



Saturday
17th April, 1954

PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE

OFFICIAL REPORT

(Part I- Questions and Answers)

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**PARLIAMENT SECRETARIAT
NEW DELHI**

CONTENTS

Volume II—From 23rd March, 1954 to 27th April, 1954

Columns

Tuesday, 23rd March, 1954—		
Written Answers to Questions		1297—132
Wednesday, 24th March, 1954—		
Oral Answers to Questions		1329—65
Written Answers to Questions		1365—72
Thursday, 25th March, 1954—		
Oral Answers to Questions		1373—1410
Written Answers to Questions		1410
Friday, 26th March, 1954—		
Oral Answers to Questions		1411—50
Written Answers to Questions		1450—64
Monday, 29th March, 1954—		
Oral Answers to Questions		1465—99
Written Answers to Questions		1499—1508
Tuesday, 30th March, 1954—		
Oral Answers to Questions		1509—46
Written Answers to Questions		1546—60
Wednesday, 31st March, 1954—		
Oral Answers to Questions		1561—97
Written Answers to Questions		1597—1620
Thursday, 1st April, 1954—		
Oral Answers to Questions		1621—55
Written Answers to Questions		1655—58
Friday, 2nd April, 1954—		
Oral Answers to Questions		1659—95
Written Answers to Questions		1695—1704
Monday, 5th April, 1954—		
Oral Answers to Questions		1705—46
Written Answers to Questions		1746—56
Tuesday, 6th April, 1954—		
Oral Answers to Questions		1757—83
Written Answers to Questions		1784—90
Wednesday, 7th April, 1954—		
Oral Answers to Questions		1791—1828
Written Answers to Questions		1828—34
Thursday, 8th April, 1954—		
Oral Answers to Questions		1835—65
Written Answers to Questions		1865—74
Friday, 9th April, 1954—		
Oral Answers to Questions		1875—1907
Written Answers to Questions		1907—14
Monday, 12th April, 1954—		
Oral Answers to Questions		1915—45
Written Answers to Questions		1945—48

Wednesday, 14th April, 1954—	
Oral Answers to Questions .	1949—87
Written Answers to Questions	1987—96
Thursday, 15th April, 1954—	
Oral Answers to Questions	1997—2026
Correction to Answer in respect of a Supplementary Question to Starred Question No. 267 put on 23rd February, 1954 regarding propagation of Hindi	2026
Written Answers to Questions	2027—36
Saturday, 17th April, 1954—	
Oral Answers to Questions	2037—67
Written Answers to Questions	2068—72
Monday, 19th April, 1954—	
Oral Answers to Questions	2073—2108
Written Answers to Questions	2108—20
Tuesday, 20th April, 1954—	
Oral Answers to Questions	2121—51
Written Answers to Questions	2151—58
Wednesday, 21st April, 1954—	
Oral Answers to Questions	2159—92
Written Answers to Questions	2192—98
Thursday, 22nd April, 1954	
Oral Answers to Questions	2199—2232
Written Answers to Questions	2233—42
Friday, 23rd April, 1954—	
Oral Answers to Questions	2243—62
Written Answers to Questions	2262—68
Monday, 26th April, 1954—	
Oral Answers to Questions	2269—2308
Written Answers to Questions	2308—16
Tuesday, 27th April, 1954—	
Oral Answers to Questions	2317—48
Written Answers to Questions	2348—52

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THE
PARLIAMENTARY DEBATES
(Part I—Questions and Answers)
OFFICIAL REPORT

2037

2038

HOUSE OF THE PEOPLE*Saturday, 17th April, 1954**The House met at Two of the Clock**[MR. SPEAKER in the Chair]***ORAL ANSWERS TO QUESTIONS****SALE OF KHADDAR**

*1834. **Shri S. N. Das:** Will the Minister of Commerce and Industry be pleased to refer to the starred question No. 1450 asked on the 1st October, 1951, and state:

(a) whether any final decision has been taken by the Central Government and the various State Governments in regard to the model Sale of Khaddar Bill which was circulated by the Central Government after the passing of the Khaddar (Protection of Name) Act in December, 1950; and

(b) if so, the decision taken in this respect?

The Minister of Commerce (Shri Karmarkar): (a) and (b). The model Sale of Khaddar Bill has since been revised by the All India Khadi and Village Industries Board and the revised Bill has been circulated to all State Governments. In this connection I would invite the hon. Member's attention to my reply on the 25th March, 1954, to the starred question No. 1292 by Shri K. P. Sinha.

Shri S. N. Das: May I know, Sir, whether there is material difference in the provisions of the present draft Bill?

Shri Karmarkar: My hon. friend means the Act now in existence?

Shri S. N. Das: I want to know whether there is any material difference in the draft Bill that has been circulated now vis-a-vis the old Bill?

Shri Karmarkar: There is no material difference.

Shri S. N. Das: Have all the State Governments sent their views on this Bill, if not, which are the States which have not done so?

Shri Karmarkar: Not yet to my knowledge. I may inform my hon. friend that in accordance with our earlier model Bill four States have passed legislation, Bihar, Travancore-Cochin, Coorg and Madhya Bharat. All the States have been circularised and we are awaiting their reply.

Shri S. N. Das: Is the hon. Minister in a position to assure the House that this Bill will not meet the same fate as the last one?

Shri Karmarkar: The last Bill did not meet with any disastrous fate. Four States have passed legislation on the lines of our draft. Other States might also have adopted that draft. We hope this draft will be better than the previous one.

USE OF SOFT-COKE AND BRICK-BURNING COAL

*1835. **Shri K. P. Sinha:** Will the Minister of Production be pleased to state:

(a) whether it is a fact that the Indian Collieries Union, Katrasgarh has submitted a memorandum to the Planning Commission suggesting that a more extensive utilisation of soft coke and brick-burning coal

would help in solving the problem of unemployment;

(b) whether Government have examined this proposal; and

(c) if so, what steps Government propose to take in this regard?

The Parliamentary Secretary to the Minister of Production (Shri R. G. Dubey): (a) A memorandum pointing out the problems facing small collieries producing low grades of coal has been submitted to the Planning Commission. There is no direct suggestion as referred to in the question but it may in a general sense be inferred to have been made in the memorandum taken as a whole.

(b) and (c). The points raised in the memorandum are under consideration.

Shri K. P. Sinha: May I know the main suggestions of the Planning Commission which go to help in solving this problem?

Shri R. G. Dubey: The Planning Commission had referred this matter to the various State Governments in September 1953. Subsequently replies have been received. They have made enquiries regarding the difficulties of the State Governments, particularly with reference to brick-burning coal and soft-coke. Further the inter-departmental study group is seized of this matter.

Shri P. C. Bose: May I know whether there is a Soft Coke Cess Committee to popularise the sale and consumption of soft coke and whether it is functioning or not?

Shri R. G. Dubey: I believe it was functioning once upon a time. I am not sure whether it is functioning now.

Charkha

*1836. **Pandit D. N. Tiwary:** Will the Minister of Commerce and Industry be pleased to refer to the starred question No. 368 answered on 27th November, 1953 regarding exhibition of a charkha which produces

3,000 yards of yarn per hour and state:

(a) whether any aid has been given for the manufacture of the charkha; and

(b) whether there is any proposal to purchase the patent rights of the charkha and manufacture it on a large scale?

The Minister of Commerce (Shri Karmarkar): (a) and (b). The charkha in question is still in the process of being tested.

Pandit D. N. Tiwary: May I know whether this charkha is different from that which is exhibited in the Khadi Pradarshini which is going on now?

Shri Karmarkar: I think it is the same.

Pandit D. N. Tiwary: Is Government aware that this charkha produces only 500 yards per hour?

Shri Karmarkar: There are a number of charkhas exhibited in the Exhibition. The size of this charkha is: length 18", breadth 16", height 20"; spins 3,000 yards per spindle—750 yards on each of the four spindles. The cost of it is about Rs. 100.

Pandit D. N. Tiwary: Have Government any proposal to subsidise this sort of charkha so that it may be within the reach of the poorer classes of people?

Shri Karmarkar: My hon. friend knows that the Khadi and Village Industries Board is seized of this matter. At the moment this charkha is being tested by the All-India Spinners' Association. After that the question will go before the Board and it is only after the Board makes its recommendation, the matter will come before us. We shall, of course, consider the matter sympathetically.

Shri N. L. Joshi: Have Government laid down any criteria to decide the best charkha, and if so, what are they?

Shri Karmarkar: It is the ordinary criterion, namely, that everybody wants to achieve the best possible results with the least possible cost.

KONAR PROJECT

*1837. **Shri B. K. Das:** Will the Minister of Irrigation and Power be pleased to state:

(a) the final estimate of the Konar Project in the Damodar Valley;

(b) the total expenditure so far incurred; and

(c) what decision has been taken about the construction of the seven-mile tunnel and generation of power?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) The latest estimate of the Konar Project is Rs. 13.79 crores of which the estimate for Konar dam and appurtenant works is Rs. 9.94 crores.

(b) The total expenditure incurred upto the end of January, 1954 is Rs. 7,77,85,000/-.

(c) The construction of the underground power station has been postponed and so the construction of the tunnel has not been taken up.

Shri B. K. Das: May I know whether the sum of Rs. 4 crores odd is accounted for the construction of the tunnel and the underground power station?

Shri Hathi: The estimate for the tunnel and the power station is about Rs. 4 crores—the actual figure is Rs. 3.85 crores.

Shri B. K. Das: What was the original estimate made by Mr. Voorduin and what were the later estimates one by a French firm and another by Gruner Brothers?

Shri Hathi: The original estimate in 1945 was Rs. 2.45 crores. Subsequently, three power stations Nos. 1, 2 and 3 were designed to be a single high-head underground power station. The revised estimate in April 1953 was Rs. 10.62 crores, and now it is Rs. 13.79 crores.

Shri B. K. Das: I wanted to know what was the estimate made by the French firm, and how was it revised by Gruner Brothers, and also what was the reason for such a revision.

Shri Hathi: The estimate, so far as I remember, was about Rs. 7.9 crores made by the French firm. The various reasons which resulted in the higher costs are here. I can mention the various items, but as these cover 10 or 12 items, and as I do not wish to take up the time of the House, I shall supply a copy of these details to the hon. Member.

Shri H. N. Mukerjee: What steps have Government taken with reference to the Rau Committee's findings that inordinate claims have been allowed to the contractor to the extent of Rs. 119 lakhs by reason of changes in design unwarrantedly brought about by the French and Swiss firms?

Shri Hathi: As the House is aware, the Rau Committee's report is not yet laid on the Table of the House. The report has been sent to the Estimates Committee, according to the well-established precedents observed here, and after the Government receives it back from the Estimates Committee, further action will be taken.

Shri H. N. Mukerjee: Has Government's attention been drawn to the amount of publicity given to the findings of the Rau Enquiry Committee in the Press? I quote from the Statesman of the 13th of this month—What steps are Government taking in regard to that?

Shri Hathi: There have been some reports appearing in the Press, but so long as the Rau Committee's report is not published, the Government will not be in a position to say anything about it. As I said, at the moment the report has gone to the Estimates Committee.

Shri Meghnad Saha: May I ask when it was sent to.....

Mr. Speaker: It is premature to comment or ask for information as the report is with the Estimates Committee now.

Shri Radhelal Vyas: May I seek some information.....

Mr. Speaker: Order, order. I am going to the next question.

INDIAN CONSULATE AT KASHGAR

*1838. **Shri D. C. Sharma:** Will the Prime Minister be pleased to state:

(a) whether any negotiations have been going on between the Government of India and the Government of China with regard to the re-opening of Indian Consulate establishment at Kashgar; and

(b) if so, what is the result?

The Deputy Minister of External Affairs (Shri Anil K. Chanda): (a) No.

(b) Does not arise.

Shri D. C. Sharma: May I know what functions this Consulate was discharging when it was in existence?

Shri Anil K. Chanda: It was helping our traders in that area.

Shri D. C. Sharma: May I know how these functions are being discharged now?

Shri Anil K. Chanda: There are hardly any Indians left in that area and there are no Indian traders there.

Shri D. C. Sharma: May I know if some of the traders have represented to the Government that better facilities should be provided to them for having trade with Sinkiang?

Shri Anil K. Chanda: Sinkiang is a closed territory and no foreign missions are allowed there.

HAND-POUNDING OF RICE

*1839. **Shri S. C. Samanta:** Will the Minister of Commerce and Industry be pleased to state:

(a) how far Government have proceeded in their attempts to gradually eliminate huller type of rice mills;

(b) whether any improved method of hand-pounding has been finally approved by Government; and

(c) if so, the details thereof?

The Minister of Commerce (Shri Karmarkar): (a) to (c). A statement is laid on the Table of the House. [See Appendix VIII, annexure No. 28.]

Shri S. C. Samanta: From the statement, I find that Rs. 3 lakhs were allotted for 1953-54. May I know how much of this amount has been spent in the year and how much is going to be allotted for the year 1954-55 and also whether unspent amount, if any, in 1953-54 will be spent this year?

Shri Karmarkar: Out of Rs. 3 lakhs that we had sanctioned Rs. 50,000 has been spent by the Board during the year 1953-54 and an additional sum of Rs. 1.25 lakhs has also been placed at the disposal of the Board for meeting any expenditure in regard to this scheme during the year 1953-54. The Board have submitted proposals involving a sum of Rs. 38,26,920 for the year 1954-55 and the matter is under consideration.

Shri S. C. Samanta: What are the difficulties that have been pointed out by State Governments in converting the existing mills and what steps will Government take to overcome these difficulties?

Shri Karmarkar: There has been no protest by the States in respect of hand-pounding of rice. But earlier we had asked them—the Food and Agriculture Ministry had asked them—to eliminate the huller type of rice mills. Then they pointed out with regard to the elimination of the huller type mills that it is not possible to increase the number of rice mills immediately as they helped conversion of paddy into rice at quite a good speed and so on.

Shri S. C. Samanta: Is it not a fact that a training centre for hand-pounding was established during the last month, and if so, how many personnel have been trained?

Shri Karmarkar: I do not know what it is but if my hon. friend wants this information I shall get this after the question hour is over.

Shri Kelappan: May I know whether it is a fact that some State Governments are issuing licences even now to start new rice mills?

Shri Karmarkar: I should like to have that information; they have been advised not to issue any further licence.

उत्तर प्रदेश में हथकरघा उद्योग

*१८४०. श्री रघुनाथ सिंह :

क्या वाणिज्य तथा उद्योग मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या उत्तर प्रदेश राज्य सरकार ने कोई योजना भेजी थी जिस के अनुसार हथकरघा उद्योग के विकास के लिये १७ लाख रुपये का ऋण मांगा गया था ; और

(ख) यदि हां, तो वह योजना क्या थी ?

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

(b) The scheme related to the promotion of co-operative effort among the weavers.

Shri Raghunath Singh: May I know whether Banaras hand-loom is also included in this?

Shri Karmarkar: I should certainly think so; Banaras could not be excluded from any of these schemes.

Shri T. N. Singh: What was the fate of this scheme? Have Government agreed to assist in the fulfilment of this scheme?

Shri Karmarkar: The fate of the scheme is this: they have asked for the money; we have agreed to give them money. It is for them to work it out.

NATIONAL EXTENSION SERVICE IN MYSORE

*1841. **Shri N. Rachiah:** Will the Minister of Planning be pleased to state:

(a) the amount allotted for the execution of National Extension Service in Mysore State in 1953-54;

(b) the expenditure incurred during this year; and

(c) the areas where the work has been taken up?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) Rs. 3.5 lakhs representing Centre's Share of expenditure.

(b) Rs. 6,800/- upto end of February 1954. (including State's Share).

(c) A statement is placed on the Table of the House. [See Appendix VIII, annexure No. 29.]

Shri N. Rachiah: May I know what progress has been made in these blocks so far?

Shri Hathi: The progress so far made is with regard to the irrigation works. In several blocks in the State completion of training, sinking of drinking water wells, construction and extension of school buildings and community recreation centres are some of the works that have been taken up.

Shri N. Rachiah: May I know why the full amount has not been utilised so far?

Shri Hathi: The full amount has not been utilised because the blocks started working actually in the latter part of the year 1953 and the estimates and surveys were to be made and the programme had to be chalked out.

Shri N. Rachiah: May I know whether all the requirements—equipments etc.—have been supplied to carry out the surveys?

Shri Hathi: These are not very major works; these are all minor works.

Shri Muniswamy: May I know what is the target fixed for this State for the Plan period?

Shri Hathi: The actual target for any particular work is not fixed here from the Centre. Various activities have to be taken by the State Governments according to the local conditions.

FERRO-MANGANESE PLANT

*1842. **Shri Sanganna:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether any application has been received by Government for the setting up of a Ferro-Manganese Plant at Rayagada in Orissa; and

(b) if so, what was the result?

The Minister of Commerce (Shri Karmarkar): (a) and (b). Yes, Sir. An application for the grant of a licence under the Industries (Development and Regulation) Act, 1951, for the establishment of a Ferro-Manganese Plant at Rayagada was received in December 1953. The licence was granted in March, 1954.

Shri Sanganna: May I know the name of the firm or person to whom the licence was granted?

Shri Karmarkar: Messrs. Jaipur Mining Syndicate, Limited.

Shri Sanganna: May I know whether the Government of Orissa was consulted before granting the licence?

Shri Karmarkar: Normally we do have the opinion of the State Government, though I could not say here from my notes. But it is the normal practice.

Shri Sanganna: What is the opinion of that Government?

Shri Karmarkar: I think—I am only saying from inference and am very sorry that I have not got it in my papers—since it is a workable scheme, the Orissa Government must have supported it.

JUTE MILLS IN ASSAM

*1844. **Shri S. C. Deb:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the Government of Assam have approached the Central

Government for permission being given to the setting up of jute mills in the State; and

(b) if so, whether Government have accepted the proposals?

The Minister of Commerce (Shri Karmarkar): (a) and (b). Assam Government's request for permission to have a jute mill in their State has been received and the matter is under examination.

Shri Beli Ram Das: What will be the financial implication of this project, and what will be the capacity of the mills when installed?

Shri Karmarkar: The capacity asked for is 300 spindles. Regarding the financial implication I have no information at the moment.

Shri S. C. Deb: May I know how the Central Government is going to help in this behalf?

Shri Karmarkar: Actually, the scheme is by a private party. But the Government of Assam represented that for one reason or another there has not been any industrialisation in Assam, and, therefore, we should support the scheme. We are viewing the matter with sympathy.

Shri L. N. Mishra: May I know whether there is any proposal to have new jute mills, besides Assam, anywhere else?

Shri Karmarkar: Under this question the only point is about Assam, and we are thinking if it is possible to have some adjustment made as between Assam and Bengal—transferring some from Bengal to Assam—because it is not advisable to start any new industry in this.

DIESEL ENGINES

*1845. **Shrimati Maydeo:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether Government have any means of testing the Diesel engines, which are manufactured in the Country to see whether they are up to the required standards; and

(b) whether Government have placed any restriction on the sale-price of such engines?

The Minister of Commerce (Shri Karmarkar): (a) and (b). Government proceed in such matters only when complaints are received about the poor quality of diesel engines from the various consumers. As no such complaints have been received, the quality of indigenously manufactured diesel engines may be deemed acceptable to the consumers. In this context, the question of Government imposing restrictions on the sale price of such poor quality diesel engines does not arise.

Shrimati Maydeo: Upto what horse power is the import of diesel engines banned?

Shri Karmarkar: Upto 25 H.P.

Shrimati Maydeo: May I know whether the diesel engines manufactured in our country are found up to the mark?

Shri Karmarkar: Absolutely satisfactory.

Shrimati Maydeo: Is it a fact that the Indian diesel engines cost much more than those imported from foreign countries and still they go out of order very soon after they are brought into use causing much inconvenience to the farmers?

Shri Karmarkar: I regret I am not able to agree with the hon. Member.

Shri Syed Ahmed: That is my experience.

Shri Karmarkar: Experience differs from people to people,—those who use them well and ill. But normally, the engines are found to be satisfactory. Regarding prices I should like to have notice.

Shri Heda: How many manufacturers are there in the field, and are Government thinking of giving permission to any new incumbents in this field?

Shri Karmarkar: I should like to have notice regarding the number of manufacturers.

CENTRAL GOVERNMENT OFFICES IN DALHOUSIE SQUARE, CALCUTTA

*1847. **Shri Gidwani:** Will the Minister of Works, Housing and Supply be pleased to state:

(a) whether the attention of Government has been drawn to a P.T.I. report published on the 26th March, 1954 that a number of cracks have appeared on the building occupied by the Central Government Offices in Dalhousie Square, Calcutta following the earthquake shock on the 22nd March, 1954; and

(b) whether the building has been considered as unsafe?

The Minister of Works, Housing and Supply (Sardar Swaran Singh): (a) Yes; Sir.

(b) No, Sir.

Shri H. N. Mukerjee: The other day an answer was given to a question that no damage was done to any government building on account of the earthquake shock on that particular date. I want to know how that squares with the statement just made by the hon. Minister.

Sardar Swaran Singh: It is for the hon. Member to make the adjustments in his mind. At that time, I might not have got the information. There is no such thing as estoppel in these matters. I should like to check up the earlier information that was given; that must be the latest information received on that date and this is what I say now.

Shri S. C. Samanta: May I know whether it is a fact that the Post and Telegraphs office situated on 1, Council House Street, Calcutta—of which there is a mention—was transferred from that building to some other place?

Sardar Swaran Singh: I have no information on that.

CALCIUM CARBIDE

*1848. **Dr. Rama Rao:** (a) Will the Minister of Commerce and Industry be pleased to state the annual requirements of India in regard to calcium carbide?

(b) How much of it is manufactured in India?

(c) From which countries is it chiefly imported?

(d) Is it a fact that the price of calcium carbide has gone up by nearly 60 per cent. after Government withdrew this item from the Open General Licence?

The Minister of Commerce (Shri Karmarkar): (a) Approximately 8,000 tons per annum.

(b) The production in 1952 was 71 tons. In 1953, production was suspended due to difficulties of electric power and lack of limestone and coke.

(c) From Sweden, Norway, Canada, Netherlands, France and Italy.

(d) Our reports indicate that there is no such appreciable increase in the price.

Dr. Rama Rao: May I know what steps Government have taken to see that our country's needs are met by manufacturers in India?

Shri Karmarkar: The difficulties are inherent, and if any proposals come up in regard to that, we shall certainly do all that is possible to help.

Dr. Rama Rao: Though the hon. Minister has said that the prices have not gone up, there have been reports in the Press and from the market that the prices have risen up very heavily. May I know what steps the Government are going to take to see that the prices do not go up abnormally?

Shri Karmarkar: The immediate step the Government propose to take will be to find out a correct answer to this question and so far as our reports indicate, there is no appreciable increase.

STANDARDIZED PROCEDURE FOR PROJECTS

*1849. **Shri Bhagwat Jha Azad:** Will the Minister of Irrigation and Power be pleased to state:

(a) whether the Machinery and Equipment Committee set up in October 1953 to lay down a standardized procedure for all projects and to

collect data in regard to operational maintenance has submitted its report to Government; and

(b) if so, what are the chief recommendations?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) Yes, Sir.

(b) A statement which gives the main recommendations of the Committee is placed on the Table of the House. [See Appendix VIII, annexure No. 30.]

Shri Bhagwat Jha Azad: May I know if any central organisation to co-ordinate the demand for, and release of, equipment has already been set up as recommended by this Committee?

Shri Hathi: It has not yet been set up, but the question is under consideration.

Shri Bhagwat Jha Azad: May I know what type of organisation is required for mechanised project as suggested in this report?

Shri Hathi: I may state that the report which has been submitted by the committee is being examined by the C.W.P.C. and after that comes to the Government, further action will be taken.

Shri L. N. Mishra: May I know whether this question of standardisation of economic use of machinery came up for discussion at the River Valley Projects Seminar held at Nangal in January last, and if so, with what result?

Shri Hathi: In fact, this Committee submitted its preliminary report before the Seminar, and it was in the light of that preliminary report that further discussions were carried on. The final report of the Committee was submitted after the Seminar and that is being examined.

Shri L. N. Mishra: May I know whether any special effort has been made to manufacture machineries and equipment needed for the various river valley projects within the country, and if so, the nature of such attempts and

the machineries that are to be manufactured?

Shri Hath: This is one of the terms of reference of the Committee and the Committee was asked to find out what other machineries could be manufactured or utilised. This also will be under consideration.

Shri T. N. Singh: May I know whether the Government propose to introduce in the near future some method by which the autonomy of the various project authorities in the matter of purchases are controlled and regulated?

Shri Hath: That really does not fall within the purview of this question, but I may say that it is being separately considered.

WORLD BANK LOAN FOR D.V.C.

*1850. **Shri K. C. Sodhia:** (a) Will the Minister of Irrigation and Power be pleased to state the total amount of World Bank loan secured up-to-date for the D. V. C.?

(b) What are the terms of this loan regarding interest and repayment?

(c) How much of this loan has already been spent?

(d) What amount has been spent on this project up-to-date and what is the share of each participating Government?

The Deputy Minister of Irrigation and Power (Shri-Hath): (a) Two loans totalling 29 million dollars have been obtained for the D.V.C.

(b) Copies of the 1st and 2nd loan agreements with the World Bank were laid on the Table of the House, in reply to part (b) of starred question No. 470 by Shri B. K. Das on August, 10, 1950, and in reply to part (b) of starred question No. 975 by Shrimati Renu Chakravarty on 25th March, 1953.

(c) The total amount withdrawn upto 25th March, 1954 from the 1st loan is \$14,603,157.92. No amount has been withdrawn from the second loan as yet.

(d) Rs. 59,19,65,165. The share of each participating Govt. is as below:

Centre... ..16,50,95,165.

West Bengal... ..29,93,64,000.

Bihar... ..12,75,06,000.

Shri K. C. Sodhia: From the statement, it appears that the rate of interest agreed upon is $4\frac{1}{2}$ per cent. per annum. May I know why this high rate of interest has been agreed upon?

Shri Hath: The rate of interest was based on the market rate prevailing at that particular time.

Shri K. C. Sodhia: At what rate did Government take loans in this country?

Mr. Speaker: Perhaps it is a question for the Finance Minister to answer.

Shri K. C. Sodhia: How many times did the representative of the World Bank visit the Damodar valley?

Shri Hath: I cannot give the exact number of times that he visited. He visited before the negotiation for the loan was started, and also subsequently.

श्री रघुनाथ सिंह: इंटरेस्ट की रेट क्या है ?

Shri K. C. Sodhia: What is this half a per cent. which has to be added.....

Mr. Speaker: Order, order Shri H. N. Mukerjee.

Shri H. N. Mukerjee: Is it a fact that one of the loans given by the World Bank made it a condition precedent that the Bokaro Thermal Plant should be constructed earlier than the original order of priority warranted it?

Shri Hath: In fact, the first loan was under negotiation, when it was found practical that the Bokaro Thermal Plant should start earlier, and therefore it was done.

Shri L. N. Mishra: May I know whether any fresh loan is expected from the World Bank for any other river valley project?

Shri Hath: So far as I know, certain negotiations are being carried on for the Koyna Project.

HANDLOOM CLOTH MARKETING EMPORIA

*1851. **Shri S. N. Das:** Will the Minister of Commerce and Industry be pleased to state:

(a) the names of places where Central Handloom Cloth Marketing Emporia have been opened or are proposed to be opened;

(b) what is the basis on which location of these has been decided; and

(c) whether there is any proposal to start any more emporia of this nature during this year?

The Minister of Commerce (Shri Karmarkar): (a) Emporia will be opened at Singapore, Colombo, Bangkok, Rangoon, Chittagong, Karachi and Aden.

(b) These are considered to be appropriate centres for our handloom cloth markets.

(c) There is no such proposal at present.

Shri S. N. Das: May I know the total investment on these emporia?

Shri Karmarkar: The total estimated cost of the scheme is Rs. 3.5 lakhs Government will contribute Rs. 2.87 lakhs, while the rest will be contributed by the Madras Handloom Weavers' Co-operative Society, which is collaborating with us.

Shri S. N. Das: What will be the form of management of these emporia?

Shri Karmarkar: We have proposed to appoint four Handloom Cloth Marketing Officers at Singapore, Rangoon, Colombo and Baghdad respectively, to act as liaison between Indian exporters and the overseas importers of handloom cloth, and also to open sales emporia at the places I have mentioned.

Shri Bhagwat Jha Azad: What is the assessment of Government, regarding the contribution made by these emporia in pushing up the sale of handloom cloth?

Shri Karmarkar: Assessment of the contribution of the emporia? Their

whole function will be to push up the sale of handloom cloth.

Shri M. D. Ramasami: May I know whether mobile emporia are proposed to be used for advertisement purposes?

Shri Karmarkar: These are stationary emporia.

TOILET SOAP

*1852. **Pandit D. N. Tiwary:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether any restriction has been imposed on import of toilet soap;

(b) the import figures of toilet soap for 1952-53, and 1953-54; and

(c) the quantity manufactured in the country?

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

(b) A statement is laid on the Table of the House. [See Appendix VIII, annexure No. 31.]

(c) About 14,000 tons.

Pandit D. N. Tiwary: May I know what is the consumption in the country, and whether the whole of it is being met from indigenous production?

Shri Karmarkar: The consumption has varied, but our normal requirements are produced—about 14,000 to 15,000 tons. During 1951, we produced 15,000 tons, in 1952 we produced 13,800 tons and in 1953 (January to November) 11,900 tons. That is the position.

Pandit D. N. Tiwary: How many foreign manufacturers of toilet soaps are working in India and what quantity do they produce?

Shri Karmarkar: I should like to have notice—there is at least one of them.

Shri Meghnad Saha: What is the installed capacity of toilet soap manufacture in the country?

Shri Karmarkar: I have not got the figure. But the installed capacity is

something more than what is produced in the country.

Shri Sadhan Gupta: May I know what is the nature of the import restrictions that have been placed?

Shri Karmarkar: We have completely banned the import of toilet soaps, except that for the manufacture of certain types, for instance, what is known as 'dental soaps' (used in the manufacture of tooth-paste) and copper mercury soap (for the manufacture of anti-fouling ship bottom paints).

Shri Bhagwat Jha Azad: May I know if these restrictions work against the toilet beauty of the country, and has any resistance been shown by the class which will be affected by it?

Shri Karmarkar: I think my young friend is a better judge of that.

INDIAN TEA DELEGATION

*1853. **Shri D. C. Sharma:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether it is a fact that an Indian delegation visited the U.S. and Canadian markets on behalf of the Indian Tea Industry; and

(b) if so, what has been the result of their tour?

The Minister of Commerce (Shri Karmarkar): (a) and (b). A delegation was sent to represent the Government of India at the meeting of the Tea Council of the U.S.A. held in New York in October, 1953, to attend the 8th Annual convention of the Tea Association of the U.S.A. to widen contacts with American importers and packers of tea and to contact tea interests in Canada. The delegation carried out the work assigned to it.

Shri D. C. Sharma: May I know who the members of this delegation were and whether any tea merchant was also present?

Shri Karmarkar: I shall give the names. The delegation consisted of:

1. **Shri A. S. Lall,** Consul-General for India in New York... Leader;

2. **Shri C. M. Kothari,** Member Central Tea Board...Member;

3. **Shri S. H. Davies,** Chairman, Indian Tea Association, and Member, Central Tea Board,... Member;

4. **Shri S. Krishnamurthy** of the Indian Embassy in Washington (for the second half of the tour).....Member.

Shri D. C. Sharma: May I know if any efforts are going to be made to have an organisation for the promotion of tea sales there on a permanent or semi-permanent basis?

Shri Karmarkar: I think we have had occasion to tell this House from this side that there has been an agreement with U.S. interests there to have an organisation of that kind, and we are contributing towards the expenses of that organisation. Regarding Canada, I think the matter is being negotiated.

Shri D. C. Sharma: What efforts are going to be made to make the Americans take to tea drinking much more than they do?

Mr. Speaker: Order, order.

Shri Syed Ahmed: We are drinking.

Shri K. P. Tripathi: May I know whether it is proposed to have a separate Tea Market Expansion Board for Canada or the Board dealing with marketing in U.S.A. will be expanded to cover it?

Shri Karmarkar: The present idea is to have a separate organisation.

FLOOD PREVENTION IN ASSAM

*1854. **Shri S. C. Deb:** Will the Minister of Irrigation and Power be pleased to state:

(a) whether the Iengar Committee recommended the collection of hydrological, contour and other data of the rivers in Assam which overflow and devastate large areas after the great earthquake of 1950; and

(b) if so, what action has been taken thereon?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) Yes Sir.

(b) The Government of India have created a River Investigation Division, which is functioning since 1st March, 1953, and is collecting hydrological data of 17 rivers in Assam at 26 sites situated in different parts of Assam, including the North-East Frontier Agency.

Shri S. C. Deb: What are the names of the rivers to be investigated, and whether it will be finished in the first Five Year Plan period?

Shri Hathi: All the 17 rivers—Brahmaputra, Subansiri, Bhorali, Puthimari, Nona, Boralia, Pagladiya, Buradiya, Tihu, Kalaidiya, Pahumura, Buri Dihing, Kopili, Barpani, Kiling, Barak and Katakhal. It will take about three years to collect the data.

Shri Bimlaprosad Chaliha: Will the Government consider opening of a second River Investigation Division?

Shri Hathi: In fact, the Assam Government has requested that a second Division should be opened for further investigation of other rivers. That is under consideration.

Shrimati Kamalendu Mati Shah: Are data going to be collected in regard to rivers in U.P. also to find out about the floods?

Shri Hathi: For the present, this is only for Assam.

Shri K. P. Tripathi: May I know whether it is a fact that the river Bhorali has not yet been included in the hydrological investigation unit's programme up till now?

Shri Hathi: I have read out the 17 names of the rivers in Assam that are being investigated, if any particular river is not there, of course, I cannot say.

Shri Altekar: May I know to what extent the earthquake of 1950 has affected the area in Assam in so far as the overflow of the rivers is concerned?

Shri Hathi: I have no information at present.

Shri Bell Ram Das rose—

Mr. Speaker: I am going to the next question.

WASHING AND CAUSTIC SODA FACTORY

***1855. Shri Sanganna:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether Government are aware that there are ample resources for setting up a washing and caustic soda factory of considerable size at Ghatrapur in Orissa; and

(b) if so, whether the Government of Orissa have been asked to send a report on the resources in regard to their quantitative and qualitative aspects?

The Minister of Commerce (Shri Karmarkar): (a) Yes, Sir. Government are aware that in some coastal places in Orissa there is production of common salt which is an important raw material for the manufacture of caustic soda and soda ash.

(b) A questionnaire for furnishing the information in respect of suitable sites for locating soda ash/caustic soda industries in the country has been addressed to all State Governments including that of Orissa.

Shri Muniswamy: May I know whether it is a fact that indigenous caustic soda is being manufactured in paper mills, and if so, whether it is available for public use?

Shri Karmarkar: I have no information about that. Some of them are producing caustic soda, but I do not think that it is available for general consumption. I speak subject to correction.

Shri Sanganna: May I know what steps have been taken by Government to make use of these minerals?

Shri Karmarkar: The Dhragandhra Chemicals and the Tata Chemicals are improving their production capacity to about 90,000 tons. There have been

other concerns which have been given licences for production of additional quantity of 10,000 tons of caustic soda. With a view to find out the further possibilities, as I said, we have circularized all the State Governments to give us the information.

Shri Sanganna: May I know whether any factories will be established at places where these chemicals and minerals are available?

Shri Karmarkar: It is not only the question of minerals, but other factors also. All factors will be taken into consideration.

Dr. Lanka Sundaram: May I know whether Government is aware of the project of the Andhra Government to establish a caustic soda factory in the Visakhapatnam area, and if so, in what manner do Government propose to assist in that project?

Shri Karmarkar: I am not aware of the recommendations of the Andhra Government, but I shall find out.

Shri N. L. Joshi: May I know the value of the caustic soda imported from abroad?

Shri Karmarkar: From April to December, 1953, the value of caustic soda imported is Rs. 1,97,09,000, and of soda ash imported for the same period is Rs. 79,56,000.

COAL

*1857. **Shri K. P. Sinha:** Will the Minister of Production be pleased to state:

(a) the total quantity of coal produced in the country in 1953; and

(b) how this figure compares with those of 1951 and 1952?

The Parliamentary Secretary to the Minister of Production (Shri B. G. Dubey): (a) and (b). 1951—34,307,563 Tons; 1952—36,222,531 Tons; 1953—35,846,898 Tons.

Shri K. P. Sinha: Is it a fact that production of coal is suffering for want of transport facilities, and if so, what steps are proposed to be taken by the Government in this regard?

Shri B. G. Dubey: It is a fact. One of the difficulties is the non-availability of adequate transport facilities and the Planning Commission, as I said on a previous occasion, is seized of the problem already.

Shri K. P. Sinha: Are we losing foreign markets?

The Minister of Production (Shri K. C. Reddy): We are not losing the foreign markets because of the reduction in production and the overall shortage of wagons. Foreign exports have shrunk because of entirely different causes.

Shri K. P. Sinha: What are the reasons?

Shri K. C. Reddy: That question was answered on a previous occasion. Owing to adventitious circumstances, we had very favourable markets in the years 1951 and 1952—owing to the Korean war and other reasons. Those causes have disappeared now, and we now depend only on our normal markets. That is why there has been a shortfall in the export of coal during the year, 1953.

CENTRAL WATER & POWER RESEARCH STATION, POONA

*1858. **Shri Bhagwat Jha Azad:** Will the Minister of Irrigation and Power be pleased to state how many experiments in models and structures in connection with various schemes have been conducted by the Central Water and power Research Station, Poona?

The Deputy Minister of Irrigation and Power (Shri Hathi): More than 4,000 experiments in connection with over 250 problems bearing on various Schemes have been conducted by the Central Water and Power Research Station, Poona.

Shri Bhagwat Jha Azad: May I know how far the experiments in models and structures have been applied and how far they have been successful in implementation?

Shri Hathi: In most cases the experiments have proved successful and they have been followed.

Shri Bhagwat Jha Azad: May I know what amount has been spent up till now on these experiments in models and structures?

Shri Hathi: I require notice.

Shri Bhagwat Jha Azad: May I know if there are any other stations where such experiments are being carried out, and if so, with what results?

Shri Hathi: Not under the Government of India.

Shri S. N. Das: May I know whether there is any proposal of the Government with regard to the expansion of this station and, if so, what is the amount that will be required for implementing that proposal?

Shri Hathi: There is a proposal to expand the station—the physical laboratory—but I am not in a position to state the amount actually required.

Shri B. K. Das: May I know how many experiments are under examination in this station?

Shri Hathi: I cannot say actually how many are under examination. But, I can say that last year 58 experiments were performed.

EXPORT COMMITTEES

*1859. **Shri D. C. Sharma:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether Government propose to set up Export Committees for various commodities of export;

(b) if so, the commodities that have been selected for the present; and

(c) in what way these committees will be helpful?

The Minister of Commerce (Shri Karmarkar): (a) Yes, Sir. The Government propose to encourage the establishment and growth of special export promotion committees or organisations for important commodities.

(b) Cotton Textiles, Artificial Silk Goods, Engineering goods, Tobacco, Handicrafts and Coir goods.

(c) The export promotion organisations are expected to organise propa-

ganda, conduct market research, promote standardisation, take steps to control and improve quality, etc.

Shri D. C. Sharma: May I know on what basis the commodities have been selected?

Shri Karmarkar: On the basis of relative importance.

Shri D. C. Sharma: May I know if it is under the contemplation of the Government to select some other commodities also for similar treatment?

Shri Karmarkar: Yes, as we advance in work. Actually, at the moment, the Export Promotion Council for Cotton Textiles has been set up and few others are being set up. As the work progresses, certainly, we shall extend to others.

Shri D. C. Sharma: May I know how the Government proposes to do research so far as marketing of these commodities goes?

Shri Karmarkar: Of course, our usual diplomatic and commercial channels are there. But these Export Promotion Councils are expected to concentrate, among other things, on this aspect also.

Shri Bhagwat Jha Azad: May I know up till now how many Export Committees have been set up and whether consumers interests have been represented on such Committees?

Shri Karmarkar: My hon. friend will appreciate that we have to promote exports and it is certainly for Government to see to it that nothing is exported prejudicially to consumers' interests.

INDIANS IN CEYLON

*1860. **Shri S. N. Das:** Will the Prime Minister be pleased to state whether it is a fact that a general boycott of Indian shops and trade is being advocated by some people in Ceylon?

The Deputy Minister of External Affairs (Shri Anil K. Chanda): Suggestions to this effect have been made by some persons in Ceylon but there is no organised boycott of Indian shops or trade.

Shri S. N. Das: May I know whether the persons that support this boycott belong to any particular political party or organisation?

Shri Anil K. Chanda: The extreme nationalist party, known as the Shri Lanka Freedom Party.

Shri S. N. Das: May I know whether any steps have been taken by the Ceylon Government to prevent such propaganda with a view to prevent discriminatory treatment there?

Shri Anil K. Chanda: I do not think that by making such a demand they contravene the law. I do not know whether the Ceylon Government have taken any steps against these speeches.

Shri Krishnacharya Joshi: May I know what is the total number of Indian shops in Ceylon?

Shri Anil K. Chanda: I am afraid I cannot give the number.

Shri Raghuramaiah: May I know whether this Government has brought it to the notice of the Ceylon Government that this kind of propaganda is very harmful and injurious to Indo-Ceylon relations?

Shri Anil K. Chanda: I think if the Government has to pay attention to all these speeches by political leaders, then it will be a super-human burden to the Government.

N.E.F.A.

*1735. **Shri Katham:** Will the Prime Minister be pleased to state:

(a) how many Community Projects Development Blocks and National Extension Service Blocks have so far been allotted to the North-East Frontier Agency; and

(b) the progress so far made in each?

The Parliamentary Secretary to the Prime Minister (Shri J. N. Hazarika): (a) One Community Development Block and one National Extension Service Block have been allotted to the North East Frontier Agency.

(b) A statement is laid on the Table of the House (See Appendix VIII, annexure No. 32.)

Shri Katham: May I know the total estimated cost for this and how much of it has been spent so far?

Shri J. N. Hazarika: For the development block a sum of Rs. 31.67 lakhs and for the national extension service block a sum of Rs. 7.50 lakhs. Out of these sums, a sum of Rs. 352,173 have been spent so far.

Shri Katham: May I know how far the tribal people are giving co-operation?

Shri J. N. Hazarika: They are giving full co-operation in spite of the age-long superstition and prejudices against various things. To the extent we can estimate up to this time, Rs. 1,82,800 in the shape of labour in making roads, excavating channels and reclaiming waste lands have been contributed by them.

COMPENSATION TO NAGAS OF NOKHU VILLAGE

*1737. **Shri Rishang Keishing:** will the Prime Minister be pleased to refer to the answer to starred question No. 1535 asked on the 22nd April, 1953 and state:

(a) whether the Government of Burma have finally worked out the details for payment of compensation to the relatives of the persons killed in the raid on Nokhu Village; and

(b) if so, whether the detailed information will be placed on the Table of the House?

The Deputy Minister of External Affairs (Shri Anil K. Chasda): (a) and (b). It was agreed that Ponyo village, Burma should pay a compensation of Rs. 15,000 in kind to Nokhu. Of this a sum of Rs. 8,997 has been realised and action is being taken to realise the balance.

Shri Rishang Keishing: May I know if the amount was paid by the Burma Government as compensation?

Shri Anil K. Chanda: We received this through the Burma Government, but I have a feeling that it is actually realised from the villagers of the Ponyo village.

Shri Rishang Keishing: May I know the time lag since the occurrence of this incident and the reason why payment of compensation has been delayed?

Shri Anil K. Chanda: This incident happened, if I remember correctly, in 1951. Negotiations at the governmental level took some time. From last year the payments are being made, and, as the hon. Member must have noticed, out of the stipulated Rs. 15,000, Rs. 9,000 have already been paid and we are expecting the balance to be paid within the next few months.

Shri N. Sreekantan Nair: May I know how many persons lost their lives in this attack and what is the per capita compensation?

Shri Anil K. Chanda: I have not got all the information with me, but I think in all 93 heads were taken. It is not a question of costing of human lives; it is a question of the total loss to the village.

Shri Vallatharas: In view of the fact that several murders have taken place, have Government taken any steps under the Penal Code? Have they also applied for extradition of these persons from Burma?

Shri Anil K. Chanda: Yes, we have requested the Burma Government for extradition of six of the ring-leaders of this attack.

Shri Vallatharas: Has this Government secured any of those persons so far, and have any legal proceedings been started?

Shri Anil K. Chanda: These persons have not yet been surrendered.

WRITTEN ANSWERS TO QUESTIONS.

CENTRAL TEA BOARD OFFICE

***1843. Shri Ramananda Das:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the Central Tea Board is proposing to build an office in Central Calcutta;

(b) if so, the area of the proposed land and its value per Katta;

(c) whether the Board has been requested by the West Bengal Government to shift their office to Kalyani; and

(d) if so, what is the decision in the matter?

The Minister of Commerce (Shri Karmachar): (a) Yes, Sir.

(b) A site measuring about 11 Kattas 1 ch. 38 sq. ft. has been selected at Rs. 50,000 per Katta, as valued by the Land Acquisition Collector, West Bengal.

(c) and (d). The Government of West Bengal suggested that the office of the Board might be located at Kalyani and that the office building and staff quarters might be built there. It is considered that it will not be practicable to have the office of the Board at Kalyani.

CEMENT

***1846. Shri H. G. Vaishnav:** Will the Minister of Commerce and Industry be pleased to state:

(a) how much cement was despatched during 1953 from the Hyderabad State; and

(b) what quantity of cement was received in that State from other States in the same year?

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

(a) Yes, Sir.

(a) 138,613 tons.

DISPLACED PERSONS IN HYDERABAD

*1856. **Shri H. G. Vaishnav:** Will the Minister of Rehabilitation be pleased to state:

(a) the number of displaced persons rehabilitated in Hyderabad State till the end of 1953; and

(b) the amount spent by Government for the purpose?

The Minister of Rehabilitation (Shri A. P. Jain): (a) The number of displaced persons rehabilitated in Hyderabad State with Government assistance is Nil. However, a few hundred families who had come to the State and were mostly businessmen are reported to have settled themselves with their own resources.

(b) Does not arise.

FILM "SAMRAT"

393. **Dr. N. B. Khare:** Will the Minister of Information and Broadcasting be pleased to state:

(a) whether it is a fact that in the film "Samrat" a scene of breaking the image of Shri Krishna has been shown wherein the chief actor breaks the idol of Shri Krishna;

(b) whether Government have received any protests regarding this scene; and

(c) whether Government propose to censor this portion of the film?

The Minister of Information and Broadcasting (Dr. Keskar): (a) to (c). Government received one letter of protest and have also seen a report of a protest meeting regarding a scene in the film "Samrat". The record of proceedings relating to the grant of a certificate to the film was called for and Government have had that portion of the film viewed also. It was found that, though one of the characters in the film had expressed the intention of breaking the idol, the idol in fact breaks accidentally and by a fall of one of the characters. The later development of the film does not show any disrespect to the idol but the contrary. No action therefore appears called for.

CASHEW-NUT INDUSTRY

394. **Shri A. K. Gopalan:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether Government have received any memorandum from the representatives of the cashew industry; and

(b) what action, if any, has been taken on the memorandum?

The Minister of Commerce and Industry (Shri T. T. Krishnamachari): (a) Yes, Sir.

(b) The relief sought for is mainly in respect of—

- (i) increase in acreage of cashew cultivation;
- (ii) financial assistance;
- (iii) exemption from payment of sales tax;
- (iv) exploration of new markets;
- (v) removal of nuts from O.G.L. for imports;
- (vi) exemption from application of the Minimum Wages Act,

Most of the suggestions mainly concern the State Government. The Government of India have taken steps to explore new markets. Cashewnuts have been included in the schedules to the Trade Agreements concluded with Germany, Poland and Czechoslovakia. The suggestion for removing cashewnuts from the O.G.L. is being studied in consultation with the State Government of Travancore-Cochin.

Ad-hoc IMPORT LICENCES

395. **Shri A. K. Gopalan:** Will the Minister of Commerce and Industry be pleased to lay on the Table of the House a statement showing the number of firms which have been given import licences on an *ad hoc* basis, for the import of (i) sodium sulphide (ii) soda ash and (iii) Blane fixe from Western Germany and the quantity or value for which the import licences were given during the period October to December, 1953?

The Minister of Commerce and Industry (Shri T. T. Krishnamachari): A statement is attached. [See Appendix VIII, annexure 33.]

DEVELOPMENT COMMITTEE FOR HANDICRAFTS

396. Shri S. N. Das: Will the Minister of Commerce and Industry be pleased to state:

(a) whether the proposed Development Committee has been constituted and funds placed at its disposal by Government to enable the All-India Handicrafts Board to execute important development projects directly; and

(b) if so, the constitution and precise function of the Committee and the amount placed at its disposal so far?

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

(a) and (b). The work connected with development projects has been entrusted directly to the Executive Committee of the All India Handicrafts Board. A Personal Ledger Account has been opened in the name of the Secretary, All India Handicrafts Board for incurring expenditure on schemes approved by Government for the development of Handicrafts. The Personal Ledger Account has been credited with Rs. 20,000 to start with and is to be recouped at the beginning of each month.

ENCOURAGEMENT OF HANDICRAFT PRODUCTS

397. Shri Telkikar: Will the Minister of Commerce and Industry be pleased to refer to the answer to the starred question No. 50 asked on the 3rd August, 1953 and state the names of the States that have actually got the Government Houses and State buildings fitted with the products of Handicrafts according to the recommendation made by the All-India Handicrafts Board?

The Minister of Commerce and Industry (Shri T. T. Krishnamachari): It is understood that in all States, handicraft and cottage industries products are being purchased for use in Government Houses and other State buildings.

A.I.R.

398. Shri Elayaperumal: Will the Minister of Information and Broadcasting be pleased to state how many Scheduled Caste persons are employed at present in Delhi, Madras and Trichinopoly A.I.R. stations?

The Minister of Information and Broadcasting (Dr. Keskar): Delhi Station of All India Radio 14, Madras Station of All India Radio 23, Tiruchi Station of All India Radio 6.

LOW COST HOUSING EXHIBITION

399. Shri B. K. Patel: Will the Minister of Works, Housing and Supply be pleased to state:

(a) the total expenditure on Low Cost Housing Exhibition incurred by the Central Government;

(b) the total income accrued out of sale of entry tickets and fees from various stalls and other sources; and

(c) the total number of visitors to the Exhibition?

The Minister of Works, Housing and Supply (Sardar Swaran Singh): (a) The Exhibition was closed only on the 31st March, 1954 and the accounts have not yet been finalised. The expenditure, it is estimated, will be about Rs. 8.7 lakhs.

(b) Rs. 3.5 lakhs.

(c) Approximately 4 lakhs.

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PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE

OFFICIAL REPORT

(Vol. IV contains Nos. 46—60)

(Part II—Proceedings other than Questions and Answers)

CONTENTS

Papers laid on the Table—

Reports and Selected Documents of the Neutral Nations Repatriation Commission, Korea [Col. 4919]

Calling Attention to Matter of Urgent Public Importance—

Collective Defence Arrangements for South East Asia and the Western Pacific [Cols. 4919—4922]

Business of the House [Cols. 4923—4925]

Demands for Grants [Cols. 4926—4985]—

Demand No. 26—Ministry of Finance [Cols. 4926—4976]

Demand No. 27—Customs [Cols. 4926—4976]

Demand No. 28—Union Excise Duties [Cols. 4926—4976]

Demand No. 29—Taxes on Income including Corporation Tax and Estate Duty [Cols. 4926—4976]

Demand No. 30—Opium [Cols. 4926—4976]

Demand No. 31—Stamps [Cols. 4926—4977]

Demand No. 32—Payments to other Governments, Departments, etc. on account of the Administration of Agency Subjects and Management of Treasuries [Cols. 4926—4977]

[P.T.O.]

PARLIAMENT SECRETARIAT
NEW DELHI

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

- Demand No. 33—Audit [Cols. 4926—4977]
- Demand No. 34—Currency [Cols. 4926—4977]
- Demand No. 35—Mint [Cols. 4926—4977]
- Demand No. 36—Territorial and Political Pensions [Cols. 4926—4978]
- Demand No. 37—Superannuation Allowances and Pensions [Cols. 4926—4978]
- Demand No. 38—Miscellaneous Departments and Expenditure under the Ministry of Finance [Cols. 4926—4978]
- Demand No. 39—Grants-in-aid to States [Cols. 4926—4978]
- Demand No. 40—Miscellaneous adjustments between the Union and State Governments [Cols. 4926—4979]
- Demand No. 41—Extraordinary Payments [Cols. 4926—4979]
- Demand No. 42—Pre-partition Payments [Cols. 4926—4979]
- Demand No. 115—Capital Outlay on the India Security Press [Cols. 4926—4979]
- Demand No. 116—Capital Outlay on Currency [Cols. 4926—4979]
- Demand No. 117—Capital Outlay on Mints [Cols. 4926—4980]
- Demand No. 118—Commuted Value of Pensions [Cols. 4926—4980]
- Demand No. 119—Payments to Retrenched Personnel [Cols. 4926—4980]
- Demand No. 120—Other Capital Outlay of the Ministry of Finance [Cols. 4926—4980]
- Demand No. 121—Loans and Advances by the Central Government [Cols. 4926—4981]
- Demand No. 70—Ministry of Law [Col. 4982]
- Demand No. 71—Administration of Justice [Col. 4983]
- Demand No. 72—Ministry of Natural Resources and Scientific Research [Col. 4983]
- Demand No. 73—Survey of India [Col. 4983]
- Demand No. 74—Botanical Survey [Col. 4983]
- Demand No. 75—Zoological Survey [Col. 4983]
- Demand No. 76—Geological Survey [Col. 4984]
- Demand No. 77—Mines [Col. 4984]
- Demand No. 78—Scientific Research [Col. 4984]
- Demand No. 79—Miscellaneous Departments and Expenditure under the Ministry of Natural Resources and Scientific Research [Col. 4984]
- Demand No. 80—Department of Parliamentary Affairs [Cols. 4984—4985]
- Demand No. 107—Parliament [Col. 4985]
- Demand No. 108—Miscellaneous Expenditure under the Parliament Secretariat [Col. 4985]
- Demand No. 109—Secretariat of the Vice-President [Col. 4985]
- Demand No. 131—Other Capital Outlay of the Ministry of Natural Resources and Scientific Research [Col. 4985]
- Appropriation (No. 2) Bill—Introduced and passed [Cols. 4986—4987]
- Committee on Private Members' Bills and Resolutions—
Sixth Report—Adopted [Cols. 4987—4988]
- Resolution *re*: Working of Administrative Machinery and Methods at the Centre—Discussion—Not concluded [Cols. 4988—5050]

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

4919

HOUSE OF THE PEOPLE

Saturday, 17th April, 1954

The House met at Two of the Clock

[MR. SPEAKER in the Chair]

QUESTIONS AND ANSWERS

(See Part I)

2-48 P.M.

PAPERS LAID ON THE TABLE

REPORTS AND SELECTED DOCUMENTS OF
THE NEUTRAL NATIONS REPATRIATION
COMMISSION, KOREA.

The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha): Sir, I beg to lay on the Table a copy of the Reports and Selected Documents of the Neutral Nations Repatriation Commission, Korea, in pursuance of an assurance given by the Prime Minister in paragraph 17 of the statement on Korea laid on the Table on the 16th March, 1954. [Placed in the Library. See No. S-116/54.]

**CALLING ATTENTION TO MATTER
OF URGENT PUBLIC IMPORTANCE**

**COLLECTIVE DEFENCE ARRANGEMENTS
FOR SOUTH EAST ASIA AND THE WESTERN PACIFIC**

Mr. Speaker: Shri Sadhan Gupta has, under Rule 215, drawn attention of the Prime Minister to the following matter of urgent public importance

96 P.S.D.

4920

and has requested that he may make a statement hereon.

"The Communique issued simultaneously from London and Washington to the effect that Britain and the U.S.A. are ready with other interested countries to examine collective defence arrangements for South-East Asia and the Western Pacific and to Mr. Eden's explanatory statement that he and Mr. Dulles envisaged in South-East Asia an alliance comparable with the Atlantic Pact in Europe."

The Deputy Minister of External Affairs (Shri Anil K. Chanda): Mr. Speaker, the Prime Minister is out on tour and he has asked me to read to the House the statement he had prepared on the Joint Communique issued in London and Washington on the conclusion of the talks between the Government of the United Kingdom and the United States Secretary of State, Mr. John Foster Dulles.

"The Government received a copy of the communique shortly before it was issued in London and Washington. This was conveyed to them for information by the High Commissioner for the United Kingdom on behalf of his Government in the ordinary course of exchange of important information between the Commonwealth countries on matters of mutual interest and importance. No other intimation or consultation or exchange of views have taken place between the Government of India and any of the Governments who are concerned parties in this matter."

[Shri Anil K. Chanda]

On the evening of the 14th April, the U.K., High Commissioner informed us that he had been asked by the Secretary of State for Foreign Affairs of the United Kingdom to ascertain our views on the position resulting from the U.K. Government's talks with Mr. Dulles, as set out in the joint Communique.

This Joint Communique is only part of the wider and, if I may add graver problem of the recent developments in respect of Indo-China, which is engaging the attention of the Government and is exercising the public mind in this country.

The general views of the Government of India and their approach and policy on these matters are too well known to need reiteration. It is not the intention of the Government to depart from the firm and well-considered principles of their policy, which is calculated to promote peace and to resolve conflicts by a peaceful approach, and by methods of negotiation and agreement, rather than by the accentuation and threat of further conflicts creating conditions which might appear to one side or the other to be either threats or display of force intended to condition the course of negotiations. Keeping this policy in view, and with their considered appreciation of the grave consequences of the continuation of hostilities in Indo-China, the Government of India made a public appeal to all concerned Governments and peoples, to seek to bring about a cessation of these hostilities. This was without prejudice at this stage to any of the political, military, territorial or other issues involved. As stated then, it was not the Government's intention to intervene in this matter, but they earnestly hoped that the modest suggestion, which did not prejudice any issue would meet with favourable responses. The Government are glad to note that their appeal evoked such

favourable responses from the neighbouring Asian countries of Burma and Indonesia, and also from the Prime Minister of Canada, whom we had the good fortune and privilege of having amongst us as our honoured guest at the time. The Government have also noted the significant interest and the volume of interested concern and appreciation it aroused in France itself which showed beyond all doubt that a considerable volume of opinion in France, both in the country and in her Parliament, favoured our approach and suggestion. The question of cessation of hostilities is still in our view, an important one and can open the way to further negotiations.

The Government have welcomed the Geneva Conference and hope that no endeavour will be considered too great at that conference to bring the war to an end and to negotiate a settlement. It has always been our view that negotiations under threats or by military activities being stepped up preceding negotiations and calculated to condition such negotiations or to give the impression of being so calculated, are not helpful.

In regard to the content of the Communique itself, in so far as it refers to collective defence agreements by the Western powers for the defence of South East Asia, the approach and views of the Government are well known and they remain unchanged.

It is my intention to make a fuller statement on the position of the Government on the whole of this problem and the more recent developments, which have rendered it grave and of deeper and more profound concern to us and to South East Asia as a whole. The House will, I hope, agree with me that such a statement dealing with the problem as a whole and made before the Geneva Conference will be more appropriate at a somewhat later stage than any elaboration of our position at present."

BUSINESS OF THE HOUSE

Mr. Speaker: I have to inform the House that the Business Advisory Committee met on the 14th April, 1954, to consider the allocation of time for the Government legislative business to be brought forward before the House during the remainder of the current session.

The Committee agreed to the following allotment of time to the various Bills:—

Name of Bill	Time allotted.
1. Minimum Wages (Amendment) Bill	2 hrs.
2. State Acquisition of Lands for Union Purposes (Validation) Bill	5 hrs.
3. Absorbed Areas (Laws) Bill	
4. Lushai Hills District (Change of Name) Bill	
5. Drugs and Magic Remedies (Objectionable Advertisements) Bill	
6. Indian Railways (Second Amendment) Bill	5 hrs.
7. Factories (Amendment) Bill	
8. Voluntary Surrender of Salaries (Exemption from Taxation) Amendment Bill	1 hr.
9. Delivery of Books (Public Libraries) Bill	1 hr.
10. High Court Judges (Conditions of Service) Bill	4 hrs.
11. Code of Criminal Procedure (Amendment) Bill.	12 hrs.
12. T.A. and D.A. of Members Bill	2 hrs.
13. Finance Bill	16 hrs.
14. Special Marriage Bill	8 hrs.
15. Hindu Marriage and Divorce Bill	10 hrs.
16. Companies Bill	16 hrs.

In order to make up for the time allotted to the various Bills as indicated above, the Committee recommended that the House should also sit on Saturdays, the 24th April, 1st, 8th and 15th May 1954. There would be no question hour on these days.

I take it that the House is agreeable to these recommendations.

Some Hon. Members: Excepting Saturdays.

Mr. Speaker: I assume that the volume of opinion is in favour of accepting these recommendations. (*Interruptions*)

Hon. Members will see that the Business Advisory Committee is a committee representing all sections and views of the House and its conclusions are not majority decisions but unanimous decisions. It always functions on the basis of unanimity of agreement. It is not possible to please and satisfy each and every individual Member of the House belonging to this or that party. This represents therefore, not only the collective view but also, I believe, the collective wisdom of the House.

Shri Barman (North Bengal—Reserved—Sch. Castes): Then, may we understand that the present Session will terminate definitely on the 15th?

Mr. Speaker: I cannot follow.

Shri Barman: Are we to understand that we definitely adjourn on the 15th?

Mr. Speaker: Yes, it means that; there must be some certainty about things.

Dr. Lanka Sundaram (Visakhapatnam): May I draw your attention.....

Mr. Speaker: Order. order. I have not yet finished. This report shall be published in the Bulletin and shall constitute the order of the House in regard to the allocation of time for the various Bills. The Government is now requested to allocate the priorities and the order in which they propose to take up the Bills. This may be done as early as possible—say by Monday the 19th instant.

The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha): With regard to asking the Government to announce priorities by Monday, I am afraid it will not be possible for the Government to do it by Monday but I can

[Sari Satya Narayan Sinha]

certainly give this assurance that before the next week is out the priorities will be announced.

Mr. Speaker: I think the discussion on the Budget comes to an end on the 20th.

Shri Satya Narayan Sinha: I think this Bill—the Finance Bill—will take up four days—the whole of next week.

Mr. Speaker: What the hon. Minister of Parliamentary Affairs really means is not that he has postponed the question of giving or fixing priorities. The Finance Bill is to be taken up immediately; that means the first priority is fixed. As regards others, he can give the priority during the course of the discussion of the Finance Bill. (*Interruptions*) Hon. Members need not interrupt while I am speaking here. The advantage and the necessity is quite clear. All hon. Members must have specific ideas as to when a particular Bill is going to be taken up. They are interested in different Bills and they have to arrange their programmes. It cannot be that any Bill is taken up at any time without previous notice. Fixity is also necessary to enable hon. Members to give notice of amendments in due time. That is the importance of having priorities.

Dr. Lanka Sundaram: It is understood—I take it—that Government will not propose to bring in new Bills before the Session is over or issue Ordinances saying that there was no time.

Mr. Speaker: Order, order. As regards the question of Ordinance, it is an independent matter with which I am not competent to deal at this stage; it will all depend upon the circumstances which might arise after the House adjourns and which may compel the Government to issue Ordinances. But as at present advised, this is the only programme and there is no other Bill. And there is no question of going on further with the Session.

3 P.M.

DEMANDS FOR GRANTS

Mr. Speaker: The House will now proceed with the further discussion and voting of Demands for Grants under the control of the Ministry of Finance, moved on 15th April, 1954; also the further discussion of the cut motions moved on the 15th April, 1954. How long will the Finance Minister take to reply?

The Minister of Finance (Shri C. D. Deshmukh): One hour, Sir.

Mr. Speaker: That means I shall call upon the Finance Minister to reply at 4 o'clock. At 5, I will apply the guillotine. Then the Appropriation Bill will come, and then the Private Members' business will continue.

Today the House sits, I believe, up to 7-30.

An Hon. Member: Quorum may not be there.

Mr. Speaker: That is the time fixed. If there is no quorum the House will not function. That is very clear.

We will now proceed with the discussion.

Shri K. K. Basu.

Shri K. P. Tripathi (Darrang): I was speaking the other day, Sir.

Mr. Speaker: He had finished.

Shri K. P. Tripathi: Only five minutes.

Mr. Speaker: Well, I do not know. If the hon. Member finished whatever he had to say within five minutes, he has finished.

Shri K. P. Tripathi: I only spoke for five minutes, and 7 o'clock was announced and the House adjourned. I did not close, but the House closed for the day.

Mr. Speaker: The understanding was that the hon. Member had finished. But if he declares now that he had not finished, certainly I will call upon him first.

Shri K. P. Tripathi: The second point I want to deal with is the handling of sterling balances. This is from the *Census of India: Foreign Liabilities and Assets*. At page 12 it is said:

"Against this low interest obligation, the country still has considerable long-term assets in spite of liquidations, and many of them yield high returns".

The idea is this that we have a frozen account in sterling balances which earn us returns at the rate of 1 per cent only. Against this there are assets of the British people in this country which are earning them dividends to the extent of between ten and twenty crores of rupees per year. When independence dawned, it would have been better for us to have converted a certain percentage of these sterling assets, which were frozen and which were not likely to bring any returns to us, against the liabilities which we still bore in the shape of industrial and other concerns of England in this country. In that case the result would have been that the profits which today are exported out of this country would not have been exported. What is happening today is that the profits which are exported out of this country regularly go to be repaid in the shape of sterling balances. In other words, the sterling balances are paid out of profits earned in India itself. Such a thing could not have occurred if this precaution had been taken in the beginning. It is very difficult, at any time, in any country, to liquidate the foreign assets and the only time for such a thing, namely, liquidation of foreign assets, is when they can be written off without any payment which means striking of all balances between the two countries. But, this was not done, with the result that we have been paying to the extent of between Rs. 10 to Rs. 20 crores annually out of these industrial assets even if we give up all other consideration. There are other payments also on this account, because there are so many people from England employed in this country. If these assets had been liquidated, then the opportunities for employment would

have come to our people and that would have helped to ease the unemployment problem in this country. So, I think, in the matter of non-conversion of sterling assets against these liabilities of a long time nature, we have made a mistake, and even now I would request the Finance Minister to consider whether it can be done.

With regard to the invitation to foreign investors to come and invest in this country, my views are that it is always better for us to get loans rather than provide for investment in this country. If we are to get loans then the returns which we have to pay is only by way of interest on the capital investment. If we get foreign investment in the country, then the payment which we have to make is not the interest but the profits and profits are always higher than the amount of interest. Therefore, this matter should have been impressed upon by the Finance Minister in the numerous conferences which he has had with the foreign people, but I do not know whether it was sufficiently done. There was a meeting of the U.N.O. in which this matter was discussed and the decision taken there was that loans should be floated for undeveloped countries; but later on there was another meeting in which this decision was revised and now every foreign country is trying to press on undeveloped countries, not loans but investment of a private nature. I therefore, request the Finance Minister to consider this point also as to how far loans can be brought from other countries rather than private investment.

[SHRIMATI KHONGMEN in the Chair]

The third point which I want to impress here is the question of financial control. Out of practical experience I find that there is a great deal of lapse; allocations are made but the funds are not exhausted; they cannot be spent. So long as the ordinary structure of Government was the only business of this Government, then the financial rules might have been very good; but since we launched upon a development programme on a governmental scale, the necessity arose for

[Shri K. P. Tripathi]

linking our financial rules with the necessity and urgency of expenditure. I think on this question sufficient thought has not been possible to be applied. If the Finance Ministry applies itself to finding out how far the rules may be modified with regard to development expenditure, I think it will be better for the country. With the few disclosures which have been made with regard to misapplication of funds in Damodar Valley Corporation and in other Corporations where the estimates had to be revised several times, it is clear that the way in which the financial rules control the expenditure today are not economic rules in the development structure. Therefore, it is necessary that in some way or the other the Government should reconsider these rules and find out how best they can be related to the circumstances now evolved. In this House there has been an attempt to discuss the question as to whether the financial rules are good or bad. I think that is a misconception. The issue is not whether the financial rules are good or bad, because financial rules must remain; but the issue is how far a change is necessary in those rules in order to relate the new type of expenditure which is the development expenditure of the country today. Obviously a private firm, small or big, has its own way of expending. It is in that way new things are developed. So, if this country has to develop then new rules, more in consonance with the type of expenditure which is being undertaken, shall have to be devised.

With regard to local expenditure and local programme, I think the Government will have to think still further, because there is greater necessity there to relate the expenditure scheduled, to the public initiative and enterprise. A great deal of contribution may be had from the people by way of *shramdan*, voluntary work etc., when there is a flow tide in their enthusiasm. But if this correlation between the expenditure and the public enthusiasm is not there, what happens is that their enthusiasm ebbs, and the expenditure cannot be incurred in a fruitful manner.

I would, therefore, request the hon. Finance Minister to find out how far there can be decentralisation with regard to expenditure on local development works, so that the enthusiasm of the people can flow into productive channels, when it is red-hot, and the projects undertaken by the people can materialise forthwith, without having to move to and fro between Delhi and the State capitals and the local authorities.

I think this is very important, and our next Plan will be in a difficulty, if this factor is overlooked. I find that according to the schedule of Government, in the next Five Year Plan, public co-operation is expected in a larger measure. Public co-operation in this country will come in a larger measure in the shape of voluntary work than in the shape of contribution or investment of capital. If that is the case, then voluntary work itself becomes the capital, and it should be our endeavour to see how best we could utilise it. If our financial rules stand in the way, obviously it is a thing to be considered by the Finance Minister, who should see how far there can be decentralisation, in order that we can enlist public co-operation in the largest measure possible. If prudence demands that the rules should be changed, they should be changed. After all, rules are for men; men are not for rules. Rules are meant for society and its development, and not *vice versa*. Therefore, I would suggest that we should consider this question not from the point of view of whether the rules should or should not remain, but from the point of view of how far decentralisation in our rules is necessary, in a developmental economy that has been launched by Government.

The question of rationalisation has been raised. I find that the term 'rationalisation' has been misinterpreted in certain quarters. Nobody opposes rationalisation, but what is opposed is automatization with machines. The other day, my hon. friend Shri L. N. Mishra was saying that we must go ahead with rationalisation.

tion, and that a few handful of labourers should not hold up progress. That was a very ill-posed question. If rationalisation is undertaken in the jute industry, the largest number of Bihari workers will be thrown out.

Shri L. N. Mishra (Darbhanga cum Bhagalpur): What about a large number of growers in North Bihar?

Shri K. P. Tripathi: If there is automatization, what happens is that a large number of handling workers and non-technical labourers will be thrown out.

Shri L. N. Mishra: What about agricultural labourers?

Shri K. P. Tripathi: It is not the technical labour that is so much thrown out as the non-technical and handling labour. If automatization is done, thousands and lakhs of workers employed in Calcutta will be thrown out, and they will have to come back to Bihar, and go to Shri L. N. Mishra, asking him, we have been thrown out, please give us some work, we are all helpless.

Shri L. N. Mishra: What about agricultural labourers? Will they also be not thrown out, if there is no modernisation. (Interruption)

Mr. Chairman: Order, order. Let the speaker and the interrupter both address the Chair.

Shri K. P. Tripathi: With regard to growers, it is a known fact that a large part of the agricultural economy of Bihar is dependent on the money orders sent to Bihar by the industrial workers spread out in different parts of India.

If these workers are thrown out, then the result will be that all these workers' contributions to maintain agriculture in Bihar will be cut out. Therefore, all the money crops of Bihar will have to lapse. Bihar will go back to the agricultural economy of the type which produces only food and nothing else.

How is this economy supported in Bihar? The support is the money which

comes from these workers and pumped into these areas, as for instance, for jute crops.

Shri Bhagwat Jha Asad (Purnea cum Santal Parganas): Fallacious.

Shri K. P. Tripathi: This is not fallacious. This is true. You look into the records. You will then realise how it is true.

The main argument for rationalisation is that it will cheapen the products.

Shri K. K. Basu (Diamond Harbour): No fears.

Shri K. P. Tripathi: Mr. Ambalal Sarabhai, whose petition is pending with the Government, has categorically said that automatization will not cheapen the products and prices will not be reduced—the cost of production will not be reduced. Therefore, all this hallow which was built round automatization is lost. Because, why are you going to automatise? If your products are not made cheap, there is no gain. The only gain, he says, is that the quality will improve. If quality improves, then what happens? Are you expecting that you will go in for competition in the world market of quality goods? In quality goods, you shall have to compete with U. K. and America. Their machines are far better than any we can buy and at the speed with which improvements are taking place in the United States and other countries I can tell you that they will be able to manufacture better and better machines and, therefore, we will never be able to keep in competition with them, even if we want.

Finally, you know that we have an industry of manufacturing plant for the textile industry in India. They are supplying the looms and spindles.

Mr. Chairman: Order, order. The hon. Member has exceeded his time.

Shri K. K. Basu: In discussing the Demands for Grants of the Finance Ministry, we have got to see to what

[Shri K. K. Basu]

extent the administration of this particular Ministry has led to the development of our national wealth and the securing of the welfare which our State claims to have in view.

Madam, we must try to analyse very carefully the working of this particular Ministry, because it is not merely a department of the Government, so to say, but it is the nerve-centre of the administration of the country. I would like first to refer to the role of foreign capital, because in determining the manner in which the permission of capital issues has been granted by this particular administration, we should keep in our mind to what extent the interests of our nation have been served. I fully endorse the statement which the previous speaker has made so far as repatriation of the investments made by foreigners—the ploughing back of capital—and of profits are concerned. We have dealt with this topic quite a number of times and I do not want to reiterate anything apart from only supporting what the hon. Member who just now spoke said.

I would now like to deal with the investments of foreigners in India. Madam, the Government of our country accepted the proposition that in allowing foreign investment, it should come in only in such industry and such form of production wherein our national investors will not come forward, and in which technical skill is wanted. There is also one other factor which the industrial policy of our Government of 1948 as adumbrated further in 1949 by the Prime Minister laid down. It specifically said that the control and ownership of such concerns should, as far as possible, be in the hands of Indian nationals and the technical know-how of our country should be developed. I would like to emphasise the figures that have been put forward for the last few years. From 1947 till the end of 1952 or the early part of 1953, it has been reported that Rs. 19.55 crores of foreign capital have been allowed to be

invested in our country. Of that, practically more than Rs. 6 crores have been allowed to be invested in managing agency and trading enterprises. Also, the foreigners were allowed to invest their money in such lines as soaps, confectioneries, typewriters, fountain pens and other common goods wherein a large percentage of our national capital was invested. So far as the Government policy is concerned we find that a sum of Rs. 4 crores have been allowed to be invested this year. We do not know how it is to be used up. We have been told that during the period 1948-53, nearly Rs. 35 lakhs have been allowed to be invested in textile machinery, and generally, in the textile industry. We have seen to what extent cotton and jute have been dominated by the national capital and to what extent they play the role as against the demand for them. We know further what the Government is doing in regard to these industries and how the Indian counterpart in these industries are behaving. Then why this further penetration of foreign capital?

Even in regard to the expansion scheme, we find that paints, soaps, electric fans and machine tools, are some of the industries where the Government is allowing foreign interest to establish or expand their factories. It will adversely compete with the production of the country. When the indigenous producers do not find any markets to be sold in this sphere. Therefore, we have got to see to what extent the capital issue has been regulated by this Government and particularly by the Finance Department so that the national well-being of the country could be guaranteed.

Then, we have got to look into the fact as to how far the new industries are allowed to function. So far as the oil refineries are concerned, some of them have been established and some more are going to be established very soon. In the control of the administration, the Indians have no share. There are only preference shareholders, and they have no voice in the

management. So far as the administrative aspect in this industry is concerned, the most important part of it is the technical know-how. They do not guarantee that they will train the Indian. That means they say, even after 20 years, we will have to face the problem of the know-how in respect of the oil refineries. I do not know why the Government are showing—if I may use the expression—softness in this matter, to foreigners.

Then, we have another investment in collaboration with the I.C.L. for the manufacture of civil explosives. Here, as far as I have gathered, only 20 per cent. is going to be Indian capital. The majority of the shares will remain with the I. C. I. the notorious international combine and so far as the know-how is concerned, I do not know how they will behave when they dismissed many well-trained Indian personnel in their service and they are bringing in raw foreigners instead.

With regard to the steel plant, we do not know much, because the only shareholder is the Government. The value of the purchases that have to be made from a particular concern for the steel plant has to be given shares for such consideration which should be scrutinised carefully in the light of the conditions laid down. Another very important condition put down is in regard to the global tender. They have said that global tenders would be invited from any country, whether the firm is a private one or is managed by Government in any State. We see further that global tenders subsidised by certain Governments should not be accepted. I hope the Government will be considering the global tenders carefully. We know that we have to develop to some extent, the efficiency of the industry. It might so happen—I do not know when—that we enter into a trade pact with those countries in Eastern Europe and Soviet Russia. I hope with sincerity that we will be in a position to get capital goods smoothly, for the establishment of the steel plant. But in that event, it might be considered socialist

economy, and therefore subsidised. I would like to ask the Government and the House to consider the rates of profit that exist in foreign concerns in relation to those existing in our concern in this country. Though we have definitely told that there should be no discrimination against them, they are discriminating to their own interests and to our adverse interests. One of the Congress M.L.A.'s, who is himself a businessman, gave certain figures. He said that three of the most important jute mills belonging to Indians—who themselves are not above board—the Birlas, the Nagarmals and another had made a profit of more than Rs. 5 crores while other important British firms have shown a loss of over Rs. 56 lakhs during the same period. We do not know the manner in which these foreign concerns manage their affairs and try to evade the payment of tax. We know how the managing agency firms do things. They bring in officials and experts who will have to be paid high salaries and they are also paid in kind so that their salaries may be put lower down than what they are actually receiving. Only recently, the Government called for some statistics from the managing agency concerns and they have said that such allowances and remuneration should not be shown as remuneration given to the European employees. I understand the Government has knowledge of it and is trying to find out what is the meaning of it.

Take the Batas. The Chairman is an Indian. The managing agency belongs to a foreign partnership firm. They practically dominate the concern and they, on their part, sell to their counterparts in foreign countries shoes at much cheaper rates and their counterparts make huge profits. Our Government is thereby deprived of its legitimate dues.

We know firms like the Rallys. It is one of the biggest trade concern in our country and it is reported that at one time it had issued letters of credit to the extent of Rs. 26 crores. This particular concern dismissed 198

[Shri K. K. Basu]

workers at a day's notice. I understand that they and other similar concerns have asked for permission to throw out of employment 6000 staff because they say they have no work. I would ask the Government to scrutinise their accounts for the past 7 or 8 years and find out what profits have been accumulated and capitalised and bonus shares issued. Unless Government tries to check this attitude of the foreign concerns who are engaged in industries in which many of our national counterparts are also engaged, we cannot progress. These foreign concerns are trying to throw a large number of employees out of work. Government itself answered in reply to a question six months ago, that they have asked for statistics. They find places for European employees who are thrown out of employment from other concerns in other parts of the world, just as Iran or any other country and dismiss very experienced old Indian personnel including experts and technical staff.

Another important aspect is how much of profit they make. We have the example of the Titaghur Paper Mills. Their capital in 1946 amounted to 65 lakhs but during the period from 1946-50 they have made huge profits and have issued bonus shares to the extent of Rs. 77 lakhs and they have amassed a reserve fund of over Rs. 2 crores and 25 lakhs for labour welfare not spent so far. By imposing increased work-loads and other anti-labour policy they provoke workers and have deprived the country of a production of about 38 million tons of paper which we need so badly by forcible stoppage of work.

Mr. Chairman: Order, order. I do hope hon. Members will co-operate with the Chair by not embarking on conversations inside the House.

Shri K. K. Basu: Another concern WIMCO & AMCO—the match manufacturers which is very familiar has a capital of Rs. 240 lakhs. Since 1948, they have been amassing profit to the

extent of Rs. 85 lakhs a year and this concern, by various methods such as work-loads etc. is trying to cheat workers and in three months September 1953 to December 1953, they have reduced the workers earning by about Rs. 35,000 per month and now they want to retrench them, because they say that there is a dearth in the market and the goods have not been sold, when they themselves increase the remuneration to the foreign employee and bring goods and articles from outside which are available here.

The other day, I saw a statement in a Calcutta newspaper that in the tea industry the North India tea planters which are predominantly British refuse to sell the tea here in India and export it to the London market enabling the Britishers to earn a lot of dollars, by re-exporting which, otherwise would have been earned by the Indians. And they have exported about 77 million pounds of tea which were expected to be sold in the Calcutta market. This is the attitude which the existing foreign concerns in India are developing. Along with that there are many methods of tax evasion, indulged in by them, about which Mr. Tyagi, when he was Minister of Revenue told us. There are shipping earning evasions; there is under-selling and also many perquisites given to the foreign employees about which I understand a Bill was introduced in the House, but which lapsed. Unfortunately, the Government in spite of rushing through so many pieces of legislation, could not find the time to get the income-tax law amended. We know that insurance and banking fields are the monopoly of Britishers. This is not a healthy state of affairs. For some time to come, in certain industries, it may be necessary to have foreign capital in the shape of aid on the governmental level but not in those fields where Indian capital is ready to come in.

Mr. Chairman: I have already given fifteen minutes to the hon. Member. I will call the next speaker.

Pandit K. C. Sharma (Meerut Distt.—South): Madam, I am quite in sympathy with the Finance Minister and I appreciate his work. He has done well so far as the management of the finance is concerned, but I am afraid I cannot say that he has done brilliantly well. Madam, the two great objectives of the financial structure of any country are: one, high employment; great production and large national income and the preservation of incentives to work and invest, an adequate supply of venture capital; second, raising revenue and equitable and fair system of taxation. I do not propose to deal with the second point because the matter is already in the hands of the Taxation Enquiry Commission.

Now, so far as the employment question is concerned, if the factors that lead to employment and production are rightly dealt with, then our problem is solved to a great extent. The Finance Minister has for that purpose resorted to deficit financing. So far as deficit financing goes, it is good. My contention is that deficit financing of Rs. 238 crores is not enough provision for the situation as it is obtaining in the country. Much greater sums are necessary for maximising economic activities.

From the speech of the Finance Minister I find that he is very much afraid of inflation. I am one of those who hold that inflation to a certain degree is not bad, but on the contrary is beneficial for the national upliftment and amelioration of any backward economy. Nor does the history of deficit financing show that it has always been bad or dangerous for the economy of a country. Take, for instance the great inflation in Germany after the first Great War. In the initial stages, it was helpful to the economy of the German people: not only was the mark good in the market, but the circulation of mark was not in accordance with the proportion it was thrown into the market. The prices did not go up in proportion to the purchasing power of the people. It was at a later stage that the financial

back of the German people broke down and the great inflation took hold of the economy which ended in the collapse of their credit.

So, whether inflation is good or bad depends on the crucial question as to whether the people mistrust the currency and take to hoarding of other things than the currency itself. Much depends on the behaviour of the politicians and much more on the conditions of the environment. For instance, while the mark failed in Germany, the French currency held its own and was quite safe, though the currency lost four-fifths of its value in gold. Still the French economic structure succeeded in steering off the difficulties. One of the most important factors which enabled the United States to come unscathed of the great depression of the thirties was the power of the Federal Government to borrow unlimited sums of money for expenditure, designed to put idle resources to work. This is just the position here in India: that is, we have got a lot of idle labour, but we have no industries to employ them. It was just the position in 1930 in the United States of America and she resorted to large borrowing and putting all its people to work and staved off her difficulties.

Then, again, what failed in Germany after the first Great War succeeded before the Second Great War. There was great enterprise through budgeted finance, to give a fillip to the activities of the German people to produce civilian goods as well as military requirements.

Shrimati Kamaladevi Mati Shah (Garhwal Distt.—West cum Tehri (Garhwal Distt. cum Bijnor Distt. North): There is no quorum in the House.

Mr. Chairman: Now there is quorum.

Pandit K. C. Sharma: I was pointing out that the United States as well as Germany before the second Great War resorted to deficit financing and succeeded in producing large quantities

[Pandit K. C. Sharma]

of civilian and military goods. Germany became through the process of deficit financing one of the greatest forces in the world economy, just before the second Great War broke out.

[MR. DEPUTY-SPEAKER *in the Chair*]

So, what I mean to suggest is that it is not always the case that deficit financing can disturb or cause trouble in the economic field, provided there is correspondingly early and speedy productivity. In all countries of backward economy, it is necessary that deficit financing should be resorted to but inflation need not be feared if early and speedy productive activities are ensured. As against the money thrown in the market, production takes place and goods are produced in the market. Taking the country's economy, I do not think that this Rs. 238 crores of deficit financing would have any inflationary effect whatsoever on the market. The relevant factors—overall surplus of Government expenditure, capital formation, industrial corporate profits, coupled with foreign trade balance, and the habit of our people—go to show that there is hardly any fear of inflation, much less of dangerous inflation. On the other hand, the Finance Minister has been chary to resort to enough of deficit financing in order to stir up productive activities. I am emphasising this point with the fullest knowledge that the Finance Minister, no less than any hon. Member of the House, is anxious to meet the menace of unemployment, but I am sorry to say that the facts, as they are before us, require much greater care and more radical measures to meet the difficulties. At the most, the present position, as the Finance Minister himself says, is deflationary and I appreciate that he is taking the steps at the right moment because reflation is always considered in economics as a ready and radical remedy—that is, a man is likely to fall from a well and it is just to prevent the fall; once the man has fallen, the remedy is absolutely different. For, once deflation

sets in, it creates another problem, and disaster may follow, and then the economic cycle will take its own course. Now, it is the right time and the correct reflationary step has been taken, but I contend that it does not meet the situation as it is. For instance, I have gone to the villages and walked through the streets; I have seen people with worried faces roaming about and the pamphlet issued by the better half of the Finance Minister himself giving a tragic picture of young beautiful faces roaming about in the streets without any home, without any refuge and without any place to sleep even. Under these circumstances, may I ask what steps the Finance Minister has taken to create employment in the villages and to find work for the people who desire to work, who have nothing else to depend upon for a living, who have no home and who have nobody to care for them. If this is the situation obtaining in the villages, what would be the shape of the economy? What for does this great structure exist? It is find work for the people, to build up a new country, a new nation. How can you raise a new country or a new nation if there is no work for the people, there is no home for the children, no care, no education and no security measures. For all these things radical steps ought to be taken. The slow pace, however, steady it may be, at the present juncture is a dangerous complacency. You have to take a bold step now to meet the great menace that is facing the country.

I once said when the Reserve Bank Amendment Bill was before the House, that I learnt in my book of history of religion that in the primitive times, when the man was crude he used to climb the mountains and take a bamboo stick and expect the rains to fall from the clouds, and now with the Rs. 10 crores guaranteed by the Reserve Bank, the Finance Minister expected to solve all the rural indebtedness and credit problems. What a Tragic innocence!

There should be some machinery to obtain credit in the village, to have rural credit societies to give them enough to have double cropping, to have intensive cultivation and to provide the purchasing power in the vast millions of people in the villages; this is the first pivot of Indian economy. Supposing that there are large machines producing millions of yards of cloth and other consumer goods, who will buy unless the rural population has got the means to purchase? How will that purchasing power come into their hands? The other day the Minister of Agriculture stated that price was raised up from Rs. 1-7-0 to Rs. 1-11-0, with the result that millions of rupees passed on from the pockets of the agriculturist to the mill-owner, and the mill-owner is not going to buy million times your cloth. In order to have a sound economy, it is necessary to provide a suitable machinery for rural credit to provide means and the know-how, so that the purchasing power of the vast millions living in the villages may go up. That is the first essential of a sound economy.

One more word...

Mr. Deputy-Speaker: No more word. The hon. Member has far exceeded his time. I call upon Shri Somani to speak.

Shri G. D. Somani (Nagaur-Pali): In the short time at my disposal, I want to draw the attention of the hon. Finance Minister to the developmental needs of the State of Rajasthan, from which I come, and I want to make a special reference to the report of the Gadgil Committee, which was recently appointed as per Federal Financial Integration Agreement, which contained a clause in this connection. The clause runs as under:—

"There is need for assistance to the State in connection with internal integration of its administration and services, and particularly

in relation to its development in different directions, having regard to the fact that the State is backward in several respects as compared with Part A States. The Government of India will undertake a systematic enquiry into this problem with a view to rendering financial and technical assistance at the earliest opportunity. It will not be enough if, as a result of Federal Financial Integration, the State is treated in the matter of grants and other forms of assistance in exactly the same way as Part A States."

It was in pursuance of this Agreement, which was made with the four Part B States of Saurashtra, Madhya Bharat, Rajasthan and PEPSU, that the Gadgil Committee was appointed. I am grateful to the learned Chairman and his associates for whatever they have done within the time at their disposal. Still, I beg to submit that the nature of the enquiry that they conducted was neither systematic nor comprehensive. The recommendations that this Committee made cannot be regarded as touching even the fringe of the colossal problem of backwardness of these States.

Before I proceed further, I cannot do better than quote in this connection the opinion of the Finance Minister of one of these Part B States. I would like to quote what Shri M. M. Shah, Finance Minister of Saurashtra, says in this connection. In his Budget Speech while presenting the Budget to the State Assembly sometime ago this is what he said:

"While the Government of Saurashtra are thankful to the Gadgil Committee for the sympathetic and patient hearing that the Members of the Committee have given to us and also for the recommendations that the Committee has made for the assistance to this infant and undeveloped State and to the Government of India for accepting the same, they cannot help expressing their great

[Shri G. D. Somani]

sense of disappointment for the quantum of assistance the Committee has recommended. This backwardness of Saurashtra in certain directions, such as irrigation, forest, roads and the lop-sided development of certain regions is so patent, that it surpasses anybody's comprehension how that backwardness is going to be made good with the small assistance that the Committee has suggested in its Report.

"The Committee has not been able to go fully into the problems besetting this State with regard to its economic backwardness, namely, primitive agriculture, poor soil, lack of afforestation and meagre water storage and undeveloped water resources. I have, however, no doubt that the future of the Federal Financial Integration Agreement would continue to receive the same sympathetic hearing which we have received from the Government of India in the past."

This is what one of the State Governments has to say and I presume that the opinion of the other State Governments concerned cannot, for obvious reasons, be far different from those expressed herein. My submission is this: that at the time when this Federal Financial Integration Agreement was executed certain important revenues of these States were centralized like railways, etc. and it was, in pursuance of this, not only to make up the revenue so lost but also to bring the conditions of these Part B States to the level of the other Part A states that this solemn undertaking was given by the Government of India to make a comprehensive and systematic enquiry into the various aspects of the developmental needs and then to render such assistance as was found necessary.

I quite appreciate and I am quite aware of the fact that over and above what is being done under the Five Year Plan, these States have received

a commitment to get liberal assistance in various directions. There is no doubt that so far as the present administrative machinery of these States are concerned, they are perhaps not even able to cope up with what they are getting. What I am more concerned about is the future.

In this connection, I would also like to draw the attention of the hon. Finance Minister to certain vague suggestions. In the conclusion of the Gadgil Committee's Report, certain specific recommendations have been given which have been accepted by the Government. But in the body of the Report, several suggestions have been given about favourable consideration being given to several aspects of the demands which were made by the State Governments. I may refer to one or two of them. The Government of Rajasthan demanded that the amount of Rs. 85 lakhs which was invested by the former Jaipur Government in the B. B. & C. I. Railway for the construction of Nagda-Mathura Railway should be regarded as investment in the shares of a bank or a joint stock concern. This is what the Committee has got to say "We trust that the Government of India will give sympathetic consideration to the State's point of view."

Similarly, in the body of the Report they have said at many places about various matters regarding medium irrigation works, about roads, forest expansion, famine relief measures in scarcity areas and about the problem of backward classes and said that all these issues are being considered by the Planning Commission or by the Government of India in their various Ministries; they have suggested that these problems should receive the favourable consideration of the Government. While the Government of India have accepted the specific recommendations, I find that nothing has been said about the recommendations for favourable consideration of these various aspects of the developmental needs of these States. I would, therefore, like to draw the attention of the hon. Finance Minister to the various aspects concern-

ed and to ensure that wherever these developmental needs have been recommended to be favourably considered the States concerned should get their due share to assist them in implementing these schemes.

While I have been referring to this I would especially like to refer to one serious aspect of the recommendation which I think should receive proper attention from the Finance Minister. In the end in paragraph 82 of their Report, they say that these recommendations are to be regarded as an *ad hoc* measure of immediate assistance which is not to be treated in any way either as a precedent for these States later or as a precedent for other States. In future they say, these States will take their place along with others in matters of development and no further claims for financial assistance under Clause (i) of the Federal Financial Integration Agreement should be entertained.

I would like to take strong objection to this recommendation made by the Gadgil Committee. As I have explained before and as has also been pointed out in the Budget Speech of the Finance Minister of the State of Saurashtra, the undertaking given in this agreement by the Government of India cannot by any stretch of imagination be regarded as fulfilled by the meagre assistance of four crores of rupees which has been made available to these States by the recommendations of this Committee. It is, therefore, in the fitness of things that the claims of these States for further help be always considered favourably to enable them to attain reasonable standards of living for the people of those States and they should continue to be eligible for such help from the Government of India under this Agreement.

I, therefore, consider that the Government of India should not accept this recommendation that this Agreement should no more be effective and that these States would be debarred in future from asking any further help or claiming any further assistance in pursuance of this Agreement.

I am aware of the policy of the Government in making liberal loans and grants available and I have no doubt that the future of these States is quite safe with the Government of India and that it will continue to receive all possible measures of assistance. What has been vouchsafed under this Agreement should not be taken away in the light of and in the manner in which the Committee had suggested; they have stated that they have not been able to conduct any systematic or comprehensive enquiry which was envisaged under this Agreement. It was hardly possible for them in the course of three or four months which they had spent to visit these areas and study the varied and complex problems of these States and to have been able to make any comprehensive recommendation in this regard. What I submit, therefore, is that the future of this Agreement should remain open and that these States should continue to be eligible for such further assistance as would enable them to reach the standard of life that was envisaged in the Agreement.

Shri Balakrishnan (Erode—Reserved—Sch. Castes): I do not want to make any lengthy speech since the time that was given to me is very short. So I shall confine myself to a particular subject. That is the rural problem.

4 P.M.

I know that Government is taking all possible steps to improve the wealth and welfare of the country. The First Five Year Plan has been launched for the development of the country. Three years of this have already gone. Therefore, we must see whether the condition of the peasantry has been improved; we must see whether their standard has been raised to the level necessary. According to the Report of the Agricultural Labour Enquiry Committee, the annual income of the agricultural family was Rs. 447. The expenditure per family is Rs. 468. And so every family is incurring a deficit of Rs. 21. So I can say that the condition of the villagers has not been raised in spite of all the

[Shri Balakrishnan]

attempts of the Government. I, therefore, submit to the Government that more attention should be paid to villages

Today, the entire population in villages depends upon agriculture. Agriculture is not paying for the increasing population. Also, agriculture is only a seasonal occupation. After the cultivation work is over, our agriculturists keep idle for many months. So I request that in every village some cottage industries may be started.

In the olden days there were cottage industries in every village. Our country was supplying textiles to foreign countries. Our textiles were famous and superior in the world market. One Italian traveller, Marco Polo, in the 13th century remarked about the art of Dacca muslin, and he said that the muslin in the South looked like a spider's web!

Our country was famous not only for its textiles but in many arts and crafts. Look at the art of the Ajanta Caves the magnificent art of painting and splendid art of stones at Mahabalipuram.

It was as a result of the British raj that our cottage industries went down and did not flourish. There were three enemies to our cottage industries. The first enemy was British raj, the second enemy was the modern machine; and the third enemy was modern civilization. In those days a dhoti and an upper cloth were sufficient clothing for a man. But, nowadays, every man requires almost a small industry for meeting his own requirements of clothing.

I, therefore suggest, to the Government that some cottage industries should be started in every village, so that our agriculturists can have some supplementary work. Government must reorganise our cottage industries on modern lines, because nowadays the present population requires everything to be dealt with on modern lines.

Our country is still importing from foreign countries many articles of everyday use. We must see that these consumer goods are not imported from foreign countries. As an instance I may point out that one 7 o'clock razor blade is sold for two and a half annas in the market. But an industrialist in the South says he is ready to supply a razor blade for three pises.

I think this is an appropriate place for me to express my appreciation of that Indian youth who has successfully made a new type of *charkha*. Now it is being demonstrated in the Exhibition. Every Indian must be proud of seeing that Exhibition. This *charkha* is able to produce four times more than the output of the ordinary *charkha*.

What I want to say is that we have in our country the men, the natural resources and plenty of raw material. The only thing needed is that Government must utilise our manpower, our natural resources and our raw materials.

Shri C. D. Deshmukh: As the time at my disposal is limited and as I have already had occasion previously to discuss some of the subjects on which observations have been made by hon. Members, it will not be possible for me to deal with them again. These are rationalisation, unemployment and deficit financing. If I have time, I may have a few observations to make on the subject of employment.

Before I deal with the general body of observations, in the event of my not having any time, I should like to deal with one specific matter, and that is the question of assistance to Rajasthan. Three Members have referred to it, Shri Trivedi, Shri Somani and Shri Shobha Ram. Shri Trivedi complained that no provision had been made for grants to Rajasthan either under the substantive provision of article 275(1) or the proviso thereto. I would refer him to page 593 of the

volume quoted by him, which shows that Rajasthan is getting grants under both the provisions. I would refer him also to Annexure VII on page 163 of the Explanatory Memorandum on the Budget of the Central Government for 1954-55, which indicates the resources made available by the Centre to Rajasthan during 1954-55. Then there was Shri Shobha Ram who referred to the assistance to Rajasthan as being inadequate. I am afraid that he is under a total misapprehension. As a result of the Federal Financial Integration, Rajasthan emerged with a small surplus and not with a deficit as some of the other Part B States like Hyderabad, Mysore, Travancore-Cochin, etc. Since then, as a result of the recommendations of the Finance Commission, Rajasthan has received an additional sum of a little under Rs. 3 crores a year. More recently, as a result of the recommendations of the Gadgil Committee, Rajasthan will receive another Rs. 150 lakhs as an outright grant for certain improvement purposes like the construction of administrative buildings, link roads, and so on; while out of a total Central assistance of Rs. 9 crores under the Plan, Rs. 1½ crores will be given to Rajasthan as a grant, instead of as a loan. I might also mention that under the recent scheme for the construction of works in the scarcity-affected areas, Rajasthan will get Central assistance of Rs. 2½ crores which would assist her in taking measures to prevent the recurrence of famines or to mitigate their effects. Generally it has been our policy in dealing with these States to secure that they receive equitable treatment in these matters, and I must, strongly deprecate special pleas made time and again in favour of any particular State or making allegations of unsympathetic treatment as, for instance, that made by Shri Somani. I would particularly deprecate reopening of issues which all fair-minded persons should consider as settled. It was in accordance with that special provision in the agreement with them that we appointed the Gadgil Committee, and we, on our part, regarded their recommendations as the award of arbitrators. There were certain

96 P.S.D.

conditions which they suggested should be attached to the assistance they recommended from the Centre. We put the matter to the States concerned and they said that they accepted these conditions. I believe I am correct in saying that we have not received a single remonstrance from any of these States against the recommendations of the Gadgil Committee, including the particular recommendation which the hon. Member read out. I do think it is time now that these States were brought into line with other States and they did not ask—as they have not asked or did not even encourage the asking on their behalf of—further special assistance. They have to march now step in step with the rest of India; and whatever their difficulties and whatever their development needs are will be considered on a fair and generous scale in common with the other parts of India both by the Finance Commissions whenever they are appointed, and by the Planning Commission when it draws up in due course the second Five Year Plan.

Now, Sir, I shall come to this very important issue of financial and parliamentary control of expenditure. I propose to make my statement as factual as I can, because many of these matters are under consideration. In regard to parliamentary control over Government undertakings where there are companies or statutory corporations, there is little that I can usefully add to my observations in the course of the debate that took place some time ago on, I think, the motion moved by Dr. Lanka Sundaram in the last Session of the House. The issues involved are not free from difficulty and are under active consideration. Hon. Members, however, will be interested to know that this subject was recently debated at considerable length in the British House of Commons. Reference was made to the report of the Select Committee, and the views expressed on the recommendations of the Select Committee were so widely divergent that the spokesman for Government, the Lord Privy Seal, wound up the debate by saying that the issues raised were so complicated that

[Shri C. D. Deshmukh]

Government wish to give some further thought to the implications of the recommendations and that, even if they agreed to accept the recommendation of the Select Committee, it would have to be modified in material particulars so that in their natural anxiety to meet the legitimate issues of the House to be kept fully informed of the working of government undertakings,—all statutory corporations in the United Kingdom,—the Government did nothing that might affect the initiative and enterprise of the managements of these undertakings. The recommendations of the Select Committee of the House of Commons in the United Kingdom is, therefore, still under consideration of the Government of that country. I thought the House might be interested in this information. Now, so far as we are concerned, I hope the House will appreciate my inability to express any views which might even remotely suggest prejudicing of the issues. I should, however, like to inform the Members that the prevailing impression that our State undertakings are free to do what they like without any control being exercised by Government over their activities, is far from correct. I would not like to go into details on this occasion, but hon. Members must know that, apart from the constitution of the Board of Directors of these undertakings which provides for the appointment of Government nominees on them—there is a Finance Ministry representative on many of these undertakings; on most of them—the measure of administration and control exercised by Government over their activities through the powers conferred on the President under the articles of association, is not inconsiderable. The articles also provide for special auditing of the accounts of these companies by the Comptroller and Auditor-General, and in some cases this scrutiny takes the form of a continuous running audit of their operations. Whether the measure of control exercised by the Ministries concerned or by the Comptroller and Auditor-General is adequate for all purposes—as some of the hon.

Members of this House mentioned in the course of the debate last Session—will be one of the points which will receive our careful consideration before we reach a final decision in this matter, and I hope it would be possible for us to arrive at a satisfactory solution to this matter.

Shri Tulsidas complained that he had not even seen the balance-sheets of the State enterprises—I hope I am right in making this statement....

Shri Tulsidas (Mehsana West): Not all; excepting a very few.

Shri C. D. Deshmukh: I was under the impression that he had not seen any of them at all. Three of them are already here, plus the profit and loss accounts, and others will come out in due course if the hon. Member has a little patience. At least eighteen months are required, and I can assure the House that there is no intention to suppress any of the balance-sheets from hon. Members.

Shri Tulsidas: Can these be circulated?

Shri C. D. Deshmukh: The balance-sheets are all public properties....

Mr. Deputy-Speaker: In addition, they will be available in the Library of the House; why should they be placed on the Table of the House?

Shri C. D. Deshmukh: Sir, Shri Tulsidas also made a very interesting suggestion that we should have a parliamentary committee or commission to watch the utilisation of the expenditures incurred by the States out of the Central assistance given to them by way of grants or loans. Now, the analogy which he drew between the very limited amount of supervision to which we have agreed to in the case of some foreign aid received by us, and our relationship with the States is, of course, not quite apposite although it is an analogy. At first, I was inclined to think that perhaps an arrangement of this kind might be useful. I have since thought over the matter and I do not think we ought to take a decision in the sense suggested by him until we see our way

clear. In the case of the States, one has to remember that under the Constitution they have their consolidated funds into which all the Central assistance flows and out of which the expenditure on schemes financed from their assistance is met. These expenditures are subject to the vote of their Legislatures and are audited by the Comptroller and Auditor-General. So far as the proper utilisation of the loans and grants for the specific purpose for which they are given is concerned, I think, the Parliament and the State Legislatures can rely on the Comptroller and Auditor-General to see that this has been done; but so far as the physical check on the schemes is concerned, that is to say, the physical out-turn in return for a certain expenditure, I do not see how a parliamentary or any other committee can keep a current and continuous check. This has to be done, and could be done more properly by a body like the Planning Commission which has to keep a watch over the actual implementation of the Plan. The Commission has now a number of advisers on programme administration who are constantly on tour and in close touch with the progress of work in respect of all the important State schemes. For certain very large projects like the Bhakra-Nangal, D.V.C. and Hirakud Dam, the Planning Commission is in closer touch with the progress of the works and obtains quarterly progress reports. Therefore, I think at present we may safely leave it to the Commission. I discussed the matter with the Deputy Chairman of the Planning Commission after the hon. Member made the observation. I think we may leave it to the Planning Commission to keep a continuous watch on the progress of the schemes and to modify, if necessary, the machinery available for this purpose from time to time in the light of experience. While Government yield to no section of the House in their desire to see that the amounts made available to the States by the Centre for development of their projects are properly utilised. I would be most reluctant at the moment to do anything which might suggest to the States that they

also are not partners in these enterprises, or to do anything to suggest any weakening of the sense of responsibility of their Legislatures for expenditure which falls within the State field. So, on mature reflection I am inclined to believe that we should leave the position at that for the time being till we see what the Planning Commission is able to do. We have suggested to the Planning Commission that we should watch the expenditures in double columns—one showing the financial expenditure and the second showing the physical fulfilment of the project, and I am quite certain as these are periodically examined, we shall find out immediately whether we are getting value for our money or not.

Then, Sir, I shall turn to the question of financial control by the Treasury. There has been some reference to rules—I think Shri Tripathi made a reference to the rules—and I find many people think this is largely a matter of rules. It is my intention to say that it is not so much a matter of rules as a matter of the exercise of common sense and financial propriety. At present we are governed by the 'Rules of Business' made by the late Governor General under some Section—I shall not quote—and similar rules are being framed under the new Constitution. I might add that there has been a preliminary consideration of what form the new rules should take, and at the official level, a conclusion has been reached that the financial control to be provided will be practically of the same kind as exists under the current Rules of Business. Now, these are the rules. There is rule 11 which lays down that every case, the subject of which concerns another department, shall ordinarily be referred for consideration to such department, before any orders are issued. That is the rule of commonsense and co-ordination.

Then there is rule 12 in which it is particularly and specifically laid down that orders giving effect to any proposals involving expenditure (or an abandonment of revenue), for which

[Shri C. D. Deshmukh]

either no provision has been made in the budget or to which, though provision has been made, proper sanction has not been accorded, shall not be issued without prior reference to the Finance Department or the Ministry. The word 'Department' is there, because the rules are old. This rule will not operate to prevent a department of the Government of India from exercising the power of sanctioning expenditure which has been assigned to it by what is called the Book of Financial Powers,—which is a book containing our delegations made to them—or by any general orders issued with the concurrence of the Finance Ministry, or for the exercise of which, the Finance Ministry has declared that its consent may be presumed to have been given—that is, where consent may be presumed to have been given. Then there is rule 14 which lays down that ordinarily, no proposal affecting any subject which belongs to the Finance Ministry shall be brought before Cabinet, unless it has been referred to and considered by that Ministry. This is a special provision in regard to the Finance Ministry alone. It is presumably intended thereby to emphasise the special importance of the subjects dealt with by that Ministry, as distinguished from other Ministries, the reason being, I think, that the Finance Ministry is the common conscience—shall we say—of all the Ministries.

Then there is a thing called the General Financial Rules of the Central Government. These are essentially executive orders of the President, which describe primarily the financial powers of the different authorities subordinate to the Central Government, and the procedure prescribed by the President, which should be followed by them, in securing and spending the funds necessary for the discharge of the functions entrusted to them. I would not read them out, but if hon. Members can get hold of them, they might refer to rules 9 and 10.

Rule 10 is important, which says that every officer incurring or authorising expenditure from public funds

should be guided by high standards of financial propriety. It is delightfully simple. Among the principles on which emphasis is generally laid, are the following:

1. Every Public officer is expected to exercise the same vigilance in respect of expenditure incurred from public moneys, as a person of ordinary prudence would exercise in respect of expenditure of his own money—

of course, if he has got it.

2. The expenditure should not be *prima facie* more than the occasion demands.

3. No authority should exercise its powers of sanctioning expenditure, to pass an order which will be directly or indirectly to its own advantage.

Dr. Lanka Sundaram (Visakhapatnam): You said earlier 'delightfully simple'. Why don't you make it vaguely complex?

Shri C. D. Deshmukh: It is more or less the same thing. The extremes meet.

Mr. Deputy-Speaker: That can be done in the actual working.

Shri C. D. Deshmukh: It is simple in theory and complex in practice, as many things are.

4. Public moneys shall not be utilised for the benefit of a particular person or a section of the community, unless—

- (i) the amount of expenditure involved is insignificant, or
- (ii) a claim for the amount could be enforced in a court of law, or
- (iii) the expenditure is in pursuance of a recognised policy or custom.

5. The amount of allowances granted to meet expenditure of a particular type should be so regulated that the allowances are

not, on the whole, a source or profit to the recipients.

There is another rule which says that the responsibility for financial operations of the Central Government as also for the exercise of all executive authorities, rests on the President, whose sanction given either directly or through persons to whom the necessary power has been delegated, is necessary to all expenditure from the revenues of the President. The extent to which powers to sanction expenditure have been delegated to various authorities is, as I have said before, indicated in the Book of Financial Powers.

Then there is another rule which says that no scheme of new expenditure will be included in the Budget, unless it is complete and finally approved. In submitting proposals for new expenditure, administrative difficulties and delays in sanctioning processes should always be borne in mind, and not more should be recommended for provision in the Budget than is likely to be spent during the course of the financial year. It is this rule which it has been difficult to observe, in view of.....

Shri Gadgil (Poona Central): Are these rules meant for compliance or otherwise.

Shri C. D. Deshmukh:...the complexity of the business of Government, and in view of the large part which development expenditure now plays in the total expenditure of the Central Government.

There is one other rule which is very important, namely, that the authority administering a grant is responsible for watching the progress of expenditure in public services under its control, and for keeping the expenditure within its grant. That is the responsibility of the administrative Ministry and not of the Finance Ministry.

Shri B. Das (Jaipur—Keonjhar): Apart from the treasury control, the question of the administrative autho-

rities keeping an eye on the progress of expenditure has not come to my notice so far.

Shri C. D. Deshmukh: The experience of the Chairman of the Public Accounts Committee is entitled to all respect. As I said, on account of the complexity of our administration now, these rules have not been followed efficiently, and that, I think, has led to the difficulties that we are experiencing.

Shri K. P. Tripathi: Is there any rule preventing extreme delays? (Interruption)

Shri C. D. Deshmukh: That is a matter of commonsense. What happens is that delays are either due to the fact that there is no delegation, or due to the existence of certain persons at various levels, who will not accept the contention of the person representing the other Ministry. This latter one is largely a problem of personnel which can only be dealt with, as individual cases come to notice. I might inform the House that I have asked my colleagues to let me have the lists of cases where delays are occurring, and I propose indeed to go personally into each case of delay, in order to see what exactly these causes are, and whether the delays can be removed. As I have said, the delays could possibly be removed by two things. The first is by rapping on the knuckles of the official who is responsible for raising what might be called petty objections, or not making up his mind at one time in regard to all the points that arise on a file. It often happens that when a file comes, a file-pusher may ask one question and then send the file back. Then the file comes back, and another question is asked. Those things are possible, but I think, with the best order of Government, these things cannot be prevented, and they can only be stopped by taking notice of individual instances which the administrative Ministries must bring to the notice of the Finance Ministry. The other remedy, of course, is

[Shri C. D. Deshmukh]

delegation, and that is a matter, I think, where perhaps a good deal of progress is likely to be made on the review of the matter which is in progress now.

Shri Meghnad Saha (Calcutta—North-West): With these delays, not even ten per cent of the budgeted amount is spent. That is a very serious state of affairs, and the result is that the work undertaken by the Ministries cannot be properly performed.

Shri C. D. Deshmukh: Not because it cannot be performed, but it shows that the work was not properly formulated. What usually happens is that the budget provision is made, and the schemes are not ready to be implemented. As I have pointed out the other day, it is not so much a question of financial scrutiny, as the question of a thorough planning and formulation of schemes.

Shri Meghnad Saha: I beg to differ from that.

Shri C. D. Deshmukh: When the Budget is framed, the time at our disposal is so short that although the Financial Advisor attached to the Ministry, and at the higher levels—the Ministers, the Finance Minister or the Deputy Minister—do their best, in view of the Plan now it is not always possible to say that if a scheme is not ready by a certain date—it has to come in October if it is to come into the Budget—it will not be included in the budget, because we are in a hurry to execute the Plan. It may be that schemes will be ready not in October, but in November, December, January and February. Now, what we do in such cases is to agree on a broad consideration of the scheme that a certain sum be provided, say, in regard to the new steel plant. I am quite sure that my colleague is not able to tell me precisely how much he will be able to spend in the next year, on the steel project but he will be able to say 'well, approximately I think I shall be able to spend 'X' crores on this

scheme and therefore, 'X' crores should be provided in the budget'. That is usually done. Therefore, the position is that every proposal which involves expenditure and which is initiated by the Ministry and is not covered by the financial powers delegated to the administrative Ministries has to be examined and concurred in by the Ministry of Finance before any expenditure can be incurred, whether it is included in the Budget or not included in the budget, that is to say, we concur, whether the amount is budgeted or not.

In order to facilitate the examination of expenditure proposals in the Ministry of Finance, the Ministry is divided into a number of divisions, each one of which is accredited to a group of Ministries and is located, as far as possible—this is important—along with these Ministries. The object of this arrangement is to achieve the closest possible association of the officials of the Finance Ministry with those of the administrative machinery so that they could at various levels and at various stages examine the proposals jointly and expeditiously. Each division is under the personal control of a Joint Secretary, who consults the Secretary or the Minister wherever he feels that that is necessary. The objective examination of every expenditure proposal by the Finance Ministry, whose staff is specially trained for this purpose, ensures that full value is obtained for every rupee that is spent—at least, that is the hope—and that austerity standards are generally maintained. The House will agree that at a time when we must conserve every bit of our resources for implementing the National Plan, it is important that the expenditure of the budgeted amount under every head must be carefully scrutinised at some stage. It is not always that this scrutiny can be completed, as I said, before the figures in regard to every scheme are included in the Budget. The detailed financial scrutiny of the schemes included

in the Budget, therefore, proceeds apace with a view to ensuring that the maximum possible economy is achieved consistent with efficiency. This is particularly important at the present time as I said, when development expenditure is assuming such large dimensions. The House may be interested to know that as a result of the scrutiny exercised by the Deputy Minister of Finance after the abolition of the Standing Finance Committee, a reduction of Rs. 4 crores was made out of a total of Rs. 24 crores, which is about 16½ per cent. in the proposals put up to him during the last 8 months, without making any appreciable reduction in scope of the various schemes. Rs. 4 crores saved out of Rs. 24 crores. This was done—and that is again very important—with the full agreement of the Ministry concerned which had made the proposals.

Now, I have stated this matter more or less in a factual way because, as I said, we are still considering in what respect it should be modified in order either to prevent lapses, which would accelerate the formulation of schemes, or to expedite execution.

Shri Meghnad Saha: May I interrupt? I as the head of a scientific department get half the amount budgeted in the first part of the year. During the second part, I have to go the Ministry of Finance to explain what is the utility of the research work on nuclear physics or geological excursions and so on and in this way half the grant of the scientific department cannot be spent.

Shri C. D. Deshmukh: I do not know to which Ministry he should go.

Shri Meghnad Saha: To the Finance Ministry.

Shri K. K. Basu: To your own Ministry.

Shri C. D. Deshmukh: If it relates to the Education Ministry, then he must be referring the problem to the Education Ministry.

Shri Meghnad Saha: They recommend for the second time. But it gets stuck up in the Ministry of Finance where some Deputy Secretary intervenes and asks whether the expenditure on nuclear research is justified or not. And I have to stand all that ordeal.

Shri C. D. Deshmukh: I shall be very glad to look into this particular case as to why this fission takes place in the matter of nuclear fission.

Mr. Deputy-Speaker: Fortunately, the House is not in fission.

Shri C. D. Deshmukh: This is all the common double objective of everybody concerned, to see (a) that money is properly utilised and (b) that money is expeditiously utilised.

Dr. Lanka Sundaram: Money is fixed in the air!

Shri C. D. Deshmukh: Now, I shall come to the question of separation of audit from accounts. More than one hon. Member has referred to this question. I think I have made it clear before that Government are in principle in favour of this and that the question of phasing the change in such a way that it does not dislocate the administration is really the practical issue for consideration, at least so far as the Central Government are concerned. I said last time that many State Governments were not very happy over the separation proposals. I am sure the House will realise that such a fundamental change would have to be spread over a period of years and cannot be introduced at once. So far as the Centre is concerned, in the Railways and Defence Services, the separation has already been effected. Now, that is Rs. 200 crores plus Rs. 200 crores—Rs. 400 crores. In the case of the Food and Supply department—discussions relating to the separation have reached a fairly advanced stage and I hope it will be possible to take a decision in the near future.

Then, Sir, there were some other points of this kind. One was that raised by Shri T. N. Singh about excess

[Shri C. D. Deshmukh]

grants. The position is very simple. He is quite right in drawing attention to article 115(1)(b)—that is, excess grants should be presented to Parliament. The position, I am informed, is this. The financial provisions of the Constitution, of course, came into effect from the 1st April, 1950. In the first year, that is, 1950-51, the actual expenditure in the year becomes known only after the appropriation accounts are prepared by the Comptroller and Auditor-General. The demands for the excess spent are, therefore, submitted only after the Public Accounts Committee have dealt with the appropriation accounts of the year concerned and Parliament is aware of the reasons for the excess and the Public Accounts Committee's views on these reasons. The position at present is that although the appropriation accounts for Railways, Posts and Telegraphs and Defence for 1950-51 have been prepared and presented to Parliament, the appropriation accounts relating to civil departments are not yet ready and the Public Accounts Committee have yet to deal with them. When the Public Accounts Committee have examined all the accounts, then the House will be invited to consider the excess grant.

Shri T. N. Singh (Banaras Dist.—East): Where is the objection to take up the Railways and Defence which have already been dealt with separately? After all railway services are always dealt with separately.

Shri C. D. Deshmukh: I am afraid the Railway Ministry only can answer this question. If the hon. Member had asked about the Posts and Telegraphs, that is another matter. But I cannot say from memory how many excesses have been found in the Posts and Telegraphs. May be there have not been any...

Shri T. N. Singh: There have been.

Shri C. D. Deshmukh: I shall have to find out. In any case, that is a matter of convenience.

Now, Sir, questions were raised about the action taken on the reports of the Public Accounts Committee and the Estimates Committee. On the whole, I am in a position to say that almost all their recommendations have been accepted and have been carried out. I have not got the time to go into details here. So far as the Estimates Committee is concerned, I believe from time to time we do furnish the House with details of which recommendations have been accepted and which have not been accepted. I am not quite certain whether we follow the same course in regard to the public Accounts Committee. But I have here examined all the main recommendations that they have made—1, 2, 3, 4, 5 and 6—and I find that in every case the necessary instructions have been issued by the Finance Ministry. But if there is any case in which the Public Accounts Committee feel that their recommendations have not been properly implemented, I shall be very glad to be informed of that case, because, as I said, I regard these two Committees as my most valuable allies, so to speak, on behalf of the Finance Ministry.

Shri T. N. Singh: Is it not the convention that before any statement is made by the Ministry concerned rejecting or accepting any of our recommendations, the concurrence of the Finance Ministry is always there? That is the procedure laid down.

Shri C. D. Deshmukh: That is right. I think I do not know of a case. Recommendations in regard to specific cases involving a difference in judgment is one thing. Recommendations in regard to procedure is another thing. I am aware of a case—or perhaps one or two cases—where the Ministries did not take the same view as the Public Accounts Committee. Now, in this case the procedure is that the matter is brought before the Cabinet. It is not a question of the Finance Minister taking a view. It is a question of the whole Cabinet concurring

or not concurring, and no statement is made by a Minister before the matter has been discussed in the Cabinet. I am afraid I cannot go farther than that.

Now I shall come to the question of taxation, the other important matter that was raised. The first point which I make on this issue of taxation is with regard to its incidents, progressive or otherwise, and the incentive that is sufficient for the country's development—this is being considered very carefully by the Taxation Inquiry Commission. The Inquiry Commission is now engaged in taking evidence in Delhi, and I am hoping that before the end of the year, I shall have some indication of what they think at least on the major issues, so that it might be possible for the Centre as well as the State Governments to consider those matters and then make the necessary changes or take the necessary steps when they present the next budget.

So far as the past policy is concerned, in the last few years, we can claim that it has been progressively to reduce the burden on the poor. I give instances. Since 1947, the income-tax exemption limit on the poor, or comparatively poor, has been progressively raised from Rs. 2,000 to Rs. 4,200 in the case of individuals, and in the case of Hindu undivided family, from Rs. 2,000 to Rs. 8,400.

Shri S. N. Das (Darbhanga Central): These cases do not refer to the poor.

Shri C. D. Deshmukh: That is why I said, 'relatively poor,' because I think that the middle-classes, as I once said, are the new poor. In 1949, the income-tax on the slabs of Rs. 1,500 to Rs. 5,000 and on Rs. 5,000 to Rs. 10,000 was reduced from one anna and two annas respectively to nine pies and one anna nine pies in the rupee. In 1950, the income-tax on the slab Rs. 10,000 to Rs. 15,000 was reduced from three and a half annas to three annas in the rupee and on the balance above Rs. 15,000, from

five annas to four annas in the rupee. But the reduction of the maximum income tax-limit from five to four annas was counterbalanced by increasing the lower supertax rate from two annas to three annas. Just consider the case of assesseees other than companies. The figures indicate that the assesseees with an income of more than Rs. 25,000 represent five per cent of the total number of assesseees, and the number of assesseees is a microscopic proportion of the total population of the country. There are about eight lakhs of assesseees as against the total population of 360 million—to put it in round figures. The actual tax paid by them—those with incomes of over Rs. 25,000—is 75 per cent of the total tax paid, that is to say, as against five per cent of the numerical strength, they pay a tax of 75 per cent. If this is not progressive taxation, I do not know what is.

It is sometimes assumed that the indirect taxes fall only on the poor. That is another fallacy that appeared in the observations of hon. Members. It was, rather, an assumption facilely made. Actually, that part of the indirect tax which represents export duties, as I have once pointed out, cannot fall on the local population at all. Of the remainder, the scales of the import duties and central excise duties—the lowest that I have made—indicate that out of the total sum of about Rs. 210 crores, on an average per year, more than Rs. 70 crores are borne not by the poor but only by the rich. This includes items such as motor cars, wines and spirits, silk, piece-goods, superfine cloth, better type of cigarettes and so on. I have not got the time here to give you the complete list. I have got the rates of duty here. Silk, artificial silk, socks and stockings, 100 per cent; tobacco, unmanufactured, 192 per cent; ale, beer, port etc., 228 per cent.; brandy, gin whisky, 208 per cent. On the other hand, dried, skimmed milk, free; pulses, free; salt, free; books free; penicillin in bulk, 20 per cent. and so on and so forth. All that I wish to say is that these matters are carefully

[Shri C. D. Deshmukh]

borne in mind, when we fix the rates for various duties.

Shri T. N. Singh: What about birds and textiles?

Shri C. D. Deshmukh: That is a matter of excise. That is to say, people can pay according to the purchases. When I say, 'superfine cloth,' that is a matter of textiles. What I say is, if any one purchases, say, 50 pounds of superfine cloth, there will be one sort of duty. Do you mean to say that in general all excise duty falls on the poor? This is what I have to say in regard to general taxation, except that I would like to remind the House again to one of the last budget speeches. The only measure that the Finance Ministry took with some feeling of pride, I might say, in that it was a social innovation, was the enactment of the estate duty. But the House has already forgotten that such a measure has been passed.

Shri Gadgil: Nobody has forgotten them. They only want that there should be a limit on income.

Shri C. D. Deshmukh: So far as the limit to income is concerned ...

Shri Gadgil: Your small mercies are not being forgotten.

Shri C. D. Deshmukh: It is for the Taxation Inquiry Commission to tell us what exactly are the limits to be fixed. They might conceivably propose that the maximum on the largest slab, on which the slab is fixed, might be reduced, or they might suggest a pattern of taxation which will secure that there is less difference between the lowest and the largest incomes.

Shri Gadgil: What I want to ask is: unless the Taxation Inquiry Commission know what is the major policy of the Government, what can they recommend?

Shri C. D. Deshmukh: This is putting the cart before the horse.

Shri Gadgil: Even then, the cart will run.

Shri C. D. Deshmukh: We are not advising the Taxation Inquiry Commission. The Taxation Inquiry Commission is advising us. It is for them to give us advice. Yesterday, I think, they examined Shri Khandubhai Desai. He must have made it clear to them what his points were. It may be that the Commission will be influenced by that view. I do not know whether they have examined Shri Gadgil.

Shri Gadgil: They won't examine me. That is certain.

Shri C. D. Deshmukh: I wish now to refer to the refunds. A complaint was made that refunds are not given quickly enough. Now, the actual refunds granted during 1950-51 was Rs. 25 crores. In 1952-53, it was 33.63 crores of rupees. In 1953-54, it was Rs. 37 crores. These are the arrears accruing. We do not know the encashments. The monthly figure for the number of refund applications does not indicate that there is any abrupt fall in the closing months of the financial year. The total number of refund applications for disposing of, up to the end of February, 1954, was 78,752. The number actually disposed of during the period was 68,138. It is quite a large number. The number pending at the beginning of March was thus 10,614. I have not got the figures yet, but I expect that the bulk of them would have been disposed of in March.

There were other small points in regard to corruption in the Customs Department. I had given figures previously to show that statistics indicate that there is not as much corruption as hon. Members are inclined to think, although cases do come up.

Then there was a specific complaint in regard to opium and narcotics consumption and so on. One hon. Member was far from soothing when he talked of narcotics. But these are very small problems and I do not think I need take the time of the House at this stage, over them.

There is a matter which I would like to mention, and that is in regard to foreign investment, which has importance, and on which we should make it clear what our view is. One hon. Member—I think it was Shri Sadhan Gupta—accused us again of what he called, submitting to foreign exploitation. He said we had been allowing indiscriminate import of foreign capital and then he took the trouble to quote from some pronouncement of the leaders of the Congress Party in 1938. I feel that that is not a very valid argument to refer to what was said in 1938 when the country was under foreign domination. Now that domination has ended. In those days, the advent of foreign capital did have the danger of leading to the further concentration of economic power, in the hands of foreigners and consequently of economic exploitation. But the hon. Member has not referred to the fact or has not properly considered the fact that we are independent now and that Government have adequate powers to ensure that foreign capital does not use its position to the detriment of national interests.

So far as the general policy of the Government is concerned, it has been declared over and over again—in brief that foreign capital is desirable and welcome provided it is of the right kind and is sought to be invested in the right fields. I think that point has been accepted by the hon. Member who spoke last, Shri K. K. Basu. He said that it has demonstrably to be in national interests and all our efforts are directed towards that end. Hon. Members know that before a scheme of foreign investment is sanctioned, it is subject to a process of screening to make sure that it will further the interests of national economy. I note that he has referred to a large number of cases. I wish he had spoken yesterday and not today because it is impossible for me to give the details of every one of these cases; chocolates, soap etc.

An Hon. Member: Coca Cola.

Shri C. D. Deshmukh: There may or not be an explanation; mistakes might or might not have been made but, by and large, that is the position. The point I wish to refer to is this.

[MR. SPEAKER in the Chair]

The hon. Member feared that this was a drain on the country's resources. It is a truism to say that the service charges or the profits and dividends that foreign capital earns imposes a burden on the country's economy, at any rate, on the foreign exchange resources. But that is, I wish to point out, only a part of the picture. Foreign capital can render useful service or bring the know-how, particularly in an undeveloped or under-developed economy like ours and it is always a question of judging where the balance of advantages lies. But, even from the narrow point of view of the impact of foreign investment on the balance of payment looking at merely the profit remittances, I think, is likely to give a distorted picture of the situation. For instance, hon. Members know that—and that was referred to by Shri Basu—many of the points made by the hon. Member are in the nature of flogging a dead horse because all these points were gone into when we considered the relevant legislation—the total foreign capital that is to be invested in the refineries is of the order of Rs. 35 crores. Supposing we assume that it earns a profit of 10 per cent of the capital, then it is likely to lead to a profit of about Rs. 3 or 4 crores per year. On the other hand, the production of the refineries will be, at the present day prices, worth about Rs. 44 crores per annum. As against this, import of crude oil valued at about Rs. 26 to 27 crores will be necessary. This means that Rs. 17 or 18 crores worth of foreign exchange will be saved every year as against the profit, which, as I said before, is not likely to exceed Rs. 4 crores a year. In screening projects of foreign investment, the foreign exchange economics of any particular project is always one of the things that is gone into in detail. But

[Shri C. D. Deshmukh]

that is not the only criterion. The investment of foreign capital may be in an industry which would never have come into existence if reliance had been placed solely on indigenous capital, either because the technical know-how is not available in the country or because indigenous capital is not willing to venture out on a new line. In such cases, the investment of foreign capital clearly leads to increased employment in the country and to the acquisition of technical knowledge by our nationals, which, of course, is one of the conditions precedent to our growth.

Then, another point that was made was that the foreign capital should come as a loan and not as direct private investment. Now, the capital that we are getting from the World Bank is, of course, of that kind. Indeed, it is the largest item of foreign capital that has come into this country. Direct foreign investment, has not been very large and I think the figures show that there has rather been a disinvestment than investment. So, it is not as if foreign capital is begging us to accept its entry here. One advantage of direct investment is that it earns its income out of the profits it creates; in the case of loans, this flexibility is not there. Private foreign investment usually brings with it the technical know-how, which loans do not.

Again, there are cases where we get reports of consultants. Those reports are apt to cast a somewhat heavy burden on us unless those who are consulted are prepared to have a stake in the industry that may be started. That is a kind of safeguard. Therefore, we feel that there is definite scope for foreign investment although it is not denied that in cases where it is misused or where it is not serving the interests of the country, they ought to be reviewed. I am always open to receive from hon. Members, including Shri Basu, instances in which they feel—though he has not

done so before—that foreign capital is misusing the advantage of its being permitted to carry on its enterprises here.

Shri Meghnad Saha: How much foreign capital has been exported out of the country?

Shri C. D. Deshmukh: I think the net disinvestment is of the order of Rs. 35 crores since 1945.

Shri Meghnad Saha: I was told about Rs. 20 crores.

Shri C. D. Deshmukh: The hon. Member has asked me for information. It is certain that it is of the order of 35 crores. It may be Rs. 20 or Rs. 25 crores.

That brings me to one point which the hon. Member made in regard to sterling balances. It is not true that the sterling balances are earning only one per cent. Owing to the increase in the Treasury rate now in the United Kingdom, our returns are very much higher. The hon. Member said that those sterling balances were frozen and that it would have been in the interests of the country, if we had paid with it the enterprises of foreigners. So far as that was practicable, it was already done. For instance, we settled certain obligations; we paid all the railway debentures; we repatriated the railway debentures. We repaid all the sterling loans. I forget the amount, but it is about Rs. 500 crores or Rs. 600 crores.

The only last point that I would like to say that it is much better that we utilise our balances which are released in accordance with an agreed rate for either consumer goods which are essential or for capital goods rather than for acquiring capital assets.

Dr. Lanka Sundaram: May I put a question with your permission? The hon. Minister, in the course of his reply just now, made certain general observations on parliamentary control of public corporations. He also made a

reference to the debate on the last occasion where he gave a specific assurance to this House that he would either bring in a special Bill or certain amendments to the Companies Bill. This morning you announced that the Companies Bill is coming up before the House this session. May I know whether he will bring in a special Bill or bring in amendments to the Company law to provide parliamentary control of public corporations?

Shri C. D. Deshmukh: I do not remember having given any such assurance, but, if I have given such an assurance, I am bound to fulfil it.

Mr. Speaker: I will now put the cut motions and the Demands. I will first put the cut motions.

5 P.M.

I will put all the cut motions together unless any Member wants a cut motion to be put specifically.

The cut motions were negatived.

Mr. Speaker: I will now put the Demands.

The question is:

"That the respective sums not exceeding the amounts shown in the third column of the Order Paper in respect of Demands Nos. 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 115, 116, 117, 118, 119, 120 and 121 be granted to the President to complete the sums necessary to defray the charges which will come in course of payment during the year ending the 31st day of March 1955 in respect of the corresponding heads of demands entered in the second column thereof."

The motion was adopted.

[The motions for Demands for Grants which were adopted by the House are reproduced below.—Ed. of P.P.]

DEMAND No. 26—MINISTRY OF FINANCE

"That a sum not exceeding Rs. 1,43,19,000 be granted to the

President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Ministry of Finance'."

DEMAND No. 27—CUSTOMS

"That a sum not exceeding Rs. 3,84,11,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Customs'."

DEMAND No. 28—UNION EXCISE DUTIES

"That a sum not exceeding Rs. 6,28,30,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Union Excise Duties'."

DEMAND No. 29—TAXES ON INCOME INCLUDING CORPORATION TAX AND ESTATE DUTY

"That a sum not exceeding Rs. 3,41,76,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Taxes on Income including Corporation Tax and Estate Duty'."

DEMAND No. 30—OPIUM

"That a sum not exceeding Rs. 34,13,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Opium'."

DEMAND No. 31—STAMPS

"That a sum not exceeding Rs. 1,17,43,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Stamps'."

DEMAND No. 32—PAYMENTS TO OTHER GOVERNMENTS, DEPARTMENTS, ETC. ON ACCOUNT OF THE ADMINISTRATION OF AGENCY SUBJECTS AND MANAGEMENT OF TREASURIES

"That a sum not exceeding Rs. 10,20,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Payments to other Governments, Departments, etc. on account of the Administration of Agency Subjects and Management of Treasuries'."

DEMAND No. 33—AUDIT

"That a sum not exceeding Rs. 7,05,82,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Audit'."

DEMAND No. 34—CURRENCY

"That a sum not exceeding Rs. 1,58,39,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Currency'."

DEMAND No. 35—MINT

"That a sum not exceeding Rs. 85,02,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Mint'."

DEMAND No. 36—TERRITORIAL AND POLITICAL PENSIONS

"That a sum not exceeding Rs. 19,40,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Territorial and Political Pensions'."

DEMAND No. 37—SUPERANNUATION ALLOWANCES AND PENSIONS

"That a sum not exceeding Rs. 2,80,80,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Superannuation Allowances and Pensions'."

DEMAND No. 38—MISCELLANEOUS DEPARTMENTS AND EXPENDITURE UNDER THE MINISTRY OF FINANCE

"That a sum not exceeding Rs. 3,20,64,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Miscellaneous Departments and Expenditure under the Ministry of Finance'."

DEMAND No. 39—GRANTS-IN-AID TO STATES.

"That a sum not exceeding Rs. 14,01,67,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Grants-in-aid to States'."

DEMAND No. 40—MISCELLANEOUS ADJUSTMENTS BETWEEN THE UNION AND STATE GOVERNMENTS

"That a sum not exceeding Rs. 2,53,000 be granted to the

President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Miscellaneous Adjustments between the Union and State Governments'."

DEMAND NO. 41—EXTRAORDINARY PAYMENTS

"That a sum not exceeding Rs. 21,16,78,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Extraordinary Payments'."

DEMAND NO. 42—PRE-PARTITION PAYMENTS

"That a sum not exceeding Rs. 1,24,42,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Pre-partition Payments'."

DEMAND NO. 115—CAPITAL OUTLAY ON THE INDIA SECURITY PRESS

"That a sum not exceeding Rs. 4,78,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Capital Outlay on the India Security Press'."

DEMAND NO. 116—CAPITAL OUTLAY ON CURRENCY

"That a sum not exceeding Rs. 2,48,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Capital Outlay on Currency'."

DEMAND NO. 117—CAPITAL OUTLAY ON MINTS

"That a sum not exceeding Rs. 65,75,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Capital Outlay on Mints'."

DEMAND NO. 118—COMMUTED VALUE OF PENSIONS

"That a sum not exceeding Rs. 86,21,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Commuted Value of Pensions'."

DEMAND NO. 119—PAYMENTS TO RETRENCHED PERSONNEL

"That a sum not exceeding Rs. 99,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Payments to Retrenched Personnel'."

DEMAND NO. 120—OTHER CAPITAL OUTLAY OF THE MINISTRY OF FINANCE

"That a sum not exceeding Rs. 20,35,21,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect of 'Other Capital Outlay of the Ministry of Finance'."

DEMAND NO. 121—LOANS AND ADVANCES BY THE CENTRAL GOVERNMENT

"That a sum not exceeding Rs. 31,70,68,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955, in respect

of 'Loans and Advances by the Central Government'."

Mr. Speaker: I will now take the remaining demands.

Shri V. P. Nayar (Chirayinkil): May I seek an information? I sent some cut motions which seem to have been disallowed. They related to the Demands for Grants for Parliament Secretariat.

Mr. Speaker: The hon. Member may see me in my chamber about that.

Shri V. P. Nayar: I made several requests for that Sir, but.....

Mr. Speaker: Order, order.

The hon. Member is not raising any new point and I think it was conveyed to him that the Demands of Parliament Secretariat, as a matter of convention for years together,—I shall not use the word "ages"—is never discussed and no cut motions are allowed. Hon. Members of the House will note that the Parliament Secretariat is the Speaker's Department and the Speaker cannot be the subject-matter of any discussion or any criticism in the House. If any hon. Member wants any information about the Parliament Secretariat, if he has any doubts about the same, he is welcome to see the Secretary and get information in this connection. If he is dissatisfied he can come to the Speaker and get all possible explanation and information. But as a token of the sovereignty of the House, the Speaker cannot be subjected to any discussion or criticism in the House itself.

If hon. Members are dissatisfied with any Speaker or Speaker's actions, the remedy is not to have a discussion in the House, but the remedy is to move a motion of no confidence in the Speaker, or a motion for his removal. That is the only way in which Members dissatisfied with the Speaker can raise the question in the House—not by way of cut motions.

Shri V. P. Nayar: You have misunderstood me, Sir.

Mr. Speaker: I do not want any discussion. If there is anything for discussion, for my part the hon. Member is welcome again to come to my chamber direct and discuss.

Shri V. P. Nayar: You have not allowed me to start my point of view.

Mr. Speaker: It is wrong to say that I have not allowed him. The hon. Member wants a particular time and has a particular urgency. I do not feel any urgency about it. This is a matter which can wait, until I can satisfy him, or attempt to satisfy him at leisure.

Shri V. P. Nayar rose—

Mr. Speaker: It is no use raising questions now.

The question is:

"That the respective sums not exceeding the amounts shown in the third column of the Order Paper in respect of Demands Nos. 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 107, 108, 109, and 131 be granted to the President to complete the sums necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of the corresponding heads of demands entered the second column thereof."

The motion was adopted.

[The Motions for Demands for Grants which were adopted by the House are reproduced below.—Ed. of P.P.]

DEMAND NO. 70—MINISTRY OF LAW

"That a sum, not exceeding Rs. 1,23,79,000 be granted to the President to complete the sums necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Ministry of Law'."

DEMAND No. 71—ADMINISTRATION OF JUSTICE

"That a sum not exceeding Rs. 1,73,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Administration of Justice'."

DEMAND No. 72—MINISTRY OF NATURAL RESOURCES AND SCIENTIFIC RESEARCH

"That a sum not exceeding Rs. 7,31,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Ministry of Natural Resources and Scientific Research'."

DEMAND No. 73—SURVEY OF INDIA

"That a sum not exceeding Rs. 1,31,81,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Survey of India'."

DEMAND No. 74—BOTANICAL SURVEY

"That a sum not exceeding Rs. 6,35,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Botanical Survey'."

DEMAND No. 75—ZOOLOGICAL SURVEY

"That a sum not exceeding Rs. 4,12,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Zoological Survey'."

96 P.S.D.

DEMAND No. 76—GEOLOGICAL SURVEY

"That a sum not exceeding Rs. 51,86,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Geological Survey'."

DEMAND No. 77—MINES

"That a sum not exceeding Rs. 23,84,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Mines'."

DEMAND No. 78—SCIENTIFIC RESEARCH

"That a sum not exceeding Rs. 2,95,08,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Scientific Research'."

DEMAND No. 79—MISCELLANEOUS DEPARTMENTS AND EXPENDITURE UNDER THE MINISTRY OF NATURAL RESOURCES AND SCIENTIFIC RESEARCH

"That a sum not exceeding Rs. 14,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Miscellaneous Departments and Expenditure under the Ministry of Natural Resources and Scientific Research'."

DEMAND No. 80—DEPARTMENT OF PARLIAMENTARY AFFAIRS

"That a sum not exceeding Rs. 1,23,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect

of 'Department of Parliamentary Affairs'."

DEMAND NO. 107—PARLIAMENT

"That a sum not exceeding Rs. 89,27,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of Parliament."

DEMAND NO. 108—MISCELLANEOUS EXPENDITURE UNDER THE PARLIAMENT SECRETARIAT

"That a sum not exceeding Rs. 27,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Miscellaneous Expenditure under the Parliament Secretariat'."

DEMAND NO. 109—SECRETARIAT OF THE VICE-PRESIDENT

"That a sum not exceeding Rs. 76,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Secretariat of the Vice-President'."

DEMAND NO. 131—OTHER CAPITAL OUTLAY OF THE MINISTRY OF NATURAL RESOURCES AND SCIENTIFIC RESEARCH

"That a sum not exceeding Rs. 1,24,79,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1955 in respect of 'Other Capital Outlay of the Ministry of Natural Resources and Scientific Research'."

APPROPRIATION (NO. 2) BILL

Mr. Speaker: The House will proceed with the Appropriation (No. 2) Bill now.

The Minister of Finance (Shri C. D. Deshmukh): I beg to move for leave to introduce a Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the financial year 1954-55.

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the financial year 1954-55."

The motion was adopted.

Shri C. D. Deshmukh: I *introduce the Bill and beg to **move:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the financial year 1954-55, be taken into consideration."

Mr. Speaker: The question is:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the financial year 1954-55, be taken into consideration."

The motion was adopted.

Mr Speaker: We shall take up the clauses.

Clauses 1, 2 and 3 were added to the Bill.

The Schedule was added to the Bill.

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

*Introduced with the recommendation of the President.

**Moved with the recommendation of the President.

Shri C. D. Deshmukh: I beg to move:

"That the Bill be passed."

Mr. Speaker: The question is:

"That the Bill be passed."

The motion was adopted.

SIXTH REPORT OF COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

Shri Altekar (North Satara): I beg to move:

"That this House agrees with the Sixth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 14th April, 1954."

As a contingent mover, I move for a certain contingency that may arise. As a matter of fact, Shri S. N. Das, who moved his resolution on the 2nd April, 1954, has taken about 17 minutes already, and the whole of the day today could be spent on that resolution. But, if the hon. Minister accepts the resolution in between, other resolutions will have to be taken up for consideration. Therefore, the time allotted for the next resolution is 2½ hours—Shri Gopalan's resolution relating to the appointment of a parliamentary commission to enquire into the question of curtailment of civil liberties; then, 2 hours for the resolution regarding the steps to be taken to separate the finances of the Posts and Telegraphs Department from the general finance—this is Shri Samanta's resolution; then 2½ hours for Shri H. L. Agarwal's resolution regarding steps to be taken by Government to make the First Five Year Plan a complete success.

I recommend that the House do accept this.

Mr. Speaker: The question is:

"That this House agrees with the Sixth Report of the Committee on

Private Members' Bills and Resolutions presented to the House on the 14th April, 1954."

The motion was adopted.

RESOLUTION RE. WORKING OF ADMINISTRATIVE MACHINERY AND METHODS AT CENTRE—Contd.

श्री एल० एन० दास (दरभंगा मध्य): अध्यक्ष महोदय, पिछले दिन जब मैंने इस प्रस्ताव को इस सदन में पेश किया था उस समय मैंने निम्न किया था कि इस बात की बड़ी आवश्यकता है कि हम अपने देश के प्रशासन तंत्र और उसकी पद्धति के बारे में जांच करने के लिये एक एसे आयोग की स्थापना करें कि जो इसके बारे में पूरी जांच पड़ताल करने के बाद प्रशासन के सम्बन्ध में और प्रशासन पद्धति के सम्बन्ध में सरकार के सामने अपने सुझाव और सिफारिशों को रखें। मैंने यह कहा था कि आज जो हमारा देश में प्रशासन तंत्र है उसकी कल्पना उस समय में हुई थी जिस समय हम गुलाम थे, और उस संगठन को भी उन्होंने लोगों ने लागू किया था जिन को इस देश में अपने शासन को बहुत दिनों के लिये कायम रखना था।

जैसे हमने स्वतंत्रता प्राप्ति के बाद अपने शासन को चलाने के लिये बहुत परिश्रम और मेहनत करके, बहुत समय लगा कर, विधान का निर्माण किया था, उसी प्रकार से आवश्यकता इस बात की है कि हम अपने प्रशासन तंत्र के सम्बन्ध में बहुत ही व्यापक रूप से, पूरी जानकारी हासिल करें और जानकारी हासिल करने के बाद उस में जरूरी सुधार करें। इस में कोई शक नहीं है कि आज की अवस्था में हमारा राज्य के जो भी मुख्य अंग हैं, कानून बनाने वाला अंग, कानून को देश में लागू करने वाला अंग और न्याय विभाग, इन तीनों भागों में सब से महत्वपूर्ण भाग ऊपर से देखने में, कानून बनाने वाले भाग को कहा जाता है। लेकिन मेरा खयाल है कि प्रजातंत्र में यह कानून बनाने वाला विभाग, जैसा कि हम वर्तमान पद्धति को देखते हैं, सिवा बहस

[श्री एस० एन० दास]

और सुझाव के ज्यादा आगे नहीं बढ़ सकता। इस लोक कल्याणकारी राज्य की जो कि हम ने कायम किया है और हम ने जो ऊंचे ऊंचे आदर्श रक्खे हैं, उन की सफलता विशेषकर उन्हीं लोगों पर है जो हमारे दश में प्रशासन तंत्र में काम करने वाले कार्यकर्ता लोग हैं। चूंकि समय कम है इस लिये इस की ज्यादा व्याख्या न कर के मैं एक श्री रैम्बो म्योर नाम के जो अंग्रेज लेखक हैं, जिन्होंने अपनी किताब 'हाउ ब्रिटन इज गवर्न' में अपने प्रशासन तंत्र के महत्व के सम्बन्ध में जो कहा है उसे ही सदन के सामने पढ़ना चाहता हूँ। उन्होंने जो लिखा है वह इस प्रकार है :

"Bureaucracy has become during the last century, and especially during the last generation, a far more potent and vital element in our system of government than the textbooks realise. It has indeed become effective and operative part of our system. The power of the bureaucracy, the permanent civil service, is to be found not only in administration but also in legislation and finance. It not only administers the laws, but it largely shapes them. It not only spends the proceeds of taxation, it largely decides how much is to be raised and how it is to be raised."

[SHRIMATI KHONGMEN in the Chair]

वह अंग्रेजी शासन पद्धति की बात है, हम ने तो अंग्रेजी शासन का जो ढांचा है, सिद्धान्त है, उस से भी बहुत बड़े बड़े व्यापक कार्य तथा बड़ी बड़ी जिम्मेदारियां अपने ऊपर ली हैं। ऐसी हालत में हमारे इस राज्य का जो प्रशासन तंत्र है उस का महत्व और भी बढ़ जाता है। इसलिये जरूरत इस बात की है कि हम इस बात को देखें कि अभी तक हमारे दश में जो कार्यकर्ता लोग बहाल किये जाते हैं, उन के बहाल करने का क्या तरीका है और हम ने बहाली का जो तरीका रक्खा है, उनकी शिक्षा की जो आवश्यकता रक्खी है, जांच का

जो तरीका लागू है, परीक्षा का जो विधान कायम है, साथ ही साथ मौखिक प्रश्नोत्तर (वाइवा वासी) का जो कायदा हमने रक्खा है, वह कारगर और उपयुक्त है या नहीं। मेरे खयाल से और दश के जो दूसरे सोचने वाले और विचारने वाले लोग हैं, सभी ने पूरी जांच पड़ताल के बाद यह निश्चय किया है कि हमारी—कार्यकर्ताओं के चुनने की, सेवकों के चुनने की, चाहे वह आल इंडिया सर्विस के लिये हो, चाहे प्रांतीय सर्विस के लिये हो,—वर्तमान पद्धति कारगर नहीं है। यद्यपि यह बात सही है कि हम ने विधान के जरिये से एक ऐसा संगठन, 'यूनियन पब्लिक सर्विस कमिशन' के नाम से कायम किया है जो एक स्वतंत्र संस्था है, और जिस में इस बात की पूरी गुंजाइश है कि किसी भी राजनीतिक या अन्य प्रकार का पक्षपात न होने पावे। मैं इस संस्था के प्रति ऐसी बात नहीं कहना चाहता हूँ जो इस संस्था के मान के खिलाफ हो, लेकिन गवर्नमेंट आफ इन्डिया की तरफ से हमारे प्रशासन के सम्बन्ध में जानकारी हासिल करने के लिये जो एक एंग्लो साहब बुलाये गये थे, उन्होंने पब्लिक सर्विस कमिशन के बारे में, या उसकी जो पद्धति है उस के बारे में, जो कहा है उसे संसद् के सामने रखना चाहता हूँ। उन्होंने अंग्रेजी में जो कहा है वह इस प्रकार है :

"Personnel administration here has too much feudalistic heritage, too much academic and 'intellectual' orientation, too little administrative action and human-relations orientation, and is too defensive of the 'rights' of existing personnel."

इस के बाद वह दूसरे प्रोग्राम में कहते हैं।

"The criteria by which personnel are selected by the Public Service Commissions are not up to date, and examining and appraising techniques are far from modern. Selection tends to be by one type of person, which naturally perpetuates its own type. Selection is too much in terms of academic records and appraisals by experienced academic examiners, too

little in terms of many other considerations highly important in public administration. The fixed limits on cadres predetermine too many matters of great significance, and too little attention in selection is given to any but the most subjective and incidental attention to capacity for growth. Recruitment is not imaginative or aggressive enough, is too much limited by concern for persons already employed, and governed too easily by an underestimate of personnel potentialities in the society".

एक विद्वत् के परीक्षक, जो दूसरी जगह से हमारे प्रशासन तंत्र के ढांचे के बारे में जांच करने आये, और उन्होंने जो कुछ कहा, और जिसे मैंने अभी आप के सामने पढ़ कर सुनाया, उससे स्पष्ट मालूम होता है कि हमने एक स्वतंत्र संस्था का निर्माण तो किया, लेकिन वह स्वतंत्र संस्था ठीक उसी ढंग से काम करती आ रही है जैसा कि औपनिवेशिक शासन के समय में होता था। बदली हुई अवस्था में जब कि हम ने अपने ऊपर बड़ी बड़ी जिम्मेदारियाँ ली हैं, अगर हम आल इंडिया सर्विसेज और प्रान्तीय सर्विसेज के लिये अपने समाज में से अच्छे से अच्छे और ऊँची सं ऊँची योग्यता के लोगों को चुनने का प्रयत्न नहीं करेंगे तो हमारा यह सारा प्रजातंत्र को सफल करने का प्रयत्न निष्फल जायेगा। इसी लिये, सभानेत्री जी, मैं कहना चाहता हूँ कि आवश्यकता इस बात की है कि यद्यपि हमने एक स्वतंत्र संस्था का निर्माण किया है, लेकिन स्वतंत्र संस्था का निर्माण कर देने से ही कुछ नहीं होता। हम को देखना होगा कि हम ने अपने सामने जो आदर्श रक्खा है उसे पूरा करने वाले लोग किस मात्रा में और कैसे इस संगठन द्वारा हमारे शासन तंत्र में आते हैं।

इस में कोई सन्देह नहीं है कि जितनी भी जांच पड़ताल हम ने अभी तक की है, और जितनी भी हमारे सामने समालोचनाएँ आती हैं, उन में कहा जाता है कि हमारे दृष्ट में स्वराज्य तो हुआ, लेकिन सुराज्य नहीं हुआ।

कहा जाता है कि स्वराज्य लाने में कठिनाई कहां है? मैं नहीं कहता कि सारी कठिनाई और सारी बुराई प्रशासन तंत्र में ही हैं। बुराई तो हमारे समाज के अन्दर है। जिस समाज में हम रहते हैं, उसी का प्रतीक शासन होता है। लेकिन सभानेत्री जी, इस बात को हमें मानना होगा कि जैसे हमने अपने दृष्ट के लिये एक संविधान बनाया, उसी तरह संविधान बनाने के साथ प्रशासन के कार्यकर्ताओं का कैसे चुनाव होना चाहिये, इस की जांच पड़ताल का हम ने कोई प्रबन्ध नहीं किया। हमारे विद्यालयों में और यूनिवर्सिटीयों में जो शिक्षा अब तक दी जाती है वह शिक्षा सिर्फ इस लिये प्राप्त की जाती है कि किसी तरह से इन संस्थाओं से निकल कर वह अपना जीवन-निर्वाह नौकरी के द्वारा कर सकेंगे। इन यूनिवर्सिटीयों और स्कूलों में इस बात की तरफ कम ध्यान दिया जाता है कि हमारे प्रशासन को चलाने वाले लोग कैसे हों। सामान्य से हमारे दृष्ट में हमारे पूज्य नेता माहत्मा गांधी ने बताया कि प्रशासन के लोगों को अपने सामने क्या आदर्श रखना चाहिये। मुझे इस बात के कबूल करने में कोई हिचकिचाहट नहीं है कि जो आशा उन्होंने दृष्ट के सामाजिक और राजनीतिक कार्यकर्ताओं से और विशेषकर कांग्रेस के कार्यकर्ताओं से की थी उसे हम पूरे तौर से चरितार्थ नहीं कर सके हैं। लेकिन साथ ही साथ यह बात भी हम को माननी पड़ेगी कि प्रशासन का जो ढांचा हम ने अपने दृष्ट में रखा वह जैसा का तैसा पुराना ढांचा ला कर रख दिया। जैसे आज टैक्सटाइल इंडस्ट्री के सामने सवाल आता है कि उस में रेशनलाइजेशन की जरूरत है क्योंकि उसकी मशीनरी पुरानी हो गई है और उस के द्वारा बना माल दूसरे देशों के माल के कम्पिटिशन में नहीं खप सकता है, अगर उसी उपमा को हम अपने प्रशासन पर लगाएँ तो कहा जा सकता है कि जो तरीका हमने अपनाया है वह पुराने जमाने के गुलामी के शासन को चलाने के लिये भले ही पर्याप्त रहा हो लेकिन वह आज हमारे बैलफेवर स्टैंट (कल्याणकारी राज्य) के लिये उपयुक्त नहीं हो सकता।

[श्री एस० एन० दास]

दूसरी बात मैं यह कहना चाहूंगा कि हमारे प्रशासन यंत्र के जो तीनों भाग हैं अर्थात् लीजिस्लेचर (विधान-मण्डल) जूडीशियरी (न्यायपालिका) और एग्जिक्यूटिव (कार्य-पालिका) इन तीनों की जड़ जनता में होनी चाहिये। हम जानते हैं कि कानून बनाने वाले यद्यपि सब के सब अच्छे नहीं हैं लेकिन उनको निश्चित समय पर जनता के सामने उपस्थित होना पड़ता है। हर पांच साल बाद जनता उनको अपने तरीके से परखती है कि इनका काम अच्छा हुआ है या नहीं और तब उनका चुनाव होता है। जूडीशियरी को जनता के सामने जाने की कोई खास आवश्यकता ही नहीं है। लेकिन जो लाखों की तादाद में प्रशासन तंत्र में काम करने वाले हैं उनको कभी जनता के बीच में जाकर परखे जाने का कोई मौका ही नहीं होता। इस लिये जरूरत इस बात की है कि उनके चुनाव में इस बात का ख्याल रखा जाय कि सचमुच में वे लोग प्रशासन यंत्र में आते जो कि जनता की अभिलाषाओं की पूर्ति कर सकते हैं। जब तक जो रवैया रहा है उससे हम जानते हैं कि प्रशासन तंत्र में बड़े दिमाग वाले जाते हैं। लेकिन देखना यह है कि उन में सेवा भाव से कितने जाते हैं। मैं यह नहीं कहता कि इस में जो लोग जाते हैं उनमें से किसी में सेवा भाव या दश भक्ति नहीं है। लेकिन मेरा ख्याल है कि ज्यादातर लोग जीवन निर्वाह के लिये ही जाते हैं। क्योंकि जो तरक्की वहां मिलती है, जो सुविधायें वहां मिलती हैं और वहां पर जो तरक्की की गुंजाइश है वैसे सुविधा अभी किसी दूसरे कामों में नहीं है। इस लिये ज्यादातर अच्छे मस्तिष्क वाले लोग इस में जाते हैं। हमारा ख्याल है कि इस दश में मस्तिष्क के विकास की बहुत आवश्यकता है लेकिन उससे भी अधिक इस दश में उन लोगों की जरूरत है कि जो जनता के आदर्श के अनुसार सेवा भाव से कार्य करना चाहते हों और इस तरह के आदिमियों को इन सर्विसेज (सेवाओं) में लिया जाना चाहिये। लेकिन हमारी पब्लिक सर्विस कमिशन की जो परीक्षा विधि है उसके

द्वारा मस्तिष्क वाले भले ही आ जायें लेकिन सेवा भाव वाले, दश भक्ति रखने वाले किस हद तक नियुक्त किये जाते हैं इस बात की जांच वहां नहीं होती। इस लिये मैं कहूंगा कि यह जो पब्लिक सर्विस कमिशन के इम्तिहान का तरीका है उस में अदल बदल करने की जरूरत है।

मैं ने अपने प्रस्ताव में जितनी बातों का जिक्र किया है उन सब पर प्रकाश डालना मेरे लिये सम्भव नहीं है। लेकिन मैं यह कहना चाहता हूं कि पब्लिक एकाउंट्स कमिटी ने बहुत दिन पहले कहा था कि जब हमारे सरकारी अफसरान कोई ऐसा काम करते हैं जिस में उनको सजा मिलनी चाहिये तो उस सजा के मिलने में इतना समय लग जाता है कि सजा का कोई महत्व ही नहीं रह जाता और दण्ड देने के वक्त इस बात का कोई ख्याल नहीं किया जाता कि दण्ड देने का क्या मतलब है। पब्लिक एकाउंट्स कमिटी ने इस पर अपनी राय दी है। उस में उन रूलस का जिक्र है जो कि सन् १९२० में बनाये गये थे लेकिन वह पुराने कानून अब भी कायम हैं। यद्यपि समय समय पर छोटे मोटे संशोधन किये गये हैं, पर वही पुराना पब्लिक एकाउंट्स कमिटी ने अपनी सन् १९५१-५२ की रिपोर्ट के पेज २०, पैरा ४८ में यह कहा था :

"Revision of the Classification, Control and Appeal Rules:—

The Committee discussed at some length with the Home Secretary the desirability of amending as early as possible the existing Classification, Control and Appeal Rules in order to ensure that prompt disciplinary action was taken against Government servants responsible for committing breaches of discipline, irregularities, etc. There is ample evidence that the present elaborate procedure is very procrastinating and it results in affording more protection to a bad Government servant"

मेरे कहने का मतलब यह है कि जो रूढ़

(नियम) हमारे देश में हैं वह इतने पुराने हैं कि उनका फिर से निर्माण और सुधार करने की जरूरत है और बदली हुई स्थिति में उनको किस तरह से लागू किया जाय यह देखने की आवश्यकता है। मैंने सुना है और अखबार में देखा भी है कि सारे देश के जो विभिन्न राज्यों के सचिवगण हैं वे लोग यहां आये हुए हैं और वह आल इंडिया सरीवसेज के नियमों के सम्बन्ध में विचार कर रहे हैं। लेकिन मैं कहना चाहता हूं कि इतना ही काफी नहीं है। इस सम्बन्ध में जो जांच पड़ताल हो उसमें कुछ बाहर के लोगों का रहना भी जरूरी है। यह ठीक है कि जो लोग इसमें रखे गये हैं उनको प्रशासन का अधिक अनुभव है लेकिन साथ ही साथ यह भी ठीक है कि बाहर के लोग बाहर रह कर जितना और जिस दृष्टि से सोच सकते हैं, उतना डिपार्टमेंट वाले नहीं सोच सकते। इस लिये मेरा प्रस्ताव है कि इस काम को भी एक आयोग के सुपुर्द किया जाय और आयोग जो सिफारिश करे और सुझाव दे उसके अनुसार काम किया जाय। सभानेत्री जी, स्वर्गीय गोपालस्वामी अयंगर के सुपुर्द यह काम किया गया था कि जो केन्द्र में संगठन है उसके रीआर्गनाइजेशन के सम्बन्ध में वह अपने सुझाव दें। उन्होंने भी यह कहा था :

"There is need for carrying out organisational changes in the existing set-up of the machinery of government. This is so because there is insufficient co-ordination in the framing of policies and plans and inadequate speed and efficiency in their execution and these are relatable to faults in the set-up."

हमारे प्रशासन यंत्र में जो कुछ अभी तक परिवर्तन हुए हैं वह इतने थोड़े हैं कि उनका असर हमको अपने यंत्र पर कुछ दिखलाई नहीं पड़ता है। आम जनता इसकी शिकायत करती है पर मैं इस समय उसमें जाना नहीं चाहता। हमारे माननीय मंत्री जी को वह अच्छी तरह से मालूम है। मैं यह मान सकता हूं कि इन शिकायतों में अतिरंजन भी होता है और इनमें बहुत सी ऐसी बातें भी हो सकती हैं कि

जिनका आधार नहीं होता है। लेकिन जिनके लिये हम अच्छी तरह से राज्य चलाते हैं वही यह कहें कि राज्य अच्छी तरह से नहीं चलता है तो यह हमारे लिये अफसोस की बात है। आप जहां कहीं जाइये जनता शासन की शिकायत करती है। हर जगह से यह शिकायत आती है कि जो सरकारी अफसर हैं वह जनता से दूर हैं, उनकी बड़ जनता में जितनी होनी चाहिये वह नहीं है। जनता के मनोभाव इनमें प्रतिबिम्बित नहीं होते हैं। जनता का उनसे सम्पर्क होता है तो जनता यह नहीं समझती कि यह हमारे सेवक हैं और जो अफसर जनता के सम्पर्क में आते हैं वहां वे यह नहीं समझते कि वह जनता के सेवक हैं बल्कि वह अपने को जनता का मालिक समझते हैं। उनके मनोभाव अभी तक नहीं बदले हैं। हम स्वतंत्र हुए, और हमने अपने विधान का निर्माण किया और जनता की आकांक्षाओं को उसमें हमने संकल्प के तौर पर रखा। इस विधान के बनने के बाद हिन्दुस्तान के हर व्यवस्थापक को, न्याय विभाग में काम करने वाले को, और हिन्दुस्तान में एग्जीक्यूटिव विभाग विशेषकर प्रशासन में काम करने वाले को इस बात को महसूस करना चाहिये था कि वे इस देश की २६ करोड़ जनता के सेवक हैं। बदनसीबी यह है जो ढांचा हमने अपने देश में बनाया है उसके कारण जितने आदमी उसमें काम करने वाले हैं उनको जनता, अपने अज्ञान के कारण अपना हाकिम समझती है, अपना मालिक समझती है। लेकिन हम कानून बनाने वालों का और शासन चलाने वालों का यह फर्ज है कि हम जनता को अपने व्यवहार से दिखा दें कि हम उनके सेवक हैं। लेकिन अभी जो हमारा ढांचा है और उसके जो काम का तरीका है उससे जनता को मालूम होता है कि सरकारी कार्यकर्ता हमारे सेवक नहीं हैं बल्कि हम पर हुक्मत करने वाले या हमारे मालिक हैं।

एक बात मैं और कहूंगा कि इस ढांचे में हिन्दुस्तान की वर्ण व्यवस्था की सी कुछ चीज आ गई है। मैं नहीं कह सकता कि हमारे देश

[श्री एस० एन० दास]

में इस वर्ष व्यवस्था का किन परिस्थितियों में निर्माण हुआ : कहा जाता है कि कर्म के आधार पर हुआ था। लेकिन जो हमारे दृष्ट में जातिपाति का और ऊंच नीच का झगड़ा चला जाता है कुछ उसी तरह की चीज प्रशासन में सर्रास में भी आ गई हैं। ऐसा मालूम पड़ता है कि यह सब हिन्दुस्तान के सरकारी कर्मचारी एक संस्था के कार्यकर्ता नहीं हैं। इस लिये जरूरत इस बात की है कि इस संगठन का हम इस तरह से निर्माण करें कि इसमें छोट से छोट कार्यकर्ता को यह महसूस हो कि वह भी इस सेवा मंडल का एक आवश्यक अंग है। हमने तनखाहों की असमानता से और दूसरी सुविधाओं के जरिये से ऐसे भेदभाव कर दिये हैं कि उसका असर इस प्रकार का पड़ता है। मैं यह नहीं कहता कि एक दिन में सब बराबर कर दिये जायें। लेकिन जरूरत इस बात की है कि हम ऐसा परिवर्तन करें और ऐसे कदम उठावें कि जिससे अफसरों को और दूसरे कार्यकर्ताओं को यह मालूम पड़े कि वे सब एक तंत्र के बराबर के पुर्जे हैं और सब के काम का महत्व है और सब को अपना काम चाहे वह छोटा हो या बड़ा हो, अपनी अपनी जगह पर ठीक से करना चाहिये। समानेत्री जी, प्रशासन तंत्र में ऐसा ख्याल अभी तक नहीं आ पाया है। मैं जब और अधिक समय नहीं लेना चाहता। मैं कहना चाहता हूं कि यह एक ऐसा प्रस्ताव है जिस पर न सरकार को और न संसद के किसी दूसरे सदस्य को मतभेद है। जरूरत इस बात की है कि इसकी छान बीन हो, जांच पड़ताल हो और अनुभव के आधार पर और जांच पड़ताल के आधार पर हम अपने शासन तंत्र में और काम करने की पद्धति में और इस सम्बन्ध में जो कानून और नियमादि हैं उनमें अधिक से अधिक और अच्छा से अच्छा परिवर्तन कर सकें। इस लिये मैं अपने इस प्रस्ताव को इस संसद के समक्ष रखता हूं और आशा करता हूं कि माननीय मंत्री इसको स्वीकार करेंगे।

Mr. Chairman: Let me now place the Resolution before the House.

Resolution moved:

"This House is of opinion that a Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre, covering particularly the following aspects with a view to suggesting comprehensive measures for re-forming and reorganising the administrative set-up, namely:—

- (a) adequacy or otherwise of the existing enactments, rules and regulations regarding recruitment, training and conditions of services;
- (b) adequacy or otherwise of the existing All India Services including the necessity and desirability of establishing an All India Economic Service and Social Service;
- (c) adequacy or otherwise of the existing rules, regulations and procedure regarding disciplinary action against Government employees;
- (d) the existing trends of deterioration in the administration, the causes underlying them and possible short term remedies to arrest further deterioration and long term and urgent measures to stop the rot; and
- (e) necessity and desirability of suitably changing the existing constitutional provisions with regard to the various safe-guards provided for the existing services."

There are as many as nine amendments to this Resolution. Of these I find that No. 5 and No. 9 are out of order. No. 5 appears to be beyond the scope of the original Resolution. So I rule it out of order. And so is No. 9 which also I rule out of order.

I will take the other amendments as moved, provided the hon. Members who have tabled the amendments are present in the House.

Shri S. C. Samanta (Tamluk): I beg to move:

That for the original Resolution the following be substituted, namely:—

"This House is of opinion that Government should take immediate steps to reorganise the existing administrative machinery and methods at the Centre keeping in view the recommendations made in the report on Public Administration by A. D. Gorwala and also the report by Paul H. Appleby and pass anew or amend, enactments, rules and regulations in accordance with the democratic set-up adopted by the Constitution of India."

Shri G. L. Chaudhary (Shahjahanpur Distt.—North cum Kheri—East—Reserved—Sch. Castes): I beg to move:

That for the original Resolution the following be substituted, namely:—

"This House is of opinion that Government should take immediate steps to reorganize the existing administrative machinery and methods at the Centre and, if necessary, constitute a permanent statutory Commission to advise the Government in the matter of reorganisation and reforms from time to time."

Shri Sinhasan Singh (Gorakhpur Distt.—South): I beg to move:

That in the Resolution—

- (i) for the words "a Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre" the words "a Commission be appointed to inquire into the working of the existing administrative machinery at the Centre" be substituted; and

- (ii) after part (e) the following part (f) be added:—

"(f) the desirability of having one Service Cadre, both for the Centre and States, avoiding the present distinction of All India and State Services."

Shri Nageshwar Prasad Sinha (Hazaribagh East): I beg to move:

That for the original Resolution the following be substituted, namely:—

"In view of the fact that a number of Reports on the Reforms of Public Administration have already been submitted, from time to time, by different authorities appointed by the Government of India in the past, this House urges upon the Government to submit a scheme for gradual implementation of the appropriate recommendations contained in those Reports and suggest ways for an early re-orientation of the whole administrative structure, best suited to a Welfare State."

Shri Raghubir Sahai (Etah Distt.—North East cum Budaun Distt.—East): I beg to move:

That for the original Resolution the following be substituted:—

"This House is of opinion that having regard to the existing trend of deterioration in the administration it is high time when the Government should review the entire administrative set-up in the country either by appointing a Commission or setting up a Committee consisting of officials and non-officials with a view to suggest:—

- (i) what changes, if any, are called for in the method of recruitment to services;
- (ii) what minimum qualifications, if any, are to be insisted upon;
- (iii) how discipline and control can be effectively enforced; and

[Shri Raghbir Sahai]

- (iv) how the effective carrying out of the policies of Government by the services can be ensured."

Shri B. K. Das (Contai): I beg to move:

"That for the original Resolution the following be substituted, namely:—

"This House is of opinion that a Commission be appointed to make a thorough enquiry into the working of the existing administrative machinery and methods at the Centre with a view to recommending measures including revision and replacement of rules, regulations, enactments, and constitutional provisions for the fulfilment of the following objectives, namely:—

- (a) that the administrative set-up may in every respect be suitable to meet the requirements of an independent, democratic and welfare State;
- (b) that proper personnel may be recruited, trained and organised for the purpose of making the administration trustworthy, efficient and responsive to the present-day needs;
- (c) that the development programmes may be expeditiously executed without being delayed or hindered by complicated rules of procedure or methods;
- (d) that corruption may be effectively checked and adequately dealt with; and
- (e) that public association and co-operation may be ensured in all welfare activities of the State."

Mr. Chairman: Amendments moved:

- (1) That for the original Resolution the following be substituted, namely:—

"This House is of opinion that Government should take immediate steps to reorganise the exist-

ing administrative machinery and methods at the Centre keeping in view the recommendations made in the report on Public Administration by A. D. Gorwala and also the report by Paul H. Appleby and pass anew or amend, enactments, rules and regulations in accordance with the democratic set-up adopted by the Constitution of India."

- (2) That for the original Resolution the following be substituted, namely:—

"This House is of opinion that Government should take immediate steps to reorganize the existing administrative machinery and methods at the Centre and, if necessary, constitute a permanent statutory Commission to advise the Government in the matter of reorganisation and reforms from time to time."

- (3) That in the Resolution—

- (i) for the words "a Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre" the words "a Commission be appointed to inquire into the working of the existing administrative machinery at the Centre" be substituted; and

- (ii) after part (e) the following part (f) be added:—

"(f) the desirability of having one Service Cadre, both for the Centre and States, avoiding the present distinction of All India and State Services."

- (4) That for the original Resolution the following be substituted, namely:—

"In view of the fact that a number of Reports on the Reforms of Public Administration have already been submitted, from time to time, by different authorities appointed by the Government of India in the past, this House urges upon the Government to submit a scheme for gradual implementation of the appropriate recommenda-

tions contained in those Reports and suggest ways for an early re-orientation of the whole administrative structure, best suited to a welfare State."

(5) That for the original Resolution the following be substituted:—

"This House is of opinion that having regard to the existing trend of deterioration in the administration it is high time when the Government should review the entire administrative set-up in the country either by appointing a Commission or setting up a Committee consisting of officials and non-officials with a view to suggest:—

- (i) what changes, if any, are called for in the method of recruitment to services;
- (ii) what minimum qualifications, if any, are to be insisted upon;
- (iii) how discipline and control can be effectively enforced; and
- (iv) how the effective carrying out of the policies of Government by the service can be ensured."

(6) "That for the original Resolution the following be substituted, namely:—

"This House is of opinion that a Commission be appointed to make a thorough enquiry into the working of the existing administrative machinery and methods at the Centre with a view to recommending measures including revision and replacement of rules, regulations, enactments, and constitutional provisions for the fulfilment of the following objectives, namely:—

- (a) that the administrative set-up may be every respect be suitable to meet the requirements of an independent, democratic and welfare State;
- (b) that proper personnel may be recruited, trained and organised

ed for the purpose of making the administration trustworthy, efficient and responsive to the present day needs;

- (c) that the development programmes may be expeditiously executed without being delayed or hindered by complicated rules of procedure or methods;
- (d) that corruption may be effectively checked and adequately dealt with; and
- (e) that public association and co-operation may be ensured in all welfare activities of the State."

Shri Gadgil (Poona Central): I have listened to the speech of the Mover, and I am in general agreement with the objective with which he has brought this Resolution. But I am not sure whether that purpose will be best discharged by the appointment of a commission or it can be done by some other alternative way.

As far as I am able to see, in the course of the last fifteen years so many attempts have been made, before independence and after independence, by the Government of India to review from time to time the machinery of government and to effect such changes as they thought were absolutely appropriate and necessary in view of the new objectives for which the State stood and stands. Before independence there were the two reports of Tottenham and Bajpai. After Independence there was the Gopalaswami Ayyangar Report. Apart from these, there was the Central Pay Commission, appointed by the previous Government before independence, although the recommendations of that Commission were more or less accepted by the Government that came after the achievement of independence. The point is that as soon as there is a necessity clearly established that the existing machinery is not appropriate to implement the policy of the Government, it becomes the duty of the Gov-

[Shri Gadgil]

ernment to review the situation as often as it is necessary. I think in a democratic country, examination of the machinery of government to see that it is of the best type is very necessary. It does not mean that the existing machinery should be changed from the top to the bottom, but there is no doubt that for the fulfilment of the objectives and the purposes for which the State stands it is necessary that the instrument must be appropriate.

Now, what are the purposes for which our State stands? Those purposes and objectives are more or less defined in the Preamble of the Constitution and certain other directive principles that are embodied in certain other clauses. The main thing is that our State has become a democratic State in which the individual is not to be neglected and his significance and importance has been duly acknowledged. In economic terms, our State has become a 'Welfare State'. We have to see whether the old machinery that is working is quite adequate or appropriate for the purposes of making the State a Welfare State not only on paper but in actual experience. Therefore, we have to look to other countries where such problems have appeared and it is necessary to borrow from their experience. We need, so to say, to develop the new arts of social and economic engineering into a coherent pattern which will be quite consistent with the new mass democracy which we are developing in this country. From this point of view, not only the few subjects that are enumerated in the Resolution, but the entire conception of public administration, the entire field of public administration has to be reviewed. I am not suggesting that this task is not possible to be done by an officer here and there. We have very lately an example where one officer tried to review the thing with the result that there was a storm in the Cabinet tea-cup and the situation which was considered to be very harmonious and homogenous was disturbed. I am glad

that, that storm is over, but the point remains that there are fundamental problems now facing this country which are related to public administration. The great objective must be that the will of the people must be well expressed in the Parliament, and whatever policies are formulated by the Parliament must be properly executed by the instrument of the Government, namely, public administration. For that purpose it is absolutely necessary that people who have got the requisite ability, the requisite knowledge, must be recruited. In a modern State, the public administration has become a matter of professional achievement. Just as we have the profession of law, the profession of medicine, the profession of engineering, similarly, public administration is today a profession. Therefore, what my friend suggested was that those who have suffered and have rendered service, this that and the other, should be recruited in the public administration, I am sorry I do not go with him to that extent.

An Hon. Member: He has not suggested that.

Shri Gadgil: If he has not suggested, so much the better; but the impression that I got—it might be due to my inadequate knowledge of Hindi—was that he did mention that they must be patriotic-minded, this that and the other. The point is, if it is a profession, then we must have the best men recruited to this profession. Therefore, the problem is—as he himself has stated—a difficult one in which we have to take into consideration not only the policy but the personnel; not only the personnel but the propaganda and in a way the entire field, namely, that of the machinery of co-ordination, principles of de-limiting departments, accountability, expert knowledge, and last but not the least the recruitment of personnel.

I will begin with the last one. In this case, when we have accepted a form of Parliamentary Government it obviously means that Ministers may

come and Ministers may go. There must be some permanent machinery which will maintain, to the extent possible, continuity of policy, not continuity of policy followed ignorantly but with knowledge and consciousness. I do not think that the importance of Civil Service has diminished even in the least because we have accepted the democratic form of government. On the contrary, the Indian Civil Service, or for the matter of that speaking in a general way, the Civil Service still remains, partially though, responsible for the formulation of policy. The Ministers, after all, base their policy on such data and on such background as are presented by the permanent section of the Civil Service. If there is wrong data or the data is arranged in such a way as not to give the right indication, then the work is not satisfactorily done. Therefore, let us realise the importance of permanent Civil Service in the sense that Civil Servants are as much responsible for the formulation of policy, though not to the same extent, but, to a considerable extent as the Minister himself is, and the Civil Servant is hundred per cent. responsible for the execution thereof. From that point of view we must make certain things clear which are already embodied in our Constitution, namely, that we have discarded what is known as "spoils system" which is available in America though gradually it is being given up. We have decided that we will recruit servants in our Civil Service on the principle of merit that means by open competition; we will not take into consideration his private opinions—he may be an R.S.S. man, he may be a Praja Socialist man, or at the worst he may be a Communist man. But, the point is, whether he is a good engineer, a good civil servant and whether he knows his job. We have nothing to do with his private opinions. If we were to introduce this question, namely, of taking into consideration what his private opinions are, I think we will be destroying not only something which we have inherited,

but we will not be able to build in the manner in which we desire for achieving such of those objectives which we have embodied in the Preamble of the Constitution. Therefore, so far as recruitment is concerned, it must be by open competition. It does not mean that I entirely agree with what is being done today. This is no occasion to criticise the vagaries of the Union Public Service Commission. I have received a number of complaints where boys coming very high in the written examination are thrown out in the *viva voce* examination; but these are things which will be referred to by me, if necessary, at some other occasion. The main principle on which the Union Public Service Commission has been framed is acceptable and our service must be recruited on the principle of merit and nothing else. To some extent we have to bow to the inevitable, to the extent it is necessary, to have certain representation of the backward and Scheduled Caste Communities; but I want to express that even this little weakness ought not to go beyond a certain limit because it will certainly affect the general efficiency of the administration.

Then, Sir, the question often has been argued in several reports on administration, whether experts should be in charge of administration, or the administrators should be a class by themselves and occasional advice of experts may be taken. My own personal view, both as a student of public administration and as an administrator having very varied experience for nearly five years in the Central Government and otherwise in local bodies, is that the expert should not be in the charge of administration. That is the conclusion which was arrived at by a committee which was appointed by the Government of Bombay a few years ago to recommend some changes in the machinery of Government. The same conclusion was arrived at by another committee appointed by the undivided Bengal some time ago to suggest certain changes in the administration of Bengal.

[Shri Gadgil]

Then, the other question is of accountability, discipline and other things. They need some change, no doubt. I will give an example without mentioning the name. A certain president of a trade union complained that there were cases of corruption and mismanagement in a certain department of the Government.

The matter was taken up by me as a Minister, and was pursued by me as an ordinary private Member. The result was that everything that the gentleman alleged was proved, but the gentleman was dismissed. So, it required a great amount of work on my part, and thanks to the late Mr. N. Gopalaswami Ayyangar, who saw the injustice, the man was reinstated.

There is another case pending now. A certain non-commissioned officer at a certain Depot, time and again, asked his higher officers, to give him a few minutes' interview, so that he could explain cases of corruption, mishandling, and how a foreign man in charge of the Depot was sabotaging and causing harm to the best interests of the country. On all the occasions, his written requests were turned down, and when he made direct representations, the result was that those accusations were inquired into and found correct; but the man, instead of being given any credit, has been discharged from the service.

After independence, most of us, even including my humble self, have been appealing to the people to bring to the notice of Government any cases of corruption. And when in great enthusiasm, officials and non-officials made such representations, the result has always been only this. And it is not only this, but something more. If there is a case of individual injustice, I can understand the acceptance of the principle that the individual should not approach a Member of Parliament every now and then. But if a case of

individual injustice involves some big principle, I think, discretion ought to be used, and the man should not be taken to task and either demoted or discharged from the service.

So far as the organisation of government is concerned, I think we must organise it either on unit principle or on purpose. I shall illustrate what I am saying. For instance, here is the Ministry of Communications, and it wants to build certain quarters for its staff. Can it have its own engineer? No, that would be wrong. Can it have its own fire-fighting equipment? No, because that would be wrong. If that is done, then it would be wrong organisation of Government. So, it must be organised on the principle of function. There must be one department to discharge one function for the entire government. That is the principle that has been accepted in all modern administrations. The extent to which this has not been accepted in the Government of India or in the various Governments of the constituent States of the Union, it is a matter for consideration by the Central Government.

Now, that we have become a welfare State, and more and more spheres of activities are being taken into governmental hands, I think, men with the requisite ability, knowledge and honesty, must be recruited to the services.

We are now entering into a new field of activity, namely the field of industry. I do not say that a man after four or five years of experience will not become quite competent to discharge the duty of a manager. But there is one thing that Government must do, if they are keen on nationalisation. I am very much keen on that, and I have been abused for that, but today or tomorrow, we must proceed with nationalisation with speed, and more and more industries must be coming under the control of Government, as time passes. The usual question is asked, where are the people? That is a very simple accusa-

tion to make, and in fact, I answered one of my millowner friends here thus, "look here, when I nationalise the concern, I conscript those who are working there, I will transfer the man who is working as a manager in an Ahmedabad mill to a mill in Kanpur. That way, not only will I nationalise the commodities or the industrial products manufactured, but I will conscript the personnel also, so that my programme of nationalisation may not come to grief.

Shri Velayudhan (Quilon *cum* Mavelikkara—Reserved—Sch. Castes): Just as in Nazi Germany.

Shri Gadgil: Not Nazi Germany, but something else.

Even if you do not want to go to that extent, I would suggest that there should be a managerial service or an economic service. That is something which I suggested when I was in Government, and I do not know to what extent the matter has been pursued. I also suggested one central engineering service. Although the persons may be engaged anywhere in any of the States in India, yet at a given time, their services should be made available to a big project, whether it be in a Part A or a Part B State or at the Centre. The point is that the organisation of government should be such that the best talent in the country, and the best equipment in the country could be made available easily.

Lastly, I come to the machinery of co-ordination. The other day, I asked a question whether it was not the policy of Government to derequisition land not required, and the reply was given, yes. Then, what happened to a particular piece of land? It was simply transferred from one Ministry to another. I think there ought to be better co-ordination, so that at a given time, we may know exactly where we stand. If you go to an electric powerhouse, you know exactly what is happening at the different centres, in a minute's time. In the same way, if we are not able to know what is hap-

pening here, there and everywhere, I doubt very much whether efficiency will result.

In conclusion, I would submit that these are points which are very important, especially when the direction, purpose and objective of the Union as a whole are materially different from those that were invariably maintained by the government which was there before independence. Now that we have become a welfare State, it has become very necessary that we should bring about some change in the instrument of policy, namely the administration, so that the poor people, who through their representatives here decide and formulate a particular policy, may be sure that it will not be sabotaged, while being implemented. A doctor may have diagnosed correctly, and given a good prescription, but if the compounder is inefficient, we know what the result is. Let the compounder be as able, as honest and as capable as is possible under the circumstances. As to how we should achieve this is a small matter. You can have a commission, you can have an officer or anybody else for that. But so far as we, the tax-payers, are concerned, we want that the administration should be efficient and honest.

Shri Raghubir Sahai (Etah Distt.—North East *cum* Budaun Distt.—East): I welcome this Resolution, because it has given us an opportunity to discuss our administrative set-up, and the position of the services in the country. Everybody knows that there is a variety of criticisms on this matter, not only from the educated classes, but from the uneducated, not only in the cities, but also in the rural areas. These criticisms can be placed under three or four categories.

There are criticisms to the effect that there is corruption in almost every department of the Government. There is another criticism that there is inefficiency in every department. There is also the criticism that there are unconscionable delays in the decisions of cases in every kind of court. We have also the criticism that the services are

[Shri Raghbir Sahai.]

unresponsive, and that they do not care for public opinion. I am not prepared to say how much truth there is in everyone of these criticisms, but there they are, and we as public men have to face these criticisms off and on.

There is another point that we have to consider in this connection. Since we have obtained independence,—as many as six or seven years have elapsed, and the Central Government is run by our trusted leaders. There are also the various State Governments run by our trusted leaders, and so many beneficent measures are being adopted by the Central as well as the State Governments, and every possible attempt is being made to see that the lot of the poor is made a bit more happy. But we find that there is no recognition of this fact by the public. Everywhere either the State Governments are being blamed or the Central Government is being blamed, and all kinds of motives are being attributed to those who are running the State Governments and to those who are running the Central Government. Now, there may be a thousand and one reasons for all this state of affairs. But I am quite certain that one of the reasons for this state of affairs is that our services from top to bottom have not inspired confidence in the public. They do come in contact with the public at every stage. The man-in-the-street comes into contact with the services—high officers, medium officers, low officers. In every walk of life, people come into contact with these officers, with these government servants, and my own estimate is that people do not repose confidence in them because by their attitude, by their conduct, they have not been able to inspire confidence in the ordinary public. Fortunately or unfortunately, we are the majority party, and ours is the Government, both in the Centre as well as in the many States. My own estimate is that wherever we have lost in elections, it has been due mostly to the bungling and to the inefficiency of the

services in those States. (*Interruptions*). We do feel that the Government have not been able to act to their convictions. Who knows what are these schemes of Pandit Jawaharlal Nehru? Who knows what are the schemes of the Central Government?

Shri M. S. Gurupadaswamy (Mysore): Nobody knows.

6 P.M.

Shri Raghbir Sahai: Everybody judges Government by the conduct of a petty official, a high official in day today administration. They do not feel, in fact, that the Central Government and the State Governments are doing good for the ordinary people. My own estimate is that if the services were to change their methods, if the services were to adapt themselves to the exigencies of the situation, things would have been better. And our regret is that the services have not acquired that requisite frame of mind. They think in terms of their emoluments; they think in terms of their privileges; and the amenities to be enjoyed by them. There the matter ends. With regard to their obligations, they feel as if they have none. In the present state of affairs, everybody in the entire country wants to have the greatest benefits of *swaraj* and independence, and my own estimate is that the services want to reap the benefits of *swaraj* with a vengeance, because they feel that they have got no obligations. From my own experience, I can say that. When I am making these remarks, it does not mean that I am opposed to every government servant or that I say that everyone of them is inefficient or everyone of them is corrupt or everyone of them is not up to the mark. But my humble submission is that most of them are not—many of them are not. I have had occasion to talk to a very senior officer, the Chief Secretary of a Part A State, two or three years back. I was talking to him about the gradual deterioration in the administrative set-up in the country. He is a very good man; he was talking to me very frankly, in all sincerity, and when I asked him:

'Do you ever think about the deteriorating state in the administration? Do you ever point out this state of affairs to the Chief Minister or to the Minister with whom you come in contact, in private, in confidence because you get several opportunities to talk to them?' He very candidly told me 'No. I do not'. I asked: 'Why? Why don't you put your own point of view?' He said: 'Well, we follow the policy of the line of least resistance'. Now, look at these people who once belonged to the 'steel frame', who have got vast experience of administration during the British regime as well as during this regime....

The Minister of Home Affairs and States (Dr. Katju): May I take it that according to my hon. friend, the services were far more efficient, far more responsive, far more competent in the olden days and now they are deteriorating?

Shri Raghbir Sahai: I think so.

Shri Punnoose (Alleppey): Please try to correct that.

Shri Raghbir Sahai: So, Madam, I was simply surprised at the answer given by that high-placed gentleman in the services. He said: 'We are following the line of least resistance, that is, not putting their honest viewpoint before our Ministers.

Dr. Katju: That has nothing to do with public services; that has to do with Ministers.

Shri V. P. Nayar (Chirayinkil): Address the Chair. (*Interruptions*).

Shri Raghbir Sahai: It is my misfortune that I am not able to carry conviction to the learned Home Minister. I am sorry that I have also got my confirmed views about the services. My own impression is that when he gave that answer, he wanted to shift the entire responsibility. Perhaps during the British regime he could not say that he was following the line of least resistance. In support of what I

say, I shall quote a line from Appleby's report. When Appleby came here at the instance of the Prime Minister and our learned Finance Minister to just have a review of the administration set up in this country. He just had a hurried view of the things. In course of this enquiry he asked one of the eminent and intelligent officials in the Government of India as to what he thought about the graft and corruption prevailing in the administration, and that intelligent and eminent official told him. 'All the graft and the corruption that is to be found in the country in the administration is at the level of Ministers'.

Shri N. M. Lingam (Coimbatore): Then why does he blame the officers alone?

Shri Raghbir Sahai: This is an example of their sense of loyalty to a Government.

Dr. Suresh Chandra (Aurangabad): Can you prove any of these?

Shri Raghbir Sahai: After the attainment of *Swaraj* government servants have begun to feel that they are greater politicians; they can criticise the policies of the Government with impurity. They can do anything that they like! That is a regrettable state of affairs. I do not know whether the hon. Home Minister would agree with the view that was given to Mr. Appleby the other day by that eminent and intelligent official that all the graft and corruption are at the level of the Ministers and not at the level of the Government servants.

Dr. Katju: Is that what Mr. Appleby was told?

Shri Raghbir Sahai: Yes; he was told so by a very eminent and intelligent official in the Government of India. I am not imputing motives to every government servant, but I do say that most of them have not come up to the mark.

Lastly, we should consider our services from the point of view—whether they are fitted to implement the de-

[Shri Raghbir Sahai.]

velopment programme. The entire country is watching our development programmes. The fate of the country depends upon the success or failure of those development programmes. My own doubt is the services have not risen to the occasion. They have no faith in the Five Year Plan. They have no faith in the community projects, and they have no faith in any of our development programmes. It is time for us when we should see whether our development programmes, within the short time at our disposal, can be successfully implemented by this machinery. I only want to submit to the hon. Minister that the time has come when we should review the whole situation. I do not advocate that every government servant should be turned out, lock, stock and barrel. They may be retained, but we should make sure that our policies are successfully carried out and if there is any hitch from any quarter, that hitch should be removed. From that point of view I would submit that my amendment may be accepted.

Shri M. S. Gurupadaswamy: I am specially thankful to the previous speaker for his forthrightness in expressing his views regarding the present day administration though he belongs to the party which is ruling the country today. He made one particular remark which attracted my attention. He said that after the attainment of independence the morale has been deteriorating and the permanent service is becoming progressively unresponsive to the needs of the public. When the Britishers were ruling us, when foreigners were our masters, there was confusion and ambiguity with regard to the purpose and mode of service that had to be rendered by the permanent service. They had to please the alien masters and, at the same time, they had to serve the Indian community. So, there was ambiguity and confusion when the alien masters were ruling us, but after independence, this ambiguity and confusion came to a close.

Now, the public servants must really play the role of public servants. They

must be really servants of the public. The position of the general administrator since freedom has changed, in so far as the source from which he derives power. Prior to independence he was deriving his authority from above. His power originated from an outside power. Now he derives his authority from below, from the masses. That is the implication of democratic rule. Today, people exercise their power through elected ministers, and the masters are also public servants; they are the servants of the state and servants of the people. The civil servants execute the policies that are made by these public servants, that is, the ministers. The ministers act through these civil servants. But today, what has happened? As my hon. friend said just now, in addition to the politician playing the role of a politician, the people who adorn the civil service, instead of expressing their views and opinions on merits of each case, are playing the role of politicians. I may quote an instance in this context. I come from the State of Mysore. There, the permanent service itself has been divided into two groups, because there are two rival groups in the congress party itself.

Shri V. P. Nayar: Only two groups?

Shri Heda (Nizamabad): How many in P.S.P.

Shri M. S. Gurupadaswamy: I am not talking of the P.S.P. I am talking of the ruling party now. There are two groups functioning in the Mysore State Congress. One group has got the support from one particular class of civil servants. The other group has got the support from another class of civil servants. So, the division of the Congress, the rift in the Congress, is carried even to the administration. Today, there are two different groups of civil servants: the one group is hostile to the present ruling group and the other group is hostile to the previous group. So, the administrative unity is completely destroyed, and, so I said, these administrators are becoming politicians. It is very unfortunate: it is a tragedy. Nowhere in the world do we

see such a situation existing. Unfortunately, in this country, the administrators, the people who belong to the permanent service, dabble in politics and always align themselves with some Minister or other or some politician or other, and they pass on administrative secrets and thus try to sabotage the policies or try to bring down the prestige of the Government. This is how our administrators are conducting themselves in this new set-up.

There is one important aspect which has to be touched when we talk of the permanent services. That is, they should think that they have got a fundamental obligation to the people. They are not only servants of the Ministers but they must also think that they are servants of the nation. Ministers are also servants of the people as are the permanent services. Unless and until there is a realisation on the part of the Ministers as well as the civil servants of this aspect of the matter, we cannot have a democratic administration. Whether a democracy functions or not can only be judged if there is responsive and responsible administration. And the administration will become responsive and responsible and serve the real interests of the people only when the emphasis on exercise of power is changed to the rendering of service. Today, the permanent services think that they belong to a separate class altogether and feel that they possess angelic wisdom and intelligence. They may possess intelligence and wisdom (*Interruption*). It may be that because they possess intelligence and merit they have been recruited to the services; but they must remember their intelligence and wisdom are dedicated to the service of the nation. Unfortunately, that kind of approach is not there. The present megalomaniac tendency of officers has been encouraged by some of the Ministers themselves. I do not want to name them, but some of the Ministers were telling me, "After all, we came and go, we will be there in the saddle for three, four or five years and we are not expected to know everything. Moreover,

even if we are expected to know everything, it is not possible to know everything during these few years and we have to depend upon our Secretaries and the permanent staff. Suppose, we take a strong attitude in a particular case, then the intelligent Secretaries may involve us in something else. So, we are afraid of the Secretaries." Many Ministers have spoken like this.

I must also say that the Ministers have also their own interests to serve. For that they have to depend upon the Secretaries, they want the good will of the Secretaries.—This has made them to think that they are omnipotent. This is not democracy; you may call it neocracy. I mean by 'neocracy' a government of upstarts and this is nothing but a neocracy. I, therefore, say that every step should be taken to reorientate our administrative machinery so that it may fulfil the new tasks that are ahead.

Before I close, I want to say that the administrator is expected now to perform new duties and obligations because the activities of our State are expanding. The civil servant has to be a manager of an industrial concern and he has to do so many other duties regarding production, distribution and exchange. It is very necessary that he should be properly trained, and proper men are recruited.

First of all, there should be reformation in the mind of the Ministry itself. That is very necessary (*Interruption*). Unless the Ministers make a bold move in the matter, it is not possible to bring about any change in the administrative system. The present system is outmoded and rotten and it cannot fulfil the new duties and obligations of a democratic nation. I therefore, say that the hon. Home Minister should give up his lethargy and become more active, give up his indifference and treat this matter very seriously and not brush it aside as a simple problem. He should realise that unless there is administrative reform, democracy cannot function well in this country.

Shri S. C. Samanta: Madam-Chairman, I entirely agree with most of the

[Shri S. C. Samanta.]

objects put forward in the resolution moved by my friend Shri S. N. Das. I have put forward an amendment to the effect that I find no necessity for further investigation into the subjects mentioned by my hon. friend. Already two committees, one the Gorewala Committee and the other, the Appleby Committee, have submitted their reports of government administration. They have mostly dealt with the subjects mentioned by my hon. friend. We the legislators and the officers are both impatient to see that the old rules and regulations should be changed at once to facilitate the administrator in which the National Government has proposed. We are all well-wishers of the State running on democratic lines. But the administration is not being run as it should be. I say, time should not be spent on investigation. There are Ministers who know the difficulties. There are good officers who know the difficulties. My friend, Shri Sahaiji, remarked that most of the men in the services are not doing well. I cannot accept it. An administration cannot be run unless there are good men in it. There are good persons and there are also black-sheep; but, not most of them are bad. Had it been so, the administration would have been impossible.

Dr. Suresh Chandra: On a point of order. There is no quorum in the House.

Mr. Chairman: The House is very thin—I see there is no—quorum. Let the bell be rung.

The hon. Member may now continue as there is quorum.

Shri S. C. Samanta: My friend, Shri Sahai, was referring to his conversation with some officer. I may also refer to my conversation with another officer who told me to find out the means whereby administration may be efficiently run. The officers are feeling difficulties. For example, the Ministers, who are long sufferers, want to run the Government in their way, but when they express their views to their Secretaries in the Department, they point

out the difficulties created by the rules, regulations and the customs that are prevalent. The efficient officers, who, really feel for the country, are helpless because of the rules, regulations and enactments coming in the way. My friend, Shri Das, has done immense good to the country by bringing such a resolution as this before the House.

Shri Velayudhan: Will the Government accept the resolution?

Shri S. C. Samanta: In this country, we had different administrations in different periods. We, Indian nationals at present, would like to run our government in the way we like best. I may cite here as an example that Mahatmaji advocated non-violence, and our Government also advocated it (*Interruption*). What do we find today? I may draw the attention of the House to the fact that before independence, what we saw of the soldier was quite different from what we see of him today. What do we find now? Whenever there is any havoc, any accident, any flood, any famine etc., the Army is deputed to attend to help the situation and the soldiers do immense service. They feel, as we feel, that they should defend the country, and that they should not attack others unless they are attacked. This is the gist of non-violence, which the Army and the soldiers have instilled amongst themselves, because our Government wants to run its administration in our own way. In the same way, if it wants to be really a welfare State and to run efficiently, then the difficulties that stand in our way should be removed, that is, the rules that were framed during the British regime have somewhat to be altered—they are found to be efficient for our purpose even now in certain respects. Government is alert on the subject. The Planning Commission did not wait long. It appointed Mr. Gorewala to go into the matter and suggest how the administration can be made to run efficiently, and his report is before us. Under the Ford Foundation Scheme, Dr. Appleby was also invited to go into the administrative set-up of our country, and he

has also submitted his report. These two reports may be considered by Government with the help of their efficient officers, so that without waiting for a long time, we may bring in some changes at least, in the administrative set-up. In the legislatures, we legislate enactments and the efficiency of those enactments depend upon their working, which again depends upon the administration. So, the people who are recruited by the Public Service Commission should be properly selected. Even the Public Service Commission rules require some changes. We should not entirely depend upon the talents or education of the people for administrative purpose; we should also see the heart of the people whom we are going to place in important positions, and who will form the future administration of our country. Our future destiny depends on them.

My friend has brought forward all the points and my only request is that these points should be considered by Government, and that the Government should come to an early decision in the matter.

श्री सिंहासन सिंह : सभानेत्री जी, जो प्रस्ताव इस भवन के सामने मेरे मित्र श्री एस० एन० दास ने पेश किया है वह समय के अनुकूल है और बहुत ही जीवित प्रस्ताव है और मुझे उम्मीद है और साथ ही प्रार्थना भी है कि सरकार इस प्रस्ताव को स्वीकार करेगी और उसके अनुसार एक कमिशन बिठाने का निश्चय करेगी। प्रस्ताव जिस उद्देश्य से इस भवन के सामने आया है, उसका खास उद्देश्य यह है कि देश में हमारे एक प्रगतिशील शासक वर्ग कायम किया जाय। जो शासक वर्ग आज हमारे देश में है वह उस मशीनरी का बनाया हुआ है जो मशीनरी हमारे देश को गुलामी की जंजीर में बांधने के लिये कायम की गई थी। सन् १९४७ के पहले इन सिविल सर्विस सरवेंट्स को ब्रिटिश गवर्नमेंट अपना स्टील प्रेम कहा करती थी, वह स्टील प्रेम आज देश के लिये उपयुक्त है या नहीं, इस पर हमको और आपको विचार करना है। उस वक्त जो

मशीनरी बनी थी उसका खास अभिप्राय था कि देश में जैसे भी हो आजादी की लहर न फैलने पावे और वह सर्वदा के लिये अंग्रेजों की गुलामी की जंजीर में बांधा रहे, उस तरह के काम के लिये वह मशीनरी बहुत उपयुक्त थी। अभी हमारे माननीय गृहमंत्री ने एक सवाल किया कि क्या तब वह मशीनरी अधिक उपयुक्त थी या अपने कार्य में अधिक कुशल थी, और तब की बनिस्बत आज यह अकुशल है, इसका जवाब सच्चे हृदय से होगा, हाँ। उस वक्त वह मशीनरी उपयुक्त थी क्योंकि वह एक खास उद्देश्य से बनायी गयी थी और वह उस कार्य के लिये सर्वथा उपयुक्त थी और उपयुक्त सिद्ध हुई, लेकिन आज हमारे सामने कार्य दूसरा है। उस वक्त मशीनरी बनी थी देश को दबाने के लिये और आजादी की भावना को खत्म करने के लिये, लेकिन आज तो हम इस बिगड़े हुए देश को एक सुन्दर उद्यान बनाना चाहते हैं और इस लिये हमें आज चतुर माली की जरूरत है जो इस देश को सुन्दर बना सके। सवाल इतना सा है और हमें इस पर गम्भीरता से गौर करना है। अभी हाल ही में थोड़ा सा वायुमंडल गर्म हो गया था और यह वह समय था जिस वक्त कि हमारे वित्त मंत्री महोदय ने त्यागपत्र देने की सूचना दी थी। किन्हीं अर्थ सम्बन्धी मामलों में उनका मतभेद हो गया था, किन्हीं एक महोदय की नियुक्ति होगयी थी और उन्होंने अपनी एक रिपोर्ट बगैर उनसे पूछे दी, क्या रिपोर्ट दी, वह सब ठीक नहीं मालूम, लेकिन वह एक मसला प्रणाली का (प्रोसीद्यूर का) चला जिस पर कि यह मतभेद उठ खड़ा हो गया और त्यागपत्र तक दे देने की नौबत आ गयी थी। एक प्रणाली है जिस पर यह सब भगड़ा उठ खड़ा हुआ और उस सम्बन्ध में हमारे प्रधान मंत्री ने जब वक्तव्य दिया तो उन्होंने कहा था कि हमें एक नई प्रणाली कायम करनी है, एक ऐसी प्रणाली जो देश के अनुकूल हो और देश को आगे बढ़ा सके। इन पहलुओं पर हम गौर करें और देखें कि क्या आज का जो शासक वर्ग है वह सही ढंग से चल रहा है या नहीं। अभी

[श्री सिंहासन सिंह]

पहले डाक्टर राधाकृष्णन् साहब ने कर्नाटक के एक सम्मेलन का उद्घाटन करते हुए कहा था कि किसी देश की प्रगति के लिये तीन चीजें परमावश्यक हैं। देश में एकता हो, देश में प्रगतिशीलता हो और देश का शासक वर्ग बहुत ही पवित्र हो। जिस शासक वर्ग की पवित्रता में थोड़ा भी सन्देह हो तो वह शासन दीर्घकाल तक नहीं चल सकता और उसका पतन किसी न किसी दिन अवश्य हो जाता है। अभी चीन में जो पतन हुआ, उसका मुख्य कारण यही था कि वहाँ का शासक वर्ग ठीक नहीं था और उसमें करप्शन विद्यमान था। हमारे वहाँ के तत्कालीन चीनी राजदूत महोदय कहा करते थे कि चीन के उस शासन में करप्शन और खराबी बहुत ज्यादा फैली हुई थी और हालत यह थी कि वहाँ का जो प्रधान मंत्री था वह मिलों का मालिक भी था और सरकार को अगर माल लेने की जरूरत पड़ती थी तो वह एक तरफ से तो चीन के प्रधान मंत्री की हँस-यत से और साथ ही मिल के डाइरेक्टर की जगह पर भी वही कन्ट्रैक्ट (contract) पर दस्तखत कर दिया करते थे। तो इस तरह का घपला और गड़बड़ वहाँ चलती थी और प्रधान मंत्री तक वहाँ का उस में पार्टी था। वह सूरत तो हमारे वहाँ अभी नहीं आई है, हाँ, जलबत्ता वह सुनने में जरूर आता है कि फलों का लड़का होने के कारण या रिश्तेदार होने के कारण उसका अमुक पद मिल गया या कोई खास लाभ पहुँचाया गया। आज आप देखें कि हमारे शासन तंत्र और जनता में कितना सहयोग है, एक के प्रति दूसरे में कितने प्रेम, सहानुभूति और सहयोग की भावना विद्यमान है। आज हमने जो बड़ी योजनाएँ बनायी हैं, कम्युनिटी प्रोजेक्ट्स जो स्वाम तौर पर आजकल देशों में फैलाये गये हैं। इस की प्रगति और इस के काम को देखें तो आप को मालूम होगा कि उन के कार्यकर्ताओं में और हम में बड़ा अन्तर है। अभी वहाँ साहबी ठाठ ही लगा हुआ है। जो वहाँ के कार्यकर्ता हैं वह जनता में घुल मिलकर काम करने की व्यवस्था कम करते हैं। वह

अभी भी जनता को आदेश देने का काम करते हैं कि तुम को ऐसा करना है। मैं अपने वहाँ गोरखपुर में एक कम्युनिटी प्रोजेक्ट का काम देखने के लिये गया। हमारे गाँवों में एक देशी कहावत है कि हमारी पुरानी चीज आप की नई चीज से अच्छी। आप का नाजूक तरीका है, हमारा मोटा तरीका है, उसी से हम काम कराते चले आ रहे हैं। एक भाई ने कहा कि आप दोनों धान तोल लीजिये कि किस का ज्यादा है। हमारे सामने उसे तोला। संयोगवश उन का धान ज्यादा निकला और नये तरीके से पैसा किया हुआ धान कम निकला। गाँव वाले कहते हैं कि आप हमें काम तो बता कर चले जाते हैं, लेकिन काम कैसे हो यह नहीं बताते हैं। अभी लोगों का दृष्टिकोण नहीं बदला, उन के अन्दर देश के प्रति प्रेम नहीं उपजा।

सवाल यह है कि जो लोग सरकार में काम करने आये हैं वे नौकरी की गरज से आये हैं, नौकरी इस लिये नहीं करते कि देश में सेवा की भावना उत्पन्न हो। हमारा जो शासक वर्ग था वह ब्रिटिश सत्ता के नीचे काम करता था नौकरी के लिये, इस देश के उत्थान की ओर उस का ध्यान नहीं था। उस के हृदय में तुरन्त परिवर्तन हो जाय वह असम्भव बात है। आप इसे देखिये किसी होटल या क्लब में जा कर। अभी हाल में हमारे प्रधान मंत्री ने काक्टल पार्टियों का बिक्र किया था। काक्टल पार्टियों से वह घबरा उठे हैं, तंग आ गये हैं। अभी हमारी कांग्रेस पार्टी की तरफ से एक सक्लर निकला है कि किसी काक्टल पार्टी में कोई कांग्रेसी न जाय। इसी के परिणाम-स्वरूप एक पेंपर में निकला था कि अमरीका के जो एम्बेसेडर हैं उन्होंने पार्टी दी है, उस में उन्होंने कह दिया है कि शराब नहीं चलेगी। काक्टल पार्टी में ने कभी देखी नहीं, लेकिन सुना करता हूँ कि उन में ज्यादातर शराब चलती है। हम लोग जहाँ कहीं जाते हैं, वहाँ पर बहुत से आदमी मिलने को आते हैं। वह कहते हैं कि, आप जा कर देखिये ग्लोब में

या क्लबों में कि वहां क्या क्या चलता है । यह इस लिये चलता है कि हम अभी उन्हें दश भक्ति की भावना नहीं दे सकें । जिस प्रणाली को वह अंगरंगों के जमाने में चलाते थे, उसी प्रणाली और पालिसी को वह चालू रखना चाहते हैं हम दूसरी तरफ काम करना चाहते हैं वह दूसरी तरह काम करना चाहते हैं । इसी लिये संघर्ष हो जाता है, और संघर्ष में काम आगे नहीं बढ़ता ।

अभी हमारा एक प्लैनिंग कमिशन बना, प्लैनिंग कमिशन की बात कहते हुए मुझे अफसोस होता है और लज्जा भी आती है, प्लैनिंग कमिशन ने जितनी भी रिकमेंडेशन की, उन में खास यह थी कि ग्रामोद्याग की व्यवस्था की जाय और जल्दी से जल्दी यह काम किया जाय । उस प्लैनिंग कमिशन में आवामी कौन से थे ? प्लैनिंग कमिशन में थे हमारे प्रधान मंत्री साहब, हमारे अर्थ मंत्री साहब, हमारे प्लैनिंग मंत्री साहब, श्री मती दुर्गा बाई जी, लेकिन अब वह एक संघालिका हो गई है, इस के अलावा हमारे कृष्णामाचारी साहब, जो कि उस के वाइस प्रेसिडेंट हैं । इन लोगों ने हर एक राज्यों से राय लेने के बाद अपनी योजना बनाई । किन्तु आज एक सवाल का जवाब देते हुए हमारे मंत्री महोदय ने कहा कि राइस हलर्स को बदलने के बारे में बहुत सी स्ट्रट्स एटराब करती हैं । राज्यों ने इस का विरोध किया है । किन किन राज्यों ने विरोध किया, यह तो बताया नहीं, लेकिन मैं कहना चाहता हूं कि जब प्लैनिंग कमिशन की रिकमेंडेशन आई तो सब राज्यों की राय से आई । सभी मंत्री इस की कॉन्सिल में थे जिन्होंने उस को एम्बु किया था और पास किया था । लेकिन पास हो जाने के बाद भी वह चीजें अभी तक लागू नहीं हुई । इस का कारण क्या हो सकता है ? हम तो यही अनुमान कर सकते हैं कि हमारे दशका शासक वर्ग शायद इसे पसन्द नहीं करता । वह इसी विचार में है कि यदि इस को लागू कर दिया जायगा तो मिलें बंद हो जायेंगी और उन को बंद नहीं होना चाहिये । इस लिये ग्रामोद्याग की जो सिफारिश है वह कोर कागज में ही है ।

कांग्रेस कमटी ने शिकायत की कि गवर्नमेंट इस को इम्प्लेमेंट नहीं करती । मुझे तो हैरत होती है कि कौन सिफारिश करता है, कौन इम्प्लेमेंट नहीं करता है और कौन शिकायत करता है । जो गांठमाल हो रहा है उस का उत्तदायी कौन है, इस पर हम बंद जायें तो हमें मालूम होगा हमारी शासन व्यवस्था इस में उपयोगी नहीं हो रही है । अभी हमारे गाडीगल साहब ने कहा कि वही लोग वास्तविक पालिसी का निर्णय करते हैं । मैं तो कहता हूं कि पालिसी का निर्णय तो गवर्नमेंट करती है । पालिसी का निश्चय मंत्री करते हैं कि हमारी पालिसी वह होगी । उस पालिसी को चालू करने के लिये शासक वर्ग है । लेकिन आज सामन्त साहब ने भी कहा कि पालिसी को चालू करने में पुराने तरीके ही बाधक बने हुए हैं । आज सन् १९२० के ब्लू प्रिन्सिपल ऑफ प्रोसीजर और कन्वेंट ब्लू प्रिन्सिपल बने हुए हैं । आज १९५४ हो गया है । आज स्वराज्य के बाद लोकहित का ध्यान रखना चाहिये । इस लिये दोनों मिल नहीं पाते । आज दोनों का मेल कराने की जरूरत है । आज हम ऐसी व्यवस्था बनावें जो कि हमारे दश की प्रगति के साथ साथ चल सके ।

अभी गवर्नमेंट ने कहीं कहीं पर थोड़े थोड़े परिवर्तन किये । हमें बड़े खेद के साथ कहना पड़ता है कि जिस सरकार के बड़े बड़े सचिव (Secretaries) अदालत में खड़े हों, उन पर घुसखोरी के मुकदमे चल रहे हों, किसी राज्य के सचिव घुसखोरी के मुकदमे में अदालत के सामने जावें, वह सच हों या न हों, इस का फैसला तो अदालत करेगी, लेकिन मुकदमे चलें, यह इस बात का सबूत है कि कहीं न कहीं बड़ी गड़बड़ी है । जहां के बड़े बड़े सचिवों पर इस प्रकार के आरोप हों, मुकदमे चलें, तो बिचारी जनता की क्या हालत होगी ?

दूसरी तरफ यदि किसी शासक वर्ग से खुद मिलिये तो वह कहते हैं कि साहब, चलती तो उस की है जिस की एम्बु है, जिस की पट्टा है । मैं समझता हूं कि सब से कलंक की

[श्री सिंहासन सिंह]

बात यह है। प्रत्येक अफसर समझता है कि जिस की पहुँच होगी, उसकी सुरक्षा होगी, जिस की पहुँच नहीं होगी उस की सुरक्षा नहीं होगी, चाहे वह कितना ही ईमानदार क्यों न हो। इसीलिये आज कल ईमानदार लोग ही घाट में रहते हैं। लोग कहते हैं कि आज कल के समय में ईमानदार रहना भी बुरा है। हमारी गलती से, वह भावना फेली या उन की गलती से वह भावना फेली है। वह भावना दोनों ही के खिलाफ फेली है। जहाँ तक मैं जानता हूँ इस का कारण यह है कि जनता के सामने आज वही कलेक्टर, वही सुपरिन्टेंडेंट आफ पुलिस, वही सबइन्स्पेक्टर पुलिस, वही पटवारी सब जगह जाते हैं। उन में कोई परिवर्तन जनता नहीं देखती। हम कहते हैं कि स्वराज्य हो गया, हम आजाद हो गये हैं, जनता के लोग कहते हैं कि स्वराज्य हो गया होगा दिल्ली में, स्वराज्य हो गया होगा लखनऊ में, लेकिन हमारे घर में तो वही पटवारी साहब आते हैं, नाम लिखाया जाता है गिडवानी साहब का और लिखा जाता है दूसरे साहब का। तो हम तो उसी दिक्कत में हैं। कचहरी में जब हम जाते हैं तो पहले ही की तरह क्लर्क को घूस देनी पड़ती है। वह लोग कहते हैं कि आज अमल में वही पुराना तरीका है। एक नकल लेने के लिये बीस रुपये अब भी देने पड़ते हैं। आखिर स्वराज्य आने से हमारे लिये क्या फर्क हुआ। आप वहाँ हाइड्राबन बम की बात करते हैं। हमारे देश के लोगों के लिये पुरानी बातें ही हाइड्राबन बम का काम कर रही हैं। इस लिये हम सब को ठंड दिल् से गौर करना है कि हम कौन सा उपाय करें कौन सा तरीका अपनावें कि हमारे राज्य निर्माण में सहायता मिले। आज चारों तरफ शिकायत है कि यह सिस्टम ठीक नहीं है, देश के कर्जों के लिये अच्छा इन्तजाम आज लागू नहीं है। इस में जिस प्रकार परिवर्तन हो वह कार्य हम करें।

जहाँ तक मुझ पर वाद है, एक चुनाव के जमाने में हमारे प्रधान मंत्री ने एक व्याख्यान दिते हुए

कहा था कि हम इस प्रणाली को परिवर्तित करेंगे, इन नियमों को परिवर्तित करेंगे। परिवर्तन इस प्रकार करेंगे कि सन्देश पर भी अफसर अलग किया जा सके। लेकिन आज तक वह परिवर्तन नहीं हुआ। परिवर्तन के लिये कई कमेटीयाँ बनीं, गोरवाला साहब की रिपोर्ट आई, टंकचन्द साहब की रिपोर्ट है, बहुत सी रिपोर्टें आई और कमेटीयाँ बनीं लेकिन बनने के बाद कुछ काल तक वह काम करती हैं, फिर आगे खिसकती ही नहीं। इसी लिये कुछ परिवर्तन नहीं हो सका। इसी लिये, इन चीजों को देखते हुए हम सब लोगों की राय है, मेरे ख्याल में इस भवन में शाब्द ही कोई व्यक्ति हो जो इस राय से इत्तफाक न करता हो, कि एक स्वतंत्र राज्य के मुताबिक हमारी गाड़ी चलनी चाहिये, और उसी के मुताबिक हमारा सारा कार्य होना चाहिये और हमारे शासन में परिवर्तन होना चाहिये।

दूसरी बात में यह कहना चाहता हूँ कि हमारे संविधान में दफा ५० है जिस के अन्दर लिखा हुआ है कि हम शासक वर्ग और न्याय वर्ग को अलग करेंगे। लेकिन आज तक नहीं किया। ऐसा प्रस्ताव हो गया कि एग्जिक्यूटिव को जुडीसरी से अलग करेंगे। ऊपर तो अलग है, लेकिन नीचे की श्रेणी में जहाँ पर कि जनता को रोज काम पड़ता है वहाँ पर अलग नहीं है। एक ही आदमी सिविल आफिसर है और क्रिमिनल आफिसर भी है। वह ला भी मेन्टन करता है और सजा भी देता है। हमारी ५० पी० में कुछ परिवर्तन इस सम्बन्ध में किया गया है, जुडीशल आफिसर और एग्जिक्यूटिव आफिसर अलग अलग बना दिये गये, लेकिन दोनों आगे चल कर कलेक्टर के ही मातहत हैं। लेकिन जब वे दोनों कलेक्टर या डिस्ट्रिक्ट मजिस्ट्रेट के मातहत हैं और अपनी तरक्की के लिए उसका मुँह देखते हैं तो वह वैसा ही काम करते हैं वैसा कि वह चाहता है। इसलिये हमने जो विधान बनाया है उसके मुताबिक भी इस बात की जरूरत है कि हम व्यवस्था करें कि न्याय और शासन विभाग दोनों

अलग अलग हो जायें क्योंकि जब तक ये विभाग अलग अलग नहीं होते तबतक जनता में जो कहुराम मचा हुआ है वह बन्द नहीं हो सकता। इसीलिये मैं आपील करूंगा कि इस प्रस्ताव को स्वीकार किया जाय। मैं जानता हूँ कि अगर सरकार इस प्रस्ताव को स्वीकार नहीं करेगी तो वह स्वीकार नहीं होगा। हालाँकि इस समय हर मंत्री इसके समर्थन में बोल रहा है लेकिन जब वोट देने का समय आवेगा तो इसके खिलाफ वोट करना होगा। इसलिए अब चूँकि और भाई भी बोलना चाहते हैं मैं विशेष समय नहीं लूँगा और अपना संशोधन पेश करूंगा। एक बात कहकर मैं समाप्त करूंगा कि आज जो सेंट्रल और स्टेट सरीवसेज में अन्तर है उसको दूर किया जाय और एक तरह की सरीवस बनायी जाय जो कि स्टेट में भी काम करे और सेंटर में भी रहे। आज मैं ने पेंपर में पढ़ा कि एक सचिवों (Secretaries) की कमिटी बनी है उसने सुझाव दिया है कि राज्य से जो अफसर सेंटर में आते हैं उनके लिये सन् १९४४ से पहले का नियम लागू किया जाय अर्थात् वे कुछ समय के लिये यहां आवें और फिर वापस चले जाया करें। आप जानते हैं कि आज जो अफसर केंद्र में आ जाता है वह चाहता है कि किसी न किसी प्रकार यहां बना रहे और मुस्तकिल हो जाय क्योंकि यहां आने के बाद उसे यूरोप जाने के मौके मिलते हैं इसलिये यहां आने की होड़ है। हम देखते हैं कि आई० ए० एस० वाले पी० सी० एस० से घृणा करते हैं। इस अवस्था को दूर करना चाहिये। इसलिए मैं ने अपना संशोधन पेश किया है और उम्मीद करता हूँ कि प्रस्तावक महोदय इसको स्वीकार करेंगे और इस संशोधित प्रस्ताव को गवर्नमेंट स्वीकार करेगी।

Shri Tek Chand (Ambala-Simla): A very heavy yoke of responsibility rests on the shoulders of those who are called upon to run the services of this country. It is for them to serve the country properly; and it is for them to sabotage all the efforts made by the Government. Our Constitution, how-

soever sacred a document, remains a paper Constitution if it is not paid the homage and respect in action by the services. The ship of state can founder on the rocks of corrupt and inefficient services. The ship of state can sail beautifully everywhere and to its goal if the services are efficient, honest and prompt about the discharge of their duties.

It is to my mind a little disappointing that a Resolution of this great significance and importance should have come as a private Resolution. It should have been a matter which should have promptly engaged the attention of the Government. It is for the Government to devise ways and means whereby it should become possible that the policies laid down by the Cabinet should be promptly, efficiently and honestly pursued by those who are called upon to carry them out. We make certain decisions which are well-conceived. But because of the services, they are ill-executed. It is therefore very desirable that we should find ways and means whereby there should be some test, some thermometer, in order to see whether the services are discharging their duties efficiently, promptly and honestly.

There is a feeling in the country, a feeling, unfortunately, shared by all classes of society, by every cross-section of society, a feeling of acute disappointment bordering on indignation, bordering on indifference, bordering on distress that the services are not playing their role by the nation, that they are conducting themselves in a manner that is officious, that is haughty, that is high-handed and dilatory. It is a matter of deep regret that the services who are called upon to discharge a very onerous duty, who are called upon to participate in a very great part should be conducting themselves in a manner so as to be the targets of all fingers of scorn which are pointed towards them. We have produced a lot of things, I mean the planners. It was never in the imagination of the planners even that another article would be produced in tremendous quantity,—the 'red tape'.

[Shri Tek Chand]

The 'red tape' has increased to a strangulating point. The Government makes a decision and that decision is fettered and manacled by 'red tape'. Why is it that the decisions of the Government in order to be executed have to pass through the gauntlet of so many hurdles, so many little moats and obstacles? It is up to the Government, and in the interest of the Government, that they should have such checks, such a vigil on their officers, that they should see that they are not only not corrupt but they do not steal; they do not commit theft not only of the money of the State, but also of the time of the State. There is an impression—how far it is correct it is difficult for me to say—but almost a universal impression that our services are over-staffed. Where one competent and careful man can do the work, we have got four or five indolent drones doing absolutely nothing but just fanning themselves and killing their time. It is said, and it is a matter of which everybody is aware, that there is corruption. Corruption is corroding to the soul of the country; but is there any difficulty, if you had the will, to stamp out corruption? In my humble way of thinking, it is not very difficult thing. Let an officer who is recruited be called upon to declare his assets; and then you know that he has got Rs. 10,000 or Rs. 20,000 and, this much of movable property and that much of immovable property. Then, have a complete check after five years, a periodic check. If there is a windfall because he has made lots of money in solving successfully a crossword puzzle, or in a horse race, or some rich relation of his has left a legacy, let him say that he has inherited Rs. 10,000 or made Rs. 20,000 in a horse race. But, when you see officers drawing a salary of Rs. 800 or more going in gorgeous limousines, regaling themselves in expensive clubs, boozing like fish, throwing cocktail parties, indulging in gambling and Bridge parties in clubs, is the deduction very difficult to draw that all this extravagant expenditure must be at the cost of some body who managed to grease

his palm? Therefore, all that I say is, it will not hurt me in the least if you have a special department whose exclusive and sole duty should be to keep a watch, to keep a real check as to the manner in which work is being done. I am equally anxious that not only you should see that you do not keep corrupt officers, but our officers should be like Caesar's wife; they should not even be thought of as engaged in receiving improper money. But, be that as it may, I am anxious to see that there should be some governmental agency which should ensure that every employee of the Government is doing honest work, does real work and is not idling away his time.

Dr. Katju: And I suppose there must be another agency to see that this agency is working all right.

Shri Tek Chand: Sir, once it is driven home to the minds of your Services that they are going to be accountable to somebody, whether to you or to another functionary; so long as they are aware that if they deviate from the path of rectitude they will be answerable to someone, they will do their work honestly. You have to impregnate them; you have to imbue them with the idea; you should make an example of a good few and will be earning the gratitude of the people, serving the nation, and ensuring that your policies are being carried out efficiently, diligently properly and obediently. These officers of yours are a standing menace not only to the common man who is being victimised...

Dr. Katju: But to the common Member of Parliament.

7 P.M.

Shri Tek Chand:but they also stand in the way of carrying out your policies. Then again, so far as your services are concerned, they are conducting themselves in a manner as if they were the sole and exclusive beneficiaries of the *swaraj*. If there is anybody who is comfortable; who is thriving under *swaraj*, these are your incompetent, irresponsible officers. I wish that those who are discharging

their duties honestly should receive recognition and those who are not should be made to realise that they have earned the scorn of their bosses, their officers. 'Dialatoriness' and 'procrastination' I place at par with corruption and they can strangle your reforms or plans if they are not checked. Reports of the Public Accounts Committee are eloquent about the rotten conditions that are prevailing in some of the department. I wish they should open the eyes of those who do not appear to be fully alive to the distress and menace confronting the country.

Lastly, I would say this much only, that the State is engaged in a progressive expansion of its activities and a welfare State ought to be. Therefore, if the State machinery which is getting more and more complicated every day because of the exigencies of the nation, is to function properly, it should see that all the wheels, nuts and bolts of the machinery are working in complete harmony, in cohesion and in co-ordination. If there is a conflict, if there is a tension; if there is a dead-locking anywhere; if there is a bottle-neck anywhere, it is the nation that suffers. Therefore, the potentialities of an incompetent servant, the potentialities of a corrupt servant to sabotage the nation's work are tremendous and should not be taken lightly and it should be the keen anxiety on the part of those who are holding the reins of the governmental machinery today to see that their commands are carried out; their mandates are obeyed.

Then again, there is one aspect of the matter to which I wish to invite the attention of the Hon. Minister and that is, that there is a feeling shared by even the people who are high up in society, people who are educated and people who belong to the professions, that your officers are officious, they are discourteous, they are contemptuous and their demeanour and deportment is extremely forbidding. It is difficult to enter their portals without running the risk of jeopardising one's self-respect. A man in civilian clothes is afraid of even pointing out defects

of a person having a badge of authority, whether the badge is humble or very high. Leave apart the case of the rural people; or of the ordinary townpeople; but even people with education, if they are called upon to knock at the portals of some officers, some departmental head, the treatment that is likely to be meted out to them is something that will make a person quail in his feet before he musters courage to do so. It is very necessary that a feeling of real service is inculcated in the minds of the services. They should not be like the servants of the Indian Civil Service, neither Indian in outlook, nor civil in their approach, nor service-minded. That legacy, unfortunately, is still being carried, despite the fact that they no longer owe allegiance to a foreign government.

Shri V. P. Nayar: Madam Chairman: The scope of discussion on this Resolution and the amendments there to is so wide that I dare not attempt to go into general questions. I shall therefore confine myself to certain specific points which the hon. Mover of the Resolution has sought to raise. I wish, particularly, to refer to the inadequacy of the existing rules and regulations, regarding the matter of recruitment of officials.

You know Madam, that last year, when we had a discussion on the despicable manner in which the Rehabilitation Finance Administration was carried on, the hon. Minister in answer to certain very specific charges which I levelled against that department, had the gumption to tell this House that he did not know, and that he did not care to have the family histories of officers concerned. I had alleged that certain officers who had appointed their own kith and kin, overriding the claims of other officers. But the hon. Minister told us, "yes, it has happened, there are some relations, but I am not expected to work out the family trees." When I see my hon. friend Shri D. C. Sharma he inspires me to invoke the words which he used

[Shri V. P. Nayar]

on that occasion. He said, and I also agree with him, that in departmental services, there is a specific law of gravitation by which relatives gravitate to certain offices.

Shri T. N. Singh (Banaras Distt.—East): That law is everywhere the same.

Shri V. P. Nayar: It has not changed. On the other hand, it has gone from bad to worse. This is not peculiar to the Rehabilitation Finance Administration only; it is true of other government departments as well. I have put several questions on this matter time and again, and the hon. Ministers have got up and said, yes, it is true. I remember Shri L. B. Shastri, whom I find has now retired to the back benches, answered a specific question the other day and said that the allegation which I made about the security Adviser of his Ministry was correct in all material particulars.

[MR. DEPUTY-SPEAKER in the Chair]

There is no rule by which you can recruit an officer. The top officials are very often recruited by the Ministers concerned, or by the highest authorities, irrespective of any rules of procedure laid down for that purpose. I can cite instances after instances from every Ministry to show that it is not only the officers, but some of the Ministers even at the Centre have done something and seen to it that some of their very close relatives have been appointed. I do not want to name the officers or the Ministers, but I can say that in one of the factories under the Production Ministry—and that question was also put here the other day—a very close relative of one of the Cabinet Ministers has found his place. I do not complain about Ministers' relatives being appointed, but certainly I do complain when such relations happen to have no other qualifications at all. You could find from the various examples which I can give, that it is not a matter to be laughed at,

as my hon. friend Shri Lal Bahadur Shastri is trying to do now. I shall be thankful to any hon. Member on the other side, who points out a single Ministry against which the charge of nepotism, corruption and favouritism cannot be legitimately levelled. Every Ministry has had it, and day by day, the administration is getting increasingly corroded by corruption, nepotism, favouritism, and even venality and graft, and by every other despicable practice which you do not expect in the services.

Dr. Katju: I protest against all these generalities. They are absolutely unfounded.

Shri V. P. Nayar: You may protest. They may be unfounded for you, but I will prove them to the hilt.

Dr. Katju: You may say what you like.

Mr. Deputy-Speaker: General charges that every Minister is doing that, and so on, which try to reduce the dignity of Government, should not be made here. Generalisations do not serve any purpose. When this point was raised the other day, the Hon. Speaker said that if any particular charges are there against any particular persons, by way of illustration, one or two officers of high importance may be referred to, but with respect to the other, previous intimation should be given, so that the other side may also be prepared to give its reply. But generally throwing mud on Government creates a very wrong impression. After all, the hon. Minister has also to justify the action of Government, and if attacks are made nebulously and in a general manner, using all the epithets that could be found in any dictionary, as has been done by the hon. Member, I do not think it is right at all.

Shri V. P. Nayar: It is not a question of giving specific instances, but I do not want to embarrass the hon. Ministers, because most of them are not present in the House, and

*Machinery and Methods
at Centre*

this is the interest which they take in matters like this. As you have given the ruling, I do not propose to generalise, and if necessary, I shall illustrate my points by examples of specific instances only.

Shri Punnoose: Previously, when the Members on the other side were speaking, and they made very general statements, the hon. Minister did not react against them. But when something is said on this side, he is making it difficult for hon. Members to speak.

Dr. Katju: May I say a word? I propose to deal in my speech with these things, which I shall show, are absolutely indefensible. The hon. Member is throwing mud in heat on the whole of the public services, from the patwari onwards to the highest officer. He has just now said that there is no single Minister in the Government of India, who is not appointing his relations, friends and all that. It is all very lamentable. My hon. friend is taking advantage of his position and saying all this. But I propose to deal with them in my speech.

Shri V. P. Nayar: I never for a moment said that all the Ministers are corrupt. I was only saying that in every Ministry, at least one instance can be pointed out. If you would allow me time, I am prepared to prove it in Ministry after Ministry.

Mr. Deputy-Speaker: All that I can say is that it is a very difficult matter. In the administration, of course, however much a Minister may be anxious to avoid it, here and there, there will be some cases. It is the business of hon. Members to bring it to the notice of Government, and see that the administration is absolutely perfect. General statements like this, whether they come from the one side or the other, are embarrassing to the hon. Minister, and he may not be able to answer them. If earlier hon. Members who had made such general statements had not been pulled up, I do not know how one wrong will make

another wrong right. Therefore, hon. Members will confine themselves to illustrations consistent with the dignity of the House, and see that they try to remove these ills.

Shri Bhagwat Jha Asad (Purnea cum Santal Parganas): If some allegations are made against particular officers, that is out of order, because those officers are not in this House to defend themselves. If general remarks are made, then also they are considered out of order. So, some model instances might be given, so that it may be brought to the notice of the House.

Mr. Deputy-Speaker: I would not be taking up the time of the House, if I refer to rule 320 of our Rules of Business, which says:

"No allegation of a defamatory or incriminatory nature shall be made by a member against any person, unless the member has given previous intimation to the Speaker and also to the Minister concerned, so that the Minister may be able to make an investigation into the matter for the purpose of reply.

Provided that the Speaker may at any time prohibit any member from making any such allegation if he is of opinion that such allegation is derogatory to the dignity of the House or that no public interest is served by making such allegation."

I would request hon. Members to bear this in mind. In view of this rule, I hope hon. Members will not leave it to me.

Shri V. P. Nayar: Precisely so. This very rule justifies what I said. I do not propose.....

Mr. Deputy-Speaker: No, the rules must be interpreted in this way. If any such reference is made, previous notice has to be given. The rule cannot be avoided by making a generalisation, and making it worse. (*Interruptions*).

Shri V. P. Nayar: I take your ruling and I do not propose to go into generalities, hereafter.

There is another aspect, which the hon. Mover has sought to discuss here, namely the conditions of service which prevail. I ask the hon. Home Minister through you, whether the service conditions lay down the conditions of work of the subordinate services. In many departments, they are not laid down. I know, for instance, in the Civil Aviation Department, thousands of people—at least one thousand people—have to work for seventy-two hours a week.

I would very much like the hon. Minister to contradict me. I have been for years a quill-driver who served and sucked sustenance through the quill. I know the difficulties of clerks. I know the difficulties of chaprasis. I know the difficulties of the underdog in Government Service. For them no conditions have been laid down. Sir, the Government use in all the rules, in all the regulations a sort of inverted vocabulary by which dishonesty means honesty, inefficiency means efficiency, in the matter of promotions. Even here—the hon. Minister is getting more impatient—if the hon. Minister wants illustrations, I shall send him some.

Am Hon. Member: Name them.

Shri V. P. Nayar: I do not propose to name them.

This is the way in which the subordinate has to serve with no security of service. His promotion depends upon the whims of the superior officers and if he refuses to fulfil one of the private errands, he does not get the due promotion. Any number of instances can be pointed out. At the time a clerk is appointed he is not asked to do such and such duty. I have been sitting in office late, till 2 o'clock in the night when I was a clerk. I have seen several other people doing that. I find in many of the

offices here in Delhi clerks have to do that. As for the chaprasis, Sir, the less said about them, the better. They are not even treated as human beings. The service conditions which have been laid down are not applicable to them. Many of them have put in service for eight years or nine years without confirmation. They have to do their office work and have also to attend, not only to their officers, but also their families. This is the condition in which you find the services. Probably some of the top officials have changed and in the place of Englishmen, you have Indians. But that has not changed the character or pattern of the administration. It is only a continuation of that which we had as a curse.

Now, Sir, I want also to bring to the notice of the Home Minister certain other aspects regarding service problems. There is not that freedom of association for the subordinates in government service in various departments. If they come and approach a Member of Parliament and if it is known, then they are sacked. There are many instances like that. I very vividly remember that once, last year, the hon. Minister got up to answer a supplementary question and said that the government servants have complete freedom to approach Members of Parliament. But if they do that and if the Government comes to know of it, then they have no other alternative but to quit service. They cannot have their representations made before Government. If they send a petition to the Minister, it will be put in the waste-paper basket by an Under Secretary. Very often it happens. If the Under Secretary somehow sends it up, the Deputy Secretary will put it in cold storage. It will never reach the Minister. What is the guarantee which you have given to the services? How are they to represent their claims? How are they to represent grievances? How are they to fight for their rights? You have not given them that freedom;

you have not given them the freedom of organisation. Everything which you give to the services.....

Mr. Deputy-Speaker: The hon. Member will kindly address the Chair. It will avoid much of heat.

Shri V. P. Nayar: I shall address you Sir.

Sir, everything which Government say they are giving to the subordinates is given only on paper. Suppose some violation is brought to the notice of Government, they seek to justify it by a very well known technique, the technique of technical justification. They write—'Under this rule, it is not necessary that a government servant's relative should not be appointed.... Under this rule it is obligatory on the Government servant to do such and such and also to obey instructions'. This is the manner in which you have kept tens of thousands of our subordinates.

Mr. Deputy-Speaker: 'They' have kept.

Shri V. P. Nayar: When I say 'You', I mean 'they'.

Mr. Deputy-Speaker: Otherwise, on the floor of the House hot words are exchanged. Hon. Members will look at other Members and then say 'you'. 'you' directly and they get excited and agitated about it. In a Resolution of this kind—of course, it is not for me to suggest to hon. Members—side by side, whenever any grievances or set of facts are placed before the House, the remedy also may be suggested. If hon. Members have thought about it, they may place the suggestions also.

Shri V. P. Nayar: I am thankful for your suggestion. But supposing we give a suggestion, we know the fate of that, and Government seems to think that they are having a monopoly of wisdom. So they do not very much care about our suggestions.

Dr. Katju: All freedom will come when you come to power.

Shri V. P. Nayar: That is coming in spite of you. Don't you worry about that

Shri Bhagwat Jha Azad: I thought it was otherwise—he had got the monopoly.

Shri V. P. Nayar: If we look to the services—I again want to emphasise this point—except a few people at the top, every man in the subordinate service has his grievance not merely in one respect but in ever so many respects. If only the hon. Minister will go and see some of the quarters provided for class IV servants, e.g. in the Civil Aviation Department, quarters measuring only 12'x10', then he will understand that service does not entitle them even to the habitation which a human being is supposed to get. This is the condition in which they exist. There is no use saying that the services are deteriorating. The services undoubtedly have deteriorated. It is because of this attitude, this reckless attitude of the Government against the vast majority of servicemen. They do not have the enthusiasm to work. Not that they are not clever; many of our subordinate people are as clever as anybody in their position in any other part of the world. But they do not have the enthusiasm; they do not feel that their position is secure; they do not feel that their grievances will be remedied; they do not feel that they will be looked upon as people who do this service for a country which styles itself as a free country.

Sir, I do not want to embarrass the hon. Minister by giving more instances. I will resume my seat after one observation. Much is talked about providing jobs for those unfortunate brethren who belong to the backward classes. I have come across an instance when the employment exchange sent a candidate for selection to the post of teleprinter operator in one of the departments in Delhi. That boy unfortunately did not get the place or even an interview.

[SHRI V. P. Nayar.]

Instead, that place was filled by a first degree relation of the person who appointed, against which the staff complained, and then another test was conducted and the officer wrote that 'she is found to be eligible for the post'. This is the way things are done. I can give offhand at least a dozen cases to the hon. Home Minister. But I am sure, although you may say that I can give some suggestions, if I give my suggestions, he will not accept them. Even before giving a suggestion, we have seen how provoked he has been.

Mr. Deputy-Speaker: Shrimati Uma Nehru.

Shri A. K. Gopalan (Cannanore): There are only ten minutes left now. May I know whether the second Resolution that has come up in the ballot will be taken up today or whether it will have to go into the next day or another ballot will have to be taken.

Mr. Deputy-Speaker: The hon. Member wants to know through me, if the next Resolution standing in his name, should go once again into the ballot. Formerly, for a non-official day we had 4 hours exclusive of the Question Hour, and there was a ballot for all the 4 hours. Now, it has been split into two days—2½ hours on alternative Fridays. No doubt, it appears to cause some inconvenience. I think the Committee has made a recommendation that there may be a ballot for the two days together. But that has not yet been adopted as a rule. That, I understand, is the difficulty. So far as the present Resolution is concerned, it has got to go into ballot again. But I think in view of the recommendation of the Committee, the rules will be suitably modified and there may not be that inconvenience in future. But for the present, the present rule will apply.

श्रीमती उमा नेहरू (जिला सीतापुर व जिला लखी-बख्त): बनाव डिप्टी स्पीकर साहब,

यहां पर जो व्याख्यान हो रहे हैं उनमें बराबर सरीबसेब की चर्चा हो रही है। सब के सामने सरीबसेब का सवाल है। मेरा इरादा यह है कि मैं सरीबसेब का मुकदमा लेकर इस हाउस के सामने आऊं। मैं समझती हूँ कि सरीबसेब की जो हालत है वह दुःखदायी है और तत्त्व-लौकिक है लेकिन साथ ही साथ जब मैं इन सरीबसेब को देखती हूँ तो मैं अपने आप कां भी देखने लगती हूँ। मैं देखती हूँ कि क्या मुझ में वह सब खूबियाँ हैं, वह सब बातें हैं, वह सब सच्चाई हैं, रूपरेखाएँ का या बातचीत में कहीं जरा भी करप्शन नहीं है कि जो मैं वह उम्मीद करूँ कि हमारी जो सरीबसेब हैं वह बहुत ऊँचे पाय की हों। प्रश्न यह सामने आता है कि हममें वह खराबियाँ हैं या नहीं। जब यह प्रस्ताव आया तो मुझ ख़ुशी हुई और मैं वह समझती थी कि मेरे भाई सरीबसेब की चर्चा नहीं करेंगे बल्कि उस पालिसी की और उस प्रिंसिपल की चर्चा करेंगे कि जिसकी वजह से हमारी यह गाड़ी बल्बो आगे बढ़ सके। लेकिन हम वह मकसद तो भूल गये और हर एक की निगाह सरीबसेब के ऊपर हो गयी। कुछ को सुन कर तो ऐसा मालूम होता था कि किसी के सताये हुए हैं। अलग अलग मंत्रियों के भाषण का मेरे ऊपर अलग अलग असर पड़ा। लेकिन मेरा कहना तो यह है कि सबसे पहले हमें यह देखना चाहिये कि हमारा आदर्श क्या है, हमारा प्रिंसिपल क्या है, हमारी पालिसी क्या है? यह सवाल हमारे सामने सबसे पहले आता है और अगर हम इस पर विचार कर लें कि हमारी पालिसी क्या होनी चाहिये तो हमारा मॅचड आउट क्या होना चाहिये वह पालिसी के बाद का सवाल है। जो हमारी पालिसी होगी वही हमारे देश को आगे बढ़ाने वाली होगी और उस पालिसी को किस तरह से काम में लाया जाय वह नम्बर २ सवाल है।

इसके बाद जो हमारे कमिटीटीटिव इन्सिद्धान्त हैं उनके बारे में कल गया कि लड़कों में इस बात का विचार नहीं किया जाता कि उनके राजनीतिक विचार क्या हैं और देश के

बार में उनके विचार क्या हैं। लेकिन मैं यह कहूँ कि इतना न करके यह देखना चाहिये कि इम्तहानों में क्या सबजेक्ट हों। ऐसे सबजेक्ट हों जो कि मुल्क को आगे ले जाने वाले हों। बच्चों को ऐसी शिक्षा देनी चाहिये कि वे अपनी खुदी को भूल कर देश को आगे बढ़ाने वाले हों। तब हम देखेंगे कि हमारा बच्चा इन परीक्षाओं में पूरा उत्तरेंगे। साथ ही साथ जब हम मिनिस्टर या डिप्टी मिनिस्टर हों तो हमारा यह फर्ज होना चाहिये कि हम अपने देश को आगे बढ़ाने का प्रयत्न करें। हमारे सामने पांच साला योजना है। इस योजना को आगे ले जाने के लिये हमारी सरकार के हर मुहकमे में कोऑर्डिनेशन होना चाहिये और इस योजना को आगे ले जाने के लिये हमारे सब अफसरों को चाहे वे आई० सी० एस० के हों या आई० ए० एस० के हो सब को यह कोशिश करनी चाहिये कि इस गाड़ी को एक तरफ ले जावें। लेकिन जब हम अपने आपको देखते हैं तो हमको क्या मालूम होता है? मैं तो साफ कहना चाहती हूँ कि हम कांग्रेस वालों ने, जिनकी कि आज गवर्नमेंट है, आजादी की लड़ाई लड़ी है और हम यहां आये हैं, लेकिन अपने बतन को आजाद करने के बाद हम चाहते हैं कि हम इसको आगे बढ़ा ले जायें। लेकिन हमको देखना चाहिये कि यह आजादी के दीवाने जिन्होंने कि इस द्वाकमत को लिया है और जो इस गाड़ी को आगे ले जाना चाहते हैं उनकी इस गाड़ी में एक ही रंग रूप के घोड़े लगे हैं या नहीं। लेकिन अगर हम देखते हैं कि इन घोड़ों में अदल बदल है, उनके एक आदर्श नहीं है, गृह उद्योग वर्गों के बारे में उनके एक ख्यालात नहीं है, और अगर वह यह समझते हैं कि जिन ख्यालात को जाहिर करना चाहते हैं, नहीं कर सकते, तो मैं समझती हूँ कि वह गाड़ी आगे नहीं बढ़ने वाली है। यह सरविसेज बंचारी क्या चीज है। यह गाड़ी तो अभी आगे बढ़ेगी जब हममें एकता होगी और यह नहीं होगा कि एक, एक तरफ जाता है और दूसरा दूसरी तरफ घसीटता है। सरविसेज वाले इस चीज को देखते हैं। इसीलिये जब तक कि आप

सब एक विचार के, एक ख्यालात के नहीं होंगे कि हमको इस देश को आगे बढ़ाना है, तब तक हमारा देश आगे नहीं बढ़ सकता है। अगर हमारे ऐसे ख्यालात होंगे जो मैं नहीं समझ सकती कि हमारे सरविसेज वाले क्यों नहीं हमारे मुआफिक चलेंगे। मैं एक बात कह दूँ कि सरविसेज बहुत बुरी चीज है। मैं तो अगर किसी लड़के से मिलती हूँ तो बड़ी कहती हूँ कि भाई कुछ भी काम कर लो, लेकिन सरविसेज बहुत बुरी चीज है यह मत करना। जब मैं इन सरविसेज की तरफ ख्याल करती हूँ तो मैं देखती हूँ कि जब अंग्रेज थे तो इन्होंने सब उनकी बंशी बजाई और वही किया जो कि वह चाहते थे। आज कांग्रेस की गवर्नमेंट है लेकिन अभी उनके दिल और दिमाग नहीं बदले हैं। लेकिन उनके दिल और दिमाग के तो आप मालिक हैं, आप उसको संभाल सकते हैं। अगर हम अपने दिल और दिमाग को संभालें तो उनको संभाल सकते हैं।

श्री गिडबानी (धाना): लेकिन अगर दिमाग बिगड़ गया हो तो क्या हो?

श्रीमती उमा नेहरू : अगर मेरा दिल व दिमाग बिगड़ गया है तो मैं उम्मीद करती हूँ कि मेरे भाई श्री गिडबानी मेरी सहायता करेंगे और मुझे सही रास्ता बतलावेंगे, वह यह कोशिश कभी नहीं करेंगे कि अगर मेरा दिमाग बिगड़ गया है तो मुझे पीछे से धक्का देंगे। मैं उनसे यह उम्मीद नहीं कर सकती हूँ। इसीलिये मेरा कहना यह है कि सरविसेज का सवाल तो पीछे है, जो सबसे पहले विचार करने का सवाल है वह है अपने को संभालना। जब हम अपने आप को संभाल लेंगे तो मैं आपको विश्वास दिलाती हूँ कि सरविसेज अपने आप संभल जायेंगी। जो अपने आप को संभाल लेते हैं उनके लिख सारी दुनियां संभल जाती है। तो अगर हमारी यह गाड़ी संभलेगी तो हमारी सरविसेज ऊंची से ऊंची हो जायेंगी। मैं समझती हूँ कि मैंने काफी समय ले लिया। साढ़े सात बज गये हैं।

Mr. Deputy-Speaker: If the hon. Member has got much more to speak,

[Mr. Deputy-Speaker]

she may continue on another day. Or, if she can wind up in a minute or two. I hope the House will continue to sit for those few minutes.

Some hon. Members: No, on. Next day.

श्रीमती उमा नंदन : मैं समझती हूँ कि अगर आप मुझे जगली दफा अपनी स्पीच को

जारी रखने को इजाजत देंगे, तो ज्यादा बेहतर होगा ।

Mr. Deputy-Speaker: The House will now stand adjourned and meet again at 2 P.M. on Monday.

The House then adjourned till Two of the Clock on Monday, the 19th April, 1954.