



Friday
2nd April, 1954

PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE

OFFICIAL REPORT

(Part I- Questions and Answers)

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**PARLIAMENT SECRETARIAT
NEW DELHI**

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

1659

1660

HOUSE OF THE PEOPLE

Friday, 2nd April, 1954

The House met at Two of the Clock

[MR. DEPUTY-SPEAKER in the Chair]

ORAL ANSWERS TO QUESTIONS

RUBBER

***1516. Shri S. C. Samanta:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the proposed rubber research institute has been set up;

(b) if so, where; and

(c) the amount of rubber produced in 1953 and further production required for attaining self-sufficiency and meeting the entire demand of the manufacturing industry?

The Minister of Commerce (Shri Karmarkar): (a) and (b). The matter is under consideration.

(c) Production of raw rubber during 1953 was 21,136 tons. Internal demand for raw rubber is of the same order.

Shri S. C. Samanta: Has any place been selected?

Shri Karmarkar: No. The scheme is at the stage of finalisation.

Shri S. C. Samanta: Has any objection or suggestion come from the Rubber Manufacturers' Association about this?

Shri Karmarkar: No. We are not aware of this at all.

42 PSD.

Shri S. C. Samanta: Is it not a fact that the Rubber Manufacturers' Association have asked that a service laboratory for each important centre should be established?

Shri Karmarkar: I take the information from the hon. Member.

Shri V. P. Nayar: What was the production of raw rubber in the Travancore-Cochin State? Also, may I know how the production of smaller estates, i.e. estates of less than ten acres, was recorded?

Shri Karmarkar: The production during 1952 was 19,860 tons; during 1953, it was 21,136 tons; and during 1954 the estimated production is 22,100 tons. As regards the latter part of the question, I have no information.

Mr. Deputy-Speaker: He wants to know for Travancore-Cochin. Is rubber produced anywhere else in India?

Shri Karmarkar: I do not think so, but I do not wish to commit myself unless I am quite sure.

Shri A. M. Thomas: May I know whether Government have examined the position that there may not be any necessity for importing rubber for manufacturing purposes?

Shri Karmarkar: At present, there is no necessity.

Pandit D. N. Tiwary: Is any amount of rubber exported; and if so, what is the amount?

Shri Karmarkar: I do not think any rubber is exported.

IRON

*1518. **Pandit D. N. Tiwary:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether any category of iron material produced in the country is surplus to our requirements;

(b) if so, the name and quantity of such surplus articles; and

(c) the quantity exported?

The Minister of Commerce (Shri Karmarkar): (a) to (c). On the whole, the local production of iron and steel in all categories is short of local demand. Nevertheless, limited exports are allowed to neighbouring countries like Burma, Nepal and Sikkim in order to keep our natural markets. Nearly 15-16 thousand tons of iron and steel are allowed to be exported per annum to such countries.

पंडित डी० एन० तिवारी : क्या मैं जान सकता हूँ कि नेपाल में कितना लोहा भेजा गया है ?

श्री करमरकर : जी हाँ, सन् ५३ में नेपाल के लिये २,२२७ टन का भ्रष्टादमैंट है ।

Pandit D. N. Tiwary: In view of the fact that the country is not self-sufficient in any kind of iron, do Government propose to give permission liberally for starting rolling mills to manufacture iron rods?

Shri Karmarkar: That is another question, which I am not just now ready to answer.

DAMODAR VALLEY PROJECT (POWER SUPPLY)

*1520. **Shri B. K. Das:** Will the Minister of Irrigation and Power be pleased to state:

(a) the total revenue that has been earned so far from the sale of power from the Damodar Valley Project; and

(b) how the earnings have been distributed among the participating Governments?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) Rs. 91,70,126 up to December 1953.

(b) In accordance with the provisions of Section 39 of the DVC Act, the revenue realised from the sale of power has for the present been taken in reduction of capital cost under Power. Thus all three participating Governments have become equal beneficiaries.

Shri B. K. Das: May I know, Sir, how much power has been produced by the Tilaiya and how much by the Bokaro power stations?

Shri Hathi: The installed capacity of Tilaiya is 6,000 KW. while the firm capacity is 4,000 KW. The installed capacity of Bokaro is 150,000; at present, one set is working generating 50,000 KW.

Shri B. K. Das: What is the supply from these two stations of Tilaiya and Bokaro?

Shri Hathi: About 37,000 KW. or so.

Shri P. C. Bose: May I know what is the total income from the sale of electric power to the Damodar Valley Project, that is to the Government, and what is the middlemen's share?

Shri Hathi: The total sale of power is, as I said, of the value of Rs. 91,70,126 and this has been divided between all the three participating Governments equally.

Shri Muniswamy: May I know, Sir, whether efforts have been made for the full utilisation of the power generated?

Shri Hathi: Yes, Sir. Efforts are being made and by the end of this year it will be possible to distribute 70,000 KW.

Mr. Deputy-Speaker: Is it the financial year or calendar year?

Shri Hathi: I mean by December.

श्री रामनारायण सिंह : तिलैया बांध में जितनी बिजली पैदा होती है, उसका कौन सा अंश गांवों में खर्च किया जाता है ?

Shri Hathi: That is generally being given to Hazaribagh.

श्री रामनारायण सिंह : मैं जानना चाहता हूं कि शहर या व्यवसाय में जो बिजली खर्च होती है, उसके अलावा गांवों में कितनी खर्च होती है ?

Shri Hathi: Generally, the power from Tilaiya and Bokaro is being purchased in bulk by the Bihar Government, and they distribute it to various other industries, for domestic purposes, etc.

Shri S. N. Das: May I know whether there is any scheme of power production at Konar Dam?

Shri Hathi: As originally contemplated, there is a scheme for power production at Konar.

Shri S. N. Das: What has happened to that scheme—is Government going to start power production after the dam is completed?

Shri Hathi: Not immediately.

INDO-KASHMIR AGREEMENT

*1521. **Shri D. C. Sharma:** (a) Will the Prime Minister be pleased to state which provisions of the Indo-Kashmir Agreement have been implemented by the Kashmir Government so far?

(b) Which of these provisions still remain to be implemented?

(c) When will these be implemented?

The Deputy Minister of External Affairs (Shri Anil K. Chanda): (a) The provisions of the agreement relating to the 'Head of the State' in Jammu and Kashmir State were implemented in November 1952.

(b) The provisions of the agreement that have not yet been fully implemented are the application of Citizenship and Fundamental Rights; the

President's power of pardon, grant of reprieve etc.; financial integration; and Emergency Powers of the President.

(c) The Constituent Assembly of the State has considered the question of the implementation of these provisions of the Agreement and its recommendations have been forwarded by the Jammu and Kashmir Government to the Government of India. It is proposed that an Order of the President should be issued under Article 370 of the Constitution to give effect to the recommendations of the Constituent Assembly of the State. It is hoped that this will be done very shortly.

Shri D. C. Sharma: May I know, Sir, how long will it take for full integration of Jammu and Kashmir with India to come into effect?

Shri Anil K. Chanda: At a meeting of the Constituent Assembly on 15th February 1954, it accepted the recommendations of their Basic Principles Committee which included proposals for implementing the provisions of the Delhi Agreement to which effect has not yet been given.

Shri D. C. Sharma: What would the condition of the customs officials be when the customs duties are abolished in that State?

Shri Anil K. Chanda: It is too premature at this stage to answer this question.

Shri Krishnacharya Joshi: Has the Advisory Tribunal been abolished and the jurisdiction been vested in the Supreme Court?

Shri Anil K. Chanda: The recommendations of the Constituent Assembly of Jammu and Kashmir are now before the Cabinet for their final decision.

Shri Krishnacharya Joshi: May I know whether Hindi in the Devnagari script has been adopted as the national language?

Shri Anil K. Chanda: I am not in a position to answer this question.

Shri S. N. Das: May I know whether any proposal from the Jammu and Kashmir Government has been received with regard to the election of the representatives to the House of the People?

Shri Anil K. Chanda: It does not arise out of this question, Sir.

HIRAKUD DAM

*1522. **Dr. Ram Subhag Singh:** Will the Minister of Irrigation and Power be pleased to state:

(a) the total amount of money so far spent on the construction of the Hirakud Dam; and

(b) when that dam is likely to be completed?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) Approximately Rs. 29 crores upto end of February 1954.

(b) The dam will be substantially completed and water for irrigation and power made available by July 1956.

Dr. Ram Subhag Singh: May I know what was the sum originally estimated to be spent on the work which has so far been completed?

Shri Hathi: It is not possible for me to give exactly what would have been the amount for the work done up to now; but, the estimates have changed from Rs. 67 crores to Rs. 70.70 crores.

Dr. Ram Subhag Singh: What are the main reasons which led to the change in the original estimate?

Shri Hathi: The main reason is the special provision for tools and plants (about Rs. 3 crores), spare parts of machinery and increase in wages.

Dr. Ram Subhag Singh: May I know whether the amount given to the villagers as compensation for the submergence of the villages is also included in this?

Shri Hathi: No, Sir.

Dr. Ram Subhag Singh: How many villages have been submerged so far?

Shri Hathi: No village has been submerged so far; only some land has been requisitioned for the purpose of building colonies etc.

Shri Muniswamy: May I know whether it is a fact that the target originally fixed has been extended and, if so, what are the reasons?

Shri Hathi: Yes, Sir. It was originally estimated that the project would be complete by 1955-56. But, recently, about 6 or 8 months back, it was found that it would be ready, substantially, by June or July 1956; that is, it would not be complete by 1955-56. The reason was, the new Chief Engineer said that the earth work that was being carried on at a particular speed might be staggered to some extent so that it may be consolidated. So, 4 or 5 months is not a large matter.

Shri Sarangadhar Das: May I know if the revised estimate includes the expenditure to be incurred in delta irrigation?

Shri Hathi: No; I do not think it includes that.

INDO-AUSTRIAN TRADE

*1523. **Shri L. N. Mishra:** Will the Minister of Commerce and Industry be pleased to state whether the Indo-Austrian Trade Agreement has led to an improvement in India's trade with Austria?

The Minister of Commerce (Shri Karmarkar): I am not in a position to provide a categorical answer. It is difficult to assess with any precision the results of all bilateral trade treaties. In any event the results can be observed only over a period of time.

Shri L. N. Mishra: May I know the chief items of export that we have made to Austria and the chief items of import from Austria?

Shri Karmarkar: I have got the chief items of export. They are, coal, coal

products, coffee, spices, cotton and cotton waste, linseed oil, castor oil, groundnut seed and a few others.

Shri L. N. Mishra: Is it a fact that we are not provided with comparatively better facilities in this agreement with Austria?

Shri Karmarkar: I cannot make out what the hon. Member means by comparative facilities. All possible facilities are there.

श्री रघुनाथ सिंह : मैं यह जानना चाहता हूँ कि हिन्दुस्तान में क्या क्या सामान इम्पोर्ट होता है ।

श्री करमरकर : मेरे पास यह इन्फार्मेशन मौजूद नहीं है, मैं ने एक्सपोर्ट के बारे में बताया है ।

Shri Kasliwal: May I know whether, before this agreement was entered into, we had a favourable or an adverse balance of trade with Austria, and after this has been entered into whether there has been any change?

Shri Karmarkar: The Trade Agreement has been in force since July 1952, that is, for about two years now. During July 1951 to June 1952, the imports were Rs. 199 lakhs and exports Rs. 69 lakhs; during July 1952 to June 1953, the imports were Rs. 213 lakhs and exports Rs. 44 lakhs.

Shri L. N. Mishra: Was this agreement entered into in consultation with the GATT or independent of the advice of GATT?

Shri Karmarkar: The GATT does not come into the picture at all in respect of these agreements, Sir.

BASIC SCHEDULE OF RATES

*1525. **Shri Sanganna:** Will the Minister of Irrigation and Power be pleased to state:

(a) whether the Committee appointed to report on basic schedule of rates for River Valley Projects will

consult the State Governments during the course of enquiry; and

(b) if the answer to part (a) above be in the affirmative, whether it is optional or obligatory?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) and (b). The Committee is not precluded from consulting the State Governments, if it finds that such Consultation is necessary for the completion of the task assigned to it.

Shri Sanganna: May I know whether the existing estimates, which have been passed already, will be revised in the light of the recommendations that will be made by the Committee?

Shri Hathi: In fact, the Committee is not meant for the purpose of revising the estimates; it is meant to give a guidance for the future estimates.

Shri Sanganna: May I know the expenditure that will be incurred on this Committee?

Shri Hathi: There are three members and the expenditure should not be much as compared to the benefits that would be derived from it.

Shri S. N. Das: Is any time limit fixed for the submission of the report by the Committee?

Shri Hathi: Three months' time has been prescribed.

Shri T. N. Singh: May I know whether there are certain basic rates in operation at least in some of the States? If so, will the Committee try and see that those rates do not vary much from their basic rates?

Shri Hathi: I think that would be one of the functions which the Committee will have to do. Of course, the basic rates obtaining in some States will have to be compared and the Committee will look into them.

Shri T. N. Singh: Is it obligatory on the Committee to consult the States prior to fixing the basic rates?

Shri Hathi: It is not obligatory, but the Committee can do so if it thinks it necessary.

MOVABLE EVACUEE PROPERTY

*1526. **Shri Gidwani:** Will the Minister of Rehabilitation be pleased to state:

(a) whether the Pakistan Government have agreed to allow free removal of cash or bullion by evacuees; and

(b) whether the Pakistan Government have also agreed that no Income-tax Clearance Certificate would be demanded from an evacuee seeking restoration of movable property?

The Minister of Rehabilitation (Shri A. P. Jain): (a) No.

(b) The position is that under the Pakistan Income-tax Law, persons visiting that country and whose stay does not exceed 30 days for a single travel and 60 days aggregating repeated travels in one year are exempted from the production of Income-tax Clearance Certificate. The Pakistan Government are of the view that these exemption periods should be sufficient to cover the cases of evacuees who will be visiting Pakistan for restoration of their movable properties. They have also advised that there would be no difficulty in obtaining exemption certificates in cases in which evacuees stayed in Pakistan for more than the exemption periods, provided they did not engage themselves in gainful employment in Pakistan during their stay.

SUPPLY DEPARTMENT PURCHASES

*1527. **Shri Ramananda Das:** Will the Minister of Works, Housing and Supply be pleased to state:

(a) whether the Supply Department purchases large quantities of shoes, chappals, leather bags, belts and boots every year;

(b) the total quantity of such purchases in 1953, and

(c) whether it is a fact that such purchases are made from large-scale industrial firms and cottage industry products are excluded?

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

(b) A statement is placed on the Table of the House. [See Appendix VI, annexure No. 23.]

(c) No, Sir.

Shri Ramananda Das: May I know what quantities of these articles were purchased from large-scale industries like Bata, Kanpur and Agra, and what quantities were purchased from cottage industries products?

Sardar Swaran Singh: I think the hon. Member will be satisfied if I give him the percentages of the purchase from cottage and small-scale units. This is of the order of 24.5 per cent. of the total value.

Shri Ramananda Das: May I know whether it is the policy of the Government to encourage cottage industries and to make all the purchases from cottage industries as per the eleven-point programme of the Planning Commission?

Sardar Swaran Singh: We need not go to the Planning Commission for this thing, because by Government's Resolution dated the 20th June 1952, it has been made clear that it is the Government's intention to give price preference to articles which are manufactured by cottage industries, and Government is prepared, in suitable cases, to consider relaxation to a certain extent so far as the specifications are concerned.

Shri K. C. Sodhia: Are any quantities out of these imported from abroad?

Sardar Swaran Singh: Not out of these purchases.

Shri Dabhi: May I know the extent of price preference given to khadi?

Sardar Swaran Singh: That is a different question altogether. How can

shoes, chappals and khadi go together? However, the policy with regard to price preference is there for khadi, and even according to the Resolution that I have referred to, the price preference may be as much as 20 per cent. besides the three-anna rebate, which is permissible under the scheme of the Commerce and Industry Ministry.

Shri H. N. Mukherjee: Is any purchase in these categories made from abroad, and, if so, what would be its proportion?

Sardar Swaran Singh: No, not out of these.

LOW COST HOUSING SCHEME

*1528. **Shri L. Jageswar Singh:** Will the Minister of Works, Housing and Supply be pleased to state the steps taken or proposed to be taken to popularise in the country the low cost housing scheme?

The Minister of Works, Housing and Supply (Sardar Swaran Singh): There is no ready made low cost housing scheme as such, which Government have formulated so far. Perhaps the hon. Member wishes to know the measures that Government propose to take for popularising the designs displayed in the International Exhibition on Low Cost Housing; if so, it is proposed to undertake a detailed study of all the model houses in the Exhibition Grounds from various points of view, including their actual liveability and thereafter make the results available to all those who may be interested.

Shri L. Jageswar Singh: May I know whether Government propose to adopt any scheme so as to construct houses anywhere in India after the models exhibited in the International Low Cost Housing Exhibition grounds?

Sardar Swaran Singh: I must confess that I have not got the correct import of the question. If the hon. Member wants to know as to whether Government has got any scheme of constructing houses anywhere in the country my reply would be: "Yes". Government is undertaking construction of houses of

various categories for Government employees, for industrial labour, for refugees, for workers in the coal mines and for quite a few other categories. If he further wants to know if any of the models which were displayed in the Low Cost Housing Exhibition is going to be adopted by Government, this is already covered by the reply I have given that a detailed study will be undertaken and there will not be any hesitation to adopt such of the models out of these which might suit any particular locality.

Shri A. M. Thomas: May I enquire whether the National Building Organisation will be the machinery through which Government intends to implement the proposals stated by the hon. Minister?

Sardar Swaran Singh: Not for building houses. This body is for research and co-ordination, not for construction.

Shri A. M. Thomas: I meant for popularising building techniques?

Sardar Swaran Singh: N.B.O. will certainly popularise building techniques.

Pandit D. N. Tiwary: May I know whether the hon. Minister is aware that most of the visitors who have returned after visiting the Low Cost Housing Exhibition think that this is not a low cost housing exhibition, but a high cost housing exhibition?

Sardar Swaran Singh: I do not subscribe to that view. My experience is quite the other way about.

Shri K. Subrahmanyam: What do Government intend to do with the model houses constructed at the Exhibition?

Sardar Swaran Singh: The houses will be kept there under observation and may after some time be utilised for occupation.

Shri Muniswamy: May I know whether efforts have been made to utilise soft wood for the construction of low cost houses?

Sardar Swaran Singh: Soft wood has been used in quite a few of these models.

Shri T. N. Singh: Do Government intend to construct low cost houses for use of Government servants and others in Delhi also?

Sardar Swaran Singh: Actually, some of the houses that are being constructed can be called low cost houses; at any rate, they are not high cost houses. Any further modifications which can be effected with reference to reducing cost will be undertaken.

Dr. Suresh Chandra: May I know how far this Low Cost Housing Exhibition has helped in popularising low cost housing among the people?

Sardar Swaran Singh: It is very difficult to measure it. But I think it has been very well received and people are generally appreciative of the efforts that have been put in and have come back richer in ideas and have liked the Exhibition very much.

ALL-INDIA KHADI AND VILLAGE INDUSTRIES BOARD

*1531. **Th. Lakshman Singh Charak:** Will the Minister of Commerce and Industry be pleased to state:

(a) the work done by the All-India Khadi and Village Industries Board since its inception;

(b) the places the Board have visited so far;

(c) whether any interim report or suggestions have been submitted to the Central Government; and

(d) if so, whether a copy of these can be placed on the Table of the House?

The Minister of Commerce (Shri Karmarkar): (a) to (d). A statement is laid on the Table of the House. [See Appendix VI, annexure No. 24.]

Th. Lakshman Singh Charak: May I know if the Board has published its first annual report?

Shri Karmarkar: I am told by a friend here that it is published, but I should like to find out.

Shri Dabhi: May I know whether it is a fact that a recent resolution of the Board states that as Government have not sanctioned the subsidy for village *ghanis* recommended by the Board, the *ghaniwalas* will swell the ranks of the unemployed in the country, and, if so, the reason why Government have not sanctioned it as recommended by the Board?

Shri Karmarkar: I am not able to speak on this point because I have not seen the resolution myself.

Shrimati Jayashri: May I know whether it is a fact that the Board has to face difficulties because the funds it asked for various schemes were not sanctioned at the appropriate time?

Shri Karmarkar: I have heard of such a complaint by the Board.

Th. Lakshman Singh Charak: Are Government aware that in the latest edition of the *Harijan* this Board's report has been reviewed under the caption 'Industrial Sector'?

Shri Karmarkar: I am sorry, I am ignorant of that. I shall try to find out.

UNSET STONES

*1532. **Shri Balwant Sinha Mehta:** Will the Minister of Commerce and Industry be pleased to state:

(a) the amount that has been realised so far from the 20 per cent. import duty levied on unset and uncut precious stones;

(b) the effect of this duty on the Industry;

(c) the places in India where the stones are cut and processed; and

(d) the countries to which these processed stones are re-exported and the value thereof?

The Minister of Commerce (Shri Karmarkar): (a) Rs. 1,24,569 during April-December, 1953.

(b) Government have no precise information one way or the other.

(c) Important centres are Bombay, Jaipur and Madras.

(d) Belgium, U.S.A., Bahrein Islands, Hongkong, Burma, U.K., Kuwait, Saudi Arabia and Singapore. Precious stones and Pearls unset worth Rs. 6,32,000 and Rs. 2,19,000 were re-exported to the above countries in 1952-53 and during the nine months in 1953-54 respectively. Separate figures for processed stones only are not available.

Shri Balwant Sinha Mehta: May I know whether it is a fact that in India alone this industry is run as a cottage industry in which thousands of workers are engaged, but due to the imposition of this tax the whole industry has dwindled out and is being drifted to foreign countries, as most of the skilled labour has already migrated and some more are on the verge of migrating to Burma, Pakistan and Pondicherry? If so, in view of this situation do Government propose to set up an enquiry to examine the whole industry and save it by giving some reliefs?

Shri Karmarkar: That comprises about five questions. (1) The number of workers in the industry is fairly large; about 50,000. I am told. (2) It is likely that the import duty has resulted in a hardship to the industry. (3) The Finance Ministry has gone into the matter and is considering a proposal to grant a rebate of the import duty for export purposes. (4) and (5) I have forgotten.

Mr. Deputy-Speaker: I think he has answered all the three.

Shri Kasliwal: May I know if Government have received any representation from some of the Chambers of Commerce and Industry to give relief to this industry?

Shri Karmarkar: Yes, Sir, I remember to have seen a representation from the Jaipur Chamber of Commerce.

Shri Heda: Is it a fact that the value of the exported goods is much more than that of what we import and, if so, are Government going to revise their import policy in that light?

Mr. Deputy-Speaker: He said that the Finance Ministry is considering this matter.

Shri Karmarkar: I could not grasp the exact import of the question. What we do is that we allow the unset stones to be imported and they are processed here and exported. Naturally the value of the exported material is a little higher than that of the imported material. And we would like to encourage that industry.

Shri Heda: The import of the question was that most of the things that we export after processing are from the raw materials that we import. Therefore, is there not a good case for the revision of the import taxation?

Shri Karmarkar: As I said, we do want to encourage the exports, and the Finance Ministry has under consideration a proposal to grant a rebate of the import duty on the raw material to the manufactured product exported.

Shri Dabhi: May I know whether the exporters of precious stones of Cambay have also made a representation for the removal of this 20 per cent. duty?

Shri Karmarkar: I am not aware of any representation from Cambay.

Shri Balwant Sinha Mehta: The benefit of the drawback is not available to this industry under the Sea Customs Act, because after processing, the colour, shape and weight of these goods get so varied that it becomes rather difficult to prove or identify the finished products with the raw origin.

Shri Karmarkar: No, Sir, there are difficulties in other sectors of the industry also. When an attempt is made to have an ad hoc basis, certainly the attempt will be to give necessary relief to the industry. What the basis of that relief will be, will be a matter for consideration.

DISPLACED PERSONS IN TRIPURA

*1533. **Shri Dasaratha Deb:** (a) Will the Minister of Rehabilitation be pleased to state what is the maximum and minimum average acreage of land given to each of the displaced families in Tripura?

(b) How many displaced persons have still to be settled in Tripura?

(c) What steps are being taken to rehabilitate them?

(d) How long will it take to complete rehabilitation of displaced persons in Tripura?

The Minister of Rehabilitation (Shri A. P. Jain): (a) to (d). The information is being collected and will be laid on the Table of the House in due course.

Shri Dasaratha Deb: May I know whether the Government is aware that a large number of displaced persons who have already been given land have not yet been pointed out the actual land which is given to them, and that it has been given only on paper?

Shri A. P. Jain: I think, Sir, the hon. Member will have to wait for some time till I have collected all the information.

FORD FOUNDATION TEAM

*1534. **Shri Raghunath Singh:** Will the Minister of Commerce and Industry be pleased to state whether the Ford Foundation team of experts has submitted any report to Government?

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

श्री रघुनाथ सिंह : मैं यह जानना चाहता हूँ कि कौन कौन से स्थानों पर यह लोग गये थे, किन किन जगहों पर इन लोगों ने जाँच की है ?

श्री कर्मरकर : यह गये थे बंगाल, बिहार और पंजाब में और दक्षिण हिन्दुस्तान में ।

डा० राम सुभग सिंह : इन लोगों ने किन किन चीजों की एनक्वायरी की है ?

श्री कर्मरकर : इन लोगों ने इनक्वायरी की काम्युनिटी प्राजेक्ट के बारे में, काटेज इंडस्ट्रीज़, स्मॉल स्केल इंडस्ट्रीज़ और हैंड-क्राफ्ट्स की प्राइवेट को बढ़ावा देने के लिये क्या तरकीब करनी चाहिये इस के बारे में और उन के विषय में मार्केटिंग, प्रोडक्शन मैनेज्मन्ट, रिसर्च इत्यादि के बारे में ।

डा० राम सुभग सिंह : क्या इन लोगों के मुकाबले के एक्सपर्ट कहां नहीं मिल सकते थे ?

श्री कर्मरकर : यह तो मुश्किल सी बात है । उन्होंने अपनी राय हम को दी है । वह अपने अपने मुल्क में अपने अपने क्षेत्र में एक्सपर्ट थे और उन के आने से फायदा था, इस लिये हम ने उनको मंगवाया ।

Shri N. L. Joshi: May I know who are the members of this team?

Shri Karmarkar: Sir, the names are already published. If you will permit me, I will read out the names. The names are: Mr. John Monks, Mr. Raymond W. Miller, Mr. C. Leigh Stevens, Mr. Ramy Alexander, Mr. Sven Hagberg and Mr. Hans Grundstrom.

Shri Mohiuddin: May I know in what cottage industries they had experience in America?

Shri Karmarkar: Some of them were directly interested in the development of small-scale industries. One of them represented co-operation, one of them represented business management, and since we wanted advice on all these for cottage industries, handicrafts and small-scale industries, we invited them under the auspices of Ford Foundation.

डा० सुरेश चन्द्र : क्या यह रिपोर्ट हाउस के सम्मलेन पर सकती है ?

श्री करमरकर : जी, हां, हम उस को अभी छपवा रहे हैं और जब वह तैयार हो जायगी तो मैं आशा करता हूँ कि वह हाउस के सामने आ जायगी।

श्री बलरू राय झास्त्री : मैं जानना चाहता था कि इस जांच पड़ताल पर कितना खर्च हुआ होगा ?

श्री करमरकर : अपना तो खर्च कोई नहीं हुआ। फोर्ड फाउंडेशन ने शायद १५ हजार डॉलर की रकम दी थी, उस में से इस का खर्च हुआ।

REPORTS ON D.V.C.

*1537. **Shri Sarangadhar Das:** Will the Minister of Irrigation and Power be pleased to state :

(a) when the reports of the Mahanadi Bridge Committee, and of the Rau Committee on the working of the D.V.C. is expected to be laid on the Table of the House;

(b) the dates when these two Committees submitted their reports to Government; and

(c) the main recommendations, separately, of these Committees, and those which Government have implemented?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) The Report of the Rau Committee on the Working of the D.V.C. will be laid on the Table of the House after it has been seen by the Estimates Committee. The Report of the Mahanadi Bridge Committee together with Government's decisions on its recommendations is being shown to the Public Accounts Committee through the Comptroller and Auditor General as desired by that Committee. The Report will be laid on the Table of the House as early as possible.

(b) Rau Committee in June 1953 and Mahanadi Bridge Committee in October 1953.

(c) A statement containing Government's decision on the recommendations of the Rau Committee will be laid on the Table of the House after it has been seen by the Estimates Committee. The important findings of the Mahanadi Bridge Committee were indicated in reply to starred question No. 32 by Shri R. N. S. Deo on the 16th February, 1954. Detailed information in regard to the recommendations of this committee will be made available when the report is laid on the Table of the House.

Shri T. N. Singh: May I know whether any objection has been raised by the Public Accounts Committee or the Estimates Committee to taking the members into confidence about these reports?

Mr. Deputy-Speaker: The report is being sent to them; what objection have they before they see the report?

Shri T. N. Singh: The reports are not being laid on the Table of the House; that is why I asked.

Mr. Deputy-Speaker: Hon. Members are aware that the hon. Speaker on a prior occasion when this matter was brought before him, decided that no decisions should be taken over the head of the Estimates Committee. If they differ from any of the recommendations of the Estimates Committee, these may be referred back to them and after discussion arrive at some conclusion. Thereafter the report or the recommendations will be placed before the House. It is in that process now. That is what the hon. Minister has said.

Dr. Suresh Chandra: May I know the reason for the delay in sending this report to the Estimates Committee? It is in such a long time after the report was submitted.

Shri Hathi: After the report was submitted, there was an inter-State Conference. The matter had to be considered by the participating States. Then, certain decisions were taken and now they have to be sent to the Estimates Committee.

Shri T. N. Singh: Was the report on the Mahanadi Bridge sent to the Public Accounts Committee at the initiative of that Committee or the Government sent it on its own?

Mr. Deputy-Speaker: In either case, it has been sent.

Shri Hathi: That has been sent.

Shri L. N. Mishra: It was said that the Rau Committee report will be laid on the Table after the Estimates Committee has seen it. Is it not a fact that it is to be laid on the Table of the House today?

Shri Hathi: No.

Shri L. N. Mishra: It is in the Order Paper.

Mr. Deputy-Speaker: That has been since omitted.

APPLY REPORT ON COMMUNITY PROJECT

*1538. **Shri Raghubir Sahai:** Will the Minister of Planning be pleased to state:

(a) whether the attention of Government has been drawn to the remarks contained at page 45 of the Appleby Report regarding the wasteful use of personnel and the confusion among villagers on account of multiplicity of staff in running the various community projects in the country; and

(b) if so, what steps have been taken in this matter?

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

(b) The report was presented in middle of January 1953 when the Community Project Administration was yet being built up. Since then, State Governments are ensuring co-ordination at different levels.

Shri Raghubir Sahai: May I know if it is a fact that there is not enough work for the various Assistant Project Officers deputed in the Community Project areas, whether their work is being Judged by any authority from

that stand point, and if so, what is the result of their observation?

Shri Hathi: I do not think that there is not sufficient work for the Assistant Project Officers. The work, however, is being watched by the officers and by the Administrator of the Community Projects also.

Shri Raghubir Sahai: May I know if it is a fact that the various officers belonging to the different departments working in a Community Project owe their loyalty to the departments they come from and not to the officer under whom they work in the Project area with the result that supervision as well as discipline suffers?

Shri Hathi: With the appointment of village-level workers, they are the links between the villages and the different officials. The different officials are only technical advisers and give guidance. It is the village-level worker who is in charge. There is no question of divided loyalty. They are servants of the same State.

Shri Achuthan: Apart from the report of Mr. Appleby, may I know whether any Advisory Committee considered this matter and stated that the staff is extravagant and has to be retrenched?

Shri Hathi: Not to my knowledge.

Shri T. N. Singh: Is it not true that the administrative staff for National Extension Service and for Community Projects is different and the village-level worker to whom reference has been made only works in relation to the National Extension Service?

Shri Hathi: The village-level worker is also for the National Extension Service and Community Projects.

Shri S. C. Samanta: Is it not a fact that in the Community Project areas where one work is done both by the Community Project officers and the State Government officers, the work suffers because various authorities have to supervise?

Shri Hathi: Generally, the Sub-divisional officer or the Collector is the Chairman of the Advisory Committee appointed for each Community Project. Therefore, he is the co-ordinating authority. There is no question of work suffering. On the contrary, one will be complementary to the other.

Shri Velayudhan: Is it a fact that many of staff appointed in the Community Projects have not received their salaries for about eight or nine months due to this multiplicity of administration?

Shri Hathi: I have no information. Really, these officials are appointed by the States. They are State servants. I have no information that these officers have not been paid for eight or nine months.

CANAL WATER DISPUTE

*1539. **Sardar Hukam Singh:** Will the Minister of Irrigation and Power be pleased to state:

(a) whether the World Bank has announced its decision in the Indo-Pakistan canal dispute at Washington; and

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

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) There is no question of any decision by the World Bank; the Bank has, however, made certain proposals.

(b) It is not in the public interest to divulge at this stage the nature or the terms of these proposals.

Sardar Hukam Singh: Has the hon. Minister noticed a report of these proposals published in the press from a source in Washington?

Shri Hathi: There were certain reports.

Sardar Hukam Singh: Has the Government anything to say about those reports—whether they are correct or they are not correct?

Shri Hathi: We need not take all that appears in the press to be correct.

Dr. Ram Subhag Singh: During the last two or three years it has been repeatedly said by India that the matter should be referred to an international tribunal. May I know whether the Government of India still holds that view?

Shri Hathi: So far as this matter is concerned, there is no question of submitting the matter to any court. This conference is going on since September 1953.

Sardar Hukam Singh: What is the reaction of Government about these proposals? Are they binding on us? Are they being considered and will a decision be taken subsequently or have we to abide by them? What effect have those proposals got so far as India is concerned?

The Prime Minister and Minister of External Affairs and Defence (Shri Jawaharlal Nehru): May I supplement what my colleague has stated? When we are in the process of discussing,—when these tentative proposals are put forward, are considered,—it is very difficult to give any answer which will come in the way of those very discussions and negotiations. That is our difficulty.

GROUND-NUT OIL

*1540. **Shri K. C. Sodhia:** Will the Minister of Commerce and Industry be pleased to state:

(a) the approximate total quantity of ground-nut oil produced in 1953, and

(b) the approximate total requirements for domestic consumption?

The Minister of Commerce (Shri Karmarkar): (a) and (b). A statement is laid on the Table of the House. [See Appendix VI, annexure No. 25.]

Shri K. C. Sodhia: What is the output of the oil mills?

Shri Karmarkar: I can tell my hon. friend with regard to groundnut oil. Out of the total estimated production of groundnut oil in the country, it is estimated that four-fifths is produced in large oil mills registered under the Indian Factories Act. The remaining one-fifth is estimated to be produced in the village *ghanis* and other small mills using power *ghanis*.

Shri K. C. Sodhia: May I know how much is consumed by the vanaspati industry?

Shri Karmarkar: Out of the total of 2,950 tons of groundnut in shell, the quantity consumed is 750 tons for vanaspati manufacture—about one-fourth.

PRODUCTION OF TIN PLATE

*1541. **Shri N. R. Naidu:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the tin plate production in India is up to the requirements; and

(b) if not, whether Government propose to review the import policy regarding tin plates with special reference to waste quality?

The Minister of Commerce (Shri Karmarkar): (a) Ordinarily India does not produce enough tin plates for its requirements. But at the moment there is a reduction in the demand for tin plates and the reduced demand makes indigenous production nearly adequate.

(b) Does not arise.

Shri N. R. Naidu: May I know how the productive capacity of a tin can manufacturing factory is assessed and how it differs from the previous method?

Shri Karmarkar: Tin plate manufacture has an assessed capacity to a maximum of about 66,500 tons.

Shri N. R. Naidu: Is it a fact that the Government proposes to allot tin plate according to the requirements of individual factories instead of the

previous method of allotting tin plate on the basis of machine production capacity?

Shri Karmarkar: Till the end of 1953, all tin container factories registered under the Factories Act and using power before 31st March 1952, consumers who had their own fabricating plants before 31st March 1952, and other factories such as hurricane lantern manufacturers to whom tin plate was essential, were allotted tin plate directly by the Centre. Following the decline in the demand of oil companies for kerosene packing and the easier supply position, it was decided to permit these factories to place orders for prime tin plate direct on the producers/stockists to the full extent required for genuine consumption in their factories with effect from Period II/1954.

Shri Muniswamy: May I know whether it is a fact that tin plates are produced in the Indian Steel Rolling Mills of Nagapattinam, and if so, what is the yearly quantity produced?

Shri Karmarkar: I have no information about Nagapattinam.

Shri T. N. Singh: In view of the self-sufficiency of India at present in tin plates, may I know whether any import licences for tin plates have been sanctioned in the current year or the preceding year?

Shri Karmarkar: At the moment tin plates are banned. But for the year 1953, the total value of imports was 147.3 lakh tons. It is expected that the present slump is only temporary and that our requirements will be higher in the near future.

DISPLACED PERSONS' CLAIMS

*1542. **Dr. Ram Subhag Singh:** Will the Minister of Rehabilitation be pleased to state:

(a) the total number of claims of displaced persons verified and disposed of under the Displaced Persons (Claims) Act, 1950 till the expiry of that Act on the 17th May, 1953; and

(b) how many claims and petitions have been verified and disposed of under the ordinance promulgated recently for the purpose?

The Minister of Rehabilitation (Shri A. P. Jain): (a) About 4,40,000.

(b) 4,892 upto 23rd March, 1954.

Dr. Ram Subhag Singh: May I know whether the four thousand petitions that have been received during the period when the ordinance was in operation, have all been disposed of?

Shri A. P. Jain: No. All of them have not been disposed of.

Dr. Ram Subhag Singh: How many have been disposed of?

Shri A. P. Jain: About ten thousand applications have been received, and only a part of them has been disposed of.

A. I. R. CUTTACK

*1543. **Shri Sanganna:** Will the Minister of Information and Broadcasting be pleased to state:

(a) the reasons for locating the headquarters of the Assistant Station Director of the A.I.R. for Cuttack at Nagpur; and

(b) whether his headquarters will be shifted to Cuttack in the near future?

The Minister of Information and Broadcasting (Dr. Keskar): (a) The headquarters of the Assistant Station Director for Cuttack were not located at Nagpur. Due to exigencies of administrative rules, an officer was allowed to take charge and work at Nagpur against a post for Cuttack purely as a temporary arrangement.

(b) Does not arise.

Shri Sanganna: In view of the fact that the power of the station is going to be increased shortly, will it not be necessary to shift the headquarters?

Dr. Keskar: The hon. Member has not understood my reply. There is a post sanctioned for an Assistant

Station Director at Cuttack, but that post is kept in abeyance. It was utilised to have an officer at another station, but according to administrative rules, it was said that that officer had to work at that station, though he is against a post for Cuttack. In fact, at present, Cuttack is having an officer of a higher status than it should have. It has a Station Director now.

NEIVELI LIGNITE MINES

*1544. **Shri S. C. Samanta:** Will the Minister of Production be pleased to state:

(a) whether any machines were lent by the Centre to the State Government for the Pilot Quarrying Project in the South Arcot Lignite fields; and

(b) whether Government have charged any amount for the loan of these machines?

The Minister of Production (Shri K. C. Reddy): (a) Yes.

(b) No. No amount has been charged.

Shri S. C. Samanta: How many machines were lent?

Shri K. C. Reddy: I cannot give the exact number, but it is about one hundred in all, including the small items of machinery.

Shri S. C. Samanta: May I know whether this project has machines of its own, and if so, why such machines were asked for from the Centre?

Shri K. C. Reddy: No. They did not have sufficient machinery for carrying out the work in the project. So, they approached the Government of India for some help, and the Government of India have agreed to that. In addition to that, certain machines have been arranged to be supplied through the TCA grants.

Shri S. C. Samanta: May I know how they carried out their work before they received these machines?

Shri K. C. Reddy: They had some items of machinery of their own, but I have no exact information.

Shri Muniswamy: May I know whether any suggestions have been made by the hon. Minister of Commerce and Industry, who recently visited these mines?

Shri K. C. Reddy: Yes. Certain suggestions have been made, and the Government of India have taken up for consideration certain proposals in order to expedite this project. Government expect shortly to come to certain decisions on this matter.

Shri P. C. Bose: May I know whether the raising of lignite ore has started already?

Shri K. C. Reddy: No. The experimental project is in hand, and they have not actually begun to extract lignite.

Shri S. V. Ramaswamy: May I know whether complaints have been received that these machines are old and worn out, and therefore they have not even been put to use at all?

Shri K. C. Reddy: They are old machines, but it cannot be said that they have not been put to use. In fact, they are being used even now.

Shri P. C. Bose: What are these machines?

Shri K. C. Reddy rose—

Mr. Deputy-Speaker: There may be one hundred machines. Am I to ask the hon. Minister to read out the whole catalogue?

Next question.

MOVEABLE EVACUEE PROPERTY

*1545. **Shri Gidwani:** (a) Will the Minister of Rehabilitation be pleased to state whether any statement showing sale proceeds of moveable evacuee property deposited with the custodians of Pakistan has been received?

(b) If so, what is the total amount and has such amount been disbursed among the claimants?

(c) Is it a fact that the payment of third-party claims in respect of these properties has been made by both Governments?

(d) If so, what is the total amount paid by each Government?

The Minister of Rehabilitation (Shri A. P. Jain): (a) Yes, one such statement has been received.

(b) Rs. 3,91,299-8-0. But the Pakistan Government have requested that out of this, a sum of Rs. 3,07,908-7-0 may be refunded to them as this amount was wrongly passed on to India. The matter is still under correspondence with the Pakistan Government. As regards disbursement, certain parties have already filed their claims, and it is expected that payments will begin shortly. The Ministry of Rehabilitation regrets the delay in disbursement of the amounts.

(c) and (d). Besides the Custodian's fee at 10 per cent. the Pakistan authorities have deducted from the gross sale proceeds a sum of Rs. 4,114-11-0 towards third party claims. No deductions have been made by the Government of India from these sale proceeds received from Pakistan.

Shri Gidwani: What is the total number of claimants?

Shri A. P. Jain: Seventy-eight.

Shri Gidwani: What procedure will be adopted to make it convenient for these claimants to receive the amounts to whom they are to be paid?

Shri A. P. Jain: I have given instructions that cheques may be sent to District Magistrates who, after taking identification and some sort of bond, will hand them over to the claimants.

Shri Gidwani: Are there still any claimants who have not sent in their applications?

Shri A. P. Jain: A large number of them.

Shri Gidwani: What steps would be taken to bring it to their notice that

these amounts are lying with the Government.

Shri A. P. Jain: In the past, we issued notifications. Apart from that, we took the assistance of the refugee associations. We propose to repeat the same.

EDUCATIONAL FILMS

*1546. **Th. Lakshman Singh Charak:** Will the Minister of Information and Broadcasting be pleased to state the number of educational films exempted from licensing provisions of the Cinematograph Act of 1952 in the premises of educational institutions in Part 'C' States?

The Minister of Information and Broadcasting (Dr. Keskar): Exhibition of films certified as predominantly educational in nature by the Central Board of Film Censors in the premises of educational institutions in Part 'C' States has been exempted from the operation of Section 10 of the Cinematograph Act, 1952. The exemption has been granted in general terms without any reference to specific films.

It might, therefore, be difficult to give the exact number.

Th. Lakshman Singh Charak: May I know if such exemption is given in regard to Part A and Part B States also?

Dr. Keskar: Part A and Part B States have got their own authorities to give exemptions. The Central Government can give exemptions only regarding Part C States.

हिमालय पर्वत की मन्सालू चोटी पर जङ्गल

*१५४७. **श्री रघुनाथ सिंह:** क्या प्रधान मंत्री यह बताने की कृपा करेंगे कि हिमालय पर्वत की मन्सालू चोटी पर अभियान निमित्त जो जापानी दल भारत आया है उसे भारत सरकार क्या सुविधा दे रही है ?

The Deputy Minister of External Affairs (Shri Anil K. Chanda): The

Government are providing the following facilities to the Japanese expedition to Mansalu Peak in the Himalayas:—

1. Exemption from customs duty on equipment imported by the expedition, on the usual conditions.

2. Broadcasting of special weather forecasts from All-India Radio.

श्री रघुनाथ सिंह : इसमें आदमी कितने हैं ?

Shri Anil K. Chanda: I have not got the number of the personnel here.

श्री भक्त दर्शन : क्या मैं जान सकता हूँ कि इस प्रकार की सुविधायें किसी भारतीय अभियान दल को भी देने का विचार किया जा रहा है ।

प्रधान मंत्री (श्री जवाहरलाल नेहरू) : जी हाँ, अगर जरूरत हुई तो इस से ज्यादा दी जायेगी।

CENTRAL GOVERNMENT EMPLOYEES AT SIKKIM

*1548. **Shri S. C. Samanta:** Will the Prime Minister be pleased to state:

(a) whether it is a fact that there is a disparity between allowances and other facilities granted to the employees of the Central Government stationed in Sikkim; and

(b) if so, the reasons therefor?

The Deputy Minister of External Affairs (Shri Anil K. Chanda): (a) and (b).— In Sikkim, there are three categories of employees of the Central Government, namely,

(i) India-based personnel recruited and sent from India.

(ii) Indian (Sikkimese) nationals locally recruited.

(iii) Non-Indian local recruits.

The India-based personnel are granted foreign allowance, outfit allowance, rent-free accommodation and certain other facilities which are not

given to the other two categories of Government servants. Strictly speaking, this is not disparity but is due to the difference in service conditions between India-based personnel and local recruits in all our Missions abroad. Indian nationals who have been locally recruited have recently been granted an increase in compensatory allowances over and above their dearness allowance and the question of granting outfit allowance, home leave passage allowance, the benefit of the Assisted Medical Attendance Scheme to the employees who are locally recruited is under consideration.

Shri S. C. Samanta: How much extra allowance is given to the Political Officer there?

Shri Anil K. Chanda: The Political Officer of India there is an India-based officer.

Shri S. C. Samanta: Is any extra allowance given to him for being stationed there?

Shri Anil K. Chanda: All Officers who are sent out from India to serve in foreign countries are given special allowances.

Shri S. C. Samanta: Is there any arrangement for the education of the children of these employees, because I learn that all the schools there have Nepali medium and there is no Indian language?

Shri Anil K. Chanda: When our people serve in foreign countries, they have this difficulty all over. Supposing people are sent to Argentina, the schools there are conducted in the language of that country.

Shri S. C. Samanta: May I know whether in giving this extra allowance, the education of the children of these officers has been taken into account?

Shri Anil K. Chanda: All material facts are being taken into consideration in the preparation of the new scales.

Shri T. K. Chaudhuri: May I know if the same extra allowance is granted to our officers in Nepal and other countries contiguous to India?

Shri Anil K. Chanda: I think, Sir, the allowances differ from place to place.

Shri H. N. Mukerjee: Is the Minister aware that there are certain CPWD employees in Sikkim who do not get foreign allowance? If that is so, how is the discrepancy to be accounted for?

Shri Anil K. Chanda: I think the rule is this, that those who entered service before 1931 have one scale of allowance and those who are recruited after 1931 have another scale of allowances.

Shri T. K. Chaudhuri: May I know, Sir, if this extra allowance is granted to only personnel of the Indian Foreign Service who are there?

Shri Anil K. Chanda: They are not all personnel of the Indian Foreign Service who are serving in Sikkim.

Shri T. K. Chaudhuri: I wanted to know whether all officers of the India Government except those categories who are recruited locally get this extra foreign allowance.

Shri Anil K. Chanda: I am afraid I could not quite get the question.

Mr. Deputy-Speaker: According to the hon. Member—Mr. Mukerjee also raised the same question—there are officers other than those belonging to the Embassy in Nepal, for instance, the PWD officers in India working in Sikkim. Are they also given a similar allowance or a higher allowance in consideration of the education of their children?

Shri Anil K. Chanda: Anybody who has been sent out from India is entitled to the allowance.

Mr. Deputy-Speaker: Whether he belongs to the Embassy or not?

Shri Anil K. Chanda: Anybody.

Shri H. N. Mukerjee: I would like a clarification. My information is that there are CPWD officers in Sikkim who are not getting the foreign allowance which is being paid to those who are serving under my hon. friend's Ministry.

Shri Anil K. Chanda: The CPWD officers sent out from India are normally entitled to these allowances, but I would certainly enquire into the matter in view of what Mr. Mukerjee has said.

Mr. Deputy-Speaker: All the questions are over.

WRITTEN ANSWERS TO QUESTIONS

CLOTH PRODUCTION

*1517. **Shri K. P. Sinha:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether it is a fact that the cloth output in the year 1953 has reached the target fixed for 1956;

(b) the average monthly production of cloth during the year 1953;

(c) the total quantity and value of cloth exported in the year 1953; and

(d) how they compare with those of the year 1952?

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

(b) to (d). A statement is laid on the Table of the House. [See Appendix VI, annexure No. 28.]

TECHNICAL ASSISTANCE TO BURMA

*1519. **Shri M. L. Dwivedi:** Will the Minister of Irrigation and Power be pleased to state:

(a) whether detailed information from Burma for securing technical assistance in the execution of Burma's power projects, has been received since the Burma Electricity Supply Board Delegation made this request in December, 1953;

(b) if so, what kind of assistance has been asked for; and

(c) what steps Government are taking to meet the Burmese request in this connection?

The Deputy Minister of Irrigation and Power (Shri Hathl): (a) and (b). The Burmese Embassy in New Delhi has asked for the consulting services of the Central Water and Power Commission in regard to pre-design survey, designing and supervision of the Saingndin Falls Project in the Akyab District.

(c) The terms on which Central Water and Power Commission services should be made available to the Government of Burma are under examination.

JUTE

*1524. **Shri Amjad Ali:** Will the Minister of Commerce and Industry be pleased to state:

(a) when India is expected to be self-sufficient in raw jute;

(b) the average annual quantity of finished jute goods exported before Partition and since Partition; and

(c) the total quantity of raw jute imported for the last three years?

The Minister of Commerce (Shri Karmarkar): (a) It is not possible to forecast the future accurately. It is however envisaged that in 1955-56, raw jute production in India would meet about 75 per cent. of requirements.

(b) and (c). A statement giving the desired information is placed on the Table of the House. [See Appendix VI, annexure No. 27.]

GOVERNMENT STAFF ACCOMMODATION IN BOMBAY

*1529. **Shri P. N. Rajabhoj:** Will the Minister of Works, Housing and Supply be pleased to state:

(a) whether Government are aware that there is a shortage of residential accommodation for Central Government officers in the city of Bombay;

(b) whether Government have any plans to build residential buildings for their employees in Bombay; and

(c) if so, when?

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

(a) Yes, Sir.

(b) Yes, Sir.

(c) The construction work is expected to be taken in hand during the year 1954-55.

INDIANS IN CEYLON

***1530. Shri Veeraswamy:** Will the Prime Minister be pleased to state:

(a) whether it is a fact that the Ceylon Cabinet has decided to reserve a certain number of seats in the House of Representatives for Indians in Ceylon; and

(b) if so, how many?

The Deputy Minister of External Affairs (Shri Anil K. Chanda): (a) No decision has, yet, been taken in the matter by the Government of Ceylon.

(b) Does not arise.

विन्ध्य प्रदेश की विकास योजनायें

***१५३५. श्री आर० एस० तिवारी :**
क्या योजना मंत्री यह बताने की कृपा करेंगे :

(क) विन्ध्य प्रदेश को पंचवर्षीय योजना की अवधि में विकास योजनाओं के लिये कितनी धन राशि निर्धारित की गई ; और

(ख) उस धन राशि में से विगत दो वर्षों में इस राज्य को वास्तव में कितनी रकम दी गई है ?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) Rs. 639.2 lakhs.

(b) An expenditure of Rs. 76 lakhs has been incurred on the Vindhya

Pradesh Plan during 1951-52 and 1952-53. It may be noted that there is no practice of advancing specific amounts to such Part 'C' States as Vindhya Pradesh, having legislatures of their own for, expenditure on their Plans. An annual grant-in-aid is fixed for payment by the Centre to the Consolidated Funds of the States based on the budget estimates of revenue and expenditure including expenditure on Five Year Plan schemes. In addition, capital schemes are financed from funds provided in the Central Budget.

GRANT TO U. P.

***1536. Shri Ramji Verma:** Will the Minister of Planning be pleased to state:

(a) the amount granted to Uttar Pradesh in 1953 by the Centre for the execution of the Five Year Plan; and

(b) the items for which this amount has been given?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) Rs. 643.5 lakhs have been advanced by the Centre during 1953-54 for the execution of the Five Year Plan.

(b) A statement is placed on the Table of the House. [See Appendix VI, annexure No. 28.]

CENTRAL AID TO STATES

313. Shri M. L. Agrawal: (a) Will the Minister of Planning be pleased to state the total contributory aid up-to-date of the Central Government to the various States towards their development projects?

(b) What quantum of this aid has been given in each of the first three years of the Five Year Plan, i.e. 1951-52, 1952-53, and 1953-54?

(c) What further aid is contemplated to be given during each of the years i.e., 1954-55 and 1955-56?

The Deputy Minister of Irrigation and Power (Shri Hathi): (a) to (c). A statement is enclosed indicating the total contributory aid of the Central

Government during each of the three years, 1951-54, to the various States towards their development projects. [See Appendix VI, annexure No. 29.] The Central Budget for 1954-55 provides for about Rs. 49 crores for such assistance to the States. The provision for 1955-56 will depend on the progress of the schemes.

REPATRIATION OF DISPLACED PERSONS
FROM PAKISTAN

314. Shri B. K. Das: Will the Prime Minister be pleased to state:

(a) how displaced persons repatriated from Pakistan to their original homes in the Indian Union can be classified according to their original occupation;

(b) which States they originally belonged to;

(c) at which time they had migrated from their respective States; and

(d) what arrangements have been made for their rehabilitation?

The Prime Minister (Shri Jawaharlal Nehru): (a) to (d). This question presumably relates to the Indian Muslims who migrated to West Pakistan during the period from February to May 1950. Nearly all of them had their homes in U.P. As a result of the Prime Ministers' Agreement of 8th April, 1950, it was agreed that these migrants would be allowed to return to India on a permanent basis and their immovable property would be restored to them. A procedure was laid down for this purpose to enable verification to be made in regard to migrants desiring to return. Certificates were issued and quotas were fixed in consultation with the U. P. Government. The total number of such migrants who have returned is as follows:

In 1950 ..	10,836
In 1951 ..	11,662
In 1952 ..	1,500
In 1953 ..	Nil
March 1954 about	1,100.
Total	25,096

There is no question of making any arrangements for their rehabilitation. They went back to their villages.

LICENCES UNDER INDUSTRIES (DEVELOPMENT AND REGULATION) ACT

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

(a) the number of applicants (state-wise) who applied for licence to the committee set up under the Industries (Development and Regulation) Act;

(b) the number of licences granted (state-wise); and

(c) the criteria for acceptance and rejection?

The Minister of Commerce (Shri Karmarkar): (a) and (b). A statement is attached. [See Appendix VI annexure No. 30.]

(c) Broadly speaking applications for licences are examined with reference to the following points:—

(i) whether the scheme proposed is in accordance with the policy of Government in respect of the industry concerned;

(ii) whether there is scope for further capacity in the industry;

(iii) whether the location proposed is suitable from the point of view of—

(a) supply and transport of raw materials;

(b) transport of finished goods.

2. Proposals which do not satisfy the above criteria are either referred back to the applicants for re-consideration or rejected, according to the circumstances of each case.

COMPENSATION TO INDIANS IN BURMA

316. Shri Bahadur Singh: (R) Will the Prime Minister be pleased to state whether any representation was made by the Indians, civilians as well as the military men in regard to the losses suffered by them in Burma during the Second World War?

(b) Did Government enquire from the Government of Burma about the claims put in by the sufferers to the Burma Government through their Chief Secretary at Simla in 1943 and which were also registered by the Burma Government in 1947?

(c) What steps Government have taken or propose to take in the matter?

The Prime Minister (Shri Jawaharlal Nehru): (a) A large number of enquiries about their losses in Burma were received from individuals and from various Burma Evacuee Associations. All of them were advised to get their claims registered with the War Damage Claims Commission set up by the Government of Burma.

(b) The Government of Burma have not yet taken a decision in regard to the settlement of the war damage claims registered with them by their own nationals as well as by Indians.

(c) Does not arise.

माल इंडिया रेडियो के प्रकाशन

३१७. **सेठ गोविंद दास :** क्या सूचना तथा प्रसारण मंत्री २६ जुलाई, १९५२ को पूछे गये तारांकित प्रश्न संख्या २२०२ के उत्तर की ओर निर्देश करते हुये यह बताने की कृपा करेंगे :

(क) "आवाज़", "इंडियन लिसनर" और "सारंग" की कुल कितनी प्रतियां मुफ्त वितरित होती हैं ;

(ख) कितनी प्रतियां प्रति वर्ष मूल्य पर बिक जाती हैं, और यदि संभव हो, तो सन् १९४८ से १९५३ तक की बिकी प्रतियों की संख्या तथा उन से प्राप्त मूल्य का ब्योरा क्या है ;

(ग) इन पत्रों के प्रकाशन के सम्बन्ध में आवर्तक और अनावर्तक कितना व्यय होता है ; और

(घ) क्या ये पत्र व्यापारिक रीति से चलाये जाने वाले अन्य पत्रों की तुलना में ठीक तरह से चल रहे हैं ?

The Minister of Information and Broadcasting (Dr. Karkar): (a) 131, 734 and 165 per issue respectively.

(b) and (c)... Statement is laid on the Table of the House. [See Appendix VI, annexure No. 31.]

(d) Yes Sir, every effort is being made to improve their standard.

INDIAN EXHIBITIONS ABROAD

318. **Shri L. Jogaswar Singh:** Will the Minister of Commerce and Industry be pleased to state:

(a) how many Indian exhibitions were held in foreign countries in 1953;

(b) the countries in which these were held; and

(c) the amount spent in this connection?

The Minister of Commerce (Shri Karmarkar): (a) and (b). A statement is attached. [See Appendix VI, annexure No. 32.]

(c) The accounts for the financial year 1953-54 have not been finalised so far. When these are finalised, a statement will be laid on the Table of the House.

EVACUEE INDUSTRIAL ESTABLISHMENTS

319. **Sardar Akarpuri:** Will the Minister of Rehabilitation be pleased to state:

(a) the policy Government have framed with regard to the final disposal of evacuee industrial establishments which are at present leased out to the displaced industrialists;

(b) whether Government contemplate to allot these evacuee factories to the sitting lessees holding verified claims on quasi-permanent basis;

(c) whether it is a fact that amounts paid by most of the displaced industrialists in the Punjab to the Custodian in the shape of rent in respect

of the evacuee factories leased out to them during the past six years, have exceeded the capitalised value of the factories; and

(d) whether any percentage of the amount paid by the sitting lessees of the evacuee factories to Government by way of rent, will be adjusted against the value of such factories while allotting these permanently to them?

The Minister of Rehabilitation (Shri A. P. Jain): (a) Decision on this question depends upon the results of negotiations with Pakistan.

(b) The matter is being examined.

(c) This information is not available and cannot be collected without great deal of labour.

(d) This does not arise at the present stage in view of the reply to part (a).

भारत में राजनयिक मिशन

३२१. श्री आर० एस० तिवारी :
क्या प्रधान मंत्री यह बताने की कृपा करेंगे :

(क) भारत में कितने विदेशी राजनयिक मिशन हैं ;

(ख) इन में कितनों ने सरकारी भवन किराये पर लिये हैं ;

(ग) कितनों ने अपने भवन बनवाये अथवा खरीदे हैं ; और

(घ) उपरोक्त भाग (ख) में उल्लिखित भवनों से सरकार को कितना किराया मिलता है ?

The Prime Minister (Shri Jawaharlal Nehru): (a) 42.

(b) 17.

(c) Nine diplomatic missions have either purchased or built their own buildings. Besides, thirteen missions have acquired land in Chanakya Puri (Diplomatic Enclave) and many others are negotiating for it.

(d) The amount of rent at present received by the Government from diplomatic missions in respect of Government-owned buildings placed at their disposal is approximately Rs. 26,000 per mensem. This figure excludes the amount of rent of accommodation in Government Hostels allotted to diplomatic missions on a temporary basis, as the amount constantly varies.

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THE
PARLIAMENTARY DEBATES

Date.....27.11.2014

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

3913

HOUSE OF THE PEOPLE

Friday, 2nd April, 1954

The House met at Two of the Clock

[MR. DEPUTY-SPEAKER in the Chair.]

QUESTIONS AND ANSWERS

(See Part I)

3 P.M.

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

HYDROGEN BOMB TESTS

The Prime Minister and Minister of External Affairs and Defence (Shri Jawaharlal Nehru): Mr. Deputy-Speaker, Sir, the other day hon. Members desired me to make a statement in regard to the hydrogen bomb. I have also received two or perhaps three short notice questions on this subject. So I propose to make a statement which, I take it, will cover the short notice questions also.

Dr. Ram Subhag Singh (Shahabad South): The short notice questions have not been accepted?

Mr. Deputy-Speaker: The answer will cover all the points raised both in the motion for calling attention as also in the short notice questions.

Shri Jawaharlal Nehru: I welcome this opportunity to state the position of the Government and, I feel sure, of the country, on the latest of all

66 P.S.D.

3914

the dread weapons of war, the Hydrogen Bomb, and to its known and unknown consequences and horrors.

The United States of America and the Union of Soviet Socialist Republics, we are told, possess this weapon and each of these countries has during the last two years effected test explosions unleashing impacts, which in every respect were far beyond that of any weapons of destruction known to man.

A further and more powerful explosion than the one on the 1st of March has been effected by the United States, and more are reported to have been scheduled to take place.

We know little more about the Hydrogen Bomb and its disastrous and horrible consequences than have appeared in the press or are otherwise matters of general knowledge or speculation. But even what we do know, and the very fact that the full facts of the effects of these explosions do not appear to be known or are ascertainable with any certainty even by scientists, point to certain conclusions. A new weapon of unprecedented power both in volume and intensity, with unascertained, and probably unascertainable range of destructive potential in respect to time and space, that is both as regards duration and extent of consequences, is being tested, unleashing its massive power, for use as a weapon of war. We know that its use threatens the existence of man and civilisation as we know it. We are told that there is no effective protection against the Hydrogen

[Shri Jawaharlal Nehru]

Bomb and that millions of people may be exterminated by a single explosion and that many more injured, and perhaps still many more condemned to slow death, or to live under the shadow of the fear of disease and death.

These are horrible prospects, and it affects us, nations and people everywhere, whether we are involved in wars or power blocs or not.

From diverse sides and parts of the world have come pronouncements which point to the dread features and ominous prospects of the Hydrogen Bomb era. I shall refer but to a few of them.

Some time ago, when the Hydrogen Bomb was first mentioned in public, Professor Albert Einstein said:

"The Hydrogen Bomb appears on the public horizon as a probable attainable goal.....If successful, radio active poisoning of the atmosphere, and hence an annihilation of any life on earth, has been brought within the range of technical possibilities."

This was said some time ago. That success appears now to have been achieved.

A U. S. Professor, Dr. Greenhead of the Cincinnati University, said:

"We are proceeding blindly in our atomic tests and sometimes we cannot predict the results of such blind moves." He said that "the U. S. was able to make these bombs out of relatively plentiful substances. If these are used to create an explosive chain reaction, we are nearing the point where we suddenly have enough materials to destroy ourselves."

Mr. Martin, the Defence and Scientific Adviser to the Government of Australia, is reported to have said after the explosion of the 1st of March:

"For the first time I am getting worried about the Hydrogen

Bomb.....I can say as an individual that the Hydrogen Bomb has brought things to a stage where a conference between the four World Powers in mankind's own interests can no longer be postponed."

He is reported to have added that the fission was greater than expected by the scientists and that the scientists were more worried than anyone else.

Mr. Lester Pearson, the External Affairs Minister of Canada, referred to the use of such weapons in war when he said recently that "a third World War accompanied by the possible devastation by new atomic and chemical weapons would destroy civilisation".

The House will no doubt recall the recent statement of Mr. Malenkov, the Soviet Prime Minister, on this subject, the exact words of which I have not before me, but which said in effect that modern war with such weapons in use, would mean total destruction.

There can be little doubt about the deep and widespread concern in the world, particularly among peoples, about these weapons and their dreadful consequences. But concern is not enough. Fear and dread do not lead to constructive thought or effective courses of action. Panic is no remedy against disaster of any kind, present or potential.

Mankind has to awaken itself to the reality and face the situation with determination and assert itself to avert calamity.

The general position of this country in this matter has been repeatedly stated and placed beyond all doubt. It is up to us to pursue as best as we can the objective we seek.

We have maintained that nuclear (including Thermo-nuclear), chemical and biological (bacterial) knowledge and power should not be used to forge

these weapons of mass destruction. We have advocated the prohibition of such weapons, by common consent, and immediately by agreements amongst those concerned, which latter is at present the only effective way to bring about their abandonment.

The House will so doubt recall the successive attempts made by us at the United Nations to secure the adoption of this view and approach.

At the last session of the General Assembly of the United Nations in 1953, as a result of amendments moved by our delegation to the Resolution on Disarmament, there were incorporated in the resolution that was adopted:

(1) An "affirmation" by the General Assembly of its "earnest desire for the elimination and prohibition of atomic, Hydrogen, bacterial, chemical and other weapons of war and mass destruction and for the attainment of these ends through effective means."

(2) A provision for setting up of a sub-committee, consisting of the Powers principally involved, to sit in private, and at places of its choosing to implement the purposes of the Disarmament Commission.

The House is aware that this latter suggestion has lately engaged the attention of the Powers principally concerned, at Berlin and elsewhere and talks have taken place and, so far as we know, are continuing.

Time, however, appears to challenge us. Destruction threatens to catch us up, if not to overtake us, on its march to its sinister goal. We must seek to arrest it and avert the dire end it threatens.

Government propose to continue to give the closest and continuous consideration to such steps as it can take in appropriate places and contexts in pursuit of our approach and the common objective.

I have stated publicly as our view that these experiments, which may have served their one only useful purpose, namely, expose the nature

of the horror and tragedy, even though but partly, should cease. I repeat that to be our considered position, and it is our hope that this view and the great concern it reflects, and which is world wide, will evoke adequate and timely responses.

Pending progress towards some solution, full or partial, in respect of the prohibition and elimination of these weapons of mass destruction, which the General Assembly has affirmed as its nearest desire, the Government would consider, among steps to be taken now and forthwith, the following:

(1) Some sort of, what may be called, "Standstill Agreement" in respect, at least, of these actual explosions, even if arrangements about the discontinuance of production and stockpiling, must await more substantial agreements amongst those principally concerned.

(2) Full publicity by those principally concerned in the production of these weapons and by the United Nations, of the extent of the destructive power and the known effects of these weapons and also adequate indication of the extent of the unknown but probable effects. Informed world public opinion is in our view the most effective factor in bringing about the results we desire.

(3) Immediate (and continuing) private meetings of the sub-committee of the Disarmament Commission to consider the "Standstill" proposal, which I have just mentioned, pending decisions on prohibitions and controls etc., to which the Disarmament Commission is asked by the General Assembly to address itself.

(4) Active steps by States and peoples of the world, who though not directly concerned with the production of these weapons, are very much concerned by the possible use of them also at present, by these experiments and their effects. They would, I venture to hope, express their concern and add their voices and influence, in as effective a manner as possible to

[Shri Jawaharlal Nehru.]

arrest the progress of this destructive potential which menaces all alike.

The Government of India will use its best efforts in pursuit of these objectives.

I would conclude with an expression of the sympathy which this House and this country feels towards the victims of the recent explosions, Japanese fishermen and others, and to the people of Japan to whom it has brought much dread and concern by way of direct effects and by the fear of food contamination.

The open ocean appears no longer open, except in that those who sail on it for fishing or other legitimate purposes take the greater and unknown risks caused by these explosions. It is of great concern to us that Asia and her peoples appear to be always nearer these occurrences and experiments, and their fearsome consequences, actual and potential.

We do not yet know fully whether the continuing effects of these explosions are carried only by the media of air and water or whether they subsist in other strata of nature and how long their effects persist, or whether they set up some sort of chain reactions at which some have already hinted.

We must endeavour with faith and hope to promote all efforts that seek to bring to a halt this drift to what appears to be the menace of total destruction.

SITUATION IN GOA

Mr. Deputy-Speaker: I have received notices under rule 215 from Shri Kotha Raghuramaiah and Shri M. S. Gurupadaswamy. Shri Raghuramaiah wants to call attention to—

“the situation arising out of the increasing number of reported assaults, house searches and arrests committed by the Portuguese authorities in respect of Indians in Goa and the general reign of repression therein.”

Shri Gurupadaswamy wants to call attention to—

“the resolution of the Portugal National Assembly giving complete support to the repressive policy pursued by the Portugal authorities in Goa and the reply of the Government of Portugal to Indian Government denying the Indian charges that Portugal is curtailing the political liberties in Goa.”

May I know what the Prime Minister has to say?

Shri Jawaharlal Nehru: Sir, I have just made a statement. I have got to make two more statements under this rule 215, one relating to the French Settlements and the other relating to the aerial display. May I submit, with all respect, that rule 215 might be overdone somewhat occasionally?

In regard to Goa, the situation obviously is not to our liking; but there is no new fact that I can place before the House and if I have to make a statement I have to repeat what I have said. Therefore, I submit that in this particular case at the present moment—I do not say about the future—it may be desirable if I make a statement at a later stage. In that case, I shall certainly come to the House.

Mr. Deputy-Speaker: I may say for the benefit of hon. Members who invoke the aid of rule 215, that hitherto we had adjournment motions. Now, in place of the adjournment motions this rule is being drawn upon. Even there, I will give consent only in cases where they are of very great public importance and are urgent, and the rules applicable generally to the admission of adjournment motions will be applied here. I will also ask the hon. Minister in charge regarding his reactions before I bring it to the House, so that I need not take up the time of the House. Once for all the hon. Minister will make a statement of his own accord or at the instance of any other hon. Member.

PAPERS LAID ON THE TABLE

REPORTS OF U.P.S.C. FOR 1951-52 AND 1952-53, AND MEMORANDA EXPLAINING REASONS FOR NON-ACCEPTANCE OF THEIR ADVICE IN CERTAIN CASES

The Minister of Home Affairs and States (Dr. Katju): I beg to lay on the Table a copy of each of the following papers under article 323(1) of the Constitution:

(1) Report of the Union Public Service Commission for the year 1951-52; and Memorandum explaining the reasons for non-acceptance of the Commission's advice in certain cases during 1951-52. [Placed in Library, See No. S-97/54]

(2) Report of the Union Public Service Commission for the year 1952-53; and Memorandum explaining the reasons for non-acceptance of the Commission's advice in certain cases during 1952-53. [Placed in Library. See No. S-98/54.]

STATEMENTS SHOWING ACTION TAKEN ON VARIOUS ASSURANCES ETC.

The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha): I beg to lay on the Table the following statements showing the action taken by the Government on various assurances, promises and undertakings given by Ministers and on suggestions made by Members during the various sessions shown against each:

(1) Supplementary State-ment No. III Fifth Session 1953 of the House of the People.

[See Appendix VII, annexure No. 6]

(2) Supplementary State-ment No. VIII Fourth Session 1953 of the House of the People.

[See Appendix VII, annexure No. 7]

(3) Supplementary State-ment No. XIII Third Session 1953 of the House of the People.

[See Appendix VII, annexure No. 8] ✓

(4) Supplementary State-ment No. XIV Second Session 1952 of the House of the People.

[See Appendix VII, annexure No. 9]

(5) Supplementary State-ment XIV First Session 1952 of the House of the People.

[See Appendix VII, annexure No. 10]

(6) Supplementary State-ment No. XI Third Session (Second Part), 1951 of the Provisional Parliament.

[See Appendix VII, annexure No. 11]

(7) Supplementary State-ment No. I (Suggestions) Fourth Session, 1953 of the House of the People.

[See Appendix VII, annexure No. 12]

DEMANDS* FOR GRANTS—Contd.

Mr. Deputy-Speaker: The House will now proceed with the consideration of the Demands for Grants in respect of the Ministry of Works, Housing and Supply. The Demands Nos. are 102, 103, 104, 105, 106, 138, 139 and 140.

Members and Leaders of Groups may hand over the numbers of the cut motions which they select to the Secretary in fifteen minutes. I will treat them as moved if those hon. Members in whose names those cut motions stand are present in the House and they are otherwise in order.

The usual time-limit on speeches will be observed. These Demands will be completed at 5 o'clock after which the House will take up Private Members' Resolutions. And the House will sit till 7-30 today.

As regards the time-limit the hon. Minister wants to take half an hour. Usually they take one hour; they have reduced it by fifty per cent. So I request hon. Members from various Groups to take ten minutes each. I will place the Demands formally before the House.

DEMAND No. 102—MINISTRY OF WORKS, HOUSING AND SUPPLY

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 15,97,000 be granted to the

*Moved with the previous sanction of the President.

[Mr. Deputy-Speaker]

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 Works, Housing and Supply'."

DEMAND No. 103—SUPPLIES

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 2,72,28,000 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 'Supplies'."

DEMAND No. 104—OTHER CIVIL WORKS

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 14,00,61,000 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 Civil Works'."

DEMAND No. 105.—STATIONERY AND PRINTING

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 4,83,000 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 'Stationery and Printing'."

DEMAND No. 106—MISCELLANEOUS DEPARTMENTS AND EXPENDITURE UNDER THE MINISTRY OF WORKS, HOUSING AND SUPPLY.

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 50,93,000 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 Works, Housing and Supply'."

DEMAND No. 138—NEW DELHI CAPITAL OUTLAY

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 6,06,98,000 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 'New Delhi Capital Outlay'."

DEMAND No. 139—CAPITAL OUTLAY ON BUILDINGS

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 10,76,75,000 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 Buildings'."

DEMAND No. 140—OTHER CAPITAL OUTLAY OF THE MINISTRY OF WORKS, HOUSING AND SUPPLY

Mr. Deputy-Speaker: Motion is:

"That a sum not exceeding Rs. 5,57,16,000 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 Works, Housing and Supply'."

Arrangements for industrial housing

Shri Tushar Chatterjee (Serampore):
I beg to move:

"That the demand under the head 'Ministry of Works, Housing and Supply' be reduced by Rs. 100."

Retrenchment of quasi-permanent staff of Stationery Department in Calcutta

Shri Tushar Chatterjea: I beg to move:

"That the demand under the head 'Ministry of Works, Housing and Supply' be reduced by Rs. 100."

Low cost houses on the models of those exhibited at the International Low Cost Housing Exhibition.

Shri R. N. Singh (Ghazipur Distt.—East cum Balia Distt.—South West): I beg to move:

"That the demand under the head 'Ministry of Works, Housing and Supply' be reduced by Rs. 100."

Help for private housing societies and public co-operatives

Shri Sivamurthi Swami (Kushtagi): I beg to move:

"That the demand under the head 'Ministry of Works, Housing and Supply' be reduced by Rs. 100."

Housing facilities for Harijans and agricultural labourers by supplying cheap housing materials.

Shri Sivamurthi Swami: I beg to move:

"That the demand under the head 'Ministry of Works, Housing and Supply' be reduced by Rs. 100."

Inadequate supply of iron-materials for agriculture implements and for other productive purposes.

Shri Sivamurthi Swami: I beg to move:

"That the demand under the head 'Supplies' be reduced by Rs. 100."

Non-issue of tools to the carpenters, masons, electricians, wiremen etc. of the C.P.W.D.

Shri Namblar (Mayuram): I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Retrenchment of staff employed in maintenance and repairs

Shri Namblar: I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Providing of quarters to employees working in aerodromes

Shri Namblar: I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Failure to work out permanent posts required for the maintenance of permanent works.

Shri Namblar: I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Need to introduce a system of pre-checking in respect of all expenses connected with the C.P.W.D.

Shri R. N. Singh: I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Need to introduce an inquiry into the prices paid for furniture in the M.P.s. flats in North and South Avenue.

Shri R. N. Singh: I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Failure to check corruption amongst the officers in the C.P.W.D.

Shri R. N. Singh: I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Provision of air conditioning and dessert coolers to Ministers, Deputy Ministers and Secretaries in their residences and office rooms.

Shri R. N. Singh: I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Corruption in the C.P.W.D.

Sardar Hukam Singh (Kapurthala-Bhatinda): I beg to move:

"That the demand under the head 'Other Civil Works' be reduced by Rs. 100."

Purchase and Supply Organisations in India and abroad

Sardar Hukam Singh: I beg to move:

"That the demand under the head 'Miscellaneous Departments and Expenditure under the Ministry of Works, Housing and Supply' be reduced by Rs. 100."

Disposal of surpluses

Sardar Hukam Singh: I beg to move:

"That the demand under the head 'Miscellaneous Departments and Expenditure under the Ministry of Works, Housing and Supply' be reduced by Rs. 100."

Mr. Deputy-Speaker: The cut motions are placed before the House.

श्री आर० एन० सिंह : उपाध्यक्ष महोदय, आपने जो मुझे यह समय दिया है उसके लिये मैं आपका अनुगृहीत हूँ। मैं सब से पहले नार्थ और साउथ ऐवैन्यू के फर्नीचर के सम्बन्ध में जो इतिहास है उसके विषय में कहना चाहता हूँ। सन् १९५२ में जब पहली बार हम यहां पर आये तो उस समय जो ये फ्लैट्स हमें मिले उनके साथ के सामान की एक लिस्ट हम को दी गई। उस लिस्ट में हर एक सामान की भलग भलग कीमत रखी गयी थी। उस सामान में से मैं एक दो सामान का नाम और उस की कीमत आप के सामने पेश करता हूँ। मैं आप को यह बतलाना चाहता हूँ कि नार्थ और साउथ ऐवैन्यू में जो स्नानगृह में एक पीड़ा दिया गया है उसकी कीमत दस रुपये है। फिर इसी तरह से तीन फीट लम्बी और दो फीट चौड़ी एक एक दो दो चटाई दी गई हैं; जिन की कीमत आठ रुपये रखी गई है। इसी प्रकार से फ्लैट्स में जितना भी सामान नार्थ और साउथ ऐवैन्यू में दिया गया, उस की कीमत आज बाजार के भाव से दो गुनी और ढाई गुनी है। यह कीमत उस समय की लगाई हुई है जबकि बाजार में सी० पी० टीक बुड की कीमत कम थी। मैं आप के सामने यह प्रार्थ करना चाहता हूँ कि आज बाजार में जो सी० पी० टीक बुड की कीमत है वह कीमत उस समय की कीमत से छ अधिक ही है।

अब इसके बाद मैं आप को उस के ठेकेदारों के सम्बन्ध में बतलाना चाहता हूँ कि क्या क्या उन सब ठेकेदारों ने किया और उन सब इंजीनियरों ने किया। इस सम्बन्ध में मैं आप के सामने सब बात रखता हूँ। जब १९५१ में ठेका दिया गया उस समय ठेके के लिये दो टेंडर भरे गये। टेंडर दो बार भ्रष्टचारों में निकाले गये थे, उनके सम्बन्ध में जो दो टेंडर डाले गये वह दोनों टेंडर एक ही आदमी ने डाले। उस के भ्रष्टाचार

कोई दूसरा टेंडर नहीं पड़ा, वहीं टेंडर स्वीकार किया गया जो कि ८ लाख ७६ हजार ६२० रुपये का था ।

मैं आपके सामने यह कहना चाहता हूँ कि जो नार्थ और साउथ ऐबेन्यू के फ्लेट्स में फर्नीचर दिया गया है उस की कीमत आज की बाजार से डार्ड गुनी है । इस के सम्बन्ध में, उपाध्यक्ष महोदय, आप के सामने मैं ने दो प्रश्न किये । लेकिन उन प्रश्नों का कुछ ठीक जबाब सही तरह से न देकर के इधर उधर का जबाब दिया गया । फिर उस के उपरान्त, उपाध्यक्ष महोदय, मैंने आप से आधे घंटे का समय इस भवन में बैठस के लिये मांगा था । परन्तु आप के द्वारा कहा गया कि यह मामला हाउसिंग कमिटी का है और यह हाउसिंग कमिटी में जाना चाहिये ।

उस समय मैं हाउसिंग कमिटी के चेयरमैन बाबू त्रिभुवन सिंह जी से मिला और उनसे सब बातें बता लायीं । उन्होंने कहा कि यह मामला हमसे सम्बन्धित नहीं है, यह हाउस से सम्बन्धित है और यह हाउस में जाना चाहिये । उसके बाद फिर वह आपके पास गये और आपको उन्होंने बतलाया कि यह मामला हाउस में जाना चाहिये यह मामला भवन में पेश होना चाहिये, यह मामला मुझे से सम्बन्ध नहीं रखता है । उसके सम्बन्ध में मैं दोबारा आपसे मिला और आपने कहा कि अब हाउस के पास समय बहुत कम रह गया है और इसलिये यह संभव नहीं है कि मैं आपको इस के लिये आधे घंटे का समय दे सकूँ । आप एक अल्पकालीन प्रश्न कर दीजिये और उस प्रश्न के उत्तर में आपको सब चीजें मिल जायेंगी । मैंने आपके कहे अनुसार अल्पकालीन प्रश्न किया लेकिन वह अस्वीकार कर दिया गया, और मुझे सूचित किया गया कि मंत्री महोदय उत्तर देने को तैयार नहीं हैं ।

अब मैं आपके सामने इधर जो नये फ्लेट्स बनाये गये हैं उनके बारे में चिन्तन करना चाहता हूँ । उन फ्लेट्स में सामान (फर्नीचर) दिया गया है और उनके लिये भी ठेका दिया गया था और मैं आपको बतलाऊँ कि यह जो नया ठेका दिया गया वह ठेका जो सन् १९५१ में दिया गया था उससे चालीस फ्रीसबी कम का ठेका है और उसमें सामान बहुत सस्ता आया । जिस ठेकेदार ने पहले ठेका लिया था उसने सन् १९५३ में भी फर्नीचर सप्लाई करने के लिये टेंडर दिया था और उसने अपने टेंडर में चालीस फ्रीसबी की कमी कर दी थी, जो भी हो उसका टेंडर मंजूर नहीं हुआ । पहले के फर्नीचर से जो आज फर्नीचर सप्लाई किया गया है उसकी कीमत बहुत कम है । मैं इस सम्बन्ध में मंत्री महोदय को चेतावनी देना चाहता हूँ कि इस तरह से अगर अन्धाधुन्ध रुपया खर्च करते रहेंगे तो देश का कल्याण होने वाला नहीं है । आपको इसका ध्यान होना चाहिये कि किस तरह से आज गरीबों से पैसा लिया जाता है, हमारे वित्त मंत्री महोदय तरह तरह के उन पर टैक्स लगाते हैं और टैक्स का पैसा गरीबों से, किसानों से आता है, इस तरह से धाये हुए पैसे को ब्रांस बन्द करके खर्च करना कहां तक उचित है ।

इसके बाद मैं चन्द बातें और आपके सामने रखना चाहता हूँ । मकानों की अन्तर्राष्ट्रीय प्रदर्शनी जो पिछले दिनों दिल्ली में हो रही थी और जिसके सम्बन्ध में बहुत शोर गुल और प्रचार किया गया कि वहां पर बहुत कम कीमत के मकान बनाये गये हैं, परन्तु मैं तो यह कहूंगा कि उनकी लागत कोई कम नहीं है क्योंकि जमीन की कीमत तो उसमें शामिल है नहीं और मेरी समझ में वहां पर कोई भी ऐसा घर नहीं बनाया गया है जो पांच हजार या साढ़े चार हजार से कम का हो, उस हाजत में

[श्री आर० एन० सिंह]

में या कोई और यह कैसे कह सकता है कि वह कम लागत वाले मकान हैं। आपने मुझे अधिक समय नहीं दिया, खैर, अब चूंकि आपकी घंटी बज चुकी है इसलिये मैं इन घरों के सम्बन्ध में केवल यही कह कर खत्म किये देता हूं कि यह घर के नमूने जितने बनाये हैं, वे सब शहरी जनता के लिये हैं, देहातों की तरफ उनका ध्यान नहीं गया है। इस के अलावा मैं यह भी कह देना चाहता हूं एक इंडिविजुअल फैमिली जिसे व्यक्तिगत कुटुम्ब कहते हैं, उसी के लिये यह घर बनाये गये हैं, सामूहिक परिवार के लिये उस मकानों की प्रदर्शनी में कोई भी घर का नमूना नहीं है। देहात के लिये वह प्रदर्शनी मेरी समझ में बिल्कुल बेकार है। इसका अलावा अगर किसी व्यक्ति को एक सोलह वर्ष का लड़का है और एक चौदह वर्ष की लड़की है, तो उनको रहने में दिक्कत पड़ेगी और यदि कोई एक मेहमान उनके घर में आ जाय तो उनके पास उस मेहमान को ठहराने की जगह नहीं है। मैं मंत्री महोदय से यह कहना चाहता हूं कि आप को प्रदर्शनी में कुछ ऐसे भी घर बनाने चाहिये थे जो कि देहाती जनता और उनकी आवश्यकता के अनुकूल हों और वह देख कर कहते कि हां यह हमारे लिये उपयुक्त हैं और इनमें एक सामूहिक परिवार रह सकता है। हमारे देश में अभी सामूहिक परिवार में रहने की प्रथा चालू है और अभी लोगों को पसन्द है।

Two minutes more, Sir.

Mr. Deputy-Speaker: No, no, In a period of ten minutes, two minutes is 20 per cent. I rang the bell after nine minutes. I gave one minute more. Formerly, when the time for each Member was 15 minutes, I used to ring the bell two minutes before time.

Some Hon. Members: He may be given some time more, Sir.

Mr. Deputy-Speaker: No, no. I am not going to accept this sifarish.

श्री आर० एन० सिंह : खैर मैं खत्म किये देता हूं। मैं मंत्री महोदय से कहना चाहता हूं कि वह देहात की जनता की तरफ ध्यान दें, वह बेचारे गरीब वहां बसते हैं और और उनके पास रहने लायक झोंपड़े तक नहीं हैं, ऐसी हालत में हमारा ऐयर कंडीशनिंग और कूलिंग अरेंजमेंट पर करोड़ों रुपया खर्च करना कहां तक उचित और न्यायसंगत है? गांवों में तो लोगों की ऐसी दयनीय अवस्था हो और यहां पर ऐयर कंडीशनिंग और डेजर्ट कूलर (Dessert Cooler) की जरूरत महसूस ही और उसके लिये जनता का इतना रुपया खर्च किया जाय, यह तो हमारे लिये बड़ी शर्म की बात होगी। देश में जब इतनी गरीबी हो तो दूसरी तरफ हम आ कर अन्न चैन करे और स्वर्ग की चीजें यहां अपने लिये सुलभ करें, यह मेरे ख्याल में किसी भी हालत में ठीक नहीं है। बस मैं और अधिक न कह कर आपको धन्यवाद देता हूं कि आपने मुझे बोलने का अवसर दिया, हलांकि मुझे समय बहुत कम दिया गया।

श्री गणपति राम (जिला जौनपुर—पूर्व रक्षित—अनुसूचित जातियां): उाध्यक्ष महोदय मैं मंत्री महोदय के सम्मुख चन्द बातें रखना चाहता हूं। म शुरू में हा यह कह देना चाहता हूं कि आपकी हाउसिंग की मिनिस्ट्री ने इन थोड़े से दिनों में जो काम किये हैं, उनमें से बहुत सी चीजें प्रशंसनीय हैं, लेकिन साथ ही मैं यह कहे बगैर नहीं रह सकता और मैं उस ओर अपने मंत्री महोदय का ध्यान आकषित करना चाहता हूं कि मजदूरों के रहने के लिये जो वस्तियां देश भर में बनाई

जा रही हैं, यह जो कल और कारखानों में काम करने वाले मजदूर हैं उनके लिये जो टेनामेंट्स बनाये जा रहे हैं, उनमें जैसी प्रगति होनी चाहिये थी उस अनुपात में अभी तक काम नहीं हो रहा है और मैंने इस सम्बन्ध में माननीय मंत्री से एक प्रश्न भी पूछा था, उसके जवाब में उन्होंने कहा था कि अभी तक सन् ५३-५४ के लिये जो टारगेट फिक्स किया गया है, वह अभी पूरा नहीं हो सका है। सन् १९५४-५५ के लिये जो टारगेट फिक्स किया गया है, उसके लिये मुझे नहीं मालूम कि वह नियत समय के अन्दर पूरा हो सकेगा या नहीं। मैं माननीय मंत्री से यह अर्ज करना चाहता हूँ कि जनता के अन्दर यह भावना फैल रही है कि सरकार जो काम लेती है उसको नियत समय में पूरा नहीं करती। आज बहुत से प्रोजेक्ट्स देश के कोने कोने में फैले हुए हैं और उन पर काम चल रहा है, लेकिन मुझे यह कहते दुःख होता है कि कहीं कहीं पर तो लीकेज हो जाता है और कहीं कहीं पर उन पर काम करने वाले इंजीनियर, ओवरसियर और ठेकेदार चोरी करते हैं जिसके कारण जनता में असन्तोष फैला हुआ है।

कहीं कहीं यह चोरियां पकड़ी भी जाती हैं और अखबारों में जो कुछ आता है उसके ऊपर जितनी निगाह होनी चाहिये, जितनी कार्यवाही होनी चाहिये, उतनी नहीं हो पाती, जिस की वजह से जनता में असन्तोष है कि सरकार उचित कार्यवाही नहीं कर पाती है। बाल्कि जनता में यह विश्वास भी बढ़ता जा रहा है कि सरकार ठेकेदारों और इंजीनियरों की तरफ पक्षपात भी करती है। मुझे इस विषय में आप से यह अर्ज करना है कि जनता के इस अविश्वास, इस भावना को दूर करने की जिम्मेदारी हमारी लोकप्रिय सरकार पर है, और आप पर यह जिम्मेदारी

खास तौर पर है कि आप जन की इस जमती हुई भावना को दूर करें।

मैं आप के सामने एक नेस बताना चाहता हूँ। आज से कोई ६. ७ साल पहले सन् १९४८ में कार्नवालिस रोड पर फ्लैट्स बनाने का कंट्रैक्ट दिया गया था। जिस ठेकेदार को दिया गया वह दीवान चन्द्र सम्बरवाल था। इस के विषय में मुझे यह कहना है, यद्यपि यह मामला इजलास के अन्दर है, इस लिये मैं ज्यादा न कहना चाहते हुए भी यह कहना चाहता हूँ कि यह कंट्रैक्ट जो दिया गया था, इस के अन्दर करीब दो तीन हजार मजदूर काम करते थे। थोड़े दिनों के बाद वह कंट्रैक्ट फेल हो गया, तब गवर्नमेंट के इंजीनियरों और ओवरसियरों ने मजदूरों, बेलदारों और जमादारों से जो उसके अन्दर काम कर रहे थे कंट्रैक्ट किया और उनको आश्वासन दिया कि अगर वे नियत समय के अन्दर काम पूरा करवा देंगे तो वह रुपया जो ठेकेदारों को दिया जाना था, उन बेलदारों, जमादारों और मजदूरों को दे दिया जायेगा। वह पूरे के पूरे फ्लैट्स बना कर तैयार कर दिये गये, लेकिन बाद में जब वह बेलदार और जमादार रुपया मांगने के लिये गये तो वहां के ओवरसियरों और इंजीनियरों ने उनसे बार्गेनिंग (Bargaining) शुरू कर दी। मैं ने इस विषय में माननीय मंत्री के पास पत्र भी भेजा था और सारी कार्यवाही जो कि इंजीनियरों और ओवरसियरों तथा दीवान चन्द्र सम्बरवाल के बीच में हुई थी वह भी भेजा था, मजदूरों की एक दस्खास्त भी भेजी थी कि किस प्रकार से इस विषय में जमादारों और बेलदारों को रुपया नहीं दिया गया था। उनका रुपया ३२ हजार या इस के करीब था। उस में कुछ और ठेकेदार थे, जिनमें से चार या पांच ठेकेदारों के सभी कुलियों और जमादारों को सारा पैसा दे दिया गया था। मुझे यह

[श्री गणपति राम]

सुन कर आश्चर्य हुआ जब उन बलदारों और जमादारों ने आ कर यह कहा कि वह ओवरसियर और इंजीनियर, जो सी० पी० डब्ल्यू० डी० में हैं, कहते हैं कि आप रुपये में ४ आना लेना चाहें तो ले लें, १२ आना उन को खाने के लिये रहने चाहियें। वह लोग इस पर तैयार नहीं हुए। मैं माननीय मंत्री जी से कहूंगा कि इस विषय में पूरी जांच करें और हजार, दो हजार मजदूरों के प्रश्न को साफ करें क्योंकि यह उनकी रोजी का सवाल है। उनकी जानकारी के वास्ते मैं इतना ही कहना चाहता हूं कि उन में से अधिकतर मजदूर रिपयूजिज हैं और वह अपना देश और घर छोड़ कर आये हैं, उन के पास और कोई साधन नहीं है। ऐसी अवस्था में अगर आप उनकी उचित मजदूरी का खयाल करते हैं तो इससे उनका बहुत कुछ फायदा होगा।

मैं आप के इंजीनियरों और ओवरसीयरों के विषय में इतना ही कहना चाहता हूं कि प्राज सी० पी० डब्ल्यू० डी० ही एक ऐसा डिपार्टमेंट है जिस के इंजीनियरों और ओवरसियरों के ऊपर जनता का भविष्यवास है। कहा जाता है कि ठेके का ज्यादातर पांच फीसदी, दस फीसदी या पंद्रह फीसदी तो वही खा खा जाते हैं। कहीं कहीं पर ऐसा भी देखा जाता है, मैं यह नहीं कह सकता कि इसमें कितनी सचाई है या कितना झूठ है, लेकिन जनता की यह आवाज है, जैसी मेरे कानों में आती है उस को मैं आपके सामने बिना किसी हिचक के रख देना चाहता हूं। जनता यह कहती है कि इंजीनियर और ओवरसियर तथा ठेकेदार लोग जो हैं उन में अलग अलग कमीशन के रेट होते हैं। वह ठेकेदारों से अलग रेट रखते हैं, और उन के ऊपर जो काम करने वाले अफसर हैं, अर्थात् ओवर-

सियर और इंजीनियर वह अलग कमीशन रेट रखते हैं। दस, पंद्रह या बीस फीसदी जो भी टेन्डर के अनुसार कन्ट्रैक्ट होता है, वह उसमें से ले लेते हैं।

इस तरह से वह रुपया बनाते रहते हैं। जनता यह भी कहती है कि आखिर क्या कारण है कि ये अफसर, ओवरसियर तथा इंजीनियर जो थोड़े दिन पहले नौकरी में आते हैं, दो दो, चार चार साल में बड़ी बड़ी जाय-दावे बना लेते हैं। उनके पास लाखों रुपये हो जाते हैं।

इस तरह की और भी बहुत सी चीजें हैं जिन को जनता सन्देह की दृष्टि से देखती है। इस भावना को आप को जनता में से दूर करना है। किस किस प्रकार प्राज सीमेन्ट की चोरियां, या कहीं पर और सामान की चोरियां इमारत के सामान की चोरियां, सुनने में आती हैं। आप जब इस डिपार्टमेंट को संभाले हुए हैं तो आप से मेरा इतना ही अनुरोध है कि आप जनता की इस फैलती हुई भावना को दूर करें, जिस से देश की और सरकार की और आप की भी भलाई हो।

श्री महोदय (नीमार) : माननीय उपाध्यक्ष जी, हाउसिंग, वर्क्स और सप्लाइ के बारे में मैं कुछ बातों की तरफ आपका ध्यान आकर्षित करना चाहता हूं। हाउसिंग स्कीम के अन्दर बहुत से काम दिल्ली शहर में किये गये हैं और बहुत से बाहर। इस सम्बन्ध में हमारी जनरल नीति यह होनी चाहिये कि हम शहरों को अधिक न बढ़ायें। इन दिनों संसार की जैसी परिस्थिति हो रही है, उस को देखते हुए भी यह उचित होगा कि जहां तक हो सके हम शहरों के अन्दर अब अधिक कंस्ट्रक्शन्स न करें।

दूसरी बात जिस की तरफ मैं आपका ध्यान दिलाना चाहता हूँ, यह है कि गांवों के अन्दर जैसे मकान बने रहते हैं, उनके अन्दर भी सुधार हो। हमारी तो कास्ट हाउसिंग एग्जिबिशन के अन्दर जैसे मकानों के नमूने बनाये गये थे उन में शहरों के पक्के मकान भी थे और गांव के लोगों के रहने लायक कच्चे मकानात भी थे। ऐसे मकान जैसे कि वहां बनाये गये हैं, अधिक स अधिकार लोकप्रिय हों, उनका प्रचार हो इस का प्रयत्न करना चाहिये। मुझे यह देख कर खुशी है कि मंत्री जी इसका प्रचार करना चाहते भी हैं। यही नहीं, बल्कि ग्राम तौर पर जैसे मकानात बनाये जा रहे हैं, उन के अन्दर भी कुछ नये सुधार के नमूने पेश करना चाहते हैं।

शहरों के अन्दर मजदूरों की बस्तियां हैं, उनको वहां से हटा कर मजदूरों के लिये अच्छे मकानात बनाने की योजना भी हमारे सामने है, यह प्रसन्नता की बात है। इसके लिये कुछ योजनायें शासन के सामने हैं और वे राज्यो के द्वारा और कोऑपरेटिव सोसायटीज के द्वारा ऐसे मकानात बनाने की योजना को प्रोत्साहन देना चाहते हैं। इस हाउसिंग स्कीम के अन्दर २८ हजार से ऊपर मकानात बन चुके हैं, यह खुशी की बात है।

सप्लाई के विषय में भी दो बातें कहने की हैं। मैं शासन से नम्रतापूर्वक विनती करना चाहता हूँ कि जहां तक हो सके हमारे देश की बनी हुई चीजें, स्वदेशी चीजों को ही और इससे भी अधिक जो चीजें गांवों में बनती हैं, उन को प्रोत्साहन देने की तरफ ध्यान दिया जाय। करीब १६७ करोड़ का माल १९५२ में खरीदा गया और जिस में टेक्स्टाइल्स यानी कपड़े की चीजें करीब ३ करोड़ ३९ लाख की थीं। हम को यह देख कर आश्चर्य हुआ कि उस में से खादी

केवल ढाई लाख की थी और काटेज इन्डस्ट्री तथा और दूसरी गृह उद्योग की चीजें मिला कर ६५ लाख की थीं। हम कुछ संसद् सदस्यों ने पिछले साल मांग की थी कि हमारे निवासों के लिये जो चीजें लाई जावें वे केवल खादी की और घरेलू उद्योग की ही हों। मुझे पता नहीं कि इस विनती पर कहां तक प्रयत्न करने का विचार शासन कर रहा है। इन चीजों की तरफ हमारी सरकार ही ध्यान नहीं देगी तो और कौन लोगों का किसी प्रकार से मार्गप्रदर्शन कर सकेगा ?

Shri R. K. Chaudhuri (Gauhati): On a point of order. What is the actual procedure for selecting speakers? My hon. friend Shri Radha Raman never stood up and never tried to catch your eye. Still, he has been called.

Shri Radha Raman (Delhi City): I stood up.

Shri R. K. Chaudhuri: Some of us have stood up several times and we are never given a chance.

Mr. Deputy-Speaker: I allot the time between the Congress Party and the Opposition in the ratio of 60 : 40. Each Opposition Group knows how much time it will have and they divide the time amongst themselves. I have not had much difficulty there, and one after another I call whichever name they have given. So far as this side is concerned, I have to choose myself from 370 Members who rise from time to time. There are 86 Members from U.P. and a Member from U.P. gets up and says that from the sixty per cent. of the time allotted, their proportion should be given, namely, 86/370th of the time should be given to that State. Some 57 Members who are backbenchers wrote to me saying that they are never called. Then I have to call Lady Members; they say they have not been called. Some States say they have been ignored. Then there are other interests that have to be represented.

[Mr. Deputy-Speaker]

Some say that labour has not been represented. In between these different interests, I try to divide the time. I am not *Brahma* to increase the time. Nobody sticks to his time and thereby helps me. It is the duty of the Secretary or the Whip of each Party to satisfy the members of the Party. They must give only those nine or ten names which should be called. I have had a lot of difficulty consequently. (Interruptions) Shri R. K. Chaudhuri should wait for his turn. (Interruptions) Merely because an hon. Member gets up, I cannot call him. Ultimately, I am here to regulate the debate and raise it to a high level. I am not going to be coerced into one course or the other course. I am trying to do my best.

Shri R. K. Chaudhuri: In today's case, no list has been given by my Party.

Mr. Deputy-Speaker: Order. order.

Several Hon. Members rose—

Mr. Deputy-Speaker: Order, order. Shri Radha Raman may proceed with his speech.

श्री राधा रमण : उपाध्यक्ष महोदय, मुझे खुशी है कि हाउसिंग, सप्लाइ और वर्क्स मिनिस्ट्री के काम की चर्चा करने का मौका मुझे दिया गया। सन् १९५२ में इस मिनिस्ट्री को खास तौर पर इस ब्याल से कायम किया गया था कि यह महसूस किया गया कि इंसान की बुनियादी जरूरतों में से हाउसिंग भी एक है। और अब जब कि हम आजाद हो गये हैं हम यह चाहते हैं कि जहां हमारे यहां हर एक इन्सान को खाना और कपड़ा मिले वहां उसके रहने की व्यवस्था भी ठीक हो। इसलिये यह सोचा गया कि यह बेहतर है कि हाउसिंग की एक अलग मिनिस्ट्री कायम की जाय और उसके जरिये हाउसिंग के प्रश्न को जल्दी से जल्दी हल किया जाय।

मैं आपका ज्यादा वक्त नहीं लूंगा। जितना वक्त आपने दिया है उसी में दो तीन बातें हाउसिंग के सिलसिले में सदन के सामने और आप के सामने रखूंगा। मुझे आशा है कि मंत्री महोदय उन पर गौर करेंगे और अगर वह सही मानों में आम आदमी की तकलीफें हैं तो उसे दूर करने की भी कोशिश की जायगी।

जो रिपोर्ट हाउसिंग मिनिस्ट्री की सदन के सदस्यों के पास भेजी गई है उसको मैं ने बहुत काफी गौर से पढ़ा। यह सही है कि मिनिस्ट्री कायम होने के बाद इन दो सालों में हिन्दुस्तान भर में और खसूसन दिल्ली में काफी ऐसे काम हाथ में ले लिए गये हैं कि जिनके जरिये सरकारी मुलाजिमों को और उन मजदूरों को कि जो इंडस्ट्रियल एरिया में रहते हैं काफी सुविधा मिलने की आशा है इसके अलावा जो सरकार को अपने दफतरो के लिये इमारतों की जरूरत है उनके बनने में भी काफी तेजी नजर आती है। लेकिन एक चीज जो मैं ने देखी और जो कि मुझे रिपोर्ट में नहीं मिली वह यह है कि आम आदमियों के लिए कोई मकानों का सरकार की तरफ से इन्तिजाम नहीं है। यह तीनों बातें कि सरकारी दफतरो के लिये इमारतों का इन्तिजाम हो, सरकारी मुलाजिमों के लिये मकान बनें और जो मजदूर तबका है उसके लिये रहने का इन्तिजाम हो निहायत जरूरी हैं और इस सिलसिले में जो कुछ किया गया उसकी सराहना की जा सकती है, मगर एक बहुत बड़ा तबका जो कि आम लोगों से ताल्लुक रखता है वह रह जाता है और उसकी तरफ कोई तबज्जह अभी तक हाउसिंग मिनिस्ट्री ने नहीं की है। मैं आपके सामने एक खास तकलीफ दिल्ली की रखना चाहता हूं। आप जानते हैं कि दिल्ली की जनसंख्या हर साल काफी तादाद में बढ़ती जाती है। मेरा अपना ब्याल

यह है कि जहां सन् १९५१ की सेंसस में दिल्ली की जनसंख्या १८ लाख के करीब थी वह सन् १९६१ में ड्योढ़ी जरूर हो जायगी यानि २५ लाख हो जायगी। यह मेरा अपना अन्दाजा है और मैं समझता हूं कि गलत नहीं होगा। तो हमें यह देखना है कि जिस तेजी से यहां जनसंख्या बढ़ रही है उस तेजी से मकानात बन रहे हैं या नहीं। हम चाहते हैं कि हिन्दुस्तान का हर शख्स जो कि बाइजुत जिन्दगी बसर करना चाहता हो उसे कम से कम रहने लायक एक मकान मिले। मैं इस तरफ मंत्री महोदय की तबज्जह दिलाना चाहता हूं और मैं यह जानना चाहता हूं कि बावजूद इसके कि यहां पर इम्प्रूवमेंट ट्रस्ट है और बावजूद इसके कि यहां पर लेंड डेवेलपमेंट का आफिस काम कर रहा है कितने मकानात हाउसिंग मिनिस्ट्री की मदद से ऐसे बने हैं जो हमारी बढ़ती जाने वाली आबादी की जरूरतों को पूरा करते हों। रिहैबिलिटेशन मिनिस्ट्री के जरिये बहुत सारे मकान बने हैं लेकिन मैं शर्त यह है कि जो विस्थापित हैं वही उनमें रह सकते हैं। लेकिन क्या आप यह मुनासिब नहीं समझते कि यह जो दिल्ली की जनसंख्या बढ़ रही है इसकी जरूरत को सामने रखकर हम यहां पर कोई न कोई ऐसी स्कीम जारी करें जिसमें कि जो यहां साधारण आदमी रहता है जिसको मकानों की कमी की वजह से बहुत तकलीफ है उसके लिए मकानों का इन्तिजाम हो। मैं आपको बतलाना चाहता हूं कि अगर आप दिल्ली की कोर्ट्स में जाकर देखें तो आप पायेंगे कि ७५ फीसदी मुकदमे मकानों की तकलीफ की वजह से रहते हैं और आदमियों का हजारों और लाखों रुपया इस पर खर्च हो जाता है और इसके बावजूद भी वह तकलीफ दूर नहीं होती। मुझे याद है कि दो तीन साल हुए कि चन्द आदमियों ने दिल्ली में एक कोआपरेटिव हाउसिंग सोसाइटी बनायी थी। उसमें ज्यादातर मिडिल

क्लास के लोग थे। उसके चेयरमैन मिस्टर शिवराव थे और संसद् के कुछ सदस्य भी उसके मेम्बर थे, गवर्नमेंट के मुलाजिम भी और दिल्ली के साधारण रहने वाले भी उसके सदस्य थे।

दो साल तक बराबर कोशिश करने के बावजूद भी उस सोसायटी को कोई जमीन नहीं मिल सकी कि जहां वह जगह हासिल कर के और कुछ अच्छे अच्छे मकान बना कर अपने रहने की तकलीफ को दूर करती। इसलिये मेरा यह ख्याल है कि जहां मंत्री महोदय सरकारी मुलाजिमों की तरफ तबज्जह देते हैं और मजदूर तबके की तरफ तबज्जह देते हैं और सरकारी इमारतें बनाने की तरफ तबज्जह देते हैं, वहां इस जरूरत की तरफ भी ध्यान दें। कोई ऐसा हाउसिंग कारपोरेशन कायम किया जाय या कोई ऐसी और एजेंसी कायम की जाय कि जिस में साधारण मनुष्यों को यह सहूलियत हो कि वह आहिस्ता आहिस्ता करके मकानों के मालिक बन सकें और बजाय इस के कि लैंडलाड्स के हाथों से उन को तकलीफ हो, वह अपने मकानों के मालिक बन कर उन में रह सकें और आराम की जिन्दगी बसर कर सकें। मैं मंत्री महोदय का ध्यान कोआपरेटिव सोसायटीज की तरफ इस काम के लिये दिलाना चाहता हूं। जैसे उन्होंने इंडस्ट्रियल एरिया के लिये हाउसिंग कोआपरेटिव सोसायटीज बनवाई हैं, इसी तरह से कुछ ऐसे आदमियों के लिये कि जो साधारण स्थिति के हैं आम कारोबारी हैं, जो साधारण तौर से अपनी जिन्दगी बसर करते हैं, जिन की रोजाना की अपनी आमवनी बहुत नहीं है, ऐसे लोगों के लिये भी कोई इन्तिजाम करना बहुत जरूरी है और वह करना चाहिये। हाउसिंग कोआपरेटिव सोसायटी का जो तजर्बा बम्बई में लोगों को हुआ है, मैं समझता हूं कि उस से हम कुछ सबक ले सकते हैं। वहां हजारों की तादाद में लोगों को कोआपरेटिव सोसायटीज के जरिये जमीन दी है।

श्री इय्याम नन्बन सह्याय (मुजफ्फरपुर मध्य) : मद्रास में।

श्री राधा रमण : मद्रास में भी ऐसा हुआ है कि उन्होंने मिल कर आम लोगों के रहने के लिये अच्छे अच्छे मकान बना लिये हैं जिस से उन की जिन्दगी बहुत शानदार और अच्छी गुजर रही है।

दूसरी चीज में यह अर्ज करना चाहता हूँ कि आप ने अपनी रिपोर्ट में यह भी जिक्र किया है कि हार्डिंग मिनिस्ट्री ने स्लम क्लीयरेंस का काम भी अपने हाथ में उठाया है। मैं इस सिलसिले में दिल्ली का जो मामला है वह मन्त्री जी के सामने और उपाध्यक्ष जी के सामने रखूंगा। मैं समझता हूँ कि दिल्ली में लगभग दस या बारह ऐसे स्लम एरियाज हैं कि जहाँ इन्सानी जिन्दगी किसी तरह से भी गुजर नहीं की जा सकती। अगर कोई भी आदमी इन स्लम एरियाज को जा कर देखे तो सिवाय शर्म के अपना सिर झुकाने के और कुछ नहीं कर सकता। इन्सान की जिन्दगी उन स्लम एरियाज में कतई बसर नहीं हो सकती। बावजूद इसके कि दो वर्ष से हार्डिंग मिनिस्ट्री कायम है, दिल्ली अजमेरी गेट की जो स्कीम चली उसको जारी हुए कई साल हो गये हैं, लेकिन उसकी रफ्तार इतनी कम है कि जिस का जिक्र करना मैं समझता हूँ जरूरी है। तो मेरी अर्ज यह है कि माननीय मंत्री महोदय इस बात को देखें कि दिल्ली कैपिटल है, दारुलखिलाफा है। हार्डिंग मिनिस्ट्री के मुक़रर करने का जो मकसद है उस का असर अगर हमारे दिल्ली शहर पर या दारुलखिलाफे पर ही न दिखाई दे, तो सारे हिन्दुस्तान को हम क्या दिखा सकते हैं। इसलिये यह जरूरी है कि हम दिल्ली में ऐसी मिसालें रखें कि जो हिन्दुस्तान के दूसरे स्थानों पर भी

लागू कर सकें। हमें अपना काम इन दो मर्दों में करके दिखाना चाहिये एक तो स्लम क्लीयरेंस में और दूसरे साधारण लोगों के लिये मकान मोहय्या करने में। कोई ऐसी मैचीनरी जारी करनी चाहिये कि जिस से साधारण मनुष्य को इस बात का मौका मिले कि वह थोड़ा थोड़ा रुपया लगा कर अपने घर का निजी मकान बना सके और चन्द वर्षों के बाद उस का मालिक बन सके।

इस सिलसिले में मैं यह भी अर्ज करना चाहता हूँ कि इन्स्योरेंस सोसायटी भी बहुत काफी मंत्री महोदय को और गवर्नमेंट को मदद कर सकती है। तो इन ब्यालाता को मैं मंत्री महोदय के सामने रखता हूँ और उम्मीद करता हूँ कि वह इन पर गौर करेंगे।

Sardar Hukam Singh: I wish to draw the attention of the hon. Minister to one point, that is, about the purchases that are made by our foreign Missions in Washington and in London. In 1950-51 the question of these Missions was gone into by the Estimates Committee and at that time the total expenditure on these two Missions was Rs. 58 lakhs per annum. Now I find from the report (page 24) that the Indian Stores Department, London, costs Rs. 46.13 lakhs and the India Supply Mission, Washington, Rs. 21.88 lakhs. If this is all the expenditure incurred on these two Missions—because it was said that this was the expenditure incurred on these purchasing organisations—it comes to Rs. 68.01 lakhs. So far as the year 1953-54 is concerned, I am surprised to find that this expenditure has mounted up by about Rs. 8 lakhs. When the Estimates Committee, of which you, Sir, are the Chairman, went into this question in 1950, evidence of certain officers was recorded and it was laid down in the report (para. 35):

"During the course of the evidence before us, the representatives of the Ministry of Industry

and Supply admitted that the offices of the D.G. I.S.D. London and the I.S.M. Washington needed pruning to a great extent."

I would like to know, Sir, how, in the light of this recommendation that these offices needed pruning, is it that the expenditure has, instead of being reduced, gone up by about Rs. 10 lakhs per annum. Then, Sir, it was remarked:

"The Committee also pointed out to the officers of the Ministry of Industry and Supply that no other country in the world excepting Pakistan maintained purchasing organisations in foreign countries. It was, however, explained to us that so far as India was concerned, maintenance of such organisations had become necessary because of our requirements for plant, machinery and other things."

Then, Sir, it was further remarked:

"In view of this reduced work and the general policy of restricting imports from dollar countries, we feel that the I.S.M. Washington should be closed down immediately and whatever little purchases have to be made in that country should be entrusted to the Trade Commissioner there."

As regards the I.S.D. London they said that it might continue till the proposed State Purchase Corporation was established, and further said:

"Meanwhile, immediate steps should be taken to effect considerable reduction in staff and other expenditure in this office."

This was what they thought in the year 1950-51. But now we find that the expenditure has gone up by Rs. 10 lakhs during this year.

So far as the purchases are concerned, if there was any increase in purchases, then we could understand that there might be a corresponding increase in the establishment as well.

66 P.S.D.

On page 24, a statement is given of the purchases that were effected during the last year. Before I take up that, I might also refer to the recommendations of the Estimates Committee and the action taken by Government. It is put down on page 10.

"As regards the I.S.M., Washington, the matter has been recently re-examined. In view of the work involved in connection with the large imports of foodgrains from the U.S.A., it is not possible at present to close down the I.S.M. The matter will, however, be considered again when normal conditions return."

Now we find that in food supplies we have almost achieved self-sufficiency and we do not intend to import any large quantities of foodgrains from abroad and particularly from the U.S.A. So we should see whether such a huge establishment is necessary to be kept and whether the expenditure should go on increasing year by year.

There is another thing. So far as the purchases are concerned, if we look to the statement that is given on page 24 of the Ministry's Report, we find that the figures for six months from April to October in respect of the India Supply Mission are Rs. 9.23 crores (up to the end of September). When we go into the details, we find that Rs. 5.62 crores are for foodstuffs. I beg to submit that the purchase of these foodstuffs cannot be a permanent feature so far as India is concerned and this might be eliminated this year or the next year or we might require it for a year or two to pile up some stock.

4 P.M.

Further, we see that so far as the purchases are concerned, there are minor items and the biggest of them is steel and ferrous alloys. We might require some tools and other materials for some time. But, what I want to impress is that we may require certain articles for certain years, but it cannot be a permanent feature for

[Sardar Hukam Singh]

all times to come. Other purchases that we have to make in the ordinary course of trade will be continued—as was pointed out by the Estimates Committee—as other countries are doing by other methods. Our Trade Commissioners and our Embassies and other officers can do it. There is no reason why so much amount—Rs. 21.88 lakhs—should be spent on this huge organisation which is entrusted with the purchase of these stores.

As I have already said, if we take the last year's figures, out of Rs. 9.23 crores, Rs. 5.62 crores may be eliminated as that cannot be a permanent feature. The balance left is 3.61 crores. If that is the amount of purchase for 6 months, we can double it if we have to arrive at the figure that we might require for the whole year and that may be Rs. 7.22 crores and that is not an amount for which we ought to carry on or continue such a huge organisation in the United States.

There is another thing. What I am surprised to find is that instead of reducing the expenditure or curtailing it and looking into that recommendation, our Government has built a building of its own for this Supply Mission in Washington and it has spent about 2,52,000 dollars on that building. That might mean about Rs. 15 lakhs. I do not know whether the Government has any justification to think that would be a permanent feature and we shall require that for all times to come. I am not sure what rent we have been paying. I want an answer to that, whether so far as rent is concerned it would be rather economic to construct our own building and carry on our business there. Government might have come to the conclusion that for some years, perhaps, they shall have to continue it. I cannot at least convince myself that it was necessary to construct such a huge building there for this purpose alone because so far as our Embassy is concerned, there must be other separate buildings. If we wanted to

house one or two officers we could have done that there very easily. How grand this building is, is apparent from the report of the activities of the C.P.W.D. On page 5, it is put down, so far as the activities of the C.P.W.D. are concerned,—

"For the India Supply Mission building at Washington an ornamental door, an Emblem plated with gold leaf and a pair of Elephants were prepared and have been sent from Delhi."

It is surprising to see that we had to send this Emblem plated with gold leaf and a pair of elephants and also the ornamental door. Perhaps, we wanted to impress on that country with the wealth or the riches we possessed! If it was intended to show the Indian culture or something of our native traditions, then perhaps more economic things could have been used and it would not have been necessary to send these plates and this door from here. I would also request the hon. Minister to give us an idea of what this ornamental door and the emblem has cost us.

Besides that, I wanted to say something about corruption in the Central P.W.D. I will finish it soon. I have this complaint that unqualified officers have been given encouragement; they have been confirmed, while qualified and able men have been superseded and they have been discouraged. Because my time is up, I cannot explain and dilate upon this, but I would request the hon. Minister to go into that question as well. If he wants, I can send him any number of instances that have happened in this Department.

Shri N. Radhak (Mysore—Reserved—Sch. Castes): Mr. Deputy Speaker, Sir, I am very happy to congratulate the Ministry for having made wonderful progress with regard to housing accommodation and other things under this Ministry. (Interruption) This Ministry was born about two years

back and it has got a separate Minister, Sardar Swaran Singh. It is really good. When he came to Mysore and declared open about 80 tenements for industrial labourers, he was pleased to say that though the State Government were very slow he was prepared to go ahead and sanction any amount if the State comes forward to help labourers. I am very happy that this Ministry has taken very keen interest to promote the welfare of the masses including the labourers. For a human being, naturally, apart from food and clothing, it is housing and better environment and employment that are essential. With better housing and environment, a human being can become a good citizen in a welfare state which our Government contemplates.

Housing is a very important item of a welfare state. This Ministry is doing its very best, I hope. I am sure that this Ministry, with all its enthusiasm and vigour will help more and more not only the industrial labourers but also the agricultural labourers and will also take up slum-clearance both in the rural parts and in urban areas.

Now, the procedure is that the Ministry is giving grants, subsidies or loans to the housing corporations formed by the States or to co-operative societies. The meaning of "common man" must be understood very well by any Minister or Ministry or even by hon. Members. Common man does not mean a capitalist nor even an ordinary labourer.

An Hon. Member: Man in the street.

Shri N. Rachiah: He is not a zamindar, but a man who has no employment, who has no house, who has no site, who has nothing to do. There are millions and crores of such people in India. So, this Ministry, apart from giving some grants, loans or subsidies to those who are already secure by having some employment or other and who are agitating for more amenities—whose cause our friends like Shri Nambiar are always advocating—I am of the opinion, should take

a survey of such people who have no employment etc. just like the National Survey. Such schemes should be provided with more financial aid, and whoever may be the persons concerned, Scheduled Caste or any caste, they must be given such assistance and that should be the motto and policy of the Government. Apart from that, for the construction of houses, they should have all the assistance and facilities from the Government departments, which I do not find either in the P.W.D. at the Centre and in the P.W.D. in the States. Even yesterday, there was so much of criticism on the Communications budget and so many Members particularly referred to this aspect. There must be a policy of providing more funds to the co-operative societies. If any individual were to come with all his earnestness for help from Government, he must be provided ungrudgingly all facilities and cheap building materials. I want that such a policy should be pursued.

I wish to say a few words about the Scheduled Caste people in the country. No Ministry is particular about these unfortunate people. I am very sorry to say this, because except the Finance Minister and some Members, most of the Ministries are not attentive or bestowing more attention with regard to the welfare of the Scheduled Caste people in the country. Apart from the poor common man, more than the displaced person, the so-called refugee, the case of the Harijans is different. The case of the Scheduled Caste people must be viewed from a different angle. They form one-fifth of the population and they are more than five crores in number, and including the Scheduled Tribes, they form huge population. Take any scheme or go to any village where our plans are being worked. You will find that the common man means the privileged class man, and so, the Scheduled Caste people are not getting the proper attention of the Government. I, therefore, press very earnestly that every Ministry, if it

[Shri N. Rachiah]

is really sincere about the welfare state and about democracy, must first bestow attention on this point and treat the Scheduled Caste people as human beings. They are also voters and they are also citizens of the country, as such they deserve all sorts of encouragement socially, economically and educationally, and even with regard to housing, which is the most essential part of human life, they should be considered by Government. While supporting the Ministry of Housing, I would urge upon the Minister that to whomsoever he gives grants for construction of houses, he must make it a point to reserve at least a certain percentage of the houses for those unfortunate people who deserve all the sympathy. Gandhiji meant *swaraj* or freedom for all the masses, including the Scheduled Castes and he did not mean it only for a certain section of the country. Though it may be the policy of the Government to gradually equip them, it should not be after having satisfied all other people that they should come to the Scheduled Castes. Government must also feel that they, that is the Scheduled Castes, are part and parcel of the country and must, therefore, receive all possible attention. From this point of view, I request the Housing Ministry to consider the problem from a humanitarian point of view and see that all encouragement is given to these people, so that we could establish *Ram raj* in this country as contemplated by Gandhiji. I very strongly support the Demands because Ministry has been doing work very honestly and with sympathy for the common man.

Shri Bansal (Jhajjar-Rewari): Within the very short time at my disposal, you will appreciate that it will not be possible for me to do justice to the three very important departments that are embraced by this Ministry. I would begin in the reverse order according to their importance. Let me first of all take the Printing Department, which is being run by

the Ministry. I have, on a previous occasion, brought to the notice of the hon. Minister the delay in the publishing of various journals and publications, which are printed by the, Manager of Printing, Government of India. I have one instance here. This weekly 'Hansard' of the House of Commons of the United Kingdom—this is for the week 19th to 25th February, 1954—was received here by this morning's post, whereas our Debates are available only for September of last year. Something must be done to expedite the printing of our Parliamentary Debates and other publications.

I have another complaint about the pricing of publications. This small publication, which is in my hand, costs Rs. 20. It relates to accounts relating to inland and river-borne trade of India. This is another publication relating to statistics....

Mr. Deputy-Speaker: Is it Rs. 20 annually or per copy?

Shri Bansal: Rs. 20 per copy, Sir. The other publication is priced Rs. 31 per copy. I realise that the circulation of these copies is very limited. Very few persons purchase these publications and, therefore, the cost is very high, but I must point out that pricing them so exorbitantly is putting a premium on ignorance, because these are publications in which economists are interested and in which research students are interested. If you do not make them available within the reach of ordinary people—I do not say that the price should be eight annas or a rupee—it will be a great hardship for the research students. You will appreciate that the price of Rs. 31 per copy is really exorbitant, and even the colleges and universities cannot afford to pay such a price. I know this because research students have come to me and borrowed from the library, of which I am in charge, and when I have asked them why they could not take the books from their universities, they have told me that they are

not kept in the universities—on account of the high prices. In the interest of education and in the interest of research, I urge that the cost of these publications should be made cheaper.

There is another difficulty why some of the publications are delayed in printing. When I made enquiries, I found that for deciding the price of the publication, so much as three to four months' time is taken by the Manager of Printing. Such delays should also be reduced.

I come to the housing question. In the report, certain figures have been given by the Ministry. Within these two years, some houses have been constructed under the industrial housing scheme. For these two years, I think the target figure was about Rs. 7 crores. That means, that Government were going to spend about Rs. 7 crores during the period of two years on industrial housing to be utilised by State Governments, employers and co-operative societies. I find that the State Governments have utilised only Rs. 1.31 crores, or rather that the amounts have been sanctioned to them to the extent of Rs. 1.31 crores. So far as industrialists are concerned, the figure is very small and some small loans have been taken by co-operative societies. There may be some difficulties. Perhaps, the Ministry may blame the industrialists that they are not coming forward and taking advantage of the scheme. I think there is something wrong in the approach that is being made by the Ministry. Is there something wrong in their Public Relations Department, or is there something wrong in their handling of applications? It really surprises me that while the amount of assistance sanctioned runs to crores of rupees, the actual authorisations have run only to lakhs of rupees. In the case of employers, the figure is about Rs. 4 lakhs, whereas in the case of States, the figure is Rs. 1.31 crores. I would, therefore, humbly suggest that the Public Relations Department of the Ministry should be improved so

that the genuine difficulty of the industrialists and of the co-operative societies may be ascertained, and the best way, in my opinion, would be to call a small meeting of the co-operative societies and of industrialists and discuss with them as to what the difficulties are and why they are not coming forward to take advantage of these loans subsidies. After all the terms which are being offered are very good in my opinion and they must be taken advantage of. Unless there are some defects in the approach, I cannot explain as to why the industrial housing programme is not making the desired progress.

Then I come to the Supply organisation of the Ministry. From the figures that have been given in this report it seems that the percentage of indigenous supplies to the percentage of supplies obtained from foreign sources has been regularly going down. This was also given out by the hon. Minister in reply to a question which I had tabled last year. It was 49 per cent. in 1950-51; 47 per cent. in 1951-52 and it is 34.60 per cent. in 1952-53. There has been some revision of figures in the latest report. Even then the percentage of 1952-53 would not be more than 44, which shows a gradual decline. Now, I do not understand why this should be so. On page 26 of the report it is however stated that an attempt is being made now to increase supplies from indigenous sources.

Another important point which I would like to refer to relates to the purchases made by our purchasing missions. I fully agree with my hon. friend Sardar Hukam Singh when he asked as to why we should have these costly purchasing missions. I had not known that our own Committee of the House had recommended that these purchasing missions should be abolished. Excepting Pakistan no country has purchasing missions abroad. Then why should we have, when the buyer's market has been returning, such expensive machinery

[Shri Banaji]

in foreign countries? When we purchase things from foreign countries through our purchasing missions, not only do we deprive our merchants and importers of the incidental commissions and charges which they get, but we deprive them of the facilities to handle these foreign stores. As the House knows, very highly complicated machinery and stores are purchased abroad. When these are imported by our importers they get an opportunity of handling them. I will give a simple instance. Printing machinery was being imported all along. Now, those people who were importers of printing machinery, because they had been handling it for a number of years, began to assemble it here. Now they have known all about printing machinery and some of them have begun to manufacture the machinery in our country. I would, therefore, suggest that we should place less and less reliance on purchases through supply missions and see to it that all our tenders are not only invited here, but all the purchases are made in the country itself. When we make the purchases in the country we get better competitive advantage, because the representatives of all the countries are here. If they are not here, the Indian agents of those countries are here, so that there are so many representatives of all the countries to tender here. But when we cross-mandate our tenders to Washington or London, we restrict the source of supplies to these two countries only.

I will refer to one brief point and finish.

Mr. Deputy-Speaker: I have given ten minutes to the hon. Member. I am sorry I cannot give him any more time. Mr. Nambiar.

Shri Nambiar: Mr. Deputy-Speaker, I shall deal with the housing programme of the Government of India first. I can say that nothing tangible has been done so far, except the preparation of a scheme of subsidised industrial housing which so far has not produced

much results. As Mr. Banaji has just now observed even the industrialists have not come forward and have not actually done what they are expected to do. It is seen from the report that Government have sanctioned Rs. 37 lakhs as loans and Rs. 28.5 lakhs as subsidy to the Employees. They were supposed to construct 4,638 houses during the last two years. Even for the remaining two years, the Central Government have earmarked sufficient amount. But the employers are not utilising the amount and the majority of industrial workers are practically without a roof over their head. Now I submit to the hon. Minister that unless some pressure is brought to bear on the industrialists there is no possibility of their utilising this amount. I would even suggest Government bringing forward legislation to persuade the employers to construct houses. Otherwise there are no prospects of the industrial labour of this country being properly housed.

In regard to utilisation of these amounts by the States, we find that during 1953-54 there has been a decline. This may perhaps be due to the financial stringency of the States. But that is no reason for the suffering of the industrial workers.

Coming to the co-operatives, the figures show that no serious efforts have been made by any co-operative; leave alone the co-operatives run by the trade unions. When the question of recognition of Trade Unions itself is hanging fire, and Government do not grant even this elementary right to labour, how can you expect trade unions coming forward and forming co-operatives to construct houses? Unless Government changes its policy, there is no hope of the trade unions doing much. The Minister says that he would welcome trade unions coming forward to form co-operatives. But this attitude is not enough. They must be encouraged, they must be given all facilities.

For slum-clearance the State Governments have asked for about Rs. 16 crores. But here we find that only a

sum of Rs. 1 crore has been provided for. This speaks for itself—I do not wish to expatiate upon it. With regard to rural housing I have not have much to say, because the Government have no plan. Even the Planning Commission are not worried, or do not care to think about it. As an hon. Member pointed out just now the conditions that obtain for Scheduled Caste men in what we call *cheris* in the South are most inhuman. I can understand the Government not being able to do much for the economic upliftment of these backward classes on account of their limited financial resources. But why do the Government not come forward with some scheme by which, with the co-operation of these people something may be done?

I have something to say about the condition of the C. P. W. D. labour. Firstly, I say that there is no necessity for any sort of retrenchment in the C. P. W. D. The hon. Minister pointed out that as and when construction works are over, there is bound to be retrenchment. But the so-called work-charged staff are required only after the construction of the houses, for repairs and maintenance. As more and more houses are constructed, more and more men will be required for repairs and maintenance. There cannot be any reason for retrenchment.

I understand that in the Government Stationery Office in Calcutta about thirty people, class III and class IV employees have been given notice of retrenchment on the 1st March, 1954. A similar notice was served on them last year, but it was stayed. I would request the hon. Minister to absorb these men somewhere.

The words "work-charged" I consider to be a misnomer. These words give an impression that these employees are attached to some work, which is not a fact. This nomenclature has been evolved to confuse people. This term should therefore be done away with.

With regard to the conditions of this category of employees, the Central Pay Commission recommendations have not been implemented in their case. There

has only been a partial implementation of the merger of dearness allowance scheme. With regard to travelling allowance they are governed by a funny rule. When they are transferred they are given travelling allowance equal to the train fare, whereas all the other categories of Government servants get travelling allowance at the rate of something added to the train fare.

I do not know why this peculiar thing happens in the Works, Housing and Supply Ministry.

Coming to the question of houses for the staff, these people are supposed to be maintaining and repairing the houses for all of us. But they have no houses! It is an irony of fate.

In regard to confirmation I have to say for instance that in Rashtrapati Bhavan I hear that the President's gardeners who have put in twenty-five to thirty years of service are not confirmed. They are termed as President's gardeners. In spite of having put in so many years of service they are not confirmed. I do not know what explanation the hon. Minister can offer for this sort of thing. All sorts of things are being done with regard to this confirmation question.

Another funny point which I want to bring to notice is this. The workers who are engaged in repairs and maintenance are not giving the tools. Electricians, wire-men, carpenters, masons, etc. repairing this very Parliament House and the Secretariat buildings will have to bring the tools from home, purchasing them from the market from out of their wages, and this Ministry will not supply them the tools, though there is a Demand already granted and there is a provision in the Demands that these men should be supplied with tools. In June 1946 the Ministry promised that these men will be given the essential tools. But even those essential tools are denied, and I do not know what explanation they can offer for this.

So I have to say that this Ministry must go into these reasonable points. I do not want to say that every one of

[Shri Nambiar]

the C.P.W.D. staff should be given every one of his demands immediately but there must be a responsive attitude. See instance, those men who are working in the aerodromes. Aerodromes, as you know, Sir, are situated far away from the towns. And those men who are working in such far off places must be given quarters. Otherwise they should be given at least the transport facilities to go there. But these people who are living ten or twelve miles away from the aerodrome are supposed to attend duty at seven in the morning, and they are not given the facility either of transport or of housing.

These are all small matters which, if the Ministry want, they can give. I have got many other points on which to speak, for instance the system of purchase and supplies, etc. Unfortunately I have not got much time. But before closing I want to draw the attention of the House to the recommendations of the Estimates Committee in its Report for 1950-51. On page 56, in the Summary of Recommendations, it is stated as follows:

"A committee consisting of the representatives of the Ministry of Works, Mines and Power and Finance should be set up to consider the feasibility of the works being executed by the C.P.W.D. departmentally with a view to saving some margin of profit now availed of by the contractors."

This is the recommendation made. But I do not know if anything has been done. Nothing material has come out so far. Otherwise why should this contract system continue. I can understand, the contract system may be necessary in certain areas or for certain limited constructions. But generally speaking, the C.P.W.D. do not departmentally construct houses. They consider—I do not know, that may be his explanation—it may be a loss for the C.P.W.D. to maintain a large number of workers, giving them all amenities and concessions. But he must not forget the fact that a large amount of

money has been given to, I can say—if I am permitted to say squandered on—the contractors. Otherwise why should the contractor come forward and do this job, if it is only for mere normal profit? The contractor constructs his palace first before constructing the house of the M.P. or of the Minister himself. A committee should therefore be appointed to examine the performance of the contractors so far.

Let it not be thought that I am throwing mud at the hon. Minister or his Ministry. I can understand, he has got many difficulties, and the whole country has got difficulties. They can not be solved all of a sudden. But if he takes the workers into confidence, if he takes the public, whose needs he has to satisfy, into confidence and brings forward a plan which will satisfy all sections of people though not straightway today but bit by bit, and if he proceeds steadily he is sure to win. Not otherwise, if his attitude towards labour is a negative attitude.

I am sure he is going to say something today, that "this Industrial Housing Scheme which I have brought forward is unique in the whole world". Of course it is a good thing. They can say that, and I am glad to hear it. But it will be only four thousand houses so far constructed.

I would in the end submit that he must think in these terms and see that the workers are also kept contented, along with the people and the nation who should get the benefit of better housing.

The Minister of Works, Housing and Supply (Sardar Swaran Singh): I am grateful to the Members of the House for a number of suggestions that have been made for improving the functions and the working of this Ministry. This Ministry is essentially a service Ministry, and as such the volume of confidence or the volume of satisfaction that it creates in those for whom it works is some test of its efficiency or at least of its capacity to discharge its responsibility. It is not surprising that there should be some criticism

with regard to the functions of a Ministry of this nature when it is remembered that it has a very heavy volume of work to handle and has to come into contact with a large number of persons of various categories, sometimes with conflicting interests. Actually, the surprise is that the criticism is neither so violent nor so pointed with regard to the activities of this Ministry. And, Sir, within the short time at my disposal I will make an effort to meet some of the points that have been urged by the various hon. Members.

With regard to the scheme of housing, a number of suggestions have been offered and criticisms made from different quarters. Even my hon. friend Mr. Nambiar, perhaps very grudgingly, had to say that the Industrial Housing Scheme is a scheme the like of which has not been attempted anywhere else. His grievance, however, is that we are not doing enough. But I have no hesitation in saying that actually the volume of work handled under this Industrial Housing Scheme is much greater than the small figure of four thousand and odd tenements which the hon. Member mentioned, would indicate. Actually, during these years, the effective working part being only about a year and a half, it has been possible to accord sanctions to about thirty thousand tenements all over the country. That is not a mean figure when it is remembered that this idea of industrial housing had been in the air for quite a few years and, though it is unfortunate, no house could actually be constructed, until this present Industrial Housing Scheme was introduced. It is hoped that the industrialists, the employers, the State Governments as also the industrial workers will take increasing interest and the tempo during the next year will definitely be greater. In a scheme of this nature where construction is involved, large numbers of persons are concerned and the activity is dispersed all over the country, it is quite natural that it would take some time for momentum to be gathered; but once it gathers,

then it is likely to increase in tempo yielding better results at a later stage.

I do not know wherefrom certain hon. Members have taken it that no co-operative society of the industrial labour has yet taken advantage of this industrial housing scheme. A large number of co-operative societies have already taken advantage and sanctions have been issued to a number of them, I am glad to announce that interest is shown by other co-operative societies also, because the extent of financial assistance in the form of 25 per cent subsidy and 50 per cent loan which is recoverable in easy instalments is really attractive and I am sure that the co-operative societies will take greater interest in this. I would appeal to the hon. Member who speaks so much for the welfare of the working class, to take a little constructive attitude in this matter. He should really persuade those societies and if any initiative or help in organising them is necessary he can count upon the assistance on that score, both of the Centre and the State organisations. It is true that employers have not taken as much advantage of this scheme as I thought they should have and this is probably due to a certain amount of apathy or lack of appreciation of the attractive features of this scheme. Opportunity has been taken from time to time to acquaint the employers and the industrialists with the various features of this scheme, and opportunity was also taken at the time of the last session of the Federation of the Chamber of Commerce to contact individually, and also in a way collectively, the various employers and to impress upon them the desirability of going ahead with the construction of tenements under this scheme. Some interest is now being shown, and when I say that they have not taken as much advantage as they should have taken, I should not be taken to be saying that they have not undertaken any industrial housing schemes at all. As a matter of fact, sanctions have already been issued to employers in different parts of the country and they are already going ahead with construction. It is hoped that more

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of them will come forward with their schemes.

So far as State Governments are concerned, they are doing quite a bit. There are two or three States who, for various reasons, have not been able to show sufficient organisational capacity to go ahead with the schemes, but now steps are being taken to help them and to ensure that they understand the significance of the scheme which is really beneficial particularly when the construction is undertaken by State Governments because then the element of subsidy is as high as 50 per cent and the remaining 50 per cent also is initially found by the Central Government in the form of loan which is repayable over a period of 25 years.

It is true, Sir, that nothing by way of direct help has so far been attempted in the sphere of rural housing, but I would request the hon. Members of this House to remember that the responsibility of housing, particularly on the rural side, is essentially that of the State Government according to the Constitution. It is true that in all cases where the resources of the States are inadequate, in this sphere or in others, the Centre is always willing to go to their help, but there is always a limit to the help which could be extended, and in the sphere of rural housing, general housing or housing for the common man—whatever name might be given to it—it is essentially a responsibility which devolves upon the States. Even at the State level, activity of this nature, if construction has to be undertaken by a State agency directly it is something which cannot easily be thought of, regard being had to the volume of the problem and the magnitude of the financial resources that would be necessary to tackle such a situation. Some sort of aided self-help could be the only thing which could be thought of, and already, in a limited manner, the Community Projects Administration is examining schemes of aided self-help so that something could be done to improve the housing conditions on the

rural side. But, it cannot be ignored that to the extent industrial housing tenements come up under the industrial housing scheme, to that extent a considerable easing of the situation results even with regard to the houses for general population, and that is not only a theoretical thing, but that is the experience which has flowed from the springing up of new colonies in some of the congested industrial areas like Kanpur, Bombay, Ahmedabad, Hyderabad, Bangalore, Mysore and quite a few other places also.

I am glad, Sir, that the industrial housing scheme has received the support that it has, and the successful holding of the International Exhibition on Low Cost Housing has further stimulated thought on this important aspect of housing. Even the common man with limited means has started seriously thinking of a possibility whether he can own a house. The general impression that this housing exhibition has created on visitors of various categories, various classes, various pay groups or income groups, visitors from inside the country, from different States or from abroad, is one of uniform appreciation, that this is a practical approach to the problem. Some have described the houses as 'low cost', some have described them as 'high cost', some say they are too big and some others say that they are too small. In a matter of such individual character, especially a house, all this type of criticism is quite natural and I do not blame anybody. But, I am very happy that a considerable volume of thought has been created and people have started thinking that there is a problem, the problem of housing and that it is possible for an average man even with a low income, to possess a house which does not cost very much. That has also given some rational ideas about extent of accommodation, arrangement of rooms and quite a few other things.

Shri Nambar: What about the cost of the site?

Sardar Swaran Singh: The cost of the site, roughly, in a case of this nature will be anywhere between Rs. 500 and Rs. 1,000. Even if you add it to that price, it does not make it frightfully excessive as the type of people for whom some of the hon. Members seem to be holding a brief, may not be asking for sites in the Connaught Place area or at a place where the cost of land is much greater.

Shri V. P. Nayar (Chirayinkil): Connaught Place is reserved for P.W. contractors: is it not so?

Shri Sadhan Gupta (Calcutta—South-East): Connaught Place is cheaper than land in Calcutta.

Sardar Swaran Singh: So far as Calcutta is concerned, with all its huge and difficult problems, it has got the problem of shortage of land.

The Deputy Minister of Finance (Shri A. C. Guha): And shortage of houses.

Sardar Swaran Singh: And shortage of houses as the hon. Deputy Minister of Finance points out. With a city of that size, this problem is quite understandable. Even in Calcutta, some schemes have been undertaken and the Improvement Trust also is doing something.

So far as the other activities about which something has been said are concerned, I would briefly touch upon one or two. On the Supply side stress has been laid, and quite rightly, on the point that the purchase policy should be of such a character as would encourage indigenous production and that our procurement policy should be so rigid as to encourage procurement internally as far as possible and also through Indian media so far as our procurement from abroad was concerned. So far as these principles are concerned, they are quite cogent and quite sound. Already the Stores Purchase Committee which is

presided over by an eminent public man with considerable business experience, is going ahead with its labours and it is hoped that as a result of their recommendations, it will be possible to take some concrete steps to ensure that this policy which is accepted by the Government is actually translated into action and to remove shortcomings, if there are any. On this occasion, I cannot help referring to the excellent work that was done by my late colleague Shri Buragohain, who took great pains in looking into the details of the purchase organisation, and with great eminence presided over the deliberations of this Committee. He had actually gone on this mission to Calcutta where, unfortunately, he contracted an illness from which he could not recover. I am sure that all sections of the House will join with me in paying a tribute to the selflessness and sense of devotion which was universally brought to bear by my late colleague in the discharge of his very difficult and onerous duties. I may also add that he was taking a considerable load of the work so far as the Supply side was concerned, and a distinct improvement was noticeable in the work of that department. It was no mean achievement, for by way of complaint it is only some old instances of 1949 or 1950 that are unearthed by the vigilant Members of this hon. House. Nothing has been said which might indicate that there has been any real cause for criticism with regard to the activities of the Supply organisation. Besides the Stores Purchase Committee, we had set up small Committees to look into the working of the I.S.M., Washington and I.S.D., London. The reports of these Expert Committees have already been received by the Government and some action has already been taken to ensure that such defects as were found either in their functioning or in the organisation may be removed. When the Report of the Stores Purchase Committee is finally before the Government and the recommendations of the other two Committees are examined in a proper

[Sardar Swaran Singh]

perspective, all the recommendations may be dovetailed together and the Government will have no hesitation in taking suitable action to ensure that the accepted policy of the Government is given due effect to.

My hon. friend Sardar Hukam Singh said something about the mounting expenditure of the India Supply Mission and he picked it out to suggest that we are not vigilant enough to ensure that the expenditure remains within reasonable limits. It is true that there is a slight increase. But, we have to remember that the activities of a Mission of this nature do vary from time to time and the volume of purchases in terms of money cannot always be the correct yardstick. The difficulties of procurement in certain cases, the peculiar nature of any stores or the type of effort that has to be put in to procure, and all the circumstances, have also got to be taken into consideration. But, as I have already said, I do not swear by this that whatever is done is absolutely correct, or that there is no scope for improvement. I am not one of those who are complacent in these matters. I always have an open mind with regard to this question. Now that this aspect has been pointedly brought out here, I would certainly look into this organisation and find out whether the extra expenditure is justified by the volume of work and if it is found that the expenditure could be reduced by any kind of rationalisation either in the staff or in the grades, Government will have no hesitation in undertaking such suitable changes in order to ensure that we do not spend a pie more than is absolutely necessary.

I have not got much time at my disposal. There are one or two things which I should touch upon, particularly with regard to what was said by my hon. friend over there as regards work-charged staff. This is a matter which has been coming up quite often and there is a certain amount of history behind this organi-

sation of work-charged staff. Really the attempts that are made by one demand or another is to equate it entirely with the permanent staff and to bring it on a par with the members of the regular services. That is the general background of the various demands whether they are put forward in the form of leave allowance or travelling allowance, etc. The real distinction does remain that they are temporary employees and not permanent employees. I know that this is not a complete answer because the matter has to be gone into and it has to be assessed as to what the volume of work is which justifies a particular strength and whether that strength should have more and better type of amenities on a par, though not exactly the same as are enjoyed by the permanent members of the staff. There always remains a fluctuating demand and I am sure that no section of the House will press upon the Government the obvious suggestion that we should take upon our hands a larger number of people than are absolutely necessary. Effort is constantly made in that direction. Recently we have taken a decision to make 1,000 of these people permanent; we have already made 1,500 of them permanent. That would bring the total number to over 2,500. We will further examine as to whether the volume of work that is on our hand justifies the making permanent of a larger number of these workers. Now, so long as that thing is not done and still a certain number of work-charged staff do remain on our hands, it is always our endeavour to ensure that they are fairly treated in respect of the demands that they have been putting forward from time to time. Some of them have been accepted, and in a case of this nature we sit across the table. I have had deputations from them on occasions more than one. Some things have been settled, and in spite of the demonstrations which are generally encouraged by my hon. friend over there, we have always taken a very fair view. We have always taken a considerate view of

their demands. We have every sympathy for some of the difficulties which they have been experiencing, and we have given substantial concessions to them in ways more than one, and not merely the slogans which have been given by my friend across there.

5 P.M.

Then retrenchment has been mentioned, but when it actually came to brass tracks.....

Mr. Deputy-Speaker: If the House agrees, the hon. Minister may go on for five more minutes.

Sardar Swaran Singh: I am winding up now. I do not want to take advantage of the indulgence of this hon. House too much.

With regard to retrenchment, regard being had to the fact that thousands and thousands of people are in the employ of this Ministry, my friend over there has only cited the case of 30 clerks who, he says, are on the point of being retrenched from the Stationery Office at Calcutta. This question of retrenchment is a general question, and within the short time at my disposal, I will not attempt any theoretical approach with regard to this. There is always the theory of rationalisation, increasing efficiency and what not, and when something is done, a certain amount of rationalisation is undertaken and it is found that the number of hands who are actually employed in any organisation is slightly larger, then a certain amount of retrenchment has to be undertaken. But I am glad to say that Government have always displayed a very humane approach to this problem in this Ministry as elsewhere, because we are fully aware of the problem of unemployment with which we are faced at the moment, and all our retrenchment proposals are worked out in such a way that the least hardship is caused. In the interest of efficiency, in the interest of rationalisation, if ultimately we come to the conclusion that there are some people who are surplus in any particular organisation, every effort is

taken to create conditions in which those people are absorbed in one capacity or another either in that organisation or in any of the sister organisations.

With regard to the persons who had to be retrenched on account of the acceptance of certain recommendations of the Kasturbhai Lalbhai Committee which was specially asked to look into the working of the Public Works organisation, the people who were retrenched were generally absorbed in one organisation or another. Even with regard to these 30 clerks, it was found as a result of enquiry that these hands are surplus to our requirements, but according to the general policy, every effort will be made to ensure that they are absorbed either in this or in some other capacity; and even when a condition is created where they have to go, all the benefits which accrue to them by way of gratuity, their right to be considered afresh on a certain priority basis etc.,—all those advantages will be available to them. What I wanted to say really was that this retrenchment which was mentioned with a great blow of trumpets when actually examined, has boiled down to the case of 30 clerks with regard to whom my friend says that a notice has been issued some weeks ago. So, it is not a problem of any magnitude or a problem which is of such great volume that it is not capable of solution.

Shri Nambiar: It is a small problem. Put them back on the job.

Sardar Swaran Singh: I have nothing more to add. There are some other points also I know, but within the short time at my disposal I thought I should mention only some of the prominent points and not go into minor details.

श्री भार० एन० सिंह (जिला नजीपुर
—पुर्व ब जिला बलिया— दक्षिण-पश्चिम) :
मैं मिनिस्टर साहब से एक सवाल पूछना

[श्री आर० एन० सिंह]

चाहता हूँ। उन्होंने फरनीचर के सम्बन्ध में कुछ भी नहीं कहा। पांच छः आदमियों की एक कमेटी इसकी जांच करने के लिए बनायी गयी थी। उसके सम्बन्ध में क्या हुआ। यह कमेटी उस समय बनायी गयी थी जिस समय कि एक कांग्रेस के सदस्य ने हाफ एन अबर डिस्कशन मांगा था और वह उन्हें दिया गया था। परन्तु उन्होंने भवन में किसी कारण से बहस नहीं की।

Mr. Deputy-Speaker: There is a non-official Resolution.

Sardar Swaran Singh: May I say one word, Sir?

I did not want to be unfair to the country by taking the time of this august House over such a small matter—about a few thousand rupees this way or that way with regard to the furniture of the M.Ps. That is a point which has been gone into on occasions more than one. The hon. Speaker of the House himself went to the spot and had a look at the furniture. The tenders were examined. There was a House Committee, and everyone thought that was the lowest tender. If on a latter occasion we have been able to effect a certain economy—and the price that we now pay is, according to that Member, 40 per cent. less—then it is not an occasion on which he could lash us. On the second occasion we have gone to this Rajpura refugee centre, and there is that element of subsidy because the Rehabilitation Ministry is advancing them funds to a certain extent—we do not grudge that. The prices also have gone down to a certain extent. Therefore, on such a small matter I thought I should not take the time of the hon. House.

Mr. Deputy-Speaker: I will now put the cut motions to the vote of the House.

The cut motions were negatived.

Mr. Deputy-Speaker: 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. 102, 103, 104, 105, 106, 138, 139 and 140 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. 102—MINISTRY OF WORKS, HOUSING AND SUPPLY

"That a sum not exceeding Rs. 15,97,000 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 Works, Housing and Supply'."

DEMAND No. 103—SUPPLIES

"That a sum not exceeding Rs. 2,72,28,000 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 'Supplies'."

DEMAND No. 104—OTHER CIVIL WORKS

"That a sum not exceeding Rs. 14,00,61,000 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 Civil Works'."

DEMAND NO. 105—STATIONERY AND PRINTING

"That a sum not exceeding Rs. 4,83,33,000 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 'Stationery and Printing'."

DEMAND NO. 106—MISCELLANEOUS DEPARTMENTS AND EXPENDITURE UNDER THE MINISTRY OF WORKS, HOUSING AND SUPPLY

"That a sum not exceeding Rs. 50,93,000 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 Works, Housing and Supply'."

DEMAND NO. 138—NEW DELHI CAPITAL OUTLAY

"That a sum not exceeding Rs. 6,06,98,000 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 'New Delhi Capital Outlay'."

DEMAND NO. 139—CAPITAL OUTLAY ON BUILDINGS

"That a sum not exceeding Rs. 10,76,75,000 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 Buildings'."

DEMAND NO. 140—OTHER CAPITAL OUTLAY OF THE MINISTRY OF WORKS, HOUSING AND SUPPLY

"That a sum not exceeding Rs. 5,57,16,000 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 Works, Housing and Supply'."

MOTION RE FIFTH REPORT OF THE COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

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

"That this House agrees with the Fifth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 31st March, 1954."

We had allotted 2½ hours for the Resolution of Mr. Gurupadaswamy for the abolition of the Second Chamber at the Centre. Half an hour was taken up last time, and two hours remain for today.

After that we would take up the Resolution of Mr. S. N. Das for the appointment of a Commission to enquire into the working of the administrative machinery and methods at the Centre. It is a rather important Resolution. Many hon. Members want to take part in it and they are interested in it. Therefore, the Committee has allotted four hours for that, and I think that this particular report that we have made should be accepted by the House.

Mr. Deputy-Speaker: The question is:

"That this House agrees with the Fifth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 31st March, 1954."

The motion was adopted.

RESOLUTION RE SECOND CHAMBER AT THE CENTRE

Mr. Deputy-Speaker: The House will now take up further consideration of the following Resolution

[Mr. Deputy-Speaker]

moved by Shri M. S. Gurupadaswamy on the 18th March, 1954, namely:

"This House is of opinion that the existence of the Second Chamber at the Centre is quite unnecessary and steps may be taken to make the necessary amendments in the Constitution."

Two and a half hours have been allotted for this Resolution. Already twenty-nine minutes are over. So only two hours remain still. The discussion must conclude at 7-10 P.M. and we shall take up the next Resolution today after this.

Hon. Members will confine themselves to ten minutes each.

Shri Sadhan Gupta (Calcutta South-East): Last time, I was trying to show how in most countries, the Second Chambers as they exist today were the result of conflict between two classes, the progressive forces seeking to assert themselves against the resistance of the reactionary forces. The classic example is that of Britain, where the Commons, through very great effort, first got a position of equality with and then a position of superiority over the House of Lords. But so powerful was the resistance of the reactionary forces that the Commons had to compromise, because the Commons represented although a relatively more progressive force than the House of Lords, yet nevertheless, a reactionary force, a force which did not believe in revolution. That is why the Commons had to compromise and tolerate the existence of the House of Lords. That is one side of the picture.

In a few other countries, the Second Chambers represent a progressive force. I say, in a few other countries, but it is really in two other countries, that is to say, the U.S.A. and the U.S.S.R. In these two countries, the Second Chambers are designed to protect certain interests from being subverted by brute majority. In the U.S.A., it is sought to protect through the Senate, the independence

and the autonomy of the constituent states in the United States. In the U.S.S.R., the House of Nationalities is designed with a view to protecting the formerly oppressed nationalities from being overwhelmed by the big majority of the Russian nationality.

This is the other kind of Second Chamber that has been brought into being in this world. But what has happened in our country? Have we constituted a Second Chamber on progressive lines? Is our Second Chamber designed to protect the autonomy of the States, or to guarantee the cultural, linguistic or other rights of the different nationalities which inhabit our country? There is nothing of that sort. But then why do we have a Second Chamber? Why do we need the Council of States? The conclusion is irresistible that it is only to stint the voice of the representatives of the people, to flout their voice, if need arises. We had it for the same reasons as in Britain, but it was only a reverse process. In Britain, the Second Chamber is what it is today because the progressive forces have made incursions into the stronghold of reaction. In India, the Second Chamber, namely the Council of States is there today because the reactionary forces have made incursions into the national movement which has progressive traditions. That is the reason why the Council of States has come into being. It has come to flout the representatives of the people, to guard against the possible danger of the people subverting the paradise of reaction in this country. Of course, it is not so apparent today because today the position of parties in the Second Chamber and the First Chamber do not differ. But the very fact that two Chambers were considered necessary shows convincingly that there can be no other reason than this for bringing the Second Chamber into being.

I do not accept the homily which is trotted out by supporters of Second Chambers, that it is required in order to guard against sudden gusts of public opinion, or sudden sways of vulgar

opinion. Sir, we believe in some other kind of democracy. What we believe in is that when the people's representatives have deliberately arrived at a policy, whether any section of the country likes it or not, it has to be respected. It is entitled to all the respect, and no Chamber which does not represent the people has any right to flout it, or even to delay the operation of the decision of the people. It is from that point of view that we oppose the Second Chamber. There is no doubt that the object is to flout any possible decision of the House of the People, which threatens the paradise of reaction in this country.

This opinion of mine is not an empty supposition. It has been demonstrated again and again in our practical politics. Of course, as I said, the Second Chambers have not yet found it necessary to differ from the people's representatives or the popular Chambers either in the States or at the Centre. But there has been at the same time another tendency which points to the enormity of the threat to democracy that these Second Chambers are. I am speaking of the backdoor methods of getting people into legislatures, who have been rejected by the representatives of the people. In Bengal, two Ministers were heavily defeated, and yet, flouting the verdict of the people, and ignoring or spurning the definite decision of the people that they were not wanted, they were taken into the Second Chamber. In Madras also, the same thing happened. A gentleman was nominated to become the Chief Minister, because the exigencies of the Congress Party needed it.

Dr. Ram Subhag Singh (Shahabad South): But the communists also supported him, when the Public Accounts Committee issue was raised.

Shri S. S. More (Sholapur): That was tactical support. (*Interruptions*).

Shri Sadhan Gupta: That is another matter, into which I shall not go now. He was nominated because no other leader was supposed to be competent

66 P.S.D.

enough to keep the Congress Party together and to bridge the unholy differences. In States where the people's wrath has been expressed, this has happened. In the Centre it has not happened as yet. In the Centre, it has been thought wiser for the moment to give those rejected people the prize-posts of Governorships or Lieutenant-Governorships. But there is no guarantee that it is not going to happen at the Centre. If any important Minister is defeated, the likelihood is that he will be brought into the Cabinet or the Legislature through the backdoor of the Second Chamber. This should show what great a threat the Second Chamber is to democracy in our country. It is a standing shame to any lover of democracy that such a thing should exist. What is the justification for it? What is the justification for providing a Chamber that does not represent the people, and that flouts the will of the people and even the decisions of the representatives of the people? It is for this reason that I express my most emphatic opposition to the existence of the Second Chamber. It is also for this reason that I wholeheartedly support and commend this Resolution. This House should pass this resolution and recommend the abolition of the Second Chamber altogether.

Shri Altekar (North Satara): I agree with my hon. friend, Shri Gurupadaswamy, when he says that every age has its own superstition. If, according to him bicameralism is the superstition of a passing age, according to me, impetuosity and intolerance of the highest degree often are and have been the superstitions of a new revolutionary age. We had an exhibition of it at the time of the French Revolution in 1789. At first Mirabau was the idol of the people. Even a statue was erected in his memory. Soon he died and Danton came in. Danton's followers in their rage smashed to pieces the statue of Mirabau and the King and Queen were executed. But the Dantonites met a similar fate later at the hands

[Shri Altekar]

of Robespierrites. We also know what happened in Germany under Hitler. We know what happened in Russia, and what is happening in China. If the apostles of that ideology get success at the polls, democracy in India will be smothered to death in a short time.

You, Mr. Deputy-Speaker, in your wisdom had stated in the Constituent Assembly that a Second Chamber was necessary as a safety-valve to checkmate impatient and hasty forces, and that the nation should hasten slowly. George Washington at a tea party was asked by a friend what was the necessity for the Senate.

Shri S. S. More: It was Jefferson.

Shri Altekar: No. George Washington replied, "Look here. I pour the tea from the cup into the saucer. The cup is the House of Representatives. The saucer is the Senate. The tea comes hot from the cup, but after being poured into the saucer it gets cooled and becomes comfortable to drink. My hon. friend said that the sake of equality between the States. It is not exactly so. It is more as a safeguard that you have a Senate there. Again, even before the Constitution of the U.S.A. was framed, there were Second Chambers in many States. Years before the coming of the Federal Constitution, they were functioning in New Hampshire, Virginia, New Jersey and several others. After the adoption of the Constitution in 1787, Tennessee came to have a senate. Georgia had it in 1789 and Pennsylvania in 1790. Vermont thrice rejected the proposal for a second chamber but ultimately accepted it in 1836. Thus the evolution of second chamber is not a regressive but progressive event, not a process of contraction but of expansion.

We know what was the state of things even in France. In 1791, they had only one Chamber, the National Assembly. Then again in 1793, there

was only one Chamber. The Constitution underwent several changes and then we find that there are two Chambers now. What was the situation in England? In the Revolution of 1648, the Second Chamber—the House of Peers—was abolished and there was reckless legislation and of course arrogation of all the power by a single House. Ultimately Cromwell after a trial of four years restored the House of Peers again.

[PANDIT THAKUR DAS BHARGAVA
in the Chair]

The course of history shows that the Second Chamber has come in afterwards and not first. Here also, in our country, what do we find?

Shri Sadhan Gupta: All British. It should go.

Shri Altekar: We have had under our previous Constitution two Chambers at the Centre.

Shri Sadhan Gupta: British Constitution.

Shri Altekar: Maybe. But our Constitution itself was largely modelled on the British and American Constitutions. If the structure is there, you cannot remove a part of it and say that part which you like should stand there. That is a general set-up and as a matter of fact we will have to view it from that angle, the structure as a whole.

Then, Sir, the Irish Constitution is also a creation of the New Age. There also we find the same thing that is two Houses. My hon. friend pointed out that during the last two years there were only two or three occasions when the Council of States differed from our opinion. The point is that it is a history of only two years. Again so far as the first General Elections were concerned, they were simultaneous. Afterwards there will be different elections for the different Chambers at different times. One-third of the Council of States Members will be going by rotation and other persons will be coming in their place, while this House will be all

freshly elected. The Members of the two Houses will be of different composition and the situation that will arise thereafter will also be of a different type.

Shri Sadhan Gupta: All the worse!

Shri Altekar: So we cannot judge for all time on the basis of the state of things that obtains at this time. My hon. friend stated that a preponderatingly large number of Members of this House are University graduates and of other eminent educational qualifications. I would like to point out that mere attainment of education is not a guarantee that everything will be done in a harmless manner and it will be done with proper care and caution. It is said and very rightly that

न धर्मशास्त्रं पठतीति कारणम्

"Because a man is well versed in science, there is no ground for supposing that his behaviour also will be of a proper type."

I would add a line of my own and say:

न चापि मार्क्सवादिष्वयनं हि तस्य

"Nor if he is well versed in the literature of communism". That will be rather a sign for caution.

I would also like to point out that Parliamentary democracy is defined as control of the Government by talk. We discuss the points, we bring them to the notice of the executive and say what is proper and what is not proper and therefore, ultimately they are guided by the general opinion. So, not only discussion by different members in this House but also the discussion at other time and other place that is in the other House will put a greater check. I would therefore like to say that the existence of a Second Chamber is important from that point of view.

Again a strong executive may persuade one House to give all the power to itself, but that would be rather

difficult if there are two Houses. Therefore, I will say it is a very good and effective check.

There are also other functions which the Upper Chamber can perform very effectively. In this case, I would like to point out the analogy of the British Constitution. In the House of Lords also, many Bills—money Bills excepted—originate. In 1946 and 1947, as many as 10 Bills originated in the House of Lords, they were discussed very thoroughly for a long time and as many as 1222 amendments were accepted. Out of these, when they came back to the House of Commons, only 57 were rejected. Again, in recent times, the Companies Bill first came up for introduction in the Upper House and as many as 360 amendments were effected. The discussion was full and thorough and when the Bill came to the House of Commons, it had a very easy passage. Therefore, I would like to point out that there is an importance attached to the Second Chamber. It can, in this manner, reduce the congestion of work in the lower House.

Again, we have to take into consideration the fact that ours is a civilisation which values non-violence and very smooth progress. We have assimilated what is good in Buddhism, we have assimilated what is good in Islamic culture and we have assimilated what is good in Western culture, and for the purpose of that a smooth and unhindered progress and non-violent change is necessary. There must be some provision to restrain the rashness of violent elements. From this point of view, the existence of the Second Chamber is very important. It is really a necessity.

If it is found that the Second Chamber is not properly constituted, we can amend the Constitution. But because it is not working properly, it does not mean that it should be abolished altogether. My hon. friend, Mr. Sadhan Gupta said that there should not be exploitation of one class by the other. I agree with him. At the same time, we do not want the extermination and liquidation of one

[Shri Altekar]

class by another. We would like to have peaceful progress. Therefore, I would like to suggest that the Second Chamber, as it is, should get a fair trial. After sufficient consideration, our Constituent Assembly has given us this Constitution and its decision should be respected, and only after sufficient experience we should go in for a revision of it.

Mr. Chairman: Before discussion proceeds further, I may just bring to the notice of the House that three new amendments have been received after the last debate on this subject, amendments Nos. 15, 16 and 17 in the names of Shri V. B. Gandhi, Shri Sinhasan Singh and Shri H. G. Vaishnav respectively. In regard to these three amendments, the House is already aware of the practice and the ruling of the Speaker given sometime before, that in a matter of this kind no new amendments can be allowed, if they come as the debate proceeds. In view of that ruling, I propose to rule that they are not in order.

Shri Gadgil (Poona Central): The issue raised in this Resolution is a very vital issue. It goes to the very root of our Constitution and, therefore, deserves detailed and serious consideration at the hands of this House.

It was not as if in a fit of over-enthusiasm the Second Chamber or the Council of States was provided for in our Constitution. It has a historical background—the teachings of history which are there for any man to read. Since 1921 when the 1919 Act came into operation, the Indian Constitution was functioning through a legislature having two branches, one the Legislative Assembly and the other the Council of State, both of them more or less elected. It was after three long years' deliberation and after going through the experience of various countries and Constitutions—unitary and federal—that the architects of our Constitution decided that there should be a Second Chamber. Now, if we look at the constitutions

of various countries of the world, even among unitary States there are some States where Second Chambers are to be found. So far as federal constitutions are concerned, I should say—minus an exception here or there—every important federal State has a constitution in which the central legislature contains two Houses, by whatever names they may be called. Take the case of the United States of America, of Canada, South Africa, Australia and Switzerland. Therefore, if during the course of centuries of experience these countries have found that it is necessary in the interests of democracy and good government and popular government that there should be two Chambers, I think we should think ten times before departing from what we have done only four years ago.

It was said by one of the French political scientists that the Second Chamber is irrelevant from every point of view. If it agrees with the other Chamber, the popular elected Chamber, then it is superficial; if it is against, then it is definitely an obstruction. We should not be guided by this dilemma. We have to consider the matter on its own merits. In democracy, nobody will agree that every verdict of the electorate is a verdict given after due consideration of the big questions that are involved; the electorate generally—I do not say always—is guided by what big personalities say and also by the emotion that might be created by any particular question of the day. It is here very relevant to consider, why we said that we were so keen in having fundamental rights incorporated in our Constitution. It is because an electorate elected in the context of a passing or fleeting emotion may play ducks and drakes with the Constitution and it is because of this there must be something durable, something stable, something that will guarantee the enjoyment of fundamental rights. It is for that purpose that the provision of fundamental rights was incorporated in the Constitution. If fundamental rights can become the subject-matter

of ordinary law, apart from organisational law, then an electorate elected, as I said, in the context of great emotion, might do away with the whole system of fundamental law. It is there that the relevance can be appreciated.

Shri S. S. More: Are not the people sovereign?

Shri Gadgil: The people are sovereign. The sovereignty of the people does not mean the sovereignty of the people existing today (*Interruption*). The present generation is not free to do anything which will hamper the happiness of the people coming after them. The sovereignty of the people is not affected in the least by the provision of fundamental rights in the Constitution. That has been the experience of most of the written constitutions. The point now is, if that is so, if the premises that I have enunciated are accepted that an electorate elected in emotion passes certain acts or certain resolutions, then there must be some safeguard, it will be accepted that the Second Chamber is necessary. There must be second thoughts, just as a man thinks on the spur of the moment, we in Parliament obviously do so—and the second thoughts are usually better thoughts. Therefore there must be some institution within the framework of the Constitution that will provide some occasion for a quiet review, for going through in a thorough and detailed manner the Bills or resolutions that might have been passed by the House popularly elected. Therefore, I think there is a clearly established necessity of having a Second Chamber. The whole course of history shows, at any rate in any federal constitution that it is absolutely necessary.

So far as the Lower House or the House of the People is concerned, it is elected on a system of territorial constituencies. No functional constituencies are there. I can understand if somebody puts up a plea that the constitution of the Second Chamber or the Council of States should not be exactly as it is today but it should

be representative of different functions or professions or occupations. For the present, it is like this. The people's representatives are here in this House and in the Council of States the States representatives, a State as a whole being a constituency. There is a view, what may be called the State's view, apart and distinct from the view of the people of the State.

Shri S. S. More: One party in power!

Shri Gadgil: That is the reason why I suggested that if you make some suggestion regarding a change in the composition of the Second Chamber, I can understand it and it may be considered. Today what happens is this. The majority party is reflected in the other House.

There is another point. This House may be dissolved any moment. There is a provision; it need not necessarily run the statutory period of 5 years. It can be dissolved any time before that. But, where is the continuity of policy? That continuity is in a way—though in a very weak way but all the same—guaranteed by the continuance of the other House, because only one-third of the Members of that House retire every second or third year (*Interruption*). Therefore the point is, can we afford to give away these safeguards which have been found very useful in most of the federal constitutions and be merely carried away by the fact that in the last two years no useful purpose has been served by the Council of States? I am not very much convinced of that part of the argument.

Reference was made to the part the House of Lords plays in the Constitution of England. There, gradually people are finding—the Members of the House of Commons are finding—that a very useful function is discharged by the House of Lords, although the composition, we know, is not so very popular or even democratic. But some people make it their lifetime study and their judgment is much more mature and the light and views they try to bring to bear upon any particular issue are worth consideration. That is the reason why nearly

[Shri Gadgil]

a thousand amendments have been accepted by the House of Commons and they do not seem to have any conflicting interest except where the questions concerned are very vital.

The other point in connection with this is this. Is the experience of just a year and ten month justified to ask for a change? Or, should we wait for some time to see whether this Second Chamber, which is constituted under our Constitution is really discharging the functions expected of it? I am also one of those who would not like to give the same extent of powers to the Second Chamber and in some matters—over the Public Accounts Committee—I had expressed my view. But, that does not mean that I am against the existence of the Second Chamber and against the functions which it is expected to discharge under the Constitution. Therefore, I submit, Sir, that these two years are not enough. Are the Second Chambers, or for the matter of that the Council of States—absolutely unnecessary? I do not think so. It may be that the present persons who constitute it may not be as able or as appreciative of their functions and doing full justice to the role they are expected to play under the Constitution; that is another matter. But a yardstick which measures a snake cannot be condemned by saying that because it measures a snake it cannot measure textiles. Therefore, do not be carried away by the present composition of the Chamber. What are the functions expected of the Second Chamber? The only question is whether those functions are necessary or not. If you come to the conclusion that they are not necessary, I can understand that. But, if something else happens, let us find out what are the reasons. From this point of view, I honestly feel that inasmuch as ours is a Federal Constitution, it is absolutely necessary that there must be some institution which will represent the interests of the State *qua* State and not merely the interests of the people. It may be that a political party cuts right across the State boundaries. There may be questions

that may be common to two adjoining States. It is just possible that they may have a special view. For example, take the Tungabhadra project, in which three States are interested. In my opinion, that interest will be more adequately represented in the other House than it can be represented here (*Interruption*). I concede, as I have already done, that the present way of electing the Council of States may be changed. If certain suggestions are made, for my own part, I am prepared to consider that. If you take away the entire Council of States or the Second Chamber, you are not dealing with what the engineers call "current repairs" here and there, but you are, in a way, trying to effect structural changes in the whole Constitution, a task which should be undertaken with grave responsibility and should not be done in the manner in which it is sought to be done.

Shri S. S. More: I was surprised to hear the speech of my friend, Shri Gadgil. Many people blow hot and cold. Mr. Gadgil too, on occasions, plays the double role. On essentials he goes with the Opposition, but he remembers his loyalty to his Party on occasions, and then he tries to support the Party in power in a very mechanical way.

Shri Gadgil: Am I under discussion or the Second Chamber under discussion?

Shri S. S. More: Mr. Gadgil, like a lawyer arguing a bad case, was very unhappy. What is the main function of the Second Chamber? I do not propose to go into past history because time will not permit me to do so, but one purpose ostensibly cited by Mr. Gadgil and others is that the Second Chamber helps mature deliberation. "In the heat of emotions people may commit certain mistakes", Mr. Gadgil was very pertinent to say...

Shri Gadgil: I do commit mistakes.

Shri S. S. More: I do concede that the majority of the voters in the

country, in an emotional way, committed certain mistakes and placed the Congress in power, which is supporting the Second Chamber's existence. Our Constitution, however, fundamentally accepts that the people are the sovereign and therefore the sovereign people have the right not only to do the right thing, but even to commit mistakes. We need not go into the past history of the House of Lords. There were perpetual disputes and wrangles between the King, the Lords and the common people and therefore, the House of Lords came into existence to safeguard the interest of the Nobles. All along, the House of Commons, as the people's representatives, have been strenuously, and, on occasions acrimoniously fighting the authority and domination of the House of Lords. In order to refute the specious plea of Second Chamber helping 'mature deliberation', with your permission, I shall quote an authority. Mr. Finer, in his *Theory and Practice of Government*—I am quoting Mr. Finer, because whatever we say will not carry much weight with the Members of the Opposition—I am sorry, I meant the Treasury Benches. Mr. Finer says:

"Indeed, all Second Chambers have been instituted, and are maintained, not from disinterested love of mature deliberation, but because there is something their makers wished to defend against the rest of the community;"

Shri Bansal (Jhajjar-Rewari): Who is this authority?

Shri S. S. More: Mr. Bansal is not in the habit of reading constitutions but he is only interested in finance. What is to be defended? Position and power in the hands of reactionaries have to be defended. On occasions, progressives have tried to make inroads into their power. The masses rise in revolt. The revolution is on the march, and in order to block the way of revolution, the reactionaries created the Second Chamber, which

has become the citadel of the vested interests. That is the main purpose. Taking the history of our own country, even during the days of the Britisher, in 1919 the Government of India Act was passed and the Second Chamber was created. The Britisher never wanted to leave all the power with the people. In the 1935 Act, the same thing was there but what was the contention of the Congress then and what is the Congress stand now? The Congress, in office is speaking in a reactionary tone. The Congress in opposition, fighting the Britisher, was speaking in a different tune. In 1917, there was the Calcutta Congress, and in that Congress, Annie Besant, who presided over the Congress, made certain suggestions regarding reforms for the acceptance of the British Rulers. The Montagu-Chelmsford scheme was on the anvil and that was the reason for the suggestion. The suggestion was that all legislatures, State, Federal and everything, ought to be unicameral and not bicameral. Not only that. On the eve of the 1935 Act, when the Second Round Table Conference took place, Mahatmaji was deputed as the sole representative of India. As sole representative of India, what did he say? With your permission, I will read an extract. Unfortunately, whatever sense we talk here is not acceptable to the other side and, I hope that at least to the name of Mahatmaji, they will pay some respect. When Mahatmaji was speaking before the Federal Structure Committee, he delivered his views on the 17th September, 1931 and this is what he said:

"I am certainly not enamoured or I do not swear by two legislatures. I have no fear of a popular legislature running away with itself and hastily passing some laws of which afterwards it will have to repent. I would not like to give a bad name to it and then hang the popular legislature. I think that a popular legislature can take care of itself and since we are dealing with the poorest

[Shri S. S. More]

country in the world, the less expenses we have to bear, the better it is for us. I do not for one moment endorse the idea that unless we have an Upper Chamber to exercise control over the popular chamber, the popular chamber will ruin the country. I have no such fear, but I can visualise a state of affairs when there can be battle royal between the popular chamber and the Upper Chamber." (What Mahatmajji predicted has already come true and we have had so many battles royal with the other House.) "Anyway, whilst I would not take up a decisive attitude in connection with it, personally I am of opinion that we can do with one Chamber only and that we can do with it to great advantage. We will certainly save a great deal of expenses if we can bring ourselves to believe that we shall do with one Chamber."

This is what Mahatmajji stated. It is not only Mahatmajji's opinion, but it is further fortified by the opinion expressed by Panditji when presiding over the Congress in 1936:

"One fact is sometimes forgotten, the provision for Second Chambers in many of the Provinces. These Chambers will be reactionary and will be exploited by the Governor to check any forward tendencies in the Lower House. They will make the position of a Minister who seeks advance even more difficult and unenviable."

Some of the Congress lieutenants or Congress friends are saying that the position then was different. I have read out extract from Mahatmajji's speech and have also read out an extract from Panditji's speech. My Congress friends want to restrict the scope of the opinions then expressed by the Congress leaders by saying that "if a constitution for India was to be framed when the British domination

was still there, then only there was to be one Chamber, but when we get all the sovereign power and become independent, without any fetters, then the Second Chamber is useful and ought to be brought in!" But the unqualified extracts, as quoted above, do not support such a restricted interpretation.

Some champions of Second Chamber have been quoting precedents from other countries. Mahatmajji was very particular in his speech to say "we need not go after precedents. Let India create her own precedent, so that the rest of the world may follow it". Since power came to us, we are trying to behave like apes aping the British model. Everywhere we try to find out whether whatever we do is in consonance with some precedent in the House of Lords or House of Commons. I am not speaking now of precedents, but I am only quoting the previous declarations of the Congress, which they forget now. For the present, the Congress people feel that whenever a foreign guest arrives, and he is taken to Rajghat and made to place a wreath there, their responsibility to Mahatmajji is fully discharged and that whatever he preached is not to be practised. I am not prepared to take that view of Mahatmajji's preachings although I have disagreed with him on economic questions, but so far as this matter is concerned I am in entire agreement. He said two things—faith in the popular legislature and that a poor country cannot afford the heavy expenses necessary for maintaining the Second Chamber. Unfortunately, the Congress is becoming the representative of the vested interests and reactionary interest in the country, and, therefore, the Second Chamber is being utilised to entrench themselves in power. They are fearing the people's march; they are fearing the revolutionary march, but some day, revolution will come and do something which my hon. friend, Mr. Gadgil, will not like.

Shri Gadgil: I want to know the date on which it is coming!

डा० राम सुभग सिंह : सभापति जी, अभी मोरे साहब कह रहे थे कि कांग्रेस बहुत रीएक्शनरी ढंग की हो रही है, मैं इसका बहुत जोरों से विरोध करता हूँ। मैं इस चीज को बिल्कुल मानने को तैयार नहीं हूँ कि कांग्रेस में लोग मोरे जी से कम क्रान्तिकारी हैं। यदि जरूरत पड़ेगी तो मोरे जी से कांग्रेस वाले बहुत आगे जाने को तैयार रहेंगे।

एक मात्सीय सबस्ब : कहाँ ?

श्री गिडबानी (धाना) : गुफ्तान् करदन फर्के दारद।

डा० राम सुभग सिंह : मुझे सब से ज्यादा दुःख इस बात का है कि जिन्होंने कांग्रेस को रीएक्शनरी बनाया, वे आज कांग्रेस से बाहर निकल कर चले गये और आज वही कांग्रेस पर इल्जाम लगा रहे हैं कि कांग्रेस रीएक्शनरी हो गयी है।

मैं गिडगिल जी का या श्री आल्तेकर जी का समर्थन नहीं करूंगा कि काउन्सिल आफ स्टेट्स को बनाये रखना चाहिये। दुनिया में जितने सैकिड चैम्बर्स होते हैं उन सभी सैकिड चैम्बर्स की जननी ब्रिटेन की पार्लियामेंट है। उस का इतिहास यह रहा है कि वह वहाँ पर बड़े बड़े बैस्टेड इंटरैस्ट्स को रिप्रेजेंट करती है और इसी लिये उसका निर्माण किया गया था कि बड़े बड़े ताल्लुकेदार, वहाँ के लैबर्ड बैरन्स, उस में रखे जायें। आगे चल कर जब वहाँ के लोगों ने देखा कि इस तबके की शक्ति को कम करना चाहिये तो उन लोगों ने उस की शक्ति, हाउस आफ लार्ड्स की शक्ति के खिलाफ आवाज उठाई और आज हाउस आफ लार्ड्स बिल्कुल शक्तिहीन हो गया है ?

मुझे आश्चर्य इस बात पर है कि जिस तरह से हम लोगों ने अपने देश में और समस्याएं

सड़ी कर दी हैं उसी तरह से काउन्सिल आफ स्टेट्स और हाउस आफ दी पीपुल की समस्या भी हम लोग सड़ी कर रहे हैं। इस में केवल कांग्रेस वाले ही बोधी नहीं हैं, इस में कांग्रेस वालों के साथ अपने को क्रान्तिकारी कहने वाले महाप्रभु भी बोधी हैं। काउन्सिल आफ स्टेट्स को पावर देने के लिये जब जब यहाँ सवाल आता है तो क्रान्तिकारी जमावत की ओर से भी उसी तरह से उस का समर्थन किया जाता है जिस तरह से कि कांग्रेस की ओर से समर्थन दिया जाता है, जैसे कि पब्लिक अकाउंट कमेटी की मैम्बरशिप के सवाल पर आप ने देख लिया है।

तो भी मैं कहूंगा कि देश की जो मौजूदा हालत है इस को देखते हुए कोई भी नहीं कह सकता कि हिन्दुस्तान के रेट पेयर्स का एक भी पैसा फिजूल खर्च में लगाया जाय। आज जब जनता तबाह है उस समय में हम लोगों ने मैम्बरशिप बढ़ाई, जैसे कि काउन्सिल आफ स्टेट्स बनाई गयी। कांस्टीट्यूशन में यह सब प्रावीजन्स हैं। मैं कांस्टीट्यूशन की मुश्कालफित नहीं करता, लेकिन आज जो हमारी स्थिति है, चाहे आर्थिक स्थिति चाहे सामाजिक स्थिति, इस स्थिति में मैं समझता हूँ कि काउन्सिल आफ स्टेट्स बिल्कुल निरर्थक चीज है, क्योंकि वह किसी को रिप्रेजेंट नहीं करती।

आल्तेकर साहब ने अभी कहा कि ग्रेजुएट्स के सिवा यहाँ कौन आता है और उन लोगों से जल्दबाजी में कुछ भी हो सकता है, वह कुछ भी कर दें। मैं नहीं समझता कि काउन्सिल आफ स्टेट्स में जो लोग हैं उन लोगों को कौन ज्यादा अनुभव है। यहाँ के ग्रेजुएट्स, जो लोग यहाँ आये हैं, उन लोगों को उस डिग्री के अलावा जनता में रहने, जनता की ठोकें खाने और लोगों को ठोकें लगाने की क्षमता भी है और ऐसा वह कर चुके हैं। लेकिन काउन्सिल आफ स्टेट्स में तो आज ऐसे लोग मरे हैं कि जिन को जनता ने

[डा० राम सुभग सिंह]

अस्विकार कर दिया, जिन को हरा दिया। ऐसे राजे महाराजे वहाँ भरे हैं जो हार गये हाउस आफ दी पीपुल के इलैक्शन में। वे लोग वहाँ काउन्सिल आफ स्टेट्स में चले आए। इसलिये मैं समझता हूँ कि काउन्सिल आफ स्टेट्स को हिन्दुस्तान में नहीं रहना चाहिये।

6 P.M.

जैसा कुछ लोग कहते हैं, गाडगिल जी ने कहा कि यदि फंक्शनल रिप्रिजेंटेशन वहाँ दिया जाय, तो यह समझने की चीज हो सकती है। लेकिन जो गांधीजी ने कल्पना की और कांग्रेस भी बराबर यह आवाज उठाती आई है कि हम लोगों को एक क्लासलैस सोसाइटी का निर्माण करना चाहिये और हमारी आर्थिक व्यवस्था भी उसी तरह हो कि जिस में सब लोगों को बराबर की अपरच्युनिटि मिल सके। लेकिन जिस वक्त जनता के द्वारा निर्वाचित मੈम्बरों के भवन पर नियन्त्रण स्थापित करने के लिये, बैंक रखने के लिये, यदि किसी दूसरे हाउस की व्यवस्था की जाती है तो उसी वक्त हम लोग जनता के अधिकारों पर कुठाराघात करते हैं और इस चीज की मे मुखातिफत करता हूँ। इसलिये मैं चाहता हूँ कि चाहे स्टेट्स में हों अथवा केन्द्र में कहीं भी इस सैकेन्ड चेम्बर की आवश्यकता नहीं है। आज हम लोग बीसवीं सदी में रह रहे हैं और मुझे यह देखकर आश्चर्य होता है कि हम लोग सैक्शन और नार्मन्स के जमाने की बात सोचते हैं कि हाउस आफ दी पीपुल को बैंक करने के लिये एक कौंसिल आफ स्टेट हो। उस जमाने में तो इस के लिए सोचा जा सकता था जब कि बिलियम आफ नारमंडी सरीखे लोगों के पास हजारों एकड़ जमीन होती थी और केवल उन्हीं लोगों से कर लिया जाता था क्योंकि वही उसको दे सकते थे, और जैसे कि आज यहाँ पर भी है, कहने को तो नाम को जमींदारी प्रथा इस देश से हट

चुकी है, लेकिन आज भी हजारों एकड़ जमीन उन बड़े बड़े लोगों के हाथों में पड़ी हुई है, उस वक्त जनता का कोई सवाल तो था नहीं कि उस से ज्यादा कर मिल सकता है और चूँकि लेंडेड बेरन्स थे और उन से कर लेने के लिये हाउस आफ दी लाईस होता था, उनके वैस्टेड इंटरेस्ट्स के सेफगार्ड के लिये यह सैकेन्ड चेम्बर होता था, लेकिन आज सर्वत्र परिस्थिति बदल गयी है। आज जनता से आप कर वसूलते हैं और जनता को दबाने के लिये यदि उसी से लिये हुए पैसे को एक ऐसी जमात कायम करने में प्रयोग करें जो जमात जनता के अधिकारों को हनन करने के लिये बनायी गयी है, तो यह कहाँ तक उचित और न्याय संगत होगा? इस कारण आज की बदली हुई परिस्थिति में यह बिल्कुल अनावश्यक और जनता के साथ बेइंसाफी होगी कि यहाँ पर सैकेन्ड चेम्बर रक्खा जाय।

अभी हमारे भाई श्री आल्लेकर ने सैकेन्ड चेम्बर के कायम रखने के पक्ष में और उसकी उपयोगिता के सम्बन्ध में अमरीका, कनाडा और फ्रांस आदि देशों का हवाला दिया और न्यूजर्सी और ओहियो के बहुत से कोटेशनस सैकेन्ड चेम्बर के पक्ष में दिये। अमरीका और फ्रांस की कल्पना की गई, फ्रांस के विधान का हवाला दिया गया जहाँ आये दिन नये विधान बनते और बिगड़ते हैं, मैं समझता हूँ कि आज हमारे लिये अमरीका और फ्रांस के विधानों को अपने सामने रखना और उनको कोट करना हमारे देश के लिये अपमानजनक चीज है। आज आपको २२वीं सदी की बात सोचना चाहिये जिससे जनता बढ़ सके, लेकिन जब आप सोचने लगते हैं प्राचीन काल की बात और फिर कहते हैं कि हम आगे क्रान्तिकारी कदम उठाने को तैयार हैं तो मैं आपकी इस चीज

को नहीं समझता कि आखिर आप कौन सा समाज जनता के सामने रखना चाहते हैं। आज हम को आजादी प्राप्त किये हुए पांच, छे वर्ष व्यतीत हो चुके हैं और कांग्रेस ने जिस समय इस देश के करोड़ों नर नारी स्वतंत्रता संग्राम में जुटे हुए थे तो उनके सामने एक कल्पना, चित्र चित्रित किया था कि हम आजादी प्राप्त कर लेने के बाद एक क्लासलैस सोसाइटी कायम करेंगे लेकिन आज जो हम कदम उठा रहे हैं उससे तो यह स्पष्ट है कि हमारा कदम प्रगतिशील न होकर उसमें पिछड़ापन नजर आता है क्योंकि हम आगे जाने के बजाय पीछे की ओर चले जा रहे हैं। सन् १९५० के बाद से आप देख चुके हैं कि यहां पर एक प्राविजनल पार्लियामेंट थी और उस से देश का सब काम चल जाता था। मैं नहीं समझता कि १९५२ में ऐसा कौन सा वज्रपात होगया जिस के कारण एक दूसरे हाउस का प्राविजन कर दिया गया। सन् १९५०-५१ में आपका काम बगैर कौंसिल आफ स्टेट के चल गया तो मैं पूछता हूं कि सन् १९५२ से आपको क्या आवश्यकता आ पड़ी जो आप ने कौंसिल आफ स्टेट को बना दिया। मैं आपको यहां पर यह भी बतला देना चाहता हूं कि हम लोगों में यह प्रवृत्ति बढ़ती जा रही है कि कौंसिल आफ स्टेट को बराबरी के अधिकार दें, मेरी समझ से यह चीज न केवल इस हाउस के शान के खिलाफ होगी बल्कि यह जनता को उसके अधिकार से वंचित करना होगा। इसलिये मैं मंत्री महोदय और इस हाउस से निवेदन करूंगा कि कौंसिल आफ स्टेट को स्वप्न में भी बराबर के अधिकार देने की बात मत सोचें। कौंसिल आफ स्टेट को और राज्यों में जो कौंसिलस हैं उनको आप जल्द से जल्द खत्म कर दें। मैं इसका भी विरोधी हूं कि कौंसिल आफ स्टेट में बैकडोर से किसी तरह से एक आदमी को लिया जाय और फर उसको यहां मंत्री के रूप में रखा जाय।

बैसे वह बहुत अच्छे हैं और हमारी उन पर हर तरह से थड़ा है, लेकिन मैं इस चीज की मुश्कालफत करता हूं कि उनको इस तरह से बंडरप्राउन्ड मेथड से या यूं कहा जाय कि बैकडोर से कौंसिल आफ स्टेट में लाकर उनको आप यहां मिनिस्टर बनायें, यह तरीका उचित नहीं है और इससे इस हाउस का अपमान समझना चाहिये और जनता के अधिकारों का भी अपमान समझना चाहिये। इन शब्दों के साथ मैं कौंसिल आफ स्टेट के भंग किये जाने की मांग का पूर्णतया समर्थन करता हूं।

Dr. Lanka Sundaram (Visakhapatnam): The speech just delivered by my hon. friend Dr. Ram Subhag Singh clearly demonstrates the point that the subject-matter of the Resolution under discussion today cannot be made a party affair. And I am glad that Dr. Ram Subhag Singh has spoken with vehemence. I wish I could emulate him. But since, as the House would recall, I had raised at least on three different occasions in recent months specific issues relating to the powers and functions of the Council of States, particularly in relation to this honourable House, I propose with your permission, Sir, to go about this matter dispassionately and as structurally as possible.

I have listed here twelve definite defects in the composition, powers and functions of the Council of States. There is rotational membership in the Council of States, for which there is a precedent in the United States of America. But I would like to show how the constitution of the Council of States and the formulation of the powers and functions of the Council of States have almost all the defects of the Upper Houses of most of the legislatures in the world and not many good points as far as the operation of the Upper House in some of the countries of the world is concerned. I mentioned just now rotational representation. Why do we not give functions to the Council of States

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as those belonging to, shall I say, the Senate Foreign Relations Committee of the U.S.A. and make it an effective organ of the Constitution? We have not done it. Because—I wish my hon. friend Shri Gadgil was here, he was one of the framers of the Constitution, along with you, Sir—it is just patchwork. And patchwork cannot yield results. For instance, the Senate Foreign Relations Committee screens diplomatic appointments. Every Ambassador appointed by the President must be approved by the Senate. I would rather that the Council of States gets that power. It does not have it.

The second point I would like to develop here is about this rotational system. To my mind, it is extremely bad. Every two years there is rotation in the Council of States, whereas this House continues for five years. In Canada, the position is once a Senator always a Senator. He dies a Senator. He remains continuously a Senator, free from the snares of political patronage. We do not find it here. We find nothing short of jobbery (An Hon. Member: Vested interests) and vested interests. An analysis of the recent elections to the Council of States shows that the party in power has strengthened its position. Tomorrow it may be another party. I am sorry that my hon. friend Shri Gadgil is not here. The party in power always knows how to manage it. My hon. friend Dr. Ram Subhag Singh has said about vested interests. With greater vehemence if I can make it, I must say that it has become one single story of political jobbery. Persons who had been routed in the elections—belonging to all parties—are brought in by the back door. To my mind, this is most reprehensible.

My third point is this, and I want my hon. friend Shri Satya Narayan Sinha to bear with me a little here. Even in the British House of Lords

there are no whips issued by any party. And what is the position here? Even my friends of the Communist Party are subject to a similar whip in the other House. The other day we saw the remarkable spectacle, when I had the House divided on the motion about the Joint Select Committee on Special Marriages Bill, that my friends of the Communist Party voted with the Government because of their party affiliations in both Houses,—and their overall party leadership is from the leadership in the other House and not from the leadership in this House. I say with great regard to all the parties concerned, but the fact remains that party whips are issued, political labels are paraded and Members are controlled in the Upper House by parties, a system which does not obtain in the House of Lords. This is to my mind is another objectionable feature which has got to be looked into.

Now, what about the Ministers? There is nowhere in the world an example where Ministers from the Upper House have audience and speech in the Lower House. This is our misfortune. I see my hon. friend the Law Minister has just left. There are very eminent people in the other House who occupy the treasury benches. Let us examine carefully as to why they should have right of audience. As my friend Dr. Ram Subhag Singh put it in a different way, it is to create opportunities for people to get into Government without being chosen by the electorate and without winning the elections. I regret it is a very abnoxious feature and it has got to be stopped.

Shri Nambiar (Mayuram): They can become Governors.

Dr. Lanka Sundaram: I am talking of the Upper House. It is a trifle cheap to expect the Prime Minister of the country, the leader of this House, to run post-haste after he makes a statement here, to read the same statement in the Council of States.

What happens to the leader of the Council? What are his functions? Why should these speeches be repeated parrot-like in the other House?

Shri S. S. More: More work for the typist!

Dr. Lanka Sundaram: It is only mere duplication of work, and unnecessary punctiliousness about the dignity of the Council, and sheer waste of public funds.

Having said this, Sir, I would like to draw the attention of the House to the so-called revisory functions of the Council of States. There is no time for me to go into details of the systems followed in various parts. What is the position today? I have drawn up an analysis and I want to be corrected if I am wrong. Twice during its existence the Upper House—Council of States—made amendments to Bills passed by this Hon'ble House. In one case the Upper House added the word "so" in one Bill. In the other case—I have got it written down here—it entered a provision for certain papers to be placed on the Table of the Council of States. In other words, a sort of a 'self-service' clause was added. These were the only two amendments that were made in six Sessions of the Parliament.

Shri Gidwani: There was another, a change of '3' to '5'.

Dr. Lanka Sundaram: That was a typographical error. I want the House to take me seriously. The so-called revisory function of the Upper House is nothing but a sham. On the contrary, more powers are sought to be given to the Upper House. The Upper House had this session occasion to discuss the General Budget even before this House. The discussion took place in the Upper House first. What for? I would like to have an answer from my friends opposite for what purpose the discussion was arranged in the Upper House first?

An Hon. Member: Just a matter of convenience.

Dr. Lanka Sundaram: It is a matter of party interest. Frankly speaking, one gets sick of speeches made in this House being repeated in the other House. I can give an extreme example, and I want my hon. friend Mr. Satya Narayan Sinha to bear with me. Our friend Mr. Nageswar Prasad Sinha introduced a Private Member's Bill on the banning of crosswords in this House, and a few days after that a Member from the other House copied that Bill word for word, including the printing mistakes, and introduced it in the Council of States, and we got copies of the same Bill circulated to us! This is something for which I cannot find any precedent in the history of Upper and Lower Houses in any part of the world. In other words, a sort of effrontery is going on. On the whole, what is happening is a deliberate encroachment on the rights and privileges of this House. The Public Accounts Committee controversy is fresh in our minds and the controversy on Joint Select Committee is before us. But for political reasons these additional functions would not have been annexed by the other House. I have to blame the party in power for having arranged these functions to be given to the other House.

There is no other Upper House in the world where there is question-hour similar to our own. It is absolute duplication and repetition. In the British House of Lords only six questions are permitted, and that too on two days in a week, and on very important issues. Here, day in and day out the tax-payer's money is thrown down the drain by having a question-hour in the Council; for what purpose I do not know.

Sir, I have got here certain precedents—my friend Mr. Gadgil is not here. The recent Constitutions of Turkey, Israel and other countries have done away with the Upper House. They do not have Upper Houses at all. What about Norway? There the Lower House is elected on a purely territorial basis, one-fourth of the

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elected members being re-elected to another House which functions as a revisory body, with specific duties and functions laid down. I would rather suggest that the Council of States as it is constituted today takes hold of specific issues like hydrogen bomb, 'rationalisation', or any other questions of that character and makes useful contributions, instead of merely repeating what exactly is happening here.

Finally, the theory of 'elder statesman' or doctrine of 'elder statesman' does not belong to the Upper House as is at present constituted. I can give you names—but it is unparliamentary—of those who are juniors, just teen-agers who have just left the colleges, in the Upper House.

An Hon. Member: But mature in thought.

✓ **Dr. Lanka Sundaram:** This is something extraordinary. Unless the Upper House is reconstituted on a functional basis, unless this, what may be called, 'mad drive' towards equalisation of powers of the Upper and Lower Houses is stopped, unless the Upper House functions within prescribed limits, without question-hour, without wrangles and the Ministers running helter-skelter, abolition would be the only alternative. I generally support the Resolution.

Mr. Chairman: Shri C. C. Shah.

Babu Ramnarayan Singh (Hazari-bagh West): Is there any list of speakers?

Mr. Chairman: I object to such sort of questions. I do not want any hon. Member to cast aspersions on the Chair by implication and begin to cross-examine the Chair.

Babu Ramnarayan Singh: I do not mean any aspersion.

Mr. Chairman: Then I do not know what the hon. Member means by this question except that the Chair is not

using its discretion rightly but is bound by some superimposed list.

Babu Ramnarayan Singh: I did not cast any aspersion. All I asked was whether your procedure is to select speakers from the list.

Mr. Chairman: Unfortunately the hon. Member was not in the House when a similar question was asked by another Member and the Deputy-Speaker was pleased to give an answer. This only amounts to asking why the hon. Member is not being called; otherwise I do not understand the meaning of this question.

Shri C. C. Shah (Gohilwad-Sorath): Sir, within the short time at my disposal I wish to deal with only a few questions touching this problem. In order to have a dispassionate consideration of this question I would request the hon. Members to lay aside certain considerations which have been imported into the discussion and as a result of which certain heat and emotion has been generated. Constitutional lawyers all over the world have differed over this question as to whether there should or should not be a Second Chamber and it will always remain a debatable question whether there is any necessity or utility of a Second Chamber. Therefore I would request the Members to consider this question purely from the constitutional point of view. Now, the list of grievances, for example, which Dr. Lanka Sundaram just now read out to us only shows that the relations between the two Houses should not be what they are at present, or it only shows that the composition of the Upper House should be on a different basis than the one that we have at present. The whole of his speech did not touch the fundamental question whether there should or should not be a Second Chamber and I submit that that is the only question which we are considering. This is not a party question at all as the speech of Dr. Ram Subhag Singh

shows, and Mr. More should be disillusioned by the speech of Dr. Ram not consider this as a party question Subhag Singh that Congressmen do at all. In fact, I may say, that those of us who were in the Constituent Assembly when the Constitution was being framed will remember that we gave long thought to this problem and there were long discussions before we came to the conclusion as to the necessity or utility of a Second Chamber. We should distinguish between the necessity of a Second Chamber in the State Legislatures and the necessity of a Second Chamber in the Centre. The two problems are entirely different. So far as the State Legislature is concerned, even while we were drafting the Constitution, we took the attitude that they may or may not be necessary. Therefore, option was given to the States to choose to have a Second Chamber if they considered it necessary. Even while considering the question of Second Chambers, we found it rather difficult so far as the States were concerned to find an electorate in the States. It was almost at the last moment that we were able to find an electorate for the Second Chambers in the States. But, so far as the Centre is concerned, the question is entirely different, particularly when it is a Federal Constitution. I do not know of a single Federal Constitution in the world which is without a Second Chamber. The reason is obvious namely in a Federal Constitution, as Shri Gadgil rightly pointed out, the States as such have a different point of view to present. So far as our Council of States is concerned, there is no comparison with the House of Lords. While the House of Lords is a hereditary aristocratic body, our Council of States is an elected body and is a body which is elected by the representatives of the people. Therefore, there is a fundamental distinction between a Second Chamber like the House of Lords and a Second Chamber like the one we have. I can appreciate that there may be a strong difference of opinion as to the men whom we have

elected at present to compose the present Council of States. Dr. Ram Subhag Singh may be dissatisfied with the type of men whom we have elected to constitute the present Council of States. That is an entirely different problem from the question whether we should have a Council of States or not. It may be that with better choice, we may have better men in the Council of States to represent the States.

A grievance has been made by Dr. Lanka Sundaram that an encroachment is being made during the course of two years on the rights of this House. It is up to us to prevent that encroachment. That by itself, I submit, is no ground for stating that there should not be a Second Chamber. Dr. Lanka Sundaram has spoken at the end of his speech not for abolition of the Second Chamber; he said that if the relations between the two Chambers were of a particular nature, if the Second Chamber were composed in a particular manner, if the Second Chamber were elected in a particular manner, he himself would not ask for its abolition, but would vote for it. I can understand that.

Shri S. S. More: That is an alternative pleading not the main contention.

Shri C. C. Shah: The alternative pleading shows that there is no case for abolition. That is all that I am trying to point out. You are perfectly right that this is an alternative pleading. My hon. friend Shri S. S. More, who is a lawyer, knows that when a lawyer says in his pleadings that, without prejudice to what I have said above, I say this, the Judge knows at once that the man is more keen about the second pleading or the alternative pleading rather than about the first one. I am quite sure that Dr. Lanka Sundaram is not so anxious about its abolition as its composition, the nature of the relations that should exist between the two Chambers.

Dr. Lanka Sundaram: Powers and functions.

✓ **Shri C. C. Shah:** I can entirely appreciate that plea. We have had hardly 1½ years during which to gain experience of the working of the Second Chamber. I respectfully submit that it would be hasty and premature to pass judgment at this stage and say that the Council of States should be abolished. I submit that the Constitution is a sacred institution and it is not amended easily and lightheartedly. The Council of States was created after the most ✓ mature deliberation. I submit we have not got experience enough to say that the Council of States has not discharged the functions for which it ✓ was created or that it is useless.

डा० राम सुभग सिंह : अभी विधान में अभीदारी एबोलेशन के सम्बन्ध में तो प्रमोवमेंट हुआ ।

Shri C. C. Shah: There is another aspect of the matter. We should also remember this. The House of the People retains the ultimate power even under our Constitution. Whatever may be his grievance against composition of the Council of States, I am sure he will not deny that the Council of States also contains men of eminence by whose experience we can profit.

Dr. Lanka Sundaram: Why 220?

✓ **Shri C. C. Shah:** We may not have a monopoly of all the wisdom merely because we call ourselves representatives of the people, elected by direct representation. In fact, it frequently happens that an election is not an easy job. Election is not a thing in which everybody would like to stand, however eminent and however useful he may be. There may be people in the country whose experience or whose wisdom will be useful and we must see that, even though they may not be willing to stand in an election, their experience and wisdom is available. The Second Chamber is intended for those by whose experience and ✓ wisdom we should profit and yet who

✓ are not prepared to stand the strain ✓ of an election.

✓ For example, I had been to the Commonwealth Parliamentary Conference in New Zealand in 1950. All the ✓ Commonwealth countries had collected ✓ there. One of the questions which we had to consider was whether a Second Chamber is necessary. Some of those who opposed a Second Chamber said very wittily that the Second Chamber is a place where the weary go to rest and the wicked cease to trouble. That is the description given by those who were opposed to the Second Chamber. Those in favour said that the Second Chamber is a place where we can profit by the wisdom of those who will not stand for an election and yet ✓ whose experience is available. I submit that in any event, it is premature to pass any hasty judgment.

Shri S. C. Samanta (Tamluk): I have given notice of an amendment to the original resolution which seeks to elicit public opinion whether there is a necessity for the existence of the Upper House both at the Centre and in the States in the future.

The decision to have an Upper House was taken in the Constituent Assembly. You know, Sir, that when this decision was made, in the Constituent Assembly, there were persons who voted against it. The decision was not taken unanimously. We have seen the work of the Second chamber at the Centre for more than two years. When we discussed the question of Second Chambers in the Constituent Assembly, two points were laid before us: there should be a check and men of worth in the country will be represented in the Parliament. As regards the check, what do we find when the other House sits? Bills are being introduced in that House, they are passed, they come to us and we pass them and they are enacted into laws. Where is the check?.

Dr. Lanka Sundaram: We are to be the revising House.

Shri S. C. Samanta: They first pass it then it comes to us we pass and it becomes law. Only financial

matters go from us and get some check there. So, the time has come when we should ponder over it and see whether this check is necessary or not. We have framed the Constitution. It is a sacred thing and in it we have provided for the existence of the Upper House. So, now it is our bounden duty to go to the people to take their verdict whether during these two years the Upper House has acted in a way that its future existence is necessary. Instead of taking any decision either by this House, by Parliament, or by Government, my contention is it should go to the public for their opinion.

As regards representation, twelve persons who have special knowledge or practical experience of literature, science, art, social service etc. have been nominated by the President. We need them, and my suggestion is these 12 persons should be nominated to the Lower House by the President, so that we can utilise the experience and knowledge of these persons in this House instead of incurring so much expenditure for conducting a big House like the Upper House.

As regards the existence of Upper Houses in the States, at that time the Members representing the States in the Constituent Assembly took a decision whether there should be Upper Houses in their States or not. When the case of West Bengal was considered, I was against it, I voted against it, but by a majority it was passed. So, my feeling which has been from that time against the existence of the Upper House is also prevalent now. I would request the Government not to go further but to take the opinion of the general public who are conversant with the working of both the Houses for these two years.

My friend who spoke last said the time has not come to ponder over the matter now, but two years have passed. By this time some members in the Upper House have retired and others have come. Two years is not an insignificant time. We have gained experience during this time. So,

66 P.S.D.

my suggestion is that public opinion should be taken in the matter.

My friend who spoke last said that under a federal constitution every country has an Upper House. I may cite England as an example. There, the Upper House is constituted of Lords, hereditary Lords.

Dr. Lanka Sundaram: Life Lords also.

Shri S. C. Samanta: But here what do we find? Excepting the persons having special knowledge of or practical experience in literature, science, art, social service etc., we find they are equal to us in all respects. So, if we want the experience and knowledge of these persons, let us welcome them to this House, and let us not incur so much expenditure on the other House. This is my personal thought. I am not going to impose my thought on the Government, but would request the Government to elicit public opinion so that we will be a real representative House, and we will be a real democratic House. I hope my amendment will be accepted by the Mover of the original Resolution.

The Minister of Home Affairs and States (Dr. Katju): We have heard many speeches and I think the debate has been a very useful one because it has indicated the trend of opinion which is prevailing on the topic. There are many Members who hold quite sincerely that a Second Chamber is a useless encumbrance, which serves no useful purpose. My other hon. friends have indicated the contrary opinion.

I should like, with your permission, to draw attention to some aspects to which it is necessary that we should pay great consideration.

The hon. Member who preceded me spoke about the Constituent Assembly. I have read some of the debates, and the House may take it from me that the Council of States was not established as an integral part of the Constitution without a thorough enquiry, thorough investigation and thorough

[Dr. Katju]

consideration, and after various points of view were expressed. My hon. friend said he opposed it, but the opposite view prevailed.

I shall go into the Constitution in a moment but we must pay attention to the Constitution itself. The Constitution is not a very simple proposition. It is desirable that the public in India—over 36 crores of people—should hold the Constitution in veneration. I am not saying that it is something immutable, that we cannot change it. Of course, we can change it and it can be suitably altered, but it should not be cultivated as a habit of mind—you are not satisfied with a particular provision of the Criminal Procedure Code alter it; or with any other all-India Act or a local Act, alter it. The Constitution stands on a footing of its own.

Please remember that so far as the Council of States is concerned, it is a part and parcel of our democratic structure. There is the President and along with the President is Parliament and article 79 of the Constitution says that Parliament means the two Houses—the House of the People and the Council of States—and the President.

This is a very serious matter. I am not saying for one moment that my hon. friend Mr. More or Dr. Lanka Sundaram were not right in expressing their views, but how much of time has expired? The Constitution was passed and it came into operation on the 26th January, 1950.

Shri S. S. More: Are you not prepared to respect the word of Mahatma Gandhi?

Dr. Katju: I am quoting nobody's words. I am quoting my own words. For God's sake listen.

Let me not look at him, Sir.

Dr. Lanka Sundaram: Turn your back,

Dr. Katju: This Parliament has been functioning now for two years. Very many unkind things have been said.

My hon. friend Dr. Lanka Sundaram gave a long list. He said Ministers should be Members of this House. He said we are a superior body. And there is duplication—why should there be duplicate statements? No new arguments are advanced, and so on and so forth. He even went into the ages. He said elderly people ought to be Members of the Council of States—there are teen-agers there. On that reasoning there should be no elderly person here at all! We should be all younger people. You divide the two Houses on the score of age: below fifty here, above fifty there!

Dr. Lanka Sundaram: All the retired lawyers should go there.

Dr. Katju: What I was going to say was this. I am not saying for one moment it is right or it is wrong. But the question is, this Parliament has now been functioning for only two years. What is the record? Can you point out any instance to show that the Council of States has been a stumbling-block and has not allowed laws to be passed? Have there been innumerable joint sittings where the House of the People, being the superior body, has had to intervene over and over again? Has the passage of laws been obstructed? How has the Council of States behaved? Has there been any single instance where the passage of laws has been in any way obstructed or delayed? There also, they discuss matters, but my hon. friend says it is all duplicate. I can speak with some knowledge here. We got the Preventive Detention (Amendment) Bill here, and we took six days in this House, but my hon. friend's counterparts there took only five days. Then we had the Press (Objectionable Matter) Amendment Bill, on which we took about sixteen hours, but in the other House, they took only thirteen hours. There also they talked, and they are entitled to talk. But what is the net result?

There is another factor, namely the factor of time. We must give time

to the public to decide whether on this vital matter, the whole organic structure of Parliament should be changed.

There is one other matter on which I should like to lay special emphasis. During the last twelve months, there has been rather a sad tendency on the part of this House to say, we are the superior people, and on the part of the other House to say, we are equals. The House is aware of all this, and I do not want to go into this at great length. Over and over again, that question has been raised. For instance, my hon. friend there referred to an incident in regard to questions and answers. In the House of Lords, there are no questions. There only three questions are put in a week....

Dr. Lanka Sundaram: Six in a week.

Dr. Katju:or something like that. Will hon. Members take it from me that when the original Rules were drafted, that was exactly what was proposed, viz., that the Council of States, like the House of Lords, should devote their attention to important topics? But every single Member there, irrespective of party affiliations, wanted some privilege or some opportunity to put questions.

Dr. Lanka Sundaram: What about the power of the purse?

Dr. Katju: Ultimately they said, we are prepared to give one concession, we shall have questions only on four days in a week, while in the House of the People, questions can be asked on five days in a week. So you see a sort of current flowing, namely disparagement of the Upper House in this House on the one side, and the anxiety on the part of the Upper House not to admit any lowering in position, excepting the one contemplated in the Constitution itself, viz., that it has nothing to do with money bills, budgets, etc.

Shri S. S. More: Is the hon. Minister arguing for the abolition of the other House?

Shri Namblar: Yes, in a way.

Dr. Katju: Otherwise, they are not prepared to say that their position is not equal.

Now, I would like to draw your attention to article 368 of the Constitution. We were indulging in rather—shall I say—very flowing language, and expressing our views either of the dislike of the Upper House or of the necessity of the Upper House, without considering the process which must be gone through before any change is effected. I would like to read, out article 368.....

Dr. Lanka Sundaram: Do not read, but launch it. That is to say, the procedure.

Dr. Katju: I attach the greatest importance to this aspect of the matter. What is the procedure prescribed by the Constitution itself, for bringing about an amendment of the Constitution? The House will permit me to read this short article, which runs as follows:

"An amendment of this Constitution may be initiated only by the introduction of a Bill for the purpose in either House of Parliament, and when the Bill is passed in each House by a majority of the total membership of that House and by a majority of not less than two-thirds of the members of that House present and voting, it shall be presented to the President for his assent and upon such assent being given to the Bill, the Constitution shall stand amended in accordance with the terms of the Bill...."

Please remember that for the purpose of enacting an amendment, the procedure of a joint sitting is not permissible. You must have it passed separately by each House of Parliament. My respectful suggestion to you is that this is the point that I wanted to labour. The question whether Parliament shall consist of two Houses as is the present structure.

[Dr. Katju]

or only one House is a matter of vital importance, to be discussed dispassionately and in an objective manner, without flinging, if I may say so, aspersions or doing anything like that, because, under the existing procedure by which amendments may be effected to the Constitution, each House must agree. My hon. friend has given us a list of what is happening today. Do you imagine that unless and until we discuss this matter in a friendly and cordial atmosphere, saying that this matter requires great consideration from the national point of view and so on, it is conceivable that the Council of States will agree to commit *hara-kiri*?

Shri Gidwani: Suppose the Congress Working Committee passes a resolution to that effect, it will be done.

Dr. Katju: You are not a member of the Working Committee.

Shri Gidwani: I am not a member, but I know how it can be done. If they pass a resolution, tomorrow it will be done. (*Interruptions*)

Dr. Katju: I really do not know what those hon. Members are saying. Just listen to them.....

Dr. Lanka Sundaram: He is seeking your protection, because he cannot defend himself.

Mr. Chairman: The hon. Minister is developing his argument. If he is interrupted like this, the thread of the argument stands the chance of being snapped.

Shri S. S. More: We are helping him only.

Dr. Katju: When you go to the Council of States, and when any question arises there, *vis-a-vis* the House of the People—take it from me because I am a common Minister who goes there, but you do not go there—you find that there apparently, the whole House is one. They become a solid mass as opposed to the House of the people, on such occasions. All party

distinctions simply vanish away, and they say, we are the House, we must have this thing or that thing.

Dr. Lanka Sundaram: Vested interest.

Dr. Katju: Do you imagine that when a serious discussion of this vital problem takes place in this House, as to what should be done or should not be done, and hon. Members here pass a resolution or indicate a desire or pass a bill by absolute majority or two-thirds majority, and the bill goes to the Council of States, they will simply sign on the dotted line, and say, because the House of the People says that we should commit suicide, we are going to commit suicide, here is our throat etc.? Let us be a little serious about this matter.

I rather regret the tone and the atmosphere introduced in this discussion by my hon. friends whom I love greatly, Dr. Ram Subhag Singh and Dr. Lanka Sundaram. They think this is not a serious matter at all. 'You can do what you like any time. You have just to say a word and they are gone. They will evaporate; the Council of States will evaporate by a sort of hydrogen bomb which may be dropped from here'. This is not so. This is a matter, as I said, of great importance. You had the Constituent Assembly and the previous discussions. All the points that were raised here were raised there. Mr. Samanta will agree with me that they were raised there and they were met. You may say we are trying to ape. My hon. friend over there particularly may call me by any name he likes. But I do not want to call myself an ape at all. (*Interruption.*) But the thing was done and the Constitution, as it stands, says—Parliament: two Houses, both equal, entitled to equal veneration. What is the good of throwing aspersions upon them, casting ridicule upon them? They are there. My hon. friend said: 'Oh, they are the fortunate few. Here am I. I have got into the dust....'

Dr. Ram Subhag Singh: There is no question of casting aspersions on them. I stated the fact. If he wants to challenge that fact, he can do it.

Dr. Katju: My point is this. I am not trying to blame him. Take, for instance, the Communist party. There are Members of the Communist party there and there are Members of the Communist party here. Now, will anybody say that a Member of the Communist party who has been elected to this House is, inside the party, considered to be a man of greater consequence, greater importance, because he has come by the process of election here and his elder brother—or younger brother—has gone to the Council of States by the vote in a Legislative Assembly? My hon. friend, Mr. Sundarayya is there. Does the Communist party hold Mr. Sundarayya in less respect than the Leader of the Communist party here? What is the good of saying 'Well, we come by the process of election. Therefore, we are the elect. The people who go there are of less value. We have come here to this House by election. The Members who have gone there had been elected by a limited, indirect method'. But so far as the Congress party is concerned, so far as the P.S.P. is concerned and the Communist party is concerned, they are equally entitled to great weight. The public considers them, venerates them. I do not go into names. But this is not fair. You say: 'The process of election—A.I. We are the chosen few. We have gone to the masses. Therefore, we are entitled to great consideration. You people, you are of the lesser breed. You have not gone through that struggle. You have come simply through a process of nomination'. Someone over there said 'nepotism, favouritism' and all that. Now, I say, Sir, with great respect to you, that the introduction of this spirit into this controversy is not desirable.

Dr. Lanka Sundaram: What about the facts?

Dr. Katju: It is not conducive to the matter being discussed in a proper atmosphere.

Therefore, I sum up my submission to you in this way. In the first place, we must recognise that our Constitution, as it stands at present, is based upon the fundamental structure that there shall be two Houses. You may disagree with it in principle; that I do not question. But it is the very basic structure. Some reference was made to the Legislative Councils in the different States. Parliament itself was conscious that it was a matter of lesser importance; because you remember, Sir, there is an article—article 169—which says that if the Legislative Assembly of a State passes a resolution, then Parliament may, by parliamentary legislation,—the usual procedure, joint procedure and all that—pass it. But so far as the Council of States is concerned, apart from the general power given for an amendment of the Constitution, there is not a trace in the Constitution itself suggesting that it is a light matter. It is a very important matter. I do say that we will be trifling with ourselves. I say to my hon. friends who have expressed opinions, that it will not be proper on our part to meddle with this structure so rapidly. We must at least give this question a term of five years. When the next General Election comes along, then you may make a sort of plank in your party programme and say.....

Dr. Lanka Sundaram: Will you make it?

Dr. Katju:...if we go there this time, we shall promote this legislation. We do not hold a mandate from the electorate on this. I do not think any political party, the Congress party or any other party over there raised this point during the course of its election campaign. No one did it. We all thought that we were going to have two Houses. Therefore, I say this question should not be touched at present till the next General Elections

[Dr. Katju]

are over and till the Indian people are consulted in this matter, in a proper manner. If political parties so desire, this may be considered.

Shri S. S. More: Have a plebiscite.

Dr. Katju: Secondly, I say this is a matter in which, in the national interest, discussion must proceed in a very very cordial atmosphere. I do not want the two Houses to be wrangling between themselves. Because, human nature being what it is, it is not desirable that any element of aspersion, any element of what may be called acerbity should be introduced. From that point of view, I thought that I had better draw the attention of the House to the provisions of article 368. So far as the merits of the question are concerned, I do not propose to express any opinion because till there is a mandate from the public, we should not go into it. When this Constitution was framed, Mr. Chairman, you are aware that for three years all aspects were discussed and we must allow it to stand as it is.

I do not want to meet, if I may say so, the smaller points which were raised. All these points are capable of correction by common consent.

Dr. Lanka Sundaram: Make a beginning with them now.

Dr. Katju: Therefore, I am not able to accept the Resolution. So far as the opinion of the House is concerned, though the speeches may not have been very many in number, the number of amendments which have been moved and which are diametrically opposite to each other go to show that this is not a simple question. On this matter, the public opinion as reflected in this House is strongly divergent.

Shri M. S. Gurupadaswamy (Mysore): Mr. Chairman, Sir, I thought that the Home Minister may not accept my Resolution. But, I expected a better defence from him.

Shri S. S. More: You are a bad optimist.

Shri M. S. Gurupadaswamy: While defending his case, he lost it.

An Hon. Member: He did not deal with the merits.

Shri M. S. Gurupadaswamy: He said that the Constitution is a very sacred document and should not be tampered with. I know it is. My Resolution also runs:

"the Second Chamber is unnecessary and steps may be taken to amend the Constitution."

While commending the Resolution, I was conscious of what I was doing. I know that the Constitution should not be interfered with in a light-hearted manner. The hon. Minister said that the other House should be consulted in this matter. The other House may not agree for this. That is true; we know that. But, just now, Mr. Gidwani interrupted him and said that the Congress party has got a majority both in this House and the other House. If a decision is taken by the Congress party, it will not be very difficult to amend the Constitution.

Shri S. S. More: With a hint from Panditji.

Shri M. S. Gurupadaswamy: He said that the Constitution should not be interfered with in a light-hearted manner. I want to know who framed the Constitution.

An Hon. Member: The majority.

Dr. Katju: The people of India.

Shri M. S. Gurupadaswamy: I ask, whether the people who framed the Constitution were those elected on adult franchise? No.

Shri S. S. More: A Congress caucus.

Shri M. S. Gurupadaswamy: It was framed by a select few who did not really represent the masses.

Shri Bhagwat Jha Azad: The views of the people are reflected in the last election.

Shri M. S. Gurupadaswamy: So, all the other parties—excepting the Congress Party—have been saying that the Constitution is an outmoded document and it should be amended. That has been the feeling of the majority of the people. (*Interruptions.*) Merely on the ground that the Constitution is a sacred document, you should not say that we should not interfere with it, or that you should not in any way amend it in spite of the fact that certain provisions of it are inherently bad.

7 P.M.

Dr. Suresh Chandra (Aurangabad): On a point of order. The hon. Member just stated that the persons who framed the Constitution did not represent the people. I feel that it is an insult to the Constitution. (*Interruption.*) The hon. Member has taken his oath in the House and so it is not open to him to say that the Constitution was not framed by those who represent it.

Mr. Chairman: There is no point of order here. Any person has a right to say that the Constitution should be changed, and even the Constitution itself provides for a change. Every word of the Constitution is liable to change. The Constitution is a thing which one should respect but it is not infallible nor immune from change. Many constitutions are made and they are changed, and any person may say that he does not accept the Constitution, but that does not go against any rules or any legal principle. We ourselves amended the Constitution. I do not think there is any point of order here.

Dr. Suresh Chandra: If I may say so, you have not understood my point of order. My point of order is not that the hon. Member has stated that he does not agree with every word of the Constitution, but my point of order is that he has insulted those people who have framed the Constitution.

Mr. Chairman: I may not have understood the point of objection according to the conception of the hon. Member, but I have no reason

to change my ruling, nor do I think that the hon. Member has insulted the framers of the Constitution.

Shri Nambiar: Facts are unpalatable to the hon. Member.

Shri M. S. Gurupadaswamy: I repeat what I said that the Constitution is not a sacred document and that document was not framed by the most representative people, and if there are drawbacks and loopholes in the Constitution, we are entitled to change it. Last time I was making a point that the Upper House was nothing but a reflex of the Lower House. If you see the political complexion and colour of the Upper House, it is nothing but a duplicate body, and you cannot avoid the impression that it is a political fossil of the previous age. It is more a luxury for us and we should not allow it to continue for long. The other day, I was giving some figures to justify my argument. I have worked out more figures today. Last time I said that there are enough competent men to frame, deliberate and carry on the work of legislation, and I said that there are 172 lawyers. Now, if you look at the composition of the House you will find there are 62 cultivators...

Mr. Chairman: These arguments ought to have been advanced earlier at the time the hon. Member moved his motion. It is now for the hon. Member to counter the arguments advanced by Members against his motion. Instead of doing that, he is giving new arguments. This is the time when he should address himself to the arguments advanced by the Home Minister and others against his motion.

Shri M. S. Gurupadaswamy: The Home Minister has not advanced any arguments and there is nothing to counter.

An Hon. Member: Then the hon. Member need not reply.

Shri M. S. Gurupadaswamy: There are certain points which are important, and I say that this House is

[Shri M. S. Gurupadaswami]

competent to make all legislations and that the Upper House is superfluous. I will in a minute show that the composition of the House is such that it represents all the interests in the land.

Shri S. S. More: Even vested interests.

Shri M. S. Gurupadaswamy: Of course. There are a good number of cultivators: they number 62. Businessmen number 49; educationists 32; journalists 33; retired civil and military service people 28 and public workers 84.

These are the age groups. Between 25 and 30: 19; between 30 and 35: 51; between 35 and 40: 63; between 40 and 45: 67; between 45 and 50: 78; between 50 and 55: 103.

Mr. Chairman: Nobody has taken objection to the representative character of this House.

Shri M. S. Gurupadaswamy: Between 55 and 60: 50; between 60 and 65: 30; between 65 and 70: 9; and above 70: 4.

This House from the point of view of age composition, from the point of view of its representative character, is quite competent to deal with the matter of legislation and the other House is not at all necessary.

The hon. the Home Minister was saying that the other House has been insulted by my bringing forward this Resolution.

Mr. Chairman: He never said that. What he said was that language derogatory to the other House should not be used.

Shri M. S. Gurupadaswamy: If I have heard him correctly, he said that this Resolution should not have been brought, because it tends to create

an atmosphere which is bad for the other House.

Sir, I have not moved this Resolution in a spirit of levity. We all believe that the other House has not been doing its work satisfactorily, and if it is doing any work at all it is nothing but duplication. On account of the existence of the other House, our House has been reduced to the position of a revisory body. That House has become the primary Chamber, while this House has become a secondary Chamber. It is very unfortunate. The Constitution provides equal powers for both the Chambers, except in financial matters. But all important legislative measures are being introduced in the other House and they are being passed on to this House for discussion. It is very unsatisfactory indeed. This House, being a representative body, a body which is elected directly by the people, should be given more respect, should receive better consideration at the hands of the Executive. This House has been treated all along in a way which is not befitting its dignity and status. So, I repeat that this Resolution is one which calls for consideration. I am not saying that as soon as this Resolution is accepted the other House should be abolished. All that I am saying is that steps should be taken to amend the Constitution, for which a Committee may be set up, if you choose. Or, if it is felt that public opinion should be ascertained, it may be circulated. I am not saying that the Upper House should be abolished immediately and now. I say that steps may be taken in this direction for abolition. The hon. Minister could have accepted this Resolution as it is innocuous and very simple. The hon. Minister was telling that it is a very grave matter, but I say it is a very innocuous Resolution which could have been accepted. Unfortunately it has not been accepted. I still repeat that in the interests of the country he may please reconsider the decision and he may himself come forward with such a move.

Mr. Chairman: Three amendments have been moved and I will now put them to the vote of the House. The question is:

That for the original Resolution the following be substituted:

"This House is of opinion that the time has now come when a high level Committee should be appointed to examine the working of Indian Parliament and other cognate matters including public opinion thereon, with a view to find out whether there exists any necessity for such a Chamber now at the Centre."

The motion was negatived.

Mr. Chairman: The question is:

That for the original Resolution the following be substituted:

"This House is of opinion that public opinion should be elicited whether the existence of a Second Chamber either at the Centre or in any State in India is at all necessary for the future."

The motion was negatived.

Mr. Chairman: The question is:

That at the end of the Resolution the following be added:

"With a view to abolish it."

The motion was negatived.

Mr. Chairman: The question is: ✓

"This House is of opinion that the existence of the Second Chamber at the Centre is quite unnecessary and steps may be taken to make the necessary amendments in the Constitution."

The motion was negatived. ✓

RESOLUTION RE. WORKING OF ADMINISTRATIVE MACHINERY AND METHODS AT THE CENTRE

श्री एल० एन० वासुदेवः (हरमन्मथेय्य):

सभापति जी, मैं निम्नलिखित प्रस्ताव सभा के सामने पेश करता हूँ। मेरा प्रस्ताव इस प्रकार है :

"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 reforming 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 safeguards provided for the existing services."

इस प्रस्ताव पर कुछ कहने के पहले मैं यह बात साफ कर देना चाहता हूँ कि इस

[श्री एस० एन० दास]

प्रस्ताव पर जो विचार विमर्श होगा या जो समालोचना होगी वह किसी व्यक्ति विशेष या किसी समूह विशेष या किसी वर्ग विशेष के खिलाफ नहीं होगी। इस प्रस्ताव का आशय यह है कि हमारा जो प्रशासन यन्त्र है या शासन प्रणाली है, वह प्रणाली हमारे मौजूदा राज्य के लिये, जिसने अपने ऊपर न केवल देश में अमन चैन रखने की जिम्मेवारी ली है, वरन् इस देश में एक ऐसा समाज कायम करने का निर्णय किया है कि जिस समाज में सामाजिक, आर्थिक और राजनीतिक न्याय सब को उपलब्ध होंगे उपयुक्त नहीं है। साथ ही साथ हमने अपने ऊपर यह जिम्मेवारी भी ली है कि समाज के कल्याण के लिये जितने भी आवश्यक काम हैं, चाहे वे आर्थिक हों, चाहे व्यावसायिक हों, चाहे व्यापार सम्बन्धी हों, हम उनको धीरे धीरे राज्य के हाथ में दे देंगे और उन कामों के लिये हमारा मौजूदा प्रशासन यंत्र प्रयाप्त नहीं है। इसलिये इस प्रस्ताव का आशय यह न समझा जाय जब कि हम कुछ इसके ऊपर बोलते हुए कोई कटु आलोचना या तीखी आलोचना करें या कुछ दूसरे सदस्य तीखी आलोचना करें तो वह आलोचना किसी संस्था विशेष किसी व्यक्ति विशेष या जो मौजूदा सरकार में काम करने वाले लोग हैं, उन के खिलाफ है।

सभापति जी, आज जो हमारे प्रशासन यंत्र हैं उन की कल्पना उस समय में हुई थी जिस समय कि हिन्दुस्तान गुलाम था। जिन लोगों ने इस यंत्र की कल्पना की, जिन के जरिए से इस तरह के यंत्र की स्थापना की गयी, उन लोगों का आशय था हिन्दुस्तान में अपने साम्राज्य को सदा के लिये कायम रखना। इसी विचार से अंग्रेजी शासकों ने हमारे देश में दो पद्धतियों का, शिक्षा पद्धति और शासन पद्धति का निर्माण इसलिये किया कि उन का राज्य हिन्दुस्तान में सदा के लिये

अमर रहे। अगर हिन्दुस्तान में क्रान्ति हुई होती, —शान्ति मय क्रान्ति हुई लेकिन अगर हम ऐसा परिवर्तन अपने देश में किये होते कि जिस से अंग्रेज लोग जो शासन अपने आप से दे गये अगर उन्होंने नहीं दिया होता, — और क्रान्ति से अपने देश की स्वतंत्रता हम ने हासिल की होती तो आज जो शासन पद्धति हमारे देश में कायम है वह शासन पद्धति कायम नहीं रहती। जिस विधान का हमने अपने मुल्क के लिये निर्माण किया, विधान में जो राजनीतिक आर्थिक या सामाजिक आदर्श हम ने अपने सामने रखे, उन आदर्शों को सामने रखते हुए हम अपने शासन के ढाँचे को, शासन के यंत्र को विधान बनाते हुए बदल देते, लेकिन हम ने अब तक उस को चलने दिया। चूंकि शान्तिमय क्रान्ति हमारे देश में हुई और अंग्रेजों ने अपने हालत को देखते हुए, या हमारे आन्दोलन को देखते हुए, इस देश का शासन हमारे हाथ में दे दिया इसलिये आज जो हमारे मुल्क में शासन पद्धति है या जो शासन का तरीका है, हमें उस समय उसे ज्यों का त्यों ले लेना पड़ा, जिस तरह से कि किसी व्यापारी को कोई रनिंग कनसर्न मिलता है। किसी व्यापारी के हाथ में कोई चालू कनसर्न अगर हाथ में आता है तो एकाएक वह उस में विषम परिवर्तन नहीं करता है। वह उसको लेता है, कुछ समय के लिये काम चला कर देखता है, उसकी पद्धति को देखता है, और फिर अपने अनुभव के अन्धकार पर उसमें परिवर्तन करता है। हमें मालूम है कि जब हमारा देश स्वतंत्र हुआ तो शासन के सामने कई कठिनाइयाँ आईं, कई महत्वपूर्ण समस्याएँ हमारे सामने खड़ी हो गईं और विधान बनाने में भी अत्यधिक समय हमारा गया। इसलिये हम शासन यंत्र के सुधार की ओर ध्यान नहीं दे सके जितना कि

हमें देना चाहिये था। इसलिये अब यह समय आ गया है कि जब हम को देखना होगा कि हमने अपने सामने जो आदर्श रखे हैं उन आदर्शों की पूर्ति के लिये यह हमारा शासन यन्त्र, यह हमारी शासन प्रणाली या काम करने का तरीका, चाहे वह व्यक्तियों की भर्ती करने के सम्बन्ध में हो चाहे उन की नौकरियों के सम्बन्ध में हो, चाहे दूसरी बातों के सम्बन्ध में हों, वे हमारे लिये अब उपयोगी हैं या नहीं। इसीलिये यह प्रस्ताव जो आज मुझे इस सभा के सामने रखने का मौका मिला है, इसकी आवश्यकता को साबित करने के लिये विशेष दलील देने की जरूरत बहुत कम है।

प्रेस में, प्लेटफार्म पर, पब्लिक में, पोलिटीशियन्स में, हर जगह इस बात की चर्चा है। चाहे आप वेहात में जाइये, चाहे आप शहर में देखिये, चाहे अखबार के पन्ने को उलटिये, चाहे राजपुरुषों की पुस्तकों और व्याख्यानों को पढ़िये, जिस तरह से शिक्षा पद्धति के सम्बन्ध में हर तरफ से टीका टिप्पणी आती है कि शिक्षा पद्धति हमारे देश की संस्कृति के उपयुक्त नहीं है, उसी प्रकार सं शासन पद्धति के बारे में भी आम विचार है कि ये हमारे लिये उपयुक्त नहीं है। जनता से लेकर जो राजपुरुष हैं उन तक सभी की राय है कि यह पद्धति हमारी नई जिम्मेवारी के लिये, नये उत्तरदायित्व के लिये काफी नहीं है। इसीलिये इस बात की आवश्यकता है कि हम जल्द से जल्द ऐसा कमीशन नियुक्त करें और उस कमीशन के द्वारा तैयार की गई रिपोर्ट आने के बाद ऐसी पद्धति का अपने देश में निर्माण करें कि जिस के जरिये से हम अपने नये काम को, बड़ी से बड़ी जिम्मेवारी को और जो नये उत्तरदायित्व हमारे सामने आए हैं, उन को हम अच्छी तरह से निभा सकें।

सभापति जी, इस मौके पर यह देखना होगा कि हमारी जो वर्तमान शासन पद्धति है और उस में जो त्रुटियां हैं वह किस तरह दूर की जा सकती हैं। जैसा कि मैंने अभी कहा कि इस पद्धति का निर्माण उस समय में हुआ था कि जिस समय में केवल सरकार का काम यह था कि देश में शान्ति और व्यवस्था को कायम रखें और अंग्रेजी राज्य को कायम रखें, इसलिये जो व्यक्ति इस पद्धति में नियुक्त हुए उनके सामने आदर्श यह नहीं था कि वह जनता की सेवा अधिक से अधिक कैसे कर सकेंगे, उनका आदर्श था कि हमारे मालिक अंग्रेज हम से कैसे लुभा हो सकेंगे। इसलिये सब से बड़ा अवगुण जो इस पद्धति में है वह यह है कि इसकी जो परम्परा है, ट्रेडीशनस हैं वे बहुत ही बुरी हैं जिस पद्धति या यंत्र के सामने पुलिस स्टेट का आदर्श हो—उस यंत्र से सर्वोदय समाज की स्थापना का आदर्श चल नहीं सकता और पुराना यंत्र इस ध्येय की पूर्ति के लिये सर्वथा अनुपयुक्त है।

डा० राज सुभग सिंह : (शाहाबाद—दक्षिण) बेलफेयर स्टेट का आदर्श है जिसके मानी कल्याणकारी राज्य के हैं।

श्री एस० एन० दास : सर्वोदय समाज ही कल्याणकारी राज्य है। इसलिये जरूरत इस बात की है कि वर्तमान पद्धति की जो पुरानी ऐतिहासिक पृष्ठभूमि है, उसमें हम क्रान्तिकारी परिवर्तन करें। क्रान्तिकारी परिवर्तन करने के लिये विचार की आवश्यकता होती है, बिना विचार किये हुए अगर हम आज इस छोड़े समय में ऐसे परिवर्तनों की तरफ सभा का ध्यान खींचे तो यह न तो सम्भव ही है और न उचित ही है, इसलिये मैंने पार्लियामेंट में इस तरह का प्रस्ताव पेश किया है कि इसके लिये एक कमीशन की नियुक्ति होनी चाहिये

[श्री एस० एन० दास]

समापति जी, मैं यह जानता हूँ कि जब से हनुस्तान के हाथ में अपने देश का राज्य आया है, तब से इस सम्बन्ध की चर्चा थोड़ी बहुत होती रही है। मुझे स्मरण है कि सन् ४७ या ४८ में केन्द्रीय सेक्रेटेरियट का संगठन या पुनर्संगठन करने के लिये हमारे पूज्य मंत्री श्री गोपलरवामी आयरंगर के जिम्मे यह काम सिपुर्द किया गया था और इस सम्बन्ध में उन्होंने एक रिपोर्ट भी पेश की थी। लेकिन इस रिपोर्ट के मुताबिक जो थोड़े से परिवर्तन हुए वह ऐसे परिवर्तन थे कि जिस परिवर्तनों से विचारधारा का परिवर्तन नहीं हुआ परम्परा का परिवर्तन नहीं हुआ वे परिवर्तन तो उसी प्रकार के थे जैसे किसी बड़े मकान में थोड़ी और छोटी मरम्मत कर दी जाय, मरम्मत के समान यह चीज हुई। बाद में इस सम्बन्ध में श्री ए० डी० गोरवाला जो रिटायर्ड आई० सी० एस० हैं और जो उद्योग-पतियों के साथ काम करते हैं उन्होंने भी कुछ किताबें लिखीं और प्लानिंग कमीशन के कहने पर प्रशासन सम्बन्धी एक रिपोर्ट भी उन्होंने तैयार की है।

श्री बंसल : उद्योग पतियों के साथ काम नहीं करते हैं।

श्री एस० एन० दास : इसके साथ ही साथ अमरीका के फोर्ड फाउण्डेशन के एक विशेषज्ञ श्री ऐप्लि बी ने भी सरकार के कहने से इस शासन के सम्बन्ध में सर्वे करके एक किताब लिखी है। प्लानिंग कमीशन ने भी अपनी अन्तिम रिपोर्ट में प्रशासन के सम्बन्ध में बहुत सी रायें दी हैं, इन सब की विवेचना करने के बाद, इन सब को पढ़ने और थोड़ा बहुत मनन करने के बाद मैं इस नतीजे पर पहुँचा हूँ कि सब की यह राय है कि वर्तमान शासन पद्धति हमारे वर्तमान कर्तव्य और जबाबदेही के लायक नहीं है। कांग्रेस की राय भी कुछ इसी रूप में प्रकट

हुई है। बकिंग कमेटी में जो प्रस्ताव पास हुआ था उसके देखने से पता चलता है कि वहाँ भी यह कहा गया कि वर्तमान शासन प्रणाली में परिवर्तन करना चाहिये और बकिंग कमेटी ने इसकी आवश्यकता महसूस की और हमारी कांग्रेस कमेटी के माननीय मंत्री श्री एस० एन० अग्रवाल जो यहाँ पर मौजूद हैं इन्होंने अखबारों में जो लेख लिखे हैं और भाषण दिये हैं, उन सब का भी सारांश यही है कि इस शासन पद्धति में परिवर्तन करने की आवश्यकता है। यहाँ पर मैं यह बतला दूँ कि जितनी रिपोर्टें अभी तक इस सम्बन्ध में आई हैं वह सब अधूरी हैं, हर दृष्टि से उन में विचार नहीं किया गया है, हर बात की जानकारी हासिल नहीं की गई है, जैसे सेक्रेटेरियट में कैसी पद्धति कायम की जाय, इसमें नहीं आया गया है, दूसरे सर्विसेज के रिक्लूमेंट की पद्धति क्या हो, इसका विचार नहीं किया गया है, तीसरे सर्विसेज के अनु-शासन सम्बन्धी नियम कैसे हों—इसकी चर्चा नहीं हुई। मुझे दुःख के साथ कहना पड़ता है कि सन् १९५१ में हम लोगों ने उस संसद में आल इंडिया सर्विसेज ऐक्ट नाम का एक कानून पास किया था और उस कानून में यह अधिकार सरकार को दिया गया था कि रिक्लूमेंट के सम्बन्ध में और टर्म्स एन्ड कंडीशन्स आफ सर्विसेज के सम्बन्ध में और कर्मचारियों को जो काम के तरीके होंगे उसके सम्बन्ध में क्या नियम, शर्तें और कानून होंगे, इन सब चीजों के लिये नियम बना करके संसद के सामने उन्हें पेश करें, लेकिन मुझे जहाँ तक मालूम है अभी तक वह स्टेस और रेगुलेशन्स सरकार ने संसद के सामने पेश नहीं किये हैं। यह सब बताता है कि हम जितनी बड़ी जिम्मेदारी अपने ऊपर लेकर चले हैं, अपने शासन-यंत्र की तरफ जितना ध्यान देना चाहिये, उतना ध्यान हम उस ओर नहीं दे सके हैं

और जो कुछ भी जांच पड़ताल अभी तक हुई है वह ठीक है कि उनके आधार पर हमने कुछ परिवर्तन किये हैं। इधर उधर घर में तबदीली की है, लेकिन पुराने घर का ढांचा और बुनियाद अभी भी कायम है और मैं कहना चाहता हूं कि यह ऐसा घर नहीं है जिसमें हम हिन्दुस्तान की वेलफेयर स्टेट को सुरक्षित रख सकते हैं। इसलिये हमने यह प्रस्ताव किया है कि इसके लिये एक आयोग अथवा कमीशन बनाने की अत्यन्त आवश्यकता है और उस आयोग को वे सभी काम सौंपे जायें जिनका विवरण मैंने अपने प्रस्ताव में दिया है ताकि वह आयोग हर एक बात को विवरण में जांच करके अपनी रिपोर्ट सरकार के सामने जैसे जैसे वे तैयार होती जायें भेजता जाय और सरकार उसको कार्यान्वित करती जाय। यहाँ मैं यह कहना चाहूंगा कि जिस तरह उद्योगों के सम्बन्ध में परामर्श देने के लिये कमीशन नियुक्त है, सरकार प्रशासन के सम्बन्ध में परामर्श प्राप्त करने के लिये एक कमीशन की स्थापना करे। शासन यंत्र में परिवर्तन करने और सुधार करने की ज़रूरत अनुभव के आधार पर हुआ करती है। सरकारी अनुभव का अध्ययन करके कमीशन इसके सम्बन्ध में बराबर परामर्श दिया करेगा। सरकार के पास इतना समय नहीं है सरकार के मंत्रियों के पास इतना समय नहीं है कि वह विवरण में जाकर सारी बातों को देख कर समय समय पर उसके मुताबिक परिवर्तन करें और हम लोग जो जनता के प्रतिनिधि बनकर आते हैं उन लोगों के पास सिवाय समालोचना करने के इतना समय नहीं है कि हम कोई एक विवरणात्मक सुझाव उनको दे सकें, इसलिये ज़रूरत इस बात की है कि एक स्थायी आयोग इस काम के लिये बनाया जाय जो कि समय २ पर शासन पद्धति को देखकर और हर तरीके को देख कर बराबर सरकार को उनके सम्बन्ध

में परामर्श देता रहे और सरकार संसद की राय लेकर उसके अनुसार समय २ पर परिवर्तन करती रहे।

सभापति जी, मैं आप से कह रहा था कि यह जो प्रशासन है, इसकी विशालता का अन्दाज़ इसी बात से किया जा सकता है कि पिछली मर्दमशुमारी के मुताबिक तीस लाख से भी अधिक लोग इस देश के सार्वजनिक सेवाओं में लगे हुए हैं। व्यक्तिगत उद्योग जितने हमारे सारे देश भर में चलते हैं और उनमें जितने लोग काम करते हैं उनसे कहीं अधिक लोग इस प्रशासन यंत्र में काम करते हैं, लेकिन इनकी भरती के और इनकी सेवा के जो नियम चालू हैं वह वही १८५७ या १८८५ कहिये या उसके बाद जो सन् १९३५ ई० का गवर्नमेंट आफ इंडिया ऐक्ट है, उस ऐक्ट के अन्दर जो रूल्स और रेगुलेशन्स आदि बने हुए हैं वे ही कानून और नियम अभी तक जारी है। कांस्टीट्यूशन के अन्दर संसद् को बहुत से अधिकार दिये गये हैं जो संसद् के सदस्य कर सकते हैं परन्तु संसद् अभी तक उन विषयों के सम्बन्ध में कानून नहीं बना पायी है। संविधान में कहा गया है कि जब तक संसद् में कानून के जरिये इन बातों का निर्णय न हो तब तक राष्ट्रपति अपने विशेषाधिकार से बीच वाले समय में उन्हीं कानूनों को अथवा उन में कुछ थोड़ा बहुत अदल बदल करके जारी कर सकते हैं

Mr. Chairman: May I take it that the hon. Member will speak for some more time?

Shri S. N. Das: Yes.

Mr. Chairman: The House will now stand adjourned till 2 p.m. on Monday the 5th April, 1954.

The House then adjourned till Two of the Clock on Monday the 5th April, 1954.