

Par. 821152

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Friday,
23th September, 1955

PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE

OFFICIAL REPORT

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LOK SABHA

Friday, 23rd September, 1955

The Lok Sabha met at Eleven of the Clock.
[MR. SPEAKER in the Chair]

ORAL ANSWERS TO QUESTIONS

विश्व जनसंख्या सम्मेलन

*२०६१. श्री कृष्णाचार्य जोशी : क्या गृह-कार्य मंत्री यह बताने की कृपा करेंगे कि १९५४ में रोम में हुये विश्व जनसंख्या सम्मेलन में किन-किन मुख्य मद्दों पर चर्चा हुई थी ?

संचार उपमंत्री. (श्री राज बहादुर) : बहुत से विषयों पर कई बार बहस हुई, इनमें कुछ तो बिल्कुल तांत्रिक थे और दूसरे जनता के हित के लिये थे। बहस के लिये कुल २८ बैठक हुई और बाद में तीन तीन घंटे की दो बैठकें हुई, जिनमें बैठकों के खास खास आलोचनाओं के नतीजों पर दुबारा विचार किया गया। राष्ट्रीय और अन्तर्राष्ट्रीय दृष्टि से जी विषय महत्वपूर्ण थे, उनमें निम्नलिखित भी शामिल थे :

(क) मौत और पैदाइश का झुकाव।

(ख) अन्तर्राष्ट्रीय और आन्तरिक एक स्थान से दूसरे स्थान को आना जाना (माइग्रेशन)

(ग) जनसंख्या का भविष्य।

(घ) जनसंख्या के समग्र से पहले बढ़ होने के परिणाम।

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(ङ) आर्थिक तथा सामाजिक उन्नति की जांच।

(च) जनसंख्या के बदलने से सामाजिक हालत।

(छ) जनसंख्या से सम्बन्ध रखन वाले कानून, सरकारी कार्यक्रम और सेवायें।

(ज) चतुर कार्य-कर्त्ताओं की भर्ती और ट्रेनिंग।

श्री कृष्णाचार्य जोशी : क्या मैं जान सकता हूँ कि इस सम्मेलन में किन किन राष्ट्रों के प्रतिनिधि उपस्थित थे ?

श्री राज बहादुर : इस सम्मेलन में लगभग ७० राष्ट्रों के प्रतिनिधि उपस्थित थे जिन में स्वतंत्र अथवा अस्वतंत्र दोनों प्रकार के राष्ट्र सम्मिलित हैं। उनमें मुख्यतः यूनाइटेड स्टेट्स, पश्चिमी यूरोप के देश, जापान, इंडिया, ईजिप्ट, ब्राजील, यू० एस० एस० आर०, पोलैंड, चेकोस्लेव्किया, बल्गारिया और हंगरी आदि आदि थे।

श्री कृष्णाचार्य जोशी : क्या मैं जान सकता हूँ कि इन विषयों में से कौन कौन से विषय आचरण में लाये जायेंगे ?

श्री राज बहादुर : जैसा मैंने निवेदन किया, इन विषयों पर न कोई प्रस्ताव पास हुआ और न कोई रिपोर्ट का ही सवाल उठा। किन्तु आपस में अनुभवों का आदान प्रदान हुआ और उन अनुभवों को दृष्टि में रखते हुये यह एक बात स्पष्ट रूप से सब के सामने आयी कि कौन से वैज्ञानिक ढंग या आचार पर कोई भी सरकार

या पब्लिक बॉडो नीति सम्बन्धी निर्णय ले सकती है। दूसरे जनसंख्या की दिशा में एक ढंग और तरीके से खोज और अन्वेषण किया जाय इसको भी प्रोत्साहन मिला।

सठ अचल सिंह : क्या माननीय मंत्री महोदय यह बतलाने की कृपा करेंगे कि गवर्नमट ऑफ इंडिया की ओर से इस कांफरेंस में किसने प्रतिनिधित्व किया ?

श्री राज बहादुर : इनमें से तीन तो सरकारी सज्जन थे, जिनको सरकार ने मनोनीत किया था और शेष अपनी व्यक्तिगत हैसियत से गये थे लेकिन वे भी अपने देश की तरफ से गये थे। इनमें थे :

- (१) डा० लंका सुन्दरम्, एम० पी०
- (२) डा० के० सी० के० ई० राजा, डी० जी० एच० एस०, मिनिस्ट्री ऑफ हेल्थ।
- (३) श्री एस० आर० जैन, डाइरेक्टर लेबर ब्यूरो।
- (४) प्रो० एस० चन्द्रशेखर।
- (५) श्री अजित दास गुप्ता, आई० एस० आई०
- (६) श्री डी० बी० लाहिरी, आई० एस० आई०, कलकत्ता।
- (७) प्रो० के० बी० माधव।
- (८) प्रो० डी० एन० मजूमदार, लखनऊ यूनिवर्सिटी।
- (९) डा० के० एन० राज, दिल्ली स्कूल ऑफ इकॉनॉमिक्स, दिल्ली
- (१०) डा० एल० डी० संघवी, डाइरेक्टर, इंडिया केंसर रिसर्च सेंटर, बम्बई।

(११) श्री निकंठ यू० सोबानी, गोखले इंस्टीट्यूट, पूना।

(१२) श्री एस० आर० सेन, मिनिस्ट्री ऑफ फूड एंड एग्री-कल्चर।

(१३) डा० बी० नाथ, प्लानिंग कमिशन।

Basic Schools

***2092. Shri Jhulan Sinha :** Will the Minister of Education be pleased to state the amount of aid given to the State of Bihar during the year 1954-55 for conversion of the existing Primary Schools into Basic Schools?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : Rs. 3,85,604.

I may state for the information of the hon. Member that this sum of Rs. 3,85,604 has been sanctioned in favour of the Bihar Government for conversion of 8 elementary schools into basic schools and for improvement of 399 basic schools. In addition to this a sum of Rs. 43,133 has also been paid by the Central Government to enable the Bihar Government to open or improve basic training institutions in order to utilise the trained personnel for the conversion of their existing primary schools into basic schools.

Shri Jhulan Sinha : May I know if the Government has received any report from the Bihar Government about the progress of conversion of these schools into basic schools ?

Dr. M. M. Das : Only two days back we have received a telegraphic reply from the Bihar Government in which they have informed us that 5 ordinary primary schools have been converted into basic schools.

श्री बिभति मिश्र : क्या सरकार को पता है कि महात्मा जी ने जो बुनियादी शिक्षा का सिद्धान्त रखा है उसका शतांश भी इन स्कूलों में पालन नहीं होता है ?

Dr. M. M. Das : So far as we know it is being implemented.

Shri B. S. Murthy : May I know whether any time limit has been fixed for converting all the primary schools into basic schools and if so, what is the progress ?

Dr. M. M. Das : Only the other day I replied that we have to bring down our targets in the Second Five Year Plan and I said that only one-fourth of the total primary schools in the country will be converted into basic schools during the next Five Year Plan.

Statues

***2093. Shri S. C. Samanta :** Will the Minister of Education be pleased to refer to the reply given to starred question No. 2362 on the 18th April, 1955 and state the decision taken by Government regarding the statues of foreign rulers and others installed in public places?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): The matter is still under consideration.

Shri S. C. Samanta : Last time we were informed that the opinions of the State Governments have been received. May I know whether those opinions are conflicting and if so, how the decision will be taken?

Dr. M. M. Das : We do not say that they are conflicting but they are at variance with each other. Some of the State Governments are in favour of removal, some are in favour of partial removal and some say that they will be guided by the policy of the Central Government.

Shri S. C. Samanta : May I know whether the eminent historians of India have been consulted in the matter?

Dr. M. M. Das : We have not consulted the eminent historians of this land about this question, but, if my memory does not betray me, a few months back an eminent historian Sir Jodunath Sirkar published a letter in some newspaper in which he said that these statues etc. belong to history and that they should be preserved as historical monuments.

Mr. Speaker : Next question.

Shri Raghavachari : I want to put one question, Sir.

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

भूतपूर्व सैनिकों को पेन्शन

***२०९४. श्री भक्त बर्शन :** क्या रक्षा मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि भूतपूर्व सैनिकों से भारत सरकार को इस आशय की पिटीशन प्राप्त हुई हैं कि नये पेन्शन कोड का लाभ उन्हें भी प्रदान किया जाये ;

(ख) यदि हां, तो उस पर क्या निश्चय किया गया है; और

(ग) यदि सब भूतपूर्व सैनिकों को बड़ी हुई दरों पर पेन्शनें दी जायें तो सालाना कितना अतिरिक्त व्यय करना पड़ेगा ?

रक्षा उपमंत्री (सरदार मजीठिया) :

(क) जी हां ।

(ख) जो परमानेंट रैगुलर कमीशनड अफसर और अफसरों से निचले पदों पर काम करने वाले सैनिक २७ अक्टूबर १९४७ तथा २१ मई, १९५३ के बीच में डिसएबलमेन्ट या मृत्यु के कारण लिस्ट से निकाले गये हैं, उनकी डिसएबिलिटी पेन्शन, फॅमिली पेन्शन और भत्तों के लिये नये पेन्शन कोड के नियम तथा दर लागू कर दिये गये हैं ।

जो अफसरों से निचले पदों पर काम करने वाले सैनिक २६ जनवरी, १९५० तथा ३१ मई, १९५३ के बीच में साधारण पेन्शन, स्पेशल पेन्शन या मस्टरिंग आउट पेन्शन देकर सेना से निकाले गये हैं, उनकी पेन्शनों में कुछ ऐड हाक बढ़ती की गई है ।

(ग) यदि सभी फौजी पेन्शनरों पर नया पेन्शन कोड लागू कर दिया जाय, तो कितना सालाना फ़ालतू खर्च होगा, इसका अनुमान नहीं लगाया गया है ।

श्री भक्त बर्शन : माननीय मंत्री महोदय के उत्तर से स्पष्ट है कि सभी वर्गों के भूतपूर्व सैनिक पेंशनरों को न्यू पेंशन कोड की सुविधा नहीं दी जा रही है । क्या इसका यह अर्थ लगाया जाय कि उन्हें इसलिये दंड दिया जा रहा है कि उन्होंने पहले अंग्रेजों की सेवा की थी ?

अध्यक्ष महोदय : आर्डर आर्डर, यह सवाल नहीं उठता ।

श्री भक्त बर्शन : क्या गवर्नमेंट न इस सुझाव पर भी विचार किया है कि यदि सब पेंशनरों को यह सुविधा नहीं दी

जा सकती तो कम से कम उन पेंशनरों को तो यह सुविधा दे ही दी जाय जो कि १५ अगस्त १९४७ के बाद पेंशन पर गये हैं, ताकि वे स्वतंत्र भारत की नागरिकता का रसास्वादन कर सकें ?

सरदार मजीठिया : काफ़ी विचार के बाद यह फैसला किया गया है और इसमें अब कोई फ़र्क नहीं पड़ सकता ।

Sardar Iqbal Singh : May I know whether the Government propose to revise the pension scale of temporary commissioned officers because there exists a great amount of disparity in the scales of permanent commissioned officers and temporary commissioned officers ?

Sardar Majithia : Temporary commissioned officers only came on a very temporary basis and originally they had no understanding of getting any pension.

श्री अजित सिंह : क्या मैं पूछ सकता हूँ कि जो बैनिफ़िट्स दिये गये हैं उसमें जो रियासतों के साबिका फ़ौजी ये उनको भी शामिल किया गया है ?

सरदार मजीठिया : यह तो उन फ़ौजियों के लिये है जो इंडियन आर्मी में सर्व करते थे ।

श्री अजित सिंह : मैं पूछना चाहता हूँ कि इसमें रियासतों के भी फ़ौजी शामिल किये गये हैं या नहीं ?

सरदार मजीठिया : मैं ने कहा है कि सभी रियासती फ़ौजी जो हैं उन सभी ने इंडियन आर्मी में नौकरी नहीं की है । तो वह लाजिमी तौर पर उनमें नहीं हैं ।

Air Accident

*2098. **Shri Raghunath Singh :** Will the Minister of Defence be pleased to state :

(a) whether it is a fact that a single seater Jet Aircraft crashed on 9th July, 1955 at a distance of 64 miles from Hyderabad : and

(b) if so, the cause of the crash ?

The Deputy Minister of Defence (Sardar Majithia) : (a) Yes, Sir.

(b) The pilot lost control of the aircraft while practising aerobatics.

Shri R. N. Singh : How old was the aircraft ? Was it a second-hand aircraft ?

Sardar Majithia : There is no question of a second hand aircraft. The aircraft was quite new. It was a Vampire.

Shri G. S. Singh : May I know whether it is not a fact that 10 per cent of the pilots trained in the Indian Air Force are killed within two years of the completion of their training and if so, how these figures compare with the figures in other countries ?

Sardar Majithia : I do not know whether 10 per cent of the pilots are being killed. I am rather sceptical about that figure, but our rate of casualties is in no case more than in the air services in the other parts of the world.

Shri Joachim Alva : In view of the fact that the jets have come from the de Havilland factory in England, may I know whether an attempt is made to send our mechanics to England to watch the repairs and to have a periodical check-up of the aircraft once a year in England, in that factory, so that the knowledge obtained by us may be up-to-date in regard to these aircrafts ?

Sardar Majithia : Our aircrafts are assembled at H. A. L. here, and therefore, the case of our aircrafts coming from England does not arise. I should like to assure the House that our technical knowledge, so far as these aircrafts are concerned, is fully up-to-date.

Reserve Bank

*2099. **Shri S. N. Das :** Will the Minister of Finance be pleased to refer to the reply given to starred question No. 556 on the 4th March, 1955 and state :

(a) whether the Agricultural Credit Department of the Reserve Bank of India has since been reorganised and expanded as recommended by the Committee of Direction ; and

(b) if so, the present position in this regard ?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha) : (a) and (b). The relevant recommendation of the Committee of Direction of the All India Rural Credit Survey has been accepted by the Reserve Bank and a scheme for the reorganisation and expansion of the Agricultural Credit Department has recently been approved by the Central Board of the Reserve Bank. The Reserve Bank of India has been trying to expedite the implementation of the scheme which is expected soon to be done.

Shri S. N. Das : May I know whether any new branch of this department has been opened and, if so, at what place?

Shri A. C. Guha : I have stated that the Reserve Bank has just approved the scheme. The scheme has not yet been implemented. This department will continue to be under the overall charge of the chief officer. There will be three deputy chief officers, one in charge of the planning and re-organisation division, the second, with the inspection and operation division and the third, with the training, publications and general division. The question of opening branches in other towns will come up when these divisions have started functioning, and according to the load of work the branches may be opened.

Shri S. N. Das : May I know whether the question of the requirement of personnel, finance, etc. has been examined by the Reserve Bank and, if so, what is the requirement in these respects?

Shri A. C. Guha : Some staff is being recruited, or, at least a decision has been taken, and the recruitment is expected to take place very shortly. As regards the other things, I could not follow what the question was.

Shri S. N. Das : What is the amount that the Reserve Bank is going to spend in this regard?

Shri A. C. Guha : There would not be any financial difficulty. Whatever amount is necessary, the Reserve Bank will surely place it at the disposal of this department.

Shri Matthen : May I know whether any attempt is being made for the training of personnel by starting a school or a college for the boys?

Shri A. C. Guha : I have already stated that of the three new departments, one department will be for training, publication and general division, which will attend to the training of the required personnel, etc. I think the hon. Member knows that there are already one or two schools for training the personnel—the co-operative workers—one training college at Poona. I am not sure about one or two training centres.

Lignite

*2100. **Shri V. P. Nayar :** Will the Minister of **Natural Resources and Scientific Research** be pleased to state :

(a) whether the Central Government have received any representation from the State Government of Travancore-Cochin or other organisations in Travancore-Cochin to include in the Second Five Year Plan the working of the lignite available in the Warkalai region; and

(b) whether a detailed survey of the lignite belt starting from Warkalai region and going Northward has been made?

The Deputy Minister of Education (Dr. K. L. Shrimali) : (a) No, Sir.

(b) The systematic mapping and mineral survey of the Warkalai region have been taken up by the Geological Survey of India and the work is in progress.

Shri V. P. Nayar : May I know whether Government are aware that even as early as in the 1920's, a very detailed survey of lignite deposits of Warkalai belt had been made by an eminent geologist like Dr. King?

Dr. K. L. Shrimali : Some information was given but no systematic survey was done in Travancore-Cochin. The systematic survey started only in 1951-52.

Shri V. P. Nayar : In view of the fact that in the Warkalai cliffs alone, about 300 million tons of lignite are estimated to be present in the bowels of the earth and also in view of the fact that the whole of Kerala has not even one ton of coal extracted now, may I know whether Government has any programme to have a pilot project in this area?

Dr. K. L. Shrimali : The estimated reserve of lignite is about 276 million tons, and it is not known to what extent the lignite can be worked successfully, economically.

Shri V. P. Nayar : May I know whether Government have recently made any analysis of the lignite available from Warkalai with a view to find out the ash and water content?

Dr. K. L. Shrimali : Yes, Sir.

विदेशों में भारतीय विद्यार्थी

*२१०३. श्री के० सी० सोबिया : क्या शिक्षा मंत्री यह बताने की कृपा करेंगे कि :

(क) विदेशों में प्राइवेट तौर पर पढ़ने वाले कितने भारतीय विद्यार्थियों को १९५४-५५ में केन्द्रीय सरकार से वित्तीय सहायता प्राप्त हुई ;

(ख) इस प्रकार की सहायता की कुल राशि कितनी थी ;

(ग) इस प्रकार की सहायता प्राप्त करने के लिये क्या किन्हीं शर्तों को पूरा करना पड़ता है और यदि हाँ, तो उनका ब्योरा क्या है; और

(घ) क्या विद्यार्थियों को यह राशि वापस करनी पड़ती है और यदि हां, तो उसकी शर्तें क्या हैं ?

शिक्षा मंत्री के सभासचिव (डा० एम० एम० दास) : (क) ५३

(ख) ५१,६५३ रु०

(ग) और (घ). हां, जी, इसका विवरण सभा पटल पर रख दिया गया है। [बेलिये परिशिष्ट १०, अनुबन्ध संख्या ६०]

श्री के० सी० सोधिया : इस योजना को चालू हुये कितने साल हुये हैं ?

Dr. M. M. Das : This scheme was instituted in the year 1947.

श्री के० सी० सोधिया : इसमें जो ऋण दिया गया था उसकी चुकोती के भी कुछ आंकड़े हैं ? ऋण का चुकाना शुरू हुआ है या नहीं ?

Dr. M. M. Das : In the year 1952-53 the total recoveries were Rs. 7,341. In the year 1953-54, it was Rs. 3,293. In 1954-55, it was Rs. 26,129.

श्री अजित सिंह : हर एक स्टेट से कितने कितने आदमी भेजे गये और उनमें शेड्यूल्ड कास्ट के कितने थे ?

Dr. M. M. Das : I do not know how this supplementary question can arise. The main question relates to the loans given to students who were in difficult financial conditions in foreign countries.

Armed Forces Personnel

*2105. Shri P. L. Kureel : Will the Minister of Defence be pleased to state the steps taken for the amelioration of the financial conditions of the officers and men of the Armed Forces ?

The Deputy Minister of Defence (Sardar Majithia) : A statement is laid on the Table of the Lok Sabha, indicating the more important concessions sanctioned to officers and men of the Armed Forces. [See Appendix X, annexure No. 61.]

Shri P. L. Kureel : Is it a fact that the officers and men in the Armed Forces are not very happy about their present scale of pay & allowances and is it a fact that these allowances and pay have considerably gone down since the British regime ended ?

— Sardar Majithia : Firstly, about happiness, no one is ever happy with what he gets. About the allowances going down, I should say that, as a matter of fact, the pay and allowances have considerably increased.

Shri P. L. Kureel : Is it a fact that Admiral Pizey, before his retirement, submitted a note on the desirability of revising the present scale of pay and allowances, and if so, what action has been taken on that note ?

Sardar Majithia : As I said the Government, after very careful consideration, have decided on the present pay and allowances, and there is no question of further increase at the moment.

Sardar Hukam Singh : May I know if there was a proposal sometime ago to appoint a committee to go into these pay and allowances of Armed Forces and if so, may I know why it did not materialise ?

Sardar Majithia : I am not aware of any such proposal.

Shri Dhusiya : May I know if there are any differences between pay and allowances of some solidiers and officers and what are the grounds that lead to these differences ?

Sardar Majithia : That is a very long statement.

Machine Tool Prototype Factory, Ambarnath

*2106. Col. Zaidi : Will the Minister of Defence be pleased to state :

(a) whether all the machinery and machine tools purchased for the Machine Tool Prototype Factory, Ambarnath have been purchased through open tenders; and

(b) the value of machinery purchased from Messrs. Oerlikons and other sources respectively ?

The Deputy Minister of Defence (Sardar Majithia) : (a) No, Sir.

(b) From M/s. Oerlikons,
own stock or manu-
facture Rs. 60 lakhs

Supplied by M/s Oerli-
kons after purchasing
from other sources. Rs. 131 lakhs

Purchased by the Govt.
of India from other
sources Rs. 2.78
lakhs.

Col. Zaidi : In view of the colossal amount that has been spent on this, may I know why no global tenders were invited ?

Sardar Majithia : I venture to submit that this was only recently discussed for half an hour when this question was thoroughly gone into. Should I reply to this question?

Mr. Speaker : The only question is why global tenders are not invited.

Sardar Majithia : Because we thought that this firm would give us the technical know-how.

Shri Bhagwat Jha Azad : May I know whether tenders were also invited for such things which were available in India and whether it is a fact that those things were bought in the market by the Government at abnormally high prices; if it is so, what action has been taken?

Mr. Speaker : The hon. Member should not multiply one question into four.

Col. Zaidi : Is it the Government's view that simply because the firm gives the technical know-how, that is a justification for asking the firm to supply these machines and not inviting global tenders?

Sardar Majithia : It has happened in the past. The firm is now working and there is no question of going into these details now.

Shri V. P. Nayar : May I know whether, when this factory was first planned Government made any efforts to find out what, if any, small machines could be manufactured in India for use later on in this factory? May I also know whether any such machines have been ordered for the prototype factory in any of industrial undertakings in India?

Sardar Majithia : So far as I know there was no factory in India which produced prototype machinery. This is the first of its kind; naturally this factory can go on producing other machines of a similar type.

Military Education in Universities

*2107. **Thakur Jugal Kishore Sinha :** Will the Minister of Defence be pleased to state:

(a) the steps taken by Government for imparting military education to students in the Universities; and

(b) the basis on which grants are made to different Universities for military training?

The Deputy Minister of Defence (Sardar Majithia) : (a) Apart from instituting Senior Division of NCC, Central Government have taken no other steps to impart military education to students in Universities.

(b) No grants are given to Universities for this purpose.

ठाकुर युगल किशोर सिंह : क्या सरकार इस बात को सोच रही है कि युनिवर्सिटी के छात्रों को भी इस प्रकार की ट्रेनिंग दी जाय ?

Sardar Majithia : I have said that no grants have been given to the universities for this purpose.

Shri Bhagwat Jha Azad : Has any university in India asked the Central Government for providing compulsory military training in the university?

Sardar Majithia : That is a question for the Education Department of the States concerned. If the Education Department of the State or the university ask the Central Government to help them, that question will be considered when the request comes.

श्री भक्त दर्शन : क्या यह सच है कि प्रगली पंच वर्षीय योजना में यह व्यवस्था रखी जा रही है कि युनिवर्सिटी के सभी विद्यार्थियों को सैनिक शिक्षा दी जायेगी ?

Sardar Majithia : No, that is not a fact.

National Volunteer Force

*2108. **Shri Bhagwat Jha Azad :** Will the Minister of Defence be pleased to state the steps taken to maintain continuity of National Volunteer Force training after the closing of training camps?

The Deputy Minister of Defence (Sardar Majithia) : There is at present no plan to hold further training camps for those who have once completed the National Volunteer Force training.

Shri Bhagwat Jha Azad : May I know whether there is any scheme in view to utilise the services of these volunteers, who are trained in any manner?

Sardar Majithia : After completing training, they sign a sort of pledge saying, "I solemnly affirm that if I am called upon to serve my country, I will respond to such call and make every endeavour to do service in whatever way I can;" or something like this. Besides that there is nothing definite.

Shri Bhagwat Jha Azad : May I know whether this training course for the N.V.F. also includes training in arms?

Sardar Majithia : It does not contain any training in arms.

Shri Bhagwat Jha Azad : May I know whether, in view of the fact that the moment the rising dusts left by the trainers lie low, the members of the N.V. F. go almost sleeping, do Government propose to have any scheme so that at least once a year they may be called for some refresher training course or some such thing ?

Sardar Majithia : I controvert the first part of the question; if the hon. Member has a little patience, he will realise that in camp the increase in their weight shows that they are definitely better looked after.

Shri B. S. Murthy : May I know whether any attempt has been made to use these forces in flood-affected areas ?

Sardar Majithia : No, not to my knowledge.

Astrological Forecasts

*2109. **Shri Matthen :** Will the Minister of Home Affairs be pleased to state whether Government propose to stop the abuse of astrological forecasts through the newspapers ?

The Deputy Minister of Communications (Shri Raj Bahadur) : The question of placing a check on forecasts of a harmful nature is under consideration.

Shri Matthen : May I know if some hon. Minister are also indulging in this ?

Shri Raj Bahadur : To our knowledge, no.

Shri Kamath : Is it not a fact that while astrology itself may be a science which calls for systematic research, it is only quacks in that science, just like quacks in all other sciences including the science of Government, that should be dealt with ?

Mr. Speaker : Order, order. I do not allow this question.

Shri Ramachandra Reddi : May I know whether astrology has been recognised by the Government as a science ?

The Minister of Home Affairs (Pandit G. B. Pant) : Whether it be a science or an art, I think it is for persons who have studied that subject to give their opinions. It is a matter of opinions. I am prepared to say that it is both or it may be neither.

सशस्त्र बलों में भर्ती

*2111. **श्री पी० एल० बारूपाल :** क्या रक्षा मंत्री यह बताने की कृपा करेंगे कि जनवरी से ३१ अगस्त, १९५५ तक सेना, नौसेना और वायुसेना में कितने व्यक्ति भर्ती किये गये ?

रक्षा उपमंत्री (सरदार मजीठिया) : यह जन-हित में न होगा कि पृथ्वी हुई सूचना दी जाय ।

Shri Joachim Alva : While fully maintaining the ideals of a Central State and also finding that the Sikhs, Christians and Anglo-Indians have been given more than ample representation in the Armed Forces do Government propose to give this adequate representation to Scheduled Castes and Harijans ?

Mr. Speaker : I do not think this question arises out of this. It is too wide and does not come under the original question.

Sardar Hukam Singh : May I know whether it is a fact that certain sections like paratroops are restricted for certain classes of Indians ?

Sardar Majithia : No, not to my knowledge.

States Reorganisation Commission

*2116. **Shri M. L. Agrawal :** Will the Minister of Home Affairs be pleased to state whether the report of the States Reorganisation Commission will be published as soon as it is ready or whether its publication will be postponed until Government have considered their recommendations and formulated their opinion thereon ?

The Deputy Minister of Communications (Shri Raj Bahadur) : The matter is under consideration and a definite decision will be taken when the Report is received by Government.

Shri M. L. Agrawal : May I know whether the House will have an opportunity to express its views before the recommendations of the States Reorganisation Commission are implemented ?

The Minister of Home Affairs (Pandit G. B. Pant) : Of course this House will have a full opportunity for discussing the matter. No changes can be made without the sanction of Parliament.

Shri M. L. Agarwal : May I know what is the basis of the comments disclosures appearing in the press made by the Chief Ministers of Andhra and Travancore-Cochin regarding the recommendations of the Commission with respect to their States ?

Pandit G. B. Pant : I think the temptation to speculate sometimes infects Ministers.

Shri M. L. Agarwal : May I know how long it would take to place the report before the public ?

Pandit G. B. Pant : The publication of the report need not take much time. It has not yet reached us. It is difficult to make a precise statement at this stage.

Shri M. L. Agrawal : May I know if the publication of the report, the implementation of the recommendations and the expression of the views of this House and the States is likely to postpone the general election programme ?

Mr. Speaker : Order, order. This does not arise.

Shri N. M. Lingam : Is it not a fact that the Prime Minister and the Home Minister have been asking the nation to be calm over the recommendations and not to create disturbances and accept the recommendations as they are ? If so, what is the difficulty of the Government in publishing the recommendations as soon as they are submitted to the Government ?

Pandit G. B. Pant : I have been requesting the people to be in a receptive mood and to examine the recommendations of the Commission with due regard for the status, integrity, experience and character of the authors of the report, and I expect that all will try to accept the recommendations so far as they possible can. It is only when they find no other alternative that they will put forward other proposals and those too in a calm, detached and dispassionate manner.

विदेशी धर्म प्रचारक

*२११६. **श्री कृष्णाचार्य जोशी :** क्या गृह-कार्य मंत्री यह बताने की कृपा करेंगे कि १९५५ में अब तक कितने विदेशी धर्म प्रचारकों को देश में प्रवेश करने दिया गया है ?

संसार उपमंत्री (श्री राज बहादुर) : ३६३ मामलों में प्रवेश पत्र देने का अधिकार दिया गया है। इनमें से भारत में सचमुच कितने आये इसकी सूचना हमारे पास नहीं है।

Shri Krishnacharya Joshi : May I know the total number of foreign missionaries who are working in India at present ?

Shri Raj Bahadur : It is difficult to say. I have given the number for this year. I can give the number authorised and refused from 1st January to 1st September 1954: 274 and 180 respectively.

Shri Krishnacharya Joshi : What are the main activities of these foreign missionaries in India ?

The Minister of Home Affairs (Pandit G. B. Pant) : They are humanitarian and evangelical.

पंडित श्री० एन० तिवारी : क्या मैं जान सकता हूँ कि यह जो नये लोग विदेशों से आते हैं, जो दूसरी जगहों से हिन्दुस्तान के पासपोर्ट लेकर आते हैं, उनके सम्बन्ध में क्या स्टेट गवर्नमेंट्स को ऐसे आदेश नहीं दिये गये हैं कि उनकी सूचना केन्द्रीय सरकार को दी जाये ?

पंडित जी० बी० पन्त : स्टेट गवर्नमेंट्स से मश्विरा किया जाता है जब कोई आता है।

पंडित श्री० एन० तिवारी : मंत्री महोदय ने कहा था कि मुझे मालूम नहीं कि कितने लोग आये। मैंने यह पूछा था कि क्या स्टेट गवर्नमेंट कोई ऐसी सूचना केन्द्रीय सरकार को नहीं देती जिस से कि मालूम हो कि अमुक व्यक्ति नये आये या अमुक व्यक्ति नहीं आये ?

श्री राज बहादुर : प्रश्न यह किया गया था कि कुल अब तक जितने आ चुके हैं उनकी संख्या कितनी है। मैंने कहा था कि इस समय मेरे पास सूचना नहीं है।

Shri T. S. A. Chettiar : In accordance with the principle that has been enunciated by Government, is not the admission of foreign missionaries subject to the condition that they should not take to proselytising ?

Pandit G. B. Pant : I do not know how to interpret the word proselytisation. But we expect that whoever tries to convince and win over people to his own faith will do so in a manner that would be consistent with proper respect and due regard to other religions in this country.

Shri Dabhi : May I know whether any assurances are taken from the missionaries before they are allowed to come in ?

Pandit G. B. Pant : No.

Shri T.S.A. Chettiar : It was declared in this House by a former Home Minister that the foreign missionaries who are allowed into this country should not take part in proselytisation. I would like to know whether they make sure that these missionaries understand this declared principle.

Pandit G. B. Pant: Whatever principles are either published in the country or are announced on the floor of the House, are expected to be known to every one who is affected thereby.

गढ़वाल में कोयले के डिपोजिट

*२१२०. श्री भक्त बर्शन : क्या प्राकृतिक संसाधन और वैज्ञानिक गवेषणा मंत्री १८ मार्च, १९५५ को दिये गये तारांकित प्रश्न संख्या १२०८ के उत्तर के सम्बन्ध में यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि तब से भारत के भूतत्वीय परिमाण विभाग के एक अधिकारी ने उत्तर प्रदेश के गढ़वाल जिले में लालढांगा के पास कोयले के डिपोजिट का पता लगाया है; और

(ख) यदि हां, तो पता लगाने में किस प्रणाली का प्रयोग किया गया और उसमें कितना समय लगा ?

शिक्षा उपमंत्री (डा० के० एल० श्रीमाली) : (क) और (ख). आवश्यक जानकारी विवरण पत्र के रूप में सभा-पटल पर रखी जाती है। [बेसिये परिशिष्ट, १०, अनुबन्ध संख्या ६२]

श्री भक्त बर्शन : यह जो विवरण पत्र सभा-पटल पर रखा गया है इससे ज्ञात होता है कि ज्योलोजिकल सर्वे आफ इंडिया के अफसरों की रिपोर्ट के अनुसार इन निक्षेपों का यानी डिपोजिटस का कोई व्यापारिक या आर्थिक महत्व नहीं है। मैं जानना चाहता हूं कि क्या इस विषय को सदा के लिये समाप्त कर दिया गया है या इस सम्बन्ध में अभी भी और कार्रवाई की जाने की आशा है ?

डा० के० एल० श्रीमाली : एक्सपर्ट्स न जो राय दी है वह अच्छी तरह से जांच करने के बाद दी है और उन्होंने यह कहा है कि यदि और अधिक जांच इस एरिया में की जायेगी तो यह पब्लिक मनी का वेस्ट होगा।

श्री भक्त बर्शन : क्या यह सत्य है कि गवर्नमेंट की यह निर्धारित नीति है कि जिन इलाकों में पहले से ही कोयले की खानें हैं वहीं पर उनका पूरी तरह आर्थिक विकास किया जाये और स्टील प्लांट इत्यादि वहीं पर लगाये जायें और दूसरे इलाकों की खानें बंद भी न की जायें और न किसी तरह का प्रोत्साहन दिया जाय ?

डा० के० एल० श्रीमाली : खानें बंद करने का सवाल नहीं है। कई बार ज्योलोजिकल सर्वे को कहा गया है कि इस जगह कोयला है, उसके अफिसर गये और उन्होंने देखा और उन्हें पता लगा कि जो कोयला है उससे कोई आर्थिक लाभ नहीं होने वाला है।

Art Treasures

*2121. **Shri S. C. Samanta :** Will the Minister of Finance be pleased to state:

(a) whether it is a fact that the export of ancient Art Treasures is forbidden by law;

(b) if so, the cases of such illegal export of Art Treasures that have come to the knowledge of Government since 1947 and the action taken thereon;

(c) whether it is a fact that it has been established as a result of enquiries that some officers of the Customs Department helped in the smuggling out of Art Treasures;

(d) if so, the action taken against such officers; and

(e) whether Government intend to bring back the Art Treasures that have already been smuggled out of the country?

The Minister of Revenue and Defence Expenditure (Shri A.C. Guha): (a) Yes Sir; the export of "antiquities" as defined in section 2 of the Antiquities (Export Control) Act, 1947 is prohibited except under the authority of a licence granted by the Central Government under section 3 *bid*.

(b) Only one such case has so far come to the knowledge of the Government. The case concerns the export of what was alleged to be the Jehangir Diamond; and it still under adjudication.

(c) No case of customs officers helping the illegal export has been reported.

(d) Does not arise. Two appraisers in the case were found guilty of negligence in the discharge of their duties and suitable disciplinary action has been taken against them.

(e) The 'Jehangir Diamond' was auctioned in England and the Government are therefore not in a position to recover it assuming it to be an antiquity.

Shri S. C. Samanta : May I know when this Jehangir diamond was detected ?

Shri A. C. Guha : It was first brought to the Customs House on 20th May, 1954 and within a few days it was exported from India.

Shri S. C. Samanta : May I know whether there was any inscription on the diamond ? If it is not so, how does the hon. Minister say that the negligence of the officers is not there ?

Shri A. C. Guha : There was an inscription. But the exporters, Messrs Hamilton & Co. of Calcutta did not give a translation of the inscription. The two officers who handled this affair, in fact, had no knowledge about the Antiquities (Export Control) Act. I should tell this House that hardly any case comes before the customs officers under this Act, and all these officers may not be quite conversant with the provisions of this Act. So it was due to the ignorance of the provisions of this Act that these officers allowed this to be exported. Disciplinary action has not yet been taken against them.

Shri S. C. Samanta : To whom did this diamond belong ? How did this Hamilton & Co. come in ?

Shri A. C. Guha : The Hamilton is a famous jewellers firm in Calcutta. The diamond belonged to the Maharajadhiraj of Burdwan. He managed to send this through the jewellers. Both of them were fined Rs. 75,000 each. There are some technical defects in the adjudication. Fresh adjudication has been ordered.

Shri N. B. Chowdhury : May I know whether the Government are making any efforts to bring back the Jehangir diamond to India ?

Shri A. C. Guha : As I stated, this diamond has already been sold. Yet I can say that the Education Ministry is already considering the question of all our ancient antiquities that might have gone out. I do not know how far that attempt would be successful in all cases.

Mr. Speaker : Next question.

Shrimati Sushama Sen : 2122.

Mr. Speaker : That is under an authority. That will come after the list is over.

Educated Unemployment

***2124. Shri Bhagwat Jha Azad :** Will the Minister of Education be pleased to state :

(a) the total amount sanctioned to different States in the current year for relieving educated un-employment ; and

(b) whether statistics of such persons who have benefited under the scheme have been compiled ?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) :

(a) Rs. 66.92,430.

(b) This concerns the State Government.

Shri Bhagwat Jha Azad : In the absence of any statistics either before the sanction of such grants or after the sanction of such grants, what is the basis of such grants ?

Dr. M. M. Das : "Statistics" is a term which is very comprehensive in nature. If the hon. Member wants to know the number of teachers that had to be appointed and the money that would be required then I can give the figures. Those are with me, because they are sent by the State Governments to the Central Government in their application for grants. But, if the hon. Member by "statistics" means the age of the candidates, the educational qualification of the candidates, the particular States the candidates come from etc., then I am sorry that information is not with us, but is with the state Governments.

Shri Bhagwat Jha Azad : The question is very clear. I want to know how many educated unemployed got the benefit, whether such statistics are with the Government or not ? What is the basis of such grants ?

Dr. M. M. Das : If by getting the benefit the hon. Member means persons who were employed and were saved from unemployment and have got the benefit, then I have got the figures, I can give them. Several times I have placed the figures before the House.

Shri Bhagwat Jha Azad : May I know whether the Government has taken note of the decision of the A. J. C. C. and other important bodies, and instead of giving such grants like dole to the educated un-

employed, do Government propose to change the entire educational system and instead of producing clerks and technical....

Mr. Speaker : Order, order. We are going into the details.

सेठ अबल सिंह : क्या मंत्री मद्दोदय, यह बताने की कृपा करेंगे कि जो एजूकेटिड अन-एम्प्लायड हैं, उन से क्या काम लिया जाता है ?

Dr. M. M. Das : They are appointed as teachers in the primary schools.

Co-operative Insurance Societies

***2125. Thakur Jugal Kishore Sinha:** Will the Minister of Finance be pleased to state :

(a) whether there is any proposal for the expansion of the Co-operative Insurance Societies ; and

(b) if so, the details thereof ?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah):

(a) No, Sir.

(b) Does not arise.

ठाकुर युगल किशोर सिंह : इस विषय में सरकार की तरफ से अभी तक कार्यवाही क्यों नहीं की गई है ?

Shri M. C. Shah : It is not necessary.

ठाकुर युगल किशोर सिंह : क्या झाल इंडिया को-ऑपरेटिव इन्शोरेंस कांग्रेस की तरफ से इस बारे में कोई प्रस्ताव अथवा डेपुटेशन फ़ाइनेंस मिनिस्टर के पास आया है ?

श्री एम० सी० शाह : उसने सरकार को भेजा है।

ठाकुर युगल किशोर सिंह : सरकार ने उन प्रस्तावों पर विचार क्यों नहीं किया ?

श्री एम० सी० शाह : विचार होता है।

Shri N. M. Lingam : May I know how this policy of the Government accords with its intention of enlarging the co-operative sector as much as possible in the course of the Second Five Year Plan?

Shri M. C. Shah : This is a question about the Co-operative Insurance Societies. The Co-operative Insurance Societies have been given some concessions in the Act as well as in the taxation policy and they have made certain representations. Those representations are being considered. Today there are very few co-operative insurance societies here in India.

Import Duty on Diamonds

***2126. Shri S. N. Das :** Will the Minister of Finance be pleased to state:

(a) whether Government have considered the question of revising the rate of import duty on rough diamonds; and

(b) if so, with what result?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha):

(a) and (b). Yes, Sir; very recently the matter was examined. We consider that there is no justification for revising the duty. It has, however, been decided to adopt a more liberal import policy in regard to rough diamonds and the import quota has been raised from 10% to 75%.

Shri S. N. Das : May I know whether it is a fact that of all the countries where this industry is going on, it is India only that levies any import duty?

Shri A.C. Guha : I do not think that is quite correct, but even if it be so, I do not see why we should allow a luxury article like diamonds to come free. When we know that about 50 per cent of those diamonds are retained in India to be used by Indian nationals and when we know also that some essential commodities like medicine and other things are subject to import duty, why this luxury article should be free from import duty I do not understand.

Shri S. N. Das : May I know whether the figures with regard to the revenue obtained by the Government of India and the figures of import are available, and if so, whether it is a fact that the income from revenue has decreased by levying this duty and that when the duty was less the income was more?

Shri A.C. Guha : It is not always the question of getting duties from particular articles. There is also some social consideration, and there is also the question of foreign exchange, and I cannot understand how the revenue can be so relevant in considering the question.

Development of Mineral Resources

*2131. **Shri Bhagwat Jha Azad :** Will the Minister of **Natural Resources and Scientific Research** be pleased to refer to the reply given to Starred Question No. 1265 on the 31st August, 1955 regarding development of mineral resources and state the action Government propose to take in cases where locations and survey have been completed?

The Deputy Minister of Education (Dr. K. L. Shrimall): When the surveys are completed, the results of such surveys are incorporated in the reports submitted by the investigating officers which are forwarded with suitable recommendations to the State Governments concerned. The next course of action—exploitation and development of minerals is the responsibility of the respective State Governments; it is as yet too premature to outline the course of action that should be taken, as the reports on completed surveys are not yet finalised.

Shri Bhagwat Jha Azad : In view of the fact that it was stated in reply to a question on the floor of the House that survey of items 12 and 13 has been completed, may I know whether the Central Government have thought it desirable in any of the strategic minerals to take up the working of the mines itself?

डा० के० एल० श्रीमाली : जैसा कि मैं ने निवेदन किया है, जितने आइटम्स हैं, उन सब का अलग अलग स्टेजिज पर सरवे हुआ है। अगर माननीय सदस्य किसी विशेष आइटम में रुचि रखते हैं, तो उस के सम्बन्ध में मैं उनको बता सकता हूँ। लेकिन इस परिस्थिति पर मामला नहीं पहुँचा है कि कार्यवाही की जाय और यह स्टेट गवर्नमेंट्स की जिम्मेदारी है।

Shri Bhagwat Jha Azad : I want to know whether in regard to 12 and 13 items in which the survey has been completed, any strategic mineral has been thought fit by the Central Government to set up mining work. Or, what was the use of such a survey then?

Dr. K. L. Shrimall : The position with regard to items 12 and 13 is that the surveys which have been partly completed have been included in the field programme of the Geological Survey of India for 1955-56, and work on this will be resumed; in the coming cold weather, the surveys will continue.

Shri V. P. Nayar : The hon. Deputy Minister said that after the survey it is the job of the State Governments to exploit the minerals. When the Government of India are aware that a particular mineral can be had from a particular place and that such a mineral is very urgently required in the context of our present economy, what steps do Government take in order to bring pressure on the States to exploit that particular mineral, and have there been any instances like that?

Dr. K. L. Shrimall : The Government of India are in continuous touch with the State Governments, and every effort is being made to exploit these minerals.

Inter-State Sales-Tax

*2132. **Shri S. N. Das :** Will the Minister of **Finance** be pleased to state :

(a) whether Government have given their consideration to the Judgment recently given by the Supreme Court concerning the levy of sales-tax on inter-State trade;

(b) if so, with what result; and

(c) whether any amendment of the Constitution in this respect is proposed?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): (a) to (c). The implications of the judgment are under consideration of Government at present.

Shri S. N. Das : May I know whether before this judgment, the opinions of the various State Governments were asked for with regard to this Sales-tax, and whether the opinions have been received by the Government?

Shri M. C. Shah : That was about inter-State sales-tax where certain action had to be taken by the State Governments, but in view of this judgment of the Supreme Court, it is not necessary. We had received replies from most of the States, only two States had not replied, but by that time the Supreme Court judgment has come, and so it is not necessary.

Shri S. N. Das : What are the State enactments that have been affected by this Supreme Court judgment?

Shri M. C. Shah : Those States which were levying inter State sales-tax on non-resident dealers are affected.

सेठ अचल सिंह : क्या मंत्री महोदय को मालूम है कि इंटर स्टेट ट्रेड पर सेल्स टैक्स लेने से व्यापार में रुकावट पड़ती है और इससे व्यापारियों को दिक्कत होती है ?

अध्यक्ष महोदय : इस बात का फैसला तो सुप्रीम कोर्ट के जजमेंट से हो चुका है।

Pandit D. N. Tiwary : Will Government let us know the implication of the judgment, i.e., whether the States will have to refund the sales tax collected from the merchants, or not?

Mr. Speaker : Order, order. It is a matter between the States and the merchants.

Shri M. C. Shah : It is a matter for the States to see.

National Volunteer Force

*2102. **Shrimati Sushama Sen (on behalf of Shrimati Ila Palchoudhury):** Will the Minister of Defence be pleased to state:

(a) whether it is a fact that members of the National Volunteer Force, when under training in Camp are provided with diet free of cost;

(b) if so, the general menu for their lunch and dinner; and

(c) the cost of diet per day per member?

The Deputy Minister of Defence (Sardar Majithia): (a). Yes.

(b) A statement is laid on the Table of the House. [See Appendix X, annexure No. 63].

(c) The cost varies from about Re. 1/- to Rs. 1/4/- per day per trainee.

Shrimati Sushama Sen : May I know whether they get any breakfast and afternoon tea, and if so, what is it that they get?

Sardar Majithia : Evening tea is just plain tea.

Shrimati Sushama Sen : For how many hours in a day (i.e. 24 hours) have these men to remain without any diet, and is the total quantity of food which is supplied to them, namely breakfast, lunch, tea and dinner considered to be sufficient to keep them in perfectly good health as a member of the Force, especially in view of the hard work that they do?

Sardar Majithia : About 80 per cent of the trainees have increased their weight, which shows that the food supplied is quite adequate.

Sangeet Natak Akadami

*2117. **Dr. Rama Rao (on behalf of Shri A. K. Gopalan) :** Will the Minister of Education be pleased to state:

(a) whether it is a fact that there is no representative of Kerala (Malayalam speaking areas) on the Central General Council of Sangeet Natak Akadami; and

(b) if so, the reasons therefor?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) and (b) The representation on the General Council of the Sangeet Natak Akadami is not made on linguistic or regional basis but in accordance with para 10 of the Government Resolution No. F6-5/51-G2 (A) dated the 31st May, 1952, setting up the Akadami, copies of which are available in the Parliament Library.

Dr. Rama Rao : In view of the great histrionic talent of our Malayalee friends, particularly *kathakali* may I know why Government have not taken even one representative from that area?

Dr. M. M. Das : For appointing members to the General Council of the Sangeet Natak Akadami, certain rules have been framed, and these have been given in the resolution setting up the Akadami. Members are appointed according to these rules.

Dr. Rama Rao : May I know whether Government have received any memorandum from the Akhil Malabar Kendra Kala Samiti and if so, what action Government have taken on their representation?

Dr. M. M. Das : There is a provision in the resolution for 16 representatives to be elected by important organisations in the fields of dance, drama, films and music, recognised by the Akadami for the purpose of election. The election was recently held, and as a result of it 14 persons have been elected, and 2 are yet to be announced.

Shri V. P. Nayar : The question was whether it is a fact that there is no representative from Kerala. The answer given was that it is not on any linguistic basis that selection to this is made. I want to know whether it is a fact that today there is no representative from Kerala.

Dr. M. M. Das : As to whether today there is any representative from Kerala or not, I want notice. But I have stated....

Shri V. P. Nayar : In fact, that was the whole question. Will you kindly go through the question?

Mr. Speaker : I have gone through the question already. The hon. Parliamentary Secretary stated that 16 representatives are to be elected. Obviously each State cannot have a representative.

Shri V. P. Nayar : That is true. But the question does not refer to the basis of linguism or anything like that. It is only a question of fact.

Mr. Speaker : I do not want to argue. The hon. Parliamentary Secretary has replied already.

Hindustan Aircraft Ltd.

***2122. Shrimati Sushama Sen (on behalf of Shri mati Ila Palchoudhury):** Will the Minister of Defence be pleased to state :

(a) whether it is a fact that the Hindustan Aircraft Ltd. at Bangalore has designed and developed a basic Jet Trainer and an advanced Jet Fighter Aircraft;

(b) if so, whether designs and development of these aircrafts have been approved by the Indian Air Force authorities;

(c) whether the I.A.F. authorities have placed any orders for these aircrafts with the Factory in question; and

(d) if so, the number of aircrafts so ordered and the period within which they will be delivered?

The Deputy Minister of Defence (Sardar Majithia) : (a) HAL are in the process of designing a basic Jet Trainer and an advanced Jet Trainer Aircraft but not an advanced Jet Fighter.

(b) and (c). Not yet.

(d) Does not arise.

Shrimati Sushama Sen : May I know the cost of these aircraft and how it compares with that of similar aircraft of foreign make?

Sardar Majithia : They are still in the designing stage.

Shri G. S. Singh : May I know whether it is a fact that the Government of India are negotiating with a British firm for the manufacture of light jet fighters and jet engines in India, and if so, at what stage the negotiations are at present?

Sardar Majithia : I require notice.

संस्कृत विश्वविद्यालय

***२११८. श्री बी० डी० शास्त्री :** क्या शिक्षा मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या केन्द्रीय सरकार को प्रखिल भारतीय संस्कृत साहित्य सम्मेलन द्वारा अपने

गत अधिवेशन में पास किये गये संकल्पों की प्रतियां मिली हैं जिसमें संस्कृत विश्व-विद्यालय खोलने के लिये सहायता के लिये तथा अन्य आनुषंगिक समस्याओं पर सहायता के लिये प्रार्थना की गई है; और

(ख) यदि हां, तो उन पर अब तक क्या कार्यवाही की गई है ?

शिक्षा मंत्री के सभासद्विध (ठा० एम० एम० दास) : (क) नहीं, जी ।

(ख) प्रश्न उत्पन्न नहीं होता ।

श्री बी० डी० शास्त्री : क्या यह सही है कि अब तक हिन्दुस्तान में कोई संस्कृत यूनीवर्सिटी नहीं है ?

Dr. M. M. Das : So far as my knowledge goes, there is no such university only for the study of Sanskrit.

श्री बी० डी० शास्त्री : क्या सरकार यह आवश्यक समझ रही है कि चूंकि अब हिन्दी को राष्ट्रभाषा बना दिया गया है इसलिये उसके परिपोषण के लिये संस्कृत यूनीवर्सिटी की बहुत जरूरत है ?

Dr. M. M. Das : Government are conscious of the great usefulness of Sanskrit literature and its propagation in the country, and they have taken several very important steps for the propagation of Sanskrit. I can give them to the hon. Member.

श्री बी० डी० शास्त्री : क्या यह सही है कि जर्मनी में कई संस्कृत की यूनीवर्सिटियां हैं और बहुत से अच्छे अच्छे संस्कृत कालेज हैं, जब कि इस देश में एक भी संस्कृत यूनीवर्सिटी नहीं है, और क्या यह भी सही है कि यहां से लोग संस्कृत में डिग्रियां लेने जर्मनी जाते हैं ?

Dr. M. M. Das : I think every university here with the exception of a few has got arrangements for teaching Sanskrit, and for research work and doctorate degrees. There are other institutions also where research work in Sanskrit is being carried out.

Laccadive and Minicoy Islands

*2129. **Dr. Rama Rao** (on behalf of **Shri A. K. Gopalan**): Will the Minister of Home Affairs be pleased to state :

(a) whether Government are aware that the Laws in force in Laccadive and Minicoy islands are diametrically opposed to the Constitution of India; and

(b) if so, the reasons for not modifying them on the lines of the Indian Constitution?

The Deputy Minister of Communications (Shri Raj Bahadur): (a) and (b). The matter is already receiving attention. The islands form part of the Madras State, and the State Government have been asked to examine the existing Regulation from the constitutional point of view.

Dr. Rama Rao : May I know when we can expect Government to come to the decision that the laws of our country will apply to these islands also, and not Regulation I of 1912 which is still running there?

Shri Raj Bahadur : It was only as late as June last that this matter was brought to our notice, and we at once referred it to the Madras Government who hold charge of these islands. It is in their power to look into the matter.

Shri V. P. Nayar: I find that the islands in question are administered by the Collector of Malabar under what is called the Laccadive and Minicoy Islands Regulation of 1912. I also find that under this law, the Bengal Provisions Regulation of 1818, the Madras State Provisions Regulation of 1819, and the Scheduled District Act of 1874 are the only laws for the time being in force in these particular islands. May I know what steps Government propose to take in order that the laws of these islands may be made up to date as is obtaining in India at present?

Shri Raj Bahadur : It is exactly for that purpose that we have drawn the attention of the Madras Government to this matter. There is only one clause namely clause 8 of the regulation, to which objection has been taken. It is in the powers of the Madras Government to repeal that regulation.

H. T. 2 Aircraft

*2130. **Shrimati Sushama Sen** (on behalf of **Shrimati Ila Palchoudhury**): Will the Minister of Defence be pleased to state:

(a) whether it is a fact that the Hindustan Aircraft Ltd., Bangalore is now in a position to offer the H.T.2. Aircraft manufactured by it to neighbouring countries at a competitive price.

(b) the names of countries where demonstration tours of the aircraft have been organised; and

(c) whether any orders have been placed for the supply of these aircrafts by these countries?

The Deputy Minister of Defence (Sardar Majithia): (a) Yes, Sir.

(b) The aircraft has been demonstrated in Indonesia and Ceylon. Demonstrations are being organised in some of the other South East Asian Countries also.

(c) Not yet.

Shrimati Sushama Sen : May I know whether any orders have been placed on this factory for these aircraft, and if so, for how many, and by which country? May I also know the total value of these orders?

Sardar Majithia : I have already replied to that question. I have stated in reply to part (c) of the question 'Not yet'.

Shri Jaipal Singh : What is the fate of HT-10?

Sardar Majithia : We have dropped the idea because we think it is not suitable.

WRITTEN ANSWERS TO QUESTIONS

Training under the Technical Assistance Schemes

*2095. **Shri Ibrahim** : Will the Minister of Finance be pleased to state :

(a) the number of the Central Government officers who were deputed abroad for training under the various Technical Assistance Schemes during the last two years; and

(b) how many of such officers are permanent Government servants?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): (a) 147.

(b) 106.

Treatment of Blood Pressure

*2096. **Shri Keshavalengar** : Will the Minister of Natural Resources and Scientific Research be pleased to state:

(a) whether a specific local medicine for treatment of blood pressure has been discovered by the Central Drug Research Institute, Lucknow; and

(b) whether the raw materials used for the preparation of this drug are being exported in large quantities to foreign countries?

The Deputy Minister of Education (Dr. K. L. Shrimall) : (a) No medicine as such has been discovered or developed by the Central Drug Research Institute. It has, however, been known for a long time that the Indian herb known as Rauwolfia serpentina (Sarpagandha, Chandrika, Chotachand) is very efficacious in the treatment of high blood pressure.

(b) In 1953 and 1954 a sizable export trade in Rauwolfia serpentina had developed. In view of the necessity to conserve this herb, which is not found in any great abundance in India, it was decided to restrict exports, which as a result has now been reduced to a mere trickle.

Presentation of Books

***2097. Chaudhuri Muhammed Shafie** : Will the Minister of Education be pleased to state :

(a) the number of books presented to various institutions abroad since the 1st January, 1955; and

(b) the amount spent by Government thereon?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) 1216.

(b) Rs. 12,556.

Research Fellowships

***2101. Dr. Ram Subhag Singh** : Will the Minister of Education be pleased to state :

(a) whether Government have decided to institute some research fellowships;

(b) the purpose of instituting such fellowships;

(c) the estimated value of each fellowship;

(d) the proposed tenure of award of each fellowship; and

(e) the basis of selection therefor?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) to (e). A statement giving the required information is laid on the Table of the House. [See Appendix X, annexure No. 64].

307 LSD.—2.

Police Outposts

***2104. Shri Rishang Keishing** : Will the Minister of Home Affairs be pleased to state :

(a) the number of police outposts on the Dinapur Road between Manipur Road Station and Imphal where police authorities usually checks certain passengers for their passes;

(b) the categories of the passengers who require passes and are to be checked at these outposts; and

(c) the reasons why passes or permits are required?

The Minister of Home Affairs (Pandit G. B. Pant) : (a) Two.

(b) and (c). No passes or permits as such are required by any class of passengers. Only the identity documents and registration certificates of foreigners are checked in the usual course.

Excise Duty Appeals

***2110. Shri M. S. Gurupadaswamy** : Will the Minister of Finance be pleased to state :

(a) whether it is a fact that an appeal against the orders of Collector (Delhi II) for levying excise duty on cement colours and Persian Gulf (oxide/iron) is pending with the Central Board of Revenue for the last three months;

(b) whether it is also a fact that except Collector (Central Excise) Delhi II, no other Collectorate is charging any duty on these items and which in turn has led to the closure of all factories in Delhi;

(c) if the answer to part (b) above be in the affirmative, the reasons for this discrimination; and

(d) when a decision is expected to be taken?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha) : (a) Yes.]

(b) No, Sir. The factories at Amritsar have been paying excise duty on such products ever since the imposition of the excise. In Bombay, Allahabad, and Patna Collectrates of Central Excise, these products are also being subjected to excise duty. In the case of factories at Delhi proper, clearances have been permitted by the Collector without realising duty, as he has had some doubts in his mind as to whether the products are liable to excise duty or not. He has, however, served formal demands for duty to save

loss from the operation of the statutory time-bar, but these demands have not been enforced pending final decision on the case referred to the Central Board of Revenue. None of the factories in Delhi has closed down.

(c) Does not arise.

(d) The question is under active consideration and is expected to be finalised shortly.

"Open Prison" Camp

*2112. **Shrimati Jayashri** : Will the Minister of Home Affairs be pleased to state:

(a) the main points made by the Indian Delegate to the U.N. Congress, on the prevention of crime with regard to the "Open Prison" camp established at Sampur (U.P.); and

(b) whether other states in India have made similar experiments?

The Minister of Home Affairs (Pandit G. B. Pant): (a) Government have not received a copy of the statement made by the Indian Delegate.

(b) Yes.

Drawback Claims on Aviation Spirit

*2114. **Shri H. N. Mukerjee** : Will the Minister of Finance be pleased to state:

(a) whether it is a fact that some time back Government had deputed the Director of Inspection, Customs and Central Excise, to conduct an inquiry into the allegations of corrupt practice in regard to the passing of drawback claims on aviation spirit in Calcutta Customs House;

(b) if so, the result of the inquiry; and

(c) the action, if any taken against officers?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha): (a) Yes, Sir. ■

(b) The Director of Inspection has not found any charge or evidence of fraud or corrupt practice; but he has noticed some procedural lapses and loop-holes and has recommended certain administrative improvements.

(c) The Collector of Customs, Calcutta, is taking appropriate departmental action against some officers guilty of negligence and laxity in following the prescribed procedure.

Income-tax Department Solicitors

*2115. { **Shri Hedas**
 { **Shri Morarka**:

Will the Minister of Finance be pleased to state :

(a) whether the Income-Tax Department appoints members of firms as their solicitors; and

(b) if so, whether the partners of these very firms appear on behalf of assessee in the same or other cases?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): (a) Yes, Sir; there are two Solicitors for the Income-tax Department, one at Bombay and the other at Calcutta, who are members of firms..

(b) The partners of the Solicitor at Calcutta do not appear in any Court against the Department.

In Bombay, the Departmental Solicitor appears before the High Court and before the Collector in respect of recovery proceedings. His partners do not appear before the High Court in Income-tax matters nor do they appear against the Department on behalf of assessee whenever the Departmental Solicitor appears before the Collector. In other cases, the partners may appear on behalf of the assessee before the other Courts with the consent of the Commissioner of Income-tax.

Scholarships for Students Abroad

*2123. **Chaudhuri Muhammed Shafie** : Will the Minister of Education be pleased to lay on the Table of the House a statement showing:

(a) the number of Indian students abroad whose scholarships have been stopped by the Government of India since the 1st January, 1955;

(b) the names of the students and their subjects of study and the names of the countries where they are studying; and

(c) the causes for stoppage of their scholarships?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) None.

(b) and (c). Questions do not arise.

Central Fire-Fighting Institute

*2127. { **Dr. Ram Subhag Singh** :
 { **Shri Radha Raman** :

Will the Minister of Home Affairs be pleased to refer to the reply given to starred question No. 719 on the 13th August, 1955 and state the cost involved in establishing the Central Fire-fighting Institute at Rampur?

The Minister of Home Affairs (Pandit G. B. Pant): The estimated initial expenditure is Rupees Five lakhs and fifty thousand approximately, excluding the cost of the property on which the College is to be established.

National Chemical Laboratory

*2128. **Shri H. N. Mukherjee :** Will the Minister of Natural Resources and Scientific Research be pleased to state:

(a) whether it is a fact that successful implementation of a number of projects has been prevented as several important processes completed earlier in the National Chemical Laboratory, Poona, have not been properly followed up; and

(b) if so, reasons therefor?

The Deputy Minister of Education (Dr. K. L. Shrimall): (a) No, Sir.

(b) Does not arise.

High Courts

1120. **Shri Kamath :** Will the Minister of Law be pleased to state :

(a) whether Government have under consideration amendment of Article 226 of the Constitution with a view to curtailing the powers conferred on High Courts by the said Article of the Constitution; and

(b) if so, on what lines?

The Minister of Law and Minority Affairs (Shri Biswas): (a) No.

(b) Does not arise.

Coffee Plantations

1121. **Shri D. C. Sharma :** Will the Minister of Finance be pleased to state the amount of profits remitted out of India by the Coffee Plantation Industry during the years 1952, 1953 and 1954?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): The amount of profits remitted by concerns in the Coffee Plantation Industry during the years 1952, 1953 and 1954 was Rs. 10.64 lakhs, Rs. 4 lakhs and Rs. 31,000 respectively. These figures cover the remittances of profits and dividends made by the branches and subsidiaries of foreign companies.

Scheduled Castes and Schedule Tribes

1122. { **Shri D. C. Sharma :**
{ Shri Hem Raj :

Will the Minister of Home Affairs be pleased to state :

(a) the amount of grants sanctioned by Government of India so far for welfare schemes during 1955-56 for the Scheduled Castes and Scheduled Tribes of the Punjab, separately;

(b) the amounts sanctioned for the following:—

- (i) Educational Facilities;
- (ii) Agricultural and other co-operative societies;
- (iii) Water supply;
- (iv) Grants to persons and institutions working for the welfare of tribal people;
- (v) Publicity and information;
- (vi) Construction of buildings for Ashrams;
- (vii) Medical facilities;
- (viii) Road development schemes; and
- (ix) Expenditure on the Backward Classes Welfare Department; and

(c) the amount spent out of the sums sanctioned for 1952-53 and 1954-55 and the amount that lapsed during the same period?

The Minister of Home Affairs (Pandit G. B. Pant): (a) and (b). Grants to the extent of Rs. 2 lakhs and 9.29 lakhs have been sanctioned for the current year to the Government of Punjab for the welfare of Scheduled Castes (Removal of Untouchability) and for welfare of Scheduled Tribes including development of Scheduled Areas respectively. A statement showing the amounts sanctioned under the different items mentioned in part (b) of the Question is laid on the Table of the House. [See Appendix X, annexure No. 65].

(c) In the case of welfare of Scheduled Castes (Removal of Untouchability) during the year 1954-55 Rs. 28,759 were spent by the Punjab Government and Rs. 62,241 lapsed. No grant was made during 1952-53.

In the case of welfare of Scheduled Tribes Rs. 2,19,261 and Rs. 5,76,872 respectively were spent by the State Government in 1952-53 and 1954-55 respectively and Rs. 2,53,739 and Rs. 2,53,128 lapsed during these years.

Pottery Training Centre, Ranir Bazar

1123. Shri Dasaratha Deb : Will the Minister of Home Affairs be pleased to state:

(a) whether the Pottery Training Centre of Ranir Bazar has been shifted to Kaman Mura;

(b) the number of persons working at present in this Training Centre; and

(c) the monthly expenditure incurred on this Centre?

The Minister of Home Affairs (Pandit G. B. Pant): (a) Yes.

(b) Nine trainees.

(c) Rupees three hundred and fifty on an average.

Gold

1124. { **Shri Ibrahim :**
Sardar Iqbal Singh :
Shri D. C. Sharma :
Shri K. C. Sodhia;
Seth Govind Dass :

Will the Minister of Finance be pleased to state the quantity of gold seized by the customs authorities in India during April-June, 1955?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha): The total quantity of gold seized by the Customs authorities during April-June, 1955 was 9,407 tolas.

I.A.S. and I.P.S.

1125. Shri Ibrahim : Will the Minister of Home Affairs be pleased to state:

(a) the number of I.A.S. and I.P.S. Officers working at present in India;

(b) the number of Indians and non-Indians among them; and

(c) the number of such officers working in Bihar?

The Minister of Home Affairs (Pandit G. B. Pant): (a) to (c). A statement giving the requisite information is laid on the Table of the House. [See Appendix X, annexure No. 66].

Tribal Education in Tripura

1126. Shri Biren Dutt : Will the Minister of Education be pleased to state :

(a) whether the Government of Tripura have received a Memorandum from Tripura Rajya Gana Mukti Parishad on Tribal Education; and

(b) if so, the action taken thereon?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) and (b). A statement is laid on the Table of the House. [See Appendix X, annexure No. 67].

Upgrading of Schools in Tripura

1127. Shri Dasaratha Deb : Will the Minister of Education be pleased to state:

(a) whether any representation has been received by Government for upgrading of some M.E. schools of Tribal area of Tripura;

(b) if so, the names and locality of schools from which such representations have been received; and

(c) the steps taken by Government so far in this regard?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) to (c). A statement is laid on the Table of the House. [See Appendix X, annexure No. 68].

Social Education Workers in Tripura

1128. Shri Dasaratha Deb : Will the Minister of Education be pleased to state:

(a) the number of persons belonging to Scheduled Tribes who applied recently for social education workers posts in Tripura; and

(b) the number among them who have been appointed to these posts?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) and (b). The information is being collected by the Tripura State Government and will be laid on the Table of the House when available.

Police Medals

1129. Shri Vallatharas : Will the Minister of Home Affairs be pleased to state whether there is any procedure adopted by the Ministry of Home Affairs to verify the recommendations of the State Governments for the grant of President's Medals for meritorious service rendered by police officers or by members of the public in assisting police work?

The Minister of Home Affairs (Pandit G. B. Pant): Yes. The recommendations of the State Governments for the award of the President's Police and Fire Services Medal/Police Medal for distinguished/meritorious service to members of Police Forces and Fire Services are scrutinised in the Ministry of Home Affairs and the awards are announced

after the Home Minister, the Prime Minister and the President have approved of the awards. Members of the public are not eligible to the award of either of these two medals.

Grants to Institutions

1130. Shri Nand Lal Sharma : Will the Minister of Education be pleased to state:

(a) the amount of recurring and/or non-recurring grants given to Institutions like *Rishikuls*, *Gurukuls* etc. during 1953-54 and 1954-55; and

(b) the names of such recipients of grants with the names of the States to which they belong?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) and (b). A statement giving the requisite information is placed on the Table of the Lok Sabha. [See Appendix X, annexure No. 69].

Tribal Drinks

1131. Shri Subodh Haada : Will the Minister of Home Affairs be pleased to state:

(a) whether it is a fact that the experts of the Anthropological Department of India have expressed an opinion, after detailed scientific analysis, that the traditional home made Tribal drinks have nutritive value; and

(b) whether Government still propose to prohibit these Tribal drinks throughout the Tribal Areas?

The Minister of Home Affairs (Pandit G. B. Pant): (a) and (b). The matter is still under investigation.

Retrenched Government Employees

1132. Thakur Jugal Kishore Sinha: Will the Minister of Home Affairs be pleased to state how far there has

been resettlement of the retrenched temporary and displaced Government employees in 1954-55?

The Minister of Home Affairs (Pandit G. B. Pant): The total number of retrenched (Central and State) employees including displaced Government Servants registered with Employment Exchanges from 1st January 1954 to 30th June 1955, was 36,623.

(2) The number reabsorbed under Central and State Governments during the above period was 15,531.

(3) The number of persons of the above categories on the live registers of the Exchanges on 30th June 1955 was 8,297.

Estate Duty

1133. Thakur Jugal Kishore Sinha: Will the Minister of Finance be pleased to state the income from the estate duty in Bihar for 1954-55?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): A sum of Rs. 2,591/- was collected in Bihar in 1954-55 as Estate Duty.

Rehabilitation Finance Administration

1134. Shri M. B. Vaishya : Will the Minister of Finance be pleased to state:

(a) the total amount advanced as loan to the displaced persons from the West and East Pakistan separately by the Rehabilitation Finance Administration, year-wise; and

(b) the total amount realised year-wise from the displaced persons from the West and East Pakistan, separately, in repayment of the loans?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha):

(a) Year	East Pakistan (in lacs of rupees)	West Pakistan	Total
1948	7.60	7.60
1949 . . .	18.29	101.47	119.76
1950 . . .	12.52	70.71	83.23
1951 . . .	56.02	117.15	173.17
1952 . . .	47.78	101.70	149.48
1953 . . .	58.11	149.77	207.88
1954 . . .	66.39	118.16	184.55
1955 . . .			
(upto 30-6-55)	16.76	27.19	43.95

TOTAL .	275.87	693.75	969.62
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(b) As principal.

Year	East Pakistan (in lacs of Rupees)	West Pakistan
From inception to 31-12-52 . . .	5.35	29.56
1953	2.95	17.21
1954	1.84	11.40
From 1-1-55 to 31-5-5569	3.91
	10.83	62.08

(TOTAL .	72.91 lacs)
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(Year-wise break-up of the figure before 31-12-52 is not readily available).

As interest.

Year	(in lacs of rupees)
From inception to 31-12-48 . . .	Nil.
194922
1950	3.57
1951	8.47
1952	10.72
1953	12.85
1954	13.62
From 1-1-55 to 31-5-55 . . .	6.59
TOTAL	56.04

(Separate figures of recoveries of interest from East and West Pakistan displaced loanees are not readily available.)

23rd September, 1955 (Friday)

LOK SABHA DEBATES

(Part II—Proceedings other than Questions and Answers)



LOK SABHA SECRETARIA
NEW DELHI

SIX ANNAS (INLAND)

TWO SHILLINGS (FOREIGN)

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LOK SABHA DEBATES

(Part II—Proceedings other than Questions and Answers)

14919

LOK SABHA

Friday, 23rd September, 1955

The Lok Sabha met at Eleven of the Clock

[MR. SPEAKER in the Chair]

QUESTIONS AND ANSWERS

(See Part I)

12 NOON

FLOOD SITUATION IN THE COUNTRY

The Minister of Planning and Irrigation and Power (Shri Nanda): I made a statement on this subject on the 13th September. The statement that I have just laid on the Table of the House covers the period between the 13th September and the 21st September, that is a day before yesterday. This statement has been based on reports that we have received which indicate that the situation has improved in all the areas affected. We have, however, received further reports that North Bihar and Eastern U.P. are experiencing fresh floods. Since, during the last 2 days further information has been received about the recurrence of these floods, I would like to share it with the House. We contacted the State authorities last night, and this morning.

According to the report received from the district authorities, Muzaffarpur, the flood is falling in Champaran district and is slightly rising in Muzaffarpur, which would soon reach Samastipur. Floods in August last were more widespread owing to high level in a number of rivers but the present floods are only in two rivers

namely the Bhagmati and the Burighantak. It has now been raining in that area for the last 2 days. If the flood water drains off quickly, paddy crops in low-lying areas may be saved. Flood relief operations are in full swing, and everything possible is being done by the State Government in this connection.

As regards U.P., the State Government have reported that there is no appreciable change in the flood position in the eastern districts; although heavy rains have stopped in most of the districts, still showers continued till yesterday in certain districts. Relief operations are being continued. Further amounts are being allotted by the State Government for flood relief work.

Sir, I may add that a redeeming feature of the situation this year is the fact that the flood protection works carried out during the last working season have satisfactorily withstood the onslaught of the floods. This strengthens our hope and confidence in the programmes that are now being worked out for the ensuing and subsequent seasons. A note, on these programmes has already been circulated to the Members of Parliament. We are going to have a discussion on these proposals on the 27th September. The Central Flood Control Board will meet on the 6th October.

Shri M. P. Mishra (Monghyr North-West): Can we get copies of the statement?

Dr. S. N. Sinha (Saran East): May I have some clarification, Sir?

Mr. Speaker: He may put questions when we raise the debate.

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PAPERS LAID ON THE TABLE

STATEMENT RE LATEST FLOOD SITUATION IN COUNTRY

The Minister of Planning and Irrigation and Power (Shri Nanda): I beg to lay on the Table of the House a statement regarding the latest flood situation in the country. [Placed in librar., See No. S—339/55.]

STATEMENT RE DELAY IN DELIVERY OF SHIPS BY HINDUSTAN SHIPYARD LTD.

The Deputy Minister of Production (Shri Satish Chandra): On behalf of Shri K. C. Reddy, I beg to lay on the Table a copy of the statement regarding delay in the delivery of ships by the Hindustan Shipyards Limited, in pursuance of an assurance given during the reply to a supplementary on Starred Question No. 1184 on the 26th August, 1955. [See Appendix X, annexure No. 70.]

PRIZE COMPETITIONS BILL PETITION RECEIVED

Secretary: Sir, under Rule 179 of the Rules of Procedure and Conduct of Business in the Lok Sabha, I have to report that a petition as per statement laid on the Table has been received relating to the Prize Competitions Bill, 1955, which was introduced in the House on the 12th September, 1955 by Shri B. N. Datar.

Statement

Petition relating to the Prize Competitions Bill, 1955 which was introduced in the House on the 12th September, 1955 by Shri B. N. Datar.

No. of Signatories	Dis- trict	State	No of peti- tion.
1	Bombay	Bombay	47

INTIMATION TO MEMBERS ABOUT IMPLEMENTATION OF ASSU- RANCES

The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha): On the 12th September, 1955 in reply to a query from Shri T. B. Vittal Rao regarding the discontinuance of the practice of informing the Members concerned of the implementation of the assurances by Government, you were pleased to state that you would look into the matter.

This practice of informing the hon. Members was started by my Department during the Seventh Session as an experimental measure. The practice was discontinued during the Eighth Session as it was considered advisable not to make it a permanent feature. However, it is now evident from the Member's demand (and I hope other Members also share the same view) that my Department should resume this practice, which appears to have proved useful. I, therefore, like to inform the House that this practice of informing the Members concerned about the implementation of assurances arising out of their questions will be revived with effect from the next Session of the Parliament.

Shri Joachim Alva (Kanara): May I know whether thanks are due to the hon. Speaker or the hon. Minister?

Mr. Speaker: When the House functions it does not pay to have a deep probe into it. Hon. Members will concern themselves with the result and not as to how the result was achieved.

REPRESENTATION OF THE PEOPLE (AMENDMENT) BILL AND REPRESENTATION OF THE PEOPLE (SECOND AMENDMENT) BILL.—contd.

Mr. Speaker: The House will now resume further discussion on motions for reference of the Representation of the People (Amendment) Bill and the Representation of the People (Second Amendment) Bill, 1955, to Select Committees and also the consideration of the amendments moved by Shri N. C. Chatterjee thereto.

Out of 16 hours allotted for the discussion, 12 hours and 17 minutes has been availed of till yesterday.

The discussion will continue up to 2-30 P.M. today when the Private Members' Business will be taken up. It will leave only one hour for reply tomorrow, if we take up all the time up to 2-30, so that the debate concludes today so far as the Members go. The hon. Minister will then reply.

सैठ गोविन्द दास (मंडला जबलपुर दक्षिण) : इन दोनों विधेयकों का मैं हृदय से स्वागत करता हूँ। इन विधेयकों के अध्ययन से यह बात स्पष्ट जान पड़ती है कि गत चुनावों में हमें जो अनुभव हुये, और उन चुनावों के पश्चात् जो उप चुनाव हुये, उन में हमें जो अनुभव हुये, उन अनुभवों को ध्यान में रख कर इन विधेयकों की रचना की गई है। परन्तु यदि यह समझ लिया जाय कि भविष्य में कोई परिवर्तन आवश्यक नहीं होंगे तो मैं समझता हूँ कि इस प्रकार की बात समझ कर हम एक भूत करेगे। हमने इस परिमाण में प्रजातन्त्र का आरम्भ बहुत थोड़े समय पहले किया है और प्रजातन्त्र का यह प्रयोग अब तक के मानव इतिहास में किसी काल में भी इतने बृहत् रूप में नहीं हुआ कि जिस रूप में हमारे देश में किया जा रहा है। इसलिये भविष्य में भी जैसे जैसे अनुभव हमें प्राप्त होते जायेंगे, वैसे वैसे इस प्रकार के विवेक भी साना आवश्यक होगा।

मैं एक ही दृष्टान्त देता हूँ। लोकसभा का चुनाव अभी सीधा होता है। इतनी बड़ी संख्या मतदाताओं की है कि ग्राम चुनावों में तो इस सम्बन्ध में कोई कठिनाई नहीं मालूम होती परन्तु यदि कोई उप चुनाव हो जाता है तो नाना प्रकार की कठिनाइयाँ हमारे सामने उपस्थित होती हैं, इसलिये कुछ लोग इस बात पर भी विचार कर रहे हैं कि लोकसभा का यह चुनाव सीधा रखा जाय या उसमें परिवर्तन किया जाय। इस देश की जिस प्रकार की आर्थिक अवस्था है उसे देखते हुये लोकसभा के इतने बड़े चुनाव क्षेत्रों से, सीधा चुनाव होना, यह मैं समझता हूँ कि विचारणीय विषय है।

[SHRIMATI SUSHAMA SEN in the Chair]

मैं केवल एक दृष्टान्त दे रहा था और यह कह रहा था कि जिस प्रकार आगे हमें अनुभव होते जायेंगे, उसके अनुसार हमें इस प्रकार के परिवर्तन भी करने पड़ेंगे।

इन विधेयकों की कुछ धारायें सचमुच में बहुत अच्छी रखी गई हैं, जैसे नामजदगी का पत्र सरल कर दिया गया है। अब तक के अनुभव से हमें ज्ञात हुआ कि अभी तक जो चुनाव के मुकदमे चलते हैं वे नामजदगी के कारण चलते हैं। नामजदगी के पक्षों को सरल कर देने से मैं आशा करता हूँ कि काफी सुधार इस सम्बन्ध में हो जायेगा।

दूसरी अच्छी बात जो की गई है वह पोलिंग एजेंटों के नाम तीन दिन पहले देने का जो नियम था उसको हटा देना है। जिन लोगों को चुनाव लड़ने पड़े हैं वे इस बात को जानते हैं कि इस प्रकार की समय की कद से उम्मीदवारों के सामने अनेक कठिनाइयाँ उपस्थित हो जाती थीं। मतगणना के लिये भी उम्मीदवार जो एक ही व्यक्ति नियुक्त कर सकता था वह भी हटा दिया गया। मैं आशा करता हूँ कि अब अधिक व्यक्तियों के नियुक्त होने से यह मतगणना बहुत सरलता से और जल्दी की जा सकेगी।

[संठ गोविन्द दास]

एक और बहुत अच्छा सुधार जो किया गया वह है कि चुने हुये सदस्य का नाम जब तक सरकारी परिपत्र में प्रकाशित न होवे तब तक जो वह अपने स्थान पर नहीं आ सकता था, वह कैद भी हटा दी गई। यह भी बहुत अच्छी बात है।

लेकिन इसी के साथ कुछ बातें इस विषयक में ऐसी भी कही गई हैं जो कि यदि नहीं की जाती तो अच्छा होता। दृष्टान्त के लिये उम्मीदवारों की वापसी और मतदान के बीच में जो अब तक ३० दिन का समय था वह कम कर दिया गया है। मैं आपसे निवेदन करना चाहता हूँ कि जिन लोगों को भी चुनाव का अनुभव है वे इस बात को स्वीकार करेंगे कि यह ३० दिन का समय रहना आवश्यक था। मैं तो यह कहना चाहता हूँ कि इस ३० दिन के स्थान पर यदि ४५ दिन का समय हो जाता तो उत्तम होता, परन्तु इन ३० दिनों के समय को घटा कर १५ दिन करना उचित बात नहीं हुई है, और मैं आशा करता हूँ कि जो प्रवर समिति इन विषयकों पर विचार करने के लिये बैठेगी वह इस बात पर ध्यान देन की कृपा करेगी।

चुनाव के खर्च जो हर उम्मीदवार को देने पड़ते थे, उन में भी कुछ सुधार हुआ है, उसको सरल कर दिया गया, यह बात ठीक हुई, पर कल यहाँ पर जो बहस हुई उसमें जो यह सुझाव दिया गया कि चुनाव के खर्च किसी उम्मीदवार को देने ही न पड़ें, मैं निवेदन करना चाहता हूँ, यह बड़ी गलत बात थी। मुझे दुनिया के बहुत से देशों को देखने का सीमाग्य प्राप्त हुआ है, जिन देशों में भी प्रजातन्त्र चलता है उन देशों में चुनाव के खर्च हर उम्मीदवार को देने पड़ते हैं। मैं इस बात को स्वीकार करता हूँ कि चुनाव के जो खर्च दिये जाते हैं उन में से बहुत से में मिथ्या-वादिता रहती है, मैं इस बात को भी स्वीकार

करता हूँ कि कई खर्च उम्मीदवार ऐसे करते हैं जो वे अपने चुनाने के खर्च में नहीं बता सकते, पर यह दूसरी बात है। अगर हम इस प्रकार का कोई दुर्भाग्यपूर्ण नियम बना देंगे कि चुनाव के खर्च उम्मीदवार को न देने पड़ें, तो मैं आपसे कहना चाहता हूँ कि जो खर्च चुनाव में नहीं होने चाहियें, उस प्रकार के खर्च भी होने लगेंगे। अभी कम से कम चुनाव के खर्च देन का भय तो उम्मीदवारों को रहता है। इसलिये जो अनुचित खर्च होते हैं उन में भी एक प्रकार का बन्धन रहता है। मैं यह नहीं कहता कि अनुचित खर्च नहीं किये जाते, मैं यह भी नहीं कहता कि चुनाव के जो खर्च दिये जाते हैं वे सब सही होते हैं, लेकिन कुछ न कुछ भय, कुछ न कुछ प्रतिबन्ध इस प्रकार का अवश्य रहता है। इसलिये इस चुनाव के खर्च देने के नियम को जरूर रखना चाहिये, वरन् मैं तो आपसे कहूँगा कि सरल करते हुये भी यदि हम उसको और सरल कर सकें तो और सरल करने का भी हमें प्रयत्न करना चाहिये।

इन विषयकों में कुछ चारायें 'ग' श्रेणी के राज्यों के सम्बन्ध में हैं। इस विषय में मैं एक ही बात निवेदन करना चाहता हूँ। राज्य पुनर्विभाजन आयोग की रिपोर्ट बहुत शीघ्र आने वाली है, मैं आशा करता हूँ कि वह इस मास की ३० तारीख को आ जायेगी और 'ग' श्रेणी के राज्यों का क्या भाग्य होता है इस सम्बन्ध में आज हम कुछ नहीं कह सकते। मैं आशा करता हूँ कि जो प्रवर समिति आगे चल कर बैठेगी और इन विषयकों पर विचार करेगी वह इस विषय पर भी विचार करेगी।

सब मिला कर मैं यह निवेदन करना चाहता हूँ कि दोनों विधेयक बहुत उचित आये हैं और इसीलिये मैं इन दोनों विधेयकों का हृदय से समर्थन करता हूँ।

Mr. Chairman: Shri U. M. Trivedi,

श्री अल्लू राय शास्त्री (जिला मालवा)
पूर्व व जिला बलिया पश्चिम) :
हिन्दी में बोलिये ।

श्री यू० एम० त्रिवेदी (चित्तौड़) मैं
हिन्दी में बोल तो सकता हूँ, लेकिन अंग्रेजी
में ठीक रहेगा ।

सेठ गोविन्द दास : ऐसा कोई विषय
नहीं है जो हिन्दी में न बोला जा सके ।

Shri U. M. Trivedi: I have got a
very great desire to speak in Hindi,
but I have found to my chagrin that
whenever I spoke in Hindi, many of
my friends have not followed me.

Seth Govind Das: And many of
them cannot follow when he speaks
in English.

Shri U. M. Trivedi: The Ministers,
all of them, know English.

Seth Govind Das: He does not speak
only for Ministers, but for Members
also.

Mr. Chairman: Let the hon. Mem-
ber proceed with his speech.

Shri U. M. Trivedi: I do not want
to waste time over this, and so I shall
begin my speech.

What surprises one is that for a long
time we have been promised that this
law on election would be codified, and
codified in a consolidated manner.
We had one Bill presented to this
House in 1953; we had a Select Com-
mittee appointed; that Select Com-
mittee went into the whole question
and it also felt that we ought to have
a consolidated Act covering all aspects
of election. Unfortunately, without
assigning any reasons, Government
has shelved the report of that Select
Committee, and now again two new
Bills are being thrust upon our heads.
Even advocates—I am not talking of
laymen—are surprised at seeing these
two Bills—What is this Representation
of the People Bill, 1955, and again
what is this other Bill with the same
title, Representation of the People
Bill, 1955? Why should there be two
such Bills? They confuse themselves

on account of the fact that they do
not go and read into the Bill itself.
One is an amendment to the Act of
1950 and the other is an amendment
to the Act of 1951. Where is the
necessity for still keeping these two
aspects of the same law separate?
Why not consolidate the two to-
gether? I do not understand the
reason behind it which still creates
this confusion. This confusion was
felt even by lawyers who were enga-
ged to argue cases. However, it is
still left to Government to consolidate
the two, but the present motion, as it
stands, does not cover that ground.
There are two motions at present,
and both to refer to the Select Com-
mittee two different Bills. Unless
and until a motion is moved as an
amendment to these motions, it will
not be possible to consolidate the
whole law. Therefore, I say that
attention must be focussed upon this
aspect in the first instance.

Many of the things which had cro-
pped up during the last elections have
not been closely looked into in draft-
ing this Bill. Either they have been
purposely left out or the attention of
the Government has not been force-
fully drawn to these aspects. It so
happened that I was very lucky
to appear in a great number of cases
under this election law. I appeared
in the various provinces, Madhya
Bharat, Rajasthan, PEPSU, and Delhi.
I found to my utter disgust that the
law was not so well codified as to be
of any help to a candidate who did
not belong to the party in power.
Greatest difficulties were created for
those who had the audacity to stand
against the Congress Party in the elec-
tions and the election tribunals were
also feeling sometimes impotent.
They did not act sometimes as very
impartial tribunals.

There is a suggestion here that a
single-man tribunal will do the trick.
But I do not believe in it. I say it is
no remedy to allow a single man's tri-
bunal to carry on. Sometimes there
were tribunals where an independent
opinion was expressed by members of

[Shri U. M. Trivedi]

the tribunal notwithstanding the fact that the Chairman of the tribunal did not like the opinion. One aspect of the corrupt practices has not been moulded properly in this amendment which is being suggested herein, on the contrary I find that what is being done will wipe out what little help an independent or a candidate not belonging to the Congress Party could get. In giving the reason for the amendment suggested in clause 60, a very peculiar logic has been followed by the Ministry and the logic is this.

An Hon. Member: They are not listening.

Shri U. M. Trivedi: Let them not listen; I am addressing the Chair. If the Central Government is not bound down and is given powers to name anybody, to remove any disqualifications from his exercising his powers as a Government servant, why should the same power be not vested in the State Government? They fail to realise this thing that so far as the Central Government is concerned, it has got very few departments where people come into direct contact with the public. The explanation given here says:

"For the purposes of this clause a person serving under the Government of any State shall include a patwari, chaukidar, dafedar, zaildar, shanbagh, karnam, talati, talari, patil, village munsif, village headman or any other village officer by whatever name he is called, employed in that State whether office he holds is a whole-time office or not but shall not include any person who has been declared by the State Government to be a person to whose the provisions of this clause shall not apply."

An Hon. Member: The lights are off; there is a black-out.

Shri U. M. Trivedi: They are off for six or seven years; since 1947 they went off.

Shri T. N. Singh (Banaras Distt.—East): When the British left: is that

Shri U. M. Trivedi: When you came in—not when the British left. It is with this unholy desire on the part of the Government that this present amendment is being shunted in. The desire is to remove the disqualification and pave the way for the patwaris, the omnipotent patwaris, chaukidars, dafedars, karnams and all these people. Who are they? They control the whole group in the village. A patwari controls the village. He controls them; he takes them like sheep—the poor peasants—to the polling booth and asks them to vote like this. It is these people whom they want to exempt so that they may exercise their powers of intimidation and influence over the poor peasants. This is entirely uncalled for. There is no provision to make it *ipso facto* disqualification for any candidate who goes the extent of enlisting the support of a Government official. So much mischief had happened, in an election about the help by Government servants that the tribunal had to criticize. It is reported in the Government of India Gazette of 10th of February 1954. That is a case of election petition No. 281 of 1952.

An Hon. Member: Who are the parties?

Shri U. M. Trivedi: The parties are: the Congress Party on the one side—I do not want to name anybody because some Ministers are concerned—and a small merchant on the other side.

Shri Dhulekar (Jhansi Distt.—South): Small merchant?

Shri U. M. Trivedi: I will give the names if you like. Mr. Rikhab Das was on the one side and as against him were the then Minister Shri Tika Ram Paliwal and also the Deputy Minister, Shri Raj Bahadur. You wanted names and I have given them.

The finding is this. Shiv Kumar, a Government servant, took part in it. I shall read:

"My finding, therefore, is that Shiv Kumar did take part in a meeting organised by the Cong-

ress and addressed by Shri Tika Ram Paliwal at Hindaun in connection with the General Elections, inasmuch as he recited a poem in favour of the Congress and made a forecast in favour of the Congress."

That was the finding of the Court. And yet what was the result? They say that it does not materially affect the election result although a Government servant was called in for supporting. Another finding was about one Ram Sahai who denied everything. It is the finding of the tribunal; it says:

"Ram Sahai had been canvassing on behalf of the Congress candidates and that complaint to that effect was made at the time by the petitioner's agents."

They have held it but they say that still it has not materially affected the result of the election. What further did they do?

One sub-divisional officer and one sub-inspector of police took it into their heads to arrest every worker of the Jan Sangh Party when it stood against the Congress Party. At every polling booth where election was to be held 17 or 18 or 20 Jan Sangh workers were arrested under section 107 for having committed breach of section 144 and on this the tribunal has said..

An Hon. Member: Did they incite communal riots?

Shri U. M. Trivedi: No. Communism is left to the Congress and the Muslim League in this country and to nobody else.

Mr. Chairman: The hon. Member's time is up.

Shri U. M. Trivedi: I will request you to give me another fifteen minutes because I am representing the recognised fourth party in India. I have not received any opportunity to speak on this.

Mr. Chairman: I am very sorry; the hon. Member cannot get 15 minutes because there are many hon. Members anxious to speak. I request him to finish in five minutes.

Shri U. M. Trivedi: They gave certain findings about these illegal practices. The Government officers, however, were ultimately—both of them—promoted from the ordinary ranks—what we may call ordinary tehsildars—and one became immediately Secretary to the Revenue Board by doing all these tricks. The tribunal's finding was this:

"From the above considerations I have no hesitation in finding that there was no sufficient reason for the promulgation of the prohibitory order under section 144 against meetings and processions, and that the arrests of the workers of the petitioner on the 19th and 20th were quite arbitrary, illegal and mala fide."

Further, a Judge of the High Court was also sitting on this very Tribunal and he had to pass very strong strictures against this whole action. He said:

"The Sub-Divisional Magistrate was still more unjustified in keeping the arrested persons in lock-up till 12 noon on the day of election."

For an offence under sections 144 and 107 people were brought and put into cells and they were not released till 12 noon.

What I am asking for is that the Select Committee will have to look into this affair and see that a repetition of these things will not take place at the hands of those who are in power. This provision of section 127 must be so modified as to give relief to those persons who are brave and who dare to stand up to build up a healthy opposition for the healthy growth of democracy in this country. The Opposition is not here for the sake of opposition alone. The Opposition is here to see that democracy in this country should work in a democratic manner and not in an autocratic manner and no Fascist regime should ever be established in our country. In a democracy Opposition is essential and if it is not to be found we will be letting in the evil. If we

[Shri U. M. Trivedi]

are to make rules whereby we allow government servants to go and do canvassing for the party in power then it will not be a proper thing. It is that very particular provision of the law which we want to take out. It is to point out this that I wanted time to speak. Otherwise, there are many other things about which I want to speak on these Bills.

Mr. Chairman, you want to curtail my time. I know that the time is very precious. Certain aspects of the Election Law is such that it is not only section 127 which should be looked into, but the question of symbols has also to be looked into. One rule made at one end of the law is of one type and circulars issued by the Election Commission are of a different type. In some cases people are allowed to go in with the slips of identity given to them and at other places immediately the people go in with such slips objection is taken that this cannot be done. In such cases there is no way to get out of the difficulty. Here I will just give you one instance because I get reminded of it to show what some Presiding Officers actually do. Once a head-master of a school, one Mr. Ram Sarup, in the constituency in which a candidate was living was put as Presiding Officer. This Presiding Officer knew that the candidate was a very influential man, yet when he went to the booth to protest against a particular action of the officer, this Presiding Officer said: "I do not know you. You get out. I won't allow you to enter." His agent was there and he said: "This is my own candidate." But, still the Presiding Officer said: "I do not know him; bring somebody to identify." When the agent brought two lawyers to identify, the Presiding Officer said: "I do not know these lawyers. Ask somebody else to identify the identifiers". Afterwards the court held that this was all high-handedness on the part of this man. How to establish the identity in such cases? The law must be so codified that such malpractices on the part of government servants should be put a stop to.

There are other things to which reference has been made. I know that some aspects of the law are good; but then the whole thing must be put together. It must be now put in a juxtaposition. I am pointing this out so that all aspects of the law may be looked into and the Select Committee should be asked—even though I have not moved any amendment—not only to report on these two Bills but to consolidate and codify—they need not submit their report by the 30th of November, let them submit their report by the 15th of July next year, I do not mind—but they should look into the whole aspect of this law and codify and consolidate the law with all the evidence that they have in their power.

Shri Nand Lal Sharma (Sikar):

नमोऽस्तु रामाय सलक्ष्मणाय देव्यै च तस्यै जनन
कात्मजायै तमोऽस्तु रुद्रेन्द्र यमानिलेभ्यो
नमोऽस्तु चन्द्रातकर्मद्वेष्टण्ये ॥

धर्मचक्र प्रवर्तनाय यत्र राजा प्रवर्तते ।

लुब्धकाः प्रविलीयन्ते प्रजा तत्र प्रसीदति ॥

When the Government is acting on the wheel of Dharma, the weak are bound to vanish and the people are bound to be prosperous and happy.

I welcome this present attempt of the hon. Minister of Legal Affairs to amend the Representation of the People Act of 1950 and the Act of 1951. While agreeing with the general principles enunciated in the Statement of Objects and Reasons and in his speech I have to make a few observations with regard to certain difficulties that we experienced actually in the previous elections.

At the outset I would like to lend my support to the amendment moved by Shri N. C. Chatterjee and Pandit Thakur Das Bhargava and I believe that the Select Committee should be authorised to go into many other matters that are not included within these two Bills.

The first thing that is essential is that after introduction of free and

general elections on the basis of adult franchise I feel it is high time that we should also shake off the influence of western methods of electioneering. It is surely against the ideals of Indian culture that a man should go about from village to village, from place to place, and from door to door propagating his importance as a public man and advocating his cause for being elected to the Central, State or local legislature or some other body. I feel that it is the people who should feel the importance and necessity of a particular person who is considered in for such office. The candidate should rather make it a point not to move about in his constituency except where the people might be anxious to see him or to know his views. I learn that during the last elections our Leader of the House and Prime Minister, Shri Jawaharlal Nehru had declared his intention not to visit his constituency and I feel that this should be a general rule to be practised by other candidates as well.

The other point worth consideration is about the electoral rolls. I agree with the hon. Minister that fresh electoral rolls need not be prepared every time and that only a thorough revision of them would be quite sufficient. But, I am surprised to read on page 12 of the first Bill, in the Statement of Objects and Reasons:

"Since general elections to the House of the People and the State Legislative Assemblies (except three) are due in the beginning of 1957, it would not be worth while, revising the electoral rolls for the existing parliamentary and assembly constituencies during the year 1956. The Election Commission would in that year be preparing the rolls for the new constituencies as formed by the Delimitation Commission."

I, therefore, feel that this will greatly jeopardise the rights of so many voters whose names are not correctly entered in the previous electoral rolls. I also feel that there

are so many discrepancies. The hon. Members of this House—practically all of them—know that the electoral rolls contain a number of mistakes and a large number of persons could not vote on account of one or the other technical irregularity found therein. A large number of ladies whose names were not there but who were included in the electoral rolls as "Mrs. so and so" were also precluded from participating in the elections. In other cases the discrepancy about parentage was also put as a bar in the way of voting. I also know a number of cases of persons who had migrated to Pakistan, but whose relatives, somehow or other, gave their names and the votes of those people who had already given up Indian citizenship were being exercised by other persons. In view of this, I feel that the hon. Minister and the Members of the Select Committee should see that this provision is still kept and the revision of electoral rolls is completed before the next elections are started.

The third thing that I intend to emphasise is about the rejection of nomination papers. I can well appreciate that technical objection should not be given much weight. It is also stated in the Statement of Objects and Reasons, out of as many as 338 election petitions as many as 116 contained allegations regarding improper rejection of nomination papers. I do not think I need go through the whole passage, but I feel that a large number of election petitions which go to disprove the elections that have already been successful, for only a technical mistake of a returning officer, would be a great injustice to the candidate himself. I therefore press upon the hon. Minister and the Members of the Select Committee to pay due regard to this aspect and to have some provision with regard to the intermediate tribunal or some measure for deciding the election petitions before the actual polling is begun.

Shrimati Renu Chakravartty also mentioned the point with regard to the distance of polling booths from

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the residential places of the voters, especially with regard to the ladies. When it is a distance of five to seven miles from their residential places, and especially when we see that the use of vehicles by the candidate is also prohibited, I think it is very hard for the ladies to go and poll and exercise their right to vote. I therefore request the hon. Minister to see that the polling booths are situated at convenient distance from the residential places of at least the ladies.

Shri B. D. Shastri (Shahdol-Sidhi): Mobile stations.

Shri Nand Lal Sharma: Yes.

The Minister of Legal Affairs (Shri Pataskar): I of course appreciate the point that the booths should not be far away from the places of residence. But I may point out for the information of the hon. Member that in the last elections we had 19,64,084 polling booths.

Shri Nand Lal Sharma: But the area of our country is still larger and we can keep the polling booths at still nearer distances.

Shri Pataskar: I do not want to controvert, but I just wanted to give the information.

Shri Nand Lal Sharma: Thanks. Another point that I want to make is with regard to the ballot boxes. We know from practical experience that the ballot boxes have been tampered with in a number of cases; they could be opened and the ballot papers could be taken out; the ballot papers could either be transferred or thrown out.

Shri U. M. Trivedi: Ballot boxes were also altered.

Shri Nand Lal Sharma: I therefore say that even the Presiding Officers are helpless a number of times. I am not looking at this Bill from a particular party point of view. What I feel is that this is the right of the people, and this should not be

tampered with by any interested person, whether he is on the Government side or on the side of some party in power. I know that the helplessness of presiding officers was mostly due to the influence of the executive and the influence of the party in power over the members of the executive, because those poor officers also could see that their chances of service depended upon all those people who might come into power. We talk of very high morals but we have not been able to introduce real democracy. If my present Congress friends, after the death of our revered Mahatmaji, could not see that Ram Rajya is possible in India while Mahatmaji could agree to the term Ram Rajya, in this sacred land of ours, they could at least give up the methods of western electioneering. They should not simply talk that they are going to rise to such high levels. They do not care for Opposition parties. I think Opposition parties should count and sincere opposition should always be welcomed. In that case, I think that the Opposition parties should be given a free and equal chance of representing themselves. I am sure that according to our national culture, the ideal of self-praise, *आत्मश्लाघा* is worse than self-suicide. *आत्म हत्या*. I feel that our people should not move about from place to place advocating their own cause and their own qualities. Rather, it should be party ideals and the party programmes that should weigh with the voters. I feel that where the oddest of wealth has her own boons, the God of the State of Bacchus has much more intoxicating influence over the people and we should try to save the public as much as possible from that influence.

श्री आर० एस० तिवारी (छतरपुर-
दतिया-टीकमगढ़): माननीय विधि मंत्री
जी ने जो दो जन प्रतिनिधित्व विधेयक इस
संसद के सम्मुख उपस्थित किये हैं मैं उनका
समर्थन करने के लिये खड़ा हुआ हूँ।

चुनाव होने के बाद हम सब संसद् सदस्यों को यह भली भाँति मालूम हो गया कि इस कानून में किस किस धारा को रखना चाहिये और किस किस धारा को निकाल देना चाहिये। बहुत से संसद् सदस्य जो दो दो बार चुनाव लड़कर यहाँ आये हैं उनको इस चुनाव विषय का ज्यादा अनुभव है। उनकी राय का इस सम्बन्ध में विशेष महत्व है। ताकि भविष्य के लिये एक सुन्दर और सही विधेयक बनाया जा सके इस सभा में लाने का इतना ही प्रयोजन है। लेकिन इस अवसर का उपयोग हमारे विरोधी सदस्यों ने इन विधेयकों को उत्तम बानान में न करके कांग्रेस पार्टी पर आरोप लगाने में किया। यह अवसर आरोप लगाने के लिये नहीं था बल्कि इसलिये था कि हम देखें कि इन विधेयकों में कौन कौन सी धारायें उचित और समयानुसार हैं और कौन सी धाराओं का होना आवश्यक है। इसी विषय पर विचार करने के लिये इन विधेयकों को सभा के सामने उपस्थित किया गया है। इसलिये इसी विषय पर विचार होना चाहिये था न कि किसी पार्टी पर लांछन लगाने में और दोषारोपण करने में इस अवसर का उपयोग करना था।

यह जो दो संशोधित विधेयक प्रवर समिति के सुपुर्दे किये जाने हैं, उन में बहुत सी धारायें ऐसी हैं कि जो हमारे माननीय विधि मंत्री जी ने संशोधित करके उपस्थित कर दी हैं और जिसके लिये कि मैं उन्हें धन्यवाद देता हूँ लेकिन बहुत सी आवश्यक चीजें इस में अब भी रह गई हैं कि जो प्रवर समिति के द्वारा ही दुरुस्त हो कर अगले सेशन में लाई जायेंगी। जैसे मनोनयन पत्र के रिजेक्ट होने पर शीघ्र अपील हो, समर्थक की आवश्यकता नहीं है, मतदाता सूचियाँ सही होना चाहियें।

मैं इस विषय में अपने कुछ विचार माननीय विधि मंत्री के सम्मुख उन धाराओं

के विषय में रखना चाहता हूँ जो कि मैं उचित समझता हूँ। जिससे मुझे अपने प्रदेश के चुनाव से अनुभव हुआ है। मेरे साथियों पर ही इसका प्रभाव पड़ा।

धारा १७ में मनोनयन पत्र भरे जाते हैं और आपत्ति करने अथवा किसी कारण से खारिज हो जाते हैं फिर अन्त में अपील द्वारा सही मान लिये जाते हैं। तो जब तक यह सारा चुनाव हो जाता है वह सारा का सारा चुनाव रद्द कर दिया जाता है, थोड़ी सी गलती से, इसलिये मेरा यह निवेदन है कि रिटर्निंग अफसर के फ़ैसले की अपील उसी बक्त थोड़ा समय दे कर दो या चार दिन में तय कर दी जाये ताकि सारे चुनाव का खर्चा और सारे चुनाव की परेशानी लोगों पर न पड़े।

धारा ४८ में एक ट्रिब्यूनल से अगर कोई सज्जन असन्तुष्ट हो जाते हैं और यह चाहते हैं कि दूसरे ट्रिब्यूनल में हमारा मामला दे दिया जाय ताकि न्याय हो सके तो उसको ऐसा करने की सुविधा दी जाये। आज रिटर्निंग अफ़ीसर को यह अधिकार न होने के कारण वह फिर उसी ट्रिब्यूनल के पास रह जाता है, इसलिये यह अधिकार इलेक्शन कमिशन को होना चाहिये कि जब एक ट्रिब्यूनल के खिलाफ़ अर्जी हो तो दूसरे ट्रिब्यूनल में वह उसे उपस्थित कर सके।

धारा ६५ जिसमें अनर्हता यानी डिस्-क्वालिफिकेशन का बिन्दु आया है, उसके सम्बन्ध में कल हमारे माननीय सेन्सर श्री देशपांडे ने कहा था कि इलेक्शन कमिशनर को डिस्क्वालिफिकेशन को हटाने का अधिकार न दिया जाये और उन्होंने यह अधिकार दिये जाने का विरोध किया था, मैं उनसे आपत्ति द्वारा यह निवेदन करना चाहता हूँ कि अभी हाल में विन्ध्य प्रदेश में हमारी विधान सभा के ८ सदस्य पदच्युत किये गये थे, चूँकि एक ही दोषारोपण यह था

[भार० एस० तिवारी]

कि जमींदार पोलिंग एजेंट रहा है इसलिये वे डिस्क्वालिफिकेशन में आ गये, उन में जिन दो के पास पैसा था वह तो सुप्रीम कोर्ट में मुकदमा लड़कर जीत गये और मिनिस्टर बन गये लेकिन बाकी भ्रादमी जिन के पास पैसा नहीं था वह सुप्रीम कोर्ट तक नहीं आ सके और आज वह पदच्युत ही नहीं बल्कि मेम्बरी के लिये ६ साल तक के लिये डिस्क्वालिफाइड हो कर पड़े हुये हैं। लेकिन इलजाम कुछ लोगों पर एक ही सा था कि जमींदारों को उन्होंने पोलिंग एजेंट बनाया है, और चूंकि यह सरकारी भ्रादमी हैं, इस वास्ते उनको ६ साल के लिये पदच्युत किया गया था। इसलिये मेरा निवेदन है कि यह अवश्य ध्यान रखा जाये कि अगर वह भ्रादमी डिस्क्वालिफिकेशन हटवाने के लिये मुकदमा नहीं लड़ सकते हैं तो कम से कम अपना प्रार्थना पत्र तो एलेक्शन कमिशन में दे सकें ताकि जिस झूठे अभियोग पर उनको ६ साल के लिये निकाला गया है, उससे वह मुक्त हो सकें, इसलिये यह जो १४०ए का नया सेक्शन एक्ट में जोड़ा जा रहा है मैं उसका स्वागत करता हूँ।

धारा ५४(२) इस प्रकार है :

"(2) If the number of candidates qualified to be chosen to fill the reserved seats is equal to the number of such seats, all those candidates shall be forthwith declared to be elected to fill the reserved seats, and the procedure laid down in section 53 shall be followed for filling the remaining seat or seats."

इसके अनुसार जब कोई स्थान ऐसा होता है कि जहां शङ्कलुड कास्ट के सदस्य चतने ही होते हैं जितने कि सीट्स होती हैं तो वहां पर उनके चुनाव की कोई जरूरत नहीं पड़ती और वह इलेक्टड डिक्लेयर कर दिये जाते हैं। और उसका दूसरा कारण यह हो जाता है कि जब वह डिक्लेयर हो

जाता है और उसके साथ जो एक दूसरा कैंडिडेट खड़ा हुआ है, उसके खिलाफ कोई पेटिशन दायर हो जाती है तो उस पेटिशन दायर हो जाने के कारण वह जो दूसरा विरोधी उसके विरोध में पेटिशन दायर करता है तो उसको धारा ८२ के अनुसार एलेक्शन पेटिशन में पेटिशनर को एलेक्शन में नॉमिनेट किये हुये उम्मीदवारों को विपक्षी बनाना पड़ता है। इसके अनुसार उन शङ्कलुड कास्ट उम्मीदवारों को भी बनाना आवश्यक हो जाता है कि जिनका निर्वाचन धारा ५४ की उपधारा २ के अनुसार हो गया था, जिनको कि एलेक्शन नहीं लड़ना पड़ा था और वोट नहीं डाले गये थे। इस तरह के उम्मीदवारों को विपक्षी बनाने पर पेटिशन की जांच स्वरक्षित सीट के अतिरिक्त अन्य सीट के निर्वाचन में विपक्षी के विरुद्ध धारा १०० के (१) अनुसार यदि कोई आरोप, रिश्त, दबाव अथवा अनुचित नामिनेशन का आरोप सिद्ध हो जाता है तो सारा निर्वाचन रद्द हो जाता है। उन सारे के सारे चुने हुये प्रतिनिधियों को रिजेक्ट कर दिया जाता है और जैसा कि हमारे यहां शङ्कलुड कास्ट के जो लोग थे उनको बिना अपराध रिजेक्ट हो जाना पड़ा और वह पदच्युत कर दिये गये हैं। इसलिये मेरा यह निवेदन है कि इस धारा में भी संशोधन होना चाहिये।

"82. Parties to the petition.—A petitioner shall join as respondents to his petition all the candidates who were duly nominated at the election other than himself if he was so nominated."

इन दोनों धाराओं और धारा १०० की उपधारा १ में भी आपको संशोधन करना पड़ेगा। इसलिय मेरा निवेदन है कि इन संशोधनों को आप स्वीकार करें और प्रवर समिति के सम्मुख उनको भेजें। इतना ही कह कर के मैं इस सारे विषय का समर्थन करता हूँ।

Shri S. L. Saksena (Gorakhpur Distt.—North): I am one of those in this House who have come through a bye-election, after fighting election petitions. There are two other friends also in this House who have got that experience. I wish that some of those Members were included in the Select Committee. If they were included, they would give the Select Committee the benefit of their experience as to how election law is actually working. Personally, my original election in which I was declared defeated was fought on the 28th January 1952 and I came back to this House on the 4th March, 1955, after fighting another bye-election after three years and two months.

There has been in this House a suggestion that there should be a time-limit fixed for the decision of these election petitions. I will suggest how that can be done. I know how the delay occurred in my case. It took full 22 days for the counting. This is something extraordinary; you can easily reduce this to three or four days. It took 25 days in my case. I say that at the most 7 days' time should be allowed for counting. After that, 45 days were allowed for filing the accounts and 14 days were allowed for filing the petition. Thus my election petition could be filed only 93 days after the election day. This is too long a time. If the candidate submits his accounts within 14 days, it would be better both for the candidate as well as for the others. If the period is more, there will be opportunities for faking accounts etc. Therefore, the time-limit for submitting the return of election expenses should be 14 days and not 45 days. This would also reduce the overall time-limit.

1 P.M.

In my case after full 3 months from the date of filing my election petition the Chairman of the Election Tribunal was appointed. This is too long a time. It must be laid down in this Bill that within one week from the date of filing the Election petitions the Chairman of the Election Tribunal should be appointed.

Why should they take so much time to appoint the Chairman? Then, the Chairman of the tribunal publishes the petition. This was done on the 6th of September, that is, after full 1 month and 10 days. I do not see why so much time should be taken. The Chairman could immediately send it for publication. I suggest that the Election Commission itself should gazette the petition as soon as it receives the petition. This will give notice to the candidates that a petition has been filed. On the 22nd of September, they nominated the two other Members of the Tribunal. Why so much delay? One week would have been quite sufficient to nominate the other two members. The Chairman was already there. After that, the 23rd of October was fixed as the first date for the filing of the written statement: that was 23rd October. The other side wanted three weeks more time and it was allowed. This was something extraordinary. The respondent had notice of the petition as soon as it was published in the Gazette i.e. on 6.9.52 and yet three weeks more were given. My feeling is that the tribunals try to prolong the cases. Unfortunately, I am sorry to say this, one of the Members is a retired Judge and he gets full salary for the period of the duration of the tribunal. Otherwise, he will get only his pension. I have felt that they try to prolong the trial. This should not be done. I suggest that a retired judge should not be in the tribunal. Two serving judges and one advocate should be there. That is the best thing.

There was another point in my case. After the petition came up for hearing, the Judge member was transferred to Aligarh from Gorakhpur. He had to come to Gorakhpur to try the case. The rules are such that if a person travels again within 10 days, he will not get travelling allowances for the journey again. So all adjournments of the Tribunal were for more than 10 days. That again necessitated delays of more than one month. Amendments should be

[Shri S. L. Saksena]

made to see that things are done quickly. Evidence and everything was over and in exactly two months and judgment could have been delivered on 5th of August, 1953. But, the opponent went to the High Court and filed a writ petition saying that the petition should be dismissed for non-joinder. It took 4 months in the High Court and the proceedings were stayed. Then, he went to the Supreme Court and that took two months again. After the judgement was given, full 26 months after the election, he came to the Supreme Court again and filed an appeal and that again took 6 months. Bye-election was actually held on 28th of February i.e. 5 months after the final decision of the Supreme Court and 110 days after the publication in the gazette. This took 3 years and 2 months. It is very important that the constituencies should be throughout represented by their representatives in the Parliament. It is in the public interests that top priority should be given by all courts, trials of writ petitions and appeals connected with election cases. Otherwise, the whole tribunal is paralysed; Government have to pay their salary; there are unnecessary expenses. If my suggestions are accepted, the maximum time will be 4 months and within 4 months even the biggest election cases could be finished. Six months at the most should be the time-limit fixed in the Bill for final disposal of Election cases.

I have got another suggestion and that is in regard to petitions against Ministers and Chief Ministers. These are high dignitaries. No ordinary tribunals should try their cases. A bench of the Supreme Court in its original jurisdiction should try them. Then alone you can have a feeling that there is a fair trial. As regards the electoral rolls, I was surprised to see that nearly two crores of voters who were eligible to vote in the last elections could not exercise their vote. The date by reference to which the rolls were prepared was 1st March, 1950. Elections

were held in January 1952. So the minimum age of those who voted was 23 years and not 21 years. All the people between the ages of 21 and 23 on the voting day i.e. the 31st January, 1952, were off the rolls. This is something extraordinary. It means that more than 1 crore of voters did not take part in the elections. I therefore suggest that the electoral rolls should be revised every year with reference to 1st of January of the coming year. It will take 6 or 8 months to prepare the rolls. A person who is 20 years old on 1st of January this year will be 21 on the 1st of January of the next year. The rolls will thus include all those who will be 21 years on 1st January 1956 if the electoral rolls are prepared now this year. In that case, the rolls will contain the names of all those who are entitled to vote. This big chunk of 2 crores of voters who should have voted should not be excluded. In fact, the express provisions of the Constitution were thus violated. I hope this matter will be taken into consideration and the rolls will be prepared with reference to 1st January of next year. They will be always fresh and not stale.

Mr. Chairman: The hon. Member's time is up.

Shri S. L. Saksena: I request I may be given 5 minutes more. If some time is given to me, I shall give some more experiences of mine.

I will then suggest that the Election Commission or the Election office should give to the parties concerned and to the public the time table when these rolls are revised. We do not know when these electoral rolls are revised. If we know, probably, we can help much more to give full publicity about the revision and we can help to get all the people entitled to vote, enrolled. I am sorry that there should be a provision that after every 5 years there will be a delimitation of consti-

tendencies, I suggest that the delimitation should be for at least 30 years. The rule is fixed that a constituency should have a certain population, why change the constituency every 5 years? Population will not change very much; a little change does not matter. Every citizen should have the right to vote and stand as a candidate. There is no reason why the constituency should be changed every 5 years. I suggest that we should have a delimitation once in 30 years. The Constitution should be amended accordingly.

I am opposed to this election by symbols. This is something extraordinary. People do not know who the candidate is. You have to say vote for a cow or an elephant and so on. I think the other method of having coloured boxes for each candidate was better. If that were not possible, I suggest that you should not give symbols to only 4 or 5 parties. They get an advantage. This enables them to begin propaganda much earlier than others. I suggest that every party which puts forward a request that a symbol should be given to it, should be given one. In the last elections for the local bodies in U.P., a new party the U.D.F. was formed. But, they were refused a symbol. When the elections were held, they won 40 out of 50 chairmanship contests. party that puts up 10 candidates to the Parliament or 50 candidates for the local legislatures should be allotted a symbol.

I agree with my hon. friend as regards increasing the number of polling booths. One thousand voters for one booth is too much. It is not possible to get the votes polled. Five hundred should be sufficient. As regards complaints against Ministers canvassing, in other countries, care-taker Governments are formed and then elections are held. This should happen here.

Mr. Chairman: May I invite the attention of the hon. Member. He may write down his suggestions and send them to the Minister. There are so many other intend speakers.

Shri S. L. Saksena: I shall finish in two minutes. In the bye-elections, the Ministers should not take part. When they come in to help a particular candidate, the entire Government machinery also comes with them. Much has already been said about reducing the election expenses. It is very difficult to find out how to reduce or how to limit them. I would like to make a suggestion about the motor cars. A large amount of money is spent on cars. No candidate should be allowed to use more than two cars for a parliamentary election or one car for the Assembly. If a candidate stands for the Parliament he will naturally set up 5 candidates for the Assembly and so he will actually have 7 cars. If you limit the number of motor cars that a candidate can use, I think we will be able to reduce the expenditure.

I support the suggestion of my hon. friend Shri Kamath that district judges should scrutinise the nomination papers and count the votes. They should take custody of the ballot boxes after election. If they do it, there will be much less suspicion and there will be much more confidence in the elections. There has been a lot of complaint about temporary with the ballot boxes. I suggest that they should be wrapped in cloth and sealed and should be allowed to be guarded by the volunteers of all the candidates so long as they are there. I hope all these suggestions will be taken into consideration.

सरकार ए० एस० सहगल (बिलासपुर):
गत चुनाव के अनुभव को देख कर और जो जो दिक्कतें हमारे उम्मीदवारों और सरकार को आई हैं उनको देखते हुये हाउस के सामने यह दो विषयक, बिल नं० ३७, १९५५ का और बिल नं० ३८, १९५५ का, पेश किये गये हैं। यह दोनों बिल एक सेलेक्ट कमेटी के पास जा रहे हैं।

[सरदार ए० एस० सहगल]

बिल नं० ३८ में जो स्टेटमेंट आफ प्राजेक्ट्स एण्ड रोजन्स हैं उसको देखने से पता चलता है कि जो क्लॉज १२ में ३० दिन की मियाद रखी गई है उसके सम्बन्ध में सरकार चाहती है कि कोई भी उम्मीदवार जिसने अपना नामिनेशन पेपर दाखिल किया है वह उस तारीख के भीतर जो कि बोलिंग के लिये रखा गया है फिट इन कर ले। मैं समझता हूँ कि यह चीज जो रखी जा रही है वह वाजिब नहीं होगी। ऐसी परिस्थिति में यह जरूरी है कि जो वर्तमान कूल हमारे यहां हैं उसी को रखा जाय। अगर ऐसा किया गया तो मैं समझता हूँ कि यह ज्यादा बेहतर होगा। दफा ४१ में यह भी कहा है कि जो उम्मीदवार चुनाव के लिये खड़े होते हैं उनको कुछ खानों की पूर्ति करनी पड़ती है खर्च के बारे में चाहे वे कामयाब हों या न हों। यह जो चीज थी वह बहुत अच्छी चीज नहीं थी। मेरे खयाल में यह एक अच्छी बात होगी अगर एक आदमी जो चुनाव में कामयाब होता है और जितना वह खर्चा करता है वह उसको बताना चाहिये लेकिन जो दूसरे उम्मीदवार हैं और जो कामयाब नहीं होते हैं उनके लिये यह जरूरी नहीं होना चाहिये कि वह उन खानों की पूर्ति करें और उनको कोई खर्च के एकाउंट नहीं देने चाहियें।

सब से बड़ी बात जो मैं कहना चाहता हूँ वह यह है कि जो सिलेक्ट कमेटी हमने बनाई है और जिसके सुपुर्द हम इन बिलों को करने जा रहे हैं, उसको यह हक हासिल होना चाहिये कि वह और जितनी भी बातें उसके सामने आयें उन पर विचार करे न कि वह इन दो बिलों तक अपने विचारों को सीमित रखे। अगर यह कहा जाये कि सिलेक्ट कमेटी केवल उन्हीं क्लॉजिज पर बहस कर सकती है और उन्हीं पर विचार कर सकती है जो कि इन दो बिलों में दर्ज हैं और जिनके जरिये हम कुछ तरमोमें करने जा रहे हैं तो यह मेरे विचार में ठीक

बात न होगी। मैं चाहता हूँ कि इस सिलेक्ट कमेटी के हाथ नहीं बांध दिये जाने चाहियें और उसको अधिकार होना चाहिये कि वह दूसरी बातों पर भी गौर कर सके जो उसके सामने आयें। इसलिये, सभानेत्री महोदया, मेरी आपसे प्रार्थना है कि सिलेक्ट कमेटी को इन्सट्रक्शन होनी चाहिये कि वह तरमीम जो दूसरी बातों पर भी, जो उसके सामने आयें, गौर करे।

अभी यहां पर डिक्लर हुआ कि जो उप-चुनाव होते हैं उन में बहुत ज्यादा दिक्कत होती है। सभानेत्री महोदया, जो उप-चुनाव होते हैं और उन में जो दिक्कतें पेश आती हैं वह तो सब के लिये समान होती हैं और इससे डरने की कोई बात नहीं। हमारे देश में बहुत से उपचुनाव हुये हैं और हमारे मित्र कामत जी भी इसी तरह के एक उपचुनाव में जीत कर आये हैं। तो मेरा विचार है कि इन से डरने की आवश्यकता नहीं है। हमें याद रखना चाहिये कि उप-चुनाव में भी यदि हमारी पार्टी अच्छी है हम ईमानदार हैं, हम अच्छे काम करते हैं तो लोग हमें ही वोट देंगे और हम जीतेंगे और जो हमारे विपक्ष में खड़ा हुआ है वह यकीनी तौर पर हार जायेगा। मैं आपको मध्य प्रदेश में जो दो उपचुनाव हुये हैं उनके बारे में थोड़ा सा बतलाना चाहता हूँ। यह दो उपचुनाव चापा और जांजगीर कंस्टिट्यूएँसी जो कि बिलासपुर डिस्ट्रिक्ट में है, में हुये हैं। वहां पर जो ट्रिब्यूनल मुकर्रर किया गया था उस वक्त यह देखन की कोशिश नहीं की गई थी कि आया उसके मेम्बरों में से कोई किसी पार्टी का पक्षपाती तो नहीं है। हमें यह जरूर देखना चाहिये कि क्या किसी मेम्बर का झुकाव, किसी का इन्क्लिनेशन किसी खास पार्टी की उम्मीदवार की तरफ तो नहीं है। मैं यह कहने के लिये तैयार हूँ कि इन दो उपचुनावों के बारे में जो ट्रिब्यूनल मुकर्रर किया गया था उस में कोई एक ऐसा आदमी था जिसका कि झुकाव किसी एक खास पार्टी के उम्मीदवार की

तरफ था। मैं जो यह चाहता हूँ कि जिन लोगों को ट्रिब्यूनल का मेम्बर मुकर्रेर किया जाये वे ऐसे लोग होने चाहियें जो कि हाई कोर्ट के जज हों। साथ ही जब हमारे चुनाव हो जाते हैं उनके बाद जो गिनने का काम है वह भी जो हाई कोर्ट के जजिज हैं या डिस्ट्रिक्ट जज जो हैं उनके हाथ में होना चाहिये क्योंकि यह देखा गया है कि लोगों का ज्यूडिशरी पर ज्यादा कान्फिडेंस है बनिस्बत दूसरों के। यह गिनती का काम भी दूसरे लोगों के हाथ में नहीं होना चाहिये क्योंकि मैं समझता हूँ कि उन पर किसी न किसी तरह कई लोग प्रभाव डाल ही लेते हैं या वे किसी के प्रभाव के नीचे आ ही जाते हैं क्योंकि उनकी रोटी उनके हाथ में रहती है और कई बार गलती कर देते हैं।

इसलिये मेरा सुझाव है कि हाई कोर्ट के जजिज को ही रखा जाये।

अब जो क्लॉज २५ में आपने टाइम लिमिट की बात को उड़ाने की बात कही है, इसका मैं स्वागत करता हूँ। इससे कैडिडेट्स को बहुत ज्यादा सहूलियत होगी और यह ज्यादा मुफ़ोद बात भी होगी।

इसके बाद मैं एक बात यह कहना चाहता हूँ कि जब कोई आदमी जीत जाता है और उसको विजयी घोषित कर दिया जाता है, वह तब तक अपनी जगह संसद् में या विधान सभा में नहीं ले सकता है, जब तक वहाँ पर जो डिसकशन होती है उसमें भाग नहीं ले सकता है जब तक कि उसका नाम गजिट में नोटिफाई नहीं कर दिया जाता। इसलिये मेरा सुझाव है कि जिस समय एक कैडिडेट को विजयी घोषित कर दिया जाय उसके फौरन बाद उसको अधिकार होना चाहिये कि वह आकर डिसकशन में भाग ले सके। अगर यह व्यवस्था कर दी जाये तो ज्यादा अच्छा होगा। जिस दिन एक आदमी विजयी घोषित कर दिया जाये

उसी दिन उसको यहाँ पर आकर बैठने का अधिकार होना चाहिये।

इलेक्शन एक्सपेंसिस के बारे में जैसे कि मैं ने पहले कहा है, इसके बारे में एक फार्म है और उसमें जो खाने हैं व सबको भरने पड़ते हैं। मैं यह नहीं कहता कि जो आदमी विजयी घोषित किया जाता है उससे कोई रिटर्न ही न मांगी जाये। मैं मानता हूँ कि जो भी आदमी इलेक्शन लड़ता है उसको खर्च करना ही पड़ता है। अगर इस फार्म के बजाय इतना ही उसको कहा जाय कि वह बताये कि कितना उसने खर्च किया है और किस किस मद में खर्च किया है तो ज्यादा बेहतर होगा। जैसा कि मैंने पहले कहा है कि जो आदमी कामयाब नहीं होता है उसको इलेक्शन रिटर्न भरने की कोई जरूरत नहीं होनी चाहिये।

अब जो इलेक्शन पेटिशन के बारे में वक्त रखा गया है क्लॉज ४२ में मैं उसका स्वागत करता हूँ। इसमें कहा गया है कि किसी को भी इलेक्शन पेटिशन को दाखिल करने के लिये दो महीने का वक्त होगा और अगर कोई इतने अर्से में इलेक्शन पेटिशन फाइल नहीं करता है तो उसका इलेक्शन पेटिशन फाइल करने का जो राइट है वह जाता रहेगा। इसमें ४५ दिन के अलावा जो कि कैडिडेट को इलेक्शन एक्सपेंसिस फाइल करने का वक्त दिया गया है, उसके बाद १५ दिन तक भी वह पेटिशन फाइल कर सकता है यह एक अच्छी चीज है। अब यह जो दो महीने का अर्सा हो जाता है और मैं समझता हूँ कि यह एक बहुत अच्छी चीज है।

मैं समझता हूँ कि इलेक्शन कमिशन को यह अधिकार होना चाहिये कि वह जो दो जजिज एप्पाइंट करे वे हाई कोर्ट के जजिज हों। आपने जो क्लॉजिज ४७ और ५४ में यह कहा है कि यह दोनों जजिज डिस्ट्रिक्ट जजिज हों मैं इसे पसन्द नहीं करता हूँ। मेरा कहना यह है कि डिस्ट्रिक्ट

[सरदार ए० एस० सहगल]

जजिज को एप्वाइंट न करके हाई कोर्ट के जजिज को एप्वाइंट किया जाये और जब इन में किसी पेटिशन के बारे में इस्तलाफ़ राब हो उसका फैसला सुप्रीम कोर्ट के जज को करना चाहिये । सभानेत्री महोदया, मैं यह कहने के लिये तैयार हूँ कि हमारे यहां जो दूसरे जजिज हैं उनमें लोगों का उतना विश्वास नहीं है जितना कि जूडी-शीयल पर है । इसलिये यह जरूरी है कि हम हाई कोर्ट के जजिज को एप्वाइंट करें जिन पर कि लोगों का काफी विश्वास है

आशा करता हूँ जो सुझाव मैंने दिये हैं उन पर गौर किया जायेगा ।

सेठ अचल सिंह (जिला आगरा-पश्चिम) : यह जो चुनाव का विषय है यह आम जनता का विषय है और इसमें हर भारतवासी दिलचस्पी लेता है । पिछले चुनाव जब हुये उस वक्त तकरीबन १७ करोड़ लोगों ने वोट दिये थे । जिस तरीके से और जिस कामयाबी के साथ चुनाव किये गये उसकी प्रशंसा दुनिया भर में हुई । अभी हमारे कुछ अपोजीशन के मेम्बरों ने उन चुनावों के बारे में तरह तरह की बातें कहीं लेकिन मैं यह कह सकता हूँ कि श्रीन दी होल चुनाव बहुत शान्तिपूर्वक हुये और अच्छे तरीके से हुये । यहां तक कि कुछ देशों ने अपने चुनाव कराने के वास्ते यहां की सरकार से चुनाव अधिकारी मांगे, जिन्होंने बड़ी खूबी के साथ चुनाव कराये ।

इसकी काफी प्रशंसा हुई है । इस विषय में मैं दो तीन सुझाव देना चाहता हूँ । आशा है कि मंत्री महोदय उन पर विचार करेंगे ।

श्री कामत (होशंगाबाद) : क्या आप आगे आने का कष्ट करेंगे ? सुनाई नहीं दे रहा ।

सेठ अचल सिंह : पहली बात मैं यह कहना चाहता हूँ जिस वक्त एलैक्ट्रल रोल तैयार किया जाता है, तब उसकी अच्छी तरह पब्लिसिटी नहीं की जाती है । जिस वक्त क्लार्क नाम पूछने के लिये घरों पर जाते हैं, तो लोग नहीं समझते कि ये क्यों आये हैं और इसलिये वे अपना नाम नहीं बताते । इस कारण बहुत से नाम छट जाते हैं । मैंने आगरा में देखा कि रोल के रिवाइज होने के वक्त स्त्रियों ने अपने नाम नहीं बताये और इस तरह बहुत सी स्त्रियां वोटर बनने से रह गईं । मैं चाहता हूँ कि जब लिस्टें रिवाइज हों, तो इस बात की खूब पब्लिसिटी की जाय ताकि जनता को मालूम हो जाये कि लिस्टें बनाने का काम जारी है और हमको अपने अपने नाम दर्ज करवा देने चाहिये । ऐसा करने से लिस्टें मुकम्मल हो जायेंगी ।

दूसरी बात मैं इलैक्शन एक्सपेंसेज के बारे में कहना चाहता हूँ । एक कैन्डिडेट विधान सभा के चुनाव में दस हजार से तीस चालीस हजार तक खर्च कर देता है, लेकिन कायदे के मुताबिक उसको विधान सभा और लोकसभा में आठ हजार और २५ हजार तक खर्च करना चाहिये । इसका नतीजा यह होता है कि गलत एक्सपेंसेज लिखा दिये जाते हैं । इसलिये मैं चाहूंगा कि इलैक्शन एक्सपेंसेज की मद निकाल दी जाय और हर एक व्यक्ति को इस बात का मौका दिया जाय कि वह जितना चाहे खर्च करे । लोग खर्च तो अब भी करते हैं, लेकिन दिखाते कम हैं और रिटर्न में गलत दर्ज कराते हैं । इसलिये इलैक्शन एक्सपेंसेज की मद को निकाल दिया जाय, तो अच्छा है ।

इलैक्शन में बहुत से लोग करप्ट प्रैक्टिसिज करते हैं । वे जरूर खरम होनी चाहिये ।

लोग कई प्रकार के नाजायज़ काम करते हैं और रिजर्व देते हैं। इस वजह से इलैक्शन में खराबा पैदा होती है, जो कि नहीं होनी चाहिये।

इन शब्दों के साथ मैं मंत्री महोदय से निवेदन करूंगा कि वह इन बातों पर विचार करें, अर्थात् एलैक्ट्रल-रोल बनाते वक्त काफी पब्लिसिटी की जाये और इलैक्शन एक्सपेंसज न सबमिट करन पड़ें।

सरदार इफ्तेखार सिंह (फाजिल्का-सिरसा) : सब से पहले मैं यह कहना चाहता हूँ कि पीपल्स रिप्रेजेंटेशन एक्ट के नियम बहुत सख्त हैं और इस तब्दीली के बाद भी शायद वे सख्त ही रहेंगे। बहुत कम कैंडीडेट्स ऐसे होते हैं जो कि वकील होते हैं या इतने पढ़े लिखे होते हैं कि इन नियमों को अच्छी तरह समझ सकें।

पहली बात मैं नामीनेशन के बारे में कहना चाहता हूँ। बाज औकात ऐसा होता है कि नामीनेशन के वक्त एक आदमी दस्तखत करता है और बरखिलाफ़ पार्टी उस पर ऐतराज कर देती है कि यह उसके दस्तखत नहीं हैं। तब वह अदालत में आता है और रटनिंग आफ़िसर के सामने दस्तखत करता है, लेकिन रटनिंग आफ़िसर फिर भी उसके नामिनेशन को रिजेक्ट कर देता है और कहता है कि ये दस्तखत मिलते ही नहीं हैं। सदर साहिबा, आप गौर फरमाइये कि देहात में अनपढ़ लोग बसते हैं, उनके दस्तखत कहां तक मिल सकते हैं? मैं चाहता हूँ कि इस एक्ट में यह प्राविजन होना चाहिये कि अगर कोई आदमी रटनिंग आफ़िसर के सामने यह हलफिया बयान दे कि यह दस्तखत मेरे हैं, तो वह दस्तखत उसी के तसव्वुर किये जाने चाहियें। देहातियों ने कभी दस्तखत किये नहीं होते और फिर पढ़े-लिखे आदमी भी हर वक्त एक से दस्तखत नहीं कर सकते और उनके दस्तखत भी हमेशा नहीं मिलते, तो फिर अनपढ़ और

कम पढ़े-लिखे आदमियों के दस्तखत मिल सकते हैं? इसलिये इस बिना पर पेपर रिजेक्ट कर देना कि दस्तखत नहीं मिलते हैं, मैं समझता हूँ उनके साथ बड़ी बे-इम्साफी होती है। इसलिये ऐसा प्राविजन होना चाहिये कि अगर कोई शख्स रटनिंग आफ़िसर के सामने यह हलफिया बयान दे दे कि मैं ने यह दस्तखत प्रोपोजर के तौर पर किये हैं, तो उसको मंजूर कर लेना चाहिये।

इसके बाद मैं रिटर्न आफ़ इलैक्शन एक्सपेंसिज के बारे में कुछ कहना चाहता हूँ। यह सब से कठिन बात है। इसको बहुत सादा किया गया है, लेकिन मैं समझता हूँ कि अभी तक वह इतना सादा और आसान नहीं हुआ है, जितना कि होना चाहिये। या तो आप इस किस्म की हिदायत दें कि ये ये चीजें इन्क्यूड होनी चाहियें और ये ये नहीं होनी चाहियें, ताकि कैंडीडेट अपनी रिटर्न उसके मुताबिक बना सके। इस एक्ट में इतना बसीह (खुला) मैदान रखा गया है कि जिस बात को कोई जिस बंग से सोचना चाहे सोच सकता है। पिछले इलैक्शन में कितने पेटिशन्स हुये, जिन में रिटर्न आफ़ नामीनेशन पेपर के बाद अगर कोई चीज आती है, तो वह इलैक्शन एक्सपेंसिज की है। आपने उसको सिम्पलीफ़ाई करने की कोशिश की है। लेकिन मैं अर्ज करना चाहता हूँ कि खास तौर पर स्टेट एसेम्बलीज के लिये जो कैंडीडेट्स आयेंगे वे छोटे छोटे देहात से आयेंगे। मुमकिन है कि वे इतने पढ़े-लिखे न हों और जब तक आप उनके लिये कोई ऐसा रूल नहीं बनाते कि यह चीज इलैक्शन एक्सपेंसिज में शामिल होनी चाहिये और यह नहीं होनी चाहिये, तब तक उन लोगों की मुश्किल हल नहीं होगी। आपने यह तो कह दिया कि पार्टी के एक्सपेंसिज शामिल नहीं होंगे, लेकिन आप जानते हैं कि इलैक्शन पेटिशन्स में इसके अलावा कितनी चीजें आईं। मद्रास में एक पेटिशन दायर की

(सरदार इकबाल सिंह)

गई थी कि किसी कैंडीडेट ने डेढ़ आने का इलैक्शन एक्सपेंसिज नहीं दिखाया। इतनी सक्ती के साथ यह कानून लागू किया जाता है। मैं समझता हूँ कि सिलेक्ट कमेटी बाजह अलफ्राज में कहे कि ये ये चीजें इलैक्शन एक्सपेंसिज में आयेंगी और ये ये नहीं आयेंगी ताकि लोगों को रहनुमाई मिले और उसी के मुताबिक कैंडीडेट्स अपने इलैक्शन एक्सपेंसिज तैयार करें।

दफ़ा १२३ और १२४ में कहा गया है कि अगर किसी प्लेकार्ड या सर्कुलर पर प्रिन्टर और पब्लिशर का नाम न हो, तो वह इलैक्शन रद्द हो सकता है, क्योंकि वह एक करण्ट प्रिण्टिड है। मैं कहना चाहता हूँ कि इस देश में कितने ऐसे इस्तहार निकलते हैं जिन में प्रिन्टर और पब्लिशर का नाम होता है। बाज् अभीकत ऐसा भी होता है कि किसी वजह से किसी इस्तहार पर प्रिन्टर और पब्लिशर का नाम रह गया, और इलैक्शन पेटिशन हुआ, तो वह डिसक्वालिफ़ाई भी हो सकता है। इस में बहुत वेगली कहा गया है कि प्लेकार्ड, सर्कुलर और पोस्टर। कोई भी जानता है कि कितने ही सर्कुलर होते हैं, जिन को पाटियों, संस्थाओं की तरफ से अपने कैंडीडेट्स की हिमायत में निकाला जाता है। उस बिना पर भी इलैक्शन पेटिशन हो सकती है। मैं समझता हूँ कि आपको यह बात बाजेह करनी चाहिये और मेरे ख्याल में प्रेस का नाम ही काफी समझा जाना चाहिये।

आखिर मैं मैं यह कहना चाहता हूँ कि यह बहुत बड़ा देश है। इस में हजारों गांव हैं और एक बहुत बड़ी तादाद में पोलिंग स्टेशन और पोलिंग बूथ्स बनते हैं। वोट डालने के लिये लोगों को एक गांव से दूसरे गांव जाना पड़ता है। अभी तक यह मुकर्रर किया गया है कि एक हजार आदमियों के

लिये एक पोलिंग स्टेशन हो, यानी अगर किसी देहात में पांच सौ आदमी हों तो उनको दूसरे गांव जाना पड़ता है। इससे लोगों को बहुत तकलीफ होती है। सरकार को इस बात का फ़ैसला करना चाहिये कि अगर किसी गांव में पांच सौ के करीब वोटर्स हों और पोलिंग स्टेशन तीन मील से ज्यादा फासले पर हो, तो उसी गांव में एक पोलिंग स्टेशन बनाया जाय। जब पोलिंग स्टेशन की लिस्ट छापी जाती है, तो कोई ऐतराज नहीं करता है। लेकिन लिस्ट बनाने वालों को इस बात का इल्म नहीं होता है कि फलां गांव कहां पर वाकया है और दूसरे गांव की लोकेशन क्या है। कैंडीडेट्स जब अपनी कांस्टीच्युएंसी के सब आदमियों का पता करते हैं, तब उन्हें पता लगता है कि वोटर्स कहां रहते हैं और पोलिंग स्टेशन कहां पर रखा गया है। अगर उस वक्त वे ऐतराज करते हैं, तो कहा जाता है कि हम मजबूर हैं, यह तो इलैक्शन कमिशन ही कर सकता है। इस इन्तज़ाम में जरूरी कोई तब्दीली की जानी चाहिये और अगर रिटर्निंग आफिसर यह समझे कि फलां देहात के लोगों को दूसरे गांव के पोलिंग स्टेशन में जा कर वोट डालने में वाकई तकलीफ होगी, तो इस बात का प्राविजन होना चाहिये कि वहां पर एक पोलिंग स्टेशन बनाया जाय, या उसके नजदीक ही किसी गांव में बनाया जाय—उसको ज्यादा दूर न रखा जाना चाहिये।

Shri J. R. Mehta (Jodhpur): To begin with, I should like to stress what I consider to be by far the most important matter, while we are considering the reform of our election law and procedure. I should like to say that I strongly share the views,—to which expression has already been given by some hon. Members,—that the hon. Minister of Legal Affairs is guilty of a serious omission in so far as he has failed to meet the wide

demand in this country that in all respects the scrutiny of nomination should be finalised before the elections. We know by our experience of the last elections that by far the large majority of the elections which were set aside on the ground of improper rejection of nomination papers. We also know the great deal of harassment and anxiety to candidates and public inconvenience and expenditure involved in all this. As hon. Members are aware, the Government themselves laid stress on this aspect of the matter when they brought forward to the Representation of the People (Amendment) Bill, 1953, which was subsequently withdrawn; and they had proposed some concrete measures to achieve the object in view. The matter also received very careful consideration at the hands of the Select Committee which considered that Bill and they evolved an elaborate procedure and machinery which in their view was capable of achieving the object. It is a pity that this aspect of the matter has been entirely ignored in these Bills. It is also a pity that the hon. Minister, Shri Pataskar, has not thought fit to explain why he has chosen to do so.

I concede that the question is not a very easy one. There are two opinions, one holding that all questions relating to the rejection or acceptance of nominations should be finalised and are capable of being finalised before the polling; and there is another view that this, though desirable, is not possible without prejudice to satisfactory and proper adjudication, for the simple reason that some of the matters involved are complicated and do not admit of being disposed of within a reasonable time. It is not for me to dogmatise as to which view is correct. But even conceding that there are certain matters which are too complicated and require time, there is no reason why all other matters should not be finalised before the elections actually take place. I regret to have to say that these Bills make no attempt even to achieve this limited objective.

It was my privilege to be a Member of the Select Committee which considered the Bill of 1953 and I ventured to append a note of dissent in which I dealt with this matter and attempted to suggest how far we could go and how we could achieve the objective, partially at least. For want of time, I shall not attempt to read out extracts from that note but I shall content myself by drawing the attention of the hon. House to it for whatever it might be worth. But, I do urge, with all the emphasis that I can command, that the hon. Minister, and the Select Committee, will be pleased to give attention to this problem, without a solution of which all our attempts to simplify election procedure will, I am afraid, not lead us very far.

Next, I should like to say a word about the return of election expenses. Most Members of this House seem to agree that it puts too much strain on the conscience of honest candidates and that, at the same time, it is altogether ineffective for the purpose it is intended to serve. I therefore, strongly endorse the view that has already found expression that this return should be done away with.

This applies, more or less, to the question of ceiling on election expenses. I should, on my part, like to concentrate all my attention to categorising all acts and practices through which money plays its nefarious role in the direction of prejudicing free and fair elections and to provide severe punishment including imprisonment for resorting to any of these forbidden acts and practices. After all, I see no reason why we should make such a great fetish of the amount of expenditure involved. If we take the matter in a sporting spirit, I think, it only helps to spread the socialist pattern of society.

In this context, I should also like to say that I do not at all like the provision that the expenses incurred by recognised party organisations in

[Shri J. R. Mehta]

furthering the prospects of the candidates supported by them should not form part of the election expenses of any individual. This will mean that one can easily circumvent the ceiling difficulty by incurring all or most of the expenditure through his party organisation. This aspect of the matter again serves to reinforce the view that the present provisions relating to return of election expenses are ineffective and can be easily circumvented.

An attempt is made in the Bill to shorten the period provided for the election programme. I wish to state categorically that I am absolutely opposed to any shortening of the time available between the final date of nomination and the actual polling. As the hon. Deputy Speaker pointed out when the hon. Minister was introducing the Bill in the House, we have about 8 lakhs of voters to cater for and apart from that, there is another aspect to be considered, the point of view of not only of the number of voters involved but also of the area comprising the constituency. Now, I wonder whether many of the hon. Members in this House are aware of the area in my constituency. I venture to think they cannot even hazard an approximate guess. May I state, for the information of the hon. Members, that my constituency is as extensive as 36,000 square miles, and something more.

Pandit Thakur Das Bhargava (Gurgaon): Terrible!

Shri J. R. Mehta: If you keep this figure in mind, you will refuse to accept any proposal for shortening the period between nomination and actual polling. The question of distances and communications also, of course come in. It will, perhaps, interest the House to know that when a team of my workers left for the northern portion of my constituency, which comprises Jodhpur and Phalodi tehsil, when they left for the area

about 15 days before the election, they told me that I should not attempt to contact them before the election had actually taken place and that it will be impossible for them to contact me during this period. So, the House can imagine whether it will be practical wisdom to shorten the period, which is at present prescribed, between the nominations and the actual voting.

I will not take much time. Allied with this question is the question of maximum distance of polling booths. Here, again, I might inform the House that during the last election there were instances of polling booths being situated about 16 miles from the place where the voters were residing. I have with me now a circular which I have received only four days back from the Returning Officer of my constituency in which he proposes to frame certain rules for the next elections and there the distance proposed is 10 miles, which means 20 miles both ways and we have to wade through sanddunes and there are no communications and no vehicles available.

Pandit Thakur Das Bhargava: What is the number of voters?

Shri J. R. Mehta: The same seven lakhs and 50 thousand. That is how the area is excessive.

Having made these brief observations as to the provisions of the Bill, there is one fundamental matter of general importance which I should like to touch. In this House and elsewhere few will deny that the Parliamentary democracy which we have adopted is too cumbersome and too costly for a country like India. If we compute the total expenditure on Parliamentary and Assembly elections throughout India including the expenditure incurred by the candidates, the voters and the Government, the total will run into astronomical figures.

In the case of parliamentary elections where 8 lakhs of people are to elect one individual, it is doubtful whether they can make their choice rightly or with confidence. It is necessary to think of a more reliable and yet less costly system of elections. I believe that the question is exercising and has exercised the minds of many people in this country. I remember an occasion when the hon. Leader of the House himself expressed doubts as to the present method of our choosing MPs. He hinted at the substitution of some indirect method. There are others like Shri Jaya Prakash Narain who says that we should work for a non party democracy in India, though we are not told how this can be made workable. During the course of this very debate, my hon. friends, like Shri Jaipal Singh who spoke earlier and only today Seth Govind Das and Shri Babu Ramnarayan Singh have referred to this question. I think there is great force in what these hon. friends have stated. Many of us make the mistake to assume that democracy is new to India. I respectfully submit that it is in our blood and is inherent in the very genius of our people. Our village panchayats of old or caste panchayats are models of democracy. So far as they go, they are the examples of non-party democracy. It is not for me to suggest any particular form of democracy, but I do take this opportunity to invite my friends, the wiser politicians and experienced leaders of our country, to give more serious thought to this question. Let us make our democracy more in conformity with the genius of our people and let us, at any rate, make it more healthy, effective and less costly.

[MR. DEPUTY-SPEAKER in the Chair]

Shri Jethalal Joshi (Madhya Saurashtra): I congratulate the hon. Minister on his bringing these two Bills before the House. These Bills seem to simplify the law, reduce the wastage of time and energy and also

reduce the expenditure besides expediting the work.

Since many of the points relating to electoral rolls, expenditure, period etc. are covered by other speakers in this House, I will not dilate on them and bore the House by repeating the same thing.

Coming to the point at issue, I would like to draw the attention of this House to the Election Commissioner's report. There are certain instances of the grounds on which the nomination papers have been rejected. I will cite some of them.

(1) The word "State" was added in the nomination paper as West Bengal State Legislative Assembly instead of West Bengal Legislative Assembly.

(2) Only one symbol was chosen by the candidate instead of three.

(3) The candidate has been selected for appointment to an office of profit. He has not actually received the profit but has been selected for appointment.

(4) The candidate's name was entered in the lists of assessors for the trial of sessions cases.

From these instances it is evident that the grounds stated are very flimsy and very technical. I would request the Select Committee to go into such grounds and see that no nomination paper is rejected on such flimsy grounds.

Coming to the major corrupt practices, to clause 123 I have one strange addition to make—it is a suggestion. In page 109, under the heading 'undue influence', I would like to add the words "dacoits' displeasure", and it will read like this with my suggested addition:

"Any person who induces or attempts to induce a candidate or an elector to believe that he will become or will be rendered an object of divine and dacoits' displeasure or spiritual censure."

[Shri Jethalal Joshi]

The divine displeasure is rather uncertain and it is vague and distant, but the dacoits' displeasure is certain and is just at hand and tangible. While I make this suggestion, I may say that it is based on the experience that we had in the last election in Saurashtra. The House is well aware that in the year 1951, during the last elections in Saurashtra, there were about 34 murders by dacoits in Saurashtra, and out of that, 11 murders were committed on the night, two days previous to the actual day of polling; for the whole of Madhya Saurashtra, which is my constituency, there were about 23 murders during the interval of one month from the day of nomination down to the actual polling day. What was the reason behind these murders and who were responsible?

Shri N. Sreekantan Nair (Quilon cum Mavelikkara): Your respectable people.

Shri Jethalal Joshi: Shri Dhebarbhai was the Chief Minister of Saurashtra; he stood for a constituency in Upleta, which forms also a part of my Parliamentary constituency. He was the main object of target by the dacoits, but these dacoits were after all tools in the hands of some persons or some political parties. I may say with all the conviction that I can command that these contestants were hands in glove with these dacoits, and although directly the dacoits were responsible for these murders, very distantly these persons were also responsible. I feel that so long as there is greed for power and there are no scruples as regards the means, there will be repetition of such horrors in every election. I, therefore, suggest that some way and some measure to deal with this menace should be found by the Select Committee. All these major corrupt practices, minor corrupt practices and illegal practices, and the sections and sub-sections of the manual of

election laws, the Indian Penal Code and the Criminal Procedure Code, all combined, become very minor when we look at the horrible situation that faced the country some time ago. Therefore, when nobody can say that such horrors will not be repeated, I think that some measures should be devised to meet such a situation whenever and wherever it arises.

The House will perhaps be amused to learn that a candidate who contested the election in the Upleta constituency and his supporters—of course the candidate was an agriculturist and I would not say he was absolutely illiterate but he was essentially an agriculturist—were sustained in the belief that if he succeeded in the election and if they all combined to defeat the Chief Minister, then he would become the Chief Minister of Saurashtra.

Our friends opposite were just saying that there should be a limit to the expenditure. If I may say so and if the Committee wants to impose any limit, it should be a limit on falsehood and lies that were carried on in such elections. Much of the expenditure rises or increases on account of such falsehood being carried on.

Coming to the question of seconder, my standpoint is that we should not dispense with the necessity of a seconder. My interpretation is that when a proposer proposes and a seconder supports, I feel that it is an invitation to a candidate to stand for election and to represent that constituency and therefore, I feel that the seconder should be retained.

Now, the period of 40 days is proposed to be reduced to 30 days. I feel that the hon Minister is anxious to follow the methods and procedure of the United Kingdom. In UK the election is completed within about three weeks but we should look to the size of the country, its area, population and the voters in this country.

The size of the Parliamentary constituency in England is almost equal to the size of the State assembly's constituency in our country. The Parliamentary constituency in this country is rather 5-7 times as large as an English constituency. If we look to these things, I feel that the period should not be reduced to 30 but should be retained as it is. Otherwise only men of means would be able to stand for election and spend lavishly and tour the constituencies; it will leave other people with limited means not to be able to serve the constituency properly.

There is one point about which I want to be clear. That is about pensioners or persons who are retired and who are drawing pension from the coffers of the Government. I would like the Select Committee to go into the question and see whether a pensioner would be eligible for standing as a candidate in a State or Parliamentary constituency.

Mr. Deputy-Speaker: There are a number of pensioners already here in the Parliament. Does the hon Member suggest that there ought to be a prohibition against pensioners or does he want an interpretation?

Shri Jethalal Joshi: I would like the Select Committee to go into the question again and reconsider this question. I would like to have their interpretation.

Mr. Deputy-Speaker: There are many of them here without objection. If he does not want pensioners some of our Ministers also may have to go.

Shri Jethalal Joshi: As regards electoral rolls, I have been to my constituency very recently and I wanted to see and verify whether some of the names which are entitled to be registered were there in the list. I was surprised to find that the name of a man very highly placed in the State was not registered in that list. I have

another instance of a friend who stood for the Council of States.

Mr. Deputy-Speaker: What is the remedy? Many such instances have been given. It only shows that even an important man's name is omitted. There is no partiality.

Shri Jethalal Joshi: There are incomplete and inaccurate. There are a number of such omissions and therefore, they should be properly revised and corrected.

Mr. Deputy-Speaker: That is only a blessing—an *asirvadam*. But what are the steps to be taken?

Shri Jethalal Joshi: My suggestion is that 15 days before the actual polling, all such names which must be registered or which are qualified to be registered should be registered and they should be allowed to exercise their votes.

Shri B. K. Das (Contai): Sir, you were pleased to observe a minute back: 'what is the remedy for the defects that appear in the electoral rolls?' I venture to make one suggestion. The electoral roll should be prepared on a different basis. My idea is that there may be a family-wise roll or a house-roll for each village. The names of heads of families may be arranged alphabetically and the names of members of each family eligible to be voters are to follow the name of the head of the family. In fact when the electoral rolls were prepared, they were prepared after a visit to each house and the names were later arranged alphabetically. If the names of all members belonging to one family would have been placed in one place, it would have been possible to verify or correct the mistakes very easily.

Further when the candidates approach the voters they are also approached house by house. If any name is omitted, it can easily be detected.

Mr. Deputy-Speaker: I think the only course is that the candidate must get all the names of persons who are likely to vote for him included in the list and the opposing candidate must get the names of persons who are likely to vote for him.

Shri Kamath: There may be common names also.

Mr. Deputy-Speaker: There may be common names also. But, that is the only course in which the candidates and the general citizens ought to be vigilant.

Shri B. K. Das: That is the final remedy. But, what remedy can we have from our existing arrangements with regard to the electoral rolls? That is what I am suggesting. There is another difficulty which has been pointed out and that is that often the names of dead persons appear in the electoral rolls. If in the course of revision of the electoral rolls the revising officers also make a house to house visit they can easily detect who are all dead. Supposing there are 2000 voters in one village, their names are scattered all over the electoral rolls, if their names are put together family-wise in the rolls then the revising officers can easily detect who are all dead.

I have another suggestion to make about the detection and the removal of the names of dead persons from the electoral rolls. When a death occurs the village chowkidar or such other man who is entrusted with the reporting of deaths to the local Death Registration Officer should at once report the matter. The Death Registration Officer should at once report that matter to the local Electoral Registration Officer so that he may take notice of that and forthwith remove the name of that person from the electoral rolls.

Then I come to election expenses. Here, in the proposed Bill it is not stated from which time the expenses should be kept account of. I think the account should be kept from the

date of publication of the notification regarding the election and any expenditure that may be incurred for the purchase of electoral rolls, even if it preceded that notification, should also be entered as an item of election expenditure.

Now, about the prescribed forms it has been proposed in the Bill that there should be a prescribed form for keeping the accounts. There is a prescribed form for submitting our returns but there is no prescribed form now for keeping the accounts. That will come now as it has been proposed in the Bill. I do not know what form that will be but I should think that proper care should be taken so that all legitimate expenditure can be entered in it. I should like to cite, for instance, that in the present form—that is form No. 26—which is in vogue and in which we are to submit our returns, there is part 'C' in which we can mention only travelling expenses and cost of refreshment provided on account of agents including electoral agent, clerks or messengers. There is no column for showing meal charges for such persons. We know that when a voluntary work is done the volunteers have to be provided with meals in our camps. There is no column in the present form in which such a charge can be entered. There is a miscellaneous column part K, but I do not think such a principle item of expenditure should be entered as a miscellaneous expenditure. Therefore, I suggest that there should be such columns in which expenses as mentioned just now by me can be entered. The prescribed form for keeping the accounts should be such that our expenses can be easily entered.

Now, I come to the question about ceiling and also whether in the ceiling the expenditure by party organisation should be included. I think, if the party expenditure is excluded the purpose for which the ceiling has been put will be defeated because the ceiling has been put so that there may be a check in the expenditure, no

corrupt practices are encouraged and money may not take advantage over other qualifications of a candidate. Therefore, I think if the party expenditure is allowed to be excluded from the ceiling it will be almost meaningless to have a ceiling to the expenditure.

In the form for returns—Form No. 26—to which I have already referred there is a 'receipts' column and in that column all monies and equivalents of money from any person, class, society or organisation is to be shown. I think that if anything is received from the party in the form of money or its equivalents it should be shown in that column and it should be taken into account in the matter of deciding whether the ceiling has been exceeded or not.

Then about the programme of election. It has already been pointed out that the proposed interval of 20 days would be too short and the present arrangement of an interval of 30 days should be there.

About the Election Tribunal I think the recommendation of the Election Commission in its report should be followed. The recommendation is that there should be a Tribunal with one Judge and if that Judge is to be a District Judge the appeal should lie with the High Court and if that Judge happens to be a Judge of a High Court the appeal should lie with the Supreme Court. When the three-man Tribunal was prescribed the idea was that there would be no appeal or that the appeals would not lie with the High Court or the Supreme Court. But, as it has been found that under the constitutional provision the appeal can lie either with the High Court or with the Supreme Court, it is better that the provision of appeal should be made in the Act itself.

Shri S. N. Das (Darbhanga Central: There is no appeal like that.

Shri B. K. Das: Then I come to the point about the scrutiny of nomination papers. There has always been endeavour to see whether some finality could be reached about that matter before the election is held. I think that after the experience of last general elections the grounds on which the rejections of nomination papers are made may be classified and at least in regard to certain grounds the scrutiny officer should be given powers or final authority to decide. If at least on certain matters a finality is reached at this stage I think much time or trouble may be saved later and the grounds may be held valid when the cases go before the Tribunal. These are my suggestions.

Shri R. K. Chaudhuri (Gauhati): Sir,.....

An Hon. Member: Come to the front and speak.

Mr. Deputy-Speaker: He has got some trouble with his legs; he cannot come down to the front.

Shri R. K. Chaudhuri: I hope my friends will not be startled by my voice which is as if coming from the outer world, but I can assure my friends that I am alive though not 'kicking', because I have lost the power of kicking for I have fractured two bones of my leg.

Shri B. Das (Jajpur-Keonjhar): You have joined my battalion.

Mr. Deputy-Speaker: The hon. Member may sit and speak. He can resume his seat and then speak from there; he need not stand.

Shri R. K. Chaudhuri: Sir, I am grateful to you and I shall do so when I am rested.

A: I have said about myself in order to make an apology for all the defects and shortcomings in my speech. I can assure my friends that I have done my best to get a cure. I have surrendered my body to my sur-

[Shri R. K. Chaudhuri]

geon just as a lover surrenders his body to any person. I shall speak more about it in connection with any motion on health.

I am very much interested in the present Bills. I have been in the elections for the last 30 years—both in the elections to the Central Legislature as well as the provincial legislature. I can assure my friends that I had no smoothsailing except on occasions when I was bowled out from my State to the Centre.

An Hon. Member: Bowled out.

Shri R. K. Chaudhuri: I meant to say that I came uncontested. I thank the hon. Member for correcting the word.

There are three things that strike me and which I may suggest by way of improvement on the present state of things. Our object should be to make the elections as cheap and as inexpensive as possible. To achieve that aim, my reason is that we must do away with this system of return of election expenses. We can fix a maximum amount, no doubt, but to call upon a candidate who is excited and who has not the means of having a regular office, to keep every voucher for the purchase of things like petrol, for a cup of tea which is given to his friends, is almost asking for an impossibility, and the insistence on these things leads one to make false statements against a solemn declaration that one makes. So, I submit that this provision for the return of election expenses, giving all the minor details of the election expenses, should be done away with. You may fix a maximum amount and you might ask the candidate to say that he has not exceeded the maximum amount. That of course will depend on the rectitude of the candidate himself. Therefore, I suggest that in order to put an end to complications which we have seen in these elections returns, I suggest that the election expenses need not be submitted and the provision for the return of election expenses should be done away with.

As regards the tribunal which should decide the election disputes, I submit that the present system of three members should continue. We have been reminded by my friend Shri B. K. Das that of late there has been interference by the Supreme Court as well as the High Court. But then the Supreme Court and the High Court interfere only when a flagrant breach of law or rules occurs and not otherwise. The whole thing has got to be decided. If you have got to go through all the facts of the dispute, there must be more than one person to come to a decision about the facts of the case. Therefore, for that reason, the present system of having three members in the election tribunal should continue, because they will be able to form a correct judgment about the facts of the dispute. It certainly seems to be more plausible that there should be more than one judge, and not two, when there is an appeal to the higher tribunal, but there is no appeal, as a matter of fact, to any higher tribunal. There is only a sort of revision and that cannot be sufficient to give the contesting parties any satisfaction that their disputes have been satisfactorily decided. Therefore, I would suggest that the present system ought to continue. But, at the same time, I would request the hon. Minister to find out some means whereby it may be possible to terminate the dispute within a prescribed time, and that prescribed time should not be in any case—including even a decision by the Supreme Court or the High Courts—exceed six months. Sometimes it takes long time for an election to be set aside when the Member, who has been wrongly returned, is merely spending the whole term sitting as a Member. I have heard it said by some friends the day before yesterday that my hon. friend Shri D. C. Sharma wanted to have the proposer also done away with. It is particularly reasonable from this point of view, namely, it is quite possible for any married man...

Mr. Deputy-Speaker: Is the proposer to be done away with, after he proposes or before he proposes?

Shri R. K. Chaudhuri: I was supporting my friend Shri D. C. Sharma for this reason, namely, if I do not get any proposer, I can ask my wife to propose me in the electioneering work. But, if a man is a bachelor or if one wants to commit suicide by bringing a legislation that no man of advanced age should be allowed to marry, then, for that bachelor it is highly essential that the proposer also ought to be done away with. So, I have no objection if the proposer is done away with.

There is one other matter to which I want to make a passing reference. I think all my friends will join me in paying a high tribute to the Election Commission of our country. The Election Commission has shown wonderful results and wonderful efficiency so far as the last election was concerned. We should all pay a tribute to it so that they will be encouraged in the more arduous performance of the duties which are ahead of them. After all it is a matter of great satisfaction to see that there is a general feeling in the country that they are acting with impartiality, unfettered by any party considerations from any source, high or low.

Now, another thing which was suggested in this House—and I think it is very reasonable—is that there should be no ban against withdrawal of any particular candidate. There should be no prescribed time for it. Any candidate should be allowed to withdraw at any time, to be allowed to drop off at any time. Many candidates come with high hopes; many inexperienced candidates come in, having been allured by false promises. All these promises prove false in the long run. So, if any candidate happens to know, say, in about a week or ten days after he files his papers, that he has no chance, he should be certainly allowed to withdraw, and there should be no penalty for such a withdrawal; because that withdrawal will help not only the candidate but also the public as well as the Government in minimising expenditure. Therefore, I submit that there should be no time-limit for the withdrawal of candida-

ture and that withdrawal should be allowed at any time. That is all I have got to say.

Shri Veeraswamy: (Mayuram—Reserved—Sch. Castes): It is very good of you to have called upon me to participate in this debate on the Representation of the People (Amendment) Bills. The Parliament and also the Government—the Law Ministry and the Election Commission—are doing through these measures a good deal of service to the country, especially to the candidates contesting in the general elections to the Assemblies and the Parliament. These two amending Bills, if passed, will remove many difficulties that were experienced in the last election and will also provide certain facilities to the people and to the contesting candidates.

With regard to the provision for doing away with a seconder, I doubt whether the election will be complete without a seconder. I do not thereby insist on seconding the proposal of a candidate, but I doubt whether the election procedure will be complete without a seconder. If a candidate is proposed by one there should be another to second that proposal. If a seconder is not necessary, I do not think whether it is absolutely necessary to have a proposer to propose the candidate at all.

There are many merits in these two Bills. For example, a candidate need not appoint an election agent; also he has been given the right to appoint more than one counting agent. Another advantage is that no separate electoral rolls need be maintained for the Parliamentary constituency; the electoral rolls for the Assembly constituencies will also serve the purpose of the Parliamentary constituency. Thus duplicity of work is avoided.

There are also certain demerits in these two Bills, which I want to bring to the notice of this House. While no deposit is required according to these measures from candidates for the Council of States and Legislative

[Shri Veeraswamy]

Councils, where is the necessity for asking for deposits from candidates for the House of the People and Assemblies alone? A Parliamentary candidate has to deposit now Rs. 500 and in the case of Scheduled Castes candidates, the amount is Rs. 250. I would submit to the Government and also to the Select Committee to which Bill is going to be committed, the following suggestion. I suggest that Rs. 200 should be laid down as the deposit for Parliamentary candidates and Rs. 100 for Assembly candidates. I do not bother about the deposit to be fixed for the Scheduled Castes candidates. They can also very well deposit Rs. 200 as others.

The most important thing which has agitated my mind is the provision that the parties need not submit returns of election expenses. I ask, when the candidates are being compelled to submit returns of election expenses, why not the parties? My hon. friend, an elder Member of this House, Mr. R. K. Chaudhuri just now said that a poor candidate cannot maintain voucher for a cup of tea and it is not necessary to ask him to submit accounts even for such small expenses. In the case of big parties, they would give hundreds of cups of tea and coffee and other things to the workers in the election campaign.

Shri Kamath: Coffee also.

Shri Veeraswamy: Why should they be removed from the provisions of these Bills? All-India recognised parties also should submit accounts of election expenses. The hon. Minister has said in his initiating speech that it is not easy to apportion the amount spent on election by the parties. I would explain how it can be done. Suppose there is a parliamentary constituency in which there are 5 Assembly constituencies. If the party has spent, say, Rs. 10,000 the expenses can be apportioned among the contesting candidates supported by the party. For instance, if the Assembly candidate has to bear, say, Rs. 1000, out of the amount, the parliamentary candidate can very well bear Rs. 5000 and

that amount can be included in his account.

With regard to the period between the last day of withdrawal of candidature and the date of actual poll, I submit that the period is very short. It is quite possible for a party like the Congress Party, which is the richest organisation in this country, to complete the election work within a short time. They can put on the roads several cars; they can employ hundreds of workers for election work. But with regard to poor candidates, this is not possible. Therefore, there must be at least one month, as it was before, so that poor candidates, who will have no cars or other conveyances, will have enough time to move on foot from village to village, see the electors and do election propaganda. They must be given at least one month.

With regard to the qualification of candidates, I humbly suggest to the House that the candidates should be at least matriculates. We have prescribed several qualifications for Government employees. Members of Legislatures and Members of Parliament should be educated people. So, I suggest that candidates should be at least matriculates, so that they can participate in and understand the proceedings of the House. Also, every candidate should belong to one or other of established parties, whether it be an all-India party or a provincial party, because now there are Members who are answerable neither to this House nor to the electors nor even to any party, because they do not belong to any party. We in our country have established democracy. Our democracy is very young and defective. Therefore, we must do all in our power—by we I mean the Members of this House and also Members sitting elsewhere, Members of State Legislature and the people at large—all of us must put our shoulders together to see that a perfect form of democracy is established in our country. So, literacy among Members is very necessary and hence

a minimum qualification should be prescribed for candidates.

I have got one more point. We have given our people only the right of election. In a democratic country like Switzerland, people have got four rights—they have the right to elect their representatives; they have the right to initiate Bills and demand for referendum of the Bills passed in their Parliament and they have also the right to recall Members from the Parliament, if they are not satisfied with the conduct of the Members. You know more than anybody else that very often this House lacks quorum. That means several Members keep themselves away from the sittings of this House. Several papers like the *Hindusthan Standard*, *Times of India*, *Madras Mail*, and *Shankar's Weekly* and some other Papers also have made constructive criticisms with all good intentions about the conduct of the members and have made suggestions to see that this supreme body of the nation does its work properly for the welfare of the people. Therefore, I submit to the Select Committee to include one provision in this Bill giving power to the people to withdraw the candidates who do not evince keen interests in the proceedings of this House and who aim only at money and Membership but not discharge their responsibilities as Members and do not participate in the proceedings and to see that the honour of this House is maintained, so that our democracy may, from day to day, grow to a State of perfection. Thanks.

Shri B. K. Ray (Cuttack): With the antecedents of my life, as a professional lawyer and then a Judge, I have had very little experience of fighting an election. The present election in which I have been elected was uncontested. Therefore, I have not been through the fire of election. I do not propose to speak anything with regard to the proposed Bill in relation to the procedure for election.

I think much better wisdom has been delivered by my hon. friends before.

Mr. Deputy-Speaker: The hon. Member may continue his speech to-morrow. I believe he is staying here tomorrow.

Shri Pataskar: Possibly that would be the last speech.

Mr. Deputy-Speaker: Yes, last speech before the Minister.

Shri K. G. Deshmukh (Amravati West): Why not extend the time a little more. There are a few more speakers.

Mr. Deputy-Speaker: Sixteen hours have been given.

Shri K. G. Deshmukh: Half an hour more.

Mr. Deputy-Speaker: I am not the master of time.

Sardar A. S. Saigal: The hon. Minister can give half an hour.

Shri Pataskar: If the Members so choose, I may not reply because the Bills are going to the Select Committee.

COMMITTEE ON PRIVATE MEMBERS' BILL AND RESOLUTIONS

THIRTY-EIGHTH REPORT

Shri Raghunath Singh. (Benaras Distt.—Central): I beg to move:

"That this House agrees with Thirty-eighth report of the Committee on Private Members' Bills and resolutions, presented to the House on the 21st September, 1955."

Mr. Deputy-Speaker: It is only allotment of time. They have been liberal. There is no amendment.

The question is:

"That this House agrees with the Thirty-eighth report of the Committee on Private Members' Bills and Resolutions, presented to the House on the 21st September, 1955."

The motion was adopted.

RESOLUTION RE: APPOINTMENT
OF COMMISSION FOR DEVELOP-
MENT OF INDIAN SHIPPING—contd.

Mr. Deputy-Speaker: The House will now resume further discussion of the Resolution moved by Shri Raghunath Singh on the 9th September, 1955, regarding the appointment of a Commission to suggest measures for the development of Indian Shipping. Out of the 3 hours and 45 minutes now allotted for the discussion of this Resolution, 2 hours and 9 minutes are still left for its further discussion. Shri Matthen to continue his speech.

Shri Raghuramaiah (Tenali): Before Shri Matthen speaks, may I formally move the amendment which I have given notice of, substitute motion No. 5 in list 3?

Mr. Deputy-Speaker: Why not wait till Shri Matthen concludes?

Shri Matthen (Thiruvallur): I was speaking about the ship-building industry when the House rose for the day last time. Since then, my remarks about the Hindustan Shipyards and their probable responsibility for the short-fall in the First Five Year Plan is confirmed by the Estimates Committee in their 14th report on the Ministry of Production. They have stated that in the three years of the working of the Yard with the French firm, less than two ships on the average have been delivered while the number under construction on the average was five. They add that vigorous steps should be taken immediately so that heavy arrears may not appear in the future. They go to the extent of recommending early recovery from the French firm of the losses sustained by the Yard. The Committee adds that the technical advice given by the A.C.L., the French firm, in the matter of organising the work schedule of the Shipyards was unsatisfactory. Even in the training of Indian personnel, it appears, not much progress has been made. They further recommend that the problem of short-fall in the manufacture of ships should be gone into

if the Second Five Year Plan is to be implemented properly. They rightly remark that the objective in planning should not merely be to build the ships required for mercantile purposes and for coastal traffic, but also those required for our growing Navy. They naturally aim very high when they state that the ultimate plan should provide for building of ships not only for us, but for other countries in South and south east Asia, in competition with other suppliers.

In his connection, I would like to say a word in general about the choice of technical experts and the question of agreements with foreign firms. The unsatisfactory progress of the two Machine tool factories is still fresh in the minds of my colleagues. The agreement with the Oil Refineries has come in for a good deal of criticism, especially in the provision of tankers for the supply of refined oil, when coastal shipping is exclusively earmarked for Indian nationals. I shall come to this subject later on, if you will be pleased to give me time then. In all these and similar agreements, there is no denying that a little more experience on the part of the Indian Government officials could have avoided the mistake that they have committed. Even though I appreciate the efficient administrative services of the I.C.S., I cannot afford to state that they have practical business experience. If only they had consulted the private sector, I mean some businessmen with practical experience in matters like this, these agreements would have been more beneficial to the country. At a time when we are straining every nerve to find resources for our Plans, we cannot afford to let these inexperienced bureaucrats make experiments in nation-building activities. I will therefore strongly recommend to the hon. Minister and other hon. Ministers to consult practical businessmen when similar agreements are negotiated in future.

Coming back to ship-building, even assuming that the Hindustan Shipyards will have better technicians in the future, it will not be able to build

the ships required by the country. Even when fully expanded, the Vizag Shipyard's capacity is only 40,000 to 50,000 tons when our requirements in due course on the basis of target of 2 million tons, will demand an annual construction of at least 100,000 tons. The tonnage of Indian ships which will be 30 years or more old by the end of the second Plan would be about 90,000 tons. This tonnage will have to be replaced in the second Five Year Plan. It is now absolutely clear that we will require a second shipbuilding yard with bigger capacity to build these ships, and to meet the construction requirements of our growing Navy. Yesterday, a question was answered by the Transport Ministry that another ship-building yard is under consideration and it may be implemented in the course of the Third Plan.

The Deputy Minister of Railways and Transport (Shri Alagesan): We did not answer any such question.

The Deputy Minister of Production (Shri Satish Chandra): I answered it.

Shri Matthen: Thank you. Of course we are not going to depend on French technicians for this even though we need technicians badly. I will recommend to the Government to consider the desirability of having an agreement with some established West German firm or some Japanese firm, both of whom have proved their capacity to build ships economically and in time. As far as the second ship-building yard is concerned, may I take the liberty of suggesting the proper place, that is near the Willingdon Island in Cochin.

To the problem of construction must be added the problem of maintenance, service and repair of ships. In all maritime countries, not only are their ship repairing berths in the shipyard, but there are repairing berths in all ports. These are problems to which, I am afraid, hardly any or adequate attention has been paid by the authorities.

For example, Bombay which forms the headquarters of a large number

of shipping companies, badly needs some three or four repairing berths. The requirements in this behalf of the other major ports like Calcutta Madras, Cochin and Kandla are also to be borne in mind.

The ports are naturally concerned with the greater activities regarding ship's operations besides repair berths. They have to provide excellent up-to-date methods for loading and discharging and efficient dock labour, so that the turn-round of ships is not delayed as is the case today. I understand that heavy engineering goods like locomotives, boilers etc., meant for the Southern Railway are now imported to the Bombay harbour and then taken all the way by rail to the Southern Railway, even though there is a first class harbour in Cochin. I was in Bombay five days ago. There were 25 ships awaiting entrance while there was ample room in Cochin. This is, of course, a very uneconomical procedure. On enquiry I understand that this is due to lack of adequate floating crane facilities in Cochin. The unloading of heavy locomotives like the ones mentioned need floating cranes of 50/60 tons capacity, while what we have in poor Cochin is hardly 20 tons capacity.

In this connection, I cannot help mentioning the fact that the major ports, deficient as they are, have not been able to utilise even the sums of money allotted to them during the First Five Year Plan. Keeping the ports in a tip-top condition will be one of the functions of the proposed Maritime Commission.

Another function which the U.S. Maritime Commission has been discharging very efficiently is in effecting charters for the needs of the Navy. I would draw the attention of the House to the fact that there is no integrated chartering agency in this country, and it is up to the Government to provide one, preferably in co-operation with private Indian agencies. For this essential activity there is no agency in India today.

[Shri Matthen]

There is next the question of maritime training for officers and seamen. For this we have to chalk out our plans, as in the case of ship-building, on the basis of our requirements in due course of two million tons, because personnel is not a commodity we can purchase in the market. Even foreign countries are not today in a position to provide that man power we require even if we want to recruit them. Therefore, we must do our best to meet our requirements, and here, aware as I am of the place taken by the Ministry to provide additional facilities for maritime training, I am afraid, the facilities both for officers and men will not prove adequate when we bear in mind the requirements of not merely our ships' officers and engineers, but of our pilots, dock masters and other maritime personnel which go with an efficient merchant navy. This question also requires to be tackled at a high level and the maintenance of Indian personnel at the highest standard of efficiency will be one of the main functions of this Commission, as it is these men who, in their many calls at foreign ports, are looked upon as direct representative of the Indian nation.

I next come to the need for direct Government aids for shipping and ship-building, and here one cannot but be struck by the fact that while direct subsidy is given to the Hindustan shipyard in the sense of the Government bearing difference between the cost of building a ship in India and in foreign countries, the only other help, temporary by its very nature, that has so far been given is the provision of loans. I am glad the Government has promised to liberalise the terms of these loans, and I believe that such liberalisation will be announced immediately. But, even then, when our overseas vessels enter the field of carriage of our overseas trade, I cannot but feel that in some of the routes, at least in the initial stages, the need for direct subsidies will arise. In fact, this may be necessary even in long routes in which we

may like to have our shipping established. But, shipping can be called established only when shipping companies have plenty of reserves at their back which they can fall back upon in case of need. For example, in the case of British shipping which on the basis of some 17 liner companies have declared reserves, to say nothing of secret reserves, amounting to about Rs. 160 crores, averaging ten crores per company. This will enable them to withstand the effects of bad trade, temporary increase in operating costs, and even rate wars when they come. Unfortunately, however, the reserves of Indian shipping companies are not worth mentioning, being barely a crore of rupees and this given them hardly any resistance power. This is one of the weak points of our shipping companies. I, therefore, suggest that steps should be taken to see that Indian shipping does not remain lean and stagnant, but should become a robust and healthy industry. Here, we cannot but have a better example to follow than that of the United States of America which, even when owning half the tonnage of the world, gives liberal subsidies on ships operating on various scheduled routes. Here also more than two Ministries of the Government of India are involved. I believe I am not shocking the hon. Minister or even the Finance Minister when I suggest subsidies. I wonder if the House is fully aware of the place of shipping not only in the economy of India but in its security. We have, as I said already, 3,600 miles of coastal line which needs adequate protection. Even though we believe in Panch Shila, co-existence, peaceful negotiations, Bandung etc., and have been honestly trying to practise the same, we cannot afford to believe that certain of the rival countries will practise these moral values. We have to be on our own guard. We cannot now afford to build an efficient navy for this purpose. Meanwhile, our merchant navy is doing a lot of policing for us. That is one justification for subsidies and other aids to shipping companies.

National defence is an important subject. Because it is of public interest, provision must be made for doing it at public expense. The ground work for a carefully controlled shipping programme and for the adaptation of that programme to the special needs of national defence is an important factor which we cannot lose sight of.

Then, there is the employment potential in developing shipping, as was pointed out by the study group—not only for the men employed by the ships, but the adventurous people getting fixed up in other countries where there are better prospects for employment etc. One of the main purposes of the Second Five Year Plan is to provide employment for about 2 million people. If there is one clear method or way of doing it, it is by developing shipping.

In this connection, I would like to add a word about the report of the study group of the Consultative Committee of shipowners, appointed to examine the shipping target for the Second Five Year Plan. I do admit that the members of the study group are intelligent men with practical experience in the shipping field and their recommendations deserve sympathetic consideration. Their recommendations have already received the blessings of the hon. Minister and will certainly receive the sympathetic consideration of the Planning Commission. The study group is fully conscious of the vital necessity of making a very substantial addition to the existing ship tonnage of the country, both for promoting the economic prosperity and the effective security of India. The study group realises that to achieve this object, the country should also include a fair number of sea-going passenger ships and tankers. As the conservation of the foreign exchange of the country and a substantial increase in its invisible export are essential to the maintenance and progress of a strong and effective balanced economy of the country, the building of an adequate

merchant navy as quickly as possible is an inevitable obligation which must be satisfactorily discharged without delay. They add that the experience has shown that a maritime country can maintain its position in or retain its hold on the international markets only with the service and support of a powerful national merchant navy of its own. Indian shipping will have, therefore, to provide and develop its services on all such trade routes on which India's passengers and cargo are carried at present or are likely to be carried in the future.

The study group has also realised only too vividly the ability with which even the small maritime countries were adding substantial ship tonnage to their fleet year after year. Even ex-enemy countries like Japan, Germany and Italy have re-captured and are establishing their previous position in India's overseas trade. How vital it is, they say, therefore, for India to make a very substantial addition to its merchant fleet. To safeguard its own economy was a live issue which was uppermost in the mind of the study group all throughout its deliberation.

Mr. Deputy-Speaker: I cannot allow the hon. Member any more time. I have got a number of names here. I have given him 20 minutes.

Shri Matthen: As convenor of.....

Mr. Deputy-Speaker: All right. I will allow him all the time of all the hon. Members, I have no quarrel. But I am getting all sorts of letters.

Shri Matthen: In spite of all these strong convictions I wonder why the study group was satisfied with a modest proposal of 445,000 tons as the target of the Second Five Year Plan. Even though the Policy Commission recommended a target of two million tons in 1947 to be attained within seven or eight years, that is by now, and the Government had accepted its recommendation, and was able to implement only up to 25 per cent. of it.

[Shri Matthen]

it passes me why the study group does not raise the target to at least 600,000 tons, making a total of 1,200,000 tons by 1961. With due respect to the members of the study group, I am afraid they have betrayed some merchant mentality. This shows an inferiority complex which we Indians cannot afford during the Plan period. Let us aim high, believing that we are able to achieve it, and let us have a positive faith in our targets. Only then we shall be able to achieve them. If, on the contrary, we hesitate and have no positive faith in our Plan, then I am afraid the result will be disappointing.

Another factor which is basic in regard to shipping today is the lack of dividend-potential. The Scindias, our oldest shipping company, in spite of their years of activity and service are hardly quoting their shares even now at par. As for the other shipping companies, even though three shipping corporations have been announced to be set up by Government, yet only one has so far been set up, and that is the Eastern Shipping Corporation. But even in that concern, the share capital has been contributed partly by the managing agents and partly by Government, and private capital has not been asked for at all, because they know very well that they are not going to get it. This is the basic factor which we have to recognise when steps are taken for the development of shipping—I mean capital formation for the purpose. Private capital is not coming forward. It is not that India has no private capital which would come forward, but it is because private capital is feeling shy for good reason, namely lack of earning capacity.

On account of the great national importance of shipping in the matter of security and defence,—I hope the hon. Minister will forgive me—I would suggest some substantial tax relief to get over this basic factor. That was how West Germany and Italy were able to build up their lost tonnage amounting to nearly 4 million tons, in the course of five or six years. They

exempted dividends of shipping companies from payment of income-tax. I suggest that a similar tax relief should be given for the Indian shipping companies also.

I now come to the resolution proper. The amendments of Shri Das and Shri M. D. Joshi are an improvement on the original resolution, and therefore I am giving my wholehearted support to them. If the hon. Minister is going to accept this resolution, then he is not going to enunciate any new policy. For, the Shipping policy Committee had made this recommendation for the setting up of an Indian Shipping Board as early as 1947, and Government had also accepted the same in principal.

I have got here with me copy of the Government resolution on the subject, but for want of time I shall not read it. In that resolution, *inter alia*, we find:

"The Government of India accept in principal the recommendations of the Committee that a Shipping Board should be set up, and agree generally with the proposal regarding its functions."

The functions of the Shipping Board have also been defined there, but for want of time I shall not read them now. But we find that though these important functions of the Shipping Board have been agreed to by Government, yet they remain a dead letter, for they have not been entrusted to any organisation, nor has any Shipping Board as envisaged by the committee been set up so far. When I was discussing this matter with the hon. Deputy Minister a week ago, I was told that this proposal has already been implemented by the creation of a Directorate-General of Shipping at Bombay. I admit that this Directorate-General is a move in the right direction and it has done a good job. But to say that that is the board which the Shipping Policy Committee had in view is to distort what they have recommended. What that committee had proposed was a co-ordinating board, co-or-

dinating matters affecting shipping in half a dozen Ministries like the Ministry of Transport, the Ministry of Railways, the Ministry of Production the Ministry of Commerce, and the Ministry of Defence. I feel that to avoid unnecessary redtapism and delay, it is necessary to take immediate steps for the establishment of a board commission council, or whatever you may call it. Co-ordination is the important feature that has to be attended to. Certainly, the Directorate-General of Shipping has nothing to do with this co-ordination, nor has it anything to do with the other Ministries.

I feel that this is a resolution which the hon. Minister is in honour bound to accept in the face of the resolution passed by the Ministry already. Let me make one other point clear in this connection. The board that we have in view is a purely Government organisation, like the Tariff Commission. We do not expect any private interest or any Member of Parliament to be there. If necessary, I would not mind even some foreign technicians being brought in.

Before I conclude I would like to say a word about the reported decision or inclination of the Planning Commission to reduce the targets in regard to shipping. Even the modest target of Rs. 80 crores proposed by that body and blessed by the hon. Minister also is likely to be cut down to Rs. 50 crores. This shows a lack of perspective. I wish you to inform the Planning Commission that this House is not in a mood to accept anything less than Rs. 100 crores as the target in the matter of shipping.

Shri Raghunath Singh (Benaras-Distt. Central): Not a single penny less.

Shri Matthen: In conclusion, forgive me for saying that it is we who have the last word, whatever the Planning Commission may decide.

Mr. Deputy-Speaker: Shri Raghuramalah has drawn my attention to

the fact that some further amendments have been received since the resolution was moved the other day. Hon. Members, if they wish to move those amendments, may do so now.

Shri M. D. Joshi (Ratnagiri South): I beg to move:

That for the original Resolution, the following be substituted:

"This House recommends to the Government that with a view to develop, in as short a time as possible, for national defence and advancement of foreign and domestic commerce of India, an adequate Mercantile Marine capable of carrying a very substantial portion of India's overseas trade, the Ministry of Transport should keep in more constant and consistent contact through ad hoc consultations with various Ministries particularly the Ministries of Railways, Defence, Production, Works, Housing and Supply, and Commerce and Industry, in regard to such matters pertaining to shipping as fall within their purview, so that the joint action may help to promote the national policy regarding shipping by achieving the necessary targets under the Five Year Plan."

Shri Bhagwat Jha Azad (Purnea cum Santal Paraganas): I beg to move:

That for the original Resolution, the following be substituted;

"This House is of opinion that suitable steps should be taken by the Government for the rapid development of Indian Shipping."

Shri Raghuramalah: I beg to move:

That for the original Resolution, the following be substituted;

"This House while appreciating the steps so far taken by the Government of India towards

[Shri Raghuramaiah]

the development of Indian Shipping, suggests that all further suitable measures be taken to expand rapidly coastal overseas tonnage."

Shri Bhagwat Jha Azad: I beg to move:

That for the original Resolution, the following be substituted:

"This House, while appreciating the steps so far taken by the Government of India for the development of Indian shipping, is of opinion that suitable steps should be taken by the Government for the rapid development of Indian shipping."

Shri Bogawat (Ahmednagar South): I beg to move:

That for the original Resolution, the following be substituted;

"This House is of opinion that in order to develop our export, import and coastal trade, it is most essential that suitable and urgent steps be taken by the Government for the rapid development of Indian shipping."

Mr. Deputy-Speaker: Amendments moved:

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

"This House, recommends to the Government that, with a view to develop, in as short a time as possible, for national defence and advancement of foreign and domestic commerce of India, an adequate Mercantile Marine capable of carrying a very substantial portion of India's overseas trade, the Ministry of Transport should keep in more constant and consistent contact through *ad hoc* consultations with various Ministries particularly the Ministries of Railways, Defence, Production, Works, Housing and Supply, and Commerce and Industry, in regard to such matters pertaining to shipping as fall within their purview, so that the joint action may help to promote the national policy regarding ship-

ping by achieving the necessary targets under the Five Year Plan."

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

"This House is of opinion that suitable steps should be taken by the Government for the rapid development of Indian Shipping."

(3) That for the original Resolution, the following be substituted:

"This House, while appreciating the steps so far taken by the Government of India towards the development of Indian Shipping, suggests that all further suitable measures be taken to expand rapidly coastal and overseas tonnage."

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

"This House, while appreciating the steps so far taken by the Government of India for the development of Indian shipping, is of opinion that suitable steps should be taken by the Government for the rapid development of Indian shipping."

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

"This House is of opinion that in order to develop our export, import and coastal trade, it is most essential that suitable and urgent steps be taken by the Government for the rapid development of Indian shipping."

Shri G. D. Somani (Nagaur-Pali): The vital importance of providing adequate transport facilities for our expanding economy cannot be over-emphasised. I therefore welcome this resolution which has been moved by my hon. friend for the appointment of a commission to devise ways and means for the development of shipping in our country.

We find at present that there is lack of adequate transport facilities all around, and there is lack of a co-ordinated policy and a co-ordinated

programme in regard to the development of the railways, shipping and roads. It is evident that more attention has, of course naturally, been paid to the development of railways in our country. But the fact remains that unless proper and adequate attention is paid to the all-round development of all the three sectors of our transport resources, i.e. the rail ways, shipping and roads, we shall not be able to cater satisfactorily to the needs of our growing economy. The situation, if anything, has been deteriorating. I hope the hon. Minister also realises the seriousness of the responsibilities of the Transport and Railway Ministries, in ensuring that nothing will come in the way of our growing needs at the time of the Second Five Year Plan, where we have envisaged such a huge and ambitious programme for expanding our economy in all directions.

It is in the context of these growing needs that I hope that our Transport and Railway Ministries will rise to the occasion and take all possible steps in all directions to ensure that the transport needs of our country will be adequately met.

Coming to the question of shipping, our target is already there to secure 2 million tons in due course. But there are various difficulties in the development of our shipping industry. It is high time that some commission is appointed to go into the various problems that have been solved and the various difficulties that still remain in the way of our achieving the target that we have set before ourselves.

In this connection, I would like the hon. Minister to realise what has already been done in the initial stages of development of shipping throughout the various countries of the world. If we are to develop our shipping industry in this country, naturally, we have to follow the same course and give facilities and help in all directions in which the various developed countries of today have given assistance in the initial period.

3 P.M.

I would particularly like to draw the attention of the hon. Minister to the policy of discriminating railway rates to encourage indigenous shipping so that our shipping will receive the necessary incentive in the desired direction. I find that almost all the countries of the world including Germany, Japan, France, Italy, Australia and even the so-called free trade countries of U.K. and U.S.A. have followed very vigorously the same policy during the course of their initial economic development.

I would just like to give briefly a few quotations in this connection about the action taken in regard to this policy of discriminating railway freight rates.

Professor Clerk in his *Studies in the Economics of Overhead Costs* regards this for and against non-discrimination by Railways as the believers in free trade and protection in the region of general fiscal theory.

Prof. C. N. Vakil, in his preface to *Railway Rates in relation to Trade and Industry in India* by Tiwari, refers to the need for paying adequate attention to the question of co-ordinating the Railway Policies with the general economic policies of the country.

Then, there is the *Principles of Rail-road Transportation* by Johnson and Van Metre. There, they have said that the close connection between the National Railways and Shipping in Germany will be clear from the fact that when the War of 1914 commenced, the Railways of the Empire were placed under the control of the Central Government and Albert Ballin, the Director General of the Hamburg-America Shipping Line, was chosen to direct the system.

"Germany before World War II did not exercise any regular authority over rates but was in a position to bring its influence to bear through the Government's

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controlling interests in the North German Lloyd and Hamburg-American Lines. Furthermore, through the use of export subsidies, preferential rail rates and exchange control the German Government was in a position to favour German export industries and shippers without interfering with the usual ocean rate-making practices."

Then, "the Iraq Railways allowed special rates for traffic consigned over their system to the Anglo-Persia Oil Co."

"German shipping was not directly subsidised, but British owners complain that through rates on the German State Railways were manipulated to the advantage of German shipping."

Even in the land of private enterprise, viz., U.S.A., according to Johnson Huebner—*Rail-road Traffic and Rates*—it is quite common to find Seaboard differentials on imports into and exports from (a) Atlantic ports, (b) Gulf ports and (c) Pacific ports. According to these authors, it is quite common to find manipulations of Railway rates:

"(A) (1) To help American Industries by means of low rates on certain materials needed from abroad.

(2) Low rates on certain manufactured goods exported to foreign markets.

(B) To lessen restrictive effect of the high tariff levied upon certain imports.

(C) To meet competition among the 3 sets of ports mentioned above, and

(D) To develop foreign trade."

Thus, preferential rates seem to be the normal feature of railway poli-

cies. They have been used for assisting industries and certain commodities in import and export trades also for development of ports and national shipping of maritime countries. I would, therefore, appeal to the hon. Minister that a further study of the subject should, be entrusted to the proposed Railway Sea Transport Co-ordination Committee by adding in the terms of reference 'Preferential rates for carriage of commodities meant for shipment by Indian vessels', so that, in the light of the experience of the other countries, our railways may also adopt a policy which, on the one hand, will be helpful to our export and import trade and, on the other hand, will also assist our indigenous shipping concerns in the initial period of development.

This is a very important question and I hope the hon. Minister will certainly take steps to ensure that this important means of assisting the shipping trade will be fully exported by our railways also.

I would also like to draw the attention of the hon. Minister to the freight rates that are prevalent at present on our coastal trade. My experience is that in the pre-war days the freight rates being charged by the steamship companies used to be much lower than what the railways used to charge. But, the position has been exactly reversed now and we find that the steamship companies are charging a much higher rate of freight for the transport of materials from one end of the country to the other. I do not want to go into the reasons, into the costings which have necessitated this step but the fact remains that we have to co-ordinate this freight structure in a manner which will enable the various industries to utilise our coastal shipping for the transport of various materials. This is handicapped by a very prohibitive freight rate that is being charged at present by our indigenous companies. This can be gone into scienti-

finally. I hope that all these questions will be properly looked into.

Shri Sarangadhar Das (Dhenkanal—West Cuttack): I come after so many speakers and the material is almost finished. But, it is well-known that to a maritime country ship-building is essential for the development of the country as well as to establish connections with other countries all over the world, whereby these steamers with the Indian flag can carry the message of peace to the people all over the world. Therefore, our shipping industry which is now in the nascent state needs all the encouragement and help from Government as well as from manufacturers and businessmen who will be responsible for the development of the national shipping industry.

With the Second Five Year Plan that is being envisaged now, there will be so much of goods to be moved from one point to another and to be imported from abroad as well as to be exported to neighbouring countries, that the figures are astronomical. For instance, we will produce somewhere about 5 to 6 million tons of steel, 60 million tons of coal, 10 million tons of cement, 40,000 tons of aluminium and umpteen tons of fertilizers as well as heavy chemicals, two million tons of sugar etc., and all this has to be moved. Most of it will internally be moved by the railways. I am not here concerned with how the railways will do it. But, a good deal of it will have to be transported on the coast from one point to another. If we have any surplus—as I am sure in some lines we will have a surplus—they will have to be exported to the neighbouring countries, either east or west. Then, there will be some Rs. 1,600 crores worth of machinery and equipment that will have to be imported from the United Kingdom or the continent of Europe or from the United States. It has been said by previous speakers that we have not attained the target even for the First Five Year Plan, which it is hoped to attain in the next few months. If the Directorate of the Hindustan Shipyard Ltd. carry out

the recommendations of the Estimates Committee, it is possible that we will get the 600,000 tons. But what about the Second Five Year Plan? Who will carry all this cargo? Who is entitled to carry this cargo? Shall we produce and produce with a view to becoming self-sufficient and let foreign ships be our carriers? Or, shall we deprive our young naval architects, engineers, officers and seamen from taking their share in this adventure of the nation? Shall we surrender our foreign exchange on this account to the powerful shipping interests of the foreign countries? My answer to all these questions is an "emphatic no". We must have ships and more ships and increase our tonnage every year so that the target of two million tons will be reached by 1966. I am happy to acknowledge that our Government have accepted this target. I am also happy to remind the House that the pioneer efforts of the daring sponsors of the Coastal Reservation Bill of the twenties and of the continued fight of the courageous men of vision against the powerful combine of the conference lines and against the all-powerful British Raj that ruled the country in the interests of the foreigners, have at last come to fruition after Independence. Government reserved all coastal shipping for our national industry and the Indian vessels have been carrying 100 per cent. of the coastal cargo. But what about the overseas cargo? We shall be carrying only 5 per cent of the total overseas cargo provided the target of the First Five Year Plan is attained. Out of the overseas cargo of about 75 lakhs tons, as a result of some arrangements entered into by the Indian shipping companies or shipowners' association with the U.K. continental trades, only 5% is being carried to the U.K. and Continental ports. Out of the trade with the adjacent countries, only 50 per cent. is being carried. We have no share in the Tramp trade, nor in the tanker cargo. We have only 36 ships in the India-U.K. continental trades. Indian shipping is not to be seen in the American continents. Excepting

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for one or two ports on the coast of the Mediterranean Sea, the Indian flag is rarely to be seen. It is hoped that by 1956 we may have three Indian steamers on the runs to Australia and Japan.

But judging from the findings of the Estimates Committee, the performance of the Hindustan Shipyard Ltd. is far from satisfactory. There have been cases in which dates of deliveries had been postponed by over 24 months.

Shri U. M. Trivedi (Chittor): Only 24?

Shri Sarangadhar Das: Over 24 months, in some cases it is 28 months.

Shri U. M. Trivedi: They keep it in months and not years!

Shri Sarangadhar Das: However, it is hoped that the Directorate of the Shipyard will now carry out the recommendations of the Estimates Committee and attain parity in delivery time with the shipyards in other countries. If the present experts fail to come up to the mark, alternative arrangements must be made before it is too late.

I come to other matters that have been already dwelt upon by some of the speakers. It is the lack of ships that prevent us from taking advantage of what we have gained in other ways. Here is an instance. There is a shipping clause inserted in the bilateral trade agreements or treaties that we have entered into with some of the European countries and other countries in Asia also. But the Indian ships carry only a small fraction of the cargo from these countries, because there are no ships in the possession of the Indian shipping companies to carry the cargo. Therefore, it is very necessary to quicken the pace of building ships in the Hindustan Shipyard. I would, therefore, recommend the following measures to be Hindustan Shipyard. I would, therefore, recommend the following measures to be taken by Government.

In the first place, 90 per cent. of the cost of the ships should be advanced as loan at 2 per cent. interest for coastal tonnage and 1½ per cent. interest for overseas tonnage. At such low interest and such a large percentage of loan I am afraid many of my friends, in the Government Benches particularly, will smile, but I want to remind the Ministers that recently there have been cases of giving loans to the Industrial Investment Corporation and banks free of interest. There have been cases of 'no interest loans' to land-based industries, and considering the fact that shipping is a very hazardous industry, not only meeting all sorts of risks in the sea but also meeting the powerful opposition of the vested interests who are in the shipping industry and who have formed conference lines and who practise all kinds of discrimination against newcomers, it is very necessary that this loan should be given. I may remind the House that for the building of the world-famous giant passenger liners, Lousitania, Mauretania and Queen Mary, the U. K. Government gave huge loans at 1½ per cent. interest, because Great Britain wanted to capture the whole passenger traffic in the Atlantic Ocean by using the big steamers as show-steamers and thus attracting the passengers to the British lines.

The next thing that I wish to recommend to Government is about preferential railway rates which my friend Shri Somani has already elaborated. I just want to add one thing to what he has said. If you come nearer home, Indian experience before the nationalisation of the company railways operating in India shows how rates were manipulated in the interests of the foreign manufacturers to enable them either to compete with Indian manufacturers or to take away raw materials at cheap rates. It has happened in our own country. As a young man many many years ago, I knew the complaints that the Indian manufacturers had, and also how the raw materials were being taken away from here at

a favourable rate to be manufactured there in England and again they were brought here at a favourable rate with which even the German goods could not compete. This is a proposition which should be referred to either one or both of the committees—namely the Railway and Coastal Shipping Co-ordination Committee of which the Chairman is Shri Lokur and the Railway Freights Structure Enquiry Committee under the Chairmanship of Shri Ramaswamy Mudaliar.

The third recommendation is that with a view to quicken the pace of building ships efficient and business-like methods should be adopted in the Hindustan Shipyard and deliveries should be effected in scheduled time. I remember many questions and discussions taking place in this House on this subject and the replies of the Government had always been evasive. Some reason or the other is given as to why there is delay but to my mind the present consultants with the Government whom they have brought into this venture are not the proper people. This is something which the Government should enquire into and see if the other countries experienced in the field—like Germany, Japan, etc.—could serve us better. In the meantime it is also necessary to train the personnel for every kind of technical requirement in the shipyard in the universities or institutions that teach naval architecture, marine engineering, etc. so that when another shipyard is established—I would refer to it later—the Indian personnel will take charge of that yard.

My fourth recommendation is about the second shipyard. It is necessary to have a second yard. On the basis of the national target of two million tons and of the effective life of a ship being 20 years, a replacement of 11,00,000 gross tons will be required every year. As the capacity, at best, of the Hindustan yard when fully developed will not exceed 40-50,000 tons, the need for a second yard capable of providing more than

50,000 tons a year will have to be considered, because in the meantime the needs of the Navy will also have to be considered. Though the construction of the second yard need not be taken in hand now, I hope it will be initiated somewhere in the middle of the Second Plan so that in the beginning of the Third Plan it will be ready.

Shri M. S. Gurupadaswamy (My-sore): Who will enjoy it? (*Interruption*).

Shri Sarangadhar Das: Your sons and grandsons will enjoy.

Mr. Deputy-Speaker: Whom is he addressing? I have no objection of course to my grandsons enjoying.

Shri Sarangadhar Das: I said it with reference to the gentleman who interrupted me..

Shri M. S. Gurupadaswamy: I interrupted him.

Mr. Deputy-Speaker: Hon. Member may speak on points not covered by others.

Shri Sarangadhar Das: I am skipping over many things; I do not want to take up the time. It is my job to put the blame on the Government for their acts of commission and omission. But there is another party in this case who must share the blame. I mean the shipping companies and those interested in Indian shipping. With a view to develop national shipping they must be co-operative with Government by taking full advantage of the Government's loan policy and by the issue of new capital. Of course they could not entirely depend upon Government to do the job.

Secondly they should float a number of new companies with proper capital backing and proper know-how which is required for this purpose. Thirdly they should purchase more second-hand tonnage which is found to be

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well-maintained. The last thing I want to say both for the Government as well as the shipping companies is that they must get rid of their fear complex. Government is afraid of European or foreign interests who have entrenched themselves here or are entrenching themselves now. According to the agreements that were entered into with the oil companies—the Standard Vacuum, the Burmah Shell and the Caltex oil companies—the right to carry the products of the refineries on the coast has been conceded to them although prior to that, this right to all coastal trade was entirely conceded to the Indian shipping companies. Some way must be found to modify that agreement, so that about 50 per cent. of this coastal transport will go to the Indian shipping companies. There must also be a couple of big tankers to carry crude oil from abroad to the refineries.

An Hon. Member: The hon. Member has taken a long time.

Mr. Deputy-Speaker: His time is up.

Shri Sarangadhar Das: I will finish in a minute.

Mr. Deputy-Speaker: Last minute.

An Hon. Member: He has taken half an hour. (*Interruptions.*)

Shri Kanavade Patil (Ahmednagar North): The time limit of 15 minutes should be adhered to.

Mr. Deputy-Speaker: When I call upon Members on this side, hon. Members ask me to allow them more time. So, I cannot pull up an hon. Member on this side.

Shri Kanavade Patil: We have never said that.

Shri Sarangadhar Das: There is a man in the shipping industry who is afraid of 2 million ton target. He must know that the pioneers of the shipping industry had done in facing all sorts of competition and had gone

into this venture with cowage; and I am sure he and his like in the shipping industry in the business world will some day thank me for what I have said now.

The Deputy Minister of Production (Shri Satish Chandra): Sir, repeated references have been made about the shipbuilding industry, and about the delay in construction of the ships by the Hindustan Shipyard Limited. I want to take a little time of the House to clarify the position.

The two points that have been emphasized by the hon. Members are (i) the failure of the Shipyard to deliver the ships and (ii) the slow speed of development of the shipbuilding industry. In that connection something has been said about the French consultants who have been appointed to give technical advice to the shipyard.

Sir, the delay in construction of ships is admitted. I would however respectfully submit that the assertion that delivery dates have been put off by two years or more is not correct. From the information which I have got with me I find that the ship which was delivered very recently in June 1955—was scheduled to be delivered in December, 1954. So, there has been a delay of about six months only in its being handed over to the Scindia Steam Navigation Company. Another ship whose delivery had been promised in January, 1955 is due to be delivered in November, 1955. I can read out the entire list. I do not find that the delivery dates have been postponed by more than a year or so. All the ships ordered by the Scindia Steam Navigation Company or the Eastern Shipping Corporation of which the Scindias are the managing directors, will be delivered by August, 1958. I may say in this connection that the Scindias wanted to place certain orders abroad in 1953 and made enquiries from shipbuilders in the United Kingdom for the same type of ship which is now manufactured in the Hindustan Shipyard

Limited. They found that the earliest delivery date promised by U. K. shipyards for the first ship was in the latter half of 1958.

Shri Matthen: What about the German shipyards?

Shri Satish Chandra: The latest delivery date given by the German shipyards is more than 2 years from the date of placing the order. I may say for the information of my hon. friend.....

Shri Raghunath Singh: Can you quote the authority?

Shri Satish Chandra:.... he can verify from any source that he likes. It is about 25 to 30 months.

Shri Raghunath Singh: Can you quote the authority? I say, it is only 3 months. It is only 40 days in the case of America.

Shri Satish Chandra: Is his information based on some authoritative...

Shri Raghunath Singh: Tell me your authority.

Shri Satish Chandra: I am saying that it is 25 to 30 months. The Director-General of Indian Shipping has made enquiries in this respect and he has got this information. The Scindias have placed an order in Germany and I will just let you know, if you want the authority.....

Shri V. P. Nayar (Chirayinkil): What is that document?

Shri Satish Chandra: This is no extraordinary document. I am looking into my notes.

Shri Sarangadhar Das: May I suggest that the hon. Deputy Minister should go and see it himself?

Shri Satish Chandra: The Scindias have placed an order on a German shipyard..... (Interruption)

Mr. Deputy-Speaker: Order, order. What are these cross-questions and jumping up?

Shri Satish Chandra: The Scindias have placed an order for a ship of the same type in Germany in March this year and that ship is to be delivered to them in the second half of 1957. If my hon. friend wants he can make enquiries from Scindias and satisfy himself. I cannot give any authority, but that is the information in my possession. He can verify this here and now from my friend Shri Tulsidas who is a director of Scindia Company as well as of the Shipyard.

By the time the first ship is expected to be delivered from Germany or U.K. the shipyard would have built about 8 or 9 ships. Well, as I said, there can still be valid criticism about the delays in shipbuilding.

Dr. S. N. Sinha (Saran East): The building time is not 2 years. It is because they have so many orders that they take 2 years. Their building time is only 3 months or so. Since they have so many orders they are not able to take our orders earlier.

Shri Satish Chandra: I am thinking of the delivery of ships to India. It has been repeatedly said that the Indian shipping companies could get these ships in three months from abroad.

Shri Raghunath Singh: No, no.

Shri Satish Chandra: It has been said repeatedly by hon. Members that the Indian Shipowners who wanted to patronise the Indian shipbuilding industry placed their orders here and now find themselves in difficulty because the ships could not be delivered in time. It is quite true that when there are a dozen big shipyards in some country a ship can be turned out in two months or three months. But, when it is a question of getting a ship of a particular type by a particular date—a question with which we are concerned in this country—all I can say is.....

Dr. S. N. Sinha: But you compare the building time they take and the time you take.

Mr. Deputy-Speaker: The hon. Minister may resume his seat. Every hon. Member may get up and say what he likes. What is this kind of interruption I cannot understand? Is there no order, no decorum to be observed in this House? I won't allow any hon. Member to speak; I won't give him a chance hereafter if he goes on like this. The hon. Minister may proceed now.

Shri Satish Chandra: We have got only one shipyard. That shipyard has begun to construct a modern type of ship only recently. The requisite knowledge and experience is yet to be acquired by our workers. I am proposed to admit that the time taken by us in building a ship is more than what it is in other countries. But, all the same I would like to submit that the new type of diesel propelled ship which has been delivered to Scindias in January this year involved 50 per cent. more work than on the Jal Usha type of ship. It was built at the Hindustan Shipyard in 22 months as against 28 months taken by the Scindias for building the first steam-ship of a much simpler type. It is true that from the original period of 28 months, taken by the Scindias to build the first Jal Usha type, they ultimately reduced the time to 9 months. The new type of ship which the shipyard has now built is much more complicated, requires more skill, more work and uses more steel. It has got more speed and is propelled by diesel engines. The first ship of this type took only 22 months for completion. It is expected that with repetitive construction of the same type of ships this period will be reduced considerably. The revised delivery dates that have now been given do not show as large variations as have been pointed out. The statement that they have been postponed by 24 months is not based on correct facts.

Sir, I take this opportunity of paying tribute to the Scindia Steam Navigation Company who pioneered this venture and succeeded in establishing a shipyard in the country. The Government have been trying to

help them in every possible manner. The first few ships were built by the company on their own account, and they had to suffer a loss. The Government paid a subsidy to the company to cover these losses. After that, the Government placed orders on the shipyard and sold those ships to the shipping companies—sometimes to the same shipping company which owned the yard—at the U.K. parity prices. The Mover of the resolution has said something about parity prices. He has demanded that the prices should not be fixed on the basis of U.K. parity prices but on the basis of the parity prices in Germany which are the lowest in the international market. He said that there is a difference of 20 to 25 per cent. between the German and U.K. prices. Now, Sir, this information again is a bit old. The present variation between the German prices and the U.K. prices is about 10 per cent. only. With more orders being placed in Germany after the withdrawal of occupation powers from that country and its re-emergence as an independent nation, that variation is also disappearing. Their prices are also gradually coming to the U.K. level. I however cannot understand the objection about charging the U.K. prices, because, in 1948, Scindias themselves requested the Government to subsidise the company to the extent of the difference between the cost of construction at the shipyard and the U.K. prices. The U.K. prices are the most stable prices; the British are the leading ship-builders in the world. The prices charged by the shipyard in other countries generally vary according to the external demand. Germany was not building many ships for export during the postwar period. So, their prices were a bit lower, but now, when the export possibilities have opened, their prices are more or less at par with the U.K. prices. I do not think that there has been any serious objection against the United Kingdom parity prices being considered as the standard for determining prices of the ships to be built in this country. That standard has been followed. The

question has been thoroughly examined and it is considered that the present arrangement is quite fair.

I may say one thing more. The ship-building industry in this country is quite in its infancy. We want to develop it. Government is considering the possibility of starting a second shipyard. It is however necessary that we should first consolidate the position of the present shipyard, train more workers, technical personnel etc., and only after the present shipyard has begun to function properly, we should start a second shipyard. My friend, Shri Sarangadhar Das, said just now that he would like a second shipyard to be started in the middle of the next Plan. That is exactly the line on which Government is thinking at present, so that by the beginning or the middle of the Third Plan, we shall have another shipyard. A tentative decision has been taken but a firm decision is yet to be taken. Government propose to review the position in the middle of the Second Plan by which time it is expected that the present shipyard will have more or less overcome its present difficulties.

Shri Joachim Alva (Kanara): Is Government also contemplating with seriousness the site for the shipyard?

Shri Satish Chandra: The question of site has not been considered at all up till now. Many suggestions have been made. Somebody has suggested Cochin; somebody has suggested Tuticorin; and the hon. Member may like it to be in Bombay.

Shri Joachim Alva: Bhatkal.

Shri Satish Chandra: Bhatkal, or whatever it is. The question of site will be considered on the advice of technical consultants about the suitability of the harbour, availability of raw materials etc. There are many other considerations. We have informed the Planning Commission of the possibility of starting the construction of a second shipyard in the middle of the next Plan. It has been

suggested to them that a provision should be made for it in the 2nd Plan. The final decision will be taken later on. I would only say, as far as the present shipyard is concerned, that the technical consultants' optimistic estimates about the time to be taken in the construction of a new type of ship have made us make certain optimistic promises to the Shipping Companies. The matter has now been gone into thoroughly. The revised schedules have been given to the companies. In the meantime, companies have been offered certain facilities. They were to pay certain instalments at each stage of construction. As it was felt that to ask them to pay further instalments will not be reasonable on account of the delay in the construction of ships, it has been decided that they will not be called upon to pay any more instalments till the ships are actually delivered. An instalment of Rs. 48 lakhs received from the Scindia Steam Navigation Company is being returned to them. It had already been received from them but is being returned. The Company will be required to pay only when each ship is actually delivered. This step has given some relief to the shipping companies. I hope that the shipbuilding industry in India will make good progress in future. Government fully share the anxiety of the hon. Members who desire a rapid development of our ship-building industry. I would submit that this can only be done gradually and within the limitation of our resources in men, money and material.

Mr. Deputy-Speaker: Shri Raghuramiah. There are a number of hon. Members who have sent their names to me.

Shri Joachim Alva: What happens to the original list circulated?

Mr. Deputy-Speaker: I have got all the lists.

Shri Raghuramiah: At the outset, I would like to compliment my friend Shri Raghunath Singh for having highlighted this subject, and for hav-

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ing brought into focus the vital importance of shipping in the economic life of the country. I felt also obliged to him when I heard him last time for having taken our memory back to the Vedic ages and showing how bright the position then was in the international world and how gradually and more particularly during the British days we were crushed so far as that aspect of our national life was concerned.

I may add a little bit of information in this connection. Not knowing Hindi, I could not follow his speech completely and therefore I would like to be excused if I am merely repeating what he had already said. Right up till the entry of the Portuguese in the waters of the Indian ocean, we were having the monopoly of the trade in the Indian ocean, and in a number of battles prior to the last, the Indian Navy defeated the Portuguese Navy once, twice, thrice. It was only later, by creating some kind of disharmony between our naval forces and those of Egypt which came to our support, that our navy was unfortunately defeated, and then the Portuguese entered India and the Indian ocean. It is, of course, a matter of common knowledge how the British practically crushed us, so that when our national Government came into being, the position was that we had practically no maritime strength. Even in the coastal waters, there were a lot of foreign ships. There was no reservation at all for ships of our nation. Even after the fulfilment of the target fixed by the Planning Commission—I think 6 lakh tons was the target fixed in the Five Year Plan—I am told that we are likely to take in only 5 per cent. of our overseas trade. It is a very unfortunate state of affairs. But we should remember the work done by our Ministry ever since its assumption. It is a fact admitted all round that the first great achievement is the reservation of the entire coastal shipping for our own ships. In the matter of overseas shipping, there are

very great difficulties in the way and it is better to recount those difficulties, so that by the end of the Second Five Year Plan period at least these difficulties may be got over and the object we have in mind, namely, an increasing share in overseas trading for our own national ships, may be achieved.

The main difficulty is one of financial resources. A ship costs a good deal of money. In fact, for the Second Five Year Plan, we are contemplating the construction of 72 ships which are expected to cost about Rs. 80 crores. We have just heard the Deputy Minister of Production pointing out his difficulties in the matter of shipbuilding. It is probably very well known that all the shipbuilding yards all over the world are extremely busy. I am told that, except in Germany, all the other shipbuilding yards are booked up, and if we have to place a bulk order for 100 ships, it will take many years to get it fulfilled.

Shri Matthen: The hon. Member is not correct.

Shri Raghuramaiah: I would like to be corrected even now by the Member, especially an expert Member like Mr. Matthen, whose knowledge in the matter of shipping, I must admit, is much more than mine. I am only trying to give out a few ideas, subject to correction, of course. That is the information I have, namely, it takes time to build ships. I do not say that we should not build ships ourselves. We ought to build ships at a much greater pace than we are doing and if we place orders with foreign companies, we should request the foreign shipbuilding yards to supply the ships as quickly as possible. But the difficulty is about financial resources; the money aspect of it is very vital. I am told these 72 ships are going to cost Rs. 80 crores, out of which Rs. 70 crores fall into the public sector. Of course, I am one of those who want to increase it to Rs. 100 crores. I would like the tar-

get to be not 1 million, but 12 lakhs. The very core of the problem is increased tonnage. We want more tonnage, but it is also better to remember the financial difficulties. Hon. Members have suggested that a subsidy should be given. I am one of those who believe that a kind of subsidy is even now being given to the companies. We may remember that the Industrial Finance Corporation charges interest at the rate of 6 or 6½ per cent. for monies advanced by it. Even State Governments are borrowing money at the rate of 4 or 4½ per cent. But the Government of India are giving loans to shipping concerns who build ships for coastal waters at the rate of 4 or 4½ per cent. and at the rate of 2½ per cent. for ships in respect of overseas trade. The difference between 6 per cent. or 4 per cent. as the case may be and 2½ per cent. is considerable. After all, it is being borne by the State. Why should they charge reduced rates of interest? I am sure it is for encouraging the shipping industry. I am one of those who would request the Government of India to consider whether any more liberal attitude can be adopted and whether the rate of interest could be further reduced. But the point is, that it is not as though Government is not giving any subsidy. This is also a kind of subsidy, because it costs the Treasury some amount. The only question is whether it can be increased. I am sure the hon. Minister who is doing so much about this problem of shipping will also bear this important factor in mind in formulating the future policy of the Government.

Coming to the next point, it is unfortunate that practically we have no tankers worth the name. I was glad to find from a speech of the hon. Minister recently published in the Press that the Government had decided to have two tankers and orders were likely to be placed very soon. That is very commendable.

Shri Jaipal Singh (Ranchi West—Reserved—Sch. Tribes): No.

Shri Raghuramaiah: I say that it is commendable in so far as it goes. Of course, it can be some more. I am sure the hon. Minister will in course of time place orders for some more. (*Interruptions*).

Some reference was made to an international convention. I think there has been some misunderstanding about it. The international convention referred to by one of my friends on this side relates to fair and equal treatment of ships in respect of port dues, harbour facilities, etc. That is to say, if we are a Member of that convention, it is possible for us to claim reciprocal fair treatment in other ports. It has nothing to do with the carriage of goods or any preferential treatment in the matter of giving cargo. In this connection, I would like again to compliment the hon. Minister for the work he has done in making it a policy to give all Government controlled cargo entirely to our own ships. As a matter of fact, this is an eye-sore to all foreign companies and they have been unnecessarily and unjustly charging us with flag discrimination. There is no flag discrimination. Most of the maritime countries have been giving their cargo to their own ships. Our Government is giving our cargo to our ships. There is nothing wrong in it. I am very glad that the hon. Minister in his recent speech emphasised that it is a duty and a proud privilege which we cannot relinquish. It is a very good thing that the Government of India have made it a matter of policy to give all our cargo to Indian shippers. Actually, the number of ships will not solve our problem. The economics of tonnage will depend on our business and trade connections with all the world over; there is no meaning in having tonnage without cargo. There cannot be any encouragement to shipping unless there is enough cargo to carry. In this matter, I understand the Government have been sponsoring many of our shipping concerns to the various foreign conferences they have been doing their best to promote good cargo business for our ships.

[Shri Raghuramaiah]

Some remarks have been made that we have not got enough trained personnel. It is probably little realised that it takes time to train a seaman to come to the position of a senior officer in the mercantile marine. I am told that it takes about 7 years. Here the Government have been doing their best, but undoubtedly they have to do more, because as our tonnage increases, the requirements for trained personnel will also increase. But all that I am emphasising is that it does take time and it does require a little patience on the part of all of us. The "Dufferin" which was formerly catering both to the engineering side and the executive side, I am told, is now confined to the executive side, and separate training is being given for engineers. Therefore, I think in course of time we will have enough personnel also.

4 P.M.

As regards surcharge, it is one of those very unfair things that some of the foreign conferences, British and American, have been talking of imposing on us. Originally they announced the imposition of the surcharge on freights to Indian ports. I am told that on account of representations made by our Government, the British have decided not to impose a surcharge. Only the Americans have been postponing it month after month. I think we can trust our Government to fight out the issue and ensure that fair and equal treatment is given to us in this matter.

On the whole, as I said at the very outset, the problem is not simple. The core of the problem is tonnage. Even the target before the Planning Commission, namely, 1 million tons, will handle, I am told, apart from coastal traffic, only 25 per cent. of our overseas trade. According to international practice, we are entitled to a 50:50 reservation. At this rate, it will take us some more years to come up to that level of 50:50. Particularly, our trade routes to the United States,

the Red Sea Ports and Indonesia are practically uncovered. It is unfortunate that a country like ours with a big coast line and with a great naval history behind it, should be in that position. We are glad the Minister is fully conscious of the requirements of the country in this respect. We only want to strengthen the Ministry in this connection to get more money from the Planning Commission. We are not satisfied with the present provision. I join hands with my hon. friends here who have been demanding that there should be a provision of Rs. 100 crores. There should be not 72 but 100 ships. We would not like to be satisfied with a 25 per cent. share in the overseas trade. We would like, as soon as possible, to have 50:50 sharing.

There is one more point that I have to deal with in this connection. There has been, I understand, some hesitation on the part of the shipping concerns to fully utilise in time the loans which the Government of India are prepared to give. Out of Rs. 23 crores which were available for this purpose in the First Five Year Plan I understand only Rs. 20 crores have been so far actually disbursed. May be, the rest also will be disbursed. There must be co-operation between the private sector and the Government if the tonnage is to be expanded rapidly. A good deal has to be done by the private sector also to utilise the resources that are placed at their disposal, to see that their duty is equally discharged.

A suggestion has been made about a Maritime Commission. Specially, I think, Shri Matthen referred to the Maritime Commission of the U.S.A. This was established, I understand, in 1936. But, glancing through their literature, I find that in 1950, this Commission has come to an end. The work of the Commission has been of two kinds, one relating to the administration and the other regulatory, that is relating to the policy. They found that it did not work well.

Shri M. D. Joshi: President Truman, in March 1947, appointed an Advisory Committee on mercantile marine for the purpose of studying the problem of American merchant shipping and ship-building industry.

Shri Raghuramalaiah: That is a different matter. That is an *ad hoc* commission, I take it, to study the problem.

Shri M. D. Joshi: Not *ad hoc*, but statutory.

Shri Raghuramalaiah: I do not know whether that is the Commission that Shri Matthen was referring to. If that is the one that he has referred to, I have no quarrel. I thought Shri Matthen was having in mind a different Commission, the one that I am referring to, of...

Shri Matthen: 1936.

Shri Raghuramalaiah: I am glad you agree with me. In 1936, the U.S.A. set up a Commission under the Mercantile Marine Act, 1936. It was responsible for the administration of that Act. In 1950, after experience they found that it did not work. They split it up into two bodies and the Maritime Commission was abolished. Instead, a Federal Maritime Board and a Maritime Administration were set up, the regulatory work of the Maritime Commission having been entrusted to the Federal Maritime Board and the executive work having been entrusted to the Maritime Administration. What I wish to say is that we need not blindly copy the U.S.A. model and appoint a Commission. I am not ruling out the possibility of the Government, if it thinks fit, appointing a Commission. What I do say is that we need not set it up merely because U.S.A. has set up one.

Shri Matthen: I did not say that.

Shri Raghuramalaiah: You have not said. I have not said that you said. Why do you quarrel? I am putting a question and giving an answer. In this country, I find that so far as the regularity aspect is concerned, it is

now being dealt with by various *ad hoc* committees, for instance, the *ad hoc* commission on cargo and passenger freight rates. There have also been several Advisory Committees: the Deck passenger committee, the Sailing Vessels committee, Consultative committee of Indian ship owners, etc. It may be that the Ministry may think after some time that a permanent body may be more suitable. It is for them to decide by experience. What I am trying to urge upon the House is that we need not follow the U.S.A. model and appoint a Commission because the U.S.A. appointed one. I may point out that in the matter of dock labour also, Dock Labour Boards have been set up in Bombay, Madras and Calcutta on the pattern of the United Kingdom. I understand that they are not functioning properly. We have to evolve according to our own genius and requirements the machinery through which we have to achieve our objective. About the objective, there can be no doubt. As I said, the core of the problem is tonnage. If there is enough tonnage, everything follows suit. You cannot have tonnage unless you have trained personnel. It presupposes financial assistance by the State in some form or another. While commending the work done by the Government so far, more particularly in the matter of reservation of coastal trade, in improving the facilities for shipping and encouraging Indian ships overseas in carrying Indian cargo, in spite of the charge of flag discrimination, I would strongly urge that some more steps should be taken. I have no doubt that they will be taken. We should increase our target in the Second Five Year Plan. They should not be satisfied with 73 or 72 ships; they should go on up to 100 ships, the capital raised from Rs. 80 crores to Rs. 100 crores.

As a matter of fact, my amendment, the substitute resolution, if I may say so, goes only a little ahead of the original one. The original resolution contemplates the setting up of a Commission. A commission may take time. They will have to investigate. That

[Shri Raghuramaiah]

takes time. We know the problem. What he wants is tonnage. Why not have it straightaway and be done with it? Therefore, while appreciating Shri Raghunath Singh's resolution, I submit that my resolution only brings into effect what would be the natural consequences of that resolution, namely the recommendation that the tonnage should be increased. I have no doubt that the Ministry will take every step to assure the House that they would do their best in this respect.

Shri Alagesan: I welcome this opportunity that has been given to the Government for stating their policy regarding shipping very clearly. I should add my tribute to the hon. Mover of the resolution for having focussed the attention of this House and also of the country on shipping, and connected problems, which is so important a sector of the economy of our country. Though I was in a disadvantageous position and I could not follow all that he said because he spoke in Hindi and that too very fluent and fast Hindi, still I was impressed by the fact that he imported too much of poetry into the speech.

Shri M. D. Joshi: Poetry or history?

Shri Alagesan: Perhaps because of that he slurred over practical considerations a little, but it is good that he who has been such an enthusiastic advocate of development of shipping in this country, had this opportunity and also gave the opportunity to Government to re-state their policy, in clear terms.

I should like to say that Government are as much interested, if not more than all the sections of the House in seeing that we have a considerable size of merchant navy for our purposes. Absolutely there is no quarrel with the object, but then I should like to place a few facts before the House which will explain how we have been proceeding in this matter and what obstacle we have to meet.

The loan policy of Government was very much discussed and many suggestions were made. I should like to say that even though this loan policy was announced long, long back, shipping interests did not come forward to take advantage of that policy.

Shri Matthen: But the terms were not liberal.

Shri Alagesan: You please wait.

Shri Matthen: Thank you.

Shri Alagesan: They did not come forward, and this point has been noted in a recent article by a great veteran in the shipping world, Mr. Master, and he has cited as one of the reasons for the delay in acquisition of more tonnage the hesitancy of shipping interests to come forward to take advantage of the loans that the Government offered. In fact, in November, 1953, less than two years back, the hon. Minister for Transport had to make a strong appeal to the ship owners who had assembled in the Consultative Committee of Ship Owners to come forward with their plans and take advantage of the loans that the Government were prepared to advance. And this has been acknowledged very handsomely by one of the leading ship owners himself, Shri Ramaswamy Mudaliar. In fact, in his own characteristic way he said that that appeal of the Minister proved to be the turning point in the development of Indian shipping. I am quoting his very words. And then the ship owners came forward, and then these loans started moving.

There was the question of the liberalisation of the loans. Many sections of the House have come forward with proposals for still further liberalisation of the loans. I should like to say that the loans are already liberal. The terms are very liberal. In fact, the report of the Shipping Policy Committee which has become a sort of Bible with some of the hon. Members, I have found, has categorically stated that no loans need be advanced

to coastal companies with regard to the development of coastal shipping. They said they should be satisfied with the reservation of coastal trade, and it is necessary for Government to aid only overseas shipping and not coastal shipping. But, even so, we are aiding coastal shipping with loans and the interest rates are 4 per cent. if it is repayable within four years, and $4\frac{1}{2}$ per cent. if it is repayable within more than four years. These were the terms. And for the overseas loans it is only $2\frac{1}{2}$ per cent. In fact, I can take the House into confidence and say that many of the ship owners did not expect that they would get such a liberal rate of interest. We should like to see how we deal with other people. Instances were mentioned. I was very much surprised.

Shri Matthen: Why is it the hon. Minister announced more liberalisation then?

Shri Alagesan: If the hon. Member can hold his soul in patience for a few minutes, he will have all the answers, and I think he will be fully satisfied.

I was surprised to find Shri Mukerjee who is unfortunately not here—he is always unkind to me; he makes a speech and runs away and he is not here for me to speak to him, of course to the House also—espousing the cause of private enterprise, perhaps as a sort of *prayaschitta*. He had been cudgeling the private sector when the bulky Companies Bill was under consideration in this House, and now he has come out with suggestions that interest-free loans may be thought of and also subsidies may be given. The shipping interests, of course, should be very much perplexed by the support they have been getting from a very strange quarter.

An Hon. Member: From every people.

Shri Alagesan: Perhaps they may even suspect that it is with a view to eventual nationalisation that the hon. Member opposite has put forward the

suggestion. I do not know, I leave it to them.

This question of liberalisation has been mentioned. As I said, the ship owners themselves did not expect that Government would be so liberal. What is the rate of interest we are charging to others? To the major ports which are autonomous bodies and which are non-profit making organisations, we advanced loans at the rate of $4\frac{1}{2}$ per cent. interest. Of course, the first seven years is interest-free, but later on they have to pay $4\frac{1}{2}$ per cent. Then, the railway is paying 4 per cent. dividend as the hon. House knows. A case may be made for still further liberalisation, I have no objection, but it should be recognised that the shipping interests themselves have no complaint against this.

Then again, with regard to the percentage of loans, in the beginning it was the idea to advance only 66 2/3 per cent. for coastal loans and 75 per cent. to overseas loans, but this percentage has been increased; in some cases in coastal loans it has been taken up to 85 per cent, and with reference to overseas loans, we have even gone up to 95 per cent. We are prepared to go even up to 100 per cent, and consider each case on its merits. So also, the period of amortisation was put at either 12 years or two-thirds of the residual life of the ship—there is some formula—whichever is earlier, but here also in one case we have gone up to 15 years. And so, all these problems can be considered. Even the study group which went into this question very carefully have generally recommended liberalisation of the terms. They have not made specific recommendations, but they have made a sort of general recommendation that the terms can be further liberalised. I can assure the House that we are prepared to sit and talk it over with the shipping interests and see whether any further liberalisation can be made in this matter. The question of target.....

Pandit Thakur Das Bhargava (Gurgaon): May I ask why these shipping interests did not take the loans from you? When you are offering such good conditions also, why are they not availing themselves and taking loans from you?

Shri Alagesan: That was so. There was an initial hesitancy on their part, and that was one of the reasons why we have not been able to realise the target technically before the Five Year Plan period is over. There was a certain amount of hesitancy. That shows that the trade is such and they should have had good reasons. They are hardboiled businessmen. It is not for me to say why, when money was there on such easy terms, they would not come forward and make use of it. But yet, the fact remains that there was an initial hesitancy, but after the November, 1953 meeting they came forward and they are now using, and I may inform the House that the amount set apart for the sanction of loans, namely Rs. 23 crores, has been already exceeded. We may reach Rs. 26 or Rs. 27 crores. Though the tonnage may not be delivered within the Plan period, the actual loan provision has been exceeded. Even very recently one of the overseas companies had come to us for a loan.

The tonnage of 2 millions has stuck in the minds of all and it has been repeated over and over again. My hon. friend Shri Raghuramaiah had referred to the battle for coastal reservation. The old veterans that waged their battle with regard to coastal reservation for over quarter of a century would realise that the fulfilment of their objective came when we reserved coastal trade completely for Indian shipping. At the beginning of the Plan, or when the report of that committee was written, not even 50 per cent. of the coastal trade was carried in Indian vessels. But now they have got cent per cent reservation, and perhaps this has made some of them slack also. One or two companies have now come forward with requests to permit them

to charter their coastal vessels; that is to say, they want to charter vessels of their flags in the coastal trade, and charter their own vessels to some other foreign concerns. This certainly is not a good thing, and therefore we could not permit them. Moreover, it was something like subletting; reservation being made, and there being a monopoly, these people want to sublet the monopoly. Therefore, we could not agree to that.

So, hon. Members will realise that one of the recommendations of that committee, namely cent. per cent. reservation of coastal shipping to Indian vessels has been achieved to the satisfaction of all concerned.

Then, they had recommended that 75 per cent. of the adjacent trade namely the trade with Burma and Ceylon, should be carried in our vessels. As far as that is concerned, I understand that at present Indian vessels are carrying about 40 per cent. of this trade. I also understand that these friendly and neighbouring countries of ours, namely Burma and Ceylon, have got their own aspirations to raise their own national merchant navies. We should surely welcome their venture, and we should see that their national merchant navies also grow up, so that they will be a source of strength to us. So, now, the idea is that we shall be satisfied with 50 per cent. of this trade.

The hitch comes only with reference to the volume of the overseas trade that we are carrying. It was mentioned by several Members that we have got only 0.5 per cent. of the world tonnage, and we carry only 5 per cent of the overseas trade of our country. It is true, and it is a fact. But then one has to remember from where we began. One has to remember also the inherent limitations in our way.

My hon. friend Shri Matthen says that he had gone to Germany. I do know when he went.

Shri Matthen: Why do you doubt that?

Shri Alagesan: And he said that he saw the German yards in action.

Shri Matthen: What is wrong about my going to West Germany? Should I go on deputation from you?

Shri Alagesan: I perfectly welcome that. I wish he makes another trip to Germany, and to other countries as well. I wish him *bon voyage*.

He said that he had gone to Germany and saw the German yards in action. Now, he comes and tells us here, oh, look at Germany, look at Italy, look at Japan, these countries were smashed during the war, nothing remained of them, but now they have come up to 2 million tons, 3 million tons, 4 million tons and so on, and why can we not also do it. When he puts that question, it was really dramatic. But I wish he considers the practicable nature of the proposition. When he put that question, I was reminded of the villager who went to a cinema, came back home, and started beating his wife for not being as fashionable as the woman that he saw on the screen. Where is Germany, where is Italy, where is Japan, and where am I? How can a comparison be made between a pigmy and a giant? I am just starting; I am just a child, and I want to grow. You should certainly give me time and not discourage the growth. You should nourish me and help me in all possible ways.

Shri Kamath: Indian is not a pigmy.

Shri Alagesan: It is true my leader is not a pigmy. He is the greatest figure occupying the world's stage. But that does not mean that my country is so big. Really, my country is not so big. It cannot occupy the front rank in various respects. I have to make slow and steady progress to grow to the stature of other countries.

Shri Matthen: But you are having a target of Rs. 1500 crores for the railways.

Shri Alagesan: I think my hon. friend is becoming irrelevant.

Shri Algu Rai Shastri (Azamgarh Distt.—East cum Ballia Distt.—West): That is for the Chair to rule.

Shri Alagesan: In regard to the carriage of overseas trade, I have made a slight calculation. If we are to carry 50 per cent. of our overseas trade, what does it mean, physically? Let us calculate that. It means that we should acquire here and now 180 ships of 1.5 million tons which is roughly estimated to cost about Rs. 225 crores. If this Parliament or the Planning Commission, or whatever agency there is, can produce that amount, perhaps we can go ahead in this direction. But even then, the House should remember that hon. Members have been complaining that we are not able to employ Indian personnel to the fullest extent possible. So, all these things are there. Also, we are not able to find the cargo for the limited tonnage that we have. That was what was put forward by my hon. friend Shri B. K. Das. So, when we have to find the personnel, and we have to find also the cargo, we cannot simply go and acquire more tonnage. And that too, from whom are we to get? We have to get it not surely from our own yards; even the second yard that might come up in the middle of the next Plan, certainly is not going to produce 180 ships for us. So, we have to go to the foreign yards, perhaps to the German yards.

I just heard it said that it was possible for Germany to produce ships within a year, formerly. But now they take about two years. It is because more and more orders are piling on them, and naturally they take more time. Perhaps if they postpone the construction work for other countries, and attend to the construction work only of those ships for which we place orders, perhaps they might be able to deliver the ships in less than three months.

Shri Matthen: Some other countries are there that will deliver the ships to us.

Shri Alagesan: Even the target of Rs. 100 crores, which my hon. friend Shri Ragunath Singh was supporting so vociferously, may not play the trick, and may not enable us to carry 50 per cent of our overseas trade.

So, these are the practical limitations that beset us. As practical men, we cannot overlook them or bypass them, however much we may be earnest about increasing Indian tonnage.

Then, mention was made about the establishment of more shipping corporations. We are anxious to establish more shipping corporations. In fact, our idea was to have corporations on the model of the Eastern Shipping Corporation, i.e. as a sort of State *cum* private enterprise. We sounded some companies who are engaged in overseas trade, but under the circumstances that are prevailing they do not seem to be enthusiastic about the proposal. The fate of the managing agency system is hanging in the balance. They do not know what is going to happen to it. I myself do not know what is going to happen to that system.

Shri Asoka Mehta (Bhandara): It is flourishing.

Shri Alagesan: But we are agreed that its fate is sealed, if not doomed.

Shri Kamath: Not yet. It will die-hard.

Shri Alagesan: So, under these conditions, these companies are not very anxious to participate with us in finding capital for more corporations. But, then, what is the position? I should like to refresh the memory of the hon. Mover and take him back to the report by which he swears so much. That report has said that the Indian companies should plan to carry 3 million passengers. But, the fact is that one of the companies which was running a passenger service between UK and India had to withdraw the service because it did not find it paying. Even the poor India-Burma service that it was running was suddenly stopped and we had to urge the com-

pany to put in a ship and a sort of rickety ship has been put on the voyage and I am told that the passengers have to undergo a lot of trouble going in the ship.

There is the India-Burma service, the service to the Andamans also, and the Haj service about which the Mover mentioned. These may not be very paying. The Haj service is a seasonal one. If nobody is to take these non-paying lines, perhaps, the Government will have to take and to see that we do not lose completely. Whether we can venture into the tramping trade or liner trade, all these things will have to be considered.

Mr. Deputy-Speaker: The Mover of the resolution will have to be given some time.

Shri Alagesan: You will kindly remember that the hon. Shri Matthen was allowed 25 minutes. I thought it could have been taken as read, but you were kind enough and allowed him. If you want me to stop. I have no objection.

Mr. Deputy-Speaker: I have no objection to allow the Minister to go on. I am absconsultely in the hands of the House. I called the hon. Minister at four o'clock.

Shri Alagesan: Sir, I was called exactly at 4-10. I have taken only 20 minutes. I am prepared to stop even now.

Mr. Deputy-Speaker: The hon. Minister is expected to reply to all the points that have been raised.

Shri Alagesan: I have not replied even to half the points.

Some Hon. Members: Therefore, he must be given more time.

Mr. Deputy-Speaker: We will reach the next Resolution. We can do one thing. The reply need not be given. The hon. Minister speaks for all.

The Minister of Railways and Transport (Shri L. B. Shastri): The Mover does not want to speak in reply.

Mr. Deputy-Speaker: That is what I am suggesting to him. The Minister is replying for all.

Shri Alagesan: The question of tankers was raised. It is an important thing. It is a great gap in our shipping front that we have no tankers. The Government was taken to task for having come to an agreement with the Oil refineries. I wish to tell the House that the agreement will be no bar if can produce tankers and put them to commission. We will be able to carry the oil. We have already taken a decision to acquire two tankers—I should amend it and say three tankers.

Shri Kamath: Have you got them?

Shri Alagesan: We are now awaiting a few things happening. In the meanwhile some Indian companies expressed a desire to collaborate with the oil refineries themselves and they said that they will come into the picture and put the tankers. But, I do not know whether those negotiations are actually taking place or not. I hope they will be able to come to a quick decision on this very vital matter and Government hope, whether they come to a decision or not, to acquire these three tankers. Perhaps, the time is not far off when our own tankers, flying our own flag will be moving along the coastal waters of India and delivering oil to the various points of supply.

The question of cargo was raised by my hon. friend Shri B. K. Das. I wish to say here that one of the hon. Members took exception that we say that shipping is in the private sector. It is so. If the Government is to find all the money, I can tell the House that we have advanced loans in the case of one company, it is 100 per cent of their subscribed capital, in the case of another company, it is about 250 per cent and in the case of a third company it is 400 per cent their subscribed capital. I do not think any other organisation has been more liberal with loans. This very House, if something goes wrong which God forbid,

if some loss is incurred and we are not able to recover the loans, all the hon. Members of this House including the Mover will pounce upon me and come with a halter to put it round my neck.

Shri Matthen: I think the loans are advanced not on the capital of the company but with regard to the ships.

Shri Alagesan: The point is Government has to find much more for investing in shipping than what the private sector has able to find?

If Government is to find the capital, if Government is to find the cargo, then where does the private sector come in? It is for the shipping companies to canvass cargo. In spite of it, we have been taking all necessary steps to see that Government sponsored cargo find their way into Indian vessels. The ISD at London and the ISM at Washington have been given instructions to send Government cargo by our ships. The spokesmen of shipping companies have admitted that there is no difficulty about cargo.

Very recently, one of the spokesmen of the shipping interests was saying that their ships are full with cargo. Recently, it has been possible for the Government to exercise their good offices and see that 25 per cent. of the total export of tea is reserved for Indian ships.

Regarding the TCA cargoes, the American Government has stipulated that 50 per cent. has to be carried in their own vessels and the rest to be carried in vessels not belonging to the country to which the cargo goes. And, if the country to which the cargo goes or is intended, is to provide the ships for the purpose, then, they should pay the freight. We have taken a decision to pay the freight in rupees for those cargoes also so that our shipping may get the advantage.

I should like to ask one thing. What is the private sector doing? Is it not the patriotic duty of our exporters and importers to see that they patronise Indian shipping? I was going

[Shri Alagesan]

through the resolutions of the Federation of Indian Chambers of Commerce and Industry. This body met in its annual session recently, and, I was going through the resolutions passed by it. All sorts of resolutions are there, asking the Government to do this and to do that. There is a resolution on company law, all difficulties are mentioned and narrated and there is a tall order for Government with regard to Indian shipping also.

Shri Algu Rai Shastri: Tall order? Humble request.

Shri Alagesan: I was surprised that there was no appeal to Indian exporters and importers to patronise Indian shipping. Nor do the shipping interests who are constituents of this very important body seem to have taken any steps to have such a resolution passed. They go on goading the Government to do this and do that. I do not know what steps they have taken to have a resolution passed requesting Indian shippers to patronise Indian shipping. It is very strange that people go on asking Government to do this and do that. In this country, people expect the Government to do everything, to be patriotic. There are certain interests which will refuse to be patriotic if it is profitable to them.

Acharya Kripalani (Bhagalpur cum Purnea): We do not expect the Government to be patriotic.

Shri Alagesan: I do not mean anything against the revered Acharyaji.

Acharya Kripalani: I said, we don't expect the Government to be patriotic.

Shri Alagesan: I hope that steps will be taken to induce the Indian exporters and importers to patronise Indian shipping.

Shri Somani was making a suggestion as to co-ordination between railway freight and shipping freight. He should be aware that there is already a committee sitting on this job, namely, the co-ordination of rail and sea

transport. They are going into the question of co-ordination and rationalisation of movement of cargoes by railways and coastal shipping. We hope to get their report and then take necessary action on that.

I shall leave several points, but I would like to mention only one point, namely, the maritime commission idea put forward by the hon. mover of the resolution. I think there has been a considerable amount of confusion in this matter. His resolution said that there should be a commission to devise ways and means to develop Indian shipping, and when he made his speech, he said it should be a commission on the U.S.A. model—he seems to be very much attracted to U.S.A. Then again, while further explaining the proposition, he said that it should be purely official—all the Secretaries to Government would sit in a room and come to conclusions. That was what he said. This confusion has travelled naturally to my hon. friend Shri Mukerjee and he called it a committee of enquiry to go into all questions relating to shipping. So, there has been a considerable amount of confusion on the subject. My hon. friend, Shri Raghuramaiah, has made my task easier by explaining the whole position. My friend, the mover, was a little out of date. He went only up to 1936 but did not travel up to 1950.

I wish only to say that we are not enamoured of copying other countries, but I may say that the U.K., to which we all look though we do not copy it, had been having the pride of place in the shipping world up till the beginning of the war, owning more than half the world tonnage. We do not see anything like a maritime commission or board or any such thing there. There is the Ministry of Transport there just like the one that we have here, which manages shipping, and nobody can say that the record of U.K. in the field of shipping is poor.

I should like to close here because my time is up.

Mr. Matthen: One word before the hon. Minister closes. The most important point raised by all of us....

Mr. Deputy-Speaker: Let the hon. Minister continue his speech. At the end when he is likely to sit down, I will allow one or two questions to be put to him.

Shri Alagesan: I am prepared to accept the amendment moved by Shri Raghuramaiah, and while doing so, I should like to make one point clear. There seems to be a misunderstanding about the word 'tonnage' used in the amendment. I want to make it absolutely clear that there is no difference between 'tonnage' and 'shipping', in our minds.

Shri Raghunath Singh: That is right.

Shri Alagesan: I am glad my hon. friend accepts it. With this misunderstanding cleared, I do not think there should be any objections from any part of the House, and I hope the hon. Members who have moved their amendments will be good enough to withdraw their propositions with grace and support the Government's stand.

Shri Matthen: The most important point raised by most of us, especially by me, was that the Government was only committed to a board as recommended by the Policy Commission in 1947. They, by their resolution passed in 1947, accepted it, but only they have not implemented it. All that the resolution asks for is that the Government should implement it. Not a word has been said about this by the hon. Minister. He spoke about so many other things, about his going to Japan etc., but nothing about this.

Shri Alagesan: It was he who informed us about all that. My reply is very simple. We have established the Directorate General of Shipping.

Shri Matthen: Certainly not. That is not what is contemplated in that resolution.

Shri Alagesan: That Directorate is perhaps discharging the work more efficiently. If a whole board sits, it can meet only once in three months. Now, there is a sort of continuous attention being paid to all the problems; all the loan proposals are being examined by that body. We have an officer usually of very great administrative experience, as the Director General of Shipping, and he is assisted by technical officers—Chief Surveyor of the Government of India and Chief Nautical Adviser to the Government of India. Both the technical side and the administrative side are taken care of, and here is the Ministry which deals with all the problems. A very difficult problem—the surcharge problem—which came to the fore a few months back, was very effectively tackled. The Minister and the officers concerned have shown great tact. There was no bravado about it—bravado only impresses the superficial people, I think. We were able to stave off the danger; otherwise it would have meant a great harm to the national interests if the surcharge was imposed. I do not think any other machinery could have done this. My hon. friends have got a fancy for such organisations because some such thing is being done elsewhere.

Shri Matthen: Will the hon. Minister be pleased to read again their resolution of 1947?

Shri Joachim Alva: I just want to put two questions.

Mr. Deputy-Speaker: I find that a number of hon. Members have been taking enormous interest in this matter and have studied deeply this matter. I have got all their names here. They may reserve all that for a future occasion.

There are only fifteen minutes more and there are a number of amendments and again some time has to be given for moving the other resolution. I am, therefore, sorry that I cannot allow any further questions. Of course, I think the Committee on Private

[Mr Deputy-Speaker]

Members' Bills and Resolutions will take note that a similar resolution will require a larger time on a future occasion. As many as four hours have been allotted to this resolution; all the same, a number of hon. Members have not had an opportunity to participate in this discussion, although they have made a special study of the problems. For the first time this has come up and I can only say that this will be taken note of by the Advisory Committee on a future occasion.

Shri Raghunath Singh: I have got my right of reply.

मैं माननीय सर्वश्री भलगेशन जी और सतीश जी को हृदय से धन्यवाद देता हूँ कि उन्होंने बड़े सौजन्य से इस हाउस को इस बात का आश्वासन दिया है कि जहाजरानी की उन्नति की जायगी। साथ ही साथ मैं इस सभा के सभी माननीय सदस्यों को धन्यवाद देता हूँ कि उन्होंने बड़ी शान्ति के साथ इस विषय का अध्ययन किया और हमारी बातों को सुना।

एक बात मैं यह कहना चाहता हूँ कि सेंट्रल रेवेन्यूज में से कम से कम एक रुपये में एक आना शिपिंग के फंड में जाना चाहिये अर्थात् हमारी जितनी आमदनी है, उसमें से चौतीस करोड़ रुपया सरकार के द्वारा शिपिंग के लिये व्यय किया जाना चाहिये। इस हिसाब से आपको फाइव इयर प्लान में जो कि, आप ड्राप्ट करने जा रहे हैं, इसके लिये १७० करोड़ रुपये देने चाहिये। हमारे शास्त्री जी बहुत ही सीधे आदमी हैं। उनके सोचपन का फायदा उठा कर फाइव इयर प्लान में सिर्फ ८० करोड़ रुपये रखे गये हैं। मैं टॉनिंग कमिशन से कहता हूँ कि अगर उसने शिपिंग की उन्नति के लिये १७० करोड़ रुपये न दिये, तो हम उस प्रस्ताव को इस हाउस में लायेंगे और यह हाउस उसको पास करेगा और अगर वह पास नहीं करेगा, तो हम जनता से कहेंगे कि वह हाउस

को कम्पेल करे कि १७० करोड़ रुपये शास्त्री जी के पाकेट में दिये जायें।

श्री भलगुराय शास्त्री : सीधे आदमी की जेब में इतना रुपया डाल कर क्या लाभ होगा ?

श्री रघुनाथ सिंह : दूसरी बात यह है कि हमारे माननीय भलगेशन जी को हतोत्साहित नहीं होना चाहिये। उन के उत्साह को बढ़ाने के लिये ही हमने इस प्रस्ताव को यहां पर पेश किया है ताकि सारे देश का ध्यान जहाजरानी की ओर आकर्षित हो और सब लोग समझें और जानें कि इस शास्त्रीय एज में भारत सरकार जहाजरानी की उन्नति के लिये क्या करने जा रही है।

Mr. Deputy-Speaker: I am now going to put Shri Raghuramaiah's amendment but if there is any hon. Member who wants his amendment to be put, I have no objection to do so. It is not for any Commission but it is with some modifications of the original Resolution. Therefore, I shall put Shri Raghuramiah's amendment and see if the others are not barred.

Shri Raghunath Singh: I accept that.

Mr. Deputy-Speaker: The question is:

That for the original Resolution, the following be substituted:

"This House, while appreciating the steps so far taken by the Government of India towards the development of Indian Shipping, suggests that all further suitable measures be taken to expand rapidly coastal and overseas tonnage."

The motion was adopted.

Mr. Deputy-Speaker: All the other amendments are barred. So, this Resolution is substituted for the original Resolution. Tonnage and shipping both mean the same.

RESOLUTION RE. REGROUPING OF
RAILWAYS

Mr. Deputy-Speaker: The House will now take up the next resolution of Shri Raja Ram Shastri.

श्री आर० आर० शास्त्री (जिला कानपुर मध्य) : मैं जो प्रस्ताव पेश करना चाहता हूँ वह इस प्रकार है :

“इस सभा को यह राय है कि संसद् सदस्यों और विशेषज्ञों की एक समिति निम्नलिखित प्रयोजनों के लिये शीघ्र नियुक्त की जाये :

१. रेलों के पुनर्संमूहीकरण के सम्पूर्ण प्रश्न को जांचने और रेलों की प्रशासनिक क्षमता में सुधार करने के लिये सरकार को उपायों का सुझाव देने के लिये, और

२. द्वितीय पंचवर्षीय योजना में रेल यातायात की बढ़ती हुई मांग की पूर्ति के लिये उसके विस्तार करने के प्रस्तावों पर विचार करने के लिये ।”

मेरे यह प्रस्ताव के तीन उद्देश्य हैं। एक तो यह है कि अभी तक जो रेलों का पुनर्संमूहीकरण किया गया है उसको जांच की जाय, और उसमें क्या क्या सुधार किये जा सकते हैं इस प्रश्न पर विचार करने के लिये एक विशेष समिति बनाई जाय जो इन तमाम मामलों की जांच करे और अपनी सिफारिशें पेश करे। दूसरा उद्देश्य यह है कि अगर हमें रेलों के अन्दर प्रशासनिक क्षमता के सम्बन्ध में कुछ सुधार करना हो तो उस सम्बन्ध में भी विचार किया जाय, क्योंकि प्रशासनिक क्षमता के ऊपर ही यह निर्भर करता है कि यह विभाग कितनी सफलता के साथ चलता है। साथ ही साथ दूसरी पंचवर्षीय योजना हमारे सामने है और इस योजना में विशेष जोर व्यवसायों पर दिया गया है। ऐसी स्थिति में यह मानी हुई बात है कि रेलवे विभाग का महत्व बहुत कुछ हमारे सामने आता है। तो इस सम्बन्ध में जो कमेटी बनेगी वह इस मसले पर भी

विचार करेगी कि क्या करना है और क्या नहीं करना है।

इस सम्बन्ध में यह प्रश्न उठाया जा सकता है कि बार बार हर मसले पर विचार करने के लिये कमेटी की व्यवस्था क्यों की जाती है कहीं यह न कहा जाय कि यह एक ऐसी लम्बरी है कि जब किसी महत्वपूर्ण विषय की ओर ध्यान दिलाया जाता है तो यह कमेटी नियुक्त करने का हजारों रुपये का खर्चा और हमारे सामने रख दिया जाता है। इस सम्बन्ध में मैं सदन का ध्यान इस ओर दिलाना चाहता हूँ कि अगर हम रेलवे विभाग का पिछले २५ या ३० वर्ष का इतिहास देखें तो हमको मालूम होगा कि समय समय पर रेलवे के सम्बन्धित विभिन्न प्रश्नों पर विचार करने के लिये कमेटियाँ बनती रहीं हैं और उन्होंने समय समय अपने विचार पेश किये हैं। अगर हम रेलवे विभाग का पिछले २५-३० वर्ष का इतिहास देखें तो हम को मालूम होगा कि सन् १९२०-२१ में आकवर्थ कमेटी बनाई गई, १९२२-२३ में इन्चकेप कमेटी बनी, १९३३-३४ में पोप कमेटी बनी सन् १९३७-३८ में बैजवुड कमेटी बनाई गई और सन् १९४७ में कुंजरू कमेटी बनी और अन्त में अभी हाल में रेलवे विभाग में अष्टाचार के मसले पर विचार करने के लिये रेलवे करप्शन इन्क्वायरी कमेटी बनी जिस के चेयरमैन माननीय सदस्य श्री जे० बी० कृपलानी जी थे। इस आखिरी कमेटी की रिपोर्ट अभी हाल ही में प्रकाशित हुई है। इस तरह से हम देखते हैं कि लगातार कमेटियों को बना कर सम्पूर्ण मसले पर विचार किया जाता रहा है, और इस से यह प्रगट होता है कि हम इस विभाग में अधिक से अधिक सुधार करने की कोशिश करते रहे हैं। लेकिन सवाल यह हो सकता है कि जब कितनी दफा रेलवे के मसलों पर विचार किया जा चुका है और जब कि अभी थोड़े ही दिन हुए रिग्रुपिंग किया गया है तो फिर ऐसी क्या आवश्यकता

[श्री आर० आर० शास्त्री]

पैदा हो गई कि रिग्रुपिंग के मसले पर विचार करने के लिये फिर से कमेटी बनाई जाये।

मैं इस बात को मुरु में साफ कर देना चाहता हूँ कि मेरे प्रस्ताव का यह उद्देश्य हरगिज नहीं है कि अभी जो पुनर्संमूहीकरण किया गया है उस का अन्त कर दिया जाय। मेरा विश्वास है कि आजकल समूहीकरण करना आवश्यक है। आप किसी भी बड़े देश को देखें आप इसी नतीज पर पहुँचेंगे कि आज कल रेलवेज का पुनर्संमूहीकरण एक खास उद्देश्य से किया जाता है और वह उद्देश्य यह है कि छोटे छोटे यूनिट्स खत्म करके बड़े बड़े यूनिट्स बनाये जायें ताकि इस में कुछ इकानामी भी हो और काम में एफिशियेंसी भी आवे। हम देखते हैं कि इसी उद्देश्य को लेकर अमरीका, इंग्लैंड, जर्मनी, कनाडा आदि देशों में रेलों का पुनर्संमूहीकरण किया जाता है। अपने देश के इतिहास को देखने से भी हम को यही पता चलता है कि हम धीरे धीरे इस निर्णय पर पहुँचें कि अगर हम को इस विभाग में इकानामी करनी है और काम को एफिशियेंसी के साथ चलाना है तो हम को पुनर्संमूहीकरण करना चाहिये। जो इतनी मेहनत के बाद हाल ही में पुनर्संमूहीकरण किया गया है, उस को खत्म कर दिया जाय, यह मेरा उद्देश्य नहीं है। लेकिन मैं यह चाहता हूँ कि हम यह सोच कर न बैठ जायें कि यह इस विषय पर अन्तिम निर्णय है और अब आगे इस में किसी सुधार की आवश्यकता नहीं है और यह जो व्यवस्था हो गई है वह सम्पूर्ण है। मैं समझता हूँ कि इस व्यवस्था में कुछ कमियाँ हैं और मेरे प्रस्ताव का यही उद्देश्य है कि उन पर विचार किया जाये। इसलिये मैं चाहता हूँ कि मेरे विरोध में कोई यह दलील न पेश करदे कि मैं इस व्यवस्था का अन्त कर देना चाहता हूँ। मैं यह चाहता हूँ कि जो कमेटी बने वह इस प्रश्न पर विचार करे कि जो व्यवस्था

की गई है वह अच्छी तरह से चल रही है या नहीं, या उस में किसी किसी तरीके के सुधार की आवश्यकता है या नहीं। यह ऐसे प्रश्न हैं कि इन में ऐसा नहीं होना चाहिये कि जब कोई समस्या सामने आ जाये उसी वक्त उस पर सुधार करने के लिये विचार किया जाय। मैं चाहता हूँ कि जब हमारे देश में योजना के साथ काम होता है तो इस विषय पर विशेषज्ञों को नियुक्त कर के दूरन्देश से अच्छी तरह विचार कर लिया जाय, ताकि ऐसा न हो कि जल्दी कोई काम कर लिया और फिर कुछ दिनों के बाद कोई समस्या सामने आ गई तो उस में फिर उलट फेर किया। यह तरीका ठीक नहीं है क्योंकि अगर हम बार बार किसी चीज में उलट फेर करते हैं तो उस में बहुत असुविधा होती है। मेरे विचार में यह विषय बहुत महत्वपूर्ण है और इस पर बहुत कुछ हमारा भविष्य निर्भर करता है, इस लिये मेरा विचार है कि इस विषय पर हम अच्छी तरह से विचार कर लें। मैं यह नहीं मानता कि जो हाल में रिग्रुपिंग किया गया है वह सम्पूर्ण कहा जा सकता है। वह काम भी जल्दी में किया गया था। उस के हर पहलू पर जितना ध्यान दिया जाना चाहिये था उतना ध्यान नहीं दिया गया। इसलिये हम मंत्री महोदय से यह चाहेंगे कि इस मामले में अपना दिमाग खुला रखें। ऐसी बात नहीं होनी होनी चाहिये कि वे यह सोचें कि हम ने अभी थोड़ा ही दिन हुये कि यह नई व्यवस्था की है। इस को हमें बदलना नहीं है। मेरा कहना है कि देश में ऐसी परिस्थितियाँ पैदा हो गयी हैं कि वे स्वयं इस प्रश्न पर विचार करें। हमारा ख्याल है कि दूसरी पंचवर्षीय योजना के दौरान में ऐसी परिस्थितियाँ पैदा हो जायेंगी कि उन को इस विषय पर विचार करना पड़ेगा। यह कोई अनहोनी बात भी नहीं है। इस पुनर्संमूहीकरण के थोड़े ही समय बाद यह अनुभव किया जाने लगा कि पूर्वी रेलवे पर वर्कलोड बहुत ज्यादा बढ़ गया है और उस को दो हिस्सों में विभक्त

किया जाय। यह हाल साऊथ-ईस्ट रेलवे का भी है। तो मेरे कहने का मतलब यह है कि इस व्यवस्था के चालू होने के थोड़े ही दिन बाद तजुबों ने यह बतलाया कि इस में परिवर्तन होना चाहिये। ऐसा दूसरी रेलवेज के बारे में भी हो सकता है। इसलिये मैं चाहता हूँ कि एक विशेषज्ञों की कमेटी बैठे जो कि इस सम्पूर्ण व्यवस्था पर विचार करे।

5 P.M.

Mr. Deputy-Speaker: It is now 5 o'clock. The hon. Member may continue his speech on the next day.

The Lok Sabha then adjourned till Eleven of the Clock on Saturday the 24th September, 1955.
