

Friday, 10th September, 1954

# LOK SABHA DEBATES

(Part I—Questions and Answers)

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SEVENTH SESSION

1954

LOK SABHA SECRETARIAT

NEW DELHI

**LOK SABHA**

*Friday, 10th September, 1954*

*The Lok Sabha met at a Quarter  
Past Eight of the Clock*

[MR. SPEAKER in the Chair]

**ORAL ANSWERS TO QUESTIONS**

**ANTI-MALARIA AID**

**\*698. Shri D. C. Sharma:** Will the Minister of Health be pleased to state:

(a) the aid given to the Government of the Punjab in 1953 under the National Malaria Control Scheme; and

(b) the progress achieved till the end of 1953 in that State?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) and (b). A statement is laid on the Table of the House. [See Appendix IV, annexure No. 46.]

**Shri D. C. Sharma:** From the statement I find that there are four malaria control units working in the Punjab. May I know where the headquarters of these units are, and whether they are serving any particular zones in the Punjab?

**Rajkumari Amrit Kaur:** The hon. Member would have to refer to the State concerned as to which areas they are operating in, but they have got four units. I know one is operating in the neighbourhood of Karnal, for example, where 11,327 acres have come in for paddy cultivation without any risk of malaria to the people there.

**Shri D. C. Sharma:** Out of the nine lakh and odd rooms which were 360 LSD.

sprayed by D.D.T., how many belong to the villages or the rural areas, and how many of these belong to the urban areas?

**Rajkumari Amrit Kaur:** All the units work in the rural areas.

**Shri D. C. Sharma:** May I know if the needs of the hilly districts in the Punjab—Hoshiarpur, Kangra, Gurdaspur etc., have been specially taken into consideration, because the incidence of malaria is very high in these districts?

**Rajkumari Amrit Kaur:** The responsibility for the choice of the districts lies on the State Government.

**LEBONG POST OFFICE**

**\*700. Shri Barman:** Will the Minister of Communications be pleased to state:

(a) whether the Lebong post office and staff quarters at Darjeeling (West Bengal) were damaged by severe landslides in June, 1950;

(b) whether it is a fact that the post office and staff quarters have been declared unsafe and insecure since then and it is proposed to shift the post office to a safer place; and

(c) if so, what steps Government have taken in the matter?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) The class IV staff quarters were damaged beyond repairs and they have been declared unsafe. The clerks quarters were only slightly damaged. The Post Office building and Sub-Postmaster's quarter were not affected. It has however been expressed by the C.P.W.D. authorities that the whole Post office and Staff



quarters should be reconstructed in a safer place.

(c) A plot of land has been selected and steps are being taken to acquire it from the Defence Department. The work of construction of the new buildings will be taken up after the site is secured.

**Shri Barman:** May I know whether it is a fact that in June, 1950, several buildings collapsed in Darjeeling and as a consequence several people died? Though that post office building and its staff quarters were declared to be unsafe by the department, why is it that it has not yet been seen that the place where it is to be shifted is selected and the houses built? What is the reason for the delay?

**Shri Raj Bahadur:** The Class IV staff quarters were damaged as a result of a landslide and the entire post office and the staff were temporarily shifted to military buildings. Later on, after inspection it was advised that the post office and the sub-postmaster's quarters may be shifted to the old building, because there was found to be nothing wrong with them. Later on, we have been advised that for the sake of better security and safety, we should shift them permanently to some other site. That site is now being acquired, and construction will be taken up as soon as it is secured.

**Shri Barman:** How long would it take to acquire the site?

**Shri Raj Bahadur:** We selected one site. The entire area is under the military authorities and we cannot acquire the site without their consent. So, that site was not approved by the military authorities. We have selected another site now and given it to them for their approval.

#### ASTRONOMICAL OBSERVATORIES

\*701. **Shri S. N. Das:** Will the Minister of Communications be pleased to state:

(a) whether any of the Universities in India have taken steps for the establishment of Astronomical Observatories

as recommended by the Standing Advisory Board for Astronomy;

(b) if so, which are those Universities; and

(c) whether any financial aid has been given or is proposed to be given by the Centre for the purpose?

**The Minister of Communications (Shri Raj Bahadur):** (a) and (b). So far as Government are aware, no University has taken steps for the establishment of Astronomical Observatories.

(c) No financial aid has been given so far. If any University requests financial aid, the question will be considered.

**Shri S. N. Das:** May I know whether the recommendations of this Advisory Board for Astronomy were sent to the various universities, and when they were sent what were the reactions of the universities?

**Shri Raj Bahadur:** The Board for Astronomy emphasized both in April, 1949 and again in September, 1951, in regard to the need for the establishment of astronomical observatories at university headquarters, and they were forwarded to and are lying with the Departments of Education concerned.

**Shri S. N. Das:** May I know whether the Central Government will take steps to enquire from the universities whether they propose to do that?

**Shri Raj Bahadur:** The Ministry of Education has been requesting universities to look into this recommendation of the Board.

**Shri B. S. Murthy:** May I know whether any private institutions have asked for grants and whether they have been granted?

**Shri Raj Bahadur:** So far as I know, no.

**श्रीमती कमलकुमारी शाह :** क्या सरकार को इस बात की खबर है कि दिल्ली की जंतरमंतर की आबजर्वेटरी बुरी हालत में है और उसकी रक्षा नहीं हो रही है ?

श्री राज बहादुर : उसका सम्बन्ध इस मंत्रालय से नहीं है, उसका भिन्न मंत्रालय से सम्बन्ध है ।

#### INCIDENCE OF RHEUMATIC DISEASES

**\*702. Shri V. P. Nayar:** Will the Minister of Health be pleased to state:

(a) whether any research work is being done at the instance of Government to devise specific preventive measures to minimise the incidence of rheumatic diseases and if so, by which organisation; and

(b) whether any treatment other than a palliative has been found out to check the disability caused by these diseases?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) Yes; by the Indian Council of Medical Research.

(b) No satisfactory treatment has been found so far.

**Shri V. P. Nayar:** May I know whether Government have estimated the loss on account of these diseases to the working capacity in India at present?

**Rajkumari Amrit Kaur:** No, Sir. No survey has been done.

**Shri V. P. Nayar:** May I know whether any research has been specifically directed against finding out the actual conditions under which the incidence of the disease is getting more and more, in view of the fact that the disease is said to affect the heart?

**Rajkumari Amrit Kaur:** The research for which this money was given was carried out in Lucknow and in Bombay and certain conclusions were arrived at, but, as I have said, no actual survey has been done, and, of course, that the disease does affect the heart is well known.

**Shri V. P. Nayar:** Could I know whether, as in the case of tuberculosis where Government have estimated that a hundred million man-days are

lost on account of its incidence, Government propose to find out the actual loss on account of rheumatic diseases?

**Rajkumari Amrit Kaur:** Government has no such scheme at the moment under consideration, but I shall certainly try to see what can be done.

#### EXPLOSION IN TRAIN

**\*703. Shri Dabhi:** Will the Minister of Railways be pleased to state:

(a) whether the officials appointed to enquire into the cause of the explosion in a running train near Gorakhpur on the 31st March, 1954 have completed their inquiry; and

(b) if so, what are their findings?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) Yes; the enquiry by the Government Inspector of Railways has been completed.

(b) His finding is that the accident was caused by detonation of explosives carried by the District Police Constables in a compartment of the train.

**Shri Dabhi:** May I know whether any action is being taken against the persons responsible for this explosion?

**Shri Shahnawaz Khan:** The police constables were responsible for this explosion, and they have been blown up.

**Shri Bhagwat Jha Azad:** May I know, Sir.....

**Mr. Speaker:** Let us go to the next question.

**Shri Dabhi:** One question.

**Mr. Speaker:** It is not much worth taking up the time of Parliament.

**Shri Dabhi:** Was there any .....

**Mr. Speaker:** Order, order. Whatever it is, it is a singular incident and such incidents are bound to happen.

Yes, Mr. Jhulan Sinha.

# FOOD AND AGRICULTURE ORGANISATION

**\*705. Shri Jhulan Sinha:** Will the Minister of Food and Agriculture be pleased to state the cost incurred by India upto the date for which figures are available, in connection with the Food and Agriculture Organisation?

**The Minister for Food and Agriculture (Shri Kidwai):** The Government of India have paid to the Food and Agriculture Organisation a sum of Rs. 54,94,065/- on account of her annual contributions for the calendar years from 1945 to 1953.

**Shri Jhulan Sinha:** May I know if this country had received any benefit commensurate with the amount spent on our association with this organisation?

**Shri Kidwai:** We have been seeking their help whenever we require it.

**Shri Jhulan Sinha:** What I wanted to know was: if we have so far received any help commensurate with the amount that we have spent over it?

**Shri Kidwai:** All the members cannot receive proportionate help, but we may have received more than we have contributed.

**Shri Nanadas:** What sort of help have we received from this organisation?

**Shri Kidwai:** We receive help for the purposes for which this organisation was set up.

**Mr. Speaker:** What he means is: can he specify instances of the type of help received?

**Shri Kidwai:** Every year we receive some help, and if the hon. Member wants, I shall send him a list of all the items in which we have received help in the past and we will receive help in the future. (*Interruptions*).

**Mr. Speaker:** Order, order. We must proceed to the next question.

# AMERICAN TOURISTS

**\*706. Shri K. P. Sinha:** Will the Minister of Transport be pleased to state the number of American tourists

who visited India from January to June, 1954?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** The number is 4461.

**Shri K. P. Sinha:** May I know whether some complaint has been made by these tourists in regard to improper arrangement of guides on trains and in places of visit?

**Shri Shah Nawaz Khan:** We have not received any specific complaints to that effect.

**Shri Joachim Alva:** When the American and other foreign tourists take full-length pictures of Kashmir and other places, do they obtain permission from the Ministry of Transport, and when such permission is given, are the Home Ministry and the External Affairs Ministry consulted?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** We are not concerned with the giving of permission for the taking of photographs.

**Diwan Raghavendra Rao:** May I know which of the States in India has attracted the majority of these tourists?

**Shri Alagesan:** That is known to all.

**Kumari Annie Mascarene:** May I know how long they stay in India for their tour purposes?

**Shri Shah Nawaz Khan:** It varies in each individual case.

**Shrimati Ila Palchoudhury:** May I know whether any attempt is made to give these tourists some idea of the cultural background of India as well?

**Shri Shah Nawaz Khan:** Certainly, we give very wide publicity to the cultural side too.

**Mr. Speaker:** Next question.

**Shri B. S. Murthy:** What are the methods adopted.....

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

## CLAIMS ON EASTERN RAILWAY

\*707. **Sardar A. S. Saigal:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the claims of many merchants on the Eastern Railway are pending since long;

(b) the number of such cases pending upto the 31st March, 1954; and

(c) how Government propose to speed up the settlement of these claims?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) and (b). The total number of claims cases pending on 31st March, 1954 was 22081, out of which 1465 cases were more than six months old.

(c) Every month the position of pending claims cases is reviewed and special steps taken to finalize the old cases in particular.

**Sardar A. S. Saigal:** May I know whether any representation was made by the merchants of the regional centre of Bilaspur on the Eastern Railway, in regard to long-pending claims, and if so, what action has been taken on the same?

**Shri Shah Nawaz Khan:** I am not aware specially about Bilaspur.

**सरदार ए० एस० सहगल :** क्या यह सच नहीं है कि प्रमुख लोगों के क्लेमस का जल्दी से जल्दी सीक्वया हो जाता है और दूसरे लोगों के मामले में काफी देर होती है ?

**श्री शाहनवाज खां :** हर एक क्लेम का फॉसला उस क्लेम की नवैयत के मुताबिक होता है और हम कभी किसी क्लेम में कोई इम्त्याज नहीं करते हैं ।

## AIRPORT CONSULTATIVE COMMITTEE

\*708. **Shri Krishnacharya Joshi:** Will the Minister of Communications be pleased to state:

(a) how many meetings of the Airport Consultative Committee were held in 1954; and

(b) how far the Committee has helped in dealing with the problems relating to air traffic?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) One.

(b) The Committee has been of help to the Director General of Civil Aviation in formulating his plans for the improvement of the facilities required for air transport and also in taking action to remove the concrete difficulties experienced by the different parties connected with aviation.

**Shri Krishnacharya Joshi:** May I know the nature of the advice given by this Committee?

**Shri Raj Bahadur:** It has been indicated in the reply to part (b) of the question.

## CENTRAL TRACTOR ORGANISATION

\*709. **Shri Nanadas:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether it is a fact that the Government of Madhya Bharat have decided not to employ tractors from the Central Tractor Organisation to reclaim their fallow land; and

(b) if so, the reasons therefor?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Sometime back the Madhya Bharat Government decided not to utilise the Central Tractor Organisation's services. They have since agreed to the continuance of Central Tractor Organisation's operations in the State.

(b) According to the State Government, charges for land reclamation work done by Central Tractor Organisation were not acceptable to the cultivators. They also stated that if they were to make recoveries from the cultivators at rates acceptable to the latter, the State Government would be incurring large losses. The reason for the cultivators' unwillingness to pay the reclamation charges was the recent fall in the prices of foodgrains.

**Shri Nanadas:** May I know the charges, for different types of reclamation, per acre?

**Shri Kidwai:** I have not been able to follow with what the hon. Member has compared these charges.

**Shri Nanadas:** I wanted to know the charges per acre, for reclamation of *kans*-infested lands, for jungle clearance, and for reclamation of fallow lands.

**Shri Kidwai:** The charges are different for different varieties. Two years ago, the average charge was Rs. 52 per acre or per hour of work. But as the cost of working showed that there was some loss, it was later raised to Rs. 62 or Rs. 63—I do not exactly remember it. Then, we tried to get it reduced. Last year's working was an improvement over the previous year's working. Therefore, last year's working charges came to about Rs. 51 per acre or per hour. This year, we hope that our working will further improve, and the charges will be a little lower than Rs. 50, and will be somewhere about Rs. 48 or so. In anticipation, we have fixed the charges at Rs. 45. That means that we may have to pay a little subsidy, if the charges are a little above Rs. 45.

**Shri Nanadas:** May I know whether any private landholders are willing to have direct contract with the Central Tractor Organisation?

**Shri Kidwai:** We always work through the State Governments. We do not go to the cultivator direct.

**Shri Syed Ahmed:** May I know whether it is the intention of Government to apply the new charges retrospectively?

**Shri Kidwai:** No.

#### SERPASIL DRUG

**\*710. Sardar Hukam Singh:** Will the Minister of Health be pleased to state:

(a) whether American doctors have claimed dramatic results by the use

of a drug called 'Serpasil' derived from an Indian herb in the treatment of mental patients; and

(b) whether the use of this herb is known to Indian Scientists also?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) Government are not in possession of information to that effect. But a report saying that some American doctors are using the drug with good results has appeared in the Press.

(b) Yes.

**Sardar Hukam Singh:** May I know whether, after the appearance of this report in the press, any attempt has been made to find out what herb it is, and where it is found?

**Rajkumari Amrit Kaur:** The herb is well-known to us. It has been for many years included in the Indian pharmacopoeia, and it is widely used in India.

**Sardar Hukam Singh:** For what purposes is it used in India?

**Rajkumari Amrit Kaur:** It is used for cases of hypertension.

#### AIR CRASHES

**\*711. Pandit D. N. Tiwary:** Will the Minister of Communications be pleased to state:

(a) how many plane accidents took place from the 1st January to the 31st July, 1954;

(b) whether Government have received the enquiry reports in respect of all the air crashes and air accidents that occurred during that period;

(c) whether the scrutiny of reports reveals any common defect responsible for these air crashes;

(d) the number of cases of deaths, and serious injuries, and the amount of losses sustained by Government and the public as a result of these crashes; and

(e) the steps taken to remove the causes of the crashes?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) 12.

(b) Investigation reports on 8 accidents have been received, while 4 are still under investigation.

(c) Out of the eight accidents investigated, five were accidents to aircraft of Flying Clubs on training flights, one to a Flying Club aircraft on a Joy ride flight, one to a glider of the Poona Gliding Centre, while the eighth was to a commercial aircraft on a non-scheduled flight. Most of these accidents were due to inability of the pilot to cope with the emergency with which he was faced.

(d) I lay on the Table of the Lok Sabha a statement giving the required information. [See Appendix IV, annexure No. 47]

(e) Most of the accidents investigated so far, as stated in reply to part (c), were accidents to Flying Club aircraft operated by persons who were under training. Government have, however, taken steps for thorough and periodical checks to be carried out so as to ensure that a high standard of competency of pilots is maintained, specially under emergency and adverse weather conditions. Reports on such checks are taken into account at the time of renewal of pilots 'B' licences.

**Pandit D. N. Tiwary:** How many of these accidents were due to engine trouble?

**Shri Raj Bahadur:** So far, I think, out of these, one was caused by engine trouble.

**Pandit D. N. Tiwary:** May I know what compensation has been paid so far, and how many claims are pending?

**Shri Raj Bahadur:** So far as these accidents which have been investigated into are concerned, I said that most of them were of flying club planes. In regard to accidents, as is well-known, the internal airlines are not subject to payment of compensation, unless they come within the law of torts.

**Shri G. P. Sinha:** May I know whether there has been any increase or decrease in air accidents in 1954, as compared with 1953?

**Shri Raj Bahadur:** I think by the grace of God, there has been a decrease.

**Shri Karni Singhji:** As most of the accidents are reported to be due to pilot error, are the Government satisfied that the medical checks on pilots are satisfactory?

**Shri Raj Bahadur:** The hon. Member will see from the statement I have already made that the accidents have occurred to the trainees who were under training. As a matter of fact, nobody can completely control accidents during training.

#### RAILWAY CORRUPTION INQUIRY COMMITTEE

**\*712. Th. Lakshman Singh Charak:** Will the Minister of Railways be pleased to state when the Railway Corruption Inquiry Committee is expected to finish its deliberations and submit the report to Government?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** Government are informed that the Railway Corruption Enquiry Committee hopes to complete its work by the next budget session.

**Th. Lakshman Singh Charak:** May I know the places visited by the Railway Corruption Inquiry Committee and the work so far completed?

**Shri Alagesan:** The Committee has already held about 50 meetings so far and have visited the Southern, Western and Central Railways and part of the Northern Railway.

**Th. Lakshman Singh Charak:** What is the reason for the delay in completing its work and submitting the report before the next budget session?

**Shri Alagesan:** They are still to complete their work. They are collecting valuable information and holding inquiries.

## INTERNATIONAL LABOUR CONFERENCE

**\*713. Shrimati Tarkeshwari Sinha:** Will the Minister of Labour be pleased to state whether Government have accepted the recommendation of the International Labour Conference, regarding the grant to workers of "holiday with pay" for at least two weeks in a year?

**The Deputy Minister of Labour (Shri Abid Ali):** Presumably the Hon'ble Member is referring to the Recommendation (No. 98) concerning Holidays with Pay adopted by the International Labour Conference in June, 1954. Government are now engaged upon a detailed examination of the provisions of the Recommendation with a view to considering what action may be taken.

**Shrimati Tarkeshwari Sinha:** May I know the time that will be taken by the Government to examine this recommendation?

**Shri Abid Ali:** This recommendation was adopted only last June and we hope to finalise our decision soon.

**Shrimati Tarkeshwari Sinha:** May I know whether Government are also working out the working hours that will be lost and the extra cost of production that will be involved in the implementation of this recommendation?

**Shri Abid Ali:** All these factors would be taken into consideration.

## RETIRING ROOMS FOR AGRA STATIONS

**\*714. Ch. Raghubir Singh:** Will the Minister of Railways be pleased to state:

(a) whether Government are aware of the fact that the passengers alighting at the Agra Stations experience much inconvenience in respect of accommodation; and

(b) whether Government propose to construct retiring rooms at these stations?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) and (b). For the benefit of passengers

alighting at stations in the Agra area four retiring rooms are proposed to be provided at Agra Cantt. Station, and another four at Agra Fort.

**Ch. Raghubir Singh:** May I know how long would it take to construct them?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** Some of the works have been included in the programme chalked out for this year, and some for the next year.

**श्री एम० एल० द्विवेदी :** अगर यह बात सच है कि आगरा में एक सेंट्रल स्टेशन बनाया जा रहा है, तो क्या यह रिटायरिंग रूम उसी जगह बनाये जायेंगे या अब जहाँ स्टेशन है वहाँ पर बनाये जायेंगे ?

**रूलबे तथा परिवहन मंत्री (श्री एल० बी० शास्त्री) :** ये दो जगहों पर बनाये जायेंगे आगरा कैंट में और आगरा फोर्ट में । बड़ा स्टेशन तो राजा की मंडी में बनेगा ।

**Pandit D. N. Tiwary:** May I know whether there is any proposal to construct such rest-rooms for passengers at big fairs such as the Sonapur Fair?

**Shri Shahnawaz Khan:** There is no such idea.

## AGRICULTURAL MARKETING INVESTIGATION WORK

**\*715. Shri Bibhuti Mishra:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government have formulated any scheme in respect of agricultural marketing investigation work;

(b) if so, what is the nature of the scheme; and

(c) by what time the scheme is proposed to be implemented?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) to (c). Marketing investigation is one of the functions of the Directorate of Mar-



keting under the Central Government and is being carried on in collaboration with the State Governments. Specific schemes are formulated for different commodities according to their importance and practicability, and one or more schemes are always under execution. The work of investigation is thus, more or less of a continuing nature.

**श्री बिभूति मिश्र :** इस स्कीम को किसानों के हित की दृष्टि से सरकार कितनी जल्दी काम में लावेगी ?

**श्री किशोर्बाई :** जब से यह स्कीम चली है किसानों के हित के लिये ही चली है ।

**श्री बिभूति मिश्र :** सरकार इसको किसानों के हित के लिये कितनी जल्दी काम में लाना चाहती है ?

**श्री किशोर्बाई :** यह तो बहुत दिनों से चल रही है और बराबर बढ़ती जायगी ।

**Shri A. M. Thomas:** May I know whether the Government have in view any scheme to introduce grading on the basis of the 'Agmark' quality of standards for cashew, pepper, turmeric and other West Coast products?

**Shri Kidwai:** This matter is under the consideration of the commodities committees which have been formed.

**Shri T. N. Singh:** May we have the answer to question No. 720 along with this?

**Mr. Speaker:** Let him put the question. What does he want?

**Shri T. N. Singh:** I was suggesting that as question No. 720 is a connected question, it might also be answered simultaneously.

**Mr. Speaker:** All right.

**केन्द्रीय ट्रैक्टर संगठन कारखाना, दिल्ली**

\*७१६. श्री एम० एल० द्विवेदी :

क्या साध तथा कृषि मंत्री यह बताने की कृपा करेंगे कि :

(क) केन्द्रीय ट्रैक्टर संगठन के दिल्ली

स्थित कारखाने पर प्रतिवर्ष कितना व्यय होता है; तथा

(ख) क्या प्राक्कलन समिति की सिफारिश के अनुसार सरकार ने उक्त कारखाने में हल्के ट्रैक्टरों के निर्माण के सम्बन्ध में कोई विनिश्चय किया है ?

**The Minister for Food and Agriculture (Shri Kidwai):** (a) The expenditure incurred on the workshop of the Central Tractor Organisation at Delhi is as follow:—

1950-51	Rs. 18,58,932
1951-52	Rs. 15,21,577
1952-53	Rs. 17,17,273
1953-54	Accounts are under compilation.

(b) No, Sir.

The various recommendations of the Estimates Committee on the working of the Central Tractor Organisation have been examined in detail by the Central Tractor Organisation and a senior Officer in the Secretariat. Certain proposals made by them are at present under consideration of Government. A final decision is expected to be taken within the next few weeks. A detailed statement of the action taken or proposed to be taken will be placed on the Table of the House.

#### C. T. O. WORKSHOP AT DELHI

\*720. **Shri Bahadur Singh:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether any spare-parts were manufactured at the Delhi Workshop of the Central Tractor Organisation during 1953-54;

(b) the number and value of the manufactured spare-parts during the above period; and

(c) whether any other work is being undertaken in this workshop?

**The Minister for Food and Agriculture (Shri Kidwai):** (a) Yes, Sir.



(b) 80 different types of parts were manufactured, the total number of parts of all types manufactured being 13,541. The total value of the parts is Rs. 3,49,342/7/-.

(c) Besides manufacture of spare parts, the following items of work are also undertaken by the Workshop:—

- (i) Overhaul and repair of tractors.
- (ii) Repair and overhaul of vehicles.
- (iii) Manufacture of tools and jigs for vehicles, tractors and ploughs.
- (iv) Painting of machines.
- (v) Repair of tyres and tubes.
- (vi) Repair of other equipment, such as Power Control Units, Dozing attachments, rooters, etc.

**श्री एम० एल० द्विवेदी :** माननीय मंत्री महोदय ने पहले प्रश्न के उत्तर में यह बतलाया था कि सेंट्रल ट्रैक्टर ऑर्गनाइजेशन के मातहत यह वर्कशाप जो दिल्ली में काम कर रहा है इसमें आदीमियों के लिये पूरे साल के लिये काम नहीं है। मैं जानना चाहता हूँ कि क्या उस बाकी समय में काम के लिये इन्तिजाम करने का प्रबन्ध किया जा रहा है ?

**श्री किशोर्बाई :** काम बढ़ाने की कोशिश की जा रही है।

**श्री एम० एल० द्विवेदी :** क्या यह सच नहीं है कि ट्रैक्टरों को दिल्ली मरम्मत के लिये लाने में उससे कहीं ज्यादा खर्चा हो जाता है जितना कि मरम्मत में खर्चा होता है ? अगर ऐसा है तो क्या यह सोचा जा रहा है कि यह वर्कशाप यहां से हटा कर ऐसी जगह रखा जाय जो सेंट्रल ट्रैक्टर ऑर्गनाइजेशन के काम से ज्यादा दूर न हो।

**श्री किशोर्बाई :** मगर सेंट्रल ट्रैक्टर ऑर्गनाइजेशन का काम जहां चलता है वहां से एक साल बाद दूसरी जगह खिसक जाता है। क्या आनरबल मंत्री यह चाहते हैं कि इस वर्कशाप को भी उसके साथ हटाया जाता रहे ?

**श्री एम० एल० द्विवेदी :** क्या यह सच नहीं है कि दिल्ली ऐसा स्थान है जहां से सेंट्रल ट्रैक्टर ऑर्गनाइजेशन का काम बहुत दूर पड़ता है ? क्या कोई ऐसा बीच का स्थान नहीं है जहां इस वर्कशाप को हटाया जा सके ?

**Mr., Speaker:** Order, order. I think it is going into an argument.

**Shri Kidwai:** Yes, but I have a reply to it.

**Shri M. L. Dwivedi:** May I put another question?

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

**Shri Debeswar Sarmah:** In his reply, the Minister referred to the recommendations of the Estimates Committee. May I know if the Minister is prepared to make a statement as to which of the recommendations of the Estimates Committee Government have accepted and which they have not accepted, and the reasons therefor?

**Shri Kidwai:** There is no question of Government accepting or rejecting any recommendation of the Estimates Committee. The Estimates Committee had pointed out certain irregularities. First we got a report from the Central Tractor Organisation, which is now controlled by new officers and not those during whose time these occurred. They reported, supporting some and giving explanations for the others. Then we appointed one of the Joint Secretaries in the Ministry to look into the matter and he has already reported. He has found explanations for some and found fault with regard to others. Now, the matter is under consideration and, as I said, we can submit before the House a statement showing what action Government have taken.

**श्री एम० एल० द्विवेदी :** छोट्ट किस्म के ट्रैक्टर बनाने के लिए जो एस्टीमेट्स कमिटी ने सिफारिश की थी उसको सरकार ने क्यों रिजेक्ट कर दिया ? क्या किसी दूसरी जगह इसके लिए वर्कशाप बनाने की बात सोची जा रही है ?

**श्री किशोर्बाई :** बहुत सी चीजें जैसा कि आनरीबल मेम्बर कहते हैं, हो सकता है कि गवर्नमेंट ने रिजेक्ट कर दीं या नहीं कर दीं, या बन सकती हैं या नहीं बन सकतीं। गांलिबन आनरीबल मेम्बर ने पढ़ा होगा कि पंजाब में एक वर्कशॉप में ट्रैक्टर बनाना शुरू किया गया है और अगर जरूरत होगी तो दूसरी जगह पर भी बनाने की कोशिश की जायगी। लेकिन तजुर्बा आहिस्ता आहिस्ता होगा।

**Mr. Speaker:** I am going to the next question. Mr. Radha Raman.

**Sardar Hukam Singh:** Questions relating to Question No. 720 have not been answered.

**Mr. Speaker:** It has been answered and supplementaries have been put.

**Shri Bahadur Singh:** May I know how far it is true that the ploughs manufactured in the workshop were unable to stand up to the rough use for which they were intended, and the cultivators who purchased them had to return them as they were not found suitable?

**Shri Kidwai:** If the hon. Member is referring to any particular plough or implement, I will make enquiries. But this is too general a question.

**Shri Bahadur Singh:** It was given out in the Estimates Committee Report that three ploughs were manufactured and they were purchased by the farmers and they returned them because they found them unsuitable.

**Mr. Speaker:** He wants information with regard to the three specific ploughs referred to.

**Shri Kidwai:** The question did not refer to that and, therefore, I have not come prepared with this information.

D.T.S.

**\*717. Shri Radha Raman:** Will the Minister of Transport be pleased to state:

(a) whether any report has been received from the Officer on Special

Duty (Traffic) who came from Bombay to advise Government on the question of making improvement in the Delhi Transport Service;

(b) if so, what are the main suggestions made by him; and

(c) the extent to which they have been implemented?

**The Deputy Minister of Railways and Transport (Shri Alagesan):**

(a) to (c). The Special Officer, who completed his work on 23rd August, 1954, has submitted to the Authority a number of notes mostly relating to detailed day-to-day operation which are under the consideration of the Authority.

**Shri Radha Raman:** May I know what specific points were referred to this officer by the Government?

**Shri Alagesan:** He was asked to go into the question of effecting economies and also improving the operation of the services. He has looked into the day-to-day working of the services and made various recommendations.

**Shri Radha Raman:** May I know how much time this Duty Officer devoted to this work and when is the Transport Ministry expected to take action on the report?

**Shri Alagesan:** He took nearly four months to make this report and all the points made by him are now being considered by the authority.

**Shri Radha Raman:** May I know if the suggestions made by this officer will involve some expenditure and has he given any report on that account?

**Shri Alagesan:** It is too early for me to say what the financial implications will be. But they will be gone into thoroughly by the authority.

**Shri V. P. Nayar:** May I know whether in view of the fact that the Delhi Transport is operating 7 and 8 ton buses, the recommendations cover any proposal for the payment of wages according to the physical strain

involved in the operation of the bus, for both the conductors and the drivers?

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

#### MALARIA PUBLICITY WEEK

**\*722. Shri Bhagwat Jha Azad:** Will the Minister of Health be pleased to state:

(a) whether a malaria publicity week was organised in the first or second week of June, 1954 for enlisting public co-operation in regard to National Malaria Control Programme; and

(b) if so, what were the features of this programme?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) The malaria publicity week was organised in the second week of June, 1954.

(b) A statement containing the information is laid on the Table of the House. [See Appendix IV, annexure No. 48.]

**Shri Bhagwat Jha Azad:** May I know what has been the decrease or increase due to such publicity week or national control scheme in the Malaria incidence in the country?

**Rajkumari Amrit Kaur:** Wherever the malaria units have functioned, there has been considerable decrease in the incidence of malaria. It is difficult to assess the result of the publicity.

**Shri Bhagwat Jha Azad:** The statement supplied to us says that there was publicity through the All India Radio and the Press and all that. May I know what attempts have been made to educate the people in the rural areas, by other means, where the radio and publicity cannot go?

**Rajkumari Amrit Kaur:** Wherever the malaria units are functioning, there is a great deal of educative propaganda done by those who function

in the units. In addition, mobile dispensaries also go out and talk to the people about malaria.

**Shri Bhagwat Jha Azad:** May I know if it is the intention of the Government to have such publicity weeks in the flood affected areas of North Bihar where malaria is taking a huge toll of human life these days?

**Rajkumari Amrit Kaur:** I have no doubt that Bihar is also doing enough in this respect.

**Shri Gidwani:** What is the incidence of malaria in this country; have any statistics been collected?

**Rajkumari Amrit Kaur:** I have not got the latest figures with me.

#### MIGRATION FROM TRAVANCORE-COCHIN

**\*724. Shri Achuthan:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government are aware that a large number of families from Travancore-Cochin State are willing to migrate to other areas of the country; and

(b) whether Government propose to formulate a colonisation scheme for this purpose during the plan period?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). The State Government have reported that a number of landless labourers and their families would be willing to migrate to other parts of the country. Recently on an experimental basis, 100 of these families have been selected for resettling at the Central Mechanised Farm, Bhopal.

**Shri Achuthan:** May I know whether Government has got any scheme under the Five Year Plan for many more families from Travancore-Cochin being settled in Central and Northern India?

**Shri Kidwai:** I have said that it is on an experimental basis that we have selected 100 families and are

settling them in Bhopal. If it succeeds, we will try to settle them in other parts of the country also wherever land is available.

**Shri Achuthan:** Are the Government aware that the intensity of population in Travancore-Cochin is more than a thousand per sq. mile and the number of unemployed among the educated is very large and will Government take serious note of the situation as otherwise.....

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

**Shri Velayudhan:** May I know whether the 100 families that are now being selected will be from the labouring class who have got no lands or will they be only from the agriculturists?

**Shri Kidwai:** As I said, they are being settled on an agricultural farm. Therefore, they are agriculturists.

**Shri B. S. Murthy:** May I know whether any families have been sent to the Andamans?

**Shri Kidwai:** I think some time ago some families were being sent; but I do not exactly know. I have myself suggested that if we can find land in the Andamans, we may try to settle some of these people there.

#### SCINDIA STEAM NAVIGATION COMPANY

\*725. **Shri M. S. Gurupadaswamy:** Will the Minister of Transport be pleased to state:

(a) whether it is a fact that the Scindia Steam Navigation Company has recently concluded a technical Agreement with a French Naval firm; and

(b) if so, what are the terms of the Agreement?

**The Deputy Minister of Railways and Transport (Shri Alagesan):**

(a) No, sir.

(b) Does not arise.

#### दिल्ली में अन्तर्राष्ट्रीय डाक-कार्यालय-भवन

\*७२७. **श्री नवल प्रभाकर:** क्या संचार मंत्री यह बताने की कृपा करेंगे :

(क) क्या दिल्ली में एक अन्तर्राष्ट्रीय डाक-कार्यालय-भवन बनाया गया है; तथा

(ख) यदि हां, तो उस पर कितना व्यय हुआ है ?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes..

(b) The expenditure incurred so far is Rs. 4,06,000/- approximately. A further expenditure of about Rs. 25,000/- is expected.

**श्री नवल प्रभाकर :** क्या मैं जान सकता हूँ कि इस कार्यालय ने कार्य करना शुरू कर दिया है ?

**श्री राज बहादुर :** इस कार्यालय का भवन जैसे ही पूर्णतः तैयार हो जायगा, उसके बाद जल्दी से जल्दी यह अपना कार्य शुरू कर दगा ।

**श्री नवल प्रभाकर :** क्या मैं जान सकता हूँ कि यह कार्यालय जिस भूमि पर बन रहा है, वह कितनी कीमत की है ?

**श्री राज बहादुर :** शुरू में इसकी कीमत हमको सिर्फ ५८० रुपये बतायी गयी थी जब कि वह दी गयी थी लेकिन अब लैंड डेवलपमेंट अफसर, देहली ने हमसे उसके लिये छत्तीस हजार दो सौ रुपये मांगा है ।

#### REORGANISATION OF THE RAILWAY BOARD

\*730. **Shri A. M. Thomas:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that Government propose to reconstitute and re-organise the Railway Board; and

(b) if so, what are the additional powers, if any, proposed to be given to the Board under the new arrangement?

**The Deputy Minister of Railways and Transport (Shri Alagesan):**

(a) and (b). The question of Re-

constitution and Re-organisation of the Railway Board is under consideration.

**Shri A. M. Thomas:** May I know what are the lines on which reorganisation is sought to be introduced?

**The Minister of Railways and Transport (Shri L. B. Shastri):** I would request the hon. Member to wait for a short time.

**Shrimati Tarkeshwari Sinha:** May I know whether there is any possibility of taking one additional member in the present Railway Board?

**Shri L. B. Shastri:** All that is under consideration.

#### SHIPPING COMPANIES

**\*731. Shri Raghunath Singh:** Will the Minister of Transport be pleased to state the number of foreign ships chartered by Indian companies and employed at present on the Indian coasts and their annual chartering charges?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** Eleven foreign ships of about 52,800 gross registered tons have been chartered by Indian Shipping Companies and are employed at present on the Indian coast. The annual charter hire of these vessels amounts to Rs. 80 lakhs approximately.

**श्री रघुनाथ सिंह :** अगर ५० लाख रु० के संकेन्द्र हैंड शिप हम खरीदें, तो हर साल कितने शिप खरीद जा सकते हैं ?

**रंलब तथा परिवहन मंत्री (श्री एल० बी० शास्त्री):** यह तो जहाजों की किस्म पर निर्भर करता है कि वह बड़ा जहाज है या छोटा जहाज है ।

**श्री रघुनाथ सिंह :** मैं यह जानना चाहता था कि जो ५० लाख रु० हम फारन कन्टीज को द रहे हैं, हायर के रूप में, अगर उस से हम ओल्ड शिप्स खरीदें तो कितने वर्ष में हमारा काम पूरा हो जायेगा, क्योंकि हमें ११ शिपों की आवश्यकता है और एक शिप अगर ५ लाख रु०

में आता है, तो क्या एक वर्ष में हमारा काम पूरा हो जायेगा ?

**श्री एल० बी० शास्त्री :** यह जहाज खरीदने का जो काम है वह हमारा नहीं है, यह तो जो प्राइवेट शिपिंग 'कम्पनीज' हैं उन का काम है । वह जहाज खरीदती हैं और हम उन्हें मदद देने को तैयार हैं और हम चाहते हैं कि वे खरीदें । आप ने देखा है कि पहले २२ जहाज चार्टर किये जाते थे, उन को घटाने की कोशिश हो रही है । वह अब ११ तक आ गये हैं और आगे और भी घटाने की कोशिश है ।

#### भूमि सुधार सम्बन्धी गवेषणा

**\*७३२. श्री आर० एन० सिंह :** क्या खाद्य तथा कृषि मंत्री यह बताने की कृपा करेंगे :

(क) विभिन्न राज्यों में स्थित उन संस्थाओं और शिक्षा-केन्द्रों के नाम, जिनको केन्द्रीय सरकार ने भूमि सुधार सम्बन्धी गवेषणा करने के लिये वित्तीय सहायता दी है; तथा

(ख) प्रत्येक संस्था को कितनी सहायता दी गयी है ?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). The names of the institutions and educational centres and the amount of financial aid given to each so far for research work on land reforms is as follows:—

Name of the institution or educational centre.	Amount of aid in Rs.
--	----------------------

- |  |            |
|--|------------|
| 1. Indian Society of Agricultural Economics, Bombay. | 29,900 0 0 |
| 2. Gokhale Institute, Poona.                         | 30,000 0 0 |
| 3. Andhra University .                               | 34,500 0 0 |
| 4. Nagpur University .                               | 5,000 0 0  |
| 5. M.S. University of Baroda.                        | 7,000 0 0  |
| 6. Osmania University .                              | 21,000 0 0 |

श्री आर० एन० सिंह : क्या मैं जान सकता हूँ कि जितना रुपया गवेषणा के लिये दिया गया उस से जिस काम के लिये वह दिया गया था उस में कौन सा नया तरीका भूमि सुधार के लिये निकला है ?

श्री किडवाई : प्लानिंग कमीशन का खयाल है कि शायद कुछ रिसर्च कराने से नये खयालात मिल सकें इस लिये उन्होंने तमाम यूनिवर्सिटीज को लिखा और अब तक जिन यूनिवर्सिटीज ने या इन्स्टिट्यूशन्स ने अपनी स्कीम भेजी, उन को मंजूर किया। जब तक हम उन सब का नतीजा न देख लें, यह नहीं कह सकते कि कोई नई बात हम को मिलेगी या नहीं।

**Shrimati Renu Chakravartty:** May I know what actually are the subjects of research which are being undertaken by these four or five institutions?

**Shri Kidwai:** Land reforms.

**Shrimati Renu Chakravartty:** I wanted to know the specific type of research which is being undertaken by these institutions?

**Shri Kidwai:** As I said, it is land reforms. It can touch any aspect of land reform; whether *zamindari* should be abolished or not; whether compensation should be paid or not; whether actually the cultivator should be the proprietor or should only be a lessee from the Government all these things they will consider.

**Shri B. S. Murthy:** May I know whether these institutions to which grants are given are asked to submit periodical reports?

**Shri Kidwai:** I hope so. I am giving information to the House, but the subject is being dealt with by the Planning Commission.

#### TELEPHONE FACTORY AT BANGALORE

\*733. **Shri Ajit Singh:** Will the Minister of Communications be pleased to state whether the country's demand for telephones can completely be met by the Telephone Factory at Bangalore?

**The Deputy Minister of Communications (Shri Raj Bahadur):** So far as telephone instruments are concerned, the present production in the telephone factory in Bangalore is sufficient to meet the country's demands. A telephone system comprises also exchange equipment. A good proportion of this is still being imported and assembled in the Bangalore factory. About 15 per cent. of the equipment is now being manufactured in the factory. This percentage will progressively increase.

श्री अजित सिंह : क्या माननीय मंत्री बतलाने की कृपा करेंगे कि इस फ़ैक्ट्री में एक साल में कितने टेलिफोन बनाये जाते हैं और मुल्क की डिमान्ड क्या है ?

श्री राज बहादुर : १९५२-५४ में ४१,०४४ बनाये गये। इस साल ५०,००० के लगभग बनाये जायेंगे। यह जो फ़र्स्ट फाइव इअर प्लान का टार्गेट है उस का ६० फीसदी है। बाकी अगले साल पूरा हो जायेगा। इस के मुकाबले में जो डिमान्ड है वह १९५२-५४ और १९५४-५५ दोनों सालों को मिला कर ६५,४४२ है। और जो सप्लाय हो चुके हैं उन की संख्या ६४,४४९ है।

श्री अजित सिंह : क्या यह सच नहीं है कि दिल्ली में भी बहुत से लोगों ने टेलिफोन लगवाने के लिये दरखास्तें दी थीं। वह लोग बेचार इन्तजार ही करते रहे लेकिन उन के यहां चार पांच साल तक कोई टेलिफोन नहीं लग सका ?

श्री राजबहादुर : दिल्ली में जो टेलिफोन की डिमान्ड है उस को पूरा करने के वास्ते सिर्फ टेलिफोन के इन्स्ट्रुमेंट की ही जरूरत नहीं है, बल्कि एक्स्चेंज में कनेक्शन्स की जरूरत है, इन कनेक्शन्स के कायम होने के पहले सारी डिमान्ड्स पूरी नहीं की जा सकती हैं। यह कोशिश की जा रही है कि जल्दी से जल्दी जो तीस हजार एक्स्चेंज हैं उस की कर्पोरेट को बढ़ाया जाय और साथ ही दूसरे एक्स्चेंज भी कायम किये जायें जैसे कराँलबाग और सेंट्रैल रिजर्व में। उन के कायम होते ही दिल्ली की डिमान्ड हम पूरी कर देंगे।

**Shri S. V. Ramaswamy:** Is it a fact that certain accessories like switches needed for extension are in short supply, and if so, what steps are being taken to meet the demand?

**Shri Raj Bahadur:** I cannot exactly say about these particular accessories for extension, but if any complaint about short supply anywhere is brought to my notice I will certainly deal with it.

#### WAGON SUPPLY

**\*738. Shri Jethalal Joshi:** Will the Minister of Railways be pleased to state:

(a) whether Government are aware that there is a very great shortage of coal in Saurashtra due to the shortage of wagon supply; and

(b) if so, what steps Government propose to take to avert this difficulty?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) The capacity of movement of coal by all-rail route to Saurashtra is not adequate to meet the requirements fully. Coal can, however, be also moved by the rail-cum-sea route to tide over scarcity.

(b) Increase of line capacity of the Surendranagar-Rajkot Section, and the remodelling of Sabarmati, Viramgam Surendranagar, Rajkot, Jamnagar and Agra East Bank Yards and provision of additional wagons and locomotives.

**Shri Jethalal Joshi:** It is known that on account of the shortage of wagons it is not possible for the railways to meet the daily normal requirements. May I know whether Government are aware that this year the groundnut crop is expected to rise from 2,80,000 tons to 4,00,000 tons? May I also know whether Government have any plan to meet this added requirement of transport?

**Shri Shahnawaz Khan:** Sir, the question specifically relates to coal, but I may inform the hon. Member that the difficulty is not due to shortage of wagons but due to bottle-necks

created at transshipment points where we have to change from broad gauge to metre gauge lines. That is the main difficulty and we are trying to solve this.

**Shri P. C. Bose:** May I know whether it is possible to transport coal from the coal-fields by shipment?

**Shri Shahnawaz Khan:** That is one possibility which we are now exploring. But, the main difficulty regarding that is the increased cost of transport. It is very much more expensive to transport coal by ship than by rail.

#### CO-OPERATIVE FARMING

**\*740. Shri Viswanatha Reddy:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether it is a fact that the Government of India have requested the State Governments to submit schemes for the development of co-operative farming;

(b) the names of the States which have sent their schemes so far;

(c) the amount involved in each case; and

(d) the total amount proposed to be spent during the current year with regard to this scheme?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Yes.

(b) Madhya Bharat, Hyderabad and Mysore.

(c) Madhya Bharat:

Annual Grant	Rs.	1,200
Loan	Rs.	3,20,000

Hyderabad :

Annual Grant	Rs.	72,000
Loan	Rs.	4,20,000

Mysore:

Annual Grant	Rs.	1,335
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(d) Rs. 15 lakhs have been provided in the current year's budget.

**Shri Viswanatha Reddy:** May I know whether agriculture is to be mechanised for the purpose of this scheme and whether any minimum extent of the area is to be fixed by each individual scheme?



**Shri Kidwai:** As I have said, in some States co-operative farming is being tried. Government of India itself have started two mechanised farms: one of 12,000 acres in Jammu and another of 10,000 acres in Bhopal. Although in the first instance people who are being settled there are being employed as wage-earners, but it is proposed that in two or three years' time, when it is found as to who is successful and who is not, it will be transformed into co-operative or collective farming, the management will be entrusted to the persons who are working there and the Government will retire.

**Shri Thimmalah:** May I know whether it is the intention of the Government to bring all the land available now with the Government under the scheme of this co-operative farming?

**Shri Kidwai:** As I have said, some States have started the experiment on co-operative farming; it will take time to train them

**Shri Shivananjappa:** May I know whether Government have any statistics as regards the number of co-operative farming units that are working in this country?

**Shri Kidwai:** I have just stated that three or four States have been given some grants and loans for trying it out.

#### RESEARCH ON SUGAR-CANE AND FODDER

**\*741. Shri Bishwa Nath Roy:** Will the Minister of Food and Agriculture be pleased to state whether any research has been undertaken by Government to find out varieties of sugar-cane and of fodder which can survive the floods in Eastern Uttar Pradesh and North Bihar?

**The Minister of Food and Agriculture (Shri Kidwai):** Researches are being carried on by the Central Sugarcane Breeding Institute to find out varieties of sugarcane which can survive floods and certain flood resisting varieties have been evolved which are widely sown in Eastern Uttar

Pradesh and North Bihar. Similar research work has so far not been undertaken in respect of fodder.

**Shri Bishwa Nath Roy:** May I know whether Government propose to popularise and develop this research during this year in those areas?

**Shri Kidwai:** It has been stated that it has already been tried widely in Eastern U.P. from which the hon. Member comes and in Bihar.

**Mr. Speaker:** Shri Gidwani.

**Shri Gidwani:** Question No. 744.

**Shri A. M. Thomas:** My question No. 762 may also be taken up along with this.

**The Minister of Health (Rajkumari Amrit Kaur):** Question No. 762 is identical with Question No. 744.

**Mr. Speaker:** Yes, both these questions may be taken up together.

#### CENTRAL COMMITTEE ON NURSING

**\*741. Shri Gidwani:** Will the Minister of Health be pleased to state:

(a) the decisions arrived at in the meeting of the Central Committee on Nursing set up by the Central Health Council which was held in New Delhi on the 19th May, 1954 regarding provision of nurses; and

(b) what other decisions were taken by the Committee?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) and (b). No meeting of the Committee on Nursing was held on the 19th May, 1954. A meeting was held on the 20th August, 1954. The Committee will meet again shortly and submit its recommendations to the Government of India.

#### RECOMMENDATIONS OF THE COMMITTEE ON NURSING

**\*762. Shri A. M. Thomas:** Will the Minister of Health be pleased to state:

(a) the recommendations of the Committee on Nursing set up by the Central Health Council; and



(b) the steps that Government propose to take to implement these recommendations?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) The Committee has not yet submitted its recommendations.

(b) Does not arise.

**Shri Gidwani:** Can the hon. Minister give us any idea as to the matters that were discussed and as to the recommendations that were made?

**Rajkumari Amrit Kaur:** The terms of reference were fairly wide. They had to survey the existing facilities for teaching in nursing, conditions of working, emoluments of the nursing staff, to assess the minimum requirements of the country in regard to nurses, to examine the existing conditions of the service and the emoluments available to nurses in the various States, and to see whether tuition to these nurses could be imparted on a larger scale in the regional languages in order to admit more girls into the service.

**Shrimati Renu Chakravartty:** May I know if any survey has been made of the condition of the nurses throughout the country?

**Rajkumari Amrit Kaur:** Yes. We have a fair amount of information in regard to the conditions of service for nurses existing in the various States of India.

**Shrimati Renu Chakravartty:** Does the hon. Minister propose to call for the opinions in regard to improvements both in teaching as well as in the conditions of service from the various nursing associations existing in the country?

**Rajkumari Amrit Kaur:** We have called for all that information, and it is in view of this information that this Committee has been formed and asked to make recommendations as to how to improve these conditions.

**Shrimati Ila Palchoudhury:** May I know the minimum and maximum ages for being taken into the scheme and

also the minimum education required for girls to enter into the nursing scheme?

**Rajkumari Amrit Kaur:** There is no age limit, so far as I know, fixed for nurses. The matriculation is the minimum educational standard for staff nurses and, of course, for the college degree, the standard is higher. Then, there are lower standards for lower qualifications.

#### RAILWAYS AMENITIES COMMITTEE

**\*745. Shri Gohain:** Will the Minister of Railways be pleased to state:

(a) whether the recommendations of the Railways Amenities Committee appointed for Pandu zone of the North Eastern Railway have been under consideration of Government;

(b) whether Government are aware that the condition of the passengers' amenities have not improved even after the appointment of the Committee; and

(c) if so, the measures adopted in this regard?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) Yes; and Government have already communicated their decisions to the Railway Administration concerned on the various recommendations made by the Committee.

(b) Orders having been issued after detailed examination of the Committee's report, improvements are now expected to take place in the course of the current and the following years.

(c) A tentative plan of improvements at stations in the Pandu region involving an expenditure of approximately Rs. 88 lakhs during the four years "1955-56 to 1958-59" has been drawn up and will be implemented in consultation with the Passengers' Amenities Committee. In the current year also, a special additional allotment of Rs. 5 lakhs has been made for the purpose.

**Shri Gohain:** Are Government aware that drinking water is not available

in sufficient quantities in certain railway stations?

**Shri Shah Nawaz Khan:** A committee was appointed to go round and make recommendations as to how things could be improved, and drinking water is one of the things that they have brought to our notice. Every endeavour will be made to overcome that deficiency.

**Shri S. C. Deb:** Will the hon. Minister kindly state the steps taken to improve the amenities by way of provision of good working of electric fans and electric lights, especially at night, and by the provision of good water in the Lavatory instead of muddy or no water?

**Shri Shah Nawaz Khan:** There may have been some complaints at some places about electric fans not working, but normally there is adequate staff to keep the fans going.

#### TRAFFIC ACCOUNTS OFFICE OF EASTERN RAILWAY

\*746. **Shri H. N. Mukerjee:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that some 600 employees in the Traffic Accounts Office of Eastern Railway work in an insanitary godown at 3, Kollaghat Street, Calcutta;

(b) whether the attention of Government has been drawn to the number of cases of tuberculosis among employees working there; and

(c) whether Government propose to shift the said office to some other place?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) No. These employees work in office premises at No. 14 Strand Road, and not in an insanitary godown.

(b) Some cases of T.B. among the staff working in this building, viz. 14 Strand Road, have been reported. There is, however, no evidence to establish any connection between their working in this office and their being afflicted with T.B.

(c) No such proposal is particularly under consideration. However, the question of providing additional accommodation for the headquarters office of the Eastern Railway generally and the shortage of office accommodation has been receiving the consideration of the Railway Administration.

**Shri H. N. Mukerjee:** Do I take it that Government denies receipt of representations repeatedly made by these employees who work in these godowns and who have also represented that 17 cases of T.B. have happened amongst themselves?

**Shri Shah Nawaz Khan:** As I have already stated, it is not a godown, but it is a building with a very respectable capacity. It is 375 feet long and 175 feet wide. It is true that some cases of T.B. have been reported amongst the employees. In all, there were 22 cases reported during the last four years and that is about five cases a year. As the hon. Member knows, it is a very overcrowded city where the incidence of T.B. is very high, and these cases of T.B. may be more attributable to the living conditions and the quarters where they live, than to the office.

**Shri H. N. Mukerjee rose—**

**Mr. Speaker:** The Question Hour is over.

#### Short Notice Question and Answer

##### DROUGHT CONDITIONS IN ORISSA

**S.N.Q. No. 9. Shri B. C. Das:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether the drought conditions prevailing in the State of Orissa have been brought to the notice of Government;

(b) if so, which of the districts are the worst affected;

(c) whether it is a fact that the prices of foodgrains are rising there;

(d) the steps Government propose to take in the matter; and

(e) the quantity of foodgrains in stock in Orissa State at present?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Yes. Government is aware of deficiency of rainfall in Orissa State.

(b) Districts north of Mahanadi and in pockets south of it except in canal-irrigated areas of Cuttack and Balasore districts.

(c) No. Price of common rice increased slightly which is since finding its normal level on account of opening of State Government retail shops.

(d) There was some rain in the drought affected districts last week which has brightened the prospects. There is no indication of a serious situation as a result of drought.

(e) The Orissa Government had a stock of about 85,000 tons of rice with them on 5th September, 1954.

**Shri B. C. Das:** May I know what are our requirements of foodgrains for the coming year and whether the stock will be adequate?

**Shri Kidwai:** As I have said, Orissa has got a stock of 85,000 tons of rice which will be used for supplying rice at cheap price in areas which are affected by drought; and if this does not prove sufficient, then the Government of India will send them any quantity.

**Shri B. C. Das:** May I know whether after the removal of controls, foodgrains are freely being exported from the State of Orissa by private agencies and whether Government intend to impose restriction on free movement of foodgrains from Orissa?

**Shri Kidwai:** No. Government does not intend putting any restriction on imports or exports from or to Orissa.

**Shri B. C. Das:** May I know whether due to drought, there is widespread unemployment among agricultural labourers and hence they are not able

to purchase foodgrains at the prevailing prices?

**Shri Kidwai:** I had a discussion with the Food Minister of Orissa in Calcutta. They propose to open test works whenever people do not get employment, so that they may get employment to enable them to purchase their requirements.

**Shri Jaipal Singh:** Apart from the report of drought conditions from the State of Orissa, what other States have reported serious drought conditions?

**Shri Kidwai:** I think every State in North India complains of drought in some areas and floods in some other areas.

**Shri Nageshwar Prasad Sinha:** May I know from the hon. Minister whether his attention has been drawn to drought conditions prevailing in South Bihar, specially in Chota Nagpur and if so, whether any assessment has been made of the distress prevailing among the people?

**Mr. Speaker:** I am afraid questions about places all over India will not be permissible. The question here is restricted to Orissa.

**श्री-जांगड़ :** क्या सरकार को मालूम है कि उड़ीसा से लगे हुए बिलासपुर और रायपुर जिलों में पानी की कमी है और पानी की कमी के कारण वहाँ पर चावल की कीमत बहुत ज्यादा बढ़ रही है ?

**Mr. Speaker:** I do not allow that question.

**Shri B. C. Das:** What will be the shortage of foodgrains this year, since, as you know, the autumn crops have failed?

**Shri Kidwai:** I do not expect any shortage in the production of foodgrains in this country in this year.

## WRITTEN ANSWERS TO QUESTIONS

### CENTRAL COLLEGE OF AGRICULTURE

\*699. **Shri A. K. Gopalan:** Will the Minister of Food and Agriculture be pleased to state what steps Government propose to take for closing down the Central College of Agriculture as recommended by the Estimates Committee in their Seventh Report?

**The Minister of Food and Agriculture (Shri Kidwai):** The Government of India are considering reorganisation of the Central College of Agriculture and will maintain it as an Institution separate from the Indian Agricultural Research Institute.

### EGG DEFERTILIZATION PLANT

\*704. **Dr. Ram Subhag Singh:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether any egg defertilization plants have been installed by Government for treating eggs;

(b) if so, where and how many; and

(c) at what cost?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Yes.

(b) One plant has been installed at Quilon in Travancore-Cochin State, as an experimental measure.

(c) Rs. 7,500/-.

### ORISSA TEA LABOURERS

\*718. **Shri Lakshmidhar Jena:** Will the Minister of Labour be pleased to state:

(a) whether Government are aware that about forty per cent. of the tea garden labour in Assam come from Orissa; and

(b) if so, the reasons why no provision has been made in the relevant Rules for a representative from Orissa being taken on the Central Tea Board?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) According to the

statistics available for the years 1948-49 to 1952-53, approximately 32 per cent. of the tea garden labourers in Assam came from Orissa.

(b) The Tea Rules, 1954, provide for the allotment of seven seats on the Tea Board to persons representing labour interests. These seats are filled in consultation with the most representative labour organisations in the country.

### REGROUPING OF RAILWAYS

\*719. **Shri S. C. Samanta:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that a definite assurance was given that by regrouping of Indian Railways, considerable economy would be effected in the matter of staff and expenditure and the scheme would result in increased earnings; and

(b) if so, whether these expectations have actually materialised?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). Economies were anticipated in certain directions but their exact evaluation has become difficult as the recession in the international trade, reduction in the transport of food grains, revision of pay scales and the implementation of the Adjudicators Award, have introduced new factors in the revenue and operational cost position making a comparison between post and anti-integration periods unrealistic.

### ABUSE OF RAILWAY PASS-PRIVILEGES

\*721. **Shri Nambiar:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that cases of serious abuse of pass-privileges by officers of the Railways have been brought to the notice of Government;

(b) the action taken by Government in such cases with particular reference to the one reported from the Southern Railway, where one Duty Pass was thrice used for travel between Trichinopoly and Mysore;

(c) the punishment awarded to such officers; and

(d) the steps taken to stop recurrence of such incidents?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes, a few such cases have been brought to notice.

(b) and (c). Appropriate disciplinary action like censure, stoppage of passes for a period and of increments was taken. In regard to the misuse of the duty pass issued for travel between Mysore and Trichinopoly, the case is under enquiry.

(d) Adequate punishments are prescribed and enforced in cases of misuse of passes.

### प्रसूति तथा शिशु कल्याण केन्द्र

\*७२३. श्री मगन लाल बागड़ी : क्या स्वास्थ्य मंत्री यह बताने की कृपा करेंगे कि :

(क) भाग 'ग' राज्यों के अतिरिक्त प्रत्येक राज्य के पिछड़े क्षेत्रों में केन्द्रीय सरकार द्वारा कितने प्रसूति तथा शिशु कल्याण केन्द्र चलाये जा रहे हैं ;

(ख) क्या सरकार केन्द्रीय तथा राज्य सरकारों द्वारा चलाये जाने वाले इन केन्द्रों की संख्या को सम्बन्धित क्षेत्रों की आवश्यकता की दृष्टि में पर्याप्त समझती है तथा

(ग) यदि नहीं, तो क्या इस सम्बन्ध में कोई योजना सरकार के विचाराधीन है ?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) Nil.

(b) No.

(c) Yes, with a view to encouraging the State Governments to provide improved maternity and child welfare services in the backward areas of the various States a scheme has been formulated by the Government of India for the establishment of as large a number of Maternity and Child

Welfare Centres as possible. This scheme provides for central assistance as follows:—

Entire non-recurring expenditure on technical equipment etc. estimated to cost Rs. 2,000/- per Centre.

Recurring expenditure estimated to cost Rs. 17,270/- per Centre on the basis of 100 per cent. for the first six months, 66 2/3 per cent. for the succeeding 12 months and 50 per cent. for the remaining six months.

The subsequent financial responsibility of running the Centres is that of the State Governments.

The Government of India have already accorded sanction to grants amounting to Rs. 14,63,890/- in favour of 16 State Governments. Similar grants will be paid to the other State Governments on receipt of their concurrence to participate in the Scheme.

### PUNNYAHA SYSTEM IN TRIPURA

\*726. **Shri Dasaratha Deb:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether the Punnyaha System for the purpose of collecting revenues will be continued this year in Tripura; and

(b) whether Government propose to abolish this system?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). The matter is under consideration of the State Government.

### राज्यों की राजधानियों के साथ विमान सम्पर्क

\*७२८. डा० सत्यबाबी : क्या संचार मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि सरकार ने दिल्ली को सभी राज्यों की राजधानियों के साथ विमान सेवा द्वारा मिलाने का निश्चय कर लिया है ;

(ख) क्या उन राजधानियों की एक सूची पटल पर रखी जायेगी, जिनको इस वर्ष में विमान-सेवा द्वारा मिलाया जायेगा; तथा

(ग) इस विषय में चंडीगढ़ में कब तक कार्य आरम्भ होगा और उस पर कितना व्यय होगा ?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes, it is the policy of the Government of India to provide air links between the Capitals of each State, provided there is sufficient air-traffic potential and suitable sites are available in the vicinity of the Capitals for aerodromes.

(b) Out of the 27 States in India, aerodromes already exist at the Capitals of 20. Of these, 16 are already connected by air services and 2 more are likely to be connected as shown in the statement which I lay on the Table. [See Appendix IV, annexure No. 49.]

(c) The work will be started as soon as the requisite land is acquired and made available. The aerodrome at Chandigarh is estimated to cost Rs. 11 lakhs.

#### IRRIGATION IN TRIPURA

**\*729. Shri Biren Dutt:** Will the Minister of Food and Agriculture be pleased to refer to the reply given to Starred Question No. 2415 asked on the 12th May, 1954, and state:

(a) whether any Irrigation Engineer has since been appointed in Tripura; and

(b) if so, whether any irrigation project has been taken in hand by the Government of Tripura?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). No. Sir.

#### THE PROVING FLIGHT OF CONSTELLATION

**\*734. Shri Bansal:** Will the Minister of Communications be pleased to state:

(a) whether the attention of Government has been invited to a newspaper

report to the effect that there was some difference of opinion between the Communications Ministry and the Chairman of the Air India International Corporation on the question of selection of journalists on the Proving Flight of a constellation aircraft to Tokyo; and

(b) if so, what are the facts of the case?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) Names of certain journalists and others were suggested by the Government of India to the Air India International for being invited to participate in their proving flight to Tokyo in July 1954. Air India International sent invitations to these persons. Shri J. R. D. Tata, Chairman of the Corporation who was intending to go on the flight, decided however to withdraw from the flight on account of his own views and commitments.

#### ALLOTMENT OF WAGONS

**\*735. Shri N. Rachiah:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that there was dearth of cement in Mysore State during May and June 1954 due to the non-availability of wagons from the Railways; and

(b) if so, the reason for the non-supply of wagons during those months?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) No. In fact, actual supplies of cement to Mysore State during the quarter April to June 1954 were 28,975 tons as against the demand of the State for 26,400 tons, there being an excess supply of 575 tons.

(b) Does not arise.

#### U. S. S. R. AGRICULTURAL EXHIBITION

**\*736. Shri Buchhikotah:** Will the Minister of Food and Agriculture be pleased to state whether it is a fact that the Government of U.S.S.R. have

sent an invitation to the Food and Agriculture Minister to see their Agricultural Exhibition?

**The Minister of Food and Agriculture (Shri Kidwai):** Yes, Sir.

#### MICA & MINE LABOURERS IN RAJASTHAN

\*737. **Shri Kelappan:** Will the Minister of Labour be pleased to state whether it is a fact that in Rajasthan a large number of mica mines have closed down and that thousands of workers have been thrown out of employment?

**The Deputy Minister of Labour (Shri Abid Ali):** About 133 mines out of a total of about 264 mines have closed since the 1st January 1954, for various reasons such as slump in the Mica Market, rainy season. A number of workers affected have either gone back to their fields for cultivations or have been absorbed in irrigation buildings, road works, etc.

#### तेल तथा चावल की मिलें

\*७३९. **श्री सिंहासन सिंह:** क्या खाद्य तथा कृषि मंत्री यह बताने की कृपा करेंगे कि :

(क) योजना आयोग की इन सिफारिशों की दृष्टि में कि खाद्य तेल केवल घानी से पेरे जायें और चावल हाथ की कुटाई से ही साफ किया जाये, तेल और चावल के कितनी मिलों से उत्पादन बन्द कर देने को कहा गया है;

(ख) कितनी मिलों ने वस्तुतः उत्पादन बन्द कर दिया है ;

(ग) क्या यह सच है कि इन सिफारिशों के होते हुए भी तेल पेरने और चावल कूटने के नयी मिले खोली गयीं हैं और उनको सरकार द्वारा आवश्यक अनुज्ञा और अनुज्ञप्तियां दी गई हैं; तथा

(घ) यदि ऐसा है, तो प्रत्येक राज्य में ऐसी मिलों की संख्या कितनी है ?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). No

instructions have been issued by the Government of India to close down any of the rice or oil mills. The Government propose to set up:—

(i) a rice committee which would study the working of rice mills and hand-pounding industry and advise the Government as to what policy should be followed in future to encourage the hand-pounding industry as against rice milling industry.

(ii) an expert committee to go into the entire question of the oil-crushing industry, that is, crushing of oilseeds by ghanis as against crushing by Oil-Mills and to make recommendations to Government regarding the line on which development of oil industry should take place in India.

(c) and (d). Information is being collected and will be laid on the Table of the House.

#### बांस को अग्निसह बनाने का कारखाना

\*७४२. **श्री बाबशाह गुप्त:** क्या खाद्य तथा कृषि मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या बांस आदि के ऊपर कुछ रसायनों की पालिश करके उनको अग्निसह बनाने के लिये दक्षिण भारत में कोई कारखाना स्थापित किया गया है; तथा

(ख) सरकारी कारखानों में अब तक लकड़ी के बुरादे और छीलन को किस काम में लाया गया है ?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) The information is not available. The Forest Research Institute has been working on the development of suitable chemical treatment for increasing the resistance of timber, bamboos and thatch grass against fire, and has succeeded in evolving an impregnation method and



a suitable paint for indoor use. This method has not yet been commercialised.

(b) The Central Government has no factories in which sawdust and wood-waste are utilised. A process has been developed at the Forest Research Institute for making saw dust boards without using synthetic resins but only cheap and easily available chemicals. These boards have satisfactory properties. The process has been patented and it is hoped that it will soon be exploited.

#### TRANSPORT FACILITIES IN FLOOD-AFFECTED AREAS

\*743. **Th. Jugal Kishore Sinha:** Will the Minister of Railways be pleased to state the facilities that were given to the flood-affected people of North Bihar in transporting the paddy seedling?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan): Besides movement in the brake-vans of passenger trains special Parcel Vans were also provided by passenger trains on sections on which the volume of traffic in paddy seedling called for such additional transport.

#### CENTRAL GODOWNS IN ORISSA

\*747. **Shri Sanganna:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether there is a proposal to construct godowns in Orissa for storing foodgrains for the Central Food Reserve;

(b) if so, what would be the capital outlay; and

(c) the progress made so far in this matter?

The Minister of Food and Agriculture (Shri Kidwai): (a) The answer is in the affirmative.

(b) and (c). Inspection and selection of suitable sites is in hand at present for construction of reserve godowns having a total capacity of

1.5 lakh tons. The preliminary estimate of cost of construction of such godowns amounts to about Rs. one crore.

#### RAILWAY WAGONS

\*748. **Shri Waghmare:** Will the Minister of Railways be pleased to state:

(a) the total number of newly-built wagons received from the manufacturing firms during the period from January to June 1954;

(b) the total number of accidents or dislocations to traffic caused by such wagons during that period;

(c) whether Government are aware that these newly-built wagons were put on the lines for service without thorough examination; and

(d) the total amount of loss incurred by Government due to such accidents or dislocation to traffic during the above period?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) 5235.

(b) Nil.

(c) No, Sir.

All new wagons are inspected by the Inspectorate of the Works, Housing & Supply Ministry during manufacture and finally before they leave the Works of the manufacturers. They are also examined before use by the train examining staff of the railway concerned.

(d) Does not arise.

#### SALEM-BANGALORE RAIL-LINK

\*749. { **Shri C. B. Narasimhan;**  
**Shri S. V. Ramaswamy;**

Will the Minister of Railways be pleased to state:

(a) whether Government have come to a decision on the construction of the Salem-Bangalore Metre-Gauge Link; and

(b) if so, when a traffic and Engineering Survey for the same will be ordered?



**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). Not yet, Sir. The proposal is under investigation and traffic survey is proposed to be sanctioned very shortly for this purpose.

#### DAMAGE OF CROPS IN NORTH BIHAR

**\*750. Shri Anirudha Sinha:** Will the Minister of Food and Agriculture be pleased to state the extent of damage and loss (in tons) caused to Bhadal Crops in North Bihar due to the recent floods there?

**The Minister of Food and Agriculture (Shri Kidwai):** The loss to Bhadal Crops in North Bihar is estimated at 5.27 lakh tons.

#### BASE COINS AND NOTES

**\*751. Shri N. B. Chowdhury:** Will the Minister of Railways be pleased to state:

(a) the amounts of base coins and notes for which debits were made in the personal accounts of the Railway Station Masters during the years 1951-52, 1952-53 and 1953-54; and

(b) whether Government have taken any steps to train these Railway staff in the matter of detecting forged currency notes or base coins which may be tendered to them?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The amounts of debits raised against the station masters including Booking and Goods clerks are shown below:—

1951-52.	Rs. 2,85,581-7-0
1952-53.	Rs. 2,22,247-9-0
1953-54.	Rs. 1,70,377-3-0

**NOTE.**—The above do not include figures of ex-Assam Railway for which information is not readily available due to breaches.

(b) Detailed instructions for detecting forged or base coins or notes have been laid down in the Manuals of Instructions published by the Railways for the guidance of station staff

responsible for handling cash. Instructions are also imparted from time to time through the 'Weekly Gazettes' bringing to the notice of the staff any specific types of notes or coins which should not be accepted by the staff as legal tender.

#### DROUGHT CONDITIONS IN SOUTH BIHAR

**\*752. { Shri G. P. Sinha:  
Shri Nageshwar Prasad  
Sinha:  
Shri Ibrahim:  
Shri S. N. Das:**

Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government have received reports regarding the drought conditions in Chhota Nagpur in South Bihar, specially in the Districts of Palamau, Singhbhum and Hazaribagh;

(b) if so, how far this has affected normal transplantation of paddy in those areas; and

(c) the amount of assistance proposed to be given by the Central Government for providing relief to the Cultivators?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Yes.

(b) The transplantation of paddy has not been completed so far in most parts of South Bihar.

(c) The State Government have not approached for any help from the centre so far.

#### MILK PRESERVATION

**\*753. Shri Barman:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether the experiments with 'hydrogen peroxide' for keeping the quality of milk intact carried out at the Bangalore Institute have proved successful; and

(b) if so, to what extent?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). A statement is laid on the Table of the Lok Sabha. [See Appendix IV, annexure No. 50.]

## RAILWAY COLLISION

**\*754. Shri Dabhi:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that there was on or about the 15th April, 1954, a collision between 787 Down Train on the Petlad-Bhadran narrow gauge line, Western Railway and a passenger bus running between Borsad and Cambay at the Railway crossing near Bóchasan Station;

(b) if so, whether any passengers travelling by the bus were injured; and

(c) whether it is a fact that the Railway crossing is constructed at such a place and in such a way that the engine driver and the bus driver cannot see each other?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) Yes. At about 12:35 hours on 15-4-54, while No. 787 Dn. Mixed train was passing the unmanned Level Crossing No. 26 between Bochasan and Jharola stations on Petlad-Bhadran Narrow Gauge section of the Western Railway, the engine of the train collided with the front portion of a road motor bus which attempted to cross the Railway line in the face of the approaching train.

(b) Yes; 10 persons.

(c) No, they can see each other when at some distance.

## CO-OPERATIVE SOCIETIES

**\*755. Shri S. N. Das:** Will the Minister of Food and Agriculture be pleased to state:

(a) what steps have so far been taken for effecting changes needed in the law relating to Co-operative Societies as suggested by the National Development Council at its meeting held in October, 1953;

(b) whether suggestions from the State Government have been received; and

(c) if so, what are the important points raised in those suggestions?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) The recommendations of the Council have been referred to the State Governments for necessary action.

(b) and (c). Replies received from the State Governments so far only indicate that the matter is under consideration.

## FREIGHT RATES

**\*756. Shri Jhulan Sinha:** Will the Minister of Transport be pleased to state the present position regarding the competition in freight rates between the Indian and non-Indian shipping companies with special reference to the coastal and inland transport?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** There is practically no competition in regard to freight rates charged by Indian and non-Indian ships employed in liner services. The coastal trade charge freight in accordance with rates determined by the Indian Coastal Conference. In the overseas trade, Indian as well as Non-Indian shipping companies have to charge freight at the rates fixed by the Conferences, of which they are members.

As regards inland transport, the bulk of the through traffic to Assam and Bihar is carried by two very old non-Indian companies, known as the Joint Steamer Companies, who operate the largest fleets in these regions. There is, therefore, no competition practically with other steamer companies.

## CORRUPTION ON RAILWAYS

**\*757. Th. Lakshman Singh Charak:** Will the Minister of Railways be pleased to state:

(a) whether any cases of corruption etc. have been detected during the last Kumbh Mela at Allahabad; and

(b) if so, how many?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) and (b). Five cases have been brought to our notice.

#### LATE RUNNING OF TRAINS

**\*758. Shri Bibhuti Mishra:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that trains on the North Eastern Railway are running late this year especially on the Muzaffarpore-Narkatiaganj Section;

(b) if so, the reasons therefor; and

(c) the steps taken to prevent late running of trains?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shah Nawaz Khan):** (a) and (b). The overall position in respect of punctuality of passenger trains on the North Eastern Railway upto July, 1954 has been satisfactory as compared with that during the corresponding period of 1953. On the Muzaffarpur-Narkatiaganj section, however, there was a deterioration in January and May 1954, due mainly to the heavy rush of traffic during the Kumbha Mela and the marriage season.

(c) Every effort is made to ensure punctual running of trains. Recently, punctuality drives have been instituted on all the Railways and these will be continued and intensified till the position improves.

#### COMET BUSES

**\*759. Shrimati Tarkeshwari Sinha:** Will the Minister of Transport be pleased to state:

(a) whether it is a fact that Government have recently placed an order for 'Comet 90' buses with a British firm;

(b) if so, the name of the firm with whom the order has been placed; and

(c) the estimated cost involved in the purchase?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) to (c). The Delhi Road Transport Authority has placed an order for 140 Leyland 'Comet 90' chassis with Messrs Ashok Motors Ltd., Madras, at an estimated cost of Rs. 35.33 lakhs.

#### PRE-INDEPENDENCE STAMPS

**\*760. Shri Bhagwat Jha Azad:** Will the Minister of Communications be pleased to state:

(a) whether Government propose to withdraw and substitute the pre-Independence stamps by the present ones; and

(b) if so, by what time the scheme is expected to be finalised and brought into execution?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). Government have since decided to withdraw all pre-Independence postage stamps with effect from the 1st October, 1954. A copy of the Press Note issued is laid on the Table of the Lok Sabha. [See Appendix IV, annexure No. 51.]

#### INDIAN AIRLINES CORPORATION

**\*761. Shri Ajit Singh:** Will the Minister of Communications be pleased to state:

(a) whether Government have received any recommendations from the Indian Airlines Corporation regarding their preference for British 'Viscounts' aircrafts as against the American 'Convairs' aircrafts; and

(b) if so, on what grounds?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). At its meeting on the 17th July 1954, the Indian Airlines Corporation decided to recommend to Government that 5 Vickers Viscount aircraft should be purchased. The Corporation have preferred the Viscount to the Convair on consideration of better performance characteristics and also on the ground of its being a 4-engined aircraft incorporating the more modern turbo-prop power plant.

## NUTRITION LEVEL IN INDIA

\*763. **Shri Buchhikotiah:** Will the Minister of Health be pleased to state:

(a) the main reasons for the sub-normal nutrition level in India in spite of the increase in the food production;

(b) what is the balanced diet for an average Indian; and

(c) how long it will take, under present estimations to reach the objective of balanced diet in the country?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) The main reasons for persistence of sub-normal nutrition level in India are non-availability of protective foods in adequate quantities and lack of purchasing power.

(b) The composition of an ideal balanced diet for maintenance of good health is as follows:—

	Oz
Cereals	14
Pulses	3
Green leafy vegetables	4
Root vegetables	3
Other vegetables	3
Fruits	3

Milk 10 oz. for non-vegetarians & 14 oz. for vegetarians.

Sugar and jaggery	2
Vegetable Oil, ghee, etc.	2
Fish and meat	3
Eggs	1 egg.

Having regard however to our present economic conditions the minimum that an individual should try to have is as follows:

Vegetarian	Oz.
Cereals	14
Pulses	3
Vegetables	6
Milk	14
Sugar	2
Ghee, butter or oil	3
Fruit in season	3

## Non-vegetarian

Oz.

Cereals	14
Pulses	2
Vegetables	6
Milk	8
Ghee, butter or oil	2
Sugar	2
Flesh foods	3
or eggs	2

(c) It is difficult to make such an estimate owing to differences in the food habits of the people, varying economic factors and other circumstances.

## 'T. P. R.' PETROL TANK WAGONS

\*764. **Shri Waghmare:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the under-frames of some 'TPR' type of Petrol Tank Wagons have become damaged and their barrels cracked within a very short period of their receipt from the manufacturing firms;

(b) if so, the reasons therefor;

(c) the total number of such wagons received; and

(d) the amount of loss incurred by Government on account of these defects?

**The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan):** (a) Cracks have developed in the barrels of some broad gauge petrol tank wagons. No defects have occurred in the under-frames.

(b) It has been found that the barrel supports are not adequate for present day service conditions.

(c) There are altogether 1280 wagons of such design in service.

(d) The loss to Government will be the loss of earning capacity from these tank wagons while they are being modified in Railway Workshops regarding which no special records have been maintained.

## RESTRICTIONS ON FOODGRAINS

\*763 { **Shri Dabhi:**  
**Shri A. M. Thomas:**  
**Kumari Annie Mascarene:**

Will the Minister of Food and Agriculture be pleased to state:

(a) whether it is a fact that while speaking at a reception in Bombay on the 13th April, 1954, he had stated that all the remaining restrictions on food would be removed shortly; and

(b) if so, when these restrictions and controls are likely to be withdrawn?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Yes Sir, it was then stated that if the food position in the country continued to improve, the remaining restrictions on foodgrains would be removed.

(b) Since that statement was made, the remaining restrictions on food have been practically removed and the only main restriction now in force relates to the inter-State movement of wheat. Even here, two free zones have been formed comprising in each case several States so that inter-State movement within the free zone is permitted.

## WATER TRANSPORT BOARD FOR SOUTH INDIA

\*766. { **Shri S. N. Das:**  
**Shri Achuthan:**

Will the Minister of Transport be pleased to state:

(a) whether any final decision has been taken with regard to formation of a Water Transport Board for South India;

(b) if so, whether the Board has been constituted and is functioning; and

(c) whether any plan of work has been drawn up?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) No.

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

## COST OF PRODUCTION OF SUGARCANE

\*767. { **Shri Bibhuti Mishra:**  
**Shri Shivananjappa:**  
**Shri Viswanatha Reddy:**

Will the Minister of Food and Agriculture be pleased to refer to the reply to starred question No. 2240 asked on the 5th May, 1954 and to state:

(a) whether Government have instituted an enquiry to determine the actual cost of production of sugar-cane in India; and

(b) if so, the names of the States where such an enquiry is being instituted and the work done so far?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Yes. A three-year scheme for assessing the cost of cultivation of sugarcane in India has been put into operation from July, 1954.

(b) U.P., Bihar, Punjab, PEPSU and Andhra have accepted the scheme. Bombay and Madras are also likely to join.

The States concerned have selected the field staff who are being trained for recording specific observations in specially designed proforma.

## INSURANCE AGAINST AIR TRAVEL RIS

\*768. **Th. Lakshman Singh Charak:**  
 Will the Minister of Communications be pleased to state:

(a) whether Government in consultation with Air Corporation authorities have finally decided to get air passengers compulsorily insured;

(b) if so, what are the rules and regulations for the same; and

(c) if the reply to part (a) above be in the negative, the reasons therefor?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) to (c). A proposal that the Indian Airlines Corporation should introduce a scheme under which air travellers would be automatically insured on payment of an extra amount along with the price of the ticket, has been under

the consideration of the Corporation. The Corporation is at present examining the legal and financial implications of such a scheme.

#### FOOD POSITION

\*769. **Shri Buchhikotaiah:** Will the Minister of Food and Agriculture be pleased to state the nature of the plans formulated, which will ensure the maintenance of India's satisfactory position in regard to food production on a long term-basis?

**The Minister of Food and Agriculture (Shri Kidwai):** Food Production forms part of the Five Year Plan and will continue to be so in the second Five Year Plan also. The Plan provides for various measures for food production on a long-term basis such as River Valley Projects, permanent major and minor irrigation schemes and land improvement, increased use of fertilisers, better quality of seeds, plant protection measures etc.

#### INDUSTRIAL TRAINING CENTRE AT RANCHI

\*770. **Shri Jhulan Sinha:** Will the Minister of Labour be pleased to state:

(a) the reasons for the retrenchment of the teaching staff in the Industrial Training Centre at Ranchi (Bihar); and

(b) how far this retrenchment policy has affected the staff in the other training centres in Bihar?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) Three Instructors have been retrenched due to the abolition of the trades in which they were employed as Instructors.

(b) For the same reason two more instructors in other Centres in Bihar have been retrenched.

#### ALL-INDIA CROP COMPETITION SCHEME

\*771. **Shri Barman:** Will the Minister of Food and Agriculture be pleased to state:

(a) the names of the All-India prize winners in 'Increase of paddy yield' competition since 1949-50, year-wise;

(b) the procedure followed in the competition in order to encourage

growers to enlist their names and assessing the result; and

(c) the reasons why no prize was awarded in the year 1953-54?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) The names of the winners of All-India paddy crop competition year-wise are as follows:—

Year	Name of All-India prize winner
1949-50	Shri J. C. Pani (West Bengal).
1950-51	Shri K. Vellaiya Gounder (Madras).
1951-52	Shri J. C. Sangayya (Coorg).

(b) A statement giving the required information is placed on the Table of the House. [See Appendix IV, annexe No. 52.]

(c) Due to the revision of procedure for conducting the All-India Competitions the competitions at All-India level were not held during the year 1952-53. Hence no prizes could be awarded during the year 1953-54.

#### SUGAR INDUSTRY

327. **Shri V. P. Nayar:** Will the Minister of Food and Agriculture be pleased to refer to page 324 of the Journal of Industry and Trade of March, 1954 and state:

(a) the total profits gross and net earned by the Indian Sugar Industry in the year ending December, 1953;

(b) the total value of sugar-cane purchased by the Mills in 1953; and

(c) the increase if any in the wage bills of the sugar Industry for 1953 as compared with 1952 and the total amount disbursed as wages in 1953?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (c). The required information is being collected and will be placed on the Table of the House.

(b) The total value of sugarcane purchased by sugar factories during the seasons 1952-53 and 1953-54 (from November to October) came to about Rs. 44.6 crores and 36.8 crores respectively.

## DEVELOPMENT OF ROADS IN RAJASTHAN

**328. Shri Karni Singhji:** Will the Minister of Transport be pleased to state:

(a) the amount granted to the Rajasthan State from the Central Road Reserve Fund for development of roads from 1949-50 to 1953-54;

(b) whether the amount so allotted was fully utilised by the Rajasthan Government during each year;

(c) if not, to what extent the allotments were utilised each year; and

(d) the names of various works for which these funds were utilised against the allotment made for each work?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Rs. 16.23 lakhs were offered from the Central Road Fund (Ordinary) Reserve and Rs. 70 lakhs from the Central Road Fund (Special) Reserve.

(b) and (c). Grants from the Central Road Fund Reserve are not offered on an annual basis; nor do they lapse at the end of the year in which they are offered. They are available for utilisation till the schemes for which they have been offered are completed. The total amounts actually utilised by the Rajasthan Government from 1949-50 to 1953-54 were Rs. 2.7 lakhs from the Central Road Fund (Ordinary) Reserve and Rs. 40.35 lakhs from the Central Road Fund (Special) Reserve.

(d) A statement showing the works for which grants from the Central Road Fund Reserve have been offered is attached. [See Appendix IV, annexure No. 53.]

## MASS TUBERCULIN TESTS OF STUDENTS

**329. Shri V. P. Nayar:** Will the Minister of Health be pleased to state:

(a) the percentage of Indian students who have been covered by mass radiography and Tuberculin tests; and

(b) the percentage of students who have been found to be susceptible to Tuberculosis and what percentage are found to have Tuberculosis?

**The Minister of Health (Bajkumari Amrit Kaur):** (a) and (b). Mass

radiography and tuberculin tests in connection with the B.C.G. campaign have been done in different parts of the country in respect of certain age groups. The information required by the hon'ble Member in respect of students alone is not available.

## PASSENGER AMENITIES ON THE WESTERN RAILWAY

**330. Shri Dabhi:** Will the Minister of Railways be pleased to state:

(a) the amount of money allotted for passenger amenities on the Western Railway during the years 1952-53, 1953-54 and 1954-55;

(b) the amount actually spent during each of the years 1952-53, 1953-54 and 1954-55 upto 31st August, 1954; and

(c) the amount spent during each of these years on construction of new Stations or remodelling of old ones?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a)—

(b)—

(In thousands)

1952-53	36.42
1953-54	50.00
1954-55	65.46
1952-53	37.96
1953-54	39.08
1954-55	Expenditure to end of August, 1954 not yet available.

(c)—

	Construction of new Stations.	Remodelling of old Stations.
1952-53	The information is being collected	21.41
1953-54	and will be placed on the Table of the House.	18.34
1954-55		Expenditure to end of August, 1954 not yet available.

## RAILWAY PORTERS

**331. Shri N. A. Borkar:** Will the Minister of Railways be pleased to state:

(a) what is the status of licensed Railway Porters on the Railways;



(b) whether any monthly remuneration is paid to them by the Railways;

(c) whether Government recognise the right of licensed Porters to form themselves into a Trade Union; and

(d) if not, the machinery evolved by Government to remedy their grievances?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Licensed porters are not railway employees as such but are only licensed to do portage work for the passengers in the railway premises. They receive from the passengers for this work only such charges as are authorised by Railways.

(b) No.

(c) They can, if they like form unions, but as the licensed porters are not railway employees, they are not eligible for the privileges accorded to unions of railway employees.

(d) Railways have instructions to try out at two or three big stations on each railway a scheme of setting up Committees, under which representatives of licensed porters may meet the Station Superintendent once a month for discussion on the points that need settlement.

#### THEFT OF PERMANENT WAY MATERIALS

**332. Shri U. M. Trivedi:** Will the Minister of Railways be pleased to state:

(a) the total value of permanent way materials stolen from the Railway during the years 1951-52 and 1952-53;

(b) whether the culprits have been caught in any case; and

(c) what punishment has been generally meted out to such culprits?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) to (c). A Statement is placed on the Table of the House. [See Appendix IV, annexure No. 54.]

360 LSD.

#### OFFICE TYPE-WRITERS

**333. Shri U. M. Trivedi:** Will the Minister of Railways be pleased to state:

(a) the number of type-writers stolen from the Central and Eastern Railway Offices in the year 1950-51 and 1952; and

(b) whether the thieves were caught in any of the cases?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a)

Year	Railway		Total
	Central	Eastern	
1950	4	1	5
1951	6	..	6
1952	3	3	6
TOTAL	13	4	17

(b) No thieves were caught in any of the cases of theft on the Central Railway. Two typewriters were, however, restored to the Railway after police investigation. As regards the Eastern Railway, in one case only, in 1950, the thief was caught and sentenced to six months rigorous imprisonment and fined Rs. 100.

#### KONI CAMP CENTRES FOR INSTRUCTORS

**334. Shri N. A. Borkar:** Will the Minister of Labour be pleased to state:

(a) whether it is a fact that Government have decided to shift the Koni Camp Centre for Instructors of Madhya Pradesh to some other place; and

(b) if so, the reasons therefor?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) The proposal is under consideration.

(b) Does not arise.

#### NAGPUR EMPLOYMENT EXCHANGE

**335. Shri N. A. Borkar:** Will the Minister of Labour be pleased to state the total number of unemployed persons registered in Nagpur Employment Exchange during the year 1953-54?

**The Deputy Minister of Labour (Shri Abid Ali):** 21,554.



## EMPLOYMENT EXCHANGE OFFICES

**336. Shri N. A. Borkar:** Will the Minister of Labour be pleased to state:

(a) whether the Employment Exchange Offices while offering employment to the Scheduled Caste candidates, maintain the reservation allotted by the State Governments; and

(b) if not, the policy adopted in this matter?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) and (b). No; responsibility for maintaining reservations rests with the employing establishments. When, however, vacancies reserved for Scheduled Castes are notified, the Employment Exchanges confine their submissions solely to applicants belonging to these castes.

## NEW POST OFFICES

**337. Shri D. C. Sharma:** Will the Minister of Communications be pleased to state how many Branch post offices were converted into sub-post offices in the Districts of Hoshiarpur, Kangra and Gurdaspur during 1953-54?

**The Deputy Minister of Communications (Shri Raj Bahadur):** Seven Branch Offices were converted into sub-post offices in the three districts during 1953-54.

## GRANTS TO STATES FOR ROAD CONSTRUCTION

**338. Shri D. C. Sharma:** Will the Minister of Transport be pleased to refer to the reply given to part (a) of unstarred question No. 547 answered on the 13th May, 1954 and state whether the Punjab State has utilized the entire amount offered to them by Government for the construction of village approach roads under the Five Year Plan?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** A sum of Rs. 41,400/- was utilised by the Punjab upto 31st March 1954.

## LABOUR DISPUTES

**339. Shri D. C. Sharma:** Will the Minister of Labour be pleased to state:

(a) the number of disputes between Labour and Industry referred to con-

ciliation officers from 1st January to the end of August, 1954 so far as the Central Government are concerned;

(b) the number of such disputes settled by the conciliation officers; and

(c) the number of cases referred to the tribunals?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) 2,909.

(b) 1,815.

(c) 21.

## तारघर

**३४०. सेठ गोविन्द दास:** क्या संचार मंत्री यह बताने की कृपा करेंगे कि चीन सरकार को निःशुल्क दिये गये तारघरों आदि का प्राक्कलित मूल्य कितना है ?

**The Deputy Minister of Communications (Shri Raj Bahadur):** The total cost of the P. & T. assets proposed to be handed over to the Chinese Government is Rs. 33,816/-. This figure does not include the value of the assets at the Gyantse office which was washed away during the recent floods.

## ALLOTMENT OF WAGONS

**341. Shri Gidwanji:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that a number of stone dealers of Jodhpur District in Fedusar Hills have submitted a memorandum to Government regarding non-allotment of wagons to them;

(b) if so, whether any enquiry has been made into the matter; and

(c) the steps that have been taken to redress their grievances?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes.

(b) Yes.

(c) The maximum limit of registrations at a time for stone at Fedusar station has been fixed at 120 wagons. To ensure that wagons are available for as large a number of consignors as possible within the maximum regis-

tration of 120 wagons at one time, the Fedusar Stone Merchants have, however, voluntarily arranged between themselves with effect from 23rd June, 1954, that each consignor shall not register for more than 2 wagons. The procedure has worked satisfactorily and no further complaints appear to have been received.

#### EFFECT OF RHEUMATIC DISEASES

**342. Shri V. P. Nayar:** Will the Minister of Health be pleased to state:

(a) whether any study has been made at the instance of Government regarding the extent of permanent impairment caused by chronic rheumatic diseases in India; and

(b) what is the estimated extent of long term disability caused by the rheumatic diseases?

**The Minister of Health (Rajkumari Amrit Kaur):** (a) No such study has been made at the instance of the Government of India.

(b) It is not possible to make a general estimate of the extent of long term disability caused by rheumatic diseases. The extent of disability in each case will depend on the age of the patient, his environmental circumstances, the method and manner of his treatment and a number of other factors.

#### RAILWAY WATCH AND WARD

**343. Shri Jhulan Sinha:** Will the Minister of Railways be pleased to state:

(a) the date from which the existing Watch and Ward system was introduced on Railways; and

(b) the number of thefts and pilferage cases on the North Eastern Railway during the year before the introduction of the said system and during the last two years viz. 1952-53 and 1953-54?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) A statement is attached. [See Appendix IV, annexure No. 55.]

(b) Number of thefts and pilferages on the North-Eastern Railway during the year preceding the setting up of a separate Watch and Ward Department is not readily available. Figures for the last two years are given below:—

1952-53. 438.

1953-54. 261.

#### EXPORT OF MONKEYS TO U.S.A.

**344. Shri Krishnacharya Joshi:** Will the Minister of Food and Agriculture be pleased to state:

(a) the number of monkeys that were exported to U.S.A. during 1953-54; and

(b) the total amount of dollar earned by this export during that period?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) 13,229.

(b) Rs. 2,39,000/-.

#### HINDI TELEGRAMS

**345. Shri Krishnacharya Joshi:** Will the Minister of Communications be pleased to state:

(a) the total number of stations to which Indian languages telegram service in Devanagari Script has been extended; and

(b) whether Government have extended the Telegraphic Money Order service in Hindi to States other than U.P. and Bihar?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) 599.

(b) Yes, the service has been extended to Punjab and Delhi States at stations detailed in the enclosed list. [See Appendix IV, annexure No. 56.]

#### TELE-COMMUNICATION TRAINING CENTRE, JUBBULPORE

**346. Shri Krishnacharya Joshi:** Will the Minister of Communications be pleased to state:

(a) whether the construction of a new Tele-communication Training

Centre building at Jubbulpore has been completed; and

(b) if so, when the equipment will be fitted?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) The building is almost complete except for some minor works which are expected to be completed during the current year.

(b) The work of shifting the equipment to the new building is likely to start by January 1955 and completed by March 1955.

#### AIRCRAFTS FOR AIR CORPORATION

**347. Shri T. B. Vittal Rao:** Will the Minister of Communications be pleased to state:

(a) the number, types and capacity of aircrafts imported for the two Air Corporations in the year 1953 and upto May, 1954; and

(b) the cost of these aircrafts?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) and (b). No aircraft were imported by the air corporations during 1953 or upto May, 1954.

#### EXPLOSION ON NORTH EASTERN RAILWAY

**348 { Pandit D. N. Tiwary:  
Shri Bibhuti Mishra:**

Will the Minister of Railways be pleased to state:

(a) whether it is a fact that 332 Down (North-Eastern Railway) caught fire due to a cracker used by a marriage party between Rajpatti and Janakpur Road stations in the last week of May 1954;

(b) whether due to panic, a number of persons jumped out of the running train and were seriously injured; and

(c) if so, the number of persons injured thereby?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The fire was caused by a lighted bidi

or match carelessly thrown into a basket which contained crackers.

(b) and (c). Three persons jumped out of the running train and sustained simple injuries.

#### RAILWAY BOOKING OFFICES

**349. Ch. Raghubir Singh:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the Railway authorities organised special drives and surprise checks at stations and booking offices during 1953-54 to ensure that the booking offices were opened in time;

(b) if so, the names of the stations in the Northern Zone where such surprise checks were organised; and

(c) the action if any taken against the defaulters?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes.

(b) Such checks were carried out at almost all important stations.

(c) Disciplinary action was taken against the staff found at fault.

#### FIROZABAD RAILWAY STATION

**350. Ch. Raghubir Singh:** Will the Minister of Railways be pleased to state:

(a) whether it is a fact that the Railway Administration has acquired some plots at Firozabad Station (Northern Railway) for the construction of staff quarters;

(b) if so, the number of quarters proposed to be constructed and the date by which the construction work is likely to commence; and

(c) the cost of these quarters?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Yes, Sir.

(b) and (c). Between 25 and 27 units during the next few years at an estimated cost of just over a lakh.

## TUBE-WELLS

**351. Pandit Munishwar Datt Upadhyay:** Will the Minister of Food and Agriculture be pleased to state:

(a) the total amount so far given by U.S.A. under the Indo-U.S.A. Technical Co-operation Aid for the construction of tube-wells in India;

(b) the amount allocated to the different States;

(c) how many tube-wells have so far been constructed, and how many have yet to be constructed, (State-wise), and

(d) what are the conditions on which the aid is being given to the States for constructing tube wells?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) \$ 24 million.

(b) This amount is utilised for procurement of imported materials for tubewells and is not distributed State-wise. The Government of India is advancing loans to State Governments in order to cover the dollar and rupee cost of the tube-wells?

(c) A Statement is laid on the Table of the House. [See Appendix IV, annexure No. 57.]

(d) Only such States have been included in the Technical Cooperation Aid Programmes as have or are believed to have favourable geological conditions for construction of irrigation tubewells. Loans covering both rupee and dollar part of expenditure are advanced to such States on the basis of the number of tubewells allotted to each and the estimated cost thereof.

## RAILWAY EARNINGS

**352. Shri S. C. Samanta:** Will the Minister of Railways be pleased to state:

(a) the comparative figures of gross earnings, working expenses and net earnings of Indian Railways in the years 1951-52 (pre-regrouping year)

and 1952-53 (post-regrouping year); and

(b) the strength of staff in 1951-52 and 1952-53? \*

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The figures for the Indian Railways are as under:—

(in lakhs of rupees).

	1951-52	1952-53
Gross earnings	2,91,59 —16,31*	2,69,79
	2,75,28	
Working expenses.	2,25,61 —15,01*	2,17,99
	2,10,60	
Net earnings.	64,68	51,80

\*Adjustment on account of freight charges on railway stores and fuel etc. which ceased to enter the financial accounts for 1952-53.

(b) Indian Railways.

1951-52	1952-53
913,029	916,210

## P. &amp; T. COMPLAINTS ORGANISATION

**353. Shri Bahadur Singh:** Will the Minister of Communications be pleased to state:

(a) the total number of complaints pending with the special Complaints Organisation of the Post and Telegraphs Directorate on the 31st July, 1954;

(b) the number of complaints disposed of between the 1st January and the 31st July, 1954; and

(c) the number of cases of favouritism, corruption and harassment to the subordinates enquired into during this period and the nature of punishment awarded to those found guilty?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) 1004.

(b) 1332.

(c) 54.

In 35 cases, enquiries have been completed but the allegations could not be proved. 19 cases are still under enquiry.

#### LOANS TO AGRICULTURISTS IN TRIPURA

**354. Shri Dasaratha Deb:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether Government propose to give agricultural loans to the peasants in Tripura in the year 1954-55; and

(b) if so, what are the minimum and the maximum limits of the amounts that Government propose to give to each family?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). Yes Sir; from Rs. 50/- to Rs. 5,000/- generally depending on the merit of the case.

#### LABOUR DISPUTES IN TRIPURA

**355. Shri Biren Dutt:** Will the Minister of Labour be pleased to state:

(a) the number of petitions submitted by the labourers of Tripura to the Labour Officer for non-payment of wages during the period 1953-54 only; and

(b) the number of disputes which have been settled so far?

**The Deputy Minister of Labour (Shri Abid Ali):** (a) Sixty-five.

(b) Fifty.

#### JOOMIA TRIBES (TRIPURA)

**356. Shri Dasaratha Deb:** Will the Minister of Food and Agriculture be pleased to state:

(a) how many Joomia tribes of Kamalasagar Tehsil of Tripura have applied for land Bandobast (settlement) from Government; and

(b) how many of them have been given land for settlement?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b).

Six families; but settlement proceedings are in progress in the case of one party only. The cases of remaining five families are pending due to non-appearance of the applicants.

#### ANTI-MALARIA CAMPAIGN

**357. Shri Bibhuti Mishra:** Will the Minister of Health be pleased to state the principle on which D.D.T. Spraying Units have been distributed this year in various States to fight against malaria?

**The Minister of Health (Rajkumari Amrit Kaur):** The distribution of D.D.T. spraying units among the various States was based on considerations such as the size of the State, population at risk in the State and the finances available in the State for anti-malaria operations. The areas where the units are operating were selected by the State Government themselves.

रेल के डिब्बे बनाने का पेराम्बूर स्थित

कारखाना

३५८. श्री नवल प्रभाकर : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या पेराम्बूर स्थित रेल के डिब्बे बनाने वाले कारखाने के कर्मचारियों के निवास का प्रबन्ध किया जा रहा है ;

(ख) यदि हां, तो इससे कितने व्यक्तियों को लाभ पहुंचेगा ; तथा

(ग) इन निवास-स्थानों में क्या सुविधाएँ दी जायेंगी ?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) yes.

(b) about 400.

(c) Internal taps, kitchens, flush or washout lavatories, shower baths and electric light are being provided in these quarters.

### रेल के सवारी डिब्बे

३५९. श्री नवल प्रभाकर : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) हिन्दुस्तान एयरक्राफ्ट कारखाने में निर्मित रेल के सवारी डिब्बे विदेश में बने सवारी डिब्बों की तुलना में कैसे हैं; तथा

(ख) क्या देश में बने सवारी डिब्बे मूल्य में अपेक्षित सस्ते हैं ?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) It is difficult to compare them as the methods of construction are not the same. A few more years of utilisation will, however, enable their comparative robustness to be assessed.

(b) Passenger coaches made in India generally cost less than imported coaches.

### रेल के माल-डिब्बे

३६०. श्री रघुनाथ सिंह : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) भारतीय रेलों पर माल उतारने के समय से लेकर माल लाने के समय तक एक माल-डिब्बा औसतन कितने समय बेकार रहता है तथा

(ख) वर्ष १९४४-४५ में यह औसत कितना था ?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). No such statistics are maintained.

### HELICOPTERS FOR CARRYING MAILS

**361. Th. Lakshman Singh Charak:** Will the Minister of Communications be pleased to refer to the reply to starred question No. 2481 asked on the 13th May, 1954 and state the progress made with regard to the proposal for employing helicopters for carrying mails to such parts of the country as are not easily accessible?

**The Deputy Minister of Communications (Shri Raj Bahadur):** The

question of utilizing helicopters for the conveyance of mails in remote and inaccessible regions of this country is still under consideration. Some private companies have offered to operate helicopter services for the purpose but the rate of conveyance quoted by them is more than four times the rate at which the Indian Airlines are being remunerated at present for carriage of mails.

### CONCESSION TICKETS FOR HILL STATIONS

**362. Shri Gidwani:** Will the Minister of Railways be pleased to state:

(a) the number of persons who availed themselves of the concession tickets to the different hill stations during May to June, 1954; and

(b) the number of special trains run by the different Railways for the different fairs and festivals and the number of persons who travelled by those trains during the same period?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). The information is being collected and will be laid on the Table of the House, as soon as available.

### FERTILIZERS

**363. Shri Bibhuti Mishra:** Will the Minister of Food and Agriculture be pleased to state:

(a) the principle on which the quotas of fertilizers manufactured in Sindri are fixed by Government for the various States; and

(b) whether fertilizers are given on credit system or on cash payment?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) At present Sindri produces only Ammonium Sulphate. The quotas of this fertiliser are fixed for the State Governments on the basis of their annual demands

(b) On credit system.

# POST OFFICES IN TRAVANCORE-COCHIN

**364. Shri C. R. Iyyunni:** Will the Minister of Communications be pleased to state:

(a) the number of post offices and sub-post-offices which have been opened in Travancore-Cochin State during the last year; and

(b) whether there are places with a population of 2,000 which are without post offices?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) 39 Extra Departmental Branch Offices, 1 Extra Departmental Sub Office and 2 Departmental Sub Offices were opened in Travancore-Cochin State during 1953-54.

(b) Yes; 53 villages with population of 2000 and above are without post offices due to existence of post offices within three miles of the villages.

# RAILWAY RATES TRIBUNAL MADRAS

**365. Shri N. R. M. Swamy:** Will the Minister of Railways be pleased to state:

(a) the number of suits filed in the court of the Railway Rates Tribunal at Madras during the last six years of its existence;

(b) the amount of fees paid to the advocates every year; and

(c) the annual expenditure towards its establishment?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) to (c). A statement giving the information required is placed on the Table of the House. [See Appendix IV, annexure No. 58.]

# RECLAMATION SCHEME IN PILIBHIT

**366. Shri M. L. Agrawal:** Will the Minister of Food and Agriculture be pleased to state:

(a) whether any talks were recently held between the Additional Secretary, Ministry of Food and Agriculture and the Chief Minister of U.P. regarding the execution of the land reclamation

scheme in Pilibhit and Lakhimpur-Kheri District; and

(b) what conclusions were reached?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) Yes:

(b) The State Government has agreed to examine the advisability of modifying their Scheme limiting it to 10,000 acres and restricting it to the settlement of agricultural landless labourers.

# OVER-BRIDGE AT AMRAOTI RAILWAY STATION

**367. Shri K. G. Deshmukh:** Will the Minister of Railways be pleased to refer to the reply to unstarred question No. 549 given on the 13th May, 1954 and state:

(a) whether a final decision has been taken in the matter of providing an over-bridge on the railway lines near the Amraoti Railway Station; and

(b) if not, when the decision is likely to be taken?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) Not yet, Sir.

(b) The Madhya Pradesh Government have not yet communicated their decision on two alternative proposals referred to them by the Railway Administration. The Railway will take a decision as soon as a definite reply is received.

# AERODROME AT KANDLA

**368. Shri Gidwani:** Will the Minister of Communications be pleased to state when the construction of the aerodrome near Kandla port will be started?

**The Deputy Minister of Communications (Shri Raj Bahadur):** By the end of 1954.

नमक के माल-टिन्नों से माल का उतारा जाना

२६६. श्री रघुनाथ सिंह : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि उत्तर-पूर्वी रेलवे के गोरखपुर स्टेशन पर २० टन नमक से लदे दो माल-टिन्नों को वर्षों से लदे पड़े थे ; तथा



(ख) यदि सच है, तो उक्त माल-टिम्बे वहां कब आये थे और उनके वहां पड़े रहने का कारण क्या था ?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) and (b). It is a fact that two wagons containing salt have been lying at a station on this Railway for the last two years. These were unserviceable wagons into which 18 tons (194 bags) of salt were transferred in the absence of godown accommodation at the station and so as to release for use the bogie wagon in which the consignment had arrived. The reason for the consignment still lying undisposed of is that the consignment has not hitherto been connected, nor could, it be brought to the lost property office at Gorakhpur due to a congestion in the latter.

#### IMPHAL POST OFFICE

**370. Shri Rishang Keishing:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that Imphal Post Office is now temporarily located in a private building;

(b) if so, when the construction of the new building for housing the post office will be started; and

(c) the amount that has been set apart for the construction of the new building?

**The Deputy Minister of Communications (Shri Raj Bahadur):** (a) Yes.

(b) The work will be taken on hand as soon as the drawings and estimates have been finalised by C.P.W.D.

(c) A sum of Rs. 35,000/- has been provided for the work in the B.E. 1954-55. Further provision will be made next year.

#### TUBE-WELLS IN U. P.

**371. Shri Badshah Gupta:** Will the Minister of Food and Agriculture be 360 LSD.

pleased to state the details of the cost of sinking tube-wells in Furrukhabad and Etah Districts of U.P.?

**The Minister of Food and Agriculture (Shri Kidwai):** The average cost of a standard tubewell of a depth of 300 feet with pumps and transformers, being constructed in Mainpuri Area under T.C.M. Programme 1952 is Rs. 29,000/-. This price is subject to variation depending on the following factors:—

(a) Variation in depth.

(b) Nature of the soil.

(c) Cost of motors and transformers used in the well.

The information about the cost of construction of tubewells other than T.C.M. tubewells in this area is not available.

#### SPECIAL AIR-MAIL SERVICE

**372. Th. Jugal Kishore Sinha:** Will the Minister of Communications be pleased to state the estimated costs involved and loss incurred in arranging special air-mail service to the flood-affected areas of North Bihar?

**The Deputy Minister of Communications (Shri Raj Bahadur):** Mails from and to the flood affected areas of North Bihar are not being conveyed by air at present as no air service is available.

#### GRAIN-SHOP FACILITIES TO RAILWAY EMPLOYEES

**373. Shri K. C. Sodhia:** Will the Minister of Railways be pleased to state:

(a) the total number of Railway employees who originally opted for grain shop facilities in 1951;

(b) the total number of persons enjoying these facilities now;

(c) the reasons for opting out; and

(d) the approximate difference between the grain-shop concession and the cash allowance paid instead?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The total number of Railway employees who originally opted for grainshop facilities in January 1949 was 4,82,387. The number in January 1951 was 2,42,190.

(b) The number is 1,43,517 as on 1st August, 1954.

(c) The reasons are:—

(i) staff becoming ineligible for the grainshop concession on account of their pay rising to Rs. 250/- and above;

(ii) normal wastage caused by retirement, etc.;

(iii) employees opting out in favour of cash dearness allowance consequent on the fall in the market price of grains reducing the monetary value of the grainshop concessions, and;

(iv) closure of some grainshops due to fall in the number of customers.

(d) As the difference depends on the size of the employee's family, the pay drawn by him and the area in which he resides, it varies for each individual employee. During June 1954, the difference varied approximately between a loss of about Rs. 4/- and a gain of Rs. 15/- per month to staff of various pay groups with a family of five working in the different areas.

बाढ़

२७४. { श्री डामर :  
श्री एच० एस० प्रसाद :

क्या खाद्य तथा कृषि मंत्री यह बताने की कृपा करेंगे :

(क) गत आठ वर्षों में प्रति वर्ष बाढ़ द्वारा लगभग कितनी कीमत की फसल नष्ट हुई ;

(ख) इस प्रकार कितने एकड़ जमीन पर प्रभाव पड़ा; तथा

(ग) इस प्रकार की भीषण बाढ़ को रोकने के लिये कार्यवाही करने में लगभग कितना खर्च पड़ा ?

**The Minister of Food and Agriculture (Shri Kidwai):** (a) and (b). It is felt that the labour involved in collecting the information will not be commensurate with the results to be achieved.

(c) Attention is invited to the Statement made by Shri Gulzari Lal Nanda, Minister for Planning and Irrigation and Power in Lok Sabha on the 3rd September, 1954 regarding floods.

RAIL-LINK FROM BHADRACHELLAM ROAD TO COLLIERIES

**375. Shri T. B. Vittal Rao:** Will the Minister of Railways be pleased to state:

(a) what progress has been made in the construction of extension of railway line from Bhadrachellam Road to collieries siding; and

(b) the amount that has been spent up to the end of July, 1954 out of the sum of Rupees one lakh provided for in 1954-55 budget?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The work on the extension to the colliery siding at Bhadrachellam has not yet commenced as the applicants has as yet neither given their acceptance to their share of the estimated cost nor deposited this sum with the Railway Administration.

(b) Does not arise.

RAILWAY SERVICE COMMISSION

**376. Shri Ganpati Ram:** Will the Minister of Railways be pleased to state:

(a) the amount of allowance and pay, paid to the Chairman and Members of the Railway Service Commission, Allahabad; and

(b) the residential and other facilities, if any, provided to them?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) The pay of the Chairman and the Member is Rs. 2,000 and Rs. 1,500 p.m. respectively. In addition, they get a dearness allowance of Rs. 50/- p.m. which will cease from 1st June, 1955.

(b) No special facility has been provided for them.

#### NORTHERN RAILWAY VENDORS

**377. Shri Ganpati Ram:** Will the Minister of Railways be pleased to state:

(a) the number of vendors on the Northern Railways whose contract licences have been renewed in 1954; and

(b) the number of licences issued to new contractors?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** (a) 409.

(b) 28.

#### ANNAPURNA CAFETERIA

**378. Shri Ganpati Ram:** Will the Minister of Railways be pleased to state the number of trains in Northern Railway equipped with Annapurna Cafeteria?

**The Deputy Minister of Railways and Transport (Shri Alagesan):** None at the moment.

#### PRICE OF PADDY IN TRIPURA

**379. Shri N. B. Chowdhury:** Will the Minister of Food and Agriculture be pleased to state the maximum and the minimum price of paddy in Tripura State in August, 1954?

**The Minister of Food and Agriculture (Shri Kidwai):** The maximum and minimum prices of paddy in open market in Tripura State in August, 1954 were Rs 8/8/- and Rs. 3/- per maund respectively.

# LOK SABHA

## DEBATES

(Part II—Proceedings other than Questions and Answers)



VOLUME VI, 1954

(23rd August to 11th September, 1954)

Seventh Session  
1954

LOK SABHA SECRETARIAT  
NEW DELHI



1345

LOK SABHA

Friday, 10th September, 1954

The Lok Sabha met at Eleven of the Clock.

[MR. SPEAKER in the Chair.]

QUESTIONS AND ANSWERS

(See Part I)

12-05 P.M.

PAPERS LAID ON THE TABLE

APPROPRIATION ACCOUNTS (CIVIL)  
1950-51, AUDIT REPORT, 1952 (PART II)  
ETC.

The Deputy Minister of Finance (Shri A. C. Guha): I beg to lay on the Table a copy of each of the following papers under Article 151 (1) of the Constitution:—

- (1) Appropriation Accounts (Civil) 1950-51 and the Audit Report 1952 (Part II). [Placed in Library. See No. S—298/54.]
- (2) Commercial Appendix to the Appropriation Accounts (Civil) 1950-51 and the Audit Report 1952. [Placed in Library. See No. S—299/54.]

RULES RELATING TO ALL INDIA SERVICES

The Deputy Minister of Home Affairs (Shri Datar): I beg to lay on the Table a copy of each of the following Rules, under sub-section (2) of section 3 of the All India Services Act, 1951 :—

- (1) The Indian Administrative Service (Recruitment) Rules.

371 L.S.D.

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1954. [Placed in Library. See No. S—300/54.]

- (2) The Indian Police Service (Recruitment) Rules, 1954. [Placed in Library. See No. S—301/54.]
- (3) The Indian Administrative Services (Probation) Rules, 1954. [Placed in Library. See No. S—302/54.]
- (4) The Indian Police Service (Probation) Rules, 1954. [Placed in Library. See No. S—303/54.]
- (5) The Indian Administrative Service (Cadre) Rules, 1954. [Placed in Library. See No. S—304/54.]
- (6) The Indian Police Service (Cadre) Rules, 1954. [Placed in Library. See No. S—305/54.]
- (7) The Indian Administrative Service (Regulation of Seniority) Rules, 1954. [Placed in Library. See No. S—306/54.]
- (8) The Indian Police Service (Regulation of Seniority) Rules, 1954. [Placed in Library. See No. S—307/54.]
- (9) The All India Services (Conduct) Rules, 1954. [Placed in Library. See No. S—308/54.]

RULES FOR THE GENERAL CONDUCT OF  
BUSINESS AND PROCEDURE IN REVENUE  
COURTS OF AJMER

The Minister of Food and Agriculture (Shri Kidwai): I beg to lay on the Table a copy of the Rules for the General Conduct of Business and Pro-

[Shri Kidwai]

cedure in Revenue Courts of Ajmer, under sub-section (4) of section 203 of the Ajmer Tenancy and Land Records Act, 1950. [Placed in Library. See No. S-309/54.]

# MOTION RE: ALLOCATION OF TIME

**Mr. Speaker:** I have to inform the House that the Business Advisory Committee met on the 6th and 8th September, 1954, for allocation of time to the Government legislative and other business before the House.

The Committee agreed to the following allotment of time:—

1. The Special Marriage Bill 37 hours.

(Out of which 17 hours and 34 minutes have been spent so far during the current session. The balance of 19 hours and 26 minutes will be divided as follows:

- 16 hours and 26 minutes for the discussion of the remaining clauses and three hours for third reading).

I might state here that the Business Advisory Committee is meeting today at 4 o'clock with a view to decide the allotment of time to the various clauses and the Schedules to the clauses.

2. The Constitution (Third Amendment) Bill. 10 hours.

(There will be two stages in regard to this Bill. The first stage will consist of motion for reference of the Bill to a Joint Committee and the second stage the discussion of reports of the Joint Committee and the consideration and passing of the Bill. The allocation of time will be four hours for the first stage and six hours for the second stage).

- The Indian Income-Tax (Amendment) Bill. 6 hours

4. The Central Excises and Salt (Amendment) Bill. 3 hours
5. The Indian Tariff (Amendment) Bill. 2 hours
6. The Displaced Persons (Compensation and Rehabilitation) Bill. 6 hours
7. The Administration of Evacuee Property (Amendment) Bill. 4 hours
8. The Merger of Chandernagore 2 hours
9. The Taxation Laws (Extension to Jammu and Kashmir) Bill. 1 hour
10. The Indian Tariff (Second Amendment) Bill. 7 hours
11. The Madhya Bharat Taxation on Income (Validation) Bill. 1 hour
12. Supplementary Demands for Grants. 6 hours
13. Debate on Foreign Affairs 8 hours
14. Debate on Flood Situation 4 hours

It has already been notified to the hon. Members that the current session of the House will terminate on the 30th September, 1954. In order to make available the time for disposal of all urgent business that is to be put through during the rest of the session, the Committee have recommended that sittings of the House should be fixed on Saturdays, the 18th and 25th September and that there should be no Question Hour on these two days.

The Committee also recommended that time permitting, the following Bills may also be taken up for consideration and passing during the current session:—

1. Motion for reference of the Hindu Minority and Guardianship Bill to a Joint Committee.
2. The Government Premises (Eviction) Amendment Bill.
3. The Coffee Market Expansion (Amendment) Bill as reported by the Select Committee.

I shall now ask the Minister of Parliamentary Affairs to move a formal motion with regard to the approval of this report by the House.

**Shri Velayudhan** (*Quilon cum Mavelikkara—Reserved—Sch. Castes*): There is one point, Sir. May I know whether the report of the Scheduled Castes Commissioner will come up for discussion in this House?

**Mr. Speaker:** So far as I know, it is not included in the list which I have read out.....

**Shri Velayudhan:** That is why I am asking whether.....

**Mr. Speaker:** He need not ask; if it is not included, it is not coming; it is not in the plan.

**Shri D. C. Sharma** (*Hoshiarpur*): May I know, firstly, if this list will be circulated to us and secondly whether the Bills will be taken up in the order in which you have read them out?

**Mr. Speaker:** I may clarify the position that the order in which I read out the various Bills is not necessarily the order in which the Bills will be taken up but sufficient intimation will be given to the Members in respect of Bills to be taken up from time to time. That is the present position.

**Shri Raghavachari** (*Penukonda*): You have been pleased to give us the recommendations of the Business Advisory Committee about the proposed programme, just now. It will be better if a motion is moved so that we have some time to consider about this.....

**Mr. Speaker:** The point is this. All such motions are more or less treated as formal and the Business Advisory Committee, which was representative of all the groups and as many other invitees as possible, have come to the above conclusion. It is, therefore, better to have it adopted; otherwise, there will again be difficulties. Time will be taken up and the adjustment or allotment will be disturbed. The Committee has calculated every hour and if any time is taken beyond what the Committee has decided, the House will have to sit longer hours or may have to prolong further. I think that the best

practice is to adopt this report of the Committee; this is a formal thing.....

**Shri Jaipal Singh** (*Ranchi West—Reserved—Sch. Tribes*): I am not clear in my mind whether, despite the fact that the Business Advisory Committee is represented by all sections in this House, there is any opportunity to this House, when formal motion to accept the report is made, to move an amendment. For example, I might refer to something that has been hinted to you a few seconds back about the possibility of a discussion on the report of the Commissioner for Scheduled Castes and Tribes. Does it mean that, if there is an automatic and formal acceptance of the recommendations of that Committee, the opinion of this House is completely ruled out in regard to the submission of amendments by some of us?

**Mr. Speaker:** I can clarify the position. There are two views to look at these things: one is the strictly theoretical and legal and the other practical and constitutional. If a strictly legal view is going to be taken, certainly there is always scope for amendment on any motion made in this House. But, if we are going to develop healthy conventions for the purpose of making the best use of the time of the House, then the best convention would be that such reports, made by the Committee after consideration for a long time and examining all details, should be accepted by the House without any amendment. That would be the best convention.

**Shri S. S. More** (*Sholapur*): Does it mean that rule 37 of the Rules of Procedure which has been passed by you or framed by yourself stands amended? Because it says like this: "Provided that not more than half-an-hour shall be allotted for the discussion of the motion and no member shall speak for more than five minutes on such a motion .....". The House will have every right to send it back to the Committee with the necessary recommendation.

**Mr. Speaker:** The whole point is this. Hon. Members ought to realise that I do not want to go against any



[Mr. Speaker]

rules. But, if he goes on with amendments and all that, then the allotment as I stated will become meaningless, and the House can go on sitting and talking and talking without coming to any definite conclusion as to when these things have to be discussed. Therefore, I hope that the hon. Members will not try to move any amendments to formal resolutions of this type.

As regards the question raised by the hon. Member, Mr. Velayudhan, I might disclose that the Committee anxiously considered the question of taking up the debate on the Scheduled Castes Commissioner's report. The Committee felt that the report deserved a full discussion and it should not make an allotment this session and hurry up the matter because more time was not available. There is urgent business of the Government which has to be put through. There is some legislation which has to be gone through, like the Constitution Amendment Bill. There are some financial proposals also and all these cannot be delayed. Therefore, if they wanted to have the pleasure of having the report discussed, the Committee may allot one or two hours but it was felt that that should not be done and it is a matter which could await discussion till the next session which is likely to meet in November, as the hon. Members know. That is another point and the Committee will take that into consideration. Therefore, I suggest that it is no use taking up more time over a discussion of such a formal motion because it has been properly thrashed out by the Business Advisory Committee. At that meeting in addition to the Members that were present, I believe an equal number of invitees were also present—about 18 or 20 hon. Members of the House. It is not possible to give recognition to each Member under the style of independent Member but all representatives of people were taken.....

**Shri B. S. Murthy (Eluru):** Are there any Harijans in that Committee?

**Mr. Speaker:** It is not a question of Harijans or non-Harijans. It is a question of the entire business of the House. It is a matter of regret that people are viewing the whole situation and the problems of the country on a sectional basis. It is not a question of Harijans or non-Harijans. We are all enjoined by the Constitution to take certain steps and it is for the purpose of having a better opportunity of discussion—and a fuller discussion—that the Committee after considering all circumstances, decided that it should be postponed by a month or two—that means, at the next session.

**Shri B. S. Murthy:** I am sorry that I have been misunderstood...

**Mr. Speaker:** No explanations are necessary. This question—whether there was a Harijan in the Committee—implied that it was only a Harijan Member who could safeguard the interests of the Harijans. I refuse to accept that proposition. I think every one of us has the interest of Harijans and Scheduled Castes at his heart—every Member of this House who has taken the oath to support the Constitution is prepared to do his best in this matter. He need not have any doubts on that point.

**Shri Jaipal Singh:** While I am inclined to agree about the formal and automatic acceptance of the Committee report, may I humbly suggest that, if an opportunity were given to us before such things were moved it would enable us to approach you or the Minister of Parliamentary Affairs to draw his attention to certain facts which have obviously been overlooked? I am not in any way trying to upset the transmission of this discussion to the next session; I mean I have no objection whatever. But some of us—I am not talking sectionally at all, we do not look at it sectionally, but we have the misfortune to be misunderstood by the House every time—we are particularly interested in certain matters, we have been sent here to represent those matters. The discussion and the debate on the Commissioner's Report has be-

come a hardy annual. It has been the tradition to discuss it. But this year we find that if it is transferred to the next session it will become two years late, so that our suggestions will have no value to the Commissioner or the Government in the submission of its Report for 1954.

**Shri Velayudhan:** What about the reply from the Minister?

**Mr. Speaker:** Let there be no further waste of time over this.

**The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha):** I beg to move:

"That this House agrees with the allocation of time proposed by the Business Advisory Committee in regard to the Government legislative and other business before the House which has been announced by the Speaker today."

**Shri S. S. More:** Will there be some discussion?

**Mr. Speaker:** What is to be discussed? I do not understand.

**Shri S. S. More:** I have to make my submission with great regret. I brought to your notice Rule 37. I do feel I am trying to serve the interests of the country according to my conception. I feel it is the unavoidable right of this House to pass the allocation order. And we are not supposed to pass it without the necessary discussion. It might be a very short discussion. Not more than half an hour could be given. And it will not be a waste of time in view of the fact that the House has to give its sanction to this particular order.

**Mr. Speaker:** It seems to my mind that on propositions which are generally accepted there is no charm in having a discussion. And the Rule can be observed. No Member's right is being deprived of, as I said. There is always the right. If a Member wants to say something he has always a right to do so. All that I would appeal to hon. Members is not to take up the time of the House when

the matter was thrashed out in a Committee, and there is no point in having any further discussion. That is what I am saying. If the hon. Member thinks that on any motion made there must be a discussion, matters would stand differently. What I was saying was with a view to make the best use of the time at our disposal.

**Shri S. S. More:** I am entirely with you in that respect. But you will realise our difficulty, particularly of this session of the House. Now a long list of Bills has been given to us here on the floor of the House. We have not gone into them. If the report of the Business Advisory Committee had been supplied to us previously we would have come here prepared. We are anxious that the country's money should be properly spent, as anybody here. But we feel that there should be a full understanding of the problem and there should not be hurry and hustle which is likely to do some disservice to the country's cause.

**Mr. Speaker:** He has had his discussion now over the points, and I will put the motion to the House. Before I do so I shall make a point clear. If we had time at our disposal, I would have certainly taken up this motion a day later, after having circulated the proposals of the Business Advisory Committee. But the difficulty is that the Special Marriage Bill is already on. And any postponement of the adoption of this report is likely to disturb the arrangements before the House. The Constitution (Amendment) Bill is coming now. So in order to be able to limit that discussion within certain reasonable limits it is necessary that there should be an adoption of this report by the House now.

The question is:

"That this House agrees with the allocation of time proposed by the Business Advisory Committee in regard to the Government legislative and other business before the House which has been announced by the Speaker today."

*The motion was adopted.*

# THE CONSTITUTION (THIRD AMENDMENT) BILL

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** I beg to move:

"That the Bill further to amend the Constitution of India, be referred to a Joint Committee of the Houses consisting of 36 members; 24 from this House, namely, Shri Jawaharlal Nehru, Shri Rafi Ahmed Kidwai, Shri Upendranath Barman Shri V. B. Gandhi, Shri Kotha Raghuramiah, Shri Narhar Vishnu Gadgil, Shri Tek Chand, Shri A. M. Thomas, Shri S. Sinha, Shri C. D. Pande, Shri Raghunir Sahai, Shri Shriman Narayan Agarwal, Shri R. Venkataraman, Shri Nemi Chandra Kasliwal, Shri Raghavendrarao Srinivasrao Diwan, Shri Liladhar Joshi, Shri Ranbir Singh Chaudhuri, Shri K. S. Raghavachari, Shri Bhawani Singh, Shri Hirendra Nath Mukerjee, Shri N. C. Chatterjee, Dr. D. Ramchander, Dr. A. Krishnaswami, and Shri T. T. Krishnamachari and 12 Members from the Rajya Sabha;

that in order to constitute a sitting of the Joint Committee the quorum shall be one-third of the total number of members of the Joint Committee;

that the Committee shall make a report to this House by the 17th September, 1954;

that in other respects the Rules of Procedure of this House relating to Parliamentary Committees will apply with such variations and modifications as the Speaker may make; and

that this House recommends to the Rajya Sabha that the Rajya Sabha do join the said Joint Committee and communicate to the Lok Sabha the names of members to be appointed by the Rajya Sabha to the Joint Committee."

[SHRI PATASKAR in the Chair]

In moving this motion I would like to take this House to the genesis of this Bill which has to be traced to the provisions of article 369. For the sake of making the position clear I would beg leave of the House to read this article. Article 369 reads as follows:

"Notwithstanding anything in this Constitution, Parliament shall, during a period of five years from the commencement of this Constitution, have power to make laws with respect to the following matters as if they were enumerated in the Concurrent List, namely:—

(a) trade and commerce within a State in, and the production, supply and distribution of, cotton and woollen textiles, raw cotton (including ginned cotton and unginned cotton or *kapas*), cotton seed, paper (including newsprint), foodstuffs (including edible oilseeds and oil), cattle fodder (including oil-cakes and other concentrates, coal (including coke and derivatives of coal), iron, steel and mica;"

—(b) has no reference really—

"but any law made by Parliament, which Parliament would not but for the provisions of this article have been competent to make, shall, to the extent of the incompetency, cease to have effect on the expiration of the said period, except as respects things done or omitted to be done before the expiration thereof."

It happens that the powers vested in the Central Government under article 369 lapse on the 25th January 1955, and with it will lapse all legislation passed under the legislative powers conferred on Parliament by this article. But I would like to say that it does not mean that Parliament is without the necessary authority to legislate in respect of many of the items covered by article 369. Under item 52 of List I of Schedule VII, industries which are declared by Parliament by

law to be of national importance come under the parliamentary legislative jurisdiction, and the corresponding provision in item 33 of List III of Schedule VII, which is now the subject of amendment, permits Parliament to legislate in all matters connected with trade and commerce and distribution of products of industries which are covered by item 52 of List I.

This, the House will understand—I refer to the power under item 33 of List III—is a power which is wielded both by Parliament and the States Legislatures. In fact item 33 and the following item, namely item 34 which deals with price control, allow the States to legislate in regard to intra-State activities, and, at the same time, permit Parliament to undertake legislation in regard to commodities covered by item 52, and in regard to prices in respect of all commodities whether covered by item 52 of List I or items 26 and 27 of List II. That is the position as it stands today apart from the temporary powers conferred on Parliament by article 369. As I said at the beginning, the issue now before the House arises out of the fact that the temporary powers under article 369 over the residuary items enumerated therein go out of the purview of Parliament and its legislative control after 25th January, 1955.

I would like to take the House into the history of these provisions as they were discussed in the Constituent Assembly. Even at the time when the present article 369, then article 306 in the Draft Constitution, was being considered by the Constituent Assembly, there was a body of opinion which felt that limiting the Parliamentary jurisdiction in respect of commodities like foodgrains and other agricultural products for a period of five years was taking a short view of the question. The basis of the decision of the Drafting Committee could be understood from para. 14 of the letter written by the Chairman of the Drafting Committee to the President of the Constituent Assembly. In that letter, the Chairman said:

“In view of the present abnormal circumstances—I am quoting from

the Chairman's letter—which require control over essential supplies, the Committee has provided that for a term of five years from the commencement of the Constitution, trade and commerce in, and the production, supply and distribution of, certain essential commodities as also the relief and rehabilitation of displaced persons shall be on the same footing as Concurrent List subjects. In adopting this course, the Committee has followed the provisions of the India (Central Government and Legislature) Act, 1946.”

I am making reference to this letter of the Chairman in order to point out that the recommendation of the Chairman of the Drafting Committee to the President of the Constituent Assembly was based on a previous enactment, namely, the provisions of the India (Central Government and Legislature) Act of 1946, which gave life in regard to the power exercised by the Central Legislature over those matters for a further period when the war legislation came to an end.

It is not often that one looks back to what happened during the time when the Constituent Assembly was discussing. But, it did give me a certain pleasure, when I was looking into the proceedings of the Constituent Assembly, to find that a friend of ours, who is a Member of this House, Shri Brajeshwar Prasad had the far-sightedness to feel at the time when article 306 of the Draft Constitution was being considered, that the duration of the validity of the provisions of that article should be extended from 5 to 15 years. In fact, at that time Shri Brajeshwar Prasad expressed the opinion that in matters like foodstuffs, minerals, etc., the power of the Government of India should be kept intact. Any way, the Constituent Assembly did not accept the suggestion made by Shri Brajeshwar Prasad.

Even prior to this particular article being taken up for consideration by the Constituent Assembly, in the several discussions that took place in regard to the distribution of powers

[Shri T. T. Krishnamachari]

between the Centre and the States, it was felt that **Parliamentary** control should be provided over essential commodities other than those expressly covered by item 52, List I and item 33 of List III. I remember the discussion that took place between the Drafting Committee of the Constituent Assembly and the Chief Ministers of the States and the Ministers of the Central Government, and I would like to recall that our late lamented Dr. Syama Prasad Mookerjee, who was then Minister of Industry and Supply, expressed himself in those discussions that control of Parliament should extend not merely to trade and commerce and the products of the industries which were within the legislative competence of Parliament, but should extend also to other commodities, the control of which was declared by Parliament by law to be expedient in the public interest. That is, he felt that Parliament should have the power to extend the range of control over commodities, other than those covered by item 52 of List I, Schedule VII. There was a considerable amount of discussion on this point at that particular meeting with the Chief Ministers of States, and it was then decided that an item similar to item 33 in List III of Schedule VII should be provided and might prove adequate. The present Chief Minister of U.P. at that time very aptly indicated that though the Centre might have legislative powers in regard to some of these commodities, these powers have been and are being exercised only for the purpose of preparing a skeleton legislative measure, and that the provinces are left to deal with the rest, as the provinces made rules and the rule-making even in regard to matters about which the main legislative power was with the Centre. No conclusions were reached in that meeting in regard to augmenting the powers of Parliament in respect of all products which Parliament might consider at some time or other to be of national importance.

The idea of extending the powers of the Centre in respect of the develop-

ment of agriculture including animal husbandry, forestry and fisheries and supply and distribution of food was again mooted in the Constituent Assembly on the 31st August, 1949 by Shri Shibbanlal Saksena, following as he then said, a minute which was prepared by the then Ministry of Agriculture of the Government of India. In another amendment moved by him on the same date, Shri Shibbanlal Saksena suggested the inclusion of an additional item in List I besides item 52 which covered not only goods which are the products of industries whose regulation was under the control of the Union declared by law necessary and expedient in public interest, but also any other goods whose regulation is similarly declared by Parliament by law to be necessary or expedient in public interest, that is, more or less following the suggestion made by the late Dr. Syama Prasad Mookerjee. It is true that the inspiration for that amendment was the minute prepared by the Ministry of Industry and Supply at that time. The Chairman of the Drafting Committee, in replying to Shri Shibbanlal Saksena stated that the first part of his amendment was being put in the Concurrent List which is item 33 of List III and the second part of it was still a matter for discussion between the Drafting Committee and the various interests concerned. No decision had been reached and as such, the Chairman of the Drafting Committee was unable to accept the amendment of Shri Shibbanlal Saksena. I am wearying the House with these details.....

Shri B. Das (Jajpur-Keonjhar): No, no; these are necessary.

Shri T. T. Krishnamachari:.....just to indicate that the makers of the Constitution were not unalive to the need of some kind of Parliamentary legislative control in regard to commodities whose importance is not limited to the intra-State sphere but extends to the inter-State region and is likely to become a matter of all-India importance.

The next stage in respect of the consideration of this matter was when the Ministry of Commerce and Industry appointed the Commodity Controls Committee. This Committee in its report in paras. 36 to 44 has discussed the entire question of the reserve powers of the Central Government to enable it to exercise control over any commodity at any given time. A reading of these paragraphs would, I humbly suggest, amply compensate the effort undertaken. This Committee held that entry 33 of the Concurrent List provides only a partial solution of the problem as it does not and cannot cover many important commodities like foodstuffs. They have further stated that the existing provisions of the Constitution do not permit the enactment by Parliament of a permanent and comprehensive law of control in relation to all commodities. But, the need for such a law was in their opinion urgent and pressing and the Committee after carefully considering all its *pros* and *cons* unhesitatingly made a recommendation that the Constitution should be suitably amended to confer on Parliament the necessary legislative power as it was felt by them that the control over essential commodities should be regulated on an all-India basis.

They, therefore, recommended that entries 26 and 27 of the State List should be transferred to the Concurrent List, and they further stated that if, however, it was considered that an outright transfer of entries 26 and 27 from the State List to the Concurrent List is for any reason not possible or practicable, they would suggest in the alternative that the Constitution be amended at least to such an extent as may be necessary for conferring legislative power on Parliament in respect of foodstuffs, cattle fodder, raw cotton, cotton seed and other agricultural products.

Thereafter, the Government of India invited the various State Governments concerned to express their views on the recommendations of the Commodity Controls Committee in a

communication addressed to them on the 12th September, 1953. Some of the State Governments had sent replies. Assam, Madhya Pradesh, Madras, Punjab, Pepsu, Rajasthan and West Bengal did not send any reply at that time, or to that communication, but in a subsequent communication sent by them in August this year, Rajasthan and West Bengal had agreed to the proposal that Parliament might take over the powers suggested by the amending Bill on a permanent basis. Hyderabad, Madhya Bharat, Mysore, Orissa, Saurashtra and Travancore-Cochin had replied to the Government of India's letter dated 12th September, 1953 in the affirmative. The Bihar Government had suggested that power might be taken for a further period of five years by suitably amending article 369 of the Constitution and extending this for another period of five years from the 25th January, 1955. The Bombay Government, in reply to the Ministry's letter of the 12th September, 1953, desired to be consulted when the Centre proposed to legislate in respect of taking over the above powers in respect of the essential commodities, but in a further communication on this subject dated the 20th August, 1954, to the Ministry, the Bombay Government indicated that they were opposed to the proposed measure.

**Shri B. Das:** Always. Bombay is always opposed. (*Interruptions*).

**An Hon. Member:** They are always sensible.

**Shri T. T. Krishnamachari:** Andhra, Madras and Madhya Bharat had written to say that they are considering the matter but they have not finally indicated their reactions.

To sum up, the reactions of the State Governments, Hyderabad, Mysore, Orissa, Rajasthan, Saurashtra, Travancore-Cochin and West Bengal have broadly at one time or other indicated the acceptance of the provisions of the proposed measure. Bombay is definitely against it. Bihar approves of the extension of the



[Shri T. T. Krishnamachari]

powers by another five years. Andhra, Madras and Madhya Bharat are considering the matter. The other Governments have no opinions to offer.

**Shri D. C. Sharma** (Hoshiarpur): Have the Bombay Government informed the Centre of their reasons for not approving the proposal? (*Interruptions*).

**Shri T. T. Krishnamachari**: I would like to say a few words on the provisions of the Bill.

One important amendment in the Bill that goes beyond the provisions contained in item 33 of List III, Schedule VII as it now stands is an addition of the words in sub-paragraph (a)—I am now quoting the words:—

“and imported goods of the same kind as such products”.

i.e., lines 12 and 13 of the Bill. I do not think it is necessary for me to explain the reason for the addition of these words. In the case of many commodities manufactured in India over which some control is sought to be exercised, the products of Indian manufacture do not completely cover our entire needs and some quantity of the same type of goods has to be imported. So, obviously it is impossible to control the distribution and pricing of the goods manufactured in the country if goods that are not within this category, viz., imported goods, do not come under Government regulation. It is not necessary for me to enumerate the type of goods that would be covered by this item as this would be varying from time to time according to the development of the needs of the country. It is, therefore, felt that this addition should be made to paragraph (a) of item 33.

In regard to the other items, I would like to deal first with item (e), viz., the last item, raw jute. I trust that the hon. Members have read the report of the Jute Commission which

gives more or less a bird's eye-view of the position of the jute industry in the country. We only produce a part of the raw material needed by the jute industry. The other part we have to import from Pakistan. The industry is, in what might be called in economic terms, “an industry with an unstable equilibrium” as it depends on foreign markets for the offtake of its production to a large extent. It must therefore be conceded that some form of control over the production of raw materials for this industry is a necessary concomitant for the Centre's control over the industry as a whole. I expect there would not be much of a dispute in respect of the addition of this item to item 33 of List III.

In regard to sub-clause (d), i.e., raw cotton, whether ginned or unginned and cotton seed, the position that I have envisaged for raw jute more or less holds good in respect of raw cotton. The textile industry is of an all-India character. Hon. Members know the degree of control that has been necessary for us to exercise not merely for the sake of that industry alone, but in respect of other ancillary industries like the handloom industry which has an intimate bearing on the development of the textile industry. Here again, internal supplies of cotton are not adequate for our needs. Some form of price control at least to the extent of ensuring a floor price is necessary to provide some incentive for the cotton growers. Distribution control in some form or other has to be exercised from time to time whenever there are indications that there is mal-distribution of cotton, having in view the fact that the consuming industries are situated in particular areas and these areas do not always coincide with the areas that produce cotton. Inter-provincial jealousies in regard to either supply of cotton or the development of the textile industry could not be allowed to play any part in our scheme of things. Here again, I hope the House will not find it difficult to agree that having



in view the fact that the textile industry is declared to be an industry which comes under item 52 of list I of Schedule VII, the raw materials necessary for the industry have to be controlled by the Centre to the extent necessary.

Items (b) and (c) fall into one category. I have only to remind the House of the very intelligent and detailed discussion that took place in this House a few days back on the question of a levy of export duties on rice and groundnut oil. There was hardly any difference of opinion amongst the various Members representing the various sections of the House that took part in that debate that vigilant control has to be exercised in regard to production and distribution of these commodities, and if I attempt to enumerate the need for a continuance of the powers that we now possess in respect of these commodities under article 369, I believe I should be preaching to the converted.

That, Sir, sums up the entire argument in favour of the amending Bill.

My hon. friend Mr. Sharma asked why the Bombay Government refused to agree to the proposed measure. The letter that we received, signed by the Deputy Director of Controlled Commodities, indicated that the Bombay Government felt that these matters should be left to the State for regulation; there was no need for all-India regulation in this respect. Well, we have had other communications from time to time. In fact, one of these communications indicated that in regard to cotton, ginned or unginned, and *kapas*, they may be willing to consider some kind of all-India regulation. That was on a previous occasion. So far as this communication is concerned, it is quite categorical, though it does not go into details.

I hope I have said all that is necessary for the House to appreciate that this Bill is one which we have

to take into consideration in all seriousness and that the powers that Parliament has in respect of the commodities enumerated in this Bill should not be allowed to lapse by the 25th January, 1955.

**Shri Raghavachari** (Penukonda): Is the hon. Minister...

**Mr. Chairman:** First, let me put the motion before the House.

Motion moved:

"That the Bill further to amend the Constitution of India be referred to a Joint Committee of the Houses consisting of 36 Members; 24 from this House, namely, **Shri Jawaharlal Nehru**, **Shri Rafi Ahmed Kidwai**, **Shri Upen-dranath Barman**, **Shri V. B. Gandhi**, **Shri Kotha Raghuramaiah**, **Shri Narhar Vishnu Gadgil**, **Shri Tek Chand**, **Shri A. M. Thomas**, **Shri S. Sinha**, **Shri C. D. Pande**, **Shri Raghunir Sahai**, **Shri Shri-man Narayan Agarwal**, **Shri R. Venkataraman**, **Shri Nemi Chand-ra Kasliwal**, **Shri Raghavendrarao Srinivasrao Diwan**, **Shri Liladhar Joshi**, **Shri Ranbir Singh Chau-dhuri**, **Shri K. S. Raghavachari**, **Shri Bhawani Singh**, **Shri Hirendra Nath Mukerjee**, **Shri N. C. Chatter-gee**, **Dr. D. Ramchander**, **Dr. A. Krishnaswami**, and **Shri T. T. Krishnamachari** and 12 members from the Rajya Sabha:

that in order to constitute a sitting of the Joint Committee the quorum shall be one-third of the total number of members of the Joint Committee:

that the Committee shall make a report to this House by the 17th September, 1954;

that in other respects the Rules of Procedure of this House relating to Parliamentary Committees will apply with such variations and modifications as the Speaker may make; and

that this House recommends to the Rajya Sabha that the Rajya

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Sabha do join the said Joint Committee and communicate to the Lok Sabha the names of members to be appointed by the Rajya Sabha to the Joint Committee."

Now, there are some amendments of which notice has been given. There is one amendment by Shri Sadhan Gupta. I think that amendment is out of order clearly. I do not think it needs any argument, because the present Bill only relates to the amendment of the Constitution, so far as entry 33 of List III is concerned, while by the proposed amendment, the hon. Member wants this Bill to be referred to the Joint Committee—

"with instructions to consider, and if thought so advisable, to recommend suitable additions, alterations and amendments to the Constitution with a view to remove therefrom provisions regarding the obligation to pay compensation for acquisition of property so far as foreign owned industrial and commercial undertakings, foreign interests in such undertakings and acquisition of property for distribution among tillers of the soil are concerned."

I think this subject-matter is entirely different from the purpose for which this present Bill has been brought forward. I, therefore, rule this amendment out of order.

**Shri Sadhan Gupta** (Calcutta—South-East): May I make a submission in this connection? I find it has been the practice in this House to give instructions to the Select Committee to widen the amendments to bills which are before the House. For example, in the matter of the Criminal Procedure Code, certain sections of that Code only were sought to be amended by the bill as it was originally introduced. But when the motion to refer it to the Joint Committee was under consideration, an amendment was proposed to enable the Joint Committee to recommend

amendments to the entire Criminal Procedure Code, and that amendment was accepted by the House and referred to the Joint Committee. The Joint Committee considered that amendment, and of course, they decided that without obtaining the opinions of the State Governments on the other sections which were not touched in the Bill, such amendments should not be recommended. But that is another matter. The point is that the House authorized the Select Committee to go into the amendments of other sections, which were not dealt with at all. That is exactly what I propose in this connection; I want to take this opportunity also of suggesting amendments to the other articles of the Constitution, through the Select Committee, and then a new Bill may be drafted by the Select Committee and sent back to the House.

**Mr. Chairman:** There have been so many discussions in the past with respect to the widening of the scope of a Bill which has been brought forward to amend an Act, and in certain cases, it was found that it could be allowed as a matter of fact. But here it must be taken into consideration that this is a Bill not to amend an Act, but to amend the Constitution, that makes much difference. While this Bill is in its scope limited to amending a particular entry in List III of the Seventh Schedule, the amendment proposed by the hon. Member deals with so many other matters which have absolutely nothing to do with the amendment proposed by the Bill. Therefore, the hon. Member's amendment cannot be allowed.

**Shri S. S. More** (Sholapur): The House may reject it, if it so thinks. But as far as the question whether it is or is not in order is concerned, there are so many precedents. Take, for instance, the Preventive Detention (Amendment) Bill. When we started discussing it, the whole of it was kept open by an amendment; and so also, as has been cited by my hon. friend **Shri Sadhan Gupta**, in the case

of the Code of Criminal Procedure (Amendment) Bill as well, the whole of it was left open to the Select Committee.

I could see that the House will not be in a mood to accept the amendment. But I am concerned here only with the question whether it is in order or not. That is the question that is agitating us.

**Mr. Chairman:** Apart from the mood of the House, it is my duty as Chairman to decide whether it is or is not in order. I realise the force of what the hon. Member is saying. Probably, I have not made myself quite clear in the beginning. It was a different matter, when we were dealing with the Preventive Detention (Amendment) Bill. The question then was whether other amendments could not be moved in regard to that legislation, and the scope was widened in that case. The same thing was done in the case of the Code of Criminal Procedure (Amendment) Bill also. Probably, it may become necessary in certain cases, that when you touch one part of an Act, other parts may be looked into in order to see what anomalies would arise. But so far as the present Bill, which relates to amending entry 33 of List III in the Seventh Schedule is concerned, I think the subject-matter of the hon. Member's amendment is not even remotely connected with entry 33. If, on principle, we have to allow it, then the whole of the Constitution itself may be allowed to be amended. I think there is no need to discuss this matter further.

**Shri S. S. More:** Your ruling is that it is out of order?

**Mr. Chairman:** Yes.

**Shri Sadhan Gupta:** May I make one last submission?

**Mr. Chairman:** I have given my ruling.

**Shri K. K. Basu** (Diamond Harbour): It is a revision application.

**Mr. Chairman:** To my mind, there is no doubt. If I had the least doubt, I would have allowed it to be discussed.

Then, there are two other amendments, one in the name of Shri Vallatharas and the other in the name of Shri Bogawat. Do these hon. Members want to move them?

**Shri Vallatharas** (Pudukkottai): I beg to move:

"That the Bill be circulated for the purpose of eliciting opinion thereon by the 25th October, 1954."

**Mr. Chairman:** Amendment moved:

"That the Bill be circulated for the purpose of eliciting opinion thereon by the 25th October, 1954."

There is another in the name of Shri Bogawat. Does he want to move it?

**Shri Bogawat** (Ahmednagar South): By my amendment, I seek to refer this Bill to a Select Committee of this House only, consisting of the same twenty-four Members. I have got my reasons for doing so. If you will allow me.....

**Mr. Chairman:** Does the hon. Member want to move that amendment?

**Shri Bogawat:** Yes. Shall I give the reasons?

**Mr. Chairman:** Then, he may move it first.

**Shri Bogawat:** I beg to move:

"That the Bill be referred to a Select Committee consisting of 24 Members, namely, Shri Jawaharlal Nehru, Shri Rafi Ahmed Kidwai, Shri Upendranath Barman, Shri V. B. Gandhi, Shri Kotha Raghuramaiah, Shri Narhar Vishnu Gadgil, Shri Tek Chand, Shri A. M. Thomas, Shri S. Sinha, Shri C. D. Pande, Shri Raghubir Sahai, Shri Shriman Narayan Agarwal, Shri R. Venkataraman,

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Shri Nemi Chandra Kasliwal, Shri Raghavendrarao Srinivasrao Diwan, Shri Liladhar Joshi, Shri Ranbir Singh Chaudhuri, Shri K. S. Raghavachari, Shri Bhawani Singh, Shri Hirendra Nath Mukerjee, Shri N. C. Chatterjee, Dr. D. Ramchander, Dr. A. Krishnaswami, and Shri T. T. Krishnamachari with instructions to report by the 17th September, 1954."

**Mr. Chairman:** Amendment moved

"That the Bill be referred to a Select Committee consisting of 24 Members, namely. Shri Jawaharlal Nehru, Shri Rafi Ahmed Kidwai, Shri Upendranath Barmann, Shri V. B. Gandhi, Shri Kotha Raghuramiah, Shri Narhar Vishnu Gadgil, Shri Tek Chand, Shri A. M. Thomas, Shri S. Sinha, Shri C. D. Pande, Shri Raghubir Sahai, Shri Shriman Narayan Agarwal, Shri R. Venkataraman, Shri Nemi Chandra Kasliwal, Shri Raghavendrarao Srinivasrao Diwan, Shri Liladhar Joshi, Shri Ranbir Singh Chaudhuri, Shri K. S. Raghavachari, Shri Bhawani Singh, Shri Hirendra Nath Mukerjee, Shri N. C. Chatterjee, Dr. D. Ramchander, Dr. A. Krishnaswami, and Shri T. T. Krishnamachari with instructions to report by the 17th September, 1954."

**Shri Raghavachari:** I rose earlier to make a request to the hon. Minister in charge of this Bill to tell us whether he intended to cover the case of oilseeds which he wants to include into this entry, in the general remarks about foodstuffs, or he intended to place any other material before the House.

**Shri T. T. Krishnamachari:** I could not catch the hon. Member fully.

**Shri Raghavachari:** In respect of the inclusion of oilseeds, do you consider the general remarks on foodstuffs to be sufficient to cover them also, or you wish to make any special remarks in that connection?

**Shri T. T. Krishnamachari:** As I said, the position was explained at the time when we dealt with the levy of export duties. In any event, what applies to foodstuffs applies to oilseeds, because they have an intimate bearing. As the hon. Member will understand, this is something which has been taken out from article 369 of the Constitution, and it is felt that the powers of the Central Government over these commodities should be kept intact.

**Shri Vallatharas:** The Bill as it is definitely seeks to circumvent some of the salubrious and definite provisions of the Constitution.

**Shri T. T. Krishnamachari:** Salubrious?

**Shri A. M. Thomas (Ernakulam):** Salubrious climate only, we say.

**Shri T. T. Krishnamachari:** Salutary provisions.

**Shri Vallatharas:** The practical desire to have a thing done is one thing, but the way to get that thing done is quite different altogether. We have had the experience of the present Constitution for the last four years, and we are now in the fifth year. The framers of the Constitution had considered the situation then existing, anticipated that situation for some years to come, and on that basis, made certain permanent provisions, as also certain temporary and transient provisions. Some of those temporary and transient provisions related naturally to various spheres in which the Central Government have been invested with certain powers, and if necessary, the Parliament also may pass legislation necessary in respect of those matters. Despite that, the Constitution demarcated the powers with which a temporary nature must be attached, from those to which a permanent nature must be attached.

As far as article 369 of the Constitution is concerned, it finds a place in Part XXI—Temporary and Transitional Provisions, of the Constitution.

1 P.M.

I would like this hon. House to appreciate the scheme and structure of the entire Constitution as well as the nation itself. Because it is a written Constitution, as far as possible, doubts have been cleared absolutely and as far as possible, there is no chance left for any interpretation except in cases of emergency. The whole nation has got only two interests—the industrial interest and the agricultural interest. The Planning Commission's Report is quite definite on that. There may be other political issues which we are not considering now. So far as the internal administration and the economics of this nation are concerned, we are only concerned with these two aspects—the industrial aspect and the agricultural aspect. The allotments of grants also are made on that particular basis. Predominance is given to agriculture and industry comes next; that is the scheme and plan. So far as industries are concerned, the Central Government is given a certain preference to control certain commodities which in the interests of the nation must be products of industries, and should be within the jurisdiction of the industries concerned. The components of an industry consist also of raw materials with which the commodities are produced. So distinction has been clearly enunciated in the very scheme of the Constitution itself and that scheme is sought to be implemented by the Constitution at any cost. If there needs be any difference of policy on this matter, then alone a situation arises for a reconsideration of the policy and an interference with the provisions relating to that policy. Article 369 is in a very cautious language:

"Notwithstanding anything in this Constitution, Parliament shall, during a period of five years from the commencement of this Constitution, have power to make laws

with respect to the following matters as if they were enumerated in the Concurrent List, namely:—

(a) trade and commerce within a State in, and the production, supply and distribution of cotton and woollen textiles, raw cotton (including ginned cotton and unginned cotton or kapas), cotton seed.....food-stuffs.....cattle fodder.....".

This is only a temporary and transitional power, given for five years. Then consider item 33 in the Seventh Schedule (List III):

"Trade and commerce in, and the production, supply and distribution of, the products of industries where the control of such industries by the Union is declared by Parliament by law to be expedient in the public interest."

I draw attention to the distinction made between industries and agriculture. The transitional power vests upon this Parliament authority to make laws in respect of certain products of agriculture which are not subject to industries, and takes out of the item 'industry' and separately vests it in item 33 of List III, Seventh Schedule. This distinction must be borne in mind.

The hon. Minister referred to certain passages which occurred in the proceedings of the Constituent Assembly when the Draft Constitution was considered. I should say that the period of five years was felt inadequate by some hon. Members, and there was the definite view that the control must be transitional and temporary and must not be made permanent. Permanency is one thing, but to allow it to continue for a certain period is another thing. So the view at the time of the consideration of the Draft Constitution was that instead of five years, a longer period might be provided. But there was no view expressed in the entire proceedings to ensure that permanency can be had so

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far as Central control over these commodities were concerned.

So I would place before this hon House that the position arrived at definitely at the time of the Draft Constitution was that no sort of permanent jurisdiction would be given to the Central Government over commodities like foodstuffs, oilseeds etc., but on the other hand, in view of the transitional period—between 1949 and 1954—they considered that a period of five years might be fixed for having this transitional power during which period when the States could not be expected to stabilise themselves in full strength and full scope to execute their affairs, the Central Government would act as a paternal agency and would look to the interests of the States as well as of the Centre. It was only with that view that a temporary period of five years was thought about and was embodied in the Constitution. Over and above that, I am unable to see or read in, or through, any of those proceedings that any of the hon. Members wanted to make that control a permanent one.

Now, I would like to submit that the Government has no justification at all at this juncture to expect that that sort of transitional and temporary control should be made permanent in some way or other—I am not worried about the way that permanency is sought; that is quite different. Instead of directly approaching article 369 and making some amendment to that effect, by way of extending it to 10 years or 15 years, the present Bill goes out of it, totally discards that provision and does not mind it, and wants a permanent basis. And to achieve that permanent basis, it adopts a circumventing policy by referring to item 33 in the Seventh Schedule, List III. It is not surprising for any of us to feel that when a matter, good or bad, is sought to be achieved, a certain direct and disciplinary policy must always be adopted. It has been mentioned more than once in this House and in the other House that interference with the

provisions of the Constitution at this stage, that is, within five years or some years to come, should not be attempted in a haphazard manner. The sacredness of the Constitution must be preserved and interference with, or amendments to, any of its provisions must be the least minimum and should not arise unless some emergency or some imperative necessity affecting national security and safety arises. Now, is this situation so urgent as to justify one or other of these two things?—that is, an extension of time under article 369 or vesting this control of a permanent nature in item 33 of the Seventh Schedule? Look at the second paragraph of the Statement of Objects and Reasons:

“The position in respect of foodstuffs and cattle fodder at present is fairly comfortable, but it will not be advisable for the Centre to be divested of all legal powers to control their production, supply and distribution.”

Straightway, I can say that the Centre is too selfish and wants to have the centralisation of its own powers to be completed by a process by which the States' authority and status have to be diminished and crippled in course of time.

Why have these temporary and transitional provisions been made? The States have got almost an independent entity. The powers of the State are definitely stated, with which the Centre cannot interfere. The Centre is allowed to interfere in certain matters only in cases of emergency and under stated provisions of the Constitution. So agriculture and products which are somewhat internal are left entirely under State control. The first paragraph of the Statement of Objects and Reasons also concedes that while trade and commerce within the State, and production, supply and distribution of goods in general are within the legislative and executive authority of the States, Parliament is competent, by virtue of entry 33 of



List III, to legislate in respect of products of industries declared to be under Union control. So the control of both industries and agriculture generally vests in the States, and the control over agricultural products completely vests in the States. In respect of industry alone, is an exemption made and the Centre given some powers. So when the Centre was given some temporary powers, the clear intention of those who drafted the Constitution was that the supply of foodstuffs should be left entirely within the jurisdiction of the States. Instead of helping those various States to gain experience to administer and to gain stability by dealing with all supplies and to maintain and establish the strength of the States as inseparable units of the nation, the Central Government now attempts to usurp all such concessions and privileges that were sought to be given to the States under the Constitution. Now, taking away control of foodstuffs permanently under the Central Government means depriving the States permanently of their jurisdiction over these commodities. There is absolutely no other interpretation that can be made on that.

**Shri A. M. Thomas:** There is a Concurrent List.

**Shri Vallatharas:** I understand that there is a Concurrent List. But it is only an eye-wash, so far as I feel. You have two-sided agencies. So long as they do not clash, that is all right. But you have got a provision whereby when the Centre feels it must dominate, it has got the right to dominate and the States have got to bow and bend; the States are in no better position to assert their independence as against the inclinations of the Central Government. But for expediency's sake, there may be a concurrency. But when we talk of rights and the building up of the nation on the basis of the 28 constituent units of this nation, which must get stability and have a sort of cohesion by which the internal resources of not only administrative, but of all, nature should be co-ordinated and assimilated, we have

to distinguish the sense in which the present Bill seeks to interfere with the privileges of the States. There may be differences of opinion. My view is that taking cover under concurrency and adopting a method by which article 369 can be circumvented is not fair and proper. I am not going into the merits now whether such control is necessary or not. But, speaking constitutionally, this Bill is totally unconstitutional. The Government have to ask only for an extension of time under article 369.

There is also another thing provided in the Constitution. Production of food materials is the business of each State. The Centre's supervision or control over all these things in the transitional period has been only to the extent of co-ordinating all the resources and seeing that no part of the country starves. I find that not only the internal resources but also the internal situation has been taken into account. At the outset, the States were in an infant position and could not take charge of these and so the Central Government's control over these matters was found essential for a transitional period. These five years have lapsed successfully and the food situation is relieved entirely of the tension and the nation can feel that it can be self-dependent in so far as food materials are concerned.

The second paragraph of the Statement of Objects and Reasons confirms my view that the position in respect of foodstuffs and cattle fodder at present is fairly comfortable. But, it is said, 'it will not be advisable for the Centre to be divested of all legal powers to control their production....' The Centre is so anxious that it cannot think of a situation in which it can lose power over these articles. We do not know the reasons why it is not considered advisable to be divested of all legal powers. Cotton and jute are cited. They are industrial products over which the Central Government may have jurisdiction. But, what about foodstuffs? These are totally eliminated from the Centre's control



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by the scheme of the Constitution itself and the States are given specific powers by which the foodstuffs will be controlled by themselves. The Statement of Objects and Reasons does not disclose the reasons why it is not advisable for the Centre to be divested of all legal powers to control their production, supply and distribution. This despair on the part of the Centre is highly regrettable. A more careful reading of the situation after an experience of four or five years must necessarily lead the Government to have progressive rather than retrogressive tendencies over the matter, and lament that they are losing powers this way or that way. Food is a matter in which the Central Government should not exercise some sort of control over the various States. Each State is responsible for the production of foodstuffs. The control of the movement of foodstuffs from one State to another is another matter. When the stock of foodstuffs is deficient in the country, then the Central Government, on the application of any of the States or on its own motion, can think of availing itself of other sources, say from foreign countries. Availing itself of foreign resources is not for the Centre itself but it is only for one or other of the States.

I solicit a reference to articles 256 to 263 of the Constitution, under the title, "Administrative Relations—General" and then to article 263 under "Co-ordination between States". Article 263 reads:

"If at any time it appears to the President that the public interests would be served by the establishment of a Council charged with the duty of—

\* \* \*

(b) investigating and discussing subjects in which some or all of the States, or the Union and one or more of the States, have a common interest; or

\* \* \*

it shall be lawful for the President by order to establish such a

Council, and to define the nature of the duties to be performed by it and its organisation and procedure."

The significance of this article 263 has to be considered. Whenever a matter arises amongst the States or some of the States and when the co-ordination of the States' interests is to be made by the Centre and the President feels that the matter must be considered in a certain manner, then, under the provisions of article 263, the President may establish a Council, an inter-State Council and that shall take such common matters into consideration and it is for the President to recommend what duties shall be performed. Supposing there is an emergency we will have to consider the necessity of using the powers. It is only when some emergency arises or when conflict arises between the States and the food question assumes some importance under some pretext or other. It will be an occasional occurrence or may not at all arise. This sort of approach, pre-meditating or anticipating a development in the future or feeling desperate over losing a certain power that we have been enjoying, is certainly not the way in which the Constitution should be sought to be amended.

Article 263 clearly lays down that in matters of common concern between the States, the President is empowered to constitute a Council which will go into the matter. Why not an attempt be made in that way when there is really a clash between the States or where something arises. The matter must be considered when the occasion arises. On the basis of the Statement of Objects and Reasons itself there is substantially no reason given for justifying this Bill. There is only an apprehension and there is anxiety on the part of the Central Government to retain the power they are enjoying. There is no necessity for the exercise of that power at present, unless some contingency arises. This is the manner in which

the Constitution is sought to be amended to interfere with.

Item 33 in the third List of the Seventh Schedule is of a permanent nature. Anything can be added to that. Supposing cotton and jute are considered necessary to be controlled they can add that, of course, to the List. Power is allowed to this Parliament to add to these items. I do not doubt the competency of Parliament. On the other hand, when the Constitution definitely states that the States should be given certain powers or certain areas for their own exclusive administrative jurisdiction and in cases of common interest where the Constitution make special provision, where is the necessity to circumvent the provisions of article 369 or article 263 and to come in by the backdoor of the Seventh Schedule? I have to strongly condemn the way in which things are sought to be incorporated into the Constitution because the Constitution is not a thing to be belittled. I may be right or wrong in making certain assumptions and I make this remark that so far as I am able to analyse and see facts—without entering into the merits of the requirements of the Bill—certainly this Bill does not conform to the standard of constitutional amendments that are contemplated in the civilised world. So far as merits are concerned, there is certainly no necessity for this Bill at all. I would say that it is advisable to divest the Centre of all these legal powers in regard to the production, supply and distribution of foodstuffs. Certain reasons must be given why it is not advisable to divest the Centre of these legal powers. The Statement of Objects and Reasons which is given along with a Bill is very important in all material requirements because it must *prima facie* state the position in which these powers are required and the House must be asked to consider all those grounds. The framers of the Bill have not given sufficient material for the House to think in advance, before they can enter into a consideration of this Bill. The Bill proposes to have and

amplification of the entry in item 33 of the third List of the Seventh Schedule, in order that the Centre may be enabled to exercise full control over the development of such industry. In paragraph 3, it is said:

"The Bill accordingly proposes an amplification of entry 33 of List III in the Seventh Schedule to the Constitution. Besides placing four classes of essential commodities in that entry, it is proposed to include also imported goods of the same kind as the products of centralised industries, in order that the Centre may be in a position to exercise full control over the development of such industries."

So far as the merit is concerned, I have no objection to restrict it to the scope of the existing entry in item 33. Existing things will require some sort of amplification under existing conditions because they might have to be controlled etc. When imported goods of any type are brought into the country the prices will have to be controlled so that they may not compete with the native industry and so on.

When I found the hon. Minister had moved for the reference to a Select Committee, I thought he felt the importance of the amendment of the Constitution, for instead of moving direct for the consideration of the Bill, he has moved for reference to a Joint Committee. But, when I put in my motion I thought that the constitutional requirements need consideration and ordinarily when constitutional requirements can be adjusted in some manner or other an amendment should not be restored to under any circumstance. Even in this the opinion of Members, of course, is most sovereign; I concede that. Simply because we are representatives of the people we cannot assume that exclusive role of a so-called autocratic body and we should not be considered as representing popular opinion in all respects and in all circumstances.

[Shri Vallatharas]

Certainly we are *bona fide* and our opinion is entitled to carry weight. Instead of taking time over discussion and wasting time over small proceedings we simply straightway pass certain Bills without sending it to a Committee or taking public opinion; but in cases of this type when the State Governments are interested, when we draw this sovereign power from the people themselves and when the Constitution was framed by that sovereign power, it is but necessary that we acquaint the public also of what we are doing at present. There are so many amendments to the Constitution awaiting our consideration; some of them are good and some are bad. This is the season of amendments to the Constitution and the public should be aware of it. Not only the general public but the State Governments must be fully cognizant of all these proposed amendments. From what the hon. Minister has been pleased to observe, I feel that Bihar straightway protested; one or two Governments kept silent and it was said silence means acquiescence; and so many other Governments had no remarks to make. I do not know whether they had sent any remarks at all, or they did not like to make any remarks, or they had no time to send any remarks; but out of 24 States, certainly, the opinion of some at least ten States in favour of this Bill must have been produced before us so that a fair consideration could be had about the importance of this Bill, and then say that it is enough that we leave it to the consideration of a Committee.

In all respects I have heard the Central Ministers harping too much over the importance of consulting the States. They say: "unless the States agree we shall not be in a position to do this and do that". That sort of sympathetic consideration must also be shown here. In this case it is very important; because foodstuffs, though it is considered simple and poor man's concern, it affects 98 per cent. of the people, and rich people indulge in

black-marketing at the expense of the poor. It is a matter of great national concern and the general mass—not only the general mass but all the individual States—are to be adequately equipped with all resources of production, and distribution in respect of foodstuffs, when without foodstuffs for the stomach nobody can move or do anything at any time. So, under these circumstances, I submit there has been a poor representation from the States in the form of opinion over this Bill. I regret that the hon. Minister had passed it over with a smile that some States had no remarks to make. If they have no remarks to make there is no point in the Centre imposing this legislation on them. If the States thought that it was not worthwhile to make any report or reply or they had no time to consider and make a reply, it was the bounden duty of the Centre to have waited for the opinion of all States as far as possible and then alone bring in this Bill.

There is a hurry with the Government that this five years' limit is going to terminate on 23rd January, 1955. Let it terminate; we do not mind. Neither the Government nor this Parliament terminates under any circumstance. It is here to pass any law at any time, whenever it is called upon to consider. Therefore, simply because that five years' period is going to expire in January, 1955, that cannot be a reason, sound or proper, or even deserving any consideration of any reasonable institution; because termination of a certain period is no criterion. We want to know how the Bill reacts on the several States. If out of 28 States, 23 States have nothing to say about it, and their opinion is not to be known, then how can the Central Government assume that it will be accepted by all Governments concerned and it will be worked properly? It will only mean imposing ourselves on those States. Therefore, I think that the opinion of the public, the suzerain power which has given us the status to sit and consider on

their behalf, in such an important matter over foodstuffs, should be left entirely at the discretion and administration of the States themselves, or the supervision, transitional and temporary, that has been vested for five years....

**Shri A. M. Thomas:** What about the permanent deficit States which will be in a minority?

**Shri VaNatharas:** I can understand if permanent deficit States have to sound their opinions here to Central Government; but we do not have any opinions from any of these deficit States. I cannot understand why the deficit Governments kept quiet. Am I to presume that the Central Government made a reference to those deficit States and those States kept quiet? If that has been the case, there is no point in pleading for such of those deficit States who did not come forward with their opinion on this matter. At present it is only a matter between two Governments and if one Government is not reciprocating, we have to infer legally and morally that, that Government wishes the state of things that is existing. That means the Central Government losing its very small power at the end of five years. I only stand by the constitutional provision by which the States authorities must be recognised and this must be made the fundamental basis on which legislations should be made. Bringing out a legislation of general welfare depends upon the attitude of the States and co-operation of the States. Nowadays, the economic position of various States is varying in various degrees. We do not know what will happen in course of time. Some are saying that these five years have achieved tremendous progress with regard to foodstuffs and other problems. On the other hand we have nervous apprehension of so many political tendencies coming in mutual clashes and making the future a very chaotic picture. Under the circumstances, at every stage, month after month, whenever occasion arises,

we should be in contact with the opinion of each and every State so far as our matters are concerned. The business of the hon. Members is not an exclusive business; it is also for the States. I have seen specific provision in the Constitution by which the States cannot go and act adversely to the interest of the executive and administrative policies of the Central Government. When we are so particular in minimising the freedom of the States and require the States to obey to us, certainly, the Constitution also wants that the States must be apprised of the position and concurrence of States must be obtained, or else there may be occasional crisis and disaster. Consider these two aspects. Under these circumstances, when we want to exercise sovereign power and make amendments in respect of the Constitution, we would better be cautious and do it by some normal and regular procedure by which we can achieve the thing we desire and also preserve the sacredness of the Constitution from being molested too often, at least once a week or once in a month.

Then, I find that there is absolute lack of co-ordination amongst the Ministries. They have been working for all these four years. I am not referring to the internal matters in the different departments, but so far as the Constitution is concerned, they must have been by this time in possession of a statistical list of such things in the Constitution which deserve amendment. Such a list should have been prepared and presented to the House; or else each Ministry or all the Ministries together should have appointed a committee at the end of the third year or beginning of the fourth year to consider the possibilities on which the Constitution must be amended. Now, a particular Minister comes with an amendment because it does not suit him in a certain way; the Supreme Court's power has to be curtailed because there are some remarks in a judgment and so on. That is not the chaotic, haphazard and piecemeal

[Shri Vallatharas] manner in which amendments to the Constitution is to be done. If individual Ministries think that some amendments are necessary after experience—which experience is a good past and international one—they must have been able to appoint a committee by this time asking it to analyse the Constitution by which the conflicts that have arisen during the working of the Constitution and amendments needed should have been scheduled and submitted to this Parliament in a wholesale measure. That has not been done. For these five years I have not seen an effort on the part of any of these Ministries or on the part of any of the States to avail of provisions of article 263. Then alone we will be able to see how experiments on article 263 help us so far as settlement of inter-State or State and Central matters is concerned.

One point I would like to refer to now is what Dr. Ambedkar had stated in regard to article 306 when he moved it in the Constituent Assembly. He stated that they had put in these matters which the Drafting Committee thought were necessary to be controlled by the Centre for a period of five years. The prospect of extending it after five years, the prospect of making it a permanent one, etc. were considered in *extenso* and the Assembly came to the conclusion that a period of five years should be tentatively fixed. I must say that there is no justification to transgress it or seek another way by which permanency can be established. I beg to say that this matter deserves to be sent for public opinion and all the States must be asked to state their opinion. They may refuse; they may object; they may agree that this is a totally different question.

**An Hon. Member:** Have they not been consulted already?

**Shri Vallatharas:** Some half-hearted correspondence has taken place. Public opinion means, of course, a comprehensive opinion. Individually, a department may have written to a State

asking for its opinion. That State may give the opinion either of its Chief Minister or of the particular Minister or of the Secretary. That is not public opinion. The Collectors must be asked; public institutions must be asked and all sections of the people which are interested must know what is taking place. In that way, public opinion in a general sense has not been attempted yet by the Government, and even in regard to the opinions which are stated to have been sent by the States in response to the Centre's request, only Bombay has definitely disagreed, and in respect of the other States, there is nothing to be said for or against. Under these circumstances, any measure that affects the national interests and the vital foodstuffs should not be interfered with, except with the consent of the State Governments concerned.

I submit that the House may adopt that the Bill be sent for the purpose of eliciting public opinion thereon.

**Shri Velayudhan** (Quilon *cum* Mavelikkara—Reserved—Sch. Castes): One point for submission, Sir. In this Bill, foodstuffs and cattle fodder are included, but the hon. Minister for Food and Agriculture is not here although it is a very important subject that we are discussing now. Will you kindly ask the Food Minister to be present?

**Shri T. T. Krishnamachari:** It is not necessary and if questions are raised. I can answer. The Cabinet has a collective responsibility and it is quite enough if one Minister is here.

**Mr. Chairman:** The hon. Minister in-charge of this Bill will be able to answer all the questions that may be raised in regard to foodstuffs.

**Kumari Annie Mascarene** (Trivandrum): Collective responsibility is not always to be accepted.

**Shri Bogawat:** I have already moved my amendment. My reason for doing so is that the Members of this House are the direct representatives of the people, and they know the various States and constituencies better. They

are elected by the voters and they know the interests and wishes of the voters and also the interests of the States. It is quite essential that in such matters as amendment of the Constitution, there should be a committee who should consider first the amendment that is proposed and again that committee should be from this House alone. I had pointed out last time when the Home Minister brought a Bill for reference to a Joint Select Committee and I objected to the Joint Select Committee also, giving my reasons. Apart from that Bill, this is a Bill which is very important, and in such matters it is the first privilege and right of this House to give its opinion and put its views so far as the amendment of the Constitution goes. This amendment relates to essential commodities, and I must congratulate the Bombay Government who were bold enough to take objection so far as the amendment relating to foodstuffs and commodities is concerned. The Commerce and Industry Minister has said that none of the States has taken any objection. When the Central Government wants to have a certain amendment or to have anything changed, I do not think there is so much moral courage in so many of the States to come forward and put their grievances. Some States may not have grievances, but the Bombay Government have got their grievance, because Bombay is a deficit State, Bombay is such a State where there are hundreds of textile mills and the question of cotton is very important to them. As regards production and supply of foodstuffs, edible oilseeds and oils, if any State takes any objection, it should be allowed to have its own legislation and it is not incumbent on the part of the Centre to apply such a measure as this on such States. I find in the Statement of Objects and Reasons that according to article 369, the legislation lapses after the 25th January, 1955, and that is the reason given for bringing forward this measure. This House is such a supreme body that it can amend the Constitution at any time, and nothing can prohibit this House from amending the Consti-

tution, and so this excuse is of no use. I humbly submit that, if there are objections from any States so far as production and supply of foodstuffs are concerned, the measure should not be made applicable to them. That is my point. So far as cattle fodder, cotton seed, etc. are concerned, they are very essential commodities, and the House knows that in 1952 and 1953 there was a scarcity in several districts in the Bombay State, and as the matter lay directly with the Bombay State, that State arranged for the supply and managed to do the needful. If these commodities are put in the List as is now sought for, I think it will create many difficulties. I am very sorry to say that in the Commerce and Industry Ministry, there is officialdom rule, and whenever there is any control on supply or production, there will be many difficulties created and people will be handicapped by them. Black-marketing and corruption are due to these controls. When these things happen, it is very material to allow opportunities to the States to control the supply and production of foodstuffs such as those mentioned in the List at (a), (b), (c) and (d). I am not concerned with raw jute because jute is not produced in my State. I do not want to make a lengthy speech because the previous speaker has said many things and I agree with some of his points. I humbly submit that the State that wants to take objection should be given full opportunity and that there should not be any impediment so far as these very essential commodities are concerned.

**Shri Asoka Mehta (Bhandara):** An amendment to the Constitution is a very serious matter and it deserves earnest consideration. This amendment seeks to modify entry 33 in List III of the Seventh Schedule. Any modification here must affect entry 27 of List II. This modification might appear to be of a minor character. After all, it might be argued that what the amendment seeks to do is to alter an entry in a List in a Schedule of the Constitution. Though an effort might be made to show that this amendment is of a minor character, the amend-



ment goes to the very heart of our Constitution. This amendment has been brought forward because, it has been argued, article 369 will be lapsing and the Union Government will not have the powers to deal with the matters that have been enumerated in that article. Part of the powers are already with the Union Government because, as has been pointed out in the Statement of Objects and Reasons to the Bill, as far as the organised industries are concerned they are included under entry 52 of List I today.

This amendment needs to be very carefully considered because it is likely to alter the pattern of the distribution of powers in the Constitution. As the previous speaker pointed out, there is a certain scheme, a plan, a pattern in the Constitution. Various powers about production, distribution, trade, exchange are given to the State. Only a certain limited number of powers have been taken away. Those powers belong to the State permanently. But a limited portion of these powers is taken over by the Union Government. It is taken over by the Union Government, because as far as organised industries are concerned it is believed that the Union Government would be able to provide greater and more effective direction and control.

But as far as agricultural production is concerned, if our Constitution is to remain a federal Constitution, it is necessary that the maximum amount of power should be left with the federating Units.

There are two stubborn tendencies operating today, not only in our country; these tendencies are operating the world over, particularly where technological changes are taking place, wherever industrial progress is being made. As a concomitant of industrial progress there is always a tendency towards centralisation and a widening of powers of the executive. In our country we have been brought up in the tradition, the whole ethos of our national movement was to counteract these tendencies. We want to create a

welfare State, but not in the picture, not in the image of welfare States created in the West. We have our own philosophy. We believe that it is not enough to be vigilant against accumulation of capital, but it is equally necessary to be vigilant against accumulation of power. And that is the reason why at least in our national movement the leaders taught us that it is very necessary to maintain balance of power and achieve decentralisation of power.

This decentralisation is increasingly being encroached upon by administrative and economic tendencies. In regard to the Five Year Plan, I find that in the first three years, of the expenditure, 50 per cent. was spent through the Centre and 50 per cent. through the States. In the fourth year the proportion of expenditure from the Centre has increased to 65 per cent. and the proportion of expenditure from the States has decreased to 35 per cent. And in the fifth year of the Plan it is expected that 70 per cent. of the expenditure will be through the Centre and only 30 per cent. will be through the States. There is a tendency, an ineluctable tendency towards centralisation.

Should we not do something to check this tendency? Should we not make our States real, effective, units of our Federation?

Apart from that fact, it might be argued that these powers are taken only concurrently. But the very fact that they are demanded shows that they will not be treated merely as a concurrent power to be undertaken only in cases of an emergency or in times of a serious situation. Because as far as any situation of that kind is concerned, the Constitution gives us the necessary powers. Under article 249 it would be possible for the Union Government to legislate on any of those matters included in List II if by a two-thirds vote the Rajya Sabha were to pass a resolution. I am sure in a case of importance—I am not referring

to article 250 which refers to a situation of emergency, I am merely referring to article 249—there could be legislation not only for one year, but such a legislation could be extended from year to year, if necessary, by a vote of the Rajya Sabha. Here also we are anxious to know the views of the States. And the views of the States, it is argued by the makers of the Constitution, would be better reflected in the Rajya Sabha. And in the case of an urgent situation Government have the requisite power. I do not know why the Constitution is sought to be changed.

For more than one reason I object to such attempt to change the Constitution. In article 369 eleven items have been enumerated. Out of them six are covered. As far as industrial goods are concerned they have been covered by various pieces of legislation passed so far, and Government have requisite powers of control and direction. Out of the remaining five, only four have been included in the amendment that has been brought here. Mica has been left out, while jute has been added. Am I to understand that mica was considered necessary to be Centrally controlled, or there should be concurrent legislation as far as mica was concerned, in 1950 or 1949 when this Constitution was framed and jute was not then considered to deserve that treatment? Today, jute is considered necessary. After five years the Commerce Minister or his successor will come forward and say that jute is not necessary and that manganese is necessary. Are we going to tamper with our Constitution in this fashion? I can understand your coming forward and saying that all things affecting the economic life of the country or trade or commerce or industry, or whatever it is, that all these items should be included in the Concurrent List. Then we can sit down seriously and consider the question. But what are you suggesting here? Jute is now important. Five years back mica was important. Mica is now to be taken out and jute put in. Jute might be taken out and cotton put in

the day after. That is not the way in which a sacred document like the Constitution should be treated. The very fact.....

**Shri T. T. Krishnamachari:** May I help my hon. friend? We were advised that mica was covered under item 54 of List I.

**Shri Asoka Mehta:** The mover in the course of his speech told us that the framers of the Constitution had already considered the various aspects, and he tried to make out a case that a number of those who were connected with the framing of the Constitution themselves had felt that these powers may have to be extended. But if you will consider the various temporary and transitory provisions that are there, and view them in a common focus, you will find that they are essentially of a transitory character. They were considered to be such that if they were changed, it would alter the very character of our Constitution. For instance, as far as the Part B States are concerned, the President of the Republic has certain powers for a period of ten years. If they were to be changed, if the period was to be extended, or if the provisions were to be altered, the whole character of the Constitution would be altered. Likewise, by seeking to change entry 33 in List III of the Seventh Schedule, we are really changing the character, the balance, the pattern of the distribution of powers. It is argued that this is being done because there is necessity for that and it is surprising to find that this amendment is being brought forward without making out a *prima facie* case about the need of it. We are told in one breath that the food situation is better. Even as late as this morning, the Food Minister assured us that in spite of the floods, in spite of the scarcity of rains in various parts of the country, there is no need to worry about the food situation and about the fodder situation.

**Kumari Annie Mascarene:** It is not convincing.

**Shri Asoka Mehta:** All these years, when there was acute scarcity of food,



[**Shri Asoka Mehta**]

probably Government did not feel the need to make a change in item 33 in the Concurrent List. They have suddenly realised today, when in various directions the situation is easing, that the Union Government should have extraordinary powers. As my other hon. friend pointed out, the entire economic field should be reviewed and the Constitution should be amended in the light of that general review and this amendment should not be accepted at all. I can understand a comprehensive review of the economic situation and then a decision being taken whether the Constitution needs to be amended in the light of that general review. But, I cannot understand why a Bill of this character, wherein it is stated that a minor change is being made, but which is likely to result in the changing of the character of our Constitution, should be permitted. For these reasons, I oppose this Bill.

I think the Bill is not necessary because no case has been made out. Secondly, the powers are there. In case any powers are needed, the Constitution already gives the Government the powers. Lastly, the method is wrong, the way in which the various items are being introduced is wrong. A few items are introduced today and a few items are taken out tomorrow. For these reasons, I think it would be wrong on our part to accept this Bill.

**Shri Tulsidas (Mehsana West):** I thank you for giving me this opportunity to place my views on this very important legislation before the House.

I have just heard the views of the hon. Member Shri Asoka Mehta and the hon. Member who wanted this particular measure to be circulated for public opinion. The most important point in this legislation that has to be considered is this. We have seen in the past the difficulties of industries as regards production and the difficulties that they have had in getting raw materials for producing these products. The hon. Minister for Commerce and Industry has pointed out the

reasons why particular commodities are included in entry No. 33 in List III. This is not a measure where it is sought to change the whole economic policy or undertake a review of the economic situation in the country as a whole. That comprehensive review or a comprehensive amendment to the Constitution may be necessary. It was pointed out on the one hand that the Constitution is a very sacred document and should not be amended without careful consideration. I fully agree that it is a sacred document and that it does require very considerable attention and that it does require that the public should be given the fullest opportunity to express their views. Unless there is a very urgent need, the Constitution should not be amended. There, I agree with him. But, when industries find it difficult to have production maintained at the targets as envisaged in the Plan and in the future Plans, this sort of change in the Constitution does become necessary. I find that article 369 has more or less been brought into entry No. 33 in List III. But, certain items have been excluded. I do feel that it may create an impression that it was not necessary to include certain of the items. My opinion is it is bound to create a certain amount of misapprehension or misunderstanding in the mind of the public that such items do not require the co-ordination of the Central Government. The issue which has been made here is concentration of power and it is suggested that there should be more and more decentralisation in this country. In the light of our expanding economy, particularly when we are at the stage of having industrial development, it is necessary that the whole field of industrial production must be under the Centre.

I will come to the question of food-stuffs later on. With regard to the other commodities, they require to be under the purview of the Centre and require to be properly co-ordinated, and leaving it to the States is not desirable in the context in which we are today. When some time back, a Bill was brought here with regard to

some essential commodities, it was very strongly felt here that when article 369 expires on the 26th January, 1955, some measures will have to be brought in order to see that the policy which is now being adopted by the Government is carried out in future after that date. We are making that provision by amending the article as it is envisaged in this Bill. I do welcome this measure to amend the Constitution and bring these commodities within the purview of the Centre so that everything may be properly co-ordinated. I can appreciate that when we are industrially developed or have reached a certain level, we may have decentralisation. I am sure that at that time, the Central Government are bound to see to it that there is decentralisation. At the present stage when we are expanding, it is absolutely necessary that there is a co-ordinating authority, and that co-ordinating authority must have powers. If they have no powers, it is not possible to co-ordinate. That is how I look at this measure, though I do agree, as I said before, that amendment of the Constitution is an important matter and requires very careful consideration.

2 P.M.

My hon. friend suggested that a review of economic conditions should be made. That is absolutely necessary. This measure does not, in that sense, change the whole policy of the Government on the economic front. It only makes the position clear that if particular industries depend on certain raw materials, and if such raw materials are allowed to be controlled by the State Governments, it may be that we may find these industries not functioning in the manner we want them to function under the Plan

Now, that is why I welcome this measure, and I do feel that when amending this item 33, we have to take into consideration the other commodities or other articles of production of industries which are not included in this item 33, viz., mica, paper, coal, iron and steel and other things. I do not know how they will be brought in,

but under item 52, the production of industries is already under the purview of the Central Government, and therefore it is not necessary to include them under item 33. But with regard to mica, there again, the hon. Minister has pointed out that it comes under item 54, mineral production. Therefore, if all these items can come under the purview of the Central Government, then I can well understand why the other items have not been put in.

The hon. Commerce Minister has pointed out that even while this Constitution was being drafted, there was a very considerable opinion that this measure should be kept for a very long period, and not for a short period, and that, if necessary, the Constitution should be amended. That is what is being done now and I do not think that by changing a particular part of the Constitution we are changing the whole concept or the idea of the State as we like it. It is merely to see that industrial development takes place without any disturbance. That is how I look at it, and therefore I welcome this measure.

Now, I would like to say something with regard to the question of control of foodstuffs. We must not forget the difficulties that the States find, particularly West Bengal found in the case of the West Bengal famine which was supposed to be a man-made famine.

**Shri N. C. Chatterjee** (Hooghly): Was; not "supposed."

**Shri Tulsidas:** One of the Members pointed out that if such powers are kept in the hands of the Union Government, there is more corruption. If such powers are kept in the hands of the State Governments, the opinion was expressed here that corruption would be very much less. I am not of the same view. On the contrary, we have seen what has happened in regard to the administration of certain Acts, how they are administered by the State Governments. I feel that the situation would be completely out of control if any situation arises like the Bengal

[Shri Tulsi Das]

amine or something like that. And therefore, it is absolutely necessary that particularly control of foodstuffs must be kept under the Centre. I therefore welcome this measure.

Shri S. S. More: I oppose this measure and the Commerce Minister will not be surprised at my opposition. (Interruptions).

First, I want to make a definite grievance that when such amendments of the Constitution are sought, it is a very serious matter and therefore, Government should come out with a sort of White Paper giving reasons why the amendment of the Constitution is sought.

Now, in this particular matter the State Governments are vitally interested, and some of us have been returned from different States. We might not be representatives of the States in the technical sense of the term, but we do represent the people, though not the Governments of the States. So, what affects either by implication or by direct action the destinies of the States, the vital interests of the States, is a matter for our consideration and comment. So, in such a matter I would rather expect the Government to give us at least in a synopsis form the opinions which have been received from the different States. Now, the Minister will say: "Well, in my opening speech, I did give the Members some indications of the opinions". But again, I say I am absolutely unable to understand and grasp what he says in his speech here. His usual—and clever—way of circumventing such a point is to pay a compliment to the grasping power of the Member raising this point and then escape scot-free, but my submission is our Ministers should learn to take these matters with more seriousness. They should not assume that all the material that is available to them is equally available to us and therefore, particularly as they are asking us to amend the Constitution, all the relevant material

justifying that amendment must be placed at our disposal.

Then, the next point or the next question that I should like to ask the Minister in charge of this measure is this: should we not develop a convention that all amendments of the Constitution should be piloted by the Minister in charge of the Law Ministry. What business has the hon. Commerce Minister to move the present Bill? Of course, I accept the principle of collective responsibility...

Shri M. S. Gurupadaswamy (My-sore): He has got business.

Shri S. S. More: I have said they are collectively responsible, but then their collective responsibility is split up into different departments and in spite of the collective responsibility, one Minister who was in charge of Labour disagreed with his colleagues and had to stage a walk-out for good reasons which are appreciated in the country. But that is not the point. As far as I know, when the Constitution was being discussed here, Dr. Ambedkar, who was the Law Minister, was in charge of the measure. Whenever any important constitutional amendment is being taken up in any other country—my knowledge is not as perfect as that of the Commerce Minister—I would say that it is the Minister who is in charge of the legal portfolio who pilots such measures on the floor of the House.

Shri K. K. Basu: He is very over-worked.

Shri N. C. Chatterjee: Over marriage?

An Hon. Member: Special Marriage. (Interruptions).

Shri S. S. More: My friend here, for whom I have the greatest respect, says he was the draftsman.

Mr. Chairman: Let us avoid..... (Interruptions).

**Shri S. S. More:** I want to have it as a convention. It is not a question of avoiding. So many persons work in the kitchen.

**Mr. Chairman:** I did not object to his reference that the Law Minister was not piloting the Bill. But, whether X was the draftsman, all that has no reference.

**Shri S. S. More:** I am not prepared to see who is in the kitchen and who has prepared a particular dish. I will look to the man who is serving the dishes when we go to the table. So, I said the bearer who should be in charge of serving this particular measure—he will excuse me the expression—should be the Minister in charge of the legal portfolio.

Let us leave aside these considerations, important though they are. Let us go to the fundamental question. What is our basic approach to the Constitution? What is the kind of constitutional structure that we are trying to introduce in this country or work in this country. It is frequently said this is a federal Constitution. Is it a federal Constitution? If it is a federal Constitution, is it consistent with the largest measure of decentralisation, not only in favour of the States, but also the remotest units in the country—I mean the villages? It is not a federal Constitution. To call it a federal Constitution is something which is a violence to the technical meaning, the constitutional meaning that we have for the words "federal Constitution."

You will permit me to make some references to other Constitutions. Take, for instance, the American Constitution. The American Constitution came into existence because certain States which were in existence decided to surrender some of their powers in favour of the Centre, and they were at the same time particular to see that the Centre exercised no more powers than the powers which were given to it; the residuary powers were left with the States. Now, it was the Congress demand, when we were fighting

the Britishers, that residuary powers should be with the States. There are so many Congress resolutions; when the Simon Commission came, when the White Paper for Constitution came, when we entered into correspondence with Jinnah and the Muslim league leaders, we have emphasized on more than one occasion that according to our conception of federal Constitution, all residuary powers will be given to the States. Not only that. The bare minimum powers shall be kept with the Centre, and the States shall have the largest measure of autonomy. But what is the position now? We came into power on the basis of that declaration, but our article 248 does not say, as the American Constitution or the Australian Constitution does, that the other powers shall be with the States. On the other hand, article 248 definitely states that all the residuary powers will be with the Centre.

**Shri B. Das:** That is our Constitution. You are looking towards Pakistan.

**Mr. Chairman:** Apart from the view of the hon. Member, if you argue that it is not a federal Constitution, then you will argue indirectly in favour of the.....

**Shri S. S. More:** I think I have some legal experience of some standing, and I can very well be left to anticipate the implications of my argument. I accept the very helpful guidance from you, but all the same, I shall try to make out my point in my own way. If you say that, in accordance with what you usually claim, our Constitution is a federal Constitution, I accept for the sake of argument, your claim that this is a Constitution of federation. Then, I would say, in spite of article 248, we must make a positive and definite effort to give as much power to the States as possible.

Now, entry 33 in List III of the Seventh Schedule is being amended. What is the purpose? What is the reason given in the Statement of Ob-

[Shri S. S. More]

jects and Reasons? It is that article 369 will lapse after five years from the commencement of the Constitution, and therefore, Government must have some weapon. Article 369 was placed here, by those who drafted the Constitution, with a specific purpose. They said that during the transitional period, the States will not be finding their feet firm, they will be rather weak, and therefore, the Centre should have these safeguarding provisions. But what is the progress that we have registered? If the Central Government have found it necessary to come forward with this Bill, in spite of what has been laid down in article 369, then it means that during this period of five years, this so called transitory power has failed to serve its purpose and this power is required, not in a transitional way limited only to a particular time, but permanently; the States are still found wanting in the competence for the due exercise of the powers, as they have not developed the strength that the framers of the Constitution expected them to develop within a period of five years. If you feel that article 369 with its limitation of five years was not enough, then the straight course was not to amend entry 33 in List III. but to amend article 369 itself. You could have very well said, insert the word 'ten' in place of 'five', and the period could have been prolonged and these powers could have been given to you. But that has not been done.

**Shri Algu Rai Shastri** (Azamgarh Distt.—East cum Ballia Distt.—West): That would have been better.

**Shri S. S. More:** My further submission is that now foodstuffs also have been included, whereas in entry 33 as it stands now, only industrial products are included in it. Now, the products of agriculture also are to be included. If you go through List II of the Seventh Schedule, you will find that agriculture and lands are within the competence of the

States entirely. Entry 14 in List II reads:

"Agriculture, including agricultural education and research, protection against pests and prevention of plant diseases."

Entry 15 in the same List reads:

"Preservation, protection and improvement of stock and prevention of animal diseases; veterinary training and practice."

So, the question of cattle fodder, etc., is within the exclusive competence of the State. If entry 33 is allowed to be amended in the way it is sought to be done, then you amend not only that item in List III, but you also amend List II indirectly, not by way of a frontal attack, but surreptitiously, without giving the States a complete idea or a complete picture as to how a slice of their powers is being taken away from them. The next step will be this. You may say, since cotton is the raw material which is required for industry, and since it cannot be grown without land, we require land, and then you will seek to bring all land control also in your power.

**Shri D. D. Pant** (Almora Distt.—North East): Certainly, we will, if it is necessary.

**Shri N. C. Chatterjee:** That is the Mahratta method.

**Shri S. S. More:** Shri N. C. Chatterjee says that that is the Mahratta method. In Marathi, we say 'गुनिमो कावा'. You insert the thin end of the wedge into a crevice and then push the whole thing in. Just as a bullet which makes a small hole where it enters, but comes out of the body opening the largest part of the body, Government will eventually, if this Bill is passed, come to inflict the largest damage on the body of States' autonomy. This is not the way in which you should do this thing. My hon. friend Shri Asoka Mehta, when he spoke earlier, raised

this question of mica and the Hon'ble Minister was pleased to say—I believe it is entry 54 in List I.....

**Shri T. T. Krishnamachari:** You are never wrong.

**Shri Algu Rai Shastri:** That is my impression.

**Shri S. S. More:** The hon. Minister was pleased to say in respect of that, that it will be covered by entry 54 in List I. But this explanation is not correct. Sir, you know the well-known rules of interpretation. If entry 54 is reconcilable with the view that he has now taken, then there was no reason why this particular article should have been mentioned in article 369. In respect of the items mentioned in article 369, it gives power to the Central Government only for a period of five years. But now my hon. friend is arguing here, very quick-witted as he is, that entry 54 is giving the power to the Central Government permanently. Entry 54 in List I must be reconciled with article 369, and the only reasonable interpretation that we can put is that all the items which were mentioned in article 369 were not covered by this particular entry. Otherwise, that article conflicts with entry 54 in List I. We must, therefore, find out an interpretation which will happily reconcile these two provisions which apparently seem to be antagonistic to each other.

So, my submission is that our present Constitution is more rigorous and more niggardly in giving powers to the States, if we compare it with the Government of India Act, 1935. Many of the items in Schedule VII have been taken *verbatim* from the 7th Schedule to that Act, but in that legislation, there is no item in any of the three Lists, which is similar to entry 33, which is being sought to be further expanded now. That means our Constitution has by means of this entry 33 already made certain serious encroachments upon the domain preserved for the State Governments. Not only that, now the

hon. Minister by bringing forward this measure which amends, directly as well as indirectly the different items in Lists II and III, is going further in his predatory trespasses. I feel that the Bombay Government are perfectly justified in their stand. I rarely agree with the Bombay Government, and particularly with the Chief Minister of Bombay, but as far as this particular matter is concerned, I have the greatest pleasure in saying that at least the Bombay Government, on this particular occasion, have stood by the rights of the States, by the autonomy of the States, and have perfectly and with ample justification, opposed this measure.

**Shri A. M. Thomas:** Imperialism.

**Shri B. Das:** Bombay is always grabbing.

**Shri S. S. More:** There is a lot of talk about amending the Constitution, and if the Constitution is to be amended, I say, let us have as many amendments as possible at one stretch. I like some of the previous speakers, would say, have the Constitution as a whole picture, and if the whole picture has to be retouched, let it be retouched in all its parts, so that the new picture which emerges will have some harmony, some correct, correlated, integrated impression to be transmitted to others who look at it. But trying to retouch a finger here and some other part of the body some other time is designed to make us lose the sense of symmetry and due proportion. It is a very clever way of leaving the people in ignorance about the total effect and the implications of these amendments.

I would suggest that Government should appoint a committee for this purpose. I would go further and say that they should appoint a committee of both Houses of Parliament if possible before a Bill is drafted by Government draftsmen, to discuss what amendments are necessary. I can refer to the procedure obtaining in



[Shri S. S. More]

the House of Commons in this connection. When our constitutional provisions were taken up for consideration, after the Simon Commission's report, both the Houses proceeded to appoint a Joint Select Committee. That Committee went into all the necessary amendments, considered what would be the reactions to them, and then submitted a joint report. It is only after this that the Government of India Act, 1935, came to be drafted.

Can we not follow that procedure? Let us have a Joint Committee. Let that Committee go into all these matters. As per statements which have appeared in the Press, only State Governments have been consulted regarding amendments which are necessary. But what about those who represent public opinion? What about those who are not inside the State Governments? Even the opinion of non-officials, even the opinion of the rank and file of the Congress will have to be considered, as also the opinion of those who are sitting here. I would make an earnest appeal to Government. Instead of acting piecemeal in this way, I would suggest that the consideration of this Bill be deferred. Let Government take the public into confidence. Appoint a Joint Select Committee of both Houses for the purpose of finding out by agreement, if possible, what are the provisions of the Constitution that need amendment in the light of our experience during these five years. Then that Committee will submit its report after recording evidence, if necessary, and then a well-assorted, well-deliberated, well-planned Bill for amending the Constitution should be placed on the floor of this House which shall receive better consideration than this sporadic and piecemeal effort to amend the Constitution.

श्री ठाकुर दास भार्गव (गड़गांव) :  
चैयरमैन साहब, इसमें शक नहीं है कि जब यह दफा २६६ कांस्टीट्यूशन में बनायी गयी, इसके अल्फाब से यह जाहिर है, इसके अर्रेंजमेंट

से जाहिर है कि फिलवाक यह २६६ दफा ट्रांजिशनल है।

श्री कं० कं० बहू : अंग्रेजी में बोलिये।

\* एक माननीय सदस्य : हिन्दी में ही बोलिये।

श्री ठाकुर दास भार्गव : मुझे दो तरह के दृक्म मिल रहे हैं। तो दफा २६६ का हेडिंग है : "TEMPORARY AND TRANSITIONAL PROVISIONS" उस वक्त जब यह तीन लिस्ट बनी.....

Mr. Chairman: May I make a suggestion? As the Constitution itself was first of all written in English, the hon. Member may speak in English. It is only a suggestion.

Pandit Thakur Das Bhargava: Your suggestion is an order to me.

I was submitting that the very arrangement of the Constitution, the very heading 'Temporary and transitional provisions' shows that the original idea was that the matters as were the subject-matter of article 369 were, from their very nature, such as would have been included in the State List. The words are:

"Notwithstanding anything in the Constitution, Parliament shall during a period of five years, from the commencement of the Constitution, have power to make laws with respect to the following matters as if they were enumerated in the Concurrent List".

So the idea was not that they were to be put in the Concurrent List—they could very easily have been put in the Concurrent List—but they were not put in that list and they were treated as if they were put in the Concurrent List for a period of five years. From this it is clear as a matter of fact that all these matters were regarded by the Constituent Assembly as matters which were properly to be placed in the State List—there is no doubt about it. Then for a temporary period of five years the

Central Government was given authority over these subjects.

Now, from the discussion in the Constituent Assembly when this provision was enacted, you will be pleased to find that there was almost a unanimity of opinion in the whole House that article 369 be enacted. There were only two or three speeches in all and nobody seriously took any exception to this sort of thing. As a matter of fact, the situation in the country was such that the whole country thought that only the Central Government could set things right and the States would not be able to control the whole situation. That was the position. Therefore, temporarily for that period it was thought desirable that the Centre be given authority over these subjects. It would have been much better if at that time we had the forethought or the foresight to make it for ten years. We realise it today.

**An Hon. Member:** Do it now.

**Pandit Thakur Das Bhargava:** Now I take this opportunity to pay a tribute to the Central Government for their handling the entire situation in such a way that today some people have begun to say that these ought to be placed in the State List. The food situation was so bad in the country, and even afterwards, the food situation was considered to be so bad, that it could not be handled by the States. So far as the question of importing foodstuffs was concerned, it was of such a paramount importance that only the Central Government could handle it. As I said in this House very many times before, the States did not do their part well so far as the food situation was concerned. The Central Government was stampeded into importing foodstuffs worth crores of rupees, because the State Ministers would not behave well. This is not the first time that I am making this complaint; I have been saying this in this House for the last several years and my opinion is—it may be wrong; it may be right—that had the States

played their part well, we would not have been forced to part with such large amounts of money in foreign markets and we would have been much better off.

With this experience, I should think that two conclusions emerge. The States would not behave rightly unless they were given the responsibility in this matter. The States would not behave rightly because they felt that they would not displease their own people, they would not make the levels and procurement successful, they would not care to take cereals etc. from their own people and displease them, they would not just get the required quantity of foodstuffs from the peasants. They did not, as a matter of fact, do their duty properly in that way. They gave wrong estimates and made exaggerated demands. They put all the pressure that they were capable of in asking the Central Government to import foodgrains, with the result that the Central Government had no option but to import foodgrains. I understand in some years we had to pay as much as Rs. 40 crores by way of freight alone to foreign companies in importing foodgrains.

**An Hon. Member:** In one year.

**Pandit Thakur Das Bhargava:** We had something like £1700 million in England to our credit. We have frittered it away to a large extent—at least £400 million have been frittered away in order to import foodgrains alone. I am convinced—I have always been convinced, and have been saying it in this House—that as a matter of fact, there was no such dearth of food in the country that we were obliged to spend such huge amounts to import food. But because the State Governments did not behave themselves, because the State Governments did not do well, therefore this Government had no option but to import foodgrains—they were stampeded into asking for foodgrains from foreign markets.



[Pandit Thakur Das Bhargava]

With this experience, I should think that it is rather early that the change is being made in the law. Unless and until it is proved that the State Governments will not be able properly to handle these subjects, I am of the view that the original idea of the Constituent Assembly that this was a proper subject for the States should not be entirely given up. Now, by this amendment we are putting this subject in the Concurrent List for all time so that we are giving to the Central Government powers which, they being the more powerful, will always exercise. We know of article 254, we know of other articles, whereby when power is given to two bodies, the more powerful body will always exercise that power and not the less powerful one. When we have got provisions like article 254 in the Constitution, a law made by the State Legislatures will not have precedence over the law made by this Parliament. Therefore, my humble submission is that if we enact a law like this, it would mean for all time—unless the Constitution is changed again—that this Government shall exercise the powers which were given to it by the Constituent Assembly in its wisdom only for five years. This will be the result.

I have heard the speech of Shri More. He has drawn our attention to article 248. I may humbly tell him that article 248 was put in the Constitution deliberately. We do not want that kind of federation in India in which the States are totally independent of the Centre and are subordinate to it only in respect of matters in which specific powers were given. It is a kind of unitary Federation.

**Mr. Chairman:** I think the hon. Member will take some time. Now, it is time for the Private Members' Business.

#### COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

**Shri Kashiwal (Kota-Jhalawar):** I beg to move:

"That this House agrees with the Eleventh Report of the Committee on private Members' Bills and Resolutions presented to the House on the 8th September, 1954."

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

"That this House agrees with the Eleventh Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 8th September, 1954."

*The motion was adopted.*

#### RESOLUTION re: RATIONALISATION SCHEMES IN TEXTILE AND JUTE INDUSTRIES—contd.

**Mr. Chairman:** Now, the House will resume further discussion on the resolution moved by Shri P. T. Punnoose regarding rationalisation schemes for the textile and jute industries.

On the 27th August, Mr. Punnoose spoke for about 41 minutes and concluded his speech. As he availed himself of the full time assigned to him, he is foregoing his right of reply. Out of the three hours' time allotted for this resolution, two hours and 19 minutes are left for its further discussion. That means the discussion of this matter will close at 4-49 P.M. roughly.

With respect to the amendments, I would like to bring to the notice of the House that I have received certain requests from Members to be allowed to move their amendments. It appears that notice of amendments—about 8—were given when the resolution was moved. When the Members were called upon to move their amendments, only four moved their amendments, namely, Shri S. N. Das, Shri Bhagwat Jha Azad, Shri Asoka

Mehta and Shri Diwan Chand Sharma. Under the rules, after a resolution has been moved, any Member may, subject to the rules relating to resolutions, move an amendment to the resolution. And, the rule is:—

"If notice of such amendment has not been given one day before the day on which the resolution is moved, any member may object to the moving of the amendment, and such objection shall prevail, unless the Speaker allows the amendment to be moved."

It appears that Shri Amarnath Vidyalankar has sent a note that he wants to move his amendment. I do not think, under the rules, it can be allowed to be done.

**Shri A. N. Vidyalankar (Jullundur):** I had already given notice.

**Mr. Chairman:** I think, so far as resolutions of this nature are concerned, there have been precedents in this House and I find that the matter is concluded, and, in my opinion, very rightly. For instance, I think, there was some discussion and the Deputy President ruled—in those days the Speaker was called the President and the Deputy Speaker, the Deputy President—when a member who had given notice of an amendment for reference to the Select Committee was absent and he subsequently turned up and said that he wanted to move his amendment—ruled that he could not be permitted to do so as he was not in his seat when his name was called, but that he could speak on the motion. I think that is a healthy practice. I am glad that today there are more Members present than on the last occasion at least at the beginning—I do not know what will be later on. In the case of such resolutions, if Members want to move amendments, they must naturally take care to be present, according to the rules, when the resolution has to be moved. I think that is a healthy practice that those who want to move their amendments should not be allowed

to move it later on when a time is fixed for that. I regret I cannot allow those hon. Members who, for reasons good, bad or indifferent,—I do not know what—remained absent on that day and could not move their amendments. I won't permit them to move their amendments now.

**Shri Bansal (Jhajjar-Rewari):** Sir, I am thankful to you for allowing me this early opportunity to participate in this debate. I consider this resolution as one of the most important resolutions that have come before this august House.

I must admit, at the very outset, that I was a bit taken aback when this resolution came from Mr. Punnoose. I had all along felt that if a resolution of this nature were to come from a person like Shri Shriman Narayan Agarwal or a person like Shri Raghavachari, it would be understandable because they have a philosophy of life which believes in decentralisation. They believe in a particular type of economic system. My communist friends believe in progress—at least they profess that they believe in progress. They believe in rapid industrial progress. In fact, one of the strongest arguments of Marxism, in the armoury of Marx, is that capitalism, after a particular period, becomes atrophied and is not in a position to take advantage of the latest scientific developments. It is one of the reasons on account of which they say that the capitalist system has outlived its utility and it must give place to a new system. Here is a contradiction. A party which says that this system has become outmoded because it cannot take advantage of scientific developments, comes before the country and says that we should not proceed with scientific development. Why do they make these arguments? I am reminded of my school days when I read a play by Earnst Toller entitled "Judithes and the Machine Wreckers." I am sure many of my friends on the other side would have read it because Toller was in fashion those days. There Byron appears in the garb of

[Shri Bansal]

an attorney. He says I am a follower of Lord Lud—the leader of machine wreckers. Why do we find our friends on the opposite side on the side of the machine wreckers? The reason is not far to seek. It is a part of their specific programme to develop an antithesis. They say they must bring out the contradictions of the particular system which they are against. By bringing those contradictions they will be taking the war they are waging a step further. I am sure this House is not going to be taken in so easily by their claptrap. This game of theirs has gone a bit too far. Time is very short and I am not going into the history and the comparison of Mr. Punnoose with Byron. Mr. Punnoose does not have even the remotest resemblance to Byron. I do not know whether he is a poet or not. At least he has not got any one of Byronic poses.

Mr. Punnoose said, I know what you are going to say in favour or rationalisation. We know all those arguments. Please do not bring out those arguments before us because they are our weak points.' I will be sport and not attack him on his weak points. I do not think he would like to be reminded that rationalisation is a concomitant of industrial progress. In fact, they—his party—themselves believe that a system which has to progress must keep pace with scientific development, must keep pace with technological advances.

I am not going to waste my time on that and I will confine myself to the case of the two industries which Mr. Punnoose has referred to in his resolution, although after reading the resolution he forgot all about these industries because he never talked of the textile industry and the jute industry except here and there. The resolution says:

"This House is of opinion that rationalisation schemes planned to be introduced in the textile and jute industries in the various centres in India are harmful to the

vital interests of the people of this country."

I do not think he advanced any cogent reasons to prove as to how these are harmful. He did say that rationalisation is leading to increasing unemployment. He was painting the picture of misery in the households of the workers who have been thrown out of employment.

Now, Sir, I have tried to collect some figures in order to find out whether unemployment in the textile industry has increased or decreased. I have before me the *Tata Quarterly* one of the most authoritative journals on economic subjects. Here they have given a full article on rationalisation in the cotton textile industry and I think it will more than repay my friends if they will spend five minutes on reading this. From this I find that during the period between 31st August, 1946 and 31st August, 1953, about 11,099 looms...

Shri Gadgil (Poona Central): That is the total figure.

Shri Bansal: Yes; that is the total figure. Out of this 4,605 automatic looms had been introduced in the country. This is a very small percentage of the total loomage in the country. I would have appreciated the argument if even this loomage would have added to some unemployment in the country, or at least, it should have reduced the employment in cotton textile industry. But, what is the position in the cotton textile industry? The position is that the figure of average daily number of workers employed in September, 1953—I have the figure only up to September, 1953—was 7,53,000. In no period before this—I have figures from 1940 to 1952 and then monthly break ups for the year 1953—was this figure ever reached. In 1940 the figure was 4,90,000; in 1950 it was 6,75,000; in 1952 it was 7,40,000 and in 1953 it was 7,53,000. Therefore, I do not understand how my friends are saying that rationalisation has been the cause of growing unemployment in the textile industry.

Then they say that if you introduce automatic looms and if one man begins to attend to 16 to 32 looms instead of attending to one or two looms, then naturally unemployment will be created.' I have some authoritative pronouncements on that and I understand introduction of automatic looms is not an easy process. I can warn my friends here about that if they are suffering from any misapprehensions. In our country we have 179,000 looms and at this rate of 4,000 and odd looms in seven years, the average introduction of automatic looms has been of the order of six hundred looms per year. Even the most optimistic among the businessmen regard replacement of 2,000 automatic looms as a very difficult job. Therefore, I tell my friends that this fear of introduction of automatic looms creating huge unemployment in the textile industry is a mere bogey. They say, theoretically it causes unemployment and the argument seems to be quite convincing to any listener, because where a machine was attended to by one man, that man can now attend to 16 to 32 machines, naturally the listener will say: "Yes; huge unemployment will be created". But, Sir, I have here a pronouncement by the present Labour Minister of Uttar Pradesh Government, who says that in Kanpur 10 to 15 thousand workers have been thrown out of employment, not because there has been rationalisation but because there has been no rationalisation. I would like that my hon. friends on the opposite side take note of this very authoritative pronouncement, by the Labour Minister of a big State in our country.

Then, Sri Punnoose said that on this question of rationalisation there is such a solidarity and unanimity of opinion than has been seen anywhere at any time. About that unanimity I will read out a press statement by Shri S. R. Vasavada, President of the Indian National Trade Union Congress, the biggest trade union of our country, the trade union which represents the largest number of workers.

**Shri Gadgil:** It is now represented in the Government.

**Shri Bansal:** In a statement in July, Shri Vasavada, President of the Indian National Trade Union Congress, has appealed to textile millowners and employees of Kanpur to recognise the wisdom of rationalisation scheme proposed to be applied to the industry. In that statement he said that the scheme was intended to cover the existing machinery. He said that the INTUC had definite information that it was not intended to introduce automatic looms to enable labour-saving devices. Shri Vasavada said that he had been informed that the U.P. Government had accepted the three basic principles which should guide any scheme of rationalisation. He further said that he was surprised to find that some trade unionists were bent upon ignoring these principles and wanted to offer blind resistance to a reasonable scheme of rationalisation. Now, Sir, so much for Mr. Punnoose's packet.

Sir, I would quote other authorities on this question of rationalisation. As you are aware, an expert team sponsored by the Ford Foundation visited our country especially to study the condition of cottage and small-scale industries. What do they say after touring the country, after seeing the conditions in our large-scale industries and after studying the conditions in our small-scale and cottage industries? They say:

"In a large part resistance to modernisation derives from fears, which are widespread, of technological unemployment. These fears are illfounded and unjustified. Production on inefficient and out-dated methods has more drastically reduced employment than any modernisation could have done. Modernisation on the other hand creates employment. Improvement means more and better products at lower and lower costs and result in greatly extended demands in market and thus increase the output. This reluctance on the part of the

industry is not only responsible for many of the difficulties that are observed but are real obstacles in the way of any organisation which is in progress."

**Shri Dhulekar** (Jhansi Distt.—South): Do you mean to say that handloom workers have not been killed by your power looms? What are you driving at?

**Shri Bansal:** If I have time I will answer that also, but my time is very short and therefore I am not going to deflect from my own line of reasoning.

My friends may say that this Ford Foundation team had the representatives of big business in it. Now, Sir, in the appendix is given the life histories of some of these members of the team and if my friends would like to peruse them they will find that almost all of them came as representatives of cottage industries in their respective countries, mainly Sweden.

After that I will quote from.....

**Mr. Chairman:** The hon. Member has got only two more minutes. There are a number of people who want to speak on this subject.

**Shri Bansal:** Sir, I will finish in five minutes.

**Mr. Chairman:** No; only two minutes more are allowed.

**Shri Bansal:** Then, Sir, I will simply refer to "Higher productivity in manufacturing industries". This is not a publication by any capitalist organisation. This is a publication of the International Labour Organisation and if my friends will read from page 33 they will find what this Organisation has said about rationalisation and introduction of modern machinery.

Sir, as you have said that my time is up, I will not go into the case of the jute industry. But, I must tell one thing to my friends. After all, what is our aim? If our aim is to provide our people the existing standard of living, then you can do without rationalisation. But, if you are thinking in terms of giving better

standard of living to our workers—I am one of those who would like to think in concrete terms—what do you mean when you say that standard of living must be raised by 50 per cent. in the next ten or fifteen years? It means that we must give instead of 14 yards of cloth, 20 yards of cloth to our people. Now, how are we going to give this 20 yards of cloth to our people? Do you know what problem you have to face if you are to give 20 yards of cloth *per capita*? You must think of having at least 200 mills more of the present type in the country. But, Sir, if you are going to take modern machinery in these mills which we have at present, perhaps even a lesser number of new mills, can produce the cloth which we expect to give our people.

Therefore, what I say is that this question of rationalisation, apart from the technological aspect of it, apart from the dialectical aspect of it—in which my friends are so much interested—is the question of how we are going to tackle this question of poverty of our people; this is a question of raising the standard of living of our people. If you consider this question of rationalisation in that light I am sure Mr. Punnoose will be the first person to withdraw his resolution.

**Shri Gadgil:** I will confine myself to the question whether rationalisation is or is not in the vital interest of the people. I am not concerned with the motives of Mr. Punnoose, nor do I agree with my neighbour, Mr. Bansal, that unemployment will not result from rationalisation. This question of rationalisation was referred to a special Textile Enquiry Committee in 1937, and the general approach of that Committee was that rationalisation reduces costs, makes more wages available to the labour, and there is also cheapness of price so far as the consumers are concerned. Therefore, from the national point of view as represented by these three different interests, it is very much desirable that there should be rationalisation. Their recommendations

were on these lines, namely, that it should be introduced in co-operation with labour, that labour should be allowed to participate in its benefits to a reasonable extent in the shape of higher wages, that the workers thrown out of employment as a result of rationalisation should be re-absorbed before new recruits are engaged and that with a view to reducing the magnitude of unemployment, rationalisation should be gradually introduced. That was the position in 1940 when that report was made. Since then, fourteen years have passed, which means that the existing textile machinery has gone down in its efficiency very much. Now, what is the position? The Working Party examined nearly 25 per cent. of the textile mills and in a table which is given in *Tata Quarterly*, we will find details in regard to the different categories of frames—drawing frames, slubber frames, inter frames, roving frames, warp ring frames, weft ring frames etc.—and on the whole conclusion is this. "More than 65 per cent. of the machinery in the spinning section, excepting the warp and weft ring frames, was installed and working before 1925 and about 30 per cent. of it was installed even before 1910. In the weaving section, the situation is still worse. About 49 per cent. of the total number of looms were installed and working prior to 1910, i.e. about 44 years ago and about 75 per cent. of them were installed before 1925, i.e. 29 years before." If the useful life of machinery is taken to be round about 30 years, it becomes obvious that the machinery is out of date.

Why are we particular in developing this industry? It is not for the few industrialists or shareholders. It is because I stand for nationalisation first and foremost so far as the textile industry is concerned. So long as it is not done, it is equally our responsibility to see that it is kept at a high level of efficiency. We find that after partition, 20 per cent. of our export trade in cotton is gone. Only two years ago, a conference was held at

Burnham, where there was some allocation of textile exports and we find that the Japanese competition is getting keener and keener. I understand that 70 per cent. recovery has already been made by the Japanese. Therefore, it is for us to take into consideration in what way we can keep not only our traditional export market, but in what way we can develop it. It is necessary from this point of view as well as from the point of view of our internal market. The per capita consumption of cloth is so low and if you want to increase it, then it is equally necessary that we must go in for rationalisation. With the existing type of machinery it is not possible to raise production to that level where we can have as much as we desire and export because the export trade in textiles is one of the principle items and it is absolutely necessary for us to see that it does not disappear or is reduced.

To say that rationalisation will not result in unemployment is not true. It is so obvious and it is bound to result, but we have to phase that rationalisation in such a way that the unemployment consequent on that will be so little, so well arranged and done in a well-thought out system that re-absorption can take place by departmental transfer or by increasing the shifts or by some other means. What exactly is the magnitude of unemployment? Suppose the textile industry wants to go after rationalisation 100 per cent. It will then require roughly Rs. 350 crores and I understand that they have got just a little less than 30 per cent. available. The figures given by my friend, Mr. Bansal as to how much modernisation has taken place during the last seven years, are correct, but assuming that they want to enter on a bigger programme, it is possible to say with some certainty that even assuming that the full programme as proposed by the industrialists is undertaken, the net result will be that only about 2 per cent. of the total number of looms installed will be available every year and it will not be so complete as is sought to be made



[Shri Gadgil]

out by others. What are the chances of re-absorption? I am reading from *Tata Quarterly*

"In Bombay and Ahmedabad, the "separations" in the cotton textile undertakings in 1953 amounted to 31,800 and 7,800 respectively and the ratios of "separations" to the average number of persons employed in the cotton textile industry at the two centres were 14.4 and 9.2 per cent."

"Separations" means retirement, death and other causes by which people go out of this industry.

If we take this into consideration, unemployment will not be so big, but whatever it is, it is bound to be there. There must be some unemployment and one cannot deny that. Therefore, rationalisation should be done in such a manner, as I said, that the effect of unemployment will be as little as possible.

We have this question before us. If we do not rationalise, it is not in the interests of a few industrialists who are here, but because I want that the industry should be nationalised immediately and then rationalised by Government, but so long as Government is not inclined that way, what else can we do? Are we going to oppose and say that the industry should go to dogs? There is no doubt, with the facts that I have stated, that the age of the machinery is so much that its efficiency is going down. The question then is: what will happen if we do not permit rationalisation? What will happen is that production will go down and we will not be able to manufacture quality products and the result will be that we will lose our export markets which are traditional, and there is no chance of extending our export market. Even the existing mills will close down and there will be more unemployment than if we introduce the system of rationalisation. This exact question was examined by the Textile Enquiry Committee which I referred to a few minutes ago. They said:

"Should unemployment then be a reason for not resorting to rationalisation? This question can only be answered by asking another. In the particular circumstances of a country, would an increasing volume of unemployment be a greater evil than having a vital industry in a weak and inefficient state? Such an industry would naturally be incapable of making sufficient profits to give its workers decent wages and to attract the requisite supply of capital and would steadily deteriorate ultimately threatening to create a much greater volume of unemployment and economic distress."

Therefore, the most rational and the most national approach, which is in the best interests of the public, is, as suggested by the Textile Enquiry Committee, that rationalisation must be tried, that the unemployment that will be consequent on it must be tackled in a systematic manner so as to reduce its consequences. People might say here that rationalisation means increased profit to the owners or industrialists. I would request Government that they must bring back the dividend limitation aspect immediately, some restriction on profits, some profits to be shared by the people, a part going to us, poor consumers. What happens now is between the industrialists and the labour, who may be only one or two per cent. In a population of 34 crores and we, the consumers, representing the entire community, are always forgotten. Over our heads agreements are made between employers and labour, and prices increase. That has been our experience.

3 P.M.

Let us understand that in this Parliament we are not representative of any particular interest, whether of the capitalist or of labour. We represent territorial constituencies. In other words, we represent the entire community. In other words, we represent the consumer's interests. I



want to guard that interest, because rationalisation means cheaper cloth, additional cloth. It also means that if the country is industrially powerful, it is powerful from the defence point of view. That is another aspect which I want to emphasise.

Therefore let us not be carried away by the idea that rationalisation will increase the wealth of the rich. I am sure, I shall see that they do not get one additional pie to what they have been accustomed to get. If possible they should get less. (An hon. Member: How will you do that? We will see the things happening. The Estate Duty Act has come. And I have not the slightest doubt that ceiling on maximum personal income is bound to come in a year or two. Make no mistake. My rich friends are looking somewhat suspiciously at me! But I have always proved to be a good prophet.)

Therefore our approach should be rational, our approach should be national, and we should not be carried away by what the industrialists or what the labour people may say. We must follow a path of common-sense which is consistent with the best public interests.

**Shri G. D. Somani:** (Nagaur-Pali): The two distinguished speakers who have preceded me have already made several interesting observations about this rationalisation, and in the short time at my disposal I will try to avoid what they have already put before the House. I have gone carefully through the very lengthy observations made by my hon. friend Shri Punnoose the other day while introducing his resolution on the subject we are debating today.

So far as rationalisation which involves any widespread retrenchment or unemployment is concerned, I am absolutely in agreement with him and with all other labour leaders that no rationalisation should be allowed which may be drastic or which may result in throwing thousands of workers on the street. I am aware of the seriousness of the un-

employment situation. And I think no one connected with industry, is ignorant of the implications of introducing any hasty or drastic schemes of rationalisation which might involve retrenchment on a wide scale. Therefore, when I talk in favour of rationalisation, it only means rationalisation which can be introduced on a gradual, scientific, long-term formula, or, which, in the now famous phrase used by our hon. Minister of Commerce and Industry, can be called as 'rationalisation without tears'. It is this policy of rationalisation which alone will serve the best interests of the working classes.

The opposition to this policy of rationalisation is really not understandable properly. I think this opposition will ultimately bring disaster to the very working classes whose interests they want to support. Figures and facts can be given. The history in other countries also shows that this opposition is not new. There has been age-old opposition to the system of mechanisation and modernisation. But it has always been found that ultimately this rationalisation and modernisation have been in the interests of the working classes.

After all, what are our objectives? Our objectives are to find greater employment, better working conditions, better wages, a higher standard of living for our workers, and higher production. And these objectives can only be achieved if the industry is allowed to follow a gradual policy of rationalisation and modernisation.

There can be no half way house. It must be distinctly understood that if the industry is to survive and exist economically in this modern world, it must be allowed to modernise and rationalise. Otherwise, the inevitable result will be slow and steady deterioration in its production; and aggravation of the unemployment problem will be more and more felt. There is absolutely no doubt about that.

[Shri G. D. Somani]

Therefore, to say that rationalisation in any sense of the word is in any way detrimental to the interests of the workers is, I think, absolutely unjustified. Most of the statements made by my friend the other day are based either on an incorrect basis or have been highly and grossly exaggerated. And I want to give a few examples of the statements made by my hon friend the other day to show how he has built up his case on a very inaccurate and grossly exaggerated basis.

He talked about high profits and high prices of cloth. May I submit to my hon. friends that the present conditions of high prices for cloth or high profits for a few mills of the textile industry are exactly due to the policy which he has advocated? In other words, it is the lack of rationalisation and modernisation which is responsible for the maintenance of high prices for cloth and high profits for a few selected mills.

The position is that most of our textile mills are having absolutely old and out-of-date machinery. If the industry is to exist it means that the level of cloth and yarn prices has to be one which will allow the marginal and sub-marginal mills to sell their output at least on a basis which will enable them to make both ends meet. In other words, a few selected textile mills making high profits and these high prices of cloth have been exactly due to this lack of rationalisation and modernisation. If a large number of mills will be allowed to modernise and rationalise, automatically the competition will grow, cloth prices will come down, and the high profits, to which reference is made again and again, will disappear.

If you examine the profits made by the mills you will find that it is hardly 5 per cent. of the mills that make substantial profits. Out of the four hundred and odd textile mills that we have, the number of those which have been quoted by my friend or which can be shown to be mak-

ing very substantial profits will be not more than twenty or twenty-five mills throughout the whole country. That alone shows that those mills which are running on a most scientific and modern basis are certainly making today substantial profits. But that is exactly due to the fact that a majority of the mills have not been in a position to modernise and rationalise their working. If these mills are to exist, rationalisation and modernisation is necessary.

He talked about the automatising of looms. My friend Shri Bansal has already pointed out one aspect of the matter. But being one connected with the textile industry I can say that indeed a majority of cloth varieties cannot simply be woven economically on automatic looms. It is only certain plain sorts that are capable of being produced on a mass scale where automatic looms can work economically. Therefore it can be safely said that even if today the industry had the necessary finance and even if the industry were free to resort to automatic looms, at the most only twenty per cent. of the existing looms could be converted into automatic looms. Because, we have a very diversified production. There are different tastes in the country. And all those products like dhoties, sarees, fancy designs and a variety of other sorts cannot be economically woven on automatic looms. I do not think any prudent industrialist will go in for the complete conversion of his weaving shed into automatic looms to produce varieties which cannot be sold in the market at economic prices.

Therefore these figures about one lakh and eighty thousand workers being thrown out of employment as a result of automatic looms, are absolutely unfounded. Indeed, whatever automatic looms can be introduced, to the extent of twenty per cent., that scheme will also have to be undertaken in a period of ten or fifteen years. And I do not think any unemployment caused thereby will create the slightest problem.

He referred to the Calico Mills and to their scheme of having automatic looms. I understand from them that when they applied to the Government for automatic looms, they were asked to give an assurance that whatever automatic looms they may introduce, it should not result in any retrenchment of workers either permanent or even of temporary workers. The Calico Mills have given a definite assurance to the Government that in any scheme of automation, they will see that each and every worker of their weaving shed is absorbed. Therefore, there is no reason why the hon. Member should have created an unnecessary fear that the Calico Mills' scheme of automation will result in such and such unemployment.

He gave certain figures about Kanpur. He said that due to rationalisation, about 15,000 workers will be retrenched. My hon. friend Shri Bansal has already dealt with what has taken place in the Kanpur textile industry. It is not due to rationalisation, but it is due to lack of rationalisation. But, what I deplore is the incorrect information which my hon. friend gave the other day. The fact is that there was a tripartite conference in Naini Tal in May last, where all the three parties, I mean the Government, employers, I mean the workers' representatives, agreed to a certain scheme of rationalisation which will be introduced in the Kanpur textile industry without bringing in any retrenchment whatsoever. Here, I have got a statement from the hon. Labour Minister of U.P. He says:

"The ink is hardly dry on the proceedings of the Tripartite Conference recently held in Naini Tal in connection with the textile industry when statements of all kinds have begun to appear in the Press, which are likely to cause a good deal of confusion in the minds of those likely to be affected by any scheme of rationalization that may be adopted."

He refers to the details of the scheme and says:

"If anything happens that would nullify the effects of the spade-work done at Naini Tal, the responsibility for intensifying the helpless situation of the Kanpur worker and the unemployment which will result from it must be borne solely and entirely by those who are trying to stir up an agitation among the workers. I must also ask those who attended the Conference to work with firmness and courage and not allow themselves to be bullied by the campaign of suspicion and slander which, I have no doubt, will be started against them."

This shows that the scheme of rationalisation was being introduced in Kanpur with the full concurrence of the labour leaders and on the clear basis that no retrenchment of any worker would be allowed. Therefore, to create fears of retrenchment in Kanpur is totally unfounded.

Then, my hon. friend gave certain figures in regard to the unemployment created in the various centres in the country. My hon. friend Shri Bansal has given an overall picture. I have got here the figures from regional centres, which show that the figures given by the hon. Member were absolutely wrong. He said that in the Bombay city, 40,000 workers have been thrown out of employment, during the last 2 or 3 years. The figures here are: in the Bombay city we had in 1951, 2,01,681 workers and in 1952, we had 2,07,481 workers and in 1953 we had 2,08,348 workers. Actually there has been an increase in employment. Similarly, in the Bombay State, we had 4,00,238 workers in 1951. In 1953, the Bombay State textile industry employed 4,24,061 workers. There is absolutely no basis to say that there has been any unemployment in the Bombay textile industry during the last 2 or 3 years. He also referred to the B. & C. Mills in Madras. There also, the figures are exaggerated. He said that

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In one mill alone, 2,500 workers had been thrown out of employment. Here, I have figures. In 1951, they were employing 13,595 men. At the end of 1953, they were employing 13,099 men. Of course, 500 workers seem to have been reduced. My hon. friend said that in the Madura mills, 3,000 workers had been retrenched. In the Madura mills, in 1951 they were employing 22,531 men and in 1953, they were employing 22,484 men. Actually, there is absolutely no difference between the number of workers which they were employing in 1951 and 1953.

**Kumari Annie Mascarene** (Trivandrum): Where did you get these figures?

**Shri G. D. Somani**: On the basis of the statistics maintained by the Mill Owners' Association. I am prepared to vouch for their accuracy.

**Mr. Chairman**: The hon. Member has already taken 15 minutes

**Shri G. D. Somani**: I shall finish in five minutes.

We were told of the work-loads. I am prepared to invite any of my friends here interested in labour welfare to visit a modern mill and also an old textile mill and find out whether it is the modern mill which ensures better working conditions and lesser work-load or whether it is the old, outmoded machinery on which most of the workers, at present, are working, which is detrimental to the welfare of the workers. We need not go far. We can go to the Swatantra Bharat Mills in Delhi, of Shri Ram. This is one of the most modern mills in the country. A visit to that mill will show how the conditions are better in every sense of the word. They have got lesser work-load, better humidity and better working conditions than what can be said to be available in any mill which has got an antiquated machinery.

About wages, there is a definite agreement in Bombay and other textile centres wherever any mill is allowed to

rationalise. Suppose we have got about 400 spindles for a spinner and two looms for a weaver. Before rationalisation is allowed, they come to an agreement that, if a spinner is to have 800 spindles and a weaver four looms, they have to observe certain working conditions and they have to give about 50 per cent. increase in the wages. Certain figures are here which show that a spinner must get this and that. Therefore, to say that the worker does not get any benefit from rationalisation is a thing which is absolutely misleading.

So far as exports are concerned, I need hardly say that competition has been increasing. In Japan, the total percentage of labour cost for 20s is 6 per cent. of the total cost while in India, our labour cost in the total manufacture is about 25 per cent. You may well realise the tremendous handicap in which our industry is working. Of course, we have got cheap cotton at present and therefore, the industry is in a position to compete in the world market. But, this position cannot continue indefinitely and the moment price of cotton in the world markets and in India attain parity, a position will be created in which it will be very difficult for our textile industry to compete in the world markets. We have 20 per cent. of our production under export and that means that about 1 lakh workers will be affected adversely if the industry is to lose its export market. Looking at the question from all points of view, I submit that rationalisation is absolutely in the interests of the workers, that those who are connected with the industry want to introduce rationalisation without in the least causing widespread retrenchment or unemployment and that it is possible with goodwill and harmony to work out the conditions in detail which would allow individual units to rationalise without causing any dislocation to labour.

**Mr. Chairman**: I intend to call upon the hon. Minister to reply about 4.20 P.M. Therefore, I would like to reduce the amount of time from 15 to

10 minutes for each hon. Member so that I can accommodate a few more Members.

**Shri K. P. Tripathi (Darrang):** I thank you for giving me this opportunity to speak. This question of rationalisation as a controversy was started during the last Budget session, as you will remember, after the speech of the hon. Finance Minister. Since then, the country, the various parties and the Government have done a lot of thinking on this question and several pronouncements have been made. I remember the statement made by Shri T. T. Krishnamachari who said that there should be rationalisation without tears. The Prime Minister was reported as saying, that first of all, a pool of employment should be created and then only rationalisation thought of. This will show that there has been a very live controversy in the country and the whole country has taken an interest in this question.

What is the problem? The problem is whether there should be rationalisation or not. I divide the problem into two parts. One is that portion of rationalisation which is going on from day to day, that is, the increase in the work-load on the worker in terms of the agreement between the parties. Secondly, the work-load increase which is caused by the automatisisation of machinery. Automatisisation is a new phenomenon altogether. When automatisisation occurs, the number of persons thrown out is very large. Therefore, the question of not creating unemployment becomes very difficult. When ordinary rationalisation occurs, then it is possible for the unit just to so manage that by merely not recruiting new hands the thing can be managed. So, new hands are not taken in. So, no unemployment occurs, but potential unemployment does occur in that case also. But, with regard to automatic looms, when they come, the number reduced is so many that unemployment does occur. So, the question is what should be done.

First of all, with regard to the ordinary type of rationalisation, it will be remembered that our organisation had agreements with the employers whereby it could be brought about. The principles were agreed to. What are the principles? The principles are that firstly there shall be a bi-partite agreement between the parties. Even in the Planning Commission's report it is mentioned that there shall be bi-partite agreement between the parties.

Then, the second question, which is a very important principle, is that there shall be sharing of gains. The increased work-load put on the worker must be compensated and that also must be by bi-partite agreement. Therefore, it is not a question of Government imposing the rationalisation by some machinery, but it is a question of the employers and workers coming together for the purpose of agreement with regard to the sharing of the gains.

So, these two things are very important and the third thing which has occurred now at this juncture of our economy, is that there shall be no unemployment. There may be an economy like the American economy in which there is no unemployment. A man is employed before he is thrown out of another industry. Such is the labour mobility there, but in our country that mobility is not there. Therefore, in our country it is very important and essential to see that no unemployment occurs.

As I told you, in the ordinary process of rationalisation, which is a result of non-automatisisation, the agreement covers it, and to that extent we have agreed. But this question became a very live issue when the question of automatic machinery was brought in. An application was made before the Government and that application was under consideration, and we got very much apprehensive and this controversy started.

Now, if, automatic machinery is introduced, what will happen? The

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question has been mooted in this way, that the labour wages will increase. The question is whether they will increase. If they will increase, at what percentage?

The second question is: how many workers will be thrown out? What will be the result of these workers being thrown out on the general economy of the country? That question is the most important that has been raised.

Then, the third question is whether consumers will benefit. As a matter of fact, when Shri Ambalal Sarabhai came and discussed this matter with the Planning Commission, the Finance Minister was there. He put a question to him: "Do you think that the prices will go down as a result of automatisisation?" The reply was "No". Why? Because, prices are controlled by the market conditions, and therefore prices cannot go down. That was the reply. So, the great hope expressed by Mr. Gadgil that prices will come down as soon as automatisisation occurs is not true.

The next point is that although the number of workers will be reduced, the depreciation cost will increase, and therefore, actually there will be not much saving in the running of the machinery and the mill. Therefore, from that point of view it was found that the cost would not decrease. That is, the consumers would not benefit. As a matter of fact, if automatisisation had decreased the cost, then the British and the American manufactures would have been cheaper than they are today, than our cloth, but that has not happened because automatisisation and rationalisation has all over the world increased the wages and it goes on increasing the wages. The reason is this, that in modern industry less and less people are employed, and therefore, in each industry the number employed goes down. The result is that it has to be counterbalanced by higher wages so that the employment in the tertiary sphere might increase.

If there is no increase in the wages, there is no increase in the tertiary sector, and therefore, there is no advantage to the country.

At present, only seventeen per cent. is employed in the tertiary sector. If wages do not rise, if higher wages are not there, then this percentage of population cannot increase. Therefore, it was found that something should be done.

The Planning Commission's report has stated that nearly 1·8 million, i.e., 18 lakhs people come to ask for new jobs every year. So, in five years nine million persons would be asking for new jobs. As against this, the Planning Commission's estimates are that the number of new jobs created would be only five million. Therefore, there will be a deficit of four million. Now, if the picture is this, viz., that there is a deficit of four million jobs in five years, then, obviously, unemployment is increasing in our country. In this background of increasing unemployment we say that we should not take any step which creates further unemployment. So, we are not discussing this in a vacuum. We are merely saying that in the present context with regard to automatic looms we should go slow. We should wait till we have created sufficient employment. I would here again repeat the statement of the Prime Minister who said that we should create first of all a pool of employment and then go in for this type of rationalisation. And I fully agree with him. And the whole point is how quickly we can create a pool of employment.

You will remember, Sir, that the private sector was given about Rs. 300 crores for the purpose of developing industries in this Five Year Plan but unfortunately the development of industries has not been commensurate, and the result has been that that has not been fulfilled which was expected of them. It is from this point of view that in a very limited sense we say: Look at the present conditions.



If you think that under the present conditions it is most dangerous to launch upon any scheme of rationalisation which creates large-scale unemployment, then go slow on this.

Take for instance, jute. If you undertake rationalisation in jute, in Calcutta, with the growing unemployment background there, what will be the result? I have yet to know of any person who would dare to put in automatic machinery there, and create unemployment in the present background.

**Shri Bhagwat Jha Azad** (Purnea cum Santal Parganas): But, will the industry survive in competition with world conditions?

**Shri K. P. Tripathi**: I am just coming to that.

With regard to jute, the Chairman of the Jute Association, Mr. Gardiner, in his last speech said that it is wrong to say that jute machinery in India is inefficient. It is his statement, not mine. He himself said that it is wrong to say that the jute machinery in India is inefficient. Therefore.....

**Shri V. B. Gandhi** (Bombay City—North): He referred only to jute looms, but he certainly did admit that the other preparatory machinery was out of date.

**Shri K. P. Tripathi**: Quite true. Therefore, what we have to do is first of all to rationalise in those sectors where rationalisation is possible without creating unemployment.

Now, if you look at the Productivity Enquiry Committee's report, you will find that a large number of suggestions have been made, and many of the suggestions relate to rationalisation of the management, rationalisation of the lay-out of the plan, rationalisation of the utilization of the scrap material, rationalisation of many other things which do not require automatic machinery at all. Has any of them been done? It has recommended improved conditions of workers and working in the mill machines. That has not been done. So, we have to look at it from a

rational point of view. Here is the question of rationalisation, step by step. We have to take that step in the present context which is absolutely necessary and essential and warranted by circumstances. When the country is faced with growing unemployment, that is not the time for taking up the type of rationalisation which creates unemployment. When the country has no unemployment, then is the time for taking that step. Therefore, I suggest let us take from the Productivity Committee Report that step which will bring down the cost.

My information is that if you undertake those reforms which have been suggested by the Productivity Committee, 15 per cent. of the cost would come down. If fifteen per cent. of the cost come down, our goods will be able to sell, we will be able to compete in the world market. My time is up.

**Mr. Chairman**: The hon. Member may finish his point.

**Shri K. P. Tripathi**: As a matter of fact, in this question there are so many things which have to be said that nothing can be finished.

I was just talking about jute. Now, I have figures only up to 1951 of profits. One thing I have shown, that fifteen per cent. of the cost be reduced by mere rationalisation of the management lay out, etc. With regard to profits up to 1951 I find the profit index shows that it was, in 1940, 359, and in 1951, it was 679. This is with regard to jute. With regard to cotton, the profit index was 142 in 1940, and 551 in 1951.

**Shri Sadhan Gupta**: Which is the base year?

**Shri K. P. Tripathi**: So, the profit index has been increasing all these years. So, if there is a decline in the profit index slightly, the industry will not totter; it can absorb further shocks of lesser profits for some time. I would, therefore, suggest that it is possible for us to go slow with regard to the automatising of looms.



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If you go in for automatic looms, you have to procure them from outside and not from the existing machinery that is produced in India. The result will be that the ancillary machine industry will die, and further difficulty will arise.

My hon. friend over there quoted figures to show increasing employment in the textile industry. But they did not take into account the loss in employment in the cottage industry sector. When you are talking of textiles, you must have the complete picture of textiles before you. When you are talking of textile production, you must take into account along with the textile machinery production, the cottage industry production also. Now, what is the number of people employed in the cottage industry sector? I am told that nearly a crore of people are subsisting on the cottage industries. If you say that you have been able to increase employment for about 200,000 on this side, I would like to ask what is the number of people thrown out on the other side. For that, there are no statistics. Most unfortunately, in our present economy, there are no statistics available in respect of that, and therefore, we do not know what is happening in this sector. It is for this reason that we are liable to take a partisan or sectional view. I do not want to look at this problem from a sectional point of view at all, but I am looking at it from the point of view of the total economy of the country. It is from this point of view that I say that with regard to automatization, we should go slow. I most humbly submit that if you really go in for automatization of the jute industry in Calcutta, I do not think that you can do it without bringing about a revolution there.

The Chairman is looking at me, to say that my time is up. I had many things to say, but since there is no time, I shall conclude.

Shri N. C. Chatterjee (Hooghly):  
I am sorry that this rationalisation

problem has come up immediately after the debate on the Special Marriage Bill. (Interruptions). Reason is clouded by passion. I am one of those who would like to plead before this House for a rational approach to this problem of rationalisation. Now, it is no good condemning our comrade Shri Punnoose and saying that he said many things which he ought not to have said. Really, the problem is, to a large extent, psychological. Labour is very unhappy and is suffering from many apprehensions. It is our duty to see that labour is not unfairly dealt with owing to this rationalisation of industry and rapid mechanisation of some sectors of our industry.

In advanced countries like the U.S.A., the trade unions themselves accept as necessary the continuous process of technological improvement in industry, and they often actually encourage it, and they share the responsibility in carrying it out. Union executives in those advanced countries have fully realised the fact that the best job security for their members lies in sound cost-reducing programmes. I hope that the union executives here will also appreciate that aspect of the problem, and approach it in an objective manner.

But the management also should do its duty. Managements desirous of rationalising and putting through measures of mechanisation of industries in India must realise that they have a number of obligations to fulfil. The first obligation that they must fulfil is this, that they must ensure that they are themselves efficient and economical. You know as the Chairman of the Company Law Select Committee the charges and allegations made against the managing agents, and how those allegations have been met. The allegation is that they are really taking too much share of the profit and that they are really fattening at the cost of national economy. We should see that that is not allowed to be done under the garb of rationalisation.

Secondly, they must make every effort to absorb as many redundant men as possible in other jobs. Surely, they must help the State seriously, wherever possible, in training and re-training those rendered surplus, who cannot immediately find alternative jobs in existing trades. If proper jobs cannot be found for them, they must be ready also to pay suitable and adequate compensation to those unfortunate few who are thrown out of employment due to no fault of theirs.

Finally, they must show an unequivocal readiness to share with their employees and with the consumer the benefits of rationalisation, and they must show that production is really cheaper, and thus they must do good to the people at large. We are very happy to find that in a recent speech delivered by Shri J. R. D. Tata, the Chairman of the Tata Iron and Steel Co., Ltd., one of the big bosses of capital, has said that they are not going to rationalise at the expense of labour, and they are fully conscious of our obligations. I only wish that the hon. Minister would give us some hope and assurance and would also give an assurance to labour that rationalisation would not mean really fattening the capitalists at the expense of labour or at the expense of the poor people of this country, and that although there is colossal unemployment still, which is making us unhappy, and although it will lead to a short-term unemployment, still—the hon. Minister ought to assure us, this Parliament, as well as the nation—that in the long run, it would be doing good both to labour and capital, management and industry, as well as to the people at large.

There is a certain amount of antagonism towards rationalisation, and that is rooted in the old mediaeval belief that mechanisation of industry automatically leads to unemployment. Shri Bansal was talking about those people who broke Hargreaves's

spinning jenny and the looms, when mechanisation was started in the textile industry in England. But in one generation, after mechanisation was introduced in England, ten times more people were employed in the mechanised textile industry. Really, it is the industrial revolution that made England economically prosperous. The greatest rationalisation has taken place in the U.S.A., from 1939 to 1950. In the manufacturing industries, the production has gone up by seventy per cent., and if you take the total statistics, you find that in half a century, the number of people employed in that country has gone up from 18 millions to 60 millions.

Therefore, if you look at it in an objective manner, you will find that although there will be some temporary hardship, yet, on the whole, it will do good both to labour and capital, as well as to the public at large. Having regard to our civilisation and our tradition, we do not like machines, yet we must remember that machines, after all, are the greatest and the biggest creators of jobs. They have solved unemployment to a large extent in modern countries. Although there may be limited temporary unemployment, yet, I am quite sure, ultimately, it will do good to the country.

My hon. friend Shri K. P. Tripathi, for whom I have great respect, has said that if there is rationalisation in the jute industry in Bengal, there will be a great revolution there. Coming from Bengal, I can say that there will be nothing of that kind there. There will be no revolution there. There may be some trouble created by some communist friends and some comrades, but we know that there will be nothing like a revolution there.

I can assure you and the House that in the jute industry in Calcutta, they are contemplating to spend only Rs. 50 crores, but even that money is not available. In the entire textile industry, they are thinking of spending

[Shri N. C. Chatterjee]

Rs. 350 crores for rationalisation, and even that money they cannot procure. Therefore, even if you embark on rationalisation, it will only touch a fringe of the industry, and not very much of it, and there will not be any large or colossal unemployment. On the other hand, ultimately, the greater volume of unemployment resulting from loss of our export markets will be offset by rationalisation.

So, you must face facts. You cannot be a first-rate industrial country in the world, unless you discard your outmoded and inefficient machines. Of course, our machines are inefficient in many sectors, and it is high time that we face realities, and approach the problem in a proper, scientific, rational and also national manner.

श्रीमती तारकेश्वरी सिन्हा (पटना पूर्व) : सभापति जी, मुझे अफसोस है कि मंत्री महोदय की समझ में हिन्दी अच्छी तरह से आयेगी नहीं, फिर भी यह इरादा मैंने कर लिया है कि मैं ज्यादा से ज्यादा हिन्दी में ही बोलूँ। इसलिये मैं इस बार हिन्दी में ही बोल रही हूँ। आशा है कि मंत्री महोदय मुझे क्षमा करेंगे। वैसे तो मैं बेल्कल बोल चाल की हिन्दी बोलूँगी जिसमें कि वह उनकी भी समझ में आ जाय।

इस प्रस्ताव के बारे में बहुत कुछ कहा जा चुका है। यहां पर दरअसल यह सोचा जा रहा था कि रेशनलाइजेशन जो है वह सरकार ही कर रही है हमारे श्री चैटर्जी जो कि विरोधी दल के हैं वह ऐसा ही सोच रहे थे। मुझे भी ऐसी कोई बात नहीं मालूम होती। आज के भाषणों को सुनने के बाद से कोई इन्सान जो कि एक ऐसी आर्थिक दशा में विश्वास करता है जिस आर्थिक दशा का ढांचा एक योजना के ऊपर निर्भर हो जैसे हम लोगों ने पंच वर्षीय योजना बनाई है, आगे और भी योजनाएं बनाएंगे और बन रही हैं, वह अवश्य वह उम्मीद कर सकता

है कि बराबर हमारी आर्थिक स्थिति में सुधार होगा और हम लोगों को काम व सकेंगे और लोगों की जिन्दगी के इर्द को भी ऊंचा उठ सकेंगे। और अगर लोगों को यह विश्वास न हो कि पांच दस वर्षों की योजना के बाद भी हम अपने भाइयों की आर्थिक स्थिति में सुधार कर सकेंगे, तो फिर वह योजना योजना नहीं रह जाती। इसलिये यह कहना जैसे कि हमारे त्रिपाठी जी ने कहा कि हमारे पास आज कोई उपाय नहीं है जिस से कि हम लोगों को काम व सकें, गलत है। हम को इस सम्बन्ध में अपने ऊपर विश्वास रखना चाहिये। यह ठीक है कि हम इन्सान अपने तजुबों से ही होशियार होता है। खेत के अन्दर हलवाहा हल चलाता है, उस के लिये किसी तरह की डिगरी की जरूरत नहीं है। अगर कोई इन्सान बी० ए० पास कर के, एम० ए० पास कर के हल चलाने के लिये जाय तो वह चला नहीं सकेगा। यह मामूली सी बात है, इस में दिमाग के लगाने की जरूरत नहीं है। अगर अपनी पंच वर्षीय योजना में हम सब काम नहीं कर सकें हैं, या हम बेकारी की समस्या को हल नहीं कर सकें हैं, तो इस का मतलब यह नहीं है कि आज जो बेकारी की समस्या है वह कल भी रह जायेगी। हम अपने अनुभवों से शिक्षा ले कर उपाय करेंगे और करने भी चाहिये।

जहां तक रेशनलाइजेशन का सवाल है बहुत से भाइयों ने इस के खिलाफ कहा। मैंने त्रिपाठी जी के भाषण को भी सुना उन्होंने इस के खिलाफ दो चार बातें कहीं और वह समझ में आने वाली बात है। ऐसी बातें आज कल जो मजदूर वर्ग हैं उन के दिमाग में रहती हैं और एक मजदूर वर्ग के नेता होने की हौसियत से उन का कर्तव्य हो जाता है कि वह इन बातों को सभा के सामने रखें। पर बात यह है कि मजदूर वर्ग में आज जो यह डर है वह कहाँ तक उसूलों पर निर्भर है? जैसा आज हमारे चैटर्जी साहब ने कहा कि वह एक साइकोलाजि-

कल डर हो गया है, एक दिमागी डर हो गया है, देश में एक इस तरह की हवा पैदा हो गई है कि बेकारी की समस्या इतने बघों से देश में चारों तरफ छाती जा रही है और बिना सोचे समझे बेकारी का नाम सुन कर हम हाहाकार करने लगते हैं और धरभरा उठते हैं। कोई यह नहीं सोचता है कि प्लान्ड एकानमी के साथ बेकारी नहीं आ सकती है।

हमारे देश में जहां तक जूट और कपड़े के उद्योगों का सवाल है, रेशनलाइजेशन की जरूरत फिलहाल दोनों ही उद्योगों में महसूस की जा सकती है क्योंकि इन दोनों उद्योगों को अपने को चलाने का मौका नहीं मिला। जब से वह उद्योग धंधे हमारे देश में आये बराबर उन को सरकारी सहायता मिली, देश के अन्दर उन को फलने फूलने का मौका दिया गया। कपड़े के उद्योग के लिये तो यह कहा गया कि हम अपने ही घर की चीजें इस्तेमाल करें। इसीलिये उस को कभी अपने माल को बाजार में भेजने और बाजार भाव से बढ़ाने का मौका नहीं मिला, अपनी चीजों का दूसरे देशों की चीजों से मुकाबला करने का मौका नहीं मिला। उस के बाद लड़ाई आई। उसके अन्दर क्या हुआ? अभी हमारे बिपाठी जी ने कहा कि सन् १९५९ में इस उद्योग को बहुत प्रॉफिट हुआ। प्रॉफिट हुआ लड़ाई की वजह से, न कि एफिशिएन्सी की वजह से। यहां आर्थिक परिस्थितियां ऐसी हो गई थीं जिन की वजह से इतना प्रॉफिट हुआ। वह इसीलिये नहीं हुआ कि हमारे उद्योगों में पहले से अधिक एफिशिएन्सी आ गई थी। मैं आप को आंकड़ें दे कर बतलाती हूं कि हमारे यहां की एफिशिएन्सी दूसरे देशों के मुकाबले में कितनी है। अमरीका में एक आपरेंटिव १५०० से ले कर २१०० स्पिन्डल तक चलाता है। जापान में १६०० से ले कर २००० स्पिन्डल तक चलाता है। वहां पर भी बेकारी की भीषण समस्या है और वहां इस लड़ाई के बाद सब कुछ बरबाद हो गया था, उन का घर ही बिल्कुल

स्वाहा हो गया था, लेकिन वहां के फिगर्स को देखते हुए पता चलता है कि वहां पर हमारे यहां से ज्यादा एफिशिएन्सी है। एक आदमी १,६०० से ले कर २,००० तक स्पिन्डल चलाता है। इंग्लैंड में जहां पर अब भी बेकारी की समस्या मौजूद है,-- वरअसल आज कल इंग्लैंड और हिन्दुस्तान दो ही देश हैं जहां पर रेशनलाइजेशन की समस्या को ले कर बहुत सोच-समझ कर आगे बढ़ा जा रहा है--वहां भी हम देख रहे हैं कि एक आदमी ५०० स्पिन्डल चलाता है। लेकिन हमारे हिन्दुस्तान में एक आदमी सिर्फ ३५० स्पिन्डल चलाता है। यह तो रही स्पिन्डल के चलाने के बारे में।

अब देखिये कि लूम्स एक आदमी कितने चलाता है। अमरीका में आटोमैटिक लूम्स हैं। वहां पर एक आदमी ६० लूम्स तक चलाता है। जापान में ३० से ले कर ४० आटोमैटिक लूम एक आपरेंटिव चलाता है। इंग्लैंड में जितने आटोमैटिक लूम्स हैं वहां पर एक आदमी १४-१५ लूम्स चलाता है। लेकिन हमारे हिन्दुस्तान में एक आदमी कितने लूम्स चलाता है आप सुनकर हैरान हो जाएंगे कि यहां पर एक आदमी सिर्फ दो ऑर्डिनरी लूम्स चलाता है। इस तरह की बातें हैं। कहां एक तरफ ६० लूम्स और कहां दूसरी तरफ दो लूम्स।

श्री कं० बी० बिपाठी : वहां पर मजदूरी कितनी है ?

श्रीमती तारकेश्वरी सिन्हा : मैं उस पर भी आती हूं। इस उद्योग को पनपने की कोई गुंजाइश इस तरह से नहीं हो सकती। आप एक्स्पॉर्ट मार्केट के बारे में तो बातें न करें, अगर रेशनलाइजेशन के बारे में आप न सोचें। रेशनलाइजेशन का विरोध करना और एक्स्पॉर्ट मार्केट की बातें करना, ये दोनों बातें साथ साथ नहीं चल सकतीं। तुलसीदास जी ने कहा है :

“हंसब, ठठाब, फुलायब गाल्.....”

कोई हंस भी और यह भी चाहे कि मैं मूढ़ भी फुरण हूं, तो यह दोनों बातें साथ साथ

[श्रीमती तारकेश्वरी सिन्हा]

नामुमकिन हैं। इस तरह से आप का काम नहीं चल सकता है। अभी जापान को आप के वहां आने का मौका नहीं मिला है। अभी आप ने अपने वहां आर्टिफिशियल कंट्रोल रक्खा है और आप को आप जितनी चाहें उतनी सुविधाएँ एक्सपोर्ट के लिये मिली हैं, यह बात जरूर है, लेकिन फिर भी आप अपनी चीजों को दूसरों के मुकाबले में खपा नहीं सकेंगे। जब दूसरी जगहों की चीजें बाजार में आयेंगी तो आप उन से किस प्रकार से कहेंगे कि वे आप के मुकाबले में न आयें ?

श्री ७० पी० त्रिपाठी : कम्पटीशन हो रहा है।

श्रीमती तारकेश्वरी सिन्हा : त्रिपाठी जी कहते हैं कि वह कम्पिट कर रही हैं। मैं आंकड़ें दे कर बताती हूँ। आप देखिये कि पहले हमारा कपड़ा इन्डोनेशिया में जाता था लेकिन जब जापान मार्केट में आ गया तो, उस ने इन्डोनेशिया को सन् १९५२ में २०२.२६ मिलियन यार्ड्स दिया, जहां कि १९५२ में १२५.५४ मिलियन यार्ड्स दिया था। वहां हिन्दुस्तान की हालत यह है कि उसने अपना कुल २७.५६ मिलियन यार्ड्स कपड़ा भेजा। आखिर इतना कम कपड़ा क्यों भेजा ? इसी लिये तो कि आप मार्केट के कम्पटीशन में दूसरों के मुकाबले में ठहर नहीं सकते। हमें कोई उम्मीद नहीं है कि इस तरह से भविष्य में जो हमारा उद्योग धंधे हैं वह विदेशी मार्केट में जा कर बढ़ेंगे। वह कभी फल नहीं सकते। जितने हैं उतने ही ठहर जायें तो यह बड़ी गनीमत की बात होगी। इस लिये यह सोचना कि हम बच कर चले जायेंगे और मैनजमेन्ट को सुधार लेंगे, यह सोचना गलत है। त्रिपाठी जी ने कहा कि अगर हम मैनजमेन्ट को सुधार लें तो हमारा २०-२२ परसेंट कास्ट वाफ प्रोडक्शन बच सकता है। आप यह आंकड़े कहां से लाये हैं ? और यह राय कैसे कायम कर ली है ? जैसा कि आप कहते हैं कि मैनजमेन्ट में

खराबी है। हम अगर मान भी लें कि उन में खराबी है तो भी उस से कोई फर्क नहीं पड़ता है। वहां के जो काम करने वाले हैं उनको आप कुछ रुपया कम भी दें, लेकिन जो मशीनरी की प्राइस है उस में आप कैसे बचत करेंगे ? मशीनरी के बदलने में आप किसी तरह की बचत या रोक थाम नहीं कर सकते हैं। रहा मैनजमेन्ट का सवाल जिसके बारे में उन्होंने कहा कि मैनजमेन्ट के खर्च को कम करना चाहिये। तो मैनजमेन्ट पर कुल खर्चा ०.६२ प्रतिशत आता है। हमने माना कि आज मैनजमेन्ट का खर्चा कम कर रहे हैं, जैसा कि श्री गाढीगल ने कहा कि मैनजमेन्ट के खर्च को कम किया जाय, लेकिन हम कितना कम कर सकते हैं ? क्या इस से हम रेशनलाइजेशन की कमी को पूरा कर सकेंगे या मिल की कमियों को पूरा कर सकेंगे ? इस लिये मैं इन बातों पर विश्वास नहीं करती। एक बात जरूर है कि जहाँ तक हमारा मंत्री महोदय का सवाल है उनके सामने अनएम्प्लायमेंट का बड़ा भारी प्रब्लम है जो कि आज देश में बड़ा प्रब्लम बना हुआ है। इसकी वजह से देश में हाहाकार मचा हुआ है। आज मजदूरों की आवाज बहुत जोर की है। जो खेती बारी करने वाले हैं उनकी आवाज तो नक्कारखाने में तूती की आवाज के समान है। उसको कोई सुनता ही नहीं। हाँ मजदूरों की आवाज में आज ताकत है और इसीलिए उनकी आवाज सुनी जाती है। मैं मंत्री जी से कहूँगी कि वे रेशनलाइजेशन जरूर करें लेकिन इसको बहुत धीरे धीरे ले चलें क्योंकि इस धीरे धीरे चलने में हमारा साथी भी हमारा साथ रहेंगे। दिल्ली में जो १९५१ में एग्रीमेंट हुआ था उसमें जो लेबर के नुमायन्द आये थे उन्होंने इस बात को स्वीकार किया था कि रेशनलाइजेशन हो, लेकिन कुछ बातों को मानकर चला जाय। जैसे मान लीजिये कि कोई आदमी रिटायर हो रहा है, या कोई बूढ़ा हो गया है, या किसी की मौत हो गई है तो

उसकी जगह किसी दूसरे को एम्प्लाय न किया जाय और वहां उसकी जगह ऑटोमैटिक तम से काम लिया जाय।

बस मुझे इतना ही कहना था।

Shri Tushar Chatterjee (Serampore)  
rose—

Shri Bhagwat Jha Azad: Are we who have moved amendments getting any chance or not?

Mr. Chairman: Please wait.

Shri Tushar Chatterjee: Sir, in the very short time at my disposal I will just touch upon the points on which very little has been said. The facts that I will place before you of the jute industry will prove how dangerous is this rationalisation policy that is being pursued by the employers and that is being supported by the Government.

The mover of the resolution has said many things in detail. He has dealt with the general aspects; he has dealt with the textile industry and also with the jute industry. I shall cite some very revealing facts. About the jute industry, it is said that rationalisation or modernisation of the machinery is necessary if the industry is not to lose its competitive capacity. Many of the spokesmen from the capitalist side and also Shri Chatterjee said that this industry must be kept on a sound footing so that its competitive capacity should be all right. The jute mill owners and the Government and all sorts of capitalists say that rationalisation or modernisation is necessary in this industry to keep that competitive capacity. I will show how this competitive capacity can be maintained even without bringing in new machines. Is the position of the jute industry such that it is running at a loss at present? If that is so, then, of course, we need not have grudged the modernisation of machinery so that the industry may be maintained in the country's interests.

Shri Tripathi has already quoted certain figures about profits. I have also some other figures. If we take the profit figures of 1939 as 100, in 1948 the profit was 361, in 1950, it was 456

and in 1951, it was 679. These are all figures from the *Eastern Economist*. Taking one of the mills individually owned by Jardine and Andersons, their net profits in the six months between April to September 1952 was Rs. 19 lakhs. In the next six months, that is, September 1952 to March 1953, it rose to Rs. 34,54,000. Take some other mills. Under the Gillanders' Managing Agency, the dividend figures of eight mills were published and it is found that the dividends increased in some cases to twice and in some cases to thrice. (Interruption).

In the statement of our Deputy Commerce Minister on 16th May 1954 it was clearly stated that the jute industry had made record export in the month of March 1954. He also said that the demand abroad is quite all right and increasing. The point is this. I put before the House all these figures and what the Minister says. How can we understand that the industry has suddenly come to such a critical position that unless modern machinery is introduced resulting in the unemployment of lakhs of workers the whole industry will collapse within a year or two? Most probably, from the Government side it will be argued that recently the Jute Enquiry Commission went into the conditions of the jute industry and they have approved of the rationalisation scheme and they say that without rationalisation this industry would not be able to run smoothly. Here I want to say, whatever the recommendations of the Jute Enquiry Commission may be, we are not going to accept those recommendations. Why? Mainly because that Commission has conducted its enquiry in a completely one-sided way. No representative of the Trade Unions, INTUC or AITUC or any other, all-India organisation, has been called upon to give evidence before the Commission. If you read the report, you will find that no labour interest or public interest was allowed to come before the Commission and give evidence. For the last 10 or 15 years, not only labour organisations but also public bodies have expressed the opinion that the jute mill owners have been



[Shri Tushar Chatterjea]

reaping huge profits. They prepare their accounts in such a way that they keep their true profit position concealed. Not only in Bengal, but from other parts of India also, demand was made that these jute mills must be subjected to a tripartite enquiry in which labour interests, employers' interests and the Government must be represented. They must be able to scrutinise the accounts and the financial position of these jute mills. Unless that is done, no patriotic-minded person will be in a position to accept the recommendation of the Jute Enquiry Commission.

We must actually look into what is going on in the jute mills. (*Interruptions*). Not only retrenchment is resorted to in places where new machines have been introduced, but it is done in places where no such new machine has been introduced. Progressive retrenchment is going on everywhere. I have got the figures. I can refer to many individual mills but that I would not do so because my time is up. A certain percentage of workers is being constantly reduced under different pretences. Whenever a worker goes out on account of superannuation that place is not filled up. The work is imposed on the other workers who are already there. That means workload is being greatly increased.

4 P.M.

Then, Sir, if you go into details you will see that the percentage of temporary workers is increasing. If these things are happening then it must be understood that the jute mill bosses are pursuing rationalisation policy, not for the sake of improving the industry but for the labour-saving devices simply to reap more profit so that they can have better days on the blood and sweat of the millions of our people.

**Shri Bhagwat Jha Azad:** Sir, while I was cursing my lot....

**Mr. Chairman:** I think the hon. Member should not refer to that. He may speak on the resolution.

**Shri Bhagwat Jha Azad:** Sir, I am perfectly at liberty to say what I want to speak, however hard I am given the ruling.

While replying to the general debate on the Budget, the Finance Minister observed:

"While everything possible should be done to alleviate hardship caused to labour temporarily displaced, they should not do anything which would ban all technical progress and inhibit the growth of employment."

This reference to rationalisation gave a chance to the country to discuss the matter and this evoked all round discussion in all the parties—in industry in particular—and other circles. Good that came out of that discussion is that everybody now desires to adopt a 'rational' approach to the problem of rationalisation and a sweeping condemnation of rationalisation would be highly irrational. Each one of our friends who have spoken in this House, has appealed for rational approach; whether he represents labour, businessmen or some other group, all speak for a rational approach. The difficulty, Sir, is as to which is the rational approach. In this country of ours, the best policy for us is to find out a proper formula of industrial organisation which will give us the maximum production and also the maximum employment. Therefore, we have to find out whether the machinery that we have got at present, either in textile mills or in jute mills, is fit for our conditions, or whether we have to change it. It is all a question of whether we can work with the old machineries or we have to look round us and supplement or substitute our machinery with up-to-date machinery that the world has.

There is no denying the fact that modernisation of our industry will surely cause displacement of labour. It is all a question of finding out whether such displacement of labour on the one hand, and the advantages that will accrue from such modernisation



on the other will balance each other or one will go against the other. I for one feel that, though there will be displacement of labour, there should be sufficient safeguard given to such displaced labour. If that is given, whether it is managed either by the industry or by the Government, I feel that it is desirable to have rationalisation.

So far as textile industry is concerned, much has been said and I do not want to refer to that industry though I have much to speak about that industry. I will now speak regarding the jute industry. Some of our friends have said that if we rationalise the textile industry there will be 1,80,000 labourers displaced out of a total of 2,00,000. Though there will be displacement, I feel that the displacement will not be a grave problem. On the other hand there will be reduction, definitely, in the cost of production. My friend Mr. Tripathi has said that in a question to our Finance Minister, it was said that somebody from the business community stated that there will be no reduction in the cost of production. That is the point. They want to take this assurance beforehand, that even if there is rationalisation and consequent reduction in cost of production, they will get the profit. It is left to Mr. Tripathi or my friends on this or that side of the House to point out that if there is reduction in cost of production, the profit should not go into the pocket of the millowners. It is not that we should not bring this new up-to-date machinery. The question is, whatever reduction in the cost of production is made should be passed on to the consumer. I am sure if there is nine pies—as it is said—reduction in the cost of production, there will be an additional consumption of 300 million yards which will lead to the employment of half a lakh of labour of our country.

So far as jute is concerned, I feel rationalisation in jute industry is an imperative necessity for us. If you look round the world you will find how pitiable is our position with regard to jute industry. After the World War II considerable development had been made

in this industry and some of the leading countries of the world like France, Germany, Australia and Pakistan have gone much ahead of us in the world market. Instead of talking on theories I will quote some figures which will show the advances made by those countries regarding rationalisation of jute industry.

Since World War II French jute industry has made notable strides. The output of yarn rose from 80,000 tons in 1938 to a round figure of 1,01,000 tons in 1951. A slight set-back in 1952 and then in 1953, 91,700 tons. Before 1939 it supplied the needs of the home market and there was no export at all. But, today their exports have risen to some 30 thousand tons, worth something like 48,40 million francs. They are exporting to countries abroad and United States of America which ranks high among their overseas customers purchased in 1953 a total of 10,000 tons worth four million dollars, which is an increase of 25 per cent. from their 1952 purchase. Pakistan, our nearest neighbour is strongly competing with us in the jute industry, but now we find that France has also come in the picture.

The latest development in the jute industry is to spin direct from sliver. The modern high speed spinning direct from sliver with frames of 100 spindles each running at speeds up to 4,000 revolutions per minute is much more speedy, efficient and easily managed than the 'Rove Spinning', to which we are still clinging. Martin Automaton has spread from Germany to U.K. and it is invading almost all countries where jute is produced. Therefore, it is desirable that the sooner we rationalise our jute industry the better it is.

Coming to our neighbour country, Pakistan, the Pakistan jute industry is making rapid progress. The group of Adamjee Jute Mills has three mills of 1,000 looms each. About 1,400 looms are in operation in East Pakistan—about 1,250 looms in Adamjee and 150 looms in Isphani Mills.

[Shri Bhagwat Jha Azad]

I feel that if we make any delay in rationalising our jute industry, the figures which I have quoted about France, Germany and Pakistan definitely go to show that whatever jute we have got in our country will be left to the mercy of those countries which are strongly competing with us. We have seen that France which had nothing for home consumption is now exporting. Therefore, it is highly necessary that we should rationalise our industry. Of course there should be safeguard to the labour displaced. There should be sufficient safeguard that the management themselves rationalise and before rationalisation is introduced all these safeguards must be taken.

With these words I support my amendment which I have moved.

**Mr. Chairman:** Now, Shri L. N. Mishra. I hope the hon. Member will not repeat any of the old arguments and will finish within five minutes because there are many more Members who desire to speak.

**Shri L. N. Mishra (Darbhanga cum Bhagalpur):** Sir, I will finish in five or six minutes.

I have read the speech of Mr. Punnoose and I have not been able to follow his speech so far as the jute industry is concerned. The previous speaker has just now said something in favour of rationalisation so far as the jute industry is concerned. I too shall confine myself to the jute industry.

During the Budget speech my hon. friend Shri Tripathi had spoken against rationalisation. He had reminded me of the thousands of Bihar workers working in Calcutta. Today I am to remind him of the lot of lakhs of jute growers and agricultural labourers in Bihar who are working in the remote areas of Bengal, Bihar and Assam if this jute industry is lost. If we lose the foreign market for our jute, what about those agriculturists? My hon. friend is worried and anxious about a few thousands of industrial labourers at

Calcutta, but not for the millions of growers and agricultural labourers in Bengal, Bihar and Assam. We need rationalisation in jute, not because we want more of productive capacity or more of production of jute manufactures—this we can easily achieve by simply increasing the working hours of jute mills—but because we have to reduce the cost of production in jute. We are aware of the fact that only a few months back the Commerce and Industry Minister laid before the House the report of the Jute Enquiry Commission. I am one of those who do not see eye to eye to many of those proposals, but so far as that Commission's recommendation about rationalisation is concerned, I completely agree with it and I would like to quote it here:

"The present size of market that India holds can be retained only by accelerating the pace of modernisation and showing potential competitors that the Indian industry is determined to spare no efforts to keep its market and will be taking all reasonable steps to increase efficiency to reduce costs."

We are facing serious competition not only from the Continent but also from countries like South Africa, Egypt, Brazil and last but not least from Pakistan. My hon. friend has given some figures.

**Shri K. P. Tripathi:** About production of jute.

**Shri L. N. Mishra:** Pakistan has got 6,000 looms now and it has a scheme for another 7,250 or so next year and it will be about 13,250 looms and they are thinking of having three shifts, which means that it will multiply their strength and put it at about 39,000 as against the 6,000 looms of ours. Armed with this most modern machinery and with a raw material of a distinctively high quality, Pakistan will try to drive us away from the world market. Because of Pakistan's new machinery and greater strength are a threat to our country's industry.

I am supporting rationalisation. The case for modernisation finds a very strong support in this point that today, for a jute mill with old plant which is reasonably well managed, 3.4 to 4.4 persons are required per loom, while in a mill with relatively modern machinery, only 2.7 persons will be required per loom. It will reduce the manufacturing cost by 15 per cent. and this cost could be further reduced by limiting the dividends. The only difficulty to my mind is how to find the capital. So far as capital is concerned, I would appeal to Government to take seriously then they can find it Rs. 65 to 68 crores are already invested in this industry and it is a question of finding Rs. 40 crores, and if this sum of Rs. 40 crores is divided over a period of 10 years and if some limit is put on the dividends, I think the capital can be found. So far as labour is concerned, I would appeal to labour leaders to take a rational attitude. They should appreciate that if we lose the foreign market, the jute industry is gone. Jute industry is not like that of textiles, for which Mr. Somani pleaded very extensively. I do not know the position of textiles but I know that jute is altogether different from textiles. We consume about 90 to 95 per cent. of textile manufactures, ourselves, but so far as jute is concerned, 90 to 95 per cent. of it is dependent upon foreign market. It depends upon whims and caprices of foreign market. A slight change in demand violently fluctuates the equilibrium. Jute industry has most unstable equilibrium and so, if we have to save this industry, there is no way but to rationalise this industry. I would, therefore, appeal to my labour friends to look upon it as a national question and not be carried away by other considerations, and I hope they will take a different attitude.

**Shri Asoka Mehta (Bhandara):** The question we are discussing has to be considered from two points of view: Is rationalisation not being carried out properly? Or is it that we are of the opinion that rationalisation is unnecessary and unwise? I would

like to look at the question from the first point of view. In jute industry, for various reasons that have been pointed out, which I would briefly recapitulate, it is necessary that some form of rationalisation should be tried. Jute manufactures constitute the principal staple of our exports. The industry is mainly dependent on exports. We find there is increasing competition from countries that are better placed than we are as far as jute manufacture is concerned. Pakistan, in the near future, will have about 60 per cent. of our productive capacity. Modernisation is going on at a rapid pace both in Britain and in Pakistan. The traditional jute manufacturers here are confronting a shrinking market. Under these circumstances, if the jute industry is to survive, it is necessary that we think in terms of rationalisation of this industry. Rationalisation of the jute industry, as we know, would affect only the spinning part of it. It would be possible to try some form of rationalisation to reduce the working hours needed for producing one ton from 320 to 90 hours, and the problem of rationalisation in the jute industry has to be considered seriously because we find that for the last fourteen years or more, only 14 per cent. rationalisation or perhaps 16 per cent. rationalisation was effected. The pace is very slow and we are confronted by serious competition. This is an industry which constitutes the staple of our exports and we are absolutely dependent upon our export market. As far as this industry is concerned, I believe that a considered case is made out for rationalisation, but I am afraid no similar case can be made out as far as cotton textile is concerned. There are various problems, technical and organisational, which have to be considered whenever the question of rationalisation is taken up. I had the honour of being a member of the Working Party of the Cotton Textile Industry and hon. Members will find that in the course of our report, we have had to make some very serious observa-

[Shri Asoka Mehta]

about the inefficiency and incompetency of the management in this industry. Rationalisation, if it is meaningful, will have to take into consideration the efficiency of the management also. Rationalisation will also have to take into consideration other aspects that have been listed, but I would like to invite your attention to something much more important. Fifty per cent. of our looms in the cotton textile industry are out-moded. Ninety per cent. of the machinery is, as Mr. Gadgil pointed out, old and run down. This is the opportunity for us to re-organise the industry. In jute, it is found that we have got to compete with foreign countries and we have got to maintain our efficiency in terms of the increasing efficiency in other countries, but as far as cotton textile is concerned, the industry depends upon our internal market. Our freedom movement has taught us that just as production of food has to be decentralised, production of cloth has also to be decentralised. Rationalisation is not only a psychological problem, as Mr. Chatterjee pointed out, but it is also a sociological problem. What kind of a society we want to have. I was amazed to find Member after Member getting up here and saying that we want to have a modern, industrialised country and that we should think in terms of the defence requirements of our country. Do we want to shape our policy in the image of the West or do we want to have a co-ordinated and consistent policy of our own? I maintain that as far as the cotton textile industry is concerned, we must move increasingly in the direction of decentralisation. We must not replace the present looms, the old, obsolescent looms, with new looms. We must move in the direction of power looms or improved looms that can be operated by the small man. We are going to electrify this country. Electrification must mean that power is made available to the smaller man. I was talking to Vinoba Bhaveji a fortnight

back and I enquired about his reactions to the developing electrification. He is happy about the electrification. Electric power, however, must not go to the top people; electric power must not be given to big manufacturers.

[MR. SPEAKER in the Chair]

Electric power must be made available to the small man, to the man at the bottom, so that people at the bottom may be raised. Cloth comes next only to food. Cloth is of universal importance, and that is the reason why from the days of Dadabhai Naoroji, Romesh Chandra Dutt and Gandhiji we have always thought of cloth as an important thread in the fabric of the economy of our society.

I am surprised that so many people do not seem to realise that cloth has a different role, cotton textile industry has a different role, in building up the fabric of our economy. I was also surprised to find that we have forgotten, or we are tending to forget, a very important lesson that our teachers and masters taught us. Are we merely interested in increasing the standard of cloth and having more cloth, still more cloth, and still more cloth? I believe if that is what we want to do we shall be shaping ourselves in the image of foreign countries. Our masters taught us to limit our wants also. Textile cloth in a tropical country like India has only a limited demand, should have only a limited demand. And cloth must be produced in such a way that the right type of sociological conditions can be created. We talk of decentralisation. The textile industry is eminently suited to decentralisation. I do not think even in the spinning section rationalisation will be necessary. In jute, rationalisation will be necessary in the spinning section, not in the weaving section. But in cotton I think we should eschew rationalisation completely.

I would submit that it is very necessary that our Government consider this problem of integrating the cotton textile industry in the wider fabric of economy very seriously and not permit themselves to be stampeded by

*in Textile and Jute  
Industries*

the general demand for rationalisation of the industry made by people who are owning and operating the textile industry in the country.

I will conclude by saying that this problem of rationalisation has to be viewed in a certain context, sociological as well as economic. And I would submit that what is true for the jute industry is wholly wrong as far as the cotton textile industry is concerned.

**Mr. Speaker:** Before I call upon the hon. Minister I have to make an announcement about the allocation of time in respect of the clause by clause reading of the Special Marriage Bill.

I stated this morning, when I announced the time generally, that the Business Advisory Committee would be meeting at 4 o'clock and would finalise the allotment of time for the clause by clause reading.

The Committee met accordingly, and this was the allotment which they have made for the clause by clause reading:

Clauses 8—14: one hour.

Clause 15—18 and new clauses 18A, 18B and 18C, plus clause 1 : four hours.

Clauses 19—21 : three hours.

Clauses 22—26 : two hours.

Clause 27, new clause 27A and clause 33 : four hours.

Clauses 28—32 : one hour.

Clauses 34—50, the Schedules, clause 2 and the Title : two hours.

As a consequential change in the allotment announced this morning, the time for third reading will be 2½ hours, instead of 3 hours. It was impossible to allot time to the requirements and to meet the wishes of the hon. Members to have the full three hours for third reading. If we did that we had to curtail discussion in the clause by clause stage by half an hour. So it has been considered proper by the Business Advisory Com-

mittee to have the third reading limited to two and a half hours. I assume that the House agrees with this.

**Mr. Speaker:** The House will now continue with the resolution. The hon. Minister will now speak.

**The Minister of Commerce and Industry (Shri T. T. Krishnamachari):** The House has been discussing this motion for quite a long time and in the process, is likely to have forgotten what the motion was.

[SHRI PATASKAR in the Chair]

I would like to refresh the minds of the Members of this House that the motion read as follows. Mr. Punnoose, who moved the resolution, said:

"This House is of opinion that rationalisation schemes planned to be introduced in the textile and jute industries in the various centres in India are harmful to the vital interests of the people of this country."

Well, Sir, the tenor of the speeches made on the floor of this House after the mover had spoken, the speeches made by the different sections of the House had indicated fairly clearly that the House is not in favour of a motion of the nature that was moved, namely, a negative expression of opinion that there should be no rationalisation schemes put into operation in the jute and textile industry in this country. I was happy therefore when I found my esteemed friend Shri Asoka Mehta getting up—I thought he might not have an opportunity of speaking—getting up and making a distinction between the two types of industries. He was prepared to support rationalisation of the jute industry, but he was not prepared to go as far as that in regard to the textile industry. Well, that is something gained by getting some sort of support for rationalisation in respect of one industry. It at any rate goes to show that a blanket resolution of the nature that is sought to be imposed upon this House is one which will have to be turned down.

[Shri T. T. Krishnamachari]

I think it does not want speeches on the part of Members of Government here to induce the House to turn down the resolution as it is before the House today. I must say that while I listened to all the speakers I am afraid I missed the gist of the very eloquent speech made by my young friend, Shrimati Tarkeshwari Sinha, because she spoke in a language which I do not comprehend. I would like to tell the House that rationalisation in respect of language might lead to unemployment of politicians from the South. It may be a good thing, but these things do happen. Technological or other changes which are sought to be imposed on the body politic do lead to some form of unemployment or another, and I suppose it cannot be helped. It might be said that this generation of politicians from South India need not take part in the deliberations of Parliament but might be voting machines. Even then they must know what they are voting for. That is by the way.

I have carefully gone through the very long speech, lasting for a duration of forty-five minutes, made by Shri Punnoose. One particular feature of that speech which is pleasing to me is that he differs radically from the views held or sought to be held by the Deputy Leader of his Party, namely, that statistics are lies and unmentionable lies. Because Mr. Punnoose sought to buttress his argument by a farrago of statistics which, I am afraid, by and large, are highly inaccurate. I think it is only proper that I should take the mover of the resolution seriously and deal with some of the statistics, though other hon. Members who spoke after him have dealt partially with some of the statements of Mr. Punnoose.

Mr. Punnoose asked, if increased production is still desired in the textile industry, why should not the closed mills be re-started and the full installed capacity of the mills utilised by all the mills working three shifts. One thing I have found on a

very rough investigation, that very nearly 63 mills in our country are almost on the border-line of extinguishment because of old and worn out machinery.

[SHRI BARMAN in the Chair]

During 1953, 16 mills remained closed totally. Thirteen mills were partially closed. Most of them have been closed for the reason that the machinery was old and worn out. At the same time, I was happy to hear the suggestion of Shri Punnoose that mills should work three shifts. I do not know why the very valuable suggestion of Shri Punnoose, given on the floor of the House is not accepted by the members of his party, who belong to the Trade Union of Kanpur, who resist working of three shifts, or working on a Sunday for that matter.

The other point that he made was that rationalisation has been going on in the textile industry for the last 20 years in some form or other but there has not been any instance of cloth being available at a cheaper price. He quoted the figures of 1948 and 1953. Only he forgot that there has not been any radical increase in the price since 1948. The statistical abstract shows—it is produced coarse by the Government and therefore, to some extent, not reliable as my hon. friend Shri H. N. Mukerjee will put it—that the index figure for 1948 was 404, for 1949 it was 398, for 1950 it was 402, for 1951 it was 468, then it came down to 423 in 1952 and it is 404 in 1953. At the same time, it must not be forgotten that the price of cotton in 1948 was considerably lower. The floor price was Rs. 420. In 1950, the ceiling price of cotton was raised by another Rs. 200. So, the fluctuation of the price of cotton between 1948 and 1953 has been in the high side. These are matters which he need not enter into. It is not his business.

Shri G. D. Somani had given some figures in regard to the figures provided by Shri Punnoose. I would only like to give all-India figures as I have them. In May 1951, the number of people employed was 785,000. In 1952,



it was 807,000. In 1953, there has been a diminution and the figure was 801,000 or nearly 802,000. The explanation for this is that nearly 29 mills remained closed.

He has made a reference to Kanpur about which I wish to say one or two words before I sit down. Shri Punnoose referred to the Ambalal Sarabhai experimental automatic looms. Even here, I am afraid, the figures were incorrect. He said that a loom shed with 224 looms is manned by 29 workers. I was told that the number of workers that would be needed was 46 and not 29 as he mentioned. But, for the same number of ordinary looms, the number of workers required would be 282 and not 244. Shri G. D. Somani has answered a point made by Shri Punnoose. If 180,000 looms were made into automatic looms, 180,000 workers would be thrown out of employment. As he has pointed out, the possibilities are that only about 20 to 25 per cent. would be made into automatic looms and it will take a period of several years before that could be done.

I do not think that I need go very much into Shri Punnoose's figures except to refer to his figures in regard to jute. I am afraid that the picture that he has painted in regard to the jute industry was slightly more apocryphal than the picture that we had from him about the textile industry. I am constrained to say in all humility that the Communist Party had chosen their spokesman rather wrongly or briefed him not quite correctly. That is a mistake they do not often fall into. So far as the jute industry is concerned, he said that the jute industry employs 3½ lakhs of workers. It does not. It employs one lakh less. The rationalisation scheme, if fully implemented, according to Shri Punnoose, will throw out 40,000 people. As hon. Members, particularly those coming from Bihar pointed out, rationalisation would take a long time, maybe about 7 to 10 years and it is unlikely that allowing for wastage, the number of people that would be thrown

out would be appreciable during that period.

**Shri K. K. Basu** (Diamond Harbour): What is the standard of appreciability? If 30,000 people are thrown out, is it not appreciable?

**Shri T. T. Krishnamachari**: It depends on the hon. Member's capacity to appreciate.

**Shri K. K. Basu**: That is not the point. If 30,000 people are thrown out, is it not appreciable?

**Shri T. T. Krishnamachari**: The hon. Member is very voluble, but in the process, he is not very articulate.

**Shri K. K. Basu**: That was your own figure.

**Shri T. T. Krishnamachari**: It was Shri Punnoose's figure. According to the figures, the total number of workers employed in March, 1952 was 214,000. According to the I.J.M.A. it was 246,000. The total number employed in the mills in the I.J.M.A. and outside is 275,000. Shri Punnoose said that in May, it was 119,000. Perhaps, it was a slip for 219,000. In May, the figure was 246,000. These are the figures. I do not propose to weary the House any more with these figures.

My point really is that the resolution is so framed that it would embarrass Government whatever might be the attitude of the Government. Secondly, it might bolster up a certain agitation that is going on in certain quarters. Actually, I am afraid, Shri Punnoose's friends in Calcutta are not very strong in the Jute mills working section. So far as the figures in regard to membership go, I do not think they form even about 20 per cent. of the total membership of the Union. There is one chance of highlighting the possibility of suffering that a few odd people might be put to. That is one thing. So far as Kanpur is concerned, I think hon. Members did quote some figures. The position in Kanpur is that rationalisation has yet to take place. It is true that there is a lot of ferment amongst labour. That is very unfortunate. It



[Shri T. T. Krishnamachari]  
is all the more unfortunate because while there is a ferment amongst labour, the mill industry in Kanpur is not very strong. It is rather weak for various reasons. It may quite be that the employers have got their own share in making the industry weak. But, it is rather difficult to say unilaterally that it is anybody's responsibility. I found that the Labour Minister of U.P. had stressed on this point in the Conference held there. He has been very careful. I will give a few extracts from his speech at Naini Tal. In the circumstances of the prevalent unemployment, the Minister stressed that it was of the utmost importance that no scheme of rationalisation should be worked out in a manner which would add to the problem in any way. The whole thing should be done in such a way that there would arise no further unemployment even of those workers, as far as possible, who have been designated as temporary or substitutes.

"The scheme of rationalisation should advance cautiously, but fairly and should entail retrenchment of workers only to the extent they would be absorbed by retirements and natural wastages."

Well, this is a very unfortunate position. In fact, I would appeal to all the labour organisations who are responsible, to help to solve this problem in Kanpur. In fact, I was suggesting to my hon. colleague that this problem must be settled round a table and we cannot afford to have minor divisions or personal rivalries either in the employer or employee sections to jeopardise an industry which will ultimately mean that it is the worker who will ultimately suffer. After all, even with the lay-off benefits and retrenchment benefits, if the factories close down, the quantum in terms of human suffering, so far as the employer is concerned, will be considerably less than in the case of the employees. I would make an appeal to all sections not merely of this House but also people outside that this is a matter

where we should keep our personal prejudices, predilections and politics out, and try to solve the problem which looks at the moment rather difficult to solve.

I have not got much time. Therefore, hon. Members will forgive me if I do not deal with the arguments that they have put forward in the course of their speeches. By and large, I am very grateful to many hon. Members who have spoken more or less helping the Government to see light. The Government's policy generally is what I stated during the last Budget session, viz., that we cannot set our face against rationalisation. My hon. friend, Mr. Asoka Mehta has conceded that in the case of the jute industry, it is a "must". We must in the process see that those people who are likely to suffer and those least capable of bearing that suffering should suffer the least, and the thing has to be planned and worked out. Even in regard to other spheres it will be wrong to say that no rationalisation should take place. The problem, as the hon. Members who are experts in the field—Mr. Bansal, Mr. Somani and to some extent a diligent student like Mr. Gadgil—have pointed out, is one that is manageable. It is not one that is unmanageable so far as the textile industry is concerned.

And so far as obsolescence is concerned, in our industrial structure I think it is very great. The Chairman of the Engineering Capacity Survey Committee told me the other day that he felt that the bulk of our machines at least are obsolete, and we have to think in terms of changing them, which might be in terms of about two lakhs of them. The technological development all the world over is advancing so rapidly that if we try to make machine tools which were in use in other countries six or seven years back, we shall be left far behind. So, this obsolescence in this country is a thing which we cannot altogether ignore. And so far as the automatic looms are concerned, the problem, as I said, is one that we pro-

pose to tackle. We do not propose to allow un-coordinated installation of automatic looms or automatic machinery. Luckily automatic looms have to be imported, and therefore, Government have a certain amount of control. But, it is wrong to say that no kind of rationalisation can be taken up in one industry merely because as my friend Mr. Asoka Mehta feels, well, the quantum of exports that goes out is negligible, or, for that matter, that we do not want very much of cloth. I quite agree that we may not need a *per capita* consumption of forty yards of cloth for some time, but I think it would be wrong for him to suggest that we should not go up from fourteen to twenty, and if we go up to twenty, well, the area for expansion is something very big, because in any *per capita* calculation we have got 360 million to calculate. One yard more means 360 million yards more.

**Shri Asoka Mehta:** Your handlooms will have to become power looms.

**Shri T. T. Krishnamachari:** Yes, I quite agree. I do not know what the Kanungo Committee will do. If I am allowed to go on, that is what I will do. Decentralization of weaving is a thing about which I agree. But certain types of weaving cannot be decentralized. Any type of weaving for purposes of export will have to bear a particular price, and we are expecting to have an export trade of a thousands million yards. I am afraid, therefore, that decentralization may not help, but we should do it. Even centralized than ours. I quite agree with him that we should proceed on those lines. I have always been pleading that the handloom worker should not be found to work with his hands and feet for all time to come. Sometime or other, we should give him a power loom in his house, so that instead of weaving eight yards, he would be able to weave eighteen yards. It is a thing on which Shri Asoka Mehta and I have no difference at all. Nor is there any question about the decentralization of the weaving indus-

in a country like U.K. is far more de-the pattern of the weaving industry try. Our future expansion must be in that direction.

But that does not mean that the present machinery should not be replaced and wherever automatic machinery is absolutely necessary, it should not be put in. That is a different thing. Shri Asoka Mehta and I shall sit down and say, let us do something about it, let us see that the workers are not thrown out in thousands, or in hundreds, or maybe even in fives or sixes. The question of safeguarding future employment is a thing which we have got to take care of by means of expansion. I do maintain that we are on the eve of a certain amount of industrial expansion, which would take up not merely the slack, but also a large percentage of those who go in for employment in the future. I shall want the co-operation of every section of the House in order to implement a scheme of that nature.

My hon. friend Shri Bansal quoted from the report of the I.L.O. Committee on productivity. I would also like to read a few sentences and a few paragraphs from it.

"In the Director-General's report to the 33rd session of the International Labour Conference, the question was asked; how far is security compatible with maximum productivity. And the following answer was suggested:

If 'security' is interpreted to mean security, that no worker will ever lose his present job..."

**Shri R. K. Chaudhuri (Gauhati):** May I remind the hon. Minister that there is a flood resolution after this?

**Shri T. T. Krishnamachari:** Not today. I am afraid he cannot remind me of something which does not exist.

To continue the quotation,

"...the two things are quite evidently incompatible. A highly productive economy is an economy which responds rapidly and efficiently to changes in needs and in the conditions of supply and production; in which re-

[Shri T. T. Krishnamachari] sources move out of industries and occupations where they are less productive into others where they are more productive; in which improved techniques of production and management are grasped and applied as soon as they became known and available; in short, a highly productive economy; an economy offering security of continued employment for all workers in their present jobs, would be static in the last degree. If, however, 'security' is interpreted to mean confidence that society will continue to need and to pay for the services of all who can contribute to the work of production and will take pains to make sure that those who can no longer be employed in their present jobs will be fitted to contribute..."

Shri R. K. Chaudhuri: The time which was allotted for this resolution has long expired.

Shri T. T. Krishnamachari: No, it is there up to 4-49 P.M.

"...in other ways, then high productivity and security are not merely not incompatible; security in this sense is a necessary condition that makes productivity..."

I will go one step further, and quote one paragraph from that book, which says:

"While unemployment relief like unemployment insurance is primarily a matter for governments, an industry experiencing rapid technological progress involving considerable displacement of labour may, in certain cases, contribute to funds to be used in the mitigation of hardship in particular cases."

I think I can say that Government are thinking in those directions. If I would suggest that way, the House should be with us, when we say that we are thinking of dealing with these cases as individual units. In regard to the question that as far as possible,

there is no unemployment, I am completely with Shri K. P. Tripathi in that. Where it is possible, when we cannot provide—as we cannot at the present moment—an unemployment insurance of that kind, we will see whether we cannot provide some guarantee to the worker that he will not be left in the street, by means of a fund to which some kind of amortisation will be possible, by collecting a levy on the units which have been so rationalised.

Finally, in regard to the resolution, I must say I find it difficult to accept it.

An Hon. Member: What about amendments?

Shri T. T. Krishnamachari: As regards amendments, I would say that the nearest to the Government's point of view is the one moved by Mr. Bhagwat Jha Azad, amendment No. 6. This amendment, I am afraid, requires a bit of touching up. I do not think we have any time for that kind of thing. But the only word that I would like changed—if the mover would be agreeable—is in the last but one line where it is stated 'providing reasonable safeguards'. I am rather nervous about that last line,—as to whom it applies. I think if we make it 'facilities' instead of 'safeguards', Government will be prepared to accept that amendment.

Shri Bhagwat Jha Azad: I have no objection to accepting that change.

Mr. Chairman: Now, to the original resolution moved by Shri Punnoose, there are four amendments. They are: amendment No. 1 by Shri S. N. Das, amendment No. 2 by Shri Asoka Mehta, amendment No. 5 by Shri D. C. Sharma and amendment No. 6 by Shri Bhagwat Jha Azad. I find that amendments Nos. 1 and 6, except with regard to some words, are a paraphrase of each other. I do not know which I should take. They are substitute resolutions; so I will put them first to the vote. Shri S. N. Das is not in the House.

Shri T. T. Krishnamachari: We can vote down amendment No. 1.

**Shri D. C. Sharma** (Hoshiarpur): Mr. S. N. Das has just arrived in the House.

**Mr. Chairman:** Does he want to press his amendment No. 1?

**Shri S. N. Das** (Darbhanga Central): I do not press it.

*The amendment was, by leave, withdrawn.*

**Mr. Chairman:** Now, I will read the amendment No. 6, which Government are prepared to accept.

That for the original Resolution, the following be substituted, namely:

"The House is of opinion that rationalisation of the Textile and Jute industries where it is necessary in the country's interest must be encouraged, but the implementation of such schemes should be so regulated as to cause the least amount of displacement of labour in these industries, providing reasonable facilities for the employment of such displaced labour."

**Shri K. K. Basu:** Not 'safeguards'?

**Mr. Chairman:** The hon. Mover himself has said that he is prepared to amend it in this way.

**Shri K. K. Basu:** Let us have a division.

**Mr. Chairman:** I will now put the amendment to vote.

The question is:

That for the original Resolution the following be substituted, namely:

"The House is of opinion that rationalisation of the Textile and Jute industries where it is necessary in the country's interest must be encouraged, but the implementation of such schemes should be so regulated as to cause the least amount of displacement of labour in these industries, providing reasonable facilities for the employment of such displaced labour."

*The motion was adopted.*

**Mr. Chairman:** Now, the other two amendments get barred on account of the passing of this amendment.

The original resolution is now substituted by the amended resolution that has been passed.

#### RESOLUTION RE: FINANCIAL AID TO ASSAM FOR REPAIRING DAMAGES CAUSED BY FLOODS

**Shri R. K. Chaudhuri** (Gauhati): Mr. Chairman, I had given notice of this resolution which was actually received in office on the 11th of August and since then a large amount of water has flown down the Brahmaputra. So, I want to make an amendment in my resolution that instead of one and a half crores it should be two and a half crores.

**Mr. Chairman:** You can move the resolution in the amended form.

**Shri R. K. Chaudhuri:** I beg to move:

"This House is of opinion that a sum of Rupees two and a half crores should be immediately placed at the disposal of the Government of the State of Assam as aid for the purpose of repairing damages to public and private properties including roads, bridges and private and public buildings caused by the devastating floods of this year in the State of Assam and for rehabilitation of the flood-affected people."

I should explain that this resolution has nothing to do with the steps which have to be taken for the prevention of erosions in future. For long-term measures that have to be taken, I had given notice of a separate resolution. In this resolution, I am only concerned with the repairs to the public and private buildings, roads including highways, and in order to rehabilitate the flood stricken people who have been rendered homeless.

Sir, the havoc that has been caused by the mighty river Brahmaputra is beyond description and admits of no exaggeration.

**Mr. Chairman:** It is now time for the House to rise.

*The Lok Sabha then adjourned till Eleven of the Clock on Saturday, the 11th September, 1954.*