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Thursday, November 29, 1962
Agrahayana 8, 1884 (Saka)

LOK SABHA DEBATES

**Third Session
(Third Lok Sabha)**



सत्यमेव जयते

LOK SABHA SECRETARIAT
New Delhi

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N.B.—The sign + marked above the name of a member on questions which were orally answered indicates that the question was actually asked on the floor of the House by that Member.

LOK SABHA

Thursday, November 29, 1962/Agrahayana 8, 1884 (Saka)

The Lok Sabha met at Twelve of the Clock

[MR. SPEAKER in the Chair]

PAPERS LAID ON THE TABLE

ANNUAL STATEMENT OF ACCOUNTS OF COUNCIL OF SCIENTIFIC AND INDUSTRIAL RESEARCH

The Minister of Scientific Research and Cultural Affairs (Shri Humayun Kabir): Sir, I beg to lay on the Table a copy of the annual statement of accounts of the Council of Scientific and Industrial Research, New Delhi, for the year 1960-61 along with the Audit Report thereon, under Rule 79(iv) of the Rules and Regulations and Byelaws of the said Council. [Placed in Library. See No. LT-621/62].

ANNUAL REPORT OF ASHOKA HOTELS LIMITED AND REVIEW BY GOVERNMENT

The Minister of Works, Housing and Rehabilitation (Shri Mehr Chand Khanna): Sir, I beg to lay on the Table a copy each of the following papers:—

- (i) Annual Report of the Ashoka Hotels Limited, New Delhi, for the year ended the 31st March, 1962, along with the Audited Accounts and the comments of the Comptroller and Auditor General thereon, under sub-section (1) of section 619A of the Companies Act, 1956.
- (ii) Review by the Government on the working of the above

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Company. [Placed in Library. See No. LT-622/62].

MESSAGES FROM RAJYA SABHA

Secretary: Sir, I have to report the following messages received from the Secretary of Rajya Sabha:—

- (i) "In accordance with the provisions of sub-rule (6) of rule 162 of the Rules of Procedure and Conduct of Business in the Rajya Sabha, I am directed to return herewith the Indian Tariff (Amendment) Bill, 1962, which was passed by the Lok Sabha at its sitting held on the 22nd November, 1962, and transmitted to the Rajya Sabha for its recommendations and to state that this House has no recommendations to make to the Lok Sabha in regard to the said Bill."
- (ii) "In accordance with the provisions of rule 97 of the Rules of Procedure and Conduct of Business in the Rajya Sabha, I am directed to enclose a copy of the Hindi Sahitya Sammelan (Amendment) Bill, 1962, which has been passed by the Rajya Sabha at its sitting held on the 27th November, 1962".

HINDI SAHITYA SAMMELAN (AMENDMENT) BILL

LAID ON THE TABLE, AS PASSED BY RAJYA SABHA

Secretary: Sir, I lay on the Table of the House the Hindi Sahitya Sammelan (Amendment) Bill, 1962, as passed by Rajya Sabha.

12.01 hrs.

WAREHOUSING CORPORATIONS BILL—contd.

Mr. Speaker: We will now take up the further consideration of the following motion moved by Shri A. M. Thomas on the 28th November, 1962, namely:—

“That the Bill to provide for the incorporation and regulation of corporations for the purpose of warehousing of agricultural produce and certain other commodities and for matters connected therewith, be taken into consideration.”

The Deputy Minister in the Ministry of Food and Agriculture (Shri A. M. Thomas): Mr. Speaker, Sir, yesterday I was giving some background information regarding this Bill and also as to how the Bill has become necessary in view of the enactment of the National Co-operative Development Corporation Act in this year. The provisions relating to the existing Act, namely the Agricultural Produce (Development and Warehousing) Corporations Act—the relevant provisions relating to warehousing in that Act—have been incorporated in this Bill with consequential changes arising out of the separation of the Central Warehousing Corporation and the National Co-operative Development and Warehousing Board. The Bill that has been brought before this honourable House is a comprehensive Bill, and advantage has been taken of the introduction of this Bill to change some of the provisions of the existing Act.

The changes have a two-fold purpose in view. One purpose is the consequential one, because of the passing of the enactment in the early part of this year, to which I have already made reference. The second is the introduction of some changes in the light of the experience gained by the working of the Central Warehousing Corporation as well as the State Ware-

housing Corporations for a period of five years.

I will give some idea of the important changes that have been made in this Bill from the provisions of the existing enactment. One consequential change is that under clause 4(2) the Central Government will be the shareholder of forty per cent of the shares of the Central Warehousing Corporation in the place of the National Co-operative Development and Warehousing Board, while the other shareholders of the existing Corporation will become the other shareholders of the new Corporation. The second change is that under clause 7(1) there will be twelve members as board of directors, as against fifteen in the existing Act. These two changes, according to me, are more or less consequential on the enactment of the previous legislation.

Under clause 2(e) the new Bill enlarges the scope of the commodities which can be warehoused. Under the existing Act the Central Warehousing Corporation and the State Warehousing Corporations could accept for storage some items of agricultural produce, agricultural implements and fertilizers. In the present Bill the words “notified commodities” have been added to the list of commodities which can be warehoused. The intention obviously is to notify such commodities for which there is demand for warehousing from time to time as the need arises. This is one important change that has been made. The scope of commodities has been widened.

The next change is that the administration of the Warehousing fund will vest in the Central Warehousing Corporation. It was previously with the National Co-operative and Warehousing Corporation. Under the existing Act, this fund is being maintained by the National Development and Warehousing Board. These are some of the changes that have been made in the existing Bill from the enactment already in force.

The House would naturally expect me when this comprehensive legislation is being introduced to make a review of the past working of the Warehousing Corporations both at the Centre as well as in the States. The House would naturally put me the question whether the expectations that have been raised when this legislation was enacted in the year 1956 have been fulfilled. I shall, therefore, venture to give some idea to the House how much of the work the Central Warehousing Corporation has turned out and how it has been able to fulfil the objective with which these bodies have been created.

The object of the scheme, as the hon. House is aware, is to spread the work of scientific storage of agricultural produce in the country and to enable the producers to hold their stocks in good condition till they could secure a fair price in the market. The Warehouse receipts granted by the corporation would, in the meantime, enable them to draw loans from the various banks. The corporations have been functioning for the last five years. The Central Warehousing Corporation has set up warehouses at 65 centres whereas the State Warehousing corporations have set up 407 centres. The total aggregate capacity available with the corporation is, at present, of the order of 6 lakh tons. I admit that all the capacity that is now possessed by the Corporation is not owned. Only a small percentage is owned by the Central and State Warehousing Corporations. In choosing the centres of business, the Central and State Warehousing corporations have also worked in close co-ordination so that one does not compete with the other. The Central Warehousing corporation has concentrated on centres of all-India importance and big markets while the State Warehousing corporations have, in many cases, got down to the district level. Most of these centres, as I have already indicated, are now being run on hired accommodation. Out of the 6 lakh tons, what is being owned comes to only

round about 32,000 tons by the Central Corporation and by the State corporations round about 36,000 tons. The rest is hired godowns.

There is reason for that also. We cannot choose a site and start building without taking a close look at the market potential of that particular centre. The corporations are run on commercial principles though they are developmental ventures and therefore, they have to pay attention to the balance sheets also. Before they start building, they have to be sure that the warehouses can pay. A warehouse is first started in hired accommodation as a matter of experiment and its business is watched for a year or two. If there is enough custom, a decision is taken as to the corporation owning a warehouse. Therefore, it will take, on the average, 2 years to get a suitable site. Sites in the midst of the market area are costly; on the other hand, we cannot build in areas where land is cheap just because it is so. However, the Central Warehousing Corporation has a target of constructing warehouses at 55 centres during the Third Plan period. According to the Third Plan, we shall have our own construction to the extent, of 2,37,000 tons besides hired accommodation. That is the target that has been fixed in the Third Plan.

I may submit for the information of the House that although the storage capacity that is owned or possessed by the Central and State Warehousing Corporations is rather limited, that does not stand in the way of the expansion of the activities of these corporations. The House knows that the Department of Food has throughout this country warehouses and storage capacity and it will soon be having an owned capacity of more than 2 million tons besides hired accommodation. There is close co-ordination between the working of the Central Warehousing Corporation and that of the Food Department. In fact, the Central Warehousing Corporation is now being administered by the Food Department. So, whenever the Central Warehousing

[Shri A. M. Thomas]

Corporation or the State Warehousing Corporations, for that matter, require any vacant space which is in possession of the Food Ministry of the Central Government, it is invariably being given so that the corporation can utilise them. In the same way, if the Food Department wants for its own storage capacity that is being owned or possessed by the Central Warehousing Corporation, it gives some business to the Central Warehousing Corporation itself. So, I may say that a very healthy practice is going on, and that would also ensure to the benefit of the administration of the Food Department as well as the administrations of the Central and State Warehousing Corporations.

I may also submit for the information of the House that the initial difficulties in the setting up of warehouses have been overcome, and there has been steady progress in the business transacted in the warehouses. I have got certain figures with me which would indicate the volume of business that is now being carried on.

I have already indicated the total storage capacity. The gross income from storage, as far as the Central Warehousing Corporation is concerned, has been going up in recent years. Last year, the gross income was Rs. 14,25,000, which was almost double that of the previous year when it was Rs. 7,87,000; the year previous to that, it was only Rs. 3,81,000. So, I may say that a substantial progress has been registered in recent years. This year, for the first six months, the gross income comes to about Rs. 10,37,000; so that during this year, there will be substantial progress as compared with the previous year when itself the progress was more or less double that of the year previous to that.

I admit that the major portion of the custom of the corporation is now received from trade. At the same time, the individual producer is also

becoming aware of the benefits of warehousing and accounts for an increasing percentage of the stocks held in the warehouses at present.

Shri Ranga (Chittoor): How much of the capacity of 6 lakh tons is being utilised by individual peasants who want to store their grains in these warehouses, and how much of it is being passed on from there to the Food Departments of the various States?

Shri A. M. Thomas: As far as the Central Warehousing Corporation is concerned, I think that about 20 per cent of the business that is being had by that corporation is that of the Food Department of the Central Government.

Shri Ranga: What about the State Warehousing Corporations and the State Food Departments?

Shri A. M. Thomas: I have got the figures with me. I can give the figures for the information of the Member. I have said in my speech also that now the major portion of the capacity is being occupied by the trade, but there is a steady increase in the capacity being utilised by producers also. The main object is that producers must be benefited from this.

I understand the object with which my hon. friend put that question. In fact, it is a legitimate question, whether the original intention in setting up these corporations for making proper warehousing facilities available to the producers has been fulfilled. In this connection, we should remember that the broad pattern on which it was proposed to achieve this goal was the establishment of co-operative marketing societies at the lowest level which directly deal with the producers. The overflow from the godowns to the co-operative societies was to be taken up by the State Warehousing Corporations. The produce which those corporations could not manage was to be taken over by the Central Warehousing Corporation. This was, so to

say, the three-tier system which was in view when these various institutions were set up. But I may submit that until co-operative marketing makes headway in the country the warehousing corporations cannot benefit the producers on a large scale. This fact has to be realised. I may mention that the corporations would be only too glad to take up more and more business of the producers and that would be possible if more and more of producers are organised on co-operative lines. A little more of co-operation from the co-operative sector would also help us to extend the scheme to the individual producer. There is no doubt that in building a superstructure of modern warehouses there should be this firm base and then only the object can be completely achieved.

The money invested in the corporations is of the order of Rs. 6.3 crores. None of the warehousing corporations has made a profit except the Punjab State Warehousing Corporation which showed a small profit last year. I also understand that the Orissa State Warehousing Corporation has made a small profit. On the other hand, the losses have been low. The Central Warehousing Corporation has suffered on the average loss of only Rs. 2 lakhs a year for the five years. The very concept of the scheme rules out large profits. The corporations are also developmental projects and are still in their early stages. The cost of construction of warehouses is high in comparison with the returns which can be expected, and profits will grow only after the framework of warehouses has been established as we start expanding.

The House would realise that the achievements of the corporations cannot be measured in terms of mere statistics. Warehousing is a new field in which fresh ground has to be broken. A great deal of effort is also needed to publicise the benefits of warehousing and break the hide-bound circle of the producer, the middleman, the broker and the moneylender. It would take time for age-old practices to change. Even now

the middleman and the moneylender have their stranglehold on several of the producers, for which the only remedy we can envisage is for the producers to organise themselves on co-operative lines.

I may mention that the Central Warehousing Corporation will have to give help to producers in the utilisation of the capacity at the disposal of both the Central Warehousing Corporation as well as the State Warehousing Corporations. As a matter of fact, while I went through the list of commodities being now received, I found there are as many as 87 commodities. They can have the warehouse receipts on which they can get advance from the State Bank on easy terms.

Subject to the limitations which I have already pointed out, the corporations both at the Centre and in the States have succeeded in establishing a basic pattern of warehousing at the district level also.

Another matter to which I would like to refer is the great contribution that the Central Warehousing Corporation has made in the matter of training facilities that it has offered and the number of people that it has trained. Altogether here have been eight courses now run by the Central Warehousing Corporation. We have been able to train as many as 677 warehousemen and other technical people who will be in a position to man the various warehouses in this country. The persons who have been trained are both in the service of the Central as well as the State warehousing corporations.

The publicity aspect has also to be borne in mind. Intensive propaganda has been made to explain the benefits of the warehousing scheme. Periodic handouts have been made in English and the regional languages explaining the scheme. The mass communication media of the press and radio have also been utilised for the purpose.

[Shri A. M. Thomas]

Although these achievements, if taken over the full period of the five years, have not been spectacular, the advance that has been registered, the progress that has been made, in the last two or three years has been really good, and we are proceeding in the right direction also.

In this connection, I would like to mention two further activities that are going to be undertaken by the Central Warehousing Corporation which would in a way revolutionise its activities in the field of one or two commodities. One is in respect of jute. Recently the Ministry of Commerce and Industry approached the Central Warehousing Corporation for warehousing of jute for the price support scheme. The space required would be perhaps to stock about 5 lakh bales of jute, and perhaps this would be the largest unit of the Central Warehousing Corporation, this jute storage.

Shri A. C. Guha (Barasat): That jute will be from the producers or the traders?

Shri A. M. Thomas: In implementation of the price support scheme, but without adequate storage, that scheme cannot be put into effect. Now the Central Warehousing Corporation has stepped in and said that they are prepared to find the storage; the storage, they would preserve and release whenever it is found necessary. We have already geared up the necessary organisation in Calcutta and taken whatever accommodation was available in the industrial area of Calcutta to start this work. I think this is a step in the right direction, and the House would naturally appreciate the step which has been taken by the Central Warehousing Corporation.

It is also in implementation of the recommendations of the Rural Credit Survey Committee, because they have envisaged this warehousing both for the purpose of price support scheme

and for price control. I may just quote one sentence from the report of the Rural Credit Survey Committee. They say:

"An organised system of warehousing and storage, together with the trained personnel which goes with it, can also provide a very important part of the solution, should such at any time be required, for a problem of either price control on the one hand or of price support on the other in regard to agricultural commodities."

So we are keeping this in view and trying to do whatever is possible.'

Another commodity on which perhaps the Central Warehousing Corporation may launch its activities is the Warehousing of tea. Although these things have not been finalised yet, I may inform the hon. House that we are on the threshold of successful negotiations with the Commerce and Industry Ministry, the Tea Board, the tea industry and the Port Commissioners of Calcutta for undertaking an almost monopoly-warehousing of tea in Calcutta. The total turnover would be of the order of at least 20 lakh chests or probably considerably more. The annual turnover in terms of money would be Rs. 46 lakhs with a profit of Rs. 5 lakhs a year. This will change completely, according to me, the economic phase of the Central Warehousing Corporation. The tentative details are with me, but I do not propose to tire the House with those details. I would just mention that this activity, which is a very important activity, may be undertaken by the Central Warehousing Corporation.

I mentioned that there are as many as 87 commodities that are now being received. I may mention one commodity and show how it is helpful to the agricultural sector. We have received for manufacturing fertilisers in the Central Warehouses. In 1961-62, of private persons, we have stored 8,890 tons of fertilisers; of the Govern-

ment, we have stored 8,787 tons; I think the figure for this year will be of the same order, if not more.

I have given these details to the House in order that the House may be satisfied that sincere efforts are being made to fulfil the expectations that have been raised when the Central Warehousing Corporation as well as the State Warehousing Corporations were constituted in the year 1956. After all five years are not a long period, and I hope, having regard to the comparative progress that has been registered in the last two years, we would be in a position to go ahead and benefit the producers to a greater extent. At this stage, I do not want to take more time of the House. Sir, I move.

Mr. Speaker: Motion moved:

"That the Bill to provide for the incorporation and regulation of corporations for the purpose of warehousing of agricultural produce and certain other commodities and for matters connected therewith, be taken into consideration."

12.28 hrs.

Shri Ranga (Chittoor): Mr. Speaker, Sir, my hon. friend has said that the Warehousing Corporation has made sincere efforts to fulfil the objects for which the Board as well as the Corporation has been brought into existence. I am certainly prepared to say that my hon. friend, the Minister, has made a sincere effort to enlighten the House about the activities of this Corporation and also of the Board. But I cannot say the same thing about the activities of the Board and the Corporation, because, even according to the Deputy Minister, the objects for which these bodies were brought into existence have not met with any substantial degree of success. But I am glad that my hon. friend has reverted to the earlier, pre-Independence practice of taking the House into his confidence and explaining at length the objects for which this particular Bill is brought forward and the whole

background behind this Bill and the activities of the Board and the Corporation.

The Corporation as well as the Board were brought into existence for the dual purpose of price-support and also price control. But those of us who were interested in the peasants have always been asking for such development of the warehouses in order that the price support can become a successful national effort. But then, as a result of the experience of the country during the last war, and the later controls, the Government thought of the very same solution for the additional purpose of price control and, in actual practice, in these days when due to inflation and various other reasons prices are shooting up, these measures are coming to be utilised more and more if not primarily for the purpose of price control, and not for price-support. The Rural Credit Survey Committee suggested that both these institutions should be brought into existence primarily for the purpose of protecting the peasants. Unfortunately till now the Government has been very chary indeed in taking adequate steps and timely steps to protect the peasants. On the other hand, they have been too anxious to do everything possible in their power to try to keep down the agricultural prices for the ostensible purpose of helping the industrial workers and salaried employees to feel easy about their economics based upon cereal prices, but for the actual purpose—whether it is really meant by the Government in that direction or not—of keeping the peasants down when compared to other sections of our population.

From time to time, it has been said by Government that agricultural prices are going up and they are trying their best to keep them under control. My hon. friend has the unpleasant task during the last six years of keeping a watch over this anti-peasant activity of the Government, of keeping down the prices that the peasants are to get. Unfortunately what is happening is that the peasants have

[Shri Ranga]

not been able to gain any kind of relief, freedom or protection from the clutches of traders, merchants, money-lenders, brokers and other agencies. Nowadays Government themselves have come down in the market as the procurer of foodgrains. This has happened because peasants have not been able to obtain sufficient supply of credit. As I have said very often, no other industry is obliged to pay half as high a rate of interest for the credit that it needs in order to carry on its day-to-day activities and also for the maintenance of producers while the crop is being produced as agriculture has been obliged to pay.

Government have gone out of their way to create various financial institutions to provide credit supply even to heavy industries, medium-scale industries and small-scale industries, which ordinarily are able to obtain credit in the market at not more than 9 per cent in the case of small-scale industries and not more than 6 per cent in the case of heavy and medium-scale industries. These industries are able to make money, show profits and are able to get plenty of accommodation by way of overdrafts from the State Bank as well as various other banks. That is not the case with agricultural credit, as is very well-known.

Under these circumstances, it is a pity that the Government should have developed this system of warehousing, which is being utilised more by trade than by the peasants themselves. My hon. friend has rightly said that peasants should be encouraged to organise themselves into co-operative marketing societies and those cooperative marketing societies should be encouraged also to take advantage of this warehousing accommodation. But actually what is the position? He has confessed that the cooperative sector, for its own reasons, is not utilising these warehouses. When I asked him how much of this warehousing accommodation is utilised by Government

and how much by others, he was obliged to say that as much as 20 per cent of the accommodation of the central warehouses is being utilised by the Central Government and the rest of it is being utilised by trade. What is done by trade?

Trade, according to his own description, can only mean trade on a large scale. Because it is only the overflow from the State corporations that is being accommodated by the Central warehouses, naturally, those merchants who wish to keep their foodgrains or stores in the State warehouses would not go to the Central warehouses. Only bigger, large-scale, wholesale traders and merchants can make use of Central warehouses. Therefore, till now, one can easily see, the warehousing accommodation that has been made available by the Government has come to be utilised by lakhiers and millionaires and not by ordinary traders and businessmen in the local markets.

Even at that the Government has not been quick enough in bringing into existence as much warehousing accommodation as needed. They have only been hiring accommodation, which means it is not a contribution at all to the total accommodation that is available for warehousing in the whole country. Except to the extent of 30 per cent, the other 70 per cent has been hired from others. That means, the accommodation that is already available has been made use of by the Government by paying rent and so on. Therefore, what is the additional contribution that has been made by this Corporation?

Secondly, I would like to suggest that it is high time that these two Ministries are combined into one. I do not know why this division was made. Anyhow, the division that has been made, the bifurcation that was effected between the Food and Agriculture Ministry and the Ministry for Community Development and Co-operation

has not proved a success. And, especially in these days when we are thinking in terms of economy, and making the Government more and more efficient, it would be best that these two Ministries are brought together under the same Cabinet Minister. If that is done, then it would be necessary for a Bill to be introduced to repeal the earlier Act, and it would not be necessary for this House to pass this Bill. This is a sort of *tamasha* that has been going on. Some Directors of this Board are to be given representation on the other one and some of their Directors are to be given representation on this one, and they have to make a kind of make-shift of co-operation between that Ministry and this Ministry. What is all this, except waste of time of this House and waste of time and effort of those two Ministries. Therefore, I suggest that these two Ministries should be amalgamated into one, and we should be satisfied with having a special Directorate for community development and another for co-operation, both kept under the Food and Agriculture Ministry.

My hon. friend has suggested that some revolutionary thing is going to be done by this corporation because they are going to undertake warehousing for tea and jute. To what extent? They are only going to make a beginning. It is going to be a kind of fleabite. It is not going to have much of marginal influence upon the market. We have been told, again and again, that in order to keep down these agricultural prices—they call it control in speculation, they give instructions from time to time to the Reserve Bank of India and through the Reserve Bank of India to all banks in the country to limit their advances on these stores of foodgrains. That naturally depresses agricultural prices. It discourages all those persons including even those people who are charging high rates from the peasants, the moneylenders, brokers, merchants and others, from purchasing foodgrains just when the pea-

sants are badly in need of money. They do not want to purchase them because they are not able to get accommodation from the banks;* they cannot get accommodation from the banks and so they do not purchase. It is a vicious circle and the result is that prices are going down.

It may appear as if I am asking for the impossible. In these days when everybody is asking for prices to be kept down one may wonder why this Member comes forward and says that protection should be given to the peasant. The peasant is always in need of protection whether the prices are going up or down. The only difference is that when the prices are going up the protection is a little less urgent; but when the prices are going down that need is much more pressing and insistent. Therefore, although I am personally not opposed to the multiplication of the number of warehouses, I am particularly anxious that Government should pay more attention to the ways and means by which they can possibly maintain the agricultural prices with the help of these warehouses as well as the warehouse accommodation that other people are able to develop in the country.

Lastly, I wish to suggest that instead of the Warehousing Corporation depending only on their own capacity to build these warehouses, it would be best for them to give subsidy to private merchants and traders to construct their own warehouses from the money advanced by the Government of India, State Governments and also the State Warehousing Corporations and go into partnership with such of the merchants and such of the agriculturists who come forward to form themselves into various limited societies and then begin to offer to construct these warehouses. It is only in this way, by invoking the aid of not only the local Governments but also the traders, businessmen, moneylenders and peasants and then utilising not only the co-operative means of organising these things but also the other

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joint stock company organisations it would be possible for the Government to develop a protected, efficient and scientific warehousing accommodation that is needed in this country at the earliest possible moment.

श्री सरजू पाण्डेय (रसंझा) : अध्यक्ष महोदय, यह जो बिल पेश किया गया है, इस का मैं समर्थन करने के लिये खड़ा हुआ हूँ। अभी यहां पर कहा गया है कि किसानों के उत्पादन का मूल्य निर्धारण होना चाहिये। इस बात को यहां पर कई बार उठाया जा चुका है। मैं इस में ज्यादा डिटेल में नहीं जाना चाहता हूँ। मैं तो इस बिल के बारे में जो संशोधन मैं ने भेजे हैं और इस बिल की जो मुख्य मुख्य धारायें हैं, उन तक ही अपने को सीमित रखना चाहता हूँ। मुख्य रूप से जो बेयरहाउसिंग कारपोरेशन बनाई जाने वाली है, उस के कांस्टीट्यूशन के बारे में मैं कुछ बातें माननीय मंत्री जी के सामने रखना चाहता हूँ।

इस में लिखा हुआ है :—

“(a) six directors to be nominated by the Central Government;

(b) one director to be nominated by the National Co-operative Development Corporation established under the National Co-operative Development Corporation Act, 1962;

(c) one director to be nominated by the State Bank;

(d) one director to be elected by other scheduled banks;

(e) one director to be elected by co-operative societies;

(f) one director to be elected by insurance companies, investment trusts and other financial institutions, recognised associations and companies dealing in agricultural produce or notified commodities; and

(g) a managing director, appointed by the Central Government in consultation with the directors referred to in clauses (a) to (f).”

इस का मतलब यह होता है कि जो ग्यारह डायरेक्टर्स होंगे, उन में से छः को गवर्नमेंट नामिनेट करेगी, दो और नामिनेट होंगे किसी न किसी तरह से और सिर्फ तीन का ही इलैक्शन होगा। एक को स्टेट बैंक नामिनेट करेगा और दूसरे को दूसरे जो शेड्यूल्ड बैंक हैं, वे नामिनेट करेंगे। इस का साफ मतलब यह हुआ कि जो बोर्ड आफ डायरेक्टर्स होगा, उस में पूरे का पूरा कंट्रोल सेंट्रल गवर्नमेंट का रहेगा या उन लोगों का रहेगा जिन को सरकार नामिनेट करेगी। इस बारे में मैं ने एक सुझाव दिया है कि हम को इस को इस तरह से बनाना चाहिये कि चार आदमी तो सेंट्रल गवर्नमेंट द्वारा नामिनेट किये जायें और बाकी डायरेक्टरों का इलैक्शन होना चाहिये, चुनाव होना चाहिये। इस वक्त इस बिल में इस तरह की कोई व्यवस्था नहीं है और मैं चाहता हूँ कि इस पर विचार कर लिया जाना चाहिये।

आगे चल कर पेज ५ पर जहां तक मैनेजिंग डायरेक्टर नियुक्त करने का सम्बन्ध है उस की एप्वाइंटमेंट भी सेंट्रल गवर्नमेंट करेगा। उस का भी इलैक्शन नहीं होगा बल्कि यह कहा गया है :—

“a managing director, appointed by the Central Government in consultation with the directors referred to in clauses (a) to (f).”

इस सिलसिले में मेरा कहना यह है कि इस कंसलटेशन का कोई अर्थ नहीं है। इस बिल में इस तरह का भी विधान नहीं किया गया है कि डायरेक्टर्स कुछ नाम भेजेंगे और उन में से किसी एक को सेंट्रल गवर्नमेंट चुनेगी। जिस तरह से इस क्लॉज को रखा गया है, उस का सीधा सादा अर्थ यह निकलता है कि मैनेजिंग डायरेक्टर का चुनाव भी

सेंट्रल गवर्नमेंट द्वारा किया जायेगा और इस कंसलटेशन के कोई मानी नहीं हैं क्योंकि उन बेचारों की कोई राय नहीं होगी। अगर बिल में इस तरह का प्राविजन रख दिया जाता कि दो या तीन या चार नाम डायरेक्टर्स भेजेंगे और उन में से सेंट्रल गवर्नमेंट किसी एक का चुनाव करेगी किसी एक को सिलेक्ट करेगी तो भी कुछ बात थी। लेकिन वह भी नहीं किया गया है। सीधे सादे शब्दों में उस की नियुक्ति का अधिकार भी सेंट्रल गवर्नमेंट ने अपने हाथ में रख लिया है।

इस में एग्जिक्यूटिव कमेटी के बनाये जाने का भी विधान किया गया है। पेज ७ पर कहा गया है :—

"There shall be an Executive Committee of the Central Warehousing Corporation which shall consist of:

(a) the Chairman and the Vice-Chairman of the board of directors;

(b) the managing director; and

(c) two other directors chosen by the Corporation in the prescribed manner."

यह जो पूरी की पूरी एग्जिक्यूटिव कमेटी बनेगी, इस में भी तीन आदमी सरकार के नामिनेटिड हो जायेंगे।

बिल में यह भी कहा गया है कि वन-थर्ड शेयरहोल्डर्स अगर चाहें तो स्पेशल मीटिंग काल कर सकते हैं। लेकिन इस के लिये बहुत ज्यादा समय इस में दिया गया है। इस में कहा गया है :—

"If the board of directors of the Central Warehousing Corporation do not proceed within twenty-one days from the date of the requisition being so desposited to cause the special meeting to be called, the requisitionists, or a majority of them, may, themselves call the

meeting, but in either case, the meeting so called shall be held within three months from the date of the deposit of the requisition."

मेरा इस सम्बन्ध में कहना यह है कि २१ दिन का जो समय दिया गया है, यह नहीं होना चाहिये। पंद्रह दिन का वक्त बहुत है। इस सिलसिले में मैं ने एक एमेंडमेंट भी भेजा है और मैं समझता हूँ कि उस पर विचार होगा।

साथ ही यह भी कहा गया है कि २१ दिन के बाद जो शेयर होल्डर्स चाहते हैं कि मीटिंग बुलाई जाये वे तीन महीने के अन्दर मीटिंग कर सकते हैं। इस सम्बन्ध में मेरा कहना यह है कि दोनों भूतों में बिला वजह इतना अधिक वक्त इन को नहीं मिलना चाहिये। अगर तिहाई शेयरहोल्डर्स स्पेशल मीटिंग के लिये रिक्विजिशन भेजते हैं तो उस के लिये बोर्ड आफ डाइरेक्टर्स को पंद्रह दिनों का टाइम देना काफी है। अगर वह मीटिंग नहीं बुलाते हैं

श्री बे० शि० पाटिल (यवतमाल) : अध्यक्ष महोदय, यह बिल पर चर्चा की पहली अवस्था है जिस में केवल तत्वों के ऊपर विचार होना चाहिये, क्लज बाई क्लज चर्चा नहीं होनी चाहिये, ऐसा मेरा विचार है। मैं आप से इस के सम्बन्ध में व्यवस्था चाहता हूँ।

अध्यक्ष महोदय : यह ठीक है कि इस वक्त सिर्फ जनरल प्रिंसिपल्स पर ही चर्चा होनी चाहिये, एमेंडमेंट्स पर नहीं। इस वक्त बिल की तफसील में जाने की जरूरत नहीं है।

श्री सरजू पाण्डेय : इसी तरह से स्टेट कारपोरेशन्स के सम्बन्ध में पेज ११ पर लिखा है :

"five directors nominated by the Central Warehousing Corporation, of whom one shall be nominated

[श्री सरजू पाण्डेय]

in consultation with the State Bank and one at least shall be a non-official; five directors nominated by the State Government”

इस सिलसिले में मेरा कहना यह है कि अगर इस तरह से स्टेट कारपोरेशन बनाये जायें तो फिर एक ऐसा बिल यहां पर रख दिया जाये कि कुछ सेंट्रल गवर्नमेंट के आदमियों को ले कर वेअरहाउसिंग कारपोरेशन बना दिया जाये अगर स्टेट्स में वेअरहाउसिंग कारपोरेशन बनाना है तो उस में पांच आदमी सेंट्रल गवर्नमेंट की राय से रखे जायें यह बिल्कुल एक अप्रजातांत्रिक तरीका है। यही नहीं, इस के बाद पेज ११ पर क्लॉज २० के सब क्लॉज (सी) में लिखा है :

“a managing director, appointed by the State Government in consultation with the directors referred to in clauses (a) and (b) and with the previous approval of the Central Warehousing Corporation.”

फिर यही नहीं, अगर स्टेट कारपोरेशन को कोई काम करना होगा, कोई हाउस या बिल्डिंग बनानी होगी, तो उस को सेंट्रल गवर्नमेंट से इजाजत लेनी होगी। इस के बाद एक क्लॉज में पेज १३ के ऊपर यह कहा गया है :

“acquire and build godowns and warehouses at such places within the State as it may, with the previous approval of the Central Warehousing Corporation, determine.”

इस का मतलब यह हुआ कि कोई भी चीज स्टेट कारपोरेशन नहीं कर पायेगी। लिखा पढ़ी करने में महीनों लग जायेंगे। मेरा मुख्य मुझाव यह है कि यह ठीक है कि हमारे देश में वेअरहाउसिंग बहुत जरूरी है लेकिन यह हमारी सारी मांगों को पूरा नहीं करता है और हम को डम और ध्यान देने की बहुत जरूरत है।

इस बिल का रूप ऐसा है कि सारे का सारा अख्तियार सेंट्रल गवर्नमेंट के हाथ में है और जो बेचारे शेअरहोल्डर्स हैं या दूसरे लोग हैं उन को कोई अख्तियार नहीं है। इस सिलसिले में मेरा मुझाव यह है कि बिल को इस तरह से अमेंड करना चाहिये जिस से कि हम स्टेट को इस बात का अख्तियार दें कि अगर वे बिल्डिंग वगैरह बनाना चाहें तो उस के लिये उन को सेंट्रल वेअरहाउसिंग कारपोरेशन से इजाजत लेने की जरूरत न रहे।

साथ ही साथ जो बोर्ड आफ डाइरेक्टर्स के मेम्बर बनाये जाते हैं उन में से कम से कम छः आदमी ऐसे हों जो सरकार के नामिनेटेड न हों। पांच आदमी सरकार के नामिनेटेड रहें बाकी बाहर से लिये जायें।

इसी तरह से जो स्टेट वेअरहाउसिंग कारपोरेशन के एम्पलायीज हैं उन के संबंध में एक क्लॉज है पेज १२ पर। इस क्लॉज २१ के सब-क्लॉज (३) में दिया हुआ है कि अगर कोई आदमी किसी क्रिमिनल अफेन्स के लिये सजा पाता है जोकि छः महीने से कम की सजा नहीं है वो वह सजा के खत्म होने के बाद पांच वर्ष बाद इस का शेयर-होल्डर हो सकता है। मैं कहता हूँ कि ऐसे लोगों के लिये इस पांच साल से ज्यादा का समय रखना चाहिये। मैं ने मुझाव दिया है कि जो लोग क्रिमिनल अफेन्स में सजा पाये हुए हों उन के लिये कम से कम सात साल का समय रखा जाये। ऐसा नहीं कहा जा सकता कि वह १०० प्रतिशत गुनाहगार है लेकिन फिर भी हम को इस चीज पर रोक लगानी चाहिये और सात साल खत्म होने के पहले कोई ऐसा आदमी नहीं लिया जाना चाहिये। मुझे उम्मीद है कि जो मुझाव मैंने रखे हैं उन को मान लिया जायेगा और इस बिल को प्रजातांत्रिक बनाया जायेगा। इसके लिये शेअरहोल्डर्स को अधिक से अधिक अधिकार दिये जायें, लेकिन इस में एक चीज नहीं है कि जो प्राइवेट प्रोड्यूसर्स हैं उन का क्या

हो। अभी हमारे यहां सब जगह कोआपरेटिव सोसायटीज बनाई गई हैं। वे उन लोगों की हैं जोकि मामूली अवस्था के थे। लेकिन जो बड़े बड़े खेतों वाले लोग हैं वह अपना अनाज कहां रखेंगे, इस के लिये इस में कोई व्यवस्था नहीं है।

यह बिल जो है वह बहुत अच्छा है इस-लिये मैं इस का स्वागत करता हूं, जैसेकि मैं ने पहले कहा है, लेकिन साथ ही साथ यह चाहता हूं कि जो अमेंडमेंट मैं ने रखे हैं उन को मंत्री महोदय मान लें।

Shri Sham Lal Saraf (Jammu and Kashmir): Mr. Speaker, I welcome the introduction of this Bill in this House. Before I proceed to say what I have to say in regard to certain provisions that are contained in this Bill, I would submit a few words on the subject of warehousing as a whole.

At the moment, the Central Warehousing Corporation Bill is being introduced in order to give legal shape to the two corporations that have been functioning so far. One Bill has already been introduced in this House by the Ministry of Community Development and Co-operation which was passed in the last session. When I heard Shri Ranga, I was prompted to say a few words about what he said. To my mind, as far as the Ministry of Community Development and Co-operation is concerned, that is a movement by itself, and the work of that Ministry or that department is absolutely different from what the Ministry of Food and Agriculture is doing. Firstly, in a country like India where we have different climates—we have the rainy season, the hot season, the temperate season—most of the agricultural produce whether it is grains, or oilseeds, or vegetables or any other produce suffers in storage because of vagaries of weather, because of insects, rats and what not. I had occasion to go round some of the important places in the Punjab and I was very happy to find that there are three types of

up warehouses. The small producers, some of them, join hands together and set up small warehouses. In certain places like Hoshiarpur, I have seen some big landlords join together and set up warehouses. Not only do they store their own produce, they also help the small growers of that area. Secondly, there is the attempt that is being made by the cooperative department. That department is inculcating a spirit of co-operation among the people for a purpose that is helpful to them mainly. In a country where millions of people are ignorant there is a lot to be taught to the people. I am very happy that the Co-operative department has taken up this work of advising the people to set up warehouses for their agricultural produce. I am very happy to find that in the Punjab mostly this attempt is being made.

13 hrs.

Thirdly, as far as the Ministry of Food and Agriculture is concerned, whether in the Centre or in the States, their job is much bigger than that of any other department that may work in this direction. We must have proper warehouses where there is no fear of stocks getting contaminated, of the stocks getting affected by the vagaries of weather. Unless the Government comes forward, this thing cannot be achieved. I could not understand Shri Ranga. On the one hand, his party is against the public sector mostly being set up in the country. On the other hand, he said by the setting up of these warehouses, you are depriving the smaller producers from getting benefit out of the warehousing attempts that are being made. I could not understand it. Actually, as far as storing of produce is concerned, we must have as many warehouses as possible. I may tell, you, even after hearing my hon. friend the Minister, it is evident that we have not even touched the fringe of the problem. It is a colossal job to be done all over the country. For instance, millions of tons of foodgrains are imported today. I

[Shri Sham Lal Saraf]

can safely say that we have not got that much of capacity in our country to keep them safe, to put that in well protected stores. Therefore, as far as this attempt on the part of the Government is concerned, this is a welcome and laudable attempt. What it has done at the moment, should certainly be pursued by the Central Government in the Ministry of Food and Agriculture. They should inculcate that spirit in the States and the States should equally follow and set up similar corporations. Besides that, the co-operative movement in the country should help individuals to set up small, medium and large size warehouses and cold storage.

As far as this Bill is concerned, the constitution of this Board is very welcome. It is almost on the pattern of the Financial corporations. I can speak with some experience. From the day the financial corporations have been set up, the Government has been able to do a lot of help to small industries all over the country. Similarly, in setting up these corporations, the Government has taken upon itself the guaranteeing of the share capital that people may invest as also a minimum return of 3%. That is enough incentive for the people to come and invest in such a movement. That will help the country as a whole. I wholeheartedly welcome this Bill.

Another point, I would like to stress. As far as the setting up of these corporations in the States is concerned, the Central Government is coming to the help of the State Governments. There are two provisions that the funds with the corporation will be divided into the Warehousing fund and the General fund. As far as the warehousing fund is concerned, it will be utilised in the way explained here and the General fund will be utilised for running the business of the corporation. On a similar pattern the State Governments will also set up their corporations. I would say that funds should be made available to the States because, at the moment, it may be difficult for them

to provide funds out of their own resources. Therefore, funds should be made available to the States in order that they may set up their corporations in collaboration with the Centre as early as possible.

With these words, I welcome this Bill.

Shri A. C. Guha (Barasat): Mr. Speaker, while considering this Bill, I think the House will naturally look to the genesis of the establishment of the Warehousing Corporations. It was on the recommendation of the Rural Credit survey report that the Government undertook a sort of this venture and passed a Bill in 1956. When we consider this new Bill which has bifurcated the integrated organisation of Co-operative development and Warehousing into two units, we cannot but also look into the implications of this bifurcation.

The Rural Credit survey report made a specific recommendation that the warehousing programme should be just a link in the co-operative development of the country as also for the specific purpose of helping the rural producers. I might draw the attention of Shri A. M. Thomas to a certain relevant passage of that report. They envisaged a powerful agency charged with the task of carrying out the programme in the interests of the rural procedure. That is the main point from which we should consider this Bill.

The hon. Member who preceded me supported this Bill and he also supported the policy of bifurcation of the two wings of the one organisation.

I think he was not aware of the origin of this or the idea with which the warehousing corporation was started. The main idea, as I have stated already, was to help the rural producers, and it was also to be linked with the co-operative movement of the country. But I think that the Government decision now is that this should be bifurcated and de-linked from co-operative movement. The de-

cision came first, and then, subsequently, Government have had to find out some reasons for that decision.

My hon. friend Shri A. P. Jain is sitting to my right, it seems not with a very happy face on seeing that his child is being bifurcated and cut through by the two Ministries; because the Ministries were separated and failed to make proper adjustment. Therefore, the organisation itself is being separated, thereby practically annulling the purpose for which this institution was set up.

Then, the report further states that:

"The availability of such a network of warehouses will enable the Government in one set of circumstances to pursue a price support programme for agricultural commodities, should that unfortunately become necessary, because of depression, or in the alternative set of circumstances connected with the contingency of inflation, to pursue effectively the programme of procurement of agricultural commodities for the purpose of price control."

I do not know how far the present working of the warehousing corporation has been able to help in fulfilling the twin purposes mentioned in this report.

I think that my hon. friend Shri A. M. Thomas has admitted in reply to a question asked by Shri Ranga that the producers constitute a negligible percentage of the parties who store their articles or commodities in these warehouses. So, who are the stores now? They are the Government and some traders. This is a deviation from the real purpose. In this connection, I should also like to point out what benefit the traders get by storing their articles in the warehouses of the Corporation. If they were to store their articles in private warehouses they would not find it so easy to get credit from the State Bank or other banks,

and even if they got the credit they would have to pay a higher rate of interest. For those who store their articles or commodities in the warehouses of the corporation, the average rate of interest is only about 5 or 5½ per cent, whereas the rate of interest for any advance from any commercial bank on the basis of goods stored in private warehouses would be at least 7 per cent may be more than that. This is the benefit that the traders are deriving from this. So, they prefer storing their articles in the warehouses of the Corporation rather than storing them in private warehouses.

In this connection, I should also like to make one suggestion. It seems that Government have not been able to induce or have not made the necessary attempts to get the producers to store their commodities in these warehouses. I think that Government should make some earnest effort now. It was recommended by the Public Accounts Committee that they should make a serious attempt to induce the producers to store their commodities in the warehouses of the corporation. I think there should be some differential rate for the producers and for the traders, both as regards the custom charge for the storage of goods and also as regards the interest charged for the advances given on the stored commodities. In the case of the traders, the State Bank and other scheduled banks should charge the usual and normal banking rate, that is, 7½ per cent and at any rate not less than 7 per cent; for the actual producers they should give a preferential rate of 5 per cent or even lower than 5 per cent. I think that the present rate of interest which Government are paying is only 4½ per cent, in any case not more than 4½ per cent. So, the actual producers who store their articles should also get advances on a lower rate of interest, something like 4½ per cent, in any case, not more than 5 per cent—just as in the case of any advances given for agricultural purposes through the Reserve Bank money. The Reserve Bank gives

[Shri A. C. Guha.]

money at 2½ per cent rate of interest; of course, in the process of the money going down from the apex bank to the primary bank, the loanees have to pay a much higher rate of interest. But the Reserve Bank is giving the money at a subsidised rate. In the same way, the Corporation also should arrange advance money at a lower rate of interest to the actual producers, and charge in higher rate of interest to the traders; similarly, they should also charge a lower rate of customs for the actual producers and a higher rate of customs for the traders; the bank rate for the advances given should also be higher for the traders, whereas for the actual producers, it should be near about 4 or 4½ per cent.

I think this organisation was previously under the Agriculture Department of the Food and Agriculture Ministry. Now, it has been transferred to the Food Department of the Food and Agriculture Ministry. This transfer is not just an administrative accident, but I think that there is some policy also behind this. It seems to me that the policy is that it is not intended so much to help agriculture, as to help storage of foodgrains etc., which means that it will serve the interests of the traders and not those of the agriculturists. The recommendation of the Rural Credit Survey report was that it should remain with the Agriculture Department, and it should be linked with the co-operative movement also. In spite of his arguments against it, the hon. Minister admitted yesterday that there was the necessity of some link between the National Co-operative Development Corporation and the present corporation. The link is that there should be one director nominated by the National Co-operative Development Corporation on the board of this corporation; it should also be remembered, however, that the National Co-operative Development Corporation is not a shareholder of this Corporation. I cannot understand how out of ten or twelve directors, just one director can serve the purpose of being an

effective link between the two organisations. That is something almost meaningless.

As regards the functioning of this organisation, the programme in the Second Plan was to construct 100 warehouses. I do not know whether they have constructed any warehouses at all during the Second Plan period. If at all they have constructed, the number may be just five or seven or something like that. In the Third Plan, I do not know what the target is in respect of the construction of warehouses.

As I have pointed out, one purpose of this organisation was to help the actual producers in storing and marketing of their agricultural commodities; on the other hand, another purpose of the organisation was to increase the overall storage capacity in the country. But, if this corporation goes on taking the warehouses on rent, it does not add to the overall storage capacity of the country; for it simply takes over from the private sector or the private parties some existing warehouses and keeps them under them. That does not increase the overall storage capacity of the country. I think that there should be an energetic attempt to build some warehouses. I would like the hon. Minister to state the programme as regards the construction of warehouses during the Third Plan, particularly, during this year and the next year.

The hon. Minister has stated that 5 lakhs of bales of jute will be stored. In reply to my question he stated 'We' are purchasing the jute. I do not know what he means by the term 'We'.

Shri A. M. Thomas: I did not say that we were purchasing. The Commerce and Industry Ministry has got a price support scheme under which the STC would necessarily have to purchase from the producers or from other co-operative agencies.

Shri A. C. Guha: But who will make the purchases from the jute producers? Has the Government any agency for that?

Shri A. M. Thomas: The STC through the various marketing societies.

Shri A. C. Guha: That was attempted last year and they could purchase only 5 lakh bales, an infinitesimal portion of the total jute production. I think this year the proposal is that the STC should step in and make some purchases. I hope amongst the producers who will store their jute in the warehouses of this Corporation, the Minister is not including the private purchasers, the balers and the speculators in the jute market.

He also mentioned about tea warehouses. This appears to me to be somewhat perplexing. There was a proposal for the construction of a Central Tea Warehouse in Calcutta. The Tea Board or the tea auction association or some other body was having this in mind to be created with the help of Government. What has happened to that proposal? If that has been put in abeyance and the storing of tea is to be done by some of the warehouses of this Corporation, I think it would be rather a retrograde step. Warehouse for storing tea should be a separate unit, not as part of this programme of the Corporation.

Another thing is that the warehousing organisation was to be linked with marketing and on the other hand, was to serve as the distributing agency of Government. I do not know if anything has been done in regard to marketing. As it is, I do not think there is any such programme, but that is one of the recommendations of the Rural Credit Survey Committee. I think the Government should also clarify if they have any idea of linking it with marketing.

Now, about the distributing agency of the Government of India. I do not know what is the idea of Government

in this regard also. Another function of the Corporation suggested by the Rural Credit Survey Committee was that it should manage the regulated markets. I do not think anything has been attempted in this line as yet.

These are the important functions, to discharge which the Rural Credit Survey Committee recommended the formation of the Warehousing Corporation. If these are abandoned now, it will merely be a agency for traders and speculators to store their articles at concession rates and then create artificial scarcity. I think the Corporation was not intended for this purpose.

Coming to the functions of the managing director, I do not know why if he is to be appointed by Government, his functions are to be decided by the Corporation without any reference to Government. I think these functions require the approval of Government.

Along with advances against stored commodities, is there any scheme with Government or with this Corporation to give advance either through the State Bank or by the Corporation itself, on standing crop, that is, at the pre-harvest stage? That would be something really helpful to the agriculturist, that is, advances given not only on storage of articles but on standing crops, by the Corporation itself or the State Bank or some other agency which the Corporation might think of.

श्री काशी राम गुप्त (अलवर): अध्यक्ष महोदय, आशा यह की जाती थी इस बिल के द्वारा ऐसी व्यवस्था की जायेगी, जिस से किसान को पसीधा लाभ पहुंचेगा। किन्तु जब इस बिल को देखा गया, तो मालूम हुआ कि इस में किसान के लाभ के बजाय बड़े व्यापारी के लाभ का ही बहुत अच्छी तरह से खयाल रखा गया है। इस का स्पष्ट उदाहरण यह है कि इस बिल के द्वारा बोर्ड आफ डायरेक्टर्स में रैकगना-इज्ड एसोसियेशन्स के अर्थात् फ़ार्वर्ड ट्रेडिंग

[श्री काशी राम गुप्त]

करने वाली एसोसियेशन्ज के नुमायंदे को स्थान दिया गया है। हम यह अच्छी तरह से जानते हैं कि कितने ही वर्षों से यह देखा जा रहा है कि फ़सल के वक्त जो भाव होते हैं, उस के बाद वे भाव बढ़ जाते हैं और इन भावों को बढ़ाने की भारी जिम्मेदारी फ़ार्वर्ड ट्रेडर्स की है, जिन का नुमायंदा बोर्ड आफ़ डायरेक्टर्स में लिया जा रहा है। जिस संस्था में ऐसे वर्ग के नुमायन्दे लिये जायें, जोकि मुल्क में भावों को तेज़ करने में सहायक हों, वह संस्था किस तरह से साधारण किसान का हित कर सकती है, यह बहुत ज्यादा स्पष्ट हो जाता है।

इस बिल में रेकगनाइज्ड एसोसियेशन्ज के साथ ही इन्वेस्टमेंट ट्रस्ट्स और इन्शोरेस कम्पनीज को भी रखा गया है। अगर सिर्फ़ लाइफ़ इन्शोरेस कॉर्पोरेशन को रखा जाता, तब तो हम समझ सकते थे, लेकिन इन्शोरेस कम्पनीज में तो फ़ायर इन्शोरेस और बहुत सी दूसरी इन्शोरेस कम्पनीज भी आ जाती हैं, जोकि सब प्राइवेट सैक्टर में हैं।

जहां तक डायरेक्टर बनाने का प्रश्न है, इन संस्थाओं की ओर से एक अलाहिदा डायरेक्टर लेने की व्यवस्था की गई है। अगर इन को शेयर लेने वाली संस्थाओं की श्रेणी में रखा जाता है, तो क्या यह भी जरूरी है कि उन का एक नुमायंदा भी बोर्ड आफ़ डायरेक्टर्स में हो ?

जैसा कि माननीय मंत्री जी ने बताया है, अब तक का इतिहास यह बताता है कि इस काम का बहुत थोड़ा हिस्सा किसान को सीधा लाभ पहुंचाने वाला है। इस में सरकार के गोदाम होते हैं, जिन का लाभ व्यापारी को होता है। जहां तक किराये पर गोदाम लेने का प्रश्न है, अगर इस बारे में जांच की जाये, तो मालूम होगा कि सरकार जो पैटर्न या स्टैंडर्ड बनाती है, डिस्ट्रिक्ट लेवल पर बहुत कम ऐसे गोदाम होते हैं, जिनमें वह पैटर्न रखा गया है और उस की पूरी हिफ़ाज़त की गई है।

जहां तक शेयर्स का सम्बन्ध है, यह व्यवस्था की गयी है कि ४० परसेंट शेयर्स तो सेंट्रल गवर्नमेंट के होंगे और बाकी स्टेट बैंक, शिड्यूल बैंक्स को-ऑपरेटिव सोसायटीज और रेकगनाइज्ड एसोसियेशन्ज के। को-ऑपरेटिव सोसायटीज का नाम तो उस में लिख दिया गया है, लेकिन मालूम नहीं कि अमल में उन को स्थान मिलता है या नहीं। मैं निवेदन करना चाहता हूं कि अगर उन को शेयर मिलने की बात होती, तो इस बिल में स्पष्ट तौर पर लिखा जाता कि इतने परसेंट शेयर्स जरूर को-ऑपरेटिव सोसायटीज को दिये जायेंगे और अगर वे नहीं लेंगे, तब देखेंगे उसके लिये परसेंटेज फ़िक्स करना जरूरी था, जैसा कि सरकार के लिये ४० परसेंट फ़िक्स किया गया है। अगर को-ऑपरेटिव सोसायटीज और को-ऑपरेटिव बैंक्स का परसेंटेज भी फ़िक्स कर दिया जाये, तो उनको प्रोत्साहन मिलेगा और उन पर दबाव पड़ेगा। उन का परसेंट फ़िक्स न करने और उनको उन लोगों के साथ रख देने, जो कि बहुत मजबूत लोग हैं, से यह साफ़ जाहिर होता है कि या तो सरकार का मंशा को-ऑपरेटिव सोसायटीज को आगे बढ़ाने का नहीं है और अगर है, तो वह मंशा होने लुपे भी उमर रास्ते को भूल गई है। मेरा मन्त्र निवेदन है कि जहां तक को-ऑपरेटिव सोसायटीज के शेयर का सम्बन्ध है उस को निश्चित रूप से परसेंटेज के हिसाब से फ़िक्स कर देना चाहिये।

जो स्टेट कॉर्पोरेशन्ज बनेंगे, कानून में कोई भेद नहीं रखा गया है कि उन का कोई अलग गैक्टर होगा और सेंट्रल वेयरहाउसिंग कॉर्पोरेशन का अलग सैक्टर होगा। लेकिन जहां तक अमल का प्रश्न है, माननीय मंत्री जी फ़रमाते हैं कि सेंट्रल कॉर्पोरेशन के वेयरहाउसिंग बड़े बड़े शहरों में होते हैं और बड़े बड़े कामों को करते हैं। मैं समझता हूं कि बड़े बड़े कामों के माने हैं सरकार के काम या बड़े

बड़े पूंजीपतियों के काम । इस लिये ज्यादा अच्छा होता कि एक ही सेंट्रल कार्पोरेशन होती और स्टेट्स में उस की शांखें, शाखायें होती और वे शाखायें बड़े और छोटे कामों को निर्धारित करतीं । अगर एक ही जगह पर यह सब काम को-ऑर्डिनेटिड होता तो ज्यादा अच्छा होता । अब जिस प्रकार से स्टेट्स की कार्पोरेशन्ज बनेंगी, उस का नतीजा यह होगा कि आधा रुपया स्टेट गवर्न-मेंट्स का होगा और आधा केन्द्रीय सरकार का होगा, लेकिन केन्द्रीय सरकार का बहुत ज्यादा कंट्रोल होगा, जैसा कि अभी माननीय सदस्य, श्री पाण्डेय ने कहा है ।

अगर केन्द्रीय सरकार का उस पर कंट्रोल रहेगा, तो इन कामों में बहुत ज्यादा देरी होने की संभावना है और छोटे कामों के करने में बहुत मुश्किल पेश आती है । जिस प्रकार का ढांचा बनाया गया है, उस को देखने से साफ तौर पर मालूम होता है कि जिस मंशा से वेयरहाउसिंग स्कीम चलाई गई थी, वह मंशा इस से पूरा नहीं होता है, बल्कि परिणाम उस से उल्टा ही होता है ।

हम चाहते हैं कि को-ऑपरेटिव सोसायटीज बहूँ, लेकिन को-ऑपरेटिव सोसायटी की रेफरेंशें भी भिन्न हैं । राबिंस को-ऑपरेटिव सोसायटीज और क्रेडिट सोसायटीज उस के अन्तर्गत नहीं आती हैं । वही सोसायटीज की तात्पर्य अभी देश में बहुत थोड़ी है ।

Shri Lahri Singh: Any society.

Shri Kashi Ram Gupta: No, not any society. It reads:

"a society... which is engaged in the processing, marketing, storage, export or import of agricultural produce or any notified commodity or in insurance business and includes a co-operative land mortgage bank;"

इसका मतलब "ग्रामी सोसायटी" नहीं है । इस में उस सोसायटी को रखा गया है,

जो कि किसी स्पेशल परपज के लिये काम कर रही है । उस का काम इस में डिफाइन्ड है ।

इस को देखते हुये यह स्पष्ट हो जाता है कि हम को भारी प्रयत्न करना होगा कि इस प्रकार की सोसायटीज ज्यादा बहूँ, लेकिन इस बिज की मूल धारायें इस उद्देश्य की प्राप्ति में लाभदायक सिद्ध नहीं होती हैं । इसलिये यह व्यवस्था करना आवश्यक है कि नाचें के स्तर पर जा कर को-ऑपरेटिव सोसायटीज ज्यादा से ज्यादा बनें और वहां पर वेयरहाउसिंग स्कीम कामयाब हो । मैं निवेदन करूंगा कि बड़े बड़े शहरों में तो लिमिटेड कम्पनीज और पूंजीपति लोग अपने वेयरहाउसिज बना कर चला सकते हैं, इस लिये हम को ज्यादा जोर जिलों पर और उनके नीचे के स्तर पर देना चाहिये, ताकि वहां के गरीब और साधनहीन लोगों को वेयरहाउसिज की सुविधायें उपलब्ध की जा सकें ।

जहां तक पूंजी का सम्बन्ध है, सेंटर के लिये बीस करोड़ रुपये और प्रत्येक प्रदेश के लिये दो करोड़ रुपये के शेरर कैपिटल की व्यवस्था की गई है । मैं निवेदन करना चाहता हूं कि प्रदेशों की अवस्था भिन्न भिन्न है । उदाहरण के लिये महाराष्ट्र में को-ऑपरेटिव सोसायटीज बहुत काम कर रही हैं, बहुत बड़े स्केल पर काम कर रही हैं, तब कि हमारी जगहों पर यह स्थिति नहीं है और को-ऑपरेटिव सोसायटीज बहुत कम काम कर रही हैं । इस लिये जो मैक्सिमम रकम रखी गई है, उस का तात्पर्य तो यह हुआ कि जहां बहुत अच्छा काम है, वहां के लोगों को आगे बढ़ावा न दिया जाये और जहां पर काम कम है, वहां के लोग उतना काम न कर सकें । इस लिये अगर किसी जगह पर ज्यादा काम की जरूरत है, तो वहां पर दो करोड़ रुपये की लिमिट को बढ़ाने की आवश्यकता है, क्योंकि अगर दो करोड़ रुपये की लिमिट हो, तो उस का दस गुना काम अर्थात् बीस करोड़ रुपये का काम ही कर सकते हैं, वहां इस से आगे काम नहीं कर सकते हैं ।

[श्री काशी राम गुप्त]

माननीय मंत्री जी ने बताया कि वह जूट और टी को इस में शामिल कर रहे हैं। मेरा नम्र निवेदन यह है कि ये दोनों ऐसी वस्तुएँ हैं, जो बहुत अधिक तादाद में होती हैं और जो एक ही क्षेत्र से सम्बन्धित हैं। इसलिये अगर उन के लिये अलग वेयरहाउसिंग स्कीम बनाई जाये, तो अधिक लाभदायक होगा बनिस्वत इस के कि सब चीजों को एक ही स्कीम में शामिल कर दिया जाये। मैं समझता हूँ कि बहुत सी चीजों को एक ही वेयरहाउसिंग स्कीम के अन्तर्गत लाने के तरीके को सफलता मानना एक भ्रम की बात है। सफलता इस में होगी कि हम फूड-स्टफ्स को, गुराक की चीजों को, प्राथमिकता दें, क्योंकि वही ज्यादा बड़ी तादाद में होती है और उन्हीं के भाव आगे जाकर बढ़ते हैं और फसल के टाइम पर गिरते हैं। कैंस क्राप्स को तो व्यापारी वर्ग सम्भाल लेता है, लेकिन जो कैंस क्राप्स नहीं हैं, जो फूड-ग्रेन्स हैं, उन को व्यापारी नहीं सम्भालता है, या उस का लाभ उस को मिलता है, किसान को नहीं मिलता है। इस लिये किसान के लाभ के लिये यह आवश्यक है कि उन कामार्गिटीज को इस में न लाया जाये, चिन् से उस को सीधा लाभ बाद में नहीं पहुँचता है, बल्कि जिन की तादाद थोड़ी है। मैं समझता हूँ कि विशेषकर फूडग्रेन्स को इस में प्रमुखता देनी चाहिये।

जहाँ तक गोडाउन्ज इत्यादि की बिल्डिंग का सवाल है, वे एक फंज्ड प्रोग्राम के आधार पर बनाये जा सकते हैं, लेकिन यदि सरकार सब जगह अपने गोडाउन्ज न बनाये, तो प्राइवेट एजेन्सीज से अपना पैटर्न दे कर बनवाया जाये और लॉग-टर्म लीज पर, सस्ते किराये पर, उन को लिया जाये। अगर प्लान पर चलेंगे, तो अधिक हितकर होगा।

जहाँ तक इस पूल सिद्धान्त का ताल्लुक इस में कोई दो मत नहीं हो सकते हैं। लेकिन

जहाँ तक इसका अमल में लाने का प्रश्न है, जिस प्रकार का यह ढाँचा बना है, उससे साधारण जनता को और किसान को लाभ होने की सम्भावना कम है। वे सम्भावनाएँ किस प्रकार बढ़ सकती हैं इस पर सरकार को दृष्टि डालनी चाहिये।

अन्त में जो समय आपने मुझे दिया है उसके लिये मैं आपको धन्यवाद देता हूँ और आशा करता हूँ कि जो सुझाव मैंने आपके सामने रखे हैं, उन पर विचार किया जायेगा।

Shri Tyagi (Dehra Dun): I lend my support to this Bill, but I must confess that my support is rather half-hearted.

Shri Labri Singh: As usual.

Shri Tyagi: As usual, there is no question.

In this case, I am not very happy with the bifurcation of the function. If at all some improvements have to be effected in agriculture, and if the agricultural yield is to be raised, it can be done only by one agency. At present my fears are that there are tens of agencies handling this major problem of the country. There is a lot of inspectorates already. In fact, as originally conceived by the Constitution, it was a State function. We came into it with the idea of helping the States in increasing the output, and now it seems to me that the whole of the function has come into the hands of the Central Government practically. After this war is over, I think it will be time for us to re-think about the manner in which we should handle this major problem of the country, namely food production.

One agency would always be more successful. We are adding confusion into it, and it is becoming confusion worse confounded. For instance, the veterinary inspector goes, the agricultural inspector goes, the horticultural

inspector, the social welfare worker, the gram sevak—all these huge inspectorates, including the co-operatives and others, go to the agriculturist. I think all these departments which deal with agriculturists should be combined, only then we can make a success of it.

Credit is one thing. The co-operative societies would give credit. Before the co-operative societies came into existence, it was generally the moneylenders who used to give credit, and their credit was always against the security of the crop. They would give credit on the undertaking that the crop would be brought to them, and they would also realise exorbitant interest.

The same is the case with co-operative credit. It would be better if this warehousing were also in the hands of the co-operative movement, because they lend the money and the grain will go into the warehouses, both being under the same department. They know how to keep the accounts and they could realise the loan in instalments from the farmers. That would be a better method. The security should always be the food-grain, and that should be vested in the hands of the same department which is coming out to give credit.

What is being done now is all after-care of the foodgrains. Actually speaking to increase the quantity of output, the only method is to give credit to the farmer at the stage when he makes the initial operations of ploughing etc. It is then that he wants money for fertilisers, for seeds and all that. These corporations would advance money on the security of food-grains already had, and that is only after-care. Factually, the cultivator needs credit, that is the only difficulty in his way for the purpose of paying wages, for buying bullocks, for buying seeds and all the rest of it. That is the beginning stage. If you give him the facilities in the beginning, then alone he will

have a better crop. That should be done, and that could be done only if all these bodies were combined together and not when all these bodies are compartmentally dealing with the various measures, through various agencies.

Then, look at the rate of interest we are charging from the cultivator. It must be brought to the notice of the Government that when seed is given to the cultivator from the co-operative seed stores, the cultivator is required to return it with 25 per cent interest.

Whatever amount of seed is given, it is given only for four to five months. But the cultivator has to pay back after five months and that is with 25 per cent interest. That means to say, in one year, it comes to ten per cent. So, for a credit of good seed for four to five months, he has to pay back at the rate of 25 per cent.

An Hon. Member: That has stopped now.

Shri Tyagi: If we are to deal with the farmers, this is not the way. There must be facilities given at a lower rate of interest, and facilities must be provided to him not when the crop is brought home but in the initial stage. That could be best done only if all these departments were combined together. I would suggest that the time has come when the Centre must just give the States the requisite amount of money. Let the whole thing go to the States. There must come an occasion when the Centre must hand over the operations to the State Governments. It is no use our dabbling with agriculture. The States can do best if they are given adequate credit. Just to create new agencies—this corporation, that board, a co-operative 'something', another co-operative body controlled by the State and all that—would not do. This Bill ultimately is to some advantage, no doubt. But it is only of partial advantage and not to full advantage. As my hon. friend has mentioned, if the capital, or at

[Shri Tyagi]

least most of the capital is to go towards tea or jute, then it becomes more of an industrial job, because tea and jute are only partially dealt with in one sector of farming. In the rest of India, the food-crop-producing people will not get much benefit because jute alone, for instance, will require huge warehousing facilities and more accommodation. If this money is to be diverted to jute, I am afraid the regular farmer in the country will hardly feel obliged to you for this. I therefore suggest that you must create something separate for jute, and then also, it would be for the Ministry of Commerce and Industry to deal with it.

With these few words, I support the Bill.

श्री लहरी सिंह (रोहतक) : अध्यक्ष महोदय, मैं समझता हूँ कि एक तो सन् १९५६ में और एक अब, बहुत भारी कदम उठाये गये हैं। यह कहा जाता है कि पैदावार को बढ़ाया जाये और जो अनाज की कमी है इसको अधिक अन्न उपजा कर पूरा किया जाना चाहिये। इसके रास्ते में एक कठिनाई यह भी है कि अनाज पैदा करने वाले के पास इसको जमा करके रखने का साधन नहीं है, कोई सहुलियत नहीं है। आम तौर पर वह घरों में इसको जमा करके रखता था। जहाँ पर चूहे, सुसरी या दूसरे कीड़े इस को तबाह और बरबाद कर देते थे या फिर वाणिज्य की वजह से यह खराब हो जाती थी। इसका नतीजा यह होता था कि जिग प्रोड्यूसर पर मुल्क का इनहाना है वह थोड़ी तादाद में अनाज को मार्केट में ला पाता था और जो नुकसान होता था वह न सिर्फ जमींदार का होता था, न सिर्फ किसान का होता था बल्कि मुल्क का भी बहुत ज्यादा होता था। जो कदम अब उठाया जा रहा है, मैं समझता हूँ कि वह यह सही दिशा में उठाया जा रहा है।

यहाँ पर जो यह बहस की गई है कि इससे सिर्फ बड़ों को ही लाभ होगा, मेरी

राय में यह सरासर गलत है। जितने भी जमींदार हैं, जितने भी खेती करने वाले हैं वे वेयरहाउसिस से फायदा उठा सकते हैं, इस में कोई मनाही नहीं है। अगर वह बेचता है और साल भर अगर कोई ट्रेडर वगैरह उस अनाज को महफूज रख कर स्वयं मार्केट में देता है, तो वह भी मैं समझता हूँ मुल्क को फायदा पहुँचाता है। मैं चाहता हूँ कि ज्यादा से ज्यादा वेयरहाउसिस मुल्क में खुलें। लेकिन इसके साथ ही साथ मेरी गवर्नमेंट से यह भी रिक्वेस्ट है कि ज्यादातर वेयरहाउसिस उन जगहों पर खुलने चाहियें जहाँ पर प्रोड्यूस ज्यादा होती है, जहाँ पर पैदावार ज्यादा होता है, जैसे वे इलाके हैं, जिन को भाखड़ा से फायदा पहुँचा है और पैदावार बड़ी है। लेकिन आज होता है यह कि हापड़ में या इसी तरह की दूसरी जगहों पर ज्यादा तर इनको खोल दिया जाता है, उन जगहों पर ज्यादा तर खोल लिया जाता है जहाँ पर ट्रेडर्स होते हैं और यह इसलिये किया जाता है कि उनको सहुलियत हो जाये। जहाँ अनाज ज्यादा पैदा होता है, वहाँ पर ये ज्यादा तादाद में खुलने चाहियें न कि वहाँ पर जहाँ ट्रेडर्स ज्यादा हों।

मैं समझता हूँ कि बहुत सा ऐसा इलाका है जहाँ अब तक भी इसका फायदा नहीं पहुँच सका है। वहाँ पर लोगों को मालूम तक नहीं है कि इस तरह की सहुलियत उपलब्ध है। जहाँ तक क्रेडिट और मार्किटिंग सोमाइटीज का सम्बन्ध है, उनकी तादाद भी बहुत कम है और उसको बढ़ाया जाना चाहिये। इसलिये वेयरहाउसिंग के लिये जितना ज्यादा से ज्यादा रुपया दिया जाये वह मुल्क की डिफिशिएन्सी को पूरा करेगा और मुल्क का और गरीब किसानों का जितना फायदा होगा उस का आप अन्दाजा नहीं लगा सकते।

दूसरी बात मुझे यह अर्ज करनी है कि इस में बहुत से जमींदार, बहुत से खेती करने

वाले आदमी अपना अनाज रखना चाहते हैं। लेकिन एक तो उन को इस के बारे में मालूम नहीं है, दूसरे बाज दफा उनकी जरूरियात ऐसी हो जाती हैं कि उन को बीच में ही रुपया खर्च करना पड़ जाता है, तालीम के लिये और किसी बात के लिये उन को रुपयों की जरूरत पड़ जाती है और वह दिक्कत महसूस करते हैं। अगर कोई आदमी बजाय बैंक के पीछे फिरने के यहां पर अपना गल्ला डिपॉजिट करे और उस को सारे गल्ले के ७५ या ६० परसेन्ट का मार्जिन रखते हुए नामिनल इंटरेस्ट पर लोन दे दिया जाये तो उन का बड़ा फायदा हो सकता है। मैं आप को यहां पर मिसाल देना चाहता हूं कि जब मैं पंजाब में मिनिस्टर था तब मैं देखता था कि होशियारपुर और रोपड़ इन दो जिलों में आलू होता था। छोटे छोटे किसान आलू पैदा करते थे। ज्यों ही आलू की फसल आई कि बड़े बड़े आलू पैदा करने वाले उस को ले जाते थे। उन को ५ या ६ रु० मन आलू मिल जाता था। मैं ने उन की कोऑपरेटिव सोसायटीज बनाई, कोऑपरेटिव कोलड स्टोरेज बनवाये। कोऑपरेटिव कोलड स्टोरेज बनाने से उन का आलू वहां रक्खा जा सकता था और वे लोग अपने आलू को वहां ले जाते थे। अगर दूसरे बैंक से २ परसेन्ट पर शार्ट टर्म लोन ले कर उन लोगों को लोन दे सकते हैं जो कि छः महीनों में अदा कर दिया जाता है तो क्यों नहीं यह कारपोरेशन रिजर्व बैंक से २ या $2\frac{1}{4}$ परसेन्ट इंटरेस्ट पर शार्ट टर्म लोन ले कर छोटे किसानों को दे सकता है? इस तरह से वह लोग भी मालामाल हो जायेंगे। मैं साफ तौर पर कहना चाहता हूं कि आज जो वेअरहाउसिंग हो रही है उस से खेती करने वालों को फायदा नहीं है। इस लिये कम से कम उन के लिये यह होना चाहिये कि जो भी अपना अनाज वे डिपॉजिट करें उस के ऊपर ६० या ५० परसेन्ट की सिक्की-रिट्टी रखते हुए बाकी ५० परसेन्ट पर उनको िमा जाये। मान लीजिये कि उनका ०० मन अनाज है तो ५० मन की कीमत

पर २ परसेन्ट या $2\frac{1}{4}$ परसेन्ट मूद पर रिजर्व बैंक से रुपया ले कर आप उन को दें ताकि वह क्यों दूसरे बैंक से कर्जा लें। अगर आप इस तरह से उन को रुपया दें तो जो खेती करने वाले लोग हैं उन को बाकी फायदा रहेगा और वह लोग कहीं भी अपने सामान को स्टोर में रखने में पीछे नहीं रहेंगे। बड़े जमींदार भी वहां रख सकते हैं, मैं नहीं कहता कि उन को वहां नहीं रखना चाहिये, क्योंकि वह भी तो इसी मुल्क के हैं और इस मुल्क को उन को भी बचाना है, लेकिन जिन के लिये रंगा साहब ने कहा कि फायदा इस से नहीं होगा, उन छोटे किसानों को इस में प्रिफरेंस दिया जाये। अगर आप उन को प्रिफरेंस देंगे तो उन को फायदा होगा बशर्त कि आप रिजर्व बैंक से शार्ट टर्म लोन पर रुपया ले कर २ या $2\frac{1}{4}$ परसेन्ट इंटरेस्ट पर उन लोगों को दें। अगर आप इस तरह से उन को रुपया ऐडवांस करेंगे तो उन को जरूर फायदा होगा।

डा० मा० श्री अग्ने (नागपुर): क्या उन लोगों को वेअरहाउसिंग कारपोरेशन में सामान रखने का किराया देना पड़ता है ?

श्री लहरी सिंह : जो भी रीजनेबल रेंट होगा वह उन से लिया जायेगा। अगर मेरा १०० मन गेहूं वहां रक्खा है और उस १०० मन में से ५० मन की कीमत मुझे कम इंटरेस्ट पर दे दी जाये तो मैं खुशी से पूरा किराया दूंगा। तो आज यह मुसीबत खेती करने वालों की है कि उस को साल भर वाद रुपया मिलता है। अगर वह उन को छः महीने पर मिल जाये तो वह बजाय बैंक के पाम जायें, इधर उधर टक्कर मारें, आप के पाम आयेंगे। आज कोऑपरेटिव सोसायटियों के पास इतना रुपया नहीं है। इस लिये जो कुछ वह स्टोर करे उस पर आधे के मार्जिन पर ० परसेन्ट पर छः महीने के लिये रुपया दे दिया जाये।

[श्री तहरी सिंह]

इस के बाद सब से बड़ी बात यह है कि खेती करने वालों को इम्प्लमेंट्स नहीं मिलते हैं, और अगर मिलने भी हैं तो उन को मालूम नहीं है कि सरकार का क्या प्रोग्राम है। जब भी उन को इम्प्लमेंट्स की जरूरत होती है तो वे इधर उधर मारे मारे फिरते हैं। अगर उन को इम्प्लमेंट्स मिल जायें तो वे क्यों इधर उधर मारे मारे फिरे। इस के अलावा चूंकि खेती करने वाले के पास स्टोर करने की आसानी नहीं है इस लिये आहिस्ता आहिस्ता गवर्नमेंट यह करे कि बोने के वक्त में किसान को अच्छा बीज मिल जाये। अगर किसान अच्छा बीज बोयेगा तो उस का नतीजा यह होगा कि फसल अच्छी होगी। आज उस की पैदावार अच्छी नहीं होती। अगर उस को सीड वक्त पर मिल जाये तो उस का फायदा हो सकता है लेकिन वक्त पर वह तभी मिल सकता है जब वेअर-हाउसिंग का इन्तजाम हो। यह वेअरहाउसिंग हर एक डिस्ट्रिक्ट में हो। यह न हो कि वेअरहाउसिंग दो डिस्ट्रिक्ट्स के बीच में हो ताकि किसानों को अच्छा बीज वक्त पर मिल सके बगैर किसी महकमे के सामने गये हुए क्योंकि जब कभी जमींदार डिपार्टमेंट के पास जाता है, तो मैं सच कहता हूं, ऐग्रिकल्चर डिपार्टमेंट वाले उस को बीज नहीं देते हैं। वह लोग ऐसे हैं कि बजाय उस को सीड देने के वे उस को मार्केट में बेच देते हैं। अच्छा गेहूं होने की वजह से जब हम उन से कहते हैं कि बीज दो तो कहते हैं कि अभी ऊपर से मंजूर नहीं आई है। वह मंजूरी तब आती है जब कि किसान लोग अपनी फसल बो चुकते हैं। वह जो गेहूं बच जाता है उस को महकमे वाले फिर बाजार में बेच लेते हैं। जहां वेअरहाउसिंग स्टोर्स से यह फायदा होगा कि इम्प्लमेंट्स वगैरह मिलेंगे वहां सबसे बड़ा फायदा यह होगा कि सेंट्रल गवर्नमेंट और स्टेट गवर्नमेंट क एग्रिकल्चर डिपार्टमेंट अपने प्रोग्राम को सही

शकल में आगे ले जा सकेंगे और लोगों को वक्त पर सीड वगैरह भी मिल जायेंगे। मगर इस का फायदा तभी होगा जब कि इसको उन डिस्ट्रिक्ट्स में शुरू किया जाये जहां पर ज्यादा पैदावार होती है। हमारा हिसार का डिस्ट्रिक्ट है जो कि पैदावार के हिसाब से इंडिया भर में सब से बड़ा डिस्ट्रिक्ट है जब से कि भाखरा बना है। वहां पर एक एक किसान का एक एक लाख मन गल्ला पड़ा हुआ खराब हो रहा है क्योंकि वहां पर वेअरहाउसिंग का इन्तजाम नहीं है। आप खुर्जा और हापुड़ में वेअरहाउसिंग का इन्तजाम न क, ऐसी मेरी जिद नहीं है, आप वहां भी खोलें लेकिन इस तरह का नक्शा इंडिया का लें जिस से कि लोगों को सही गाइडेंस मिल सके और आपकी स्कीम कामयाब हो सके।

इसके बाद मेरी अजं यह है कि मैं इसके खिलाफ नहीं हूं कि गवर्नमेंट के छः डाइरेक्टर्स क्यों हैं। गवर्नमेंट की जिम्मेदारी इनीशियल स्टेज में होनी ही चाहिये। गवर्नमेंट जिम्मेदार है वह छः कर दे, सात कर दे, लेकिन मैं अजं करूंगा कि स्टेट वेअरहाउसिंग कारपोरेशन जो बने हैं उनमें जब सेंट्रल गवर्नमेंट के नामिनेटड मेम्बर होंगे तो स्टेट गवर्नमेंट को बतलाइये कि वह डाइरेक्टर्स को लिखें।

"5 directors nominated by the Central Warehousing Corporation."

आप बतलाइये कि वह स्टेज है जहां पर पब्लिक को कॉर्फंडेंस में लिया जाये। भारतवर्ष में कोई भी तहरीक कामयाब नहीं होगी, चाहे गवर्नमेंट कितना ही जोर लगाये जब कि उसमें पब्लिक का को-आपरेशन न हो। आज को-आपरेटिव सोसायटीज क्यों फेल हो रही हैं? इस-

लिये उनके कदम कदम पर आफिशलडम है। आप कर्जा लेने जाइये तो रजिस्ट्रार आयेगा, असिस्टेंट रजिस्ट्रार आयेगा, फलाना आयेगा, फलाना आयेगा। इसका नतीजा यह हुआ है कि जहां बेल्ट्रियम जैसे छोटे छोटे मुल्क कोआपरेटिव सोसायटीज के जरिये बड़ी अच्छी जिन्दगी बसर कर रहे हैं वहां पर हिन्दुस्तान इतना बड़ा मुल्क होते हुए भी उसका कोई फायदा नहीं उठा पा रहा है। यहां पर क्या सेंट्रल गवर्नमेंट और क्या स्टेट गवर्नमेंट सभी जगह पर आफिशलडम बढ़ाई जा रही है और इसका नतीजा यह हुआ कि पब्लिक के अन्दर कोई भी हाथ कोआपरेशन का नहीं रहा। इसमें अब यह हो रहा है। मैं यहां पर स्टेट गवर्नमेंट की बात कह रहा हूं। जहां तक सेंट्रल वेअरहाउसिंग की स्कीम है वहां इसको कर दें। बड़े बड़े बैंक आयेंगे और अपनी राय देंगे। लेकिन वह खाली राय ही नहीं देंगे बल्कि अच्छे अच्छे बैंक आयेंगे वह रुपये भी देते हैं और यहां शेअर भी लेंगे। लेकिन जहां तक स्टेट वेअरहाउसिंग का सवाल है, आप कहते हैं:

"5 directors nominated by the State Government."

स्टेट गवर्नमेंट के क्या माने? स्टेट गवर्नमेंट के माने हैं चीफ मिनिस्टर। चीफ मिनिस्टर के माने क्या हैं? पार्टी पालिटिक्स। मैं अर्ज करूंगा कि स्टेट गवर्नमेंट में इस तरह से न रक्खा जाये। आपने मार्केटिंग सोसायटीज में क्या किया? आपने सेंटर के अन्दर सोसायटीज में डाइरेक्टर्स रक्खा लेकिन स्टेट्स में कर्तई नहीं रक्खा। इस लिये मैं रिक्वेस्ट करूंगा कि या तो आप अपने स्कूल में कोई हिदायत कर दें। आप कह दें कि पांच डाइरेक्टर्स नॉमिनेटेड हों, आप उनको एलेक्ट न कराये, लेकिन उनके अन्दर वह डाइरेक्टर्स जरूर हों जो मार्केटिंग बगैरह करते हो। ऐसी हिदायत

जरूर कर दें। अगर ऐसा नहीं किया जायेगा तो यह चीज फेल हो जायेगी।

मैं ज्यादा वक्त नहीं लेना चाहता। लेकिन गवर्नमेंट से यह जरूर कहूंगा कि इसको अच्छी तरह से जेलसली स्टेट तक और डिस्ट्रिक्ट तक निभाने की कोशिश करे और इसको सारे का सारा स्टेट पर ही न छोड़ दे। स्टेट गवर्नमेंट में मैंने देखा कि कामयाबी नहीं होती है। पब्लिक कोआपरेशन नहीं मिलता है और पब्लिक कोआपरेशन तभी आ सकता है जबकि डाइरेक्टर्स समझदार आदमी लिये जायें। सरकार आपनी पार्टी के आदमी ला कर न रखे नहीं तो वह वहीं खत्म हो जाता है और वहां चीजें खत्म होती जा रही हैं।

इन अफ़ज के साथ मैं खत्म करता हूं और उम्मीद करता हूं कि मेरे सुझावों को मिनिस्टर साहब मान लेंगे।

Shri K. C. Sharma (Sardhana): Mr. Speaker, Sir, I welcome this Bill, but I would have very much liked the Government to proceed in a rational and practical way. The rational and practical way is to produce a thing before you provide for its storage. The problem here is that the Government is taking too seriously to deal with the fringe of the problem. The fundamental problem of agriculture and therefore of the country, is to produce better and more. For that, education is necessary. So, I suggest the setting up of a Central Agricultural University and first class scientific laboratory at the Centre and in every State a first class university and a first class laboratory, at the district-level a first class agricultural college, and at the village level an extension school. Then, it will be possible to produce more and better. There is no use in foodgrain which is defective. It would be defective unless you educate the children of the farmers.

[Shri K. C. Sharma]

Therefore, I would like the Food and Agriculture Minister to take this aspect very seriously and expedite a scheme for better and more production, more training, more expertise and more scientific laboratories in every sphere of agricultural life. It is a shame for a country, which is mainly agricultural, to run round the world asking for food. What for does the governmental machinery exist if they cannot ask the peasant and prepare him to produce more and better. So far as the storing problem is concerned, I would like that a much more humanitarian and scientific attitude might be taken and the peasant should not be asked to run from door to door for credit and other help.

Shri D. N. Tiwary (Gopalganj): Sir, at the outset, I would request the Government to have a rethinking on the question of the amalgamation of the Ministry of Food and Agriculture and the Ministry of Community Development and Cooperation. The work carried on by the community development department is mostly agricultural and it would be in the fitness of things, especially in this emergency, to amalgamate both the departments into one department with separate Ministers of State in charge of Cooperation and Agriculture.

I would like to say that warehouses are very important and should be established on as large a scale as possible. I am not one with Mr. Sharma, who says there is no need to store. We know that large quantities of foodgrains are eaten up by rats and destroyed by other insects and animals. If they are properly stored, the import of foodgrains would be very much lessened.

I say that a large number of warehouses should be established. I would draw the attention of the Minister to the fact that in village warehouses are very necessary. The poor villagers have to sell their grains in the season at cheap rates for meeting the

expenses regarding the daily necessities of life. But again after four or five months, when the farmer wants foodgrains, he has to purchase it at a higher price. If a scheme is evolved by which the agriculturists' produce is purchased at the prevailing price, stored in warehouses and resold to them after four or five months at a cheap rate or at a small profit, then they would take more interest in producing more. What happens now is that the farmers have to sell their grains in season for a very small amount and they have to pay much more at the time when they require the foodgrains after four or five months. It is better to subsidise the farmers or somebody in the villages, pay them loans for erecting warehouses and take back the loans on easy instalments. That would solve the problem.

I find under this Bill two funds are being created under clause 15. One is the Central Warehousing Fund and the other is the General Fund. From the General Fund we can advance money to private persons for building warehouses. That would benefit the agriculturists in the country. When I come to clause 16 I find that there is nothing in this clause which empowers the Government to give loans to private persons for establishing warehouses. There must be some such provision. The hon. Minister may bring in an amendment to this clause so that the State Governments may be empowered to advance loans to private persons for erecting warehouses.

The third suggestion I want to make is about establishing cold storages. I do not know whether this covers the establishment of cold storage or not.

Shri A. M. Thomas: Yes, yes.

Shri D. N. Tiwary: That is very good. Then, electric power is required for cold storages. Now that electric power has reached the villages, the villagers should be encouraged to establish cold storages so

that they may be able to preserve potatoes, fruits etc., for a long time. I know there are many persons who want to do it. But they do not have the necessary money, machinery and all those things. The Government should help them in these matters so that they may establish a large number of cold storages for preservation of their potatoes, fruits and other foods.

Sir, as I said in the beginning, this Ministry and the Ministry of Community Development should be amalgamated. I hold this view very strongly because then the work can be carried on in a proper way and in a co-ordinated manner.

Shri S. M. Banerjee (Kanpur): Mr. Speaker, Sir, I rise to support this Bill with some reservation. This Bill, though extremely comprehensive, ignores certain aspects of the problem which I would be able to suggest when we discuss the Bill clause by clause. I shall now deal with the general problems which are being confronted by the farmers and producers and for which, in my opinion, the Warehousing Corporation or even this Bill has not provided any remedy.

At the time when the decision was taken, after the submission of the report of Shri Gorwala, it was thought that this scheme was going to benefit the producers more than the traders. But, unfortunately, the maximum benefit is being derived by the traders. At present there are about 57 Central warehouses—I speak subject to correction—and the total number in the States may be about 400. I am told, and the Minister also assured us, that more warehouses are to be established in various parts of the country. I welcome that, because the producers have actually no place to preserve their produce or maintain it nicely. They are not able to protect their produce against all sorts of insects, rats etc. So it is a welcome feature that in every State these warehouses are going to be established.

But the difficulty is that the ordinary farmers who do not know how to sign—they can put their thumb impression—are refused bank advances because they cannot sign. The hon. Minister may kindly clarify whether this is correct. Certain cases were brought to my notice by the various M.L.A.s in various States, and they wanted that when this Bill is discussed in the House I may put this before this House and before the hon. Minister for his kind consideration. If it is a fact that farmers or producers are denied bank advances from the banks merely because they cannot put their signatures or they are illiterate, then something has to be done about it. In that case, such advances should be given by the warehouses themselves. They should not be left at the mercy of the banks who deny advances simply because a man is not able to sign.

14 hrs.

Then, I would invite the attention of the hon. Minister to clause 11(c) which says:

“arrange facilities for the transport of agricultural produce, seeds, manures, fertilizers, agricultural implements and notified commodities to and from warehouses;”

I would like to know from the hon. Minister whether this arrangement exists in any of the States.

Shri D. S. Patil (Yeotmal): It exists in Maharashtra.

Shri S. M. Banerjee: Maharashtra is a very progressive State

An Hon. Member: It is.

Shri S. M. Banerjee: That is why we have shifted one Minister here to defend ourselves.

I would like to know if this is existing only in Maharashtra or whether the same arrangement exists in other States also. If this does not exist in other States, I would like to

[Shri S. M. Banerjee]

know whether after the passage of this Bill it is going to be introduced everywhere. This will be a great relief to those producers who face so much of difficulties in bringing their produce to the warehouses.

Then, sub-clause (e) of clause 11 says:

"act as agent of the Government for the purposes of the purchase, sale, storage and distribution of agricultural produce, seeds, manures, fertilizers, agricultural implements and notified commodities; and"

I would like to know whether agents have been appointed in every State for working according to the wording of this Bill, translate this into action. If agents have not been appointed, I would request that they should be appointed immediately because, in my opinion, such agents will be very useful to the farmers.

Again, I would invite his kind attention to Clause 42—Power of Warehousing Corporations to make regulations. It reads:

"(1) A Warehousing Corporation may, with the previous sanction of the appropriate Government, by notification in the Official Gazette, make regulations not inconsistent with this Act and the rules made thereunder to provide for all matters for which provision is necessary or expedient for the purposes of giving effect to the provisions of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such regulations may provide for—

(a) the conditions of service of, and the remuneration payable to, the officers and other employees of a Warehousing Corporation;"

In this connection, I would like to raise one or two points. I was sur-

prised to know that those employees working in the fields and not in the Central office in Delhi are not paid even the pay scales recommended by the Pay Commission. I will just give an illustration for educating this House and also for the information of the hon. Minister so that he may remedy this wrong. An Upper Division Clerk working in Delhi in the Central Office of the Warehousing Corporation gets Rs. 130 as basic pay, Rs. 15 as D.A. and other allowances making a total of Rs. 178 per month. I speak subject to correction, but it is never less than Rs. 175 according to the recommendations of the Pay Commission. He may be getting more here because Delhi is an A class city, but that is a different matter. Even if you take out Rs. 30 which an employee gets here because Delhi is an A class city, he may be getting Rs. 150 whereas in Punjab and other places the same UDC, who has to draw Rs. 178 according to the Pay Commission pay scales, is drawing the initial minimum pay of Rs. 80 plus the DA sanctioned by the State Government. As we all know, the DA sanctioned by the State Government is far less than that of the Central Government. So, he draws there Rs. 120 while in Delhi he can draw Rs. 178. This discrimination, I am sure, should be done away with.

I have been told, and I would like to know from the hon. Minister whether it is true, that some recommendations have been made and the Corporation is considering the question of paying all LDCs and UDCs covered by the Central Pay Commission recommendation in the same manner, without any distinction. We cannot expect an LDC who is drawing a basic pay of Rs. 110 in Delhi to get a minimum pay of Rs. 60 in a place like Punjab and yet do the same amount of work with enthusiasm. So also, in the case of field staff. Similarly, while a peon is getting Rs. 85 or 90 here, he is getting Rs. 60 or 70 in other places. This is most unfair and should be done away with.

Then I come to the question of permanency. Though I have not seen it, I think there is a staff regulation which provides for permanency. This Corporation was formed after the report of Mr. Gorwala. I would like to know whether any decision has been taken about permanency and whether after the completion of three years of service, as in other Government departments, they will also be declared quasi-permanent and then permanent.

I am sure the hon. Minister, who has a heart for the employees, will kindly consider these suggestions and bring about uniformity in the pay scales in the Warehousing Corporation so that the employees of the Corporation may be enthused to the maximum. And if they are enthused, I am sure they will try to enthruse the peasants, and the peasants will produce more, which is the need of the hour

श्री विश्राम प्रसाद (लालगंज) :

अध्यक्ष महोदय, मुझे यह जान कर बड़ी खुशी हुई कि नेशनल कोऑपरेटिव डेवलपमेंट मेन्ट नेगरल कोऑपरेटिव डेवलपमेंट के गेनरल मैनेजिंग कारपोरेशन एक ही मिनस्ट्री अर्थात् मिनिस्ट्री आफ एंड एंड एग्रीकल्चर के ऐडमिनिस्ट्रेटिव कंट्रोल के अन्दर यह दोनों इंटर-डिपेंडेंट बीडीज आ गई हैं। मैं समझता हूँ कि सरकार का वेयरहाउसिंग कारपोरेशन कायम रखने का मकसद मिडिलमैन के फायदे को रोकना और किसानों को अधिक पैसा दिलाना है। इसका मकसद यह है कि किसानों को अधिक पैसा मिले और उसकी जरूरत की चीजें उसके इर्द गिर्द मिल सकें इसके अलावा प्राइस कंट्रोल हो। इमरजेंसी के जमाने में जैसे बार के दौरान फुड डेफीशिएंसी पर कंट्रोल हो सके और उसकी प्राइस का कंट्रोल हो सके। इस तरह के अन्नागार बनाये जायें जहाँ कि अनाज साइटिफिक, हल्दी और वगैर उसको कोई नुकसान पहुंचे स्टोर किया जा सके और इमरजेंसी में कहीं भी किसी तरह गल्ले की कमी न पड़ सके। इसके अलावा

किसानों को फर्टिलाइजर्स, इम्प्लीमेंट्स वगैरह उनकी जरूरत के मर्यादित मिल सकें। गुदामों की उचित व्यवस्था होने से हमारा लाखों टन गल्ला जो कि प्रति वर्ष रैट्स, पैस्ट्स वगैरह के कारण खराब जाता है वह बचाया जा सकेगा। अन्न उत्पादकों को फर्टिलाइजर्स इम्प्लीमेंट्स मुहैया करने से अधिक अन्न उगाने में मदद मिलेगी और इस तरह देश में खाद्यान्न का उत्पादन बढ़ जायेगा।

14.05 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

इस बिल को देखने से मालूम पड़ता है कि सेंट्रल वेयरहाउसिंग कारपोरेशन का एग्री-राइज्ड शेयर कैपिटल २० करोड़ रुपये है। उसमें जो असली प्रोड्यूसर है उसका शेयर सिर्फ १० परसेंट है। कोऑपरेटिव्स का ३ परसेंट है और ट्रेडर्स या मर्चेंट्स का ३० परसेंट है। गवर्नमेंट का ५७ परसेंट है। अगल में जब तक जो गल्ला स्टोर किया जाता था वह बनियों द्वारा खतियों में किया जाता था। अब सेंट्रल गवर्नमेंट ने स्टोरेज का काम यह कारपोरेशन स्थापित करके अपने हाथ में लेना शुरू किया है। लेकिन बनिये और साहूकार इसके अन्दर भी सब से ज्यादा घुस गये और देखने में आ रहा है कि बजाय फायदा प्रोड्यूसर्स को मिलने के मिडिलमैन को अर्थात् बनियों को मिल रहा है और उनका शेयर इन कारपोरेशंस में काफी अधिक हो गया है। स्टेट्स में प्रोड्यूसर्स का हिस्सा सिर्फ ५.१० परसेंट है जब कि औरों का ६७.५७ परसेंट है। इसमें प्रोड्यूसर्स ज्यादा होने चाहिए। यह ऐस्टिमेट्स कमेटी की रिपोर्ट है कि किसी किसान प्रोविंस में प्रोड्यूसर का शेयर निल है और कहीं थोड़ा है जैसे कि उत्तर प्रदेश में १.२ परसेंट है और ट्रेडर्स का ६५.७३, महाराष्ट्र में ७६ परसेंट। ज्यादा से ज्यादा ये लोग इसमें घुसे हैं। जहाँ तक मैं समझता हूँ, सरकार का जो एम इन वेयरहाउसिंग को खोलने का है, यह है कि इनका फायदा किसान को जाए। लेकिन

[श्री विश्राम प्रसाद]

जब इस तरह की बात हो जाती है तो समझ में नहीं आता है कि उन लोगों तक इसका फायदा कैसे पहुंच जाएगा। इस वास्ते इस ओर आपका ध्यान जाना चाहिए।

दूसरे प्लान में वेयरहाउसिस जो बनाये जाने वाले थे, वे भी बनाये जाने वाले थे। लेकिन पचास बनाये जाने का लक्ष्य रखा गया। स्टेट्स में २५० बनने थे। इस तरह से कुल ३०० बनने थे। लेकिन आखिर में जाकर के केवल सात ही बन सके। स्टेट्स में एक भी न बन सका। माननीय मंत्री जी ने कहा है कि हमारे पास छः लाख टन स्टोर करने की कैपेसिटी है। यह बड़ी खुशी की बात है। लेकिन हमें इसकी नहीं भूलना चाहिये कि भारत में हमको वेयरहाउसिस की बहुत ज्यादा जरूरत है। आज भी हमारे देश में हजारों लाखों टन गल्ला खराब हो जाता है। इस वेयरहाउसिंग की स्कीम के बारे में कोई दो रायें नहीं हो सकती हैं। मैं इसका समर्थन करता हूं। लेकिन इस सम्बन्ध में मेरा मुझाब यह है कि वेयरहाउसिस हर जगह पर बनें ताकि ज्यादा से ज्यादा किसान उनमें अपने गल्ले को स्टोर करके रखने के लिए सके।

मैं यह भी चाहता हूं कि सेंट्रल कार्पोरेशन और स्टेट कार्पोरेशन में एक प्रकार की अंडरस्टैंडिंग होनी चाहिए और जो उनके आपस के डिफेंसिस हैं वे दूर होने चाहियें। साथ ही साथ दूसरी बात यह है कि यह स्टोरेज एक्वामोडेशन ज्यादा से ज्यादा जगहों पर बनाई जा सके, इसके लिए यह जरूरी है कि उनमें आपस में अंडरस्टैंडिंग हो।

३४ लोकल एक्वाइजरी कमेटीज बगनी थी लेकिन उनमें से नौ ही कामयाब हुई हैं। मेरा मुझाब यह है कि ये लोकल एक्वाइजरी कमेटीज ज्यादा से ज्यादा बनाई जानी चाहियें।

जहां तक स्टोरेज चार्जिज का सम्बन्ध है, जो कोओपरेटिव सोसाइटीज हैं, उन से कम चार्ज होना चाहिये। साथ ही साथ उनको ज्यादा कर्ज मिलना चाहिये। जो मूद की दर है, वह भी कम होनी चाहिये।

मैं सरकार का ध्यान इस ओर भी दिलाना चाहता हूं कि कोल्ड स्टोरेज के वेयरहाउसिस भी बनाये जायें। इससे किसान को लाभ होगा। आजकल होता यह है कि जिम वक्त आलू पैदा होता है तो जो काश्तकार है, उसको उस आलू को पांच रुपये मन के हिसाब से बनिये को बेच देना पड़ता है। वह बनिया उस आलू को कोल्ड स्टोरेज में रख देता है। लेकिन जब किसान को तीन चार महीने के बाद बोन के समय इसकी जरूरत पड़ती है, तो उसको वही आलू जो उसका अपना ही पैदा किया होता है २०-२२ रुपये मन खरीदना पड़ता है। इस तरह जो बनिये को कोल्ड स्टोरेज का चार्ज देना पड़ता है वह केवल १५ न० १० फी मन होता है।

जो प्रोड्यूसर है, उसको आसानी से और ज्यादा से ज्यादा लेकिन कम से कम दर पर कर्ज मिलना चाहिये। यह जो वेयरहाउसिस की स्कीम है यह १९५६ में लागू की गई थी। लेकिन आज तक भी बहुत सी ऐसी कोऑपरेटिव है, जहां तक लोगों को मालूम तक नहीं है कि सेंट्रल गवर्नमेंट और स्टेट गवर्नमेंट्स ने वेयरहाउसिस चालू कर रखे हैं। बहुत कम किसानों को इसका पता है। मेरा मुझाब यह है कि इसको ज्यादा से ज्यादा पब्लिसिटी दी जानी चाहिये।

मिजिल सप्लाइज डिपार्टमेंट का भी जो स्टोरेज होता है। यह भी सेंट्रल वेयरहाउसिस कारपोरेशन या स्टेट वेयरहाउसिस कारपोरेशन के जरिये होना चाहिये।

मैं यह भी समझता हूं कि स्टोरेज में भनाज को प्रिजर्व करने का जहां तक ताल्लुक है,

वह इस तरह से किया जाना चाहिये कि गल्ला ज़राब न होने पाये । कभी कभी ऐसा भी सुनने में आता है कि फूड पायज़निंग हो गया है, गल्ले में ज़हर मिल गया है और इसकी वजह से दो चार या दस मौतें हो गई हैं, या किसी हल्के में कुछ आदमी मर गये हैं । इसकी भी आपको एहतियात बरतनी चाहिये ।

जहां तक बेयरहार्डिस के कंस्ट्रक्शन का सम्बन्ध है, वे जल्दी से जल्दी बनाये जाने चाहियें । इस कंस्ट्रक्शन के बारे में जो हमारी एस्टीमेट्स कमिटी है, उसने कुछ कहा है, जिसे मैं आपको पढ़ कर सुना देना चाहता हूं । उसने कहा है :

"The Committee learnt that the Central Warehousing Corporation had in its employ a Construction Engineer with supporting staff whose salary amounted to Rs. 27,903 in the year 1959-60. The representative of the Ministry stated in his evidence that a retired Additional Chief Engineer, C.P.W.D. was employed till recently as Construction Engineer and an officer of lower rank was proposed to be appointed to that post. The Construction Engineer and his staff selected the sites, looked into designs and plans and approved the estimates; but the Corporation utilised the agency of C.P.W.D. for construction. Since the Corporation has not so far taken up any construction work by itself, nor is it likely to do so in the near future, and since even the work carried out so far through C.P.W.D. has not been as much as envisaged, the Committee are not convinced that the workload fully justifies the need for the post of a high ranking Construction Engineer and supporting staff. They recommend that the matter should be examined carefully and appropriate economies effected."

This is from the Estimates Committee's Report for 1960-61.

जो इसके अन्दर सुझाव दिया गया है, उस पर मैं आशा करता हूं माननीय मंत्री जी ध्यान देंगे ।

मैं अधिक न कह कर केवल यही कहूंगा कि जिस मकसद के लिए बेयरहार्डिसिंग कारपोरेशन आधुनिक बनाया है, इसका ज्यादा से ज्यादा फायदा किसानों को मिले इसकी व्यवस्था आपको कर देनी चाहिये । ऐसा न हों कि जो बीच के लोग हैं वे हों इस का फायदा उठा जायें । बीच के लोग इसके फायदे में ज्यादा शेयरर नहीं होने चाहियें । जो मकसद है वह किसान का हित करना है, ऐसी व्यवस्था करना है जिससे किसान उत्साहित हो कर अधिक पैदावार कर सके । इसके लिए उसको स्टोरेज की सुविधा मिलनी चाहिये और उसी का ज्यादा से ज्यादा फायदा सोचा जाना चाहिये ।

Shri Man Sinh P. Patel (Mehsana): Mr. Deputy-Speaker, Sir, I would like to support whole-heartedly and without any mental reservations this measure with certain changes to be made. I take this opportunity to say, as some of my hon. friends have also tried to suggest while consideration of this Bill, that the two Ministries with two different functions should be amalgamated. I am really surprised at it. The function of the Community Development and Panchayati Raj Ministry has not only to do with agriculture or agricultural producers; it is not only co-operation too, but it also has a varied subject of Panchayati Raj added to it. So, it will be too far-fetched to suggest the amalgamation of the two Ministries under this Bill. Not only this, we are now committed to the bifurcation of the then National Cooperative Development and Warehousing Board and the Central Warehousing Corporation by passing the National Co-operative Development Corporation Act during the last session. It was said in the statement of objects and reasons of that Bill and it is also said in the objects and reasons of this Bill that the functions of

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the existing Board and the Corporation were so much enlarged, they were wider in scope, that two different Ministries were concerned with the working of it and that it will be in the fitness of things to have two independent Corporations.

I can understand that some hon. Members might have a fear that the expenditure is likely to increase and the real benefit expected to come to the agriculturist does not come really; then there will be a risk in having bifurcation. But we have already passed the previous Act during the last session and this is a Bill through which we are only taking over the existing Central Warehousing Corporation together with the new State Warehousing Corporations and the possibility of creating in each State different State Warehousing Corporations.

While in the main supporting the Bill I would also like to make certain suggestions. Some hon. friends tried to interpret from clause 11 of the Bill that this Corporation is likely to give credit to the agriculturists, or that some policy of giving credit to the agriculturists was also considered here. I do not find that the credit part to agricultural producers is ever likely to be contemplated under this Bill unless they have undertaken to carry out such other functions as may be prescribed, I think, I cannot take it by this clause that the credit function is also likely to be incorporated. Still, however, we are concerned with that. By creating two independent Corporations, the main functions of credit to any co-operative society or any association concerned, will be performed by the previous Corporation and the main functions as contemplated under clause 11 will be performed by this Corporation.

What are we seeing at the moment? Our hon. Minister in his enthusiastic efforts has taken sufficient pains and has tried to explain that the storage capacity has increased to doubt of last year. But, at the same

time, he has conceded that a little percentage, hardly 20 per cent, is available for the individual agriculturists. I come from a district where the total population is about 17 lakhs and there are eleven talukas and where regulated markets are established in each taluka. There are hardly two or three warehouses and that too in rented buildings. I am not so happy with the progress that was envisaged or thought of in 1956 after five or six years. I only urge upon the Ministry and I expect that by creating two independent Corporations the programme will be so drawn that every regulated market will at least have one warehouse available to the agriculturists. It may be either of the Central Corporation or of the State Corporation.

Then the question will arise as to who will be taking advantage of that Corporation and at what rate. Many hon. friends have said—and it is also admitted—that at the moment practically the major number of traders or persons dealing in agricultural produce are taking advantage of it. The agriculturists, as a whole, coming from a distance of 15 or 16 miles to a regulated market at the taluka headquarters are getting no opportunity to put their produce there. Not only that, the shares are being guaranteed by a particular minimum dividend, but the expenditure may be so high that the present rent itself, if actually paid by the agriculturist, cuts down 40 per cent of the commodity itself in a year. I will give only the example of wheat and bajra of my district. Wheat is valued at Rs. 9 a kutchha maund and bajra is valued at Rs. 6 a kutchha maund. The monthly rate is Rs. -[4]- and Rs. -[6]- a kutchha maund per month and that too for a minimum of not less than six months. If a man has to keep one maund of his produce for 12 months, what will be the cost of it? Is this commodity to be charged so high a rent in a warehouse which practically at the moment is rented and the price of the commodity to be reduced so much? What will be the

utility? Normally the agriculturists bring their produce under the regulated Act compulsorily to the *taluka* headquarters or to a market. Certain associations either combine or allow to dump all the agricultural produce in the market. There is no good margin available at that time on the lower price as offered by the traders. They have to go to a warehouse. If warehousing facility at that time is not available, his fortune is lost and his head would be cut out. What is the position of agriculturists? Eighty per cent of the agriculturists hold five acres of land. Eighty per cent of the agriculturists having an average of 5 acres hardly have some grains to sell not in hundreds of thousands, but in some tens, or some maunds. If facility of storage at a cheaper rate at a regulated market is not available, his whole fortune of the year is lost. While commending this Bill, I only expect that the same zealous attitude from the same Ministry which has taken up the new philosophy of giving floor prices.

This morning, I read in the newspapers that the Food Ministry is likely again to fix up floor prices of rice, no doubt, different price for different regions. This is a very happy feature. By a regulated market or somewhere, if there is storing facility available to the individual growers with the fixing up of floor prices for each commodity by the States, the agriculturists' interests are safeguarded. If this Ministry can take up such a thing even by stages,—first they started with wheat; now rice; other commodities will follow—it will be helpful. I expect that these 80 per cent of the agriculturists who have hardly 5 acres of land and who have to sell some tens of maunds once in a year or twice a year, will be safeguarded,—not only safeguarded, but safeguarded to the farthest end—at every regulated market, or such market.

I will now take up two or three features about the composition of the Board of directors. The Central Government is expected to have 40 per 2269(Ai)LSD-3.

cent of the share capital, practically the existing shares. They have a majority of the nominees, 6 out of 11. I do know that they are guaranteeing the whole of the share capital and also a guaranteed dividend. I would only expect and I have a ray of hope that these six nominated will have some persons from the agriculturists side, preferably persons, sometimes also of this House, who are connected purely with agriculture, not with the name of agriculture. Let us take the remaining five members. In these five, two representations are clubbed together. I read clause 7 (f) wherein they contemplate one director to be elected by insurance companies, investment trusts and other financial institutions, recognised associations and companies. The shares are held according to clause 4 (2) (d) (e). These are different associations. The first (a), (b) and (c), the State Bank, Scheduled Banks and Co-operative societies are allowed their individual directors. But, under (d) and (e) they are different associations, even then they are clubbed together for representations. No doubt, one of my hon. friends drew the attention of the House that these associations are also likely to be mainly merchants and may not be direct agriculturists. That disadvantage is there. They are clubbed in investment trusts, insurance companies, etc. There will never be an opportunity for an association of pure agriculturists to send their director under this provision. If experience of the working of the Board of directorate is found otherwise in future, special provision may be made for a direct representative of the agriculturists. Not only that. Also the co-operatives may not be in a position to take up, in the initial stage, a major number of shares. If possible, one more representative may be allowed to the co-operatives whereby this can be achieved.

I find in the State Corporations also, five nominees of the Central Warehousing Corporation, and the indirect dictum also that the managing director should be necessarily

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appointed from these five nominees of the Central Warehousing corporation. No doubt, this House is supreme and has overall powers. But, we should not contemplate that the Central Warehousing Corporation alone should have this right of selecting the managing director from its own representatives. The freedom and scope and possibility of the State Government suggesting a man as managing director from their nominees may not be kept out by a legislative measure providing that only a nominee of the Central Warehousing Corporation can become a managing director.

I would not go into the details of the Bill. But, there is one important factor. As far as the Bill is concerned, everybody has tried to support the spirit of it. The hon. Minister has tried to explain that about 5 lakh bales of jute were stored last year and again a new agreement is likely to be arrived at regarding tea storage also. He has also rightly said that it was the produce of the eastern part of this country. I am only concerned with agricultural produce of the country as a whole. A variety of commodities are given except vegetables. To an emphatic question, by Shri D. N. Tiwary the hon. Minister said that cold storage facilities are likely to be established under this Corporation. If cold storage facilities are available at the State capitals, or some big town I would earnestly appeal to the Minister that vegetables may also be defined in the notified commodities, so that in the nearby area, those dealing in potatoes, onions and other vegetables which are not perishable for one or two weeks or one or two fortnights, can store them in such cold storage and sell when there is demand in the main market.

In the end, I expect that the facilities that are available in the current year will be multiplied cumulatively, 1x2x4x8 as each year passes. If in the reports of this corporation, which are expected to be presented each year, I find that these warehousing

facilities are available at each regulated market or its branches, the purpose of this Bill will be served. With these comments, Sir, I commend the Bill.

Shri K. L. More (Hatakanangle): Sir, I am grateful to you for giving me this opportunity. I rise here to lend my wholehearted support to this Bill, because this is a most welcome measure that is in tune with the spirit of the time. We have already made a firm resolve to drive out the aggressors. In view of that, we have also equipped the Government with the Defence of India Act. After that, we know that the agriculturist or the farmer is also a soldier and his role is the most important one. In view of this, we must create a situation in which the farmer or agriculturist will produce more.

In this measure, if we look at the functions of these bodies, the Central Warehousing Corporation as well as the State warehousing corporations, we find that the functions are most welcome and they will really bring about security to the farmer. If we see the functions of the corporations, they have been laid down in clauses 11 and 24. Clause 11 lays down the functions as follows:

- “(a) acquire and build godowns and warehouses at such suitable places in India as it thinks fit;
- (b) run warehouses for the storage of agricultural produce, seeds, manures, fertilizers, agricultural implements and notified commodities offer by individuals, co-operative societies and other institutions;
- (c) arrange facilities for the transport of agricultural produce, seeds, manures, fertilizers, agricultural implements and notified commodities to and from warehouses;.....”.

The same functions have been assigned to the State warehousing corpora-

tions also. From this we can very well see that this Bill is a very wholesome measure.

In this connection, I want to place before the House only one or two suggestions. Firstly, in order to make the warehousing corporation a most representative one, the agriculturist must be given facilities. In clause 19 it has been provided that the shares of the State warehousing corporations will be of Rs. 100. So, the scope of that clause should be so widened as to accommodate even a very poor farmer or agriculturist. In the case of the Central Warehousing Corporation, the shares are of Rs. 1000 each, and it will not be possible for an ordinary farmer to be a shareholder thereof. But in the State warehousing corporations the scope can be widened, and, therefore, facilities must be given to the agriculturists to become shareholders thereof.

My next suggestion is that a network of godowns should be constructed in every village, and the villagers or the agriculturists must be given sufficient scope to take advantage of the warehousing corporation's facilities. As we all know, the purpose of the Bill is to acquire and construct warehouses, and to make purchases for the purpose of price support and also to make arrangement for the supply and distribution of articles needed by the farmers, such as seeds, fertilizers, agricultural implements etc. It is also the purpose of this Bill to facilitate the movement and marketing of agricultural commodities. So, this measure is a most welcome one. My only suggestion is that the scope should be widened so as to accommodate the humble farmer or agriculturist.

With these words, I support the Bill.

Shri Gauri Shanker Kakkar (Fatehpur): My reaction to this particular Bill is that instead of giving relief to the actual tiller and producer, it is giving relief to the big stockists and big businessmen. I fail to understand why this should be so when a huge

sum has been spent on appointing two big committees, the All India Rural Credit Survey Committee and the Mehta Committee, who have definitely held that credit should be linked with marketing, and keeping that in view service co-operatives have been established, and almost every district in the entire country is going to be saturated with them. The marketing side cannot succeed unless the godowns and warehouses are assured on the spot to those who are actually producing. I fail to understand how this particular function has been taken over by the Department of Agriculture. Sometimes I feel that just to justify the existence of a particular Ministry, a particular thing is being created for that Ministry. The Ministry of Community Development and Co-operation was there, and it was decided that credit being linked with marketing will persuade the actual tillers and producers to produce more and to keep their produce protected.

Under clause 11, individuals have been given the advantage to keep their stock in the Central warehouses or the warehouses at the State level. I would have welcomed the measure if all these warehouses which are being given to the Central and State corporations be given to the marketing societies in order to give the actual facilities to the producers, because that would have been more beneficial.

I am surprised to read certain provisions of this Bill. I fail to understand why at every step there are only nominated persons; there are nominated directors, there is a nominated managing director, a nominated chairman, a nominated vice-chairman and so on. The nation has been given the assurance that the co-operative sector will be non-officialised and attempts will be made to lift off the official influence from that particular sector. I fail to understand why in the garb of this co-operative sector all powers are being given to Government and why the Central and State Warehousing Corporations are treated as if they are Government concerns wholly. I find

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that there has been State participation in various co-operative societies, but in the face of share participation by the States, there has been no provision for having a nominated managing director or a nominated chairman or vice-chairman; it is the elected persons who are managing directors; it is the elected persons who are chairmen, and again, it is the elected persons who are the vice-chairmen, for running the co-operative societies.

So, especially during this emergency period, there should be an earnest attempt on the part of Government to see that the various items which are interlinked with each other are co-ordinated and they are enforced by only one Ministry, so that direct supervision may be undertaken.

In the Statement of Objects and Reasons it has been stated that the Ministry of Community Development and Co-operation has already enacted one particular measure, and hence this present enactment has been necessitated. Once this policy has been finalised that the actual tenant who is producing in the land has to be financed and his produce has to be interlinked with marketing, then the facility of having godowns and warehousing facilities should be there at the level of the marketing societies and service co-operatives and not at the level of the Central or State warehousing corporations. Here only the co-operative society has been introduced. That will not alone serve the purpose. An earnest attempt should have been made to see that all the facilities of warehousing and godowns are given to co-operative marketing societies so that the producers may be tempted to produce more and see that their produce is actually protected. Here I find that if the actual producer has to keep his produce in the godowns, it will change hands several times to reach the godowns contemplated in the Bill.

Also, I fail to understand one thing. Even if the State Warehousing Cor-

poration or the Central Warehousing Corporation were to lend warehouses or godowns to marketing societies, that will mean additional taxation to these societies. That will mean additional commission. You say that you are eliminating the middleman, but by certain enactment you are actually encouraging him. I can assure you that the actual produce of the tiller or producer will reach the godowns after passing through several hands and the actual tiller or producer will be subjected to various commissions. Hence I take it that this legislation has been brought in only to give benefit to those who are big stockists or big businessmen, and also to create a sort of granary for the procurers of grain.

In conclusion, I would request the hon. Minister to clarify these points. Once credit has been linked with marketing, the entire facility of warehousing and godowns must go down to the level of the marketing society without any sort of commission or extra taxation. Then alone will the actual tiller be benefited.

Mr. Deputy-Speaker: Shrimati Laxmi Bai. Each Member will take only five minutes.

Shri S. M. Banerjee: Will this go upto 3:30 p.m.?

Mr. Deputy-Speaker: Upto 3 p.m. only, but I will extend it.

Shri Hari Vishnu Kamath: The Business Advisory Committee has not fixed any time for this Bill.

श्रीमती लक्ष्मीबाई (विकाराबाद) :
डिप्टी स्पीकर साहब, यह जो बिल आया है वेयरहाउसिंग कारपोरेशन का, मैं इसका स्वागत करती हूँ। लेकिन ये तमाम कारपोरेशन गरीब लोगों के लिए नहीं होते। कारपोरेशन तमाम बड़े लोगों के लिए होते हैं।

मेरे आन्ध्र प्रदेश में १४०० कोऑपरेटिव सोसाइटीज हैं और उनमें १५ लाख लोगों

की मेम्बरशिप है और चार करोड़ रुपया उनका क्रेपिटल है, और गवर्नमेंट ने उनको १६ लाख रुपया लोन दिया है। पूरे हिन्दुस्तान में महाराष्ट्र गवर्नमेंट कोऑपरेटिव सोसाइटीज को बहुत मदद देती है जिससे गरीबों की मदद होती है। मेरे विचार से यह वेयरहाउसिंग अच्छी चीज है।

इस बिल के अनुसार स्टेंटों में वेयर-हाउसेज होंगे। इसके बारे में हमारे त्रिवेदी साहब बहुत ऊँचे ढंग के बोले हैं। मुझे भी वेयरहाउसिंग कारपोरेशन के बारे में कुछ बातें कहनी हैं। ये जो बड़े बड़े गोदाम बनाये जाते हैं, इनमें मालदार आदमी किसानों का माल खरीद कर रख देते हैं और रेंट देते हैं। इसके गिया इनका और कुछ फायदा नहीं है।

मैं किसानों के बारे में दो तीन बातें कहना चाहता हूँ। किसान जब पैदा करता है तो उसके घर गरीबों पहले से उसमें पैसा लगाना होता है। अब चूँकि उसके पास पैसा होता नहीं है और किसान साहूकारों और बनियों वगैरह से कर्ज लेने पर विवश होते हैं तो होता यह है कि फसल कटते ही वह साहूकार लोग कर्जा चुकाने का तकाजा करते हैं और जबरदस्ती करते हैं जिससे कि किसान को लाचार हो कर अपनी फसल को बल्दी बेचना पड़ता है। इससे फसल के दाम उनको कम मिलते हैं लेकिन वे उस सस्ते पर बेचने पर मजबूर हो जाते हैं क्योंकि यह साहूकार और बनिये लोग उनके गल्ले पर बैठ जाते हैं।

मेरी कांस्टीट्यूंसी में बहुत सा गन्ना और कैंस क्रोप्स होती है। अब मिर्ची का भाव पहले १४ आने प्रति किलो था लेकिन अभी मिर्ची मार्केट में आने के बाद दो, चार पहीने बाद पहले उसका भाव २ रुपये किलो हुआ और अब ३ या साढ़े ३ रुपये किलो मिर्ची का भाव है। अब यह फायदा साहूकारों को जाता है। बिचौलिये माल खरीद कर

स्टोर कर लेते हैं और फिर उसको धीरे धीरे मनाफ़े पर बेचते हैं। किसान जो कि अन्न वगैरह उपजाते हैं उन के हाथ में फ़ायदा नहीं जाता है क्योंकि एक तो उन पर कर्ज का तकाजा होता है और दूसरे रखने की समुचित व्यवस्था नहीं है इसलिये वे अपनी फसल सस्ते दामों पर बेचने पर मजबूर हो जाते हैं। प्रोड्यूसर्स और कंज्यूमर्स दोनों षाटे में रहते हैं और यह बिचौलिये बीच में मनाफ़ा हड़प जाते हैं।

चूँकि देश में संकट काल है इसलिए हमारे प्राइम मिनिस्टर का ध्यान भी इस ओर अभी गया है और उन्होंने भी कहा है कि किसानों को अधिक अन्न उपजाने के लिए सभी संभव सहायता और व प्रोत्साहन दिया जाय। समय समय पर एग्रीकल्चर मिनिस्टरी वाले भी किसानों के हित की बात करते रहते हैं और कहते हैं कि उनकी भलाई होनी चाहिये। आज यह भी कहा जा रहा है कि अनाज में अनुचित मुनाफ़ाखोरी न हो और उसके भाव इस संकटकाल में न बढ़ने पायें। अब इसके लिए यह जरूरी है कि भावों को बढ़ने देने से रोकने के लिए वेयरहाउसेज होने चाहिए। मैं हाउस को बतलाना चाहती हूँ कि मेरी कांस्टीट्यूंसी के चार ताल्लुकों में चार गुदाम हैं और इसका फायदा शेयर होल्डर्स (किसानों) को जाता है बड़े लोगों को नहीं जाता है। मेरी समझ में यह काम अगर कोऑपरेटिव सोसाइटीज को सौंप दिया जाय तो ज्यादा बेहतर होगा क्योंकि वेयरहाउसिंग कारपोरेशन में डाइरेक्टर्स वगैरह और दूसरे स्टाफ की तनख्वाहों आदि पर काफ़ी पैसा खर्च आयेगा। इसलिये अगर आप किसानों का दरअसल भला करना चाहते हैं तो यह गुदाम वगैरह का काम कोऑपरेटिव सोसाइटीज को दे दें और इस तरह ड्यूप्लीकेशन होने से बचायें।

आज गांवों में किसानों के लिए समुचित गुदामों की व्यवस्था न होने के कारण उनका बहुत नुकसान होता है। गुड़ वह अपने पास

[श्रीमती लक्ष्मीबाई]

घर में रख नहीं सकते क्योंकि बरसात में पानी में वह गल जायेगा और इसलिए उन्हें लाचार होकर उसको मार्केट में जो भी दाम मिले उस पर बेचना पड़ता है और उसको कम पैसे मिलते हैं। आलू वगैरह के बारे में भी यही बात है। इसलिए मेरा कहना है कि वेयरहाउसिंग कारपोरेशन बिल में जहां आप गुदामों की व्यवस्था कर रहे हैं वहां कोल्ड स्टोरेज का भी प्राविजन रखें ताकि सब्जी, फल और फूल वगैरह खराब होने से बचाये जा सकें और उन में हिफाजत से रह सकें। फूलों का भी मार्केट में बहुत मांग रहती है। फूलों से इत्र वगैरह निकाला जाता है और हमारे हैदराबाद में फूल के बाजार में अच्छे दाम मिलते हैं। इसलिए इन के लिए भी कोल्ड स्टोरेज होने चाहिए। मैं स्वयं एक एग्रीकल्चरिस्ट हूँ और मेरे गार्डन में जो फूल मैं ने लगाये हैं उन की बिक्री से मुझे १००० रुपये मिले हैं। खाली व्हीट और चावल के रखने की हमें व्यवस्था नहीं करनी है अपितु अंडे, फिश, फल, सब्जी और फूल भी हमें कोल्ड स्टोरेज में रखने चाहिए ताकि वे खराब न हो सकें। इस दिशा में हमारी मार्केटिंग को-ऑपरेटिव सोसाइटीज अच्छा काम कर रही हैं और उनको मदद दी जानी चाहिए। अगर ऐसा किया जायगा तो इस वेयरहाउसिंग कारपोरेशन के ऐडमिनिस्ट्रेशन आदि पर जो भारी खर्चा आयेगा वह बचाया जा सकता है।

मेरी स्टेट में किंग आफ दी फ्रूट्स मैन्गो होता है और हमारे आंध्र प्रदेश में ७०० किस्म के आम पैदा होते हैं। इस के अलावा हमारे यहां अंगूर, अनार, शरीफा और सीताफल भी खूब होता है लेकिन चूंकि स्टोरेज की उचित व्यवस्था नहीं है इसलिए उनको रखा नहीं जा सकता है और एकदम बिक्री के लिए बाजार में यह सारी चीजें आ जाती हैं और फलस्वरूप उनके अच्छे दाम नहीं मिल पाते हैं।

आप की रिपोर्ट में मैं ने पढ़ा कि पिछले साल हिन्दुस्तान में मैन्गोज का प्रोडक्शन १७७ मिलियन टन हुआ था जिसमें से १७ मिलियन टन खराब हो गया और केवल १ मिलियन टन मैन्गोज एक्सपोर्ट हुए। अगर हमारे पास यह कोल्ड स्टोरेज की ठीक व्यवस्था रही होती तो यह वेस्टेज न हुई होती और हम कहीं अधिक आम बाहर भेज सकते थे और हमको बाहर से काफी पैसा मिल सकता था जिसकी कि इस संकटकाल में देश को अत्यधिक आवश्यकता है। मेरा तो खयाल है कि वेयरहाउसिंग कारपोरेशन में डाइरेक्टर्स वगैरह पर पैसा खर्च करने के बजाय कोऑपरेटिव सोसाइटीज को यह काम दिया जाय तो काम भी बन जायगा और पैसा भी ज्यादा खर्च न होगा।

फलों को प्रीजर्व करना बड़ा जरूरी होता है क्योंकि फलों से जैम, शरबत, रस और पिकल्स वगैरह बनते हैं। बीमारों के लिए यह हैल्दी गिज्ञा होती है और फ्रंट पर लड़ रहे जवानों के काम यह चीजें बहुत आती हैं। इसलिए इस के लिए भी कोल्ड स्टोरेज की व्यवस्था होनी चाहिए।

अभी परसों एग्रीकल्चर मिनिस्टरी की एक मीटिंग हुई थी। उस में बागवानी ज्यादा करने की बात कही गयी थी। उगमें कहा गया था कि किचन गार्डेंस को प्रोत्साहन दिया जायगा। मैं उस के बारे में यह कहना चाहती हूँ कि बहनें इस सम्बन्ध में बहुत काम कर सकती हैं। आप वेयरहाउसिंग कारपोरेशन के जरिए या और किसी के जरिए गांवों से उपज लाने के लिए ट्रक्स की व्यवस्था करें अगर आप के पास कोल्ड स्टोरेज बनाने के लिए अधिक पैसा नहीं है। अगर आप गुदाम ज्यादा नहीं बना सकते तो कम से कम इतना तो अवश्य करिए कि वहां ट्रक्स मुहैया कर दें जो कि २०, २० और ४०, ४० मील दूर स्थित गांवों से दिल्ली में किसान की पैदावार

ला सकें। ऐसी व्यवस्था करने से गाँव के किसानों को काफ़ी मदद होगी और इससे पैदा करने वाले और खाने वाले दोनों फ़ायदे में रहेंगे।

मेरी आशंका है कि मौजूदा वेयरहाउसिंग कारपोरेशन का जैसा रूप है उसमें बड़े बड़े लोगों को मुनाफ़ा मिलेगा इसलिए मेरा निवेदन है कि इधर सरकार ध्यान दे और इसमें ऐसा प्राविजन करे ताकि छोटे छोटे किसानों को भी फ़ायदा मिल सके। बस और अधिक न कह कर मैं आपको धन्यवाद देती हूँ कि आपने मुझे बोलने का समय दिया।

श्री दे शि० पाटिल (यवतमाल) :
उपाध्यक्ष महोदय.....

Shri Hari Vishnu Kamath: Now at least there should be quorum. Look at the vast vacant spaces on the Congress benches. A party of 370 Members cannot provide a quorum.

Mr. Deputy-Speaker: Should I ring the quorum bell?

Shri Hari Vishnu Kamath: Yes, Sir. It is a good spaced programme, space research they are having!

Shri Yashpal Singh (Kairana): Those who want to speak for a minute or two may be given a chance.

Mr. Deputy-Speaker: At least the Government party should keep the quorum and not empty benches. Let the quorum bell be rung.

Shri Hari Vishnu Kamath: Once they have a majority, they do not care for quorum.

Mr. Deputy-Speaker: Shri Patil may speak now.

श्री दे० शि० पाटिल : उपाध्यक्ष महोदय, सेन्ट्रल वेयरहाउसिंग कारपोरेशंस और स्टेट वेयरहाउसिंग कारपोरेशंस बनाने के लिए यह जो वेयरहाउसिंग कारपोरेशंस बिल आया है उस का मैं हृदय से समर्थन करता हूँ। इस बिल

से किसानों को फ़ायदा पहुंचेगा और उनका आर्थिक स्तर सुधारा जायगा। आज किसान की स्थिति कृषि उत्पाद की दृष्टि से बड़ी विषम है। उन की आर्थिक परिस्थिति को यदि सुधारना हो तो यह आवश्यक हो जाता है कि जो माल वह पैदा करें उस माल के उनको पूरे पूरे दाम मिलें। चूँकि इस बिल का उद्देश्य और इसके पीछे यही किसानों के हित की बात है इसलिए यह स्वागत योग्य है। यह बिल किसानों के लिए फ़ायदेमंद है। आज किसान की हालत बहुत ख़राब है। किसान जब अपने उत्पादित माल को हारवेस्ट में बाज़ार में ले जाता है तो असको फसली कीमतें तो कम मिलती हैं और सस्ते में उसको बेचना पड़ता है लेकिन जब वही माल बनियों और व्यापारियों के हाथ में आ जाता है तब उस के भाव बढ़ जाते हैं। यह सिलसिला कितने ही वर्षों से चल रहा है लेकिन उस में कोई सुधार नहीं पाया जाता है। इस लिए यही एक कदम है, यही एक बिल है, जिस से कृषि-उत्पादक को पूरा भाव मिल सकता है। प्लानिंग कमीशन ने कृषक को यह आश्वासन दिया कि वह जो माल उत्पादन करेगा, उस माल की मिनिमम प्राइस उस को दिलाई जायगी। प्लानिंग कमीशन के उस आश्वासन को सरकार ने आज तक पूरा नहीं किया है और कृषक को आज तक कृषि मूल्य नीति का फ़ायदा नहीं मिला है, लेकिन इस बिल से उस को कुछ फ़ायदा मिलने वाला है।

15 hrs.

मैं यह भी निवेदन करना चाहता हूँ कि कल ही हम ने जो डिफेंस आफ़ इंडिया बिल पास किया है, उस में एग्रीकल्चर को कंट्रोल और रेगुलेट किया गया है। इस वजह से गवर्नमेंट के ऊपर एक बड़ी जिम्मेदारी आ जाती है कि कृषक जो माल पैदा करता है, उस माल की उस को पूरी कीमत मिलनी चाहिए, उस माल का जो कम से कम भाव है, वह उस को मिलाना चाहिए। अगर उस को पूरा भाव देना है, तो मार्केटिंग का काम ज्यादा से ज्यादा बेचर-हाउसिंग के धु होना चाहिए।

[श्री दे० शि० पाटिल]

काफ़ी माननीय सदस्यों ने कहा है कि बेयरहाउसिस हर जगह पर होने चाहिए, लेकिन मैं समझता हूँ कि बेयरहाउसिस हर जगह नहीं हो सकते। जहाँ भी बेयरहाउस बनाया जायगा, वहाँ उस की प्रोटेक्शन होनी चाहिए। इस लिए कम से कम जहाँ पर पुलिस स्टेशन है, वहाँ पर बेयरहाउस होना चाहिए। मैं सरकार से यह प्रार्थना करूँगा कि जहाँ पर कम्युनिटी डेवलपमेंट ब्लाक का सेंटर है, कार्यालय है, जहाँ पर पुलिस स्टेशन है और जहाँ पर मार्केटिंग सेंटर भी है, वहाँ पर स्टेट की तरफ़ से एक बेयरहाउस होना चाहिए।

बेयरहाउस में माल रखने के जो रेट्स हैं, उस का जो किराया है, वह बहुत ज्यादा है। उस को कम करना चाहिए, ताकि किसान को लाभ पहुँचे। माल रखने के बाद जो पैसा दिया जाता है, वह बहुत कम दिया जाता है और खासकर किसान को उस का लाभ नहीं होता है। वास्तव में बेयरहाउसिंग का काम अभी तक किसान तक पहुँचा ही नहीं है। इस सदन में किसान के नाम पर बहुत सी बातें कही जाती हैं, बहुत से कानून आदि बनाए जाते हैं, लेकिन किसान को उन का कोई फ़ायदा नहीं होता है। इसी तरह बेयरहाउसिंग कारपोरेशन का कोई फ़ायदा कृषक को नहीं मिलता है। आज कृषक की व्याख्या यह है: ही हूँ होल्डिंग लैंड, अर्थात् जिस के पास ज़मीन है, उस को कृषक माना जाता है। इस लिए जो बड़े से बड़े कृषक हैं, उन को उस का फ़ायदा होता है, व्यापारियों और दूसरे बड़े बड़े लोगों को उस का फ़ायदा होता है। मैं चाहता हूँ कि ज्यादा से ज्यादा बेयरहाउसिंग देहात तक जायें। आज की परिस्थिति यह है कि कृषक अपना माल घर में नहीं रख सकता, क्योंकि वहाँ पर उस के पास जगह नहीं रहती और उस की स्थगन शक्ति नहीं है। इस लिए बेयरहाउसिंग का बहुत बड़ा महत्व है। यह किसानों को निश्चित सीमा तक स्थगन शक्ति प्रदान कर सकती है।

महाराष्ट्र में को-ऑपरेटिव मूवमेंट बहुत अच्छी तरह से चली है और बेयरहाउसिंग का काम भी बहुत अच्छा है। इस बिल की क्लॉज २०(२) में कहा गया है:

"The Chairman of the board of directors shall be appointed by the State Government from among the directors of the State Warehousing Corporation with the previous approval of the Central Warehousing Corporation."

मैं समझता हूँ कि गवर्नमेंट की तरफ़ से इस प्रकार चेयरमैन का एप्पायंट या नामीनेट किया जाना उचित नहीं है। आज आवश्यकता इस बात की है कि नामीनेशन की प्रथा को आहिस्ता आहिस्ता कम किया जाये।

इन शब्दों के साथ मैं पहले वाचन का अपना भाषण समाप्त करता हूँ।

श्री रा० गि० बुबे (बीजापुर उत्तर) : उपाध्यक्ष महोदय, मैं इस बिल का तहे-दिल से स्वागत करता हूँ, लेकिन इस किस्म के जो बिल हाउस के सामने आते हैं, मेरी समझ में गवर्नमेंट को चाहिए कि वह इस विषय में एक ओवर-अल पर्सपेक्टिव अपने सामने रखे और उस के अनुसार ही बिल लाए। हम ने सोशलिज्म, समाजवाद, का आदर्श अपने सामने रखा है और हम चाहते हैं कि हम जल्द से जल्द समाजवाद को इस देश में कायम करें। लेकिन मेरा खयाल यह है कि चूंकि गवर्नमेंट एक हाउसिंग एट्रिब्यूट रखती है और एक पीसमील तरीके से अलग अलग लेजिस्ले-शन को लाया जाता है, इस लिए उन का जो नक्शा देश के सामने रहना चाहिए, वह नहीं रहता है और उन का उद्देश्य भी पूरा नहीं होता है।

जैसा कि प्रचलित अर्थ में कहा जाता है, हमारी एक कैपिटलिस्ट इकानोमी है, लेकिन हम चाहते हैं कि हम सोशलिस्ट इकानोमी

की तरफ आगे बढ़ें। वह तब ही हो सकता है, जब कि हम एक शास्त्रीय दृष्टिकोण रख कर अपने बिल्डिंग और मेजर्ज आदि लायें और उन को क्रियान्वित करें। इस दृष्टि से वेयरहाउसिंग कारपोरेशन के बारे में गवर्नमेंट ने जो भी कदम उठाए हैं, वे सराहनीय हैं, लेकिन मैं चाहता हूँ कि इस काम को व्यापक बनाया जाये।

अभी एक गाननीय सदस्य ने कहा कि जो जमीन होल्ड करता है, वही कृषक है। मैं उन को याद दिलाऊंगा कि इस के बारे में कांग्रेस की डेफिनीशन अब चेंज हो रही है। अब प्रापर्टी ओनरशिप की तरफ नहीं देखा जाता है। जैसा कि विनोबा जी ने कहा है, "कस्तो त्यापी जमीन," यानी जो जमीन टिल करता है, उस को महत्व देना चाहिए। जहां तक मेरा तर्जुमा है, जिलों और तालुकों में गोडाउन्ज की कमी है। मैं यह अनुभव करता हूँ कि वेयरहाउसिंग कारपोरेशन के पास इतने फाइनेंसिंग नहीं हैं कि हर तहसील और तालुके में वेयरहाउस बनाये जा सकें, लेकिन मेरा खयाल है कि शायद हर सूबे और प्रदेश में इस बात का अनुभव होगा कि हमारे देहात और गांवों में किसान लोग पुराने ढंग का एक स्टोर बनाते हैं। वह अंडरग्राउंड स्टोरेज होता है और जहां तक मेरा खयाल है, वह हाइजिनीकली और दूसरी दृष्टि से अच्छा रहता है। मराठी में उस को पेव कहते हैं, हिन्दी में क्या कहते हैं, यह मुझे मालूम नहीं है। अंडरग्राउंड स्टोरेज की यह स्कीम एकानोमिक और चीप है और इसलिए गवर्नमेंट तहसीलों में उस को जारी कर सकती है।

हम देखते हैं कि वेयरहाउसिंग स्कीम से अक्सर साहुकार लोगों और रिचर स्ट्रैटा आफ पेजेन्ट्स को लाभ होता है। सरकार का मकसद चाहे कुछ भी हो, लेकिन होता वही है, जो कि मैं ने बताया है। असल में गरीब किसानों और लोअर स्ट्रैटा आफ पेजेन्ट्स

को उस का लाभ होना चाहिए। लेकिन गरीब किसानों को अपना माल लाने के लिए जो सहूलियत होनी चाहिए, वह नहीं होती है। ट्रांसपोर्ट डिफिकल्टीज हैं और इसके अलावा सीजन पर वे प्राइसिज नहीं रहतीं। इसलिए सिर्फ वेयरहाउसिंग कारपोरेशन बनाने से ही काम नहीं चलेगा। बल्कि प्रोडक्शन, डिस्ट्रिब्यूशन और ट्रांसपोर्ट का एक पर्सपेक्टिव रख कर एक सिडीकेट बनाया जाय, जिसके जरिये इन सभी फंक्शनज को कोऑर्डिनेट किया जाये। तभी हम इस काम की बुनियाद डाल सकते हैं।

इस बिल के अनुसार सेंट्रल वेयरहाउसिंग कारपोरेशन के छः डायरेक्टरज को सेंट्रल गवर्नमेंट नियुक्त करेगी, स्टेट वेयरहाउसिंग कारपोरेशन में पांच डायरेक्टर स्टेट गवर्नमेंट के द्वारा और पांच सेंट्रल वेयरहाउसिंग कारपोरेशन के द्वारा नामीनेट किये जायेंगे, इत्यादि। मैं देखता हूँ कि अक्सर यह होता है—मैं यह नहीं कहता कि इन्टेन्शनली ऐसा किया जाता है—कि किसान और लेबर के नाम से जो बहुत सी कमेटियां बनती हैं, उनको किसान और लेबर के हालात और समस्याओं के बारे में कुछ भी मालूम नहीं होता है। आखिर इस बात की क्या जरूरत है कि जो किसान इसके डायरेक्टर बनाये जायें, वे इंग्लिश के ग्रेडुएट हों? जो असली किसान हैं, जो खेती की प्राबल्मज को जानते हैं, उन को भी इस में नामीनेट करना चाहिए, भले ही वे आधुनिक अर्थ में एड्जेस्टेड हों या न हों। उससे एक रीयलिज्म, एक वास्तविकतावाद की भावना, इस कारपोरेशन के काम में आएगी। हम किसानों के नाम से बहुत से काम करते हैं, लेकिन किसानों को उन के बारे में मालूम भी नहीं होता है। इसलिए गरीब किसानों का रिप्रेजेंटेशन भी होना चाहिए। इस के अलावा फाइनेंसिज का भी प्राबलम है, जिस के बारे में कई माननीय सदस्यों ने कहा है।

[श्री रा० गि० दुबे]

इन चन्द शब्दों के साथ मैं गवर्नमेंट से अपील करूंगा कि आईन्दा चल कर इस बिल को एक विशाल बुनियाद के ऊपर लाने की कोशिश की जाये ।

श्री यशपाल सिंह (कैराना) : उपाध्यक्ष महोदय, कुछ ज्यादा समय न लेते हुए मैं दो चार सजेस्टियन्ज रखना चाहता हूं । जैसा कि माननीय सदस्य, चौधरी लहरी सिंह, ने कहा है, किसान एरियाज में ज्यादा वेयर-हाउसिज होने चाहिएं । हमारे क्षेत्र में तो दस दस मील के इलाके में वेयरहाउसिज नहीं हैं । जैसा कि विशेषज्ञों, स्पेशलिस्ट्स, ने कहा है, सोलह फसंद गल्ला ऐसा है, जिसको चूहे खराब कर देते हैं । गोया आठवां हिस्सा ऐसा है हमारी फसल का जिसे चूहे खराब कर देते हैं । तो इस के लिये मैं मिनिस्टर साहब को मुबारकबाद पेश करता हूं कि वह हमारे लिये यह बिल लाये । लेकिन इस में काश्तकार की दिक्कत को समझा नहीं गया है । हमारी दिक्कत यह है कि कोआपरेटिव जो इस वक्त है वह हम ने २५ परसेण्ट इंटरेस्ट लेती है । जो गल्ला बोने के लिये हम दस मन गेहूं लेते हैं छः महीने बाद मुझे उस के दलें में १२॥ मन वापस करना पड़ता है क्योंकि हम २५ फी सदी सूद देते हैं । गांवों में जो हमारा बनिया होता था, लाला, वह १ रु० सैंकड़ा सूद पर किसान को रुपया देता था । वह बेचारा भगा दिया गया, जिस के लिये आप कहते हैं कि खून चूसता था । कोआपरेटिव जो हम से २५ फी सदी सूद लेती है उस का कोई इलाज नहीं है । हम लोग छः महीनों में २५ फी सदी सूद देते हैं, और उसी गवर्नमेंट ने किरलोस्कर को जो ३ करोड़ का कर्जा दिया है वह ८॥ आ० से भी कम सूद पर दिया गया है । गोया किसान २५ फी सदी देता है और मिल मालिक या सरमायेदार ८॥ आ० फी सदी सूद देता है । इसलिये हमारी इस दिक्कत को समझा जाय ।

इस में जो डाइरेक्टर्स होंगे वे पब्लिक के एलेक्टेड हों न कि गवर्नमेंट के नामिनेटेड हों क्योंकि जो गवर्नमेंट के नामिनेटेड होंगे वह सरकार के इंटरेस्ट को सर्व करेंगे और जो हमारे होंगे वह हमारे इंटरेस्ट का खयाल रखेंगे ।

यह तो आप ने किया लेकिन हमारी दिक्कतों का खयाल जरूर आप को रखना चाहिये । जब तक किसानों का गल्ला उस में आता है तब तक कोई होर्डर या व्यापारी उस में अपना गल्ला जमा न कर सके, वह सिर्फ किसान के लिये होना चाहिये । क्योंकि होता ऐसा है कि मान लीजिये मेरी काश्त ५०० मन की है, लेकिन हो सकता है कोई सरमायदार १०,००० मन गल्ला पहले से ला कर वहां जमा कर दे । इसलिये मैं चाहता हूं कि किसान को फर्ट प्रायारिटी, टाप प्रायारिटी, दी जाय ।

इस के अलावा इस में सब से बड़ी बात यह है कि किसान के लिये, जैसा कि हमारे श्री लहरी सिंह ने कहा, बीच में कोई सिक्योरिटी जरूर होनी चाहिये । मान लीजिये हमारा ५०० मन गेहूं जमा है । ऐसी हालत में मुझे २ फी सदी या २॥ फी सदी पर स्टेट बैंक आफ इंडिया से रुपया जरूर मिलना चाहिये जिस में कि मैं अपने बच्चों की गालीम, लड़के की शादी और दूसरे कामों को निभा सकूं ।

यह वेयरहाउसिंग कारपोरेशन जो है वह पब्लिक के हाथ में होना चाहिये न कि गवर्नमेंट के हाथ में । हमारे साथ दिक्कत यह है कि पहले तो गेहूं बोने में आबपाशी का ठीक से इन्तजाम नहीं होता । फिर हम को फटिलाइजर दिया गया है वह इतना लगा दिया गया है कि वह हम को सूट नहीं करता है । जिन इलाकों में पानी का इन्तजाम नहीं है वहां फटिलाइजर दे दिया जाय तो उस से नुकसान होता है । फटिलाइजर का

देना ऐसी जगहों में देना कानूनन बन्द किया जाय जहां पानी का इन्तजाम नहीं है । वहां फर्टिलाइजर हमारी जमीन को सुखा देगा और हमारी फसलें खराब होती चली जायेंगी ।

इन अल्फाज के साथ मैं यही दो तीन सुझाव देना चाहता हूं कि डाइरेक्टर्स पब्लिक से चुने होने चाहियें, दूसरे जब तक किसान अपना गल्ला ले कर आता रहे तब तक होर्डर को यह मौका न दिया जाय, नान ऐग्रिकल्चरिस्ट को यह मौका न दिया जाय, कि वह वहां अपना गल्ला जमा कर मके । तीसरी बात यह है कि सिक्योरिटी के बेसिस पर मुझे बीच में कम सूद पर रुपया मिलना चाहिये । फर्ट प्रायारिटी किसान को दी जाय, और कोआपरेटिव से उस को जो २५ फी सदी सूद पर कर्जा लेना पड़ता है उस के सूद को इतना कम किया जाय कि वह १॥ या २ परसेन्ट रह जाय ।

श्री राम सेवक यादव (बाराबंकी) : उपाध्यक्ष महोदय, प्रस्तुत विधेयक में जहां तक उसके उद्देश्यों का प्रश्न है, मैं उस का स्वागत करता हूं लेकिन अगर इस उद्देश्य की प्राप्ति के लिये जो वास्तविक कदम उठाये जाने चाहियें वे न उठाये गये तो फिर केवल उद्देश्यमात्र से ही उस अभीष्ट की प्राप्ति नहीं हो सकती । इस सरकार ने समाजवादी समाज की रचना का प्रयत्न लिया है और पिछले कई वर्षों से इस के ऊपर वह ज्यादा से ज्यादा हल्ला मचा रही है, लेकिन अगर हम उसकी कार्यविधियों को देखें तो उससे यही नतीजा निकलेगा कि अब तक समाजवादी समाज की रचना के नाम पर उस ने पूंजीवाद का किता खड़ा किया है ।

आज इसमें जो व्यवस्था की गई है वह सहकारिता के ऊपर जोर देती है । जब भी कहीं कारपोरेशन या निगम का नाम आता है तो वह किसी भी समझदार आदमी के दिमाग

में सहकारिता की गुंज उठाती है । लेकिन अगर हम निगम के अन्तर्गत जो चीजें हैं उन के गठन के ऊपर जाते हैं तो उस से पता चलता है कि वह सहकारिता नहीं सरकारिता है । उसमें हमको हर जगह सरकारीपन नजर आता है । आप गोदाम खोलेंगे । किस लिये ? खेतिहर लोगों की उपज को रखने के लिये । आज खेतिहर इस देश में कौन है ? छोटे लोग जो गांवों में बसते हैं । लेकिन आज तक इस तरह के वेअरहाउसज गांवों में नहीं खुले । वे बड़े बड़े शहरों में ही खोले जा रहे हैं जिन का फायदा कुछ बड़े बड़े खेतिहर और अनाज के व्यापारी उठाते हैं । वह फायदा साधारण किसानों को नहीं मिल रहा है । वैसे तो जहां तक इस वेअरहाउसिंग कारपोरेशन का प्रश्न है, इस का महत्व राज्य स्तर पर ज्यादा है, और अगर वह राज्य स्तर से जिला स्तर पर और तहसील स्तर पर ले जाया जाता तो गांव के किसानों का ज्यादा से ज्यादा फायदा होता, लेकिन इस विधेयक के अन्तर्गत वैसी व्यवस्था नहीं है । इस के अनुसार राज्य स्तर पर ही इस की आवश्यकता है । आज जो राज्य स्तर पर उस के निर्माण की बात है वह उसके महत्व को समान कर देती है । इस विधेयक में यह व्यवस्था है कि राज्य स्तर पर जब वेअरहाउसिंग कारपोरेशन की स्थापना की जायेंगी तो उन को केन्द्रीय सरकार से इजाजत लेनी होगी । जब तक केन्द्रीय सरकार इजाजत नहीं देती वह उसकी स्थापना नहीं कर सकते । यह बड़ी आसानी से कहा जा सकता है कि केन्द्रीय सरकार या केन्द्रीय वेअरहाउसिंग कारपोरेशन उस के रास्ते में नहीं आयेंगे और उनको शीघ्र से शीघ्र इजाजत दे देंगे, लेकिन जैसे लालफीताशाही और नौकरशाही में चीजें चलती हैं उस में यह फाइल एक जगह से दूसरी जगह और दूसरी जगह से तीसरी जगह दी-दीनी रहती है, उस में काफी समय लग जाता है, और वही इसके साथ भी होगा । इसलिए अगर आप चाहते हैं कि जो इस विधेयक का सही मकसद है, गरीब

[श्री राम सेवक यादव]

किसानों को फायदा पहुंचाने का, वह पूरा हो, तो इस की रूपरेखा में जबदस्त परिवर्तन करने की आवश्यकता है। राज्यों को इस की छूट देनी चाहिये, उस पर कोई प्रतिबन्ध नहीं लगाना चाहिये। जो केन्द्रीय कारपोरेशन होगा उस के अधिकार कम होने चाहियें। लेकिन इस में इस चीज पर ज्यादा जोर नहीं दिया गया है।

तीसरी चीज जो मैं कहना चाहता हूं वह यह है कि जैसा मैंने सरकारीकरण के सम्बन्ध में कहा, इसकी ओर ध्यान खींचना चाहूंगा। इस में जहां पर यह लिखा गया है कि कारपोरेशन में बोर्ड आफ डाइरेक्टर्स होगा। उस से यह साफ जाहिर होता है कि छः डाइरेक्टर्स जो होंगे वे केन्द्रीय सरकार द्वारा नामजद किये जायेंगे।

"6 directors to be nominated by the Central Government."

इस के बाद छः पर ही अन्त नहीं है। आगे जाइये तो यह है :

"1 director to be nominated by the State Bank."

इसी तरह से और आगे जाकर लिखा है :

"1 director to be elected by other scheduled banks".

११,११ डाइरेक्टर्स होंगे उन में से ८ आदमी सरकार के होंगे। (एफ) में दिया है :

"1 director to be elected by insurance companies investment trusts and other Financial Institutions."

फिर (जी) में दिया हुआ है कि जो मैनेजिंग डाइरेक्टर होगा उस की नियुक्ति सरकार द्वारा की जायेगी। इस का पूरा गटन है वह ऐसा है कि बिल्कुल सरकारीकरण होगा, और

उस से सरकार के दिमाग की दशा का पता चलता है। जिस तरह हमने पिछली बार एक एक्ट पास किया उसी तरह से इस में भी यही चीज करते हैं और यही चीज हमेशा सरकार के दिमाग में नाचती रहती है कि किसी तरह से सरकारीकरण हो। उसे सरकारी कर्मचारियों पर ज्यादा भरोसा है, जनता के सहयोग पर, जन प्रतिनिधियों पर उस का कोई ऐतबार नहीं है। लेकिन मैं बहुत विनम्रता के साथ निवेदन करना चाहूंगा कि हमारे मतदाता की जनतांत्रिक प्रणाली मजबूत है। अगर सामाजवादी समाज की रचना चली तो हमें जन सहयोग लेना होगा। अगर केवल सरकारी अफसरों और नौकरों को, अपनी तरह के आदमियों को ही, रखेंगे तो यह कोई अच्छी चीज नहीं होगी। जहां तक सरकारी नौकरों का सवाल है, मैं उन्हें बड़ी इज्जत की नज़रों से देखता हूं, लेकिन ऐसी भी मिसालें हैं कि उन लोगों ने बहुत निराश किया। अभी हाल ही की मिसाल आप को बतलाऊं। तेजपुर में क्या हुआ ? तेजपुर का कलेक्टर जनता को मुसीबत में छोड़ कर भाग आया। पता नहीं कि बहुत से लोगों को जला दिया गया या लट लिया गया। मैं कहना चाहता हूं कि ऐसे लोगों को जेल में रखना चाहिये, सजा होनी चाहिये उन को। तो यह स्थिति है।

इस में एक चीज हमको खटकती है और वह यह कि ऐसे अधिकारी शायद इसलिये लिये जा रहे हैं कि उन का राजनीतिक उपयोग हो। राजनीति का मतलब यह है कि जो सत्तारूढ़ दल है वह अपनी पसन्द के आदमियों को अगर यहां न ला सके, जिनको मंत्री इत्यादि बनाया जा सके, तो उनको यहां पर कहीं न कहीं रख दिया जाय। इस विधेयक में यह चीज है कि जो वाइस चेयरमैन होगा या जो मैनेजिंग डाइरेक्टर होगा उनको सरकार नियुक्त करेगी। उनको क्या तनख्वाह मिलेगी, क्या भत्ता मिलेगा, यह भी सरकार

तय करेगी। ऐसे भी वेतन और भत्ते हो सकते हैं जिन वेतनों और भत्तों का बोझ देने में कारपोरेशन को इतना पंसा खर्च करना पड़ेगा कि हो सकता है कि निगम अपने यहां जो सामान रखे उस को उस का रेट कुछ बढ़ाना पड़े। और जब उसका इतना भारी रेट हो जायेगा तो हम छोटे किसानों को फायदा नहीं पहुंचा सकेंगे।

इसी तरह से जा स्टेट बेयरहाउसिंग कारपोरेशन बनेंगे उनमें तो अलिफ से ये तक पूरा सरकारीकरण होगा, उनमें तो जन प्रतिनिधियों का कहीं नाम भी नहीं होगा।

आपका उद्देश्य अच्छा है, लेकिन अगर आप उस उद्देश्य को प्राप्त करना चाहते हैं तो उसी के लायक आपका इस विधेयक को संशोधन करके बनाना होगा। तभी उस उद्देश्य की प्राप्ति हो सकेगी।

Shri A. M. Thomas: Mr. Deputy-Speaker, Sir, we have had a full-dress debate on this very important legislation and you were pleased to extend the time also for the consideration of this Bill. I am grateful to the hon. Members who have participated in the debate; their number comes to about 20. So, the large number of speakers shows the importance that has been attached to it.

Many of the points that have been made mention of in the course of the debate were anticipated by me in the course of my speech while moving for consideration of the Bill. I admitted at the very outset that there has been no spectacular progress made in regard to the programme of warehousing. But at the same time, the progress registered is satisfactory, especially the progress in recent years. I also mentioned some figures. I said that the quantum of profit, the gross income, that has been earned by the Central Warehousing Corporation in 1961 has been double the amount earned in 1960, which again was double the amount earned in 1959. I may say

that the figure for the last six months warrants the expectation that the amount in 1962 would be double that in 1961. So, remarkable progress is now being made. I may say the Ministry is not satisfied with the progress and it is attempting to achieve greater progress in this direction.

Having said that, I cannot agree with the criticism made by some hon. Members. Their line of approach, according to me, is that the Central Warehousing Corporation and the State Warehousing Corporations are intended as a panacea for all the ailments of the agriculturists. It would appear that the entire credit requirements of the agricultural sector are intended to be met by the Central and State Warehousing Corporations. I submit that has not been the object of these Corporations. It is only one of the agencies which are intended to come to the aid of the agriculturists to get credit and obtain warehousing facilities. For example, I had a talk with my colleague, Shri Mishra, the Deputy Minister for Cooperation, who is taking such enormous interest in that field, almost like a missionary, if I may say so. He gave me some figures. For example, the credit that has been given in the cooperative sector in 1960-61 would come to about Rs. 208 crores. A few years back, it was only round about Rs. 65 crores. A number of cooperative marketing societies are functioning now and I understand that the amount that has been dealt with by them comes to Rs. 174 crores.

These various co-operative marketing organisations have at present about 4000 godowns owned by them in the rural parts and there are another 9000 godowns hired by them. I understand there is a target of achieving about 15,000 godowns in the course of the Third Five Year Plan. I made mention of all these facts just to bring home to the hon. Members that the Central Warehousing Corporations form only one of the institutional agencies that are expected to come to the aid of the agriculturists.

[Shri A. M. Thomas]

Bearing that in mind, if you take the progress of the Warehousing Corporation, although, as I said, it has not been spectacular, and although I must confess it is not to the satisfaction of the Ministry and the Central Warehousing Corporation, it has been to a certain extent satisfactory. I shall mention certain other figures. Rs. 5 crores has been advanced in the year 1960-61 on the strength of the warehousing receipts that have been granted by the Central Warehousing Corporation and the State Warehousing Corporations, whereas when the financial year 1959-60 ended, on 31st March, 1960, the figure was only Rs. 2.86 crores. That has been increased to Rs. 5 crores.

Certain hon. Members asked me what exactly is the programme for the Third Plan in the matter of construction. I mentioned certain figures at the very outset. I will give some more figures, because I think Shri Tyagi wanted to get some more figures regarding our programme for the Third Plan. The Central Warehousing Corporation has a target of acquiring sites at 55 centres by the end of the Third Five Year Plan. Of these, up to end of September, 1962, applications for acquisition of sites at 47 centres were made. Out of that, sites have been taken possession of at 22 centres. Efforts to acquire land at 33 more centres will be made during the remaining three years of the Plan so as to achieve the target of 55 centres. The Central Warehousing Corporation has a target of constructing warehouses at 43 centres including 10 warehouses for specialised cold storages. The hon. lady Member Shrimati Laxmi Bai, the hon. Member Shri Tiwary and others mentioned about the necessity of having cold storages. These things are borne in mind by the Central Warehousing Corporation and it would be our endeavour to provide as many as possible. Cold storages are very very important. I would like to have, perhaps, instead of a cold storage, a dry

chamber in Kerala, because that would protect the copra that may be obtained there for warehousing. Therefore, having regard to the requirements of each area we would be prepared to provide facilities. We have got a programme to undertake new ventures.

I mentioned about the list of commodities in which we are dealing. We are dealing in 87 commodities. Several cash crops, foodgrains and almost everything that can be imagined are included in them. If anything is left out, we have by this taken powers to notify additional commodities which can be brought for warehousing facilities.

Again, although I tried to explain the object of undertaking the warehousing of jute and tea, it appears that there is some misapprehension in the mind of the hon. Member, Shri Guha. Shri Guha, coming as he does from West Bengal, should have jumped at this suggestion that is now put forward by the Central Warehousing Corporation. I do not think there has been any session in the recent past of this hon. House when the question of giving price support to jute has not been raised, because the fortunes of thousands of small growers are involved in it. And, in the matter of giving price support one main inhibiting factor was the question of storage, and when the Central Warehousing Corporation was approached, we were ready to come forward to help them. That, if not directly, is bound to indirectly help the thousands of small jute growers.

My hon. friend, Shri Saraf said, "after all, by undertaking the warehousing of jute and tea you do not even touch the fringe of the problem". Having regard to the volume of transactions in this country in these cash crops, I may concede that we are only dealing with a very small portion of these commodities. But you will have to realise that price support schemes might have to deal with only small quantities. It is only the mar-

ginal quantities that they deal with. The very fact that Government would be prepared to purchase and give a price support, the very announcement that there is such an attempt to keep up a fair level of prices, even if the Government does not purchase even a single grain or even a single pound of jute or tea, that itself would be a price support. The necessity would not arise to purchase very large quantities, but if the facilities are there and the preparedness of the Government or their agencies is there, that very fact will instil confidence and it will indirectly support the market. Therefore, although we do not deal in very large quantities—in fact, we are not expected, and there is no necessity also to deal in very large quantities—the very fact that we would provide the necessary storage for the quantity that is purchased by the STC or any other body that is set up by the Commerce and Industry Ministry will give the necessary price support to those commodities.

Shri Guha and, I think, Shri Tyagi also, said that we need not waste our capital and other things on jute and tea when there are several other commodities which will benefit the large number of agriculturists. I may assure the House that for lack of resources this scheme would not suffer. If we provide space for jute and tea, the space so provided would not in any way affect the storage or the warehousing of other commodities. I would like to give that assurance, that because some resources are diverted for the storage of tea or jute it will not affect the facilities for the other commodities mentioned on the general list.

It was also mentioned—in fact, that argument, to a certain extent, I have met in my opening speech itself—that the trade is being benefited. It is true that now considerable advantage of the storage space available is being taken by the trade. But, whose fault is it? It is not due to our

excluding the peasant or the producer and preferring the trade. In fact, if I may say so, we would prefer the peasants or agriculturists or co-operative societies of agriculturists to come forward and have their warehouses.

There are certain difficulties which we have to appreciate. As I have already said, this is a new project. This warehousing scheme is a new one which has to be popularised. In this matter I would solicit the support of all the hon. Members of this House. Whenever they go on tours they have to take this message of warehousing, if I may say so, to the door of the agriculturists and tell them how it is now possible for them not to sell their produce at throw-away prices, cheap prices or distress prices. All of us must go and tell the peasants "Now Government will take care of your stock; you will get the most scientific storage in the godowns of the Central and State Warehousing Corporations. Not only that, if you get a receipt from the godown and produce it before the State Bank or any other scheduled bank you can get money also. So, your financial requirement will also be met by this scheme". If we put the benefits before the villagers like that, the idea will appeal to them and they will go in, for storage of their produce in warehouses. The Warehousing Corporation on its part is preparing a series of pamphlets, both in the official language as well as in the regional languages, to popularise this. I would appeal earnestly to all hon. Members that, having regard to the interest that they also have for the upliftment of the agricultural classes, they have to take this scheme to the agriculturists in the villages and popularise it.

Shri Sivamurthi Swami: Is there any minimum limit?

Shri A. M. Thomas: No.

An Hon. Member: Does it mean that even one bag will be accepted?

Shri A. M. Thomas: Yes.

Shri Vishram Prasad: What will be the percentage of money that a person will get against his stock?

Shri A. M. Thomas: Shri Guha said that it would be advisable to make a distinction between peasants and traders in the matter of warehousing charges. I hope the hon. House will appreciate that it is not possible to make any distinction between individual and individual. To the extent it is possible to make a distinction, we are making a distinction. For example, the co-operative societies get 16 per cent reduction in the matter of warehousing charges.

Then, one hon. Member complained that the warehousing charges are too high. I do not think he made proper enquiries before he made his charge; or it may be that the information carried to him is not correct. I understand that the warehousing charge is 18 nP. per month per bag of 2½ maunds of wheat. So, it comes to only 7 nP. per maund per month. I do not think it is a high charge. Also, we have to appreciate that the Corporation has to function as a commercial body. If it does not function as a commercial body, the tax-payers' money will have to be spent, because we have guaranteed a dividend of 3½ per cent. Apart from that, 40 per cent of the share capital is of the Central Government. I do not think hon. Members are in favour of increasing the losses that are at present being incurred. So, that aspect has also to be taken into account.

Then it was mentioned that Government should not have separated the control of the Warehousing Corporation from the Co-operative Development Board and there should not have been a separate legislation or separate board for that purpose. I mentioned the reasons which impelled the Government to depart from the views that have been expressed by the Estimates Committee in this matter. Also,

now it is more of academic interest because this hon. House has more or less unanimously passed the National Co-operative Development Corporation Bill. At that time, a pointed answer was given to this point which is raised by some hon. Members, including Shri Ranga. The co-operative movement has reached such a stage that it is not desirable that warehousing is linked—here we must remember that the warehousing corporations are not co-operative organisations—with the Development Corporation. It is necessary that we should take the help of the co-operative movement for advancing this scheme. But what are the objectives of the National Co-operative Development Corporation? They are multifarious. We have stated in the Act that the object of the Corporation—

“shall be to plan and promote programmes for the production, processing, marketing, storage, export and import of agricultural produce and notified commodities through co-operative societies.”

Then the very functions of the Corporation have been enumerated. They are to advance loans to the State Governments to finance the co-operative movement, providing funds to the State Government for financing co-operatives for the purchase and sale of seeds, supply of manure, fertilizers, agricultural implements and other articles for the development of agricultural produce etc. So, the functions of the National Co-operative Development Corporation are manifold and comprehensive. Here we have the limited object of providing warehousing facility and giving credit. It is good that both the organisations are kept separate so that the Central Warehousing Corporation, uncontrolled by any other body, can develop in its own way and devote its entire attention to the various warehouses under its scheme of management.

As I said, the idea is not to separate them in such a manner that these two

institutions will not have any further liaison or any further connection. There are representatives of the Ministry of Community Development and Co-operation in the Central Warehousing Corporation. There would be representatives of the Food and Agriculture Ministry in the National Co-operative Development Corporation. So, there would be proper co-operation and proper liaison and there would be no friction at all. Because of the bifurcation of the functions, because of the constitution of a separate Board, I assure this House, the object with which the Warehousing Corporation is being formed will not only not be retarded but it will only be promoted.

Shri Vishram Prasad: Are Government thinking of increasing the number of depositors from the actual producers as compared to merchants and traders?

Shri A. M. Thomas: There is absolutely no difficulty in having more warehouses. If any village wants a warehouse, we can hire a godown and convert it into a warehouse. But there should be sufficient customers. It should not be run at a loss. There should also be sufficient technical personnel. As I said, we have already trained as many as 677 persons. There must be properly trained persons in charge of the warehouses because scientific storage is very very important. It is not enough to construct some warehouses. In fact, under the Act the Central Warehousing Corporation are empowered to start warehouses anywhere. Also, the Central Government will compensate any loss that is incurred in that venture. So, this is not the way in which we should look at these things.

When hon Members urge the construction of warehouses in mofussil parts one fact has to be borne in mind. It is desirable to have warehouses near the marketing centres. That is very important. Whenever the producer wants to take his commodities to the market for disposal, 2269(A1) LSD-4.

he must be enabled to do so. So, it is always better to have the commodities stocked near the marketing centre so that the producer can, without losing his own proprietorship, have the commodity near the market place. Therefore, from that point of view, it is not advisable to have warehouses in the mofussil areas. Of course, the State Warehousing Corporations are trying to have more and more godowns in the mofussil but, I submit, it is always advisable to have them near the marketing centres so that it would be easier to market the produce.

The Corporations are also trying to bring down storage charges by cutting down their costs, thus attracting more custom. They recently introduced a Self-Indemnification Scheme under which no special insurance of the stocks is necessary. Thereby, they have saved on insurance premia. So, whatever is possible is being done, and it would be the endeavour of the Ministry as well as the Warehousing Corporations to undertake more beneficial activities.

With regard to the composition of the Board of Directors and other things, there are certain amendments notice of which has been given. I think, I might answer now with regard to the fact that six members are sought to be nominated by the Central Government to the body. As things stand, it is practically a Government body. Although 40 per cent is mentioned there, much more is being invested by the Central Government. The co-operation that we were getting from the private sector was also not encouraging. It must be admitted. Although the shares have been thrown open to individuals, peasants, institutions and other things, it has been our experience....

Shri Kashi Ram Gupta: Shares are not given to individuals.

Shri A. M. Thomas: Although, apart from 40 per cent of the shares, the rest of the shares were thrown open for subscription by banks and

[Shri A. M. Thomas]

other private bodies, the response has been understandably poor since the construction and running of warehouses is not a lucrative business in the eyes of the private sector. The shares of the State Warehousing Corporations are subscribed for in equal proportion by the State Government and the Central Warehousing Corporation. Though the shares of the Central Warehousing Corporation carry a guaranteed dividend of 3½ per cent per annum, the response from the private sector has been disappointing.

With regard to the representation of co-operative societies, the co-operative societies have now only 25,000 shares and to have one representative on the Board is perhaps more than what that sector is entitled to on the basis of capital participation.

Shri Kashi Ram Gupta: When the response is poor, why is the recognised association membership there? Several times I have raised this.

Shri A. M. Thomas: In fact, I have got a list of directors in which all interests are represented. But in the matter of the formation of the Board after the termination of this Board, whatever suggestions hon. Members have made would certainly be kept in mind at the time of the constitution of the new Board.

With regard to the employees and other things, of course, the dearness allowance varies from area to area. That is there because the employee would not like to be transferred from one particular area to some other area.

With regard to the other point that has been raised with regard to the employees, that question is under the consideration of the Ministry and you may rest assured that in these matters we are always taking a sympathetic view.

I do not claim that I have answered all the points that have been raised, but I assure the hon. Members who have participated in the debate that all that they have stated would certainly be kept in mind in the administration of the Central Warehousing Corporation and whatever remedial measures are possible would be taken.

Mr. Deputy-Speaker: The question is:

"That the Bill to provide for the incorporation and regulation of corporations for the purpose of warehousing of agricultural produce and certain other commodities and for matters connected therewith, be taken into consideration."

The motion was adopted.

Mr. Deputy-Speaker: The House will now take up clause-by-clause consideration of the Bill. There are no amendments to clauses 2 to 6. So, I will put them together to the vote of the House.

The question is:

"That clauses 2 to 6 stand part of the Bill."

The motion was adopted.

Clauses 2 to 6 were added to the Bill.

Clause 7— (Directors).

Shri Sarjoo Pandey: Sir, I beg to move:

(i) Page 4, line 33,—
for "six" substitute "four" (1).

(ii) Page 4, line 40,—
for "one director" substitute
"two directors" (2).

(iii) Page 5,—
for lines 5 to 7, substitute—

"(g) a managing director shall be elected by the directors referred to in clauses (a) to (f):" (3).

(iv) Page 5, lines 25 and 26,—

for "who shall be appointed by the Central Government from among the directors" substitute—

"who shall be elected by directors referred to in clauses (a) to (f) of sub-section (1)" (4).

Clause 7(1) (e) says:

"one director to be elected by co-operative societies;"

इस में मैंने इतना ही कहा है कि जहाँ पर एक आदमी लिखा गया है वहाँ पर दो आदमी कर दिये जायें। मैं समझता हूँ कि अगर इस के बारे में कोई ऐतराज न हो तो इस को माननीय मंत्री जी मान लें।

Shri A. M. Thomas: As I have stated, the co-operative societies have subscribed far less than 3 per cent of the shares and the representation now given in the Board of Directors, I think, is more than adequate. Therefore I cannot accept the amendments.

Mr. Deputy-Speaker: Does he press his amendments or does he withdraw them?

Shri Sarjoo Pandey: I would like to withdraw them.

Amendments Nos. 1, 2, 3 and 4 were, by leave, withdrawn.

Mr. Deputy-Speaker: The question is:

"That clause 7 stand part of the Bill"

The motion was adopted.

Clause 7 was added to the Bill.

Clause 8—(Disqualification for office of director of the Central Warehousing Corporation)

Shri Sarjoo Pandey: Sir, I beg to move:

Page 6, line 15,—

for "five years" substitute "seven years" (5).

इससे चाहता हूँ कि अगर इस को माननीय मंत्री जी मान लें तो क्या कोई हर्ज है ?

Shri A. M. Thomas: I do not accept the amendment.

Mr. Deputy-Speaker: Does he want to press his amendment?

Shri Sarjoo Pandey: No, Sir, I would like to withdraw it.

Amendment No. 5 was, by leave, withdrawn.

Mr. Deputy-Speaker: The question is:

"That clause 8 stand part of the Bill."

The motion was adopted.

Clause 8 was added to the Bill.

Clauses 9 to 11 were added to the Bill.

Clause 12—(Executive Committee)

Mr. Deputy-Speaker: There is one amendment to clause 12 by Shri Sarjoo Pandey. Does he wish to move it?

Shri Sarjoo Pandey: No, Sir.

Mr. Deputy-Speaker: Then I will put the clause to the vote of the House.

The question is:

"That clause 12 stand part of the Bill."

The motion was adopted.

Clause 12 was added to the Bill.

Clause 13—(Meetings of the Corporation).

Shri Sarjoo Pandey: Sir, I beg to move:

Page 8, line 28,—

for "twenty-one days" substitute "fifteen days" (7).

[Shri Sarjoo Pandey]

Page 8, line 32.—

for "three months" substitute
"one month" (8).

इस में यह कहा गया है कि एक तिहाई शेअरहोल्डर्स के रिक्विजिशन पर मीटिंग बुलानी चाहिये। फिर इस में टाइम दिया गया है। मैं इस सम्बन्ध में कहना चाहता हूँ कि अगर इस टाइम को २१ दिन का न रख कर १५ दिन कर दिया जाय तो ज्यादा अच्छा होगा। दूसरे इस में तीन महीने के भीतर मीटिंग को बुलाने का प्रोविजन है। यह एक महीने का होना चाहिये।

Shri A. M. Thomas: I do not accept the amendments. In fact, 21 days' time is the normal time that is laid down by other enactments also.

Mr. Deputy-Speaker: Does he press his amendments?

Shri Sarjoo Pandey: No, Sir; I would like to withdraw them.

Amendments Nos. 7 and 8 were, by leave, withdrawn.

Mr. Deputy-Speaker: The question is:

"That clause 13 stand part of the Bill."

The motion was adopted.

Clause 13 was added to the Bill.

Clauses 14 to 40 were added to the Bill.

Clause 41—(Power to make rules).

Mr. Deputy-Speaker: There is one amendment to clause 41. Does the hon. Member want to move it?

श्री सरजू पाण्डेय : मैं समझता हूँ कि उपमंत्री महोदय को कम से कम इस को तो मान ही लेना चाहिये क्योंकि इस में कोई हर्ज नहीं है। अगर इस को मान लें तो अच्छा ही है नहीं तो मुझे विघड़ा करना ही है।

Mr. Deputy-Speaker: Order, order. This amendment to clause 41 is not by him. It is by Shri Morarka—he is absent—and Shri Siddananjappa. Is it being moved?

Shri Siddananjappa (Hassan): No, Sir.

Mr. Deputy-Speaker: Then I will put the clause to the vote of the House.

The question is:

"That clause 41 stand part of the Bill."

The motion was adopted.

Clause 41 was added to the Bill.

Clauses 42 and 43 and the Schedule were added to the Bill.

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

Shri A. M. Thomas: Sir, I beg to move:

"That the Bill be passed."

Mr. Deputy-Speaker: The question is:

"That the Bill be passed."

The motion was adopted.

15.55 hrs.

WORKMEN'S COMPENSATION (AMENDMENT) BILL

The Deputy Minister in the Ministry of Labour and Employment and for Planning (Shri C. R. Pattabhi Raman): Mr. Deputy-Speaker, I beg to move:

"That the Bill further to amend the Workmen's Compensation Act, 1923, be taken into consideration."

As hon. Members are aware, the Workmen's Compensation Act, 1923, was one of the earliest legislations concerning social security. It was placed on the statute-book in 1924. The Act was being amended from time to time firstly in order to add to the list of occupational diseases and secondly to change the rates of compensation and raise the maximum wage limit for coverage. It was last amended in 1959.

At the time of moving the Bill, the Mover then thought that the aim throughout was to leave as little scope for litigation as possible. In consequence, therefore, the Bill tended to be rigid in character. The Act came into force on 1st July, 1924. Thereafter, there have been amendments in 1929, 1933, 1946 and 1959.

With the introduction of the Employees' State Insurance Scheme, the liability for the payment of compensation for industrial accidents and occupational diseases has been partly transferred from the employers to the Employees' State Insurance Corporation. In view, however, of the limited coverage and application of the Employees' State Insurance Scheme, a large body of workers have still to seek relief under the Workmen's Compensation Act. It has, therefore, been found necessary to keep the working of this Act under constant review and effect changes whenever circumstances warranted.

The most important change contemplated in the present Bill is, firstly, to enhance the rates of compensation for temporary disablement and secondly to double the rates of compensation payable in the case of death and permanent total disablement. This upward revision is justified by the increase in the cost of living since 1933, when the present rates were fixed.

Under the Act as it stands today, the wage limit for coverage is Rs. 400. It is now proposed to extend the

coverage to workers who fall within the wage group of Rs. 400 to Rs. 500. This extension was recommended by the Indian Labour Conference at its 17th session held in 1959.

Schedule III of the Act lists the occupational diseases in respect of which compensation is payable and the employments in which the diseases are likely to arise. The list is almost identical with the list appended to Convention No. 42 concerning workmen's compensation for occupational diseases adopted by the International Labour Conference in the year 1934. But the description of the employments in the Schedule to our Act does not exactly tally with the trades, industries or processes specified in the I.L.O. Convention. The proposed modifications in the Schedule will enable the Government of India to ratify the Convention as recommended by our tripartite committee on Conventions and endorsed by the Indian Labour Conference.

I do not propose enumerating all the minor or consequential changes which the Bill seeks to introduce. Such of the employment injuries specified in the First Schedule of the Act which result in cent per cent loss of earning capacity will, in future, be deemed to cause permanent total disablement and not partial disablement. Hon. Members will remember, the definition was there. Secondly, it is also proposed that the present time limits and conditions for preferring claims to compensation in respect of occupational diseases should be liberalised.

Lastly, the Bill contemplates to cover not only persons employed within the premises or precincts of a factory but also persons outside the premises or normal place of work so long as they are employed for the purposes of the concerned employer's trade or business.

The proposed revisions in the rates of compensation and the extension of

[Shri C. R. Pattabhi Raman]

the coverage may, no doubt, place some additional burden on the employers both in the private and public sectors. But, hon. Members will agree that with the increased tempo of production and the intensive utilisation of the existing industrial plants and machinery, occasioned partly by the present emergency, the workers should have a guarantee of adequate compensation in the event of being injured or contracting diseases during their employment.

I commend the Bill for the consideration of the House. I have got an official amendment.

Mr. Deputy-Speaker: You may take it up later.

Shri C. R. Pattabhi Raman: I thought I might explain. It is a consequential amendment. Clause 11 relates to the Third Schedule. If hon. Members will turn to page 5, after the third line, the reference is to Part B of the Schedule III of the principal Act. Poisoning by lead, all these things are there. Entry No. 2 is poisoning by phosphorous or its compounds.

16 hrs.

As a result of study by us we now find that the disease may be contracted even within a period of less than six months. As it is, this item has been put in Part B of the Schedule; that would mean, that the schedule time is about six months which will entitle the worker to claim compensation if there is disablement due to this poisoning. Now, we are seeking to put the term 'Poisoning by organic phosphorus insecticides' in Part A of the Schedule, and, so I am moving an amendment to the effect that after the existing entries, the following entry shall be inserted namely 'Poisoning by Organic phosphorus insecticides'. If hon. Members will kindly turn to page 6 of the Bill, they will find that the very first line on that page is 'Poisoning by Organic phosphorus insecticides'. That item is now sought to be brought under

the other schedule, so that the person concerned will have immediate benefit. We now find as a result of study that these diseases can be contracted even before the six months' period is over which is prescribed at present. That is the significance of the formal amendment which I shall move.

Mr. Deputy-Speaker: Motion moved:

"That the Bill further to amend the Workmen's Compensation Act, 1923 be taken into consideration."

Time has not been allotted for this Bill. There are about five or six Members who want to speak. So, shall we have 2 hours?

Some Hon. Members: Yes.

Shri Warior (Trichur): I welcome this amending Bill which has been long overdue. I congratulate the Labour Ministry also because in spite of the very emergent and perilous situation in which we are placed, they have not forgotten their duty to the workers employed in the different industries in India and have brought forward this amending Bill which will not only extend the benefits of the parent Act to a higher income group but has also taken advantage of this opportunity to amend certain other sections by which even the existing provisions are given wider scope and greater benefits may be derived by the working classes of this country.

The first point that I wish to mention, which the hon. Minister has also mentioned, is that the parent Act was of the year 1923, if I am right, and not of 1924. There had been about 19 amending Acts and adaptation orders to the parent Act. By this time, we have abundant experience of the working of the parent Act as well as the amending Acts. The Indian Labour Conference also had gone into this matter most thoroughly, as also the Study Group, and we have the report of the Study Group on Social Security on hand. We had this report in 1959, and now this Bill has come in

1962. Normally we should say that it is late. But I am glad that it has come at least now.

After having gained so much of experience in working the parent Act and the amending Acts which are about nineteen in number, it is now time to think of consolidating all this experience and giving it a wide scope for implementing the basic aims and objectives of the parent enactment. I mean to say that the trade itself has changed more or less basically from 1923 onwards. For instance, new automatic machines have come into use in our industry, new methods of working have been in vogue. The entire trade is undergoing fundamental changes. There is more scope for including items not covered by the parent Act. Not only that. The incidence of accidents is much more now, although the percentage may not disclose that state of affairs. The percentages given by the Labour reports are in a sense misleading. For instance, the percentage was 1:8 or so a few years back, say, in 1956; it may be 1:4 now. That does not mean anything in the sense that the aggregate number of workers employed in 1956 is not the same as in 1962. Day by day more and more workers are coming into the industry and into all sorts of trades so that the accidents in aggregate number will be much more, may be a staggering number at present, although the per thousand average may not be high. In view of this, it is highly necessary that more and more of these trades should be brought within the ambit of the enactment so that the benefits of compensation may be reaped by them also. So the old Schedule must be gone into more thoroughly and changes made according to the necessities of the present day.

The Schedule regarding rate of compensation is given in the Bill. When the hon. Minister said that Government are doubling the limit, we may think that the amount received by the incumbents will be a staggering amount. But no, because the minimum is Rs. 400 and what the

family of the worker is going to get by doubling is only Rs. 800 which is very low. The Schedule gives those incomes here. You will see that those averages will work out to only very meagre amounts when compared with the loss that the families are sustaining owing to the death or permanent disablement of their wage-earners. So the compensation in the case of the lower income groups must be sufficiently enhanced so that the bereaved families can depend on those annuities and live an honest life; otherwise, it will be a meagre help only. There are thousands of families in our country which, owing to the death of their wage-earners, are destitute and are taking to very many unsocial activities which can be curbed only if sufficient sustenance by way of compensation is given to them.

Then there are other difficulties also which have been experienced in the working of the Compensation Act. For instance, in the Study Group's Report on Social Security which came in 1958, in the memorandum of the workers' organisations they have given very many difficulties experienced in implementing the Act. There are more evasions in the case of small backward employers or employers not in a financially good position. This is so especially in the case of unorganised industries. There are more unorganised industries in our country than organised ones and lakhs and lakhs of people are employed in those industries. I can give the instance of the coir workers in my part of the country. Ten to twenty people are employed by a small man who cannot invest much, and if this Act is going to be imposed upon such small investors, naturally they will go out of the trade. That will be the consequence. In such circumstances, both the employer and the employee should not be allowed to suffer; some assistance should be given, so that the employer also is not at the tender mercy of this Act. At the same time, there are other people employing 100 or 200 people in the same unorganised industry who take advantage of the fact that this Act is not applicable to them.

Shri Ranga: They are very few.

Shri Warior: The cashew nut industry is also unorganised, but at the same time, it is tending to become a monopoly industry in Kerala. The only people employed there are young girls, because the peeling must be done tenderly, and that is entrusted to the girls.

Shri P. K. Deo (Kalahandi): For tender hands?

Shri Warior: If it is not for the tender hands of the girl workers, this industry would have shifted much earlier to Africa, wherefrom we get the raw nuts. Though the industry is unorganised, there is a lot of harm and occupational disease involved in it. The hands of the girls get corroded by the acid content, there are no safety measures against that, and these workers become more or less like white lepers. This must be compensated for, and the workers must be given some protection.

There are other difficulties also, nine or ten of which have been scheduled here. There are employers who do not agree to make payment of compensation even according to the rules, and they resort to the courts. It is easier for the employers to engage brilliant lawyers to find out loopholes in the Act and defraud the workers of their rightful claims than for the workers in an unorganised industry to fight it out in the law court or tribunal. They are at the mercy of the employers. These cases must be taken into consideration by the Labour Ministry as early as possible, and proper enactments must be brought forward in the form of amending Bills or comprehensive fresh Bills, so that the workers are protected.

There are certain other conclusions arrived at by the sub-committee to which the hon. Minister was kind enough to refer when he spoke. The sub-committee has given about six conclusions of their study, and out of these six, only one item is being given effect to, and that is the enhancement

of the compensation basis from Rs. 400 to Rs. 500. At present employees who are getting Rs. 400 may get compensation but not those getting Rs. 500 and above. In this measure that is being enhanced to Rs. 500. That is well and good. But there are certain items also which are of paramount importance to the workers. For instance, take pensions. Even if it is a thousand rupees or more than that, even that amount will be frittered away in no time, and the family will be destitute again. It is in order to make the families secure that this compensation is paid, especially when the wage-earner is disabled permanently or death occurs.

In this connection, the pension scheme is difficult in certain respects. We know that. The difficulty is this. When the workers are engaged in organised industries, it is easier. That is, if you take the textile industry, the workers' contribution can be readily transferred from one factory to another. But there are so many other trades in which the workers, in order to get better prospects, change their employer more often: they change from one employer to another. In that case, it is very difficult for those contributions to be transferred to the new employer's account. This pension scheme is a very difficult thing to be implemented, but, at the same time, there are certain trades in which we can operate this more easily than in certain other unorganised industries. I think the Labour Ministry must take up this demand also as soon as possible.

Then there are certain other demands concerning those which are mentioned by the sub-committee. I hope that those also will be attended to. In this connection, I may refer also to what the hon. Minister had been pleased to suggest, namely, that the Government are only implementing certain recommendations contained in the 1934 convention. After that, so many conventions have been convened by the ILO and so many recommendations have been made, and we are lagging behind in certain respects with regard to the implementation of

those recommendations. In certain cases, we have already ratified them, but in many cases we have not ratified them. You will see that the ratification of those recommendations by the ILO conventions is essential in the building up of a proper atmosphere and a proper climate for our industries to grow and also to enable the workers to have a sense of social security in this country. In these respects, I hope the Labour Ministry will be more alert, or as alert as they have been at least now, as is shown at present, after three years, and take up these matters. With these words, I welcome this Bill.

Shri D. C. Sharma (Gurdaspur): Mr. Deputy-Speaker, I would not say that the Labour Ministry has not been alert all these days. I think the Labour Ministry is one of those Ministries in the Government of India which is very sensitive to public opinion, which is very careful in guarding the rights of the workers and which takes note not only of the conditions prevailing in our country but also has a good bias for incorporating into enactments those conditions and those provisions which are agreed to at international labour conferences.

It was a very happy idea of the Ministry that they appointed a study group on social security. I am glad that they have implemented some of those decisions. I think this Bill records an advance on our present labour legislation. It marks a step forward.

But there are one or two points to which I would like to draw the attention of the Labour Ministry. My hon. friend Shri Warior drew the attention of the House to two types of industries in this country—organised industries and unorganised industries. I think that is a very valid point and every Member of Parliament knows that perhaps in the unorganised industries the number of workers who are unprotected is much larger than the number of workers who get the social benefits in the organised industries. I feel that there should be a

committee formed to study what are the unorganised industries in this country which are not subject to that advanced and progressive labour legislation that we are enacting every day. In my constituency, there is one industry called bajri industry. There are humble workers mostly refugees from West Punjab, Harijans and members of the backward classes, who are engaged in breaking big stones into small stones, which are used by the railways and other departments. Those workers are not properly looked after. That industry employs hundreds of persons. I meet them if I go to Pathankot and other places. That is a kind of unorganised industry and the persons who run that industry are reaping huge profits. But no one bothers about the workers. That is an instance of unorganised industry into which the Government of India should look.

There is also the bidi industry. I do not know why this industry is left in an unorganised form. It is not subject to these regulations and enactments which are passed by this House. Bidi manufacturers and merchants are a very undesirable kind of profiteers.

Shri S. M. Banerjee: There are no accidents in that industry.

Shri D. C. Sharma: But there are occupational diseases. My friend is supposed to be a great friend of the workers. He must know there are occupational diseases—diseases of the lungs, of the heart, of the stomach and so on and sometimes those diseases are fatal. My friend presumes to be a great labour leader and yet he says, there is no accident there. I do not understand why he should think only in terms of accidents. Perhaps being an Independent and having his leanings towards a particular party, he thinks only in terms of accidents. I think in terms of accidents as well as occupational diseases and I want the people to be careful about both.

I am glad that the rate of compensation has been doubled and no one will take exception to that. Everyone

[Shri D. C. Sharma]

will feel happy about it. But I think this kind of blanket decision is not going to do good to anybody. You cannot measure everybody with the same rod. There should be a sliding scheme and you should give to the poor more, to the less poor less and so on. The total amount might have been there. Suppose there is a poor worker and he dies. You give him only Rs. 800. What is that amount worth for him? The Ministry should have devised a scale of payment according to which the lowest type of worker should have got more and the highest category of worker should have got less, though the total amount might have been the same. I believe in the socialist pattern of society, but it does not mean that you should give the same amount to the man who draws Rs. 500 as you give to the man who gets only Rs. 50. There should be some distinction between a man whose wage amounts to Rs. 50 and a man whose pay bill comes to Rs. 500.

Shri C. R. Pattabhi Raman: I did not want to interrupt Mr. Warrior. The coverage is quite clear. It goes up to Rs. 4500.

Shri D. C. Sharma: The compensation has been doubled, but I think the people who are in the lowest income group should have been given more than the persons who are in the higher income group. I am taking exception to the rule of doubling all along the line. Let a man who is in the highest income group get double. But why should a poor man in the lowest income group also get only double?

There is no doubt that certain provisions of this Bill have been liberalised. A few more diseases have been added to the list of occupational diseases. But, is the Ministry quite certain that these are the only diseases. The fact of the matter is, we are taking our cue from other countries, whereas in this country of ours there are so many other kinds of diseases. For this reason, I think, there should be a full table of those occupational

diseases to which the workers in different industries are exposed. Instead of taking the disease due to folidol because it happened in Kerala or some other disease because it happened in West Bengal, we should have a careful list, a well prepared list of those occupational diseases to which the workers in this country are exposed. I believe, this kind of piecemeal preparation of lists is not conducive to the welfare of the workers.

But the proof of the pudding lies in the eating, and the effect of a Bill is known by the way in which it is implemented. Here, I have the report on the working of the Workmen's Compensation Act in the State of Madras. I have specifically taken the State of Madras because the hon. Deputy Minister comes from that State—I have other reports also here. What does this report show? There are 9,078 factories and establishments and only 6000 factories and establishments gave their returns. You can understand how this Workmen's Compensation Act is going to be worked. Take references under Section 19, 29 references were received from the employees for the Commissioner's opinion as to the liability to pay compensation. About accidents reported fatal, 127 reports and petitions were pending at the beginning of the year. This is in respect of those who had met with fatal accidents. 99 reports were received during the year. 311 petitions were received from the dependants of the diseased workmen. Of these 537 reports and petitions, compensation was awarded or paid in respect of 126 cases. One case was transferred to another Commissioner. In another case the amount was refunded to the employers for want of dependants. Out of the remaining 129 pending cases 17 have since been disposed of. Sir, we all complain of delay in this country. We say that democracy means delay and our bureaucracy has got a good name for delay. From this report I see that so many fatal accidents have taken place and so many cases are still pending. I think

the Commissioner needs to be told that he must speed up the disposal of these cases.

Take the case of non-fatal cases. 272 reports and petitions were pending at the beginning of the year. What a sorry state of affairs! What a sad tale! What a disheartening account! What a dismal performance!

An Hon. Member: What an eloquence!

Shri D. C. Sharma: I think, while the Ministry of Labour means well, it should also see to it that the implementation of these Acts is done in as good a manner and in as speedy a manner as possible.

I have referred to fatal accidents and non-fatal accidents. I have also referred to the enquiries pending under the Workmen's Compensation Act which relate to the transfer of money etc. This whole report comes from the progressive State of Madras from which the Deputy Minister of Planning comes. It looks as if the Workmen's Compensation Act is in a state of suspension.

Therefore, I would request you to tell these people that it is not enough for us to pass this Bill and welcome it—! welcome it because it is a progressive legislation—and the very purpose of such liberal legislation is defeated if we work them like this. I believe that this is not the story of Madras alone. I think the same story you will find in UP and Bengal.

So, I would submit very respectfully that the Labour Ministry should not only specialise in passing Bills, which shows its awareness of the problems of workers, but it should also try to see that all its relevant bodies, all its auxiliary bodies, also take upon themselves the speedy implementation of these recommendations.

श्री बूटा सिंह (मोगा) : आनरेबल डिप्टी स्पीकर साहब, जबकि सारा राष्ट्र

अपनी सीक्योरिटी और आजादी को बचाने में लगा हुआ है, मुझे बड़ी खुशी होती है कि हमारे मान्यवर लेबर मिनिस्टर साहब ने वर्कमैनस कम्पेन्सेशन ऐक्ट में तरमीमी बिल पेश किया है। यह एक अच्छा कदम उठाया गया है जिस के वास्ते में सरकार की सराहना करता हूँ।

जो देश का मजदूर है वह किसी तरह से भी एक सिपाही से कम नहीं है। जैसे कि आज हम अपने सिपाहियों के हौसले बढ़ाने के लिये और उन को जोश देने के लिये उन की बेहतरी का खयाल करते हैं, ऐसे ही मैं समझता हूँ कि लोहे और कोयले की खानों में काम करने वाले, खेत में काम करने वाले, फैक्टरियों में काम करने वाले मजदूरों की सोशल सीक्योरिटी की तरफ ध्यान देना चाहिये।

जैसाकि मिनिस्टर साहब ने बताया, यह जो वर्कमैनस कम्पेन्सेशन ऐक्ट है, यह हिन्दुस्तान के सब से पुरातन ऐक्टों में से एक है। आज से तकरीबन चालीस साल पहले इस का आयाज हुआ। उस के बाद, जैसा मंत्री महोदय ने बताया, इस में यह कोई छठी बार तरमीम की जा रही है। अच्छा होता कि इस को अमैंड करने के लिये सरकार एक कम्प्रीहेन्सिव बिल हाउस के सामने पेश करती। यह ऐक्ट आज से ४० बरस पहले बनाया गया था जबकि हमारा देश एक और हालत में था जो हालत आज है उस वक्त वह हालत नहीं थी। उस समय से ले कर आज तक बहुत से परिवर्तन हुए हैं। बल्कि देश का जो पुराना प्रबन्ध था वह सारे का सारा बदल गया है। इसी तरह से चाहिये था कि उस के साथ ही साथ देश के मजदूरों की हालत

[श्री बूटा सिंह]

को सुधारने के लिये सरकार इस कानून को नये सिरे से एक कम्प्रीहेंसिव बिल की शक्ल में इस हाउस के सामने पेश करती ।

बहरहाल, जो यह वर्कमेंस कम्पें-
सेशन अमेंडमेंट बिल हमारे सामने है,
उस में देखा जाय तो पता चलेगा,
जैसाकि मेरे वजुर्ग श्री दीवान चन्द
जी शर्मा ने कहा है, कि जो कम आमदनी
वाले मजदूर हैं उन को ज्यादा आमदनी
वाले मजदूरों के बराबर रख कर उन
के कम्पेन्सेशन को डबल किया गया है ।
मैं चाहता हूं कि हमारी सरकार इस
की तरफ और ज्यादा ध्यान दे क्योंकि
इस देश में चीजों की कीमतें जिस
रफ्तार से बढ़ रही हैं, उस हालत में
जो कम तनखाह लेने वाले मजदूर हैं उन
की सोशल सीक्योरिटी का सरकार को
उसी रफ्तार से ध्यान रखना चाहिये
था ।

डिप्टी स्पीकर साहब, मैं ने पिछली
कुछ बरसों की रिपोर्टें पढ़ी हैं उन से
पता चलता है कि जो पेरेंट ऐक्ट पर
अब तक कम्पेन्सेशन देने के मामले में
अमल हुआ है उस में फ्रैक्टरियों, मिलों
और इदारों के मालिक उस जख्मे
का सबूत नहीं देते जिस का कि उन को
देना चाहिये । जब कोई मजदूर किसी
एक्सीडेंट से या किसी बीमारी से ना-
काबिल हो जाता है तो उस के परिवार
को बड़ी दिक्कत का सामना करना
पड़ता है, और हम देखते हैं कि हमारे
देश में जैसे जैसे तेज़ी से चीजों की
कीमतें बढ़ती जाती हैं उसी तेज़ी से
परिवार के सदस्यों की ख़या भी बढ़ती
जाती है । इसलिये मैं चाहता था कि
आज जो सरकार ने यह अमेंडमेंट पेश
किया है इस में पेमेंट आफ कम्पेन्सेशन

के बारे में ज्यादा निगरानी से काम लिया
जाता ।

जैसाकि श्री के० के० वारियर ने
कहा, हमारे देश में बहुत इण्डस्ट्रीज अन-
आरगेनाइज्ड हैं जोकि इस ऐक्ट के नीचे
नहीं आतीं । ऐसे अनआरगेनाइज्ड इदारों
की तरफ सरकार को खास ध्यान देना
चाहिये था ।

मैं चाहता हूं कि सारे देश भर में
फ्रैक्टरियों में और इंडस्ट्रीज में जो एक्सी-
डेंट होते हैं उन के बारे में पता चलाने के
लिये केन्द्रीय सरकार एक रिसर्च सेंटर
कायम कर दे, जिस का यह काम हो कि
वह हर प्रकार की इण्डस्ट्री के बारे में जो
एक्सीडेंट होते हैं उन की लिस्ट बनाये और
उन के बारे में जो मुआवजा दिया जाना है
उस के बारे में अपना फ़ैसला सरकार को
दे । बड़े दुःख की बात है कि अभी तक
सरकार ऐसी केन्द्रीय संस्था बनाने में सफल
नहीं हुई है ।

जहां तक रिटर्न्स का तात्पर्य है, जैसा
कि अभी शर्मा जी ने बताया, पहले तो मिल
वाले ही सही रिटर्न्स नहीं देते, उस के बाद
राज्य सरकारें उन को केन्द्रीय सरकार के
पास भेजने में बहुत देरी कर देती है और
उस का नतीजा यह होता है कि जिस वरकर
को कम्पेन्सेशन मिलना है या तो वह ख़त्म
हो चुकता है या उसको पीछे कोई ऐसा
नहीं रह जाता जो उस कम्पेन्सेशन को
ले सके ।

सब से अहम बात इस मामले में
यह है कि कम्पेन्सेशन देने में जो इंडस्ट्रीज
के या मिलों के मालिक हैं वे जो रक़िया
अवस्थित करते हैं वह बहुत ही निन्द-
नीय है । जैसाकि हमारे देखने में आया
है, वरकर को अपना कम्पेन्सेशन लेने के
वास्ते कचहरियों में जाना पड़ता है, ट्राइ-

बुनहस के सामने जाना पड़ता है, जिस के वास्ते न तो उन के पास अच्छे अच्छे एडवोकेटों को फीस देने के लिये पैसा होता है और न उन के पास इतना समय होता है कि अपनी जिन्दगी के जरिये को छोड़ कर मुकदमात के पीछे फिरे और कम्पेन्सेशन हासिल करें। मेरा सुझाव है कि ऐसे मामलों में मजदूरों को सरकार अपनी तरफ से सीगल एड दे। सरकार उन को ऐसी सुविधायें दे जिस से कि वह कचहरी में जा कर अपना केस अच्छी तरह से लड़ सकें और अपना मुद्दा बिजा ले सकें।

एक बात में आप के जरिये मिनिस्टर महोदय के ध्यान में लाना चाहूंगा। जैसा कि शर्मा साहब ने बतलाया कि कुछ ऐसी बीमारियां हैं जो कि काम करते वक्त मजदूर को हो जाती हैं। जैसेकि आजकल मिर्कनाइज्ड फ़ार्म्स चलते हैं, काश्तकारी के लिये अच्छे अच्छे तरीके देखे जाते हैं और फिर उन फ़सलों के ऊपर ऐसी ऐसी दवाइयां छिड़की जाती हैं जिन का कि सीधा असर उन छिड़कने वाले मजदूरों के ऊपर पड़ता है। ऐसी इंसेक्ट्रीसाइडिस हैं जिन का कि सीधा असर मजदूर की सेहत पर पड़ता है। ऐसी बीमारियों के लिये भी सरकार को चाहिये कि कानून में व्यवस्था करे...

Shri S. M. Banerjee: That has been provided for.

श्री बूटा सिंह : सरकार ने इसे प्रोवाइड करके मैं मानता हूं कि बहुत अच्छा काम किया है और मैं उस की इस बात के लिये सराहना करता हूं। मैं समझता हूं कि ऐसे संकट काल में सरकार ने मजदूरों की तरफ ध्यान दे कर बहुत अच्छा काम किया है और मैं इस बिल का समर्थन करता हूं।

Shri A. P. Sharma (Buxar): Mr. Deputy-Speaker, Sir, I rise to support this Workmen's Compensation (Amendment) Bill, 1962. While supporting this Bill, I would like to congratulate the Labour Ministry for the step that it has taken in spite

of the national emergency existing in the country.

16.42 hrs.

[MR. SPEAKER in the Chair]

The Ministry deserves more congratulations for doubling the rate of compensation for a certain category of workers. Shri D. C. Sharma has just now said that there is disparity in the rate of compensation so far as the high paid and low paid workers are concerned. I am of the opinion that whatever the Labour Ministry has decided in this respect is perfectly right. This has been decided as a result of a well calculated study by a technical body known as the Study group on social security scheme in 1958. While supporting this Bill, I have to make one or two suggestions which I did not like to move in the form of amendments.

There is a mention about occupational diseases. I have the privilege to work in the public sector as a trade union worker, that is, the Indian Railways, which employ about 12 lakh workers in this country. There is a typical type of disease which particularly, the essential staff like the running staff develop in the course of their working, and that is, the loss of proper sight. At the time of recruitment, the essential staff like the loco running staff, namely the driver, fireman and cleaner, have to pass a particular standard of vision test, they are subjected to periodical tests from time to time as well. If they do not maintain that particular standard of vision test, they are disqualified for that particular job. To quote an example here in this House. I will mention about the C grade driver, the lowest grade of driver whose minimum earnings including salary and running allowances are near about, on an average, between Rs. 200 and Rs. 300. If a 'C' grade driver fails in the particular vision test, he is not paid any compensation, because that loss of vision test is not considered to be an occupational disease, and the only

[Shri A. P. Sharma]

compensation or concession which is given to him is that he is absorbed in a suitable alternative job; that suitable alternative job may be a job in the lowest category of workmen. I know of a large number of such people, and every year, we come across not one or two but a large number of people failing in this kind of test.

Therefore, I would request the Labour Minister to consider this matter. As I said earlier, I did not like to move any amendment regarding this particular disease even if it is not in the list of occupational diseases. But, I would request the hon. Minister to consider and see whether this also can be classified as an occupational disease or not.

I would also like to make a suggestion regarding the pay limit up to which workmen are covered under the Workmen's Compensation Act. A reference has been made already to the Study Group Report of the 1958. But most of the recommendations of the Second Pay Commission have been implemented in the year 1958-59 and onwards; and you will find that there is a large number of workers whose maximum salary is Rs. 575, ranging from Rs. 450 onwards as a result of the implementation of the Second Pay Commission report. It will be a very peculiar situation that a worker in the same scale will be covered under the Workmen's Compensation Act up to Rs. 500, and beyond that he will not be covered. Therefore, my suggestion is that all the workers drawing pay up to Rs. 575 instead of up to Rs. 500 may be covered by this Act.

I would once again congratulate the Labour Ministry on behalf of the INTUC in particular, which is the largest and the biggest labour organisation in the country, and also on behalf of the workers in general in this country, that in spite of the national emergency they have taken this step to improve the condition of the workers.

Shri A. N. Vidyalkar (Hoshiarpur): I join with my other hon. friends in congratulating the Labour Minister and his Ministry for having brought forward this legislation which has been awaited since very long. I also support the suggestion that has been made by some hon. Members that there is need for a comprehensive legislation in order to cover all the social security measures.

Yesterday also, while speaking on the Employees' Provident Funds (Amendment) Bill which dealt with the question of the provident funds for the workers, I had stated that there should be a comprehensive legislation, and there should be a single agency to implement all the social security measures. The Study Group that had been appointed by the Indian Labour Conference had also suggested this. I hope that Government will consider that suggestion seriously, because that will facilitate the implementation and it would also be possible thereby to cover a larger number of workers.

My hon. friend Shri D. C. Sharma has rightly complained that there are still a large number of workers who are not covered, under this legislation and they also deserve coverage. I am glad that under the proposed amendment, compensation would be paid not only when the accidents occurred within the premises of a factory but even outside, since accidents occurring outside the factory would also be covered. I hope that will cover all the workers working in the various irrigation projects. I know, for instance, that a long time ago, in Bhakra many such accidents took place, but it was become difficult to convince the authorities there to give them compensation because the Act did not cover those cases; but the Punjab Government kindly agreed to pay those persons the due compensation. But now this legislation also will cover all such workers. That is a really welcome decision.

The Study Group, to which I have referred, also suggested that instead of the system of lump sum payment, there should be a system of periodical payment. After all, when you pay some lump sum account to a person who has suffered from an accident you feel that you had done your duty, you had been fair to him. But this is not correct. The society is responsible for the well-being of the worker because he had been doing social service. As one hon. Member said, these workers in factories or peasants in the fields are soldiers on the home front just as our soldiers are fighting on the war front. So we should see that their interests are protected. If in the course of their service to society, they are disabled on account of some accident, the society has certain responsibilities towards them. Therefore, I think we should introduce the system of periodical payments. It has been introduced in the case of temporary disability, but it should have been introduced in the case of permanent disability also. Similarly, in case of death, some kind of the system whereby the dependents of deceased workers are paid for some time is also very necessary because once a lump sum is paid, it is spent easily. Also the amount that is paid in that manner is not much. So I think Government should consider this suggestion of the Study Group.

The doubling of rates is welcome, but I think the rates are still inadequate. The cost of living is rising. Although we have not accepted fully and universally the system of linking wages to the cost of living indices, at least in the case of compensation we must adopt this formula. As the cost of living rises, correspondingly the rates of compensation should also be enhanced. Shri D. C. Sharma was suggesting some sliding scale. There is already sliding scale, but that scale is not enough. It is true that as the amount of wages rises, the ratio of compensation becomes less. I think in the case of the low income groups the ratio should be a little higher. At present, accord-

ing to the Schedule, it comes to about one-third. It is very inadequate. You will see that in certain cases, it is only a paltry sum that we pay. So in the case of low income groups, there should be a higher percentage.

I also wish that production bonus etc. should be included in wages for the purpose of compensation calculation so that the share of compensation is accordingly raised. At present, about 29 per cent workers are getting Rs. 50 or less, 60 per cent get Rs. 50—100 and 9 per cent only get Rs. 100—200. If we keep these figures before us, we realise what a low sum are being paid. So in the case of low-income groups, the percentage should be higher.

The Study Group suggested a scheme according to which 60 per cent of wages in the case of permanent as well as temporary workers was to be paid. I think we are much behind that so far as our proposals are concerned. The Study Group had recommended a much higher percentage—60% of total wage paid as compensation.

With regard to occupational diseases, the list is not exhaustive or comprehensive. In modern times, when the mode of an industry changes, conditions change and therefore it is very difficult to prepare an exhaustive list. I would therefore suggest that Government should take powers to include other occupational diseases that come to their notice as and when necessary. Government should also institute research into this because I know there are many occupational diseases that come to the notice of the doctors, which are not mentioned here. For instance, workers who deal with bagasse in the sugar industry, contract a disease called bagassosis. As it will take a long time to bring an amendment every time, Government should arm themselves with the power to include such diseases so that the affected workers may be compensated.

[Shri A. N. Vidyalankar]

I also feel that claims are not properly attended to. They should be properly attended to, and for that the implementation machinery should be strengthened. The procedure which is very long at present should be made simple. Especially when somebody dies, his dependents find it extremely difficult to get compensation.

While providing for compensation, we should also take measures to introduce safety measures. Those that are provided in the Factories Act are not properly followed. I know many industries where these are not followed, with the result that the number and incidence of accidents goes on increasing. Therefore, the Labour Ministry at the Centre and in the States should take steps to reduce the number of accidents by the introduction of safety measures. Preventive measures should be introduced, and preventive education should be given, so that occupational diseases are not contracted by workers. Facilities and equipment to protect the workers themselves from poisonous gases, dust etc., should also be provided.

I again congratulate the Ministry for bringing forward this very useful and long-awaited measure.

Mr. Speaker: Shri Soy.

Shri H. C. Soy (Singhbhum) rose—

Mr. Speaker: But why did he not rise if he wants to speak?

Shri H. C. Soy: Others did not rise even when they were called. I thought I would be called.

Mr. Speaker: He ought to rise even though he has sent in his name.

श्री ह० च० सोय (सिंहभूम) : अध्यक्ष महोदय, मैं इस बिल का स्वागत करता हूँ। इस में कई नये संशोधन लाये गये हैं और आक्यूपेशनल डिजीज के नाम पर कई और चीजें शामिल की गई हैं।

जैसाकि और माननीय सदस्यों ने कहा है, उचित यह होता कि एक कम्प्रिसिव जांच होती और दूसरी तरह की आक्यूपेशनल डिजीज को भी शामिल किया जाता। अभी माननीय सदस्य श्री शर्मा न लोको ड्राइवर्ज की ओर इशारा किया है। इस ओर मैं भी सदन का ध्यान आकषित करना चाहता हूँ। मुझे खुद ऐसे लोगों की बहुत बड़ी संख्या का पता है साउथ ईस्टर्न रेलवे में, कि जो काम करने के लिये आते हैं लेकिन जिन की कुछ दिनों के बाद आँखें खराब हो जाती हैं। उस के बाद उन की हालत यह होती है कि उन्हें कम्पेन्सेशन तो नहीं लेकिन सब से छोटे दर्जे का काम दे दिया जाता है।

हम को पूरा विश्वास है कि जिस हालत में वे काम करते हैं उस से उन की आँखें खराब हो जाती हैं। तो मैं चाहता हूँ कि इस को भी इस में शामिल किया जाये।

दूसरी बात में यह कहना चाहता हूँ कि जो मजदूर सीमेंट के कारखानों में पैकिंग और लोडिंग अनलोडिंग का काम करते हैं उन को यह देखा गया है कि टी० बी० की बीमारी बहुत ज्यादा हो जाती है। इतना ही नहीं सीमेंट के लिये जो पत्थर निकाला जाता है और उस में जो मजदूर काम करते हैं—वहाँ काम बुलडोजर्स के द्वारा होता है—उन को भयानक धूल के भीतर काम करना पड़ता है।

अध्यक्ष महोदय : माननीय सदस्य क्या इस को कल जारी रखना चाहते हैं ?

श्री ह० च० सोय : जी।

The Lok Sabha then adjourned till Twelve of the Clock on Friday, the 30th November, 1962/Agrahayana 9, 1884 (Saka).

17.02 hrs.

[Thursday, November 29, 1962, Agrahayana 8, 1884 (Saka)]

COLUMNS

COLUMNS

PAPERS LAID ON THE TABLE 3815-16

- (1) A copy of annual statement of accounts of the Council of Scientific and Industrial Research, New Delhi, for the year 1960-61 along with the Audit Report thereon, under Rule 79 (iv) of the Rules and Regulations and By-laws of the said Council.

A copy each of the following papers :—

- (i) Annual Report of the Ashoka Hotels Limited, New Delhi for the year ended the 31st March, 1962, along with the Audited Accounts and the comments of the Comptroller and Auditor General thereon, under sub-section (1) of section 619A of the Companies Act 1956.

- (ii) Review by the Government on the working of the above Company.

MESSAGES FROM RAJYA SABHA

3816

Secretary reported the following messages from Rajya Sabha :—

- (i) That Rajya Sabha had no recommendations to make to Lok Sabha in regard to the Indian Tariff (Amendment) Bill, 1962, passed by Lok Sabha on the 22nd November, 1962.
- (ii) That at its meeting held on the 27th November, 1962, Rajya Sabha had passed the Hindi Sahitya Sammelan (Amendment) Bill, 1962.

BILL LAID ON THE TABLE AS PASSED BY RAJYA SABHA

3816

Secretary laid on the Table the Hindi Sahitya Sammelan (Amendment) Bill, 1962 as passed by Rajya Sabha.

BILL PASSED 3817-3918

Further discussion on the motion to consider the Warehousing Corporations Bill was concluded, and the motion was adopted. After clause-by-clause consideration the Bill was passed.

BILL UNDER CONSIDERATION

3918-42

The Deputy Minister in the Ministry of Labour and Employment and Planning (Shri C. R. Pattabhi Ramar) moved for the consideration of the Workmen's Compensation (Amendment) Bill. The discussion was not concluded.

AGENDA FOR FRIDAY:
NOVEMBER 30, 1962/
AGRAHAYANA , 1884
(SAKA)—

Further consideration of the Workmen's Compensation (Amendment) Bill and passing thereof and also consideration and passing of the (i) Multi-Unit Cooperative Societies (Amendment) Bill, and (ii) The Limitation Commission Bill. Also, consideration of the Private Members' Bills.