

Par. 8211.52

536



Tuesday,  
15th December, 1953

# PARLIAMENTARY DEBATES

---

## HOUSE OF THE PEOPLE

### OFFICIAL REPORT

---

---

PARLIAMENT SECRETARIAT  
NEW DELHI

*Price Six Annas (Inland)*  
*Price Two Shillings (Foreign)*

## (Part I—Questions and Answers)

## OFFICIAL REPORT

1205

## HOUSE OF THE PEOPLE

Tuesday, 15th December, 1953

*The House met at Half Past One of the Clock*

[MR. SPEAKER in the Chair]

## MEMBER SWORN

Shri Sadhan Chandra Gupta (Calcutta South-East).

## ORAL ANSWERS TO QUESTIONS

## PROGRAMME EVALUATION ORGANISATION

\*940. Shri S. N. Das: Will the Minister of Planning be pleased to state:

(a) whether the Programme Evaluation Organisation has as a result of their assessing the progress and results of the Community Projects, submitted any report; and

(b) if so, what are the important features of the report?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** (a) A consolidated monthly survey of the working and progress of Community Projects as observed in areas in which the Programme Evaluation Organisation has its officers is circulated among concerned authorities at the Centre and in the States. This survey is of a current and operational nature for use of persons directly concerned with the conduct of project activities.

Surveys in specific aspects of the working of projects are at different stages of completion. As yet no report has been submitted.

(b) Does not arise.

587 PSD.

1206

**Shri S. N. Das:** May I know whether the Organisation is required to submit any periodical short-term reports?

**Shri Hathi:** As I mentioned in para. (a) of my reply, the Organisation sends monthly surveys, but about six months after the setting up of the Organisation it will be required to send its detailed report. That is being drafted; it is in the stage of completion.

**Shri S. N. Das:** May I know whether all the community project areas have been provided with staff under this Organisation?

**Shri Hathi:** No, Sir. The evaluation officers are not stationed at all the project areas; they are stationed only in 18 centres.

**Shri S. N. Das:** May I know what part the Ford Foundation plays in this Organisation besides financing the community projects?

**Shri Hathi:** For training purposes they are being utilised.

**Shri B. K. Das:** May I know how many blocks have been selected for intensive evaluation?

**Shri Hathi:** At 18 centres, these evaluation officers are stationed.

NATIONAL EXTENSION SERVICE  
BLOCKS

\*941. Shri S. N. Das: Will the Minister of Planning be pleased to state:

(a) the number of trained village level workers that various States have



been able to mobilise in the work of National Extension Service Blocks which were inaugurated on the 2nd of October, 1953;

(b) what is the target fixed for each State in this respect for the period of Plan; and

(c) which of the States have been able to organise and man all the National Extension Service Blocks organisations with suitable workers at all levels?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** (a) to (c). A statement is placed on the Table of the House. [See Appendix IV, annexure No. 56.]

**Shri S. N. Das:** May I know the number of training centres that have been started in the States and their capacity for training?

**Shri Hathi:** There are 34 training centres. The annual outturn will be about 4,500 village level workers trained.

**Shri S. N. Das:** May I know the source from which instructors are being recruited for these training centres, and whether they are qualified and up to the mark?

**Shri Hathi:** The recruitment is generally done by the State Governments concerned. They generally take people from co-operative organisations and from the Revenue Department. They also take some fresh recruits who have an agricultural background.

**Shri S. N. Das:** Out of the total number of village level workers that have been made available to the various States, may I know how many village level workers have been trained up to the mark? Or is it the case that they have been selected from some Departments of the Government?

**Shri Hathi:** Some of them are selected from the Department. Some of them are recruits who are sent for training.

**Shrimati Sushama Sen:** May I know if South Bhagalpur comes under the National Extension Service and if the villagers there will get chances of receiving training?

**Shri Hathi:** I would require notice for that.

**Shri B. K. Das:** May I know whether in the centres in which no village level worker has been appointed no work has been started. For instance, in West Bengal no village level worker has been appointed, although the target is mentioned as 700 workers. Do I take it that no work has been started there?

**Shri Hathi:** No. That is not the position. The trained workers are not there; that is all.

**Shri Muniswamy:** May I know the total amount actually spent so far by these national extension service blocks?

**Shri Hathi:** There are about 190 blocks selected this year and for each block the expenditure is Rs. 7½ lakhs for three years.

MAHATMA GANDHI Samadhi

\*942. **Shri S. N. Das:** (a) Will the Minister of Works, Housing and Supply be pleased to state whether Government have since approved the design prepared by the Gandhi Memorial Designs Committee?

(b) What further progress has been made in this matter?

**The Minister of Works, Housing and Supply (Sardar Swaran Singh):** (a) Not yet, Sir.

(b) It has been decided to seek the advice of some experts, before the matter is further considered.

**Shri S. N. Das:** May I know the number of foreign architects who have been consulted in this connection so far?

**Sardar Swaran Singh:** Not many. I think that just one architect was consulted at one stage, but his proposals were not approved.

**Mr. Speaker:** Question No. 943—  
Shri S. N. Mishra. (After a pause)  
Next question—Dr. Ram Subhag Singh.

**श्री राम सुभग सिंह :** मिश्र जी बोलें ।

**Shri S. N. Mishra rose—**

**Mr. Speaker:** He is too late. His question will be taken up after the whole round is over.

#### INDIAN IMMIGRATION TO PHILIPPINES

**\*944. Dr. Ram Subhag Singh:** Will the **Prime Minister** be pleased to state:

(a) whether it is a fact that the Philippines Government have lifted the ban on Indian immigration; and

(b) if so, whether any annual quota has been fixed for the free entry of Indians into Philippines?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) Yes.

(b) The annual quota has been fixed at 50 persons.

**Dr. Ram Subhag Singh:** Since when have Indians been allowed to enter into Philippines? When was this order passed?

**Shri Sadath Ali Khan:** In October this year.

**Dr. Ram Subhag Singh:** Has any Indian availed of this opportunity?

**Shri Sadath Ali Khan:** I require notice.

**Shri G. P. Sinha:** How many countries in Asia have imposed restrictions on the entry of Indians in their countries?

**Shri Sadath Ali Khan:** This question is about Philippines only.

#### RIVER VALLEY PROJECTS

**\*945. Shri V. P. Nayar:** Will the **Minister of Irrigation and Power** be pleased to state:

(a) the areas of submergence (of water) in Hirakud, Damodar Valley and Bhakra-Nangal Projects; and

(b) whether the tree growth in the areas had been removed before the present submerged areas were filled up by water?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** (a) Hirakud Dam Project:

1,82,598.17 acres at 630 contour level.

Damodar Valley Project:

The area of submergence by the Tilaiya, Konar, Maithon and Panchet Hill reservoirs and Bokaro Barrage will be 72314 acres.

**Bhakra-Nangal Project:**

38,000 acres.

(b) Hirakud Dam Project/Bhakra-Nangal Project:

Since the reservoir area has not yet been filled with water, the question of removal of tree growth does not arise at the present stage. This will be attended to before the area is submerged.

Damodar Valley Project:

The trees in the Tilaiya reservoir area were removed as far as possible before submergence. All trees in the Bokaro Barrage area had also been removed before submergence. The trees in the Konar reservoir are being removed. Maithon and Panchet Hill are still under construction and the question of removal of trees does not arise at the present stage.

**Shri V. P. Nayar:** Is it not a fact that the opinion of experts in inland fisheries was not ascertained before the schemes for dams were finalised?

**Shri Hathi:** I do not know how this question arises. The question before us relates to submerged areas and tree growth.

**Shri V. P. Nayar:** May I put another question, Sir? Are Government aware that if the tree growth is not removed from the areas submerged, fish cannot be reared in such areas?

**Shri Hathi:** I will require notice, Sir.

**Shri V. P. Nayar:** I will ask another question, Sir. Are Government aware that when in the submerged areas the tree growth is not removed, there can be no fishing by nets?

**Mr. Speaker:** Order, order. Next question.

#### PRINTING MACHINERY

\*946. **Shri V. P. Nayar:** Will the Minister of Commerce and Industry be pleased to state:

(a) the total value of printing machinery so far imported into India since 1947; and

(b) whether Government have any plans for the manufacture of printing machinery in India?

**The Minister of Commerce (Shri Karmarkar):** (a) Precise information regarding the total value of printing machinery imported into India since 1947 is not available. However, our Trade Accounts show that during the period 1947-53 Printing and Lithographic Presses to the total value of about Rs. 764 lakhs have been imported.

(b) No, Sir.

\* **Shri V. P. Nayar:** May I know from which of the countries the printing machinery had been imported?

**Shri Karmarkar:** I will take the liberty of referring my hon. friend to the published statistics which are easily available in the Library.

**Shri V. P. Nayar:** May I know whether the Government have made any estimate of the requirements of printing machinery in India for the coming five years?

**Shri Karmarkar:** I am not aware of any such estimate.

**Shri V. P. Nayar:** May I know whether the Government have investigated the possibilities of having some plants for the manufacture of printing machinery in India?

**Shri Karmarkar:** There are at present two organised manufacturers of printing machinery.

**Shri K. K. Basu:** May I know the proportion of rotary machines bought out of these Rs. 7 crores and odd?

**Shri Karmarkar:** I have no information.

#### STOCK OF RAW, SHEET AND PALE RUBBER

\*947. **Shri V. P. Nayar:** Will the Minister of Commerce and Industry be pleased to state the latest quantity of the stocks of raw, sheet and pale rubber as held by the dealers?

**The Minister of Commerce (Shri Karmarkar):** A statement is laid on the Table of the House. [See Appendix IV, annexure No. 57.]

**Shri V. P. Nayar:** Is it a fact that last year the Rubber Growers' Association under the leadership of a Member of Parliament presented a memorandum to the Government urging that certain steps be taken immediately for the promotion of sale of rubber?

**Shri Karmarkar:** I could not recall at the moment.

**Shri V. P. Nayar:** Is it a fact that when the Government moved in the matter, some private agencies had cornered all the stocks of rubber?

**Shri Karmarkar:** Not all the stocks. We find that the stocks vary from month to month.

#### JULLUNDUR BROADCASTING STATION

\*949. **Shri D. C. Sharma:** (a) Will the Minister of Information and Broadcasting be pleased to state when the new transmitter will be installed at Jullundur?

(b) What will be its range of listening?

**The Minister of Information and Broadcasting (Dr. Keskar):** (a) The construction of the buildings for a 50 k.w. medium wave transmitter at Jullundur has already been taken in hand; the installation of the transmitter will be undertaken as soon as the buildings are ready.

(b) The primary service range of the transmitter is about 140 to 150 miles but the secondary one will cover upto 400 miles.

**Shri D. C. Sharma:** May I know the approximate time which will be taken so far as the completion of the building is concerned?

**Dr. Keskar:** It will not be possible for me to give any date. I expect that the building construction will be over during this financial year. It may take 2 to 3 months for the installation of the machinery.

**Shri D. C. Sharma:** In view of the installation of the new transmitter, may I know whether there will be an increase in the number of studios in that radio station?

**Dr. Keskar:** Whatever is necessary for increase of programmes and expansion of programme facilities in that area will be done. I won't be able to say offhand whether studios will be added and how many.

**Shri D. C. Sharma:** In view of the fact that a new transmitter is going to be installed at Jullundur, may I know whether Government have under contemplation the setting up of a new Radio station at Chandigarh?

**Dr. Keskar:** No such proposal is at present under consideration.

**Sardar Hukam Singh:** Since Indian companies have offered to produce cheaper radio sets if it is all medium wave transmission, is it the policy of the Government to see that more medium wave stations are started in India so that the citizens could have cheaper radio sets?

**Dr. Keskar:** I am in entire agreement with my hon. friend. If he had taken the trouble to go through the pamphlet which was distributed to all Members of Parliament giving our programme, he would have found that exactly what he has repeated now has been put in there.

# DOCUMENTARY FILMS

\*950. **Shri D. C. Sharma:** (a) Will the Minister of Information and Broadcasting be pleased to state how many documentary films in the "Documentary Films of India" series have been prepared so far by the Films Division of the Government of India which deal with the Punjab, PEPSU and Himachal Pradesh?

(b) What are the subjects of these documentaries?

(c) Are there any documentary films under preparation at present concerning the above-mentioned States?

(d) If so, what are the subjects?

**The Minister of Information and Broadcasting (Dr. Keskar):** (a) Two films relating to the Punjab, and one film on Himachal Pradesh have been released. No documentary film dealing with PEPSU has so far been produced.

(b) The films are in the nature of travelogues and present the scenery and the customs and manners of the people of the area they cover.

(c) and (d). Yes, Sir. Three documentaries are under production:

(i) Hill Stations of Northern India, (ii) Bhakra-Nangal Project, and (iii) People's participation in Community Projects.

**Shri D. C. Sharma:** May I know if any documentary film is under contemplation to deal with the sacred places in the Punjab, PEPSU and Himachal Pradesh?

**Dr. Keskar:** Not at this moment.

**Shri D. C. Sharma:** May I know if any film has been prepared so far as the National Extension scheme is concerned, in these regions?

**Dr. Keskar:** Speaking subject to correction, we have got something under preparation regarding the National Extension service; but not in this particular area.

**Shrimati Jayashri:** May I know whether Government invite scripts for

documentaries from private individuals?

**Dr. Keskar:** We invite tenders from private producers to produce a certain percentage of our documentaries. We have not invited formally private individuals to submit scripts to us though any scripts that are submitted are always welcome.

**Shri Radhelal Vyas:** May I know whether the entire cost of these documentary films were borne by the Central Government or a part of it was shared by the State Governments?

**Dr. Keskar:** I won't be able to say regarding these particular documentaries; but generally speaking.....

**Shri Radhelal Vyas:** My question is regarding these documentaries relating to the Punjab, and Himachal Pradesh.

**Dr. Keskar:** I would require notice.

#### MAHATMA GANDHI MEMORIAL IN LONDON

\*951. **Shri Nageshwar Prasad Sinha:** Will the **Prime Minister** be pleased to state whether it is a fact that the London County Council's Town Planning Committee has decided to commemorate the house where Mahatma Gandhi stayed in 1931 to participate in the Round Table Conference?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** The Town Planning Committee of the London County Council propose to place a tablet on Kingsley Hall, commemorating Mahatma Gandhi's stay there in 1931. The inscription on the tablet would read:

L. C. C.

Mahatma Gandhi

1869-1948

stayed here in

1931.

**Shri Nageshwar Prasad Sinha:** May I know whether anything else had

been done or whether the Government of India had been consulted on this point, as to what would be the way of commemorating?

**Shri Sadath Ali Khan:** We were informed. The Town Planning Committee of the London County Council discussed this proposal there and informed us.

**Shrimati A. Kale:** May I know whether the memorial would be in keeping with the stature and dignity of Mahatmaji and what would be the cost?

**Mr. Speaker:** Order, order.

**Shri Sadath Ali Khan:** I have no information about the cost.

#### TEA CHESTS

\*952. **Shri K. P. Sinha:** Will the **Minister of Commerce and Industry** be pleased to state:

(a) the total value of foreign tea-chests imported in the year 1952-53; and

(b) the total average quantity required for home use and the total average quantity of tea-chests produced in the country annually?

**The Minister of Commerce (Shri Karmarkar):** (a) Rs. 58.61 lakhs.

(b) Requirements—About 5 million sets.

Production—About 4.35 million sets.

**Shri K. P. Sinha:** May I know if it is a fact that the industry is facing the danger of over-production and if so, why imports have been allowed?

**Shri Karmarkar:** No, Sir.

#### BICYCLES

\*953. **Shri K. P. Sinha:** (a) Will the **Minister of Commerce and Industry** be pleased to state the number of bicycles produced in India and the number imported in the year 1952-53?

(b) Are all the components of bicycles produced in the country?

(c) If not, what is the total value of imported components in 1952-53?

(d) Is the steel, required for the manufacture of various components of bicycles, available in the country?

(e) If not, from which country are these imported?

**The Minister of Commerce (Shri Karmarkar):** (a) During 1952-53, about 2.11 lakhs of bicycles were manufactured in India and about 1.98 lakhs were imported.

(b) The picture is a changing one as each factory progresses with its manufacturing programme. One factory manufactures the majority of the parts required and others a certain percentage of these parts.

(c) Bicycle parts and accessories to the value of about Rs. 135 lakhs were imported during 1952-53. These include the requirements of factories as well as replacements and spares for imported bicycles.

(d) Not all types of steel are available in the country; some special types have to be imported.

(e) Generally from the U.K. and other soft currency countries like Germany, Belgium and Italy.

**Shri K. P. Sinha:** May I know, Sir, if it is a fact that the manufacture had to be reduced here on account of imports?

**Shri Karmarkar:** No, not on account of imports.

**Shrimati Tarkeshwari Sinha:** May I know whether the Government of India have conducted or propose to conduct any tariff enquiry into the bicycle industry, and if so, how many foreign firms have been asked to represent their cases before the Commission?

**Shri Karmarkar:** The question is now before the Tariff Commission.

**Shri G. P. Sinha:** Is it a fact that the Hindustan Bicycle Company in Bihar is going to close down, and if so, what are the reasons?

**Shri Karmarkar:** We have no information on that point.

**सेठ गोविन्द दास :** क्या यह बात सही है कि जितनी आवश्यकता है, उस के अनुसार इस्पात और लोहा न मिलने के कारण वहाँ पर बाईसिकलों का उत्पादन नहीं बढ़ रहा है ?

**श्री करमरकर :** यह बात सही नहीं है ।

#### PERSONS FROM WEST PAKISTAN

\*954. **Sardar Hukam Singh:** (a) Will the Minister of **Rehabilitation** be pleased to state whether the information referred to in parts (a) and (b) of unstarred question No. 32 for the 3rd August, 1953 regarding number of persons who have come from West Pakistan, has been collected by now?

(b) What was the number of persons who came on temporary permits, but were permitted to stay on permanently here?

**The Deputy Minister of Rehabilitation (Shri J. K. Bhonsle):** (a) Yes, 57,850 persons came to India from West Pakistan during the period, 15th July 1952 to 15th July 1953 on temporary permits or visas. Out of this, 631 persons applied for permanent stay. The latter figure does not include applicants from Ajmer where the total number of persons who came on temporary permits or visas was, 496.

(b) According to the information so far available 72 persons were allowed to stay in India permanently. Reports from Punjab, Delhi, Madhya Pradesh, Rajasthan, Mysore and Ajmer on this point are awaited.

**Sardar Hukam Singh:** What were the considerations that weighed with the Government when permission for permanent stay was granted?

**Shri J. K. Bhonsle:** Every individual case was considered on merits and also some on compassionate grounds.

**Sardar Hukam Singh:** Were there any cases where those persons to

whom permission was given to stay here permanently had shifted their families as well as business to Pakistan?

**Shri J. K. Bhonsle:** I shall want notice of this.

**Sardar Hukam Singh:** Had any property which they had left when they migrated been given over to any displaced persons who had arrived here, and was there any case when such property had to be restored when they came back?

**The Minister of Rehabilitation (Shri A. P. Jain):** The question of the restoration of evacuee property is quite apart from the question of granting permits for permanent stay. One does not follow the other. There is no relationship between the two.

**Mr. Speaker:** He wants to know the facts, whether as a matter of fact such a thing has happened.

**Shri A. P. Jain:** By the mere fact of granting a resettlement permit, the property would not be restored, and it is difficult for me to say as to whether there was any case or whether there was not any case because the two things are not correlated.

**Shri U. M. Trivedi:** May I know, Sir, if these people who have been allowed to be resettled will have all the citizenship rights in India?

**Shri A. P. Jain:** That is a question of law, and speaking as a layman, I do not think they become the citizens of India until they acquire citizenship according to the British Nationality Law at the moment, or according to the Indian Citizenship Law that may be passed.

#### ENTRY OF INDIAN WIVES IN AFRICA

\*955. **Shri Radha Raman:** (a) Will the Prime Minister be pleased to state whether it is a fact that a Bill banning the entry of Indian Wives in Africa has been passed by the South African Government?

(b) Have Government received a full report of this Bill?

(c) Have Government taken any steps in the matter?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) and (b). The Immigrants Regulation Amendment Bill banning the entry of Indian Wives and children into South Africa has now become law. The legislation bans the entry into South Africa of Wives of South Africans of Indian descent whose marriage took place after the 10th February 1953 and such wives whose marriage took place before this date but who do not enter the Union before the 10th February 1956.

(c) The Government of India sent a protest to the Government of the Union of South Africa against this action. Details of the protest were indicated in the statement laid on the Table of the House in reply to Starred Question No. 202 by Shri K. P. Sinha in the last session.

In their reply, the South African Government have contended that the Reciprocity Resolution passed at the Imperial Conference in 1918 and the Cape Town Agreement of 1927 reached at a Round Table Conference between South Africa and India were merely statements of policy and the Agreement was not a valid international treaty of a binding nature. The Government of India raised the matter in the U.N. General Assembly in the current session in the course of the debate on the question of the treatment of people of Indian origin in the Union of South Africa. The General Assembly in the resolution passed by an overwhelming majority have expressed their sense of regret at the South African Government's action and have pointed out that the action is not in keeping with that Government's obligations and responsibilities under the Charter. The U.N. Good Offices Commission originally appointed to arrange and assist in negotiations between the Government of the Union of South Africa and the Governments of India and Pakistan on the problem of people of Indian

origin will continue to function till the next session and submit its report to the Assembly indicating the extent of the progress achieved together with its own views and any proposals, which in its opinion, might lead to a peaceful settlement of the entire problem including the question of entry of wives and children into South Africa.

**Shri Radha Raman:** May I know, Sir, how many families are involved as a result of the introduction of this Bill?

**Shri Sadath Ali Khan:** I have not got the figure here, Sir.

**Shri Radha Raman:** May I know, Sir, if some ladies who had arrived in Africa after the introduction of this Bill were forced to leave?

**Shri Sadath Ali Khan:** Last session this question was answered. Indian women and children who reached Durban on 30th May, 1953, were retained on board ship for three days which happened to be holidays in the Union, and these passengers excepting three women were allowed to land.

**Shrimati Sushama Sen:** May I know, Sir, if it is a fact that South Africans believe that one of the Articles of the Covenant of the League of Nations comes in the way?

**Shri Sadath Ali Khan:** Yes, Sir. They say that Article 18 of the Covenant of the League of Nations requires that all treaties should have been registered with the League, but the fact that the Cape Town Agreement was not registered with the League of Nations does not detract from its legal validity.

**Dr. N. B. Khare:** Is not the League of Nations dead?

**Shri B. S. Murthy:** May I know whether this question has been taken up at the Commonwealth level, and if so, what are the results?

**Shri Sadath Ali Khan:** No, Sir. It was not taken up.

**Shri Raghuramaiah:** May I know whether, in so far as this was breach of an agreement, this Government is considering the question of taking it to the notice of the International Court of Justice?

**Shri Sadath Ali Khan:** The matter is now before the U.N.O.

#### RADIO STATION AT AHMEDABAD

\*956. **Shri Dabhi:** Will the Minister of Information and Broadcasting be pleased to state when is the radio station at Ahmedabad going to be opened?

**The Minister of Information and Broadcasting (Dr. Keskar):** There is already a radio station at Ahmedabad which was opened in April 1949. The hon. Member is presumably referring to the installation of a high power medium-wave transmitter that has been proposed in the 5-Year Development Plan. Work on the project has already started and is expected to be completed within six months.

**Shri Dabhi:** May I know whether, after this high-power station is opened, the radio station at Baroda is to be discontinued?

**Dr. Keskar:** No, Sir. The transmitter at Baroda will be closed down as well as the other low-power transmitter at Ahmedabad which is functioning at present.

**Shri Dabhi:** What will be the range of listening of this high-power transmitter?

**Dr. Keskar:** The answer is the same as the one that I gave in reply to part (b) of S.Q. 949 relating to Jullundur. It will be about 150 to 160 miles in the primary range, and about 400 miles in the secondary range.



ALL-INDIA KHADI AND VILLAGE INDUSTRIES BOARD

\*957. **Shri Dabhi:** Will the Minister of Commerce and Industry be pleased to state:

(a) which of the recommendations made by the All-India Khadi and Village Industries Board for the promotion and encouragement of Khadi have been accepted by Government and which of them have not been accepted; and

(b) what are the reasons for not accepting the other recommendations of the Board?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** (a) and (b). A statement is laid on the Table of the House. [See Appendix IV, annexure No. 58.]

**Shri Dabhi:** In the statement under the head '1953-54—Loans', I find an item relating to purchase of khadi for supply to Government. May I know the value of khadi purchased by Government during the current year?

**Shri T. T. Krishnamachari:** I should ask for notice.

EXHIBITIONS IN FOREIGN COUNTRIES

\*958. **Shri B. K. Das:** Will the Minister of Commerce and Industry be pleased to state what was the total expenditure incurred on the exhibitions held during the year 1952-53 in foreign countries for the purpose of publicity?

**The Minister of Commerce (Shri Karmarkar):** The total expenditure incurred was Rs. 3,10,756-4-5.

**Shri B. K. Das:** May I know in how many countries the exhibitions were held?

**Shri Karmarkar:** I think in about a dozen countries or a little more than that, but I should like to have notice for the exact number.

**Shri B. K. Das:** What was the nature of the exhibits that were presented at these exhibitions?

**Shri Karmarkar:** Principally, the cottage industries exhibits.

**Shri V. P. Nayar:** How many trips overseas were made by the Officer on Special Duty for Exhibitions, and what was the total expenditure on that account?

**Shri Karmarkar:** I think one by the Director of Exhibitions, and another by the Assistant Director. Regarding the cost, I should like to have notice.

STORAGE BATTERIES

\*959. **Shri M. S. Gurupadaswamy:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the present production of storage batteries is sufficient to meet the country's demand; and

(b) if the answer to part (a) above be in the negative, what steps Government have taken to make the country self-sufficient in the production of storage batteries?

**The Minister of Commerce (Shri Karmarkar):** (a) and (b). We are self-sufficient so far as storage batteries for automobiles are concerned. For other types indigenous production is on the increase, but it would not be economical to produce every type of storage battery in the country.

**Shri M. S. Gurupadaswamy:** May I know the total installed capacity for batteries, and the total production?

**Shri Karmarkar:** I can give my hon. friend the figures relating to production. During 1953, according to the latest figures available for the period January to August, the production was as follows:

Motor Vehicles Battery, light and heavy duty, 1,14,724.

Motor Cycle Battery, 4,946.

Radio, Train Lighting and Stationery Batteries, 3,774.

**Shri M. S. Gurupadaswamy:** May I know whether all the raw materials

which are required for the manufacture of storage batteries are available in India, or we have to depend upon foreign countries?

**Shri Karmarkar:** Some parts are indigenously available, and some are not.

**Shri M. S. Gurupadaswamy:** How much are we spending on the imports of raw materials?

**Shri Karmarkar:** I should like to have notice.

#### ELECTRIC FAN INDUSTRY

\*960. **Shri M. S. Gurupadaswamy:** (a) Will the Minister of Commerce and Industry be pleased to state the total amount of capital invested in electric fan production in the country?

(b) What is the percentage of foreign capital invested in this industry?

**The Minister of Commerce (Shri Karmarkar):** (a) and (b). The total capital invested in the electric fan industry by undertakings registered under the Industries (Development and Regulation) Act, 1951, is about 2.27 crores. It is believed that approximately 30 per cent. of this is foreign capital. The total capital, however, includes capital invested in other industries such as electric motors, transformers etc., in which some of these undertakings are engaged in addition to the production of electric fans.

**Shri M. S. Gurupadaswamy:** May I know which country has got the largest investment?

**Shri Karmarkar:** I have not got that information.

**Shri M. S. Gurupadaswamy:** May I know what steps, if any, have been taken by Government to nationalise all these foreign concerns?

**Shri Karmarkar:** I do not think any steps have been taken for nationalising that part of the industry which is foreign.

**Shri B. S. Murthy:** May I know whether any State aid has been given to these industrial firms?

**Shri Karmarkar:** No, Sir.

**Shri K. K. Basu:** May I know whether any new investment by foreigners in this industry has been allowed during the last two years, or whether the existing foreign undertakings have been given licences to increase their production?

**Shri Karmarkar:** I should like to have notice.

**Shri B. S. Murthy:** May I know whether any tariff protection has been given to this industry?

**Shri Karmarkar:** Yes, Sir.

#### ELECTRIC FANS INDUSTRY

\*961. **Shri M. S. Gurupadaswamy:** Will the Minister of Commerce and Industry be pleased to state:

(a) the annual demand for electric fans;

(b) whether the industry is in a position to meet the requirements of the country; and

(c) whether Government are allowing any import of electric fans from abroad?

**The Minister of Commerce (Shri Karmarkar):** (a) to (c). Except for some special types of fans, indigenous production is almost meeting the total internal requirements estimated at 250 lakhs. No ceiling fans are allowed to be imported and there is a small quota for the import of other types of fans.

**Shri M. S. Gurupadaswamy:** May I know whether it is a fact that the quality of the fans manufactured in India is far inferior to that of the fans imported?

**Shri Karmarkar:** It is good, Sir, and some times it is a little better.

**Shri M. S. Gurupadaswamy:** May I know the total demand for fans in the country?

**Shri Karmarkar:** I could not give it offhand, but the total installed capacity is 360,101 fans.

#### SULPHURIC ACID

**\*964. Dr. M. M. Das:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the Tariff Commission have recommended that the cost of production of Sulphuric Acid should be examined, and suitable action should be taken under the Industries (Development and Regulation) Act, to maintain the price of Sulphuric Acid at a reasonable level;

(b) if so, whether Government have accepted the recommendation;

(c) if not, the reasons therefor; and

(d) the percentage that the landed cost (C.I.F.) of Sulphur, bears to the production cost of Sulphuric Acid?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) Yes, Sir.

(b) and (c). Yes, Sir. Government have already requested the Development Council for Heavy Chemicals and Fertilisers to examine this recommendation and suggest steps necessary for giving effect to it.

(d) This varies widely depending on the size of the plant and the process employed. In the case of units of sizes generally operating in the country, it works out to approximately 50 per cent. on the basis of current landed cost of sulphur.

**Dr. M. M. Das:** May I know whether any complaint regarding the unreasonably high price of sulphuric acid has been received by Government?

**Shri T. T. Krishnamachari:** Specifically, no, Sir.

**Dr. M. M. Das:** May I know what active steps have been taken by Government to determine the cost of production of sulphuric acid?

**Shri T. T. Krishnamachari:** I do not know—that question is a matter which

Government are considering—except in relation to what the Tariff Commission has done now and again.

**Dr. M. M. Das:** In the Resolution dated the 15th August 1953, which published the recommendation of the Tariff Commission regarding hydroquinone, and in which this particular recommendation was made by the Tariff Commission, Government have stated that they would take suitable steps. May I know what exactly is meant by these suitable steps?

**Shri T. T. Krishnamachari:** Actually this is a matter which is *inter se* between Government and the Tariff Commission. We utilise the mechanism of the Tariff Commission, to keep the matter in view.

**Shri Muniswamy:** May I know whether any new process has been developed in our country to reduce the consumption of sulphur in mills?

**Shri T. T. Krishnamachari:** New process? I do not think any new process has been evolved.

**Shri U. M. Trivedi:** May I know whether the sulphuric acid industry is subsidised by Government, and if so, to what extent?

**Shri T. T. Krishnamachari:** I am not aware of any subsidy being paid.

**Mr. Speaker:** Next question.

**Dr. M. M. Das:** S. Q. Nos. 965 and 966 relate to the same subject. So they may be taken together, and the answer to both given together.

**Mr. Speaker:** Yes. The hon. Minister may answer both the questions.

#### CURTIS COMMANDOS

**\*965. Dr. M. M. Das:** Will the Minister of Works, Housing and Supply be pleased to refer to starred question No. 3 asked on the 3rd August 1953, about the sale of Curtis Commandos and state:

(a) whether the exports of the planes and the spare parts have begun; and

(b) if so, how many planes and what percentage of spare parts have been exported to date?

**The Minister of Works, Housing and Supply (Sardar Swaran Singh):**

(a) Yes, Sir.

(b) One plane and 90 per cent. of the spare parts.

#### CURTIS COMMANDOS

\*966. **Dr. M. M. Das:** Will the Minister of Works, Housing and Supply be pleased to refer to starred question No. 3 asked on the 3rd August, 1953, about the sale of Curtis Commandos and state:

(a) whether the prices of the planes and spare parts have been calculated separately in the contract; and if so, their respective amounts;

(b) whether the earnest money deposited by the party, and the letter of credit opened on the Imperial Bank, entitle the party to export 90 per cent. of the spare parts only or whether in addition to 90 per cent. of the spare parts, the party is also allowed to export planes;

(c) whether there are any penalty clauses in the contract, by which compensation will have to be paid by the party on failure to export the planes; and

(d) if so, what are they?

**The Minister of Works, Housing and Supply (Sardar Swaran Singh):** (a) The contract is an integrated one embracing both the spares and the planes. However, for the purpose of evaluation their prices have been taken as:—

Planes, Rs. 34,06,700.

Spares, Rs. 24,93,300.

(b) to (d). The earnest money is security for fulfilment of the terms of the contract which, while it permits export of planes and spare parts, does not make it obligatory. Government have realised about Rs. 33 lakhs by encashing the Letter of Credit against the export of 90 per cent. of

the spares. In terms of the contract the purchaser is not entitled to take delivery of any plane without paying at the rate of Rs. 50,000 per plane.

**Dr. M. M. Das:** May I know whether the firm with which our Government have entered into a contract for the sale of Curtis Commandos is the same firm which unjustly and unfairly deprived the Government of India of Rs. 17 lakhs in the Japanese cloth deal?

**Mr. Speaker:** Order, order. The hon. Member need not use adjectives. He can ask whether it was the same firm.

**Sardar Swaran Singh:** That question relates to the Ministry of Commerce and Industry, but this is the same firm about which questions have been put, and this firm was concerned in the Japanese cloth deal, which I understand, is under dispute now, and the matter is proposed to be referred to arbitration.

**Dr. M. M. Das:** In view of the fact that there is at present a ban put upon the export of aeroplane parts from this country and in this contract special permission has been given to export aeroplane parts of this kind, may I know what precautionary measures Government have taken to ensure that aeroplane parts of other varieties are not exported?

**Sardar Swaran Singh:** Actually, Sir, this matter was referred to by certain hon. Members of this House and of the other House also, and instructions were issued to ensure that no other spares got mixed up with these at the time of export.

**Dr. M. M. Das:** I wanted to know the exact mechanism to ensure that other Spares were not exported.

**Sardar Swaran Singh:** Officers were entrusted with the task and every effort was made to see that the spares which were actually packed were checked up and no other spares were permitted to be mixed up with them.

**Shri T. N. Singh:** May I know whether Government are protected in any

manner in case this contractor does not take delivery of the planes that are lying with us?

**Sardar Swaran Singh:** It is anticipated, Sir, that the stuff which is actually lying in the custody of the Government should be quite enough to compensate the Government for the remainder of the amount when we take into consideration the entire purchase price.

#### EXPORT OF WHEAT FLOUR

\*967. **Shri Buchhikotiah:** Will the Minister of Commerce and Industry be pleased to state:

(a) what quantity of wheat flour has been exported from India after permission was given to the flour mills to do so in September, 1953;

(b) whether the mills have been able to recapture their pre-war export market; and

(c) what quantity of wheat has been imported by the same mills in the same period to replace the stocks released?

**The Minister of Commerce (Shri Karmarkar):** (a) A quantity of 260 tons 6 cwt. of wheat flour has been exported from India upto the 10th November, 1953.

(b) It is too early as yet to arrive at any conclusion on the basis of the small volume of export during the period in question.

(c) No imports of wheat by the flour mills concerned have yet been made, as under the existing arrangement they can import wheat within six months from the date of export of wheat flour.

**Shri Buchhikotiah:** May I know, Sir, how many mills were given permission to export?

**Shri Karmarkar:** I have got the name of one.

**Shri Heda:** Have Government fixed any ceiling to quantity to the extent the export will be allowed?

**Shri Karmarkar:** Ceiling for export? No, Sir, at the moment.

**Shri T. N. Singh:** Is it true that the firm which has been given permission to export is a foreign-owned concern.

**Shri Karmarkar:** The name looks like foreign—Wallace Flour Co. Ltd., Bombay.

**Dr. M. M. Das:** May I know, Sir, how many factories applied to the Government for such export of wheat flour?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** Sir, the position is this. It is a very intricate mechanism. People who want to export wheat flour have got to get permission from the Regional Food Commissioner. Ultimately, when it is all filtered down, it comes for sanction from the Controller of Imports and Exports. So the details of how many could have applied, and how many were sanctioned at various stages are facts which are not with us. We only get the final outcome of the recommendations made.

#### BORDER RAIDS

\*968. **Shri Gidwani:** Will the Prime Minister be pleased to state whether it is a fact that armed dacoits from Pakistan raided villages in Lakhpat Taluka (Kutch) in October, 1953 and looted property of the residents and ran away?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** Yes, Sir.

**Shri Gidwani:** What was the amount of property looted?

**Shri Sadath Ali Khan:** It amounted to about Rs. 7,373 worth of property.

**Shri Gidwani:** How many times have dacoits from Pakistan raided places in Kutch State and run away without being arrested?

**Shri Sadath Ali Khan:** I have no information on that just now, Sir.

**Shri Gidwani:** Is it a fact that Pakistan dacoits are superior in valour and courage...

**Mr. Speaker:** Order, order.

**Shri Raghavaiah:** May I know, Sir, the details of the property looted, whether it is in kind etc.?

**Mr. Speaker:** What is the nature of the property looted?

**Shri Sadath Ali Khan:** Cash, cloth and ornaments.

#### BARIUM SALTS

\*971. **Shrimati Tarkeshwari Sinha:** (a) Will the Minister of Commerce and Industry be pleased to state whether there is any possibility of manufacturing of barium salts in India?

(b) Is it a fact that the necessary raw materials for manufacturing barium salts are found in abundance in India?

(c) What steps are Government taking to encourage their production?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** (a) Yes, Sir. In fact some barium salts are already being manufactured in the country.

(b) Of the two common barium minerals, viz., barytes and witherite, the first is known to occur in India in commercial quantities and the latter is not known to be available in India in workable quantities.

(c) A statement is laid on the Table of the House. [See Appendix IV, annexure No. 59.]

**Shrimati Tarkeshwari Sinha:** In reply to (b), the hon. Minister said that some raw materials were not available in the country. May I know what amount of raw materials is being imported for the manufacture of these salts?

**Shri T. T. Krishnamachari:** In reply to (b), I said baryte is available in commercial quantities, and I cannot see how I could relate it to the importation of raw materials of that

variety. So far as witherite is concerned, it is not available in any large quantities.

**Shri Raghavaiah:** What is the amount of the raw material that cannot be found in this country and is imported from abroad?

**Shri T. T. Krishnamachari:** As I said, Sir, barytes is available in the country.

**Shrimati Tarkeshwari Sinha:** May I know, Sir, what are the main uses to which barium salt is put?

**Mr. Speaker:** That goes into a different enquiry. I think we will go to the next question.

#### EDUCATION IN N.E.F.A. AREA

\*973. **Shrimati Tarkeshwari Sinha:** Will the Prime Minister be pleased to state:

(a) whether the Government of India have evolved a special scheme for educating the tribals of North East Frontier of India; and

(b) the details of the educational scheme that is to be worked out?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) and (b). Government are of opinion that schools in the North East Frontier Agency should be conducted generally in accordance with the scheme of Basic Education. But this will naturally have to be adapted to the special conditions prevailing in that area. The details of the scheme are being worked out by Government in consultation with the Hindustani Talimi Sangh.

**Shrimati Tarkeshwari Sinha:** May I know, Sir, whether there is any proposal to set up a high power transmitter in that area to broadcast special programmes for the tribal people?

**Mr. Speaker:** It is a question which should be addressed to the Minister for Information and Broadcasting.

**Shri B. S. Murthy:** May I know, Sir, whether any books are being

printed in the dialects of the North East Frontier area and if so, what is the script used?

**Mr. Speaker:** I think questions on that were put two or three days back.

**Shri Sadath Ali Khan:** Yes.

**Shrimati Tarkeshwari Sinha:** May I know, Sir, how many basic schools have so far been opened in that area?

**Shri Sadath Ali Khan:** We have no details yet of these.

**Shri Nanadas:** May I know, Sir, the names of different organisations that are conducting educational training in the area?

**Shri Sadath Ali Khan:** All Government schools.

### संगमरमर

\*१७५. श्री बलवन्त सिंह मेहता :  
क्या वाणिज्य तथा उद्योग मंत्री यह बताने की कृपा करेंगे :

(क) क्या मकराने की संगमरमर की खानें देश की कुल जरूरत को पूरा कर सकती हैं; तथा

(ख) इटैलियन मार्बल को देश में आयात करने की क्या आवश्यकता है ?

**The Minister of Commerce (Shri Karmarkar):** (a) No, Sir.

(b) Imports were banned during the half year July—December, 1952. Several Representations from the trade and users were received that the shortfall is not taken up by indigenous production and that their business was suffering. The absolute ban was lifted for the half year July—December, 1953 and a quota of 50 per cent. was allowed. It is also understood that some shades of marble required by the building trade is not available from indigenous sources.

**Shri Balwant Sinha Mehta:** May I know, Sir, whether Government are

aware of the fact that both the marble mining and manufacturing industries are facing a great crisis primarily due to the keen competition from abroad, and that nearly 20,000 hands are very adversely affected?

**Shri Karmarkar:** My information—subject to correction—is that the marble extraction industry is suffering from the fact that its cost of production is rather high owing to want of power near the principal mines which produce these.

**Shri Balwant Sinha Mehta:** May I know the policy of the Government as regards the import of such things which are easily available in abundance in the country?

**Shri Karmarkar:** The policy is to curtail imports wherever necessary and advisable.

**Shri Kasliwal:** May I know what is the total quantity of marble produced in these mines annually?

**Shri Karmarkar:** I will give my friend the production figures, roughly, marble 13 lakhs c. ft. per year, marble slabs 2.5 lakhs and marble tiles about 14,000 tons.

**Shri Meghnad Saha:** Have any steps been taken to modernise the industry?

**Shri Karmarkar:** It is rather difficult. I think the Rajasthan Government is considering the matter.

**Shri Damodara Menon:** The hon. Minister said that the policy was to curtail imports wherever necessary. Do the Government consider it necessary to curtail the import of marble?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** The fact really was, we did completely ban the import of marble for a time. On the other hand, there are certain types of builders, people in the building trade who did not find adequate supplies and it is a question of what is meat to one person is poison to another. We have to equalise somewhere and the present import policy is designed to that end.

## TEXTILE (EXPORTS)

\*976. **Shri Kasliwal:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether India is losing her market in textiles in Hong Kong; and

(b) if so, why?

**The Minister of Commerce (Shri Karmarkar):** (a) No, Sir. Our exports of textiles to Hong Kong for the first ten months of 1953 are in fact a little more than what they were for the corresponding period in 1952.

(b) Does not arise.

**Shri Kasliwal:** Is it a fact that people in Hong Kong prefer long pieces to cut pieces which are being sent?

**Shri Karmarkar:** Normally it is long pieces.

**Shri Kasliwal:** My question was, I understand that exporters are sending only cut pieces instead of long pieces; is that true?

**Shri Karmarkar:** I do not think so, Sir.

**Shri Raghavalah:** May I know whether it is because of Hong Kong being a free port that India is losing her market for textile goods?

**Shri Karmarkar:** We are not losing the markets; on the other hand, we are gaining.

## HYDERABAD SPINNING AND WEAVING MILLS

\*977. **Shri J. B. Vittal Rao:** (a) Will the Minister of Commerce and Industry be pleased to state whether Government are aware of the fact that the management of Hyderabad Spinning and Weaving Mills have decided to close down the mills from the 1st December, 1953?

(b) Have the Government of Hyderabad State written to the Central 587 PSD.

Government to institute an enquiry into the causes of the closure?

(c) If so, what action has been taken by Government?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** (a) Although the mills have given notice of closure, I understand that it has not actually closed down yet.

(b) Yes, Sir.

(c) The State Government has been informed that the mills are an uneconomic unit and require extensive replacement and renovation of the machinery, and reconditioning of the buildings, and that the Government of Hyderabad should therefore find some one who would invest money in this mill to improve matters.

**Shri T. B. Vittal Rao:** May I know who conducted that enquiry?

**Shri T. T. Krishnamachari:** Departmentally, Sir.

**Shri T. B. Vittal Rao:** May I know whether workers' representatives were met by the enquiring officer?

**Shri T. T. Krishnamachari:** It is not a judicial enquiry. The enquiry was conducted departmentally.

## TRANSPORT AND MARKETING FACILITIES

\*978. **Shri Sanganna:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the attention of Government has been drawn to the news under the caption "Orissa Mine-owners' Difficulties" published in the *Hindustan Times* of Thursday the 19th November, 1953 on page 9 in column 5 in the matter of transport and marketing facilities; and

(b) if so, whether Government propose to do anything in the matter?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** (a) Yes. There was a news item to this effect.

(b) This news item apparently refers to the movement and export of Iron



and Manganese Ores. The Government of India had already taken full note of the claim of mine-owners for a share in the export trade. In the export policy for manganese and iron ores announced by the Government of India in their Press Note dated the 11th November, 1953, suitable provision has been made for the grant of export allocations to these people. Transport facilities will be made available to mine-owners on the basis of export allocations.

**Shri Sanganna:** May I know, Sir, whether in regard to the present allotment his attention has again been invited to the news published in the *Hindustan Times* of 14-12-53 in which the Government of Orissa have stated in reply to the Planning Commission that the supply position of wagons in Orissa is quite unsatisfactory?

**Shri T. T. Krishnamachari:** Sir, the question of the supply position of wagons is a matter which does not really relate to this Ministry.

**Shri Sanganna:** May I know whether the Secretary of the Orissa Chambers of Commerce and Industry has at any time made any representation to the Government of India regarding this position and, if so, what is the decision of the Government in this matter?

**Shri T. T. Krishnamachari:** I may mention, Sir, in short the delays are not due to the Government wanting to restrict exports. It is due rather to the shortage of wagons, which have to be rationed amongst the people who need them. We get representation, but so long as there is shortage of wagons, we are helpless beyond what we have done.

#### TRANSMITTERS

**\*980. Shri B. C. Das:** (a) Will the Minister of Information and Broadcasting be pleased to state whether five of the six 50 kw transmitter landed in India in 1948-49 and 1949-50, are still lying in the ware-houses?

(b) What is the cost of these transmitters and what expenses have so far

been incurred towards ware-houses and maintenance charges?

(c) Why were these transmitters purchased and what are the reasons for not using them so far?

**The Minister of Information and Broadcasting (Dr. Keskar):** (a) Of the five transmitters mentioned by the hon. Member one is already being erected and the work is nearing completion; two others are being despatched to the site where they will be erected—Ahmedabad and Jullundur; two more will be in storage till the first half of the next financial year when erection work will begin.

(b) The cost of these transmitters is approximately 28 lakhs. Expenditure so far incurred on keeping them in good condition in ware houses is about 2.22 lakhs.

(c) These transmitters were part of the 8-Year plan for the development of broadcasting which was formulated originally and which was subsequently revised on a 5-year plan basis. The reasons for the delay in erection of these transmitters were beyond the control of Government. When the transmitters arrived in the country, and before erection work could begin, a severe economic crisis developed and for two or three years all development work of any kind had to be severely curtailed. General reduction and retrenchment also took place during that period. Therefore it was decided after careful consideration that the erection of these transmitters, which would require approximately 40 to 50 lakhs, should be postponed. Immediately after improvement in the economic situation one of the first tasks that has been taken up is the erection of these transmitters. One will begin functioning within the next six weeks to two months. Two others will be practically ready by the beginning of April 1954. The erection of the other two will be taken up at the beginning of next financial year and it is hoped that it will be completed within six to eight months.

**Shri B. C. Das:** May I know from which country these transmitters are purchased?

**Dr. Keskar:** Sir, I have not got the name of the manufacturers. If I am not mistaken, it is Westinghouse.

**Shri B. C. Das:** May I know how much the Government is spending every year for the maintenance of these transmitters?

**Dr. Keskar:** Sir, I have just said that the amount spent up till now is 2.22 lakhs. If my hon. friend wants the amount spent per year, I would require notice of that question.

**Shri Nanadas:** May I know the landed cost of a similar transmitter at present?

**Dr. Keskar:** For that also I would require separate notice.

#### VISIT OF U. S. VICE-PRESIDENT

\*981. { **Pandit C. N. Malviya:**  
**Shri G. P. Sinha:**

Will the Prime Minister be pleased to state:

(a) whether any request was received from the U.S. Vice-President, Mr. R. Nixon, for visiting India in connection with his tour of Asian countries; and

(b) if so, the purpose of the visit?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) and (b). The Ministry of External Affairs was informed of the tour in various countries, including India, of the U. S. Vice-President, Mr. Nixon. The Government of India thereupon invited him to be their guest during his visit to India. The visit was described as a goodwill tour.

पंडित सी. एन. मालवीय : क्या इस सिलसिले में यू. एस. और पाकिस्तान मिलेटरी पैक्ट के सम्बन्ध में कोई बातचीत हुई थी ?

**Shri Sadath Ali Khan:** The Government of United States are aware of our policy in this regard, Sir.

**Mr. Speaker:** His question is whether there was any talk with him on this.

**Shri Sadath Ali Khan:** Well, Sir, I presume all important matters must have been discussed.

**Shri G. P. Sinha:** May I know who were the important personalities whom Mr. Nixon met in Delhi?

مرسترات ایجوکیشن ایلڈ نیچرل

رسورسز ایلڈ سائنٹیفک ریسرچ (مولانا

آزاد) : پوری لسٹ تو اس وقت نہیں دی جا سکتی -

[The Minister of Education and Natural Resources and Scientific Research (Maulana Azad): An exhaustive list of the persons he met cannot be given at the moment.]

**Shrimati Sushama Sen:** May I know if Government had had it made clear to Mr. Nixon about the pact with Pakistan and U.S.A. which it is reported will be signed?

**Mr. Speaker:** The question-hour is over.

#### WRITTEN ANSWERS TO QUESTIONS

##### BILATERAL AGREEMENTS

\*943. **Shri S. N. Mishra:** Will the Minister of Commerce and Industry be pleased to state whether cottage industry products have been included so far in any bilateral agreements?

**The Minister of Commerce (Shri Karmarkar):** Yes, Sir.

##### EXPORT OF TILES

\*962. **Shri A. K. Gopalan:** Will the Minister of Commerce and Industry be pleased to state whether it is a fact that there has been any decline in the export of tiles from India in recent times?

**The Minister of Commerce (Shri Karmarkar):** Yes, Sir. The export figures for April—September, 1953, show that there has been a decline as

compared with the figures for the corresponding period in 1951 and 1952.

#### CENTRAL WATER AND POWER COMMISSION

\*963. **Shri L. N. Mishra:** Will the Minister of Irrigation and Power be pleased to state:

(a) whether there is any proposal to relieve the Central Water and Power Commission of the work of construction side of the river valley projects; and

(b) if so, the agency through which the construction work will be carried on?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** (a) and (b). It has been decided that the Central Water and Power Commission will not normally undertake the execution of any project. This will be the responsibility of the State concerned; but where States, owing to inexperience or for other reasons, elect to hand over the construction to the Centre, a separate organisation would be set up to supervise the execution of the Projects.

#### ELECTRIC SUPPLY FROM D.V.C.

\*969. **Shri Amjad Ali:** Will the Minister of Irrigation and Power be pleased to state:

(a) the present consumers of the electricity produced in the Damodar Valley Project;

(b) the rate at which the supply is being settled with them; and

(c) the total income expected under this head?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** (a) to (c). A statement is laid on the Table of the House. [See Appendix IV, annexure No. 60.]

#### AGRICULTURAL IMPLEMENTS

\*970. **Shri Jhulan Sinha:** (a) Will the Minister of Commerce and Industry be pleased to state whether the

import of agricultural implements is on the increase or decrease every year?

(b) How far is it possible in the present state of the country to reduce these imports further through indigenous production?

**The Minister of Commerce (Shri Karmarkar):** (a) On the decrease.

(b) The main increase in indigenous production has been in respect of hand-operated implements, while for power-driven agricultural machinery the internal demand is not yet large enough to make economic production possible.

#### ENGINEERING INDUSTRY

\*972. **Dr. Amin:** (a) Will the Minister of Commerce and Industry be pleased to state what are the main features of the preliminary Report submitted by the Committee which was appointed to make a survey of the idle capacity of the Engineering Industry?

(b) When is this Committee expected to submit a full report?

(c) Will a copy of this full Report be laid on the Table of the House when received?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) This Committee has been appointed primarily to make a quick survey of the idle capacity in engineering industries and to suggest the lines on which a fuller study of each type of engineering industry can be undertaken. They have suggested a fuller study of the following industries:

- (1) Structural Engineering
- (2) Machine Tools
- (3) Textile Machinery (including jute, Silk and Rayon)
- (4) Foundries, and
- (5) Die-making.

They have expressed their views in regard to planning and co-ordination of Government's requirements, raw

materials for certain industries, modernisation of plants and other matters of like nature. All of them are under the examination of Government.

(b) and (c). It is not expected that this Committee will submit a full report in the sense of other Committees appointed for specific purposes. The function of the Committee at present is that of an advisory Committee to the Ministry, and the question of whether this Committee should function as it is, or it should be re-constituted, or it should be assigned a different work, or it should be wound up would be considered by Government when the present Committee progresses further.

#### COFFEE BOARD LABOUR UNION

\*974. **Shri Nambiar:** Will the Minister of Commerce and Industry be pleased to state what action has been taken on the request of the Indian Coffee Board Labour Union to accord recognition to it and at what stage the matter stands at present?

**The Minister of Commerce (Shri Karmarkar):** The Indian Coffee Board has not accorded recognition to the Union.

#### SOURCES OF POWER AND IRRIGATION IN RAJASTHAN

\*979. **Shri Bheekha Ehal:** Will the Minister of Irrigation and Power be pleased to state whether any survey has been conducted recently with a view to exploring sources of power and irrigation in Rajasthan?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** Yes, Sir, some surveys were taken up.

#### भारत-नेपाल प्रत्यर्पण सन्धि

\*९८२. श्री विभूति मिश्र : क्या प्रधान-मन्त्री यह बताने की कृपा करेंगे कि भारत-नेपाल प्रत्यर्पण सन्धि के अन्तर्गत अब तक कितने आदमियों को भारत सरकार ने नेपाल सरकार के तथा नेपाल सरकार ने भारत सरकार के हवाले किया है ?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** The new Treaty of Extradition between India and Nepal was signed on the 2nd October 1953 and came into force one month thereafter. As far as we are aware there has been no extradition of Indians and Nepalese so far after the 2nd November 1953. However, full information is being collected from the State Governments.

#### ESSENTIAL OILS

\*983. **Shri Viswanatha Reddy:** Will the Minister of Commerce and Industry be pleased to state quantity of Essential oils produced annually in the country?

**The Minister of Commerce (Shri Karmarkar):** The annual production is estimated about 1.4 million lbs.

#### NORTH EAST FRONTIER AGENCY

\*984. { **Shri Bhagwat Jha:**  
**Shri Rishang Keishing:**  
**Shri N. M. Lingam:**

(a) Will the Prime Minister be pleased to state whether the hostages kept by the Daffas in Tagin area in North East Frontier Agency have since been returned?

(b) Have the tribesmen received the Government forces peacefully or are resisting their entry?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) About a dozen persons who were detained by the Tagins have been returned.

(b) No resistance has so far been offered to our forces while tribesmen in the surrounding areas have offered their sincerest cooperation.

#### VISAS TO BOATMEN

\*985. **Shri Muniswamy:** (a) Will the Prime Minister be pleased to state whether it is a fact that the Ceylon Government have stopped the grant of visas to boatmen who have to go on coastal voyage every year from Cuddalore O. T. (Madras State) to Tuticorin and Ceylon?

(b) If so, what steps have been taken in the matter?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) The Government of Ceylon are now granting visas valid for single journeys instead of multi-journey visas for one year, as hitherto.

(b) The matter has been taken up with the Government of Ceylon and their decision is awaited.

### टेबुल द्वीप

\*९८६. श्री रघुनाथ सिंह : क्या प्रधान मंत्री यह बताने की कृपा करेंगे :

(क) क्या यह सच है कि बर्मा सरकार ने भारत सरकार से यह इच्छा प्रकट की थी कि टेबुल द्वीप बर्मा को लौटा दिया जाये;

(ख) यदि हाँ, तो इस मामले में अब तक क्या कुछ हुआ है ?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) and (b). Table Island belongs to a group of Islands known as the Coco Islands lying in the Bay of Bengal between North Andamans and the coast of Burma. The Government of India are maintaining and administering a Light House on Table Island under an agreement with the Government of Burma. The Government of Burma expressed a desire in June 1952 to take over the administration of the Light House. The Government of India have requested the Government of Burma to lease the Table Island to the Government of India for 25 years, as this Light House is of considerable importance to navigation in the Bay of Bengal. Government of Burma's reply is still awaited.

### LICENSING COMMITTEE

\*987. **Shri Muniswamy:** (a) Will the Minister of Commerce and Industry be pleased to state how many persons from Madras State applied to the

Licensing Committee set up under Industries (Development and Regulation) Act for licences?

(b) How many of them were granted licences?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** (a) 71.

(b) Out of 63 applications so far considered by the Licensing Committee, 49 firms have already been granted licences. Three more proposals for the issue of licences have been accepted by the Government, and the Firms concerned have been informed of the conditions on which the licences can be granted. Licences will be issued on receipt of their acceptances.

### TECHNICAL ADVISORY COMMITTEE (MINING)

\*988. **Shri T. B. Vittal Rao:** (a) Will the Minister of Production be pleased to refer to the reply to starred question No. 1333 on the 15th April, 1953 and state whether the Technical Advisory Committee (Mining) has completed their enquiry into the collieries where losses in extraction of coal are heavy and where stowing of seams should be considered urgently for conservation of coal?

(b) If so, do Government propose to lay a copy of the same on the Table of the House?

**The Minister of Production (Shri K. C. Reddy):** (a) and (b). The Committee has not yet completed the enquiry into all the coal mines producing metallurgical coals; it has submitted only detailed reports and recommendations in regard to 14 collieries so far.

These reports on these individual collieries have been made to the Coal Board which has not yet dealt with them finally. The Government will consider the question of laying on the Table of the House, at the appropriate stage, the conclusions and recommendations of the Advisory Committee and the decisions of the Coal Board.

## EMPLOYMENT EXCHANGES

\*989 { **Shri Nanadas:**  
**Shri Naval Prabhakar:**

(a) Will the Minister of **Commerce and Industry** be pleased to state how many vacancies of clerks were notified to the Employment Exchanges during the months of October and November 1953 by the Ministry of Commerce and Industry?

(b) How many of them were reserved for Scheduled Caste candidates?

(c) How many Scheduled Castes candidates have been finally selected or appointed in those vacancies?

(d) If no Scheduled Caste candidate has been appointed, what are the reasons?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) Six posts of Typists.

(b) All.

(c) None.

(d) Two members of Scheduled Castes were nominated by the Employment Exchange but were not appointed as their speed in typewriting was much below the prescribed minimum.

## EXPORT OF WOOL

\*990 { **Pandit M. B. Bhargava:**  
**Shri Jwala Prasad:**  
**Shri Raghunath Singh:**

(a) Will the Minister of **Commerce and Industry** be pleased to state the particulars of the export licensing policy recently announced by the Government of India on or about the 17th November, 1953?

(b) How far does this policy differ from the policy hitherto followed by the Government of India?

(c) Is it a fact that this policy has met with opposition from the All-India Wool Trade Federation and

others interested in raw wool trade in the country?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) Exports of raw wool are permitted by exporters upto 60 per cent. of their shipments, during the half-year, January—June 1953. Shippers, who had no exports during this period but had effected shipments during January—June 1951 or January—June 1952 are being given allotments on an *ad hoc* basis. A copy of the Press Note, dated the 16th November 1953, announcing this policy, is laid on the Table of the House. [See Appendix IV, annexure No. 61.]

(b) The policy does not differ from that adopted for exports of raw wool during September-October 1953. Prior to that, exports were licensed freely on shipping bills, subject to overall ceilings.

(c) The All-India Wool Trade Federation has represented against the new policy. There are, however, others who are quite satisfied with the existing arrangements.

## GROUNDNUT

\*991. **Shri Jethalal Joshi:** (a) Will the Minister of **Commerce and Industry** be pleased to state the estimated production of groundnut this year?

(b) How much of it will be available for export?

(c) How much was exported from January to August, 1953?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) The estimate of production of groundnuts for the 1953-54 season is not yet available.

(b) No indication can be given at this stage.

(c) A quantity of 10,107 tons of groundnuts was exported from January to August, 1953.

## FIREWORKS AND CRACKERS

\*992. **Shri Veeraswamy:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether it is a fact that import of fireworks and crackers from China and Japan which had been stopped in 1947, has been allowed from last year;

(b) if so, the quantity of fireworks imported into India from China and Japan respectively in 1952 and in 1953 so far and the quantity likely to be imported during 1954; and

(c) whether Government have received complaints from indigenous producers of fireworks that they have been adversely affected by this new policy?

**The Minister of Commerce (Shri Karmarkar):** (a) Yes, Sir. A token import has been allowed from the current year.

(b) There has been no import from Japan. 2250 lbs. have been imported from China in 1953 (January—October).

No indication of the quantity to be imported in 1954 can be given at present.

(c) Representations have been received from some local manufacturers. Their main grievance is against imports being confined to established importers.

## PRIME MINISTER'S NATIONAL RELIEF FUND

\*993. **Dr. Rama Rao:** (a) Will the Prime Minister be pleased to state the total amount received towards the Prime Minister's National Relief Fund from the 1st August, 1953 to the 30th November, 1953?

(b) How much was given for the relief of Godavari Flood victims?

(c) Through what agency has it been spent and for what purposes?

**The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan):** (a) A press note

was issued on the 15th November, 1953, indicating contributions received in the Prime Minister's National Relief Fund during the period 1st August, 1953, to 15th November, 1953, and disbursements made from the Fund for flood relief during the same period.

Total contributions received in the Prime Minister's National Relief Fund from 1st August 1953 to 30th November 1953 amounted to Rs. 10,90,559-14-11.

(b) and (c). Disbursements from the Prime Minister's National Relief Fund are normally made through Governors and/or Chief Ministers. A sum of Rs. 3,67,222-6-6 has been sent for flood relief in Andhra during the period 1st August to 30th November, 1953. Out of this, a sum of Rs. 1,31,025-1-6 was sent to the Governor of Madras. This was before the creation of the Andhra State, but the amount was earmarked for flood relief in Andhra. The balance of Rs. 2,36,197-5-0 was sent to the Governor of Andhra State.

## AGRICULTURAL IMPLEMENTS

419. **Shrimati Renu Chakravarty:** Will the Minister of Commerce and Industry be pleased to state:

(a) the number of companies which manufacture agricultural tools and implements in India;

(b) whether these companies are Indian or foreign and if mixed, the share of Indian and foreign capital in the investments;

(c) the total capacity and the actual annual production;

(d) the total capital invested; and

(e) the number of workers employed in the industry?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** Agricultural tools and implements are manufactured by hundreds of firms in the country including both small-scale and large-scale units. Government do not have precise and complete information on the point in respect of all of them.

## SALT

420. **Shri Nanadas:** (a) Will the Minister of **Production** be pleased to state what is the total quantity of salt that does not contain 93.5 per cent. of sodium chloride and consequently banned for human consumption during the current year?

(b) For what purpose can this salt be used?

(c) What arrangements have Government made to dispose of that salt whose salt content is not upto the prescribed standards?

**The Minister of Production (Shri K. C. Reddy):** (a) The quantity of salt so far reported during the current year, as not containing 93.5 per cent. sodium chloride and therefore banned for human consumption is 15,48,299 maunds.

(b) The sub-standard salt can be used for curing hides and skins. It can also be thrown back into the condensers at the beginning of the next manufacturing season to strengthen the brine.

(c) It is primarily for the producers to make arrangements for the disposal of their sub-standard salt. It can be released for some industrial purposes.

## KARGARLI GOVERNMENT COLLIERY

421. **Shri V. Missir:** (a) Will the Minister of **Production** be pleased to state whether it is a fact that the Secretary of the State Railway Collieries Mazdoor Union, Bermo, Bihar brought to the notice of the Ministry of **Production** that two raising contractors of Kargarli Government colliery have misappropriated several lacs of Government money?

(b) If so, what action Government have taken in the matter?

**The Minister of Production (Shri K. C. Reddy):** (a) Letters have been received from him containing such a statement.

(b) Government have had the allegations enquired into departmentally. The matter is now under the Government's consideration.

## LOANS TO DISPLACED PERSONS OF TRIPURA

422. **Shri Dasaratha Deb:** (a) Will the Minister of **Rehabilitation** be pleased to state how many applications have been received up till now from the displaced persons of Tripura, for grant of loans?

(b) How many of them were granted loans and what is the maximum and minimum amount of loan granted?

(c) What are the categories of such loans?

**The Deputy Minister of Rehabilitation (Shri J. K. Bhonsle):** (a) 41,000.

(b) (i) 31,000.

(ii) Maximum loan—Rs. 5,00/-  
Minimum loan —Rs. 50/-

(c) (i) Agricultural loan;

(ii) Professional loan;

(iii) Rural Business loan,

(iv) Rural Housing loan;

(v) Small Scale Industrial loan;

(vi) Urban business loan;

(vii) Urban housing loan.

## JIRANIA COMMUNITY PROJECT

423. **Shri Dasaratha Deb:** Will the Minister of **Planning** be pleased to state:

(a) whether it is a fact that three contracts have been given to contractors to build the barrage in Jirania Community Project Area in Tripura;

(b) whether any tenders had been called for these works before they were given to those professional contractors;

(c) how many barrages (*bundh*) are contemplated to be made at the beginning and what is the estimated sum for each of these barrages for which contracts have already been given;



(d) whether any local co-operative society had applied to undertake this work; and

(e) if so, what has been done on that application?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** (a) to (e). As a result of surveys made the total cost of three weirs including control gates and diversion channel is estimated at Rs. 2,78,700. Tenders were called by the State Government. One Cooperative also applied to get work without offering tenders. No contract has so far been given to any contractor as the execution of work itself is under consideration.

### सरकार द्वारा कपड़े की खरीद

४२४, श्री अनिरुद्ध सिंह : क्या निर्माण, गृह-व्यवस्था तथा रसद मंत्री यह बताने की कृपा करेंगे :

(क) १ अप्रैल से ३१ अक्टूबर, १९५३ तक राष्ट्रपति भवन तथा अन्य सरकारी कार्यालयों में उपयोग के लिये खरीदे गये कपड़े का मूल्य कितना है; तथा

(ख) इस कपड़े में से कितने मूल्य की खादी खरीदी गई है ?

**The Minister of Works, Housing and Supply (Sardar Swaran Singh):**  
(a) Rs. 1,23,44,126.

(b) Rs. 1,36,042.

### ALLOTMENT OF WAGONS IN NORTH BIHAR

425. **Shri Anirudha Sinha:** (a) Will the Minister of Production be pleased to state the number of wagons allotted by the Coal Commissioner for movement of coal in North Bihar, on the metre gauge section of the North Eastern Railway?

(b) How many coal wagons have moved in North Bihar during the year 1953 up to 31st October, 1953?

(c) How many of the coal wagons which moved in North Bihar were on

Government account and how many on private account?

**The Minister of Production (Shri K. C. Reddy):** (a) The total number of wagons for which sanctions were issued by the Coal Commissioner in North Bihar during the period January to October, 1953, was 7,620, in terms of Broad Gauge wagons. One Broad Gauge wagon may be considered as equivalent approximately to two metre gauge wagons.

(b) Figures of movement for consumers in North Bihar are not maintained separately. Supplies for North Bihar are routed via Mokameghat and via Mandaudih. The daily average allotment via these junctions (which is roughly equivalent to the actual movement) during the period January to October, 1953, was 15.5 and 20.4 wagons respectively amounting to about 10,800 wagons (Broad Gauge) for the period. These figures include supplies for certain parts of U. P. also and it is not possible to state how much of the allotments went to North Bihar.

(c) Steps are being taken to compile the information.

### नकली मोती उद्योग

४२६. श्री रघुनाथ सिंह : क्या बाणिज्य तथा उद्योग मंत्री यह बताने की कृपा करेंगे :

(क) भारत में नकली मोती उद्योग कब आरम्भ किया गया था तथा इस समय इस व्यवसाय की क्या अवस्था है;

(ख) इस व्यवसाय में कितने कारखाने हैं तथा उन में कितनी पूंजी लगी है;

(ग) इस व्यवसाय में कितने श्रमिक कार्य करते हैं; और

(घ) क्या नकली मोतियों की देश की मांग देश में उत्पादित नकली मोतियों से पूरी हो जाती है ?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) and (b). The manufacture of artificial pearls on a large scale was started in India in 1950. According to the information available with Government, there are at present two concerns manufacturing artificial pearls, one using plastic and the other glass, with an installed capacity of 12,50,000 dozen pearls a month in the case of the former and 6,00,000 dozens in the case of the latter. Another firm is reported to have imported machinery for the manufacture of gilded glass beads and artificial pearls; this firm is expected to have a production capacity of 2,00,000 dozens a month.

Information regarding capital invested is not readily available.

(c) Information is not available.

(d) It is not possible to assess the requirements of artificial pearls for the country as a whole.

#### IMPORT OF BETEL NUTS

**427. Shri Anirudha Sinha:** (a) Will the Minister of Commerce and Industry be pleased to state the total number of applications received from the State of Bihar for grant of licences for importing betel nuts from 1st January, 1953 to 31st October, 1953?

(b) How many applicants were granted licence and for what total quantity?

(c) How many applications were from new entrants?

**The Minister of Commerce (Shri Karmarkar):** (a) to (c). A statement is attached. [See Appendix IV, annexure No. 62.]

#### OIL SEEDS AND OIL (PRODUCTION AND EXPORT)

**428. Shri Dabhi:** Will the Minister of Commerce and Industry be pleased to state:

(a) the quantity of various kinds of edible oil seeds and oils produced in each State in the country during the years 1950-51, 1951-52 and 1952-53;

(b) the quantity of each kind of edible oil and seeds exported from India (which are used for the manufacture of hydrogenated oil in the country) during the years 1950-51, 1951-52 and 1952-53; and

(c) the policy of Government about the export of edible oils and oil seeds from the country?

**The Minister of Commerce (Shri Karmarkar):** (a) and (b). Two statements are attached. [See Appendix IV, annexure No. 63.]

(c) Export of all edible oils and oil seeds, other than mustard and rapeseed oils, is at present banned. Export of mustard and rapeseed oils is licensed freely on shipping bills, until the end of December, 1953.

#### SOAP (PRODUCTION)

**429. Shri Radha Raman:** (a) Will the Minister of Commerce and Industry be pleased to state the annual production of soap in the country?

(b) How many foreign firms are producing or selling as agents, soap in India?

(c) What is their average annual production?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) The annual production of soap in the country by organised units is estimated at 85,000 tons, besides approximately 30,000 tons per annum by the cottage sector of the industry

(b) It is understood that three firms with foreign capital investment are engaged in the production of soap in India. It is possible there are some foreign firms who get their requirements manufactured by Indian owned factories.

(c) About 50,000 tons.

#### INDIAN HANDICRAFTS EMPORIUM IN CANADA

**430. Shrimati Tarkeshwari Sinha:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the Government of India are considering a scheme for

opening an emporium in Canada, to display Indian handicrafts and other manufactures; and

(b) if so, when the proposed scheme is expected to materialise?

**The Minister of Commerce (Shri Karmarkar):** (a) Yes, Sir. There is a scheme to organise a Show-room-cum-whole-sale Trading Depot in Canada, but not an emporium.

(b) By the end of January 1954.

#### SHARK LIVER OIL

**431. Dr. Amin:** Will the Minister of Commerce and Industry be pleased to state what was the total production capacity for Shark Liver Oil in the country during the last five years year-wise?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** A statement giving the information is attached. [See Appendix IV, annexure No. 64.]

#### HANDLOOMS

**432. Shri K. C. Sodhia:** (a) Will the Minister of Commerce and Industry be pleased to state the approximate total number of handlooms working in the country State-wise?

(b) Are all these handlooms in operation throughout the year?

(c) Has the Handloom Board taken any census of these looms?

(d) If not, do Government propose to obtain accurate figures in this connection?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** (a) A statement showing the number of handlooms in the country according to the figures available is attached. [See Appendix IV, annexure No. 65.]

(b) No, Sir. No accurate figures of idle looms are available. According to the Fact Finding Committee appointed in 1942, the number of idle looms in India was 13 per cent. of the total but it is not known to what extent this figure has undergone a change.

(c) and (d). The Textile Enquiry Committee appointed by the Government has undertaken a sample survey of the handlooms in the country, and the All India Handloom Board has also sent out a questionnaire to the State Governments.

#### CENTRAL WATER AND POWER COMMISSION

**433. Shri M. S. Gurupadaswamy:** Will the Minister of Irrigation and Power be pleased to state the category and number of permanent posts of Gazetted and non-gazetted staff in the Central Water and Power Commission?

**The Deputy Minister of Irrigation and Power (Shri Hathi):** Final orders regarding the revised strength of officers and staff of the Commission are expected to issue shortly. A statement giving the required information will be laid on the Table of the House as soon as possible.

#### BANGALORE MACHINE TOOLS FACTORY

**434. Shri M. S. Gurupadaswamy:** Will the Minister of Production be pleased to state whether the report published in the Press that the Bangalore Machine Tools Factory is expected to begin production in July-August next year is correct?

**The Minister of Production (Shri K. C. Reddy):** Yes, initial production is expected to begin at about that time.

#### WOOL

**435. Shri Jethalal Joshi:** Will the Minister of Commerce and Industry be pleased to state:

(a) the yield of wool in the year 1952-53;

(b) the quantity actually required for and consumed by indigenous large scale industries;

(c) the quantity consumed by small scale industries; and

(d) the quantity for which export licences were issued from January to September, 1953?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) The yield is estimated at about 50 million lbs.

(b) Requirements of indigenous wool are 12 million lbs. and actual consumption during 1952-53 was 11.67 million lbs.

(c) 12 million lbs.

(d) 22,306,615 lbs.

#### PENCILS

**436. Shri B. S. Murthy:** Will the Minister of Works, Housing and Supply be pleased to state:

(a) the quantity or value of pencils used in the Central and State Government offices of Indian-make and foreign-make separately; and

(b) if foreign made pencils are used, the reasons thereof?

**The Minister of Works, Housing and Supply (Sardar Swaran Singh):**

(a) A statement giving the information that is readily available is placed on the Table of the House. [See Appendix IV, annexure No. 66.]

(b) Certain varieties of pencils required for special purposes have to be imported as the quality of the indigenous pencils in these lines has not yet reached the requisite standard.

#### PAPER MILLS

**437. Shri Muniswamy:** (a) Will the Minister of Commerce and Industry be pleased to state how many paper mills are there in our country?

(b) Are any of these mills owned by foreigners?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) Nineteen paper mills are in production and two more are under erection.

(b) Government have no precise information.

#### WOOL

**438. Shri Gadilingana Gowd:** (a) Will the Minister of Commerce and

Industry be pleased to state the quantity of wool exported from India in 1952-53?

(b) What was the stock in the country on the 1st November, 1953?

(c) Have Government permitted import of wool yarn from abroad?

(d) If so, what was the quantity imported in 1952-53 and upto 1st November, 1953 in 1953-54?

**The Minister of Commerce (Shri Karmarkar):** (a) The quantity of wool exported from India during 1952-53 amounted to 37,979,189 pounds.

(b) Statistics of wool stocks in the country as a whole are not available. Stocks of raw wool on the 30th September, 1953, with organised mill industry in India were as follows:

Indigenous raw wool 1,548,279 lbs.  
Imported raw wool 514,806 lbs.  
Imported wool tops 950,140 lbs.

(c) Yes.

(d) Imports of woollen yarn during 1952-53 and 1953-54 were as follows:

	Quantity in lbs.	Value in Rs.
1952-53	745,571	6,672,000
1953-54	1,275,949	6,491,000
(April to Oct. 1953)		

N.B.—The figures do not include imports of **knitting wool**.

#### IMPORT OF LIQUOR

**439. Shri Gadilingana Gowd:** Will the Minister of Commerce and Industry be pleased to state:

(a) the number of persons or firms in Madras, Mysore and Hyderabad States who have been permitted to import foreign liquor and the quantity of liquor imported by them in 1952-53 and upto 1st November, 1953 in 1953-54; and

(b) the number of applicants from these States who applied for permission or licences for importing foreign liquor during 1952-53 and 1953-54?

**The Minister of Commerce (Shri Karmarkar):** (a) and (b). A statement is attached. [See Appendix IV, annexure No. 67.]

### सुअर के बाल

४४०. श्री गणपति राम : क्या वाणिज्य तथा उद्योग मंत्री यह बताने की कृपा करेंगे :

(क) भारत में सुअर के बालों की प्रति वर्ष कितनी उत्पत्ति होती है तथा कितने भारत के विभिन्न उद्योगों में खप जाते हैं ;

(ख) १९५०, १९५१, १९५२ और १९५३ में अब तक कितनी मात्रा में सुअर के बाल निर्यात किए गए ; तथा

(ग) विदेशों से सुअर के बाल की बनी कौन कौन सी चीज भारत में आती है ?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** (a) The annual production of bristles in India is estimated to average between 5 and 6 lakh pounds. About 10 to 15 per cent. of the total annual production is consumed by industries in India.

(b) Export figures of pig-hair are not separately recorded in the official

statistics. Approximate annual exports range between 3,000 and 3,500 cwt.

(c) Brushes.

### MATCH INDUSTRY IN TAMILNAD

**441. Shri Veeraswamy:** Will the Minister of Commerce and Industry be pleased to state:

(a) the total number of match boxes produced in match factories in Tamilnad from 1st January, 1953 to 30th November 1953;

(b) the total number of workers engaged in this industry in Tamilnad; and

(c) the amount of excise duty on matches realised during this period?

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):**

(a) The production in the residuary State of Madras was about 13.19 million gross boxes during the period January to October, 1953. The figures for November, 1953 are not yet available.

(b) Precise information is not available.

(c) About Rs. 3 crores from January to October, 1953. The figures for November, 1953, are not yet available.

BOOK 19  
Acc. No. 2523  
Date 2.5.11

**THE  
PARLIAMENTARY DEBATES**  
(Part II—Proceedings other than Questions and Answers)  
**OFFICIAL REPORT**

2161

2162

**HOUSE OF THE PEOPLE**

*Tuesday, 15th December, 1953*

*The House met at Half Past One  
of the Clock*

[MR. SPEAKER in the Chair]

**QUESTIONS AND ANSWERS**

(See Part I)

2-30 P.M.

**MESSAGE FROM THE COUNCIL OF  
STATES**

**Secretary:** Sir, I have to report the following message received from the Secretary of the Council of States:—

"In accordance with the provisions of rule 125 of the Rules of Procedure and Conduct of Business in the Council of States, I am directed to inform the House of the People that the Council of States, at its sitting held on the 10th December, 1953, agreed without any amendment to the Industrial Disputes (Amendment) Bill, 1953, which was passed by the House of the People at its sitting held on the 30th November, 1953."

**LEAVE OF ABSENCE**

**Mr. Speaker:** I have to inform the hon. Members that I have received the following letter from Shri Chandikeshwar Sharan Singh Ju Deo:—

"I am to inform you that due to illness I am unable to attend the

594 PSD.

current Session of the House of the People and so I request the favour of your kindly granting me leave of absence for the whole of the current Session."

Is it the pleasure of the House that permission be granted to Shri Chandikeshwar Sharan Singh Ju Deo for remaining absent from all meetings of the House during the present session.

**Hon. Members:** Yes.

*Leave was granted.*

**PAPER LAID ON THE TABLE**

**SECOND ANNUAL REPORT OF CONSULTATIVE COMMITTEE OF THE COLOMBO PLAN.**

**The Deputy Minister of Finance (Shri M. C. Shah):** I beg to lay on the Table a copy of the Second Annual Report of the Consultative Committee of the Colombo Plan. [Placed in Library. See No. S-209/53.]

**STATEMENT ON ELECTIONS IN  
PEPSU AND TRAVANCORE-  
COCHIN**

**The Minister of Home Affairs and States (Dr. Katju):** May I, Sir, with your permission read a short statement on the PEPsu and Travancore-Cochin elections?

As hon. Members are aware, a Bill to amend the election law in several important respects was introduced in the House during the last session. The Bill has been considered by a Select Committee and its Report was presented to this House a fortnight ago.

[Dr. Katju]

Owing to pressure of other urgent business, it has not yet been possible to take up the Bill for consideration and, as things stand at present, there seems to be very little chance of the Bill being brought on the agenda within the few remaining days of this session. In any event, there is absolutely no chance of the Bill being passed by both Houses of Parliament during this session.

This House is also aware that the general elections to the Legislative Assemblies of the two States are now due. The President's Proclamation in regard to PEPSU will cease to be operative on the 26th March, 1954, and it is necessary that the elections should be held and the new Assembly constituted in that State in good time before that date. So also, in Travancore-Cochin, where the Legislative Assembly was dissolved on the 24th September last, it is necessary that the elections should be held and the new Assembly brought into being within six months from that date, that is, before the 23rd March 1954. In fact, but for the necessity to re-delimit constituencies in that State, general elections could have taken place much earlier. The Delimitation Commission has finished its work in these two States and it is understood that the electoral rolls for the new constituencies are also printed up and ready.

In these circumstances, Government have decided that the general elections in both these States will have to be conducted on the basis of the existing election law. It was hoped that it would be possible to get the Representation of the People (Amendment) Bill passed by both Houses of Parliament in sufficient time to run the general elections on the basis of the amended law; but unfortunately, this hope has not materialised. The elections will accordingly be held on the basis of the existing law and all necessary steps are being taken by the Election Commission and the State authorities, so that the elections in both the States are over by about the first week of March, 1954.

**Shri S. S. More (Sholapur):** May I seek some clarification, Sir? You will remember that when the Report of the Business Advisory Committee was placed before the House, I raised the question of the Select Committee's Report.

**Mr. Speaker:** I think this is not the occasion now for it.

**Shri S. S. More:** I am only asking whether they propose to come up with a comprehensive measure.

**Mr. Speaker:** He may put a question for it separately; otherwise it will lead to many supplementary questions and it is not our practice to allow supplementary questions on statements.

The House will now proceed with the Legislative Business on the agenda.

#### BUSINESS OF THE HOUSE

श्री कजरोल्कर (बम्बई नगर—उत्तर—रक्षित—अनुसूचित जातियाँ): अहं क्ष महोदय, आज की जो लिस्ट आफ बिजिनेस हमारे पास भेजी गई है उससे यह मालूम होता है कि शेड्यूल कास्ट्स और शेड्यूल ट्राइव्स १२ १५२ की रिपोर्ट है । हमारे सामने आज रखी जायेगी । हम सब शेड्यूल कास्ट्स और शेड्यूल ट्राइव्स के मेम्बर्स की प्रार्थना है कि चूंकि हमें अवधि बहुत कम मिली है और अगर कोई ऐमेन्डमन्ट देने की इच्छा रखता हो उस को इस के लिये मौका नहीं मिलता है, इस लिये इस रिपोर्ट पर विचार दो चार दिन के लिये स्थगित कर दिया जाय और तीन चार दिन के बाद इसको कंसिडरेशन में लिया जाय ।

**Mr. Speaker:** Order, order. I don't think the Depressed Classes case, if otherwise unreasonable, is going to be made reasonable by a number of Members standing and supporting the same. I am inclined to think that this matter has come on the agenda just today and it is a bit of a surprise

to Members, though the Report, I think, was circulated long before; and since it was long before, they were under the impression that there was long enough time. My only point is why it should come suddenly. I would like to know whether Government would like to take it up tomorrow or the day after.

डा० काटजू : अगर कल ले लेवें तो भी मुझे कोई एतराज नहीं है। बल्कि अगर आप इस को शनिवार को ले लें तो और ज्यादा अच्छा है।

Hon. Members: No, no.

Mr. Speaker: Order, order. The point is that I want to be definite about the date on which this should be discussed. I will keep it for tomorrow. Hon. Members, who wish to table amendments, may do so today. I am unwilling to take away Saturday as far as possible.

श्री पी० एन० राजभोज (शोलापुर—रक्षित—प्रनुसूचित जातियाँ) : अध्यक्ष महोदय, पंडित नेहरू जी ने कहा था कि इस के लिये पूरा एक दिन मिलेगा। इस लिये मैं यह कहना चाहता हूँ कि उस दिन बवैशचन अगर नहीं होना चाहिए क्योंकि यह बड़ा इम्पार्टेंट बवैशचन है।

Mr. Speaker: One day always presupposes the question hour deducted; that is the practice. That is not the reason for having it on Saturday. If there is pressure of business, then we may consider as to whether a Saturday has to be taken away.

Shrimati Renu Chakravartty (Basirhat): On a point of information, Sir. If we do not take up the Report of the Commissioner for Scheduled Castes and Scheduled Tribes, just now, we shall be going to the Forward Contracts (Regulation) Amendment Bill and other Bills. Naturally, amendments, which have to be moved, have not yet been given notice of. Therefore, I would request that the next

motion should come rather than the Legislative Business.

Mr. Speaker: I am afraid the hon. Member will have sufficient time to give notice of amendments. The order of business now today is—

Bills for introduction; there are four.

Thereafter, there will be further consideration of the Bill further to amend the Indian Tariff Act.

Then will come the Forward Contracts Bill.

Then the Minimum Wages (Amendment) Bill. Perhaps she is anxious to have some amendments to that Bill. There is enough time; and we shall consider the question of waiving notices if possible. I think it is better if hon. Members give notices just within half an hour or an hour, so that Government also may have some time to consider them.

Shri M. S. Gurupadaswamy (Mysore): We have no sufficient time for the Forward Contracts Bill. Notice was given only today and the next Bill is the Forward Contracts Bill.

Mr. Speaker: Well, I do not think in this particular case the objection could be considered to be valid. The Bill, as received from the Council of States, was circulated to the Members, and intimation thereof was given in the bulletin. That is sufficient time. Now, we shall proceed to the Bills to be introduced.

#### DELIVERY OF BOOKS (PUBLIC LIBRARIES) BILL

مسٹر آف ایجوکیشن ایلڈ

نہچرل ریسورسز ایلڈ سائنٹیفک ریسرچ

(وفا آزاد) : جلاب میں یہ تصدیق

کرتا ہوں کہ جو بل اس غرض سے تیار

کیا گیا ہے کہ نیشنل لائبریری اور

دوسرے کتب خانوں کو تمام چھپی

ہوئی کتابوں بھیجی جائیں - اس کو

پیش کرنے کی اجازت دی جائے -



[The Minister of Education and Natural Resources and Scientific Research (Maulana Azad): I beg to move for leave to introduce a Bill to provide for delivery of books to the National Library and other public libraries.]

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to provide for delivery of books to the National Library and other public libraries."

The motion was adopted.

مولانا آزاد : میں پیش کرتا ہوں -

[Maulana Azad: I introduce the Bill.]

#### SALT CESS BILL

The Minister of Production (Shri K. C. Reddy): I beg to move for leave to introduce a Bill to provide for the levy and collection of a cess on salt for the purpose of raising funds to meet the expenses incurred on the salt organization maintained by Government and on the measures taken by Government in connection with the manufacture, supply and distribution of salt.

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to provide for the levy and collection of a cess on salt for the purpose of raising funds to meet the expenses incurred on the salt organization maintained by Government and on the measures taken by Government in connection with the manufacture, supply and distribution of salt."

The motion was adopted.

Shri K. C. Reddy: I introduce\* the Bill.

#### PRESS (OBJECTIONABLE MATTER) AMENDMENT BILL

The Minister of Home Affairs and States (Dr. Katju): I beg to move for leave to introduce a Bill to amend the Press (Objectionable Matter) Act, 1951.

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to amend the Press (Objectionable Matter) Act, 1951."

The motion was adopted.

Dr. Katju: I introduce the Bill.

#### GOVERNMENT OF PART C STATES (AMENDMENT) BILL

The Minister of Home Affairs and States (Dr. Katju): I beg to move for leave to introduce a Bill to amend the Government of Part C States Act, 1951.

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to amend the Government of Part C States Act, 1951."

The motion was adopted.

Dr. Katju: I introduce\* the Bill.

#### INDIAN TARIFF (THIRD AMENDMENT) BILL

Mr. Speaker: The House will now proceed with the further consideration of the following motion moved by Shri Karmarkar on the 14th instant:

"That the Bill further to amend the Indian Tariff Act, 1934, be taken into consideration."

The Minister of Commerce (Shri Karmarkar): Mr. Speaker, Sir, I carefully followed the debate as it emerged yesterday and I propose to refer to the broad points that have arisen.

\*Introduced with the recommendation of the President.

[SHRIMATI RENU CHAKRAVARTY  
in the Chair]

Firstly, I would like to say a word about the growing competition between silk and art, silk to which my friends, Mr. M. S. Gurupadaswamy and Dr. Das referred. The point was that when the silk industry is suffering, why should we promote the art silk industry and why should it be protected. Ultimately, in such matters, there is the consumer that we have to consider. In giving protection to the art. silk industry, we have by no means relaxed our measures in respect of the promotion of the silk industry. My hon. friend Mr. Gurupadaswamy is perhaps not aware that this year's grants for the promotion of the silk industry by far exceed the earlier grants which we could afford. I am speaking off-hand from memory, but the grants that we have proposed this year comes to round about Rs. 12 lakhs for the development of the silk industry, and one of the schemes that we have supported is the one from the Government of Mysore for the establishment of a research institute for silk. So, in respect of that, I shall not seek the attention of the House for longer than is necessary except to mention that whereas the art. silk industry is justified by the demand of the consumer who is ultimately our master, we have thought it proper to support the art. silk industry. The factories that are in production are dependent upon raw materials imported from abroad. We would also like to encourage the production of the raw material in respect of the art. silk industry.

Next, something was said about bicycles. I am afraid I could not speak with very great patience on this point, because the bicycle industry has been one of the industries that has fully justified—others also have justified—but the bicycle industry is one of the foremost that have fully justified all the support that we have given. A statement was made that the production has not justified the support given to it. If only hon. Members were to glance through the figures

that have been circulated to them—at page 25 of this pamphlet containing the broad review of the industries which are sought to be protected,—they would find that production has been rising substantially. I shall take only recent years. In 1950, the total production of completed bicycles was in the neighbourhood of 103,000. In 1951, this increased to 114,000 and odd. In 1952, it increased to 196,000 and in 1953—only for six months from January to June—production has been 104,353. There has been a slow, but definite, substantial growth in the production of bicycles and we are hoping that at the present pace, we shall be wholly self-sufficient in the production of bicycles so far as our internal requirements are concerned within a period of about two years. In respect of supply of raw materials or any other requirement of the industry, we have all along been readily giving them all the aid that was possible, and I am happy to say that the bicycles industry has fully justified the support that has been given to it.

A reference was made about a fear of some concern being closed down. If in the midst of this protection given to the bicycle industry, any concern is on the point of being closed down, the fault lies probably somewhere in the particular unit itself, rather than in the Government policy of protection to the bicycle industry.

I am afraid my friend, Mr. V. P. Nayar rather misunderstood the observations that I made a little earlier on the Tariff (Second Amendment) Bill. He understood me to say, though wrongly, that there was absolutely no preference granted under the Indo-U.K. agreement. What I said was that when we consider the U.K.-India agreement, we have to consider the balance of advantage and the balance of disadvantage. We have given them some concessions. They have in return given us some concessions. One of the concessions that we have obtained in return, for instance, is the free entry of certain goods. As I mentioned earlier in the debate, some items that go from India are absolutely free

[Shri Karmarkar]

entry goods,—no duty whatever. That has not only helped us to have a good export to the U.K. market but also to some of the other Commonwealth countries as well. We have derived advantage. It is not for me, at the present moment, to go into the detailed assessment, but as I said earlier, we shall continue that agreement so long as we consider, on careful examination, that the agreement is in the best interests of the country.

Then, Madam, something was said about carpentry and masonry, and that was in respect of the appointment of the Members of the Tariff Commission. I will not go into the details, but I should like to say that, with all respect to the observations made, the Tariff Commission has been manned by first-class, able people, and if they have not been able to finish a number of cases they thought they might finish, it is not because that the personnel has been inadequate in competence, but because it is possible that they need a little more reinforcement by adding on of certain personnel either to the Commission itself or to its staff. We are carefully considering that matter.

Then, something was said about sago. Ultimately we have to strike a balance in this also. Now, we do want that tapioca plants should be grown in larger numbers, because the sago industry has to draw upon our indigenous resources; in fact, I should think that in so far as this protection is likely to encourage the promotion and growth of tapioca to a larger extent, it should be beneficial to the agriculturist himself.

One word about foreign capital which is bound to arise in this debate whenever an opportunity arises. What I said was, the policy has been there already. I am rather surprised how my esteemed friend, Mr. Basu, could misunderstand the situation, because the position taken by the Government and the action that has been taken consequent on that position are quite clear. The method of foreign participation, whether in the sector of capi-

tal, or technical personnel is quite clear. We have seen to it that foreign capital in no case dominates the national interest. We allow foreign concerns to come only on such conditions as are ultimately advantageous to the interests of the country. My hon. friend knows that normally, apart from one exception in the case of the oil refineries, we always insist upon a majority capital and majority percentage of management being in our hands.

**Mr. Chairman:** There is so much talk in the House that I can hardly even hear the hon. Minister. Will those hon. Members who would like to speak go outside and speak?

**Shri Karmarkar:** Not me, Madam!

It was a welcome suggestion to me also, because I was almost on my last point. Our policy in the matter of foreign capital and foreign technical assistance is absolutely clear. I was rather surprised to hear my esteemed friend Mr. Basu advert to this point as if he spoke in ignorance of the present situation. He has every right to be impatient about any small amount of foreign capital coming in, of foreign personnel being recruited; but we are sustained in our position by the fact that such foreign participation has resulted in advantages to the country.

**Shri K. C. Sodhia (Sagar):** What about the sericulture industry? The protection afforded to it is about to expire on the 31st of December of this year. Is there any provision in this Bill for giving any protection to the sericulture industry?

**Shri Karmarkar:** I am afraid that perhaps due to noise in the House my hon. friend was not able to listen to me. We have continued protection to the sericulture industry. Sericulture is one of the industries which has been under our consideration all the while and as I said a short while ago our grant for the development of sericulture industry has been more than doubled, in any case, as compared with the previous year's. The industry will continue to be protected so long as it deserves protection.

**Shri K. C. Sodhia:** Has it been included in this Bill?

**Shri Karmarkar:** Not in this Bill.

**Mr. Chairman:** The question is:

"That the Bill further to amend the Indian Tariff Act, 1934, be taken into consideration."

The motion was adopted.

**Clause 2.—(Amendment of the First Schedule, Act XXXII of 1934)**

**Dr. M. M. Das (Burdwan—Reserved—Sch. Castes):** I beg to move:

In page 2, lines 3 and 4, after "Titanium Dioxide" add:—

"or any other Titanium Compound used in the manufacture of paints".

Madam, for giving protection to the titanium dioxide industry of this country provision has been made in this Bill to impose a protective duty upon foreign titanium dioxide that will be imported into this country. But titanium dioxide manufacture in this country does not suffer only from foreign titanium dioxide that is imported into this country, but also from another titanium compound which is sold in the market under the commercial name of 'Lithopone'. The hon. Minister of Commerce yesterday in his introductory speech also referred to this matter and said that the indigenous titanium dioxide has its main competitor in the foreign product 'Lithopone'. This lithopone, Madam, is a patent of one of the British firms—I am speaking subject to correction,—the Imperial Chemical Industries of England, and unfortunately this firm has been appointed as the Managing Agents of our Titanium Products, Ltd., of Travancore. If my amendment is not accepted, Madam, and this Bill is passed as it is, then this lithopone will constitute the main danger to our titanium dioxide. The question of the use of titanium dioxide produced in our country is intimately linked up with the use of Lithopone which is imported from foreign countries. Lithopone, Madam, is not an absolutely

essential raw material for the manufacture of paints, as it is represented to be. In fact, though Lithopone has a whiter finish, there are other indigenous products which are manufactured in this country, such as zinc oxide, and titanium dioxide which are superior to Lithopone in colour and quality. In fact, the use of Lithopone by the paint manufacturers of our country is more a luxury than a necessity. But today, Madam, when outer appearance has become the main criterion of inner value, the paints that are produced with Lithopone as the base hold the market. Madam, my submission to you and to this House is that if we take into our market two varieties of paints, one with Lithopone as its base and the other with titanium dioxide as its base, more or less of the same value, people will be attracted more by the brighter finish of the Lithopone base and our titanium dioxide will be pushed into a corner. Therefore, in order to create a market for the titanium dioxide that will be manufactured in our country it is absolutely necessary that the import of Lithopone into this country should be controlled, that is a protective duty should be imposed upon it.

Now, Lithopone contains titanium dioxide. If my amendment is accepted, Madam, the Lithopone which contains titanium dioxide as one of its ingredients, will come under this protective measure and its import will be subjected to a protective duty.

My hon. friend piloting the Bill may put forward a plea that it is beyond the capacity of this Government to impose any protective duty upon Lithopone, because Lithopone is included in the items of GATT, General Agreement on Tariffs and Trade. I do not know, Madam, whether our Government because of its membership of GATT has got the authority to impose any protective duty upon Lithopone which is included in its items. But if our membership of the GATT deprives us of the authority of imposing a protective duty on Lithopone, which is essential for the very existence of our new industry, then I do

[Dr. M. M. Das]

not see what benefit we are going to derive out of our membership of the GATT. Formerly, we thought that our membership of the GATT would help us in our competition with Japan. But now Japan has been included as an associate member of the GATT and no assistance in our competition with Japan will be forthcoming from GATT.

My hon. friend the Minister of Commerce went abroad—only the other day went abroad—to attend the meetings of the GATT. I request him to explain to this House these matters in detail.

3 P.M.

Madam, if it is found that the membership of India in GATT deprives us of the authority to impose a protective duty upon lithopone which is essentially necessary for saving this titanium dioxide industry of this country, then this House will have to consider seriously the question whether this country should continue its membership of the GATT or not. I ask my hon. friend who is piloting this Bill whether there is any truth in the criticism that the trade and industry of this country is being sandwiched between the GATT on the one hand and the Imperial Preference on the other.

**Mr. Chairman:** Amendment moved:

In page 2, lines 3 and 4, after "Titanium Dioxide" add:

"or any other Titanium Compound used in the manufacture of paints".

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** Madam, I am afraid my hon. friend in his anxiety to extend the scope of this protection has missed the relevant portions of the Tariff Commission's report. Paragraph 20(a) of the Report says:

"On the basis of the abovementioned calculations the quantum of duty required to protect indigenous titanium dioxide against the pigment imported from U. K. at levels assumed by us works out to about 38 per cent. as

against the existing preferential revenue duty of 25.2 per cent. But a protective duty by itself will not solve the problems of this industry, and increasing the price of the imported pigment by a protective duty with a view to sustaining the high price of the indigenous pigment is not the solution."

Therefore the suggestion made by my hon. friend cannot be accepted. Because, it is not the intention really to raise the price of the raw material required by the paint industry. We do propose to achieve our object by reduction in the cost of this titanium dioxide. In any event on a price basis titanium dioxide could never compete with lithopone. It is not also true that lithopone is a luxury product. For that matter paint itself is a luxury; some might feel that we don't need paint at all. But paint is required and lithopone is a necessary ingredient in paint manufacture. We know already that one of the ways by which we can make local paint manufacturers consume titanium dioxide is by regulating the import of lithopone. And that is being done today. But I do not want any extension of this protection without an adequate examination. As I have quoted the report of the Tariff Commission, they recognise that at the present cost basis even this protection is not adequate. But we do hope that before long the plant will become more economic and will be able to sell their products at the price that the Tariff Commission envisages.

Nonetheless we do recognise that it will never be a complete substitute for lithopone. And so long as lithopone competes with titanium dioxide we have got to adopt some other method by which we can face that competition, either by manufacturing rutile pigments or by diluting titanium dioxide with balanc-fixe so that the price might go down. There are other methods of dealing with this particular competition. I am therefore afraid that Government is not

able to accept the amendment moved by my hon. friend.

**Dr. M. M. Das:** Madam, in view of the explanation given by the hon. Minister I would like to withdraw my amendment.

*The amendment was, by leave, withdrawn.*

**Mr. Chairman:** The question is:

"That clause 2 stand part of the Bill."

*The motion was adopted.*

*Clause 2 was added to the Bill.*

*Clause 1 was added to the Bill.*

*The Title and the Enacting Formula were added to the Bill.*

**Shri Karmarkar:** I beg to move:

"That the Bill be passed."

**Mr. Chairman:** The question is:

"That the Bill be passed."

*The motion was adopted.*

#### FORWARD CONTRACTS (REGULATION) AMENDMENT BILL

**The Minister of Commerce (Shri Karmarkar):** I beg to move:

"That the Bill to amend the Forward Contracts (Regulation) Act, 1952, as passed by the Council of States, be taken into consideration."

Madam, as the hon. Members of this House are aware, the Forward Contracts (Regulation) Act was placed on the statute book with effect from 26th December, 1952. It provided for the regulation of such matters relating to forward contracts, the prohibition of options in goods and for measures connected therewith. On receiving the President's assent on the 26th December 1952, only one Chapter of the Act was brought into force on that date. On the 24th August, 1953 the whole Act has been brought into force in the whole of India excepting the State of Jammu and Kashmir.

The question of express repeal the State Acts was left over deliberately for future consideration in order to prevent any vacuum being created in the respective States with regard to the regulation of forward contracts. The State Act continues to be in force by virtue of article 372 of the Constitution and the Adaptation of Laws Orders, 1950, until altered or repealed or amended by a competent legislative authority. It was considered not correct to rely on article 254 of the Constitution for the Central Act to over-ride the State Act when the former is applied in due course to a particular State concerned. This is because clause (1) of that article relates to a law made by the Legislature of the State, and the State Act may be a law made by the Legislature of the State but a law made by the Provincial Legislature before the Constitution. A repeal section has therefore been found to be necessary.

Madam, the repealing clause in the amending Bill provides that on application of this Act to any goods or class of goods in any State, the corresponding law previously enforced in that State would cease to apply to such goods or class of goods. It is, however, possible that action taken under the previous law, for example in recognising certain Associations, may have to be saved pending further consideration. Therefore the saving clause, and more particularly the proviso, is designed to cover such cases. Thus this will have the effect of repealing the corresponding law in the State with the necessary saving. This will also prevent any vacuum being created in any State in respect of any commodity.

Opportunity has also been taken to amend section 3(2) of the Act so that the Chairman of the Forward Markets Commission may hereafter be a whole-time or part-time officer as may be best suited in the circumstances. (c) occasions may also arise when the Chairman may have to undertake or be associated with any enquiry into matters which are not connected with forward contracts or other matters dealt with



[Shri Karmarkar]:

In the Act. If the Chairman is a whole-time member, as is obvious, this may not be possible. Hence this amendment.

The Bill obviously is of a non-controversial nature; Madam, and we are hoping on this side that the House will accept it without much discussion.

Mr. Chairman: Motion moved:

"That the Bill to amend the Forward Contracts (Regulation) Act, 1952, as passed by the Council of States, be taken into consideration."

Shri Tulsidas (Mehsana West): Madam, I am very glad that the hon. the Commerce Minister has brought forward this Bill. There has been a lacuna in the Act, namely, that when the Act was passed there were certain laws in the States which had to be repealed. I see that by this Bill, though the Acts in the States have been repealed, provision has been made that certain actions taken by the different States will have to be continued even though this Act supersedes the State Acts. I also find that instead of having the Chairman as a whole-time person Government now takes the power by which the Chairman as well as the members of the Commission will be either whole-time or part-time members. This is a fairly simple measure. The only point that I would ask the Commerce Minister to explain is this. When this Act was passed in December 1952, it was felt that there was great urgency and necessity for it to come into force immediately. I would like to know what action has been taken under this Act. It is now well nigh a year. Even though forward markets are functioning in many parts of the country, practically the impression is that the Act has not come into force.

As I mentioned during the debate when the original Act was being discussed, this is an important measure for the commodities in which forward

markets are functioning. I also mentioned then that *teja mandi* operations should have come within the purview of this Act. According to the Act, *teja mandi* operations or options are to be banned. I am sure the Commerce Minister knows that options are still continuing and no action has been taken so far.

We generally find that Government wants as many wide powers as possible from Parliament, but here is one example where no positive action has been taken so far, although the Act has been in operation since about a year. This Act is really not in operation in the spirit in which it was passed. When more and more forward markets are functioning in this country, it is but proper that the Government should take the positive side of it and utilise these powers more positively in order to create healthy conditions in the sphere for which this Act was passed. Unless these powers are utilised in a more positive sense, they become instruments for abuse sometimes and at others for harassment. I feel very strongly about this, and I would like to know from the Commerce Minister what action Government has taken.

I know, Madam, that the Forward Markets Commission has been appointed and the Chairman is a person who is fully alive to the situation. He has been looking into the matter. But he will not now be a whole-time officer and will also be looking after other matters. I feel that the Chairman has very important functions and he should be a whole-time officer. I am sure the Commerce Minister realises that, and will keep him fully employed on this particular work. This is an intricate matter and very complicated work has to be done. It is very difficult for a layman to understand the intricacies of forward markets. Therefore, the person who is in charge of regulating and controlling forward markets should be in a position to look after it

from day to day and see that the forward markets function in a healthy condition.

The State legislations are there and some States have recognised certain associations. But the Act that we have passed is a very comprehensive one and the administration is now in the hands of the Central Government. It is absolutely essential therefore that it should properly administer the Act and see that the proper atmosphere is created in the forward markets.

The prices, as you know, fluctuate very much—whether it be in the upward direction or in the downward direction. If the markets are properly controlled and regulated, these extraordinary fluctuations would not take place. I would again request the Commerce Minister to see that at least the Chairman remains a whole-time officer.

In regard to superseding the State Acts, this is an intricate matter and the course he has adopted is the right one. Whatever actions the State Governments have taken are not to be immediately done away with, but they should be continued unless and until the Commission feels that a change is necessary. Whatever changes the Commission may recommend may have to be looked into and those changes should be made. This is also a very useful thing and I am glad that these powers have been taken.

With these words, I support this Bill.

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** Madam, it is not often that I suffer from a sense of false modesty. In this case, I am afraid, my hon. friend who spoke just before me holds me at a disadvantage. I must confess that when I spoke in this House at the time when the Forward Contracts Bill was being considered, I was not quite alive to the difficulties that would ensue when the Bill became law. I must admit that, having given this subject almost undivided attention, for a period of about 11 months, I am still not quite

sure that the ground under my feet, in so far as this particular measure is concerned, is quite firm, and that is where, Madam, I am quite free to confess that the hon. Member who is able to detect by his sense of smelling the problems over the entire domain of forward markets has put me at a disadvantage.

Government have been exercising their mind over this matter. The problem is so huge. So many areas want that the forward market in a particular commodity in their area should be recognised. We find that if we admit all these claims, we shall have to create an administrative machinery for which we were not in a financial sense ready at the time when we embarked on this rather doubtful venture. Nonetheless, I am happy to say that I am beginning to see glimmerings of light; and I do hope that early next year, we shall be issuing notifications under section 15 of the Act, at any rate in respect of areas in which or rather in the forward markets in the operation of which my hon. friend the previous speaker is vitally interested. That, Madam, is my apology for not implementing this Act earlier. The moment I issue a notification under section 15 of the Act, the obligations on me become rather big. I have not merely to control the markets which are recognised, but also to prevent evasion of those control regulations. The hon. Member who spoke just before me, did make a point about the banning of options. I recognise that we have considered and we still consider that options are bad. They could only be banned in relation to the powers that we have, to see that these bans are observed. These powers will be generated only by our notifying particular areas and creating an administrative mechanism to watch the operation of the forward markets in those areas.

The hon. Member made a point about the Chairman not being a full-time man. I can give him this amount of satisfaction. It is not my intention to make the Chairman of the Forward Markets Commission, or for that mat-



[Shri T. T. Krishnamachari]

ter, any person that I may appoint in future as a member as part of the Government mechanism to do other odd jobs. But, I do find a difficulty in this matter. We have a Commission that is enquiring into the jute industry. A vital part of the work of that Commission will be to enquire into the fatka market that operated in the jute trade, and which is now operating in a different way now. My legal advisers are doubtful whether I can ask the Chairman of the Forward Markets Commission to be a Member of that Commission. My intention in regard to the use that I may put the Chairman or other Members is merely to ask them to help me, to assist me in regard to a survey or study of the commodities in which they would be interested or they would be dealing with. It is not my intention to ask the Chairman of the Forward Markets Commission to advise me about bicycles or machinery manufacture. There, I shall go to the Tariff Commission. In regard to the commodities in which they would have made a study, where they would have probably a research organisation, I thought I should be in a position to ask for their advice or ask that they may conduct enquiries if need be. In order to get over the legal difficulty which an outright provision such as the one that now exists in the Act, namely that the Chairman shall be a full-time man creates, we have brought forward this amendment. I would like to tell this House that it is the intention of the Government to appoint three full time officers as Members of this Commission as early as possible. Our difficulty is really to find out men who have no affiliation with trade, but who are sufficiently catholic and knowledgeable that they could handle this rather difficult business of forward markets. We have to deal with people in this matter quite as expert if not more expert than the hon. Member who spoke just before me, whose actions will have to be watched and the results of their actions judged. It is very difficult for us to find the personnel that could fulfil that rather onerous function. As

we detect or discover suitable personnel, it is the intention of the Government to appoint three full-time Members for the Forward Markets Commission. I now see, Madam, the work that would devolve on this Commission which would be colossal and I shudder to think of the limits to which this work will grow. I do not know, whether, having in view the work that they would have to undertake, there will be people forthcoming to act as Members of the Commission. The present Chairman frankly confessed to me that when he accepted the office, he had not an iota of idea of how big and difficult the task was. He is going round the country trying to find his feet. There are difficulties. I am free to confess them and also confess my lack of knowledge in this particular matter as compared with a giant like the hon. Member who spoke just before me. I can assure the House that this particular provision will be used with the utmost discretion and care possible. We shall not use the Chairman or Members of this Commission for any other purpose which is not germane to the work that they would be doing as Members and Chairman of this Commission.

**Mr. Chairman:** The question is:

"That the Bill to amend the Forward Contracts (Regulation) Act, 1952, as passed by the Council of States, be taken into consideration."

*The motion was adopted.*

**Mr. Chairman:** We take up clause by clause. Clause 2. There are no amendments.

**Shri T. T. Krishnamachari:** Clauses 2 and 3, Madam.

**Mr. Chairman:** The question is:

"That clauses 2 and 3 stand part of the Bill."

*The motion was adopted.*

*Clauses 2 and 3 were added to the Bill.*

*Clause 1 was added to the Bill.*

*The Title and the Enacting Formula were added to the Bill.*

**Shri Karmarkar:** I beg to move:

"That the Bill be passed."

**Mr. Chairman:** Motion moved:

"That the Bill be passed."

**Shri Radhelal Vyas (Ujjain):** Madam, I am sorry that I was not here when the motion for consideration was moved. I have only to submit this. The Forward Contracts Bill was passed long ago. Though the Forward Market Commission had been appointed rather very late, I am rather surprised that no action has been taken so far to give permission to all the Associations which had been carrying on forward market business in some of the commodities. Now, this amendment has been brought forward. I would strongly urge upon the hon. Minister even at this Third Reading stage of the Bill that he should at least expedite the work of the Forward Markets Commission and expedite the disposal of the applications which have been so far pending. I would specially bring to the notice of the hon. Members that before the passing of the Forward Contracts Bill here, forward contracts in cotton used to be carried only in three places in India: in Bombay, in Karachi and at Ujjain in Central India. By introducing controls on the different commodities, the forward contract in cotton was suspended though it had been carried on in Ujjain for a number of years. An officer who was sent by the Central Government to enquire into the matter, had thoroughly gone into the matter and I am sure his report must be with the Minister here. He must have pointed out that there was a regular law governing forward contracts in Gwalior which was carried on in Ujjain in Central India, in one place only.

I had correspondence with the hon. Minister and he was under the impression that there was no law gov-

erning forward contracts in Madhya Bharat, but I would submit that there was a law, just as there was one in Bombay. Now, what happened after the passage of the Bill? A special favour has been shown to one State, that is the State of Bombay, and there, though permission has not been given under the Forward Contract Act, under the Control of Commodities Act exemption has been given. A special favour has been shown to the traders of Bombay and they have been permitted to carry on forward contracts in cotton in Bombay only. I fail to understand why the people of Madhya Bharat or the business community of Madhya Bharat who used to carry on similar trade in Ujjain should be deprived of that. Perhaps, the only fault of theirs is that they are from a small Part "B" State, and perhaps they have not got so strong a voice as the people of Bombay have got. They may be very rich, but I would strongly submit that before the Government there should be no such differentiation, and no special favour should be shown to a particular State or a particular community. I would strongly submit to him that he should again examine this matter and see that permission is granted to these people who used to carry on trade in forward contracts.

That is the only submission I had to make.

**Shri T. T. Krishnamachari:** I have more or less mentioned the position in regard to recognition of forward markets. The complaint that the hon. Member made in regard to differential treatment with respect to Bombay is not correct, because, long before this Act was passed, the ban on forward trading under the auspices of the East India Cotton Association was lifted and, well, once the Act was passed, it was not possible for us to permit any forward trading except by a Notification under Section 15 of the Act. As I have said before, we are conscious of our own lack of diligence in this matter, but the difficulties that we have to face are in-

[Shri T. T. Krishnamachari]

superable which, in due course, perhaps, can be surmounted—I won't give an assurance. The hon. Member's State might have a cotton market,—Ujjain—but he must keep all the mills in the area working. Otherwise they may have a market, but not the market to sell their cotton.

**Shri Radhelal Vyas:** There is a market for cotton, whether the mills work or close.

**Mr. Chairman:** The question is:

"That the Bill be passed."

*The motion was adopted.*

#### MINIMUM WAGES (AMENDMENT) BILL

**The Minister of Labour (Shri V. V. Giri):** I beg to move:

"That the Bill further to amend the Minimum Wages Act, 1948, be taken into consideration."

In moving this Bill, I may be permitted to explain the reasons why Government found it necessary to bring forward this Bill.

The Minimum Wages Act, as enacted in 1948, was originally applicable only to the present Part "A" States, then called Provinces, and a few of the present Part "C" States which were formerly Centrally Administered Areas. With the integration of Part "B" and Part "C" States the Act was extended to them also, but it became applicable to some of the States only in 1950 and to others still later in 1951. In view of the belated application of the Act to these States, its implementation could not be completed during the periods originally fixed in the Act, viz., 15th March, 1950 for employments mentioned in Schedule I, and the 15th March, 1951 for employments mentioned in Schedule II. In order to suit the requirements of the newly integrated States, the time-limit prescribed for fixation of minimum wages had to be extended by Amendment of the Act twice. The time-limit set

by the last Amendment expired on the 31st March, 1952, but reports received from the States show that the fixation of minimum wages has not been completed in all the States in respect of all scheduled employments, and in respect of all categories of workers in the employments. No doubt, the bulk of the work was completed before 31st March, 1952, but so long as even a small portion of work remains incomplete, it is necessary to extend the time-limit. For this purpose, the Amending Bill fixed the 31st December, 1953 as the target date. I am afraid that, as there has been delay in the passing of this Bill, it is necessary for me to suggest an Amendment changing the date to 31st December, 1954, so that all Governments may have about one year's time to take stock of the position and to complete all the processes of fixing the minimum wages. We propose to inform all States that the remaining work must be completed by that date. Though the date fixed for fixation of minimum wages expired on 31st March, 1952, a number of State Governments have issued orders fixing minimum rates of wages even after that date. As those orders are for the present invalid, it is proposed to validate them, for, in accordance with legal convention, it is necessary to lay down that failure to comply with them between the 1st April, 1952 and the date of the passing of this Act will not be subjected to any punishments or penalties.

We are taking advantage of this opportunity to make good certain omissions and to clarify certain doubtful points. For instance, though Section 3 of the Act says that the appropriate Government shall not be required to fix minimum rates of wages in respect of any scheduled employment in which there are, in the whole State, less than one thousand employees, there is no provision requiring the appropriate Government to fix minimum wages after the number of employees goes above one thousand. It is not satisfactory that a

growing employment should be left unprotected and it is now proposed to make it obligatory on Government to fix minimum wages within one year of finding that the number has exceeded one thousand.

Similarly, when under Section 27 of the Act new employments are added to either part of the Schedule, the Bill seeks to provide for the fixation of minimum wages in those employments within one year of such addition.

The difficulties of fixation of minimum wages in agriculture have been formidable, and have been experienced by practically every State Government. Perhaps, the fixation of minimum wages in agriculture will, therefore, have to be gradual. Most State Governments are starting with fixation of minimum wages in those parts where abnormally low wages prevail and hope gradually to extend to the entire area covered by the Act. It is necessary in the early stages of implementation of the Act to restrict fixation of minimum wages in agriculture to specified localities, or specified classes of employment in such localities. A provision in the Bill makes such selective fixation possible, and clarifies the existing provisions on the subject.

Clause 5 of the Bill gives the appropriate Government a new discretion. When the Minimum Wages Act was enacted, the intention obviously was to protect sweated categories of labour which had been denied the minimum means required for maintenance of life in a reasonable condition. It was the intention of the Legislature to protect highly paid workers, but as the Act stands at present, it is applicable to all categories of employees in the establishments mentioned in the Schedule, and would cover even highly paid officials. To take one instance, municipal corporations and port trusts are covered by the expression 'local authority', and strictly speaking, it is necessary, as the Act stands at present, for appropriate Governments to fix minimum rates of wages for en-

gineers, sanitary officers and administrators etc. of the important local bodies. The Act is not intended to apply to them, nor is it capable of being so applied properly. Clause 5, as contained in the Bill, therefore, gives the appropriate Government discretion to direct that minimum wages need not be fixed for any definite class of employees in a scheduled establishment, drawing more than Rs. 75 per month or Rs. 3 per day. However, there have since been protests from workers' organisations against the fixation of what they consider a low wage limit. They have pointed out that if an appropriate Government decide to exclude categories earning Rs. 75 or more per month or more than Rs. 3 per day, a large number of workers would be excluded, especially in establishments like the Bombay Port Trust and so on. Government also feel that the same wage limit would not equally be applicable to all employments mentioned in the Schedule. Consequently, I shall be craving the indulgence of the House for making an amendment to clause 5 of the Bill, which will have the effect of removing the wage limit of Rs. 75 a month or Rs. 3 a day mentioned in it. At the same time, as the House will appreciate, it is not the business of minimum wage legislation to fix salaries of high paid officials. For this reason, it will be necessary to leave discretion in the hands of the appropriate Government to decide that minimum wages need not be fixed for highly paid categories of employees. To that extent, the amendment will seek to leave discretion in the hands of the appropriate Government, and this was the proposal made by the trade unions in Bombay and elsewhere, where they felt that they were affected.

I shall not take up too much of the time of the House with an elaborate statement. I know that this House has at times expressed a feeling of impatience at the slow pace of implementation of the Minimum Wages Act, and has wondered whether

[Shri V. V. Giri]

something could not be done to expedite its progress. I am one with the House in that impatience and anxiety, and have constantly been goading the State Governments to fulfil their responsibilities as rapidly and as completely as possible. But let me assure the House that the State Governments have co-operated with the Central Government in this matter, and that if progress has not entirely been to our satisfaction, it is because of the many serious difficulties in the way of implementation of the Act. However, all Governments are striving hard to complete the work, and I hope they will succeed in doing so, before the expiry of the time-limit set in the Bill.

**Mr. Chairman:** Motion moved:

"That the Bill further to amend the Minimum Wages Act, 1948, be taken into consideration."

**Shri M. S. Gurupadaswamy (Mysore):** Madam Chairman, the hon. Minister made certain remarks regarding this Bill, which are to my mind, not satisfactory. To begin with, he said that the State Governments never fulfilled their responsibilities, and that the orders passed by the State Governments were rather late, with the result that he had to come before this House to validate those wrong orders made by the State Governments. Thus, he criticised the attitude of the State Governments, to begin with, but in the end, he said that the State Governments are all co-operating very well.

**Shri V. V. Giri:** Both the positions are correct.

**Shri M. S. Gurupadaswamy:** The hon. Minister says that both these things are correct. On the one hand, there is co-operation, and on the other, there is non-co-operation; we cannot understand how that is possible. He also said that it is not possible to widen the scope of the Bill so as to cover all types of employments, and particularly agricultural labour. It is on this point that I want to make some observations.

In this country, the percentage of agricultural labour is far more than that of industrial labour. Nearly 75 per cent. of the labour population is employed on the lands, and only 20 per cent. or so is employed in the factories. Since most of the Members of this House are representing the countryside, viz., the agriculturists and agricultural labour, it is the primary duty of this House to see that the labourers working on the fields get adequate economic justice. We attained freedom nearly eight years ago, but nothing has been done till now to protect the welfare of agricultural labour, or to fix a minimum wage limit for them. And yet the hon. Minister waxes eloquent and justifies himself that we are progressing and doing justice to these labourers. At the same time, he admits also that our progress so far has been very slow. And that is the point of criticism now. I can understand if he says that there is no progress at all, because nothing has been done so far to do justice to agricultural labour. The hon. Minister of Labour who had been a great leader of labourers, who was known for solving labour problems when he was outside Government, now when he has occupied a seat in the Government, has not been taking proper steps or showing the same earnestness and anxiety which he was showing before, in regard to protecting the interests of agricultural and factory labour.

My second point is that this Bill is not perfect, because it does not cover all industrial establishments. It touches only a few factories which employ a fixed number of labourers, which is rather kept at a high level. I want that this measure should be made applicable to all industrial establishments, including small factories and cottage industry type establishments, which engage 50 or 60 persons, so that they should all get the benefit of the minimum wage limit. But unfortunately, this measure is very conservative, and does not want to

protect the interests of labourers employed in small industries. It must be acknowledged that most of the industries in India today are small industries; though they may be of the factory type, and unless we extend the benefit of this measure to these industries as well, it is very difficult, —and it will not be right—to say, that we have done justice to the labourers employed in these industries.

So I want that the scope of the Bill should be enlarged to include all the industrial employments in the country. Unless that is done, we cannot call this Bill progressive and we cannot say that we have made any progress at all in this field.

My next point is that the State Governments are not acting properly in this field, and there is not much co-ordination between the various State Governments in following a wage policy. It is because the Central Government is not acting as a co-ordinating body. I feel that the Central Government should act as a co-ordinating agency and bring about a sort of uniformity throughout the country. Today we are seeing that one State acts upon the measure and another State does not do it; moreover, there are variations in the methods employed in bringing the measure into action. Further, I find in some States there have been too many violations of this measure by industries and no action has been taken by State Governments. Though complaints have been made now and again by various labour organisations that the Minimum Wages Act has not been implemented, no serious action has been taken by labour departments of the respective State Governments, and no directives have been issued by the Centre either in this regard. So hereafter we should follow a very bold, courageous and progressive policy and the Centre should take steps to see that this measure is implemented in all parts of the country; they should also see that the various State Governments act properly in implementing this measure.

594 PSD.

Further, I want to say one thing more, and that is about statistics. Now, we have not been able to collect sufficient data about people who are employed in various industries. We do not have the full picture of the number of people who are employed in various categories of industries. So far the Government have not made any survey and they have not set up any statistical organisation to collect data. Unless we know the number of people who are employed in various categories of industries, it is very difficult to assess what percentage of labour class this Bill is going to benefit. So it is very necessary that proper statistics should be collected regarding the persons employed and also, it is very necessary to set up an organisation for that purpose.

Finally, I say that it is very necessary that we should enlarge the scope of the Bill. I hope the Minister very soon will take steps to do so that the Bill covers the entire labour in the country—both agricultural and non-agricultural. If you want to call yourselves a Welfare State, if you want to bring about equality of income and if you want to assure a minimum standard of life to every labourer, it is necessary that the benefits of this Bill should be applied uniformly to all kinds of labour in the country.

श्री ए० एन० विद्यालंकार (जालन्धर):  
 जनाब चेयरमैन साहिबा, जिस बिज पर हम आज बिचार कर रहे हैं, मेरे स्थान में जिनने भी मजदूरों के कानून सेंट्रल गवर्नमेंट से पास हुए हैं, उनमें सबसे कम दस कानून पर अमल हुआ है। यह पहली दफा नहीं है जब कि भारत सरकार की तरफ से पार्लियामेंट के सामने यह तर्जुमा रली गई है कि मिनिमम वेज मुकदर करने की तारीखें बदली जाय और उनमें कुछ ज्यादा समय स्टेट गवर्नमेंट्स को दिया जाय। इस कानूनके ऊपर स्टेट गवर्नमेंट्स ने बिल्कुल



[श्री ए० एन० बिद्यालंकार]

भी अमल नहीं किया, या जहां पर अमल हुआ भी है और जहां पर कम से कम उजरतें मुकर्रर हुई हैं, वहां पर भी उन पर अमल नहीं हुआ है। मैं पंजाब के सम्बन्ध में कह सकता हूं कि वहां पर इस कानून के मुताबिक कम से कम उजरतें मुकर्रर हुई हैं। जहां उजरतें मुकर्रर हुई हैं वहां की मैं आपको बात बतनाता हूं। मिसाल के तौर पर रोड मेकिंग और स्टोन मिनिमम वेज मुकर्रर करने के लिये कृशिंग इन्डस्ट्री में जो कमेटियां बनाई गई उसमें हुआ यह कि पी० डबलू० डी० के कुछ मुनाजिम और कुछ टेकेदारों के मुलाजिम ले लिये गये और उन को मजदूरों के नुमायन्दे के तौर पर पेश किया गया और जो चाहा या जो कुछ मिनिमम वेज मुकर्रर करने की इच्छा थी, उनसे वैसा करवा लिया गया और इस तरह मिनिमम वेज वहां पर मुकर्रर की गई। मजदूरों के सही नुमायन्दे जो कि यह कह सकें कि उजरतें क्या मुकर्रर होनी चाहिए, किस तरह मुकर्रर होनी चाहिए, उन कमेटियों में नहीं लिये गये। मैं और भी कुछ कमेटियों के बारे में जो दूसरे सूची में बनाई गई, जानता हूं कि उनमें भी मजदूरों के सही नुमायन्दे लेकर उनके जरिये उजरतें मुकर्रर नहीं की गई, बल्कि उन कमेटियों में भी इसी प्रकार से नुमायन्दे ले लिये गये और वहां भी चूंकि नामिनेशन हुआ, इसलिये जिनको भी नामिनेट किया गया, उनसे मन चाही वेज मुकर्रर करवा ली गई। आज जिस शकल में यह कानून हमारे सामने मौजूद है, उसके अन्दर काफ़ी कमियां हैं और उसमें काफ़ी इम्प्रूवमेंट की आवश्यकता है। सबसे बड़ी कमी जो इस वक्त अमेंडमेंट पेश हुआ है, उससे भी जाहिर है। अगर स्टेट की गवर्नमेंट्स पूरी तरह से सहयोग न दें और वह उन तारीखों का ध्यान न रखें कि जिन तारीखों तक उन्हें कम से कम उजरतें मुकर्रर करनी

हैं तो उस सूरत में इस मौजूदा कानून के अन्दर सेटल गवर्नमेंट कुछ भी नहीं कर सकती और केन्द्रीय सरकार सिवाय इसके कि फिर पार्लियामेंट के सामने पेश हो और वह उस तारीख को और बढ़ाये उसके सामने कोई और चारा नहीं रहता है। इसी तरह अगर प्रांतीय गवर्नमेंट, स्टेट्स गवर्नमेंट्स, बाकायदा तौर पर जो कमेटियां बनाती हैं, वह पूरी तौर पर मजदूरों के नुमायन्दे इन कमेटियों पर नहीं रखते और मजदूरों का उनके अन्दर पूरा प्रतिनिधित्व नहीं रहता तो उस सूरत में कोई चारा नहीं कोई रास्ता नहीं कि वह अपनी बात मनवा सकें क्योंकि मजदूरों के सही नुमायन्दे तो वहां पर होते नहीं और न ही कुछ इन्डस्ट्रीज को सूची में बढ़ा सके हैं। खास स्टेट्स के अन्दर खान इन्डस्ट्रीज हैं जिनके सम्बन्ध में वहां के मजदूर समझते हैं या मजदूरों में काम करने वाले कार्यकर्ता समझते हैं कि क्रान्ति इन्डस्ट्रीज को सूची में बढ़वाना आवश्यक है, क्योंकि उन इन्डस्ट्रीज में उजरतें बहुत ही कम हैं आज की हालत में उनके पास कोई चारा मौजूद नहीं है कि मौजूदा ऐक्ट के रहते उस सूची में इजाफ़ा कर सकें, जब तक कि स्टेट गवर्नमेंट्स कोई कोआपरेशन देने को तैयार न हों और स्टेट गवर्नमेंट्स उन शेड्यूल्स के अन्दर कोई इजाफ़ा करने की तैयार न हों। वेजेज मुकर्रर होने के बाद कोई ऐसा रास्ता नहीं कि अगर उसके ऊपर अमलदरामद नहीं होता, तो कोई तरीका नहीं जिसके जरिये उसके ऊपर अमल कराया जा सके।

पंजाब के सम्बन्ध में मैं कह सकता हूं कि अग्नीकल्चर के अन्दर भी कम से कम उजरतें मुकर्रर हुई हैं, कम से कम मजदूरी मुकर्रर हो चुकी है, लेकिन बाक़ा यह है कि आज तक उस पर कोई अमल नहीं हुआ

और जिस वक्त गवर्नमेंट से कहा जाता है कि उस पर अमल नहीं होता तो वह कहती है कि इतने इन्स्पेक्टर कहां से लाये जायें, इतना स्टाफ कहां से लाया जाय, जो इस कानून को इनफोर्म करा सके और इसको अमली जामा पहिना सके । मजदूरों की जिनकी उजरतें मुकर्रर होती हैं उनके पास कोई ताकत नहीं, कोई ऐसा कानूनी खरिया नहीं जिसके जरिये वह अपनी चरत को मनवा सकें, और जो उनके अधिकार हैं उनको पूरे तौर से ले सकें । मैं यह महसूस करता हूं कि जो इस वक्त मिनिमम वेजेज अमेंडमेंट बिल हमारे सामने पेश है, इसको काफी सुधारा जाना चाहिए, मैं इस अमेंडमेंट का समर्थन करता हूं, लेकिन मैं साथ ही यह समझता हूं कि यह तरीका काफी नहीं है । इस ऐक्ट को हमें बिल्कुल नये सिरे से बदलना चाहिए, ओवरहाल करना चाहिए, और इसको ज्यादा ताकतवर और जिन्दा कानून बनाना चाहिए, वरना यह मिनिमम वेजेज ऐक्ट इस तरीके के साथ भी एक कमजोर कानून बना रह जायेगा, कागज पर तो बहुत कुछ लिखा जायेगा, लेकिन मजदूरों को सही तौर पर राहत नहीं मिलेगी । मैं इस मौजूदा अमेंडमेंट का जो कि ऐक्ट में किया जा रहा है, विरोध तो नहीं करता और मैं चाहता हूं कि यह पास हो जाय, लेकिन मैं यह जरूर चाहता हूं कि मिनिमम वेजेज ऐक्ट को ज्यादा जोरदार बनाने के लिये हमारे मिनिस्टर साहिब इस सारे ऐक्ट को फिर से रिवाइज करें और ऐसा करके फिर इसको एक नये ऐक्ट की सूरत में पार्लियामेंट के सामने लायें । इन अल्फाज के साथ मैं अपनी स्पीच खत्म करता हूं ।

4 P. M.

**Shri T. B. Vittal Rao (Khammam):** Madam Chairman, when the original Act was passed 5 years ago, everybody thought that the Government

really meant to implement that. (Interruption) Speeches were made to that effect when the Bill was before the previous House. But, what do we find after all? Year after year, the period is being extended. The hon. Minister has said that he is also very anxious and desirous that this fixing of minimum wages should be done quickly. I would have understood the sincerity of his if he had only said that though he extends the period to 31st December 1954, all those employees for whom this wage has been fixed would be paid with retrospective effect. Paying with retrospective effect is nothing new. In the Railways we had our Pay Commission and it was agreed that it would be paid with retrospective effect. The Pay Commission was appointed in 1946; the report was submitted some time in 1947 and they did get the salaries from 1st January, 1947. So, when the hon. Minister says that he is very keen and earnest, I doubt very much because his assurances take a very long time to be translated into realities.

I can cite an example. Only during the August-September session, he assured us that an Industrial Tribunal to go into the question of coal-miners' wages would be appointed. It is December and no Tribunal has till now been appointed. So also, I would not be surprised if there is no strong agitation from the workers by way of strikes and other things, if he will come sometime hence extending the period to 1955.

When he said that in applying it to Part B States the delay was due to their not having set up their committees, I would remind the hon. Minister that the I. L. O. convention has not been ratified by the Government of India so far regarding minimum wages, regarding the setting up of a machinery for the fixation of minimum wages. We have got the recommendations Nos. 99, 100 or 101—I do not remember—and there is also Convention No. 89. Those have not been ratified yet.



[Shri T. B. Vittal Rao]

During the budget session, during the discussion on the demands for grants of the Ministry of Labour, the late Shri Harihar Nath Shastri, who happened to be a Member of the Governing Body of the ILO expressed his difficulty. He said, 'I am on the Standing Orders Committee of the ILO, and I feel a little embarrassed when the question of the ratification of the ILO Conventions are taken up'. Even after so much time they have not been ratified.

Then the hon. Minister assured that the minimum wage of Rs. 3 daily and Rs. 75 monthly would be deleted. When he brought forth his arguments he said that if such a thing is not brought, it would apply even to Engineers and administrators and so on and so forth. Everybody understands that the Minimum Wages Act is only for sweated labour and only for those who are not able to get a good subsistence allowance so that they can keep their bodies in a state of efficiency. So, this argument of Engineers and others does not really fit in.

Various Committees are set up in various provinces. In Hyderabad also some committees have been set up only last year. Unfortunately the members who have been selected or nominated to the Committees have nothing to do with the particular industry. For example, there was a Committee to fix the minimum wages of municipal workers. There the workers' representative was one who had never worked amongst them. That is to say, they nominated such of those people who would not put up a strong fight on behalf of the workers, and those persons who could represent the workers, who have been in that particular Trade Union for a number of years, who have had enough experience and who have conducted strikes for the implementation of this Minimum Wages Act are not taken at all. Naturally, there is prolonged delay.

Then, regarding the coal miners, I very strongly urge that they should be included. They may not get much by the implementation of this Act but they will get their wages for their weekly rest. The Government could easily extend it to the coal miners who today are 3,25,000 in number and who are the lowest paid doing the most arduous and hazardous nature of work.

One more thing which he has said is about the employment of workers on road construction and building construction. The Government themselves employ so many thousands of road workers in Hyderabad. Recently, nearly 17,000 road workers have been confirmed who have put in 10 or 12 years of service. Their minimum wages have not been fixed yet. So, when we approach any other employer in any other industry, say the oil industry or the leather industry to implement the Minimum Wages Act and so many other Acts, they turn round and say how can the Government ask us to fix the minimum wage when they have not fixed it for the workers under their own employment. Government cannot have any moral right to force others to implement these Acts when they have not been implemented for their own workers.

Finally, I would very strongly urge upon the Government to see that even though there is delay the workers are paid with retrospective effect, that is, at least from the date originally fixed by this Act, namely 31st December 1952. I also strongly urge upon the Government to ratify the ILO conventions and recommendations.

**Shri K. P. Tripathi (Darrang):** Mr. Chairman, Madam, as has been pointed out, we have the experience of the working of the Minimum Wages Act for these five years. In the process of this experience I have thought that Government would be able to find out the loopholes and try to amend the Act accordingly, but I find that

the Government have brought forward an amending Bill which does not go far—rather in one case it retraces the step. The greatest experience which we got in the course of the last few years, as pointed out, is that there cannot be a minimum wage legislation unless there are certain other protections provided in the Act itself. I would draw the attention of the House to the great crisis which was faced by the tea industry at the end of 1951 and the beginning of 1952. In that we found that the Government did fix the minimum wage. After the minimum wage was fixed, the crisis came. With the crisis, the employers said "We could not pay the minimum wage." The Government came forward with certain measures for helping the industry. At the time of helping the industry, the Government said that they are giving this help on condition that no labour interest would be touched. But when the crisis actually came, labour interest was touched. I drew the attention of the House at that time, but the Government felt helpless. The Governments of Assam and Bengal drew up a Sub-Committee in order to revise the minimum wages and ultimately they revised like this. They decided to create uneconomic gardens and in the case of uneconomic gardens, they gave power to this Committee to reduce the wages. Here is an interesting situation in which you say that this is the minimum wages, but a part of the industry will be permitted to give less than the minimum wage. Then, I ask how do you call it the minimum wage. Minimum wage is that which cannot be reduced; minimum wage is linked to the cost of living and is not linked to the paying capacity of the industry; it is always linked to the cost of living or the living conditions which you want to provide as the minimum. Here was an interesting situation in which it was said that the minimum wage shall be linked not to the cost of living which you want to provide but to the paying capacity of the industry. If the industry's paying capacity goes down, the minimum wage also will go

down and if the paying capacity goes up, it may go up. That showed that it was not a minimum wage but it was merely a wage fixed. There is a distinction between the minimum wage and the wage fixed. A minimum wage is that which cannot be reduced and a wage fixed is that which rises and falls. At that time I wrote a letter to the Finance Minister of the Government of India, making the position clear that if you say it is the minimum wage, you cannot reduce it and if you say it is the wage fixed, then you may do whatever you like. The Finance Minister did not appreciate this argument. I then wrote a letter to the Labour Minister and the Labour Minister also did not adequately reply. Since then, this feeling has been working in my mind to find out what may be the way by which this may be prevented, and I have come to the conclusion that a minimum wage legislation cannot be a successful wage legislation unless we provide that even in times of crisis and in times of lean years there shall be a fund created specially which will force the industry to continue to pay the minimum wage. Either we force the industry to continue to pay the minimum wage even in lean years and take the consequences or in the alternative we should provide for a fund like the equalisation fund which will help the industry to pay the minimum wage even when there is a crisis and a part of the industry says that it cannot pay the minimum wage. Unless you do that, it is not possible to continue to pay the minimum wage. To my mind, to pay the minimum wage, some guarantee must be there: Either the guarantee must be that you enforce the employers to pay on and take the consequences, or if that guarantee is not forthcoming, there must be some other way by which it must be paid. The other day we passed two legislative measures—the Provident Fund (Amendment) Bill and the Compensation for Retrenchment and Lay-off Bill. In that also, I find that no company, when the necessity for retrenchment or lay-off comes, will be able to pay unless a reserve fund is specially

[Shri K. P. Tripathi:]

created. So, when you pass legislation, you have to enforce that such a fund is created. No such fund has been created in any of these companies. On the contrary, I find that there are special funds created for the purpose of pensions for the management, for the purpose of giving funds for their children's education, for the purpose of giving them facilities for going back home etc. There are special reserves created for those purposes but there is no such reserve created for the purpose of paying the minimum wage. Therefore, I draw pointedly the attention of the hon. Minister and the entire Government of India, including the Planning Commission, to this lacuna in the entire frame structure of legislation in this country with regard to labour welfare. If you can provide for this, then there is some point in providing for a minimum wage legislation. If you merely say that the minimum wage should be paid only so long as the industry is well off and can pay, then there is no point in forcing you. I admit that at least when the industry is well off, it pays the minimum wage, but the whole point is that the minimum wage should continue to be paid. What happens when the minimum wage is not paid. As soon as the minimum wage is reduced, the purchasing power of the country goes down and it has now been abundantly clear that...

**Dr. M. M. Das (Burdwan—Reserved—Sch. Castes):** May I ask my hon. friend what happens when an employer's concern is closed?

**Shri K. P. Tripathi:** Under the Industries Control Act, which has been passed by the Government of India, the Government has the power to take over the concern, in which case it will continue. If the Government decides that it shall not be taken over and the employer closes it down, then the labour is thrown out of employment, and after three months the crisis passes off and all the employers come and begin producing. So what happens is that the whole burden of

unemployment is borne by labour and the employer comes and merrily goes on producing later on, and that is what happens in the tea industry. When the crisis came, nearly 60,000 workers were thrown out of employment after two or three months the crisis was over and it was found that 80% of the gardeners made profits. They may profit, but the entire burden was thrown on labour's shoulder. There is no such thing as a permanent closure in the industry. All crises in the industries of the world last only for some strikingly small period. After the crisis is over, production is resumed.

**Acharya Kripalani (Bhagalpur cum Purnea):** They never come but they are brought about.

**Shri K. P. Tripathi:** I am thankful to my hon. friend. Sometimes they are brought about and the individuals who fall under the crisis may not try to bring it about, but under the stress of policies made years ago, crisis does come and go and it never lasts too long and it is for this reason that I am suggesting an equalisation fund. If you have an equalisation fund, then we may tide over the crisis, because I have found that these small crises are temporary in character. It is for this reason that I suggest, with all the earnestness at my command, the creation of an equalisation fund for the purpose of funding the minimum wages in times of crisis in industries in which you have thought fit to fix the minimum wages.

Then, with regard to the minimum wages as fixed, I want to draw your attention to certain features which have arisen. The question has arisen, what should be the family which you take as eligible for the minimum wage—whether there should be one or two to earn the minimum wage or the whole family is in the minimum wage, in order to provide for the family. In our State, in these tea gardens generally it was found that the entire family including children were asked to earn the minimum wage in order to get the minimum sustenance to the family. I

do not think the framers of the Constitution or the framers of the minimum wage legislation have thought that the minimum wage should be earned by the entire family including children of 14 years of age. I suggested in the Minimum Wages Committee "please at least leave the children aside. Leave the wife aside." But it was not accepted, and ultimately it was decided that the minimum wage should be fixed on the basis of earnings earned by the entire family including children. There should be some guidance in the minimum wage legislation which guides the procedure of minimum wages committees at the time of fixation of the minimum wage. Firstly, it must say that one man should be able to earn a minimum wage for the family. That is a very prime necessity. Secondly, it must say that children must not be forced to earn for the minimum sustenance of the family. Children, if they earn, should be supplementary earners—they should be getting additional earnings to the family; and thirdly, it should be said that women should be given equal wages as men if they do the same work. It was found very interesting that in the tea gardens, women pluck more than men, but in terms of wages, women are given less wages than men. That is very unfortunate, and I hope all the women Members here would support me.

**Dr. Lanka Sundaram** (Visakhapatnam): They will always pluck more than men.

**Shri K. P. Tripathi**: They are better pluckers but less earners. I therefore request that this suggestion may be taken into consideration by the hon. Minister, and this also should be included in any guidance which is provided in the minimum wage legislation. These are very important things and the most important, as I have said, is the creation of a fund which ensures to the worker that he will continue to get the minimum wage.

Then, you have now tried to provide that where Rs. 75 per mensem

is earned, those industries should go out of the purview of this legislation. You think that it is no longer necessary that those industries in which more than the minimum wage is earned should continue to be under the minimum wages legislation. I think when the necessity of a legislation is completely at an end, then only repealing Acts are framed. But within five years, when our country is passing through a very doubtful economy, to withdraw the benefit of a minimum wage legislation is not proper. It may be that in the same State, certain factories are so well developed that they are paying Rs. 75, but for the same category, there may be certain...

**Shri V. V. Giri**: An amendment is proposed.

**Shri K. P. Tripathi**: Thank you very much. The whole point was in taking this *ad hoc* figure of Rs. 75, you do not take into consideration the number of days a worker has to work. There are industries in which a man has to work seven days a week. In the textile industry, for instance, he has no leave. Therefore, his conditions will be different from those who have to work for six days only in the week. A day of rest in a week is not provided. Therefore, it is necessary for us to find out how best to distribute leisure for all the industries. You know that in all parts of the world—everywhere—wherever it has been possible to share the leisure with the working classes, the efficiency of the working classes has increased. Therefore, we in India who have so many teeming millions and very little of employment to offer, must begin to think in terms of leave being shared by all. If it be so, then you have to find out what are these industries in which the workers are working for seven days in the week and have no facilities for any other leave or holiday. You have to provide for them in our national structure so that more employment might be created and more efficiency might be achieved. I

[Shri K. P. Tripathi]

I hope this will be borne in mind when they further think in terms of changing, by an amendment, the minimum wages legislation.

With these words, I support the principles of this Bill and I hope that the Government will in the near future come forward with a comprehensive piece of amending legislation which will fill the lacuna in our minimum wage structure not merely from the fixation point of view but from the point of view of sharing the minimum wages among all the workers of India in all possible industries.

Shri B. S. Murthy (Eluru): Mr. Chairman, Sir, I am not able to congratulate the Minister or the Ministry for having delayed a piece of legislation that should have been brought into force a year ago. Sir, as soon as Mr. Giri took up the portfolio of labour, the whole country in general, and labour in particular, evinced great hopes; but, Sir, Mr. Giri has been making speech after speech trying to encourage and give perhaps artificial respiration to the much sweated labour, but so far, he has not been pleased to bring forth a comprehensive legislation to make the labour in India the backbone of the society, which it is or ought to be today.

Sir, we have been talking about minimum wages. The very idea of minimum wages in India is rather misplaced in a sense. Just as the interest evinced by this House for this Bill, so is the interest shown towards the labour in the country. Nearly 30 or 90 per cent of the people in India are sweated labour, whether they are in the factories or on agricultural lands. But nobody thinks about them, yet they always want the labour to sweat. The Prime Minister, from house-tops, says all people should cooperate to make the first five year plan a success, a grand success. But what has this five year plan to give for this sweated labour? Hardly a few sentences have been

given, and no space has been devoted, and so far, no statistics of unemployment have been collected. So, With all these discussions about this Bill, I must say I am rather disappointed. I hope Mr. Giri, a tried trade unionist, a worker who has fought many a battle and won, who has always identified with the labour and has been talking, and assuring labour that he will stand by labour, will not make the labour get thoroughly disappointed with his assurances.

Sir, about the fixing up of these minimum wages, the standards applied is very curious. As my predecessor has spoken, the paying capacity of the industry is *prima facie* taken into consideration. But they do not consider that sweated labour must be fed and must be made fit to live. But it looks today that the factories require the blood of the labour rather than giving subsistence to the labour. Therefore, Sir, even these minimum standards have been long delayed to be enforced. Year after year, it is being postponed. Certain categories have been brought into the schedule and certain categories are even today left out. Therefore, I earnestly solicit the consideration of the Ministry to see that all important categories of labour are guaranteed minimum wages. The minimum wage should be a wage which will enable the labourer and his family to live a comfortable life, a life without indebtedness, a life in which he will not be going here and there for alms. As long as a man is able to earn he should not be at the mercy of others, either to a creditor or a munificent philanthropist. Another important criterion to be taken into consideration in the matter of fixation of minimum wage should be the standard of life. In the course of the first sentence of the Five Year Plan it is stated that the object of the Plan is to "improve the standard of living". Three years have now elapsed and the Government of India have not done anything by the labour

In this connection, Sir, I would like to make a few observations about agricultural labour. On a previous occasion too I made an attempt to make the hon. Minister of Labour understand the necessity of giving some succour to the agricultural labour. Nearly sixty per cent. of our population depend upon agriculture. There is many a difficulty which agricultural labour is subjected to. Landless labour even today is driven from pillar to post and post to pillar. Agricultural employment, as we all know, is only seasonal and the labourer is not able to secure any employment for more than four or five months in a year. After four or five months of hard labour, for the rest of the year the agricultural labourer has to go abegging. This practice has been going on for centuries: neither the British Government nor the Congress Government have taken any steps to provide agricultural labourers with full employment to make a living. I would, therefore, urge upon the Minister to see that minimum wages are fixed for agricultural labourers also. In fixing minimum wages for agricultural labourers, care must be taken because the operations vary from season to season, crop to crop and from region to region. Therefore, in trying to fix minimum wage for agricultural labour, we must see that proper justice is done.

Again, Sir, in many parts of India we see eternal disputes between the landlords and the agricultural labourers. For settling these disputes wage boards and Boards of conciliation should be brought into existence, because invariably the agricultural labour has no bargaining capacity. Because they are unorganised, they are being exploited. Government should, therefore, take early steps to see that agricultural labour is given all the facilities to organise themselves and get the maximum benefit of their labour. Again, as the previous speaker has pointed out, other types of labour, especially conservancy labour must be encourag-

ed by bringing in suitable legislation. In that legislation it must be provided that all cooperative societies of these labourers should be given sufficient encouragement. No exploitation of any kind should be tolerated. Therefore, Government should try to bring at an early date comprehensive legislation to give full guarantee to the rights and privileges of labour, whether agricultural or industrial.

३१० सत्यवादी (करनाल-रक्षित-

अनुसूचित जातियों) : सभापति महोदय, मैं इस बिल के विरोध के लिये तो नहीं खड़ा हुआ हूँ, लेकिन आपका ध्यान मजदूरों के उस तबके की ओर दिलाना चाहता हूँ जो म्युनिसिपैल्टियों में सफाई का काम करते हैं। यों तो अब तक जितना भी हम मजदूरों के लिये करते रहे हैं, उन में सभी जगह उन्हें नज़रअंदाज़ किया गया है, लेकिन जहाँ तक इस बिल का सम्बन्ध है पंजाब का तजुर्बा मुझे भी है, खासकर उन लोगों के सम्बन्ध में जो म्युनिसिपैल्टियों में सफाई का काम करते हैं।

अभी पंजाब का पक्का विद्यालंकार जी आपके सामने रख रहे थे, और यह बात उन्होंने बताई थी कि जो खेतिहर मजदूर हैं उन के लिये कम से कम उजरतें तो दो साल हुए मुक़र्र हो चुकी हैं, लेकिन उन पर अभी तक अमल नहीं हुआ। म्युनिसिपल लेबर के विषय में भी मुझे बताना है कि उन के लिये जो दो साल हुए ऐसी उजरतें मुक़र्र हुई थीं, उन पर अमल करने में म्युनिसिपैल्टियों ने, उन मालिकों ने कितनी चालाकी और कितनी अजीब व गरीब हरकतें की हैं जिस से कि उन लोगों को जो कुछ देना था वह भी उन तक पहुँच न सके।

एक बात तो यह है कि पंजाब की म्युनिसिपैल्टियों में जहाँ जहाँ इस कम से कम उजरतों के मामले पर अमल किया गया, अक्सरियत ऐसी कमेटियों की है जिन्होंने कि मजदूरों की संख्या कम कर के



[डा० सत्यवादी]

बाकी को उजरतें देना शुरू किया, जिस का मतलब यह था कि एक हाथ से मजदूरों से ले कर और मजदूरों की बेरोजगारी बढ़ा कर बाकी मजदूरों को उन्हीं से छीना हुआ रुपया वेतन के रूप में दे दिया गया। इस के लिये पार्ट-टाइम और होल-टाइम स्वीपर्स की बात बनाई गई और कारण यह बताया गया कि यह लोग पार्ट-टाइम थे और अब हम इन्हें होल-टाइम रख कर यह मिनिमम वेजेज दे रहे हैं। लेकिन असलियत यह है कि जहां तक स्वीपर्स की बात है, सफाई करने वालों की बात है, उस को जब हम सुबह पांच घंटे के लिये एम्प्लोज कर लेते हैं तो वही वक्त उस मजदूर के काम का है। उन पांच घंटों के बाद जब वहां से पार्ट-टाइम काम करके वह निकलता है तो उस के लिये कोई और काम बाकी नहीं रह जाता। इस लिये मैं आपका ध्यान इस ओर दिलाऊंगा कि जब इस कानून पर अमल कराने के लिये कोई हिदायत जारी की जाये तो इस बात का ख्याल रखा जाय कि यह पार्ट-टाइम और होल-टाइम वाला झगड़ा म्युनिसिपल लेबर के ऊपर से हटा दिया जाय।

इस के अलावा हमारे यहां पंजाब में अभी एक नई बात पैदा हुई। पिछले दिनों सरकार ने उन सरकारी कर्मचारियों के लिये जिन्हें १०० रु० से कम वेतन मिलता था मंहगाई के भत्ते में पांच रुपयों का इजाफा किया था। पंजाब में जब दूसरे मुलाजिमों के लिये यह पांच रुपये दिये गये तो हम ने म्युनिसिपैलिटियों में काम करने वाले मजदूरों के लिये भी इन पांच रुपयों की मांग की। लेकिन हमें यह बताया गया उन को यह पांच रुपये इस लिये नहीं दिये जाते कि मिनिमम वेजेज तय करते वक्त उन के लिये जो उजरत सरकार की गई थी वह "आ इन्क्लूसिव" थी। उस में मंहगाई भत्ते की

जगह अनाहदा नहीं थी। इस लिये उन को वह पांच रुपये नहीं दिये जाते। इस के विषय में हमारा झगड़ा पंजाब सरकार से चल रहा है। मैं यह कहूंगा कि यह मिनिमम वेजेज जो पंजाब में म्युनिसिपल लेबर के लिये मुकर्रर की गई, वह उन के लिये एक डिस-एबिलिटी बन गई। इस बात के लिये और आगे भी उन को कोई लाभ देने में इस तरह का व्यवहार उन लोगों को भिन्न रहा है। इसकी तरफ मैं आपका ध्यान दिलाना चाहता हूं।

इस के साथ ही समय की बात है कि काम करने के लिये कितना वक्त हो और उसके साथ ही हफ्तेवारी छुट्टी है जो कि करीब करीब सब मजदूरों के लिये होती है। लेकिन इस सफाई पेशे वाले मजदूरों के मामले में यह चीज हम नहीं दे रहे हैं। म्युनिसिपैलिटियों में जहां भी यह लोग काम करते हैं, इन्हें कोई भी छुट्टी आराम के लिये नहीं दी जाती। इसी तरह से काम करने के घंटों की बात भी है। दूसरे मजदूरों के मुकाबले में ऐसे मजदूरों के काम का नेचर ऐसा है कि जब हम दूसरे मजदूरों से आठ घंटे काम करवाते हैं तो इन मजदूरों का छः घंटों का काम सेहत के एतबार से, मेहनत के एतबार से, हर एतबार से, उन आठ घंटों से ज्यादा होता है। इसलिए इस किस्म की हिदायत होनी चाहिये कि जब मिनिमम वेजेज ऐक्ट के मातहत रूल्स बनाए जाय या जो बनाए जा चुके हैं, उन में इस प्रकार से संशोधन किया जाय कि इनके काम करने के घंटे दूसरे मजदूरों के मुकाबले में कम हों, क्योंकि सफाई पेशा मजदूर ऐसे वातावरण में रहते हैं कि जो सेहत के लिये घातक है, हानिकारक है। उन के लिये दूसरे मजदूरों की तरह ज्यादा से ज्यादा वक्त रखना एक जुल्म है। तो इस तरफ मैं आपका ध्यान दिला रहा हूं।

साथ ही यह भी बात है जो कि अभी श्री बिद्यालंकार जी ने कही कि हमें देखना चाहिये कि इस पर भ्रमल भी होता है या नहीं। हमें सिर्फ इतना ही नहीं देखना है कि कानून पास हो गया और फिर उस में ढील हो जाये, बल्कि यह भी देखना है कि उस पर भ्रमल भी हो रहा है या नहीं। इस पर हमें पंजाब में भ्रमल कराने के लिये कई बार आन्दोलन और जहों जहद करनी पड़ी है और तब भी छः छः महीने तक यह आन्दोलन करने के बाद यह भ्रमल में आया है। फिर भी मजदूरों को मिनिमम वेजेज उस वक्त से नहीं दी गयी।

दूसरी बात कमेटीयां बनाने के बारे में, उन के मेम्बर रखने के लिये हैं, जिस की तरफ बिद्यालंकार जी ने भी इशारा किया। हम ने पंजाब में यह बात देखी कि एक ऐसे सज्जन जो शहर की सफाई के काम से ताल्लुक रखते थे, उन को खेतिहर मजदूरों की एक कमेटी का मेम्बर बनाया गया। यह तो बात ऐसी ही हुई कि जैसे पेट के दर्द का इलाज कराने के लिये किसी इंजीनियर को बुलाया जाय। तो देखना यह होगा कि जो कानून हम यहां पर पास करते हैं उस पर भ्रमल भी होता है और हमें देखना चाहिये कि उस पर सही भ्रमल हो रहा है या नहीं और उस से उन को वह लाभ पहुंच रहा है या नहीं कि जिन को लाभ पहुंचना चाहिये।

**Shri Damodara Menon** (Kozhikode): Mr. Chairman, Sir, it has been the standing complaint of even the members of the Congress Party that the Government are half-hearted in their attempt to implement the labour legislation that they have placed on the statute book. We often find the Labour Minister, not only of the Centre but of the States, coming forward with what appears to be very progressive legislation; but when it comes to the point of implementing them there is so much of hesitation. I must say they are often half-hearted. Now, in

this particular case also we find that the Central Government as well as the State Governments have been very reluctant to make a full endeavour and apply their full heart to the implementation of this measure, namely the Minimum Wages Act. And therefore we find the very pitiable spectacle of the Labour Minister coming forward from time to time asking for an extension of time for fixing minimum wages in all the States.

I have no objection to grant this extension now if we can get an assurance from the Labour Minister that there will not be any further demand for an extension of time. Now we are giving one year more.

The Labour Minister was rather apologetic when he tried to defend the State Governments for their not implementing this measure till now. He said that there are difficulties in fixing minimum wages regarding agricultural labour. There are difficulties. But, as has been pointed out by many previous speakers, agricultural labour constitutes, in fact, the major portion of our labour in this country. And if we are not able to do justice to them and see that they get a fair deal, I am sure that we have no justification to plead that we are progressing in the matter of our labour legislation. In any case, what is the good of our having a long list of labour legislation if it is not meant to be implemented? Therefore, I earnestly hope that there will be more effort in the line of implementing this legislation at least during the time that has been asked for by the present measure.

I would now like to refer to clause 5 of this amending Bill. The Labour Minister said in his speech that it was meant to see that people, especially employees who get fat salaries, like engineers, do not come under the provisions of this Minimum Wages Act. As has already been pointed out, nobody thinks that such high-salaried



[Shri Damodara Menon]

officers should come under the purview of this legislation. But the Minister himself stated that there has been agitation on the part of the Bombay Port labourers regarding the Minimum Wages Act. I want to ask the Labour Minister whether this clause is meant to deprive them of the benefit of this labour legislation, namely the Minimum Wages Act.

I find that the Labour Minister has tabled an amendment to this clause. My own view is that the whole clause must be deleted from this Bill. There is no necessity for it at all. If it is not the intention of the Labour Minister to deprive the Port workers of Bombay, and similar workers, of the benefits of the Minimum Wages Act, he has to come forward boldly and delete this clause from the Bill itself. What it provides is—I am not referring to the clause itself, because there is an amendment to the clause tabled by the hon. Minister—power is given to the Local Government to fix...

**Shri V. V. Giri:** That is in fact what the workers belonging to all sections wanted. They wanted this provision to be included, leaving the power to the appropriate Government. They said they will be able to deal with the appropriate Government. I must say for the information of the hon. Member that in the Bombay Port Trust the Minimum Wages Act is being applied even to those who are getting Rs. 300. There may be others getting Rs. 305. Therefore the workers said that if we fix a limit they will be in difficulty. They particularly wanted us not to fix any limit at all. The original intention of Government was to fix a limit as mentioned in the Wage Payments Act, which is Rs. 200. But we felt that we may be doing an injustice in view of the representations made by the Bombay Port Trust workers belonging to all sections. And conditions vary from industry to industry and from State to State.

**Shri Damodara Menon:** If the Bombay Port workers have accepted

the amendment suggested by the hon. Minister, I have nothing more to say regarding that. Considering the agitation that has been going on among the Bombay Port Trust workers regarding the amendment to the Minimum Wages Act and their fear that probably they will be left out of the Minimum Wages Act, I gave expression to these doubts. In view of the assurance of the hon. Minister on this score that there has been general agreement, I do not want to press this point.

I want to refer to another matter, namely clause 6 (insertion of new section 31). It reads—I am referring particularly to these sentences "Where... minimum rates of wages have been fixed by an appropriate Government as being payable to employees employed in any employment specified in Part I of the Schedule in the belief or purported belief that such rates were being fixed under sub-clause (i) of clause (a) of sub-section (1) of section 3...etc." I want to know why these words "in the belief or purported belief that such rates were being fixed under sub-clause (i) of clause (a) of sub-section (1) of section 3" have been added here. Even without that the clause reads well, and the intention of the Minister would be carried out even if you delete those words. Suppose any appropriate Government has fixed a minimum wage after the 1st day of April, 1952. The intention of the Minister is to validate those Acts. Therefore, even if these words are not there, the intention would be carried out. Therefore, I want an explanation from the Minister as to why he wants these things to be particularly mentioned there. Does he feel that otherwise the employees will challenge the fixation by Government on the ground that it has not been done or purported to be done in the belief that they are doing it under sub-clause (i) of clause (a) of sub-section (1) of Section 3.

**Shri V. V. Giri:** Quite correct.

**Shri Damodara Menon:** Are we not throwing open the door for challenging the action of the Government by employers later on? Therefore, if the hon. Minister has no objection, I would suggest to him to delete those words.

**Shri Nanadas** (Ongole—Reserved—Sch. Castes): Mr. Chairman, when the Minimum Wages Act was passed in 1948, what was the intention of the legislators in fixing a time-limit for the fixation of rates of wages for the employments given in the schedule? I think the intention was to see that the provisions of this Act came into force before that time. They wanted that there should be no delay in the implementation of the provisions of the Act. That was the intention of the legislators then.

Even according to that original Act, the minimum wages ought to have come into force for industries and employments in Part I of the Schedule by 1951 and for those in Part II of the Schedule by 1952. Those dates have lapsed, and by that time the State Governments could not fix up the rates of minimum wages for those employments. Because of their failure to fix the rates in time, the Central Government came before the House and once again extended the time. This Act was amended in 1952.

The Minister now comes here and says that in the interests of the workers themselves he wants an extension of time. I really fail to understand why the workers did not want their wages to be fixed earlier. Why should they want a postponement of the fixation of the minimum rates of wages for years to come? Is that the true intention of this Bill, and is it to fulfil the intention of the legislators who passed the Act of 1948 that this amending Bill has been brought forward?

What I want to say is that it is not to benefit the workers that this kind of amending Bill is brought before the House, but it is just to support the failure of the State Government is not fixing the minimum rates of wages that

these Bills are brought forward before this House. In administering labour legislation in our country, we have got a dual system. It is the Centre that passes legislations and it is the State Governments that should implement those legislations, so much so that always the State Governments want that they must postpone implementation and take some more time, so that they may settle their affairs in the State before they implement the provisions of labour legislations. That has been the practice in the States since 1947 onwards. There is no justification for the Minister asking us for some more extension of time for fixing the minimum rates of wages.

The hon. Minister says that the State Governments found it very difficult to fix minimum wages for so many varieties of employments, and so he wants this extension of time. Not only that. He says that the Act could be applied to Part B States only very recently, viz., 1951, and therefore they could not fulfil all the conditions and could gather all the relevant material that is required in fixing the minimum rates of wages. But what is the position in Part A States? Have they completed the fixing of minimum wages for all classes of employment mentioned in Parts I and II of the Schedule? Why should we give more time to Part A States who are simply neglecting the implementation of the labour legislation of the Centre? Why do you want to shelter the State Governments by bringing forward this Bill before the House? That is what I want to know from the hon. Minister.

5 P. M.

The minimum rate of wages for farm labour, according to Part II of the Schedule, should have come into force by 1952 itself, but it is being postponed from year to year and we are now at the end of 1953. In the composite State of Madras, the minimum wages were fixed for tobacco labour in the year 1951. Tobacco labour then was considered to come under factory labour, and so the minimum rates of wages applied to tobacco labour. In my part of the country, we have got

[Shri Nanadas]

many tobacco factories and every baron that employs more than ten or twenty workers is a factory. In 1951 itself, the Madras Government wanted to implement the minimum rates of wages for this tobacco labour in regard to them also. Accordingly they issued a notification, and the Department officials gave instructions to their subordinates to prepare the necessary data and also notify to the proprietors of the factories that the minimum rates of wages should come into force by such and such dates. At that time, I was in Government service, working as an Assistant Inspector of Labour in the Madras State. Suddenly, all the vested interests—the landlord section of the people, those who had 50 acres or 100 acres or 200 acres of tobacco land—ran to Madras, approached the Ministers and brought pressure saying that the minimum rates of wages should not apply to tobacco labour, i.e. the barons should be exempted from the definition of the Factories Act. In order to satisfy the demand of the landlord classes at the expense of the labour classes, the Madras Government notified accordingly giving exemptions to these barons from the Factories Act. So much so, the poor labourers working in the tobacco industry could not get the benefits of these minimum wages. That has been the story. Like this, the State Governments who are in the clutches of the landlords, the feudal section of the people, want to satisfy the requirements and demands of the landlord section. Because of that, the State Governments will postpone the implementation of these minimum rates of wages. That is the reason why in my State, that is the composite Madras State, they postponed the fixing of minimum rates of wages for farm labour. Last year, at last, they notified the rates of minimum wages for agricultural labourers. In Andhra and Madras States it is a common feature that the minimum rate that was prevailing in 1952 was from Rs. 1-8-0 to Rs. 3/- for farm labour. If anybody ploughs, he will

get Rs. 1-8-0 to Rs. 2/- a day. But, the minimum rate of wage fixed was only 12 annas. I really wonder how the State Governments or the people that were in charge of fixing the minimum rates came to that conclusion. What are the bases for fixing this low rate of wage for farm labour? Have they taken into consideration the subsistence requirements of labour and the requirements for the maintenance of efficiency of labour? Without considering all these things, simply at the behest of the landlord class, they have fixed some arbitrary rates. They notified and the notification time also was over. But, I doubt very much whether the rates have come into force, and whether they are being implemented in my State. As for myself, I do not know. But, they might have withdrawn it. Now, the Minister in charge of Labour comes before the House and asks for extension of time for fixing the minimum rates of wages. What I want to say is this. There is no justification for giving extension. It has been the practice of the State Governments to postpone the implementation of labour legislation, particularly the Minimum Wages Act. If the Centre should yield to their behests, we are not really doing justice to the labouring classes. We are really harming their interests. That is why I say that there should be a time limit before which all the States, for example the Part A States should fix these minimum rates. The Part A States have a very good administration introduced by the Britishers and also by the Congress Ministries for such a long time. What was the difficulty in coming to certain conclusions and fixing the rates? There was no excuse so far as the Part A States are concerned. This extension of time is not at all justified.

Then, Sir, in the Madras State, for all kinds of work, harvesting, transplanting, weeding out, for anything, only a rate of 12 annas has been fixed. There are so many varieties of work. I am reading from Part II of the Schedule of the Act.

"1. Employment in agriculture, that is to say, in any form of farming; including the cultivation and tillage of the soil, dairy farming, the production, cultivation, growing and harvesting of any agricultural or horticultural commodity, the raising of live stock, bees or poultry, and any practice performed by a farmer on a farm as incidental to or in conjunction with farm operations (including any forestry or timbering operations and the preparation market and delivery to storage or to market or to carriage for transportation to market of farm produce".

There are so many categories of employment under Part II of the Schedule. Now, the Minister wants by this Amending Bill to restrict the scope of the Act, or give some scope to the State Governments so that they might fix minimum rates of wages only to certain classes of employment. In page 2 of the Bill it is stated:

"Provided that the appropriate Government may, instead of fixing minimum rates of wages under this sub-clause for the whole State, fix such rates for a part of the State or for any specified class or classes of such employment in the whole State or part thereof;"

What does this mean? The Minister in charge of Labour wants to give a wide scope to the State Governments, to avoid implementation of this legislation. As I have stated, the State Governments are in the habit of submitting to the behests of the landlord classes. These landlords do not want to give minimum rates of wages to the labourers. According to this provision, the State Governments can fix the rates for only a taluk or for a district. They may not fix the minimum rates of wages for many districts. Again, they may fix the rates only for certain classes of employment. For example, in paddy growing areas, they may fix the rates only for transplantation or harvest. These are the two types of work in which the landlord

will be in need of labourers and he will have to submit to the demands of the labourers. Because, if he makes a delay in the harvesting season, all the yield on the field will go to waste. If he makes a delay in the transplanting season, he may not be able to raise the crop in time so much so, the yield will not be good. In these two classes of employment, the State Governments may fix minimum rates of wages. That would not be in the interests of labour; it will be in the interests of the landlord section. So, by giving this wide scope to the State Governments it is not intended to give any benefit to the labourer; it is certainly intended to give benefit to the landlord section or to the State Government to suit their own needs. Suppose there is a demand for minimum rates of wages in any district or in any locality. Under this provision, the State Government could fix the minimum rates of wages for a taluk only where the agitation is strong or where the demand is very strong and they can avoid the fixing up of minimum rates for the other parts of the country, and for other kinds of work. Thereby, they can rouse one section of the employees engaged in harvesting a certain type of paddy for other grain against another section of employees engaged in transplantation. Like this, by using this provision, they can divide the working classes and diminish the strength of the working classes and utilise the powers to their own ends. It is highly objectionable to give this wide scope to the State Governments because I am sure that the State Governments will really succumb to the behests of the feudal landlords. So, I am against giving this kind of wide scope to the States.

Again, Sir, in fixing minimum rates of wages for farm labour, the State Government must, in my opinion, consult the labourers—the representatives of the labourers. In my part of the country, in Andhra, we have got a very big labour organisation for farm labour—the Agricultural Labour Association—which has got lakhs of members, and the Madras Government ignored this organisation in fixing the

[Shri Nanadas]:

rates for farm labour. We have also got a very big peasants' organisation in Andhra. The membership of this runs into lakhs. But the State Government conveniently overlooked these two organisations. They simply fixed rates basing their judgment on the information given by the officials and landlords and the Ministers, because the majority of the Ministers and M.L.As. in certain States are also landlords. So, it is in the interests of these people that these rates are fixed. So, what I want to suggest to the hon. Minister is that while fixing the minimum rates of wages for farm labour, these organisations of the labourers must be consulted, and the Government officials and the representatives of the landlords also must be consulted. Then only we can come to a correct decision as to what would be the reasonable rate of minimum wage. So, Sir, I suggest there should be a Board for the whole State, a Wage Board which will go into all these matters and formulate its suggestions.

Then there must be a Board for every district, because between one district and another there is difference in wages even now. These differences are bound to be there. We cannot have a uniform rate of wages for the whole State because in delta areas the rates of wages are higher than the rates in dry taluks. In my part of the country, in Krishna, Guntur, Nellore districts where we have got the delta, the agricultural labourers get more wages only during certain periods, i.e., harvesting and transplanting seasons, whereas in the dry districts of Rayalaseema and in the dry taluks of Nellore, they will get wages throughout the year, but very low wages, because there the cultivation is carried on by well irrigation. So much so, in dry taluks there will be labour—only, of course, to a limited number—for a long period. So we cannot have a uniform rate of wages for the whole State. So for every district there must be a Wage Board.

**Mr. Chairman:** May I point out to the hon. Member that what he is arguing now is against his own Amendment to omit lines 1 to 5?

**Shri Nanadas:** No, Sir. What I have been arguing is that for fixing of rates of minimum wages there must be certain Boards.

**Shri V. V. Giri:** Those Boards are provided for.

**Mr. Chairman:** If he wants omission of lines 1 to 5, that means there should be only one uniform rate for the whole State. Of course, I will leave it to the hon. Member to judge what he is doing, but I think it is contrary to his Amendment.

**Shri Raghavaiah (Ongole):** By way of elucidation, may I say that the intention of the hon. Member who is on his legs is .. (Interruption)

**Mr. Chairman:** Let no other hon. Member speak for him.

**Shri Nanadas:** If we have this kind of Boards—State, District and Taluk Boards—then these Wage Boards will be in a position to give correct information to wage fixing authority as to what rates should be fixed for a particular locality, for a particular kind of work. Only for that purpose I am suggesting these things.

And again, Sir, while fixing minimum rates in rural areas, if they are fixed in cash alone, then the difficulty comes. So the minimum rates of wages should be fixed in cash and also in kind whichever is favourable to the labourer. That should be the principle guiding while fixing these rates.

So, Sir, I conclude by saying that this extension of time is not at all justified and this giving wide scope to the State Governments to fix only to certain parts of the country and to certain classes of employment is also not justifiable, is not in the interests

of the labourers. It will be only in the interests of the employers.

**Shri Sarmah (Golaghat—Jorhat):** Mr. Chairman, Sir, looking at the operation of this piece of legislation—the minimum Wages Act—one wonders whether the Government is sincere about their business, although I must say that I do not doubt the *bona fides* of the personalities at the helm of affairs in the matter of labour.

**Shri S. S. More (Sholapur):** This is a change of front from the previous one.

**Shri. Sarmah:** After the legislation was enacted, what happened in a certain part of the country? The tea industry was taken as one of the sweated industries and the first fruits of the Minimum Wages Act for the tea labourers in Assam was that the big tea planters started whittling down the emoluments or the privileges that the tea labourers used to get previously, although in the enactment itself it was categorically stated that tasks may not be increased and emoluments cannot be cut down or reduced.

Now, there is a very fine history behind this. During the war, the road to Imphal had to be widened, and certain air fields had to be made. A labour corps from Travancore-Cochin came and the sweated tea labourers were drafted from the tea gardens of Assam with the garden clerks and some of the European officers, some of whom of course, made mint of money and left hurriedly for their home during the war. Quite a number of these poor labourers died in the arduous task in the inhospitable tracts. Then, to persuade them to come and build this road to make these air fields, besides their salary they were given salt, dal, rice, gur and some other things at concession rates. Now, after this Minimum Wages Act came in 1948, these privileges were sought

to be reduced. The plea of the planters' case was that these were *ex-gratia* payments and therefore these things were not attracted under the Minimum Wages Act. The tea labour union, of course, contended that these things constituted wages because at that time the wages for the tea labourers were made up of certain cash payments and certain other advantages and privileges given to them. That matter was hanging fire for some time, and as is the case with our Government, they sent it to the Tribunal. As we all know something about it, whether in Tribunals or in Law Courts, the party with the longer purse has always got the best of the say. And that matter is still pending before the Labour Appellate Tribunal at Calcutta. The employers can go to Calcutta easily, because they have the money, but the tea labourers find it very difficult either to engage advocates at Calcutta or to send their own representatives. Although it was clearly stated in the Act itself that the tasks cannot be increased, and the emolument cannot be reduced, precious little was done by Government to give relief to the labourers by way of advice or suggestion or even indirect pressure—which, of course, is not always desirable, but on certain occasions when the two parties are not equal, this may be adopted—so that things may be managed in such a way as not to be harmful to the industry on the one hand, but at the same time to be helpful to the labourers, on the other. When that chapter was hardly closing, towards the end of September or October 1952, came the so-called crisis in tea. It may be better described as price recession, and our contention was, and still is that it was man-made, because in London a tea market was opened, and the Food Ministry there withdrew the relief that was being given and yet the prices did not rise proportionately. Thus, at one stroke, the British consumers got the advantage of this price recession, and quite a good amount of capital was repatriated to England by indirect means, to state it briefly.



[Shri Sarmah]

When this so-called tea crisis came—which, I repeat, and we still hold, was mainly man-made, although there were certain other reasons for it, such as the peace talks in Korea and so on—the Government of Assam, one fine morning issued a communique appointing an Uneconomic Gardens Enquiry Committee, consisting of representatives of labour, employers, and some Members of the Assam Legislative Assembly. And what were the functions of the Committee? They could revise the minimum wages. The result was that in quite a good number of tea estates, the Minimum Wages Act was not observed, in consequence of the directions of this Committee. Thus in the same industry there were two levels of wages for the labourers, one on a par with the minimum wages, and the other less than the minimum wages, and this lesser emolument was given in the so-called uneconomic gardens. This anomalous position is still continuing. When we look at this reduction of the minimum wages, we are really flabbergasted, because the Minimum Wages Act was enacted, admittedly to give relief to the labourers in sweated industries.

Now, what is the basis for these minimum wages? It is the cost of living. In other words, the minimum wage is neither a fair wage nor a living wage, but it is literally a minimum wage at subsistence level. And yet, when certain gardens were found or supposed to be uneconomic, the wages were reduced below that provided by the Minimum Wages Act. Now, to find whether a garden was uneconomic or not, was rather difficult, because all the matters could not be thoroughly gone into or scrutinised due to various reasons. It may be that the persons were not quite competent, or the data were not available fully, or that the employers were not willing to disclose all the facts and figures relating to the cost of production or perhaps the time at the disposal of the Committee was not sufficient to enable them to come to proper findings. But the fact re-

mains that if a proprietor of a tea estate would purchase a Buick convertible but would not put manure on his tea garden, he would not get sufficient output, and would not have enough money to keep the garden going towards the latter part of 1952 or early 1953, with the result that the garden would be found uneconomic, because the income is not sufficient to make both ends meet. This is a very curious state of affairs. When the so-called tea crisis came, it was the labour alone that suffered in that part of the country. If that should be the case, what is the purpose of the Minimum Wages Act? Although the labourers cried for it, and although the labour-workers wrote letters, made representations, and took all possible steps, no relief was given to them.

Another curious part of this communique was that the reduction in wages would not be reconsidered until the loss supposed to be borne by the proprietors and employers were made up. I have not come across any device or any arrangement or any edict anywhere which says that the labourers will be sweating and starving till the loss supposed to have been incurred by the planters is made up. Did this so-called crisis come only for the labourers? Are the proprietors of the tea estates to be reimbursed for their supposed loss by the sweat of the labourers, until their loss is made up completely? And is it for this purpose that their wages would not be revised? The labourers have been taking exception to this, and I suppose in a recent meeting of the employers and the labourers, the representative of the labourers refused to have his seat in the conference and withdrew. Even today, the position continues to be the same, the question of revising the wages would not be reconsidered until the loss is made up by the planters.

Another point that I would like to invite the attention of Government to is that although there is

minimum wage in force in a tea Estate, there is often a peculiar category called '*letera challan*', and the minimum wage is not applicable. Goodness knows what is meant by this term. Perhaps it is a local term. The word '*letera*' means clumsy, awkward, incompetent or something like that.

**Shri K. P. Tripathi:** It means untidy fellow.

**Shri Sarmah:** A certain part of the labourers is categorised as '*letera challan*', and even though minimum wage is in vogue in that estate, these people are not given the minimum wages.

**Shri S. S. More:** What about some of our Ministers? Are they not also described as *letera challan*?

**Shri Sarmah:** If such anomalies continue, what is the meaning of this enactment?

I welcome the extension of the scope of the legislation, but I urge that effect to this piece of legislation should be given with all the seriousness that the situation demands. The tea labourers are perhaps amongst the most sweated labourers in all the industries in the whole world. Tea belongs to that category of industries which give a return on the investment, of the order of 300 to 1,000 per cent. The tea estates which came into existence prior to 1939 or 1940, or even 1945, must have returned at least 300 to 1,000 per cent. of the initial investment on them. If on one side, if we see the picture of starving labourers, and the reduction of the minimum wages, what do we see on the other side? We find that more non-Indians have been imported into the management of the industry.

**Mr. Chairman:** May I suggest to the hon. Member that he should rather come nearer the provisions of this Bill?

**Shri Sarmah:** I want to point out that the provisions of the Bill are salutary, but what is the good

of its existence on the statute book, if it is not going to be applied in actual practice. I suppose that is the most relevant part of this piece of legislation. That is my submission to you and this House. Soon after the coming into operation of the Act, we should have expected minimum wages in all sweated industries covered by the Act, but what do we find? We find quite the reverse of what the legislation intended has taken place, and the wages for the tea labourers has been reduced below what was provided by the Act. While the labourers are treated this way, we find that quite a number of Europeans have been brought in on the managerial staff. Prior to 1952, with a view to showing lesser income, other expenditures were also increased on the management. I hope, Sir, that the Government would be pleased to see to these aspects of the legislation so that really those for whom it is meant get the advantage.

**Shri K. C. Sodhia (Sagar):** I do not want to speak about factory labour, because...

**Mr. Chairman:** May I suggest to those who would like to speak hereafter that they should at least make some reference to the provisions of this Bill?

**Shri K. C. Sodhia:** I shall speak about the Bill.

**Shri Raghavaiah:** May I make a suggestion, Sir? Since the number of people who want to speak are too many, will it not be inconvenient and taking the time of the House... (*Interruptions*). It is for the consideration of the Chair that I am making this suggestion. It may not be a point of order. It may be taken as a suggestion.

**Dr. Suresh Chandra (Aurangabad):** It is no point of order.

**Shri Raghavaiah:** There are many Members who have already tabled amendments to the Bill. They may speak at the second stage of the consideration, and those who have



[Shri Raghavaiah]

not tabled any amendments and want to speak, may be given preference.

**Mr. Chairman:** I can do one thing. I can fix the time-limit for speeches hereafter—about ten minutes.

**Shri S. S. More:** 15 minutes.

**Shri Raghavaiah:** Suppose it relates to the provisions of the Bill; then he may be given 5 minutes more.

**Mr. Chairman:** Ten minutes only.

**Shri K. C. Sodhia:** I am going to relate to you the story of biri labour in Madhya Pradesh with whom I have got intimate connection and about whom I have got personal knowledge. Then I shall speak about agricultural labour.

It has been stated in one of the replies to my questions that the number of biri labour is only 1 lakh in Madhya Pradesh. I tell you, Sir, that the number of biri labour in Madhya Pradesh is, at the most conservative approximation, not less than 10 lakhs. Now, when under the law, the Minimum Wages Act, which is applicable to the biri labour, we do not know even the approximate number of biri labour, then what can we say about the administration of that law? That is the first point.

Now, Sir, you know this biri periods has to work with tobacco and you also know that the smell and the effects of tobacco on labour are very bad. They have to remain sitting the whole day and a man at the age of 30 working in this line will be a 70-looking man. In fact, if Government were to institute an inquiry, I am quite sure that at least 20 per cent. of them will be found to fall in this category.

Now, Sir, looking at this number of 10 lakhs of labour—or it may be even 5 lakhs, even then it is a big number—we find that they are working in a very bad condition. If we look to the Minimum Wages Act,

Rs. 1-4 per thousand was the rate fixed in the year of grace 1951. Since then, it has just been going on in the same fashion when a biri 'khatta' of 20 was priced at 4 pice. At present, the price of a 'khatta' is 2 annas, and the minimum wage that is allowed to a labourer has been reduced from Rs. 1-4 to 12 annas. The House will be curious to know how this happened. The thing was that when the Minimum Wages Act was not in force, the biri magnates used to give wrapper, gum, dhaga and all these things from their own shops. They were allowed to do that. Now, since the Minimum Wages Act has come into force and Rs. 1-4 per thousand has been prescribed as the rate of wage, these biri magnates have tried to make all sorts of deductions. They say: '1 anna for gum, 2 pice for wrapper, 2 pice for sitting accommodation' and so on and in this way, they have been making all sorts of deductions and the net amount that they give per labourer is 12 annas per thousand.

Now, Sir, you may say that this biri labour has not to work in a factory and their work is not very hazardous. But if you just look to the health of those labourers and the evil effects of the nature of their work that they have to do, you will see that their labour is very hazardous. Therefore, they ought to be given more for their work than is generally allowed. Therefore, my submission to the hon. Minister is that there ought to be some criterion to guide the Boards which are constituted for the purpose of making recommendations to the State Governments about the rate of minimum wages, and that criterion can only be the great amount of profit which these biri magnates are making. If that is done, then those Advisory Boards can come to a certain decision which can be reasonable to the labourers. That is my first suggestion.

My second suggestion is this. In the Act, there is a provision that if certain deductions are to be made and are allowed by the State Governments, then these deductions can be made in the minimum wages that are allowed to the labourers. That is one of the provisions of the old Act. Now, Sir, these labourers—90 per cent. or even 95 per cent. of them—are illiterate and they do not know what deductions have been allowed by the State Government for the meagre pay that is allowed to them under the Minimum Wages Act. Therefore, my humble submission to the Minister is that if the State Government allows any such deductions, then the terms of those deductions should conspicuously displayed in the office of the manager who manages these shops.

Then my submission is this. Under the Amending Bill, it has been left to the State Governments to just wait till the end of the statutory limit of 5 years after which they have to revise their minimum wages or to just make an inquiry and fix the minimum wages anew. My submission is that the procedure for finding out the new minimum wages under the Amendment Act should be taken up by the State Governments without any delay.

Now, Sir, I have to say a few words about agricultural labour. We are all very impatient and we want to eat much much more than we can digest. That is my impression about labour laws. My view is that agricultural labour now gets much more than what they are likely to get under the Minimum Wages Act. I will give you a concrete example.

I am a farmer and I have always to engage two labourers for the whole year. I pay to them one-third of a *mani*. A *mani* means 6 mds. and 10 srs. of wheat in our side of the country. Now, one-third of that means 2 mds. and 3 srs. every month. Now, that is, of course a mixture of gram and wheat. Now, they sell practically at the same rate at least for the last two or three years. It has been

found by experience that the rate of gram is only very slightly lower than that of wheat. Now, according to our calculation one *mani* comes to about Rs. 110 or Rs. 115 and one-third of it comes to nearly Rs. 40. That is what we pay to them. Moreover, at the time of harvest we have got another rate which is nearly 125 per cent. of what their monthly wages are.

Moreover, the rates of agricultural labour vary from place to place. It is very difficult for any State Government to fix a reasonable rate of minimum wage for agricultural labour within a period of 6 months or even one year. Therefore, Sir, my submission is that instead of 1954, the period should be extended to 1956 so that justice may be done to all the parties. My submission to the hon. Minister is that he is really solicitous for the welfare of labour but his misfortune is that he cannot properly administer the laws which he frames because the agencies through which he administers these laws do not come up to his expectations or to his level of thinking. Therefore, I would request him—if he wants that his labour laws are at all to be conducive to the welfare of labour as he desires them to be—to have an agency on which he can rely for the proper implementation of his laws. That is all that I have to say.

**Mr. Chairman:** Before I call upon any other hon. Member, I would like to say this. I think the Bill has been very exhaustively considered and I think I will have to give at least 20 minutes to the Hon. Minister for his reply and another 10 minutes also for the amendments to be moved so that we could succeed in passing this Bill before 6-30. I think there has been enough discussion and I will call upon one hon. Member and after that the hon. Minister. I have got another way of curtailing the debate, to which I would not like to resort. I think the House is satisfied that the Bill has been thoroughly discussed and if some hon. Members

[Mr. Chairman.]

want to place new points, that is a different matter.

**Shri S. S. More:** There are different categories of labour.

**Mr. Chairman:** It may not be quite irrelevant for any hon. Member to discuss every little trade and the payment of minimum wages to them, but I cannot help it.

**Shri S. S. More:** How can we help it?

**Mr. Chairman:** I can help it in another way; that is a different matter.

**Dr. M. M. Das:** We have done a lot of work today. This can be taken up tomorrow or the day after. Why are we in such a hurry, Sir?

**Shri S. S. More:** About minimum wages, Sir....

**Mr. Chairman:** I am on my legs and I would request hon. Members to hear me. There is no desire really to curtail discussion. If any hon. Member wants to put forth the grievance of any particular kind of labour, I think that can be done without taking much of the time of the House. I would suggest to the hon. Members that they should rather observe that.

**Pandit S. C. Mishra (Monghyr North-East):** Mr. Chairman, Sir, I will not spoil my time. This Bill which seeks to amend our old Act has given out as one of its objects the protection of certain classes of labour. The notion of minimum wages, Sir, is certainly a notion that we have borrowed totally from western countries. I think when I utter this sentence, our friends like Kila-chandji and Somanji would think that I am in their box and perhaps I want to attack the Bill.

**An Hon. Member:** They are not here.

**Pandit S. C. Mishra:** They might have gone in the knowledge that no legislation is going to be passed which will really harm them or really affect them. Therefore, they can always be at ease. What I want to draw the attention of the hon. Minister and the hon. Members behind him to is what can be the intention behind such Acts and whether any of those intentions have been fulfilled. Because you have limited my time, I will not take these friends back to the history of those days by which we can see how the necessity for such Acts arose in the other countries, England, Holland etc. and whether they fulfilled anything or not. Here of course, these are only pious wishes which help nobody and inconvenience no party and certainly achieve nothing. I will assure our Labour Minister that the way in which they are serving our country does not come to anything. It may be serving the other party but it is not serving labour at all. Before a notion about any minimum wage can be crystallised, the first thing that must be taken into consideration is the status of the society. What do we mean by minimum wages, Sir? Nothing has been mentioned either in the original Bill or in the amending Bill as to the principles on which the States should fix the minimum wages. If they find that there is a class of industry which is employing 1,000 men, then only they should think of fixing the minimum wage. Therefore, Sir, the position in a nutshell is that if there are ingenious persons who wish to exploit labour and if they have got some ingenuity they can go on doing it with audacity and this Act will not apply at all, will not touch them. Only when there is a great demand on behalf of labour will our benign Government come to their rescue.

One of my friends questioned the honesty or the intention of the Government. I say, if there was any intention to give general protection, the first thing is to have minimum

wages fixed for all classes of labour by the Central Government. Why should there be a minimum rate only in a certain industry which is having at least 1,000 labourers in one State? One of my friends was talking of dock labour. These docks may be diffused all over the States and one State may not have more than one dock and perhaps there may not be 1,000 labourers in one State. Our good friend of the labour, by this Bill, is telling the States "You need not legislate on that point because this industry does not in your own State employ more than 1,000 labourers". What I wish to suggest before the House is this. The notion of a minimum wage must be constantly revised. What is fair and equitable now may not be so next year and it may then become obsolete, because our standard of living is changing every day. I would like to give you a simple illustration. These chariots drawn by horses—were they not the greatest luxuries only a hundred years back? Now they are dingy things because shining motor cars are being used by our Ministers and therefore those chariots have now become obsolete and have gone below the minimum standard. Similarly, mud-houses might have been very comfortable at one time, but now what are they? What I wish to say is that there must be a notion about what is the level of minimum rate at a certain period of time, and now in this twentieth century, the elementary thing that should be taken into consideration and which the Government of India should have laid down, when they are making so many schedules, one more schedule to say that such and such standard of living shall be considered to be the minimum standard of living for a human being in India. Only on that basis there could have been some benefit and that ought to be universally applied. I will not go into the history, but one word I can say—and perhaps our friends are not ignorant. Especially in England, about 200 years ago, when their manufacturers came to have their own way,

they made laws in the Parliament of England, by which begging, etc., were made a crime and any poor fellow found on the roadside was just put into the jail. Therefore, the manufacturers on the one hand opened certain factories whose gates were open, and on the other hand they took whips from the Government and every poor man was driven by those whips till he was forced to enter those factories. If he did not enter those factories, he goes to the jail. That sort of thing was prevailing in England for so many years. Then, the manufacturers had the pleasure of employing, because otherwise the poor man had to go to jail. This exploitation of labour went on there for more than two decades and it was only after that that something leaked out of that and then the conscience of England revolted against this and they drafted these laws—minimum wages laws. If we wish to avoid exploitation, then we should legislate and not leave everything to be settled between the exploiters and the exploited. If you leave it to them to decide, then of course this is enough for an eye-wash, but if we intend anything else, I would humbly request the hon. Minister to take the matter up immediately. You fix a minimum wage and fix the intensity of exploitation of labour. Suppose you fix certain wages for certain industries, and you do not fix intensity, what will the capitalist do? He will only speed up his own machines and the poor labourer, who used to sweat in eight hours, will be sweated out in four hours and his life will become a burden to him; he cannot stand up any longer after four hours' work. There is no protection for this man. Therefore, this minimum wage should take into consideration the intensity of the employment also. I find that our benign friends have suggested that in such and such industries where the wage standard is above Rs. 75 per month, they need not at all legislate for the workers. You may pay Rs. 75 per month, but take the life out of those fellows so that they become old men at the age of

[Pandit S. C. Mishra]

20 and go to their grave at the age of 30.

**Dr. M. M. Das:** Is that correct?

**Pandit S. C. Mishra:** You, being a doctor, must know.

**Dr. M. M. Das rose—**

**Pandit S. C. Mishra:** I am ready to sit down and let him have his say if he wants to interrupt me.

**Shri Aigu Rai Shastri (Azamgarh Distt.—East cum Ballia Distt.—West):** On a point of order, Sir. Can two hon. Members talk to themselves.

**Pandit S. C. Mishra:** What I am saying is that the notion of minimum wages can only be right and concrete when we take into consideration all these factors. Every man has the right to expect to live at least upto 60 or 70 years under certain Indian conditions. Without taking that into consideration, if a factory owner pays Rs. 75 to a labourer and if he roasts that fellow, our Government does not wish to go and protect him. Our friends have drawn your attention, Sir, to the fact that there are many classes of employment where this Act does not apply at all. I was shocked to hear what our friend from Assam had to say I knew that there was a Viceroy's rule in India some 50 years ago, who when he went to the tea gardens of Assam, said "we are doing the same job in India, you through exploitation and I through administration". Is that the same state that still prevails? Are these tea gardeners still so very dear and near to us that we cannot extend this simple Act to their regimes also? What I wish to say is that you should throw out this clause wherein you say that it will apply only in those industries in a State which retain at least a thousand employees. We are legislating from this august Parliament and I say that anybody employed anywhere shall have the protection of this law and the big arm of Parliament will protect him

anywhere—whether there are 1,000 people or only one man and one child in the factory. The conditions of living must be prescribed, that is, that minimum wage means such and such a standard of living. Although the money standard varies from State to State, the material standard should almost be the same throughout the Indian Union.

6 P.M.

I think I have included landless labour especially. This protection should be applied to all. It may be that in the rural side, when calculated in money, the wage may be smaller. In fact in factories in the cities, it may be calculated in money, and in this case, the wage may be higher. But there must be a uniform policy.

**Shri Mohiuddin (Hyderabad City):** Mr. Chairman, the common feature of all the speeches that have been made today on this amending Bill is that criticism is directed not against the Act or the amending Bill but mostly against the implementation of the Act. There has been a common complaint that although the Act has been enforced—it is now about five years—the minimum wages have been enforced by the State Governments only in a very limited manner and even then, wherever they have been notified, they have not been properly enforced. That is a very common experience throughout India. I know of two States, for example, who by notification, had enforced the Act for beedi workers. In about six or nine months' time, they found that the notification could not be enforced, or, the State Government were helpless in properly enforcing it. So, the notification was withdrawn and a committee was appointed to go into the question of revising the rates of wages. The enforcement of the minimum wages in cottage industries and small scale industries is no doubt very difficult. It is difficult, firstly on account of the fact that State Governments have not got sufficient staff to enforce the law. Neither have they sufficient funds to

employ more staff for the purpose of enforcing the Act. Now, that is the situation in respect of the cottage and small scale industries. In regard to agriculture, we find that very few States have enforced, in a limited area the minimum wages for agricultural labour. Even there, the enforcement difficulties are encountered, and we find that the law is not properly enforced. These two fundamental defects have been found all over India. I think it is high time that the Minister of Labour considered and examined the rationale of the Act itself. It is necessary to see that if a law is to be enforced, it should be properly enforced by the staff and by public opinion. I do not know how far public opinion can help in this matter. It does help to a certain extent in large areas, but it is helpless in bringing the defaulters to book.

The important question is whether, if we are going to pass this amending Bill,—is it going to be properly enforced or is not going to be properly enforced. I hope the Labour Minister will give his attention to that problem and find out why is it that the State Governments are not at all enthusiastic. I am saying it deliberately that the State Governments are not at all enthusiastic about enforcing the Act. I suggest that either a departmental enquiry committee should be appointed or another type of committee may be appointed to go into the whole problem of minimum wages for agricultural labour as well as cottage industries.

Now, Sir, in regard to agricultural labour, an enquiry was made about three or four years ago into the rates of wages for agricultural labourers. The reports for a few villages have been placed in the library, but the report for the whole of India has not yet been published. I do not know when the report is going to be published. It will be an interesting document on which the policy of the Government will be based as regards wages that are to be paid or enforced for agricultural labour. Now, in

respect of a few reports that have been published or have been placed in the library, we find that the agricultural labourer has got employment for at the most 160 to 180 days in a year. Now, I wonder, when the whole scope of employment for agricultural labour extends only to about 170 days in a year on an average, how the minimum wages are going to help them. The problem of agricultural labourers is a vast problem, and the simple enforcement of the Minimum Wages Act in respect of agricultural labour is not going to solve that problem. I do support that the minimum wages for agricultural labour must be enforced and it should be properly enforced, but it requires something more than the enforcement of the minimum wages to increase the standard of living or the agricultural labourer. With these few words, I support the Bill.

**Shri P. C. Bose** (Manbhum North): Mr. Chairman, Sir, I would like to support the Bill for a particular reason. I support the Bill because this Act, the Minimum Wages Act, has got a special significance for our country. In almost all the countries of the world which are advanced in industry, there is a Minimum Wages Act, but so far as I know, everywhere it has lost its significance altogether. In England, for instance, there is a Minimum Wages Act, but the actual rates of wages paid are something like four to five times the minimum wages prescribed in the Act. But here, in this country, it is very unfortunate that all employers—employers include Government also because they are the biggest employers—consider that the minimum rate is the maximum rate. It is both minimum and maximum. When a legal enquiry is held into the rates of wages, they fix it at the minimum rate without any consideration of the actual living costs. So, this Act has, as I was saying, got a special significance and special importance in our country. That is why I said in the beginning that I support it on that particular ground. That is necessary: otherwise the employers will find some



[Shri P. C. Bose]

loophole to bring down the wages below the minimum level. But at the same time I have heard that there are so many fields of labour where this Act is not applicable.

As I was saying this minimum wage rate should not be the maximum rate. Government should see to it. In the coal area I have seen that in 1947 the minimum rate of basic wage was fixed at eight annas; and they gave something more—four annas as new basic and 150 per cent. as dearness allowance. But that rate is still continuing. There is no grade at all. Nobody gets one anna more than eight annas per day. That is why I was saying that minimum in our country means the maximum, whereas in industrially advanced countries the Minimum Wages Act has been left in the background; it has no significance at all. In fact, they are paying four or five times the rates fixed by the Minimum Wages Act.

In regard to other labourers, about whom certain hon. Members have spoken, I think the scope of this Bill is rather limited. Take for instance agricultural labour. I had some concern with agriculture labour also. But I have found it a very difficult thing to assess the actual rate they get, or to fix a minimum wage; because, in the same village some labourers are paid in cash, some are paid in kind, some are paid both in cash and in kind. Then again the price of grain varies from year to year. Therefore, it is very difficult to fix the actual amount. If we fix a minimum wage in cash, it will be impossible for the villagers who have got very small holdings, who appoint two or three labourers, to pay cash down. They invariably pay in kind, —a few maunds of paddy or some food. Sometimes the father, mother and children work and make their living. So, introduction of minimum wages in agriculture is a difficult thing and should be considered very thoroughly. Also, this matter should be considered separately, apart from this Bill.

Again in regard to smaller concerns. I do not understand why people working in them should not get the same rate as those employed in bigger concerns. They have got to spend the same amount of money for their upkeep and for feeding their children. This kind of difference is really not understandable, and I think should not be allowed. The difficulty may be, as was pointed out by one hon. Member, that the poor employers may find it difficult to carry on and may close down. This in turn will lead to unemployment. This aspect no doubt should be considered by Government, but I feel that in a measure designed to raise the standard of living of the labourer, those engaged in smaller concerns should not be neglected. In that respect the law should be all-pervading, comprehensive and equally applicable to all labourers working everywhere.

**Shri Raghavalah:** Mr. Chairman, Sir, in a measure seeking to amend the Minimum Wages Act of 1948, one naturally expects from the Ministry an account as to how the original Act has been implemented by the administrations and what success or failures it has encountered in the course of its administration. But this is lacking. No literature has been supplied to Members of this House as to how this piece of legislation has worked in different States from 1948.

When such is the plight in which Members find themselves, it is really difficult for them to make any suggestion or any contribution to the amending measure that has been brought forward. One of the previous speakers, who is experienced in the administration of this legislation in Hyderabad, from the other side has already pointed out two fundamental defects. Time and again it has been pointed out by several hon. Members in this House that there has been inexcusable and inordinate delay in the implementation of this piece of legislation in the different fields of labour. It is not surprising that not only is there delay, but even where it has

been implemented it has been a dismal failure. Where minimum wages are fixed, the labourers are not paid even that and they have to go to some tribunal. So, the whole thing boils down to a farce.

Sir, I had the other day given certain definite and concrete cases to the hon. Minister of Labour, cases relating to the mica labour, where we expect this legislation to be implemented in all its fulness. But even there the wages that are fixed have not been paid; the mines have been closed and the labourers have been left to fend for themselves. That is the plight of hundreds of workers in the mica industry. When such is the position, where minimum wages have been fixed, one can imagine how this measure is going to be implemented and what fruitful results are going to come out of it.

About the unhappy results that have followed in the absence of implementation of this legislation much has been said by my predecessors and I need not add another stone to the large number of stones that have already been thrown at the Minister who must have been already tired of the discussions.

**Shri V. V. Giri:** Not at all.

**Shri Raghavaiah:** This is not the first time that Government is demanding an extension of time. The first extension was up to March 1950; later it was further extended to March 1952. Then again there was a further extension of one and a half years. In all there were three time limit extensions of about four and a half years. One can easily imagine the immense loss that would have been sustained by labour during these four and a half years. If this piece of legislation had been brought four and a half years before or at least three and a half years before, certainly the workers would have been benefited. So the only serious complaint, the main complaint and the only grievance of each and every Member of this House, both from the Opposition and from the ruling party, will be

that this amending piece of legislation is too late, so late that it has taken so many human lives for which there is no regard by this Government. If only there is any regard for human life and the labour of man, if only the so-called dignity of labour has any meaning—a term that has been used in the literature of the kinds of governments that we are having in certain parts of the world including ours, unhappily, I have to add—if there is any meaning for that term, Sir, so many lives would not have been lost as a result of the absence of implementation of this legislation and also as a result of this measure being too late.

So, Sir, even at this stage one cannot argue otherwise, because the nature of the piece of legislation is not such that we can expect the wages to be paid for the past three and a half years. Nothing can be applied in a retrospective manner. This piece of legislation does not provide for such a scope of getting wages paid for the years that have elapsed on account of the negligence of an inhuman government—I must be excused, Sir, for saying so, because no value has been paid to human life and human labour—I am again repeating on account of the negligence of an inhuman government.....

**Shri V. V. Giri:** Call it un-human. That is more cultured!

**Shri Raghavaiah:** If you accept the premise, the corollary follows. After all I do not dispute the term if the meaning is accepted.

Sir, I do not find fault with the hon. Minister Shri Giri who is today in charge of Labour. After all he has come today. His predecessor Shri Jagjivan Ram has done nothing. And his predecessor has done still more nothing.

**Shri V. V. Giri:** Nothing comes out of nothing!

**Shri Raghavaiah:** The responsibility is not only of the present administration but its predecessors and its predecessors also. So one cannot



[Shri Raghavaiah]

level all the criticism against the Government that is today carrying on the administration.

Another point that follows from the extension of time, is why should it be extended? Because a certain delay has been caused in the implementation of the legislation, in taking data, fixing wages and so many other legal formalities—because of these one has to extend the time. The delay has been caused by the State Governments in implementing the original piece of legislation of 1948. One has to accuse the State Government for not implementing it with all the rapidity, with all the sincerity, with all the swiftness and with all the humaneness that this piece of legislation, namely the Minimum Wages Act of 1948 requires. Since the State Government has not done that, the duty of the Central Government is not to extend the time, not to give a still further lease of time for it to breathe and spoil even this amending piece of legislation—because it is only accustomed to not implementing the legislation with sincerity, honesty and swiftness that the legislation demands, but to ask for explanation.

Sir, the hon. Member from the other side who comes from Hyderabad has already stated how two fundamental factors are required, namely the question of staff and the question of funds. And, as he has already said, when these two main basic things are absent the State Governments could not implement the measure. So it needs no explanation or addition on my part to what has been said by him. In this way the main defect lies with the State Governments for which the Central Government also is partly responsible because it has not provided in the legislation for the State Governments to get any funds or employ any staff. Neither has it done it of its own accord nor has it provided scope in the legislation for the State Governments to remove these two main defects as a result of which

they could implement the measure effectively.

In view of these two factors the main party to be accused is the State Government, and partly the Central Government—of course only in a subsidiary capacity it comes. But instead of charging the State Government and punishing the State Government it punishes the workers by extending the time and by giving more time to the State Governments.

Here one can understand the role that is played by the State in implementing legislation. Why do we make a legislation? Why do we pass a certain Bill? It is only to see that it is implemented with all sincerity, swiftness and humaneness that the country and the people demand. We do not go on passing pieces of legislation and fill the statute book increasing its size to such an extent that one will not be able to go through it or know what has been passed—because nothing is there in practice. And even when it is implemented the losers are the people, the workers. I have already pointed out how it has not been implemented in respect of the mica workers. And even in the implementation there are so many pitfalls. By this piecemeal and half-hearted implementation and these defects in the implementation, the result is disastrous to the people and the workers.

In view of all these things one questions the treacherous role, the unhappy, inhuman role played by a State in doing justice to the people. Whom does it support? Does it support the mica owners? Does it support the industrialists? Or does it support the workers, the labour?

Time and again the other party has said, especially the Deputy Minister in many of his speeches on many an occasion has left no chance in assailing the Opposition with terms such as "revolutionary", "red bogey", "Bolshevik" and so many other terms that are most unfit for decent hearing. I

may remind him in this connection of what is the role played by a State, in not implementing the legislation. And if it is not implemented, is it not the duty of the Government to accuse and charge the State Government and to punish it? Instead of punishing the accused, you are punishing the accuser. Is this the type of justice that we are administering in this country? The party that is to be accused here is the State Government.

I need not advance any further arguments. Much has been said by the hon. Member coming from Hyderabad. So with all sincerity let me advise the Deputy Minister who is always anxious to assail the Opposition with all varieties of red bogey: here is a culprit, an accused, the State Government; and here is another accused, a subsidiary accused, namely the Central Government which has not provided the State Governments with funds, which has not provided

the State Governments with staff to implement this measure, and here is a State that has not implemented the Act at all in most of the industries. Here are the accused. They have got to be punished. They have got to stand a trial before the people. And it is only after that, as a result of the report that we get from the trial before the people, it is only then that this piece of legislation is worth being discussed in this House, Sir.

**Mr. Chairman:** Is the hon. Member going to close or will he take some more time?

**Shri Raghavaiah:** Sir, I have three more points.

**Mr. Chairman:** The House stands adjourned till 1-30 p.m. tomorrow.

*The House then adjourned till Half Past One of the Clock on Wednesday, the 16th December, 1953.*