of the hon. Members have mentioned that the Minister should not be present in the Railway Board, or should not interfere with the Railway Board because the members of the Board who are considered experts in their line will just okay whatever the Ministers may say. Sir, we are not going to accept this principle of technicians running everything—the Railway Board or anybody running the whole thing. If they have got technical skill, they will place it at the disposal of the organization but the Government must be responsible for the whole thing. The Government is responsible to Parliament and to the people. That means if anything goes wrong, if any wrong decision is taken let them be held responsible and let them not take cover under some technicians or advisers. Whatever happens it should be the responsibility of the Minister so that the Parliament itself could check, not only once a year by general speeches, but in fact much closer check could be maintained on the functioning of the Board. It may be called a statutory

Board—call it whatever you like—but Parliament must have complete control over it. The Minister who is responsible to Parliament must have his own say and even be prepared to overrule the decision or advice of the Railway Board and take his own decisions.

THE VICE CHAIRMAN (SHRI K. S. HEGDE): You have taken a long time.

SHRI P. SUNDARAYYA: Sir, lastly the contribution of the Railways to the General Revenues and other things: these are all old and long-standing issues on which the House, the Minister and the parties concerned will have to take much more time to give a considered opinion. There is no use saying one thing or the other because there are serious principles involved. In fact, if we examine and compare the Railways with ordinary commercial undertakings, I do not know whether we can say that the Railways are functioning economically. There are many other problems which, when the time comes, we will take up.

With these few comments on the Railway Budget and with a last appeal to the Railway Minister to consider carefully all these suggestions with regard to making our Railways independent I would like to conclude. I would like the Minister to specially consider the question of overcrowding. They should not plead again and again that their statistics show that there is not much traffic on the Grand Trunk line and therefore it is not warranted either to attach more coaches or to run the Janata every day. Because we come from the South, we travel by that train and we know the conditions. That is the only train on that line and every day it is so much crowded that it becomes hell and torture to travel by it. As such the Minister must consider it seriously and take the first opportunity, by the 1st of April, say, either to run the existing Janata, instead of once a week, to start with to run it thrice a week and in another

six months, to run it every day. This is the most important thing which the Railway Ministry can do to see that the communications between the South and the North are strengthened.

DR. SHRIMATI SEETA PARMANAND (Madhya Pradesh): Mr. Vice-Chairman, at the outset I would associate myself with the compliments paid to the hon. the Railway Minister and to the Ministry. In fact, it is not necessary to mention the Ministry separately because we know—

सर्वदेव नमस्कारः केशवं प्रतिगच्छति

and *vice versa*. The compliments paid to the Minister go also to the Ministry because without their co-operation it will not be possible to achieve the high target which the hon. Minister has set for himself and in achieving which the Ministry is co-operating with him. This is one of the 6 P.M. commercial departments of the Government of India. Posts and Telegraphs and the Railways, being commercial departments, the standard of judging their achievements should not be the ordinary standard. Whether the surplus is Rs. 13.9 crores or whether it is a little more or a little less, is not enough to satisfy us. I feel that in the present development programme of the Railways before us, the real criterion is how much money is there left for the Development Fund and the Reserve Fund, and for some reasons this time this contribution to the Fund has been less. I should think that even that alone should not be enough. What matters is the percentage of the amount available to the amount that has been invested in general development. That should be the criterion.

I would not go into the various details referred to by the hon. Minister in his speech, because his speech is self-evident, and the fault-finding can be left to the Opposition. I would like to mention that the various pamphlets and the literature that have been given to us, from begining to end,

[Dr. Shrimati Seeta Parmanand.] spell a note of progress and that is an encouraging sign. The hon. Minister, responding to the general desire of the Members and also the opinions expressed outside in the Press, has appointed this Railway Corruption Enquiry Committee, though some people do not like the words 'Railway corruption'. It does not mean anything more than corruption in the Railways. When the report of that Committee is submitted, I hope our Railways will be run better, because there is no doubt that the amount of corruption on the Railways is wide. For that I do not blame the Railway Department entirely, because it is not the Railways that breed corruption, even though the opportunities for corruption here are more, but it is the general deterioration of moral standards in the country that has vitiated the atmosphere in the Railways also. The Railways, by wiping out this evil, can set standards for other Departments

I would also like to say something about amenities, which the hon. Minister has tried to give to the travelling public. You yourself referred, Sir, in your speech to the various concessions that have been given to different sections of the public. I would take this opportunity to point out some of the requirements of the public and the drawbacks which ordinarily the Ministry cannot get to know. I would first like to refer to the waiting halls. In this little booklet that has been given to us, so many towns are mentioned. I would take the case of Nagpur in the little time at my disposal. The hon. Minister said that Rs. 10 lakhs have been provided, out of which Rs. 6.9 lakhs have already been spent. If anybody were to go and see that building there carefully, he could very easily see that a building of that kind would not cost more than Rs. 4 lakhs at the outside. So, this is an example where in Government construction work for public money which is spent, it is not able to give all the return that it should. This is a general evil, not confined to the Railway Ministry

alone, and the Minister can go into it later. I would point out the drawbacks that exist there. I would mention two or three things, so that when they take up this big programme of construction of waiting halls, they would be able to remedy these if the Committee thinks that these could be done. There is no separate section in the retiring room for women to rest without being under the public gaze all the time. The refreshment room is built in front of taps for bathing, is rather inaccessible, and takes away much of its usefulness. Similarly, about Rs. 6,000 worth of furniture has been given to the kitchen upstairs, half of which could hardly be used. This has been done without looking into the fact whether that furniture could be used or whether it could go into the shelves that are provided there. This is how public money is being wasted without really giving proper attention to what should be done.

During the last session also, I mentioned about the Delhi station. In a station like Delhi, there is no proper waiting room for ladies, especially for the middle class ladies who though cultured are poor and are not able to spend more than third class fares. During the last session, I had made a request on the floor of this House that it was necessary to provide a proper ladies' waiting room with a lavatory and that the room next to the inter class Ladies' Waiting Room could be utilised for this purpose, but even today this has not been done, and that room has been given as an additional refreshment room to the caterers who have another refreshment room upstairs, and instead, a lavatory has been built in the little enclosure in the existing third class waiting hall which has no privacy except some sort of shutter partition.

Mention has been made in this booklet "Towards Better Conditions of Travel" that so many platforms are being built. I would like to say that even in a big station like Amla and other stations, this work has not been begun. I would not go into details.

An hon. Member from Orissa already referred to this point last year and I had written to the Ministry about the question of platforms in Madhya Pradesh.

Then the point was made about congestion in third class compartments. I would like to say that the number of carriages being short alone is not the reason. Something has got to be done to see that huge big boxes are not taken into the compartments in all classes and specially in the third class. Passengers will have to be trained in this direction. They are not responsible for not booking their boxes by the luggage vans, because they are afraid that their things would be tampered with. Therefore, some sort of arrangement which they have in England like "Carter and Patterson's agency" will have to be introduced at least in big places like Calcutta and Bombay, so that luggages could be taken from and delivered to our residences without being tampered with and without overcrowding trains. If our Railways could introduce a system like this, it will relieve congestion in compartments to a very great extent.

Similarly, Sir, about trollies that move about in the Railway stations. I am surprised that the Railway Administration which is so efficient in other ways, do not realise how these trollies add to the general noise and confusion on the platforms. They spoil the flooring on the platforms. When rubber is being produced in our country, I do not see why these trollies should not be fitted with rubber wheels.

There is another amenity that the Railways should provide and that is the sale of time-tables at least at all junctions.

Though Rs. 10 lakhs have been provided for being spent at Nagpur, the metre gauge platforms in Nagpur are three or four feet below the carriage floor. A portion of this money should have been used for raising the level of the platforms.

Similarly, where there are no waiting rooms suitable for ladies, they could easily attach a through bogie at least between stations like Nagpur and Jubbulpore, at Nainpur otherwise with little babies in their arms women have to wait on the platform, especially in summer, sometimes in the afternoon and sometimes even at 3 o'clock in the night or in pouring rain for two or three hours. This suggestion was made but no action has been taken nor has a reference been made as to what could be done. Sir, I find the Railway Minister has said in his speech at para 31 that Amenities Committees have been formed but I feel that if women in greater number—upto 30 to 40 per cent. were to be taken on these Committees at least in big places wherever there are Women's Samajs—then some of these things which are glaringly lacking would not be there, I would therefore request the hon. Railway Minister to associate more and more women on these Amenities Committees at least between 30 and 40 per cent, also because these are specially women's sphere and unless you give the women opportunities to get trained in administration through these sources, how do you expect to train the ladies in general administration—perhaps you don't want them to take up their half share in administration.

I will now refer to the Tourist Traffic Department which is a very important item. The Railway Minister has to be congratulated for creating this Department but you would be surprised that though we want to have this lucrative business of tourist traffic encouraged in our country to visit places like Puri, Bhubaneswar and so many places of archæological importance, when people ask for catalogues or tourist guides, when people ask for cards, there is no arrangement whatsoever. There is an artist who wanted Rs. 5,000 or 6,000 to print photograph of the Sun temple at Konarak but he could not get the money from Government. A private gentleman from Bombay had ultimately agreed to finance that venture. Gov-

[Dr. Shrimati Seeta Permanand.]  
ernment should realise that ultimately they will be making money from it. It is no use inviting tourists to our country and then let them bring in complaints of inefficiency, that we have not made available ordinary amenities which other countries have made available to tourists.

Then I shall refer to catering because this is specially a Women's Department. Mr. Sundarayya suggested that Government should take catering. I also thought once that the Government should take it up—that is what we should ultimately do when we want to nationalise every industry but at present the experience is very sad. I have got here the audit report of Government for the year 1951-52. This gives the figures for Government catering for the South Indian Railways and the Bengal Nagpur Railway. In the S. I. Railway in 1947-48 Government ran this at a loss of Rs. 84,569, in 1948-49 at a loss of Rs. 2,74,063, in 1949-50 at a loss of Rs. 3,32,184 and in 1950-51 at a loss of Rs. 2,01,000. Similarly in the B.N. Railway the total loss is Rs. 16,88,550. I have a concrete suggestion to make. I do not wish to go deep into this here. The B. N. Railway has been running European style refreshment rooms and dining cars and Indian catering as also an aerated water factory and two hotels at Ranchi and Puri. This loss covers all these places. I would say that as we ultimately want to nationalise catering but as the Government is not adequately experienced, Government should go into fifty-fifty partnership with private contractors as I have said they should in other industries. It will act as a good check on contractors and it will give adequate experience to our Government personnel and that will be the best way of gradually nationalising catering. To begin with, if you have not the capital, have 10 per cent. share only then increase the percentage but that is the only way in which we can control the quality of food supplied by contractors.

Sir, I should like to say something about the lack of uniformity in the rates of articles sold. Once I had made a reference to Government with regard to milk and they had given a reply which satisfied that particular item at a particular station but I would like to refer to aerated water. In the Eastern Railways one had to pay four and a half annas per bottle of soda water while it is uniformly three and a quarter annas in other railways, i.e., Northern Railway and Western Railway. There should be uniformity of rate and that is the only way in which we can also show fairness to contractors.

I would like to refer now to the licensing fee. A reference was made by my friend Mr. Deogirikar that a lot of money goes somewhere as he says I do not want to make that accusation because I have no knowledge of it. It may be going somewhere. That is why the Anti-Corruption Committee has been appointed and it will go into it but I should like to point out that the license fees have risen enormously and not much point is served by making our private enterprisers disgruntled. I will say later on why. I would first give the figures. In 1943-44 the license fee was Rs. 5,89,517 which Government got from all over India and in 1949-50 it became Rs. 8,26,846 and within two years this went up to Rs. 25 lakhs approximately. That shows that between 1943 and 1952 there is five times rise and within the last 2 years there is three times rise in these fees. Sir, are we prepared to pay our Government officers and others on this scale and there was the case of the teachers brought up the other day—three times the value of whatever they got before because the value of rupee has gone down? If we do that, then we are perfectly justified in charging this fee. I would therefore suggest to Government to reconsider this question of reducing the price and then insist on better quality and also for the Anti-Corruption Committee to find out where the money goes.

THE VICE-CHAIRMAN (SHRI K. S. HEGDE): Dr. Parmanand, there are three more speakers for the day.

DR. SHRIMATI SEETA PARMANAND: I wish time limit had been applied a little earlier. But what I would like to point out is this. Some papers were sent to all Members of Parliament by some one about the vendors and the licensing fees at Ambala and other stations. I have not got those papers before me but I remember that whereas a person who took the license from the Government got it by paying Rs. 363 or Rs. 343, he in turn gave the license to other people—mostly refugees—small vendors at Rs. 2,000 or Rs. 3,000. I think so many hon. Members will bear me out. This may be an exaggeration, this may be propaganda but Government must go into this thing and rather than let a middle-man squeeze some poor people, Government should give to the small contractor themselves and reduce this fee to some extent.

I was travelling recently from Calcutta to this place and I would like to give Government my experience about the dining car and why I feel that Government catering is not successful! I entered the dining car and talked with the Manager and saw also while I sat there that only four to five English type of lunches were ordered and I asked him how many lunches, breakfasts, teas, etc., he had served and it was observed that even one-tenth of the expenditure on food and everything could not have been covered by the receipts. So there must be something wrong and that gentleman said when I asked him why, to people of middle-class who were travelling with families of 4 or 5 he could not give only rice and dal and some papad or some such thing which will cost only ten annas or so, he said that it would certainly increase the sale but there was one hitch, viz., the competition of the station refreshment rooms with the dining car.

Then I would also like to point out that even when we are independent today there is such a difference bet-

ween the Indian dining car in the matter of kitchen, etc. and between the European type of dining car when more use is being made of the Indian dining car. It might seem incongruous when we are expecting tourists to come that we should not have this type of arrangement. I am not saying that you should not have separate arrangement, etc. for them but I am saying that you must provide similar arrangements in the Indian dining cars also if you want to have proper type of food in the dining cars. Give them also refrigerators and other conveniences. With regard to European catering, I think it is such a waste to have soups, pudding, etc. ready. I think tinned food could be provided and whenever tourists come, orders could be given before-hand and from stations. As they have refrigerators you would keep these things. It is not necessary to go on keeping in them on a large-scale the European type of food in the hope of getting orders.

One or two more points, Sir, and then I have done.

I have to refer to the necessity of having some suburban lines i.e., a double line track for Delhi. I feel if the Government were to take into consideration the construction of a double line in Delhi the difficulties which thousands and thousands of Government officers and servants and others experience about house accommodation would be very much lessened. Government servants are affected most, because they have to reach their offices in time. This difficulty will be removed and the double line will be found very useful.

Lastly, Sir, I would like to submit that Madhya Pradesh, especially its eastern portion is absolutely neglected by the Railway Ministry and in the programme, ahead, as far as I could see in a hurry, I could find no development plans for these areas. As everybody knows, Madhya Pradesh is rich in mineral resources and it is very necessary that these tracts, particularly where the tribal people dwell, are

[Dr Shrimati Seeta Parmanand]  
made easily accessible so as to make  
it easy for administration

Thank you, Sir.

SHRI KISHEN CHAND Mr Vice-Chairman, I cannot offer the bouquets of praises showered upon the hon Minister by hon Members on the Congress benches. I realise that the task of the hon Railway Minister is a difficult one and that he is trying his level best to improve matters, but that will not suffice for our purpose. The Railways are a great national undertaking in which about Rs 900 crores have been invested, most of which is at pre-war price level. If today we are to make these same Railways, it would cost not less than 2,500 crores of rupees. Even at depreciated value, this asset is worth at least Rs 1,500 crores. And when this big national asset is being managed by the hon Railway Minister, we have a right to ask him whether the Department is being properly run and whether the Railways are fulfilling the functions for which they were nationalised. I will lay down three criteria for assessing the efficiency of the management of our railways

[MR DEPUTY CHAIRMAN in the Chair]

And my three criteria are these. First of all it is a utility service and as a utility service it must provide transport at the cheapest possible price in a comfortable way not only to the passengers, but also for the goods traffic, that is to say, the freights should be so adjusted that they encourage the industries in our country. Sir the second criterion is that it should be run commercially as a paying proposition.

Our investments are about Rs 900 crores

PROF. G. RANGA More

SHRI KISHEN CHAND It is about Rs 909 crores. But according to the convention arrived at some three years back, the general Revenues get 4 per

cent on this Rs 900 crores. I submit that as the present value of the same Railway is about Rs 1,500 crores and as we find that in all private industrial undertaking, the capital has been inflated during the war years, I do not see any reason why that convention should not be revised now. It is all the same for my purpose whether you raise the rate of dividend on the present capital or you increase the capital and continue the present rate of dividend. In any case I maintain that on an investment of Rs 900 crores at pre-war price levels, the general revenues are entitled to ask for a dividend of 6 per cent that is to say, for Rs 54 crores instead of the Rs 35 crores which has been provided for in this Budget. I maintain that if the Railways cannot give this dividend to the general revenues, the Railways are not properly managed.

Further I find that the Depreciation Fund has been fixed at Rs 30 crores for the last 4 years. I ask you, Sir, if it is possible to replace in Rs 30 crores the annual depreciation. The present prices of all replacement articles are much higher than before and this sum of Rs 30 crores is quite insufficient to replace the normal depreciation of every year. I will point out a little later how we are really drawing upon our built up Depreciation Reserve Fund and in a few year's time there will be nothing left in the Depreciation Reserve Fund. This contribution of Rs 30 crores will not be sufficient to maintain the Railways at a proper level of efficiency.

The third criterion for determining the efficiency of the management of our Railways is this. The Railways are the biggest employer, they employ nearly ten to twelve lakhs of workers. As a model employer it is the duty of the Railways to pay the workers not only a good and fair wage, but also to provide such simple amenities like housing, medical facilities, proper education for the children and some sort of an old-age provision in the shape of gratuity or pension. Sir, if we examine this

Budget from this point of view, I submit that it is a very disappointing one.

Now I shall go into the details and take up certain figures which though tiring, all the same are very necessary to drive home my point. My hon. friend, Shri Hegde, referred to certain figures. I do not know from where he got them. When we are dealing with large figures, and there is a revenue of Rs. 272 crores, it is not possible to point out every little item where there has been a false presentation of facts. I will, however, draw attention to one main point. In every year there is a Budget estimate, then there is what is called a revised budget estimate and then there is a third thing called the actuals. Thus for the same year there are three sets of figures, i.e., the Budget figures, the revised Budget figures and the actuals. Again, there is the total revenue, the total working expenses less depreciation, the contribution to the general revenues and finally the surplus. Since the methods of accounting change from year to year, there are so many loopholes left in it that it will not be possible to compare the figures of 1952 with those of previous years because there has been a fundamental change in the method of accounting due to the transfer of freight charges on coal consumed by railways or rather by the elimination of the freight charges on coal both from the revenue and from the expenditure accounts.

Now, let us take the net surplus figures. I will just give you very simple figures. The net surplus in 1952-53 was estimated at Rs. 23 crores. In the actuals it came down to Rs. 13 crores. Sir, in 1953-54, the Budget estimate of net surplus was Rs. 9 crores. In the revised Budget estimate it has come down to Rs. 3 crores.

Now, a reduction from Rs. 9 crores to Rs. 3 crores is a reduction of two-thirds. The hon. Minister has now estimated a net surplus of Rs. 5 crores in the 1954-55 Budget. I am sure, Sir, that there will be a supplementary demand in the

month of February 1955 and in the revised Budget estimates this Rs. 5 crores will probably dwindle down to a zero and possibly, in the actual figures for 1954-55 we will have a minus figure so that even the full dividends for general revenues cannot be paid. When we find from year to year that the figure in the revised Budget estimates is lower than the figure in the Budget estimates and then the actuals are still less, I think there is no point to be happy about the fact that in the revised Budget estimates of last year the net surplus was Rs. 3 crores whereas now the hon. Minister has estimated it at Rs. 5 crores which is an increase of Rs. 2 crores, because in the revised Budget it will come down to a zero.

*(Interruptions.)*

This is the trend from year to year and that is our experience from 1952-53 to 1953-54 and we conclude that the same thing will happen in 1954-55. It is quite possible that the trend may change and a miracle may happen but generally miracles do not happen in financial matters. Sir, the trouble is that from year to year either our income is stationary or is going down and, from year to year our expenses are going up. Last year also I pointed out to the hon. Minister that on one item, e.g., maintenance and repairs, the expenses are going up from year to year and I pointed out to him that this was happening in spite of the fact that there were heavy replacements during the last three or four years; new locomotives were being imported, new coaches were coming and new wagons were being added. In spite of that fact, our cost on maintenance is going up from year to year. During the last four or five years it has gone up from a figure of nearly Rs. 60 crores, to Rs. 70 crores, an increase of 16 per cent. in only a period of four years. I fail to see any reason for it. Whenever a discussion or an argument is placed before the Railway Ministry, it has a curious way of explaining it away. I had an experience of it only yester-



[Shri Kishen Chand.]

day when I pointed out to the Deputy Railway Minister that the wagons were being overloaded by which the life of the track was being affected. I submit, Sir, that this is one cause for heavy charges on maintenance and depreciation.

Hon. Members may ask, "What can be done? Is it possible to frame a Budget which will give a more rosy picture of the railway finances?" I am going to make certain suggestions for your consideration, Sir. I maintain that in economics there is a law of diminishing returns. You can go on increasing railway fares, railway freights, etc., in the hope and expectation that the increased railway fares and railway freights will bring you greater revenue and greater income. But, a saturation point is reached sometimes after which a further rise in railway fares and railway freights instead of bringing you higher revenue and greater net income, on the contrary brings you lower revenue and lower net income. I submit, Sir, that that point has been reached. The hon. Prime Minister and the Production Minister have pointed out to this House that production is going up, that the target in the textile industry has been achieved and even exceeded and that every industry is flourishing and producing more. I should have expected that when the production index figure has increased from 129 to 135 the earnings of the Railways, from freight on goods traffic should have increased. On the contrary I find an absolutely stationary figure in the Budget; probably in the revised Budget the figure will go down. What is cause of it? It is entirely due to excessive freight rates and excessive fare charges. I submit, Sir, that hon. Members have pointed out the great inconvenience caused to the third class passengers by overcrowding and yet we are charging six pies per mile from the third class passengers. I think that this rate is too high.

In the pre-war years the rate was about 3½ pies or 4 pies per mile and from that it has steadily gone up to

six pies per mile. Hon. Members know that there is hardly any advantage to be gained from a fan in a compartment in which forty people have been somehow or other thrust in in a space fit for ten people. Everyone of us has had the bitter experience of seeing people being thrust into compartments like sheep and yet we are charging six pies per mile from them. H.v

In the case of goods traffic there used to be, some years ago, a telescopic rate system; by that it is meant that for longer distances the rate per ton mile was reduced. That has been done away with; there are no telescopic rates now. The freight rate on coal has been tremendously increased and if coal becomes more expensive, the cost of production of all industrial produce will increase and, therefore, the price of manufactured articles will go up. Sir, if we adopt a bold policy, if we consider the matter seriously and revise our fares and freights to such an extent that it stimulates traffic, especially the goods traffic, we would earn more and gain the real objective of nationalised railways which is a utility service. It is an essential service and it must give the fullest benefit to the passengers by giving them cheap service.

PROF. G. RANGA: Then there will be more people coming in and already there is overcrowding.

SHRI KISHEN CHAND: I will now try to answer as to how this can be managed. I do not want overcrowding and I will suggest ways and means. I submit, Sir, that by running more trains and by attaching larger number of bogies to the trains, it is possible to overcome this overcrowding in trains. I submit that planning has to be done. For the last three years proper planning has not been done and if we do not start with planning from now on, it will never come.

In the matter of wagons I find that there is a common complaint that the rotation of wagons takes a longer time. The wagons are held up and detained at certain stations and until and unless the station authorities are given their usual *namuli* or their tips they are not moved. Sir, no commercial concern will come forward and produce evidence because if it does so, its fate is sealed for ever. We have such funny rules and regulations on wayside stations that the public which is booking the goods is forced to follow certain underhand methods. I will give you one example, Sir. At wayside stations the wharfage charges or the demurrage charges are about two annas per maund. There is cheating going on, but the high authorities never inspect the wayside stations. In the old days the A.T.S. and the D.T.S. used to visit the stations. Now they generally sit in their offices. I am not comparing the present Railway Administration with what it was during the war years of 1940 to 1945 when there was over-congestion and when there was bureaucratic administration. If you want to compare the present condition of our Railways we must compare it with the Railways when they were company-managed. We must compare it with those days when there was extreme courtesy shown to businessmen who were booking goods. We generally compare it with the bureaucratic days, and I certainly agree, Sir, that as compared to the period 1940 to 1945 the present management by Government is much better, but as compared to 1919 to 1923 our present management is hopeless. Under company-management the officers realised their responsibility. They knew that unless the company earned money they would not get their fat salaries; now nobody cares. They are all Government servants and they must sit in their offices and pass orders.

As I was saying, Sir, at these wayside and roadside stations there are 135 CSD.

empty wagons standing but the station master or the goods clerk cannot assign them. They must write to the Control and by simple manipulation they will allot the wagon only to the person who satisfies their personal demands. I was pointing out to you that the wharfage and the demurrage charges being so excessive, the merchant is forced to offer some sort of inducement to the station master and both feel very happy that they have cheated the railway authorities.

PROF. G. RANGA: But there is the regular *manual* also.

SHRI KISHEN CHAND: Apart from this bribing there is a *namul*.

SHRI LAL BAHADUR: The businessmen are also responsible.

SHRI KISHEN CHAND: What I am saying is that the merchant finds it profitable and he does a dishonest thing and the railway staff also does a dishonest thing.

SHRI LAL BAHADUR: You should blame the businessmen also.

SHRI KISHEN CHAND: I am not holding a brief for the businessmen. What I am saying is that these are the causes. If your officers go to the spot they will remove the difficulties. If they inspect on the spot every week and go to the small stations and find out the grievances of the consuming public they will be able to set it right. That is my concrete suggestion. I am not saying that this can be rectified by legislation.

SHRI LAL BAHADUR: The using public themselves enter into competition to pay more.

PROF. G. RANGA: But they are our people and they do so because there is a scarcity of supply of wagons.

SHRI LAL BAHADUR: You won't say anything against them. The

[Shri Lal Bahadur.]  
railway people are bad but others  
are equally bad.

SHRI KISHEN CHAND: I find, Sir, that the hon Minister thinks that by simply telling the business community that it is their fault to bribe the railway officials, the thing will be set right. It is not pointing out of defects that will help matters. What I am suggesting is that the railway authorities should revise their rules which are hard and see that there is proper inspection and there is proper control. If the consuming public are dishonest there are certain laws which have been passed by this House and according to those laws the person who bribes and the person who takes the bribe are equally guilty. Certainly if the hon. Minister catches anyone of them bribing an officer he should be hauled up before the law court and given the fullest possible punishment. That would improve matters. I am simply pointing out to him that because there is dishonest co-operation between the merchant and the station master none of them could be hauled up, to remove this co-operation between the two I have suggested concrete methods. If the hon Minister does not want to accept them, he is welcome to his opinion and the corruption will continue as it is.

Then I want to point out that Mr Ghose has said that the hon. the Railway Minister should not sit in the Railway Board whereas Mr. Sundarayya has opposed it. Mr Sundarayya said that he should sit there I submit, Sir, that it is based on a misunderstanding of facts. Every Member realises that the Railway Minister is responsible to Government and to this House and to the other House for everything that happens in the Railways, but what Mr. Ghose was pointing out was—and I agree with him—that the Railway Board should decide everything technical on its merits and that there

should be no undue influence from the side of the Railway Minister by his presence in the Railway Board.

PROF. G. RANGA: What do you mean by undue influence?

SHRI KISHEN CHAND : The whole idea is that the final administration at the ministerial level is carried on by non-experts while at the administrative level and the executive level it is carried on by experts. We have, for instance, Sir, a Chief Engineer for carrying out the work, but we have a Secretary who is not an engineer or a Minister who is not an engineer. The whole idea behind the present type of administration is that at the ministerial or at the secretariat level there should be a non-expert while at the executive level there should be an expert and when we find the hon. the Railway Minister taking active part in the deliberations of the Railway Board we feel that some of the judgments of the Railway Board are unduly influenced by his presence and are not rightly taken.

PROF. G. RANGA : We are not able to follow.

SHRI KISHEN CHAND: I have given you the example of an engineer.

PROF. G. RANGA : The Minister is not interfering in the engineering affairs. The Minister is not interfering with the engineering expert's opinions.

SHRI KISHEN CHAND : Our contention is that the Railway Board is an executive body which decides the technical matters, and if the Minister is present he is influencing the decision on technical matters by his presence.

SHRI LAL BAHADUR : Technical matters are not discussed with the Minister. They are generally discussed and decided by the Board. But policy and other important matters are decided by the Government.

SHRI KISHEN CHAND: I have tried to point out in very brief terms

what in my opinion should be the policy of the Railway Board and the Railway Ministry. I have tried to show that we are not fulfilling our primary object of giving proper dividends to the general revenues and that we are not serving the public.

As regards amenities to labour I would suggest to the hon. Minister that if there are Works Committees in which labour is given full share there will be a different type of co-operation. We have been demanding the nationalisation of industries, but by nationalisation of industries we do not want to change from private capitalism to State capitalism. If you want to really nationalise the Railways and run them as a nationalised industry, we must invite the co-operation of the worker in the administration of the Railway from top to bottom. In every sphere, in every activity of the Railways there should be advisory bodies in which labour should be represented.

**PROF. G. RANGA :** There are the Standing Advisory Committees. I think.

**SHRI KISHEN CHAND :** I will give another example and it is a very simple thing to adopt. In the case of the loading and unloading staff, even in that simple thing, if you take the co-operation of labour in the advisory committee your task will be much simpler, but in our present Administration we treat the worker as a servant. He has absolutely no voice in the administration of the department in which he is working and therefore, Sir, over and above the amenities which are his birthright, namely; amenities like health services, the education of his children and proper wages, he must have a voice in the control and the management of the Railways.

If we do all these things, we will have that co-operation from him which will make the Railways run better.

I will add one more point and then I will finish. Several hon. Members have pointed out that the total route mileage of our country is only 33,462

miles. This is too small for such a big country. And what are we doing for the building of new lines? In this Budget we have provided about Rs. 4½ crores. Out of that about Rs. 2 crores is for bridges and only about Rs. 2½ crores is for new railway lines. Now, in the pre-war years a mile of railway line used to cost Rs. 1 lakh. Now it has gone up to nearly Rs. 3 to Rs. 4 lakhs which is too high a rate. By one mile of railway line I mean including stations, signals and all that. If we make proper economies, it is possible to build one mile of railway line in about Rs. 2½ lakhs. At the present time we are spending Rs. 2½ crores and building lines at a cost of Rs. 4 lakhs per mile. That means we are able to build about 60 miles of new railway line every year. Sir, at the rate of 60 miles every year, it will take centuries to provide necessary railway facilities in our country. I maintain, Sir, that at least a thousand miles of new railway line should be laid every year and we did that in about ten years' time we would be able to build sufficient railway lines all over the country. If we spend at the rate of Rs. 2½ lakhs per mile, for thousand miles, we will require Rs. 25 crores. I submit to you, Sir, that it will be money well spent. If we spend Rs. 25 crores out of nearly 100 crores which we are spending every year on the development programme and the replacement programme, I think all the undeveloped areas will get railway facilities. So if we have a co-ordinated plan like that, then only will it be possible to increase the railway revenues and reduce the cost per ton mile and really pay greater dividend to the general revenues as well as give greater facilities and amenities to the travelling public.

**SHRI INDRA VIDYAVACHASPATI** (Uttar Pradesh):

श्री इन्द्र विद्यावाचस्पति (उत्तर प्रदेश):  
माननीय सभापति जी, इस अधिवेशन को आरम्भ करते हुये राष्ट्रपति जी ने पहले राष्ट्रभाषा हिन्दी में भाषण दिया था और हमारे रेलवे के माननीय

[Shri Indra Vidyavachaspati.]

मंत्री जी भी जब उनको अपना भाषण देना होता है तो पहले राष्ट्रभाषा में ही बोलते हैं, इसलिये मैं कम से कम आज की बैठक को राष्ट्रभाषा के कुछ शब्दों के साथ समाप्त करने का प्रयत्न करना हूँ।

जैसे कि हर एक व्यापारिक विभाग में तीन हिस्से होते हैं उसी तरह हमारे रेलवे विभाग के भी तीन अंग हैं, एक मालिक है, एक मजदूर है और तीसरा ग्राहक है। मालिक सरकार है और उसके प्रतिनिधी माननीय मंत्री जी यहाँ बैठे हैं। जो मजदूर हैं उनके बारे में भी बहुत कुछ कहा जा चुका है। अब तीसरा अंग जो ग्राहक का है, मुसाफिर का है, उसके बारे में कुछ शब्द मैं कहना चाहता हूँ और मुसाफिर के बारे में मुसाफिर की भाषा में ही कहना अच्छा है इसलिए मैं समझता हूँ कि माननीय मंत्री जी मेरी बातों को, जो करोड़ों मुसाफिर हिन्दुस्तान की रेलों में बैठते हैं उनकी आवाज समझेंगे।

मैं उनके विचार के लिए बहुत सी चीजें नहीं दूंगा। आज यहाँ पर इतने सुझाव दिये गये हैं कि अगर दो तीन रात तक हमारे रेल मंत्री जी उन पर विचार करेंगे तो भी शायद सब पर विचार न कर सकें। मैं तो केवल एक चीज उनके सामने रखना चाहता हूँ। उन्हीं के विभाग द्वारा तैयार की हुई किताबों से मैंने यह परिणाम निकाला है और उसे मैं मुसाफिरों की तरफ से

उनकी सेवा में निवेदन करना चाहता हूँ। मैं जानता हूँ कि मेरी बात तभी मानी जायेगी जब उनके दिल में और गवर्नमेंट के दिल में वह बात बैठ जायेगी और वह मेरी बात को समझ जायेगे, लेकिन मैं उनको विश्वास दिलाने का यत्न करता हूँ कि जो मैं कहना चाहता हूँ वह ठीक है और वह उस पर विचार करें। आज से तीन साल पहले जब कि किराये की दर बढ़ाई गई थी, जब रेलवे मंत्री जी ने यह प्रस्ताव किया था कि किराये की दरें बढ़ाई जायें तब मैंने उसका यथाशक्ति विरोध किया था और मैं समझता हूँ कि उस समय विरोध के लिये जो जो युक्तियाँ मैंने दी थी उन सब की दुहराने की जरूरत नहीं है। मैंने कहा था—मुझे अच्छी तरह याद है और मैंने पिछली रिपोर्ट को देख कर अपनी याददाश्त को आज फिर ताजा कर लिया है—कि आप किराया तो बढ़ा रहे हैं लेकिन इससे आपकी आमदनी नहीं बढ़ेगी क्योंकि आप विश्वास रखें कि हिन्दुस्तान का साधारण यात्री, हिन्दुस्तान का साधारण नागरिक इसमें ज्यादा पैसा नहीं दे सकता इसलिए आपकी आमदनी घटेगी।

[For English translation, see Appendix VII, Annexure No 45]

MR DEPUTY CHAIRMAN: You please continue tomorrow.

The House stands adjourned till 2 o'clock tomorrow.

The Council then adjourned till two of the clock on Wednesday, the 24th February 1954.