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**Thursday, March 25, 1976  
Chaitra 5, 1898 (Saka)**

# **LOK SABHA DEBATES**

**Sixteenth Session  
(Fifth Lok Sabha)**



सत्यमेव जयते

**LOK SABHA SECRETARIAT**

**NEW DELHI**

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# LOK SABHA DEBATES

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## LOK SABHA

Thursday, March 25, 1976/Chaitra 5,  
1898 (Saka)

The Lok Sabha met at Eleven of the  
Clock.

[MR. SPEAKER in the Chair]

### ORAL ANSWERS TO QUESTIONS

#### Iron Ore of Bailadila Mines

\*242. SHRI K. PRADHANI: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether little less than two tonnes of iron ore of Bailadila Mines can produce one tonne of steel;

(b) the prices of iron ore and steel in the market; and

(c) the reason of exporting iron ore instead of manufacturing steel?

THE MINISTER OF STEEL AND MINES (SHRI CHANDRAJIT YADAV): (a) to (c). A statement is laid on the Table of the House.

#### Statement

(a) Yes, Sir.

(b) The prices of iron ore and steel vary considerably, depending on the grade/type of the material. A broad indication of the present range of variations is given below:—

(i) Iron ore:—f.o.b. prices vary from about Rs. 75 to Rs. 160

per tonne, depending on the Fe-content, lump/fines, etc.

(ii) Steel:—the prices fixed by the Joint Plant Committee for different items of steel products vary from Rs. 1,033 per tonne in the case of rails, to Rs. 2,559 per tonne in the case of C.R. sheets.

(c) The setting up of steel plants in order to augment the indigenous capacity of steel production necessarily involves financial outlays of large magnitude. Consequently, lack of adequate financial resources has been the main constraint responsible for our exporting iron ore instead of manufacturing steel. Even so, there is an increasing trend in our exports of pig iron and steel, both in terms of quantity as well as value. However, considering the large reserves of iron ore in the country and the pressing need to earn foreign exchange, exports of iron ore are necessary and advantageous to the country.

SHRI K. PRADHANI: In view of the fact that our country faces a heavy loss by exporting iron ore to foreign countries I would like to know, whether the Government proposes to expand the existing steel plants and to set up new steel plants by foreign collaboration or assistance from the World Bank and export finished steel.

SHRI CHANDRAJIT YADAV: This view cannot be taken like that that the iron ore should not be exported because we are not getting, as the hon. Member feels, proper price. Really speaking, we are trying our best that we should export steel as much as possible and this year by

this time, we have registered orders for two million tonnes of steel in terms of quantity and Rs. 285 crores in terms of money in comparison to Rs. 18 crores in the previous year. We have a very comprehensive plan for the expansion of the steel industry. It depends, however, on the availability of resources with the Government and even this year, the budget shows very clearly that a considerable amount is going to be spent on the expansion of Bhilai, on the completion of Bokaro. The Government has also asked the Steel Authority of India that they should make a proper and comprehensive study and submit a report as to what would be the requirement of steel by the end of the century for our country. How much money will be required for that, etc. Therefore, the Government is seized of it, but till we reach that stage, it is necessary for earning foreign exchange that we should contribute to exports as iron ore exports are one of the important things through which we earn foreign exchange.

**SHRI K. PRADHANI:** According to the statement of the hon. Minister, one tonne of iron ore earns only from Rs 75 to 160 whereas one tonne of steel gets us from Rs. 1033 to 2559. So, instead of exporting iron ore, we can better export manufactured steel and get more foreign exchange.

**SHRI CHANDRAJIT YADAV:** We cannot make comparison like that. You know, Sir, setting up one steel plant needs hundreds of crores of rupees.

**SHRI JAGANNATH RAO:** I do not object to export of iron ore. But at Bailadilla, the hon. Minister knows huge stocks of fines have accumulated. Hills of iron ore have been completely taken out and huge stocks of fines have accumulated. So, if a pelletisation plant can be put up, pellets would get us more price than the fines. What is the thinking of the Government in this regard?

**SHRI CHANDRAJIT YADAV:** I am in agreement with the hon. Member that in Bailadilla we have got seven million tonnes of fines. Government has asked MECON to make a study and report whether we can have a pelletisation plant and what would be the conditions. In its preliminary report it has suggested certain steps. Those steps are being considered by the Government. We are also negotiating with certain parties and given the favourable situation, it may come through. It also depends upon the availability of resources whether we would like to go in for a pelletisation plant.

**SHRI DINEN BHATTACHARYYA:** My supplementary will relate to part (c) of the statement given here in respect of pig iron

Is it a fact that in West Bengal there is a big demand for pig iron by the foundry-owners and the prices of pig iron have also gone up. But the difficulty there is that so long they were getting their supplies from the Durgapur Steel Plant. Now from the Durgapur Steel Plant pig iron is exported and the West Bengal foundry-owners have been asked to get their supplies from Bokaro. As such extra money will be required to bring the pig iron to the factories from Bokaro. My question is why do the Government adopt this sort of practice by which customers are put to difficulty?

**MR. SPEAKER:** What practice? Export of pig iron.

**SHRI DINEN BHATTACHARYYA:** My question is: there is pig iron in Durgapur Steel Plant and Durgapur is nearby.

**SHRI CHANDRAJIT YADAV:** The question does not relate to this. This relates to Bailadilla. I may say that it is wrong to say that. All the steel plants management is under HSL. If

a particular foundry needs a particular kind of pig iron which is produced in Bokaro, only that might happen. Anyway I will look into that matter.

### Incentives for Family Planning

\*243. SHRI RAJDEO SINGH: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) whether Government are finalising the guidelines which will be commended for adoption by the States in regard to family planning; and

(b) if so, whether family will be chief determining factor of entitlement for building loans, allotment of D.D.A. and Government flats and assistance for setting up small scale industrial units?

THE MINISTER OF HEALTH AND FAMILY PLANNING (DR. KARAN SINGH): (a) Some proposals for intensification of the family planning programme are being considered by the Government of India. Some State Governments and Union Territory Administrations have already adopted certain measures of their own.

(b) The Delhi Administration has adopted certain incentives and disincentives under which those with smaller families will receive preference in these matters.

श्री राज देव सिंह : आप के माध्यम से मैं यह जानना चाहता हूँ कि आप ने बर्षावन के फर्स्ट पार्ट के उत्तर में यह कहा है कि कुछ प्रोजेक्ट्स हैं जो गवर्नमेंट के समक्ष हैं और गवर्नमेंट उन पर विचार कर रही है। मैं जानना चाहता हूँ कि गवर्नमेंट के सोचने का प्रोपोज़ खत्म हो गया है या अभी इसमें और वक़्त लगेगा ?

आप ने यह भी बताया है कि कुछ स्टेट गवर्नमेंट्स इन डायरेक्शन में कार्यवाही कर रही है—अगर इस सम्बन्ध कुछ खास बातें हों तो मंत्री महोदय हमको बतवायें ?

डा० कर्ण सिंह : जहाँ तक केन्द्रीय सरकार की विचारधारा का प्रश्न है, अब बहुत विस्तृत विचार के बाद हम शिखर तक पहुँच रहे हैं और आशा है कि इसी संवाद के दौरान मैं एक बक्तव्य पौपुलेशन पालिसी पर करने वाला हूँ जिस में जनसंख्या के संबंध में हमारी जो विचारधारा है, वह स्पष्ट हो जायगी।

जहाँ तक राज्य सरकारों का प्रश्न है—सात राज्य सरकारें तथा दिल्ली प्रशासन ने बहुत सारे कदम उठाये हैं जिन का ब्योरा इस समय मेरे पास है। ये राज्य सरकारें हैं—महाराष्ट्र, उत्तरप्रदेश, कर्नाटक, मध्य प्रदेश, गुजरात, हरियाणा, पंजाब तथा दिल्ली प्रशासन। इन्होंने जो कदम उठाये हैं वे इन की क्षमता के भीतर हैं, इस लिए हम उसमें हस्तक्षेप नहीं कर सकते।

श्री राज देव सिंह : उत्तर के दूसरे भाग में आप ने लिखा है कि दिल्ली ने कुछ इन्सेन्टिव्स और डिसइन्सेन्टिव्स एडाप्ट किये हैं। मैं जानना चाहता हूँ कि जो इन्सेन्टिव्स और डिसइन्सेन्टिव्स दिल्ली प्रशासन इस आन्दोलन को तेज़ करने के लिये जनता के सामने लायेगा, वे क्या हैं? साथ ही यह भी बतलायें कि क्या यह अच्छा होगा कि कानून का सहारा लेकर या लालच देकर हम लोगों को मंज़ूर करें, कोक़्त करें या यह अच्छा होगा कि हम एजुकेशन के बल पर लोगों को समझायें ?

डा० कर्ण सिंह: आप ने जो प्रश्न पूछे हैं—जहाँ तक दिल्ली प्रशासन का संबंध है, मेरे पास यह तीन पृष्ठ का उन का प्रेस-नोट है, अगर आप की आज्ञा हो तो इसे सभा-पटल पर रख देता हूँ। जहाँ तक दूसरे प्रश्न का संबंध है—एजुकेशन के बल पर लोगों को ममलयाया जाय—यह ठीक बात है, लेकिन अब स्थिति इतनी गम्भीर हो गई है कि मुझे गालिब का एक शेर याद आता है—

हम ने माना कि तगाफुन न करेंगे लेकिन खाक हो जायेंगे हम तुम को खबर होते तक।

एजुकेशन तो चलेगा, लेकिन ऐसा न हो कि तब तक सहा देश ही खान हो जाय।

श्री ईश्वर चौधरी : परिवार नियोजन के बारे में सभी क्षेत्रों में अनिवार्यता हो न केवल दिल्ली प्रशासन में या विहार, मध्य प्रदेश या कुछ अन्य प्रदेश में इस दृष्टि में मैं जानना चाहता हूँ—क्या आप इस सदन में इस संबंध में कोई बिल लाने के बारे में विचार कर रहे हैं, यदि हाँ, तो कब तक लायेंगे।

डा० कर्ण सिंह: इस संबंध में मैंने कहा है कि मैं एक वक्तव्य देने वाला हूँ जिस में यह बात स्पष्ट हो जायगी ?

श्रीमती सीता कौल : हम सोशल वर्कर्स ने जिन्होंने फैमिली प्लानिंग के संबंध में काम किया है, हमें ऐसा मालूम हुआ है कि यह बहुत ही गम्भीर विषय है। हम ने यह कहा गया है कि हम क्या करें, हम तो तैयार हैं, लेकिन हमारी दिक्कत यह है कि हमारे

मर्दे नहीं मानते। क्या आप कोई ऐसी पॉलिसी बनायेंगे जिस से मर्दों पर कोई पाबन्दी लग सके? क्या इस विषय में आप कुछ प्रकाश डालेंगे?

डा० कर्ण सिंह: यह विचारणीय मुद्दा है।

### Steel Production during 1975-76

[H]

\*245. SHRI B S BHAURA;  
SHRI S A MURUGANAN-  
THAM;

Will the Minister of STEEL AND MINES be pleased to state:

(a) whether the steel plants have achieved an all-time production record during the year 1975-76;

(b) if so, the broad outlines thereof;

(c) whether there is an accumulation of stocks in the steel plants; and

(d) if so, measures being taken for the regular disposal of it?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD): (a) to (d) A statement is laid on the Table of the House.

### Statement

(a) and (b) The estimated aggregate production of 5.7 million tonnes of saleable steel from the integrated steel plants in 1975-76 will be an all-time production record. The previous best was 4.9 million tonnes achieved in 1974-75.

(c) Yes, Sir.

(d) The following principal measures have been taken for the disposal of stocks:—

(i) Streamlining of distribution procedures with a view to

cutting down procedural delays and making steel available to the consumers more easily.

- (ii) Priority allocations have been dispensed with.
- (iii) Restrictions on the end use of various categories of iron and steel and scrap have been lifted.
- (iv) A system of order collection through the producers' Customer Contract Officers and supply through stock yards has been introduced.
- (v) The temporary ban on construction of non-functional buildings imposed by Government in 1973 as a measure of economy has been withdrawn recently.
- (vi) A massive effort is being made to export iron and steel materials to other countries. Till the end of February, 1976, 6.33 lakhs tonnes of such materials valued at Rs. 91.67 crores have been shipped. Firm Orders for the export of 2.099 million tonnes at an estimated value of 285.17 crores have been booked.

The higher Plan outlay in the Budget for 1976-77 is also expected to lead to higher steel consumption.

**श्री खान सिंह भौरा :** यह बहुत अच्छी बात है कि आप ने एकुमुलेटेड स्टॉक के डिस्पोजल के लिए कुछ कदम उठाये हैं। मैं यह जानना चाहता हूँ कि इन्टरनल कन्जम्प्शन के लिए आप ने जो स्टेप्स उठाये हैं उन का क्या प्रभाव पड़ा है, क्या कोई पॉजिटिव प्रभाव पड़ा है।

इस्पात और खान मंत्री (श्री चन्द्रजीत यादव): ये कदम अभी हाल ही में उठाये गये हैं। इस साल हमारे नियोजन पर भी

लगभग 31 प्रतिशत रूपया ज्यादा खर्च हो रहा है, स्वाभाविक है कि इस से विकास के और दूसरे काम होंगे। फसल भी इस साल अच्छी हुई है, इस लिये आशा है कि लोग ज्यादा कंस्ट्रक्शन करेंगे। इस वजह से जो रूपया स्वीकृत होगा उस के बाद पब्लिक सेक्टर और सरकार के निर्माण के कामों की शुरुआत होगी, इस का प्रभाव भी आगे पड़ेगा ?

जहां तक एक्सपोर्ट का संबंध है आप को मालूम ही है कि हम को दो मिलियन टन के आर्डर इस साल मिले हैं। हमें आशा है कि आने वाले दिनों में इस्पात की खपत और ज्यादा बढ़ेगी।

**श्री खान सिंह भौरा :** आप को 2 मिलियन टन का आर्डर एक्सपोर्ट का मिला है—यह अच्छी बात है। क्या गवर्नमेंट कोई ऐसे कदम उठाने जा रहा है जिस से न्यूक्लियर डेवलपिंग कंट्रोल में, यह इण्डस्ट्रियल डेवलपमेंट हो रहा है, उन में एक्सपोर्ट की सम्भावनाओं को खोज कर, उन मुल्कों को ज्यादा एक्सपोर्ट करने का प्रयास किया जाय ?

**श्री चन्द्रजीत यादव :** इस संबंध में बहुत काम हुआ है। आप को यह जान कर खुशी होगी कि हम इस वर्ष लगभग 20 देशों में अपना लोहा निर्यात कर रहे हैं और इस्पात की ज्यादातर मांग उन्हीं देशों से आई है जो डेवलपिंग कंट्रीज हैं। मिडिल ईस्ट कंट्रीज हैं।

**SHRI HARI KISHORE SINGH:** I would like to know as to what is the effect of the price reduction in steel on the end products from steel.

**SHRI CHANDRAJIT YADAV:** Sir, I have not followed the question.

श्री हरी सिंह : माननीय मंत्री जी, मैं मंत्री महोदय से यह जानना चाहता हूँ कि अब तक जापान को हमारे देश में कितना लोहा जाता रहा है और क्या यह सही है कि जापान . . . . .

मध्यम महोदय : यह एक्सपोर्ट का मवाल नहीं है प्रोडक्शन का मवाल है।

SHRI B. V. NAIK: Kindly permit this question which is based on the last para:

"The higher plan outlay in the budget for 1976-77 is also expected to lead to higher steel consumption."

Sir, when we look through the Plan outlay as well as the budget of the Steel and Mines Ministry as against the projected three new factories that were coming up at Vizag, Hospet and Salem not a single naya paisa has been allotted in the budget during the current year. May I know the reasons and the compulsions under which these three projects have become non-starters and have been kept in cold storage?

SHRI CHANDRAJIT YADAV: I have already made it clear. This is very wrong to say that those projects have been kept in cold storage. Really speaking we cannot produce steel without having detailed project report. Very recently the DPR for two steel plants, namely, Vizag and Vijayanagram have been completed. They will take 18 months. After taking the DPR, Government will go into the questions as to what will be the resources and the categories of steel to be produced. Whatever money is needed at this stage, Government has made it available. About the third steel plant at Salem, already the DPR has been received and is under study. Necessary arrangements

are being made to make the money available for this year. Therefore, it will be wrong to say that these steel plants are non-starters and have been put in cold storage. Government is serious about them and are going ahead. But later on it also depends on the availability of resources, as to when and how Government will take up that matter.

SHRI VAYALAR RAVI: In answer to part (c), the Minister has admitted that there is accumulation and he also listed some steps to see that the stocks may be lifted by different sections. At the same time, I would like to know whether it is a fact that the retail policy enunciated due to scarcity by which selling was done through depots instead of through retail shops owned by individuals has resulted in the accumulation of steel, because private parties are not lifting it because of the new policy adopted. Since there is a huge accumulation of stock worth Rs. 60 crores, now that the scarcity is over, is there any review of this policy contemplated?

SHRI CHANDRAJIT YADAV: This is not correct. Really speaking, the new distribution policy has helped to ease the situation. Certain restrictions which were in existence have also been removed. Because of the lack of internal demand, this accumulation has taken place.

I would also like to make it clear that this is not a matter of great concern because this year we produced 800,000 tonnes more steel. Also the other steps taken against hoarding and blackmarketing have also helped because people who had the tendency to hoard do not do so now. Therefore, availability has become easier. From time to time when suggestions are made by private parties or other associations, they are kept in view and accordingly decisions are taken and also revised to help customers as well as those who are dealing in steel.



### राष्ट्रीय परिवहन नीति

\* 247. श्री मूल सदन द्वारा :

क्या नीतिगत और परिवहन मंत्री यह बताने की कोशिश करेंगे कि :

(क) क्या कोई राष्ट्रीय परिवहन नीति बनाने का विचार है और

(ख) यदि हाँ, तो कब तक और क्या उसकी एक प्रति सभा पटल पर रखी जाएगी और

(ग) यदि हाँ, तो कब ?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIRSINGH):  
(a) to (c). A statement is laid on the Table of the Sabha.

#### Statement

(a) to (c) There is not a separate system of coordination except in the sense that the Committee on Transport Policy and Coordination (1966) recommended that in a country like India, the problems of coordination of different transport services could be taken care of largely through investment policies under the Plans. The Government of India have accepted this approach to transport coordination and, over the years, such coordination has been sought to be achieved, keeping in view the policies recommended by the Committee.

The main emphasis in the Fifth Plan is on a coordinated and systems approach to the development of the various modes of transport so that the system is viewed as a whole, with the different sectors being inter-dependent and supporting and supplementing one other as far as possible.

Coordination between rail and road transport is sought to be achieved through the agency of the Transport Development Council on which the

Ministers of Railways and Shipping and Transport are represented.

Coordination is also achieved between these modes of transport, in so far as passenger traffic is concerned by participation of the Central Government in the Capital structure of the State Road Transport Corporations. Railways are given representation on these Corporations. Railways have also agreed to provide representation to State Transport Undertakings on the Regional Advisory Bodies set up by them.

In regard to rail-road coordination and coordination involving other forms of transport, inter-Ministerial consultations and discussions are held, when ever necessary, so as to promote the object of development of the transport system as a whole, in an integrated manner, to the best advantage of the country at a minimum cost.

The matter regarding formulation of a National Transportation Policy, laying down the role of the various modes of transport and short term and long term objectives for their development, as recommended by the Estimates Committee, in its seventy-fifth Report on Transport Coordination, is being examined. Consultations with the agencies responsible for other modes of transport, not dealt with by Ministry of Shipping and Transport, are necessary and hence it is not possible to indicate the time by which a decision would be taken.

However, every endeavour will be made to complete the examination of the recommendation as early as possible.

The question of laying the National Transport Policy Statement on the Table of Parliament will be considered at the appropriate time.

श्री मूल सदन द्वारा : आपने बहुत बड़ा स्टेटमेंट दिया है। उसमें से एक रेसॉल्यूट पार्लियामेंट में पढ़ना चाहता हूँ।

"The Committee note that although the formulation of the national transportation policy was emphasised as early as 1950...."

"The Committee are impressed with the approach which had been outlined in this behalf as early as 1966 by the Committee on Transport Policy and co-ordination which was presided over by the Member in charge of Transport and high-powered representatives of Railways, roads and other means of transport. It is a pity that Government while...."

MR. SPEAKER: You should not read long statements.

SHRI M. C. DAGA: I am reading a portion relating to the answer.

MR. SPEAKER: Ask a question.

श्री मूल चन्द डागा : आप यह बताईए कि जो आन को मंजिल प्राप्त करनी है उन में कितना रास्ता तैयार कर गए हैं, कितना पार करना बाकी है, आप उस रास्ते पर 1950 से चले हैं, और आज 1976 है, इन्ने सालों में कितना रास्ता पार कर लिया है, और कितना है पार कर लेवें और जिस रास्ते पर खड़े हैं वहां से मंजिल नजर आती है कि नहीं ?

श्री दलवीर सिंह यह एक बहुत बड़ा पौलिसी का सवाल है। माननीय सदस्य कहते हैं कि 1950 से इस मामले पर विचार किया गया है। यह वास्तविक है 1950 से गौर होता रहा है, और समय समय पर जितना जरूरत पड़ती रही 1950 के बाद वह कोआर्डिनेशन हम हासिल करते रहे हैं।

जहां तक अब तक का पौलिसी का सवाल है इस स्टेटमेंट में जो दिया हुआ है अब तक पौलिसी जो थी वह कोआर्डिनेशन अचीव करने के लिए

थी, और किस तरह से कोआर्डिनेशन अचीव किया जाता है यह स्टेटमेंट में दिया गया है। अब क्या करेंगे आगे, इस बारे में मेरा निवेदन है कि यह मामला विचाराधीन है और जब भी इसका फाइनलाइजेशन हो जाएगा हम सदन के सामने वह बात रखेंगे।

श्री मूल चन्द डागा : राष्ट्रीय परिवहन नीति बनाने में क्या क्या दिक्कतें हैं, यह बता दीजिए,

श्री दलवीर सिंह : कठिनाइयां कुछ नहीं हैं ? कठिनाई यह होती है कि यह एक बहुत बड़ा सवाल है जो सिर्फ एक मिनिस्ट्री से ताल्लुक नहीं रखती है। इसमें कई मिनिस्ट्रियों का सम्बन्ध है, जैसे रेलवे मिनिस्ट्री, सिविल एविएशन प्लानिंग कमिशन और हमारी अपनी मिनिस्ट्री। इस बारे में सबको कंसल्ट किया जाए यह जरूरी है, और किया भी गया है। उनके कमेट्स आए हुए हैं जिनका ऐंजिमिनेशन हो रहा है, और एक एक सतह पर वह चीज चल रही है। जो भी इसकी शकल बनेगी वह हम ले कर हाउस के सामने आएंगे।

श्री नवल किशोर सिंह : परिवहन नीति बनाते समय क्या सरकार इस बात का ख्याल रखेगी कि जहां गंगा जैसी बड़ी बड़ी नदियों पर 20, 25, 30 करोड़ खर्चा लगा कर पुल बनाना है वहां रेल का रोड़ ब्रिज बनाया जाय ताकि वहां थोड़े ही दिनों के बाद फिर रेल का ब्रिज बनाने की जरूरत न हो जिसमें देश को अधिक पूंजा निवेष्ट करना पड़े ? और क्या ऐसे पुलों से अगर देश की सीमा तक सड़के जाती हों तो उन सड़कों को नेशनल हाईवे में ले लेने का सरकार विचार रखती है ?

श्री दलबीर सिंह : यह सब चीजें गौर की जाती हैं कोआर्डिनेशन में ।

श्री पान सिंह भौरा : आप कहते हैं कि नेशनल ट्रांसपोर्ट पोलिसी पर यहिस्ता आहिस्ता गौर हो रहा है क्योंकि सरकार मिनट मिनट पर गौर करती है । क्या यह ठीक नहीं है कि नेशनल ट्रांसपोर्ट पोलिसी में मुख्य बाधा बड़े बड़े ट्रांसपोर्ट्स हैं जिन के हर जगह पर प्लिक बने हुए हैं और वह इस पोलिसी को नहीं बनने देते । अगर ऐसी बात है तो बड़े बड़े ट्रांसपोर्ट्स को ऐलिमिनेट करके आप इंडिपेंडेंट पोलिसी बनाएं जो देश के हित में हो । इन बारे में आराम क्या विचार है ?

नौवहन और परिवहन मंत्री : (डा० जी० एस० ढिल्लों) : मैं आप से कहूँ हर बात में तो बड़े बड़े नहीं आ सकते यह तो नेशनल ट्रांसपोर्ट पोलिसी का भवाल है, और अभी तक तो किसी ने दखन नहीं दिया है, सिवाय इनके कि कुछ न कुछ तर्जुमों आते रहती हैं । मुझे डागा साहब को यह जरूर बताना है....

अध्यक्ष महोदय : उनका हो गया, आप उन को न बताइए माननीय सदस्य को बताईए ।

डा० जी० एस० ढिल्लों : इन दोनों के लिए है । इसमें तो मीथी बात है कि रेलवे ट्रांसपोर्ट और शिपिंग का कोआर्डिनेशन हो । कई चीजें ऐसे देखने में आती हैं कि शिपिंग सस्ता है और डायरेक्ट भी है, जिस की वजह से रोड़ ट्रांसपोर्ट उधर से हट कर और आप में लग सकता है । तो कोआर्डिनेशन थू इन्वेस्टमेंट पोलिसी और ट्रांसपोर्ट अथोरिटी से है । हम इस बात पर गम्भीरता से विचार कर रहे हैं कि जैसे बाकी और देशों ने किया है, खास तौर पर अमरीका ने किया कि उन्होंने एक ट्रांसपोर्ट को-

आडिनेशन ऐक्ट बनाया हुआ है और वह बड़ा काम्प्रिहेंसिव है । हम उस पर भी गौर कर रहे हैं, और भी बातें मोच रहे हैं, और जो भी उस बारे में हम पोलिसी तय करके वह हांडल के सामने जरूर आएगी ।

#### Involvement of Landless Rural Labour in Implementation of 20-Point Programme

\*249. SHRI VASANT SATHE: Will the Minister of LABOUR be pleased to state:

(a) whether Government have set up a working group to identify areas and evolve appropriate mechanism and organisational set up to ensure effective involvement of landless rural labour in the implementation of Prime Minister's 20-point Economic Programme; and

(b) if so, the main features thereof?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BAL GOVIND VERMA): (a) and (b). A statement is laid on the Table of the House.

#### Statement

A Standing Committee on Agricultural Labour was constituted in May 1973 to assess the trends of the agrarian labour situation and to review the available data and suggest appropriate studies and surveys for the collection of economic intelligence pertaining to agricultural workers. It advises the Government on the administrative and legislative steps that should be taken for the amelioration of the conditions of agricultural workers. To organise the agricultural labourers has been one of the primary concerns of this committee.

In pursuance of the decisions taken by this committee, the National Labour Institute has organised several labour camps in the villages. The purpose of these camps has been to apprise the agricultural labourers of the Government's programmes for rural development, the existing statutes on labour

holdings, share-cropping, tenancy, minimum wages and laws relating to bonded labour system. The impact of these camps has been remarkable and lot of enthusiasm has been generated among the landless labourers. It has been observed that 20-point programme has awakened in them an awareness of their rights and an eagerness to improve their economic situation.

It was decided at the Labour Ministers' Conference held in July 1975 that every State should evolve suitable criteria for fixing minimum wages. The responsibility for implementation of the Minimum Wages Act rests essentially on the Labour Departments of the States. The announcement of the 20-point programme has added importance to the necessity of the enforcement of minimum wages. The Chief Ministers' Conference held in March 1976 suggested that there should be stringent penal sanctions against violation of the Minimum Wages Act.

A Study Team of Rural Employment has been constituted under the Department of Rural Development. This team will suggest measures for providing employment to one person in each family for 250 days a year.

Legislation on the abolition of the Bonded Labour System came into effect from 25-10-75. Detailed guidelines have been given to the States for the rehabilitation of released bonded labourers. The States are preparing schemes for generating employment for the freed bonded labourers. The nature of the scheme will obviously depend on the resources endowments of the area. The freed bonded labourers may be inducted into agriculture, animal husbandry, pisciculture, sericulture or other types of rural industries. The National Labour Institute is conducting a camp exclusively for the emancipated bonded labourers in the district of Palamau in Bihar from 20-3-76 to 26-3-76.

Necessary legislative and administrative steps therefor are being taken for

the effective involvement of rural labour in the implementation of the 20-point programme.

**SHRI VASANT SATHE:** In view of the statement placed here, I should like to know whether the government has any mechanism, either the standing committee on agricultural labour which was constituted in 1973 or the national labour institute which has organised so many camps all over the country, by which it can tell us the figures or statistics relating to the total agricultural labour in the country, particularly those who are landless; because all agricultural labour may not be landless—some may have a little land? Can they give us the breakup statewide? May I also know the avenues in which you can provide alternative employment in agro-industries in the light of the strategy that is being thought of for integrated rural development? Have you got any such plans prepared by the standing committee on agricultural labour and if so, will you give us the breakup statewide and the broad outline of the plan?

**THE MINISTER OF LABOUR (SHRI RAGHUNATHA REDDY):** Sir, the Standing Committee on Agricultural Labour is purely an expert body to advise the Ministry of Labour with respect to certain research projects that the Labour Ministry may undertake and also certain studies to be conducted by it. It consists of Professors and other experts to deal with this problem. With respect to the question that has been raised by the hon. Member, I may state that this question has been discussed as to what manner the bonded labour that is relieved will have to be rehabilitated, agricultural labour which is unemployed will have to be given employment, etc. It has been stated that animal husbandry, pisciculture, sericulture and other types of rural programmes have been contemplated in the Fifth Five Year Plan which are oriented for the purpose of finding employment and also to deal with the problems of

under-employment in the rural areas. This is a very general question and it is not a specific question.

**SHRI VASANT SATHE:** I have asked specific question. What are the measures taken to ensure effective involvement of landless rural labour in the implementation of the Prime Minister's 20-point programme, which means giving of lands to the landless labour and other things? Do you have any figures?

**SHRI RAGHUNATHA REDDY:** With regard to the 20-point economic programme, we are concerned with the minimum wages and also the bonded labour. About 48 million people are considered to be agricultural rural labour, subject to some variations in figures. I am giving you the approximate figures. And with respect to this, the bonded labour legislation has been brought out already and this House had already discussed this. The Bonded Labour Legislation has got an inbuilt mechanism for the purpose of rehabilitation and also for vigilance purposes and the total involvement is a sociological process. It is a continuous process.

**SHRI VASANT SATHE:** Sir, has he given any information? What is the use of asking questions? They are not able to give us any information. Then what for is this Standing Committee on Labour? This Institute has been doing the work since 1973.

**MR. SPEAKER:** Last Sunday I participated in the camp which was conducted by the National Institute on Labour in Palamau district. It was a very good camp. They are doing something.

**SHRI VASANT SATHE:** That is given in the reply. Will you collect the information and inform the House later on?

**SHRI RAGHUNATHA REDDY:** The Hon'ble Member has asked some spe-

cific information. I will be in a position to give the information. If it is a general question like involvement of the rural labour, implementation of 20-point economic programme, etc. I would say that it is a question for debate or discussion.

**SHRI VASANT SATHE:** You have said that one of the major points in the 20-point economic programme is the Minimum Wages to be ensured to the Agricultural labour. Do you have any data on this? What are the minimum wages in different States and in which States are they being implemented?

**SHRI RAGHUNATHA REDDY:** We have got sufficient data on this. I can supply it to the Hon'ble Member.

**MR. SPEAKER:** Yes, you can supply it. Or you can collect the data as place it on the Table.

**SHRI RAGHUNATHA REDDY:** There is no difficulty. I can write to the hon. Member or I can place it on the Table of the House. I have also answered the question several times on the floor of the House.

**SHRI PRIYA RANJAN DAS MUNSI:** May I know from the Hon'ble Minister whether in the Labour Ministers' Conference several Ministers of various States, specially the Department of Labour, raised the question that they are facing certain genuine problems to implement the minimum Wage Act because of lack of some mechanism in the rural areas? May I know whether it is also a fact that the minimum wages fixed under the Minimum Wages Act passed by the various State Assemblies have not been made known to the agricultural labourers either through camps or public bulletins or people's organisations or BDOs etc., especially in the State of West Bengal?

**SHRI RAGHUNATHA REDDY:** During the Labour Ministers conference, the Labour Ministers agreed

that minimum wages should be revised in each State. I am happy to state that in most of the States minimum wages had been revised. But the difficulty is about implementation. A number of suggestions have been made which are under consideration of the government like amendments, increasing the number of enforcement officers, designating certain officers as procedural delays etc. These are under consideration.

**SHRI PRIYA RANJAN DAS MUNSİ:** What are the difficulties pointed out by the Labour Ministers in implementing the minimum wages?

**SHRI RAGHUNATHA REDDY:** The difficulties pointed out have been about punishment, procedural delays etc. These aspects are being taken into account and steps are being taken.

श्री विभूति विश्व : मैं समझता हूँ कि घर भी और उबर भी हमारे बहुत से भाई गांवों के रहने वाले नहीं हैं और वे एग्रिकल्चरल लेबर की समस्या को नहीं जानते हैं। गायद मंत्री महोदय जानते हैं, मुझे पता नहीं है। किसान के साथ एग्रिकल्चरल लेबर जाती है। वह हल चलाता है और बारिश हो जाती है तो हल छोड़ कर बीया निकालने के लिए चला जाता है। बीया डाला और पानी भुख गया तो पानी निकालने के लिए और पानी देने के लिए चला जाएगा। एग्रिकल्चरल लेबर को उसके साथ रहना ही पड़ता है और काम करना ही पड़ता है। लेकिन क्या आपने पता लगाया है कि एक एकड़ जमीन में कितना उसका खर्च पड़ता है, कितना उसको लाभ होता है और कितना वह एग्रिकल्चरल लेबर को दे सकता है? बाँड्ड लेबर मेरे जिले में जब से वहाँ गांधी जी आए थे तभी से खरब हो गई है। घाब नहीं है। और कहीं हो सकती है लेकिन

वहाँ नहीं है। चम्पारन के और किसी एरिया में हो सकती है मेरे जिले में नहीं है। कोई भी काम एग्रिकल्चरल लेबर के वास्ते करने के पहले क्या सरकार ठीक नहीं समझती है कि एक कमेटी बिठा कर गाँवों की एग्रिकल्चरल लेबर और किसान का आपस में क्या सम्बन्ध है इसका पता लगाया जाए और किसान तथा एग्रिकल्चरल लेबर का कैसे कयाण हो सकता है इसका कोई रास्ता निकाला जाए। एग्रिकल्चरल लेबर की स्थिति इंडिस्ट्रियल लेबर से भिन्न है। यह दूसरे ढंग की है और वह दूसरे ढंग की। इस वास्ते कमीशन या कमेटी बिठा करके सरकार दोनों की हलाक पता लगाना चाहती है ?

**SHRI RAGHUNATHA REDDY:** This question is in the context of minimum wage. Minimum wage is minimum wage, it cannot be related to production or other problem like prices.

श्री विभूति विश्व अध्यक्ष महोदय, आप मंत्रालय पढ़िए। मंत्री जी का जवाब आप ने सुन ही लिया है। ठीक से उत्तर तो सबालों का आना चाहिए।

**अध्यक्ष महोदय :** उन्होंने जो जवाब देना था दे दिया है।

श्री सुरज शर्मा : एग्रिकल्चरल लेबर के वास्ते मिनिमम वेजिज तथा दूसरे कानून बन रहे हैं। उनको लागू करने का सबाल भी आता है। इनको लागू करने के सिलसिले में उन के भी राय ली जाए। क्या इसके बारे में कोई ऐसा संगठन बनाया जाएगा जो बीस सूत्री जो कार्यक्रम है या जमीन के बटवारे सम्बन्धी जो कानून है उनको लागू करने में सहायक हो सके ? क्या सरकार ने ऐसा कोई आदेश दिया है कि सम्बन्धी किर्तों में एग्रिकल्चरल संगठनों की

[सम्मिलित किया जाए कार्यक्रमों को समय में लाने के कामों में ताकि जो अनियमितताएँ हो रही हैं उनको रोका जा सके ?

**SHRI RAGHUNATHA REDDY:**

In the Labour Ministers' Conference, this question was considered and certain difficulties were pointed out in respect of implementation of the provisions of the Minimum Wages Act. The implementation of the Minimum Wages Act to a large extent, depends upon the involvement of the agricultural labour in the movement. In the absence of a proper trade union movement being built up, it will be very difficult to implement this Act. That is why, we are holding camps for this purpose and, Sir, you have been pleased to attend one of such camps.

**MR. SPEAKER:** Very good camp.

**SHRI RAGHUNATHA REDDY:**

Thank you very much.

**Checks on Lay-offs, Lockouts, Retrenchments, and Closures in Industries.**

\*251 **SHRI SAMAR MUKHERJEE:**

Will the Minister of LABOUR be pleased to state whether lay-offs, lockouts, retrenchments, and closures have not been checked even after the passing of Industrial Disputes Amendment Act?

**THE MINISTER OF LABOUR (SHRI RAGHUNATHA REDDY):**

The Industrial Disputes (Amendment) Act, 1976 has come into force with effect from the 5th March, 1976. There has not been any report in the Central sphere about breaches of the provisions of that Act. The amendments do not cover lockouts.

**SHRI SAMAR MUKHERJEE:** Whether the Minister is aware that very recently the Union North Jute Mill of Bird & Co. has been locked out and other lock-outs are also taking place? The Labour Minister has made a statement in the Assembly of West Bengal giving figures which

create concern because of the large scale lock-outs, lay-offs, retrenchments, closures, etc. So, what are the steps that Government is proposing to take to stop all these?

**SHRI RAGHUNATHA REDDY:** I am not aware of this specific lock-out. With regard to lay-offs, retrenchments and closures, this hon. Member has passed a Bill very recently on the subject, the provisions of which are very clear. In respect of matters that fall within the State Government's jurisdiction, the appropriate State Government will take necessary action. With respect to the matters that pertain to the central sphere, there is only one case upto now and that application is now with the appropriate authority.

**SHRI S. M. BANERJEE:** I am sure the hon. Minister is aware that two textile mills and one jute mill in Kanpur and one cement factory in Sawai Madhopur are closed and nearly 10,000 workers are rotting in the streets. I would like to know whether a final decision has been taken to reopen these two textile mills, one jute mill in Kanpur and one cement factory in Sawai Madhopur? If not, what are the reasons?

**SHRI RAGHUNATHA REDDY:** With regard to the mills that are mentioned by the hon. Member, the Government is considering the matter and the hon. Member knows about it.

**MR. SPEAKER:** He has given the information.

**SHRI S. M. BANERJEE:** I am hearing this year after year. I have also become grey after hearing all these cases. I think that as Minister of Labour, he is concerned with it. Or, the other Minister, viz. the Commerce Minister, should have been present here. We do not see the Commerce Minister. Let somebody give an assurance or a reply to console the 10,000 workers. I am not starving; the workers are starving.



**MR. SPEAKER:** Can the Minister give a more specific reply?

**SHRI RAGHUNATHA REDDY:** The hon. Member had raised this question a number of times. There is no doubt about it. I understand that the Ministry of Commerce is dealing with this question; and the State Government is also involved in this matter. They have taken up the matter seriously. Certain steps are likely to be taken.

**SHRI C. T. DHANDAPANI:** After the imposition of the President's rule in Tamil Nadu, the lay-off in the textile industry in the Coimbatore district is rapidly increasing. Tamil Nadu is now under the jurisdiction of the Central Government. Is the Minister aware of this fact; and would he take necessary action in regard to the lay-off? Secondly, there is a statement released by the government in Tamil Nadu that in regard to lay-offs and other things, the industrialists should take prior permission from the Tamil Nadu Government. Is it the policy of the government to grant permission for lock-outs to the industries?

**SHRI RAGHUNATHA REDDY:** I am subject to correction. After the President's rule was imposed in Tamil Nadu, no man-days have been lost.

**MR. SPEAKER:** Next question.

**SHRI C. T. DHANDAPANI:** The second part of my question has not been answered. A statement was issued by the present government in Tamil Nadu, saying that prior permission should be taken from the government for lock-outs and lay-offs. Is it a fact?

**MR. SPEAKER:** Statement by whom?

**SHRI DINEN BHATTACHARYA:** The position is that the mill-owners have to inform the government beforehand, before laying off, or locking out any factory. Does the Minister know it?

**SHRI TRIDIB CHAUDHURI:** The Minister has just said that so far, action under the Industrial Disputes (Amendment) Act with regard to retrenchment, lay-offs etc. was within the purview of the State Government. But only the other day in the other House, the Minister himself had made a statement—I had read it in the papers—that more than 4 lakhs of people have been laid off since the imposition of the Emergency. Of course, retrenchment figures were not given. May I know in this connection whether the special attention of the State Governments has been drawn to the fact that they should take action under this Act, so that the purpose for which this House had passed the Act may be fulfilled? What action has been taken so far? It is no use telling us every time: "It is for the State Government; what can we do? The State legislatures will see to it." We have passed the Act. We are under Emergency. We have to see that this Act is implemented properly.

**SHRI RAGHUNATHA REDDY:** The special attention of the State Governments had been drawn, asking them to implement this Act as expeditiously as possible; and some of the State Governments have taken action for publishing the rules. After the lapse of some time, the rules will also come into force. As far as the Centre is concerned, the rules as well as the Act had come into force on the 5th March; and the Act is in force.

श्री राय बिहारी शर्मा: एक में यह संतोषजनक किया गया है, उन्हें स्पष्ट यह लिखा हुआ है कि इस एक्ट के अन्तर्गत में अगले के पहले जो कारखाने बन्द होंगे, उन्हें इसके अन्तर्गत में अगले के 15 दिन के अन्दर इजाजत लेनी होगी, अगर इजाजत नहीं लेनी गई होगी या इजाजत नहीं दी होगी, तो उन कारखानों को सरकार अपने कब्जे में लेनी और उन कारखानेदारों को प्राप्तिद्वारा करेगी। इसमें से क्या कार्यवाही की गई है?



**SHRI RAGHUNATH REDDY:** This legislation does not deal with the question of take-over. Suppose a person is laid off by any management, without the permission of the appropriate authority; it would be deemed, by law, that the person is not laid off. He would be entitled to full wages, as if he had been in service.

**मुगल लाइन्स शिपिंग कम्पनी को हुई हानि**

\* 252. **श्री हरी सिंह :** क्या नौबहन और परिवहन मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या मुगल लाइन्स शिपिंग कम्पनी का कार्य गत तीन वर्षों से ठप्प पड़ा हुआ है जिसके कारण कम्पनी को भारी आर्थिक हानि उठानी पड़ रही है; और

(ब) इस हानि की पूर्ति करने के लिए सरकार ने कौन से नये कदम उठाये हैं?

**THE MINISTER OF SHIPPING AND TRANSPORT (DR. G. S. DHILLON):** (a) No, Sir.

(b) Does not arise.

**SHRI HARI SINGH:** May I know whether it is a fact that the foreign shipping lines have been covered by the Indian lines and that at a time when the Indian ships are unable to find any cargo....

**MR. SPEAKER:** That is too wide a question.

**श्री हरी सिंह :** यह हो रहा है कि विदेशी शिप, हमारी इंडियन लाइन्स को, अपने शिप चलाकर, भारी नुकसान पहुंचा रहे हैं।

**MR. SPEAKER:** Is it because of that that this question arises? How do you link it?

**श्री हरी सिंह :** मुगल लाइन्स को भी..

**MR. SPEAKER:** I do not see any linkage.

**श्री हरी सिंह :** मैं दूसरा सवाल पूछता हूँ। क्या मंत्री महोदय यह बताने की कृपा करेंगे कि पिछले तीन सालों में मुगल लाइन्स की सालाना क्या क्या आमदनी है? क्या यह सही है कि वह आमदनी हर साल गिरती चली गई है? यदि हाँ, तो यह गिरावट प्रतिवर्ष क्यों आई?

**डा० जी० एस० धिल्लों :** मैं माननीय सदस्य को बताऊँ कि 1974-75 तक तो हमेशा ही मुगल लाइन्स नफे में रही। 1972-73 में 14 लाख 66 हजार, 1973-74 में 79 लाख 90 हजार और 1974-75 में 72 लाख 40 हजार का प्राफिट रहा। लेकिन इस साल, International और नेशनल तौर पर बड़ी मन्दी जा रही है इसीलिये घाटा है। ज्यादा जो घाटा पड़ा है वह ओवरसीज पेसेन्जर सर्विस और कॉकण पेसेन्जर सर्विस से हुआ है। लेकिन जो नफा होता है वह लाइनर सर्विस से और वह इस घाटे को ऑफ-सेट कर देता है।

**SHRI S. R. DAMANI:** The last three years have been very good years for the shipping industry as a whole. In view of that, many I know the reasons for the losses incurred by the Mughal Lines when the other lines made profits?

**MR. SPEAKER:** The Minister said that they made losses.

**SHRI S. R. DAMANI:** That is for this year. I am talking of the last three years.

**MR. SPEAKER:** The Minister says "No".

**Implementation of New Economic Order decided at Lima and Paris Conferences**

\*253. **SHRI BHOGENDRA JHA:** Will the Minister of **EXTERNAL AFFAIRS** be pleased to state the steps being taken to ensure implementation of the new economic order decided upon at Lima and Paris Conferences of the non-aligned and developing countries?

**THE MINISTER OF EXTERNAL AFFAIRS: (SHRI YASHWANTRA CHAVAN):** The decision to establish a New International Economic Order, based on cooperation and inter-dependence among all countries, was taken at the Sixth Special Session of the UN General Assembly in 1974. It was followed by the adoption of a Charter of Economic Rights and Duties of States. In 1975, the Seventh Special Session of the UN General Assembly considered in an integrated and comprehensive manner the problems of development and international economic cooperation and adopted a unanimous resolution on this subject. The Session took into account the decisions of the Lima Conference of the Non-aligned countries and was held in a spirit of mutual understanding and constructive cooperation. It was a welcome step forward for the establishment of a New Economic Order. Since then, detailed negotiations are continuing within and outside the U.N. system, including the Paris Conference, to work out concrete measures for implementing decisions of Sixth and Seventh Special Sessions.

2. The decision on the New International Economic Order placed special emphasis on a Special Programme to mitigate the difficulties of the countries most seriously affected by the recent international economic crisis (MSACs), in order to help them overcome their present balance of payments difficulties and to achieve self-sustaining economic development.

**SHRI BHOGENDRA JHA:** India will be taking an appreciable lead in setting right the position of the non-aligned countries in this matter and we have correctly given the slogan "No aid, but trade". In that context, I would like to know whether with regard to the decision at Lima and other places also, the prices of raw materials exported by the developing countries to the more industrially developed countries have been put on a par with the prices of the goods manufactured out of those very raw materials, and whether any understanding has been arrived at between the developed countries as a whole or individual developed countries and India, and in particular with the U.K., USA and the major industrially developed capitalist countries, with regard to the prices of goods, and if so, the result thereof.

**SHRI YESHWANTRA CHAVAN:** As you know, along with energy, this question of raw materials is one of the very important issues for purposes of a dialogue between the industrialised countries and the developing countries and, particularly as a result of the deliberations in the Paris Conference, a Special Commission has been appointed in which representatives of the developing countries and the industrialised countries will sit for discussions and negotiations. These are matters of a very complex nature. I would say that even in this matter it would be very difficult to say that the interests of one developing country are identical with those of the others. Naturally, these complex negotiations will have to be handled with a little more care and the negotiations have started, but I am sure it will take some time for them to take any concrete shape. But this one particular aspect has, really speaking, caught the attention of the entire community and this matter has been looked into. The USA and UK are also countries which are represented on this Commission. It is not a question of only the USA and UK but of the entire

Western industrialised countries and so, there is no use isolating one country, though one can certainly, for the purpose of analysis and political understanding, do that, but ultimately they are working as a group because their interests are identical. Therefore, we will have to deal with a group in such matters.

**SHRI BHOGENDRA JHA:** May I know whether, with a view to advancing these very interests on these lines, we have set up a joint Indo-U.S. Commission and whether....

**MR. SPEAKER:** That is not a very relevant question. A Joint Commission is mainly for bilateral talks.

**SHRI BHOGENDRA JHA:** In that case, may I know whether the Government of India has made any attempt with the more advanced capitalist countries of the West and the USA to see that our goods and raw materials are accepted, and if so the results thereof?

**SHRI YESHWANTRAO CHAVAN:** I would answer it positively, yes. Expansion of our trade with the industrialised countries is one of the major planks of our policy, but for the details of it, possibly you will have to ask the Commerce Ministry, as I do not deal with them.

**SHRI H. N. MUKHERJEE:** In view of the threat somewhat egregiously held out by the U.S. Secretary of State Mr. Henry Kissinger that economic aid would be stopped to whoever opposes United States in the forum of the United Nations, may I know if Government is taking any step so that at least by means of bilateral and unilateral agreement with countries neighbouring to us as well as others by taking advantage of the non-aligned forum, we make sure of our position so that we do not have to depend upon the largesse of these very undesirable customers?

\* 15-2.

**SHRI YESHWANTRAO CHAVAN:** In the Lima Conference, the major emphasis was laid upon co-operation among the non-aligned countries themselves. It is the self-reliance of the non-aligned countries and their efforts to become economically and politically stable and co-operation among themselves, which still have to be major plank on which to give emphasis, because the positions that the other countries and their Secretaries of State are taking is not something that we are unaccustomed to; or rather it is something that is on expected lines; they are going on those lines I think we should go positively on our own lines.

#### Agreement with Soviet Union for Exchange of Industry-wise Workers

\*254. **SHRI R. S. PANDEY:** Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether recently an agreement has been concluded with Soviet Union for exchange of industry-wise workers; and

(b) if so, the broad outlines thereof?

**THE MINISTER OF EXTERNAL AFFAIRS (SHRI YESHWANTRAO CHAVAN):**

(a) No, Sir.

(b) Does not arise.

#### WRITTEN ANSWERS TO QUESTIONS

##### Completion of Gopalpur Port in Orissa

\*241. **SHRI SURENDRA MOHANTY:** Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) whether work has started at Gopalpur in Orissa for construction of a Port; and

(b) if so, when the construction of the Port is likely to be completed?

THE MINISTER OF SHIPPING AND TRANSPORT (DR. G. S. DHILLON): (a) and (b). The scheme for the development of the Minor Port of Gopalpur is under examination of the Central Government.

सह्यता के प्रश्न पर तीसरे विश्व के देशों के लिए डा० बिस्मिलर का बयानी भरा बयतव्य

\* 244. श्री बसला मिश्र 'जबुवर' : क्या विदेश मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या सरकार को पता है कि डा० हेनरी किस्सिज ने तीसरे विश्व के देशों को इस बात की धमकी दी है कि जो देश संयुक्त राष्ट्र सच में अमेरिका का विरोध करेंगे उन्हें आर्थिक सहायता नहीं दी जायेगी ; और

(ख) क्या भारत सरकार ने इस बयतव्य का विरोध किया है ?

विदेश मंत्री (श्री यशवन्तराव चव्हाण):

(क) और (ख). 11 मार्च को 'बोस्टन वर्ल्ड अफेयर्स कौन्सिल' के समक्ष एक भाषण में अमेरिका के विदेश मंत्री ने संयुक्त राष्ट्र के गृह-निर्पेक्ष देशों का मुकाबिले के लिए हमेशा तैयार रहने में विश्वास रखने वालों का संघ (कॉन्फेडरेशन ऑफ़ नेशन्स) कहकर उल्लेख किया था और कहा था कि न्यायोचित विश्वव्यापी आर्थिक व्यवस्था की दिशा में प्रगति परस्परिक सम्मान, यथार्थ और व्यावहारिक सहयोग पर निर्भर करेगी उन्होंने यह भी कहा कि "गृह-खमोट नहीं चलेगी और न ही कोई इसे चुनौती बदलित करेगा।"

हमारे विचार से यह नकारात्मक भूमिका है। गृह-निर्पेक्ष आंदोलन ने अपने प्रारम्भ से ही विश्व की स्थिति बदलने में रचनात्मक और सक्रिय भूमिका निभायी है। अपनी

बड़जी हुई एकता और अखण्डता के साथ गृह-निर्पेक्ष देश एक महत्वपूर्ण शक्ति के रूप में उदित हुए हैं और उन्होंने संयुक्त संघ तथा हमारे अंतर्राष्ट्रीय संबंधों पर मुकाबिले की अपेक्षा ठोस सहयोग की भावना को विकसित तथा सुदृढ़ करने में काफ़ी प्रयास डाला है। संयुक्त राष्ट्र संघ के स.प.वे विशेष अधिवेशन में यह बात पूरी तरह परिलक्षित हुई है जिसमें सर्वसम्मति के आधार पर उन उपायों को स्वीकार किया गया है जो समानता और यथार्थ पर आधारित एक अंतर्राष्ट्रीय आर्थिक व्यवस्था स्थापित करने के लिए इस अंतर्राष्ट्रीय द्वारा उठाये जाने हैं।

#### Discussion between India and Bahrain on Manpower Planning

\*246. SHRI M. RAM GOPAL REDDY: Will the Minister of LABOUR be pleased to state:

(a) whether discussion between the representatives of India and Bahrain was recently held in New Delhi on manpower planning; and

(b) if so, the conclusions reached?

THE MINISTER OF LABOUR (SHRI RAGHUNATHA REDDY): (a) Yes Sir.

(b) The discussions were of a general and informal nature with a view to providing information to the visitors in the related fields of mutual interests and no conclusions, as such, were arrived at.

#### Proposed Steel Project in Kerala

\*248. SHRI M. K. KRISHNAN: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether the Planning Commission had cleared some Steel Projects proposed to be set up in Kerala;

(b) if so, the broad outlines thereof; and

(c) when the work on these projects is likely to start?

**THE MINISTER OF STEEL AND MINES (SHRI CHANDRAJIT YADAV):** (a) and (b). No Sir. The Planning Commission has not cleared any proposal for setting up an integrated steel plant in Kerala. We also have not submitted any such proposal to the Planning Commission. However, an electric furnace unit in the joint sector (with the Kerala State Industrial Development Corporation) under the name of Steel Complex Limited, Kerala, was licensed in March, 1972 to produce 50,000 tonnes of molten steel per annum. This unit is in production since August, 1973.

(c) Does not arise.

#### **Mobile Dispensaries for Union Territories and States**

\*250. **SARDAR SWARAN SINGH SOKHI :** Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) whether Government would introduce mobile dispensaries in Union Territories and other States in the country; and

(b) whether any aid to the States has been provided in this regard?

**THE MINISTER OF HEALTH AND FAMILY PLANNING (DR. KARAN SINGH):** (a) It is proposed that all medical colleges and hospitals attached thereto will be asked to cover 2-3 Primary Health Centres so as to provide better health care to the rural areas.

(b) No special aid has been provided to the States in this regard. The scheme will be implemented as part of their normal activities.

#### **Proposed Conference of Non-Aligned Nations in Colombo**

\*255. **SHRI N. K. SANGHI:** Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether a Conference of the Non-aligned Nations is being planned to be held in Colombo in the month of August;

(b) if so, at what level the countries will be represented; and

(c) the main points likely to come up for discussion?

**THE MINISTER OF EXTERNAL AFFAIRS (SHRI YESHWANTRAO CHAVAN):** (a) Yes, Sir.

(b) This is the Fifth Summit Conference of Head of State/Government of Non-aligned countries. It is, therefore, expected that all participating countries would be represented by their Heads of State/Government.

(c) The main points likely to come up for discussion at the Colombo Summit are as follows:

(1) General review and appraisal of the International political situation and the role of non-alignment.

(2) Review of the International economic situation and problems development.

(3) Review of measures to strengthen economic solidarity and cooperation among non-aligned countries.

(4) Consideration of measures for promoting cooperation and coordination among non-aligned countries in the field of education, culture and science and other areas.

### Steel at Competitive Prices

\*256. SHRI ARJUN SETHI: Will the Minister of STEEL AND MINES be pleased to state the specific steps Government have taken to reduce the operating cost in its steel plants to make steel available at competitive prices?

THE MINISTER OF STEEL AND MINES (SHRI CHANDRAJIT YADAV): Within the limitations of escalations in the various cost factors over which the steel plants have little control, a number of steps have been taken in various areas to effect reduction in the cost of production. These include: better capacity utilization, improvement in consumption norms, higher yield of finished products and better cash management and steel distribution system.

दुकानों एवं प्रतिष्ठानों के कर्मचारियों को भविष्य निधि की सुविधा देना

\*257. श्री रामावतार शास्त्री : क्या अन्न मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या दुकानों और प्रतिष्ठानों के कर्मचारियों को भविष्य निधि की सुविधा उपलब्ध नहीं है ; और

(ख) क्या सरकार का विचार उनकी भारी संख्या और कम वेतन को ध्यान में रखते हुए उनके लिए भविष्य निधि की व्यवस्था लागू करने का है ?

अन्न मंत्री ( श्री रघुनाथ रेड्डी ) :

(क) कर्मचारी भविष्य निधि और परिवार पेंशन निधि अधिनियम, 1952 30 अप्रैल 1962 से, अन्तों के साथ साथ 20 या 20 से अधिक कर्मचारियों को रखने वाले ऐसे व्यापारिक और वाणिज्य प्रतिष्ठानों पर लागू होता है

जो किसी माल के क्रय, विक्रय और भण्डारण में लगे हैं। तथापि यह व्याप्ति 50/20 या उससे अधिक व्यक्तियों को रखने वाले प्रतिष्ठानों के संघ में क्रमशः 3/5 वर्षों की अवधिक अवस्थाओं के पूर्ण होने की शर्त पर होती है।

(ख) प्रश्न नहीं उठता।

### Reduced Production Target of Saleable Steel

\*258. SHRI D. D. DESAI: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether the production target for saleable steel in 1976-77 has been reduced in order to clear accumulated steel stock; and

(b) if so, the broad outlines thereof?

THE MINISTER OF STEEL AND MINES (SHRI CHANDRAJIT YADAV) (a) No. Sir On the other hand, an aggregate production of 6.46 million tonnes of saleable steel is expected from the integrated steel plants in 1976-77 against an estimated production of 5.7 million tonnes in 1975-76.

(b) Does not arise.

### Life Saving Aid to Heart Patients

\*259. SHRI P. GANGADEB: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) whether life saving aid for heart attack victims is under consideration of Government; and

(b) if so, broad features thereof?

THE MINISTER OF HEALTH AND FAMILY PLANNING (DR. KARAN SINGH): (a) and (b). Equipment and facilities for treatment of heart diseases on emergency basis are available in most major hospitals in the country. In Delhi a mobile coronary care unit is also available.

**Non-Payment of equal wage to Women in Tea Gardens**

\*260. SHRI DASARATHA DEB: Will the Minister of LABOUR be pleased to state:

(a) whether Government are aware that in tea-gardens in West Bengal, women workers are being refused equal wage for equal work even after the promulgation of ordinance in this respect; and

(b) if so, what steps Government propose to take in the matter?

THE MINISTER OF LABOUR (SHRI RAGHUNATHA REDDY): (a) and (b): The State Government has reported that the wages in tea-gardens in West Bengal have been fixed by tri-partite settlement and discussions are going on with the managements for securing implementation of the provisions of the Equal Remuneration Act, 1976.

**बिहार की खानों में पानी रिसना**

1286. श्री भागीरथ भंडार : क्या श्रम मंत्री यह बताने की कृपा करेंगे कि :

(क) बिहार की खानों में पानी रिसने की सम्भावना है :

(ख) यदि हां, तो उनके नाम क्या हैं ; और

(ग) इसको रोकने के लिए क्या कार्यवाही की जा रही है ?

श्रम मंत्रालय में उप-मंत्री (श्री बालगोविंद वर्मा) : (क) से (ग) : खानों में पानी का सामान्य रिसना मानव-जीवन के लिए खतरनाक नहीं होता। सुरक्षा को खतरा तभी होता है जब पानी का रिसना अत्यधिक प्रबल आसपास हो।

बिहार की निम्नलिखित कोयला खानों के कतिपय कार्यस्थलों में, जहाँ कि इस प्रकार की बाढ़ के खतरे की आशंका थी, काम बंद करने के लिए कार्यवाही की गई है :—

1. न्यू दुग्दा कोलियरी।
2. बारोरा कोलियरी।
3. सेलेक्टेड घोरी कोलियरी।
4. सुदीमाडीह इन्फलाइन माइन।

**Setting up of Industrial Apex Body in Tamil Nadu**

1287. SHRIMATI PRAVATHI KRISHNAN: Will the Minister of LABOUR be pleased to state:

(a) whether Government have decided to have an industrial Apex Body in Tamil Nadu soon; and

(b) if so, the broad features thereof?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): (a) The Government of Tamil Nadu has set up a State Labour Apex Body on March 11, 1976;

(b) The Adviser to the Governor of Tamil Nadu is the Chairman of this Tripartite Body consisting of twelve representatives each of the Employees and the Employers and three official members.

**मध्य प्रदेश में जन्म-दर में कमी**

1288. श्री गंगा चरण दीक्षित : क्या स्वास्थ्य और परिवार नियोजन मंत्री यह बताने की कृपा करेंगे कि :

(क) मध्य प्रदेश में परिवार नियोजन के फलस्वरूप गत तीन वर्षों में जन्म-दर में कितने प्रतिशत कमी हुई है; और

(ख) यह कमी निम्नलिखित लक्ष्यों की तुलना में कितनी है ?

स्वास्थ्य और परिवार नियोजन विभाग में उप मंत्री श्री ए०के०एस० इतहाक (क) परिवार नियोजन कार्यक्रम के परिणामस्वरूप रोके गए जन्मों के अनुपात अनुमान है कि पिछले 3 वर्षों में (1974-75 के अंत तक) जन्म-दर मध्य प्रदेश में लगभग 3.9 प्रतिशत घट गई होगी।

(ख) जन्म-दर में कमी आना के बिना ही क्योंकि पिछले तीन वर्षों के लिए उपयोग-कर्ताओं को सड़पा का जो लक्ष्य निर्धारित किया गया था, उस में से राज्य द्वारा केवल 58.3 प्रतिशत की ही पूर्ति हो पायी थी।

#### One trade union in one industry

1289. PROF. MADHU DANDAVATE. Will the Minister of LABOUR be pleased to state:

(a) whether Government have ascertained from the central trade union organisations in the country, their views on the proposal to establish one trade union in one industry by ascertaining the wishes of the workers in the industry concerned, through secret ballot; and

(b) if so, whether Government propose to take necessary steps to implement this procedure?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): (a) No.

(b) Does not arise.

#### Steel ingot production in Durgapur

1290. SHRI INDRAJIT GUPTA: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether the Durgapur Steel Plant has made a remarkable breakthrough in the steel ingot production;

(b) if so, the facts thereof

(c) in view of its capacity being used almost fully and effectively whether Government intend to expand the Durgapur Steel Plant further; and

(d) if so, the broad outlines thereof?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD): (a) and (b): The production of ingot steel at Durgapur steel plant has shown significant improvement during the recent months. The monthly production of ingot steel during the period from April 1975 to February 1976 is given below:—

Month	Production of Ingot Steel in '000 Tonnes	Production as % of rated capacity
April 75	70.2	52.6
May 75	64.9	48.6
June 75	61.8	46.3
July 75	80.0	60
August 75	85.4	64
September 75	83.3	62.4
October 75	82.2	61.6
November 75	87.8	65.8
December 75	103.2	77.4
January 76	94.1	70.5
February 76	90.1	67.5

(c) and (d): Capacity utilisation in Steel plants is generally considered to be optimum at level of 90 per cent over a period of time. While there is a welcome improvement in production in Durgapur Steel Plant, the optimum level of operation is yet to be attained. Expansion of the plant will be considered in due course.



**Employment of private Doctors etc. in Family Planning work**

1291. SHRI SHYAM SUNDER MOHAPATRA: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) whether Government are contemplating employment of private doctors, social workers and women leaders on honorarium basis to gear up family planning movement in the country; and

(b) how many family planning educational Societies are there to educate women on family planning?

THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE): (a) In the existing pattern there is already a provision for involvement of voluntary organizations for motivational work and services.

No fresh scheme for the employment of private doctors, social workers and women leaders on honorarium basis is under contemplation.

(b) The Government are not aware of any "Family Planning Educational Societies"—as such. However a large number of voluntary organisations in the country are working for the furtherance of the Family Planning Programme and are engaged in educational and motivational activities.

**Deaths due to Malaria**

1292. SHRI NOORUL HUDA: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) the number of cases and deaths due to malaria in our country during the last three years State-wise;

(b) whether Government are adopting measures to check the rapid increase in mosquitoes in our country; and

(c) if so, the outlines thereof?

THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE): (a) A statement containing the required information is laid on the Table of the House. [Placed in Library. See No. LT-10533/76].

(b) and (c): Government are adopting the following measures to control the malaria situation in the country:—

- (i) Malaria units are being re-organised.
- (ii) Supervision of the field staff has been toned up.
- (iii) More quantity of various insecticides and anti-malarials is being supplied to the States.
- (iv) Alternate insecticides are being provided to units where the vector is resistant to D.D.T.
- (v) Anti-larval operations in urban area are being intensified.
- (vi) Special investigations are being carried out in the areas where persistent transmission is taking place.
- (vii) Drug resistance studies are being carried out to delimit the extent of the problem of chloroquine resistance in *P. falciparum* and to determine the drug regime effective against the same. To combat the situation, quinine tablets/ampoules are being supplied to those units where required.

**Taking over of Postal Accounts from Audit Department**

1293. SHRI VAYALAR RAVI: Will the Minister of COMMUNICATIONS be pleased to state:

(a) whether Government have decided to take over the Postal Accounts from the Audit Department; and

(b) whether Government will entrust this account work with the Post Office and Railway Mail Service Accountants/Assistant Accountants?

**THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA):** (a) Yes, Sir.

(b) No, Sir. The Postal accounts work being taken over from the Indian Audit Department will be entrusted to the staff coming from the Audit Department. The existing staff i.e., the P.O. and R.M.S. Accountants/Assistant Accountants will continue to do the work they are doing at present.

**Expert Body to look into Financial Position of Industrial Units**

1294. **SHRI Y. ESWARA REDDY.** Will the Minister of LABOUR be pleased to state:

(a) whether the National Industrial Bipartite Committee on Textiles for private sector has set up an expert body to look into the financial position of the industrial units;

(b) if so, the salient features thereof;

(c) whether the Committee has made its recommendations; and

(d) if so, the main features thereof and the action taken thereon?

**THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVINDA VERMA):** (a) and (b): An expert Committee consisting of four representatives each of the trade unions and mill-owners in textile industry as well as four official nominees, one each from the Ministry of Commerce, Department of Banking, Department of Revenue and Insurance and Reserve Bank of India was announced on February 26, 1976 to go into all problems affecting the health in the industry and recommend suitable remedial measures within one month from the date of its appointment. Its first meeting has been fixed for April 6, 1976.

(c) and (d): Do not arise.

**Suspension of employees' contribution towards Provident Fund in National Textile Corporation's Mills**

1295. **SHRI TRIDIB CHAUDHURI:** Will the Minister of LABOUR be pleased to state:

(a) whether the payment of employers' contribution towards provident fund has been suspended in the National Textile Corporation's mills in West Bengal under Government's orders with effect from January, 1976;

(b) if so, the reasons therefor; and

(c) whether this has been done with prior consultation and concurrence of the Regional and National Provident Fund Commissioner?

**THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVINDA VERMA):** (a) No.

(b) and (c): Do not arise.

**Adulteration of spices, canned food and edible oils**

1296. **DR RANEN SEN:** Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state

(a) whether large number of adulteration cases are going unchecked in spices, canned food and edible oils; and

(b) if so, the steps taken thereon?

**THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE):** (a) There is no evidence to show that there is large scale adulteration of spices, canned food and edible oils and it is going unchecked.

(b) Sample of these commodities are taken regularly by the Food Inspectors under the P.F.A. Act and action is taken wherever adulterated samples are found. Canned fruits and vegetable are liable to further check under the Fruit Products Order.

**Irimpanam-Kalamasserry road work**

1297. SHRI C. H. MOHAMED KOYA:  
Will the Minister of SHIPPING AND  
TRANSPORT be pleased to state:

(a) whether Government of Kerala have requested his Ministry to take up the works of Irimpanam-Kalamasserry road and to include it under the CRF (Special) Reserve Fund to be implemented during the Fifth Plan period; and

(b) if so, action taken by Union Government in this regard?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): (a) and (b). Although the Kerala Government have not proposed the road for being financed from the CRF (Special) Reserve, they had proposed its inclusion in the programme of "Special Area Development Schemes and Central Ministries requirements" during the Fifth Plan. The State Government were informed in June 1974 that this programme was meant for road projects sponsored by the Ministries of the Government of India and that no financial assistance against this programme could, therefore, be considered unless the road project was sponsored by a Ministry of the Government of India.

**Fourth International Criminal Law Conference**

1298. SHRI C. K. CHANDRAPPAN:  
SHRI INDRAJIT GUPTA:

Will the Minister of EXTERNAL AFFAIRS be pleased to state.

(a) whether Prime Minister has received the document which was placed at the Fourth International Criminal Law Conference held at San Juan on 8-14 January, 1976, by the former Chilean Foreign Minister which reveals how I.T.I. Vice-President Marian and President Nixon were colluding for intervention in Chile;

(b) if so, the reaction of Government on it;

(c) whether in that Conference a warning was given to developing countries of such moves; and

(d) what are Government's proposals so as to be vigilant against such dangers to our democracy and sovereignty?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) and (c). Yes, Sir. In the context of the discussions on a draft Convention on International Crimes, the Fourth International Law Conference made a specific reference to external interference in the affairs of a sovereign State through commission of acts of whatever nature, for the purpose of destroying the economy of that State

(b) and (d). The Government of India has consistently opposed any interference by any country or organisation in the internal affairs of another country; it is taking all appropriate steps to safeguard against any such danger or threat to the sovereignty, democracy and stability in the country.

**Accidents in Raniganj Jharla Coal belt**

1299. SHRI SAROJ MUKHERJEE:  
Will the Minister of LABOUR be pleased to state:

(a) how many accidents took place in Coal Mines in Raniganj Jharla coal belt after Chasnala incident and the name of collieries; and

(b) how many deaths occurred in these accidents after Chasnala, colliery-wise, and what are the causes of these accidents even when so much care was taken by the Ministry to prevent them?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVINDA VERMA): (a) and (b). A statement giving the information in

respect of fatal accidents in coal mines in Raniganj and Jharia coal fields after Chasnala incident is laid on the Table of the House. [Placed in Library. See No. LT-10534/76].

#### Accidents in coal mines

1300. SHRI MOHAMMAD ISMAIL: Will the Minister of LABOUR be pleased to state how many accidents occurred during production-cum-safety fortnight observed in coal mines?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): Three fatal and thirteen serious accidents occurred in the coal mines of Bharat Coking Coal Limited resulting in the death of three persons and serious injuries to sixteen others during the production-cum-safety fortnight observed by them from second to fourteenth February, 1976.

#### Daily dak delivery facilities to villages

1301. PROF. NARAIN CHAND PARASHAR: Will the Minister of COMMUNICATIONS be pleased to state—

(a) the percentage and number of villages, Circle-wise (State-wise in case of multi-State Circles) which have been provided the facility of daily dak delivery at present;

(b) the percentage and number of villages, Circle-wise (State-wise in case of multi-State Circles) which receive dak (i) thrice a week (ii) twice a week (iii) once a week (iv) once in periods over a week; and

(c) efforts being made to accelerate the provision of better dak delivery facilities gradually to villages which do not have daily delivery?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) and (b). The information is laid on the Table of the Lok Sabha. [Placed in Library. See No. LT-10535/76]

(c) A concerted drive has been undertaken by the Department to accelerate and improve delivery facilities in the rural areas by converting runners lines into mail motor lines and by suitable re-adjustment of delivery arrangements etc.

#### D.T.C. Buses in running condition

1302. SHRI JAGANNATH MISHRA: Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) the total number of buses with the Delhi Transport Corporation as on 1st March, 1976; and

(b) the number of buses in perfect running condition and the number of buses proposed to be added during the current Financial Year?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): (a) and (b). As on 1-3-76, the DTC had a fleet of 2036 buses, out of which 1555 were in perfect running condition. The Corporation placed orders for 400 buses during 1975-76. Against this, 180 buses have already been received. The bulk of the remaining 220 buses are also expected to be received before the close of the year.

#### Mini Steel Plant in West Bengal

1303. SHRI KRISHNA CHANDRA HALDER: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether Government have decided to construct a mini steel plant at Burdwan District in West Bengal; and

(b) if so, when this mini steel plant will start production?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD): (a) and (b). A Letter of Intent has been

recently issued for setting up an electric furnace-cum-rolling mill unit at Burdwan in West Bengal to produce ingot steel, bars, rods and structurals. It will be a joint sector project of the Government of West Bengal.

#### Colliery Accidents during 1975

1304. SHRI SOMNATH CHATTERJEE: Will the Minister of LABOUR be pleased to state:

(a) the total number of colliery accidents in the country during 1975 (excluding Chasnala accident);

(b) how many of these accidents were of serious nature; and

(c) the total number of deaths as a result of these accidents?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): (a) and (b). 222 fatal accidents (excluding the accident in Chasnala Colliery) and 2044 (provisional) serious accidents occurred in coal mines during 1975. Considering the number of casualties involved as an index of the gravity of the accidents, there were 16 fatal accidents in which three or more persons were killed

(c) 289

#### Visit by Soviet Foreign Minister

1305. SHRI SARJOO PANDEY: Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether the Soviet Foreign Minister had visited India recently; and

(b) if so, the facts thereof?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) and (b). The Soviet Deputy Foreign Minister, Mr. N. P. Firyubin, visited India from February 27 to March 5, 1976. During his stay in Delhi, he had talks with the Foreign Secretary and called on the Prime Minister, Foreign

Minister and Chairman of the Policy Planning Committee in the Ministry of External Affairs.

Mr. Firyubin's visit to India was in the friendly tradition of regular contacts and consultations that are periodically held between India and the Soviet Union for exchange of views on bilateral matters and other questions of mutual interest.

#### Employment banned in Coal Mines

1306 SHRI ROBIN SEN: Will the Minister of LABOUR be pleased to state:

(a) in how many coal mines employment of persons were banned due to possible inundation;

(b) the names of the coal-mines; and

(c) the steps taken to provide alternate employment to the affected workers?

The DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): (a) and (b). Employment of persons has been affected in the following coal mines due to orders of Director General of Mines Safety issued on account of apprehended danger of inundation:—

- (1) New Dugda Colliery
- (2) Barora Colliery.
- (3) Selected Dhori.
- (4) Chora Colliery.
- (5) Chandamentta Colliery.
- (6) Ambara Colliery.
- (7) Mohan Colliery.
- (8) Newton Chickli 'A' Colliery.
- (9) Sudamdih Incline Mine.
- (10) Santoria Colliery.
- (11) Central Satgram Colliery.

(c) According to the information available, none of the affected persons has been retrenched by the management.

### Telephone Exchanges of South Kanara District

1307. SHRI P. R. SHENOY: Will the Minister of COMMUNICATIONS be pleased to state:

(a) the total number of telephone exchanges that are operating in South Kanara District at present with their salient features; and

(b) the exchanges which are proposed to be opened in the near future?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) There were 41 exchanges with a total equipped capacity of 10,175 lines with 8025 working connections and 793 applicants on waiting list, as on 1-2-1976. Out of these exchanges, five are manually operated and the rest are automatic exchanges.

(b) Apart from 2 more exchanges opened between 2-2-1976 and 153-1976, the following exchanges are also proposed to be opened in the near future:—

- (1) Subramanya.
- (2) Badaganur.
- (3) Adyanadaka.
- (4) Kanyana.
- (5) Peraje.
- (6) Marvanthe.
- (7) Mandarthi.

### Talks on Diego Garcia developments between representatives of Indo-US Joint Commission

1308. SHRI S. M. BANERJEE:  
SHRI D. K. PANDA.

Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether Government are aware of the fact that USA and Britain under a new agreement have undertaken to consult each other on joint

activities and policies in the Diego Garcia island area in the Indian Ocean;

(b) if so, whether Government have pointed it out while participating in the Indo-US Joint Commission and its Sub-Commissions which are in progress; and

(c) the reaction of US representative on it?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) Yes, Sir.

(b) The Indo-US Joint Commissions and its Sub-Commissions have been set up to promote bilateral co-operation between the two countries in the sphere of science, and technology, education and culture and in the economic and commercial fields. The question of US bases in Diego Garcia does not fall within its purview and this question was not taken up at the meeting of the Commission or its Sub-Commissions. However Government of India's views on Diego Garcia have been conveyed to the US on appropriate occasions.

(c) Does not arise.

### Alleged anti-labour policies practised by Punjab, Haryana and Delhi Chamber of Commerce

1309. SHRI MADHURYA HALDAR: Will the Minister of LABOUR be pleased to state:

(a) whether he has received one or more letters from the Employees' Union of Punjab, Haryana and Delhi Chamber of Commerce complaining against the anti-labour policies of industrialists of the said organisation;

(b) what action has been taken so far to compel the Chamber to follow statutory obligations under Shops & Establishments Act, Payment of Wages Act, Provident Fund Act and Notification of Vacancies Act; and

(c) when the above-mentioned organisation has deposited its Standing Orders with Labour Commissioner?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): (a) No.

(b) Does not arise.

(c) The Government is not aware.

#### Bus travel without Tickets

1310. SHRI MOHINDER SINGH GILL: Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) whether the Motor Vehicles Act and the Road Transport Corporation Act are sought to be amended by the Centre to prescribe penalties for bus travel without tickets;

(b) whether the States are being consulted in the matter; and

(c) if so, the reaction of the State Governments thereto?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): (a) and (b). Yes. A suggestion for including a specific provision in the Motor Vehicles Act, 1939, to provide for more deterrent punishment for the offence of travelling without tickets in the buses of State Road Transport Undertakings, is presently being examined in consultation with the State Governments.

(c) The majority of the twenty States, who have replied so far, have no objection to the suggestion. A few States like Madhya Pradesh, Rajasthan, Orissa and West Bengal have already enacted independent local Acts for the purpose.

#### Allocation of Amount from Central Road Fund to States during 1974-75 and 1975-76

1311. SHRI CHINTAMANI PANIGRAHI: Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) the amount allocated to various State Governments from Central Road Fund in 1974-75 and 1975-76, State-wise; and

(b) what amount will be allocated to Orissa from Central Road Fund in 1976-77?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): (a) The State-wise allotments made to the various State Governments during 1974-75 and the amount earmarked so far during 1975-76 are given in the statement laid on the Table of the House. [Placed in Library. See No. LT-10536/76]. The latter amount is subject to such adjustments as might be necessitated in the light of final requirements of States to be received upto the end of March 1976.

(b) The amount to be allocated to Orissa and other States from Central Road Fund in 1976-77 can be known after the Budget for 1976-77 has been voted by the Parliament.

#### Medical Facilities for Heart Patients

1312. SHRI BIRENDER SINGH RAO: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state how the heart patient death compare in India with some of the advanced foreign countries and the steps taken by Government to provide better medical facilities for heart patient in towns and rural areas of the country?

THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE): Diseases of the heart are not registerable and, as such, there are no authentic figures as to the number of deaths due to heart diseases for comparison with some of the advanced foreign countries in the world. Facilities for treatment of heart patients are available in medical college hospitals, other large hospitals and most of the district hospitals. These facilities are being augmented wherever possible.

**Agreement with France and Canada to set up Nuclear Deprocessing Plants in Pakistan**

1313. SHRI BIRENDER SINGH  
RAO:

SHRI RAM SAHAI PANDEY:

SHRI D. D. DESAI:

SHRI M. RAM GOPAL  
REDDY:

Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether Government have seen the reports in the press regarding proposed agreements of Pakistan with France and Canada for setting up nuclear de-processing plants in Pakistan;

(b) the reaction of Government in this regard; and

(c) the efforts made to meet the Pakistani move for endangering peace in the sub-continent by production of nuclear weapons?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) Government has seen press reports regarding agreement between Pakistan and France for the establishment of a reprocessing plant in Pakistan.

(b) and (c). The Government of India has consistently stood for the

use of nuclear energy for peaceful purposes and has opposed its use for making nuclear weapons. Government has also been striving for and supporting steps towards nuclear disarmament.

**मध्य प्रदेश में नकली औषधियों का उत्पन्न**

1314. श्री आसीरुख भंडार: क्या स्वास्थ्य और परिवार नियोजन मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या मध्य प्रदेश के इन्दौर और अन्य नगरों में नकली औषधियाँ बनाने वाली कुछ कंपनियों का पता लगाया गया है; और

(ख) यदि हाँ, तो उनका संख्या कितनी है और उनके विरुद्ध अब तक क्या कार्यवाही की गई है ?

स्वास्थ्य और परिवार नियोजन मंत्रालय में उप मंत्री (जी ए० के० एम० इस्हाक) :

(क) जी हाँ ।

(ख) पाँच कंपनियों का पता चला । इन में से चार के विरुद्ध मुकदमे चलाए गए हैं ।

**राष्ट्रीय राजपथों के लिए मध्य प्रदेश को केन्द्रीय सहायता**

1315. श्री गंगा चरण शीखत: क्या नौबतुल और परिवहन मंत्री यह बताने की कृपा करेंगे कि :

(क) मध्य प्रदेश राज्य सरकार ने वर्ष 1973-74, 1974-75 और 1975-76 में (दिसम्बर, 1975 तक) राष्ट्रीय राजपथों के लिए केन्द्रीय सहायता के रूप में कितनी राशि मांगी थी और केन्द्र ने कितनी राशि प्रदान की;

(ख) क्या सरकार को पता है कि केन्द्रीय सहायता में लगातार कमी होने के



कारण राज्य सरकार का कार्यक्रम बिगड़ गया है; और

(ग) क्या वर्ष 1976-77 में पर्याप्त केन्द्रीय सहायता दी जायेगी ?

**नौवहन और परिवहन मंत्रालय में उपमंत्री (श्री दलबीर सिंह) :** (क) सर्वप्रथमिक रूप से राष्ट्रीय राजमार्ग केन्द्रीय विषय है, और उस पर पूरा व्यय केन्द्रीय सरकार द्वारा सीधे व्यय के रूप में बहन किया जाता है, अतः राज्य सरकारों को ऐसी कोई केन्द्रीय सहायता नहीं दी जाती है। राष्ट्रीय राजमार्गों के विकास के लिए अन्तिम भुगतान समस्त आवंटनों के अन्तर्गत किए जाते हैं, जो संवीक्षा और वास्तविक प्रगति के अनुसार धन को उपलब्धता को स्वीकार्यता के अधीन होता है। निम्नसारणी 1973-74 और 1974-75 के दौरान अन्तिम आवंटन समय में धन की आवश्यकता और आवंटन को दिखाती है:—

वर्ष	मांगे गए आवंटन	दिए गए आवंटन
रु० लाखों में		
1973-74	451.48	340.00
1975-76	406.96	409.80

1975-76 के दौरान राज्य सरकार ने 414.22 लाख रु० का आवंटन मांगा है। दिसम्बर, 1975 तक 313.58 लाख रु० की राशि दी गयी, शेष राशि का आवंटन अन्तिम प्राप्त मांग की स्वीकार्यता और 1975-76 के दौरान राष्ट्रीय राजमार्गों के लिए उपलब्ध धन की समस्त स्थिति पर निर्भर करता है।

(ख) और (ग). चालू वित्तीय कठिनाई के कारण अपेक्षाकृत कम आवंटनों से, मध्य प्रदेश सहित प्रायः सभी राज्यों में राष्ट्रीय राजमार्गों के विकास का कार्यक्रम कुछ हद तक धीमा पड़ गया है, परन्तु आवंटन को बढ़ाने के लिए निरंतर उपाय किए जा रहे हैं, परन्तु 1976-77 के बजट अनुदान को संतुष्ट की अभी स्वीकृत करना है और संसद द्वारा स्वीकृत व्यवस्था में से यथामुभव धन मध्य प्रदेश के राष्ट्रीय राजमार्गों के विकास के लिए दिया जाएगा। जो उनकी आवश्यकता अर्थात् अन्य राज्यों की आवश्यकताएं उनकी स्वीकार्यता और प्रगति पर निर्भर करेगा।

**मध्य प्रदेश में कम्पनियों पर कर्मचारी भविष्य निधि की बकाया राशि**

1316. श्री गंगा चरण दीक्षित : क्या श्रम मंत्री यह बताने की कृपा करेंगे कि:

(क) मध्य प्रदेश की उन कम्पनियों की संख्या कितनी है जिन्होंने अपनी कर्मचारी भविष्य निधि की बकाया राशि जमा नहीं करायी है; और

(ख) उन पर कितनी कितनी राशि बकाया है; और उन कम्पनियों के विरुद्ध क्या कार्यवाही की जा रही है ?

**श्रम मंत्रालय में उपमंत्री (श्री बालगोविन्द वर्मा) :** (क) और (ख) : भविष्य निधि अधिकारियों द्वारा प्रस्तुत की गई सूचना के आधार पर, एक विवरण, जिसमें प्रतिष्ठानों के नाम (जिन्होंने एक लाख या इनसे अधिक बकाया राशि का भुगतान करना है), देय राशि और इनके विरुद्ध की गई कार्रवाई का व्यौरा दिया गया है, सभा पटल पर रखा गया है। [प्रश्नालय में रखा गया। देखिए संख्या [LT10537/76]

### Daily Clearance of Mail of Villages

1317. PROF. NARAIN CHAND PARASHAR: Will the Minister of COMMUNICATIONS be pleased to state:

(a) the percentage and number of villages, circle-wise (State-wise in case of multi-State circles) which enjoy the facility of daily clearance of mail through letter boxes in their jurisdiction; and

(b) efforts being made to provide better posting/clearance facilities to villages which do not have this facility at present for absence of letter boxes within their jurisdiction?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) Letter boxes are provided wherever justified according to the norms prescribed by the Department. The information desired is given in the statement laid on the Table of the House. [Placed in Library... See No. LT-10538/76]

(b) Constant efforts are made to provide more and more facilities for clearance of letters from the villages. More letter boxes are being provided in the rural areas. With the increase in daily delivery of letters in villages, the delivery agents who are authorised to accept letters for posting are going so in an increased number.

### Introduction of recorded delivery System

1318. PROF. NARAIN CHAND PARASHAR: Will the Minister of COMMUNICATIONS be pleased to state:

(a) whether the recorded delivery system has been introduced in Government offices during the current financial year; and

(b) if so, the facilities available to the sender under this system and the progress made by the system so far?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) Recorded delivery service was introduced on 1-11-1973 by the post offices for members of the public as well as Government offices.

(b) Under this service all postal articles are accepted under record and delivered to the addressee under receipt and if the sender desires to obtain information regarding delivery an 'intimation to sender' is also sent by the delivery post office on payment of extra fees. The progress made by the service has not yet been assessed.

### Fleet Aggregate for Moghul Lines

1319. SHRI HARI SINGH: Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) the fleet aggregate of the Moghul Lines shipping company at the end of December, 1975; and

(b) number of ships of the fleet being used for cargo and for passengers?

THE MINISTER OF SHIPPING AND TRANSPORT (DR. G. S. DHILLON): (a) and (b) The total number of vessels owned by the Moghul Line Limited as on the 31st December, 1975 was 18. Out of these 12 are Cargo Vessels and 6 are Passenger Vessels. The six Passenger Vessels are also capable of carrying limited quantities of cargo.

### Setting up of Experts panels for Textile Industry

1320. SHRI VASANT SATHE: Will the Minister of LABOUR be pleased to state:

(a) whether Government have taken a decision to set up experts panels to look into the problems of textile industry in public and private sectors; and

(b) if so, the broad outlines regarding the composition of panels, terms of reference and period for submission of reports?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): (a) and (b). The National Industrial Committee on textile (Private Sector) has set up an Expert Committee consisting of four representatives each of trade unions and mill-owners as well as four official nominees—one each from the Ministry of Commerce, Department of Banking, Department of Revenue and Insurance and Reserve Bank of India, announced on February 26, 1976, to go into all problems affecting the health of the industry and recommend suitable remedial measures within one month of its date of appointment. Its first meeting has, however, been fixed for 6th April, 1976.

#### Expansion of Bhilai Steel Plant

1321. SHRI INDRAJIT GUPTA: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether the Bhilai Steel Plant would reach the rated capacity of four million tonnes by 1981;

(b) if so, whether Government have taken steps for expansion of Bhilai Steel Plant; and

(c) how much Government need for the expansion of the Bhilai Steel Plant?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD):

(a) Revised Commissioning Schedule for expansion of Bhilai Steel Plant from 2.5 million tonnes to 4.0 million tonnes of ingot steel envisages completion by the end of December, 1981.

(b) Yes, Sir.

(c) The estimated cost of expansion of Bhilai Steel Plant as reported by the Plant Management and the Steel Authority of India Limited is Rs. 969 crores.

14 LS—3.

मनेर से दानापुर के बीच राष्ट्रीय राजपथ सं० 30 का टूट जाना

1322. श्री रामावतार शास्त्री : क्या नौवहन और परिवहन मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या गत विनाशकारी बाढ़ के दौरान बिहार के पटना जिले से होकर गुजरने वाला राष्ट्रीय राजपथ नं० 30 मनेर से दानापुर के बीच सात स्थानों पर टूटा था जिसकी मरम्मत अभी तक नहीं कराई गई है;

(ख) क्या यह पथ दानापुर के नासरीगंज में भी महीनों से खराब है जिसके परिणामस्वरूप आवागमन में कठिनाई होती है; और

(ग) यदि हां, तो उक्त सड़क में मरम्मत कराने में विलम्ब के क्या कारण हैं ?

नौवहन और परिवहन मंत्रालय में उप-मंत्री (श्री दलबीर सिंह) : (क) से (ग). राष्ट्रीय राजमार्ग सं० 30 के पटना-दानापुर-मनेर खंड की टूटफूट को ठीक कर दिया है और सड़क यातायात के लिए खोल दी है। परन्तु सड़क की वाहन क्षमता को बाढ़ से पूर्व की स्थिति में लाना शेष है और इसको फिर से पक्का करने का कार्य शीघ्र ही शुरू किया जायेगा। अन्यथा यातायात का आवागमन सामान्य है।

#### Prescription of foreign company drugs by Medical Practitioners

1323. SHRI N. K. SANGHI: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) whether the medical practitioners in the country usually prescribe medicines which are manufactured by foreign companies in India because of their better efficiency as

compared to similar drugs produced in other manufacturing units;

(b) whether Government have instituted an enquiry as to why the Indian units are not able to come up to the mark of the foreign companies and if so, the findings thereof; and

(c) whether there is any all India organisation which checks that the medicines manufactured by different companies really conform to the standard which it advertises and how many firms were prosecuted during the last three years for non-conformity to the standards?

THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE): (a) There is no evidence to show that medical practitioners usually prescribe medicines manufactured by foreign companies in preference to similar drugs produced by other manufacturing units.

(b) No such enquiry has been made.

(c) The Drugs Standards Control Organisation at the Centre and the various State Drugs Control Organisations exercise checks to see that the drugs manufactured conform to the prescribed standards.

No separate statistics regarding prosecution for sub-standard drugs have been maintained. However, the information readily available shows that in the last three years the following States have launched prosecutions for drugs not conforming to standards as indicated below:

1. Haryana—One prosecution was launched.
2. Kerala—Three prosecutions were launched and one case ended in conviction.
3. Madhya Pradesh—Eight prosecutions were launched.
4. Karnataka—Two prosecutions were launched.

### Production target of Hindustan Teleprinters Limited

1324. SHRI M. RAM GOPAL REDDY: Will the Minister of COMMUNICATIONS be pleased to state:

(a) whether Hindustan Teleprinters Limited have fixed targets for higher production during the current financial year; and

(b) if so, the facts thereof?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) Yes, Sir.

(b) The targets of production fixed by Hindustan Teleprinters Limited for the main items of production for the years 1974-75 and 1975-76 are given below:

Items of Production	Targets for 1974-75	Targets for 1975-76
(i) Teleprinters (numbers)	5,500	6,100
(ii) Teleprinters spares (value in Rs. lakhs)	50	70
(iii) Electric Typewriters (numbers)	200	400

### Export of Nuclear processing plants to Pakistan by France and West Germany

1325. SHRI RAJDEO SINGH: Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether France and West Germany have rejected the request of U.S.A. and intend to export nuclear processing plants to Pakistan and other probable purchaser nations despite the fact that these could be used to manufacture atomic weapons; and

(b) if so, the reaction of Government thereto?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) Government has no information whether the United States had made any such request and whether France and the Federal Republic of Germany have rejected it. However, it is true that France has reached agreement with Pakistan and the Federal Republic of Germany with Brazil involving the construction of reprocessing plants in those countries.

(b) The Government of India has consistently stood for the use of nuclear energy for peaceful purposes and has been opposed to its use for making nuclear weapons.

**Allotment of Money for Improvement of National Highway No. 43**

1326. SHRI K. PRADHANI: Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) whether Government have allotted any funds for the improvement of National Highway No. 43 in Ghat area from Jeypore to Salur;

(b) if so, the amount allotted;

(c) whether any funds allotted previously is pending utilisation; and

(d) if so, the reasons therefor?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): (a) and (b). Yes, Sir. During 1975-76, a sum of Rs. 15.10 lakhs has been allotted.

(c) and (d). Presumably, the Member is having in mind unspent balance, if any, lying with the State Governments concerned out of the allotments made for the road in question from time to time. The question of any unspent balance lying with the States in the case of National Highways however does not arise as National Highways

being a Central subject, the entire expenditure incurred on the development and maintenance of National Highways is debitabale directly against Central Cash balances whether it is more than the allotment or less than that amount. In the latter case, balance, if any, left lapses at the close of a financial year

**Expansion of Bhilai Steel Plant**

1327. SHRI RAJDEO SINGH: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether the Board of Directors of the Steel Authority of India decided recently to invest Rs. 115 crores in the next Financial Year for expansion of the annual capacity of the Bhilai Steel Plant to four million tonnes and for erection of the Refractories Plant;

(b) if so, what is the built in capacity at present of the Steel Plant and whether this capacity has been achieved; and

(c) if so, when?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD): (a) Yes, Sir. Budget outlay of Rs. 117.99 crores was proposed for the year 1976-77 for expansion of Bhilai Steel Plant and for erection of Refractories Plant.

(b) and (c). The annual rated capacity of Bhilai Steel Plant in respect of saleable steel is 19,85,000 tonnes which is equivalent to 163,700 tonnes per month. During the current financial year, the rated capacity for a month has been fulfilled/exceeded during August, 1975, September, 1975, December, 1975 and January, 1976. The likely production of saleable steel during the current year is anticipated to be 18,20,000 tonnes which would work out to 93 per cent of the annual rated capacity.

**Production by Manganese Ore India Limited**

1328. SHRI RAJDEO SINGH: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether Manganese Ore India Limited produced 2,28,048 tonnes during the last three quarters of 1975 against the target of 2,21,401 tonnes;

(b) whether due to better dispatches for exports and to domestic consumers a gross profit of Rs 84 lakhs were earned;

(c) whether Bhilai grade ore is inferior to other grade ore available in the country; and

(d) whether the demand in the international market of Bhilai grade ore is encouraging?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD):  
(a) Yes, Sir.

(b) Accounts have yet to be finalized.

(c) For trading purposes, the Indian Manganese ores are termed as high grade (46 per cent Mn. content or above), Medium grade (38-46 per cent Mn. content) and low grade (28 per cent—35 per cent Mn. content). Bhilai grade ore, which contains 30 to 35 per cent Mn. and 0.25 per cent phosphorous is generally regarded as low grade ore.

(d) There is some demand for Bhilai grade ore also in the export market.

**Electro-Flux Process for Ultra-High Clean Steel**

1329. SHRI RAJDEO SINGH: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether TISCO has perfected the electro-flux refining process for production of ultra-high clean steel;

(b) whether to manufacture ultra-high clean steel a indigenously developed commercial-scale plant was set up in 1973 to produce 7,000 tonnes per annum required for air-craft industry, electrical machinery and other defence requirements, thereby saving a lot of foreign exchange; and

(c) if so, whether any of the steel mills in public sector is also in a position to produce such high grade steel?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD):

(a) TISCO have not perfected the electro-flux refining process (also known as electro lag refining—ESR). The ESR process was patented in the 1930s in the U.S.A. and subsequently developed extensively in the U.S.S.R., U.K., West Germany, etc.

(b) Under its Research and Development programme, TISCO set up in May, 1974 a pilot plant scale unit with a capacity of about 7,000 tonnes per annum. A number of trials have been conducted and are still being conducted to stabilise the production of ultra-high clean steel on a commercial scale from this unit. While there is a very limited demand in the country at present for such ultra high clean quality special steels (Required only for specialised applications in certain areas such as Aviation, Space and Defence Services), the ESR Unit at TISCO can only meet a part of this demand.

M/s. Firth India Steel Co. Ltd. is in the process of installing an E.S.R. unit of similar capacity on the basis of import from U.K.

After the commercial production of special steels from these units is established, there may be some saving in foreign exchange by eliminating imports of such special steels.

(c) This type of ultra-high clean quality steel at present cannot be produced in any of the public sector steel

plants. However, the Research and Development Organisation of Hindustan Steel Limited/Steel Authority of India Limited is planning to conduct experiments for developing the application of E.S.R. process for high speed tool steel produced by the Alloy Steel Plant Durgapur, and armour plate steel produced by the Rourkela Steel Plant, utilising the facilities available at TISCO.

#### Enhancement of Sickness Benefit by E.S.I.C.

1330. SHRI S. A. MURUGANANTHAM:

SHRI ISHAQUE SAMBHALI:

Will the Minister of LABOUR be pleased to state:

(a) whether the Employees' State Insurance Corporation has enhanced the sickness benefit rates; and

(b) if so, an account thereof?

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): (a) and (b). The benefit rates for employees have been enhanced under the Employees' State Insurance Amendment Act, 1975 as under:

Group of employees whose average daily wages are :	Standard Daily Benefit Rate in ₹ Rupees	
	Old Rate	New Rate
Below Rs. 1 . . . . .	45	1.00
Rs. 1 and above but below Rs. 1.50 . . . . .	65	1.00
Rs. 1.50 and above but below Rs. 2.00 . . . . .	90	1.00
Rs. 2 and above but below Rs. 3.00 . . . . .	5.00	7.00
Rs. 3 and above upto Rs. 19.25P . . . . .	8.50	10.00

In addition, the Employees' State Insurance Corporation has approved increase in the Extended Sickness Benefit rate by 25 per cent with effect from 1st April, 1976.

#### Migration of Indian Doctors to U.S.A.

1331. SHRI M. RAM GOPAL REDDY: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) whether Government have made any survey about the migration of qualified doctors from our country to the United States; and

(b) if so, the number of doctors migrated during last three years?

THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE). (a) No.

(b) The information is not available.

#### Structural Defects in Kidwai Bhavan, New Delhi

1332. SHRI RAM GOPAL REDDY. SHRI MOHINDER SINGH GILL:

Will the Minister of COMMUNICATIONS be pleased to state:

(a) whether serious structural defects have been noticed in the only a decade-old Kidwai Bhavan on Janpath housing the Communications Ministry necessitating extensive repairs; and

(b) if so, what action has Government taken against persons responsible for the said faulty construction?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) and (b). Appearance of cracks in some of the columns and beams, mostly external, in the Kidwai

Bhawan building was noticed during the year 1974-75. Initial investigation has revealed that the cracks seen at present do not constitute any hazard to the structure of the building.

Remedial action is in progress. Action to ascertain the causes and lapses, if any, and for determining further remedial measures is being taken.

#### **Integrated Programme to Develop and Expand Communication System**

1333. SHRI VASANT SATHE: Will the Minister of COMMUNICATIONS be pleased to state:

(a) whether Government have formulated special schemes like Quick Mail Service, No Delay Service, Pin-Code System and STD as a part of integrated programme to develop and expand the communication system in the country;

(b) if so, whether extension of these schemes to new areas is proposed during 1976-77 and subsequent years of the Fifth Five Year Plan period; and

(c) if so, the outlines thereof?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) Yes, Sir. The Quick Mail Service and Pm Code System are of recent origin while the S.T.D. and 'No Delay' telephone services have been in operation for quite a few years.

(b) and (c). The plans for extension of these services are as below.—

#### **(i) Pin Code and Quick Mail Service**

The development of Q.M.S. and PIN system is a continuous process. All the headquarters of States and Union Territories have been connected in a national Q.M.S. network. It is proposed to extend the Q.M.S. to more towns other than District Headquarters and State Capitals after the service stabilises.

#### **(ii) No delay Service and S.T.D. Service**

Expansion of the S.T.D. and 'No Delay' telephone services has been proposed during 1976-77 and subsequent years of the Fifth Plan on the following basis:

(i) Connection of State Capitals to Delhi,

(ii) Connection of all District Headquarters within 300 Kms. of Delhi and 200 Kms. of Bombay, Calcutta and Madras to their respective metropolitan centres; and

(iii) Connection of District Headquarters to the State Capitals.

Wherever S.T.D. is not feasible due to non-availability of transmission media or switching equipment, 'No Delay' service will be provided. In 1976-77 all the major State capitals except those of the North-Eastern States in Assam region will be provided with STD to Delhi. 'No Delay' service will be provided to the remaining State Capitals.

#### **Launching a Satellite with Foreign Collaboration**

1334 SHRI HARI SINGH: Will the Minister of COMMUNICATIONS be pleased to state

(a) whether India will soon launch a satellite with foreign collaboration to cover the tele-communication system of the country;

(b) if so, with which country the collaboration has been sought; and

(c) when the above satellite will be launched?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) to (c). The question of having a domestic satellite for communication and other allied needs of the country is at present under study.



**"Steel Order Lost"**

1335. SHRI HARI SINGH: Will the Minister of STEEL AND MINES be pleased to state:

(a) whether the attention of Government has been invited to a news item dated 26th February, 1976 titled as 'Rs. 10.8 crores steel order lost'; and

(b) if so, Government's reaction thereto?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD):

(a) Yes, Sir.

(b) The report is incorrect.

**Loss to D.T.C.**

1336. SHRI R. S. PANDEY: Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) whether Delhi Transport Corporation is still incurring heavy losses on its operation, despite increase in fares; and

(b) if so, the reasons therefor and the remedial measures proposed?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): (a) Yes, though the gap between the working expenses and income has been bridged to some extent after the introduction of the two stage fare system.

(b) The main reasons for the losses are increase in the wage bill of the Corporation as a result of the enhanced D.A. granted to its employees on the recommendations of the Third Pay Commission and rise in the price of diesel, lubricants and spares. The Corporation is making efforts to reduce working losses by (i) increasing revenues by improved kilometerage and plugging leakage of revenue by intensifying checking system; and (ii)

reducing operational costs by improved maintenance facilities.

As a result of the various measures taken by the DTC, the operational efficiency and the rate of earning per K.M. has improved.

**Growth of Collective Security Concept in Asia**

1337. SHRI N. K. SANGHI: Will the Minister of EXTERNAL AFFAIRS be pleased to state.

(a) whether in a publication (Soviet Review) brought out by the Soviet Embassy in New Delhi recently it has been stated that the idea of ensuring security on a collective basis is growing in Asia;

(b) if so, whether any Indo-Soviet talks were held on this issue; and

(c) the reaction of other Asian countries in this regard?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) Yes, Sir.

(b) Talks are held from time to time between India and the Soviet Union in accordance with the tradition of regular contacts and consultations. During these talks, questions of mutual interest, including those relating to the promotion of peace and co-operation in Asia, are discussed.

(c) Government has not discussed the idea of ensuring security in Asia on a collective basis with other Asian countries.

**Delhi Hospitals equipped with Pace Makers**

1338. SHRI BIRENDRA SINGH RAO: Will the Minister of HEALTH AND FAMILY PLANNING be pleased to state:

(a) the names of Government hospitals in Delhi/New Delhi which are equipped with pace makers for

treatment of patients suffering from heart diseases; and

(b) the number of deaths of heart patients in each of these hospitals in Delhi during the past three years relating to the age group of 40-50 and 40-60 and above 60 years?

THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE): (a) G.B. Pant Hospital and All India Institute of Medical Sciences.

(b) Age Group

	40-50 Years	50-60 Years	Above 60 Years
G.B. Pant Hospital (1973-75)	88	72	96
All India Institute of Medical Sciences (1973-75)	92	85	133

#### Micro-wave facilities in South Kanara District of Karnataka

1339. SHRI P. R. SHENOY. Will the Minister of COMMUNICATIONS be pleased to state:

(a) the micro-wave facilities in the field of communication provided and proposed to be provided in South Kanara District of Karnataka; and

(b) the time by which the proposed facilities will be provided?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) Mangalore and Udupi are already linked by a UHF system since October, 1974. Work is in progress on Mangalore-Puttur UHF Scheme. A broad band Micro-wave scheme linking Mangalore to Bombay, Bangalore, Madras and Trivandrum has been sanctioned.

(b) The Mangalore-Puttur UHF link is likely to be commissioned by 1977, the installation works on the Bombay-Mangalore-Bangalore-Madras/Trivandrum wideband Micro-wave link are in progress and it is expected that the

route will be progressively completed by December, 1977.

#### France to sell Plutonium Plant to Pakistan

1340. SHRI S. M. BANERJEE:  
SHRIMATI PARVATHI  
KRISHNAN:

Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether France is to sell Plutonium Plant to Pakistan;

(b) if so, the facts thereof;

(c) whether this deal is likely to upset the balance of power in South Asian region; and

(d) if so, Government's reaction on it?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) and (b). A Cooperation Agreement was initiated by the Governments of France and Pakistan on 23-1-1976, which provides for the construction of an irradiated fuel processing plant in Pakistan. The draft Trilateral Agreement between Pakistan, France and the International Atomic Energy Agency (IAEA) in respect of safeguards was approved by the IAEA on 24-2-1976. The target date for the operation of the plant is 1980.

(c) and (d) It is yet premature to give an assessment of the nature of Pakistan's nuclear programme.

#### अनिवार्य परिवार नियोजन

1341. श्री राजावतार शास्त्री :

श्री डी० डी० वेसाई

डा० रानेन सेव :

श्री सधर गृह :

का स्वास्थ्य और परिवार नियोजन

मन्त्री यह बनाने की कृपा करेंगे कि :

(क) का यह सच है कि सरकार ने अनिवार्य परिवार नियोजन का सिद्धान्त स्वीकार कर लिया है।

(ख) यदि हां, तो क्या जो माता पिता दो से अधिक बच्चे पैदा करेंगे उन्हें जेल और जुर्माने की सजा दी जाएगी; और

(ग) यदि हां, तो इन प्रकार का कानून वाते का क्या औचित्य है ?

स्वास्थ्य और परिवार नियोजन मंत्रालय में उप मंत्री (श्री ए०के०एम० इसहाक) :

(क) इन समय परिवार नियोजन को अपनाता कानूनी तौर से अनिवार्य नहीं है। फिर भी, लघु परिवार के आदर्श को अपनाने के लिए प्रोत्साहन और हतोत्साहन को चालू करने पर भारत सरकार विचार कर रही है।

(ख) और (ग). प्रश्न नहीं उठते।

डाक तथा तार विभाग के नैमित्तिक

(कैजुअल) कर्मचारी

1342. श्री रामावतार शास्त्री :

श्री बसंत साठे :

क्या संचार मंत्री यह बताने की कृपा करेंगे कि : (क) क्या डाक तथा तार विभाग में बहुत बड़ी संख्या में नैमित्तिक कर्मचारी काम कर रहे हैं ;

(ख) यदि हां, तो उनकी सफ़लवार संख्या क्या है ;

(ग) उनकी सेवा की न्यूनतम और अधिकतम अवधि क्या है ; और

(घ) उन्हें दी जाने वाली मजदूरी तथा अन्य सुविधाओं का व्यौरा क्या है ?

संचार मंत्री (डा० शंकर दयाल शर्मा) :

(क) से (ग). सूचना एकत्र की जा रही है और यह सभा पटल पर रख दी जाएगी।

(घ) (i) मजदूरी : मजदूरों की मजदूरी की दर अलग अलग स्थानों के लिए, एक ही सफ़ल में भी अलग अलग होती हैं। मजदूरी की ये दरें उस इलाके के दूसरे विभिन्न संगठनों जैसे कि राज्य सरकार, दूसरे केन्द्रीय सरकारी विभाग, स्थानीय निकाय आदि द्वारा अकुशल मजदूरों को दी जाने वाली मजदूरी को ध्यान में रख कर निश्चित की जाती है। इसके लिए सरकार द्वारा न्यूनतम मजदूरी अधिनियम के अन्तर्गत निर्धारित की गई कम से कम मजदूरी को भी विचार में लाया जाता है।

(ii) दूसरी सुविधाएं :—

(क) दैनिक मजदूर यदि छः दिन लगातार काम करे तो उन्हें एक साप्ताहिक छुट्टी वेतन सहित दी जाती है।

(ख) ये तीन राष्ट्रीय छुट्टियां वेतन सहित पाने के हकदार हैं।

(ग) यदि वे लगातार दो वर्षों तक हर वर्ष 240 दिन की सेवा पूरी करते हैं तो नियमित कर्मचारियों के तौर पर उनके खपाए जाने के मामले पर विचार किया जाता है।

(घ) यदि इन्होंने किसी तार निर्माण कार्य दल में 365 दिन तक सेवा

की हो तो दूसरी शर्तें पूरी करने पर ये साहजिक शर्तें होने के पात्र भी हो जाते हैं।

(ड) नियमित कर्मचारी के तौर पर खपाए जाने के समय इन्हें, जितने दिन इन्होंने दैनिक मजदूर के तौर पर काम किया हो, उतने दिनों तक की आयु में छूट दे दी जाती है बशर्ते कि इन्होंने 6 महीने या इससे भी अधिक समय तक एक मुश्त सेवा की हो।

#### Export of Aluminium

1343. SHRI D. D. DESAI: Will the Minister of STEEL AND MINES be pleased to state the quantity of aluminium exported likely to be exported during 1975-76 and 1976-77?

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD): About twenty thousand tonnes have already been cleared for exports for the period ending 31-12-1976, and are likely to be fully contracted for shortly.

#### Deposits under Telephone Communications Scheme

1344. SHRI D. D. DESAI: Will the Minister of COMMUNICATIONS be pleased to state:

(a) whether the scheme of deposits with application for telephone connections has netted more than Rs. 50 crores to the Ministry; and

(b) if so, the facts of the deposits obtained from each State?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) Yes, Sir.

(b) The amounts of deposits collected in different Telecom. Circles and Telephone Districts are given in the statement laid on the Table of the House. [Placed in Library. See No. LT-10539/76.]

#### New Agreement between U.K. and U.S.A. on Diego Garcia Base

1345. DR. RANEN SEN: Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether recently Britain and U.S.A. have signed a new agreement on expansion of an aero-naval base in Diego Garcia island; and

(b) if so, whether Government of India have protested against this to British and American authorities?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) Yes, Sir. The Government have seen the Agreement signed by the Governments of United States and the U.K. on February 25, 1976 for the expansion of the existing facilities at Diego Garcia.

(b) While the views of the Government of India on the Diego Garcia base are well-known to the international community, including the Governments of the United States and the United Kingdom, the Government of India does not look upon Diego Garcia as a bilateral problem between the Governments of India, on one hand, and the Government of the United States and or the United Kingdom, on the other. The Government of India has not, therefore, lodged any protest with either of the Governments.

#### Foreign Ports Prefer Container Vessels

1346. DR. RANEN SEN: Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) whether foreign ports prefer container vessels for loading and unloading of ships;

(b) whether Indian ships have not developed containerisation; and

(c) if so, steps taken to remove this defect of the Indian ships?

**THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH):** (a) Foreign ports, particularly of developed countries, are understood to be preferring container vessels.

(b) and (c). Indian lines have not yet acquired fully cellularized contained ships. However, they have acquired some modern vessels which are container oriented and are capable of carrying on deck and underdeck a limited number of containers.

#### **Pronouncements of Indo-Soviet Friendship by Soviet Leaders**

1347. **SHRI C. K. CHANDRAPAN:** Will the Minister of EXTERNAL AFFAIRS be pleased to state:

(a) whether Government are aware of the pronouncements made by the General Secretary on the opening day of the 25th Party Congress of CPSU regarding the Indo-Soviet friendship, co-operation and Asian Security; and

(b) how far Indo-Soviet friendship on the basis of mutual understanding and Indo-Soviet Treaty have gathered strength?

**THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS):** (a) Yes, Sir.

(b) Indo-Soviet relations, which are characterised by a spirit of warmth, friendship and mutual understanding, have been steadily and satisfactorily developing over the years in all fields. The conclusion of the Indo-Soviet Treaty of Peace, Friendship and Co-operation has given a further impetus to the growth of Indo-Soviet cooperation in the political, economic, scientific, technological, cultural and other fields and a large number of agreements have been signed reflecting this expanding cooperation. The third session of the Indo-Soviet Joint Commission is to be held in Moscow in early April. A new Trade Agreement for the period 1976-80, which provides for

significant growth in two-way trade, is also expected to be signed shortly.

#### **Bailadila Fines/Blue Dust**

1348. **SHRI C. K. CHANDRAPAN:** Will the Minister of STEEL AND MINES be pleased to refer to the reply given to Unstarred Question No. 1039 on 22nd January, 1976 regarding accumulation of blue dust in Bailadila iron ore complex and state:

(a) whether Government have taken a decision regarding the economic utilisation of Bailadila fines/blue dust through pelletisation; and

(b) if so, the broad outlines thereof?

**THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD):** (a) and (b). The proposal for setting up a pelletisation plant based on the iron ore fines and blue dust from the Bailadila mines has been under consideration. The Metallurgical and Engineering Consultants (India) Ltd., have recently studied the broad parameters of the project and recommended further studies on the techno-economic feasibility of transportation by slurry pipelines and also a programme of detailed testing of the ore. A major constraint in realisation of the project at this stage is also the non-availability of requisite financial resources for the purpose.

#### **Phasing out of Slow-Moving Vehicles in Delhi**

1349. **SHRI MOHINDER SINGH GILL:** Will the Minister of SHIPPING AND TRANSPORT be pleased to state:

(a) whether a decision has been taken to phase out slow-moving vehicles on the roads in the Capital; and

(b) if so, steps being taken in this regard?

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): (a) and (b). While no final decision has yet been taken on the phasing out of slow-moving vehicles in Delhi, a ban has been placed on the plying of such vehicles in some selected areas of the city, as an experimental measure.

#### Visit by Deputy Premier of G.D.R.

1350. SHRIMATI PARVATHI KRISHNAN: Will the Minister of EXTERNAL AFFAIRS be pleased to state—

(a) whether the G.D.R. Deputy Premier had recently visited India and had discussions with the Prime Minister and the External Affairs Minister; and

(b) if so, the facts thereof?

THE DEPUTY MINISTER IN THE MINISTRY OF EXTERNAL AFFAIRS (SHRI BIPINPAL DAS): (a) Yes, Sir.

(b) G.D.R. Deputy Premier's meeting with the Prime Minister was in the nature of a courtesy call. He also called on the External Affairs Minister, when views were exchanged for further expansion and diversification of bilateral trade and economic relations. Discussions also covered possibilities of GDR collaboration in the fields of chemicals, pharmaceuticals and drugs, petroleum, open cast mining, ship-building, textile machinery, agriculture etc.

#### Closure of Telephone Exchanges in Orissa

1351. SHRI SHYAM SUNDER MOHAPATRA: Will the Minister of COMMUNICATIONS be pleased to state:

(a) the number of telephone exchanges which have been closed down during the years 1974 and 1975 in Orissa; and

(b) the reasons thereof?

THE MINISTER OF COMMUNICATIONS (DR. SHANKER DAYAL SHARMA): (a) No exchange was closed during 1974. During 1975, three 25-line exchanges were converted into long distance PCOs.

(b) The demand for telephone connections from these exchanges had become so low that the exchanges were neither justified nor viable economically. The existing subscribers have been provided extensions from the P.C.Os.

12.00 hrs.

#### PAPERS LAID ON THE TABLE

STATEMENT re. SHARING OF WATERS AS A RESULT OF BEAS PROJECT AND NOTIFICATION

THE MINISTER OF AGRICULTURE AND IRRIGATION (SHRI JAGJIVAN RAM): I beg to lay on the Table a statement (Hindi and English versions) regarding sharing of the waters as a result of the Beas Project together with a copy of Notification No. 17(7)/73-DW (N)/JRC-Vol. II dated the 24th March, 1976, issued under sub-section (1) of section 78 of the Punjab Reorganisation Act, 1966. [Placed in Library. See No. LT-10522/76].

REVIEW & ANNUAL REPORT OF COCHIN SHIPYARD LTD., COCHIN AND REPORT & CERTIFIED ACCOUNTS OF SHIPPING DEVELOPMENT FUND COMMITTEE FOR 1973-74

THE DEPUTY MINISTER IN THE MINISTRY OF SHIPPING AND TRANSPORT (SHRI DALBIR SINGH): On behalf of Shri H. M. Trivedi, I beg to lay on the Table—

(1) A copy each of the following papers (Hindi and English versions) under sub-section (1) of section 619A of the Companies Act, 1956:—

(i) Review by the Government on the working of the Cochin Shipyard Limited, Cochin, for the year 1974-75.

(ii) Annual Report of the Cochin Shipyard Limited, Cochin, for the year 1974-75 along with the Audited Accounts and the comments of the Comptroller and Auditor General thereon. [Placed in Library. See No. LT-10523/76].

(2) A copy of the Report and Certified Accounts (Hindi and English versions) of the Shipping Development Fund Committee for the year 1973-74 together with the Audit Report thereon, under sub-section (6) of section 16 of the Merchant Shipping Act, 1958. [Placed in Library. See No. LT-10524/76].

#### DRUGS AND COSMETICS (3RD AMENDMENT) RULES, 1976

THE DEPUTY MINISTER IN THE MINISTRY OF HEALTH AND FAMILY PLANNING (SHRI A. K. M. ISHAQUE): I beg to lay on the Table a copy of the Drugs and Cosmetics (Third Amendment) Rules, 1976 (Hindi and English versions) published in Notification No. S.O. 903 in Gazette of India, dated the 29th February, 1976 under section 33 of the Drugs and Cosmetics Act, 1940. [Placed in Library. See No. LT-10525/76].

#### NOTIFICATIONS UNDER MINES AND MINERALS (REGULATION AND DEVELOPMENT) ACT, 1957 AND REVIEW & ANNUAL REPORT OF HINDUSTAN COPPER LTD., CALCUTTA FOR 1974-75

THE DEPUTY MINISTER IN THE MINISTRY OF STEEL AND MINES (SHRI SUKHDEV PRASAD): I beg to lay on the Table—

(1) A copy each of the following Notifications (Hindi and English versions) under sub-section (1) of section 28 of the Mines and Minerals (Regulation and Development) Act 1957:—

(i) S.O. 981 published in Gazette of India dated the 6th March, 1976.

(ii) S.O. 982 published in Gazette of India dated the 6th March 1976. [Placed in Library. See No. LT-10526/76].

(2) A copy each of the following papers (Hindi and English versions) under sub-section (1) of section 619A of the Companies Act, 1956 :—

(i) Review by the Government on the working of the Hindustan Copper Limited, Calcutta, for the year 1974-75.

(ii) Annual Report of the Hindustan Copper Limited, Calcutta, for the year 1974-75 along with the Audited Accounts and the comments of the Comptroller and Auditor General thereon. [Placed in Library. See No. LT-10527/76].

#### EMPLOYEES' PROVIDENT FUNDS (AMDT.) SCHEME, 1976, ANNUAL REPORT OF COAL MINES LABOUR WELFARE ORGANISATION FOR 1974-75, SALES PROMOTION EMPLOYEES (CONDITIONS OF SERVICE) RULES, 1976 AN EQUAL REMUNERATION RULES, 1976

THE DEPUTY MINISTER IN THE MINISTRY OF LABOUR (SHRI BALGOVIND VERMA): I beg to lay on the Table:

(1) A copy of the Employees' Provident Funds (Amendment) Scheme, 1976 (Hindi and English versions) published in Notification No. G.S.R. 395 in Gazette of India dated the 13th March, 1976, under sub-section (2) of section 7 of the Employees' Provident Funds and Family Pension Fund Act, 1952. [Placed in Library. See No. LT-10528/76].

(2) A copy of the Annual Report (Hindi and English versions) on the activities of the Coal Mines Labour Welfare Organisation for the year 1974-75. [Placed in Library. See No. LT-10529/76].

[Shri Balgovind Verma]

(3) (i) A copy of the Bonded Labour System (Abolition) Rules, 1976 published in Notification No. G.S.R. 99(E) in Gazette of India dated the 28th February, 1976, under sub-section (3) of section 26 of the Bonded Labour System (Abolition) Act, 1976.

(ii) A statement (Hindi and English versions) explaining the reasons for not laying simultaneously the Hindi version of the Notification mentioned at (3) (i) above. [Placed in Library. See No. LT-10530/76].

(4) (i) A copy of the Sales Promotion Employees (Conditions of Service) Rules, 1976, published in Notification No. G.S.R. 113(E) in Gazette of India dated the 8th March, 1976, under sub-section (3) of section 12 of the Sales Promotion Employees (Conditions of Service) Act, 1976.

(ii) A statement (Hindi and English versions) explaining the reasons for

not laying simultaneously the Hindi version of the Notification mentioned at (4)(i) above. [Placed in Library. See No. LT-10531/76].

(5) A copy of the Equal Remuneration Rules, 1976 (Hindi and English versions) published in Notification No. 119(E) in Gazette of India dated the 11th March, 1976, under sub-section (3) of section 13 of the Equal Remuneration Act, 1976. [Placed in Library. See No. LT-10532/76].

12.01 hrs.

#### LEAVE OF ABSENCE FROM THE SITTINGS OF THE HOUSE

MR. SPEAKER: The Committee on Absence of Members from the Sittings of the House in their twenty-fifth Report have recommended that leave of absence be granted to the following fourteen Members for the periods indicated against each:

- |                               |   |
|-------------------------------|---|
| (1) Shri Mohan Dharja         | 5th January to 6th February, 1976 (Fifteenth Session) and 8th March to 2nd April, 1976 (Sixteenth Session).   |
| (2) Shri Hukam Chand Kachwala | 5th January to 6th February, 1976 (Fifteenth Session) and 8th March to 2nd April, 1976 (Sixteenth Session).   |
| (3) Shrimati Shakuntala Nayar | 5th January to 6th February, 1976 (Fifteenth Session).  |
| (4) Shri Bhagirath Bhanwar    | 6th February, 1976 (Fifteenth Session) and 8th March to 15th April, 1976 and 26th April to 14th May, 1976 (Sixteenth Session).                                      |
| (5) Shri Janeshwar Misra      | 21st July to 7th August, 1975 (Fourteenth Session) and 5th January to 6th February, 1976 (Fifteenth Session) and 8th March to 15th March, 1976 (Sixteenth Session). |
| (6) Shri Purushottam Kakodkar | 6th January to 21st January, 1976 (Fifteenth Session).  |
| (7) Shri Jyotirmoy Bose       | 6th February, 1976 (Fifteenth Session) and 8th March to 15th April, 1976 and 26th April to 14th May, 1976 (Sixteenth Session).                                      |



**Price, Proc. & Distr.  
policy of Rabi Cereals (Stat.)**

- (8) Shri Morarji R. Desai . . . 6th February, 1976 (Fifteenth Session) and 8th March to 15th April and 26th April to 14th May, 1976 (Sixteenth Session).
- (9) Shri Ram Dhan . . . 6th February, 1976 (Fifteenth Session) and 8th March to 15th April and 26th April to 14th May, 1976 (Sixteenth Session).
- (10) Shri Noorul Huda . . . 5th to 7th August, 1975 (Fourteenth Session) and 5th January to 6th February, 1976 (Fifteenth Session).
- (11) Dr. Jivraj Mehta . . . 8th March to 15th April and 26th April to 15th May, 1976 (Sixteenth Session).
- (12) Shri Mukhtiar Singh Malik . . 6th February, 1976 (Fifteenth Session) and 8th March to 15th April and 26th April to 14th May, 1976 (Sixteenth Session).
- (13) Dr. Laxminarayan Pandeya . . 6th February, 1976 (Fifteenth Session) and 8th March to 15th April and 26th April to 14th May, 1976 (Sixteenth Session).
- (14) Shri Phool Chand Verma . . . 6th February, 1976 (Fifteenth Session) and 8th March to 15th April and 26th April to 14th May, 1976 (Sixteenth Session).

Is it the pleasure of the House that leave as recommended by the Committee may be granted?

SEVERAL HON. MEMBERS: Yes.

MR. SPEAKER: The Members will be informed accordingly.

12.02 hrs.

**PUBLIC ACCOUNTS COMMITTEE**

**TWO HUNDREDTH REPORT**

SHRI H. N. MUKERJEE (Calcutta-North-East): I beg to present the Two Hundredth Report of the Public Accounts Committee (1975-76) on Action Taken by Government on the recommendations contained in their Hundred and Sixty-seventh Report (Fifth Lok Sabha) on Foreign Participation or Collaboration in Research Projects in India—Department of Health.

12.03 hrs.

**STATEMENT RE. PRICE, PROCUREMENT AND DISTRIBUTION POLICY OF RABI CEREALS FOR 1976-77 MARKETING SEASON**

THE MINISTER OF STATE IN THE MINISTRY OF AGRICULTURE AND IRRIGATION (SHRI ANNA-SAHAB P. SHINDE): The recommendations of the Agricultural Prices Commission on the price and procurement policy for the 1976-77 Rabi Marketing Season were discussed with the Chief Ministers/Food Ministers of the main wheat producing States.

After careful consideration, it has been decided to accept the recommendation of the Agricultural Prices Commission to maintain the procurement price for wheat at Rs. 105/- per quintal for all varieties. The issue price of wheat for stocks released from the Central Pool for the public distribution system will also be maintained at Rs. 125/- per quintal as at present.

[Shri Annasaheb P. Shinde]

The Government will continue its policy of maximising procurement for the purpose of building up buffer stock. The all-India target of wheat procurement has been fixed at 5198 million tonnes. The Incentives Bonus Scheme for supplies of wheat to the Central Pool will be continued in order to maximise procurement. The bonus amounts will be utilised by the State Governments for providing fertilisers and other inputs to the farmers.

In the interest of maximising the procurement, restrictions will be continued on the inter State movement of wheat. Each State will be treated as a separate zone for purposes of movement of wheat and wheat products as during last year. The mode of procurement such as purchases in regulated markets and/or through a system of levy will be decided by the State Governments. The marketing of wheat within the State will be regulated by the State Governments through such administrative/statutory measures as may be considered necessary by them.

Government's attention has been drawn to the falling prices of barley and gram and it is apprehended that, with the arrival of the new crop, there will be steep fall in their prices. Price support operations would be arranged for purchase of barley and gram as and when it becomes necessary.

Government are anxious to ensure that the interests of the farmers are

fully protected and in no case should any producer get for foodgrains of fair average quality less than the procurement price fixed by the Government. It is hoped that, with the co-operation of the State Governments, it would be possible to achieve this objective as also to reach the procurement targets fixed for the various States and bring about an overall improvement in the food economy.

12.05 hrs

#### GUJARAT BUDGET, 1976-77. GENERAL DISCUSSION AND DEMANDS\* FOR GRANTS

MR. SPEAKER: We will now take up items Nos. 9 and 10 together. For General Discussion and voting on the Demands for Grants in respect of the Budget for the State of Gujarat for the year 1976-77, the time allotted is 2 hours. Motion moved:

"That the respective sums not exceeding the amounts on Revenue Accounts and Capital Account shown in the third column of the Order Paper, be granted to the President out of the Consolidated Fund of Gujarat to defray the charges that will come in course of payment during the year ending the 31st day of March, 1977, in respect of the heads of demands entered in the second column thereof against:

Demands Nos 2, 3, 5 to 12, 14 to 20, 22 to 31, 33 to 60, 62 to 69 and 71 to 77."

#### Demands for Grants (Gujarat), 1976-77

No. of Demand	Name of Demand	Amount of Demand for Grant submitted to the Vote of the House	
		Revenue Rs.	Capital Rs.
2	Council of Ministers	10,79,000	..
3	Elections	1,42,17,000	..

\*Moved with the recommendations of the President.

97	Gujarat Budget. 1976—Genl. Disc. & D.G.	CHATTRA, 8, 1990 (SAKA)	Gujarat Budget, 1976—Genl. Disc. & D.G.	98
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1	2	3
5	General Administration Department . . . . .	74,47,000 ..
6	Economic Advice and Statistics . . . . .	58,69,000 ..
7	Other Expenditure pertaining to General Administration Department . . . . .	30,79,000 10,90,000
8	Finance Department . . . . .	38,22,000 ..
9	Tax Collection Charges (Finance Department) . . . . .	3,99,64,000 ..
10	Treasury and Accounts Administration . . . . .	2,27,10,000 ..
11	Pensions and other Retirement Benefits . . . . .	7,19,00,000 ..
12	Other Expenditure pertaining to Finance Department . . . . .	51,38,000 26,93,000
14	Legal Department . . . . .	22,81,000 ..
15	Administration of Justice . . . . .	3,88,30,000 ..
16	Other Expenditure pertaining to Legal Department . . . . .	24,17,000 18,97,000
17	Food and Civil Supplies Department . . . . .	8,75,000 ..
18	Civil Supplies . . . . .	23,76,000 ..
19	Food . . . . .	2,28,46,000 60,15,00,000
20	Other Expenditure pertaining to Food and Civil Supplies Department . . . . .	.. 9,74,000
22	State Legislature . . . . .	41,22,000 ..
23	Loans and Advances to Government Servants in Gujarat Legis- lature Secretariat . . . . .	.. 1,72,000
24	Agriculture, Forests and Co-operation Department . . . . .	23,55,000 ..
25	Co-operation . . . . .	4,06,94,000 5,55,12,000
26	Agriculture . . . . .	15,02,51,000 4,89,33,000
27	Minor Irrigation, Soil Conservation and Area Development . . . . .	6,66,80,000 35,19,000
28	Animal Husbandry and Dairy Development . . . . .	5,64,18,000 15,75,000
29	Fisheries . . . . .	1,70,76,000 6,75,000
30	Forests . . . . .	2,79,55,000 1,47,14,000
31	Other Expenditure pertaining to Agriculture, Forests and Co-operation Department . . . . .	.. 61,81,000
33	Education and Labour Department . . . . .	24,82,000 ..
34	State Excise . . . . .	34,66,000 ..
35	Education . . . . .	1,13,64,53,000 40,00,000
36	Labour and Employment . . . . .	2,23,40,000 ..
37	Social Security and Welfare . . . . .	9,90,89,000 18,26,000

1	2	3
38	Other Expenditure pertaining to Education and Labour Department . . . . .	64,00,000 56,67,000
39	Tribal Area Sub-Plan . . . . .	12,90,73,000 5,20,57,000
40	Home Department . . . . .	10,91,000 ..
41	Tax Collection Charges (Home Department) . . . . .	20,56,10,000 ..
42	Police . . . . .	34,12,58,000 ..
43	Jails . . . . .	1,15,90,000 ..
44	Information, Publicity and Tourism . . . . .	1,14,09,000 ..
45	Other Expenditure pertaining to Home Department . . . . .	1,45,05,000 2,06,10,000
46	Industries, Mines and Power Department . . . . .	15,80,000 ..
47	Tax Collection Charges (Industries, Mines and Power Department) . . . . .	29,04,000 ..
48	Stationery and Printing . . . . .	4,58,45,000 ..
49	Industries . . . . .	2,51,45,000 2,36,92,000
50	Mines and Minerals . . . . .	76,61,000 55,00,000
51	Power Projects . . . . .	75,00,000 32,62,00,000
52	Other Expenditure pertaining to Industries, Mines and Power Department . . . . .	30,36,000 34,88,000
53	Panchayats and Health Department . . . . .	30,62,000 ..
54	Community Development . . . . .	10,99,12,000 ..
55	Medical . . . . .	24,37,41,000 ..
56	Family Planning . . . . .	5,74,00,000 ..
57	Public Health . . . . .	14,82,09,000 4,59,17,000
58	Urban Development . . . . .	2,61,78,000 50,000
59	Panchayati Raj . . . . .	3,04,08,000 ..
60	Other Expenditure pertaining to Panchayats and Health Department . . . . .	5,16,40,000 1,06,22,000
62	Public Works Department . . . . .	36,56,000 ..
63	Non-Residential Buildings . . . . .	10,15,91,000 1,32,05,000
64	Housing . . . . .	2,20,29,000 1,50,87,000
65	Irrigation and Soil Conservation . . . . .	35,65,52,000 48,85,62,000
66	Ports . . . . .	5,66,79,000 4,51,76,000
67	Roads and Bridges . . . . .	12,69,91,000 2,57,12,000
68	Gujarat Capital Construction Scheme . . . . .	.. 80,00,000

1	2	3
69	Other Expenditure pertaining to Public Works Department . . . . .	27,13,000 79,55,000
71	Revenue Department . . . . .	60,13,000 ..
72	Tax Collection Charges (Revenue Department) . . . . .	3,22,27,000 ..
73	District Administration . . . . .	4,80,09,000 ..
74	Relief on account of Natural Calamities . . . . .	4,55,00,000 5,00,000
75	Dangs District . . . . .	3,03,17,000 6,74,000
76	Compensations and Assignments . . . . .	89,41,000 20,00,000
77	Other Expenditure pertaining to Revenue Department . . . . .	75,50,000 65,03,000

\*SHRI KRISHNA CHANDRA HALDER (Ausgram): Mr. Speaker, Sir, I rise to take part in the discussion on the budget for Gujarat presented in this House yesterday by the Finance Minister. It is a great irony that we have to discuss this budget in this House when it should have been done in the assembly. I might remind this House that the Janata Front Government had presented their budget for 1976-77 before the State Legislature on the 13th February, 1976. It could not be passed by that assembly because the Congress party had manoeuvred to bring about a fall of the Janata Front Government by purchasing the MLAs like cattle. They indulged in unethical methods and the President's rule was imposed in Gujarat on the 12th March, 1976 and the Assembly was kept in suspended animation. It is in these circumstances Sir, that we are being forced to discuss the budget which as I said earlier, should have been discussed in the State Assembly. The child (Budget) produced by Janata Front was snatched away by the Centre (Subramaniam) and now placed before Parliament. The Budget is thus not Parliament's own child.

Going through the provisions made in the budget I find that the revenue receipts during 1976-77 would be of an order of Rs. 483.26 crores and the year 1976-77 is expected to close with a deficit of Rs. 43.08 crores. We also find Sir, that in order to cover a part of the deficit the Government propose to undertake additional resource mobilisation measures and as a result of which this deficit will be reduced slightly. The Government propose to impose new taxes and the yield from this source would be Rs. 17.66 crores. Thus even though the deficit will be reduced yet there will be an uncovered gap of Rs. 25.42 crores. I also find, Sir, that the Budget has made a provision of Rs 15 crores for tribal sub-Plans and this would be supplemented to the tune of Rs. 3 crores by special Central assistance.

I would like to say, Sir, that instead of taxing the wealthy, the Government propose to levy a tax on the poor who are not in a position to bear the financial burden of the tax. The uncovered gap in the budget would induce the Government to take measures which would ultimately put the

\*The original speech was delivered in Bengali.

[Shri Krishna Chandra Halder]

common and the poor men of Gujarat into financial difficulty and I oppose such tax being levied on the poor. You are aware of the fact Sir, that during 1974-75, there was a severe famine in Gujarat and as a result of this many people and thousands of cattle heads perished in the State. During 1975-76 many projects were initiated in order to provide irrigation facilities to the farmers and also some schemes were taken in hand to improve the availability of drinking water in the drought prone and famine affected areas of Gujarat. I would like to know from the hon. Minister how far these schemes have been implemented. It would be good if the house is told the targets fixed under each of these schemes and the achievements made and the steps being taken to fulfil the rest. Last year the weather God was pleased and we had a good monsoon. The foodgrain production in the country is very good because of the good rain fall and even it has surpassed the production figures of 1971-72. But we cannot forget the fact that whenever there is a bad monsoon, the State of Gujarat has been subjected to the calamities of famine, drought, cyclone etc. It is therefore very essential Sir, that when we have a good crop we should try to strain all our resources in order to procure and conserve the foodgrains for the days when monsoon may not be as charitable as it was last year. We should also try to build our buffer stock so that when famine comes, the Centre would be in a position to rush assistance and foodgrains to this State which is very prone to famine and drought. Along with this it is also very necessary that all efforts should be made to expedite the small irrigation projects which were undertaken during 1975 in the drought affected areas and also speed up the plans for rural electrification as without this, the interests of the rural masses cannot be protected adequately.

Sir, as I have already stated, the budget makes a provision of Rs. 15 crores including a Central assistance of Rs. 3 crores for the welfare of the Scheduled Castes and Scheduled Tribes people in the State. I hardly need to emphasise that this fund should be properly utilised and it must be ensured that the benefits of the schemes undertaken should reach the backward people and there is no diversion of funds earmarked for this purpose to other projects.

Gujarat, as we all know, is the Centre of the textile industry. Unfortunately, there is a recession in the industry and huge stocks of manufactured cloth are lying unsold. As a result, thousands of textile workers are being laid off and it is quite likely that if the situation continues they may also be retrenched. Before the situation takes this grave turn, I will request the Central Government, who have tinct responsibility in this regard, to make a proper assessment of the situation and take suitable measures to see that these textile workers are not retrenched for no fault of theirs.

By imposing the President's rule in Gujarat, the Central Government have assumed all powers to itself to deal with the affairs of Gujarat and there is no doubt that this budget will be passed by this House in no time. But I cannot help mentioning about the way the party in power in the Centre is behaving. It has defied all canons of democratic principles, norms and even decency. In Gujarat through the game of defection the Centre succeeded in bringing about the fall of the opposition Government there. But the Assembly was not dissolved nor fresh elections were ordered. Instead we find that the assembly was only suspended. Why was it done like this? Obviously the Congress party wants to take more time to purchase more MLAs to swell their strength and when they find themselves in good strength with the blessings and support of the Aya Rams and Gaya Rams they would

once again form a Ministry in the State.

Now, let us see what happened in Tamil Nadu. The DMK was in power. The Congress party tried their best to break the party and win to their side some MLAs through bribes and corruption but when they finally failed to achieve their objective they imposed the President's rule saying that there was a corruption in the State and the State machinery could not be run in accordance with the provisions of the Constitution. But strangely enough unlike in Gujarat, the Tamil Nadu Assembly was not suspended but it was dissolved. A very strange thing happened in the State of Uttar Pradesh. After the mid-term elections, the Congress was returned in majority and Shri Bahuguna who enjoyed the confidence of the Prime Minister was sent from the Centre to become the Chief Minister of the State. But the situation did not remain stable even though the Congress had and continues to have a safe majority in the Assembly. Due to the political games of Shri Kamalapati Tripathi, Shri Bahuguna could not stay for long. The Assembly was suspended and not dissolved and once again Shri Tiwari has come to occupy the Chief Minister's seat.

The main purpose of citing all the above examples is to show how the Centre adopts a double standard in dealing with the same issue. Whenever there is a Government formed by the opposition party and where the Centre fails to convert them, they dissolve the assembly under some pretext or the other but in other cases where the Congress feel that they can attain a majority even through defection they do not dissolve the assembly but allow it to remain suspended and encourage the Aya Rams and Gays Rams to swell their party ranks. Today, the country is under emergency and every citizen of the country is being advised to be disciplined but the ruling party does not seem to be aware of the importance of giving a lead to the nation by following the preachings

themselves. They have taken away all the democratic rights of the people but they themselves do not want to behave in a democratic manner. The anti-defection Bill has been put in cold storage and it is there for the last three years. As I said a couple of days ago, the intention of the Government is always very clear. They do not want to enact a legislation to prevent defection because they have always gained by defections and perhaps they may introduce the Bill when they are in safe majority in all States. But I must remind this House, Sir, that this state of affairs will not continue for ever. The people will assert for their democratic rights and oust this Government which has no regard for democracy. It may take some time but it can never be ruled out. In the end, I must say that the Janta Front Government was dislodged by the Congress party through undemocratic methods and I strongly oppose the budget

**SHRI NATWARLAL PATEL** (Mehsana): Mr. Speaker, Sir, I am very grateful to you for giving me an opportunity to speak on the Gujarat Budget. I am really very happy to get an opportunity to give my thoughts on this.

So far as Gujarat is concerned, the State is at present under President's rule. Before the promulgation of President's rule, there was a popular Government formed by the Janta Front. We very well know how the Janta Front Government was formed in the State of Gujarat. Some hon. Members from that side, specially hon. Kumari Maniben Patel, had stated yesterday that the Janta Front never wanted the support of the KMLP MLAs to form the Government.

According to me, there cannot be any universal untruth to state like that that they never wanted support from KMLP MLAs. I know and everybody knows in this country that the ex-chief Minister, Babubhai Jashbhai Patel having the majority of only

[Shri Natwarlal Patel]

86 members in the Assembly had gone to meet the ex-Chief Minister, Shri Chimanbhai Patel who was president of the KMLP party for getting support. KMLP Members had extended their support only after the request was made by the ex-Chief Minister Shri Babubhai Jasbhai Patel.

Right from the beginning, we know that this Government was not functioning for the sake of ideals, for the sake of doing something for the people, but only to enjoy power and that is the only reason why they lived for a very short time in the State of Gujarat.

I would like to state something more than that. So far as defection problem is concerned, hon. CPM Member, Shri Halder was giving us advice. I have got great regards for him as an individual and as a friend of mine, but he belongs to CPM party and unfortunately, he has to act according to the policy of CPM. As a matter of fact, we very well remember that some time back, there was some struggle in the name of Nav Nirman. So far as CPM is concerned in this country, what role have they played there? I do not know, what is the policy of this party. After coming to Delhi, I have studied one thing about this party and that is that they always add fuel to the fire, and nothing else they know.

So far as Janta Front Government was concerned, they were not in a position to behave in a better manner, because the Chief Minister and all the Ministers had to work at the behest of Jan Sangh workers and RSS workers. While they were talking in the name of Mahatma Gandhi, as a matter of fact, they never acted according to Gandhian philosophy. By heart they had to implement the programmes of Jan Sangh and RSS in the State of Gujarat. There was a great contrast in what they were talking and in what

they were doing. While they were talking in terms on Gandhian philosophy, in practice, they acted to fulfil the wishes of Jan Sangh and RSS people.

During the regime of Janta Front Government in Gujarat State, there was no development work, they never bothered about it, they never wanted to do anything; all the development work was at a standstill. Not only that, according to me, they were more concentrating on elections. They wanted to exploit the situation as they were in power.

I must say that so far as the outcome of elections is concerned, that is never in the hands of the Chief Minister, that is never in the hands of the Ministers or ruling party, that is always in the hands of people. According to me, whosoever is supported by people, by Janta, would win the elections and this has been proved true during Panchayat elections in the State of Gujarat. We got a great majority in Panchayat elections even though our party was not in power in Gujarat. It is absolutely untrue to say that so far as ruling Congress is concerned, in Gujarat we have lost our ground and that we are away from the hearts of people. The recent Panchayat elections have proved that even being not in power, we could win the hearts of the people of Gujarat. We have got 40 per cent of the votes.

So far as emergency is concerned, there was nothing like emergency before the President's rule was imposed. After the President's rule has been imposed in the State I am sure things will be better.

So far as the 20-point economic programme is concerned, our State is quite away from this 20-point programme. Nobody bothered to imple-



ment it. Not only that, very responsible leaders of the Janta Front, including the Chief Minister, used to criticise the 20-point economic programme and they used to criticise emergency also. Several times we have drawn the attention of the Centre to this. I do not know why they were very lenient to these people. Anyway, so far as the government at the Centre is concerned, it is a Congress Government. We never bother to disturb any State Government unless and until there is some very important problem on the part of that State. So far as the Janta Front government is concerned, there are so many things that I can narrate. But looking to the time at my disposal, I do not want to speak on it.

So far as Gujarat is concerned, during the regime of the Janta Front, people suffered a lot. Now, we are under President's rule. So far as progress of Gujarat is concerned, that would depend upon the Centre. Now, according to me, so far as Centre is concerned, naturally, often it has to give certain directives and certain guidelines to the State authorities for the implementation of the 20-point economic programme.

So far as this budget is concerned, I would request the hon. Finance Minister to provide more financial assistance as they have provided for Tamil Nadu, to see that there is adequate progress in the State of Gujarat on a par with other States.

In Gujarat, today the situation of agriculture is quite worse. This year agriculture produce are going down. We have a bumper crop and prices of every day and prices have fallen to a tremendous extent. There is no price support from the government of the State. At the same time, I am sorry to say that there is no price support from any central machinery

also. Groundnut oil and groundnuts today is a problem for our agriculturists. Groundnut which was sold at one time at Rs. 55 for 20 kg today is sold at Rs. 28. Even at this price there is nobody to buy. It is a great tragedy for our farmers. Government of India have taken certain steps by exporting some groundnut oil. According to information available to me, this work was handed over to the STC and STC purchased some oil from Sourashtra but the target is round about 50,000 tonnes but they purchased and stopped purchasing after buying only 5000 tonnes of oil. I do not know why this has happened. I understand that it must be on account of the Central Government's directive. Anyway, I would like to urge upon the Finance Ministry and through the Finance Ministry, hon. Prof. Chatopadhyaya who is concerned with this problem that there must be export of groundnut oil to other countries. When it is surplus we should do it. Either you purchase and export or allow these people to export. There is no alternative. Otherwise, it will have very bad repercussions amongst our farmers. Next year our farmers will not grow more. It is not a crime that they have grown more. They may not get more price but at least they must get a reasonable price. It does not matter if there is no profit but, at the same time, they should not be asked to do the business in loss. According to me, this is not only a problem with our Gujarat farmers but it applies to the whole country. That is why at this stage, on this valuable occasion, I would like to draw the attention of the Finance Minister to give adequate financial assistance to the State Government to purchase groundnuts and groundnut oil or direct the FCI to purchase groundnut and groundnut oil and other agricultural produce in Gujarat.

I will touch one or two points more. So far as the royalty problem is concerned, it is pending since a long

[Shri Natwarlal Patel]

time, I do not know why it should take so much time. Several times we have approached the hon. Minister Mr. Malaviya who has to take a decision regarding this. He is always sympathetic to us, but, mere sympathy for the people of Gujarat would not solve our problems.

We should decide something in favour of a deficit State like Gujarat. We should get Royalty as per our demand. Price of oil has shot up like anything in the world. So, there is justification in our demand and our request should be accepted. The hon. Minister of Petroleum should finalise this matter and give us whatever has been demanded.

Sir, Gujarat State is known as Gujarat of Mahatma Gandhi. Whenever you go to any foreign country and you say I come from Gujarat, he would immediately say, Oh, you come from the place of Mahatma Gandhi. Everybody knows the place where Mahatma Gandhi was born. But recently the dynamite conspiracy took place in Baroda. It was a great conspiracy and the conspiracy was going on during the Janta Front regime in Gujarat. Miss Maniben Patel said about this. She said the State Police investigated into the matter and they could catch them. So far as the State police were concerned, they did this very late, I should say. The Gujarat Government should have found out this sort of conspiracy much earlier. They never bothered about it. All antisocial elements of the country, all anti-national elements of the country, were safeguarded in Gujarat.

Two months back I came to Delhi and one of my friends met me in the Central Hall. He asked me: What is going on in Gujarat? I told him that

here is nothing in Gujarat. He told me 'All anti-social elements get shelter in Gujarat. They are doing everything against the country and your Government does not bother to look into it. At that time I was not prepared to believe that gentleman. But now this sort of conspiracy has come out. So, what that gentleman said has come out to be true. It is the duty of the Governor to have looked into the matter. That Janta Front Government has miserably failed in various respects.

Before I sit down, I would make this request to the hon. Finance Minister.

Gujarat is a State which is a deficit State in many respects. So far as Finance is concerned, my only request to the hon. Finance Minister is that adequate finance should be given to them, so that they may implement the 20-point economic programme and other programmes successfully, without any sort of hitch in the way. This is my request to the hon. Finance Minister and I hope the hon. Finance Minister will kindly consider our demands.

With these words I conclude thanking you for giving me an opportunity to speak on the Gujarat Budget.

कुसारी जगिबेन पटेल (साबरकांठा):  
चूँकि मेरा नाम लिया गया है इसलिए मैं मरकई पेश करना चाहती हूँ। जब वहाँ मिनिस्ट्री बनी तब मैं बड़ी थी। तीन दिन तक गवर्नर रूके रहे ताकि हमारी मिनिस्ट्री न बने। तीन दिन तक हमने बिल्कुल दू.० म० लो० प० को एक्कोब नहीं किया। इसीलिए तीन उसमें गए..

श्री नटवरलाल पटेल: : सब बात सचकारों में आ गई है।

कुवारी न.बिबेन शर्मा : मानने नाम न  
 लिवा होता सो मैं बिल्कुल न बोलती।  
 यह साफ है कि हमने उसको एप्रोच नहीं  
 किया। जो सही बात है उसको आप  
 कितना ही बार कहें, वह गलत नहीं  
 हो सकती है।

**SHRI C. K. CHANDRAPPA (Tel-  
 licherry):** When we speak about the  
 Gujarat budget here, Sir, I would  
 like to bring before this House some  
 of the major problems for which solu-  
 tions have to be found out by the  
 Central Government who is now run-  
 ning the affairs of Gujarat. It is a  
 well known fact that Gujarat needs  
 water and electricity. This is a State  
 which is drought prone and deficit in  
 its food production and it is mainly due  
 to the fact that there is lack of irriga-  
 tion facilities in that State. When the  
 budget is introduced here I would like  
 to know from the hon. Minister as to  
 what exactly is the Government going  
 to do about it. There is a little in-  
 crease in the amount allocated for  
 irrigation and electricity but not much.  
 It can be said to be marginal. The  
 people of Gujarat would like to know,  
 I suppose, what will happen to the  
 Narmada project and Navagaon dam  
 project. I heard about this project  
 and the delay in coming to an agree-  
 ment with the neighbouring States of  
 Gujarat during the days of Nav  
 Nirman Samiti agitation. When I  
 was in Gujarat many people told me  
 that without this project the problems  
 of Gujarat would remain unresolved  
 in regard to water. I do not think  
 Government is taking any serious step  
 in the direction of solving this. There  
 are very many ticklish problems in-  
 volved in this question. One is the  
 height of the dam on which the other  
 States will have dispute. Now there is  
 an advantage since Gujarat is under  
 President's rule and the neighbouring  
 State governments are also being run  
 by the Congress party. In this new  
 atmosphere the Government can start

negotiating to solve this problem. I  
 would say if the Government succeeds  
 in solving this problem of setting up  
 this dam and finding solutions for this  
 inter-State water dispute then I am  
 sure that will be a great achievement  
 for the Centre. So far as the Centre  
 is concerned, I do not think, the Gov-  
 ernment is moving in that direction.  
 You got two opportunities in the past.  
 After the Nav Nirman Samiti agitation  
 there was President's rule imposed and  
 again now there is President's rule. I  
 do not think Government has done  
 anything in that direction.

Secondly as has also been pointed  
 out by Mr. Patel, there is the question  
 of small royalty amount which is being  
 given as a pittance to a State which is  
 financially and economically so back-  
 ward. I fail to understand the reason  
 as to why today the Government can-  
 not re-consider the question of royalty,  
 giving a higher royalty to the crude  
 which is produced in that State. Today  
 the production of crude means a lot  
 to this country's economy. It saves  
 foreign exchange and it is an invalu-  
 able asset to the country. Gujarat is  
 producing it. For that, if I remember  
 aright, Rs. 18 per tonne was the  
 royalty fixed long long ago. Today the  
 situation in the oil economy has  
 changed. So I would urge upon the  
 Government very strongly to consider  
 this matter sympathetically and I  
 would extend my full support to the  
 friends from Gujarat in their demand  
 for getting an increased royalty for  
 the oil they are producing.

Another question is that of roads.  
 I understand from reports that the  
 State has a very bad road system—I  
 may be wrong, because I am not from  
 the State. But the amount granted is  
 insufficient if the road system is bad.  
 There may be good trunk roads. But I  
 think the villages are far far from the  
 main roads. So the villages and small  
 towns in Gujarat should be connected  
 with a very well-organised road

[Shri C. K. Chandrappan]

system. I think the amount allotted is insufficient.

Another problem on which the Government is silent—and which the government is posing in a different way—is about the prices of agricultural commodities in Gujarat. The Government makes a very tall claim that there is a bumper harvest this year. It is a good thing, there is bumper harvest. But when a bumper harvest is there, it will create its own problems in the economy. I must say here that the Janata Front Government miserably failed to solve any of those problems although they had made a commitment to this effect before the elections. If I remember correctly, the JF Government had said that they would provide a cushion to support prices from crashing when Gujarat had a good harvest of groundnut. I think the procurement price was Rs. 150 per quintal. The Government miserably failed in fulfilling its promise. When there was a bumper harvest in groundnut, the peasants who produced it were the biggest sufferers because they did not get the price they should have. Who benefited from it? The big moneyed people—for which also Gujarat is famous—who cornered the bumper harvest, pushing the poor peasants who produced it into misery and tears. What is the guarantee in this Budget that you are taking measures to solve this problem? When you are speaking of a good harvest and good time in future, what measures are you taking to solve this problem? The problem has also affected cotton and other prices. Now the Government is only happy that the production is good. But I would tell them that merely by having a good production, you are not going to ensure a better economic condition for the poor people in this country unless you organise an equitable distribution system, and intervene to purchase when prices crash. I think Gujarat with a higher production is on the

verge of crash in the prices of agricultural commodities. I do not think the Government is suggesting anything in this Budget in this regard. I would like the hon. Minister to come forward with concrete proposals about these things.

I have a fear that this Budget will have an inflationary impact on the economy in the State. They are leaving Rs. 26 crores as an uncovered deficit. When the hon. Minister replies, I would like to know from her in clear terms how they are going to meet this situation. If this is left as an uncovered gap, it will naturally lead to an inflationary impact on the economy. Coming back to the problem which was referred to by everybody, the political situation which necessitated the introduction of the budget in this House, I have a few comments on that. Yesterday there was a debate on President's rule in Gujarat. At that time I made certain observations about which my hon. friends on that side, especially Mr. Stephen, took strong exception and Mr. Daga shared that feeling. I was saying that in Gujarat the Congress Party indulged in unholy tactics to keep itself in power. The split in the Congress party based on certain principles took place all over the country but I thought that that process did not take place in Gujarat and because of this unprincipled and opportunistic alliances which the Congress tried, certain things happened. Mr. Stephen said that I was trying to say that there were progressives and reactionaries in the Congress. You can reach any conclusion you like... (Interruptions) KIMLOK party which is a menace in the politics of Gujarat, the party of the big rural rich in that state, had not descended from heaven; its leader was in fact a former Congress Chief Minister... (Interruptions). I am not accusing anybody; let them not misunderstand. When you think of the future of the state, keep that in mind and do not indulge in that kind

of opportunistic policies; they will not lead you or the country anywhere.

SHRI M. C. DAGA (Pali): We can look after our affairs; why is he poking his nose into our party affairs?

SHRI C. K. CHANDRAPPA: It is not a mere party affair, it is the affair of the country and because of that kind of attitude there is political instability there and we are today discussing the budget of that state. The people of that state had to pay a heavy price, with their lives, for that kind of political situation and those who are responsible for it should think about it.

In regard to the future I should like to say that the government should implement the twenty-point economic programme. It is not as a ritual that I say this. Without democratic or popular participation, if you rely completely on bureaucracy for the implementation of this gigantic programme which will have a great social impact, it will not be implemented; it will be a failure. Why do I say so? Because, in respect of Tamilnadu we were hearing yesterday the unanimous views of hon. Members that there was no implementation committee at the lower level, at the grass roots level. It may be at the state level. But it is at the grass root level that you should form implementation committees with people ready to cooperate with you, with sufficient powers to bring the bureaucracy in line with the implementation of the programme. It was a serious matter and in the case of Gujarat also I am afraid government had not taken steps to ensure popular involvement in the implementation of the programme. When I used the expression yesterday, 'like-minded parties', Mr. Stephen did not like that expression. I do not mind. But let us not think that there is no left and right in this country. It is often said by some persons that there is no left

and there is no right and that there is only the country. It is not like that. In this country there is a section, organised political parties who are trying to bring about conditions of fascism and they are called reactionaries. Those parties and those forces should be opposed on the political plane and they have stood firmly in this country on a sound economic basis which was provided by the monopolists, by the big landlord interests in this country. They were backed by the imperialists. Still some people are saying that there is no left or right in this country.

MR. SPEAKER: Let us not go too much into that.

SHRI VASANT SATHE (Akola): Sir, the left and the right are like the left-hand and the right-hand of the same body of a person. If that is the conception. ....

SHRI C. K. CHANDRAPPA: What I am saying is when you implement the 20-point programme in Gujarat, you will have to seek the co-operation of those people who are ready to support it, not those people who are ready to sabotage it. That approach should be there and without it, if you just follow an ostrich policy, I am very sure it will not help you, it will not help the country. These are the observations that I wanted to make. I hope the Hon'ble Minister will try to clarify these points when she replies.

SHRI D. P. JATTEJA (Jamnagar): Mr. Speaker, Sir, I am grateful to you for giving me this opportunity to speak on a very realistic budget presented in Parliament. I am sure the people of Gujarat are going to join me in congratulating the Government for saving them from a high dose of taxation as was proposed by the previous Government in the State. Sir, I take this opportunity of mentioning a few things more which I would not probably have been able to do, as these are the State subjects. Before the State

[Shri D. P. Jadeja]

Government gave up power—the Central Government has of course not imposed the President's rule but we are under the Governor these days—the State's Budget was presented. Sir, I do not know whether it has been an oversight by the administration today or whether they have carried on what the previous Government had mentioned. I would like to be very specific here in mentioning about the sales-tax that they have imposed on all fish and marine products in Gujarat. I do not understand the logic behind it. As far as Gujarat is concerned, we have bigger coast line than any other State in India. Our maritime resources have not been exploited fully. Our fishery industry has still not reached the stage which could be compared with even the backward States of this country who are also maritime States. There are other States like Kerala where the fishery industry has developed long ago and it has come to the take-off stage where from the inshore fishing they have now gone to off-shore fishing. Even in those States where 50 per cent of marine products are exported they do not have sales-tax on fishing and marine products. They have purchase tax. Purchase tax is only on shrimps. Now, shrimp is an item which is exported because we cannot afford to eat this kind of fish in our country and also because of the price that we are getting from the foreign market. I would not have minded if the State Government had imposed tax on shrimps but still that would have retarded the growth of the fishing industry in Gujarat. The Gujarat Government expects a revenue of about Rs. 40.0 lakhs to Rs. 50.0 lakhs by way of sales-tax. I am sure that they are going to ask you also that these taxes should be imposed on the traders and on the industry and not on the fishermen.

We know that whenever such a tax is imposed, it goes down to the fisher-

men. The fishermen in Gujarat are poor. We recently had an example of the export duty levied on all wool that was exported. There too Gujarat was affected. The argument given then was that this export duty was expected to be paid by the exporter and not by the shepherd. But after a year, the result is that the export duty is being charged by the exporter from the shepherd and the shepherd gets lesser income today while the trader has kept his own margin of profit intact. The same thing will happen with the fishing industry also. The consumer of the marine product is not going to pay more, the trader is not going to reduce his profit margin. It is finally going to come down to the small fishermen. I plead that this growing industry in Gujarat should be released from taxation. On the contrary, they should have given more encouragement and incentives to this vital industry. Gujarat does not get fish only from the sea. It is probably the only State where inland fisheries have developed. The districts where inland fisheries are operating are the backward districts like Banaskantha, Sabarkantha, Panchmahal, etc. The fish from these regions goes to Haryana, Rajasthan, M.P. and even Assam. We have to compete with fishermen from other maritime States of India and there is a very small profit margin left. Do you mean to say that the trader is now going to reduce his profit margin and allow the poor fishermen, who are mostly adivasis, to carry on their profession? I do not know why this has been brought in. I only wish the Government would take this more seriously and at the first stroke abolish the sales tax on fish and marine products from the State. You can consider it later on. I wish public opinion there was ascertained, the fishermen contacted and then this tax imposed. Why must Gujarat take the lead in imposing a tax which has not been imposed anywhere in the country, while this industry is still undeveloped there?

There is another important factor about which also I would not be able

to say much here because it happens to be related to the Gulf of Kutch, where there are coral islands which are unique in nature. In the Arabian Sea, north of Lakshadweep Islands, if there are any coral islands, they are in the Gulf of Kutch. They are now being destroyed because certain industries have been given licences to extract sand from the sea. Instead of sand, they are extracting lime from the coral reef and in the process they are destroying nature. I am sure they could have carried on their extraction of sand somewhere else where there are no coral reefs. Here it is easy because nobody is there to check and they have been extracting coral, thereby destroying a national property.

13.00 hrs.

I would only request the Government to investigate as to whether they have got permission to remove the natural beauty from this coral island. I may mention in this connection, one island which is called as Parotan. It is in the gulf of Kutch. It is a unique island where certain species of marine life are there, which you will not find anywhere in the world. Researchers from foreign countries come to study these fish and worms that are living there. This island is being destroyed. I would request the Government to see that this industry which is exploiting the natural wealth of this country should be stopped and an inquiry is made

There are a few other points which I would like to mention. One is about development of tourism in Gujarat. Unfortunately tourism and fisheries are two subjects which have always been neglected by the Government of Gujarat. For almost a year, we do not even have a Director of Tourism. Not only that, if you look into the Budget you will find that they have included tourism with publicity and information and have given it a very small budget. Gujarat has the potential of becoming a major tourist attraction centre in the country. If our State Government

could take more interest in developing our beach resources, our wild life centres and historical monumental areas, I am sure, the tourist elsewhere in the country will be flowing more towards Gujarat. Though I know that this is not the right place to mention about tourism, the State Government may not consider this at all. I would only like this to be brought on record that tourism should be given equal importance in the activities of the State of Gujarat and our tourist potentialities should be fully exploited.

One more point which the previous Government forgot, and which probably the present Budget is also missing out. I come from a far flung district of Saurashtra. In this district, we have an airforce base in Jamnagar. The Civil Aerodrome and the Air Force Aerodrome happen to be at the same place. There is no approach road for the civilians of the city going to the airport. There was a compromise among the State Government, the Ministry of Defence and the Ministry of Civil Aviation and Tourism. A paltry sum of Rs 60,000 is required for this purpose which they have not been able to provide in this Budget. I hope they will be able to find the money from somewhere for this important road which links the city with the airport.

About this far flung district which happens to be a neglected district of Saurashtra, I am sure. Dr. Mehta will also agree with me that his and my areas are the two drought stricken areas of the State. Of course, we have other districts also but these are the chronic districts. Every year Government has to pump in lakhs and lakhs of rupees for giving relief to the people of these drought stricken districts. I have been asking for the past 11 years that why cannot you find out ways and means of bringing in permanent measures, measures whereby money is not required to be doled out like that but measures like starting of minor irrigation schemes. And be that



[Shri D. P. Jadeja]

you will not only be giving relief to this drought-stricken area, but you will also be adding to the national income, whereby agriculture will also prosper. I would not like to take more time on the subject with which I had started off first, but I feel it my duty to mention something about the fisheries again Gujarat, which has a coast-line of 1600 kms, has got only two fisheries harbours, approved by the Centre. Two fisheries harbours have been approved for every maritime State in the country, even Karnataka has got 2, Goa has got 2 and Orissa has also got 2. The harbours have been approved irrespective of the length and the size of the coast-line. I do not say that because we have got 16,000 Kms of coastline we should have more than two. The world team had come to the two ports which were just mentioned and which were located only 2 miles apart. Both of them were approved. From these ports they were taken back to Annulabad and were flown out of the Gujarat State. Is it commonsense that when you are going to develop a fishing harbour for deep-sea fishing, you must have the two ports just 25 miles apart? We have a coastline of 16,000 Kms. Why then not consider having the other part in other areas like Jamnagar or Kutch? To-day, however, there is no infra-structure and because there are no facilities for the fishermen to operate from Kutch they have to base themselves either in Veraval or in Pondicherry and from there go up to Kutch. The result is that the Indian fishermen are unable to catch fish there but the Pakistani boats are coming there and catching fish in our waters (Interruptions). I do not think we have got even the resources to catch them or even to control these waters. This subject which has really been neglected needs to be encouraged and I only hope that the State Government will take more interest; and I would request the hon. Deputy Finance Minister to give more serious thought to the question of sales tax which has definitely affected the

small man, the small fisherman may not be able to survive this tax because it is he who is affected more, and not the trader.

**SHRI H. M. PATEL (Dhanthukia)**  
Mr Deputy Speaker, Sir, this budget is a very satisfactory budget. It was prepared by this late Janata Front Government, and therefore I do not see why I should oppose it. Indeed, what grounds are there for my opposing it? I am glad, and I would congratulate both the Governor and the Government of India for coming forward with the same budget without any modification.

Right at the outset I would refer to one matter Government says here

"The State Plan outlay for next year has been fixed at Rs 13325 crores."

It also says

"Rs 12943 crores amounting to two-thirds of the plan outlay has been allocated for schemes covered under the 20 point economic programme."

It would seem that the Janata Front government was not quite as negligent as has been suggested about the 20-point economic programme. That is what they had provided for and the Government of India considers that that was adequate and therefore, they have come forward with the same amount. I would like to say that similarly the provision for power generation during 1976-77 is also satisfactory. But I would like to tell the Government of India in particular, that they should take care to ensure that their approval is given in good time to several projects which have been submitted to them that is Government of India for their approval and for allotment of funds. If they are not sanctioned in time there would be difficulty in later years in regard to the power supply in the State.



But, what is even more serious is, though there are schemes which may ensure that the power requirements are met adequately during the Fifth Plan period, there is really no scheme whatsoever, which has even been considered and to which approval has been given, so far as the power requirements for the Sixth Plan are concerned. Having regard to the fact that it takes a certain number of years to generate power, it would be a good thing if during this period, when politics will not interfere with the consideration of projects, they take such steps as would advance, as would make it possible, for plans to be approved for the generation of power during the Sixth Plan.

This mean for one thing early and speedy consideration of the nuclear power station to be established in the State. A great deal of time has been wasted in the selection of the site etc. Since it will take something like ten years from the date that you take a decision for such a power station to be completed, the sooner you take a decision the better it will be from the point of view of power supply.

In the same way, I would like to refer to irrigation. I am glad, my hon. friend, Shri Chandrapan, drew attention to the Narmada project, and the importance which it has for Gujarat. It is one of the States which is drought-prone to a very large extent. Unless a decision is taken in regard to the Narmada project at an early date, it would not be possible for much progress to be achieved in a large of the State. I realise that nothing can be done in regard to the Narmada project until the tribunal gives a decision. But, once the decision is given, the Government of India might begin to apply its mind to see that the award of the tribunal is implemented with the utmost speed.

Coming to Bajajisagar Project, I think more funds would be necessary to be allotted. When the Government of India is itself responsible for the

progress of the State, I hope it will deal with this problem with the same seriousness with which the Govt. of Gujarat dealt with the relief funds during the period of scarcity last year and the flood relief when there were floods. I hope it will make available to the State increased funds.

Then I would say that the Kadana project should be completed before the date that was originally fixed. World Bank, which is specially interested in it, would also appreciate the completion of this project at the earliest possible date. In this regard, I hope that the Central Government will assist the Government of Gujarat in seeing to it that so far as the land that has to be acquired within Rajasthan State is concerned, acquisition proceedings are completed expeditiously and in a manner which is satisfactory to both the State.

I would like to emphasize the point that was made by Mr. Chandrapan in regard to royalty on crude oil. The case for the enhancement of royalty to be given to the State is extremely strong. In fact, it is unanswerable. Nevertheless for some reason or other, the Central Government has been delaying a decision on it. Now it might take favourable and fair decision and take the credit that might go with it and see to it that the enhancement is adequate.

I would like to refer to the price support policy which the Janata Front Government initiated in regard to groundnut growers. I hope that that policy will be pursued with the same vigour by the Centre and, equally in regard to other foodgrains where action has to be taken by the Food Corporation. I hope the Government of India, because it has itself now become responsible, will see to it that the Food Corporation functions more efficiently by purchasing in such a way that the prices are supported and maintained.

The former State Government had chalked out a very good plan for ensu-

[Shri H. M. Patel]

ring supply of drinking water to thousands of villages in respect of which water scarcity was felt in an acute form in 1974-75. I hope the Government of India will follow it up with vigour, and, if possible, add more funds to the programme so that more villages are freed from the peril of Shortage of drinking water.

There are certain very important problems relating to education with which the State was faced. It has decided to introduce from the next academic year new scheme of education, the 10+2+3 scheme, without providing the necessary funds for the purpose. There were practically no funds available. Nevertheless, to comply with the wishes of Government of India, the State had to go forward with that scheme. This can only result in the scheme being a failure rather than a success. Therefore, I would urge the Government to make a special allocation of funds to see that that scheme does not fail. It is of very vital importance not only to the State but to the country that this new scheme of education succeeds. It is a valuable scheme, but if it fails just for want of funds, then I think it will have disastrous consequences because it will be very difficult to put things right afterwards.

**SHRI D. D. DESAI** (Kaira). This year's budget is being presented in the House. The State Government was under severe criticism for stagnation, for high taxes. Our party was the one who had felt so. Adopting the same budget is, therefore, not justified, and I would request the hon. Minister to give a few concessions.

The plan expenditure for 1975-76 was Rs. 218.68 crores. The plan expenditure for 1976-77 is Rs. 196.25 crores. In other words, whereas the entire country has gone up in plan expenditure by over 31.5 per cent, we have retrograde activities. This is un-

fortunate particularly when any one would go through the record of the performance of any input, whether it is in a financial form or in physical form. The State has not only some potential but also a record of performance which is unequalled despite adverse circumstances.

The recent report of the National Agricultural Commission has shown that in several respects, the State with all its handicaps, has come out No. 1 in most of the agricultural commodities, so far growth rate was concerned. This was so in a decade which was not easy for any agricultural operation. Now, if we are not to take care of the State when the responsibility has come to us, then we would not be justified in claiming the performance, which would ultimately be poor at the end of the period when the time has run out. Therefore, I strongly urge the Finance Ministry not to discriminate in regard to Gujarat as against Tamil Nadu, because Tamil Nadu has been given Rs. 24 crores as extra money. The other day, the Finance Minister was generous enough to give extra money to Tamil Nadu for development plans which are considered to have fallen back to see that those plans were not left out.

The State has spent over Rs. 60 crores during the last two years out of its own limited resources for meeting natural calamities. The people of the State, for no fault of their own, have passed through difficulties which it is quite impossible to describe here; it had to be seen to be believed. These were droughts and floods. This cycle of droughts and floods was quite an unusual feature, but still the State administration and its people put their shoulders together to come out of them successfully. They have come out from a reasonably bad situation to a reasonably good situation and we are in a position to make a take-off. The intrinsic capability of the people of the State of Gujarat should be utilised for the National purpose.

If you put seeds in one place, the seeds sprout. You show me a single State in the country where public investment has borne more results than in the State of Gujarat. On the one hand, we have FCI and on the other, we have the Gujarat State Fertilizers. The share of Gujarat State Fertilizers for Rs 100 is fetching Rs. 500 to 600 in the market. The Fertilizers Corporation of India, on the other hand, is not making both ends meet and the high cost of the overhead of that institution is unnecessarily hurting agricultural production and raising our inputs for which we have again and again to come before the House for raising the prices. This is not fair, because the poor farmers do not know where the cost has been incurred and the result is that the cost of inefficiency of that huge establishment is borne by the farmers of India. The same holds good in respect of other features, whether it is education or whether it is industry.

We have the Koyali refinery: just see the balance-sheets, the Koyali refinery versus any other refinery in India and you will come to the definite conclusion that there is no comparison in productivity. In other words, the gain to the country cannot come by investing money alone; it can only come by a better utilisation of the resources.

Last year, when I was talking to the Minister for Energy in this House, I asked him the pointed question in which State the investment in power has borne the maximum result and where was the best utilisation of whatever investment had been made in power. With some difficulty he said that it was in Gujarat. So, this is another area where investment has given the optimum result, namely investment in power, though we have no surplus power and we have no surplus installed capacity. It is true that the limited installations we have got were substantially inherited from the earlier periods and the few that

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we have installed during this period have been thermal. The State of Gujarat is not gifted with natural resources like hydro—as Mysore and Kerala where the entire hundred per cent is hydro; in Gujarat it is 100 per cent thermal. In other words, the dependability of the thermal power stations which is essentially related to a complex operation in the State of Gujarat would be the least and, in spite of that, if you take the country's census, you will find that Gujarat has been a gifter.

So, the investment we are making in the Plan, of Rs. 196 crores, is totally inadequate and it should be raised. I would like to make it clear that it is totally inadequate and we should raise it, and the Finance Minister is strongly urged to provide the money. Forget about the Janta Government or whatever it is. We were complaining against them and we still feel that what they were about to do by way of high taxes and higher rates of Plan investment were going against the interests of the people of Gujarat. That is why I make this request to the Finance Minister. Of course, he is from our own Party and I support the budget but, still, it is my duty to point out this factor.

Then, the Finance Minister made two statements before presenting the budget. One of them was that he would like to economise; and this is a point on which I would lend my strongest support. Now, on the whole the cost of collection in the State is Rs 3.99 crores plus Rs 20.56 crores. That means that about Rs 25 crores are required to collect Rs. 256 crores, and that is nearly 10 per cent of the amount. Eliminate it, where the collection cost is high and the receipt is low—whether it should be 'X' item or 'Y' item can be left to discretion, to be worked out in detail. But why should we make an investment or incur expenditure where the return on collection is not much? Moreover, if the same amount of money is allowed to be left with the people, the

[Shri D. D. Desai]

person who has to pay the amount has the means to produce and, therefore, with these very means, he can generate much more capital which, in any case, is going to come into the coffers of the Government some day or the other—besides the Government itself has the objective of developing the State.

So, this is one more feature where I would strongly urge upon the Finance Minister and also the officials to take care.

Repeated droughts and floods have been the unfortunate unpredictables in regard to agriculture. Gujarat has excellent possibilities for irrigation. Whatever little irrigation is available has given the optimum result and that, once again, is another feature. Can you show me one State where an acre ft. of water has produced more foodgrains or more crops than the State of Gujarat? I am making a flat statement which nobody can challenge—to show me, if it is possible for anybody to do so. Whether it is animal-husbandry or whether it is agriculture, investment has given the highest productivity there. Therefore, when we are talking about investment in irrigation, we must see that whatever irrigation projects are outstanding are allowed to be completed and funds are made available to the State at the earliest date and whatever provision we have made in the budget should be enhanced to the extent necessity exists to complete these projects.

On the front of agricultural producers, our misfortune is that we have produced too much; the prices of groundnuts and of other foodgrains have dropped. The other day I requested the Agriculture Minister to make open market purchases and he has agreed to make purchases. If you do not make purchases now and if the farmers are to sell at the present rate

which is below their cost of production, it is quite obvious that, in the next year, he will not have the money to produce foodgrains or other crops which would then upset our total economic operation. Therefore, whatever is to be done has to be done quickly, because time is of the essence....

MR. DEPUTY-SPEAKER: Please try to conclude.

SHRI D. D. DESAI: You are not giving me time. Sir. I have many things to say. The question of oil royalty is there. There are so many items of importance wherein we can do substantial things....

MR. DEPUTY-SPEAKER: You may make them in a very useful manner to the Minister.

SHRI D. D. DESAI: I would request the hon. Minister to take care of the interests of Gujarat. In banking alone, whereas we deposit Rs. 750 crores in nationalised banks, the loans that are given to the State are hardly Rs. 400 crores; Rs. 300 crores are just funnelled out. Is it the way how the State can be made to prosper? We do not say bad things, but what we want is that the State should be provided with whatever resources are necessary to develop the State. The problem of unemployment is there. You are not giving me time, Sir.

MR. DEPUTY-SPEAKER: I have given you almost 15 minutes.

SHRI D. D. DESAI: Thank you, Sir. On the whole, I support the Budget. Whatever little I have said is by way of suggestions. It has nothing to do with criticism. It is upto the Finance Minister to see that Gujarat gets its due and a fair treatment now that the Centre is in charge.

**SHRI BHALJIBHAI PARMAR**  
(Dohad): Mr. Deputy-Speaker, Sir, it is mentioned in the Budget speech of the Finance Minister:

"The large negative balance of the State of the close of the current year is primarily due to the expenditure incurred on drought relief during 1974-75 and 1975-76."

It means that the State is running in deficit. The Central Government is, therefore, requested to give more help to this State. Now it is under President's rule. Therefore, it is the direct responsibility of the Central Government and I hope that the Finance Minister will do the needful and see that this deficit is made good. So much of deficit will remain after the close of the financial year.

The Finance Minister has mentioned in his Budget speech:

"It is estimated that the food-grain production in the State during 1975-76 will be about 47.15 lakh tonnes surpassing the previous best of 44 lakh tones in 1970-71. It is estimated that the production of groundnut during the year will be 18.60 lakh tonnes, and of cotton, 18 lakh bales. As a result of the increase in foodgrain production and the measures taken to contain inflation, the prices of agricultural produce have shown a welcome downward trend, bringing considerable relief to the poor and middle class people."

In this connection I would request the hon. Minister to give support facilities for agriculturists because they are producing foodgrains. They do not get credit facilities. In order to help them, support facilities must be given for production of foodgrains like maize, etc.

Now I come to the budget proper. This budget is being discussed in this House because there is President's rule in Gujarat. We know that the

President's rule was imposed earlier also following the Chimanbhai Ministry. Thereafter, this again has happened. This is because there is no stability in the situation and people are tempted to defect from one party to the other. I would, therefore, suggest that the Defection Bill which has been pending for a long time should be passed by this august House, as early as possible. Till then, the situation in the country will remain fluid and this will not help us and our democracy will not be on sound footing. In order to make our democracy sound, we must pass the Defection Bill at an early date. It has been pending for a long time.

Now, I come to some aspects of the Gujarat State. In his address to the Gujarat Assembly, the Governor of the State expressed his satisfaction by saying that "New Government has made a significant headway in the direction of fulfilling the aspirations of the people." He has said in his speech that financial resources of the State had to be strengthened and efficiently managed. He praised the Government by stating that the Government adopted several measures to effect economy in administrative expenditure and gear up administrative machinery for recovering Government dues. Ordinances were also promulgated to increase stamp duties on documents, entertainment duty and tax on motor vehicles. Several exemptions from sales tax were also withdrawn and electricity tariff was raised. Although there has been satisfactory improvement in the financial situation as a result of these steps, financial stringency continues because of past burden.

In the State, what happened during Panchayat elections. The elections were held in a peaceful and orderly manner. The law and order position in the State was on the whole satisfactory. There was nothing abnormal. The Gujarat Government also

[Shri Bhaljibhai Parmar]

took prompt and effective steps for the implementation of the 20-Point Economic Programme. The outgoing Ministry of Shri Babubhai Patel not only carried out this programme, it also took concrete steps to give effect to 62-Point programme adopted by the Gujarat Government. This Government was going on very well, but due to some difficulties in the political situation and pulling of legs, the situation developed the way, we have seen. In the circumstances it will be better if we dissolve the Assembly and have fresh elections so that new Government can be formed, otherwise there will again be defections and that is not desirable for our democracy.

Anti-social evils like hoarding and profiteering were a cause of grave concern to the Government. The Government took a series of serious steps to bring down the prices of food-grains and other essential commodities. The price trends in respect of essential commodities were being reviewed from time to time. There is a well-organised public distribution system as there are 8,942 fair price shops. In the current year, production of foodgrains has increased and cooperative distribution of essential commodities has been encouraged.

In the matter of land reforms, the State of Gujarat has done noteworthy work. Thirty land reform laws have been implemented. Intermediary tenures have been abolished and Zamindari has become a thing of the past. As a result of this, 10,42,992 land holders have become occupants in respect of 47,63,563 hectares of land.

The Governor, in his Address to the Assembly, well clarified the satisfactory position in this respect. In all 2.48 lakhs applications have been sanctioned for providing house sites,

out of which 2.12 lakhs applicants are provided with house sites.

The outgoing government has taken proper steps to give relief to the rural debtors. Minimum wages for the farm labour is fixed at Rs. 5.50 per day which comes to Rs. 2000 per annum without discrimination of male or female.

It is a matter of satisfaction that the Ground Water Resources Development Corporation has started working.

I come to the welfare of Scheduled Castes and Scheduled Tribes. It is encouraging to note that the Government has decided to provide for the reservation of posts in favour of Scheduled Castes and Scheduled Tribes in the services of the State at the stages of promotion also. A Harijan Development Corporation was set up in 1975 in order to give effective representation for the Scheduled Castes.

The tribal population of the State is about 37 lakh. It is 10 per cent of the total tribal population of the country and 14 per cent of the total population of the State. Thus, there is a very high proportion of tribal population in comparison with both its own population and the population of the country. It is noticed that two decades of planning have brought little benefit to the tribal population. Now, the tribal population Development Plan which has been prepared covers 32 taluks and 15 contiguous pockets having tribal concentration. I here would suggest that the Bhils of the Saurashtra region must be given all privileges of Scheduled Tribes, as they are excluded till now due to some mistake of the government.

There must be proper representation of Scheduled Tribes in the Rajya Sabha. At least there should be two

**Scheduled Tribe Members.** Great injustice has been done to them till now by the State Government.

The amount of Rs. 15 crores provided in the Plan Outlay should be spent judiciously. Considering our needs this is not adequate. More funds should be provided by the Government to improve the lot of the Scheduled Tribes.

**DR. MAHIPATRAY MEHTA**  
 (Kutch): I thank you very much.

Last time, while speaking on the General Budget, I was speaking about the Plan outlay and its distribution. It is right that the Plan outlay every year is being increased, but the most important thing is its distribution. While I was speaking, I had drawn the attention of the Government at that time also. Here is a concrete case where the Plan outlay is increased but its utilisation is not done properly. Today, Gujarat, unfortunately is not provided with the increase of 31 per cent. I do not know why. May be we are unfortunate to have to come here for budget every year and every now and then, when we really want the disparity to be removed; and Gujarat is an area where you find this disparity most completely pronounced. There are two extremes. This is the State most misunderstood. Gujarat is considered to be one of the richest States, but if you go into detail, it is only 200 miles long stretch from Ahmedabad to Surat and only 20 miles wide that is being developed or where the rich people live but the rest of the whole of Gujarat is something of the extreme. You will be wonder-struck to know that there are 21 per cent Scheduled Castes and Scheduled Tribes in Gujarat.

Sir, regarding the 20-point programme, my hon. friend is right when he says that it is not being implemented. I would like to mention this point. There are labourers. We have

figures of about 2.5 million labourers. These 25 lakhs of people, out of crores of population of Gujarat, are the landless labourers. The Morcha Government which was there last time did not execute the provision of minimum wages which has been fixed at Rs. 5. Nobody is giving that minimum wage. There is not a single instance where this amount of Rs. 5 minimum wage is paid to the labourers. Government has not taken any step against the people breaking the law, especially in South Gujarat, which is a most-developed part. They never pay such minimum wages to the people there. I do not know why this unfortunate situation should be there in Gujarat. No action is being taken against the rich people who defy the law.

Sir, instability in Gujarat should be ended. Instability started right from the moment Sarvochha, my worthy Morarjibhai Desai, started the signature campaign against Dr. Jivraj Mehta and his Cabinet. All these sorts of things started from that very day. Unfortunately, instability is one of the greatest ills of this State. A Government in Gujarat at present requires stability. Government should not be formed with the help of defectors. Political stability must be there and this is a very necessary for us. Those who were instrumental in breaking the democratic Government in Gujarat by undemocratic methods have now come to their senses. Now only the Baroda conspiracy has come to light. This has not come about just now, but it had been there already and this conspiracy was being laid when elections were going on. There was one Dr. Gautam who used to come to Gujarat. I would like to know from the Government as to why they keep all these things a secret. Why cannot they tell the people who is this Dr. Gautam who used to come to Gujarat. Sir, he is connected with this dynamite affair and other things. I do not know at all why you should keep this a secret. You should tell us



[Dr. Mahipatray Mehta]

who this Dr. Gautam is. Sir, the foundation for this conspiracy was laid even earlier. When the hon. Prime Minister was going to come there, this conspiracy was hatched. Fortunately it did not take place at that time. As you know, the whole atmosphere was surcharged with violence. So, the foundation was laid already. Now they go on experimenting in U.P., in Varanasi and other places.

Sir, I regret very much that whatever the deficit finance may be, it is also due partly to the apathy of the Central Government. Sir, while Gujarat State was passing through the distress of famine and flood, I am told by all the people, the Central Government struck to their guns, to the report of the Sixth Finance Commission and they did not go to the rescue of these famine and flood-stricken people of the State of Gujarat.

If the Central Government had come to their aid the condition would have been much better. Gujarat has not only given the best output of your Plan outlay but let me tell you that Gujarat—even before—had already gone ahead with the 20-point programme. On the contrary in the recent days the progressive steps are not being taken. I come from the most backward district and there is 20-point programme district committee which has not even been called. It is really these days that the progressive steps are not being implemented but on the contrary these steps were being opposed from the Government side. There is not even a trial to implement them.

As I told you if there were democratic Government in Gujarat we would not have come before you and now if I do not speak about my constituency, as to whether this constituency is being looked after well or not, I will miss my duty. I come from the most backward district of Kutch. It is a border district. The Gujarat

Government put up a committee to prepare the master plan for the district of Kutch. I will quote from that:

"Still the fact remains that Kutch is one of the 10 backward districts of the State. However, even amongst its backward districts, Kutch is still so economically and industrially backward that it comes well below the least developed of the other nine backward districts and, therefore, considerable efforts and investment will have to be made to bring it upto the least level of the average backward districts".

These are not my words. This is what Gujarat Government has written. I have always talked and emphasised about it, that is, to narrow down the gulf between the rich and the poor. I do not know whether it is only done on political strength that prevails and all the decisions are taken on that score.

Sir, if you go into the history of Indian democracy when Kutch was a Part 'C' State, it was Pandit Jawahar Lal Nehru and Sardar Patel who never went into the parochial outlook of language got this area put under the Centre for the sake of development. They said: This being a border district it should be developed. But unfortunately we were pushed and kicked like football in spite of our protests to Bigger Bombay and then again in 1960 to Gujarat as a district. There are three units each in the three States of Andhra, Maharashtra and Gujarat. In Andhra we have Rayalaseema, Telangana and rest of Andhra. In Maharashtra it is Marathwada, Vidharba and rest of Maharashtra. In Gujarat they are Kutch, Saurashtra and the rest of Gujarat. That is why it is envisaged under the Constitution and the Joint Select Committee of both the Houses and the Boundary Commission wanted that if the development of this part of the people has to be brought about there should be development boards. I am happy in Andhra when there was a



fight each unit was given a development board.

The Maharashtra Government have amicably settled it themselves. There the Chief Ministership goes by rotation. But here is a State where because we are the smallest unit—I mean in population, because we are less than 1 million, nearly 8 lakh, though in area we are one-fourth of the whole of the Gujarat State—no body hears us. That is why a Development Board has been denied to us, in spite of our asking for it. We are denied even our Plan. Let me tell you that our First Plan was Rs. 3 crores. The Second Plan was Rs. 8 crores, given by the Central Government. When it came to the Third Plan, it became Rs. 4 crores. It was a district Plan. But all the Rs. 4 crores were spent only on establishment.

If we go through the development schemes, we find that gradually they have been reduced, in irrigation, in dams, in roads etc. I must say that thanks to Yahya Khan we got some roads because if Pakistan had not attacked us, we would not have got those roads. People in Delhi think of Kutch as the 'Rann of Kutch'. They do not know that Kutch is a beautiful area, a delta area. We have been having repeated famines and drought. This year, there were four continuous droughts.

Let me give you some figures which will show what is our contribution to the national wealth. In life insurance, since the last five years we are all India first in the matter of premium given by insured people. One organisation has been a *karn pati* since the last five years. What is our contribution in small savings?—We do not want this money, let me make this point. But we stood first in the whole of Gujarat. As regards fixed deposits, there is one village with only 5,000 population. It has stood all

India first in this regard. It has actually given Rs. 1 crore. As I told you, we do not want this money ourselves. We want only infra-structure. But whenever we ask for this, we are denied these things. It is not just for Kutch that I am speaking, because, if Kutch is developed, a part of India is developed, and India also develops in the process. We are people who have gone all over the world. We know what to do, when to do and how to do it.

We want only water and electricity. But both these things are denied to us. As was rightly said by Shri Chandrappan, the only solution is the Narbada project. There is no other alternative. If Narbada project does not come, you can write off that area. You can ask the people to vacate it and make it a ground for experimenting with nuclear bombs, instead of doing something else.

It is not only that. But there are potentialities also.

MR DEPUTY-SPEAKER: You have pleaded your case so well that I am sure it has melted the heart of the Deputy Minister.

DR. MAHIPATRAY MEHTA: One more point. I am talking about the surrounding States also, not only about my State, I mean the States of Rajasthan, Madhya Pradesh and Maharashtra. There is the question of afforestation. They required fuel in these western areas. This is the only part of Gujarat where lignite is found. If only cakes could be made out of it, it could be a good substitute for other fuel. So far as forest is concerned, it will be there if rains come regularly. People have no alternative but to cut down the trees. I am not talking just for the sake of Gujarat alone, I am talking for all the four States. There was a plan prepared by Government. They had also agreed that if bricks could be made from the lignite, they would be better

{Dr. Mahipatray Mehta}

than Neyvelli lignite. The Fuel Research Institute at Dhanbad has given a beautiful report. With this you can even start a thermal station there. I have been to Hungry and I have seen the advantage of location of bauxite and lignite at one place. Here is a place where you have bauxite and lignite. But there is apathy on both sides, on the part of the Gujarat Government and on the part of the Central Government. Nobody cares for this remote area and nobody wants to utilise its resources.

That is why through you I would request the Finance Minister to take care of these potentialities in the Plan outlay. I thank you for giving me this opportunity.

**SHRI K. MAYATHEVAR** (Dmdilgul): I convey my thanks to you for giving me this opportunity to participate in this discussion.

I support the Gujarat Budget. I welcome President's rule in Gujarat which had become inevitable and unavoidable to safeguard democracy in India and protect masses of Gujarat State.

The Government of India is requested to refresh its memory and remember that Gujarat is one of the drought-affected States. Therefore, although I come from Tamil Nadu and have pleaded for more grants for Tamil Nadu, I plead for much more for Gujarat.

14.00 hrs

Sometimes to argue for Gujarat State, they compared the grant given to Tamil Nadu by the Central Government. I want that more and more should be given to Gujarat since it is affected more by drought than even Tamil Nadu. So, I welcome and support the budget... (Interruptions)  
Good things should be supported and

bad things should be opposed. It is in the interest of 55 crores of people to implement the 20-point programme of the Prime Minister, not for the people of China or the United States or some other country. We support the national cause as Indians.

My suggestion to the Central Government is this. Why not the Central government, the ruling party, form mass committees, regional parties, political parties, mass parties, mass committees for the effective implementation of the 20 point programme in the neck and corner of every State. The State Government of Gujarat also should take steps to form mass committees for effective implementation. In Gujarat what are we doing? In Tamil Nadu we have formed district committees, taluk committees, village level committees and State level committees under the leadership of Anna DMK with the support of CPI and Congress. The same thing may be done here. Certain persons are confusing issues between Gujarat, Tamil Nadu and Kerala. The Government of Tamil Nadu was dismissed because of corruption, mismanagement and because of misappropriation of crores of rupees by the erstwhile Ministers of Tamil Nadu. That is not so in Gujarat; Gujarat was defeated by itself; it became a minority and so that party resigned. Certain antinational forces are saying that the Government of India is toppling opposition regimes in States. That is not the case. Within one or two hours we are going to pass a Bill extending the life of the Kerala Government. What does it mean? The Central Government is not against the opposition regimes. The Kerala Government is for the policy of implementation of certain principles. That is why we are extending its life. That is not done in Gujarat and Tamil Nadu.

**MR. DEPUTY-SPEAKER:** As far as the Gujarat budget is concerned, I think you have finished your speech?

**SHRI K. MAYATHEVAR:** I am told that groundnut and foodgrains are produced in Gujarat. The poor and marginal farmers are badly affected. They should examine the cost of inputs and production costs. I am not talking for the big landlords; I am talking of marginal farmers with one, two, or five or six acres for whom we must give guaranteed prices. The government must fix a proper price taking into account the production costs. I read in the newspapers that the Government is going to fix the price for wheat procurement. Why not do so for groundnut and foodgrains in Gujarat and also for paddy in Tamilnadu? Therefore, you must safeguard the interests of the farmers in Gujarat. They are the back-bone of the rural economy. You must support them.

There is one more point. There is no drinking water in Gujarat. I have seen in the documentary films in regard to water famine which were screened in Tamil Nadu. Even the cattle were not getting drinking water. More funds should be allocated for the provision of drinking water to the rural people. The welfare of the farmers is most important. With these words, I conclude my speech.

**THE DEPUTY MINISTER IN THE MINISTRY OF FINANCE (SHRI-MATI SUSHILA ROHATGI):** Mr. Deputy Speaker, Sir, I would like to thank each and every Hon'ble Member of this House for his useful participation in the discussion. By and large, the debate has been of a very high order, and not only have hon. Members given their unstinted support with the lonely exception of the CPI(M) Member, but also they have given a very patient hearing to the speeches. I think with the exception of the Congress (O) Member here, each and every Member gave instinted support. They threw up their very valuable suggestions which will be taken into consideration.

At the very outset, I do not know why the CPI(M) Member, who is

such a nice person otherwise, should always start with fears and doubts and suspicion. I think this is a very simple and innocuous budget. Therefore I would beg of him to see certain things not through the same repeated jaundiced view. (Interruptions).

**SHRI SOMNATH CHATTERJEE (Burdwan):** Can anybody give a rational explanation of the exercise of powers under Article 356 of the Constitution? Can you give it? Therefore, don't say that this is jaundiced view. You have utilised that Article of the Constitution for your party purposes. You admit that. You are a small wheel in the chain. (Interruptions).

**SHRIMATI SUSHILA ROHATGI:** I did not refer to you. I only referred to your senior colleague. Probably I have not used those words so far as your speech was concerned. (Interruptions). Now, I come to the budget. I will confine myself to the budget only. Sir, I would like to thank them all and I do, by and large, share the great concern which has been expressed by most of them. But there is one statement with which the initial speaker started and I think I would like to refer to that. It said that the budget is a child which has been carried away or snatched from the State Government by the Central Government. Sir, I do not think this has been carried away or snatched away. I would like to go to the extent of saying that because this child could not be nurtured in those conditions, that has been adopted for sometime by the Centre. They will see that this child is very well looked after in a healthy condition and would also see that it is restored to the lawful guardians. The other point which has been raised by some Members is about the outlay. I think they have been more or less from our Party sitting here and also the Opposition party. They have said that the outlay is not enough and it should be increased by and large. In fact, there

[Shrimati Sushila Rohatgi]

has been recently a letter also from the Governor to that effect. It is too early to act on that and therefore we will not now be able to give to it due consideration. But certainly I would like to tell the House that this matter would be brought before us in due course of time and consideration will be given to that. But it has been shown that there is an increase of 13 per cent on the current outlay. That also I would like to place on record. Now, Mr. Patel was sure of his happiness over the satisfactory budget because this budget was prepared by the Janata Morcha. Well, I think, it was prepared by the Janata Morcha in consultation with the Planning Commission and actually it is the Planning Commission which has finalised it, given top priority to all the matters which required priority and hence we find that it is the very same budget which has been finalised by the Planning Commission on the 9th January and presented to the State Assembly on the 13th February.

Therefore, how much credit one should take is entirely upto one's judgment. But about two-thirds of the outlay is for the implementation of the 20-point programme. Power and irrigation get top priority, with which I hope no one can quarrel.

Some basic problems were referred to by hon. members about food and distribution. We do agree that it is not only food production that matters but there should be a proper distribution machinery also. We think proper steps will be taken and the public distribution system will be streamlined to see that the people do not suffer.

Some hon. members raised doubts about the support price. The groundnut production during the current year is estimated at 18.60 lakh tonnes. With a view to providing price support, the Government has decided to purchase groundnut and has fixed a statutory price of Rs. 150 per quintal

of groundnut in shells. Government has decided to purchase wheat at a support price of Rs. 105 per quintal if the rate falls below that.

In almost all the basic and important items like land reforms, power, handloom, etc., the provision this year is higher than last year. The increase is marginal in some cases and more in other cases.

Every hon. member has mentioned about the Narmada project. Naturally it is a matter of vital concern, and speed is of the utmost importance. I do agree that as soon as the tribunal gives the judgment, no time should be lost in going ahead with it, because it is of great importance not only to Gujarat but to the country as a whole.

For tribal sub-plans, a total of Rs. 18 crores has been provided within the approved outlay. Along with the special Central assistance, the total comes to Rs. 18 crores. We do hope this will somewhat ameliorate the difficulties and meet the requirements of the tribal people.

Shortage of water supply has been mentioned by some hon. members. We find that priority has been given to the rural waters supply scheme. The target is to cover 2000 such villages during the fifth plan. Every endeavour will be made to see that before the end of the fifth plan every village of Gujarat is likely to have facilities for potable water in some form or the other.

The Government of Gujarat has decided to introduce the new pattern of education from June 1976. We shall see how far it is being implemented and what are the difficulties coming in the way, so that the new system can be successful.

Royalty on oil has been mentioned by a number of hon. members. The Ministry of Petroleum is already in touch with the Governments of Gujarat and Assam. This matter is under

consideration and we do hope that this will not take much time.

Mr. Jadeja spoke about the marine wealth. I think the concerned ministry will look into it from all aspects including the sales-tax and building up of the tourist industry in the fascinating islands.

Dr. Mehta made an appeal for greater outlay. We will see if that is possible. With these words, I thank the hon. members and I am sure they will give their unstinted support.

MR. DEPUTY-SPEAKER: Now, I will put the Demands to the vote of the House. The question is:

"That the respective sums not exceeding the amounts on Revenue Account and Capital Account shown in the third column of the Order Paper, be granted to the President out of the Consolidated Fund of Gujarat to defray the charges that will come in course of payment during the year ending the 31st day of March, 1977, in respect of the heads of demands entered in the second column thereof against:

Demands Nos. 2, 3, 5 to 12, 14 to 20, 22 to 31, 33 to 60, 62 to 69 and 71 to 77."

*The motion was adopted.*

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14.16 hrs.

**STATUTORY RESOLUTION RE: DIS-  
APPROVAL OF THE COMPTROL-  
LER AND AUDITOR-GENERAL'S  
(DUTIES, POWERS AND CONDI-  
TIONS OF SERVICE) AMEND-  
MENT ORDINANCE, 1976 AND  
COMPTROLLER AND AUDITOR-  
GENERAL'S (DUTIES, POWERS  
AND CONDITIONS OF SERVICE)  
AMENDMENT BILL—Contd.**

MR. DEPUTY-SPEAKER: Now, we shall take up the next item, Statutory Resolution of Shri Dinan Bhattacharya

seeking to disapprove the Comptroller and Auditor-General's (Duties, Powers and Conditions of Service) Amendment Ordinance, 1976 (Ordinance No. 1 of 1976), promulgated by the President on the 1st March, 1976, as also the Bill moved by Shrimati Sushila Rohatgi. Prof. Hiren Mukerjee will continue his speech. I would remind him that he has taken 23 minutes yesterday. He may kindly bear that in mind.

SHRI H. N. MUKERJEE (Calcutta—North-East): Mr. Deputy-Speaker, Sir, I am reminded that I have taken somewhat more time than usual but I plead with you that this is a subject which is almost unknown to the House and the whole matter has come up in a manner that some little relaxation in so far as time allotted is concerned, is, perhaps, called for. Besides, the time saved from other items may be given to this item.

MR. DEPUTY-SPEAKER: I am in the hands of the House.

SHRI H. N. MUKERJEE: Last night I objected to what I consider the bulldozing of a complicated measure through Parliament. I pointed out that very many complex questions are involved in this subject. I pointed out my feeling that the Financial Memorandum is not telling the whole story because it says that no expenditure is involved. I cannot just believe it, unless we are going into variations of the game of musical chairs, even that would mean some expenditure. From 1st April, thousands of Accountants would be moving from the Comptroller and Auditor General's control to the various Departments of Government. If it means nothing more than a redistribution of chairs in certain offices, it is an expensive variation of the parallel game, but I do not think it is there. On the contrary, I would like to know very specifically, how is it that Government avoids expenditure? Government strengthens both the sides and if the division is made, it is not

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an easy subject. This cannot be done by way of saying that it is a matter of arithmetical chair to be in Delhi or in Dibrugarh. So, I express my suspicion in regard to what I consider, a completely unfounded statement in the Financial Memorandum that no expenditure is involved. I may remind the House that this subject is hanging fire for many decades, before the time of Independence. And every time, the implementation has been found to be the most difficult problem to solve. In theory, this matter has been, from time to time, accepted. But the implementation has always been found to be so difficult and expensive that it was not considered worthwhile. Even before Independence, I find that as early as 1931, the then Auditor-General, a foreigner, Sir Ernest Baldwin had said this. I am quoting his words:

"On the basis of my experience, I can say confidently that the separation of audit and accounts in the United Provinces...."

The predecessor of the present day Uttar Pradesh, which was among the 9 provinces of those days, did have a separation between audit and accounts—

"has not left any clear mark of improvement or greater efficiency either as regards audit or as regards accounts and financial administration, in general."

He had said very clearly that

"it is of negligible value, disproportionate to the cost and complication and the machinery involved."

Now this was a view expressed by a foreigner in the old days. You can say: it is no good at all. But after independence, there was a natural predilection in favour of the separation of audit and accounts, because we thought audit can function more independently if it had nothing to do with government organisations at all; but it was

in a very different category. But in spite of this, the Public Accounts Committee accepted the idea in principle; but it discovered that there were difficulties which could not be wished away. And, therefore, the PAC, in its recommendation contained in the First Report 1951-52 had said that

"Steps should be taken to introduce the changes gradually but effectively"

and also that

"Considering the administrative and other difficulties, this reform will have to be phased over a period, in consultation with the States and the Comptroller and Auditor General."

This was as long ago as 1951-52. I remember that this matter of separation came up in the First Parliament; and the Finance Minister of those days, Mr. Deshmukh spoke in the House of the People, this very House, in April 1953, and he said:

"Government, for their part, are inclined to accept this in principle and are only deterred by the actual administrative and other difficulties of carrying out the somewhat gigantic task."

These are Mr. Deshmukh's words, "somewhat gigantic task." And, therefore, the difficulties deterred us from putting it in practice. We, as laymen, do not know what is what in regard to the technique of auditing and accounting; and this gigantic task is being steam-rollered through Parliament; and we are told to approve of something which would be implemented by these people from the 1st April; and that they cannot wait. I can understand people in government saying that they cannot wait, because they are too busy hataoing garibi; but I cannot understand this business; I just cannot understand and you cannot take the House for a ride. You cannot just say on behalf of the Government, "these are the things that you have to do; take it or leave it." Because they have a majority, they say

they can steam-roller everything. That is why I am asking for your indulgence, Sir, in giving us a little more time, for us to find out what is what about this particular business, I want to repeat it, because it is important. I am very sorry that the Finance Ministry cannot be represented by anybody else, other than the very charming Minister who is present here, because it is very difficult for us; not only we cannot launch our attack the way we wish to do. Besides, this House deserves a great deal more respect; and I do not know why even the leader of the government should not be here, because this is an operation which is terribly important and of a first-class significance in regard to the whole administration. And we hear stories about big bugs in the administration being so keen on it that they want it to get through at once. Parliament is being always disregarded in this fashion; and this is a sort of thing which we cannot countenance.

THE DEPUTY MINISTER IN THE MINISTRY OF FINANCE (SHRIMATI SUSHILA ROHATGI): The Finance Minister would be coming here. He is finishing his speech in the Rajya Sabha; and he would be coming here.

SHRI H. N. MUKERJEE: I am glad.

But, that apart, it is not merely relative to the Finance Minister; it is a matter relative to the higher echelons of the administration, to the highest representatives of the administration. And Parliament does deserve more respect than this sort of thing that we are accustomed to these days. We must be accustomed to that sort of thing, but some of us still continue to be very allergic to this kind of treatment of Parliament.

Yesterday also I tried to point out that successive Auditor-General of our country have expressed themselves in a particular fashion. Mr. Narhari Rao, the first C&AG after independence, preferred the British system, and very

rightly, for there are very good reasons for it. But the British system has certain overtones and undertones, which we are going to adapt to our conditions. We have to understand that Britain is a small country, not our kind of State with a federal structure which has to face all sorts of difficulties. So, if we have to adopt the British system, where the Auditor General is completely independent of Government which, even though theoretically he is, he cannot be, because he has to be under the thumb of the Finance Minister in certain respects, in certain parts of his work, I would prefer the complete independence of the C&AG, if that can be worked out properly. But let us know how exactly it is going to be worked. But that not being possible, Mr. Deshmukh had to put it in that sort of way. He was succeeded by, I think, Mr. A.K. Chanda, who has written a book, *Indian Administration* and, as elsewhere I said yesterday, he has given clear and cogent reasons why we should not have, in the conditions of our country at the present moment, the separation of audit and accounts. I cannot go deeper into that, because you would not give me time.

Then, Mr. Ranganathan, who followed, and who is a Member of the Rajya Sabha—I do not know, if he is available in the other House; I do not know if his health is all right these days—he can tell you his views, because he has told other commissions and committees and that sort of thing “no, it is not possible; it need not be done; theoretically it may be expounded but it need not be done.”

Then, we have the present Auditor-General. I do not know what his views are because, naturally, he does not vouchsafe to me what his views are, but I am told by the Minister ... (Interruptions) I do not know anything more, apart from the statement of the Finance Minister that he has been consulted. I would like to know what his views are in some detail, because these difficulties have been faced



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by his predecessors, I am not sure if he is really going to preside over the liquidation of the role of his office. If he is going to do so, let us have the advantage of his views in a better form than before.

I find also that the Administrative Reforms Commission which, after all, was given a job of some importance, went into this matter, and they had a task force, which was composed of people, highly efficient, and they recommended—"of course, we have to get a new orientation of audit; audit should not be looked upon, looked askance, by the Government departments as something of a nuisance; and between audit and accounts there should be a closer and more cordial relationship, and audit should be permitted to look beyond expenditure, to the wisdom, faithfulness and economy of expenditure." They have made certain other observations also, I have no time to refer to them in detail. On the basis of the findings of this Study Team, the Administrative Reforms Commission made a recommendation, and that is Recommendation No. 17, in so far as this particular subject of audit and accounts was concerned. Under the heading "Finance, Accounts and Audit" in Recommendation No. 17, it said:

"We recommend that, as a matter of general policy the responsibility for the compilation of Central accounts may continue to vest with the Auditor-General, except in the case of the departments for which separate accounts offices have already been established."

The ARC Report was in 1968. In so far as Defence and Railways are concerned, separate accounts sections have been established, I can tell you, and I am sure many Members would support me in that statement, that in so far as the accounting processes in the Defence and Railways Ministries are concerned, we have not found any improvement, and this is why I am

very doubtful about the plea now put forward that "on account of management criteria, it is necessary to separate audit from accounts". Before the ARC made this recommendation, they argued this point, and I would like your indulgence again for quoting from it. I am quoting:

"We generally agree with the analysis of the Study Team"

—which I could not quote in extenso—

"that the transfer of responsibility for the compilation of accounts from the Audit Department to the administrative Ministries and Departments is not feasible as a matter of general policy. We are in agreement with the Study Team on Accounts and Audit that there is no inherent conflict or disadvantage in the combination of the functions of compilation of accounts with that of audit."

Then, after a little while, they say:

"The present system is flexible enough to permit a variation where the advantages of a change can be demonstrated to outweigh the disadvantages of higher cost."

So, they are envisaging higher costs, but nothing of that evaluation has been made, and the financial memorandum is a fake, a complete fake, and I make the statement with absolute confidence. The ARC says that for the Departments of Supply, Food and Rehabilitation, the Lok Sabha and the Rajya Sabha, separate accounts offices have been established. To a certain extent, therefore, the experimentation is going on. Defence and Railways were separated a long time ago. Then in regard to these other departments, the division was made. Therefore, the attempt is made, but we have never been able to have an evaluation of the process.

You have presided over so many committees and you are the Deputy



Speaker of our House. You know very well that this is a matter in which the Public Accounts Committee is particularly interested, and the Public Accounts Committee, even though theoretically it had lent its support to the idea as long ago as 1951-52, has never been taken into confidence since that time. The Estimate Committee also supported the idea, but said that there were practical difficulties, that we should try to work them out, but Government never took any of these Parliamentary Committees into confidence, and Government today comes and says, "Go ahead with it, accept it, or reject it, I challenge you." What is all this?

This is a proposition which we cannot accept, and this is because, after all, the role of the Comptroller and Auditor-General is so important, which I need not dilate upon, but from a reading of some of the literature on the subject I can say that the Comptroller and Auditor-General's scrutiny has to be made from four different angles: audit from the point of view of accountability, audit from the point of view of classification, audit from the point of view of authority as to whether genuine authorisation for expenditure has been there, and audit from the point of view of propriety because the Comptroller and Auditor-General, being in the position that he is, can make some observations in regard to the propriety of the expenditure, apart from the legality of it or apart from any lacuna found by way of unauthorised expenditure.

This four-fold examination the Auditor-General now makes because he has his control all over, and the States are also within his ambit. We do not look into the reports of the Auditor-General in regard to the States, the State Assemblies do it. But here is a centralised authority, which, with all the expertise it has collected, does this job. Maybe this

job can be done better, I do not know, by separating audit from accounts, but how do we know that the result would be satisfactory when, on account of complications, this whole matter has been held up for so long? And therefore, I would say again with confidence that the criterion which they are trying to put up, that management will be better, is a very specious argument altogether. Can Government tell us that they are functioning in such a way that if there is complete ministerial control over the accounting process, they would derive from it accounting policy directives so that they can utilise its experience of accounting in order to formulate policy differently? Do they have the apparatus, have they got the expertise? How are they going to compartmentalise these things, if some people are to be put in accounts and some in audit?

The other Bill, which may not be discussed because nobody has any patience, refers to compartmentalisation, who will go where. Thousands of accounts and audit people are worried as to where they would go, where they would be placed, whether they would be fitted into it or not, they are worried about their prospects in regard to promotion and God knows what else concern the salaried people. But they are worried over this sort of thing. Have we got any blueprint about it. I say again that the financial memorandum is a fake, because this thing has to be worked out. And if we have no intention, if the Government has no intention of strengthening audit, then what business have they got to come before us? Audit has got to be strengthened. But we get no indication of it. But I repeat that if the Comptroller and Auditor-General has given his views, let them be known to Parliament; they need not be made public to all the world. But at least, let Parliament know it. That is why, since you are ringing the bell and I do not wish to disobey your direction, I had

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gone so far to try to get a late eleventh hour motion, amending motion, and by the generosity of the Chair, I got an amendment accepted and notified in relation to the next Bill, but they are inter-related, and I only wanted that this Select Committee could look into the matter for a fortnight at the outside and report back. I know that this is a follow-up action after an ordinance, and, therefore, Government is in some hurry. I cannot stop Government ordinance-hunting the way they are doing; but they are in a hurry. But I discovered that the ordinance was promulgated by the President on the first of March. Therefore, they had time till the first of September. I do not know, I do not invoke God, but God willing, Parliament might be meeting between now and September, and this ordinance can also be put onto the statute-book. If some delay takes place, would the heavens fall? If this matter goes to a Select Committee of this House to report in fifteen days' time, would the heavens fall? You cannot give more abrupt instructions than that.

THE MINISTER OF WORKS AND HOUSING AND PARLIAMENTARY AFFAIRS (SHRI K. RAGHU RAMAIAH): If you would allow me, may I clarify it? It has to be enacted by Parliament within six weeks of the date of the summoning of Parliament. That is my submission.

SHRI H. N. MUKERJEE: Six weeks? Not six months?

SHRI K. RAGHU RAMAIAH: After the ordinance has been promulgated.

SHRI H. N. MUKERJEE: An ordinance is valid for six months.

SHRI K. RAGHU RAMAIAH: The House has to approve it within six weeks.

SHRI H. N. MUKERJEE: After it is placed on the Table of the House?

AN HON. MEMBER: After the House has met.

SHRI G. VISWANATHAN (Wandiwash): That is the basic question.

SHRI H. N. MUKERJEE: Why is there this hurry? If they are in such a hurry, let them go ahead. I had said once before this House and I wish to repeat, that revolution is the only historical right that a people have got and revolution is the most important authoritarian thing in the world. I am ready to stomach any authoritarian activity if it is accompanied by genuinely revolutionary performance. What have they got to show for it? If they can show us something, I would have understood it. But why are they in such a hurry? Why should Parliament continue to be bypassed? Why do you have this side-show of a parliamentary apparatus, if you do not want to show it respect? If officialdom is to dominate and whisper things into the ears of Ministers in power and gets them through without reference to Parliament, why the devil don't you say that 'We are now following this policy' I do not understand it. I appeal to the good sense of the Congress members. This is a serious matter about which nobody knows anything, and they cannot take Parliament for granted. They cannot. I do not know much about it, I am ready to learn, I have tried to read up a few books. I mentioned one or two yesterday. I want to know, Parliament should like to know. Should they not? Or are we here only on sufferance merely to have the luxury of saying 'No' when they ask for something? I do not want it. I want the country to know it. Our policies are well-known to everybody in the country, the Government particularly. I want them to go ahead and that sort of thing, I wish them well. But what is all this? I do not understand. After all, there are some limits. If something goes against the grain, even human decency, let alone

political power, I do not understand. What is the reason for this particular hurry? I could understand if they are going to do something about land reforms, they are going to do something by the 30th of June. I do not mind my being put in tentacles in order that the 30th June target is reached, but I am not going to accept the argument that this kind of thing has to be rushed only in order to satisfy certain officials who seem to have the ear of authority with a big A, only because certain officials who are afraid of the investigation by the Auditor-General and also by the Public Accounts Committee, which reports to Parliament for whatever action might ensue, shake in their shoes, if certain things are divulged; they are trying to take shelter behind an arrangement where the CAG's power and his ambit would be restricted. I again repeat that if the CAG of his own volition has agreed to preside over the liquidation of his role in this connection, he is welcome. I am not going to condemn him off-hand, and I should not. I should know from Government what the facts are. Government should make some kind of a statement to satisfy Parliament and explain why this absolutely unconscionable speed is required for this particular footling little occasion.

SHRI O. V. ALAGESAN (Tirutani): Mr Deputy Speaker, Sir, the subject of the Bill before us certainly poses a dilemma. As the Minister of Parliamentary Affairs says, it is complicated not so much in its structure as in its concept. As Prof. Mukerjee was so eloquently pointing out, this subject has been before the public, before the Administration and before Parliament for a long number of years, dating back to the pre-British days, and it has agitated us several times. So, the concept itself is not new; it has been there. Even so, I have some sympathy with Prof. Mukerjee. When the matter is sought to be brought to fruition, there is a

certain feeling that it is being sought to be done urgently and it is being sought to be done without any cogitation.

I would like to say that this matter has had a chequered history; not so much in implementation as in the very concept of it. Some people accepted it and some people did not accept it. Some people accepted it but, on second thoughts, they did not accept it. For instance, the first two Comptroller and Auditor-Generals of India Shri Narahari Rao and later on Shri Chanda accepted this in principle but then, on second thoughts, they could not accept it—and I will not say they were less mature when they accepted it. Again, the Economy Committee accepted it in the year 1949. Then the PAC—over which my distinguished friend Shri Mukerjee now presides—has, as he himself admitted on the Floor of the House during his speech, accepted the principle. The Estimates Committee also accepted it in the year 1953-54. So, all these views, from one extreme to the other, were there and this is a matter in which a clear-cut decision has so far been rather difficult to take or impossible to take.

Again, when my friend quoted the Administrative Reforms Commission, he relevantly quoted its recommendation No 17. I too had the occasion to go through it. That recommendation does not stand by itself; it gets immediately qualified by the subsequent recommendation of the same ARC. The ARC was very solicitous that modern techniques of Management Accounting and Cost Accounting should be introduced in the functioning of Government Departments and that Internal Audit should be strengthened (that is the following recommendation) and that several other steps should be taken. The ARC had based its conclusions on the recommendation of the Study Team headed by Mr. Ratnam.

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Again, Sir, as Prof. Mukerjee has pointed out, this has not been a new thing even in the field of implementation. It is obtaining now in the Ministries of Railways and Defence. Again there are two opinions on this whether, because of this arrangement that the accounting part has been left to the Ministries of Railways and Defence, the audit side has been able to do full justice, whether they have been able to be effective. Why I am giving this background is because this is a very difficult matter to decide. With equal force, opinions can be expressed on both sides. When Prof. Mukerjee speaks, it is a flood of eloquence, and he submerges the whole House in his eloquence; he is so effective; I would not say that he is vituperative, but he is very eloquent.

This experiment was tried in U.P. way back in the year 1926 and certain results of the experiment have been noted down by one Mr Rama Iyer in his very authoritative book—when the system was combined, both audit and accounts, and when it was separated; when it was combined, the staff requirement was 553 and when it was separated, it rose to 749; that means, there was plus 196 persons; coming to the cost part of it, when it was combined, that is, audit and accounts, it was Rs. 9.60 lakhs—we are talking of the year 1926; had it been today we will be talking in terms of crores—and when it was separated, the cost rose to Rs. 12.76 lakhs; that means, there was a plus of Rs. 3.16 lakhs....

MR. DEPUTY-SPEAKER: You are supporting Prof. Mukerjee.

SHRI O. V. ALAGESAN: I started by saying that it is a very difficult matter; one has to go this way and that way.

MR. DEPUTY-SPEAKER: I think, his most grievous charge against the Government is that the Financial

Memorandum does not present the true picture.

SHRI O. V. ALAGESAN: I am coming to the point, Sir. This was the result of a very limited experiment carried out on a very small scale in one State. Even this disclosed this result. Though I will not call the Financial Memorandum a fake, I believe, it is not a very carefully-prepared statement.

He asks, why should this not be delayed a little. We passed an Act in 1971. What does that Act say? That Act actually authorises the President, in consultation with the Comptroller & Auditor General, to relieve him from the responsibility of compiling the accounts of any particular service or department of the Union or State as the case may be. In 1971 itself this House has authorised the President if he so desires, he can relieve the CAG of his responsibility of compiling the accounts of any particular service or department of any Ministry of the Union Government. Even so, what do we find? Nothing has been done. Except in the Defence Ministry and the Railway Ministry, this has not been sought to be experimented with in any other Ministry. What I feel is that if, after the passing of this Act in 1971—five years have passed now—the separation of accounts and audit had been introduced in at least one or two Ministries and in one or two States, then, by now, we would have had a case study about the cost and benefit of such a separation.

So, we do not have the benefit of an experiment even. It was an idea; it was accepted by Parliament but it was not put into effect. Barring the Railways and Defence Ministries, it was not put into effect. We are still in the dark, as to how it will work, whether it will work to the overall benefit of the administration, or it would work otherwise. We are at a disadvantage from the point of view

of the fact that though powers were taken by Government in the year 1971, they did not make this experiment in any of the Government Departments. It is now sought to be introduced in three Ministries on 1st April. As I said earlier, I may agree with this step which the Government wants to take. Now what I say is: let them introduce it in one, two or three Ministries, let them find out the results, how it works. After a thorough study of the results has been made and if it is found that it is to the benefit of more efficient administration, less leakage and more efficient use of the Government funds, certainly it can be extended, but now the decision seems to be that this will be introduced in three Ministries on 1st April, 1976 and the rest will follow on 1st October, 1976. The programme of Government seems to be that the entire union Government will be subject to this new scheme in one year. What I would beg of the hon. Minister is: let them introduce this in three Ministries. After all, it has been there in two Ministries, Defence and Railways. Prof Mukerjee was saying that Heavens would not fall if it is delayed. Heavens have not fallen with these Ministries. Similarly, by extending it to three other Ministries, no harm will be done; on the other hand, Government will have fresh opportunity to weigh the pros and cons of this scheme and instead of being in a hurry and introducing it in wholesale in all the Ministries, this may be done after a careful study of the pros and cons of the step has been made.

What is the basic objective of this Bill? The basic objective is the management accounting. That is, the Secretaries in the Department should know, how much has been spent on various programmes, schemes etc. and they should be fed with this information, there has to be a constant flow of information as to what funds have gone and what results have been

achieved, and whether they are commensurate. One cannot quarrel with the basic objective. This, in my view, is an indirect tribute to the private sector. That is exactly what has been happening in the private sector, the management accounting. The Managing Director gets a report, as to how money is spent and whether the results are commensurate with the spending that has taken place. A similar principle is sought to be introduced here. So, this is an indirect tribute to the practice of the private sector.

But again, I would like to utter a word of warning, the two are not so similar. For instance, we are concerned with the various social welfare activities. How the Education Ministry will be able to exactly relate the outgo of funds and results that have been achieved, and whether they are commensurate or otherwise. This may not stand on all fours with what is being done in the private sector.

I would like to know what are the various proposals for effecting this change. As was pointed out, thousands of people will leave C. & A. G and get transferred to various government offices, at least the offices of the three Ministries. Here, as to the cost aspect of it, I am told that the government has appointed four task forces and we would like to know what are their findings with reference to these three Ministries. It may be favourable or it may not be so favourable or it might have indicated the costs to which we are committing ourselves, whether it is going to be an increased cost or whether it is going to be more or less at the present level. The Finance Ministry should take the House into confidence and tell us with reference to the Ministries in which this new system is sought to be introduced, what these task forces have said, and what are their findings. In fairness, Parliament should be told about it so that we take a step with our eyes open that we are not just led in a dubious way but that when we are asked

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to put our seal on a particular thing, we do it with our eyes open.

Then there is an advisory committee that is going to be constituted. What will be its composition, who are the people that will sit on it, whether the C. & A. G. will have effective representation on that committee so that the C. & A. G. who has to take care of these people can see that during the course of transfer the people who are getting transferred do not get adversely affected. This committee which is proposed to be set up, we should know the nature of it, whether there will be effective representation for C. & A. G. so that he can protect the interests of the transferees.

I would like to help the Finance Minister in seeing that this Bill itself does not suffer from loopholes. In the amendment to Section 11 of the 1971 Act two provisos are added. One proviso is given in very thick type and that reads as follows:

"Provided that the President may, after consultation with the Comptroller and Auditor-General, by order, relieve him from the responsibility for the preparation and submission of the accounts relating to annual receipts and disbursements for the purpose of the Union or a Union Territory having a Legislative Assembly."

It is given in thick type. In this matter, here preparation and submission is mentioned but if you look at the section that is sought to be amended, there is compilation and annual submission of the accounts. When the C. & A. G. is relieved of these functions, there should not be a vacuum, there should not be any gap. Who is going to perform the functions of compilation? Has it been taken sufficient care of or is the government proposing to appoint officers who will compile accounts of various Ministries and give them in the form in which they are at present given? Now, the C. & A. G.

performs all those functions, the appropriation accounts and the finalised accounts of various Departments. All that he does. Now, when this change comes over, the proviso is silent on the question compilation.

15.00 hrs.

I would like to request the hon. Finance Minister to look into this particular proviso. If there is any lacuna, let him bring an amendment and fill the lacuna. These finance accounts will have to be placed before the Parliament. Now the C.A.G. is doing it. Are you now thinking of any different officer, Controller of Accounts, or somebody else? Somebody has to do this job.

I would like to submit finally that it is important that both the Accounts side and Audit side are healthy and strong. We are making separate arrangement for Accounting. That does not mean that Audit can be neglected. Audit has to be effective. If it is possible, it has to be more effective under the new arrangement than it is under the present arrangement. So, we have to see to it that the Audit part of it is not allowed to suffer.

Comptroller and Auditor General should not be turned into an anaemic personality who will not be able to do justice to his task or if at all he does anything, it may be too late and may not see the light of the day or come to the notice of Parliament. While effecting this Division between Audit and Accounts, we have to see that the Comptroller and Auditor General does not suffer in any manner.

There is some idea that judiciary is standing in the way of our socio-economic programme. There is a feeling when we take certain steps judiciary comes in the way. So, Parliament has come to feel that judiciary is a sort of road block. It is true that the C. &



A. G. and his officers are there by virtue of certain Articles in the Constitution as the judiciary is. But the two should not be equated. The Comptroller and Auditor General cannot be equated to the judiciary. Though it has not been said in so many words in the Constitution, the Comptroller and Auditor General is there to serve the Parliament. He may not be a servant but is a friend of the Parliament. So, the functions of the Comptroller and Auditor General do not put him by any stretch of imagination in any position which is contradictory to that of Parliament. He is there to serve us. He is there to serve the country. He does so through the President. So, there should not be any idea that Comptroller and Auditor General is an institution which will come at any time in the way of any progressive measures that this House can think of.

SHRI SOMNATH CHATTERJEE (Burdwan): Mr. Deputy Speaker, this is a measure which we think is being rushed through the House in an atmosphere shrouded in mystery because what is the real object of this legislation is very difficult to ascertain. Even an hon. member like Prof. H. N. Mukerjee who has been associated with the Public Accounts Committee for such a long time and who is now the Present Chairman of the PAC has put forward his views very eloquently to tell us how this is a matter of great complexity and is sought to be rushed through without proper details being made available to the members and Parliament. Why is this hush hush attitude being taken by the Government? Suddenly, after so many years, Government feels one night that they must have Audit separated from Accounts and promulgate an Ordinance. This legislation by ordinance has become almost the order of the day.

This discloses an attitude of taking the Parliament for granted in very vital matters. Of course, this is an important Bill which need not be

opposed from political point of view and it is an important piece of legislation but this is sought to be placed before the House as a matter of fait accompli. They think they can pass through any legislation they like so long as the present composition continues, and they need not take Parliament into confidence. This is our basic charge. We are being asked to give our imprimatur to a piece of legislation which requires very thorough study. The Minister may be happy with the bureaucratic advice he receives. They do not realise what its full implications are. They are quite satisfied with the bureaucratic advice they get. We want to know the real basis which prompted this Government to suddenly think of separating audit from accounts or accounts from audit and come out with an ordinance and come up to the House with something which has been accomplished as it were and then say, you please give your formal assent to it, and so on. Sir, we object to it on principle. Rushing through measures such as these is not a correct thing to do. There have been sustained attempts going on to bring down all edifices in the national life of our country, even in the Governmental functioning of the country and Prof. Hiren Mukerjee said that it is an attempt at bulldozing. We are objecting to this on principle. This is a matter which should have been conceived on proper, mature, considerations. Parliament should have been taken into confidence in much greater detail about its full implications. Of course, this is a technical matter and I do not feel much competent to speak on the implications of it or how it will ultimately affect us, because what we find is, even much more competent people of the category of C & A G etc. have not been able to be unanimous on this point. There have been so many views offered. There was reference made to the recommendations of the P.A.C. So many riders were there. The Estimates Committee had given certain recommendations. There are the recommendations of the A.R.C. The recommendations are subject to so

[*Shri Somnath Chatterjee*]

many riders, so many conditions. All these things should have gone into in depth and if they had not made up their minds so far, what suddenly happened just now? Why should they pass an ordinance on the 29th of February? Why cannot they wait for 7 days for the House to re-assemble. They just come to this House with the attitude, you must take it.

In the Statement of Objects and Reasons they have stated the circumstances necessitating legislation by ordinance. It appears that they have made up their mind to do it with effect from 1st April in the Ministries of Communications, Tourism and Civil Aviation, Ministries of Industrial Development and Supplies. They want to complete the exercise before that date. Without taking the view of the legislature, the executive has come to a decision and they have started, as it were, implementing the decision. To start with they want to do it in connection with three Ministries.

Sir, the Statement of Objects and Reasons says that:

"The present accounting system applicable to most Ministries and Departments is essentially external to financial management functions in that payments are made by the treasuries and accounts are compiled by the Audit and Accounts Offices under the control of the Comptroller and Auditor-General on the basis of initial and subsidiary accounts received by them from the treasuries. This system worked fairly well when Governmental business was limited. With the increase in the volume and variety of Governmental outlays, the system has proved inadequate to the administration's tasks and separation of accounts from audit had to be thought of."

I would like to know when was this first thought of? Is the thinking going on from the dawn of independence?

Then, suddenly what happened on the 1st of March? Or the thinking started after the new emergency. When did the thinking start? Or when did the thinking process come to an end? They suddenly saw the light and they must have it by an ordinance. Not at all. These are doubts in our minds which have been very ably, if I may say so, expressed by Prof. Mukerjee who has studied the matter in greater details. Therefore, we submit that this is not a matter which should be hurried through. As the hon. speaker on the other side, Shri Alagesan, said just now, we are still in the dark and we are trying to make a study of the matter. He says, may be, the management control will be good. But, we must know about the Task Forces who were appointed and whose reports are not available to us. I think that their reports don't strengthen any such view which the Government has taken now or do not establish such a view. Then how did the government suddenly find out? Is it merely because the objective is of course somehow to take this away, from the control of the C & A. G. who is a constitutional authority in this country? He will of course, be answerable to Parliament. His security of tenure is assured under the Constitution unless the intention is to make it difficult—his accounting control of the C. & A. C. If that is the only object, I submit, then the object cannot be such which this House should approve of. Unless the Government shows and establishes by facts and figures, by the result that has been achieved in relation to the ministries where this has been done in the past and unless it shows that this will enure to the benefit of either the management control or the auditing control or whatever it is called, the Bill will lose its credibility. The whole object loses its credibility. That is why I say that the whole thing seems to be mysterious. Everybody is complaining of lack of knowledge, lack of data, lack of materials—not only on this side but also on the other side of the House. You will kindly scan through the statement of Objects and



Reasons or the other statement or the Finance Minister's speech which he made yesterday while moving this Bill. We do not get the real reason. Therefore, it depends on a mere *ipsi dixit* of some high officer at some place. Or does it depend on the reasons which must be backed up by wellthought out or wellconsidered materials in depth? If so, they should be placed before us. Sir, I request the hon. Minister to please take the House into confidence and tell us what has been the net gain or solid gain which they have supposedly achieved, while this has been in force in some of the ministries or departments, what is standing in the way of the C. & A. G's doing the function which he has been doing so long? How do you think that if it is done by 1st of April, it will be done by three ministries and by October by other ministries, you will achieve some miracle? So, that is our suspicion. That is not removed. There must be something else.

I do not wish to take the time of the House. But I would request him to kindly consider whether this is not a measure which should be considered in depth as Prof. Mukerjee suggested. Yes, You can fix a very short time-limit. It is not that we want for the sake of Opposition that the Ordinance should lapse. If some better results can be achieved by a Select Committee going through it for a short time then why should the Government stand in the way. They have time of six weeks more. Then why are they rushing through. This is not something which should be passed with a spirit of bulldozer. I would like to request the Minister that after having done one wrong thing by passing on Ordinance let him not perpetuate the same by rushing through with a measure like this.

SHRI S. R. DAMANI (Sholapur): Mr. Deputy Speaker, Sir, I have very attentively listened to the views expressed by Prof. Mukherjee and Mr. Chatterjee. They have charged that the Government is rushing through with this

Bill. I do not agree with them. If they had only taken a little more trouble and gone through the Bill and examined its aims and objects they would have found that Government is not rushing through with this measure. A similar Bill was introduced in 1971 and it had gone through the Joint Select Committee also.

MR. DEPUTY SPEAKER: Is there any reference about it in the statement of objects and reasons?

SHRI S. R. DAMANI: There is no reference.

MR. DEPUTY SPEAKER: Why should they omit such a material factor?

SHRI S. R. DAMANI: Sir, I am coming to it.

SHRI SOMNATH CHATTERJEE: If it is already in the Act then why this amendment? Probably, Sir, Mr. Damani is speaking on the second Bill.

MR. DEPUTY-SPEAKER: You kindly go through the papers more carefully.

SHRI S. R. DAMANI: I have gone through the papers carefully. Only after that, I express my views. You know my nature. I speak only on matters which I have studied carefully. I am coming to my point. If you will give me a little time I will make my point.

MR. DEPUTY-SPEAKER. I will allow you time.

SHRI S. R. DAMANI: I feel Government is not rushing through the Bill. But Government will have to act according to the times and circumstances. Professor Mukherjee quoted what a British officer had said in 1931. Then he mentioned about the views of an ex-Finance Minister, Shri C. D. Deshmukh, in 1951. May I ask what were the conditions in 1931 and what are

[Shri S. R. Damani]

they today? Are they the same today? Is there no change in the conditions which were prevailing 45 years ago and now? At that time, there were just 500 people working. How much has that staff expanded?

MR. DEPUTY-SPEAKER: Mr. Mukherjee's main point was that at that time when this was being experimented with in UK, there was a big increase in the number of staff and there was a big increase in expenditure. He says that the Financial Memorandum to this Bill does not give a true picture. Incidentally, it has also been supported by Shri Alagesan.

SHRI S. R. DAMANI: I am saying that a quotation of 45 years ago cannot be applicable to conditions at present. Conditions today are quite different from what they were 45 years ago, or even 25 years ago.

The fear of Shri Somnath Chatterjee and Prof. Mukherjee is that the powers of the Auditor General will be taken away. I do not think it can by any stretch of imagination be thought that the powers of the Auditor General will be taken away. The simple thing is that accounts are being separated from the Auditor General who was compiling the accounts before. Under the new system, there will be separation of accounts. But the accounts will be audited with full authority and there will be no relaxation in that.

Therefore, the intention of the Bill is to bring about more efficiency, improved efficiency. Our friends are always complaining that people are not getting their pension even a long time after retirement and sometimes some of them get it when they are no more in the world.

SHRI S. M. BANERJEE (Kanpur): We are not getting any pension.

SHRI S. R. DAMANI: You are complaining about it. In order to avoid

that, in order to improve efficiency in every Ministry, this Bill has been introduced and this action has been taken. If they would try to understand it in this way, they would see that it would be very easy and convenient for the public and the country, because it will bring more efficiency and there will be speedier implementation of projects. They have not seen the Bill in this light. They have only seen how it is going to affect the powers of the Auditor General. I want to know in what way the powers of the Auditor General are going to be affected, where his powers have been taken away. Only the compilation of accounts had been separated; that is the only difference that is there. It is done after taking full care. The intention is to bring efficiency in the working of the ministries. This is not a new thing. What is happening in the public sector? Is the Auditor-General doing that? The accounts of the public sector undertakings are maintained. But they are audited by the Auditor-General and then brought before Parliament. Certainly if there are irregularities, the Auditor-General makes his remarks that these are anomalies which have taken place. It is not therefore a new thing that is being done, it is the old practice. We must adapt ourselves to the needs of time; we should not stick to practices which were there 25 years ago or 45 years ago, the times were quite different; we have to go with the time. I support the Bill, this is a desirable and necessary Bill and it will remove the anomalies. The government employees will benefit by efficient working. At present all the TA, DA bills and other bills are held up for years and years. I can give you an instance. In 1974 I came to attend a meeting of some committee. My bill was moving from one place to another and in 1976 it was finally approved, after two years. You can imagine the condition, if you continue to leave accounts and completion of the accounts and the auditing with the CAG, what will happen. We are spending Rs. 10,000 crores every year.

If the accounts are not properly maintained and efficiently handled, how could things improve. So, it is not correct to say that the Bill is going to affect us adversely. I think it will bring in efficiency and improvement; this is a right measure at the right time and so I support it.

**SHRI G. VISWANATHAN** (Wandi-wash): I am very much pained to see the way in which this important measure is being hustled through, rather in indecent haste. I wonder what was the need for the Ordinance to be issued on this subject. The statement of objects and reasons attached to the Bill says that the present system has proved to be inadequate. I want the Government to convince the House how the present system is bad and inadequate, how the Bill is going to improve the system and make it more efficient, after the separation of accounts and audit.

15.29 hrs.

[**SHRI C. M. STEPHEN** in the Chair]

It has already been pointed out that this matter has been pending for decades in our country and so many eminent persons have expressed views for and against separation of audit from accounts. I want to quote only one para from what Mr. S. Ranganathan, the previous CAG said, giving evidence before the Joint Committee on CAG (powers and conditions of service) Bill, 1971:

"On merits my view is that there is no virtue in separation. The popular impression is that the combination of accounting and audit function somehow impairs the independence of audit and therefore detracts from its value. I think this is a misconception, because what the Accountants General do is only final compilation and they are not maintaining the initial accounts... My experience here confirms my previous view that if you do this compilation of accounts, you are in a

better position to know the area in mistakes are likely to occur and it and it acts as an aid to audit rather than otherwise."

Sir, he says that under this system they are not in a position to point out the mistakes committed by the Executive bureaucracy. I would like to know from the Government how this system is going to be improved by taking away the power of the Auditor General and by watering down the authority of the Comptroller and Auditor General. How are you going to improve the system of auditing? What will happen now? The entire staff, almost 80 per cent of the staff, of the Comptroller and Auditor General's Office will be transferred to various Ministries of the Central Government. Then what will happen in the States? The entire A.G.'s office will be empty. The A.G. will be left with a skeleton staff. The staff will be transferred to various departments. Sir, our Finance Minister has a vast knowledge on this subject. Unfortunately we have a bitter experience at least in one of the States in India where funds were totally misused. It was pointed out on more than one occasion that the amounts allotted by the Centre to the States for drought relief was totally misused. Under a system where the accounting as well as audit is under one authority rather than a federal authority, this mistake could be checked. What will happen if the States are entrusted with the accounts? How can a goat look after a garden? I do not know how the Finance Minister is a party to this measure. I do not know why this Government wants to hustle this measure and pass this bill in one or two days even suspending the rules of Lok Sabha. What does this Bill say in the Financial Memorandum? I will read out the relevant portion:

"When orders are issued relieving the Comptroller and Auditor-General of the said responsibilities additional posts will be required in the various Ministries, Departments, etc. of the Government for assuming the said

[Shri G. Viswanathan]

responsibilities. These additional posts are proposed to be filled up only by persons transferred from the Indian Audit and Accounts Department. Accordingly, no additional expenditure from the Consolidated Fund of India will be involved on this account merely as a result of the transfer of the accounting functions from the Comptroller and Auditor-General to the Ministries, Departments, etc.

Mostly, the existing office accommodation including furniture will be utilised for the persons so transferred. However, it may be necessary to provide some additional accommodation in some places as a result of departmentalisation of accounts. For this purpose, it is estimated that an expenditure of not more than Rs. 15.0 lakhs per annum is likely to be incurred. To meet some urgent requirements of additional furniture, typewriters and other office equipment, a non-recurring expenditure of Rs. 5 lakhs is anticipated."

So, they anticipate only Rs. 20.0 lakhs (Rs. 15.0 lakhs plus Rs. 5.0 lakhs). What has been our experience so far? It will be interesting to note that on the point of costing also Mr. Rangana-  
than has gone on record. It says like this:

"The cost factor is there, and it is bound to be more expensive. Whether it is three or four times, one cannot say, but there is bound to be considerably more expenditure if you separate the accounts from audit."

But what is our practical knowledge? Here I would like to point out an instance. P. and T. Board have appointed a Working Group to go into the expenditure aspect of this scheme and they have submitted a report. I want the Minister to place that on the Table of the House for the consideration of the Members. Sir, I understand that according to the Working Group, the

cost for one year (1972-73) on account of separation of accounts nearly worked out to Rs. 99.0 lakhs. I would say that this expenditure is certainly an additional expenditure on the staff. These additional posts need not have been created. What was our experience in the P & T? Where there was only one Deputy Director before, additional posts of Deputy Directors-General and Chief Accountant were created. A number of lower posts were also created. In place of one senior accountant, 5 posts were created along with a number of lower posts. So, expenditure is going to increase by 200 or 300 or even 400 per cent. It is for the minister to convince us how efficiency is going to increase. On all counts we are losing. On the count of efficiency, we will lose. On the count of federal authority, we will lose. It will water down the powers of the C.&A.G. It is a very sorry state of affairs that is prevailing in P&T and the railways. We know that the audit of the accounts in railways and defence is meagre and insufficient. Are we going to allow the same thing to happen in other departments just to help some of the top brasses in the secretariat?

I want that the House should go into this Bill in a detailed manner so that we can give our considered opinions. That is why along with Prof. Hiren Mukherjee I have also asked that this Bill should be referred to a select committee. If it is not passed within six weeks, heavens are not going to fall. This is not such an urgent measure. Even if there is some delay in passing it, sufficient safeguards should be provided. The opinions of other luminaries in this field should be sought. If the present C.&A.G. is convinced, he should come and tell this House or the select committee that he is convinced that the government should take over the accounts portion of his responsibilities. Therefore, I plead with the minister that this Bill should not be rushed through and it should be referred to a select committee. Only after that, it should be placed before this House.

SHRI B. V. NAIK (Kanara): Sir, with due deference to the very senior member Prof. Mukherjee, I submit that this Bill has got to be viewed in its proper perspective. I will come to a conclusion at the end of it. Yesterday I had to interrupt Mr. Dinen Bhattacharyya that it was opposition for opposition's sake. Though I might have some counter-thoughts now, the basic question remains the same. Though I have known a bit of audit, the entire gamut of the working of the Presidential Officer—the C.&A.G.—is so complicated that it will take a life time of discipline and order to understand its intricacies. We have no pretensions that we know everything about it nor can we be expected to know everything. Hon. members of the opposition often clamour for a change in substance and content in the style and functioning of the bureaucracy. In spite of being the Auditor General, the C.&A.G. is one of the top bureaucrats of this country. He is a Presidential Officer and according to the Constitution, he can be removed only through the same process applicable to the removal of a Supreme Court Judge. And beyond this big umbrella is the entire service of the Indian Audit and Accounts Department. They get protection because this official, the Comptroller and Auditor General, is completely protected under the Constitution like many other protected posts. In these circumstances, at one stage to say that we should get out of the civil service rut and at the other stage to say that whenever a measure is brought forward, we should not accept it, is not understandable. I completely agree with Prof. Mukherjee that we should be able to debate it, if necessary, within the time available—six weeks time—in a select committee. But one humble point I would like to ask from the learned Member, as he himself quoted and we were not aware of that—a matter which has been engaging the attention of the politicians, experts, accountants and civil servants over a period of approximately 45 years from 1931, pre-Independence era—does Prof. Mukher-

jee feel that we will be able to, as laymen in the field, within a period of two or three weeks, come to a most, correct, precise and exact conclusion? Because of my limited experience, here I would submit in all humility that it would be erring on too optimistic a side. By suspending certain rules or issuing one more Ordinance or bringing in a legislation, if time limit for consideration can be conceded to be at least three months, then I think the point of Prof. Mukherjee is very well made. I will not labour on that point further.

Audit is a part of our style of working. Now all changes budget resistance. I think, Prof. Mukherjee as well as our other friends like Mr. Chatterjee, Mr. Bhattacharya and so also Mr. Alagesan who was for a pragmatic approach, were saying that that was a sort of a tribute that the State or the Government was paying to the private sector. With due apology, I would say that the ultimate motto of the private sector is to get profit. As long as private sector is in their hands, banks are in their hands and commerce is in their hands, making of profit is not going to be a difficult thing. But the principal objective of any Government, more so of a Government of this country and of the States is to implement the Directive Principles of State Policy. That is the main mission of this House of this Government and everybody in this country. That is the responsibility that is cast on you. In this context, I would like to read a very important recommendation made by our senior colleague, Shri Hanumanthaiya who was the Chairman. In his report which he has submitted on 31st January, he says in a forwarding note to the Prime Minister:

"The present budgetary system serves well the twin purposes of parliamentary accountability and control of expenditure. But it is deficient as an instrument of man-

{Shri B. V. Naik}

agement and evaluation of performance."

For example, I am going through this Budget at a glance. The Hon. Finance Minister with all his wisdom, has provided for capital disbursement a sum of Rs. 12,970 crores. There are certain limitations of human imagination. I cannot understand in terms of million light years.

I just cannot conceptualize Rs. 12,970 crores i.e., as to how much and what it means. I can understand Rs. 500 or Rs. 1,000; and all the election expenses I can understand. But what does this mean? If I am told in terms of a hundred miles of asphalted road, I can still conceptualize it. We are hearing frequently about these 'light years' which we don't understand. Under the circumstances, I have to say this with due deference, and giving my respects to our senior Member, Shri Hanumanthaiya who has brought out a wonderful document on the subject of finance and accounts—There are other more valuable attempts; but since there is a shortage of time, I will not quote them—His principal theme, though he has not touched on this vexed question of separation of audit from accounts, his principal theme and the theme-song of his whole report is: "You make the entire system of audit and accounting in such a way as to show to the people, to show to the Parliament and to show to the country that you have spent an 'X' amount of money; and that you have built so many roads, taught so many children and provided so much of medical relief etc." In this way, what would be the essence, leaving aside the operational details of it? Instead of an officer of the AG's sitting in the cloistered precincts of the office of the CAG, or of the Auditor-General, far away from the administrative offices, he would now be sitting, let us say, next to an executive engineer. The executive engineer

gives a cheque for the construction of ten miles of road. At the time of his presenting the accounts to the AG, the latter would still have the paramount control of audit i.e., to see whether the former has paid more or has paid less; whether there is something which is not desirable in the transaction; whether the quotations were called for properly or not, etc. When the accounts are submitted, he will see that Rs. 10 lakhs have been spent and that ten miles of road have been built. Under the circumstances, he will be having a closer touch, a closer watch in order to evaluate what has been done. The only thing, i.e., protection of the umbrella under the Presidential officer, will be missing. He will be administratively accountable to his new bosses, in whichever Ministry he may be. We have, in this country, accepted the principle of dissecting the magistracy from the district administration. Formerly, there was a lot of hue-and-cry that unless the district magistrate and the district collector were the same, they would not be able to function. We have now done it. There is a division of treasuries. We hope we have got to understand the historical forces which have been in operation. Regarding our friend Mr Viswanathan's fear that there will be a repetition of the history of Tamil Nadu and that there will be a repetition of the history of the President's rule, we can take care of them under the Constitution. We are not worried. But in course of time, becoming wiser and sadder, I think that more responsible representatives will come to the helm of affairs. We want a change. There is no doubt about it. It is a tie and a choice between improvisation and modernization. It is possible that the existing system can be improvised, in the present set-up. It would improvise a better AG, a better staff and a better recruitment; but it would not modernize. We want modernization. Definitely, as yet, our preparations are not equal to meet a revolution.

Under these circumstances, we have got to understand the forces at work in the second quarter of a century after independence, and that is why we want a change. For the first time, the politician administrator in this country would naturally like to grab the power structure and be an effective Minister, or whatever it is, and he is trying to assert, because the people are putting pressures on the Finance Ministry and other administrative Ministries in this country. Under these circumstances, with due regard to the very very strong points and strong arguments advanced against this Bill, I support it.

श्री मूल चन्दा डागा (पाली) : सभापति जी, साधारण जनता का काम चार जगह पड़ता है एक तो पुलिस डिपार्टमेंट से, एक मेडिकल से, हेल्थ सर्विसिज से और एक ट्रेजरी से। मैं आज भी देखता हूँ कि कई लोग जो ट्रेजरी पर जाते हैं अपने बिल को लेने के लिए, उन्हें कितनी दिक्कतों का सामना करना पड़ता है। यह एक बहुत छोटा सा मवाल है, लेखा परीक्षा को अकाउंट से अलग करने का, पृथक् करने का। यह कोई नई चीज नहीं है। यह पहले भी एक्ट में था।

"Provided that the President in respect of the accounts of the Union and the Governor of a State in respect of the accounts of that State, may, after consultation with the Auditor-General, by order relieve . . ."

यह कोई नई चीज नहीं है जो हम करने जा रहे हैं। इट इज गारंटेड इन दि एक्ट इट इज इन 1971 एक्ट। यह जो एक्ट है, यह उसमें प्रोविजो था अब उन्होंने इसको बिल्कुल अलग कर दिया है, सेप्रेट कर दिया है। इसको करने का एक बहुत अच्छा उद्देश्य यह है कि

डिपार्टमेंट के पास फाइनेंसियल आडोबोनी हो जावे। एक डिपार्टमेंट है पी० डब्ल्यू० डी०। वह अपना काम करता है। उसके पास अकाउंट रखने का अधिकार है। यह जो दूसरी शक्ति आडिट करने की है वह उसको अलग दे दी गई है। यह दो चीजें अलग अलग डिपार्टमेंट को दे दी गई हैं।

अब सवाल यह पैदा होता है कि क्या हर डिपार्टमेंट के पास ऐसे एक्सपर्ट्स हैं या नहीं। इस बारे में उन्होंने कहा है कि हम ए० जी० के डिपार्टमेंट से, कंट्रोलर एण्ड आडिटर जनरल के डिपार्टमेंट से लोगों को लाएंगे तथा हर एक डिपार्टमेंट में उन आदमियों को देगे।

अब एक सवाल यह पैदा होता है कि स्टेट में यह खर्चा कौन बर्दाशत करेगा? इससे स्टेट में खर्चा बढ़ जाएगा। यह सवाल भी विचारने वाला है।

हमारे मुखर्जी साहब ने यह सवाल रखा कि अगर हम इस पर सेलेक्ट कमेटी में विचार कर लेते तो अच्छा होता जब हम एक प्रणाली को अलग करने जा रहे हैं और प्रिंसिपल में हम इसको मान चुके हैं तो हमें क्या दिक्कत आएगी अगर हम इस पर डिटेल्ड में कमेटी में बैठ कर विचार कर ले। इससे इम्प्लीमेंटेशन में आने वाली बचन सी दिक्कतों का निराकरण हो जाएगा। कमेटी में इस पर विचार हो सकेगा कि इसका इम्प्लीमेंटेशन कैसे किया जाएगा, स्टेट लेवल पर इसका इम्प्लीमेंटेशन कैसे होगा। क्या स्टेट्स इस खर्च को बर्दाशत कर सकेंगी। मेरा निवेदन है कि चाहे थोड़े दिनों के लिए सही, इसको एक दफा कमेटी में भेजना चाहिए।



**THE MINISTER OF FINANCE (SHRI C. SUBRAMANIAM):** I am sorry I was not here when Mr. Hiren Mukerjee spoke. I am sure he would have done justice to his point of view by his usual eloquence.

I am glad to find that Members have taken a good deal of interest in this Bill. Particularly I was gratified to find Mr. Alagesan coming out of his shell and very actively participating. Now almost every day he has been participating in the proceedings of this House. It is a very welcome sign. I hope he would maintain it.

All the opposition to this Bill arises out of a suspicion that there is something behind this which they are not able to find out and therefore they want some time so that they might find out what the ghost is, when the ghost does not exist at all.

What are we doing? As a matter of fact, I am glad that the hon. Member who spoke last pointed out the position in the 1971 Act itself. Before that, I would like to take hon. Members to the constitutional provision. Article 149 lays down the duties and powers of the Comptroller and Auditor-General. It says:

"The Comptroller and Auditor-General shall perform such duties and exercise such powers in relation to the accounts of the Union and of the States and of any other authority or body as may be prescribed by or under any law made by Parliament and, until provision in that behalf is so made, shall perform such duties and exercise such powers in relation to the accounts of the Union and of the States as were conferred on or exercisable by the Auditor-General of India immediately before the Commencement of this Constitution in relation to the accounts of the Dominion of India and of the Provinces respectively."

Therefore, we would continue the old practice of the British regime and gave all the powers to the Auditor-General of India. It is only in 1971 that we passed the Comptroller and Auditor-General (Duties, Powers and Conditions of service) Act, wherein we have laid down in section 10(1):

"The Comptroller and Auditor-General shall be responsible—

(a) for compiling the accounts of the Union and of each State from the initial and subsidiary accounts rendered to the audit and accounts offices under his control by treasuries, offices or departments responsible for the keeping of such accounts; and

(b) for keeping such accounts in relation to any of the matters specified in clause (a) as may be necessary;

"Provided that the President as respects the accounts of the Union, and the Governor of a State as respects the accounts of that State, may, after consultation with the Comptroller and Auditor-General, by order, relieve him from the responsibility for compiling the accounts of any particular service or department of the Union or of a State, as the case may be."

As a matter of fact, for making this change which is only in two or three departments, we need not have come before Parliament at all. We could have done it by an order, but since we are making a departure in principle, we thought it was better to bring it to the notice of Parliament. Not that this provision was not already there. It has been discussed and provided that the President could by an order separate the accounts. So far as the principle is concerned, apart from what the Administrative Reforms Commission or the Public Accounts Committee or the Estimates



Committee has said, Parliament itself has considered this aspect and provided that whenever it is considered necessary, accounting can be separated.

16.00 hrs.

This aspect will have to be kept in view. Therefore, we are not asking for some power which the Parliament denied earlier and they were not prepared to give; we are not asking for something new. Therefore, when we are taking a decision on principle to separate it entirely not in a few things, I thought and we thought that we should bring it to the notice of Parliament. It is only in that respect that it comes before Parliament. Otherwise, in the case of three Ministries and Departments, I could have just done by passing an order under the proviso here.

What would happen to the account? Hon. Members want to know whether the Auditor General will have no say with regard to the account. There is another article 150. The accounts of the Union and the State shall be kept in such form as the Auditor General of India may, with the approval of the President, prescribe. Therefore, in what form the account should be compiled and how it should be kept is not just left to the will and the pleasure of the Ministry concerned. On the other hand, the Auditor General has got authority to prescribe the form in which it will have to be kept. Therefore it is not in a vacuum that we are going to function in as far as the justification for the separation of account and audit is concerned. Why are we in a hurry? In article 149, we said that what was prevailing before the grant of Independence would continue. In the past, what was the function of the Government? It was mainly a law and order function. But, during the course of the year, all the economic activities of the Government had considerably increased. As a matter of fact, today the economic activities dominate over the merely law and order function and we

take the responsibility for the purpose of Government functioning for economic development also to bringing about various improvements and changes in the economic field. And therefore, when we function as an economic development unit, we should also use all the methods of modern management system, management accounting system and management audit system so that this function can be discharged effectively and efficiently.

I have functioned for ten years as Finance Minister in a State and now I have submitted the second Budget for the consideration of the august House. But what has happened with regard to the compilation of account and how far the Ministry of Finance or the Finance Minister is fed with the information for the purpose of formulation of the Budget? I am not letting out any secret. I have to formulate the Budget by December and January. That means I start the process from October and November and by that time what is available to me is the information which is six months old, that is, perhaps at the best of May-June. On that basis, I should be a super-human-being to have a rational method of formulating the Budget. That is what we have been doing almost instinctively, all right, which is likely to be the figure? Today, what we are giving even in the revised estimate as deficit does not ultimately co-incide with the actual. It is mainly because the information is quite out of date. Therefore, if you want any meaningful budget formulation, taking into account what is happening during the current year, what has been the trend of expenditure in regard to various things, then we have to do it this way. Therefore, on the basis of the trend how much more money we should provide in the coming year, we are all going on merely on an estimated basis and that is why we find in some cases that we have to come with supplementary demand for grants to a large extent; in some cases, there are surrenders. These sorts of thing comes about because our information system is not

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adequate to feed the Budget-making Ministry adequately with upto-date information. And as long as the present system continues, this will be the state of affairs. Therefore, this is one aspect.

The second aspect is not merely keeping of the amount which is important, merely information alone is not important; today, the management accounting is a tool in our hands particularly in matters of economic development, and if this financial management has to be effectively done, certainly it cannot be done on the basis of out-of-date figures and accounts being made available.

Therefore, this month's expenditure should be available at least within the next month—in fifteen days or at least in three weeks. It is quite possible and it has been demonstrated that it is possible. It is possible to keep a check on the absorption of monies granted by this House. Otherwise, they grant the monies, and whether it is being utilised or not can be known only after the end of the year, at the post-mortem examination. What do we do in the PAC? We do only a post-mortem examination; we try to fix blame for various things on various people. But the intention should be that if there are distortions, those distortions should be corrected immediately. By the time the PAC takes into account the various distortions, the Minister may not be there, the Secretaries may not be there and those responsible for all those things might have retired or gone away somewhere else. Therefore, the PAC may be satisfied that they are doing a very good job, but do they add to the efficiency of the current Management or to economy? I have had an experience of about ten years of PAC's functioning because in the States, the Minister also participates in the PAC, and I have had the experience that what happens in the PAC is a post-mortem examination. It is all right to fix blame on people or find

fault with people, but you certainly cannot prevent those faults from being repeated. That can happen only when you are aware of the current affairs going on. Nobody is aware of what happened during the last four or five months. If you should ask me anything with regard to any of the projects sanctioned here, perhaps I would not be able to answer immediately and I will have to ask for information, and they will again say that they have not received it from the Auditor-General—and it will take another six months to provide me with the answer. Therefore, if you want to have real financial management, this will have to be done and, therefore, it is not a question of giving up empires. We are all very, very particular about keeping our empires; take for instance, the Finance Minister. The Finance Minister is an empire by himself. As a matter of fact, if you should ask any Ministry, they will say the Finance Ministry has blocked it and they have not given sanction. So, perhaps mine is an important empire and I may say that I have been enjoying this empire for ages together, so why should I change it. But we have changed this now. What we are doing now is to introduce in the Ministry what we call an 'Integrated Financial Adviser system'. The Finance Ministry comes only at the stage of formulating the budget and getting the budget passed by Parliament. After that, the management of the budgeted amount of each Ministry should be done by the Ministry concerned, with a proper, integrated Financial Adviser—and internal Financial Advisor located in the Ministry itself, instead of their having to come back to the Finance Ministry for every small sanction, even after the budget. And perhaps there are some officials who want to show themselves to be intelligent and therefore find fault with something or other and ask for further information. This goes on endlessly, and there is a lot of delay due to this.

Therefore, if, according to Mr. Hiren Mukherjee's distum, it is a question of

the C&AG being prepared to liquidate his empire, I can also look at it from the point of view of whether the Finance Minister should liquidate his empire and power and hand it over to the various Departments or Ministries, when he can strick on to his power. But the momentum of the administration should be kept up. Therefore, this is not something in isolation which is coming about. We are trying to improve our financial management and our information systems and monitoring systems so that we can track what is happening with regard to each project sanctioned and with regard to each grant made, as to how it is being spent for that purpose. In all humility, I would submit to the Hon. Members that there is absolutely no question of any ghost which is hidden here. The hon. Members say that, given time, they can bring out the ghost, but no ghost can be brought out.

A submission has been made that it should be referred to a Select Committee. This is a very simple Bill. It has already been provided in the Act of 1971 that it could be separated, and this is only for the purpose of putting it concretely with reference to the whole system that we have brought this Bill. This was what the hon. Member was trying to emphasize by saying that this had gone to a Joint Select Committee and the Joint Select Committee had considered and said 'Yes; if necessary, the separation of accounts can be made' But, unfortunately, because of the interruption, he got confused and he was side-tracked. This is the difficulty if there are unnecessary interruptions. The point he was making was that this principle had been accepted in the original Bill by the Joint Select Committee and also by the Parliament.

The only change we are making is this—the point which hon. Member, Shri Vishwanathan, made, namely, whether we could give this power, without any control, to the State Governments also—that we are providing in the amending Bill that President's

consent should be received before the States separate their accounts, because we should exercise some control. That is one improvement which we are making. Now that we are separating the accounts, concurrently, every State Government should not start doing this before we gain experience in this.

Then there was a good deal of criticism with regard to the Financial Memorandum, because we have said that there is not likely to be much of an extra expenditure—there is likely to be an expenditure of Rs. 15 lakhs per annum and a non-recurring expenditure of Rs. 5 lakhs. To satisfy the hon. Members, if we had said that Rs. 150 lakhs would be the extra expenditure, perhaps, they might have said that it was realistic. Hon. Members should realise that this function is already being discharged by the existing organization. The accounts are being compiled by the Auditor-General's establishment. There are specific group that are doing the job of compiling the accounts and these groups will be transferred to the various Ministries and Departments for the purpose of compilation. I do agree that, whenever we bifurcate, marginal increases are likely to take place. This is where we will have to be strict. The Auditor-General should not take the stand, "Let me retain as many persons as possible and release only as few as possible". We shall have to make a judicial arrangement by which this bifurcation takes place, so that, in this process, we do not go in for any additional thing; even if anything additional is required, as far as the establishment for compilation of accounts is concerned, it is going to be only marginal. But we are going to make the other changes also, that is, with regard to treasury payments where it gets delayed. That is completely different. But as far as compilation of accounts as such is concerned, there is not going to be much of an additional expenditure, and that is why we have indicated, particularly for these three Ministries or Departments, that it would be only a marginal thing. It is on this basis that the

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Financial Memorandum has been given. Therefore, I really do not see what is the new objection that has cropped up, particularly when Parliament itself, after full consideration, after fully going through the Bill, has specifically provided for separation of accounts from audit. Therefore, this is not a new principle which I am bringing before Parliament for acceptance. So, from that point of view, I would respectfully submit, there is no need for the Bill to go before a Select Committee or a Joint Select Committee.

Then, the usual objection is why was this done by an Ordinance. As a matter of fact, in my view, we could have gone through these things even without this Amendment, but we wanted to bring it because we had to bring in the other Bill with regard to transfer of personnel. In the last minute, we were told, any single individual could go to the court of law and block the whole thing and, therefore statutory backing for the transfer of individuals would have to be given. Therefore, that Bill was necessary, and when we were bringing that Bill, I thought that we could bring this Bill also to bring to the notice of Parliament that this is what is happening. I could have brought the other Bill only and said that this was only consequential. But instead of doing that, I have brought the whole thing before the House. There is absolutely nothing to hide as far as we are concerned. We want to make Government's functioning a little more efficient, a little more effective and modern instead of our having an outmoded colonial administration which we have been having, in the financial administration, for such a long time; we want to get away from the colonial traditions. I thought, Prof. Mukerjee should be the last person to object to changes. He seems to say that this has existed for centuries and he asks why should we change it now. Then, we cannot make any change at all. We would become an outmoded society. I

thought, he would plead for a change, particularly when this step is in the right direction and it has already been accepted by the Parliament. I would respectfully submit that there is no case for suspicion in this case; there is no case to go before the Select Committee and let us get through this. After the system is introduced in three Ministries, there will be time to review the system, how it is going to work, whether the additional expenditure, if any, is commensurate with the advantages or not. I respectfully submit that there is absolutely no case for suspicion and the hon. Members on the other side would withdraw their objections.

SHRI DINEN BHATTACHARYYA (serampore): Sir, I have patiently listened to the reply of the hon. Finance Minister, but I am not yet convinced as to why he himself said that there was no necessity of bringing this Bill or promulgating the ordinance. In that case, what was the extra urgency that the Government felt to issue the ordinance on 1st March. He could not explain this and he did not touch that point; but simply said that it was a regular feature that we raised objections to any ordinance. This is not an ordinary ordinance. This was issued seven days before the sitting of the Parliament. He has not touched this point and he said that perhaps the opposition and even some Members of his own party who expressed their doubts and suspicions regarding the necessity of bringing this Bill are running after a ghost which does not exist at all. But where is that magic wand to establish that actually the ghost does not exist. There are enough reasons for suspicion, otherwise the Government and the Finance Minister would have brought forward here the actual report regarding the transfer of account of certain sections, the Defence, Railways and the Posts and Telegraphs Department. Nothing has come out. What is the reason and how to judge that this Bill is neces-

sary, so necessary that the Government could not wait for the sitting of the House and had to issue the ordinance overnight. I have great suspicion it would be possible to bring in more efficiency with the change, as the Finance Minister hoped and devoted the whole speech to that aspect. I do not know, whether it was not possible in the present system for checking as well as getting the information of the current affairs, so that the accounting may be proper and the financial management may be more efficient. Whether it was possible or not, that aspect has not been touched. That report has not been brought here. He said, that we were running after a ghost which did not exist, but how can we give our consent to a Bill without knowing the details and without getting a proper report about the functioning of certain departments which had been separated from the organization of Comptroller and Auditor General. If you had brought that report, it would have proved you all right. But, for the Telecommunications Department a Working Group was appointed and from their report, it appears that nearly a crore of rupee extra was spent....

**SHRI C. SUBRAMANIAM:** The hon Member is wrong. The report is that there is no additional expenditure.

**SHRI DINEN BHATTACHARYYA:** If it is not he should have placed it here. So far as my information goes...

**SHRI C. SUBRAMANIAM:** Take the information from me. That is not correct.

**SHRI DINEN BHATTACHARYYA:** If it is so, I stand corrected. But again you please bear with me. I ask: you are going to introduce such a system. So, let us know the existing state of affairs and why you are asking for these changes. That they do

not. I do not agree that Hiren Babu—I am not speaking on his behalf and I am not taking his brief but I know it for certain—never meant that he wanted to maintain the procedure that was followed in the British days. Changes are there. The Minister himself said it. Then, why do you come forward with this Bill? You are afraid that somebody may go to the court. Already there is a provision. Already a part of the Rehabilitation Department and the Civil Supplies have been transferred. Why are you afraid? If at all you want to bring, why don't you bring it after placing all the facts before the House so that the House could give its proper judgment on the Bill? Without doing it, you have brought it and want to rush it through as if you take it for granted that whatever Bill it will be, it will be passed because of your majority?

So, I stand on my motion and I move it and plead with the House and appeal to the hon Members that they should accept my motion of disapproval of the ordinance.

**MR CHAIRMAN** The question is:

"That this House disapproves of the Comptroller and Auditor-General's (Duties, Powers and Conditions of Service) Amendment Ordinance, 1976 (Ordinance No. 1 of 1976) promulgated by the President on the 1st March, 1976"

*The motion was negatived.*

**MR. CHAIRMAN:** Now, the question is:

"That the Bill to amend the Comptroller and Auditor-General's (Duties, Powers and Conditions of Service) Act, 1971, be taken into consideration."

*The motion was adopted.*

MR. CHAIRMAN: Now, the question is:

"That clause 2 stand part of the Bill."

*The motion was adopted.*

*Clause 2 was added to the Bill.*

MR. CHAIRMAN: Now Clause 3. Mr. Naik, are you moving your amendment?

SHRI B. V. Naik (Kanara): No, Sir.

MR. CHAIRMAN: Now, the question is:

"That clause 3 stand part of the Bill."

*The motion was adopted.*

*Clause 3 was added to the Bill.*

*Clauses 4 and 5 were added to the Bill.*

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

SHRI C. SUBRAMANIAM: I move:  
"That the Bill be passed."

MR. CHAIRMAN: The question is:

"That the Bill be passed."

*The motion was adopted.*

16 24 hrs.

MOTION RE: SUSPENSION OF  
PROVISO TO RULE 66 IN RELATION  
TO DEPARTMENTALISATION  
OF UNION ACCOUNTS  
(TRANSFER OF PERSONNEL)  
BILL,

THE MINISTER OF FINANCE  
(SHRI C. SUBRAMANIAM): I beg to move:

"That this House do suspend the  
proviso to rule 66 of the Rules of  
Procedure and Conduct of Business

in Lok Sabha in its application to  
the motions for taking into consideration  
and passing of the Departmentalisation  
of Union Accounts (Transfer of Personnel)  
Bill, 1976, inasmuch as it is dependent upon  
the Comptroller and Auditor-General's  
(Duties, Powers and Conditions of Service)  
Amendment Bill, 1976"

MR CHAIRMAN: The question is:

"That this House do suspend the  
proviso to rule 66 of the Rules of  
Procedure and Conduct of Business  
in Lok Sabha in its application to  
the motions for taking into consideration  
and passing of the Departmentalisation  
of Union Accounts (Transfer of Personnel)  
Bill, 1976, inasmuch as it is dependent upon  
the Comptroller and Auditor-General's  
(Duties, Powers and Conditions of Service)  
Amendment Bill, 1976."

*The motion was adopted.*

16 26 hrs.

STATUTORY RESOLUTION RE:  
DISAPPROVAL OF DEPARTMENTALISATION  
OF UNION ACCOUNTS (TRANSFER OF PERSONNEL)  
ORDINANCE, 1976 AND DEPARTMENTALISATION  
OF UNION ACCOUNTS (TRANSFER OF PERSONNEL)  
BILL.

SHRI DINEN BHATTACHARYYA  
(Serampore): I beg to move:

"This House disapproves of the  
Departmentalisation of Union Accounts  
(Transfer of Personnel) Ordinance, 1976  
(Ordinance No. 2 of 1976) promulgated by the President  
on the 1st March, 1976."

While moving this Resolution, I  
may say that to some extent it has  
been discussed here. The issue requires  
proper and considerate thinking. We  
should deeply go into the

merits lest the House should need passing another such Bill in a short span of time. So, proper time should have been given to the members to understand actually what is the state of things prevailing under which the change is necessary. What efficiency has already been achieved in the departments where the accounts have already been separated, has not been made known to the House. The hon. Minister while replying did not say anything, but now he is contradicting about the excess expenditure in Telecommunication department.

My first point is that it will increase the expenditure further in all the departments. In the Department of Industry and Civil Supplies separation has already taken place. I know that so long as the work was with the Comptroller & Auditor General, only 40 employees were working for the Accounting work. Now the number has increased three times i.e. 120 employees had to be employed for the same job. The hon. Minister may contradict, but these are the facts which I possess.

This is going to be implemented w.e.f. 1-4-1976. We are left with a few days. But no blue-print has yet been circulated by the Government as to what is going to happen. To this date, the administrative Ministries of the Central Government have not been able to finalise Schemes of their Departmentalised Accounting Units indicating the set-up and terms and conditions of transfer of Staff. The Indian Audit and Accounts Department also has, therefore, not been able to finalise the set-up of the residual audit offices effected by this huge reorganisation.

The officers and employees of the Indian Audit and Accounts Department are naturally very apprehensive as their future prospects are quite uncertain. Discussions in the Departmental Council of the Indian Audit and Accounts Department (J.C.M.)

on 13th January, 1976 and 11th March, 1976 too have not yielded any results in allaying these fears, and uncertainties, loom large. And all this has been due to the fact that Ministries excepting the Ministry of Communications could not take timely action to finalise their scheme.

As a result of this measure, about 80 per cent of the employees now working in various audit offices will be allocated in different numbers to different Ministries. At present they are having office-wise seniority and cadre compositions and, therefore, horizontal promotional prospects in their own offices, no transfer liability and several other entitlements.

On their transfer to the Departmentalised Accounting Units, those who would be drawn from the various offices would be knit together into a Ministry-wise vertical cadre so that even a petty promotion in their career might entail shifting from their present stations. Since details of the schemes are still not known it is quite unimaginable how their existing promotional prospects and other entitlements, like examinations etc. would be affected I have heard that there are efficient hands in these existing departments and within 6 years they may become Section Officers by appearing for the departmental examination. Where is this prospect here? Everybody is in doubt about his future service prospect. They do not know what will happen to them. Viewed in this light, it would be very apparent that the provisions of the Departmentalisation of Union Accounts (Transfer of Personnel) Ordinance, 1976 might operate harshly as these are quite insufficient and rigid.

Sir, the vital points on which this Ordinance is silent are the following:—

Firstly, certain Advisory Committees have to be constituted by the Government as per sub-section (2) of Section



[Shri Dinan Bhattacharyya]

2 of the said Ordinance for the purpose of assisting it in regard to the transfer of staff from Audit offices to the different Accounting Units. No criterion has now been spelt out in the Ordinance according to which these Advisory Committees would select persons and allocate them to the different Accounting Offices.

So, Sir, in the absence of some healthy norms, it may so happen that the employees are selected by 'pick and choose' method. This is bound to cause grave injustice to affected employees. A senior-most person may thus be allocated to a very small Ministry where his next promotion might materialise very late, while many who were junior to him in the parent audit office might be promoted much earlier, only because fortuitously they are allocated to some larger units. Such a possibility is more than certain also because the Advisory Committee also does not know the complete details and the set-up of Accounting Units of all Ministries. Therefore, it would be well high impossible for them to keep all the relevant factors affecting future prospects of the transferred employees in their view while allocating them.

Secondly, while effecting compulsory transfer of employees from one department to another, in the public interest, it is also necessary, even as per the Government's own guidelines issued in the year 1955, to make sure, not only that there is no loss of pay, but also that the employees' reasonable expectations in the original service or department are preserved or at least equal prospects are provided in the service or department to which a particular employee is transferred.

In sub-section (4) of section 2 of the said Ordinance, however, the protection to the scale of pay being not less favourable than that of the post which the transferred employee held immediately before his transfer only has been accorded. No provision for preserving the promotional

prospects, examinations, incentives etc., admissible to these employees in Audit Department when they are transferred to Accounting Offices has been made in the said Ordinance. Therefore, it is clear that even the guidelines framed by the Government have not been borne in mind while finalising the Ordinance in question.

As a result of such a large reduction in the strength of Audit Offices, the residual staff in these offices are bound to suffer a very heavy reduction in their promotional prospects. As the selection is going to be at random, the existing expectations of employees *inter se* for further promotions are going to be considerably damaged. The Railways, when they introduced mechanisation, electrified employees *inter se* for further promotions for creation of shadow posts to protect the then existing promotional prospects. But the Ordinance is quite silent about this very important aspect. There is no machinery.

THE MINISTER OF FINANCE (SHRI C. SUBRAMANIAM). This is a written speech. Let it be laid on the Table of the House.

SHRI DINAN BHATTACHARYYA: This is not a written speech. I am only consulting my notes. There is nothing to be worried about.

This is something gigantic as spoken by Prof. Mukerjee. So, I ought to consult my notes. It is a matter which is not so easy to understand. The problems that are faced by the employees have to be taken note of. And that is why I am mentioning this that while bringing in this Ordinance, why Government forget to bring in what will be the conditions of service of people who will be transferred from their parent department to the other departments? The hon. Minister who is so much conscious about his own ability should have brought this before the House and we could have judged it and I would have had no occasion to bring in this disapproval motion. In the absence of this, what is the way out?



Therefore, to make that point, I have to consult my notes while speaking here. I should say that there is nothing wrong or improper.

SHRI S. M. BANERJEE (Kanpur): You follow the Minister because the Minister generally reads his speech!

SHRI DINEN BHATTACHARYYA: I am only consulting my notes and not reading my speech. I was telling that there is no machinery or forum for employees to point out the anomalies and hardships and seek redressal (Interruptions)

MR. CHAIRMAN: Mr. Bhattacharyya, it is an accepted Parliamentary Practice and Convention that whatever you have to submit, you will have to do that by way of a speech and not by reading the speech which you have brought here. Your attention has been drawn to the fact that you are reading out something. Please go on.

SHRI DINEN BHATTACHARYYA: Excuse me, Sir. If it is so, you will kindly bear with me. While you speak also, I would bring this fact to your notice and let me see how you are going to speak without consulting any notes or points. This is such a complicated issue. I do not take credit that I know everything. But I have to consult the notes.

MR. CHAIRMAN: Please carry on.

SHRI DINEN BHATTACHARYYA: Sir, it would appear thus that the entire scheme of the departmentalisation would be left in the hands of officers and authorities to be implemented in a most unilateral and arbitrary manner. I am telling this from my experience. The hon. Minister has not said anything about what will be their conditions of service and what would be their prospects. So, I would submit that these aspects may be highlighted by the hon. Minister while replying and he should see that the

situation does not take place here like the private auditing system in the private sector institutions where once the accounting is done, the auditor is bound to put in his signature to it. Here it appears that you are going to repeat the same thing in the case of Government accounting and auditing system. While bringing this measure the Finance Minister forget that 40,000 employees are employed under Comptroller and Auditor General and you have not even stated that you are going to bring some rules under which the service conditions of these employees will be guided.

With these words I move that my motion may be accepted by the House.

MR. CHAIRMAN: Resolution moved:

"This House disapproves of the Departmentalisation of Union Accounts (Transfer of Personnel) Ordinance, 1976 (Ordinance No. 2 of 1976) promulgated by the President on the 1st March, 1976."

THE MINISTER OF FINANCE (SHRI C. SUBRAMANIAM): Sir, I move\*:

"That the Bill to provide for the transfer of officers serving in the Indian Audit and Accounts Department to any Ministry, Department or office of the Central Government for facilitating the efficient discharge by such Ministry, Department or office of the responsibility in connection with compiling the accounts thereof, be taken into consideration."

As the hon. Members are already aware I had mentioned in my Budget speech that the existing system under which accounts are maintained by an agency external to the Ministries and Departments is not conducive to effective financial management. Accounts and Finance should form an integral part of overall management

\*Moved with the recommendation of the President.

[Shri C. Subramaniam]

and should play a more meaningful and effective role in selection of projects, allocation of funds, monitoring of expenditure in relation to physical progress, and evaluation of results. In order to integrate accounts with administrative Ministries and Departments, it is proposed to separate accounts from audit and instal a Departmentalised Accounting System. The process of this separation is scheduled to be completed by 1st October, 1976, for all Central Ministries.

The takeover of accounting functions from the Comptroller and Auditor General involves the transfer of about 10,000 employees from the Indian Audit and Accounts Department to the Ministries and Departments of the Government of India and offices under them. To forestall the administrative and legal problems that may arise in the transfer of such a large number of persons from the administrative control of the Indian Audit and Accounts Department to the Ministries and Departments of the Government of India and to ensure that necessary expert man-power is available to Government for discharging the newly acquired responsibilities, it was found necessary to issue the Departmentalisation of Union Accounts (Transfer of Personnel) Ordinance, 1976. The Bill seeks to replace that Ordinance.

According to the Bill, it shall be lawful for Government on the advice of a Committee to be constituted for the purpose, to transfer any of the officers and employees of the Indian Audit and Accounts Department to any Ministry, Department or any of its attached or subordinate offices, on the issue of an Order by the President relieving the Comptroller and Auditor General from the responsibility for compiling the accounts of the Union or of any Services or Departments as may be specified. Officials transferred from the CAG's organisation will be entitled to be appointed to posts

carrying scales of pay not less than those of posts held immediately before such transfer. The Bill also provides for an opportunity to a person proposed to be transferred, to express his unwillingness for such transfer but at the same time, makes it clear that Government can transfer even a person who has expressed his unwillingness if it is considered necessary to do so in public interest.

In this context, I would repeat what I had already stated in my budget speech, namely, that every care will be taken to see that minimum hardship is caused to the employees and the Comptroller and Auditor General is able to discharge his constitutional responsibility effectively and without disruption.

As hon. Members will see, the Bill has been introduced with a view to facilitate the smooth implementation of the scheme of separation of accounts from audit with the ultimate objective of securing continuous process of planning programming, budgeting, monitoring and appraisal.

I move.

MR. CHAIRMAN: Motion moved:

"That the Bill to provide for the transfer of officers serving in the Indian Audit and Accounts Department to any Ministry, Department or office of the Central Government for facilitating the efficient discharge by such Ministry, Department or office of the responsibility in connection with compiling the accounts thereof, be taken into consideration".

SHRI G. VISWANATHAN: I beg to move:

"That the Bill to provide for the transfer of officers serving in the Indian Audit and Accounts Department to any Ministry, Department or office of the Central Government for facilitating the efficient discharge by

such Ministry, Department or office of the responsibility in connection with compiling the accounts thereof, be referred to a Select Committee consisting of 9 members, namely: (1) Shri Dinen Bhattacharya, (2) Shri K. Hanumthaiya, (3) Shri Vayalar Ravi, (4) Shrimati Sushila Rohatgi, (5) Shri S. C. Samanta, (6) Shri Era Sezhiyan, (7) Shri C. M. Stephen, (8) Shri H. N. Mukerjee and (9) the Mover, with instructions to report by the 8th April 1976". (2)

**SHRI S. M. MANERJEE:** Mr. Chairman, many points which concern the employees have been mentioned by my hon. friend, Shri Dinen Bhattacharya. The Minister has stated that there are provisions in the Bill which safeguard the interests of the employees. I find that some provisions are there. But still I had a discussion with the representatives of the various units and their all-India organisation. My information is that they also met my hon. friend, Shri A. P. Sharma, because he was the leader of the staff side of the National Council on the JCM. I do not know what advice Shri Sharma gave either as a leader or as a Minister. But definitely he also shared their views and some of their apprehensions and he advised them to get some clarification from the hon. Minister.

The difficulty is that the employees did not get any clarification from the Comptroller and Auditor General because, still after the 1968 strike, many employees are either facing suspension or have had their services terminated. I would like to mention this specially for the consideration of the hon. Minister that before this scheme is implemented, at least the cases of those employees who are still facing suspension or whose services were terminated because they are temporary, either at Gwalior, or at Rajkot or anywhere else, should be settled, and the Auditor General should be asked to take them back, because in almost all the departments including the Railways, the majority of the employees have been

taken back. In the Railways, some of the temporary employees or in those cases where court proceedings are going on they are out; otherwise, thousands of employees who went on strike have been taken back. It will be something good if the hon. Minister takes the trouble to advise the Comptroller and Auditor General to take back those employees.

Coming to the various clauses, one of the apprehensions or fears lurking in the minds of these employees is as to what would happen to their promotional avenues, whether promotions would be horizontal as is done now or it would be, what they call, vertical. Will the Advisory Committee consider this aspect also? Will an Expert Committee be constituted to go into the various aspects of the case?

Then what happens to those employees whose services are transferred to State Governments? Now a provision has been made in Bill No. 45, which was discussed and disposed of just now where they say in the statement of objects and reasons:

"So far as accounts of a State are concerned, it is, however necessary to provide for prior approval of the President before the Governor of the State issues an order relieving the Comptroller and Auditor General of the responsibility of compiling the accounts of the State in order to make sure that due provision is made by the State Government for absorption of the employees of the Indian Audit and Accounts Department under the State Government and for safeguarding their scales of pay and other conditions of service on absorption".

In Bill No. 46 of 1976. I do not know whether this provision is necessary. In this connection, it is pointed out that Bill No. 46 of 1976 is going to provide for such safeguards in respect of audit employees who are going

[Shri S. M. Banerjee]

to be transferred to the Central Ministries. On the same analogy, is it not necessary to have a separate Bill or rules which would help the State Government to fulfil this responsibility before seeking approval of the President for taking over the accounts? They should ensure the same conditions of service here. There should be uniformity between employee and employee, whether his services are transferred to a State Government or to a Central Ministry. There is no provision here. There is a fear, which seems to be genuine, as to what would happen to staff transferred to State Governments, whether they would have the same service conditions, whether they would enjoy the same safeguards as any other employee whose services have been transferred from audit to any Central Ministry—Defence, Railways, P & T and so on.

The hon. Minister argued that it was in the larger interest of the country and that the legacy of the British Imperialism should go. I am one of those who welcome the abolition of British Imperialism's legacies. What was the view expressed in 1971 by Shri Ranganathan, who was the CAG then? While giving evidence before the Joint Committee of Parliament, he said:

"On merits, my view is that there is no virtue in separation. The popular impression is that the combination of accounting and audit functions somehow impair the independence of audit and therefore detracts from its value. I think that this is a misconception because what the Accountant General does is only the final compilation of the accounts; he is not maintaining the initial accounts. From my experience in this post which confirms my previous view, what I can say is that if you leave the compilation with them, they are in a better position to know the areas in which the mistakes are likely to occur and it acts as an aid to audit rather than otherwise."

He was asked other questions by various hon. Members about the cost factor and he says:

"the cost factor is there; it is bound to be very expensive; whether it will be three or four times, one cannot say but there is bound to be considerably more expenditure if you separate accounts from audit."

This is not what Dinen Bhattacharya or Hiren Mukerjee says. These are the views of Shri S. Ranganathan, ex-CAG. Let us examine whether it is worth the expenditure.

MR. CHAIRMAN: You are going back to that Bill; it has been passed.

Mr. Viswanathan quoted exactly the same passage in regard to that Bill.

SHRI S. M. BANERJEE. Great men quote alike, Sir.

The hon. Minister explained that this Bill is seeking this power. I want to know whether the Advisory Committee formed under this Bill will go through various aspects because the employees' organisations could not discuss anything in the departmental council meetings. Those who come on behalf of the official side do not know what is happening and they cannot express a firm view and they often suggest: why do you not meet the Finance Minister? Whenever we wanted to have a discussion with the CAG, they said: bring it to the notice of the Finance Minister. We were told that the CAG is a sort of a touch-me-not. We should not interfere. He enjoys a particular position under the Constitution. When we are having this Bill, that gentleman who enjoys that position, is missing from the House. He should have been asked to come here and give expression to his views. Why should somebody else formulate his views and then say: in my opinion the CAG must be thinking like this. He should himself be called here and asked to explain his

views. We do not know the views of the CAG. When I quoted the views of one CAG, he says that he was an ex-CAG and he is not still employed as CAG and after retirement he has expressed his views.

Sir, that is not the only point. Now, what has happened in P & T Department? In the P & T a Committee was appointed and ultimately they came to the conclusion that this was an extra expenditure.

Now, this departmentalisation will create a lot of difficulties not only to Class IV staff but to other staff also. There will be difficulties in the matter of promotion and seniority. Not only that. At this juncture it will be very difficult for them to adjust if they are transferred from one place to another. Sir, what will happen if a person who is working in AG's Office, Trivandrum, is transferred to a far of place like Delhi? These matters will have to be considered. Unfortunately these matters were not discussed with the staff. Let the Hon'ble Minister say "I am sorry I could not discuss it with them". Now what happened is that the employees issued some pamphlets saying that they are not against the scheme, but the fears lurking in their minds should be clarified. So, Sir, in the matter of promotion, in the matter of transfers, what will happen to them? What will happen to their seniority? Now what will happen to the staff who will be transferred to the various States Departments? Moreover they will be confronted with another difficulty. I want to know whether the persons transferred to various Departments will have their seniority fixed along with those already working in those Departments. I do not know whether their service conditions will remain unaffected. Supposing a person is working in A.G.C.R. office and he is fit for promotion. His seniority and the confidential reports support him for his promotion. In such a case what will happen if he is transferred to a Ministry? In the Ministry he will

be considered along with other staff. Here I want to point out one thing. In the Audit Office the ratio between LDC and UDC is very good and the chances of promotion from LDC to UDC are more. Whereas in the Ministries and other Departments, it is not like that. In the Audit Office, supposing there are two LDC's in a Section you will find 4 UDCs in the same section. But in the case of Ministries and other Departments the ratio may be 8 LDCs to 3 UDCs. So, this point should also be considered while working out the seniority list for these employees. Therefore, Sir, I would request the Hon'ble Minister to have a discussion, heart-to-heart talk, with the employees who have co-operated with this Government and worked hard and honestly.

Sir, it has been mentioned that these matters should be referred to the Governor. The Governor has been asked to give promotion on behalf of the President. If this is so, then their service conditions should also be considered by him. Therefore, I hope that their interests will be properly looked after and the Hon'ble Minister would throw some light on these points. Still I feel certain points are not clear in this Bill and they require further clarification. I request the Government to have a heart to heart discussion with the employees.

17.00 hrs.

SHRI VAYALAR RAVI (Chirayinkil): Sir, much time has been spent on discussing the merits of this Bill. I understand that the whole objection of the hon. members on the other side is to the passing of this Bill in a hurry. Unless there are proper safeguards, it can be misused. The main merit of the Bill is that it seeks to avoid duplication of work. I have talked to the employees and as Mr. Banerjee has pointed out, there is a fear in their minds about their future promotions, transfers, etc. This is a serious matter which should be thoroughly looked into

[Shri Vayalar Ravi]

and the employees should not be put to any difficulties.

The main problem is, as in the P&T, when these employees go to certain departments, there are already certain people existing there. If 10,000 people from the audit spread to various ministries and to different States for being absorbed there, there will be conflict between them and the people already existing in those departments. This is a matter which should be looked into very seriously. In the P&T, earlier there was a three-tier system and now it has been reduced to a two-tier system. There is the All India Postal Accountants Association who have given a memorandum. Government should discuss the matter with the employees of the different ministries and with the employees of the audit department also. You have to discuss with both the groups on both sides. Let us take the example of Communications Ministry. Unfortunately, the Communications Ministry is neglecting the existing employees.

With your permission, I quote from the memorandum submitted by the All India Postal Accountants Association regarding the work of P&T audit:

"On receipt of monthly Cash Account from Head Post Office and bi-monthly cash account submitted by the Head Record Office (RMS) Foreign Post and P.S.D.S., all the particulars of year's transaction of Head Post Office are collected from month to month in a classified abstract with exception of adjustment made by the transfer entries which are incorporated in the detailed books. The bi-monthly cash account submitted by the H.R.Os, Fgn. Post and P.S.D.S. are incorporated in the Classified Abstract of the Head Post Office concerned."

All these works are done by their accountants themselves in the P&T.

What the audit department does is given in the end:

"In the end, the Receipt and Payments of the Postal Branch are incorporated in the General Abstract from the Circle Abstract in the A.G.'s office."

They only compile whatever has been already done by the postal accounting people themselves. Unfortunately, the Pay Commission could not do justice to them because the P&T Department itself objected to it.

When this memorandum was submitted by the employees to the Pay Commission, the Communications Ministry replied, "We are going to take the audit from the A.G.'s office. We are considering to absorb them."

They said that they would give them the special pay but nothing had happened. Now you are trying to bring people from other departments, what will be your accommodation strategy? It is the only question I am posing before you.

I have some knowledge about AG's office in Kerala. There are about 1400 employees. There are two groups. One of the groups is of loyal workers. But the AG does not discuss anything with them. He should give a chance to everybody. You cannot discuss anything with one man or one group only. He is angry with this group of employees. Why? So he is discriminating against one group of employees. Unfortunately, the Accountant General has done another wrong thing also. You know there is a one-lakh housing scheme in Kerala. We requested the Government of India to provide Rs. 5 crores for that scheme and the Government of India gladly provided Rs. 4.5 crores for acquiring land etc. The land was acquired. It is a big ambitious scheme. We completed about 70,000 houses. Unfortunately, it was made a political issue by the Accountant General. Such a marvellous scheme was taken up but

It was given a political colour by the Accountant General and attempted to malign it. When I objected to this, he called the Unions to issue a statement against me and Government. One of the groups said that they were not going to issue any such statement. Now, he is angry with them. They refused to do so. Another group issued a statement even personally abusing the then Finance Minister, Mr. K. G. Adiyodi. How they can abuse a Minister personally. But no action has been taken. After this incidence, one of the groups consisting of loyal workers wanted to put up the photograph of the Prime Minister in support of the 20-Point Economic Programme. But the AG said that that was a political propaganda. He asked them to remove the photograph. The employee supporting 20-point programme is not allowed. I want you to enquire into this matter. There are irregularities in the appointment of Class IV employees. I don't want to go into details. But you must enquire. I want you to read the judgment of the Kerala High Court regarding a case against the decision of the A.G. The Judge has observed that the authorities of the A.G.'s Office have shown negligence and even they refused to produce any evidence and even the attendance register for this case. Is it loyalty to your own work? This is the attitude of the Head of the Department. He is not loyal to his own work. Even he has refused to produce the attendance register as evidence. Please look into this. I am only pleading the case of those workers who are working in the same department but are being discriminated against.

I fully support the measure brought forward by the Government. The reason is that it will avoid duplication of work. Mr. Viswanathan and Prof. Hiren Mukerjee have expressed their apprehensions about more expenditure. One set of people are doing accounting, compiling, etc., they are doing editing and the other set is doing auditing. This compiling has now been taken over to the same department or

Ministry. I am afraid I cannot agree with my friend that it would increase the expenditure very much. It might increase the expenditure, but not to that extent. But we must have safeguards, because all the States are also taking over the accounting functions. As Mr. Viswanathan had told me, governments like the erstwhile Tamil Nadu government or like the Jyoti Basu government in West Bengal can misuse it. (Interruption.) This is what I have to submit. Please give due consideration to the views of the employees and protect the interests of those employed both in the Audit office and in the Ministries. I welcome this long-awaited measure. It will improve the atmosphere, the efficiency and help in the presentation of the CAG's report to the Parliament in time. Even though, I disagree with many of the views of Mr. Bakshi and with what he did in the case of Kerala. I do not want to say anything personally against him. Please protect the interests of the employees.

SHRI G. VISWANATHAN (Wandiwash): If there is anything of which the government employees are afraid, it is transfer, next only to suspension and dismissal. This bill is seeking exactly to transfer thousands of employees; and that is why they are naturally afraid. They think that their future prospects are uncertain, because according to my information, only one Ministry, viz. the Ministry of Communications has finalized the scheme regarding service conditions. (Interruption) I want to know from the Minister as to what is going to be done by the other three Ministries. Today, we want to transfer thousands of employees. You must finalise the scheme regarding the service conditions, before they are transferred. Once you transfer them, there will be confusion; and hundreds of thousands of persons will be affected. If you are going to finalise the scheme after their transfer, it would be like putting the cart before the horse. The Minister should be careful about this. Government has to make sure not



[Shri G. Vishwanathan]

only that there is not loss of pay for the employees, but also that their reasonable expectations in the original department or service, are preserved. Again, I would like to emphasize that for some period, there should be mobility between the government departments or the Ministries, and the office of the CAG. The bill says:

"An officer or other employee transferred to any Ministry, department or office of the Central Government, by an order made under sub-section (1) shall, on and from the date of transfer, cases to be an officer or employee in the Audit and Accounts Department."

This will completely immobilize the employees from going and coming back. I think that the Minister should either drop this provision or make some other suitable executive order providing that there can be mobility between the various Ministries and the office of the CAG, for some time. If this is the state of affairs at the Centre, what will happen in the States? At present there is no scheme at all. I want the Centre to draft a bill or to prepare guidelines or arrange to have a uniform scheme throughout the country, so that different service conditions do not exist in different States. I want the Minister to view these problems as human ones and see to it that the low-paid employees are not made to lose their hard-earned prospects.

MR CHAIRMAN: The Minister

THE DEPUTY MINISTER IN THE MINISTRY OF FINANCE (SHRI-MATI SUSHILA ROHATGI): Hon. Members have expressed some doubts. At the very outset, I would like to say that the Bill provides that an employee transferred from the Audit Department is entitled to be appointed to a post carrying a scale of pay not less favourable than that of the post held immediately before such transfer in the parent Department. Substantive status, if any, would also be

preserved. Even officiating pay in a vacancy of specified duration in which an employee was officiating in the parent Department would be protected for the unexpired period of the vacancy. As service will be continuous, previous service would also count for pension, in accordance with the Rules. The employee will continue to be governed by the same Rules like Leave Rules, Pension Rules, Fundamental Rules etc., even after the transfer. Till alternate rules are made for recruitment, promotion, etc., they will continue to be governed by the existing set of Rules. It is hoped that this will take care of the legitimate interests of the staff transferred from the C&AG's organisation.

SHRI DINEN BHATTACHARYYA:

I am sorry to mention that the doubts expressed have not been removed by reading two or three lines from the Statement of Objects and Reasons attached to the Bill. Is it not a fact that in the month of January, and subsequently also, the JCM met and there nothing was clarified? Why was it not clarified even in the month of March when J.C.M. met? Why was no assurance given to the concerned employees that their conditions of service will not be adversely affected? Why should she not ask for senior Minister to draft specific provisions to protect the interests of the employees, in case of transfer? As Shri Banerjee and Shri Viswanathan pointed out, 10,000 employees will be transferred, and they are existing employees, what is the guarantee that their seniority will be maintained and that they will have the same chances of promotion, as they were having in the audit department? Though the number has been mentioned here as 10,000, subsequently it may reach even double that number. Yet, they have not made any blueprint regarding the changes.

They say that they are very anxious that the officers should not play politics inside the office. I agree with that



completely. But it should be applicable to everybody. As Shri S. M. Banerjee has pointed out, some employees are still being victimised for having taken part in the strike some years back. Some of them have been dismissed and some are still under suspension. They have not yet been reinstated. Why do the Government not take them back?

Since the hon. Lady Minister is piloting the Bill, I may remind her that 60 per cent of the employees in the audit offices, especially in big cities like Bombay, Calcutta, Delhi and Madras come from the fair sex. What will happen if they are transferred from one place to another? Then, what is the guarantee that the officers will not settle old scores by transferring them to distant places? For example, a person can be transferred from Trivandrum to Delhi or from Calcutta to Bombay. In that case, what will happen to them? Why not say in clear-cut terms as to who will be transferred from the audit department, what will be the conditions of service of those employees, as also of the residuary employees in the audit department?

MR. CHAIRMAN: You want that to become a part and parcel of the Bill?

SHRI DINEN BHATTACHARYYA: At least the Minister should spell it out in the House, so that the employees would be satisfied that they have been given an assurance on the floor of the House.

So, I press my motion and appeal to the Members to vote for it.

SHRI S. M. BANERJEE: May I know if the Finance Minister will have a discussion, an exhaustive discussion, with the employees to clarify certain doubts?

SHRIMATI SUSHILA ROHATGI: I have already replied to it.

MR. CHAIRMAN: The question is:

"This House disapproves of the Departmentalisation of Union Ac-

counts (Transfer of Personnel) Ordinance, 1976 (Ordinance No. 2 of 1976) promulgated by the President on the 1st March, 1976."

The motion was negatived.

MR. CHAIRMAN: I put Amendment No. 2 to the House.

Amendment No. 2 was put and negatived.

MR. CHAIRMAN: The question is:

"That the Bill to provide for the transfer of officers serving in the Indian Audit and Accounts Department to any Ministry, Department or office of the Central Government for facilitating the efficient discharge by such Ministry, Department or office of the responsibility in connection with compiling the accounts thereof, be taken into consideration."

The motion was adopted.

Clause 2 (Transfer of officers and employees of the Indian Audit and Accounts Department)

SHRI B. V. NAIK: I beg to move:

Pages 1 and 2, lines 17 and 1 respectively.—

for "prospective" substitute—

"prospective not extending beyond 28th day of February, 1978)"

(1)

I am moving this amendment on the basis of our experience at the time of the States' reorganisation. As provided in the Bill the transfer of the personnel from the AG's office to the respective administrative Ministries can go on for an indefinite period. I am quite sure the hon. Minister is aware that after the States' reorganisation took place, in many parts of the country, particularly in Maharashtra and other States, from 1st November, 1956 till this date there has been no settlement or finalisation of the shift from one area to the other, not from one Ministry or one department to the other, of some people.

[Shri B. V. Naik]

Therefore, the very spirit of the legislation will be defeated if you do not include in it a time-bound schedule. I know that within two years this herculean task cannot be completed, but at least my amendment will cast a responsibility on the Ministry of Finance to come forward for extension of the time on 28th February, 1978, to this House which will then be in a position to evaluate the progress of the work, and see whether the spirit of legislation that has been carried out. I want to know whether there have been any hardships so that our friends Mr. Bhattacharyya as well as Mr. Banerjee could have one more opportunity, at that time, somewhere in the month of February 1978 to evaluate whether there have been any hardships or not. Under these circumstances, I would press this innocent amendment to place a sort of time limit regarding implementation of your transfer for acceptance by the hon. Minister. I think there is nothing harmful in that. The only thing is that there will be a bit of hard work. We are giving a lot of hard work to the staff employed in the AG's office and a bit of more of hard work has to be done by the Ministry of Finance. I hope it will be accepted.

MR. CHAIRMAN: Has the Minister got anything to say?

SHRIMATI SUSHILA ROHATGI: We hope that the departmentalisation will be completed within this year. That is why, I don't think that we can accept that.

MR. CHAIRMAN: I shall now put Amendment No. 1 to the vote of the House.

*Amendment No. 1 was put and negatived.*

MR. CHAIRMAN: The question is: "That clauses 2 and 3 stand part of the Bill".

*The motion was adopted.*

*Clauses 2 and 3 were added to the Bill. Clause 1, the Enacting Formula and the Title were added to the Bill.*

SHRIMATI SUSHILA ROHATGI: I beg to move:

"That the Bill be passed."

MR. CHAIRMAN: The question is:

"That the Bill be passed."

*The motion was adopted.*

17.38 hrs.

MOTION RE: SUSPENSION OF PRO-  
VISO TO RULE 66 IN RELATION TO  
IRON ORE MINES AND MANGA-  
NESE ORE MINES LABOUR WEL-  
FARE CESS BILL AND IRON ORE  
MINES AND MANGANESE ORE  
MINES LABOUR WELFARE FUND  
BILL

THE MINISTER OF LABOUR  
(SHRI RAGHUNATHA REDDY): I  
beg to move:

"That this House do suspend the proviso to rule 66 of the Rules of Procedure and Conduct of Business in Lok Sabha in its application to the motions for taking into consideration and passing of the Iron Ore Mines and Manganese Ore Mines Labour Welfare Cess Bill, 1976 and the Iron Ore Mines and Manganese Ore Mines Labour Welfare Fund Bill, 1976."

MR. CHAIRMAN: The question is:

"That this House do suspend the proviso to rule 66 of the Rules of Procedure and Conduct of Business in Lok Sabha in its application to the motions for taking into consideration and passing of the Iron Ore Mines and Manganese Ore Mines Labour Welfare Cess Bill, 1976 and the Iron Ore Mines and Manganese Ore Mines Labour Welfare Fund Bill, 1976."

*The motion was adopted.*

17.30 hrs.

IRON ORE MINES AND MANGA-  
NESE ORE MINES LABOUR  
WELFARE CESS BILL.

AND

IRON ORE MINES AND MANGA-  
NESE ORE MINES LABOUR  
WELFARE FUND BILL.

THE MINISTER OF LABOUR  
(SHRI RAGHUNATHA REDDY): I  
beg to move:\*

"That the Bill to provide for the levy and collection of a cess on iron ore and manganese ore for the financing of activities to promote the welfare of persons employed in the iron ore mines and manganese ore mines and for matters connected therewith or incidental thereto, be taken into consideration."

"That the Bill to provide for the financing of activities to promote the welfare of persons employed in the iron ore mines and manganese ore mines, be taken into consideration."

The welfare of workers is an important function of any Welfare State. In developing countries like ours, Governments have to play an active role to ensure welfare of workers because they are either not organised or their organisations are too weak to bargain with the employer for such facilities as they need.

The Directive Principles of State Policy laid down in our Constitution speak of the 'promotion of welfare of people' in general and of 'securing just and humane conditions of work', in particular. In this context, the improvement of the living conditions of the workers assumes great importance. In fact now the main emphasis of the 20-point economic programme, which has been enunciated

by our illustrious Prime Minister, is on improving the living conditions of the weaker sections of the society.

Mine workers form a class by themselves because they have to live and work in remote areas where none of the modern urban facilities are available. It was not until the outbreak of the Second World War that Government of India and the State Governments realised the need for improving the living condition of workers as a means to increase workers' efficiency and boost their morale. The earliest attempt in this direction was the setting up of Coal Mines Welfare Organisation by an Ordinance in 1944. Encouraged by the success of this Organisation, the Government set up similar welfare funds for workers employed in mica, iron ore, limestone and dolomite mining industries. The role of these welfare organisations is to supplement and not to supplant the efforts of the State Governments and the employers to improve the quality of life of the workers and their dependents. The welfare activities undertaken by these organisations are financed out of the proceeds of cess on the minerals concerned.

As the Hon'ble members are aware, the Iron Ore Mines Welfare Organisation has been in existence since 1963. Since Manganese ore generally occurs in the same areas and locations as the iron ore, it is but proper that the manganese workers should not be denied the benefits which accrue to the Iron Ore Mine workers nearby. Since there is also already in existence a well-knit organisation to look after the welfare of Iron Ore Mine workers, this organisation could also be made responsible to attend to the needs of the manganese ore mine workers. There are about 52,000

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\*Moved with the recommendation of the President.

[Shri Raghunatha Reddy]

workers employed in iron ore mining industry and about 28,000 workers employed in iron ore mining industry. Taking on an average three dependents per worker the total number of beneficiaries of this Joint Fund would be about 3,20,000.

The present rate of cess on iron ore production is @ 25 paise per tonne and at this rate a total amount of about Rs. 90 lakhs is collected. The cess is proposed to be levied on manganese ore at the rate of Re. 1/- per tonne (with an enabling provision for its increase up to a maximum of Rs. 6/- per tonne) which will bring in a revenue of about Rs. 17 lakhs. If a uniform levy of welfare cess on both the minerals is aimed at, then either the rate of levy on iron ore will have to be increased or the proposed levy on manganese ore will have to be brought down. There is no case for increase in the levy of iron ore just now, because even at the present rate, there is an accumulation of about Rs. 3.30 crores in the Fund. On the other hand, if the proposed levy on manganese is decreased, the collection will be too small to serve any useful purpose. It is, therefore, proposed to prescribe separate rates of levy of welfare cess on the two minerals in the proposed enactment for the creation of a joint welfare fund. The total cess collected on the two minerals will, however, form a common fund which will be utilised for providing uniform welfare facilities for the workmen employed in iron ore and manganese mines.

The proposed cess on manganese will be on the same basis as provided under the Iron Ore Mines Labour Welfare Cess (Amendment) Act, 1970 (41 of 1970) which envisages a levy both on exports and internal consumption. The internal consumers are mostly the iron and steel plants and other metallurgical fac-

ories. While the cess on that portion of these minerals which is exported will be collected by the Customs Department as a duty of customs, the cess on the minerals internally consumed will be collected by the occupiers of steel plants and metallurgical factories from the persons by whom these minerals are supplied. The occupiers of such plants and factories will then make over to the Government the cess collected. In cases where such plants or factories own captive mines, the owners of such plants or factories would themselves be responsible for the payment of cess on the minerals consumed by them. This procedure of collection of cess through the agencies specified above follows the Mica Mines Labour Welfare Fund Act, 1946, and the Limestone and Dolomite Mines Labour Welfare Fund Act, 1972, respectively. The Government will, however, be empowered to exempt any factory or class of factories from the levy, if in its opinion, the administrative cost of collection from such establishments will be disproportionate to the cess collected.

When these Bills are put on the Statute Book Iron Ore Mines Labour Welfare Cess Act, 1961 will be repealed. This Fund like other welfare funds for the miners will be administered in consultation with Regional Advisory Committees. There will also be a Central Advisory Committee to coordinate the activities of the Regional Advisory Committees to ensure their effective functioning. The constitution of these Committees will be almost similar to that now prevailing under the Iron Ore Mines Labour Welfare Cess Act, 1961. The welfare amenities in the proposed Acts, shall include medical, housing, water supply, educational and recreational facilities as already provided under other mines labour welfare organisations.

The opportunity of repealing the Iron Ore Mines Labour Welfare Cess

Act, 1961, as amended in 1970, will be taken to make good certain deficiencies in that Act and to introduce such modifications as have already found a place in the latest welfare fund legislation, the Limestone and Dolomite Mines Labour Welfare Fund Act, 1972, viz.,

- (a) the metallurgical factories and not the middleman who sells the ore to these factories will be made responsible for collection of cess and its payment to the Government.
- (b) labour employed in the mines will be defined to include all those persons indicated in clause (d) of section 2 of the Limestone and Dolomite Mines Labour Welfare Fund Act, 1972.
- (c) Provision will be made for the imposition of penalty for non-payment of cess on the defaulting mine-owners/ persons by whom the ore is disposed of on the lines of sections 13, 14 and 15 of the Limestone and Dolomite Mines Labour Welfare Fund Act, 1972.

To sum up, the proposal is:

- (i) Creation of a joint Iron Ore and Manganese Ore Mines Labour Welfare Fund on the lines of the latest Welfare Fund, namely, the Limestone and Dolomite Mines Labour Welfare Fund and the consequential repealing of the Iron Ore Mines Labour Welfare Cess, Act, 1961.
- (ii) Collection of Welfare Cess on export and internal consumption by the iron and steel plant and other metallurgical

factories at the following rates:—

- (a) Iron Ore—at the rate of 25 Paisa per tonne with a permissible limit of Re. 1 per tonne.
- (b) Manganese Ore—at the rate of Re. 1/- per tonne with a permissible limit of Rs. 6/- per tonne for the provision of uniform welfare facilities to workers employed in iron ore and manganese ore mines.
- (iii) Payment of  $\frac{1}{2}$  per cent of the duty collected as customs on the iron ore and manganese ore exported to the Department of Customs.
- (iv) Increasing the rates mentioned at (ii) above, when necessary, in consultation with the Department of Expenditure and the Ministry of Commerce.

I do not think there is anything else in the two Bills which require specific comments. As you will see, these are pieces of a welfare legislation; they are a part of the measures that should be undertaken by a Welfare State, and our State being a Welfare State in a very advanced stage, I do not think there will be any objection to such welfare legislations being passed. These are non-controversial pieces of legislation and, with your blessings, I hope, these will be passed without much of discussion.

MR. CHAIRMAN: Motions moved:

"That the Bill to provide for the levy and collection of a cess on iron ore and manganese ore for the financing of activities to promote the welfare of persons employed in the iron ore mines and

[Mr. Chairman]

manganese ore mines and for matters connected therewith or incidental thereto, be taken into consideration."

"That the Bill to provide for the financing of activities to promote the welfare of persons employed in the iron ore mines and manganese ore mines, be taken into consideration."

Mr. Biren Dutta.

SHRI BIREN DUTTA (Tripura West): Mr. Chairman, of course, we agree with the intention of the Minister; those welfare measures should be accepted without much discussion. But we must exercise some control how these funds realised in coalmines are actually spent for the welfare of the workers and how an organisation like this Advisory Committee, together with the staff, etc., which expenditure is met from this Welfare Fund, function. As far as our knowledge goes, these Advisory Committees do not really represent the workers. The workers are far off from the purview of this Fund. The workers cannot say what are their immediate welfare needs. Big buildings are sometimes constructed as recreation places, but the workers cannot enter those buildings, and there is no meaning in saying that this Fund is for the welfare of the workers. I think, there must be some provision in this Bill that the Advisory Committee should be formed out of elected representatives of the workers in every mine as well as of representatives of the Unions. In the field level, the Advisory Committee's office should not be in a far-off place; it must be within the mine area. And when expenditure from this Fund is to be made, the workers' general body meeting should be called and they should be asked to suggest what type

of welfare measures are needed immediately. If this is not done, it becomes a mere mockery. What happens is, some Minister is invited to a big building; it is said that it is meant to serve as a recreation place for the workers; there will be a gathering of some workers' representatives and some Union leaders; some photographs will be taken and will be shown as a welfare measure. But in actual effect, for the supply of cheap ration through the workers' ration shops in the localities, these workers are always at the mercy of Mahajans. If there are some stores created out of this fund in the midst of workers from where they can purchase all their essential commodities easily, that would be welcome and that should be brought within the purview of this Bill, otherwise our experience of such measures is not good.

I do support this Bill, I do not oppose it, but I am astonished, that while some other Bills for welfare were passed, why this Bill for the welfare of workers of iron ore mines and manganese ore mines was delayed for so many years. It should have been brought much earlier. Now that you have brought it, you must draw upon the experience of the funds in coal mines and other areas and see that it is most effectively utilised in this case. That is the crux of the thing. While supporting this Bill, I want to draw the attention of the Minister to the fact that if proper attention is not given, if proper representation is not given to the workers in the Advisory Committees, if general workers are not made aware of this fund at all, it would not serve the purpose. The workers must be made aware of this fund that this is functioning for their betterment and they must suggest, how this fund should be utilised. Some machinery must be provided to hear their say and to decide in every budget how the money is to be spent. With these observations, I support this Bill.

श्री राज नारायण शर्मा (धनबाद) :

सभापति जी, यह धारण और और मैनरीज माइन्स सैस बिल और बैलफेयर बिल जो अभी सदन के सामने प्रस्तुत है यह बहुत ही उत्तम बिल है, इसका खदान के सभी मजदूर स्वागत करेंगे। जैसा मंत्री जी ने बतलाया यह बैलफेयर बिल सरकार ने वर्कर्स के लिए प्रस्तुत किया है, यह अति उत्तम है और नेशनल कमिशन धान लेबर ने भी सिफारिश की थी। बल्कि सरकार को चाहिए था कि कैबल यही नहीं, बल्कि और भी कुछ खदान जो छोटी छोटी छूट गई हैं उन के लिए भी एक ही साथ एक ही बिल प्रस्तुत कर इस तरह का प्रावधान होता कि सारे खदान मजदूरों का बैलफेयर होता।

जैसा कि प्रभो आपके सामने उपस्थित हुआ, माननीय सदस्य ने बतलाया कि उस में वर्कर्स का रिप्रेजेंटेटिव होना चाहिये। बिल में इस तरह का प्रावधान है कि वर्कर्स के रिप्रेजेंटेटिव होंगे, एमालायर के रिप्रेजेंटेटिव होंगे और सरकार के भी। बराबर बराबर का प्रतिनिधित्व सब का रहेगा। रिजनल कमेटीज होगी हर स्टेट के लिए और साथ साथ मंडल बैलफेयर एडवाइजरी कमेटी भी होगी। इस तरह का प्रावधान तो है। इस तरह की बातें जो दूसरी एडवाइजरी कमेटीज है उन में है भी और वे बहुत इफेक्टिवली फंक्शन करती हैं। लेकिन माननीय सदस्य ने चाहा है कि उन पर सीधे चुनाव के द्वारा प्रतिनिधि जाएं। आपको सभापति महोदय जानकारी है कि किस तरह से प्रतिनिधियों का चुनाव

होता है। जो सुसंगठित मजदूर संगठन है उन से प्रतिनिधि मांगे जाते हैं। अब जिन से मांगे जाते हैं वे प्रतिनिधि संस्थाएं हैं या नहीं समय समय पर उसकी भी जांच होती रहती है। पिछले चन्द वर्षों से वह जांच नहीं हुई है। लेकिन आप जानते हैं कि किस कारण से जांच नहीं हुई है। जांच से कौन लोग भागने रहे हैं? अब प्रतिनिधियों के जाने लिए सीधे चुनाव हो तो वह चुनाव एक मखौल हो जाएगा और वे प्रतिनिधि भी मखौल के पात्र बनेंगे।

एक दूसरी बात भी चुनाव के रूप में रखी गई है। यह कहा गया है कि कोओपरेटिव और क्रेडिट सोसाइटी के द्वारा वर्कर्स का बैलफेयर किया जाए। जहां तक कोल माइन वर्कर्स का सवाल है दोनों दिशाओं में प्रयास हुआ है और बहुत दिनों तक होता रहा है। इन दोनों संस्थाओं को चलना भी चाहिए था। लेकिन दुर्भाग्य की वान है कि क्रेडिट सोसाइटीज का भी काम बन्द हो गया है। और जो कोओपरेटिव स्टोर्स को सहायता दी जाती थी वह भी बन्द हो गई है। एक बैलफेयर का वह काम भी है जो कि होना चाहिये था।

कोलमाइन के वर्कर्स के हित के लिए इस में एक प्रावधान है कि जो सैस कोलेक्ट होगा वह कंसालिडेटेड फंड जो गवर्नमेन्ट आफ इंडिया का है उस में जमा हो जाएगा। यह बहुत ही अच्छी बात है कि सरकारी खजाने में वह जमा हो। लेकिन हम लोगों का अनुभव कुछ विचित्र ही है।

**[श्री राज नारायण शर्मा]**

हमारा अनुभव यह है कि जब पैसे की जरूरत पड़ी है वर्कर्स के वेलफेयर के लिए उस समय वह पैसा उपलब्ध नहीं हुआ है। कोल-माइन्स वेलफेयर आर्गनाइजेशन का सात करोड़ रुपया जमा है लेकिन माइनर्स के हाउसिंग पिछले तीन चार सालों से नहीं बन पाए हैं। पैसा निकल नहीं पाया है। आपको यह भी पता है कि पैसा निकलना बन्द हो गया, सिमेंट के ऊपर पाबन्दी रही, लोहे के ऊपर पाबन्दी रही जिस की वजह से सारा कस्ट्रक्शन का काम ठप्प हो गया। रुपये इस्टे होते जाते हैं और काम नहीं हो पाता है।

लाइम स्टोन और डोलोमाइट के लिए भी हमने 1972 में कानून बनाया था। उसके तहत सैस बसूल हो रहा है। वह भी कंसालिडेटेड फंड में जमा हो रहा है। लेकिन एक छदाम भी आज तक उन में से वर्कर्स के वेलफेयर के नाम पर खर्च हमने नहीं किया है। न एडवाइजरी कमेटी बनी न उसकी कोई बैठक हुई और न ही उसके नाम पर कुछ खर्च हुआ। और धायरन और के संबंध में भी आपने देखा है कि मंत्री जी ने बताया है कि यहां काम करने वाले वर्कर्स के लिए तीन करोड़ रुपया उन के खजाने में जमा है। अब वेलफेयर कैसे होगा यह प्रश्न पदा होता है।

अगर 3 मास पहले मन् 1972 में लाइम-स्टोन डोलोमाइट का कानून हुआ, तो मैं मंत्री महोदय से स्पष्ट तौर से जानना

चाहता हूं कि मन् 1972 से अब तक कितना खर्चा करके हुआ, क्या केवल कर्मजान चार्ज के अलावा भी उन में खर्चा हुआ है? अगर कर्मजान चार्ज के अलावा कुछ खर्चा हुआ है तो क्या हुआ है? अभी एडमिनिस्ट्रेशन भी सैट-अप हुआ है, या नहीं? मुझे तो संदेह है, क्योंकि एडमिनिस्ट्रेशन जब से-अप होगा, तो उसे काम में करना होगा।

इस बिल में ऐसा लक्ष्य रखा गया है कि 10 परसेंट एडमिनिस्ट्रेशन चार्ज होने जिसका अर्थ यह है कि वेलफेयर कमिशनर और इंस्ट्रक्टर आदि स्टाफ के मेन्टीनैन्स पर यह 10 परसेंट खर्च होगा। लेकिन होता यह है कि मजदूरों या माइनर्स का वेलफेयर न होकर कभी-कभी वेलफेयर आर्गनाइजेशन में लगे हुए कर्मचारियों का हो जाता है। वास्तव में जिनका वेलफेयर होना चाहिये, उनका वेलफेयर नहीं हो पाता है।

मैं आपके सामने एक उद्धरण देकर बताता हूं। इसमें बहुत भा प्रावधान रखा गया है कि यह किस-किस मद में खर्च होगा। मने कहा गया है कि पब्लिक हेल्थ, मैनीटेगन, प्रीवेंशन आफ डिजीजेज, मेडिकल फीमिलिटीज, वाटर सप्लाई, एजुकेशनल फीमिलिटीज, हाउसिंग, रिफ्रेशनल फीमिलिटीज, स्टैंडर्ड आफ लिविंग, न्यूट्रीशन, एमिनियोरेशन आफ सोशल कंडीशन तथा ट्रांसपोर्ट वगैरा के लिये प्रावधान होगा।



आप इसने देखेंगे कि बहुत से फंडेशन जो माइन प्रोनर्स के हैं, वे सारे फंडेशन भी इसमें शामिल हैं। मैं आपको अपना अनुभव बताता हूँ कि कोल माइन्स के लिये हाउसिंग की रिस्पॉन्सिबिलिटी, होलसम ड्रिफ्टिंग वाटर सप्लाय की जिम्मेदारी शरिया माइन्स एक्ट के मुताबिक माइन-प्रोनर की थी। यह सब माइन प्रोनर्स काम करते थे लेकिन जब से बैलफेयर आर्गनाइजेशन आया है, माइन-प्रोनर्स ने बिल्कुल काम बन्द कर दिया है, वह पानी भी नहीं देते और मकान भी नहीं बनाते। यह जिम्मेदारियाँ दोनों उनकी थीं : 300 एम्पलाई पर एक आफिसर रहेगा, डिस्पेंसरी रहेगी, लेकिन सारी चीजों को उन्होंने पास-ओवर कर दिया बैलफेयर आर्गनाइजेशन पर। सारी चीजों से उन्होंने अपने आपको बचा लिया और बैलफेयर आर्गनाइजेशन ने सारी चीजों को अपने ऊपर ले लिया। इस तरह से मालिकों की एडीशनल आमदनी हो गई। क्योंकि कोयले की कीमत तय करते वक्त ये सारी चीजें जोड़ी गईं लेकिन यह सारी जिम्मेदारी बैलफेयर आर्गनाइजेशन ने ले ली, तो जो वे सारी जिम्मेदारी से मुक्त हो गये और उस के बाद से उन्होंने रिबेट लेना शुरू किया। मकान बनाने के लिये 25 परसेंट सबसीडी शुरू की गई। 25 परसेंट सबसीडी, 37 परसेंट लोन और उसके बाद 100 परसेंट हुआ लेकिन फिर भी वे मकान बनाने के लिये तैयार नहीं हुए हैं जिस की बजट से आज 7 से 10 करोड़ रुपये तक हाउसिंग फंड ; कपया ; है । इस तरह की स्थिति बनी हुई है ।

यह बिल तो मान-कंट्रोलिंग है और मैं इसका तहे दिल से समर्थन करता हूँ, लेकिन पिछले बाक्यों से कुछ शिक्का लेने का भी यही समय है। फिर और समय तो होगा वहीं जिसे कि हम इस सारी आर्गनाइजेशन की वर्किंग को देखें और उस पर गौर करें और उस में सुधार के लिये सुझाव दें।

मैं सरकार का ध्यान इस तरफ आकषित करना चाहता हूँ कि जो संस्थाएँ स्थापित की जाती हैं, उन को बखूबी चलाया जाये, और जिस उद्देश्य से उन को स्थापित किया जाता है, उस उद्देश्य को हमेशा सामने रखा जाये। आयरन और की बड़ी बड़ी माइन्स ज्यादातर टिस्को, इस्को और हिन्दुस्तान स्टील जैसी बड़ी बड़ी कम्पनियों की हैं। वहाँ पहले से ही बहुत सी बैलफेयर फ्रीसिलिटीज मौजूद हैं। इन बिल के उद्देश्यों के बक्तव्य में कहा गया है कि यह फंड क्रीएट कर के उन बैलफेयर फ्रीसिलिटीज को सप्लीमेंट किया जायेगा, उन के य बढले में नहीं किया जायेगा। लेकिन होता-यही है कि उन बैलफेयर एक्टिविटीज को सप्लीमेंट नहीं किया जाता है, बल्कि उन के बढले में दिया जाता है। आयरन और माइन्स के सम्बन्ध में भी मेरा यही एप्रिहेंशन है।

मैं मंत्री महोदय से, जो इन सारी संस्थाओं के विभागीय मंत्री हैं, निवेदन करूँगा कि वह इन सब संस्थाओं के वर्किंग को देखें और उस में जो कुरियाँ हों, उन को दूर करें।

मैं इस बिल का तहे दिल से समर्थन करता हूँ।

**श्री आनन्दे राय (बोली) :** सभापति महोदय, वह बात सही है कि हमारे समाज में, और तत्पश्चात् के दूसरे देशों के समाज में भी, मजदूरों की अवस्था सब से खराब रही है, और आज भी है उस अवस्था में सुधार का प्रयास जगह-जगह हुआ है और मजदूरों के सबको ने उस सुधार को लाने में सब से बड़ी भूमिका अदा की है।

जो विवेक हमारे सामने पेश है, मैं उस का हार्दिक समर्थन करता हूँ, क्योंकि इस में समर्थन न करने की कोई बात है ही नहीं। जहाँ तक मजदूरों की अवस्था का प्रश्न है, चाहे वे खेन-मजदूर हो और चाहे शहरी और कारखानों में काम करने वाले उद्योग-मजदूर हो, उन में सब में खराब हालत खानों में काम करने वाले मजदूरों की रही है, और आज भी है। अगर उन की अवस्था को अर्द्ध-गुलाम की दशा कहा जाये, तो अतिशयोक्ति नहीं होगी। स्वतन्त्रता के बाद उस में काफी परिवर्तन हुआ है। उस से पहले भी मजदूरों के कारण ब्रिटिश सरकार उन की हालत में परिवर्तन करने पर समय-समय पर मजबूर हुई थी। लेकिन आज भी देश के हमारे उद्योग-मजदूरों की अपेक्षा खानों में काम करने वाले मजदूरों की हालत सब से खराब है, भले ही वे किसी प्रकार की खानों में काम करते हों। उन की अवस्था कही कहीं तो अर्द्ध-गुलाम जैसी मालूम होती है, विशेषकर उन स्थानों में जो बहुत सुदूर स्थित हैं। बस्तियों और स्टेनलों से दूर जंगल-पहाड़ों में स्थित खानों में जो मजदूर काम करते हैं, उन की हालत सब से अधिक खराब है।

इस सम्बन्ध में मैं एक मिसाल आपके सामने पेश करना चाहता हूँ। जहाँ तक मुझे जानकारी है, मध्य प्रदेश का बस्तर जिला सम्भवतः केरल प्रदेश से भी बड़ा है। बस्तर के इलाके में ट्रेनों और यातायात के अन्य साधन नहीं के बराबर हैं। वहाँ बैलाड़ीला खान में हजारों मजदूर काम करते हैं। वहाँ जो भी गया होगा, उस पर यह स्पष्ट छाप पड़ी होगी कि ये मजदूर इन्सान हैं या आधे-इन्सान हैं। वहाँ से जो ट्रेन आती है उस में माल आने जाने की सुविधा तो है लेकिन यात्रियों के लिए कोई गाड़ी नहीं है। मेरा एक सुझाव मंत्री जी को होगा कि ऐसे दूर-दूर स्थित जो खदानें हैं वहाँ से आने जाने की, यातायात की सुविधा वहाँ के मजदूरों को भी अच्छी तरह होनी चाहिए। इस का एक सर्वेक्षण कर के जो स्थान जितना ही दूर है उस पर पहले ध्यान दिया जाय और उसी क्रम से सब के ऊपर ध्यान दिया जाय।

इस पूरे जिले को देखने के बाद मुझे भी लगा, जैसे हमारे पूर्व वक्ता महोदय ने कहा कि यह जिले अधूरा है। कई पुराने कानूनों की इस में भी चर्चा की गई है। मंत्री जी ने अभी अपने भाषण में भी इस का जिक्र किया। तीन कानूनों की इस में चर्चा की है, उन का उस में सन्दर्भ और उद्धरण दिया गया है। तो मैं ऐसा समझता हूँ कि सरकार दूर-दूर के खदानों में काम करनेवाले मजदूरों के ऊपर पूरा कामी-हेन्सिब बिल लाये, चाहे इसी समय में लाये, तो वह बहुत अच्छा होगा और इतने बड़े महोदय के अवधानों

[अ] काम करते वाले जितने भी प्रकार के मजदूर हैं, उन की सेवाओं, उन के हालात और उन की सहूलियतों का समानीकरण किया जाना चाहिये, यह बहुत जरूरी होगा ।

मैं एक बात की चर्चा इस सिलसिले में करूंगा । बहुत दिन पहले सोवियत यूनियन की कम्यूनिस्ट पार्टी के तत्कालीन महामंत्री श्री खुश्चेव उस समय के सोवियत प्रधान मंत्री बुलागानिन साहब के साथ पहली बार यहां आये थे । खुश्चेव साहब स्वयं एक गडरिया के लड़के थे और जब होश सम्भाला तो कोयला खान के मजदूर हो गये । उन को हम जीवन का, किसान जीवन का, खेतीहर जीवन का और खान जीवन का अच्छा और प्रत्यक्ष अनुभव था । बाद में वे सोवियत जीवन के उच्चतम स्थान पर पहुंचे थे । उन्होंने भारत में अपनी एक स्पीच में मैं इस बात की चर्चा की थी । कुछ रेफेन्स देते हुए उन्होंने कहा था कि खान के मजदूरों की अवस्था हमारे यहां भी बहुत पहले खराब रही है, यहां भी है और हर जगह रही है । इन की तरफ हम सब को सबसे अधिक ध्यान देना चाहिए । एक बात और कह दूं माननीय हनुमैया जी इस समय यहां नहीं हैं वे एक बार सोवियत यूनियन गए थे तो उन्होंने यहां से लौटने के बाद एक वक्तव्य दिया था । उस वक्तव्य की कटिंग मेरे पास है उसमें उन्होंने हमारे देश की सोवियत यूनियन की सेवाओं और उनके

केतनमान की तुलना की थी । उन्होंने कहा था कि हमारे देश में सबसे ज्यादा पे स्केल यहां की जूडीशियरी के हैं । सोवियत यूनियन में सबसे ज्यादा पे-स्केल वहां के टेक्नीकल हेल्थ्स के हैं जो शिल्पकार हैं; इंजीनियर हैं डाक्टर हैं; मृतिकार हैं, लेखक हैं, पत्रकार हैं आदि आदि उनके पे-स्केल सब से ज्यादा हैं हमारे देश में हमारे दर्जे का पे-स्केल आई० सी० एस० और आई० ए० एम० अर्थात् अखिल भारतीय या प्रादेशिक सेवाएं हैं; उनका है । सोवियत यूनियन में हमारे दर्जे का पे-स्केल खान के मजदूरों का है और उसमें भी कोयले की खान के मजदूरों का है । मेरे कहने का मतलब यह है कि समाजवादी दुनिया में खदान के मजदूरों पर सबसे ज्यादा ध्यान रखा गया है । हमारे देश में भी ऐसा ही होना चाहिए । इस लिए मैं कह रहा था कि एक विस्तृत कानून इस विषय पर लाया जाए सबसे ज्यादा खान के मजदूर चाहे वे किसी भी खान के मजदूर हों; हमारी सहानुभूति और हमदर्दी के मुस्तहक हैं, क्योंकि ये सबसे अधिक जोखिम का काम करते हैं । किसी फैक्टरी में काम करना धरती के ऊपर, और खान में काम करना यानी धरती के नीचे, दोनों में जमीन आसमान का अन्तर होता है । वास्तव में खान दुर्घटना से हम समझ सकते हैं । हमारे देश के इतिहास में यह एक भयंकरतम दुर्घटना हुई है । 25-30

[श्री भारद्वाज राय]

साथें भी मिली ही, बाकी का पता नहीं उनकी तृतीया तक नहीं मिली। उनके परिवार वालों को उन के मृत शरीर का दर्शन भी नहीं मिल सका। इस लिए इनके बारे में सरकार को कम्प्री-हेन्सिव बिल जरूर लाना चाहिए।

जहां तक फण्ड्स के सदुपयोग की बात है, दोनों पूर्व अक्साग्रो ने कहा है कि कन्सोलिडेटेड फण्ड के नाम पर फण्ड हो और वह इस्तेमाल न हो, यह ठीक नहीं है।

MR. CHAIRMAN: Is the hon. Member closing his speech? If not, he may continue his speech tomorrow.

The House stands adjourned to meet tomorrow.

18.00 hrs

The Lok Sabha then adjourned till Eleven of the Clock on Friday, March 26, 1976/Chaitra 6, 1898 (Saka)