

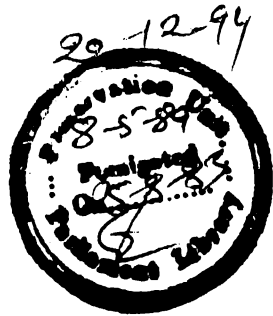


# PARLIAMENTARY DEBATES

(PART I—QUESTIONS AND ANSWERS)

OFFICIAL REPORT

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VOLUME II, 1950

*(14th March to 17th April, 1950)*

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FIRST SESSION  
OF  
PARLIAMENT OF INDIA

1950

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PARLIAMENTARY DEBATES  
(PART I—QUESTIONS AND ANSWERS)

Friday, the 24th March, 1950

*The House met at a Quarter to Eleven of the Clock*

[MR. SPEAKER *in the Chair*]

ORAL ANSWERS TO QUESTIONS

IMPORT AND EXPORT OF CEMENT

\*1082. **Shri Sidhva:** (a) Will the Minister of **Commerce** be pleased to state whether any Indian cement was exported to foreign countries during the years 1948 and 1949 and if so, what quantity and to what country?

(b) What was the quantity of foreign cement imported into India in 1948 and 1949?

(c) What was the total value of imports and what are the names of countries from where they were imported?

**The Minister of Commerce (Shri Neogy):** (a) I place on the Table of the House a statement showing the quantity of Indian cement for which export licences were issued during the years 1948 and 1949 [See *Appendix V, annexure No. 52*].

Figures of actual exports against these licences are being collected and will be laid on the Table as soon as possible.

(b) and (c). A statement giving the desired information for 1948 and 1949 (January-November) is also laid on the Table of the House. [See *Appendix V, annexure No. 53*.]

**Shri Sidhva:** May I know what was the total quantity of cement imported in the year 1949 and what was the quantity of indigenous production?

**Shri Neogy:** I answered a similar question on the 1st of February. I have got the figure of import for the financial year 1948-49. One lakh, forty-six thousand and odd tons were imported in that year. The quantity produced in India was two million tons in the calendar year 1949.

**Shri Sidhva:** How does the price of imported cement compare with the price of the indigenous product?

**Shri Neogy:** I gave all that information on the 1st of February. The present price of indigenous cement is Rs. 82-8-0 per ton, f.o.r. destination for all factories, except for three new ones, in regard to which a special enhanced price has been allowed at the rate of Rs. 90. These are in regard to factories at Travancore, Tinneveli and Jamnagar.

As regards import prices, they vary from Rs. 70 to Rs. 120 per ton at the Indian ports. I mean the landed cost and I think we allow 10 per cent. to be added to this cost for purposes of sale in India.

**Shri Sidhva:** In view of increased production of indigenous cement, do Government propose to stop issuing licences for the import of foreign cement?

**Shri Neogy:** That is the policy of Government. As a matter of fact licences will be issued to a very small extent and that also mainly in regard to specialised types of cement or in accordance with any trade agreement that may have been entered into.

**Shri Sidhva:** In view of the large quantity of indigenous cement now available, may I know whether Government intend to take an immediate decision on this matter?

**Shri Neogy:** I have already answered that question.

**Shri Sidhva:** In view of the abundant quantity of cement produced, may I know whether Government intend to remove the existing control on cement?

**Shri Neogy:** The question of control of distribution of cement is not a matter which primarily concerns the Commerce Ministry and I am very sorry, therefore, that I cannot give an answer to that question.

**Shri Bharati:** The hon. Minister just now said that in the case of the cement produced by three factories the price is fixed at Rs. 90 per ton. How long do they propose to keep that increased price of nearly Rs. 8 over the normal price?

**Shri Neogy:** That has been allowed for one year, as far as I can find out, from the 1st of July 1949, for the time being.

**Sardar B. S. Man:** In view of the fact that there is plenty of cement available in the country now, do Government propose to decontrol cement?

**Shri Neogy:** As I have already stated, that question should be addressed to my hon. colleague the Minister of Industry and Supply.

**Babu Ramnarayan Singh:** May I know the approximate time by which the import of cement will be totally stopped?

**Shri Neogy:** We are hoping that the indigenous production which is not sufficient for the purpose of meeting internal demand so far would go up to 8.5 million tons by the end of 1950. Much will depend upon the actual increase that takes place in production.

**Babu Ramnarayan Singh:** I want to know in terms of years.

**Shri Neogy:** Much will depend upon demand and supply.

#### CONDITIONS OF ALLOTMENT OF LAND TO DISPLACED PERSONS

\*1083. **Shri Sidhva:** Will the Minister of Rehabilitation be pleased to refer to the reply given to part (e) of my Starred Question No. 460 on 9th December 1949 and state on what terms and conditions the 1,230 plots have been offered to displaced persons?

**The Minister of State for Rehabilitation (Shri Mohan Lal Saksena):** The conditions were that the applicants should be registered in Delhi within the prescribed dates and gainfully employed. They were also required to deposit Rs. 2,000 towards the cost of building material to ensure early construction.

**Shri Sidhva:** How many plots have been allotted to the displaced persons and out of these how many to co-operative societies?

**Shri Mohan Lal Saksena:** As I informed the House on an earlier occasion, no plots were allotted to co-operative societies. But these plots were offered to the members of the society who applied with deposits.

**Shri Sidhva:** Has any society applied for these plots and has any society been allotted any plot? I am referring to the Nava Bharat Co-operative Society.

**Shri Mohan Lal Saksena:** This question refers only to the conditions.

**Shri Sidhva:** But the hon. Minister must be prepared for supplementaries.

**Shri Mohan Lal Saksena:** I am prepared for the supplementaries; if the hon. Member wishes I can just give a reply; but this does not arise out of this question.

**Sardar B. S. Man:** May I know whether the condition of depositing a sum of Rs. 2,000 was stipulated originally, or has it been added afterwards?

**Shri Mohan Lal Saksena:** This condition was not stipulated originally. The plots were allotted and we had hoped that the allottees would put up the constructions. But the plots have been there for about a year and the constructions did not come up. Therefore, now in making allotments we have imposed this condition that those persons who are allotted plots must deposit Rs. 2,000 towards the purchase of building materials.

**Shri Kesava Rao:** What is the minimum area of land allotted to a single family?

**Shri Mohan Lal Saksena:** Two hundred square yards.

**Shri P. T. Munshi:** How many persons have made these deposits?

**Shri Mohan Lal Saksena:** I have not got that information, but I understand that many persons have deposited the amount. There are many applications pending for these plots, and if the allottees do not deposit the amount, the allotment will be cancelled, and the plot re-allotted to applicants on the waiting list.

**Sardar B. S. Man:** Is it a fact that Government is now insisting that the allottees themselves should develop the plots, whereas originally it was contemplated that fully-developed plots would be allotted?

**Shri Mohan Lal Saksena:** So far as individual allottees are concerned, they are given developed plots. But the co-operative societies are required to develop the plots, because we have not got developed land.

#### ANTI-INDIAN PROPAGANDA BY PAKISTAN EMBASSY IN PERSIA

\*1084. **Shri Sidhva:** (a) Will the Prime Minister be pleased to state whether it is a fact that India's Ambassador to Persia, in a statement made in Lucknow on the 12th January, 1950 stated that the Pakistan Embassy in Persia was carrying on a most violent and pernicious propaganda against India?

(b) If so, what steps have either the Government of India or the Ambassador taken to stop such propaganda in Persia?

**The Prime Minister (Shri Jawaharlal Nehru):** (a) Yes.

(b) Government of India Missions abroad have been instructed to counteract suitably anti-Indian propaganda from Pakistan. A close watch is being kept on the situation and, wherever considered necessary, corrective material is supplied to Missions abroad for suitable action locally.

**Shri Sidhva:** May I know what is the attitude of His Imperial Majesty the Shah towards India?

**Mr. Speaker:** How does it arise out of this question?

**Shri Sidhva:** Because there is a great deal of propaganda against India by the people of Persia. I want to know what is the attitude of.....

**Mr. Speaker:** The hon. Member may put some other question.

**Shri Sidhva:** I have no other question, Sir.

**Shri Brajeshwar Prasad:** Has the Government made any arrangement, through the Ambassador to inform the Persian public regarding the true nature of the activities of the Pakistan Government?

**Mr. Speaker:** That question has already been answered.

**Sardar B. S. Man:** Has Government any information as to what appreciable extent Pakistan propaganda in Iran has been able to affect public opinion there?

**Shri Jawaharlal Nehru:** I should like to remind the House of the fact that only a very short time ago—a few weeks ago—a treaty of friendship was signed between the Government of India and the Government of Iran. So far as the two Governments are concerned, we are friendly to each other and we co-operate with each other in a variety of fields. As for public opinion, it may be excited by a piece of news or piece of propaganda and it is very difficult to measure the effects of it.

**Prof. Ranga:** What is the general position in Persia itself or the position of the Persian Government in regard to any sort of propaganda or controversy that may be carried on there between the two Embassies,—Indian and Pakistan?

**Shri Jawaharlal Nehru:** I do not know how to answer my hon. friend's question about the general position of the Iranian Government. The Iranian Government, as I said, is on very friendly terms with us and we are on very friendly terms with them. But there are obviously elements in those countries which can be used for propaganda purposes. I am quite sure the Iranian Government does not approve of this type of propaganda by any country, because no Government normally approves of this kind of propaganda.

**Sardar B. S. Man:** Is it a fact that many Indian traders who were doing business there are now coming over to India because of anti-Indian feelings in Iran?

**Shri Jawaharlal Nehru:** I do not know whether it is a fact first that there is any anti-Indian feeling there and secondly whether the Indians are coming back. Without some sort of enquiry I cannot say.

**Shri Kamath:** In view of the fact that our external publicity in this region and in the larger Arab world has come in for adverse criticism in this House, do Government propose to re-organise and re-orientate the department of External Publicity?

**Shri Jawaharlal Nehru:** Yes, Sir, the Government is very anxious to improve external publicity. External publicity has partly suffered lately

because of economy cuts and most people have been withdrawn in the last few months. Quite a number, as many as 15 important stations have been left without publicity, because of these cuts. But apart from that we recognise that publicity generally has not been as good as it should have been.

**Hon. Members rose—**

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

**Shri Biswanath Das:** No, Sir, I have one question to ask.

**Mr. Speaker:** There are eight Members standing up. I cannot allow that.

**Shri Biswanath Das:** I have stood up several times.

**Mr. Speaker:** May be.

#### OUTSTANDING DISPUTES WITH PAKISTAN

**\*1085. Shri B. K. Das:** (a) Will the **Prime Minister** be pleased to state what are the outstanding disputes between Pakistan and India at present?

(b) What action has been taken for their solution?

(c) What disputes, if any, were agreed to for solution in Inter-Dominion Conferences but remained subsequently unsolved and for what reasons?

**The Minister of Transport and Railways (Shri Gopaldaswami):** (a) The main outstanding disputes between Pakistan and India at present are the following:

(1) Kashmir, (2) Canal Water Dispute, (3) Evacuee Property question, and (4) Problems relating to minorities in East Bengal.

(b) and (c). The Kashmir question, as the hon. Member is already aware, is before the Security Council. The disputes concerning Canal Water and Evacuee Property have been discussed more than once with the Government of Pakistan at Ministerial level conferences and some agreements have been reached. A copy of the existing agreement on the Canal Water Dispute was placed on the Table of the House in reply to Starred Question No. 442 asked by Shri Mahavir Tyagi on the 8th December, 1949, and the latest position regarding this issue was stated in reply to Starred Question No. 603 asked by Shri Sidhva on the 2nd March, 1950. The solution of the problem regarding Evacuee Property remains virtually repudiated by the Government of Pakistan and a deadlock exists on this issue. The problems relating to minorities in East Bengal are receiving the most serious consideration of the Government at present.

**Shri B. K. Das:** Are our Government still pursuing the No-War proposal?

**Shri Gopaldaswami:** The No-War proposal at present is at a standstill. It might be taken up perhaps later on.

**Shri B. K. Das:** Is it contemplated to hold any conference at an early date as regards the East Bengal question?

**Shri Gopaldaswami:** I am not aware of any conference between the two Governments being proposed to be held on the East Bengal question.

**Shri B. K. Das:** Is there any matter that has been given up by our Government as beyond friendly solution?

**Shri Gopaldaswami:** Friendly solutions are always hoped for.



**Shri A. C. Guha:** What is the position regarding the security of East Bengal minorities? What response has this Government received from the Pakistan Government as regards the minorities of East Bengal?

**Shri Gopaldaswami:** I think, judging from the speeches and radio talks which the Prime Minister of Pakistan has made during the last three or four days, the response cannot be said to be unsatisfactory.

**Dr. M. M. Das:** So far as the protection of the East Bengal minorities is concerned, may I know whether there was any discussion between the Pakistan Government and the Government of India before the present crisis began?

**Shri Gopaldaswami:** No discussions at any conference.

**Seth Govind Das:** Since Partition, was any dispute between India and Pakistan ever settled?

**Shri Gopaldaswami:** A good many have been settled.

**Shri A. C. Guha:** Have the Government noticed that in the speeches of the Prime Minister of Pakistan, he has put quite a large amount of the blame for the happenings in East Bengal on the Press of India and particularly of West Bengal?

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

**Sardar Hukam Singh:** Is not the recovery of abducted women one of the questions in dispute?

**Shri Gopaldaswami:** I deliberately used the words 'The main disputes'. There are other disputes too.

**Pandit Kunzru:** Have adequate arrangements been made for the safe travel of the members of the minority community in East Bengal who want to come to India?

**Shri Gopaldaswami:** I have brought this matter to the notice of both the East Bengal Government and the Government of Pakistan. According to the reply we have received they are making every effort to ensure security to people travelling from East to West Bengal.

**Shri Kamath:** Bearing in mind the Prime Minister's statement the other day that India has made no move for a No-War or non-Aggression Pact with member-Nations of the United Nations, may I know the particular reason which impelled the Prime Minister make this offer of No-War to Pakistan?

**Mr. Speaker:** I do not think that question arises now.

**Sardar B. S. Man:** May I know whether the dispute regarding the co-operative bank payments and also the delivery of jute has been solved to our satisfaction?

**Shri Gopaldaswami:** As regards the co-operative bank balances an agreement has been reached. That is my recollection.

**Sardar B. S. Man:** What about the jute deliveries?

**Shri Gopaldaswami:** There is a substantial part of the jute dispute which still requires to be settled.

**Dr. V. Subramaniam:** Has the dispute over railway property been settled?

**Shri Gopaldaswami:** Part of it has been settled, and a part remains to be settled.

**Shri Majumdar:** Is it a fact that a very large number of people on their way to West Bengal are marooned in way-side stations and steamers *ghats*?

**Shri Gopaldaswami:** That is the information we have.

**[ESTABLISHMENT OF BICYCLE FACTORIES**

**\*1086. Shri Kesava Rao:** (a) Will the Minister of Industry and Supply be pleased to state to how many foreign firms or how many Indian firms working in association with foreign firms, has permission been given for the erection of bicycle factories in India?

(b) What is the amount of capital involved and what part of it has been offered to the public in India?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) Two.

(b) A statement is laid on the Table of the House. [See *Appendix V, annexure No. 54*].

**Shri Kesava Rao:** Sir, may I know.....

**Shri Tyagi:** On a point of order, Sir. If a statement is very big, it is laid on the Table of the House, but if it is a small statement, can that also be placed on the Table of the House?

**Mr. Speaker:** I presume it must be sufficiently lengthy. I presume that the hon. Member has seen that statement.

**Shri Tyagi:** Sir, may I submit that it was requested that we should have the benefit of statements before the questions are put?

**Mr. Speaker:** As I have already said, I am considering the matter. It is not so simple as hon. Members appear to think; but I shall certainly do my best to see that all facilities are given to hon. Members. It cannot, however, be done in a day.

**Shri Tyagi:** May I inform you, Sir, that as far as I can see, it is the wish of the majority of the Members of Parliament that they should get the statements before the questions are put.

**Mr. Speaker:** Merely because the majority wants me to act in a particular way, I cannot be expected to go ahead without considering all the difficulties in the way and the possible implications of that course. All that will take some time.

**Shri Tyagi:** But the wish of the Parliament must prevail, Sir.

**Mr. Speaker:** Yes, it must prevail, consistently with the interests of the whole of the House.

**Shri Kesava Rao:** May I know, Sir, where these two factories are proposed to be constructed?

**Dr. S. P. Mookerjee:** One near Calcutta and the other in Madras.

**Shri Kesava Rao:** What is the Government's share in the capital?

**Dr. S. P. Mookerjee:** Government has no share.

**Shri Kesava Rao:** What help do Government propose to give to these factories?

**Dr. S. P. Mookerjee:** Well, we will have to give them import licences for parts and components, and also I think technical help and advice where necessary.

**Shri Kesava Rao:** May I know how the Government is going to control the manufacture of these cycles?

**Dr. S. P. Mookerjee:** The question of control really does not arise. We are fixing the limit of the total manufacture which will be allowed for the time being. And also we will be able to control the production by regulating the import licence for such parts and components which cannot be manufactured here.

**Shri Munavalli:** What will be the installed capacity of these factories?

**Dr. S. P. Mookerjee:** One lakh each.

**Shri Dwivedi:** Will these factories manufacture all the parts, or will it be necessary to import some parts?

**Dr. S. P. Mookerjee:** Some parts and components will have to be imported from outside, but the attempt will be made to manufacture as many parts and components as possible here.

**Prof. Ranga:** Sir, what steps have Government taken or propose to take in order to improve the quality of the cycles manufactured, in view of the complaints made of the ineffectiveness of so many of our own local makes?

**Dr. S. P. Mookerjee:** The quality has improved in recent months; and the necessary plants and machinery will have to be imported for the purpose of improving the quality of the production of some parts and components.

**Shri Deshbandhu Gupta:** Sir, what is our average consumption and what is the average indigenous production to-day? \*

**Dr. S. P. Mookerjee:** Well, according to the Tariff Board's report in 1950. I think they said about 350,000 cycles may be the demand; and of course the total production will not be even one lakh.

**Shri Hossain Imam:** What is the present production of the Hindusthan Cycles and the Hind Cycles?

**Dr. S. P. Mookerjee:** The Hindusthan Cycles production per month is about 1,000 and the Hind Cycles production in October was 4,900, in November it was 6,800 and in December it went up to 10,000.

#### SILK IMPORT

\*1087. **Dr. M. M. Das:** Will the Minister of **Industry and Supply** be pleased to state the total quantity of silk imported into India during the year 1949-50?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** The total quantity of silk including silk goods imported during the period April, 1949 to January 1950 is 2,09,767 lbs. A detailed statement is also laid on the Table.

STATEMENT

*Imports of silk (quantity and value) during 1949-50 (April 1949—January 1950)*

	Quantity lbs.	Value (Thousand Rupees)
(1) Silk, raw and Cocoons	1,11,922	12,20
(2) Silk Yarn	192	3
(3) Socks and stockings	13	1
(4) Silk Piece Goods	96,725	30,64
(5) Sewing thread	915	18
<b>Total</b>	<b>2,09,767.</b>	<b>43,06</b>

**Dr. M. M. Das:** May I know, Sir, whether this silk was imported into India for the fulfilment of some terms of the trade agreements with the exporting countries, or whether it was necessary for our weaving industry?

**Dr. S. P. Mookerjee:** Both, Sir.

**Dr. M. M. Das:** May I know, Sir, whether this import of silk has produced any adverse effect upon our indigenous silk production in this country?

**Dr. S. P. Mookerjee:** Sir, the position now is, India is short of raw silk. Therefore, though the silk fabrics which are produced certainly meet the demand of the country to some extent, our main difficulty is with regard to raw silk.

**Dr. M. M. Das:** May I know whether the price of the imported silk is higher or lower than the price of the indigenous silk?

**Dr. S. P. Mookerjee:** Well, the price is not higher, because we pay heavy import duty.

**Shri S. C. Samanta:** May I know whether any silk manufactured goods are imported?

**Dr. S. P. Mookerjee:** Yes. I have given the figure.

**Shri Munavalli:** What quantity of the imported silk was consumed by the handlooms?

**Mr. Speaker:** I think that question was put and answered some time ago. Next question.

EXPENDITURE INCURRED ON FRENCH SHIP-BUILDING EXPERTS

\*1088. **Dr. M. M. Das:** Will the Minister of Industry and Supply be pleased to state the expenditure incurred by Government on the French Ship-building experts who were invited to India?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** About Rs. 51,000.

**Dr. M. M. Das:** May I know how many other teams of foreign ship-building experts have been invited and have come to this country?

**Dr. S. P. Mookerjee:** None, so far as I am aware.

**Dr. M. M. Das:** May I know, when Government think it will be possible for us to implement the recommendations of these teams?

**Dr. S. P. Mookerjee:** It depends upon the financial resources of Government. For the time being we have decided to place orders for three ships on the Vizagapatam ship-building yard.

**Dr. M. M. Das:** May I know whether this team visited suitable sites for ship-building yards, or examined the yard at Vizagapatam and recommended some changes there?

**Dr. S. P. Mookerjee:** No. They visited several places.

**Shri Joachim Alva:** What was the special need for inviting French engineers for this work? Was it because the French built the Suez Canal, though France is not so advanced in the building of ships?

**Dr. S. P. Mookerjee:** The experts that we selected from France were quite good, quite competent.

#### CHILDREN LEFT BEHIND BY ABDUCTED WOMEN

\*1089. **Shri Kesava Rao:** (a) Will the **Prime Minister** be pleased to state whether it is a fact that there are a number of "unwanted" children left behind in India by abducted women?

(b) What arrangements have been made for bringing up these children?

(c) Have any of these children been adopted or have they been offered for adoption?

**The Minister of Transport and Railways (Shri Gopaldaswami):** (a) The number of such children so far left behind in India by abducted women is 25.

(b) They are being brought up by the Government in the Children's National Institute, *Swaraj Bhawan*, Allahabad.

(c) No.

**Shri Kamath:** Sir, has Government given any thought, and if so, what arrangements have been made with regard to those children who were conceived by women after they were abducted to Pakistan, but were born in India after the mothers were recovered and restored to India?

**Shri Gopaldaswami:** They have given thought to the case of every child of that description.

**Shri Kamath:** What is the arrangement?

**Shri Gopaldaswami:** Generally the wishes of the mother are taken, she is consulted in this matter, and if the mother wants to take the child back with her, the child goes with her. If she thinks that the child would be unwanted amongst the relations to whom she is going back, then the child is left behind and care is taken of that child. It is children of this description, numbering 25 that have been sent to Allahabad.

**Shri Majumdar:** Are the fathers also consulted in this matter? The hon. Minister said that the mothers were consulted, and I want to know whether the fathers are not consulted?

**Shri Gopaldaswami:** The father is not necessarily consulted. But some abductors who were responsible for the children did offer to take these children

back and in those cases we consulted the mothers firstly, whether they would allow the children to go back to the father; and we generally left the decision of this question to the tribunal which we have set up in the camps for abducted women.

**Shri Deshbandhu Gupta:** May I know if these children are offered for adoption to other people and if so whether there has been some good response to that?

**Mr. Speaker:** I do not think we need go into that.

**Shri Kesava Rao:** Is there any proposal to start an orphanage to train these children along with other orphan children in the country?

**Shri Gopalaswami:** There is a proposal to set up a kind of "home" for these children and their mothers in some part of the country, but that is still in the embryonic stage.

#### REMOVAL OF SALT FROM SWAMP AREAS

\*1090. **Shri Alagesan:** (a) Will the Minister of Industry and Supply be pleased to state whether there is any restriction on the removal of salt from swamp areas?

(b) If so, what is the quantity of swamp salt that is permitted to be used for human consumption?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) If the area of swamp is less than 10 acres, there is no restriction but where the area exceeds 10 acres a license is necessary. There is however a qualitative restriction.

(b) The total quantity of swamp salt manufactured and passed for human consumption by the ten acres concessionaires in 1949 was about 3 lakh Maunds.

**Shri Alagesan:** Is it a fact that if the sodium chloride content of salt manufactured in factories is less than 90 per cent., it is not permitted for human consumption?

**Dr. S. P. Mookerjee:** The Salt Advisory Committee recommended that for edible salt it should be fixed at about 92 per cent. and an attempt is made to adhere to this standard.

**Shri Alagesan:** Are Government taking any steps to analyse the chloride content of swamp salt?

**Dr. S. P. Mookerjee:** Yes.

**Shri Sidhva:** Is it a fact that the Salt Advisory Committee recommended that the salt should be sold in retail also in weight? If so, what steps are Government taking in this regard?

**Dr. S. P. Mookerjee:** That relates to the next question.

#### RETAIL SALE OF SALT

\*1091. **Shri Alagesan:** (a) Will the Minister of Industry and Supply be pleased to state whether it is a fact that salt, though issued by weight, is sold in measures by retailers in Madras?

(b) If so, do Government propose to enforce retail sale of salt by weight?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) Yes.

(b) The Madras Government have already been requested to stop the sale of salt by measure and the matter is still under the consideration of that Government.

**Shri Alagesan:** Are Government aware that there is a tendency among manufacturers to produce light salt instead of heavy salt and that affects the quality of salt?

**Dr. S. P. Mookerjee:** We know that and we have asked the Madras Government to take steps in the matter.

**Shri Alagesan:** Have any representations been received from the Provincial Salt Manufacturers' and Merchants' Associations in this respect and what is the recommendation of the Salt Advisory Committee on this matter?

**Dr. S. P. Mookerjee:** They also support this recommendation. The Madras Government were not inclined to accept it. Now they are considering the matter and they will accept the suggestion.

**Shri Alagesan:** Is it necessary that legislation should be undertaken for this purpose?

**Dr. S. P. Mookerjee:** Yes.

**Shri Alagesan:** Is the Centre going to undertake it?

**Dr. S. P. Mookerjee:** It is in the hands of the State Government and we have asked them to take action.

**Prof. Ranga:** Why is this restriction imposed in view of the fact that sale by measure is so popular in the rural areas?

**Dr. S. P. Mookerjee:** Madras Government will be able to answer that question.

**Shri Alagesan:** Are Government aware that salt manufacturers are being told to realign their pans in order to produce purer salt which means heavy salt?

**Mr. Speaker:** He is making a complaint.

**Prof. Ranga:** How do Government expect to be able to enforce this restriction if sale of salt by measure alone is to be insisted upon?

**Dr. S. P. Mookerjee:** Other State Governments have done it.

#### DEMAND FOR SODA ASH

\*1098. **Shri Kishorimohan Tripathi:** Will the Minister of **Industry and Supply** be pleased to state the total annual demand of Soda Ash in India and its supply from Indian producers and foreign markets?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** The present annual demand of the country for Soda Ash is estimated at 1,30,000 tons. The indigenous production during 1950 is expected to be 40,000 tons. The balance is to be met by imports.

**Shri Kishorimohan Tripathi:** Is it a fact that the entire import trade in Soda ash is in the hands of the I.C.I. alone?

**Dr. S. P. Mookerjee:** They are the principal suppliers and naturally the bulk of it is in their hands.

**Shri Kishorimohan Tripathi:** Are Government satisfied that the foreign soda ash made available is made available at the cheapest rates?

**Dr. S. P. Mookerjee:** The difficulty is that imported soda ash may become available at a price which is lower than the price of indigenous soda ash.

**सेठ गोविन्द दास :** क्या कोई सोडा ऐश की नई फ़ैक्टरी यहां पर खोली जा रही है और यह कब तक आशा की जा सकती है कि सोडा ऐश का बाहर से आना बन्द हो ?

**Seth Govind Das:** Is any new soda-ash factory being opened here? By what time a total stoppage of imports of soda-ash may be expected?

**Dr. S. P. Mookerjee:** At present there is no proposal to have another factory for Soda Ash.

**Shri Hossain Imam:** Where is this factory of I.C.I.?

**Dr. S. P. Mookerjee:** One is in Pakistan. The main supply is in their hands.

**Shri Hossain Imam:** Is there no factory in India?

**Dr. S. P. Mookerjee:** Not of I.C.I.

**Shri Jhunjunwala:** Is the imported soda ash available to us cheaper than in other foreign markets?

**Dr. S. P. Mookerjee:** The price of imported soda ash is less than the price of Indian soda ash.

**Shri Jhunjunwala:** I want to know whether the soda ash which is being imported and supplied to us, is it being supplied to us at a competitive price compared with other foreign markets or whether we can get cheaper supplies?

**Dr. S. P. Mookerjee:** I do not think so.

**Shri Deshbandhu Gupta:** In view of the fact that the price of imported soda ash is less than that of indigenous soda ash, have Government considered the desirability of protecting this industry?

**Dr. S. P. Mookerjee:** That has already been done.

#### KEROSENE OIL

\*1094. **Shri Kishorimohan Tripathi:** Will the Minister of Industry and Supply be pleased to state the total annual Indian demand of Kerosene and its sources of supply?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** It is estimated to be 1,000,000 tons a year. Apart from a small indigenous production, imports in 1949 were made from Iran, Bahrein, Saudi Arabia, Singapore, Sumatra and East Indies.

**Shri Kishorimohan Tripathi:** What part of the total import was made from the Dollar area?

**Dr. S. P. Mookerjee:** There is no Dollar area?



**Shri Kishorimohan Tripathi:** Are Government aware that the total amount of Kerosene available to the rural population is less than their demand while people in the urban areas get more than their needs?

**Mr. Speaker:** It is not admissible.

**Shri Dwivedi:** Out of the total imports and the indigenous production, what are the quantities meant for rural areas and what are the quantities meant for urban areas?

**Dr. S. P. Mookerjee:** That is for the States to say.

**Shri Chaliha:** What is the percentage of Indian supplies to the total demand?

**Dr. S. P. Mookerjee:** Indian production is about 40,000 tons and import was about 700,000 tons.

**Shri Hossain Imam:** May I know whether Bahrein and Saudi Arabia are placed in the Dollar or Sterling Area?

**Dr. S. P. Mookerjee:** I am told by the Finance Minister that it depends on the actual producer. If it is taken from the American producer, it is paid in Dollars, otherwise it is not.

#### COTTON CLOTH AND YARN

\*1095. **Shri Kishorimohan Tripathi:** (a) Will the Minister of **Industry and Supply** be pleased to state the total annual Indian demand of cloth cotton and yarn of counts up to 40 S?

(b) Are any of these varieties exported and if so, in what quantities?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) Cotton cloth 4,600 million yards. Cotton yarn 7,08,000 bales of 400 lbs. each.

(b) Yes. The position during the last year was as follows:

Cloth—	(Tons)
Mill made and Power Loom cloth .. .. .	34,826·5
Handloom cloth .. .. .	5,070·0
	<hr/>
	39,896·5
	(or 398·9 million yards)

Yarn—	Quantities (in bales of 400 lbs.)
Counts	
1—20S .. .. .	82820·5
21—30S .. .. .	583·0
31—39S .. .. .	4,299·0
40 and above .. .. .	3,666·5
	<hr/>
	91,366·0 Bales
	<hr/>

**Shri Kishorimohan Tripathi:** May I know whether as a result of the large exports now made of coarse cloth, scarcity of these varieties has begun to be felt in the market and that prices have risen?

**Dr. S. P. Mookerjee:** The position is being constantly watched.

**Shri Kishorimohan Tripathi:** Are the Government aware that certain textile mills have entered into contracts with foreign buyers for the supply of particular varieties of coarse cloth and they are manufacturing the same varieties only?

**Dr. S. P. Mookerjee:** That may be possible.

**EMPLOYEES IN INDIA STORES DEPARTMENT, LONDON**

**\*1096. Sardar B. S. Man:** (a) Will the Minister of Industry and Supply be pleased to state the total number of employees in India Stores Department, London?

(b) How many of them are Indian and how many are non-Indians?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) Sanctioned strength—364. Men in position—823.

(b) Indians—96 Non-Indians—227.

**Shri Brajeshwar Prasad rose—**

**Mr. Speaker:** Let the Member who asked the question put his supplementaries first.

**Sardar B. S. Man:** What is the total pay roll of the British and how does it compare with the pay roll of Indian employees there?

**Dr. S. P. Mookerjee:** I have not got the total pay roll here. Of course the grades are all fixed. In fact, if an Indian gets appointed, he gets an additional allowance which a Britisher does not get if he is appointed.

**Sardar B. S. Man:** What is the number of senior appointments which Britishers hold here and what is the number of appointments which Indians hold in the same cadre?

**Dr. S. P. Mookerjee:** In fact, Sir, most of the non-Indians are occupying inferior positions. Out of the 270 new appointments of non-Indians made between April 1947 and September 1949, 249 are holding clerical and Class IV appointments, like messengers, labourers, etc. So far as the number of officers is concerned, there are only 20 non-Indians.

**Sardar B. S. Man:** In view of the fact that the articles which are to be purchased are purchased from the British and many of the officers are also British, what steps do Government take to check the accuracy of the prices which are offered to India?

**Mr. Speaker:** I think this implies an imputation, which I would not allow.

**Shri Tyagi:** May I know who finally decides the bargains, is it the British officers at the head of this office, or is an Indian also there to decide bargains finally?

**Dr. S. P. Mookerjee:** The Head of the Purchase Section is an Indian.

**Shri Kamath:** During the last 2½ years has there been any appreciable Indianisation of this Department and, if so, what has been the pace of Indianisation?

**Dr. S. P. Mookerjee:** In 1945-46 there were only 28 Indians in the Department. Today their number is 96.

**Shri Hossain Imam:** What is the number of Britishers?

**Mr. Speaker:** He has already stated that it is 20.

**Shri Brajeshwar Prasad:** If the value of the purchases made through the Stores Department in London is much less than those made through the Supply Mission in Washington, may I know why the staff in London is considerably larger than those in Washington?

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

**Sardar B. S. Man:** Apart from messengers and clerks, may I know why the officer class has not been completely Indianised so far?

**Dr. S. P. Mookerjee:** There are special reasons for this. Of the 20 non-Indian officers appointed after 15th August, 1947, about 12 or 13 are technical jobs, and they deal with mechanical and electrical items. Hon. Members will appreciate, it is very difficult to persuade Indians to go from here to the United Kingdom unless we can make the terms very attractive. It is sometimes cheaper to employ competent Britishers than to send Indians from here. It is the policy of the Government to Indianise the staff as soon as possible and this is being done.

**Sardar B. S. Man:** Have any attempts been made to persuade Indian technicians to go to the U.K.?

**Dr. S. P. Mookerjee:** It is done. In many cases we get requests from the High Commissioner, asking us to suggest competent Indians from here. In some cases we have been able to do so, and in some cases we have not been able to do so.

#### JAPANESE OVERSEAS AGENCIES IN INDIA

\*1097. **Dr. R. S. Singh:** (a) Will the **Prime Minister** be pleased to state whether the Government of India propose to allow Japan to establish its overseas agencies in important Indian cities?

(b) If so, will it be necessary for the Government of India to consult the Far Eastern Commission for its approval?

**The Deputy Minister of External Affairs (Dr. Keskar):** (a) Government have no objection in principle.

(b) Yes. A policy decision by the Far Eastern Commission in the matter will have to be taken.

**Dr. R. S. Singh:** May I know whether the Government of Japan made an approach to the Government of India for establishing such agencies?

**Dr. Keskar:** Yes, the Government of Japan did approach us, but in view of the present status of Japan, any decision on this matter has to be taken only with the consent of the Far Eastern Commission.

**Dr. R. S. Singh:** May I know whether these agencies, if allowed, will be permitted to function here in the same way as other overseas agencies?

**Mr. Speaker:** It will be problematical at this stage.

## INDIANS SENTENCED IN MALAYA FOR POLITICAL REASONS

\*1098. **Dr. B. S. Singh:** (a) Will the **Prime Minister** be pleased to state the number of Indians imprisoned, hanged and killed in Malaya due to political reasons after the conclusion of the World War II?

(b) How many Indians have been banished or deported from Malaya due to the same reasons and during the same period?

**The Deputy Minister of External Affairs (Dr. Keskar):** (a) Government have no information about any casualties after the end of World War II. But the following figures are available since the proclamation of Emergency Regulations in June, 1948.

Killed	73
Executed ..	1
Detained ..	270

It is not possible to indicate how many of these are due to political reasons. Quite a large number are for criminal reasons and among the killed there are a number of policemen.

(b) Fifty-six Indians have so far been deported and four banished for alleged criminal activities.

**Dr. R. S. Singh:** How many of the Indians who have been deported from Malaya were Malayan citizens?

**Dr. Keskar:** Malayan citizenship has only recently come into being, and no action with regard to Malayan citizenship has yet been taken. Therefore the question does not arise.

**Dr. R. S. Singh:** May I know the number of Indians who were not Malayan citizens and who have been hanged or killed?

**Dr. Keskar:** As I said, the Malayan citizenship question has not been finalised still.

**Dr. R. S. Singh:** May I know whether the Malayan citizenship regulations say that Indians who have resided there for 15 years are all Malayan citizens?

**Dr. Keskar:** The rules and regulations of Malayan citizenship are there, but the exact status of Malayan citizenship and many other relevant matters are not yet finalised by the Malayan Government.

**Dr. R. S. Singh:** Is it not a fact that these rules and regulations are functioning for the last fifteen or twenty years?

**Dr. Keskar:** No, Sir.

**Shri Kamath:** How many Indians, Sir, are under detention today under the Emergency Regulations in Malaya?

**Dr. Keskar:** As I said, the number is 270.

**Prof. S. N. Mishra:** May I know whether this subject was raised in any one of the Commonwealth Conferences?

**The Prime Minister Shri Jawaharlal Nehru:** Such subjects are not raised there. As I have already pointed out to hon. Members, a Commonwealth Conference is not a superior body with the Members of the Commonwealth as parties to a dispute.

No country likes to treat that Conference as a superior body of that kind. Therefore such matters are dealt with between Governments, and not in the Conference.

**Prof. Ranga:** Is it a fact, Sir, that most of these people were accused of having taken part in violent activities against the Government there?

**Dr. Keskar:** Yes, Sir.

#### FACTORY FOR PROCESSING MONAZITE SANDS

\*1099. **Shri Alexander:** Will the **Prime Minister** be pleased to state where the factory for processing monazite sands will be established?

**The Prime Minister (Shri Jawaharlal Nehru):** The factory is likely to be established at Alwaye, but the matter is still under consideration.

**Shri Alexander:** May I know what is the estimated cost for establishing this factory and what is its estimated capital?

**Shri Jawaharlal Nehru:** I am afraid I could not immediately give figures. I believe I have got them somewhere. I think the funds required for the factory are Rs. 50 lakhs as fixed capital, and Rs. 10 lakhs as working capital. Out of this total of sixty lakhs, Government of India would give 37.5 lakhs and the Government of Travancore the rest.

**Shri Chaitra:** May I know whether the plant for processing monazite sands has arrived in India?

**Shri Jawaharlal Nehru:** I do not think so. As I said, the site itself has not yet been finally decided upon. It is likely to be Alwaye. I do not suppose that the plant is there when the site is not there.

#### EXPERTS FOR NEPA AND BALLASPUR PROJECTS

\*1100. **Shri Kamath:** Will the Minister of **Industry and Supply** be pleased to state:

(a) whether the Government of Madhya Pradesh have approached Government for the services of experts in connection with the Nepa and Ballaspur projects for the manufacture of newsprint and white printing paper respectively;

(b) If so, whether Government have taken any decision thereon;

(c) for what purpose the services of the experts are required; and

(d) how many experts are proposed to be deputed, and what are their names?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) Yes Sir.

(b) Yes, Sir.

(c) To serve on a Committee proposed to be set up by the Madhya Pradesh Government to examine the two projects.

(d) No Government expert of adequate status being available, none is being deputed.

**Shri Kamath:** Has the Government of Madhya Pradesh asked for any financial assistance in the matter?

**Dr. S. P. Mookerjee:** That question has not arisen yet.

**Shri Kamath:** Have they come with any request for a loan?

**Dr. S. P. Mookerjee:** They made some suggestion some time ago but it was not pursued.

#### RECOMMENDATIONS OF WOOL DEVELOPMENT COMMITTEE

\*1101. **Shri S. C. Samanta:** Will the Minister of **Industry and Supply** be pleased to state:

(a) whether the recommendations of the Wool Development Committee have been implemented; and

(b) if so, what are they?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) and (b). A statement is laid on the Table.

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#### STATEMENT

The main recommendations made by the Wool Development Committee in its meeting held on 4-7-49 were :—

- (i) import duty on woollen machinery and fibre and fibre tops should be examined to ensure that there was no discrimination against the woollen industry;
- (ii) import of rugs and shoddy Italian materials should be restricted in the interest of the indigenous industry;
- (iii) restrictions on export of light weight woollen goods should be removed;
- (iv) restriction on movement of small parcels (of woollen) should be removed; and
- (v) formation of a Central Woollen Technological Institute for imparting higher technological training in manufacture of woollen goods.

Recommendations (ii), (iii) and (iv) have been fully implemented. Recommendation (v) in regard to the institute is still under discussion with various interests. In the case of (i) while the import duty on machinery for the woollen industry has been brought to the level of that for cotton textiles machinery, it has not been found possible to make any reduction of duty on the import of fibres and fibre tops.

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**Shri S. C. Samanta:** May I know whether the various aspects of the industry have been considered by the Planning Sub-Committee of the Development Committee?

**Dr. S. P. Mookerjee:** I have indicated the main recommendations of the Development Committee in the Statement. If the hon. Member wants, I can read it. It is only half a page. Shall I?

**Mr. Speaker:** Oh yes; it is only half a page.

[The statement was read out.]

**Shri S. C. Samanta:** May I know whether any woollen manufactures are imported into India?

**Dr. S. P. Mookerjee:** Yes.

## HEALTH INSURANCE SCHEME IN FACTORIES

\*1102 **Shri Alexander:** (a) Will the Minister of **Labour** be pleased to state what progress has been made in the working of the Health Insurance Scheme in factories?

(b) Has any representation been made to Government by factory-owners to suspend the operation of the Scheme and if so, what answer was given?

(c) What are the States in which this Scheme is being worked?

**The Minister of Works, Mines and Power (Shri Gadgil):** (a) and (c). The attention of the hon. Member is invited to the answer given to starred question No. 32c put by Shri Kesava Rao on the 11th March, 1950.

(b) Government have received no representation. The Director General, Employees' State Insurance Corporation has however received a representation from the Delhi Factory Owners' Federation urging among others the postponement of the Scheme. Government do not propose to postpone the Scheme.

## HARIJAN SWEEPERS IN SIND

\*1103. **Shri Balmiki:** (a) Will the Minister of **Rehabilitation** be pleased to state how many Harijans particularly sweepers are trapped in Sind?

(b) Is it a fact that the Pakistan Government are not allowing them to migrate under the Essential Services Ordinance?

(c) Do Government propose to take any steps to bring these people out from Sind?

**The Minister of State for Rehabilitation (Shri Mohan Lal Saksena):** (a) About one one to one and a half lakh, out of whom about ten thousand may be sweepers.

(b) Yes.

(c) No.

**श्री बालमीकी :** क्या माननीय मंत्री यह बताने की कृपा करेंगे कि इस बारे में पाकिस्तान में कोई लिखापढ़ी हुई है और अगर हुई है तो उसका क्या नतीजा हुआ है ?

**Shri Balmiki:** Will the hon. Minister be pleased to state whether there has been any correspondence with the Government of Pakistan on this subject? If so, with what results?

**श्री मोहनलाल सक्सेना :** लिखापढ़ी तो जरूर हुई है लेकिन नतीजा बही हुआ है जो बराबर हो रहा है :

**Shri Mohan Lal Saksena:** Of course, there has been some correspondence but the results have been as usual.

**Dr. M. M. Das:** May I know whether Government has got any information about the present condition of these Harijans?

**Shri Mohan Lal Saksena:** We have received information from our High Commissioner's office that there have been about 500 or 600 conversion. Otherwise their condition is satisfactory.

**Dr. M. M. Das:** May I know whether it is a fact that a large number other than those mentioned in this report have been converted and many of them butchered?

**Shri Mohan Lal Saksena:** That is not our information.

**Shri Rathnaswamy:** Besides forcible conversions, have forcible marriages taken place?

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

**Sardar B. S. Man:** May I know whether any have been trapped in West Punjab?

**Shri Mohan Lal Saksena:** We are not aware of the exact number. The information is that it is very small.

#### FAIRS AND EXHIBITIONS

\*1104. **Lala Raj Kanwar:** Will the Minister of **Industry and Supply** be pleased to lay on the Table of the House a list of fairs and exhibitions organised or subsidised by the Government of India in the Centrally Administered areas with the amount spent by Government on each fair or exhibition annually during the past three years?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** Information is being collected and will be laid on the Table of the House in due course.

#### INCOME-TAX APPELLATE TRIBUNALS

\*1106. **Lala Raj Kanwar:** Will the Minister of **Law** be pleased to lay on the Table a statement showing:

(a) The number of Income-Tax Appellate Tribunals functioning in the country and the personnel of each such Tribunal?

(b) How many cases have been instituted and disposed of by these Tribunals during each of the last three years?

(c) What is the number of cases now pending before each of these Tribunals?

**The Minister of Law (Dr. Ambedkar):** A statement is placed on the Table. [See *Appendix V, Annexure No. 55*].

**Lala Raj Kanwar:** What steps do Government propose to take to expedite disposal of the pending cases?

**Dr. Ambedkar:** I think the disposal is more or less satisfactory. If it is not satisfactory, Government will institute more Tribunals.

**Shri T. T. Krishnamachari:** May I ask if the salary to be paid for the Members of the Tribunal has been reduced or re-graded recently?

**Dr. Ambedkar:** I require notice.

**Shrimati Durgabai:** May I know how appointments to these Tribunals are made?

**Dr. Ambedkar:** They are made by the Public Service Commission.



## RESEARCH IN WOOL INDUSTRY

\*1107. **Shri Rathnaswamy**: Will the Minister of **Industry and Supply** be pleased to state:

- (a) whether any research in wool industry is conducted in India;
- (b) if so, what its achievements are;
- (c) whether any grant is given for this research and if so, to what extent; and
- (d) whether it has any connection with the International Wool Organisation?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee)**: (a) to (c). There is as yet no Institute in India for research in the technology of woollen textiles. A scheme for the establishment of such an Institute is, however, now under preparation and will be considered by the Government in due course.

So far as raw wool is concerned, some work is being done under the Indian Council of Agricultural Research and also in the Department of Chemical Technology of the Bombay University.

The Indian Council of Agricultural Research has so far spent about Rs. 8½ lakhs on its schemes.

(d) No, but the International Wool Secretariat co-operates with the Government in various matters.

**Shri Rathnaswamy**: Have Government any proposal in view to establish a Research Institute in the woollen industry somewhere in South India?

**Dr. S. P. Mookerjee**: The question of establishing an Institute has not been decided yet. We could not therefore go in for a site in South India.

**Shri Kamath**: What steps have been taken by Government recently to encourage wool gathering in India?

**Dr. S. P. Mookerjee**: Nothing has been decided; if it is, I hope the hon. Member will be the best contributor.

**Shri Kamath**: Sir, I did not hear the answer.

**An hon. Member**: I did not hear the answer.

**Mr. Speaker**: He will get it in the report of the proceedings.

**Shri Rathnaswamy**: How long would it take for Government to give effect to this proposal?

**Dr. S. P. Mookerjee**: As I explained the other day, we are already in contact with the Industry trying to find out if any assistance will be available from them. As soon as we get a reply, we will be able to pursue the matter further.

## IMPORT OF TOBACCO PRODUCTS

\*1108. **Shri P. K. Ramiah**: Will the Minister of **Commerce** be pleased to state the value of annual imports of tobacco products into India from foreign countries which are manufactured from raw tobacco exported from this country?

**The Minister of Commerce (Shri Neogy):** The exact information required by the hon. Member is not available. A statement is, however, laid on the Table showing the value of total imports of tobacco manufactured during 1948-49 and the 9 months ending December 1949 irrespective of the country of origin of the tobacco which enters into their composition.

STATEMENT

*Value of imports of tobacco manufactured into India during 1948-49 and 9 months ending December, 1949.*

Commodity	(Value in thousands of rupees.)	
	1948-49	April- December 1949*
Cigars .. .. .	18	61
Cigarettes . . . . .	64,06	10,97
Tobacco for pipes .. .. .	2,04	1,24
Tobacco, other sorts .. .. .	43	..
<b>Total . . . . .</b>	<b>67,31</b>	<b>12,82</b>

\*The figures exclude imports at the ports of Kutch and Saurashtra during the period October-December 1949.

**Shri P. K. Ramiah:** May I know the names of the countries that have been importing large quantities of tobacco products into this country?

**Shri Neogy:** From this country?

**Mr. Speaker:** Importing into this country.

**Shri Neogy:** I have a long list here. The United Kingdom is actually the principal country concerned. There are several other countries which indicate very negligible exports to India.

WRITTEN ANSWERS TO QUESTIONS

PERMITS FOR RESETTLEMENT GRANTED BY INDIA AND PAKISTAN

\*1092. **Shri Raj Bahadur:** Will the Minister of Rehabilitation be pleased to state:

(a) if Government have any information regarding the number of permanent permits granted to Hindus and Sikhs by Pakistan Government for resettlement in Pakistan; and

(b) the number of permanent permits granted to Muslims by the Government of India for resettlement in India?

**The Minister of State for Rehabilitation (Shri Mohan Lal Saxena):** (a) The Government of India have no information.

(b) The attention of the hon. Member is invited to my reply to part (a) of Starred Question No. 840 on 22nd December 1949, which gives the number of permits for permanent resettlement in India issued to Muslims upto 31st

October 1949. During the period 1st November 1949 to 31st January 1950, about 100 permits for permanent resettlement in India have been issued to Muslims. The number of persons actually entering India will be much larger as often a whole family is covered by a permit.

#### SURPLUS COAL

\*1105. **Giani G. S. Musafir**: Will the Minister of Industry and Supply be pleased to state:

(a) the quantity of coal which used to be supplied to Pakistan and which is now surplus on account of the stoppage of such supply; and

(b) the mode in which the said quantities of surplus coal have been utilised?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee)**: (a) The minimum monthly allocation was 170,000 tons.

(b) This quantity is for the present being utilised by allocating increased supplies to Railways, Iron and Steel Works and other Industries.

#### MANUFACTURE OF TOBACCO PRODUCTS

\*1109. **Shri P. K. Ramiah**: Will the Minister of Industry and Supply be pleased to state what steps are being or proposed to be taken for encouraging manufacture of tobacco products in this country?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee)**: At a recent meeting of the Development Committee the representatives of the industry recommended that the question of standardisation of tobacco for *billi* and cigarettes should be taken up and also that the possibility of utilization of tobacco waste for the manufacture of Nicotine Sulphate should be explored. These suggestions are under consideration. The Government assist the industry in finding export markets and in modernizing their plants by the issue of licences for the import of necessary equipments.

#### LANGUAGE IN WHICH CREDENTIALS ARE PRESENTED BY INDIAN AMBASSADORS

\*1110. **Shri Balwant Sinha Mehta**: Will the Prime Minister be pleased to state in which language our Ambassadors present their credentials to the heads of the various foreign Governments?

**The Deputy Minister of External Affairs (Dr. Keskar)**: Thus far credentials have been in English, but there have been instances where our Ambassador has, at the time of presenting credentials, spoken in Hindi. It is intended to encourage the use of Hindi.

#### ALLOTMENT OF PIG IRON AND STEEL TO STATES

\*1111. **Shri Balwant Sinha Mehta**: Will the Minister of Industry and Supply be pleased to state what is the basis of allotting the quota of pig iron and steel to the States?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee)**: Allotment of pig iron is made direct to the foundries on the basis of their assessed capacity and on the recommendations of the State Governments concerned. Allotments of steel to the States are made from the following quotas—Agricultural,

Non-Agricultural, Refugee Fabricators, Cottage Industries and Harijans. The Agricultural quota is distributed by the Ministry of Agriculture on the basis of the demands received from the States and the importance of the schemes. The Non-Agricultural quota which is intended for the use of the general public and small scale fabricators of steel, is distributed to the States in proportion to their population, weightage being given for urban population. The question of re-fixing the quotas on the basis of the actual requirements of small scale fabricators in the States is under consideration. Allotments against the Refugee Fabricators Quota, Cottage Industries Quota and the Harijans quota are made on the basis of actual demands collected by the States concerned.

#### ACCOUNTS OF INDO-PAKISTAN DISPUTES IN TEHRAN NEWSPAPER

**\*1112. Shri Rathnaswamy:** (a) Will the **Prime Minister** be pleased to state whether it is a fact that the newspaper *Keyhan* in Tehran published exaggerated accounts of Indo-Pakistan disputes?

(b) What action is proposed to be taken by Government to counter-act the news?

(c) Has the Indian embassy in Tehran lodged a protest and if so, what is the result?

**The Deputy Minister of External Affairs (Dr. Keskar):** (a) Yes, Sir.

(b) and (c). Soon after the publication of the article in editorial form in the *Keyhan*, of 27th February, 1950, our Ambassador in Iran lodged a protest with the Government of Iran. A reply from the Iranian Government is awaited. Our Ambassador has also been asked to secure a contradiction of the mis-statements appearing in the paper and to inform the Iranian Government of the correct position.

#### DEVELOPMENT OF INDUSTRIES IN STATES

**\*1113. Shri P. Basu Reddi:** Will the Minister of **Industry and Supply** be pleased to state:

(a) whether it is a fact that some State Governments have sought the co-operation of, and entered into agreements with, foreign interests in the matter of development of major industries in their respective States; and

(b) if so, whether the States have done so with the previous approval of the Union Government?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) Yes, Sir.

(b) Not in every case.

#### COTTAGE INDUSTRY PRODUCTS

**\*1114. Shri P. Basu Reddi:** Will the Minister of **Commerce** be pleased to state:

(a) the pre-war annual exports of small scale and cottage industry products; and

(b) the exports in 1948 and 1949?

**The Minister of Commerce (Shri Neogy):** (a) and (b) Small scale and cottage industry products, as such, are not separately classified in our foreign trade accounts. Statements showing the exports of selected commodities (which are known broadly, to be the products of small scale and cottage industries) during the years 1938-39, 1948-49 and also 1949-50 as far as available are, however, laid on the Table [See Appendix V, annexure No. 56].

#### GLASS FACTORIES

**\*1115. Shri Kannamwar:** (a) Will the Minister of **Industry and Supply** be pleased to state how many glass factories are in existence in India?

(b) Is it a fact that a glass factory at Warora in Madhya Pradesh is closed?

(c) If so, do Government propose to resume the working of this factory?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) 104.

(b) The information is being obtained.

(c) Does not arise yet.

#### LEATHER INDUSTRIES RUN ON CO-OPERATIVE BASIS

**\*1116. Shri Kannamwar:** (a) Will the Minister of **Industry and Supply** be pleased to state how many leather industries are run by leather workers on a co-operative basis in India?

(b) What special facilities do Government propose to give to leather workers who are trying to manufacture leather articles through registered co-operative institutions of their own?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) and (b). Information is being collected and will be placed on the Table of the House later on.

#### DISCHARGE OF INDIANS EMPLOYED ON BURMESE RAILWAYS

**\*1117. Dr. Deshmukh:** (a) Will the **Prime Minister** be pleased to state whether the attention of Government has been drawn to a Press Report dated the 10th March, 1950 from Calcutta that 5,000 Indians employed on the Burmese railway have so far been discharged while 2,000 more await a similar fate?

(b) Are the facts mentioned therein correct?

(c) What is the exact position?

(d) Are there any other cases in which similar discharges have been given?

(e) Has any representation been made to the Burmese Government and if so, with what result?

(f) If not, do Government propose to take up the matter at an early date?

**The Deputy Minister of External Affairs (Dr. Keekar):** (a) Yes, Sir.

(b) Government are not in possession of exact figures.

(c) and (d). In pursuance of their policy of nationalisation of services, the Government of Burma have discharged a large number of their Indian employees. The exact figures are being collected. Efforts have been made to absorb the discharged Indian personnel of the Burma Railways and others in the Indian Railways and so far 614 such persons have been absorbed in the Indian Railways.

(e) and (f). Representations have been made to Government of Burma from time to time for safe-guarding the pension and other service benefits of the Indian nationals, and the grant to them of proportionate pension has been agreed to by that Government.

#### EXPENDITURE ON ORGANISATION FOR RECOVERY OF ABDUCTED WOMEN

\*1118. **Dr. Deshmukh:** (a) Will the **Prime Minister** be pleased to state on what date the organization for recovery of abducted women and children was started?

(b) What is the total expenditure incurred upto 1st February 1950?

(c) What is the number of abducted women and children recovered upto 1st February 1950?

(d) Is it a fact that there are three independent offices, namely, Central Recovery Office, Provincial Recovery Office, (Delhi Province) and Provincial Recovery Office, (Punjab)?

(e) Is there any proposal to combine these offices?

(f) Are these offices likely to be wound up and if so, when?

(g) What is the rate of recovery of abducted women and children since 1st July 1949 per month?

(h) Has the possibility of reduction of staff in these offices been considered and if so, with what result?

**The Minister of Transport and Railways (Shri Gopalaswami):** (a) 6th December, 1947.

(b) Figures of expenditure during the financial years 1947-48 and 1948-49 are not readily available. In the current financial year *i.e.* 1949-50 the expenditure incurred upto the 1st February, 1950 is about Rs. 6,37,250.

(c) 12,669.

(d) These three separate offices function under the Ministry of External Affairs.

(e) No; because the nature of the duties assigned to each of these offices is different from that of the other.

(f) They can be terminated only on the winding up of the recovery work.

(g) 201 per month on an average.

(h) These offices have been given the barest minimum staff and no retrenchment is considered possible.

#### TRADE REPRESENTATIVES IN JAPAN AND AFGHANISTAN

\*1119. **Dr. Deshmukh:** (a) Will the Minister of Commerce be pleased to state whether there has been any extension of the posts of India's Trade representatives so far as Japan and Afghanistan are concerned?

(b) What will be the additional expenditure involved as a result of this extension?

(e) What are the scales of salaries proposed to be given to the Commercial Counsellor, Registrar, assistants and stenographers?

(d) What are the allowances in each case?

(e) Is full board and free accommodation provided to any of the staff and if so, is this in addition to the allowance and what will be the cost incurred by Government per month in each case?

(f) Is the whole staff entitled to free accommodation?

**The Minister of Commerce (Shri Neogy):** (a) The posts of India's Trade Representatives in Japan and Afghanistan are being extended up to the 28th February 1951.

(b) The overall expenditure involved on Trade Sections in Japan and Afghanistan during the financial year 1950-51 is estimated to be—

	Rs.
(i) Japan office .. .. .	1,08,000
(ii) Afghanistan office .. .. .	55,200

(c) and (d). A statement containing the required information is laid down on the Table of the House. [See *Appendix V, annexure No. 57.*]

(e) Yes Sir, only in the case of Japan. Two Assistants and one Stenographer of the office there live in the Marunouchi Hotel and get the concession of full board in addition to compensatory allowance of Rs. 150 each *plus* free accommodation in the hotel. The cost to Government on account of free board and accommodation and compensatory allowance amounts approximately to Rs. 2,130 p.m. in the case of these three officers. In Afghanistan no member of the staff is allowed concession of full board.

(f) Yes Sir. All the India-based staff serving in all Missions and Offices abroad are entitled to free furnished accommodation according to their status.

#### COLLECTION OF STATISTICS

**\*1120. Shri Krishnanand Rai:** Will the **Prime Minister** be pleased to state:

(a) whether Government have got any Central Statistical Bureau to collect facts and figures of every item of production (such as cereals, raw material, mines, industrial products etc.) in our country;

(b) whether Government have the statistics of production and national wealth for use of the Planning Commission; and

(c) if not, when the Government of India will have such data?

**The Prime Minister (Shri Jawaharlal Nehru):** (a) Statistics of production are at present collected and published by a number of Ministries in the Central Government which maintain for this purpose separate statistical sections or organizations. It has now been decided to have a Central Statistical Organization which will undertake co-ordinating and some other functions.

(b) and (c). The Planning Commission is expected to examine, at an early stage in its work, the existing body of statistical information and to indicate what further information, including that relating to production and national

wealth, is required for purposes of planning. Arrangements will then be made to collect such information in the shortest possible time. In this connection, the Commission will also consider the adequacy of the machinery at present available for collecting different types of statistics.

TUBERCULOSIS IN LABOUR AREAS IN KANPUR

\*1121. **Shri Balmiki:** (a) Will the Minister of Labour be pleased to state what is the total number of deaths by tuberculosis in labour areas in Kanpur in the years 1949 and 1950?

(b) What steps do Government propose to take for the eradication of this disease from such areas?

**The Minister of Labour (Shri Jagjivan Ram):** As this appears mainly the concern of the State Government, information is not available. It will be placed on the Table of the House on receipt from the State Government, which is being addressed.

SCHEDULED CASTE EMPLOYEES IN MINISTRY OF LAW

123. **Prof. Yashwant Rai:** Will the Minister of Law be pleased to state:

(a) the number of persons belonging to the scheduled castes in each of the following categories in the Ministry of law:

(i) Gazetted officers, (ii) Superintendents and Assistants and (iii) Senior grade and Junior grade clerks and stenographers;

(b) whether the number is not as reserved for scheduled castes; and

(c) what special steps Government propose to take to fill in the reserved quota in the spirit of Article 385 of the Constitution of India?

**The Minister of Law (Dr. Ambedkar):** (a) The number of persons belonging to the scheduled castes in the Ministry of Law is as follows:

Gazetted officers . . . . .	Nil
Superintendents . . . . .	Nil
Assistants . . . . .	2
Senior grade clerks . . . . .	Nil
Junior grade clerks . . . . .	3
Stenographers . . . . .	1

(b) The number is not up to the percentage reserved for the scheduled castes in the categories to which the reservation rules apply.

(c) Attention is invited to paragraph 5 and the second and third sub-paragraphs of paragraph 7 of section II of the Review of the Activities of the Home Ministry for the year 1949.



## METALLURGICAL COAL

**124. Shri Kamath:** (a) Will the Minister of **Industry and Supply** be pleased to state whether the Government have received any *ad interim* report from the Committee appointed to enquire into the question of conservation of metallurgical coal?

(b) If so, have Government made any final decision regarding the policy of conservation of metallurgical coal?

(c) What quantities of metallurgical coal have been used in 1949 in (i) Railways, (ii) Exports, and (iii) Industries other than the steel industry?

(d) What was the production of metallurgical coal at each of the State-owned collieries during 1949?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) Yes, Sir.

(b) No. A decision will be taken on receipt of the final Report of the Committee.

(c) Figures of actual consumption are not available, but figures of despatches are as under:

(i) 4,869,659 tons.

(ii) 1,125,003 tons (this includes bunker also).

(iii) 8,201,017 tons.

(d) Bokaro	...	12,25,278 tons
Serampore		2,00,490 tons
Kurharbaree		1,87,051 tons
Others	...	Nil.

## OUTPUT OF STATE-OWNED COLLIERIES

**125. Shri Kamath:** Will the Minister of **Industry and Supply** be pleased to state:

(a) what the output of coal was at each of the State-owned collieries during 1949;

(b) what was the cost per ton f.o.r. siding at each of these collieries in 1948-49?

(c) what were the amounts of profit and/or loss, as the case may be, at each of these collieries during 1948-49 compared with those of the then controlled rates of market for coal of similar grades;

(d) whether in calculating the cost per ton of State-owned collieries, income-tax, road cess and other cesses are included as are payable by market collieries; and

(e) what amount of income-tax and road cess the market collieries would have paid on the quantity of coal raised from each of the State-owned collieries according to the profits shown in any of the Railway Collieries Accounts?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) to (e). The information is being collected and will be laid on the Table of the House as soon as possible.

## GRADE III COAL

**126. Shri Kamath:** Will the Minister of **Industry and Supply** be pleased to state the considerations on which the cut in prices of Grades III-A and III-B coal was based?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** The main considerations were (i) to reduce the margin on such coal, and (ii) to encourage consumption, and thereby to increase demand for such coal.

## DESPATCH OF STEAM AND SLACK COAL FROM STATE-OWNED COLLIERIES

**127. Shri Kamath:** (a) Will the Minister of **Industry and Supply** be pleased to state what quantity of steam and slack coal was despatched from each of the State-owned collieries to private consumers and industries during the year 1949?

(b) Is it a fact that 40 per cent of the total output at each colliery is considered as slack coal by the Coal Commissioner's Department?

(c) If so, is the same percentage applicable in the case of the output at Railway-owned collieries?

(d) How is slack coal produced at Railway collieries disposed of?

(e) What quantity of slack coal or run-of-mines was despatched from Railway collieries to steel industries during the year 1949 and what are the names of the collieries?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (a) The figures are given below:

Name of Colliery	Quantity	
	Slack (Tons)	Steam (Tons)
Giridih	20,768	Nil
Bokaro	132	Nil
Kargali	132	Nil
Kurasia	Nil	484
Jarangdih	Nil	Nil
Sawang	Nil	Nil
Argada	Nil	Nil
Bhurkunda	Nil	Nil
M. S. M. Talcher	6,798	44
Deulbera	4,422	Nil

(b) This is the normal proportion fixed for private collieries solely for the purpose of equitable distribution among different classes of consumers.

(c) No, Sir. Unlike private collieries the Railway owned collieries do not secure public or industrial orders and despatches to high priority industrial consumers are made from Railway collieries only in emergent cases.

(d) The slack coal is mainly used in Railway Power House, Railway Water Supply Pumps and Stationery Boilers and the Giridih Coke Plant.

(e) 17,556 tons from Giridih, Bokaro and Kargali collieries.

#### INDIAN EMBASSY BUILDING IN PARIS

128. **Dr. Deshmukh:** (a) Will the **Prime Minister** be pleased to state the price for which the Indian Embassy building in Paris was purchased by the Government of India?

(b) When was the purchase finalized and on what date was the payment made?

(c) What is the expenditure proposed to be incurred in furnishing this building?

(d) Are there any additions proposed to the existing building and if so, at what cost?

**The Deputy Minister of External Affairs (Dr. Keskar):** (a) Rs. 4,64,582.

(b) 21st March 1949. The payment was also made on the same day.

(c) Rs. 3,15,000.

(d) No; but some minor repairs etc., costing Rs. 12,053 were necessary fore the building could be occupied.

#### YARN AND CLOTH PRODUCTION

129. **Shri S. N. Das:** Will the Minister of **Industry and Supply** be pleased to lay on the table a statement showing the total quantities of the following produce in the year 1949 in the Indian Union:

(i) Cotton yarn spun in the Indian Mills;

(ii) Hand spun cotton yarn;

(iii) Hand spun and hand woven cloth;

(iv) Mill-made cloth;

(v) Cotton cloth made in hand looms; and

(vi) Cloth produced through the All-India Spinners Association?

**The Minister of Industry and Supply (Dr. S. P. Mookerjee):** (i) 1859-119 million lbs.

(ii) and (iii). Information is being collected and will be placed on the table of the House.

(iv) 3906-185 million yards.

(v) Approximately 1200 million yards.

(vi) Information is being collected and will be placed on the Table of the House.

TREATY WITH NEPAL

130. **Shri Sidhva:** Will the Prime Minister be pleased to state whether any treaty between Nepal and India has been concluded?

**The Deputy Minister of External Affairs (Dr. Keskar):** No treaty has yet been concluded. Certain drafts are under consideration.

CHILD LABOUR IN BOMBAY DOCKS

131. **Shri Sidhva:** (a) Will the Minister of Labour be pleased to refer to his reply given to my Unstarred Question No. 8 on 9th February, 1950 and state whether his attention has been drawn to an article by Sri T. L. Kochavara in *The Times of India*?

(b) Is it a fact that the photo showing juveniles working in Bombay Docks is shown in the same article?

(c) Is it a fact that the writer emphatically states that juveniles are employed in Dock work?

(d) If so, what steps do Government intend to take to stop juveniles working in Docks?

**The Minister of Works, Mines and Power (Shri Gadgil):** (a) to (c). Yes.

(d) The allegations contained in the Article have been very carefully investigated and they have been found to be most exaggerated. As a result of personal inspection of all the Docks in the Bombay Port, the Regional Labour Commissioner found on the days of his inspection only twenty-four children in the premises and of these only four were found actually working. Practically most of them were found loitering in the dock area either for work or for getting some food from the crew. No child labour is employed in the handling of goods.

Children employed in the docks were found to be mostly engaged on cleaning the boilers in ships. To check the entry of children in the dock area the Bombay Port Trust will be introducing 'pass-system' from the 1st April 1950 and also issuing instructions prohibiting the grant of passes to anyone below the age of 15 except to those, who are *bona fide* visitors. The Port Bylaw is also proposed to be amended by the Port authorities so as to leave contractors no latitude in the matter of employing children. Government will also examine the question of amending the Employment of Children Act to apply it to all occupations in the Port area.

Friday, 24th March, 1950



# PARLIAMENTARY DEBATES

(Part II—Proceedings other than Questions and Answers)

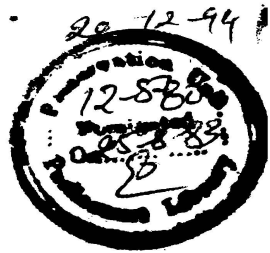
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PARLIAMENTARY DEBATES  
PART II—PROCEEDINGS OTHER THAN QUESTIONS AND ANSWERS

Friday, 24th March, 1950

*The House met at a Quarter to Eleven of the Clock.*

[MR. SPEAKER in the Chair]

QUESTIONS AND ANSWERS

(See Part I)

11.45 A.M.

INSURANCE (AMENDMENT) BILL

PRESENTATION OF REPORT OF SELECT COMMITTEE

**The Minister of Commerce (Shri Neogy):** I beg to present the Report of the Select Committee on the Bill further to amend the Insurance Act, 1938.

SCOPE OF DISCUSSION ON APPROPRIATION BILLS

**Mr. Speaker:** As the provisions in the Constitution set out the procedure in financial matters, on the lines of the procedure in the House of Commons, I think it is necessary to state, in short, the principles underlying those provisions as the procedure therein laid down is, in some respects, different from the procedure hitherto followed. This, I trust, will enable hon. Members to appreciate the scope of discussion on the Appropriation Bills.

It is hardly necessary to state that, in the case of a large-scale and country-wide administration, there can hardly ever be too much of parliamentary control on Government expenditure. The administration being in charge of numerous individuals, it is difficult, almost impossible, for every spending authority to have an overall picture of the financial burden on the tax-payer and, consequently, any urge for economy. At the same time, it is necessary to vest fairly wide discretion in those to whom the administration is entrusted. Parliamentary control over finances is, to put it shortly, intended for the purpose of attaining maximum efficiency at the minimum cost to the tax-payer. It essentially means a thorough scrutiny of the accounts with a view to avoid waste and suggest ways and means for economy consistent with efficiency and the needs of the State in respect of all branches of its activities.

Hitherto, there was no such thing as the Consolidated Fund of India. The Consolidated Fund has been constituted by article 283 as a reservoir in which all collections by way of taxes, etc., shall be first accumulated; and thereafter, the moneys required for expenditure are to be taken out from that reservoir. The Appropriation Bill is intended as an outlet machinery for the funds accumulated, to flow for the purposes of expenditure.

Hitherto, on the passing of the Demands for Grants, a Schedule of authorised expenditure, signed by the Governor-General, under section 85 of the Government of India Act, 1935, was laid on the Table and no expenditure from

[Mr. Speaker]

the revenues of India was deemed to be duly authorised unless it was specified in the Schedule. It is obvious that the procedure outlined in section 35 of the Government of India Act, 1935, was not in accord with the provisions in our Constitution, and it is now necessary that Parliament itself should, by statute, provide for appropriation out of the Consolidated Fund of India of all moneys required to meet the grants made by Parliament and the expenditure charged on the Consolidated Fund. The Appropriation Bills thus provide the Government with the necessary statutory authority to draw from the Consolidated Fund.

We have therefore two Bills before us:

- (1) for appropriation of funds for all activities of Government other than the Railways; and
- (2) for similar appropriation on account of Railways.

In view of the fact that all Demands specified in the Schedules to the two Bills have been passed by Parliament, the Appropriation Bills, may, in a sense, be said to be a formal legislation to give a statutory form to the decisions of the House in respect of the various Demands for Grants, both on account of the General Budget and the Railway Budget. Though the Bills are thus formal, they are yet important as a further opportunity which they give to hon. Members of making suggestions and comments on the activities of Government in respect of the various heads under which the moneys are being authorised to be drawn from the Consolidated Fund.

At this stage, I may state to the House the various opportunities it has of criticising and discussing the finances of the Government:

(i) After the Budget is presented, the first opportunity is afforded in the form of a general discussion of the Budget under Rule 132. This discussion is limited to the Budget as a whole or any question of principle involved therein. This determines the character of the discussion at that stage.

(ii) The second opportunity presents itself when the Demands for Grants are made and Cut Motions on Demands can be moved. The discussions at this stage are limited to each head of the Demand, and, where Cut Motions are moved they are still further limited to the particular subject in respect of which the Cut Motion is moved. The discussion at this stage is more pointed both as regards the particular head of administration as also the particular points of grievances or criticism as in the Cut Motion. The object is to enable the hon. Members to focus attention on specific points instead of having a vague or diffused discussion.

(iii) A third opportunity of discussion on the finances is presented when the Finance Bill is before the House. It is an acknowledged principle that any subject can be discussed on the Finance Bill and any grievance ventilated, the principle being that the citizen should not be called upon to pay, unless he is given, through Parliament, the fullest latitude of representing his views and conveying his grievances.

(iv) The fourth opportunity is when the Appropriation Bill is before the House.

It is difficult to lay down precise boundaries of the sphere of discussion between the stage of discussion on Demands for Grants and the Cut Motions and the stage of the Appropriation Bill. It is, to a large extent, inevitable that the same kind of discussion can be raised on matters of administration as can be done when the Demands and Cut Motions are before the House. A clear-cut distinction exists as between the Finance Bill in so far as taxation proposals go on the one hand and the Appropriation Bill on the other. Apart from

the wide latitude in discussion on the Finance Bill so as to cover the entire field of administration, there is a specific issue therein consisting of the taxation proposals which can be discussed only on the Finance Bill.

Hon. Members will therefore see that when the Appropriation Bills are considered it will not be permissible to raise discussion on the taxation proposals. The discussion can cover any matter of public importance or of administrative policy implied in the Grants and the expenditure charged on the Consolidated Fund, in so far as the same is permitted under the Constitution and the Rules of Procedure, questions of effecting economy, improvement in administration, scrutiny and maintenance of proper accounts, re-appropriation etc.—in fact, generally all matters in respect of which the House would like to point out defects or give directions to the administration for improving its tone for better service to the people, better efficiency and better economy.

I have merely tried to give the general outline, and the specific points mentioned by me should be taken as illustrations of what I mean. I trust this clarifies to hon. Members the scope of discussion.

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### APPROPRIATION (RAILWAYS) BILL

**Mr. Speaker:** I call upon the hon. Minister of Railways to move the Appropriation (Railways) Bill.

**Shri Sidhva (Madhya Pradesh):** Sir, I would suggest that the Appropriation Bill on general finance be taken first, as it is only a matter of procedure. There is an important point on which I have given notice of an amendment also. If you would kindly allow the Appropriation Bill on general finance to be taken first, I think it would be more desirable.

**Mr. Speaker:** The sequence of the Bills is of course given in the Agenda but I am not particular to stick to it. If the House desires that we should take the General Bill first, I have no objection.

**Shri Biswanath Das (Orissa):** No, Sir.

**Shri Shiva Rao (Madras):** Sir. I would suggest that we get out of the way first the Appropriation Bill on Railways so that we shall have the rest of the day for discussion on the other Bill.

**Shri J. R. Kapoor (Uttar Pradesh):** I think the proper sequence is that the Appropriation Bill in respect of the Budget which was passed first should come first. That is what the Constitution lays down—that it should be taken up as soon as possible after the Grants are made.

**Shri Sidhva:** Not necessarily.

**The Minister of Transport and Railways (Shri Gopaldaswami):** Sir, there is one other point which I think should give priority to the Appropriation (Railways) Bill and that is this. Unless the expenditure on the Railways is finally settled, the other Appropriation Bill for instance cannot take credit for whatever the Railways contribute to the General Budget. Therefore, our Budget has to take precedence.

**Mr. Speaker:** Opinion on this matter seems to be divided.

**Shri T. T. Krishnamachari (Madras):** I am afraid my hon. friend the Minister of Railways is completely wrong because we are not dealing with the ways and means position at all here: we are only dealing with appropriation of Demands.

**Shri Gopaldaswami:** I have great respect for Mr. T. T. Krishnamachari, but I am afraid he is wrong and not I, because one of the items in the Schedule to this Bill is a contribution we make to the General Revenues and unless you pass this they cannot provide for the expenditure from it in the other Bill.

**Shri Biswanath Das:** Added to it, there is a point of order to be raised in connection with the admissibility of this Railway Appropriation Bill. I think it is better and desirable that this point of order be disposed of first.

**Hon. Members:** What is the point of order?

**Shri Biswanath Das:** I have to raise a point of order in this connection. It is necessary that this should be disposed of first.

**Mr. Speaker:** What is the point of order?

**Shri Biswanath Das:** After the hon. Minister of Railways moves his motion for the consideration of the Bill I will raise my point of order, or if you want I have no objection to state it now.

**Mr. Speaker:** I was going to say that, as the opinion seems to be sharply divided, I would let the *status quo* remain as it is rather than accede to the request of Mr. Sidhva. I do see a possible point, which Mr. Sidhva has not made, and that is that he has tabled certain amendments to the General Bill and as both the Bills have the same character, in case any of his amendments are accepted so far as the General Bill is concerned, the Railway Appropriation Bill will go without similar amendments.

**Shri J. E. Kapoor:** They may be taken to be moved for this Bill also.

**Mr. Speaker:** They will not apply retrospectively after the Bill is passed.

**Shri J. E. Kapoor:** My point is that he may be permitted to move his amendments even to this Bill because both the Bills are of an identical nature.

**Mr. Speaker:** If he so likes and if the hon. Minister is agreeable.....

**Shri T. T. Krishnamachari:** May I point out that this reappropriation question which my hon. friend Mr. Sidhva has borrowed from the British example relates to one particular item only, namely, Defence where there might be a possibility of reappropriation being made? There is no such possibility in regard to the Demands of the Railway Administration. I do not think there will be any necessity for us to make an amendment so far as the Railway Appropriation Bill is concerned, granting that the House accepts Mr. Sidhva's amendment.

**Mr. Speaker:** I need not enter into any further discussion of this point.  
12 NOON We shall close at five o'clock and any time taken in this will be taken away from the time available for the discussion of the Bills. We shall stick to the order set out in the Order Paper.

**Shri Gopalaswami:** I had intended to say something, as to the constitutional position regarding Appropriation Bills as this will be the first Bill of its kind which the House will be called upon to consider. But as you have explained the whole position in your opening remarks I propose to say nothing about it and I shall simply move that the Appropriation (Railways) Bill be taken into consideration.

I beg to move:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951, for the purposes of railways, be taken into consideration."

**Mr. Speaker:** Motion moved:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951, for the purposes of railways, be taken into consideration."

#### *Point of Order re Appropriation Bills*

**Shri Biswanath Das:** I rise to a point of order. The point of order which I propose to raise is this: I see from the agenda that two Bills have been introduced in this Parliament and two Bills are proposed to be discussed and

disposed of today. In terms of the Constitution there cannot be two different and separate Bills. There can be only one Bill in respect of the Consolidated Fund which is called the Consolidated Fund of India—an annual financial statement, a Consolidated Fund of India and a Bill. In this connection I propose to invite your attention to certain articles of the Constitution.

I should first like to refer to article 110. That defines Money Bills. In this connection I specially invite your attention to clause (1) (c) of article 110 wherein "the custody of the Consolidated Fund or the Contingency Fund of India, the payment of moneys into or the withdrawal of moneys from any such Fund" have been stated.

Thereafter I invite your attention to article 112 wherein financial procedure has been laid down for an annual financial statement. My purpose in inviting your attention to this article is to show that there can be only one financial statement to be laid before Parliament. The Railway Budget could be a part of this financial statement. In terms of the Constitution I think two financial statements, two Consolidated Funds and two Appropriation Bills are not contemplated. I invite your attention to clause (2) of article 112 under which the estimates of expenditure embodied in the annual financial statement shall show separately the charged expenditure as also the expenditure on revenue account and other expenditure, which includes the expenditure on Railways or other commercial undertakings undertaken by the State. I then invite your attention to the last sentence of clause (2) of article 112, namely, "and shall distinguish expenditure on revenue account from other expenditure". "Other expenditure", I claim in this connection, is wide enough to include railway expenditure. Therefore any estimate or appropriation which comes either in respect of Railways or in respect of ordinary administration has to come, in terms of article 112 of the Constitution, under one Appropriation Bill.

Thereafter, I invite your attention to article 112(8)(c). It says:

"Debt charges for which the Government of India is liable including interest, sinking fund charges and redemption charges, and other expenditure relating to the raising of loans and the service and redemption of debt."

The description "loans and the service and the redemption of debt" is also broad enough to bring within it the service under Railways.

Again, I would invite your attention to article 114, in which it has been provided in sub-clause (1) that there shall be introduced "a Bill". The full text runs thus:

"As soon as may be after the grants under article 113 have been made by the House of the People, there shall be introduced a Bill to provide for the appropriation out of the Consolidated Fund of India of all moneys required to meet—

(a) the grants so made by the House of the People . . . etc. . . . etc."

Clearly, this article contemplates "a Bill", which in no sense could be two Bills.

Again, I invite your attention to clause (8) of article 114. It says:

"Subject to the provisions of articles 115 and 116, no money shall be withdrawn from the Consolidated Fund of India except under appropriation made by law passed in accordance with the provisions of this article."

The provision under this article concerns and contemplates only one Act and that can be the result of only one Bill.

Then again, take article 115. It relates to supplementary demands, additional grants and excess grants. Here again, these sums are to come from the Consolidated Fund though in different and supplementary appropriations. Any sums of money which are in excess of the sanctioned amounts, or additional amounts to supplement insufficient sums that are found to be necessary—all such appropriations of money are to come out of the Consolidated Fund. Clear it is, therefore, that two parallel statements of expenditure or two Appropriation

[Shri Biswanath Das]

Bills or two Appropriation Acts cannot come under the purview of these provisions under and in this Budget.

In this connection, let me invite your attention to the Government of India Act, 1935. I specially refer to Sections 181 to 203. There, provision has been specially made for a statutory Railway Board in the body of the Act itself. As such, this body had a separate existence as much as the Central Legislature itself. It was called the Statutory Federal Railway Authority. Its composition and finances were distinct from the general finances. It also had a separate audit. Under these circumstances, a separate Appropriation Bill and a separate statement of receipts and expenditure was called for under the constitutional set-up of the 1935 Act. But it is gone now. Even assuming that the practice was continued in terms of the same Act, you will see that in terms of the same Act, you will see that in terms of the adaptations that were effected, after India attained independence in 1947, in the Government of India Act, 1950, the old position was reversed in the sense that the provision regarding the Statutory Railway Authority was omitted. Therefore, that position cannot hold good today. Assuming that there is force in the existing laws and rules made thereunder, the Government of India Act has been replaced now by the Constitution Act and as such I claim that we cannot have two Bills for appropriation of money out of the same Fund in the same Budget. In terms of Article 390, all that we can have is a separate financial arrangement for the sixty-five days that you had to go on with after the declaration of Republic.

**Shri T. T. Krishnamachari:** There is nothing there that you can quote for supporting your contention.

**Shri Biswanath Das:** Whatever your wisdom is, opinions might differ. Differences of opinion may exist regarding the construction of article 390, but there cannot be any difference in this, namely, that the Railways of India cannot have a separate existence, with a separate estimate, with a separate Appropriation Bill and a separate Appropriation Act. Under these circumstances, I request you to consider this aspect of the question and rule that the Appropriation Bill in this Budget can only be one. It should come before Parliament as one Bill and not as two different Bills. Parliament should pass only one Act and that Act is the Appropriation Act of India for 1950-51 and includes the general accounts of receipts and expenditure including those of the Railways. Railways are after all a part of the State activity. Government have taken up a number of other commercial enterprises and Railways are one of that variety of transactions. Therefore, however large or big the amount be or however large of extended the activities concerned be, in no sense could they come in for a separate Appropriation Bill and a separate Appropriation Act. This is my contention.

**Mr. Speaker:** I might say that, as I consider the point at present, even after hearing the hon. Member Mr. Biswanath Das, I do not feel convinced that the point of order is such as could be upheld. Therefore, I should like to hear if any hon. Member has to say anything in support of this point of order. I do not think a *prima facie* case in favour of the point of order has been made out.

**Shri T. T. Krishnamachari:** I should like to mention very briefly, not in support, but otherwise, that we have followed in this Constitution more or less article 114 of the Australian Constitution. The Australian Government have enacted that there shall be two Appropriation Bills, one for the general needs of the Government and another for works. Actually the hon. the Law Minister has got in his possession the two separate Acts which make it incumbent on the Australian Parliament to have two separate Appropriation Bills. Having



that example before us, I feel inclined to support your view that there need be no further discussion on this.

**Mr. Speaker:** Therefore, as I said, I am not inclined to accept this point of order. If any hon. Member has still anything to say in support thereof, he may say so. But people who are opposing the point of order need not make any speeches. After all, I agree with their conclusions, though my reasons may perhaps be different.

I do not think I need state at length my reasoning over this. The only point which the hon. Member has made is that, because article 112 refers to a financial statement, it, therefore, follows that the Appropriation Bill should be one. He also refers to the wording of article 114 which refers to 'a Bill'. Now, to my mind, a proper construction of these articles really lays down one thing: and that is, that there shall be a Consolidated Fund and there shall be an annual financial statement and nothing can be drawn out of that Consolidated Fund, unless there is an Appropriation Bill. That is that principal provision of the Constitution. It does not say that you will operate upon the Consolidated Fund one for all and by one stroke. It does not say that, and I do not see why it should not be perfectly competent for a man who wants to operate on a certain account to draw different cheques at different times. Why should he be called upon to draw on it at one and the same time?

The spirit of the provisions in the Constitution can be further clarified by reference to article 116. Article 112 provides that the annual financial statement shall consist of estimated receipts and expenditure. Article 116 permits the House first to have a vote on account, to split it into one or more compartments, vote on one thing, and then vote on another. My point is that the sanctioning of the expenditure can be done in stages.

It may be argued that article 116 authorises the splitting in stages; but at every stage it includes the entire expenditure. It does not make distinction between on head or two heads of Government expenditure and the other heads. That is true. But the spirit appears to be that the House may take these matters in such parts and at such time as it likes. It nowhere restricts that the House shall consider the entire expenditure as one block and that it shall take only one Appropriation Bill. I do not think it will be proper to restrict the House in dealing with its financial affairs as it likes, so long as it does not offend the fundamentals of the Constitution.

The hon. Member himself has stated that article 390 does not apply. He also pointed out the analogy of article 115 about excess payments and other things. That also shows that there can be not only a further stage, but also further compartments of the expenditure. That supports the argument that the House can split its Budget in two parts.

As regards the Government of India Act, I might only say that those provisions, the hon. Member referred to, never came into force in India. It was a Federal provision. Therefore, that analogy will not apply. I might also state that the language of the Constitution is taken from section 85 of the Government of India Act, 1935; it is not.

We have already passed the stage of considering this point of order when we discussed the Budget in two compartments. We took up the Railway Budget first and then the General Budget. We are now committed to that procedure. It is perfectly competent for us to change that. But I do not think any further argument on this point is necessary.

I may also refer to Rule 134 which distinctly provides that the Budget can be presented in two parts. I do not rely on this rule, because it is always open to argument that the rule is inconsistent with the Constitution and therefore has not got the force of law as against the Constitution. I am merely mentioning it in passing.

**Shri Sidhva:** You have fixed five o'clock for both the Bills.

**Mr. Speaker:** I think we shall finish this Bill as soon as possible; if hon. Members want to finish it in fifteen minutes, it can be done.

**Shri Biswanath Das:** May I know whether this is your ruling, or this is only some of the suggestions which have emanated from you?

**Mr. Speaker:** The hon. Member is an old legislator. He raised a point of order and I have given my ruling on it.

**Shri Biswanath Das:** But I have some points to explain.

**Mr. Speaker:** I have given him ample opportunity. Now we shall proceed.

**Prof. Ranga (Madras):** I wish to congratulate the House for having got this opportunity of bringing under fire again the Railway Demands, in so far as they come before us now in this Bill, and I thank you, Sir, for having given us the guidance as to how we should carry on our discussion. So far as the Railways are concerned, my hon. friend was congratulated by so many hon. Members upon the very rosy picture that he has placed before the House. In one sentence I wish to say that if we were to take into consideration the times that we are going through and the growing or deepening economic depression and therefore the lessening of the pressure of traffic on the Railways, I am afraid the Railways will be faced not with such a rosy position at the end of this year as we have been given to understand by my hon. friend. It is quite likely that there might be a very much more transference of Government's own funds to the Railways in the course of this year, than has been provided for. Therefore, the Railway administrations will have to keep these facts in mind and try their best to effect as much economy as possible. Otherwise, they will be faced with a serious situation indeed on their revenue as well as expenditure sides by the time they have to prepare their next year's budget. I have in mind the great need for effecting economy in regard to their projects for electrification. I am not very enthusiastic about the need for developing these electrification schemes, unless they are demonstrated to be in the interests of economy itself.

**The Minister of State for Transport and Railways (Shri Santhanam):** There is no such programme for 1950-51.

**Prof. Ranga:** I am very glad that we have this assurance. But at the same time there were so many questions put to my hon. friend Mr. Gopalaswami Ayyangar and to which he was anxious to give a favourable answer—that he would like to consider the electrification of this line or that line and so on. Therefore, I want him to be careful about it.

Secondly, there is the working of Government's railway coal mines. I am assured by those who have had an opportunity of studying this matter that there is plenty of scope for economy in this direction. Then there are the railway workshops where many more officers and workers are employed than before. I want the Government to look into this matter also with great care. There are quite a number of manufacturing centres, the biggest being the locomotive workshop at Chittaranjan. The expenditure on these seems to be mapped out on a too liberal scale. This needs careful scrutiny.

Taking again the re-conditioning plants of the Government for wagons and other things connected with wagon manufacture, I am also told that there is too much of wastage. Speaking subject to correction, in the Bangalore factory they are getting quite a large number of wagons re-conditioned.

**Shri T. T. Krishnamachari:** Coaches.

**Prof. Ranga:** Yes, reconditioned or improved. Here also there is considerable waste and careful scrutiny has to be made into that.

Then let us take the railway staff—working classes as well as the officers. There are too many people for the work that we are able to get done. That is why I am anxious that the Government should supply us from time to time either annual or half-yearly reports of the action taken upon the various recommendations made by the Kunzru Committee so far as economy on the railways is concerned. With this information it will be possible for this House to know with what success the railway administration is carrying on its drive for economy. I do admit that economy, at the same time, should not lead to too much of inconvenient unemployment in such sectors of their employees as is likely to cause us very much more trouble on the other side. But, keeping that objection in their mind, I do think that the hon. Ministers in charge of the Railways should devote a major portion of their attention to the possibilities of achieving economy in regard to railways.

Then, I think that the time is coming when it would be necessary for the railways to develop road services as complement or auxiliary to the railways so that our railways may not be faced, as was the case before the war, with too bitter and too costly competition from other transport agencies. If only the railway administration can put down at least a portion of ticketless travel on one side and corruption on the part of their servants on the other, they would be able to effect a considerable degree of economy. Corruption prevents the railways from earning as much as they can; while the railway employees get a major part of the freight charges, the railway customers get only 1/10 of the benefit. This loss to the railways has got to be prevented. The complete stopping of the ticketless travel will help the railways and enable it to have more money for the administration. In these two directions I have to voice my dissatisfaction at the achievement of the railways.

My hon. friend Shri Santhanam has made it his special task to achieve the elimination or avoidance of corruption. I wish to tell him—I am sure he knows it too—that he has not been able to achieve very much of success, although there is the beginning of tightening in this direction than has been the case in the past. But very much more remains to be done.

**Shri Shiva Rao:** He alone cannot do it. He wants public co-operation.

**Prof. Ranga:** I do hope he will invite and get the help and assistance of the Railway Advisory Committees, the Merchants Chambers as well as the general public in achieving this result.

Lastly, I am not quite sure how far I would be justified in making these remarks, but I venture to offer them for what they are worth. The railways are not making as much contribution as they ought to to the general revenues. I do hope that this time the Finance Minister will not be as liberal as he was last time. I was not very happy when the new Convention was accepted by this House by which the Central Revenues got more money. But it must be remembered that we have invested 900 crores of rupees and we are getting only 8 per cent. from the railways.

**Shri K. Santhanam:** Four per cent.

**Prof. Ranga:** But the 900 crores invested in those days when every crore was worth as much as four crores are fetching only 4 per cent. which is only equal to one per cent. or two per cent. I think the general revenues deserve a higher return.

I thank you, Sir, for having allowed me to make this remark, because, in the light of the guidance you had given, I was not quite sure whether I was entitled to suggest anything that is likely to take away more money from the Railway Budget into the General Budget. But I did want that the railway staff and the general public should keep this thing very much in mind and for that reason I am putting it all in one sentence before you object. Sir, we are

[Prof. Ranga]

finding it impossible to levy any more taxes. Nevertheless we are in need of more and more money for the Central Government so that it will be possible for it to give money to the provincial Governments for various development projects and for the development of our social economy. How is the Central Government to get this money except through the State industries? If the private industries are not prepared to provide as much as they should, the Central Government would soon come to a sort of dead-end and that is why I am anxious that the public should make up their minds to, if necessary, reconcile themselves, adding a special slab upon some of the charges levied for various services, as a special contribution to go into the general revenues, in the same manner in which today we are levying central excise or import duties for revenue purposes and so on.

**Shri C. Subramaniam (Madras):** It is not my intention to bring under fire the Railway administration as my hon. friend Prof. Ranga has attempted to do. I only wish to point out that a certain item of appropriation proposed in clause 8 is not quite appropriate in this Bill. I refer to item 20—"Dividend payable to General Revenues"—Rs. 31 crores 84 lakhs and odd. You will find in article 266 of the Constitution about the Consolidated Fund of India, it is stated:

"Subject to the provisions of article 267 and to the provisions of this Chapter with respect to the assignment of the whole or part of the net proceeds of certain taxes and duties to States, all revenues received by the Government of India . . . . shall form one consolidated fund to be entitled 'the Consolidated Fund of India' . . . ."

And article 114 says:

"As soon as may be after the grants under article 113 have been made by the House of the People, there shall be introduced a Bill to provide for the appropriation out of the Consolidated Fund of India of all moneys required to meet—

- (a) the grants so made by the House of the People; and
- (b) the expenditure charged on the Consolidated Fund of India . . . . . etc."

Now, it is proposed that Rs. 31 crores and 84 lakhs ought to be drawn out of the Consolidated Fund for the purpose of again being put into the Consolidated Fund of India.

**An Hon. Member:** It is another account.

**Shri C. Subramaniam:** There is no question of any other account. As far as the Constitution is concerned, the entire amount forms the Consolidated Fund of India. There is no question of any fund being earmarked for any purpose. It is open to the House to provide for the expenditure of a Department from the Consolidated Fund of India. But there is no question that a certain fund belongs to the Railways, that the other fund belongs to income tax, that another fund belongs to some other Department and so on. There is no question of any identification of any fund once it goes to the Consolidated Fund of India. If that be so, I don't see any necessity to make a provision of Rs. 31 crores and odd; and for what purpose? For the purpose of again putting it back into the Consolidated Fund of India. It goes to the General Revenues; but the General Revenues mean and form part of the Consolidated Fund of India. The hon. Shri Santhanam says it is Dividend payable to General Revenues, but the General Revenues go to the Consolidated Fund. I therefore respectfully submit that whatever might have been the convention for the purpose of working out the finances of the Railways and the General Revenues, it is not necessary for a Bill of this sort to provide that Rs. 31 crores and odd should be taken out of the Consolidated Fund of India and again put back into the Consolidated Fund. As far as that Fund is concerned, it remains the same.

[SHRIMATI DURGABAI in the Chair.]

In a case of this sort, article 114 will not apply. You are taking this amount out of the Consolidated Fund, but, in spite of it, it is going to remain as the Consolidated fund.

**Shri Santhanam:** There are other items also, for example, items 13 and 14.

**Shri C. Subramaniam:** If there are other objectionable items, they need not find a place there; this amount is not going to be taken out of the Consolidated Fund as such. Only funds which are going to be taken out of the Consolidated Fund for the purpose of being expended they alone should find a place in the Appropriation Bill. Simply because it is marked in the Budget as such, for the purpose of the convenient working of the various Departments—so much for development, so much for depreciation, etc. it is not necessary to have these items mentioned in an Appropriation Bill.

**Shri T. T. Krishnamachari:** I quite agree that my hon. friend Mr. C. Subramaniam, like the clever lawyer that he is, has found a distinction, or rather has tried to make a point that diversion of fund from the Railway Revenues to the General Revenues is not a matter which can be really distinguished as being a separate set, and therefore it need not be mentioned, or that it need not find a place in the Appropriation Bill. But I think there will be a definite lacuna if this item is left out, for the reason that the Consolidated Fund is not something which is very nebulous. If it were so all money could flow in and all money can flow out of it. It is not as if all the money is mixed up and handed over to the Finance Department to be held in charge. It is wrong to say that the whole thing is mixed up. Actually the basis on which Government accounts are carried on is that they are put under definite heads and under these heads are accounted for. If no reference is made to the portion of the Railway Revenues which are paid over to the General Revenues, well, there would have to be some kind of accounting to be done. And how does the Appropriation Bill get vitiated merely because this particular item is mentioned there? I don't think my hon. friend said anything about that. If the Appropriation Bill not merely makes provision for proper appropriation, but also incidentally follows proper accounting procedure, there cannot be anything wrong in that Appropriation Bill. This is an arguable point. I quite agree. If we are abstracting the idea of a Consolidated Fund from what it really is, and if we just argue in vacuum, I think my hon. friend is perfectly right. But if you regard the Consolidated Fund of India in the context of the realities of the situation, I think what the hon. Minister of Railways has done, in putting a definite entry so far as the transfer of this amount is concerned, to the General Revenues, is correct. I do not think this by itself vitiates the Bill before the House. My hon. friend Mr. Santhanam mentioned that there is mention of other items—like items 13 and 14. They refer to particular funds, and when money is diverted to particular funds, there should be a mention of those amounts in the Appropriation Bill. There must be a definite sanction by this House. Otherwise money cannot be diverted to any other fund. Therefore, the point which my hon. friend has raised is really a piece of dialectics which has no application so far as the realities of the situation are concerned and I don't think the House need concern itself about it.

**Mr. Chairman:** May I request hon. Members to enable me to finish this Bill before one o'clock? The hon. Speaker has already announced that he would like to finish this Bill before we rise for lunch. The points, I think, have been sufficiently cleared, and the hon. Minister in charge of this Bill would also, I think, like to clear up certain points. Therefore, I think hon. Members would allow me to finish this Bill before one o'clock.

बाबू रामनारायण सिंह : मुझे कुछ अपनी बात कहनी है। इस पर और बहस होनी चाहिये।

**Babu Ramnarayan Singh (Bihar)**: I have to say something. The debate on this may be continued.

मिस्टर चैयरमैन : अभी बैठिये । श्री अलागेशन ।

**Mr. Chairman**: Kindly wait. Shri Alagesan.

**Shri Alagesan (Madras)**: I shall be very brief. Indeed, I had no intention of speaking at this stage but for the curious demand made by Prof. Ranga. He referred to the electrification scheme and wanted more or less an assurance from the hon. Minister that it will not be pursued. I do not know why it should be so, and the hon. Mr. Santhanam hastened to assure him that there is no proposal for electrification in the next year's Budget, as if it is something wrong. I have no quarrel if Prof. Ranga's stand is that every electrification scheme should be examined, its pros and cons weighed and then undertaken. But why he opposes the electrification scheme as such I cannot understand.

In fact I asked the hon. Minister of Railways during my speech on the Budget to clarify the policy of his Ministry with regard to electrification because soon after the Budget was presented we saw a press report of an interview given by the Financial Commissioner that all electrification projects have no prospect of being taken up until cheap hydro-electric power is available in the country. I said that it is not possible to wait until cheap hydro-electric power is available because we have to proceed with the electrification even if it be through thermal power. Taking the case of a multi-purpose project like the Damodar Project where it is proposed to produce hydro-electric power, to ensure a certain quantity of firm power throughout the year, they are installing a thermal station at Bokaro for which we have taken a loan too. The technical opinion also is that hydro-electric power or thermal power by itself is not considered to be cheap. It is cheap only when these two are linked up and you have power. So I was requesting the hon. the Railway Minister not to wait until cheap hydro-electric power was available in the country but to proceed with the electrification. Taking the case of the S. I. Railway, there is every need to extend the present length of the electric line. So I should like to request the hon. the Railway Minister to make the policy clear that he would proceed with the electrification even if it be with thermal power alone for a time and satisfy the needs of the various Railways.

**Mr. Chairman**: Babu Ramnarayan Singh. I would request him to finish his speech within a few minutes to enable the hon. Minister to reply.

बाबू रामनारायण सिंह : मैं बहुत कम समय लूंगा। मुझे इस विषय पर कुछ विशेष कहना नहीं था लेकिन हमारे मित्र रंगा साहब ने कहा है कि रेलवे महकमे से काफ़ी पैसा पैदा हो, काफ़ी आमदनी हो, और वह आमदनी भारत सरकार के साधारण कोष में आवे और वहां से सूबे में आवे और फिर वहां से कार्य होता रहे। यहां पर इसमें मेरा विरोध होता है और मैं देख रहा हूँ कि बहुत लोगों के भाव इसी तरह के हो रहे हैं। लेकिन इस पर विचार करना आवश्यक है। हमारे देश में अंग्रेजों ने रेलवे लाइन बनाई, चलाई, तो उनकी अपनी नीति थी। उनकी यह नीति नहीं थी कि देश की उन्नति हो या लोगों को सुविधा मिले। यह सब बातें नहीं थीं। उनको तो यहां राज्य चलाना था और और भी इसी तरह की बहुत सी बातें थीं। अब हमारा देश स्वतन्त्र है। अब तो रेलवे लाइन के जरिये हमको अपने देश की उन्नति की तरफ़ ध्यान देना है, लोगों को सुविधायें पहुंचाना है। और यह ख्याल करना कि रेलवे डिपार्टमेंट हो गया, अब उसके जरिये पैसा पैदा हो और सरकारी खजाने में आवे और अमुक अमुक जगह में

खर्च हो, तो खैर जिस दिन पैसा बहुत आने लगेगा और उस तरह अगर खर्च होगा तो मुझे कोई आपत्ति नहीं होगी, लेकिन अभी आप देखेंगे तो मालूम होगा कि सारे देश में रेलवे लाइन (Railway line) की इतनी सख्त जरूरत है कि जिसका कोई हिसाब नहीं है। आप हर सूबे को ले लें। मद्रास को ले लें, पंजाब को ले लें और हमारे बिहार को ले लें, खास कर के छोटा नागपुर को ले लें तो वहां तो रेलवे लाइन बहुत ही कम है और वह केवल नाममात्र के लिये ही है। तो अभी मैं समझता हूँ कि सरकार की यह बहुत बुरी नीति है और जो लोग इस नीति का समर्थन करते हैं वह भी बहुत खराब काम करते हैं।

श्री श्यामनन्दन सहाय : नीति ही नहीं नीयत भी बुरी है।

बाब रामनारायण सिंह : हां, बहुत ठीक है कि सरकार की नीति तो बरी है ही, शायद नीयत में भी हम सहमत होते हैं कि बुरी है। यह हो सकता है। तो अभी जो रेलवे डिपार्टमेंट के पास जितना पैसा आता है उसके लिये जरूरत यह है कि वह रेलवे की तरक्की में खर्च हो। और अगर वह रुपया वहां से इस समुद्र में, जो सरकारी कोष है वह तो समुद्र ही है, आ कर पड़ गया तो सभानेत्री जी आप जानती ही हैं कि यह पता नहीं कहां बरबाद हो जायगा।

मैं सरकार को पहले भी बोल चुका हूँ और मैं बराबर बोलता रहूंगा कि सरकार के पास जितने पैसे अभी आ रहे हैं वह तो पानी की तरह बहाये जा रहे हैं। सरकार के पास जितना पैसा आता है उसको तो उसे धरोहर की तरह मानना चाहिये और उसका बहुत ईमानदारी के साथ खर्च होना चाहिये। मैं यह कहे देता हूँ और सारे देश को यह मालूम होना चाहिये कि पैसा यहां पर ठीक से खर्च नहीं होता है। इसलिये सरकारी खजाने में तो पैसा बहुत कम आना चाहिये और खास करके जो रेलवे डिपार्टमेंट का पैसा है, मैं खास करके गोपालस्वामी आर्यंगर साहब से कहूंगा और सन्धानम् साहब से कहूंगा, वे मन्त्री हैं, कि रेलवे डिपार्टमेंट में जो पैसा आता है वह पैसा ईमानदारी का तक्राजा है, रेलवे की तरक्की में लगावे। जहां जहां रेलवे लाइन नहीं है, वहां रेलवे लाइन बने जिससे लोगों को इस डिपार्टमेंट के जरिये सुविधा हो। यह तो सब कोई जानते हैं कि बहुत जगह रेलवे की जरूरत है, तो वहां रेलवे लाइन होनी चाहिये और यह पैसा अखिल भारतीय कोष में नहीं आना चाहिये।

मिस्टर चेयरमैन : दो मिनट और हैं।

बाबू रामनारायण सिंह : अच्छी बात है। दूसरी बात मुझे यह कहनी है कि बहुत सा रुपया जो यहां खर्च होता है उससे जनता को कुछ लाभ नहीं होता है। अब यह तो डिपार्टमेंट रेलवे का है उसका काम यहां खराब होता है या भला होता है यह बात दूसरी है लेकिन कुछ तो सुविधा इससे प्राप्त होती ही है, और यह बात सही है। लेकिन इसके साथ साथ रेलवे लाइन में जो गड़बड़ी चल रही है उसमें खास करके एक बात यह है कि जो स्टेशनों पर खाने के लिये या चाय बगैरह के लिये दूकानों के ठेके होते हैं वे दो एक आदमी को ही ठेके दे दिये जाते हैं। यह तो बहुत बुरी बात है और इसी से तो घूसखोरी होती है। एक आदमी को ठेका मिलता है तो वह बहुत बहुत तरह से घस देता है और घूस देने की वह जगह हो जाती है। तो डिपार्टमेंट को और हमारे माई जो मन्त्री लोग हैं उनको कोशिस करनी चाहिये कि घूसखोरी बन्द हो और ऐसा कानून बनाया जाय कि घूस लेने का मौका ही नहीं मिले। मतलब यह है कि जिस जिस इलाक़े में जहां जहां स्टेशन हैं वहां जिस तरह की दूकानें हों, चाहे खाने की हों या

[बाबू रामनारायण सिंह]

सफ़ाई करने की हों, वह उस इलाक़े के आवसियों को ही मिलनी चाहियें और वहां यह मिलने का उनका हक़ भी है। तो इस तरह से बूसखोरी बन्द होनी। सब से बड़ी बात यह है कि जब तक सरकारी काम में जितने लोग रखे गये हैं वे ईमानदारी से जब तक काम नहीं करेंगे तब तक इन्साफ़ होना और सच्ची सुविधा मिलना बहुत मुश्किल है। इस बारे में अब कहा जाता है कि इस डिपार्टमेण्ट में बूसखोरी कम हो गयी है। तो यह खुशी की बात है लेकिन मुझे इस पर बहुत भरोसा नहीं है। वह तो बन्द ही होनी चाहिये। तो अब मुझे अबिक नहीं कहना है और मैं ख़त्म करता हूं।

श्री श्यामनन्दन सहाय : रिटर्न कन्सेशनल टिकट (Return Concessional Ticket.)।

बाबू रामनारायण सिंह : तो वह तो पहले जितनी सुविधायें होती थीं वह तो होनी ही चाहियें इसी के अन्दर रिटर्न टिकट का सवाल आ जाता है। यह पहले की सब सुविधायें तो मिलनी ही चाहियें। और अगर ख़ात्रा नहीं हों तो कम से कम वे तो होनी ही चाहियें।

श्री श्यामनन्दन सहाय : कन्सेशनल रिटर्न टिकट होना चाहिये।

बाबू रामनारायण सिंह : तो अब मैं फिर यह दोहरा कर बैठ जाता हूं कि सरकारी कोष में रेलवे का पैसा बिल्कुल नहीं आना चाहिये और वह सब पैसा लाइन बढ़ाने और सब लोगों को सुविधायें देने में ही खर्च होना चाहिये।

*(English translation of the above speech)*

**Babu Ramnarayan Singh:** I propose to speak for a very short time. Originally I had an idea not to speak much on the issues involved but I differ from the remarks made by hon. Prof. Ranga. To my knowledge, many more people have begun to entertain a similar view-point as myself. He has just observed that our Railways should aim at deriving much larger incomes and at making huge profits. He is, again, of the view that those funds should be treated as the normal part and parcel of the General Central Revenue, disbursements wherefrom should be made to the States to enable them to conduct their multiple activities. It is very necessary that we give due thought to such an idea. Britishers had constructed and worked these railway lines in this country merely out of considerations of policy. In such undertakings they had in no way the country's all-round progress or people's comfort at their heart. They were guided purely by considerations of how to perpetuate their rule over this country and by many such other things. Ours is an independent country now. Now is an opportunity when we have to utilize the railways in taking our country ahead towards an all-round progress. We have, again, to use them for providing all possible conveniences to our people. It is, therefore, undesirable that because there is a Railway Department we should think in terms of utilizing it for marking money to fill Government treasuries and to spend the same eventually on different undertakings. I will have no objection when larger earnings come and they are spent in those ways. A proper study of the problem will, however, convince you that railway-lines are needed throughout the length and breadth of the country beyond any proportions today. Take the case of Madras, the Punjab or my State of Bihar and, in particular, Chhota Nagpur, in fact, any individual State, you will realize that the railway lines in all these territories are indeed very few and worth the name only. I, therefore, regard the present Government policy in this respect as not at all a good one, and those who support this policy are doing equally a great disservice.



**Shri Syamnandan Sahaya (Bihar):** Not only their policy, but their intentions are equally bad.

**Babu Ramnarayan Singh:** It is fairly correct that the policy of the Government is not a good one. As for their intentions, perhaps we may agree that they are not good either. It is just possible. It is, therefore, a desirable thing to do that all Railway-revenue be utilized solely towards their further development for the time being. You can well realize that the total money is liable to be wasted in case all of it flows into sea-like wastes of the Government treasuries. I have already conveyed the Government my feelings in this respect and I will continue to say that all Government money is being wasted without the least regard. The Government must consider all revenue as trust-money and it should be properly used. I repeat and the country should know that money is not properly spent. For this reason I want that very little of these funds should be credited to general revenues of this Government. The railway earnings, in particular, should not be so appropriated. I will draw particular attention of the hon. Shri Gopalaswami and the hon. Shri Santhanam to see that, as honesty demands, total railway revenue should be spent on the improvement on railways alone. Construction of railway-lines should be undertaken in places where they don't exist at present so that this Department may provide some real facility to the people there. It is common knowledge that many places need railway connections very badly. We, therefore, should see to it that a railway line passes through such places and that the Railway earnings are not transferred to the General Central Revenues.

**Mr. Chairman:** Two minutes more.

**Babu Ramnarayan Singh:** All right. I have to make a further submission that most of our funds are spent in a way that the public in general do not stand to benefit at all. About the Railway Department it is a different matter whether it is working satisfactorily or not. It is, nevertheless, correct that it does afford some sort of convenience or facility to the general public. One of the outstanding example of mismanagement on the railway-lines is provided by the way the contracts for the refreshment-rooms and tea-stalls on the various railway stations are placed with a chosen few. This is a very undesirable course to adopt as it gives rise to bribery. A few persons getting such contracts attempt to bribe in many ways. The Department and the hon. Ministers, therefore, should make efforts to put an end to bribery and a legislative measure should be enacted which may make it impossible even to give an opportunity for practising bribery. I mean that local people of the areas where such stations happen to be situated, should receive priority of consideration for all such shops irrespective of their being refreshment-rooms or other concerns. They have certainly a right to such consideration. This is, therefore, an effective way to abolish bribery. The most important aspect of the whole thing is that till those in Government employ do not discharge their duties honestly, the administration of justice and provisions of amenities will continue to prove hard-nuts to crack. We are told that bribery is now on the decrease in this Department. This is, no doubt, a gratifying feature but I cannot rely on it rather too much. This practice has, of course, to be stopped completely. I have not much to say now, hence I conclude.

**Shri Syamnandan Sahaya:** Something about return concessional tickets.

**Babu Ramnarayan Singh:** Of course, all those former facilities should be restored and while pleading in this way, I mean also to refer to the issue of return tickets. All those former facilities should be made available to us again, if not more, at least, original position in respect of them should be maintained.

**Shri Syamnandan Sahaya:** In particular, facility in respect of the concessional return tickets.

**Babu Ramnarayan Singh:** I resume my seat after repeating once more that the railway-revenue must not be treated as a part of the general revenue and that the total railway-earnings must be utilized towards their further development and towards the provision of amenities for the passengers.

**Shri Gopalaswami:** I do not wish to make any long reply to the observations that have been made, but I should first like to refer to the somewhat subtle legal point which was raised by my hon. friend, Mr. Subramaniam. I must say that it is a subtle legal point, if we fasten our attention on the language of the articles of the Constitution to which he made reference, but we have to interpret these articles in a manner which would, I think, be in keeping with the wishes of Parliament and yet not so violently opposed to the articles as to require that we should not make any provision for the expenditure which is debited to Railways and which is necessarily precluded from being considered in this Appropriation Bill as something which was going against the principles of the Constitution. We must, however, accept the position that by a Resolution of this House Railway Finance has been separated from General Finance.

**Shri C. Subramaniam:** That Resolution was passed before the Constitution came into force.

**Shri Gopalaswami:** It is true, but that continues in force. I think we can only cancel that Resolution by a fresh Resolution of this House. After all, it was a Resolution. Now, once we accept the position that Railway Finance is to be separate from General Finance, we have got to prepare a separate Budget for those portions of the Consolidated Fund which fall under Railways and to separate them from the other items of expenditure. We have done that. We have got a certain reservoir of railway funds the expenditure of which we have provided for; the items on which that expenditure will be incurred have been placed before the House and have been voted by the House. And the general principle of the Constitution is that the grants that have been voted by the House during the discussions that we have had already should be embodied in an Appropriation Bill which is later on placed before the House for the purpose of giving that expenditure the imprimature of a law passed by Parliament, instead of merely taking that expenditure authenticated by the Governor-General as used to be the case. If we take that position, I do not see, so far as railway expenditure is concerned, how we can get any of the grants which have been voted by the House outside an Appropriation Bill. If I may venture to indulge in a subtlety of the same kind as my hon. friend Mr. Subramaniam, indulged in, I might point out that there is some slight difference in language between article 266(9) and article 114(8). Article 114(8) talks of withdrawal from the Consolidated Fund, while article 266(3) talks of mere appropriation. It is open to me to argue that appropriation of Railway revenues need not be appropriation out of the Consolidated Fund itself, it is appropriation of Railway revenues though it is credited to a different sector of the Consolidated Fund. It is appropriation of Railway revenues in the sense that an appropriation which has been sanctioned by a Resolution or vote of the House previously has got to be included in an Appropriation Bill relating to Railways. That is all I have got to say about it.

I listened with very great interest to what Prof. Ranga said on a wide variety of matters relating to Railways. I am sure he does not expect me to traverse over that wide ground within the minute or two that I have at my disposal. I recognise that he gives us advice which, as an old Member of this Legislature, he is entitled to give to whosoever may be in charge for the time

being. He has drawn upon his experience and his wide knowledge, and said that those who are in charge of the Railways must take care about this and must not fall into the other pitfall, and must do several things which he would like to be done. I will surely give to advice of that description all the consideration that it deserves. I notice that he does not quite approve of this House having agreed to the Convention that was passed two or three months ago. That may be his opinion. Perhaps he would let me say that I do not agree with him and in any case I have to carry out the wishes of this House.

**I P. M.** Then he referred to some rosy picture which I painted before the House as regards the administration of the railways. If there was any conscious effort on my part in presenting a rosy picture.....

**Shri C. Subramaniam:** It is gilding the lily.

**Shri Gopalaswami:** If there was any conscious effort on my part, it was not to say anything to the House which was not a fact. I simply presented the facts of the administration before the House, and I resisted the temptation to boost up things which certainly deserved boosting up. If the facts as stated before the House appeared to be a rosy picture to Prof. Ranga, I am more than satisfied.

As regards overcrowding, ticketless travelling and so on, we have discussed them *ad nauseum* in this House. We have placed before the House all that we have proposed to do. As regards corruption, we can only do our best, and I think there is nothing in what has been done in the past of which the Railway administration need be ashamed.

**Prof Ranga:** Question.

**Babu Bannarayyan Singh:** You get your facts from others.

**Shri Gopalaswami:** Now, I do not think I need take up any more time of the House. It is extraordinary that an innocent Railway Appropriation Bill should have taken even the time that it has done. I notice that in the House of Commons last year, the Appropriation Bill took only one minute on each of the two occasions on which it came up before the House. The first Motion was that the Bill be read a second time and referred to a Committee. It was agreed to. Following it, the Bill was reported upon by the Committee to the House without amendment. The Third Reading was agreed to. That is all that was done. (See *Parliamentary Debates, Part II, dated 18-4-50 for Corrections to this Statement*).

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

"That the Bill to authorize payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951, for the purposes of railways, be taken into consideration."

*The motion was adopted.*

**Mr. Chairman:** Since there is no amendment to this Bill, I will put all the clauses and the Schedule together. The question is:

"That clauses 1 to 3 and the Schedule stand part of the Bill."

*The motion was adopted.*

*Clauses 1 to 3 and the Schedule were added to the Bill.*

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

**Shri Gopalaswami:** I beg to move:

"That the Bill be passed."

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

"That the Bill be passed."

*The motion was adopted.*

*The House then adjourned for Lunch till Thirty-five Minutes Past Two of the Clock.*

*The House re-assembled after Lunch at Thirty-five Minutes Past Two of the Clock.*

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[Mr. SPEAKER in the Chair.]

### BUSINESS OF THE HOUSE

**Shri Kamath (Madhya Pradesh):** Sir, before we take up the business of the day, may I bring to your notice a serious lack of co-ordination in our Parliamentary affairs. The Order Paper shows that the half-hour discussion for today was fixed as long ago as Wednesday. Today, I learn that a meeting of the Select Committee on the Finance Bill has been fixed for five o'clock. I understand there are Members who want to be present at five o'clock in the House and also attend the Select Committee meeting. This has happened once before also. You are aware that then this half-hour discussion has had to be postponed for about ten days and I was given to understand that this would not happen again. I request, Sir, that the meeting of the Select Committee might be directed to be held at 5-30 P.M. and not at 5 P.M., and this discussion be held at 5 P.M. as arranged. Otherwise, serious inconvenience will be caused to the Members. I do not know how this clash occurred.

**Mr. Speaker:** I entirely agree that this should not have happened. The Select Committee, I am sure, will take this into consideration and it will meet at 5-30. Is it possible to notify the Members now? The Members are in the House. The Select Committee instead of meeting at 5-5 will meet at 5-35 P.M. Will that be convenient?

**Hon. Members:** Yes.

**Mr. Speaker:** That is all right. I do not know what subsequent engagements Members of the Select Committee will have and how this would conflict with them. Whatever it may be, I am proceeding on the principle that the business of the House must have precedence:

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### APPROPRIATION BILL

**The Minister of Finance (Dr. Matthal):** I beg to move:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951, be taken into consideration."

**Mr. Speaker:** Motion moved:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951, be taken into consideration."

**Shri Sidhva (Madhya Pradesh):** I am very glad that for the first time after the attainment of Republic, we have the Appropriation Bill presented to the House. You have rightly described the various stages in which this House takes part in the discussion of the Budget: making a general survey of the whole situation, voting on the Demands and the last but one stage, today, the Appropriation Bill. You have also rightly pointed out, Sir, that we may not now discuss taxation matters.

I do feel that this Appropriation Bill is not exhaustive as I have been able to see from the Appropriation Bills in other countries, namely, Australia, Canada and South Africa and in the United Kingdom. The Appropriation

Bill in the United Kingdom comprises nearly 45 pages; not only 45 pages, but there are several sub-heads under each head and the different items are shown. Of course, this is the first stage. I am not suggesting anything new, I am only inviting attention to what exists in the South African Appropriation Bill and from that point of view, I have suggested certain amendments which I shall discuss when the Bill is taken up clause by clause. Hon. Members of this House who were also Members of the Constituent Assembly,—I mean the Constitution making body—may recollect the very important and illuminating contributions that were made both by members of the Drafting Committee and Members of the Constituent Assembly, at the time when this article was discussed and adopted. They not only appreciated, but congratulated the Drafting Committee for having adopted this article whereby the fullest opportunity will be given to Parliament to discuss the Appropriation Bill. As you stated, Sir, there are four stages. First, when the Budget is presented, we make a general survey of the whole situation in the country. At the second stage, Demands are made for each item and the Members have the right to discuss each Demand in detail. The third stage is the Finance Bill. The fourth stage, today, is consideration of the Appropriation Bill. But, while the Constitution has made very healthy provisions, I may say sorry that the hon. Minister of Finance has not adopted the procedure laid down in the article bearing on this Appropriation Bill. That is, he has not been agreeable to the appointment of an Estimates Committee: probably maybe for want of time. Immediately after the Constitution was passed, you, Sir, re-adjusted the rules to bring them in consonance with the provisions of the Constitution. I do not see any reason why the hon. Finance Minister has not taken steps to appoint an Estimates Committee so that the House may have an opportunity to discuss them by item very carefully. I do not want to undermine the sovereignty of the Parliament as the watch-dog of the administration of the national finances of the country. But, what are we doing? We talk; but we do not watch. Although we are very anxious to watch, we are not allowed to watch. We are allowed to talk as much as we can; they are even prepared to give more days to talk. That may be very good in the previous days. It is really surprising that although the Constitution provides, and we have been talking all along this month, we have not been able to make any substantial contribution, as I want to put it. The simple reason is, the old system prevails and what is provided in the Constitution is not adhered to. I can give a glaring instance. There are Standing Committees for the various Ministries. In the past, and even today, the complaint is that the Standing Committee of each Ministry should be given ample opportunity to go into the matters in detail. The hon. Finance Minister said at one stage, at the time of the last Budget, if I remember right, that the scope of the Standing Committee and the members of the Standing Committees should be to go into the details. He also said that we have to adopt the procedure of the House of Commons, that is, the Standing Committee members have to sit for a longer period continuously. I do not think any Member objects to it. I ask, why has it not been adopted?

**Shri T. T. Krishnamachari (Madras):** There are no Standing Committees today.

**Shri Sidhva:** Today we are on the 24th of March and I have not heard anything from the hon. Finance Minister or from the Parliament Secretariat or from anybody responsible for this, about the formation of the Standing Committees whose terms are to expire on the 31st of March. There are nearly 25 Committees. I do not know what is the cause of the delay in making the proposal. (*Interruption*) I am glad to know that something is being done. But what do we do in the Standing Committees? I am talking of my own experience. We sit for half an hour and pass crores of rupees. The meetings are held when the session of this House is over, so that Members may be exhausted and have not the time to look into details. This morning there was

[Shri Sidhva]

the meeting of the Standing Finance Committee of the Railways. I am a member of that Committee and supplementary grants worth Rs. 20 crores were passed between 10-15 and 10-45 A.M. There were only two papers supplied to the members and we had to pass Rs. 20 crores. Is it fair? Is it not the intention that they do not want the Members to know everything. I would ask the Finance Minister kindly to see if some device could be found so that in the new Committees Members will be able to go into the details of all the items and make suggestions to the Government. Now we have no such opportunity. All the papers are not even placed at the meetings. I have just now given you the illustration of the Standing Finance Committee for Railways.

The Finances of the country are the sole concern and are under the control of the Parliament. The Parliament votes the money for the Ministry. They have already passed the Budget. At this stage we say "Please see that you do not squander the money. Please see that the Administration properly spends the money we have given you." The object of this Bill is to remind again the Government and so there may be repetition of arguments advanced during the general discussion. Repetition is sometimes essential. The Constitution was made in December 1949 and became an Act only on the 26th January. So it is only three months. The persons who framed the Act were not fools: they knew what the Act meant. Therefore we must repeat the arguments where necessary so that we may bring them to the notice of the Government. As you, Sir, rightly stated there are four opportunities given to this House for this purpose. We say we have voted money as you wanted but please see that there are possible savings and also see that the amounts shown under each sub-head are not reappropriated by executive order from one head to another. If that is done the whole object of this Bill will be frustrated. I want in this Bill that the House should have the power of reappropriation and not the Executive. Previously the Governor-General had the discretion and the authority to authorise expenditure. But now the President has no *locus standi*. Under the Constitution it is the Parliament which has the power. It should have all the powers as far as finances are concerned. If you read the proceedings of the Constituent Assembly when this article was passed, you will find that Dr. Ambedkar, Mr. T. T. Krishnamachari and other Members made important contributions on that occasion. This is the stage at which the Ministers should bear in mind as to what the Constituent Assembly desired in this matter. Despite the desire of the House to cut down certain items not a single item has been curtailed. I have been a Member of Legislature for fourteen years. All that we have been doing is that we have been talking and talking all along and there has been no opportunity to reduce expenditure because the procedure has been faulty. Now that stage has gone. Let us start with a new stage or a new procedure whereby we can also make our contribution in regulating the finances of this country and we may have the satisfaction that there has been economy and the money voted by this House is properly spent. That should be our object.

All along we have complained that when there was excess expenditure over what was granted by the House the Comptroller and Auditor-General issued cheques. This matter came up before the Assembly on previous occasions. We were then told that the Governor-General had special powers. There is no Governor-General now. I would suggest therefore that the Finance Minister and the Auditor-General should be the real watch-dogs. They must see that they do not allow expenditure beyond what the House has passed. Under the Constitution we expect that even for supplementary grants they should come before the House before such expenditure is incurred. I understand the difficulties that might arise in cases of emergency. Therefore the Constitution gives them power, but this point should be borne in mind by the hon.

Minister that the money voted by the House should be properly spent and not frittered away.

They should also see that no reappropriation is made from one head to another head. Perhaps under the same head from one sub-head to another it can be done, but reappropriation from one head to another should be avoided. That is my point.

During the discussion on the Finance Bill the hon. Finance Minister while winding up the debate stated in response to the request of my hon. friend that he will personally see that in future, when a staff car is wanted, whether it is really needed or not. We are thankful to him for this. As he rightly stated check on staff cars will not bring in crores of rupees. But there are many agreements entered into by various Ministries with various concerns. Take for instance the case of the agreement entered into for prefabricated houses. The hon. Minister's predecessor signed an agreement in London. I sent a copy of the agreement to you, Sir, for certain interpretations. If anyone reads the agreement he will find that it is a one-sided agreement, detrimental to the interests of the State. It is all on the side of the contractors and the result is that the expenditure is piling up day by day. I brought it to the notice of the hon. Health Minister previously. In a question asked whether the hon. Minister's attention was drawn to the fact that prefabricated houses in Great Britain were a success and she replied in the negative. I then asked whether she will make enquiries and see that such a scheme is considered, she replied 'Yes'. She immediately entered into correspondence and this agreement was entered into, in which she has no voice. I want to know whether the Finance Minister went into the details of this agreement. In view of the questions in this House has he called for this agreement even today and seen why these amounts are being piled up. As the House is aware we were told that the houses would be ready last October. From October it shifted to December and later the Minister told me that it will be in March. Subsequently we are told that it will be in August and thereafter a spokesman of the Government says that it will be in December.....

**Shri Kamath (Madhya Pradesh):** January.

**Shri Sidha:** What does that mean? It means that the agreement was defective and our costs have increased. The contractors or manufacturers send their men at our cost and see what is happening here. All this cost is debited to our account. If the agreement is defective, has the hon. Minister taken pains to see or call for an explanation as to why it is so? There are so many Agreements over which he must keep a watch. It is a good thing that he is going to keep a watch over staff cars. But these are the big items which will give him a crore of rupees if he and his staff keep an eye over them. If the staff is under-manned you can have more staff if there is to be a real check. But if the staff is wanted merely for the sake of keeping the staff then certainly we will oppose it.

Having said that, I would like to draw the attention of the hon. the Communications Minister to one matter. The other day, just when it was time for the guillotine, he made an announcement that Sunday will be a holiday in future—from 1st April or 1st May, it was not clear,—for all the postmen and no letters would be delivered. The House was anxious to know more about this but by the time he could further explain the guillotine was applied. But I at least put one question as to whether any alternative arrangement cannot be made for delivery of the letters and he replied "If the Finance Minister gives me one crore of rupees I will do it". Have you not got to look to the facilities of the people? If Sunday is to be observed in Post-offices, the staff in hospitals will have to be given a holiday. They do have a holiday, but may I know whether the patients are told to go home on Sunday and you would close the hospitals on that day?

**Shri Kamath:** There are the railways also.

**Shri Sidhva:** The railways are there, and many other services. But suddenly on the floor of the House the Communications Minister makes this announcement and does not give any opportunity to the House or any notice that they are making this big announcement. Sufficient notice should have been given to Members. Then the House would have expressed its views. I have been gauging the opinion of the Members in this matter and I can say that they are very much displeased that in respect of such an important measure no opportunity was given to the House to discuss it. The hon. Minister makes a statement and goes home. My point therefore is this. This is a matter of great importance. If a crore is to be spent despite economy—I do not know how he has arrived at the figure of one crore—I can say that the postmen would be glad to work if they are paid over-time allowance.

**Hon. Members:** No.

**Shri Sidhva:** Yes, they are. But you don't want to pay them. You must pay them. Then they will work on Sundays. If you want to have another shift, have another shift. There are many ways of doing it. You can have another shift, you can pay over-time allowance or you can have the necessary increased staff. Why do they not do it? That is the point. I was obliged to send you, Sir, a communication for a discussion of this question. I have now got an opportunity, and if I get a satisfactory reply I shall not demand discussion. Otherwise you will have to give time for a discussion of this question, because it is a question of very great importance.

**Mr. Speaker:** Order, order. I do not wish to put any time-limit. But I think the hon. the Finance Minister will require about half an hour or an hour. What time will he require, may I know?

**Dr. Matthal:** I would only require about a quarter of an hour.

**Mr. Speaker:** So I must call upon him to reply at about 4-30. I shall reserve half an hour for him,—because at five o'clock sharp I must put the question. Therefore the only thing which I would enquire of the hon. Member is, will he let other Members have some time?

**Shri Sidhva:** Yes, Sir.

**Mr. Speaker:** But I do not wish to fix any time limit on him.

**Shri Sidhva:** I am thankful to you, Sir. I had no opportunity to make this kind of suggestion in the past. But I won't take more time. I will finish very soon.

Last time when we agreed to the rate of two annas for the envelope and three pice for the post-card, against our real intention or will not to have one pice more on the post-card, we agreed to it because it was stated that there would be many post offices opened in the villages. The other day in reply to one question I was shocked to hear that they are asking for a sum of Rs. 750 or more from the villagers who want a post office to be opened. The qualification underlying was that for a village with a population of two thousand and over no deposit is required.

**The Deputy Minister of Communications (Shri Khurshed Lal):** May I interrupt for a moment? What I said was that if the loss in a post office is estimated to exceed Rs. 750 then they are required to make up what is over that sum. We have opened 2,300 post offices without any guarantee. If the loss exceeds Rs. 750, only then, they are required to make up what is over and above Rs. 750.

**Shri Sidhva:** That is true and I have understood it. But why didn't you make that point clear while asking the House to pass this increased rate on the



postcards—that for opening post offices in the villages this will be the condition that over and above Rs 750 if there is anything they shall have to pay for. This is a new thing.

**Shri Khurshed Lal:** It is not a new thing. It has been there previously. Formerly the limit of loss was Rs. 240. We raised it to Rs. 750.

**Shri Sidhva:** Whatever it may be, we understood that post offices would be opened in villages, small or big, without any deposit. That is my point and I have my grievance on this matter.

I will not take much time of the House. I only want to draw the attention of the hon. the Finance Minister to another point, namely, the re-organization of the administration. While I say 'reorganization' I do not mean reorganization in the sense of retrenchment. Retrenchment may come automatically. But what I mean is the disposal of the work in the administration which is commonly known as red-tapism. May I know whether after these two and half years the hon. the Finance Minister has given any consideration to the question of changing the whole system of this red-tapism?

**An Hon. Member:** They have changed the colour.

**Shri Sidhva:** I will give you one illustration. There is the Salt Committee of which I am the Chairman. Our Committee has been in existence for the last four months only. We have met thrice and made suggestions to the Government, as the Committee's functions are of an advisory nature. We have got in our Department—although I have no power in the administration of the staff—a Deputy Controller, and Assistant Controller and a Chief Controller. The Chief Controller's salary is Rs. 2,800. He is a Gazetted officer drawing high salary. But what happens? The Controller sends the Committee's papers through all the stages in the I. and S. Ministry. Anything going from our Chief Controller who, as I said, draws a salary of Rs. 2,800, has to go to an Assistant Secretary in the Industry and Supply Ministry drawing perhaps a salary of Rs. 700. Then it has to go to the Deputy Secretary, then to the Joint Secretary and then it goes to the Secretary. And for all these three months our proposals are held up due to the cumbersome procedure. Is it fair? Why should not all matters relating to the Salt Department go straightway to the Minister? The things are handled in this manner simply to keep the posts there—the Assistant Secretary, Deputy Secretary, Joint Secretary etc.—with the result that the work is not disposed of. It does not give pleasure to work as the Chairman of the Advisory Committee if things are not carried out quickly. I believe in prompt disposals. It may be that the idea of the Government may be not to reorganise as that would add to unemployment. But they might find other ways of checking unemployment. I am certainly for seeing that unemployment is not increased. How it is to be checked it is for Government to consider. But for the purpose of checking unemployment efficiency would not suffer. For days together the work suffers and I can give you a description of how work suffers. I read some time ago a speech delivered by the Prime Minister in regard to this matter, and I was very happy to find the Prime Minister stating on the same lines that the disposals should be quick. I sent you one question whether all the offices are following the Prime Minister's advice, but you, Sir, kindly disallowed it. I was, however, happy to find in your own Secretariat, in a nice glass frame the following words "I am not interested in excuses for delay. I am interested only in a thing done.—Jawaharlal Nehru". This is, Sir, in your own office. I saw this in the Assistant Secretary's room, and other rooms. I went to the Secretariat to see whether the Prime Minister had given such orders to every Department. But there was no such frame in the Secretariat offices where the administration is functioning. I did not see it—it may be somewhere—but I went to many rooms and I did not see such instructions put in frame. So, it happens that your Secretary is very capable and alert. He

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wants quick disposals in his office. The other Departments must come and learn a lesson from the Parliament Secretariat. They should see how quickly papers are being disposed of here. When the Prime Minister has laid down that dictum, it should be pursued. Each hon. Minister should call all the subordinate staff—I mean the clerks—and mix with them. He must meet them once in a month. Why should Ministers at all feel shy, or rather exhibit a superiority complex that they do not want to see the clerks but they must see their Secretaries only? If you talk to the clerks, if you meet them, your administration will improve. Your efficiency will improve. They will feel proud that the Minister is taking interest in them. They will open their heart to you and you can direct them properly. But I do not know why Ministers are not doing it. We are the persons who said that we belong to the people and yet this is what we find. I do not know if Deputy Ministers and Ministers of State are also doing the same thing, although most of them are popular persons. I do not know whether they have at any time held a meeting with the clerks and talked to them, or whether they are riding the high horse, thinking that it is beneath their dignity to address clerks. Have they gone into the office rooms where clerks are working—I want to know? What is the shame in going to the office rooms where clerks sit? It will only cheer them up. They will feel that the Minister is listening to them. They will open their heart to you and you can also direct them properly. If that policy is adopted, efficiency will be considerably improved. Therefore, I make this suggestion.

I have many suggestions, but I do not want to take up the time of the House. All these matters that I have mentioned relate to finances and the hon. Finance Minister must bring round all the other Ministers. Very frequently, we hear the complaint that there is no co-ordination. One does not know whether there is really co-ordination or not. We hear when questions are put on the floor of the House that they do have co-ordination. All right. It is very good if you have co-ordination. We will be very happy. We will be very pleased. But please follow it and bring about a uniform policy, a uniform kind of system for the administration of the Government. That is my view point, and if that is done, our object will be served. Although we have not been given an opportunity to discuss the Budget threadbare, clause by clause, and we have not been able to cut one pie from what Government have proposed, let us have the satisfaction of knowing that the hon. the Finance Minister will take steps during the current year to see that economy is really effected and retrenchment is made. On this question of unemployment, I can tell you this: Unemployment will take its natural course. I am not in favour of creating unemployment, but unemployment should not come in the way of simplifying the process of administration. Therefore, Government must have courage. They should gather all the strength in them and effect retrenchment. You appointed an Economy Committee and it submitted a report running to several pages. I have gone through it page by page. And yet, when I put a question the other day, the hon. the Finance Minister replied that Government have to spend about Rs 60 per question. Whatever may be the merit of this question, I do feel that the hon. the Finance Minister has broad shoulders and whatever comment we make, he takes it in a broad sense. When he answered that question the other day, I do not know if hon. Members who put the question had the only object of knowing the cost of each question or with some other motive. However, Dr. Matthai refuted in the most emphatic terms that questions are valueless. On the contrary, he said that they were welcome. He also said that in his opinion, questions in Parliament brought up something new which he had not known. Let me tell you, Sir,—one Minister told me privately that he did not know the matter raised in one of my questions; he had to find out and put the thing right. It is for the House to decide whether the Question

Hour should be dispensed with or not—that is not for me. I do not know whether my friends who put that question about the cost of each question had any other intentions for bringing up that question. If they did, they do not know parliamentary procedure or the duties and privileges of Members of Parliament. However costly it may be, it is not a question of money. Here is the right thing and we must spend on it. You know that the House is full during Question Hour—it is much more crowded than at any other time. We are discussing the Budget now where we are giving away crores of rupees, but the House is thin. During Question Hour, it is full. That shows that Members learn. I also learn. I have learnt very many things through questions. I have learnt from the questions put by other hon. Members very many things. So, it is not a question of our not having enough money. Members are jealous of those who put questions, but let me tell them that I am also learning from what they ask during Question Hour. So, Question Hour is very important and illustrative and therefore I am sure the House will not be willing to cut even one minute from it.

I do feel that whenever we bring all these measures before the hon. the Finance Minister we should not be given the answer that we are given, namely, "I have no money to do this." That answer will not satisfy us. You must simultaneously let us know what economy you have earnestly made, what effort you have made to cut down expenditure. That is the point: whether an effort has been made. Then, we will have the satisfaction that the effort has been made. Here is the Economy Committee's report; no effort has been made to implement its recommendations. We are told that they are out-dated; that they cannot work now because devaluation has come. God knows what may come hereafter. With these words I appeal to the hon. the Finance Minister to watch the finances which the House has sanctioned and see that every pie of it is spent rightly and correctly.

**Shri Shiva Rao (Madras):** I shall try to be as brief as possible, and I will hold out no threats of non-co-operation either with the Finance Minister or anyone else. It seems to me that in the statement that you, Sir, made this morning before the debate started you tried to indicate what, in your opinion, should be the scope of the debate at each stage of the Budget Discussion. I thought that the whole point of your introductory statement was to give a sort of warning to the House, without laying down any rules, that there should be, as far as possible, avoidance of repetition and duplication of points. I should say that the last speaker entirely missed this point of your observation when he said that he expected the same points of view to be repeated four times over in the Budget Session.

This Appropriation Bill is, as is pointed out, in accordance with article 114 of the new Constitution which provides that out of the Consolidated Fund of India the moneys required for meeting the expenses of Government will be granted by Parliament. As this is the first time that we are having a debate of this character, I tried to acquaint myself with the procedure that is adopted in the House of Commons at the time of the discussion of the Appropriation Bill, and here I would like to acknowledge the help that I have had from our very competent and knowledgeable Secretary, Mr. Kaul, in finding out the precise scope of the debate on the Appropriation Bill. It is customary in the House of Commons at the time of a debate of this character for the Opposition to put down a motion on one or two Ministries, so that there may be a very detailed discussion on the administrative aspects of those Ministries. I do not say that the practice is the same in the Dominion Parliaments. I think my hon. friend Mr. T. T. Krishnamachari pointed out this morning that it varies from Dominion to Dominion. Recently, I remember to have read that it was on the Appropriation Bill in the South African Parliament that Gen. Smuts moved a vote of censure on the Government for Dr. Malan's racial policy. It

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would be difficult for any Speaker, nowever, vigilant he may be, to prevent repetition of statements which have previously been made on earlier occasions at the time of the discussion of the Budget or on Demands for Grants. Therefore, it seems to me that from the start we should try to lay down conventions, so that we discuss the financial policy at the time of the discussion of the Finance Bill, the other activities of Government at the time of the General Discussion on the Budget and confine ourselves, on the Appropriation Bill, to administrative aspects of Government's activities.

The last speaker made a passing reference to the form in which this Bill has been placed before the House and I think he contrasted it, quite rightly, with the very much more elaborate Bill which is presented in the House of Commons. I have before me the last Appropriation Act of the British Parliament. The Schedule which is attached to the Act—the Bill as it was when it was before Parliament—runs to something like 57 pages and goes into great details of expenditure in each Ministry. I agree with the last speaker generally that whenever there is a re-appropriation, the spending Ministries should come for sanction to Parliament and as my friend Mr. Krishnamachari pointed out, the only exception made in the British Parliament to permit re-appropriation and spending by any department without further sanction, is in respect of the Army, the Navy and the Air Force, and that too in certain cases of exigency the Treasury may authorise expenditure which has not been provided for, but a condition is attached that the aggregate grants for the Navy, Army and Air Force should not be exceeded.

Now, I make this point because our own Appropriation Bill only gives lump sums under each heading. We have Rs. 30 crores and odd allotted to the Indian Posts and Telegraphs Department, Rs. 141 crores for the Defence Services and so on. There is one point in regard to this matter on which I would like to make an observation and that is this: I think it is a complaint of more than one Ministry that there is far too much rigidity of financial control even after grants have been voted by this House. When a scheme has been sanctioned entirely in accordance with the policies and principles of Government, then it should not be left to a mere Under Secretary or subordinate officer attached to a Ministry to scrutinise meticulously every detail, with the result that a great deal of time is wasted and very often the Ministry is compelled to return the money as having lapsed at the end of the financial year. I think it is a problem which should engage the attention of the Finance Minister, how to make financial control effective without being rigid and indiscriminating.

Since at the present moment we are in what one may term a formative stage and we are building up a new machinery, so to speak, for the more effective financial control over the expenditure of the Government, I would like to take this opportunity of making one or two suggestions which partially coincide with those mentioned by the last speaker. It is the intention of the hon. the Finance Minister to ask this House at a somewhat later stage to elect an Estimates Committee. The last speaker made a complaint that the Finance Minister has not been prompt in asking this House to take that step. To be fair to the Finance Minister, I do not see how anyone in his position, with the time at the disposal of the House, could have appointed an Estimates Committee, if it was seriously to scrutinise the expenditure of one or more Ministries. In the circumstances in which we have found ourselves this year, I do not think the Finance Minister could have had recourse to any other step than the one which he has taken. Therefore, we find ourselves without an Estimates Committee at the present moment. I have no doubt that he will ask us before the session is over to elect an Estimates Committee which will scrutinise the estimates of

one or more Ministries according to its choice. I believe, it is also his intention to ask us to elect a Standing Finance Committee, in addition to the Estimates Committee. The functions of the two are very different. While the Estimates Committee will scrutinise the estimates of each Ministry, and suggest economies, in accordance with the policies laid down by the Government and sanctioned by the House, the Standing Finance Committee, on the other hand, will look into new schemes of expenditure. At the present moment, therefore, we are in the position of having to adopt the Appropriation Bill without the benefit of the work of the Estimates Committee. Next year when the Finance Minister presents an Appropriation Bill of this character, it will be for the House, on the basis of the experience of the Estimates Committee that we shall elect this year, to go a little more fully into the administrative aspects of Government's policy than we are in a position to do now.

Speaking about the Standing Finance Committee, I would like to take this opportunity of paying a very sincere tribute to the uniformly helpful and sympathetic attitude which the Finance Minister has adopted as Chairman of the Standing Finance Committee.

**Shri Tyagi (Uttar Pradesh):** He is politer in committees; he is more co-operative at meetings.

**Shri Shiva Rao:** He is certainly franker in the committees.

I do not think we realise on the floor of the House for how many things the Finance Minister is held responsible and criticised where criticism should properly go to one or more of his colleagues. It is the practice of Members of Government to hand over their babies to the Finance Minister to hold, and some of his colleagues, I am afraid, are somewhat prolific in this respect. On the whole, I consider that the Standing Finance Committee has done very useful work and should continue to exist to carry on the activities which have been assigned to it in the past.

I would also like to say this: I agree with the last speaker that there is a very strong case for continuing the Standing Committees of this House attached to the various Ministries. I know that it has been argued that there are no Standing Committees in the House of Commons. My friend, Mr. Krishnamachari, pointed this out some days ago to the last speaker. But I would like to point out that the analogy of the House of Commons cannot always be made applicable to Indian conditions. In the House of Commons because of its long experience, there are on the opposition Benches several members with inside knowledge of the administration. In this House with the very meagre knowledge of the inside of administration that we possess, it is these Standing Committees which give us limited opportunities for acquainting ourselves with the work of the different Ministries. I was glad to hear the Minister of State for Parliamentary Affairs tell the House that it is proposed to move for the re-election of these Standing Committees on a somewhat larger basis than has been the practice so far.

So far as the Standing Committee are concerned, I would like to make a few suggestions. My considered view is that these Committees be larger in number: my own conception of a Standing Committee is that it should consist of not less than 25 or even 30 Members. Some may criticise my suggestion on the ground that it is too large a number. My answer is that attendance is seldom a hundred per cent. Very often it is round about 50 per cent.—I regret to say. Secondly, I would like these Standing Committees to develop more or less on the lines of the committees they have in America, with enlarged powers, functions and responsibilities. I do believe that the work of this Parliament will be much more effective if we had the benefit of a certain amount of inside

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knowledge of the working of the different Ministries. I would, therefore, suggest for the consideration of Government that to each Standing Committee should be attached—call him a convenor or even a Parliamentary Secretary—a person who should have no administrative functions or responsibilities. In reality he would be a liaison officer, so to speak, between the Standing Committee on the one side and the Ministry on the other. He would prepare the agenda for each meeting of the standing committee and he would preside over meetings in the absence of the Minister. It would be his duty also to invite to such meetings the heads of the different Departments.

**An Hon. Member:** He need not be a whole-timer.

**Shri Shiva Rao:** If I may illustrate the point I am making I would say this: We have had on the floor of this House a number of questions, for instance in regard to disposals which, I consider, in spite of the defence put up by the Minister of Industry and Supply last week, to be one of the major scandals. We have thrown away crores and crores worth of capital goods through sheer neglect and incompetence and yet, we have never had an adequate opportunity of knowing directly what is happening to our stores which are scattered in different parts of the country. If my proposal is accepted, I would certainly expect the Standing Committee attached to the Ministry of Industry and Supply to invite the officer or officers concerned with stores and explain to us informally, but frankly, precisely what is happening to our stores. There are many other subjects about which we have extremely scanty knowledge, because we have not opportunities of discussing those subjects fully on the floor of the House. In other words, these Standing Committees would function very much on the lines on which we have had informal meetings in connection with our Cut Motions on the Budget with the representatives of the different Ministries—the Minister inviting his officials to assist us to clear up many of our doubts before we decide which Cut Motion we should move on the floor of the House. In that way, it seems to me that we shall not only gain greater knowledge of the inside of the administrative machinery, but that we shall also have the added advantage of appreciating directly the point of view of the officials who are responsible for initiating policy in many more respects than the House suspects. In many matters it is not the Minister who initiates policies, but really it is the official who sits behind him in the Secretaries that does it. So, as I ventured to point out last year at the time of the General Discussion of the Budget, a great change has come over the attitude of the Secretariat, so far as this House is concerned. In the old days, although the Executive was not responsible to the House, there was always a fear of a defeat; and, officials, who were nominated Members of either the Assembly or the Council of State, provided opportunities of contact for the non-official Members of the Legislature. As those officials were responsible for carrying out the policies of Government, contacts were very useful, but now they are completely lost. All our senior officers of Government make no secret of the fact that it does not matter very much to them what is said on the floor of the House. All that matters to them are the instructions given to them by their respective Ministers. In the circumstances, I think it is very necessary, both to give us an inside knowledge of the administrative machinery and also to bring us into closer contact with the officials so that we may appreciate each other's point of view and each other's difficulties, that the standing committees should function more or less on the lines I have suggested.

One other point before I conclude. It seems to me that one of the great weaknesses of this House is that we have no contact at all and we seek no contact at all with our constituencies for the simple reason that our constituencies are States and not divisions of States as would be the case after the general elections have taken place.

**Prof. Ranga** (Madras): That is not the case with most of the Members.

**Shri Shiva Rao:** The result is that no attempt is made by Members of this House who are not Members of Government, between sessions of Parliament to explain the policies and defend the actions of the Government before the electorate.

**Prof. Ranga:** That is not correct.

**Shri Sidhva:** Who says?

**Shri Shiva Rao:** That is my view.

**Prof. Ranga:** May I inform the hon. Member that it may be the case of those friends who have been obliged to stay all the time in Delhi or abroad?

**Mr. Speaker:** Anyway, the hon. Member is speaking for himself.

**Shri Shiva Rao:** The suggestion I was going to make was this: We have not organised our political forces in the way in which they should be. Some time ago I took the liberty of writing to the headquarters of both the Conservative and Labour Parties and a few weeks ago I got from them literature on the structure and constitution and mode of functioning of those bodies, the manner in which their election programmes are drawn up. I have had sent to me, in spite of the preoccupation of those two parties with the General Election which took place in Britain recently, most interesting and valuable literature which I propose to place before the party executive here.

My point is that unless greater facilities are given to Members of Parliament to travel about the country, we cannot have that contact which I think is necessary between the Members of this House and public opinion outside. Therefore I would like to suggest, particularly to the Minister for Railways, whether it would not be possible to substitute for travelling allowance, free passes to enable Members of Parliament to go about as much as they desire. I am glad the House agrees with my view on this point.

**Mr. Speaker:** Before we proceed further, I would like to have one point clarified about the fixation of the time. We have this Bill now in two stages. After the consideration motion we shall come to the clause by clause stage. Mr. Sidhva has certain amendments to be moved at the clause by clause stage. Now how do we divide the time available? How long shall we have the general consideration?

**Shri Shiva Rao:** The introductory speech may be taken as having been made in respect of the amendments.

**Mr. Speaker:** I would like to know from him whether he is going to move his amendments.

**Shri Sidhva:** I would like to know the view of the hon. Minister. This is in consonance with the provision in the South African Constitution which gives power to the House.

**Mr. Speaker:** For practical purposes then I take it that he has expressed his views in support of his amendments and would like to hear the Minister. Then he may or may not move the amendments.

**Shri Sidhva:** Yes.

**Mr. Speaker:** Then we need not take a long time at the clause by clause stage.

We shall then proceed with the General Discussion right up to 4.30.

**An Hon. Member:** The Minister may reply after the first reading.

**Mr. Speaker:** If we go on with the first reading till 4-30, the Minister will reply and we shall reach the clause by clause stage.

**Prof. Ranga:** In that case you will have to give a little more time to the Minister. We find it very unsatisfactory when the Minister tries to give answers in five minutes. There would be no meaning to the debate if the Minister replies in five minutes.

**Mr. Speaker:** If I extend the time up to 4-30 and then call upon the Minister to reply, he may take as much time as he wants and if there will be no time left for the clause by clause discussion, I shall put the question at 5 P.M. I shall call upon him to reply at 4-30.

**Shri T. T. Krishnamachari:** At the outset, I would like to mention one fact that has happened in the course of the Budget discussion that took place during this month and that is that matters were so arranged that there was no concentration on the policy of the Government generally except such as was indicated by the hon. the Finance Minister in his Budget speech and his subsequent explanations. So we had no discussion on Cabinet which used to be in the past the main subject of discussion. I do not know who is responsible, but that made the possibility of a full-dressed debate on the policy of Government something which could not take place.

I propose to devote the few minutes that I am going to allot myself, to deal with one or two aspects of the general policy of Government, particularly in regard to administration. But before doing so, I would like to refer to the position taken up by my hon. friend Mr. Sidhva in regard to the fact that the Appropriation Bill is a document which does not cover many pages. Actually there is no point in our copying somebody else. In fact the Appropriation Bill follows the scheme of the authentication by the Governor-General in the past, and if the House scrutinises the Appropriation Act of the House of Commons which Mr. Shiva Rao quoted, they would find that there is nothing much in it, excepting that it mentions the borrowing power of Government, that it also expresses certain amount of latitude in regard to appropriations in the matter of the three defence services, that if there should be a surplus in one service, it could be appropriated to the other services. I would like to mention that since we are now beginning more or less afresh, two things would be necessary before long. One is that the Finance Minister will have to bring in a Bill before the House for providing for a Contingency Fund under article 267 of the Constitution. The second fact is that the House, unless it proposes to agree to the *status quo*, will have to indicate the limit of borrowing that it proposes to put on Government. I think there is an article which permits Parliament to put a limit on borrowings, should it want to do so. Well, that can be done as an ancillary Bill to the Finance Bill. It may be that the Finance Minister would be able to say how much he is going to borrow or have an overall limit so that he may have the freedom to borrow a little more. I find the hon. Minister is looking into the Constitution for the particular article. It is article 292. That would be necessary.

Another matter to which I would like to refer before I go into my main subject is the speech made by Mr. Shiva Rao. My hon. friend Mr. Rao apparently thinks that the Estimates Committee would go into all the estimates. I do not know if it would do so. But in the House of Commons it does not, there it only goes into a few of the items.

**Prof. Ranga:** Year by year?

**Shri T. T. Krishnamachari:** Yes, it may be that over a period of years they complete the whole set of demands.



[*SHRIMATI DURGABAI in the Chair.*]

The second fact that he mentioned and with which I am afraid I am entirely in disagreement with him is due to the fact that my friend is a little too late in making this suggestion. My friend Mr. Shiva Rao made the suggestion that we should have committees analogous to the committees that function in the United States of America, or perhaps even committees that function in France. That suggestion should have been made at the time when we made the Constitution. In that way we could have done away with the responsibility of the Minister, and put in an irresponsible executive, a more or less irremovable executive and then tied him up by means of load-stones round his neck by means of Parliamentary or Congressional committees. My friend is mixing up the two things, and it is a very bad mix-up. Personally speaking, if actually all these committees are going to be started, if they are to be brought into existence, I have no doubt that it will be a very popular suggestion, though many hon. friends would like to get elected to the committees but may not like to attend their meetings. But what would really happen is...

**Shri Sidhva:** Do you want to expand the functions of the committees?

**Shri T. T. Krishnamachari:** My hon. friend Mr. Sidhva will please hold his soul in patience for a few minutes, if he has one. The question is, who is going to be responsible? The responsibility is going to be on the Minister. Naturally the committee is a fifth wheel, more or less. In fact, if I would be permitted to make the suggestion, I think we had better scrap most of the Standing Committees attached to the various Ministries that now exist. On the other hand for the purpose not merely of educating Members and also for keeping them in touch with what is happening, a large committee similar to what Mr. Shiva Rao mentioned may be had, for two or three broad subjects, covering economic affairs, Finance, Foreign Affairs, Food and Agriculture—because they are important—let us have something on those lines with a larger number of Members to whom the Ministers concerned may make statements of policy, bringing officials when necessary to assist them, and they would get guidance and direction from the Members of the House. That would probably be more efficient, especially if the meetings are held at periodical intervals. As regards the existing committees, most of them hardly have any quorum when they meet. I know of one particular case—I am not a member on any committee now—one connected with the Commerce Ministry, and it rarely gets a quorum. The Minister proposes certain things and the whole thing is passed and you get a sort of summary of the Committee's proceedings. It is time the House does consider how to make co-operation between the Members of the House and the Ministries effective, at the same time leaving the responsibility of the Ministers unimpaired. If the Members of this House want to have a finger in the pie, as undoubtedly they want, and they have a large standing committee attached to every Ministry, then the ministerial responsibility to that extent is affected. The House has therefore better decide which they want, whether the Minister should be responsible or whether the Minister should be made irresponsible.

One matter which I wanted to mention particularly, taking this opportunity is something which has been made mention of before by Mr. Sidhva and also by my friend Mr. Alagesan on a previous occasion. I am one of those who think Government have not been idle all these years. They have been active. It is wrong to say that the Ministers of this Government have wasted their time. It would be wrong to put at the doors of any particular Minister or at the head of the administration, the sins of omission, because during the last two and a half years, they have been so preoccupied. But at the same time, the fact remains that the administration has not been geared to the needs of an independent country. My hon. friend the Minister of Railways and Transport was put in charge of the reorganisation work of the Secretariat. I do not know if

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any report or even the summary of his report has been circulated to Members. Perhaps it has not even been considered by the Cabinet, and we know nothing about it. But it is undoubtedly true that the Secretariat to-day is working in the same way that it has been doing before. Not that I would like to echo the sentiments that are expressed often times in this House about what the officials do, their sins of commission and of omission. In fact, I think it is completely wrong. I think one of the reasons why, in spite of our preoccupations, in spite of our inability to devote all the attention that is necessary for the reforming of the administration, that administration is kept going, it is due to the core of the civil service. And Members of this House are doing no service to this country by condemning them in season and out of season. There may be a few officers here and there who are lazy. There may be officers here and there who are selfish. As a matter of fact most of us are lazy and some of us undoubtedly selfish. But the majority of the officers have a sense of duty and in these rather difficult circumstances they are functioning as efficiently as they possibly can.

I think it will be very unfortunate if we, responsible Members of Parliament don't recognize the difficulties and handicaps under which they labour. Nevertheless it does not mean that the administration could not be reformed and improved. There is undoubtedly a lot of duplication of work. There is undoubtedly a lot of unintelligent allocation of work and there is also very little of co-ordination between Ministry and Ministry. I see my friend Mr. Neogy is here. On a previous occasion I ventured to offer him some advice in regard to a particular section of his Ministry, and—I don't know for what reason,—he suddenly flared up and asked me to keep my textbook knowledge to myself. I would like to tell him that these things are not borrowed from textbooks; these are learnt from severe lessons which he and myself have learnt by trying to see where the administration goes wrong and by constantly using our grey cells or making them work instead of just lying in the back and feeling completely frustrated. I have no desire to get even with my hon. friend but I do feel that as I had no opportunity to speak in this House after that occasion, I have to say that. I think that attack he made, which was publicised by an avid press which just hangs on the lips of hon. Ministers, was completely uncalled for when I suggested that he could reform a Department of his which stands, I think probably to a very large extent unjustifiably—most criticized in the eyes of the public. But I do feel that the time has come when if the report of my hon. friend Mr. N. Gopalaswami Ayyangar is not adequate, it is worth-while having another Committee with some experts in administration to go through the whole matter again and give a report for a complete reorganization of the Ministries, so that the responsibility can be spread over a number of people. There is no point in having a Deputy Secretary, a fairly highly paid man with about ten or fifteen years' experience and then ask him to wait for every order that he has to issue for the wishes of his Secretary or the Minister. Some responsibility must be placed on his shoulder. If he goes wrong once, twice, third and fourth time, sack him. Similarly the work of the Ministries must be more or less divided evenly among the senior officers. In fact I do feel that in a Government like ours with the demands on its work and efficiency constantly growing, you want more people to take responsibility, similar to the Principals in England and our position is not the same as England because in England the Government is a unitary Government that functions in the country. Here this is a Government super-imposed over a number of Governments functioning in various areas. Therefore the difficulties of this Government are far greater than any Government under a Unitary Constitution. It would therefore be necessary that officers in this Government will have to take responsibility. The responsibility will have to be divided

among them so that more important things will have to come to the Minister, other things will go probably with one or two checks so that matters could be attended to expeditiously. It has been mentioned to me in Madras that the Provincial Government often finds that once they send something to Delhi, nothing is heard about it unless they send somebody along with it, a Secretary or a Minister to take the matter up at the highest level, and then only things move. Therefore there is something wrong and the reorganization of the Secretariat is a very necessary thing. At the same time I would also like the Government to bestow some attention in regard to policy-making aspect of it. I think my hon. friend Mr. Shiva Rao said that officials oftentimes initiate policies. I am afraid it is not altogether right. Unless it be that the Ministers have absolute confidence in the officials and are prepared to stand by whatever they do, policy making must at some stage or other be thrust on the Minister and on the Cabinet. Take for instance a subject about which I spoke the other day *viz.*, a particular provision in the Finance Bill. How does the new proposal for taxation emanate? It emanates from the fact that the tail wags the head. It is not often the case of a tail, it is just that little brush of hair at the end of the tail that wags the whole head. I have no quarrel with that particular person who represents that little brush of hair or perhaps a wisp of hair but from what I have heard subsequently, it is wrong to allow any junior officer in any Department, however much an expert he may be, to be the last word on the subject in the Ministry of the Government of India, to be able to say to any person "Yes we shall have a duty of 90 per cent. this year, we shall have 150 per cent. next year and you have no business to exist if you should suffer thereby". That is the position under which the Government of India is functioning to-day. An official with a status of less than a Deputy Secretary and who is merely an expert should be only able to advise. If he is going to say that "I am laying down a policy", and in actual fact he has laid down a policy which has passed through various Secretariat meetings, through various meetings of Ministers and Ministerial Committees, through the Cabinet and through the Legislative Department and ultimately there emanates a particular clause in a very important measure of taxation, then I think there is something wrong with the Government of India and I am making this statement not with any reservation. I am quite prepared to stand the test of any enquiry when I say here and now that this is a thing which has emanated from somebody who may not be held responsible. It is wrong to invest that responsibility on him because it is apparent he is unbalanced. This is only an indication of how things move and therefore it is very necessary that before we proceed further, the report of the Gopaldaswami Ayyangar Committee for Reorganization must be considered at the highest level and if they find that there is any difference of opinion among the members of the Cabinet in regard to the advisability or otherwise of implementing the whole or a part of that report, there must be a further Expert Committee to go into the question so that a complete reorganization will be made. Responsibility in matters of office should be fixed on officer beginning from Deputy Secretary upwards and so far as the ultimate policy-making is concerned, it will be the responsibility of the Minister and the Minister will have to take the fullest responsibility and no measure should come before Parliament before it is completely vetted, before opinion is canvassed on it, before every possible facet of its effect has been completely examined and then only Parliament should be asked to pass its opinion on it.

I apologize to my hon. Colleagues in this House for taking this time but I did feel very strongly on this because I had no opportunity to go into it when the Finance Bill was being discussed but as I went about investigating how it happened I felt that there was some serious lacunae somewhere, and I felt that such of those hon. Members of Government as are present here ought to be told about it so that they may tell the Cabinet and the Prime Minister that

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the reorganization of the Government of India and the question of deciding on the policies to be followed by our Government should have their primary consideration in spite of all other preoccupations.

I have no doubt that the House will not ask me to say anything about this particular Bill which again is only an opportunity for people who have not participated in the budget debate like myself to have their say and I am very grateful that the Government have instituted this additional measure which provides an opportunity for people like me to have a say in this House.

**Shri Borooah (Assam):** I only want to make one point in this connection. My hon. friend Mr. Krishnamachari made a distinction between the nature of the Government of India and of Great Britain. He has shown that the Government of Great Britain being a unitary one, things are rather easy for them but so far as this Government is concerned, this is not a Unitary Government. There are different State Governments. But ultimately the administration of the country, the good government of the country, is the responsibility of this august House and the Government that represents this House. Therefore I feel that there has been some difficulty about co-ordinating the work of this Government and the Provincial Governments on the one hand and the work of the different Departments of this Government itself on the other. I would only cite one example. We have been told in this House that the one big problem for us is to earn dollars. The one industry that gets us a substantial part of our dollar earnings is tea. It gives us about Rs. 80 crores worth of dollar exchange for us, and therefore it is an industry about which we have to take particular care. The hon. the Finance Minister has prepared his Budget with a view to stimulate investment and production in this country, and therefore this Budget has been aptly called a production Budget. I do not know what will be the effect of these tax reliefs on the production in this country. What I want to bring to your notice is that while the Finance Minister has given some incentive to the capitalists, he has provided for no incentive to the labourer. Unfortunately the primary producers of tea in this country have been altogether neglected. The labourers who in the ultimate analysis produce wealth, produce about Rs. 80 crores worth of dollar exchange for us, have not been taken notice of in this Budget. I will only quote from a report of the Deputy Director-General of Health Services of the Government of India about the condition of the labourers in the tea plantations in India. He says:

"The general impression gained during the tour of Assam was that the state of health of the labour was poor. Under-nourishment and general weakness were evident even among the people seen working on the gardens or walking along the roads. There seemed a general lack of vitality. Children were rarely seen running about or playing. They ambled along like old men."

This report was published in 1947. These are the conditions of the men, women and children who produce this Rs. 80 crores worth of dollar exchange for  
 4 P. M. I should have thought that the Government could have taken some extra care of these people, if not on humanitarian grounds but at least on business grounds, on commercial grounds, to see that these producers of our wealth are better looked after, that their health and strength improve and along with them their productive capacity also improves. The Government of India was good enough to call a tripartite conference of labour, Government and the planters to discuss how to improve the living conditions of the workers. And from the report of the proceedings of the Industrial Committee on Plantations I find that the planters gave an undertaking to the Government as well as to labour that they would fulfil all the recommendations of

the Deputy Director-General of Health Services. I would quote only one sentence from that:

"He (Mr. Llewellyn who represented the planters on the Committee) thought that everything suggested in the Report should be carried out by legislation but assured the House that the Indian Tea Association would not wait for any legislation but would at once go ahead to carry out in spirit and in letter everything that Major Lloyd Jones had recommended."

This was in 1948. Two years have since passed and nothing has been done.

I would point out to another aspect of the report submitted by Major Lloyd Jones. He says that apart from mal-nutrition which has impaired the strength and therefore the productive capacity of our labour, the child mortality in the plantations is enormous. In certain gardens it is as much as 88 per cent. What incentive can these poor people have to produce wealth, when their children die in such large numbers in their infancy?

The other day I heard the hon. the Finance Minister criticising Mr. Khandubhai Desai and saying that he did not know whether he was a well-wisher of labour or somebody else masquerading as one. I do not know whether the Finance Minister makes a distinction between friends and enemies. He may or may not know, but I can tell you that if anybody stands between chaos and order in the tea industry, it is Mr. Khandubhai Desai and his workers. You have seen the intolerable conditions that are obtaining today in the tea plantations and you also know that it is on account of these intolerable conditions, Malaya has become a hot bed of loot, arson and murder. I may assure you that none of us want that condition to prevail in the plantations of Assam, thereby not only impairing our internal security, but also our dollar earning capacity. It has been suggested by the owners of the plantations who are mostly Britishers, that they cannot afford to improve the conditions of labour because there is a slump round the corner. As a matter of fact, even in the meeting of the Industrial Committee on Plantations, the representatives of the tea industry made it clear on the authority of the Chairman of the International Tea Committee that they were expecting a slump any time. But, then, I learn from the monthly statistical summary of the International Tea Committee for February 1950 that consumption of tea has gone up this year by about 70 million pounds, and also that the price of tea has gone up considerably. In 1948 the export rate was Rs. 1-10-0 a pound. Today, it is Rs. 2-1-10. You are aware that the tea companies paid enormous dividends, some of them as high as 95 per cent. Even today, many of them are paying high dividends. In addition, they are also paying their European Executive officers, directors and shareholders a lot of money in the shape of what may be called bonus. But, they say that they have little money to improve the conditions of labour. It is a pity that due to lack of co-ordination between this Government and the State Government of Assam, the case of labour is going by default. When the labour leaders approach the Government of Assam, they say that this is the responsibility of the Central Government inasmuch as the Plantation Committee was called under the auspices of the Central Government and the Central Government took upon themselves the responsibility of initiating the Plantation Bill. When they come to the Central Government here, they are told that this is ultimately and really the responsibility of the provincial Governments and as such they have come to the wrong place. Therefore, I feel that there is a case for better co-ordination between the State Governments and the Central Government. The other day, the hon. Minister of State for Railways criticised the Government of Assam very severely. It pained us a good deal.

**Shri B. K. Chaudhuri (Assam):** He has since expressed his regret.

**Shri Borooah:** I am coming to that. I am glad that he has made handsome amends for that. I refer to it not because I want to criticise him, but only I want to bring out that there has been lack of co-ordination between the provincial Governments and the Central Government on the one hand and the various departments of the Central Government on the other. We find that so far as the building of these two roads is concerned, three departments of the Government of India were independently in touch with the Government of Assam without reference to each other. Such a thing must be put a stop to, if we want the administration to improve.

**Mr. Chairman:** May I suggest to the hon. Member that he may be brief in making his submissions, because we have got only 20 minutes more. If he is brief, he will be giving an opportunity to other hon. Members to make their submissions.

**Shri Borooah:** I am concluding. Therefore, I suggest that we should take extra care to see that there is better co-ordination between this Government and the State Government as well as between the various departments of this Government and that would improve the tone of the administration to a great extent.

**Shri Joachim Alva (Bombay):** The hon. Finance Minister in a light-hearted mood said the other day that we might face economic dictatorship as against the economic democracy we are working for. This is no light-hearted statement, for, during the next four or five years, we shall have to build up our economy in such a way that we shall not falter; otherwise we shall be on the brink of a revolution. I am one of the representatives from the city of Bombay where there is a large urban population. A large urban population which has neither houses, nor food nor clothing makes up the best cause for a revolution. After all is said and done, people from the countryside go into the towns and cities and the cities have now an overwhelming population and if their problems of housing, food and clothing are not solved in time to the satisfaction of the large mass of urban workers, in the cities, we shall have all the elements to make up a revolution during the next four or five years. Half of Europe is in the grip of economic dictatorship. Economic dictatorship taps at the door whether of the political worker, or the industrial worker or above all an intellectual scholar, as it did in the days of Nazism. We are a kind of an island on this side of Asia and if this island is submerged in a revolution, there shall be no kind of freedom left. The capitalist struck when the Liaquat Ali Budget of 1947-48 came up, when it was found that less than 25 per cent. of the population was asked to pay half of the taxes. No doubt, our national wealth today is about Rs. 4,500 crores and on that we are raising a revenue of ten per cent. Our national wealth was Rs. 2,500 crores before the war. This national wealth has to be distributed among the large mass of humanity in the countryside and in the towns. As I told you, if in the three or two principal cities like Bombay and Calcutta, you cannot solve the housing, clothing and food problem, we shall have very severe trouble ahead.

In regard to economy, we have more or less agreed that we shall have a kind of mixed economy. As you know, you have to take a realistic view of the problem. In Bombay, we have got about or more than 50 mills in which there are about five lakhs of workers. If you ask a lakh of workers to contribute one rupee each and become the shareholders of the mill and run it, and tell them that they are entitled to the profits, the workers may not come forward or perhaps they may not be able to run the mill at all. We must take a realistic view of the problem. When you ask for the nationalisation of big industries, take the case of cement or steel, they are run on very perfect business and sound lines, and we shall have a better and sounder business proposition when the workers of this country or the Government or the masses will have a fifty

per cent. control over the large industries and the other fifty per cent. controlled by private enterprise, so that there may emerge an efficient organisation putting an end to all this large scale corruption or inefficiency as the case may be that is existent in the railways, posts and telegraphs and other departments. We are glad that we shall have a kind of mixed economy, in which some industries will be left for private enterprise and certain top industries will be nationalised and some others in joint enterprise, private and state. We shall have to hold fast and firm to these ideas for the next four or five years.

The hon. Finance Minister made a fine Budget statement but the skylines have not been hit and there is not that brightness that there should be. He looked towards the capitalists, the industrialists and to the investors and to them made a present of Rs. 15 crores. But these people have not risen to the occasion. The investment market has not shot up. It is still in the same dull state: there are no bulls and it is all bears. Is this the way in which capital should co-operate with Government with a background of the most promising Budget statement made by the Finance Minister. That shows that capital cannot rise to the heights of patriotism. Unless there is general co-operation and co-ordinated effort with inspired patriotism both on the part of labour and capital, we cannot pull this country out of the chaos which will threaten us in no distant time. We have to pull our country with the spirit of sacrifice which permeated Mahatma Gandhi and his followers, many of whom are in this House. As Mr. Karmarkar very rightly expressed we shall have to pool our efforts for the next 25 years as we did during the period 1920 to 1947, so that India can attain a stature which will put her up on the map of the world. Towards that end every citizen should work hard and contribute her or his share to the national income.

There are some obvious remedies. We have those projects for the construction of six dams which will cost us more than 400 crores and which are expected to be constructed in the next ten or twelve years. Out of them it is expected to generate 2.5 million kilowatt of electric energy and 21.25 million acres of land which will be brought under irrigation during the next ten or twelve years. We shall perhaps then have our countryside strewn with harvests, which our agriculturists will be happy to reap and electric energy harnessed for cottage industries.

Next is the housing problem. As I said this problem is really very serious and half of the urban population is almost on the streets. You may find in one small room as many as twenty people in the cities. The Government of India promised one million houses in 1948 but we have not yet achieved even one-tenth of that target.

Then, there was the great announcement regarding the Planning Commission in the Budget statement of the hon. Minister. In ordinary times an announcement like that if made in any part of the world would have aroused the highest expectations. We have a Planning Commission consisting of very distinguished persons and the finest personnel you can find in the country, the best team of experts, wise men and patriotic men and above all men of unimpeachable integrity. Yet we are not very enthusiastic about it, because things are still not dynamic. Capital is still stagnant and labour in a rebellious mood. Our salvation in the next two or three years will depend on the results of this Commission. If the Planning Commission plans wisely we shall be able to solve a lot of our problems. But I find that the terms of the Planning Commission make no mention of full employment for everybody and that is the crux of the problem. No doubt the terms of reference state that we shall exploit all our resources and that the talent and wealth of India will be brought together and exploited for the benefit of the country. We shall have to find

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out what is the income, what state insurance or family protection shall be accorded, the family being the unit of the State. The welfare of the State and its development as a whole should be dealt with at the lower and top levels. The announcement of Planning Commission has been received with mixed feelings. Capital today is in a striking mood and labour is in an irritable mood and people are sullen not knowing what the issues are which are at stake. I hope this Commission will bring out its report within the next eighteen months and if this Government or the Government that be does not put into practice the Commission's recommendations or fulfil them we shall be really for hard time.

I want to mention one point about the Income-tax Investigation Commission. From the report of the tax Evasion Investigation Commission it is obvious that the methods adopted to evade taxation by the rich men and capitalists are disgusting. The rich men overloaded with war profits have been trying to find ways and means to hide them, even from their best friends, neighbours and relations and they have invested them in gold, pearls and diamonds which are hidden or invested abroad. This money is tainted money. But we have also got to take a realistic view of things. This money was the outcome of the war, they are the results of war profits. The Britishers were allowed to walk away with tons of such money and we did not raise our hands or voice so much against them but only smiled at them when they packed off from this land. We must also remember—and it is a plain fact—that a lot of money for the coffers of the nationalist movement came from the captains of industry. Our hopes and ideas are mixed up and there is a kind of vicious circle. Out of over a thousand cases tackled by the Commission they were able to net in only four or five crores and one would wonder whether it is worth all the effort and labour of the Commission. It almost looks like the case of the proverbial mountain in labour bringing forth a mouse. We must make the income-tax law tighter for the future so that ruffians and black-marketeers shall not escape the clutches of the law.

We shall now have to get on to the next business. Our problems for the future are very hard and our tasks are much greater. We shall have to turn to these people again and tell them that they have not arisen to the patriotic heights expected of them and that we shall not allow them to go away like that in future. We shall then appeal to all sections of society in the country to make a united effort, so that we may march on to the next task ahead.

In the Select Committee stage the Finance Minister should take note of five essential things which the average man in the countryside needs—matches, vegetable oils, cloth, cigarettes and kerosene. The excise duties on them should be lowered. The rations for every individual in the city cost an individual, less than ten rupees—I mean the rice or wheat and the other things that you get with your essential rations for every day. Matches, kerosene, cigarettes and other things make the cream of a man's life and the excise duties on them must be reduced. The people must have some kind of relief in this respect. A man who earned Rs. 1,500 formerly before the war, is on a par with the man who earns Rs. 5,000 today and there must be relief given to people up to Rs. 10,000. In the next five years we shall have to make a great, heroic and herculean effort or else an economic dictatorship or the march of iron heels will be inevitable in our country.

Some Hon. Members rose—

Mr. Chairman: Will the hon. Members be willing to finish within five minutes?

Hon. Members: Yes, sir.



**Mr. Chairman:** Mr. Tyagi. He may please finish in five minutes.

**Shri Tyagi:** Madam, since you have allowed only five minutes I must cut short what I want to submit and speak out the sentences which I just want to bring on record.

The first thing I want to emphasize is that it must be borne in mind that expenditure must be according to the amount of revenue, and revenue must be based on the capacity of the taxpayer to pay ultimately. That is the basic principle which I believe in finance. We should not first create our expenditure and then to meet the expenditure tax the people. This is a wrong way. We must know how much we can realize and then spend according to that. This is 'appropriation' of whatever has been passed in the Budget. I submit it is misappropriation if there is even a rupee spent where it is not necessary. It must be spent only on essential things and from that point of view we should regulate the expenditure of the year. This is my second point.

My third point is that the State has to be democratic. In the first place I demand that before appropriation is permitted the Government must become a Republican Government according to the Constitution that we have passed. I mean that the Government must be reconstituted by the President because it is the demand of the Constitution that the President must appoint a Council of Ministers. It must be appointed immediately and it must be the new Government which must handle the money now being allowed to be appropriated.

**An Hon. Member:** They have taken their oath of allegiance.

**Shri Tyagi:** The Ministries must be re-grouped. The present unscientific line of grouping should not be perpetuated but they must be redistributed. The number of Cabinet Ministers must be reduced and the number of Office Ministers must be more—meaning that Office Ministers are those who work on the files and Cabinet Ministers those who will think about our problems—so that the other Ministers could work the Departments. Every Cabinet Minister must have three or four Departments in his charge which must be worked by the other Ministers who may not be Cabinet Ministers. I am in a hurry and therefore I am just submitting my points.

Then, along with this, the Secretariat must be reorganized. This demand has been made many times but it has not been met. I submit that it must be reorganized, and those Secretaries who have been here for a number of years must now be sent to the Provinces to give the benefit of their experience to the State Governments. Previously, in the British days, after three or four years a Secretary used to be sent out. But now once a Secretary is appointed he is perpetuated for ever. It will deteriorate the administration if they are allowed to stay here for long periods. They must be sent out and fresh blood must be had.

Then this idea of pomp and show and exhibition and false notions of position and prestige must go. I submit that so long as the Prime Minister does not himself voluntarily behave in the way of a proletarian Minister we shall not be satisfied. We want to see the Ministers eating on a table along with their *chaprassai*. This is my criterion. Manhood will be respected in India only when the biggest will eat with the *chaprassai* on the same table. So long as the Government does not give up its false notions of prestige, India cannot bring faith in our claims of being a Republican Government. That is my view. So, the false notion of prestige must be shed from the Ministerial Benches, and then from the Secretaries and other high officials and then from the subordinates. Here, there is a question of one man 'boasting' over the other, meaning as if one has become a slave of the other. This slavery starts from the governmental organisation. This slavery must be wiped out. Discipline will be

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best maintained if the *chaprassis* love me, and I love them as man to man. Fear complex must be replaced by love.

Then I want to bring to the notice of this House the fact that the bigger an officer becomes the bigger becomes the number of his *chaprassis*. There are some big officers who are misappropriating their *chaprassis*. Some officers are having their motor cars driven by their *chaprassis*. The *chaprassi* is a government servant but he is driving his officer's car. Always, all the twenty-four hours that government *chaprassi* is utilised as a driver, which means that that big officer is drawing his pay, and over and above that, the pay of his driver also. There are many such things that have come to my notice, but I don't want to name all of them. There are many people who are using them as *khansamas* in their houses. That must stop. I cannot trust any such big official to hold any post here in the Secretariat. I therefore submit that this sort of superiority complex must be completely shed. I think my five minutes are just about to be over and I will finish with one sentence.

**Mr. Chairman:** Has he finished? His five minutes are over.

**Shri Tyagi:** Then it is all right. I agree with all that has been said about red tape and other things. I hope the sentiments and wishes of Parliament will always be respected by my hon. friend the Finance Minister. I was in a hurry and I am sorry I could not complete many of my arguments, but I hope my friend Dr. Matthai will not be hard on me. I also assure him that I am talking excitedly under emotion. I am talking my sentiments out. I would only end by saying that our Ministers must behave as commoners and not as Lords.

**Shri Khurshed Lal:** My hon. friend Mr. Sidhva complained that the proposal about the closure of post offices on Sundays was brought at the fag end of a day and that he was not given any opportunity to give his opinion on that.

**Shri Sidhva:** Not me but the House.

**Shri Khurshed Lal:** Well, the House. This decision was brought by the Government to the notice of this House exactly twenty-four hours after it had been reached and I do not know how much earlier it could have been brought. And the House had ample opportunities for discussing it because immediately following that were two days of general discussion on the motion to refer the Finance Bill to the Select Committee, on which any question could be raised, and today also when my friend Mr. Sidhva has raised it.

Coming to the merits of the question, I should think that my hon. friend Mr. Sidhva, friend as he is of all the down-trodden and poor, would have welcomed the proposal. It is hardly necessary for me to emphasize that every man must have at least one day's rest in a week.

**Shri Sidhva:** I welcome it, but what about the alternative arrangements?

**Shri Khurshed Lal:** I am coming to the alternative arrangements. The alternative arrangements can be, first of all, to increase the staff sufficiently so that we can give a holiday in a week to everybody and have at the same time the full complement of workers on a Sunday. We calculated that and it would cost us one crore of rupees per annum.

**Hon. Members:** No, no.

**Shri Khurshed Lal:** I was rather surprised that Mr. Sidhva who is always very watchful over extra expenditure, even of a single pie, assumed in this case that this one crore should be spent. And for what purpose? Even now the mails on Sundays drop to one-third of the size of that on a working day.

All the offices and business houses are closed on that day. Even if we had spent that one crore we would not have been able to give a holiday to the workers in post offices where we have only one or perhaps two or three clerks—the staff is so meagre there that you cannot afford to add one more there for the purpose of handling the work on a holiday. To that my hon. friend Mr. Sidhva says "Oh, in that case, give allowance for working extra time". I submit that the giving of allowances is not any remedy for the holiday you deny. The idea of giving a holiday is to provide the worker with some rest. You don't give him that rest if you make him work on the holiday on one rupee or two rupees extra. I therefore submit that the proposal which Government have brought is a perfectly reasonable proposal.

Then I have read in some papers, and also heard from persons who ought to have been more well informed, that this is a retrograde step and that it is not prevalent anywhere. I have had enquiries made and I find that the practice of closing post offices on Sundays prevails in such backward countries as the United Kingdom, New Zealand, Ceylon and also the U.S.A.!

**Shri Sidhva:** The whole day? Are you sure?

**Shri Khurshed Lal:** Yes. No delivery is there on Sundays. My friend Mr. Shiva Rao tells me that there is no clearance either. I am sure he knows better. I know my hon. friend Mr. Sidhva was saying that the hospitals work on Sundays. But there is hardly any comparison between hospitals and post offices.

**Shri Sidhva:** What about railways?

**Shri Khurshed Lal:** I have very limited time at my disposal. My friend tried to raise a smoke-screen about the policy with regard to rural post offices. The position here is, as Government have repeatedly announced, that we open, as a matter of course; post offices in all villages or group of villages round about, which have a population of two thousand souls and where the loss would not exceed Rs. 750 per year. This year we have opened 2,350 rural post offices as against a target of 2,000 post offices, and not in one of these 2,350 has any guarantee been demanded. The guarantee is demanded only where a post office is opened for a limited interest or where we find that loss exceeding even Rs. 750 per annum would be incurred. And I submit that we have got to have a policy like that as there are a large number of post offices waiting to be opened and as funds available are limited. For this year I may announce that there are 8,600 villages with a population of about two thousand which need post offices, and it is the intention of Government to open a post office in all these villages in the year 1950-51.

**Dr. Matthal:** I shall be brief in what I have to say in reply to this debate, because I think many of the issues which have been raised are issues which have already been under consideration by the House in earlier stages of the debate on the Budget.

I will start with the point that Mr. Sidhva made regarding the question of reappropriation. I am afraid Mr. Sidhva is under some misapprehension regarding the real position. We have based our practice in this matter, as far as I understand, on the practice which obtains in the U.K. As far as I know, the procedure adopted in the U.K. with regard to the Appropriation Act is that the Appropriation Act sets the seal of Parliament's approval on the total Grants under each Demand. That is to say, Parliament votes upon the total amounts which are included under each Demand. It is perfectly true that for the information of Parliament, as for the information of our Parliament here, an analysis of the Demands in the various sub-heads is included in the Book of Demands, so that when Parliament is called upon to express its approval of the

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total Grant proposed under each Demand, it has an opportunity of judging on the basis of the analysis provided in the Book of Demands whether the total Grant is justified or not. But the House does not vote on each sub-item; it votes on the total Grant. Therefore, the approval of the House is limited to the total Grant. If that is the position, then it necessarily follows that re-appropriation under the various heads included under the main Demand is a matter that must be left to the Executive and the Executive makes certain rules under which the necessary re-appropriation under each Demand can be made.

**Shri Sidhva:** But these rules are not before the House.

**Dr. Matthai:** As the House knows, in the Rules of Procedure and Conduct of Business there is a provision—sub-rule (1) (c) of rule 144—under which it is the business of the Public Accounts Committee to go into the question of re-appropriation of the total Grant under each Demand and satisfy itself that the re-appropriation made by the Executive is in accordance with the power conferred on the Executive. Thus, the opportunity that the House has for determining whether re-appropriation has proceeded on right lines or not presents itself, constitutionally, in connection with its examination of the Public Accounts Committee's report.

**Shri Sidhva:** That is only after two years.

**Dr. Matthai:** May I go on? I have only a few minutes. It is perfectly true—and I think that that is the implication of Mr. Sidhva's suggestion too—that when Government themselves place before the House a list of the various sub-items that constitute the main Demand, although it is primarily for the information of the House, yet the good faith of Government is involved in it—that is to say, Government persuaded Parliament to vote for a particular Demand on the basis of the various sub-items which it presented to Parliament; therefore, Government's good faith is necessarily involved, because having got Parliament's sanction on the basis of the information provided for it, it is a moral obligation on the part of Government to see that the expenditure proceeds according to the information placed by it before the House. That part of Government's obligation, so to speak, is brought home to Government by the Auditor-General's Report presented through the Public Accounts Committee for the consideration of the House.

Of course, in regard to the United Kingdom, as my hon. friend Mr. Krishnamachari pointed out, this question of re-appropriation arises there in connection with Defence matters. As far as I am able to understand, the position in the United Kingdom is this, that although Defence is shown there under three heads—Army, Navy and Air Force—yet when the estimates are placed before the House, a gross amount is shown against the three items together. The point of that is that in regard to a matter like Defence, it is generally in the interests of the country that a certain amount of latitude should be given to the Ministry for re-appropriations in cases of emergency. The procedure adopted there is this. When the Defence Ministry wants to re-appropriate amounts as between the Army, the Navy and the Air Force, the Treasury in the first place has the right temporarily to accord its approval to a particular re-appropriation, but once it has accorded its approval to a re-appropriation that re-appropriation must be reported to Parliament and Parliament has to confirm it *ex post facto*. Here, as far as our accounts are concerned, that problem does not arise because we show three separate Demands—Army, Navy and Air Force—and a separate amount is shown against each Demand, so that the problem which has necessitated this procedure in the United Kingdom does not arise here. So I, submit to the House that although I quite appreciate Mr. Sidhva's anxiety to see that proper control is maintained by Parliament,

over Government's expenditure, the procedure that he has suggested is not really called for. I would therefore suggest to him that, subject possibly to further consideration next year by him, he might withdraw his amendment now.

The discussion this afternoon related to questions of fundamental importance. The main point that seemed to exercise the minds of those who took part in the debate was the problem of co-ordination of policy and of administration. There is no question which presents greater anxiety to Government today than this problem of co-ordination. Reference has been made to the Report which has been prepared by my hon. colleague, Shri N. Gopalaswami Ayyangar, on the reorganisation of the Secretariat. That Report covers the whole field of Secretariat administration.....

**Prof. Banga:** Will it be published at all?

**Shri Sidhva:** Will the House have an opportunity to discuss it?

**Dr. Matthal:** May I proceed ?

.....and the Cabinet has given a great deal of thought to the proposals contained in that Report. We have covered nearly the whole ground and it is the intention of Government to reorganise and recast the structure of Government organisation, so that better co-ordination is secured. That is one aspect of the question. That is to say in order to secure co-ordination and more speedy and efficient work one important factor that you have to take into account is to set up proper machinery. But machinery is not the last word on the subject, because the personnel who run the machinery are equally important. And although I do not agree with Mr. Tyagi's views in the form in which he put them forward, I think he hit the nail on the head when he said that the human factor in the administration of the Secretariat was of first-class importance.

I think a particular point to which he referred was that we are having now in the Government of India Secretariat a number of officers who have been here too long and who might therefore go back to the States with advantage both to the States and to themselves. I think there is a good deal to be said for it. That, of course, was the practice which obtained here before 1947. But then one difficulty we are up against is this. After all is said and done, it is the Central Government which is faced with the most difficult responsibilities in respect of Government in the country and we are at present faced with a serious scarcity in respect of senior and experienced personnel. Now, if you have only a very limited number of senior, experienced officers and you have got to put them in positions where they could be most usefully employed, then the practical issue arises whether you should not confine the limited number of officers that you have to that level where the most serious governmental responsibilities have to be undertaken. It is a question of balancing the various factors. But I do wish that the House should remember that it is not because we want to give the officers here a "cushy" time at Delhi that they are being retained here. It is a question which constantly worries us as to what exactly is the best way in which these officers could be utilised. Whatever you may say about the traditions of the I.C.S. officers who have been through the experience gathered in the Indian Civil Service, these officers under the new set-up are able to contribute to our new problems something of the experience, the tradition and the sense of discipline which they developed under the old conditions.

A great deal of reference has been made to the question of Standing Committees. I find it difficult to come to a decision on that question as between the opposing views put forward by Mr. Shiva Rao and Mr. Krishnamachari. Most of my experience has been confined to the Standing Finance Committee. As far as that Committee is concerned, I do not think we have ever had to postpone a meeting for want of a quorum. In fact, I have been impressed by

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the fact that every time I called a meeting of the committee even at very short notice, practically the whole of the committee turned up. And I have also been impressed by the fact that the members of the committee when they attend these meetings seem to have given a good deal of thought and study to the papers circulated to them. I am, therefore, inclined to the view that the standing committees, apart from the question of opportunities for education that they give to the members, from the point of view of the work of Government itself, judging entirely by my experience of the Standing Finance Committee, serve an extremely useful purpose.

I think Mr. Shiva Rao raised the question of the control exercised by the Finance Ministry. I am quite aware of the problem that he raised. I think sometimes important proposals are held up because the Finance Ministry takes a certain amount of time in giving its final approval to the proposals. Before I joined Government I was of the same view as Mr. Shiva Rao that the time taken, the delay in the issue of financial approval, was one of the main factors in the dilatoriness which characterises Government decisions. But I have seen a number of cases where complaints have been made to me of delay in the matter of issue of financial decisions and my own experience is that if there has been delay, on the whole the delay has been in the public interest, because a big machine like Government functions without much regard for those matters which have a very important bearing on questions like economy and avoidance of waste and I think the control that the Finance Ministry exercises even in certain matters of detail have a deterrent effect which is not entirely to be disregarded. I agree there are cases where this delay has hampered public work, but, on the whole, I think probably more is to be lost than gained if I issue instructions to the Finance Ministry to relax its present methods of control.

**Seth Govind Das (Madhya Pradesh):** So you believe in red tape.

**Dr. Matthai:** Well, I do not know what my hon. friend understands by red tape. But I think some kind of a tape is very useful for binding things.

I am grateful to Mr. Krishnamachari for drawing my attention to the articles in the Constitution relating to the contingency fund and the limit of borrowing. I shall certainly have these matters examined.

Two hon. Members have referred to the question of welfare work. I am aware that the provision which has been made in the present Budget for welfare work is unsatisfactory. But that is no reason for me to express disagreement with the suggestions that they have made, namely, that unless within the next few years we are able to devote more attention and more resources to questions of welfare, we are likely to be faced by serious trouble. I hope the difficulties that we are passing through at present in the matter of finance will not prevent us within a relatively short period to make amends for this.

My hon. friend Mr. Tyagi characteristically raised the question of prestige and form. He will be surprised to know that I am in entire agreement with him. I do think we are losing a lot by our having unconsciously been driven into the position of having to accept the traditional forms of the old Government. It is possible that we may be able not merely to change our attitude in this matter. If I may express a personal view, I think many of us when we joined the Government in 1946 did so with the idea honestly of getting away as quickly as possible from the traditional forms of Government which we have inherited. But having accepted New Delhi as our headquarters, it seems to me, without our being aware of it, we have been landed in a position which I agree with Mr. Tyagi, is not in accordance with the spirit of the kind of Government that we are trying to run. That, I think, is all that I have to say.

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

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951, be taken into consideration."

*The motion was adopted.*

**Mr. Chairman:** There are amendments to this Bill standing in the name of Mr. Sidhva. I want to know whether he is moving them.

**Shri Sidhva:** I am not moving them.

**Mr. Chairman:** Since there are no amendments to be moved by any Member, I will put all the clauses and the Schedule together.

The question is:

"That clauses 1 to 3, and the Schedule stand part of the Bill."

*The motion was adopted.*

*Clauses 1 to 3 and the Schedule were added to the Bill.*

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

**Dr. Matthal:** I beg to move:

"That the Bill be passed."

**Mr. Chairman:** Motion moved:

"That the Bill be passed."

**Shri R. K. Chaudhuri:** I wish to.....

**Mr. Chairman:** You have got only four minutes.

**Shri R. K. Chaudhuri:** I congratulate the hon. Minister for having piloted this Bill without much trouble. But, in the words of my hon. friend Shri Tyagi, I would like to ask the hon. Minister to have a careful watch so that in the name of appropriation mis-appropriation may not be committed. I would like to point out that when we raised the postage from one and a half anna to two annas we undertook to carry all post by air-mails, but ultimately instead of expeditious despatch of mails by air, we met with great delays in the transit of mails. That is a sort of mis-appropriation. The other day a letter box was found open by some lawyer friends and inside it some 200 letters were found. Those letters had been lying there for three months and they were handed over to post-office officials afterwards. This is a clear case of mis-appropriation of public moneys. You take money for the stamps for carrying the letters and do not send the letters.

There is another case of breach of trust. I believe I can call it breach of trust. The hon. the Finance Minister had given to the Province of Assam some assurance that money would be paid and on the basis of that assurance, they framed a Budget. But now we find that they have a deficit of 87 lakhs. The hon. Finance Minister of Assam says that all that deficit would not have been there if the Government of India had not committed a breach of trust.

I hope these two instances are sufficient and trust that the hon. Minister will see that in committing appropriation he does not commit mis-appropriation or does not encourage the commission of mis-appropriation and that he does not commit breach of trust.

**Dr. Matthal:** I think my hon. friend Shri R. K. Chaudhuri put it in a somewhat vivid way when he described it as breach of trust. I am in correspondence with the Chief Minister of Assam on this matter. There are of course certain differences of opinion between us. But I hope in course of 5 P. M. time we shall be able to settle these differences to our mutual satisfaction.

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

"That the Bill be passed."

*The motion was adopted.*

### IMPORT OF PREFABRICATED TIMBER STALLS FROM SWEDEN

**Mr. Chairman:** The next item is **Mr. Kamath** to raise discussion on the following matter arising out of answers given to starred question No. 607 asked on the 2nd March, 1950:

"Government's scheme of ordering timber stalls from Sweden with a view to providing displaced *patriwalas* (stall keepers) with stalls."

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

**Shri Kamath** (Madhya Pradesh): Soon after the passage of the Appropriation Bill, it is my painful duty to raise a discussion on a matter which, if a private individual had been responsible for it, would have been called misappropriation of funds. However, what is called misappropriation in the case of a private citizen goes by the name of high finance in the case of a Minister of Government.

The discussion that I wish to initiate is about the prefab timber stalls, whose sister scheme, the prefab houses, this House has interested itself in of late. These stalls which have become a veritable eyesore—I had a look at them only this morning, or rather a look into them—and I would request my colleagues also to pay a visit to these stalls so that they may satisfy themselves what stuff they are made of.

A question was asked in Parliament on the 2nd of March, and Mr. Santhanam answering the question and the supplementaries on behalf of the Minister of Rehabilitation left many points obscure, naturally, because he was not furnished with all the materials necessary for answering the questions. Many points were left in complete darkness, and the points on which I would like any hon. friend Mr. Saksena to throw light are particularly these:

Firstly, who advised the import of these prefab stalls from Sweden. Secondly, what kind of timber was imported and why it is superior to Indian timber. Thirdly, which experts were consulted. Fourthly, whether tenders were invited before orders were placed with the Swedish firm. Fifthly, the damage to these stalls during import or transit. And lastly, the dimensions of each stall, its cost and other cognate matters.

I am given to understand that these stalls were imported on the advice of the honorary Technical Adviser to the Minister of Rehabilitation who also happens to be the Managing Director of the Government Housing Factory, the same person—Dr Koenigsberger. The Ministry placed on 18th June, 1949 an order with the Swedish firm for the supply of one thousand one-room huts and six thousand roofs. This order was placed without even calling for tenders and.....

**Shri Tyagi** (Uttar Pradesh): What was the value of the order?

**Shri Kamath:** I am coming to that. This order was placed without even calling for tenders, on the plea that an emergency existed, to provide accommodation for refugees living under canvas tents. It was expected that the huts would arrive before the advent of the monsoon. It was said at that time that some ambitious Swedish businessmen were negotiating with the Honorary Technical Adviser to the Ministry of Rehabilitation. Well, the cost of these



materials, the huts and the roofs is 11.84 lakhs of rupees, f.o.b. Swedish port; inclusive of the landing charges the total cost has come to over Rs. 18 lakhs. The order was supposed to be completed or executed within six weeks from the date of placing the order. But the materials arrived only after six months, instead of six weeks, long after the monsoon had passed away. The timber used for the prefab stalls is soft pine grown in much abundance in the jungles of Sweden, and miraculous properties are attributed to this stuff. The timber is called "treated" and it is supposed to be termite-proof, fire-proof, weather-proof. Now, this consignment is lying, most of it, with the Executive Engineer of the Rehabilitation Division. This Engineer had a look at this consignment and the stalls and his opinion was and is that whoever ordered these stalls had committed a grave blunder, an error of judgment.

It appears that a sample shed was put up by this very Swedish firm at Karachi last year and the stall or hut was found to be absolutely unsuitable by the Pakistan Government. It was turned down and the same firm exported the same kind of hut to India and our Ministry of Rehabilitation swallowed the whole thing. Attempts were made to induce the Faridabad Development Board to take the roof at a cost of Rs. 150 each against the indigenous pipe-wood one, which costs them only Rs. 80. The cost of construction out of local timber will work to only 60 per cent. or less of what the foreign firm had charged Government. The New Delhi Municipal Committee held a meeting recently in which they have condemned the hut as worthless and their Engineers who inspected it explained that apart from the doubtful durability of the materials used in the stall, the structure had quite a few structural defects. The Committee said that the two reasons originally advanced in favour of the imported stall and against the local manufactured ones had not been adhered to, as the original estimate of Rs. 400 per piece had now been raised to make it Rs. 800 whereas a brick structure would cost only Rs. 600. That is the Committee's own opinion. Then the time being taken to raise the structure which was the second factor actually came to be the same as will be required to put up a brick stall, because instead of six weeks, it has taken six months.

Therefore it appears that so far as the advice to import is concerned, it was not in the national interest and it has resulted in national waste. The Municipal Committee expert says that the timber imported from Sweden may not be able to stand the climatic conditions of India and in a heavy downpour, the wood used in it would completely collapse. In summer, it will be too stuffy and hot and there is no ventilator provided in it. I do not know which experts were consulted by the Ministry before this advice was finally accepted and the order was placed with the Swedish firm. Another point is, tenders were not invited at all. I don't know whether Dr. Koenigsberger straightaway negotiated the deal with the firm, and the Ministry agreed without going into the matter of whether a cheaper or better timber stall could not be had from Sweden or Finland, if they at all wanted to bring from outside. In my judgment, our timber is good enough for the refugee huts. I don't know what made the Ministry import these timber stalls from abroad. Tenders were not invited. I have also been told that during import, some damage has resulted to these stalls either through water or something else which has again resulted in waste of public money; and lastly I would only refer to one more point, *viz.*, some definite structural drawbacks are reported. It appears to be a gross oversight on the part of whoever was in charge at the time when plans were approved; and the conclusion is therefore irresistible that somebody has badly bungled. The latest information in my possession is that the Central Government having realized the blunder, have now advised the State Governments of Bengal and perhaps U.P. also, who were thinking of importing these huts from abroad, not to proceed with their purchase. I am constrained to say—looking at this sorry episode—that whoever advised the Ministry in this fashion advised

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very badly. I must say that some foreign crooks and their Indian dupes are bent on making a mess of our national finances. Whoever gave this advice to the Ministry and bamboozled Government into accepting this advice and placing an order with the Swedish firm must be brought to book without further delay. If the Minister has not got the guts to order an inquiry.....

**Mr. Speaker:** Order, order. Let him not use such words.

**Shri Kamath:** I withdraw the word, Sir. If the Minister is not disposed to order an inquiry into this matter, it would, I am afraid, show that the Government of the day is as impervious and even as callous, to public opinion, to Parliamentary opinion, as the predecessor British Government was. I feel and I have no hesitation in saying that the Minister, if he does not order an inquiry into this waste of national finances, has no other course but to resign.

**Mr. Speaker:** The hon. Minister:

**The Minister of State for Rehabilitation (Shri Mohan Lal Saksena):** There are two other Members.....

**Prof. Ranga (Madras):** We should have the reply of the Minister first.

**Mr. Speaker:** That is why I called him. The nature of this discussion seems to have been misunderstood. The proper and the fair course would be not to come immediately to such conclusions, much less to express them in such strong language, but to obtain information first. The object of the discussion is to obtain information, and Mr. Kamath would have done better if he had waited for the Minister to reply and then come to his conclusions and judgments.

**Shri Mohan Lal Saksena:** The facts, briefly stated, are that last year about this time we were faced with the situation that there were about 20,000 persons in tents which had become tattered and we were just trying to put them in some form of shelter or roof. I gave an assurance to this House that I would make an effort to do so. We tried to put up brick constructions, one-room tenements. Still we found that it would not be possible for us to build the required number of houses for the simple reason that our allotment of asbestos sheets had been cut down from 500 to 250 tons. We required roofing and corrugated iron sheets were also not available. We also planned the building of mud houses. We built mud huts; but still we were informed by the State Governments that they would not be able to provide the roofs, and some arrangement had to be made. At this time it was brought to our notice that there was a firm which could supply us with hard board tents. The firm was M/s Sveaexport, Stockholm 16, Sweden. This firm was also recommended to us by our Ambassador. We took particular care before coming to any decision to ask them to put up a prototype of this hut or tent, and this was put up in the *Purana Kila* Camp. All of us went there—the Chief Commissioner, the technical staff and the other members of the staff—and later on on the 11th May 1949 we had a meeting at which the Chief Commissioner was present, the Deputy Commissioner was present, the Chairman of the Improvement Trust was present. The Deputy Commissioner was there in his capacity as the Chairman of the two Municipalities, the New Delhi Municipal Committee and the Notified Area Committee. And there were also the officers of the Ministry. At this meeting, the hut which was put up in the *Purana Kila* was found to be satisfactory. This firm was prepared to supply us with these huts and also the roofings which we required for our mud houses which we put up. We thought we should accept this offer and this decision was taken. So, we cannot hold the Technical Advisers or any other person responsible for it. If there is anybody responsible for it, I think I should take the responsibility, and I do so knowing all the consequences of it. I know if these huts had arrived in

time, they would have saved a lot misery. We know what suffering people were facing during the monsoons. Then again we were blamed for not doing anything.

**Shri Kamath.** Why didn't you cancel the order?

**Shri Mohan Lal Saksena:** As regards inviting tenders, there was no other firm from which tenders could be invited. Our Ambassador happened to be here then and this firm was duly approved of, and recommended by our Ambassador.

**Prof. Ranga:** What is his name?

**Shri Mohan Lal Saksena:** His name is R. K. Nehru. My hon. friend Mr. Tyagi put a question whether it was put before the Standing Committee. There was no time for it in the emergency. I should have been the last person to import anything from abroad but for this emergency. We had an assurance that these huts will be coming before the monsoon. It so happened that in spite of our quick decisions, the matter had to go through the Industry and Supply Ministry and the order could not be placed till the end of June. When the order was placed and when these roofings and huts were ready to be exported to India, there was a fire there and we had to give more time. Even now, it has been pointed out by my hon. friend Mr. Kamath why I should not put up brick structures. Nobody will permit me to put up brick structures along the Queensway. After all these squatters are there exposed to sun and rain. I am prepared to put up brick shops. But, you have the plans for Delhi and they would not like Delhi to be disfigured by shops of that kind. The Chief Commissioner said that he would not mind these temporary structures being put up. That was the one incentive before me for agreeing to the import of these huts.

It has been pointed out that there is no ventilation. As a matter of fact, two of these huts that were put up first had a window provided. But, the shopkeepers themselves pointed out that it will not suit them to have a window at the back side because it would make the hut open to the dangers of burglary and theft. Therefore, we decided that there will be no windows at the back side. We are putting up these huts in the site near the Red Fort which belonged to the military. They agreed to the erection of these structures because they happened to be huts; they would be the last persons to permit us to put up a brick structure. In a sense they have been useful in this way. For three or four years at least, these huts would be available to these persons who are just on the streets. As a matter of fact, we had sanctioned five lakhs of rupees and asked the Chief Commissioner to go ahead with the construction of mud huts. Later on, it was pointed out that it was not possible to put up mud huts as there was not enough mud available as would be required.

Coming to cost, it was Rs. 470 per tent and for the roofing, it was Rs. 119 f.o.b. In addition, there are the import duties, transport freight and the putting up charges and plinth. The total comes to Rs. 900 or Rs. 1,000. I know that for this price or a little more we can put up brick structures; but it would not have been possible to put up before the monsoon. Even now if we can do it, we will not be permitted to do so.

**Shri Bharati (Madras):** What is the plinth area?

**Shri Mohan Lal Saksena:** It is 16' x 11' and the height is ten feet.

It was then pointed out that it is made of pine wood and that we are passing this on to Faridabad. It is not a question of passing on. I know it will not be possible to put up any other roofing. We have got them; money has been

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spent. Does my hon. friend Mr. Kamath suggest that this should not be utilised, having been imported? After all, that was a mistake or a blunder; that has been committed. Does he mean to say that we must allow this to go to waste?

**Shri Ramalingam Chettiar** (Madras): What is the total number?

**Shri Mohan Lal Saksena**: One thousand. Each tent will be converted into two shops. There were 6,000 roofings.

**Shri Sondhi** (Punjab): Who were the engineers concerned?

**Shri Deshbandhu Gupta** (Delhi): Was there any time limit fixed?

**Shri Mohan Lal Saksena**: A time limit was there and it was expected to be finished before the monsoon.

**Several Hon. Members** rose—

**Mr. Speaker**: Order, order. Hon. Members who wish to participate in the discussion ought, under the rules, to give notice. The rule is specific on that. This discussion is not intended to be analogous to a question being answered, so that supplementary questions can be put by anybody and everybody on the spur of the moment. I have received notices from two other hon. Members and I must give them a chance within the time at our disposal. Other hon. Members will not be in a position to participate in the discussion but they may take advantage of the discussion and table motions for further discussion if they like.

**Shri Deshbandhu Gupta**: Is that your ruling, Sir?

**Mr. Speaker**: It is not a question of ruling but it is a clear rule.

**Shri Deshbandhu Gupta**: Is it your ruling that even for clarification of some point no Member can ask any supplementary question or any question of the Minister?

**Mr. Speaker**: I think I must rule that out sternly; otherwise under the guise of clarification, every Member will try to put in questions and take part in the discussion. The rule is very clear. The hon. Member may read the rule. If the House feels that any alteration in the rules is necessary, I am going to appoint a Rules Committee, where the rule may be changed and the scope of the discussion widened. The present provision is that, it is open to those who take interest in the subject, to give notice and then participate in the discussion.

**Shri Mohan Lal Saksena**: As regards the specific question which my hon. friend Mr. Kamath asked, namely who advised the Board, I say that we all considered the proposal and we take the responsibility for having taken the decision. There is no question of advice. Whatever advice was given we have accepted it.

The next question was, what timber was imported. No timber was imported. These huts and roofings were imported.

He asked which experts were consulted. Our own experts in the Ministry were consulted. The Chief Commissioner and the Chairman of the Municipal Committee were also present.

Were tenders invited was the next question. There was no question of tenders. First of all there was no time. There was no other firm which was available. We only consulted our Ambassador, who happened to be here at the time, whether the firm was reliable and they would be able to deliver the goods.

Was there any damage during import or transit? This was the next question Mr. Kamath asked. Our information is that there has been no damage.

As regards the dimensions of each stall, the measurements were 16' x 11' and the height ten feet. Each of them will be converted into two shops and the measurement of each shop will be 8' x 11'.

As to whether they have been allotted, I may say they have been allotted. I cannot say how many are going to be put up on the Queensway and how many on the Irwin Road and also how many near the Fort...

**Shri Kamath:** That is not necessary.

**Mr. Speaker:** Any hon. Member who has given me notice of his desire to participate in the discussion may now put his question. One is Mr. Prabhu Dayal Himmatsingka, who, I find, is not in his seat. The other Member is Sardar Hukam Singh. He may ask the hon. Minister for such information as he wants or he may participate in the discussion.

**Sardar Hukam Singh (Punjab):** Sir, I am thankful to you for giving me this opportunity. I have heard the hon. Minister with rapt attention and I must confess that I am not convinced even after listening to him or considering the method the Government or the Minister adopted to order for these stalls. He has taken upon himself the sole responsibility and I am satisfied about his *bona fides*. I have nothing to say about it but so far as this question is concerned I again say that there has been criminal waste of public money. There was no justification at all and the hon. Minister has not given any reasons how this hard board was superior to our timber.

That is the question that we have to consider today: How is this superior to our timber and why did we not order our needs from local people? In regard to that we have been told only this: that we wanted it in a hurry, because there were so many people lying in the open and we wanted to rehabilitate them. Of course, that was a noble consideration that guided the Ministry, but may I ask them—if this is not in any way superior—why could not we have got these stalls made in a local factory at the rate of at least 50 a day? We could have given employment to our carpenters and we could have got much better stalls by spending only 50 percent of the present cost. The hon. Minister said that he went to *Purana Kila* and satisfied himself that these stalls were all right. The sample he saw, but he has not stated the test by which he satisfied himself about these stalls. Was mere site inspection sufficient to satisfy himself? Should he not have found out whether these stalls provided protection against weather, against fire and against rain? If he does not know it, I may tell him that these huts give no security at all; they afford no protection at all. The hut is closed from all sides. There is absolutely no ventilation. These poor people rather like to sleep inside during the night, for they have no other place. When the door is shut, there is absolutely no chance of air coming inside and I dare say that it would be very uncomfortable during the day and absolutely suffocating during the night. So far as the roof is concerned, it is flat and the joints are loose. That would mean that when rain falls, water would trickle inside. Even for storing goods these stalls would be no good and the refugees will have to incur further expenditure by having to put on iron sheets to prevent leakage. That is another difficulty.

Then, again, I submit that there is one thing very peculiar about this matter which I want to know. I feel that there was lack of imagination when these huts were ordered. Even small poles which are used to support them have been imported. They are small ordinary pieces of timber and could have easily been obtained here. If my hon. friend would tell us what the cost of these, including the freight and other charges, is, probably the House will be surprised to see

[Sardar Hukam Singh]

how we have squandered away all that money. These poles could have been obtained here for just eight annas each and I daresay that they must have cost us as it is at least three or four rupees each. I wonder how the finances have been managed so far as this particular matter is concerned. I fail to see how our Government felt impelled to import these when I am convinced that they are no better than ordinary timber stalls that could be made here within a shorter period at a lower cost and yet would be more comfortable to the refugees.

**Shri Kamath:** May I ask whether the Ministry's Engineers, after the erection of these stalls, have even now certified them to be termite-proof, weather-proof, fire-proof and water-proof? Lastly, the Minister admitted that somebody had bungled somewhere. Is it the policy of Government to allow this kind of bungling and blundering to continue without calling anybody to book or without any action being taken at all?

**Prof. Ranga:** He has not admitted.

**Mr. Speaker:** Order, order. Let the hon. Minister give the reply.

**Shri Mohan Lal Saksena:** There are two points which have been raised by my hon. friend Sardar Hukam Singh. First of all, he said that timber stalls could have been put up here, perhaps at cheaper prices than we have paid. I may inform him that at that time timber was also scarce in Delhi and was not available; and even for our houses we could not get it in sufficient quantities in spite of the good offices of the U. P. Government.

Secondly, he said that these stalls in which people sleep suffer from lack of ventilation. May I point out that we are erecting tents for residential purposes where we are providing windows? If these stall-keepers want to use the stalls for their residential purposes and if they want windows to be provided, we have no objection to do that. It was at the suggestion of the stall-keepers themselves that we did not provide for windows.

**Shri Kamath:** Was the Standing Finance Committee consulted?

**Prof. Ranga:** There was no time.

**Shri Mohan Lal Saksena:** I have already said that there was no time. After all, I would not have placed this order, but for the rains which were coming. That was the only consideration. There was no other consideration; and there was no time.

As regards the roof etc., I am informed by the engineers that there will be no difficulty like the one suggested by my hon. friend, Sardar Hukam Singh; and if there is any, it will be of course for the engineers—the Rehabilitation or the Municipal Engineers—to rectify it.

As regards the Municipal Board, something has been said to criticize it. But there were so many persons who were there sitting as squatters and they were undergoing so much hardship. We notice it every day. The refugee associations and others come to us, and we had to intervene. It was with very great difficulty we could persuade the Local Administration not to evict anyone of them without providing alternative accommodation. Then it was pointed out that no alternative accommodation was available. So they came to us, and we had to provide alternative accommodation in some form or other. It is very well for them, when they have got the stalls, to think that if they make some noise, Government may give these stalls by way of grant. I know that these huts are going to fetch rent; and probably the cost would be realised within four or five years. I have been guided by what the Municipal Board has said.

their own Chairman was present; and he was a party to the order being placed. And in fact both the Chief Commissioner, and the Deputy Commissioner, in his capacity as Chairman, offered to take them. Otherwise we had no need to take one thousand of them. I wanted roofings for the mud houses. It is very well to be wise after the event. In emergencies you have to take the risk and I take the responsibility.

**Mr. Speaker:** That ends the discussion. The House may adjourn.

*The House then adjourned till a Quarter to Eleven of the Clock on Saturday, the 25th March, 1950.*