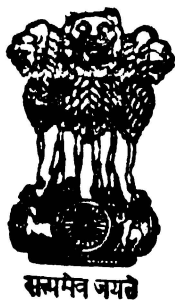


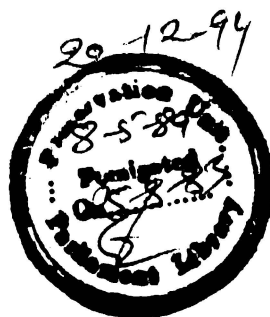
Monday, 17th April, 1950



PARLIAMENTARY DEBATES

(PART I—QUESTIONS AND ANSWERS)

OFFICIAL REPORT



VOLUME II, 1950

FIRST SESSION
OF
PARLIAMENT OF INDIA
1950

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PARLIAMENTARY DEBATES
(PART I—QUESTIONS AND ANSWERS)
Monday, 17th April, 1950

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

[MR. SPEAKER in the Chair.]

ORAL ANSWERS TO QUESTIONS

INDIA'S MEMBERSHIP CONTRIBUTION TO THE U.N.F.A.O.

*1742. **Shri Sidhva:** (a) Will the Minister of Agriculture be pleased to state the amount of membership contribution to the U. N. Food and Agricultural Organisation?

(b) What is the contribution made by other countries to this Organisation?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) and (b). A statement is laid on the Table of the House. [See *Appendix VII, annexure No. 27.*]

I might give some information from the statement. India is paying \$ 2,21,000. There are in all 68 contributing countries. India is the fifth and contributes 4.42 per cent. of the total expenditure.

Shri Sidhva: Is this contribution made annually and on what basis is it fixed—is it on a population basis?

Shri Jairamdas Doulatram: The contribution is based on the basis on which each country used to contribute to the budget of the League of Nations. Under that basis India was to contribute 4.61 per cent. of the expenses. In the case of the F.A.O. it was reduced to 4.42 per cent. and there will be further reduction if the headquarters of the organisation shifts to Rome (because then the payment will be in sterling), and after Pakistan's share of the contribution has been finally fixed. At present India is paying 4.42 per cent. and Pakistan .95 per cent. of the total expenditure.

Shri Sidhva: Is it contemplated to make a representation for a reduction of our contribution?

Shri Jairamdas Doulatram: That matter is under consideration and a committee has been appointed by the F.A.O. to discuss and decide this question.

Shri Rathnaswamy: How does India's membership of the organisation materially help her?

Shri Jairamdas Doulatram: This has been explained on more than one occasion. As hon. Members know, there was an International Emergency Food Committee of the F.A.O. which regulated the quantities of cereals which each

country could import and export. Now also there is a Rice Commission which deals with the question of production and other matters relating to rice.

Dr. R. S. Singh: May I know, Sir, the number of Indians employed in the F.A.O.?

Shri Jairamdas Doulatram: There are four Indian officers and a number of clerks. I think our representation is slightly higher than what we are entitled to on the basis of our contribution.

Shri Kamath: What role, Sir, does India play or what voice has she got in deciding the policy of the Food and Agricultural Organisation?

Shri Jairamdas Doulatram: I think a fairly effective voice.

AIR INDIA INTERNATIONAL

*1743. **Shri Sidhva:** (a) Will the Minister of Communications be pleased to refer to the reply given to my starred question No. 102 on 30th November 1949 regarding the establishment of the Air India International and state the number of staff, their salaries and the highest salary drawn by them in the Head Office at Bombay?

(b) Are there any branch offices of the Air India International in India and foreign countries and if so, what are the expenses of the branch offices?

The Deputy Minister of Communications (Shri Khurshed Lal): (a) In November, 1949, which is the latest month for which figures are available, 65 persons were employed at Bombay exclusively by Air India International, their salary being Rs. 47,903. In the same month, 1758 persons were employed at Bombay in the service of both Air India and Air India International, and the latter contributed Rs. 1,68,588 towards their salary and allowances.

There are 8 executives who work for both Air India and Air India International, drawing salaries and allowances varying from Rs. 2,100 to 4,000 per month. Air India International contributes, in all, approximately Rs. 10,000 per month towards their salary.

(b) Yes, Sir. The total expenditure for the month of November 1949, on the three branch offices of Air India International at Cairo, Geneva and London was Rs. 1,91,792.

Shri Sidhva: What is the contribution or subsidy, whatever you may call it, that Government pays to the Air India International?

Shri Khurshed Lal: I do not understand my hon. friend's question. The fact is that Air India International is a company floated of which the Air India are the Managing Agents. There is a contract between us by which we are to make up all the losses sustained by the company for the first five years.

Shri Sidhva: What I wanted to know what the loss that was sustained in 1949 and if possible for 1950 as well.

Shri Khurshed Lal: I think I gave these figures some time back. I do not think it arises out of this question which only relates to employees.

Shri Sidhva: What is the highest salary paid to these 65 persons employed by the Air India International.

Shri Khurshed Lal: As I said the executive consists of eight members who draw salaries and allowances varying from Rs. 2,100 to 4,000. So the highest salary paid is Rs. 4,000.

PAYMENT TO TATA HYDRO-ELECTRIC COMPANIES FOR ELECTRICAL ENERGY

*1744. **Shri Sidhva:** Will the Minister of Railways be pleased to state the total amount paid by the Railways to the Tata Hydro-Electric Companies for electrical energy supplied for running the G.I.P. and B.B. & C.I. suburban services during the Calendar years 1946, 1947, 1948 and 1949 each year separately?

The Minister of State for Transport and Railways (Shri Santhanam): The following amounts were paid to Tatas for electrical energy consumed by the suburban services in the G.I.P. and B.B. & C.I. Railways:—

	G. I. P. Rly.	B. B. & C. I. Rly.	Total
	Rs.	Rs.	Rs.
1946	8,84,337	4,20,151	13,04,488
1947	12,73,407	5,61,288	18,34,695
1948	10,08,236	4,42,633	14,50,869
1949	9,34,283	..	9,34,283

Shri Sidhva: In view of the wide variation in the amounts paid during the years 1946 to 1949, may I know what is the basis on which the amount paid?

Shri Santhanam: The payment consists of a lump sum for the use of the transmission lines, a rate per unit of actual consumption plus variation in payment for cost of coal.

Shri Sidhva: In 1947 the amount paid was about Rs. 18 lakhs, while that paid in 1949 was only about Rs. 9 lakhs. May I know the reason for about 100 per cent. reduction?

Shri Santhanam: Our Kalyan Power House is now producing more electrical energy and therefore we take less from the Tatas: hence the reduction.

Shri Sidhva: Is it contemplated to increase the output of our Kalyan Power House and is there any proposal to expand it?

Shri Santhanam: We are actually expanding our power house and in a short time we hope to be completely self-sufficient in the matter of supply to the suburban lines.

Shri Raj Bahadur: What is the corresponding actual cost incurred by the Tatas for the energy they supply?

Shri Santhanam: I cannot say that off-hand. Our undertaking is for specific rates. I do not think we have any figures as to what is the actual cost of the Tatas and the profit they make on it.

Shri Raj Bahadur: Do Government propose to enquire into the matter?

Mr. Speaker: Order, order.

Shri T. N. Singh: How does this rate charged for the Railways compare with the bulk supplies made to the business concerns and industries?

Shri Santhanam: The contract was made many years ago and at that time the Railways, I suppose got preferential rates. The actual rate is only .1035 anna per unit which is very low.

Shri T. T. Krishnamachari: How does the rate per unit paid to the Tatas compare with the cost of production in our own Power House at Kalyan.

Mr. Speaker: Mr. Raj Bahadur has already put that question.

Shri Sondhi: No, Sir, what the hon. Member wants to know is the cost of the Railways as compared to the rates charged by the Tatas.

Shri Santhanam: I have not got those figures. I have however got the value of electricity generated by the Kalyan Power Station. It was Rs. 43,66,000 in 1948 and Rs. 63,96,000 in 1949. If my hon. friend wants the comparative rates I shall supply him later.

Shri T. T. Krishnamachari: When the Kalyan Power House becomes completely self-sufficient will we be making a profit on it, or will we be losing on it?

Shri Santhanam: But we have no alternative. The Tatas have given us a notice terminating the contract. Whatever might be the cost we have to produce our own electricity.

स्वाभाविक झरनों व जल प्रपातों से विद्युत उत्पादन

***1745 श्री जांगड़े :** (ए) क्या निर्माण, खान तथा विद्युत मंत्री यह बतलावेंगे कि वे किन किन स्वाभाविक झरनों व जल प्रपातों से विद्युत उत्पन्न और सिंचाई हेतु योजनायें प्रयोग में ला रहे हैं ?

(बी) क्या अपर महानदी के जोंक नदी और बस्तर का इन्द्रावती जल प्रपात आदि पर विद्युत उत्पन्न करने और सिंचाई के साधन बनाने की योजनायें कार्य कर रही हैं ?

GENERATION OF ELECTRICITY FROM NATURAL SPRINGS AND FALLS

***1745. Shri Zangre:** (a) Will the Minister of Works, Mines and Power be pleased to state which natural springs and falls Government propose to utilize for production of electricity and for irrigation?

(b) Are the plans for the production of electricity and means of irrigation on Jonk river in Upper Mahanadi region and on the Indravati falls in Baster being pushed forward?

The Minister of Works, Mines and Power (Shri Gadgil): (a) Government hope to utilise as many natural springs and waterfalls as possible provided the projects are sound both financially and technically, depending further on the availability of finance, material and technical personnel and the priority attached to each project.

(b) The investigation on the Jonk River are in progress. The potentialities of the Indravati falls are however not being investigated at present.

श्री जांगड़े : क्या सरकार यह बतलायेगी कि जोंक नदी की योजना में सरकार ने जो सर्वे किया है उसमें कहां तक सफलता मिलने की आशा है और उसमें अभी तक कितना खर्च हुआ है ?

Shri Zangre: Will the Government be pleased to state as to how much success is expected to be achieved in the survey that is being carried on by Government in respect of Jonk River Project and how much money has so far been spent over it?

श्री गाडगिल : अभी तो सफलता की बात नहीं कही जा सकती क्योंकि इनवेस्टीगेशन हो रहा है। इनवेस्टीगेशन हो जाने के बाद कहा जा सकता है कि इसमें कुछ सफलता हुई है या नहीं।

Shri Gadgil: For the present nothing can be said about success because investigations are being carried on. After the completion of the investigations it can be said if any success has been achieved or not.

Mr. Speaker: He wants to know the expenses of the investigation.

श्री गाडगिल: इसके लिए नोटिस चाहिए।

Shri Gadgil: I require notice for this.

Shri Kamath: Has any survey been made or is any survey under Government's consideration with a view to estimating the power potential of rivers and falls throughout the country?

Shri Gadgil: To such a big question my hon. friend will not mind if I say I require notice.

Shri Kamath: But has any survey been made or is it under consideration?

Mr. Speaker: He wants notice.

श्री आर० एस० तिवारी : क्या जल प्रपात की खोज की कोई योजना सरकार की है ?

Shri R. S. Tewari: Have the Government any project under consideration for the investigation of waterfalls?

Mr. Speaker: Investigation of waterfalls.

Shri Gadgil: When we consider the potentialities of rivers we also take into consideration the potentialities of waterfalls. But, as I have stated in the answer, it depends upon many factors and more particularly upon the factor called minimum flow.

Shri Trumala Rao: May I submit, Sir, that Mr. Kamath's question relates to a matter of policy and not of detail, namely, whether Government have got under contemplation any scheme of having a comprehensive survey of all the waterfalls and electric potential in the country?

Shri Gadgil: The answer is that partly this is the business of the various States and partly it is done by the central organization called C.W.I.N.O.

and as far as possible most of the big rivers have been surveyed. But as far as the comprehensive part of it is concerned, there is no such thing at present although, as I have stated, most of the rivers have been surveyed.

श्री जांगड़े : क्या माननीय मंत्री महोदय बतलायेंगे कि जेक नदी की य जना में जो नाप हो रहा है उसमें कितने एकड़ जमीन की सिंचाई हो सकेगी ?

Shri Zangre: Will the hon. Minister be pleased to State that according to the survey that is being carried on in connection with the Jonk River Project how much acreage of land could be irrigated?

श्री गाडगिल : इसके लिए भी नोटिस चाहिए। कौन कौन सी स्कीम में कितने एकड़ में सिंचाई हो सकेगी यह तो अभी नहीं बतलाया जा सकता।

Shri Gadgil: I want notice for this also. How much acreage could be irrigated by each of the schemes cannot be told just now.

TELEPHONE FACILITIES

*1746. **Shri Massey:** (a) Will the Minister of Communications be pleased to state the number of telephones, private exchanges etc., it is proposed to instal not under the 'own your own telephone scheme' from the fund provided for during the year 1950-51 under the following heads:

- (i) the number of telephones for new subscribers;
- (ii) the number of private exchanges larger than '2 plus 4'; and
- (iii) the number of private exchanges '2 plus 4' and smaller?

(b) Is there a system of priority for facilities other than telephones and if so, what is the priority?

(c) Is the priority or application register open to inspection by applicants?

The Deputy Minister of Communications (Shri Khurshed Lal): (a) (i) About 6,100.

(ii) and (iii). These are not budgeted for separately. All demands for Private Exchanges will however be met.

(b) No.

(c) The application register for telephone connections is open to inspection by applicants. No other priority register is maintained.

Shri Massey: With reference to the answer to part (a) (i) of the question may I know the number earmarked for Calcutta?

Shri Khurshed Lal: The figure of 6,100 does not include Calcutta because in Calcutta we are having a big automatization scheme. Apart from that, as I stated in the House the other day, a switch-board of 4,000 lines is expected to be constructed and it will soon be put up.

Shri Massey: May I know what the position is in respect of old subscribers who want additional telephones?

Shri Khurshed Lal: I do not follow the question at all.

Mr. Speaker: He is referring to those who want telephones under the old scheme. Who will be the subscribers who will get the benefit of the Rs. 2,500 scheme—the old subscribers or the new subscribers?

Shri Khurshed Lal: Rs. 2,500 has to be paid by new subscribers. I do not exactly follow the question.

Shri Massey: I want to know the position in respect of old subscribers who want additional telephones.

Shri Khurshed Lal: My hon. friend probably refers to those old subscribers whose connections got destroyed in fire and who had more than one connection. Old subscribers who had more than one connection have all been given the connections already.

Shri Massey: I was referring to those who had no extra connections previously but who now require new connections.

Shri Khurshed Lal: If they require P. B. extensions it shall be the endeavour of the Department to provide P. B. extensions.

Mr. Speaker: I think he is referring to an old subscriber who had not previously more than one connection but who now wants a further connection.

Shri Khurshed Lal: If he wants a further connection, that will have to be considered on its merits.

DELHI TRAM SERVICE

*1748. **Shri Naik:** (a) Will the Minister of **Works, Mines and Power** be pleased to state since when the Delhi Tram Service has been in existence?

(b) Who is the owner and on whom does the management rest?

(c) What are the figures of income and expenditure for each of the last four years?

(d) Have there been any replacement of coaches since the establishment of the service?

(e) Do Government propose to take steps to introduce new types of coaches with greater passenger-carrying capacity?

The Minister of Works, Mines and Power (Shri Gadgil): (a) Since 1908.

(b) The Delhi Tramways were purchased by the Government of India on 2nd March 1947 from the Delhi Electric Supply & Traction Co. Ltd. and were transferred to the Delhi Central Electric Power Authority Ltd. for operation on the same day.

(c) A statement is laid on the Table of the House. [See *Appendix VII, annexure No. 28.*]

(d) No.

(e) Steps are being taken to transfer the Tramway undertaking from the control of the Delhi Central Electric Power Authority Ltd. to the newly constituted Delhi Road Transport Authority. That Authority will undoubtedly consider improvements in the tramway service.

Shri Naik: Do Government contemplate to extend the service to other parts of the city?

Shri Gadgil: That is a matter for the new Authority to consider.

Shri Naik: Is it a fact that this tram service instead of clearing congestion helps in creating congestion?

Mr. Speaker: Order, order. It is a matter of opinion.

Shri Deshbandhu Gupta: May I know whether it is a fact that there has been no improvement since the Government took over this tramway and that overcrowding conditions still continue and it is impossible for ladies to take any benefit from out of this service?

Mr. Speaker: He is giving information more or less. I want to know what information he wants.

Shri Deshbandhu Gupta: Whether there has been any improvement or not.

Mr. Speaker: It is a matter of opinion as the hon. Member has expressed himself.

COW-DUNG MANURE

*1749. **Shri Kannamwar:** Will the Minister of Agriculture be pleased to state whether Government propose to introduce the newly invented gas plant by Pusa Research Institute for the preparation of cow-dung manure on a larger scale by providing agriculturists with cheap models?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): The Government of India have conveyed to all the State Governments the result of the cow-dung gas experiments so far carried on at the Indian Agricultural Research Institute. The question of providing agriculturists with models of the gas plant will have to be dealt with by each State Government, after working out suitable modifications to meet the requirements of an individual or group of agriculturists.

Shri Kannamwar: May I know the number of gas plants working in the villages?

Shri Jairamdas Doulatram: I am afraid I cannot give the number of gas plants working all over the country. I do not think people could have introduced it in many villages at present.

Shri Hathi: May I know the cost of this gas plant?

Shri Jairamdas Doulatram: The particular plant which was put up at the Institute cost Rs. 250 in 1941, but now it will cost Rs. 800. I must, however, tell the hon. Members that the plant which was put up at the Institute was more or less for laboratory experiment to ascertain the technical process and it produced during winter two cubic feet of gas per day which was equivalent to two seers of coal per month and in summer it gave ten cubic feet of gas which was equivalent to ten seers of coal per month, whereas a family of about seven persons roughly needs three maunds of coal a month. Therefore, it was put up purely on a laboratory scale for studying the technical process.

Shri Kannamwar: Will it not be much cheaper if the apparatus is made of cement?

Shri Jairamdas Doulatram: I could not say because that has not been investigated. We have referred the results to the State Governments giving them the technical process.

Shri Tyagi: Did the hon. Minister state that the plant produced two seers of coal per month and cost Rs. 800?

Shri Jairamdas Doulatram: I was referring to the original price of that plant. It consists of firstly a can where cow-dung is kept and another receptacle to which the gas is transferred and its cost was Rs. 250. That was in 1941 when the plant was put up.

Shri Tyagi: Has it been tried in any village by any farmer? If so, with what results?

Shri Jairamdas Doulatram: I do not know if it has been tried so far in any village. Government have sanctioned a patent for a plant prepared by Mr. Joshi of Poona and possibly some of the urban areas might have popularized it. But I do not know of any village which has experimented with it.

Shri Raj Bahadur: I want to know whether it is still in the experimental stage or further researches are being carried on.

Shri Jairamdas Doulatram: Further experiments can be carried out if we put up a larger plant for a larger number of persons, but that will cost about Rs. 30,000, and it is a matter of doubt whether we can provide for that in the Budget.

POSTAL AUTHORITIES IN MADRAS

*1750. **Shri P. Basi Reddi:** Will the Minister of Communications be pleased to state:

(a) whether it is a fact that the Postal Authorities in the Madras State have been adopting the tender system in the matter of carriage of mails to private bus transport services for conveyance from railway stations to interior places;

(b) Is it a fact that, in several cases, transport services, instead of asking for money from Government, have been themselves offering to pay money to Government for carrying mails and that the Postal Authorities have been accepting such tenders; and

(c) if the answer to part (b) above be in the affirmative, what are the reasons for such tenders?

The Deputy Minister of Communications (Shri Khurshed Lal): (a) Yes, in accordance with general practice throughout India.

(b) This has happened in a few cases.

(c) As mail buses have to observe punctuality and fixed timings, they are able to attract more and better traffic, than ordinary buses.

Shri P. Basi Reddi: Are Government aware of the reasons for such unusual tenders?

Shri Khurshed Lal: As I have said the mail buses have a reputation for punctuality and regularity and therefore, they are able to attract better traffic and people think that it is in their interests to compete for this kind of traffic.

Shri P. Basi Reddi: Are Government aware that acceptance of such tenders is leading to an unhealthy competition amongst the bus-owners to secure Mail Train timings?

Shri Khurshed Lal: I do not see any reason for that.

AGE-LIMIT FOR RETIREMENT

*1751. **Shri P. Basi Reddi:** Will the Minister of Works, Mines and Power be pleased to state whether it is a fact that Government have raised the age-limit for retirement of technical men of the Works Department from 55 to 60 years?

The Minister of Works, Mines and Power (Shri Gadgil): No; but in view of the dearth of technical personnel Government would agree to their retention beyond the age of 55 where on consideration of the merits of each individual case if such retention is considered desirable in the public interest.

Shri Brajeshwar Prasad: Is it a fact that the Chief Engineer, C.P.W.D. has been given an extension even though he has passed the age limit of 55 years.

Mr. Speaker: Order, order. I do not think the hon. Minister need reply to that.

Shri Brajeshwar Prasad: Is it proposed to give him another extension?

Mr. Speaker: Order, order.

Shri Kamath: Does this apply to technical men of the Works Department only or to all the Departments of Government?

Shri Gadgil: That is a general decision applicable to all technical and scientific personnel.

Shri Tyagi: May I know, Sir, when the Department has been working in the country for the last 50 or 60 years, what was the necessity now to raise the age limit?

Shri Gadgil: The necessity precisely is that we have not got enough number of highly qualified engineers and technical personnel.

Shri Kamath: Has it been reported by any Committee or Commission appointed by Government that the efficiency of these technical men does not suffer as does the efficiency of other Government Servants after 55?

The Prime Minister (Shri Jawaharlal Nehru): I am not concerned with this particular instance; I do not know anything about it but as reference has been made to the general question it has been decided as my hon. friend said that these rules should not be rigidly applied to scientific or technical men because a person may have a special qualification which has no relation to age. Most scientists have done excellent work at the age of 80. If Prof. Einstein came, he would be welcomed here. We won't have a rule limiting it to 50 or 60. Then we can't choose him. It is purely a question of judging of the peculiar competence and experience of a highly qualified individual for a special field of activity. The rules that were made previously were administrative rules which did not have any special reference to the specialised activity and experience.

Shri Kamath: Is it not a fact that non-scientists and non-technical men have also done excellent work after the age of 70 or so?

Mr. Speaker: Order, order.

Shri Tyagi: How many persons have availed of the benefit of the change of the rule in the Ministry of the hon. Minister this year?

Shri Gadgil: Sir, so far as my Ministry is concerned, I think, extension has been given in the case of two persons.

Shri Kamath: How far does this affect the chances of younger men coming up?

Mr. Speaker: Order, order.

Shri Shiva Rao: May I ask whether the decision to give an extension is taken by him exclusively or is any reference made to the Public Service Commission?

Shri Gadgil: The usual procedure is that a recommendation is made to the Union Public Service Commission and then it is finalized.

WASTE OF RICE IN RICE MILLS

***1752. Shri M. C. Shah:** (a) Will the Minister of Food be pleased to state whether the attention of the Government has been drawn to the statement recently made by one Shri Varma, Honorary Adviser to the Ministry of Food, that there is large waste of rice when the rice is separated in the rice mills from paddy?

(b) Is it a fact that he has stated that about 11 lac tons of rice can be saved by certain improvements carried out by the rice mills at a small cost to them compared with the saving in rice?

(c) What steps have Government taken to implement the suggestions made by him, to convert a deficit of about 7.8 lac tons in rice into a surplus of about 3.2 lac tons as estimated by him?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) and (b). Yes, if dehusked rice is produced.

(c) The Government of India are issuing a directive to all the State Governments to bring about the improvements suggested by Mr. Varma, which are (i) reduction of Huller Revolutions to 450 per minute (ii) closing of out-let side of the Huller Screen, and (iii) introduction of a Paddy Separator in Huller Mills. The total cost of these improvements will be about Rs. 1,500 to Rs. 2,000 in most cases, for each Mill. The estimated increase is purely a statistical one on the assumption that the out-turn of the rice Mills in India can be brought up to the maximum possible. But as some of the Mill Machinery is old the above maximum saving may not be achieved.

Shri M. C. Shah: May I know if experiments on the lines suggested by Mr. Varma have been carried out? If so, in what parts of the country and with what results?

Shri Jairamdas Doulatram: He has visited Bombay, Madras, Bihar and West Bengal and he has demonstrated the results, which he expects, can be achieved.

Mr. Speaker: The hon. Member asked "what is the cost"?

Shri M. C. Shah: I asked "With what results?"

Shri Jairamdas Doulatram: There are about 10,000 mills in India and 85 per cent. of these mills are of the huller type and they give an outturn ranging from 60 to 65 per cent. The better type of mills with these improvements will probably give an extra 4 or 5 per cent. at least.

Shri M. C. Shah: If the experiments are successful, do the Government propose to force these mills to carry out these improvements in their plants?

Shri Jairamdas Doulatram: Yes; I expect we will.

Shri Sidhva: May I know if the Adviser who resides in Bihar has also made a serious complaint that a large quantity of grain in certain parts of Bihar are rotting and the Minister's attention has been drawn to that? If so, with what result?

Shri Jairamdas Doulatram: There was some quantity of food grains which he discovered was not in a good condition and he made a personal report to me. I have written to the Bihar Government for taking necessary action in the matter.

Shri Sidhva: May I know what reasons did he ascribe for that grain?

Shri Jairamdas Doulatram: I do not recollect what reasons he ascribed. It may be due to maladministration.

KOSI DAM PROJECT

*1755. **Prof. S. N. Mishra:** Will the Minister of Works, Mines and Power be pleased to state:

(a) the amount spent over the Kosi Dam so far;

(b) the amount agreed to and paid by the Government of Nepal for the Kosi Dam; and

(c) whether the progress is being made according to the original programme?

The Minister of Works, Mines and Power (Shri Gadgil): (a) and (b). A sum of Rs. 51,19,000 has been spent up to the end of March 1950 on the investigations of the Kosi Dam Project. The Nepal Government are not contributing to the expenditure on investigations. The extent to which they will be required to contribute to the cost of construction of the project will be determined after the investigations are over and the project estimates framed. Nepal's contributions will also depend on the extent to which they desire to share in the benefits of the scheme at different stages.

(c) The investigations are proceeding, more or less, according to the original programme.

Prof. S. N. Mishra: May I know whether any negotiation has been going on between the Government of India and the Government of Nepal about the sharing of expenditure and benefits?

Shri Gadgil: Preliminary investigations are going on, Sir.

Mr. Speaker: He wants to know whether any negotiations are going on between this Government and the Nepal Government in the matter of sharing the expenses and the profits.

Shri Gadgil: As I said, preliminary negotiations are going on.

Prof. S. N. Mishra: May I know if Government have any information about the extent of damage done to life and property because of the devastation caused by this river?

Shri Gadgil: That is just the reason why we are trying to investigate the project.

Prof. S. N. Mishra: I want to know the extent to which damage is caused to life and property, and whether Government has any statistics about it.

Shri Gadgil: Government has statistics; I cannot give them here and now.

बाबू रामनारायण सिंह : यह जाँच कब तक पूरी हो सकेगी ?

Babu Ramnarayan Singh: When this investigation is expected to be completed?

श्री गाडगिल : यह तो नहीं कह सकता हूँ लेकिन जहाँ तक मैं समझ सकता हूँ और दो वर्ष चाहिये इसके लिये ।

Shri Gadgil: I cannot say anything but as far as I can understand two more years are required for this work.

Prof. S. N. Mishra: May I know if a deputation recently waited upon the Prime Minister for expediting the work and if so what was the reply of the hon. Prime Minister to the deputation?

The Prime Minister: (Shri Jawaharlal Nehru): My reply was that we attach great importance to this scheme. It is a very expensive and a very complicated scheme. It involves the building of a dam which is perhaps the highest in the world. It involves the co-operation of the Nepal Government. We did, in fact, discuss it with the representatives of Nepal Government. There the matter stands at the present moment. The whole question, apart from other difficulties, is a financial question. A very large sum of money is involved. To what extent we can spare this money this year or in the next year has to be examined.

APPOINTMENT OF DR. ZIPKE AS DIRECTOR OF NATIONAL ROAD RESEARCH LABORATORY

***1756. Dr. M. M. Das:** (a) Will the Minister of Transport be pleased to state whether the Government of India have secured the services of Dr. Zipke, a Swiss Scientist and a Road Engineer, as the Director of the National Road Research Laboratory in Delhi?

(b) What are the terms of his appointment?

(c) Have a number of engineers been sent to foreign countries to take training in Road Engineering?

(d) If so, when will they come back?

The Minister of State for Transport and Railways (Shri Santhanam): (a) Yes.

(b) The appointment is on contract for three years on an initial salary of Rs. 2,500 in the scale of Rs. 2,500—100—3,000. The National Road Research Laboratory is controlled by the Council of Scientific and Industrial Research and not by the Ministry of Transport.

(c) Yes.

(d) All the road engineers who were sent abroad for training have returned.

Dr. M. M. Das: May I know the functions of this laboratory? Although it is under the control of the Council of Scientific and Industrial Research, will the hon. Minister be able kindly to give the information?

Shri Santhanam: The function will be to institute research on all problems connected with planning, building and maintenance of roads and materials connected with it and the machinery connected with road making.

Dr. M. M. Das: May I know whether the Laboratory is entrusted with the actual construction of our National Highways?

Shri Santhanam: The Laboratory has yet to come into existence.

Dr. M. M. Das: May I know whether the Engineers that were sent abroad and have come back, are serving in the Union Government or in their respective State Governments?

Shri Santhanam: The Engineers are selected from the various States. They are sent for a four and a half months intensive training in the practical aspects of road-making. That has nothing to do with research.

Shri Kamath: What are the antecedents of this Dr. Zipke? What are his qualifications? What work had he done in his field before Government asked for his services in India?

Shri Santhanam: The Engineer who has been selected has been associated with the Federal Institute of Technology, Zurich. He is considered topmost in his line in Switzerland. He is the author of many publications and has done extensive research work. He was interviewed and specially selected by Dr. S. S. Bhatnagar.

Shri Majumdar: Could the hon. Minister give us any information whether this Scientist has any experience of tropical conditions?

Shri Santhanam: Basic scientific information is practically of universal validity.

Shri Kamath: Were any applications invited.....

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

U. P. RICE FOR MADRAS

*1758. **Shri V. K. Reddi:** (a) Will the Minister of **Food** be pleased to state whether it is a fact that a large quantity of U. P. rice was allotted to Madras State by the Government of India?

(b) What is the quantity so allotted?

(c) What is the price of U. P. rice sold to Madras?

(d) Have the Government of Madras objected to the high price of U.P. rice?

(e) Have the Government of Madras sent any representation to subsidise the U. P. rice?

(f) What steps have the Government of India taken in the matter and if none, do they propose to take any now?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) and (b). Out of a total allotment of 2 lakh tons rice so far made to Madras since 1st January 1950, about 40,000 tons is from U.P.

(c) The price of rice varies according to the quality supplied in each case e.g. f.o.r. price (excluding cost of bag which is annas /10/ per maund) of grade I quality ranges from Rs. 29/10/10 to Rs. 32/13/5, grade II from Rs. 25/9/1 to Rs. 26/10/10, grade III from Rs. 19/15/4 to Rs. 22/0/2.

(d) No objection to the high price of U.P. rice as such has been received from the Madras Government. That Government, however, recently complained that the prices of superior varieties of U.P. rice are very high as compared to the prices of superior grades of Madras rice. Since the superior varieties of Madras rice do not compare favourably with the extra superior quality of U.P. rice and as the prices of different grades of rice are fixed in relation to their quality, the Madras Government have been asked to forward samples of their rice which they consider comparable to the superior quality of U.P. rice for examination. The Madras Government's reply is still awaited.

(e) No.

(f) Does not arise.

Shri V. K. Reddi: How do the prices of rice produced in Madras compare with the prices of rice produced in the U.P.?

Shri Jairamdas Doulatram: As I said, it all depends on the quality. At present, I have got the prices of two varieties of Madras and U.P. rice.

Shri Bharati: The best variety.

Shri Jairamdas Doulatram: The price of the best, that is the superior variety in Madras is Rs. 12-15-9 to Rs. 14-12-9, and that of the superior variety in the U.P. is Rs. 23-2-0 to Rs. 28-0-0. This is the second grade of U.P. rice.

Shri V. K. Reddi: What are the reasons for this high price?

Shri Jairamdas Doulatram: One of the reasons may be that the demand for the superior quality is much greater than the supply.

Shri V. K. Reddi: Do Government propose to allot Orissa rice to Madras, where it is cheaper?

Shri Jairamdas Doulatram: The difficulty is that when a demand comes from a province, we try to give them the rice that is immediately available to meet their difficulties. If at that time, we wait and say that we shall send Orissa rice, there will be difficulties in the region which is in need of immediate supply.

Shri Brajeshwar Prasad: Has any progress been made in the proposal to import rice from Burma?

Shri Jairamdas Doulatram: The matter is under consideration and negotiation.

Shri Alagesan: With regard to this particular consignment, is it not a fact that the difference in price between the Madras rice and the U.P. rice comes to about Rs. 108 lakhs, and the Madras Government is not able to pay this and has asked the Central Government to pay a subsidy?

Shri Jairamdas Doulatram: That matter is under consideration. There will be no question of subsidy. There is another proposal which is under consideration.

Shri Bharati: What is that?

Mr. Speaker: Order, order. Tirumala Rao.

Shri Tirumala Rao: Is it a fact that the need of a rice eating province like Madras is being unduly exploited by the U.P.?

Mr. Speaker: Order, order.

Shri Jairamdas Doulatram: I would like to clear this point.

Mr. Speaker: I did not allow that question.

Shri Bharati: The hon. Minister said that there is some proposal regarding the question of subsidy I would like to know what that proposal is. Is the hon. Minister also aware of the very strong condemnation on the floor of the Madras Legislative Assembly with regard to this? They say that they have lost about one and a half crores of rupees on account of this deal.

Shri Jairamdas Doulatram: It is true that the Madras Government would have to pay Rs. 108 lakhs if they sell this rice at the same price as the local rice procured in U.P. Madras is not the only province which has had to take the U.P. rice. We had 1,35,000 tons of rice. We gave Madras 39,360 tons, Bombay 34,148 tons, Saurashtra 3,000 tons, Mysore 5,000 tons, Travancore and Cochin 30,000 tons, Defence Services 20,000 tons, Delhi, Cutch, and other places, 3,500 tons.

Shri Bharati: My question was ...

Mr. Speaker: Order, order.

Shri M. A. Ayyangar: May I ask the hon. Minister if he could arrange to send the wheat allotted to Madras to U.P. and in exchange get the quality of rice required by Madras?

Shri Jairamdas Doulatram: It is not possible to wait to negotiate a barter when the needs are urgent.

Shri Bharati: On a point of order, Sir.

Mr. Speaker: I do not allow any point of order now. We shall see later on.

TELEPHONES FOR VIJAYAWADA

*1759. **Shri V. K. Reddi:** (a) Will the Minister of **Communications** be pleased to state the number of Telephone connections given to the public in Vijayawada during 1946, 1947, 1948 and 1949?

(b) What is the capacity of the Vijayawada Telephone exchange?

(c) What is the number of applications pending for new telephone connections?

(d) What is the number of telephones disconnected during 1948-49 and 1949-50 for unauthorised use?

The Deputy Minister of Communications (Shri Khurshed Lal): (a) 32, 54, 27 and 5 respectively.

(b) 250 lines.

(c) 277.

(d) 3 and 11 respectively.

Shri V. K. Reddi: What was the number of connections given in 1949?

Shri Khurshed Lal: Five.

Shri V. K. Reddi: Has the Government received any representation from the people of Vijayawada for giving more connections?

Shri Khurshed Lal: I do not know of any representation but I know that the present switchboard has a capacity of 250 lines and we are shortly replacing it by another of 450 lines.

DEVELOPMENT OF ELECTRICITY IN ASSAM

*1760. **Maulvi Wajed Ali:** Will the Minister of **Works, Mines and Power** be pleased to state:

(a) whether the attention of the Government has been drawn to the remarks in page 34 of the book "Provincial Development Programme", published by the Government of India, regarding the development of Electricity in Assam;

(b) whether it is a fact that the State of Assam and a large section of people made a representation for a Hydro-electric and barrage scheme of the river Barnadi in the district of Burrayang, Assam; and

(c) if the answer to parts (a) and (b) above be in the affirmative, whether Government have under consideration the financing these schemes or at least some?

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

(b) Government of India have no information.

(c) Government of India have already taken up the investigation of two multipurpose projects on the Manas and the Dihang rivers in Assam. Further developments will depend on the results of these investigations.

Maulvi Wajed Ali: May I know what is the time that will be taken for the investigation of these projects?

Shri Gadgil: It is impossible to say. It will depend on many factors including the nature of the river and other matters connected therewith.

Maulvi Wajed Ali: Will the Government of India undertake to finance these projects if it is reported as successful after the investigation?

Mr. Speaker: It is at present problematical.

GOVERNMENT POULTRY FARMS

***1761. Shri Khaparde:** (a) Will the Minister of Agriculture be pleased to state the number of Government Poultry farms in India?

(b) What is the annual expenditure incurred by the Government of India on poultry farms?

(c) What is the annual income from such farms?

The Minister of Food and Agriculture (Shri Jai Ramdas Doulatram): (a) to (c). Information is being collected and will be laid on the Table of the House in due course.

Shri Brajeshwar Prasad: Is it a fact that the Poultry Expert in charge of the Poultry Farm in Delhi Cantonment has said that large numbers of eggs sold in Delhi are collected from the banks of the Jumna, they being crocodile eggs?

Mr. Speaker: Order, order.

Sardar B. S. Man: What arrangements are there for making available these poultry birds directly to the farmers from these Government Poultry Farms?

Shri Jai Ramdas Doulatram: It is open to them to make purchases from the Farms?

VETERINARY DISPENSARIES

***1762. Shri Khaparde:** Will the Minister of Agriculture be pleased to lay on the table a statement showing:

(a) the number of Veterinary dispensaries in India;

(b) the number of cattle treated in these dispensaries in 1949; and

(c) the diseases for which the cattle were treated?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): The information is being collected and will be laid on the Table of the House in due course.

श्री खापड़े : क्या सरकार को यह बात मालूम है कि टी० बी० की बीमारी से भी जानवर मरते हैं ?

Shri Khaparde: Are the Government aware of the fact that animals also die of T.B.?

Mr. Speaker: Let the information be there and then the question may follow.

Shri Jairamdas Doulatram: I suppose the hon. Member is referring to rinderpest. I can give him information regarding that. Rinderpest has been progressively on the decline. In Madras during 1946/47 there were 6,760 cases of mortality. In 47/48 1,695 cases, and in 48/49 601 cases.

So also in Bombay and U.P. it is progressively on the decline.

Shri Zangre: Are there any mobile veterinary dispensaries in India?

Shri Jairamdas Doulatram: The State Governments will be able to give that information. Regarding the Centrally Administered Areas I would like to have notice.

BOUNDARY LINE BETWEEN BALLIA (U.P.) AND SHAHABAD (BIHAR)

***1763. Dr. R. S. Singh:** (a) Will the Minister of Agriculture be pleased to state the total acreage of cultivable land which remained uncultivated during the years 1948-49, and 1949-50, due to disputes arising from the change of courses of the River Ganga between the districts of Ballia (U.P.) and Shahabad (Bihar)?

(b) Do the Government of India propose to take any steps to demarcate a definite boundary line between the two districts?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) The information is being collected from the Governments of Uttar Pradesh and Bihar and will be placed on the Table of the House when received.

(b) The question of demarcating fixed boundaries between the States of Uttar Pradesh and Bihar is under consideration.

Dr. R. S. Singh: Not between U.P. and Bihar but between the districts of Ballia in U.P. and Shahabad in Bihar.

Shri Jairamdas Doulatram: That matter is under consideration.

Dr. R. S. Singh: Is it a fact that hundreds of acres of fields remain unharvested due to this feud arising out of the disputed ownership of alluvial and deluvial land on both sides?

Shri Jairamdas Doulatram: That is the report we have received.

Dr. R. S. Singh: May I know whether the Government of India could expedite the matter and get the boundary line demarcated before the next harvest season?

Shri Jairamdas Doulatram: I shall have that examined if it is possible but I think a Committee has been appointed which is going into the matter and we shall take steps on the report of that Committee.

Dr. R. S. Singh: May I know whether that Committee has been authorised to demarcate the boundary line or simply to study the problem and report?

Shri Jairamdas Doulatram: I have not got definite information but I believe it is for the purpose of reporting and making recommendations and not for implementing them.

Dr. R. S. Singh: May I know the names of members of that Committee and may I know when the Committee was appointed?

Shri Jairamdas Doulatram: I have not got the names. I think the Provincial Governments appointed the Committee.

Shri Hossain Imam: Do Government propose to constitute a Committee themselves to decide this matter once for all?

Shri Jairamdas Doulatram: That matter will be examined when we get the report.

Shri T. N. Singh: Is it a fact that the representatives of the two Governments of U.P. and Bihar went into this question of boundary recently?

Shri Jairamdas Doulatram: I have no information. Probably it may have been. The matter is now under adjudication by a Committee to which both Governments are party.

Dr. R. S. Singh: May I know whether that Committee has yet met and whether it has been given any time-limit for settling that dispute?

Shri Jairamdas Doulatram: I shall need notice of that.

Shri Tyagi: Does not the midstream law of boundary apply between these two districts?

Shri Jairamdas Doulatram: The cause of the present dispute is that the river shifts.

DAMAGE TO QUARTERS AT KOARI CAMP AT BHAKRA

*1764. **Shri Sanjivayya:** Will the Minister of Works, Mines and Power be pleased to state:

(a) whether it is a fact that during the fierce storm at Bhakra on 22nd March, 1950 almost all the quarters at Koari Camp crumbled to the ground;

(b) whether it is a fact that the bridge joining the Camp with Bhakra Camp also cracked at three places and was rendered useless; and

(c) if the reply to parts (a) and (b) be in the affirmative, what is the estimated loss to the Government on account of this?

The Minister of Works, Mines and Power (Shri Gadgil): (a) to (c). Bhakra Dam Project is under control of the Government of the Punjab (I think Government of India have no information.

INTERNATIONAL RICE COMMISSION

*1765. **Shri Barman:** Will the Minister of Agriculture be pleased to state:

(a) the decisions made by the International Rice Commission at the Conference held at Rangoon on the subject of investigation of the cost of production of rice in different countries; and

(b) whether India has taken any steps so far to ascertain views and information from other countries, as was recommended by that Conference?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) Official report of the meeting has not yet been received. Our delegation has, however, reported that their proposal that the cost of cultivation should be ascertained in each country was not accepted by the Council. As a compromise it was suggested that individual countries might exchange this information between themselves.

(b) It is proposed to take action as soon as the official report is received.

Shri Barman: Do Government at present follow any data or any general principle in the determination of the prices of the several grades of rice in the country?

Shri Jairamdas Doulatram: As I have explained on an earlier occasion, the Government fixes the price only for the procurement of grains and that is not preceded by any exact calculation of the cost of production. A large number of other factors including the price at which we will be able to procure and the price at which the consumers can be given that rice are involved. There is no previous examination of the cost of production in each area. As the House knows there are numerous varieties of rice. It will be difficult to fix the price of each without a survey of the cost of production of each variety in each place. By the time the survey is completed new factors will have arisen all which makes it a very difficult proposition to relate price to cost.

Shri Kamath: From reports and other records available to the Government, which country has the lowest productivity or yield per acre of rice and where does India stand in that list?

Shri Jairamdas Doulatram: India is fairly low, I am afraid.

Shri M. A. Ayyangar: May I know if any attempt has been made to arrive at the cost of production of rice between State and State in India?

Shri Jairamdas Doulatram: No attempt has been made. We propose to have some kind of a sample survey of certain limited areas to find out the cost of production but much will depend upon the amount of money made available for these operations.

Shri M. A. Ayyangar: Have Government any control over the procurement price in the various States?

Shri Jairamdas Doulatram: Government has complete control over the procurement price.

Shri M. A. Ayyangar: How far have Government exercised their control over the price that prevails in U.P. against the price prevailing in Madras?

Shri Jairamdas Doulatram: There is difference in the superior varieties. The more common varieties are more or less of the same price, namely round about Rs. 12 per maund. It is in regard to the superior varieties that there is so much disparity.

Shri Barman: Who fixes the price of rice, the Central Government or the State Governments?

Shri Jairamdas Doulatram: The Central Government. The State Government make proposals. We discuss and examine them and certain adjustments are made and then the Central Government approves of the prices.

Shri Tyagi: May I know if the superior variety of the U.P. rice is sold at the same price in U.P. as in Madras?

Shri Jairamdas Doulatram: Yes, except for the incidental charges and other expenses.

RIVER VALLEY SCHEMES UNDERTAKEN BY STATE GOVERNMENTS

*1766. **Shri Deogirikar:** (a) Will the Minister of Works, Mines and Power be pleased to state whether Government give loans or subsidies for river valley schemes undertaken by the State Governments?

(b) If the answer to part (a) above be in the affirmative, how much loan or subsidies have so far been given to such schemes and to whom?

(c) Was any representation made by the Bombay State Government for loan for Koyna River Project and if so, with what result?

The Minister of Works, Mines and Power (Shri Gadgil): (a) Loans are given, if budgetary position permits.

(b) A statement is laid on the Table of the House.

(c) The Koyna river Project was included in the list of schemes for financing which the Government of Bombay wanted a loan from the Government of India during 1949-50. But the investigations on the project not having been completed, no loan was considered.

STATEMENT

Total loans sanctioned up to 1st April, 1950, to certain States for River Valley Development Projects

Name of the State.	Name of the Project for which loan was sanctioned.	Amount of loan sanctioned
		Rs.
Orissa	Hirakud Dam Project.	3,88,00,000
Bihar	Damodar Valley Corporation.	2,11,37,000
West Bengal*	Damodar Valley Corporation	3,02,03,000
	Mayurakshi Reservoir Project.	1,75,00,000
Punjab*	Bhakra Nangal Project.	12,62,00,000
	Ferozepur Canals Project.	18,00,000

*Since 15th August, 1947.

Shri Deogirikar: May I know whether the Koyna River Project was undertaken by the Bombay Government independently or in consultation with the Central Government?

Shri Gadgil: The scheme has been undertaken by the Government of Bombay without reference to the Government of India. But as usual such advice as is available is given to every State Government in these matters.

Shri Deogirikar: What assistance other than monetary has been given by the Central Government to the Bombay Government?

Shri Gadgil: We placed our geological officers at the service of the Bombay Government as also our hydrologists and electricians.

Shri Deogirikar: What will be the total expenditure for the completion of the scheme?

Shri Gadgil: As far as I know the Bombay Government estimated the total cost to be about 45 crores of rupees.

RESEARCH ON GRASS FOR FODDER

*1767. **Shri Jnani Ram:** (a) Will the Minister of **Agriculture** be pleased to state whether research is being made for different varieties of grass suited for fodder and if so, in what way?

(b) What progress, if any, has been made in this work?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) and (b). The information regarding different varieties of grass suited for fodder is being collected and will be laid on the Table of the House in due course.

Shri Kamath: In view of the fact that there is food scarcity in several parts of the country is any research being conducted on edible grass for human beings and may I know whether Government is encouraging the cultivation of such edible grass for human consumption?

Shri Jairamdas Doulatram: I am afraid the hon. Member is giving me more information than I possess.

Shri Kamath: I am asking whether any research in this direction is being conducted.

Mr. Speaker: Order, order.

Shri Jnani Ram: Which are the institutes in which the research work is being carried on?

Shri Jairamdas Doulatram: It is going on here in the Delhi Institute and at a number of centres in the Provinces but until I get the information I have called for I will not be able to specify the places.

Shri Kamath: Is Government aware that recently several scientists have declared that certain types of grass are very edible and nutritious also for human beings.....

Mr. Speaker: Order, order.

WAYSIDE RAILWAY STATION AT PIMPRI

*1768. **Shri Deogirikar:** Will the Minister of **Railways** be pleased to state:

(a) whether any representation was made by displaced persons and Nagrik Sangthan Samittee of Poona for opening a wayside station at Pimpri (i.e., between Kirkee and Chinchwad);

(b) whether it is a fact that the displaced persons about 10,000 in number at the Pimpri Camp undergo great hardships for want of such a station; and

(c) if so, whether Government propose to open the station at least for local trains between Poona and Lonawala at an early date?

The Minister of State for Transport and Railways (Shri Santhanam): (a) Yes, such representations have been made.

(b) Displaced persons living in the Camp do not have to undergo great hardships on this account, since Chinchwad station is situated within a mile of the camp.

(c) No.

Shri Deogirikar: May I know if such stations for displaced persons have been opened in other places?

Mr. Speaker: On which line?

Shri Deogirikar: Throughout the whole of India.

Mr. Speaker: If the hon. Member specifies the line the question can be asked.

Shri Deogirikar: On the G. I. P. Railway.

Shri Santhanam: I will require notice of that question.

MOTOR TRANSPORT TRAFFIC IN STATES

*1769. **Shri Deogirikar:** Will the Minister of **Transport** be pleased to state:

(a) what capital have State Governments invested in the motor transport services taken over by them; and

(b) whether the Government of India have advanced any capital to the States for the purpose?

The Minister of State for Transport and Railways (Shri Santhanam): (a) Road transport is a State subject and the position regarding the services taken over by the States and the Capital invested by them continues to be fluid. The information is not available with the Government of India.

(b) The capital investment made by the Central Government (Ministry of Railways) in road transport undertakings amounts to Rupees 116.53 lakhs made up as follows:

Bombay State Road Transport Corporation	Rs. 102.00 Lakh
Provincial Transport Company (Madhya Pradesh) ..	Rs. 3.47 Lakh
C. P. Transport Services Ltd. (Madhya Pradesh) ..	Rs. 9.66 Lakh
Kulu Valley Transport Ltd. (Punjab)	Rs. 1.40 Lakh

UNALLOTTED QUARTERS IN VINAY NAGAR AND MAN NAGAR

*1770. **Shri Dwivedi:** (a) Will the Minister of **Works, Mines and Power** be pleased to state whether it is a fact that quarters more than hundred in numbers are lying in a neglected state without being allotted to Government employees, in the area round about the Lodi Colony and elsewhere in New Delhi?

(b) Was any attempt made to allot these quarters to a class of employees?

(c) If so, why have the allotments been cancelled?

(d) Are the fittings and fixtures of these quarters passing into a state of decay and damage?

(e) If so, how long will it take to bring them again into habitable state?

(f) What is the loss caused to Government as a result of this?

The Minister of Works, Mines and Power (Shri Gadgil): (a) to (c). Some newly constructed quarters at Vinay Nagar and Man Nagar are pending allotment. Applications were received recently by the Estate Office and are being compiled. They are not lying in a neglected state.

(d) No.

(e) and (f). Do not arise.

श्री द्विवेदी : क्या यह सच है कि क्वार्टर सबलेट भी किये जाते हैं गवर्नमेन्ट एम्प्लायीज को ? अगर सही है तो गवर्नमेन्ट इसका क्या इन्तजाम कर रही है ?

Shri Dwivedi: Is it a fact that quarters are subletted to the Government employees? If it is a fact then what arrangements Government are making in this respect?

Shri Gadgil: No subletting is allowed unless the permission of the Estate Officer is taken and that is given if the allottee wants to share his accommodation with a refugee officer.

RESEARCH ON STABILISED SOIL AS BUILDING MATERIAL

*1771. **Shri Dwivedi:** (a) Will the Minister of Works, Mines and Power be pleased to state whether any kind of research work has been done on the possibility of stabilised soil being used for building purposes?

(b) If the answer to part (a) above be in the affirmative, where has this work been done?

(c) What is the result of this research?

The Minister of Works, Mines and Power (Shri Gadgil): (a) to (c). No such research work has been done by any organisation under the Ministry of Works, Mines and Power. Some buildings using stabilised soil for walls were, however, constructed by the Punjab Public Works Department more than a year ago, under the direction of the Soil Research Section of that Department. An officer of the Central Public Works Department has been deputed for training for three months, in soil stabilisation in the Research Laboratory at Karnal, and it is proposed to construct a few houses according to this method, on an experimental basis, on the officer's return from training.

श्री द्विवेदी : स्टेविलाइज्ड स्वायल से बने हुए मकानों और मामूली तरीके से बने हुए मकानों के खर्चों में क्या फर्क है ?

Shri Dwivedi: What is the difference in the cost of construction between houses made of stabilized soil and those made by the ordinary method?

Shri Gadgil: I require notice but as far as I know the cost of the construction of houses that is being experimented at Karnal is a little less than the cost of traditional houses.

Shri Sonavane: What would be the duration or life of these houses as compared with brick and cement houses?

Shri Gadgil: The new houses have not yet been built. It is very difficult to give an idea of the duration but it is estimated that it will last a little less than the life of a traditional house.

Short Notice Question and Answer

RAILWAY ACCIDENTS

Shri Hanumanthaiya: Will the Minister of Railways be pleased to state:

- (a) the number and the nature of Railway accidents that occurred in India between the 11th and the 14th of April, 1950;
- (b) the number of people killed and injured in each of these accidents;
- (c) the estimated total loss to the Railway properties in each of these accidents; and
- (d) the causes of each of these accidents?

The Minister of Transport and Railways (Shri Gopaldaswami): (a) There have been two accidents between the dates mentioned. Both occurred on the 12th of April, 1950, and concerned passenger trains involving loss of life and grievous hurt. No. 10 Down Kumaon Express on the O.T. Railway and 18 Down Delhi Express, were derailed.

(b) In the accident on the O. T. Railway, 36 persons were killed and 155 were injured (including 54 who proceeded on their journey after receiving first aid on the spot). In the accident to 18 Down, 17 were injured consisting of 3 cases of fractures and 14 of minor injuries.

(c) About Rs. 10,000 in the case of 18 Down on the E. I. Railway. In the other case, information in this respect is awaited.

(d) The Government Inspector of Railways is holding an enquiry into the accident to 10 Down Kumaon Express, which *prima facie* appears to be a case of sabotage. In the other case the enquiry by the Chief Government Inspector of Railways is fixed for 17th instant.

Shri Hanumanthaiya: Were the engines that were involved in these two accidents of the new type that were purchased from America?

Shri Gopaldaswami: One of them I think is of the new type. Yes, the one involved in the E.I.R. accident was of the new type.

Shri Majumdar: Is it a fact that the crew men were not sufficiently experienced?

Shri Gopaldaswami: We have no reason to think so.

Shri Joachim Alva: Will the hon. Minister see that a speedy settlement of claims for compensation to the sufferers is effected?

Shri Gopaldaswami: We have taken action for the appointment of commissioners to assess and pay this compensation.

Shri Kamath: Have strict instructions been issued against the irordinate or undue speeding of trains with a view to making up lost time?

Shri Gopaldaswami: As a matter of fact, we did issue some instructions for speeding up trains, but after these accidents have taken place we have issued revised instructions to go slow with the speeding up.

Shri Hanumanthaiya: Was there another accident on the 14th of this month

Shri Gopaldaswami: I have not heard of any yet.

Shri Bharati: Sir, I wanted to submit this for your consideration as a point of order. That point may incidentally involve a question of privilege of this House. When an hon. Member has put a supplementary question to the Minister and the hon. Minister has not answered that supplementary in terms thereof—obviously, his attention perhaps not being rivetted to it—is it not a question of privilege to point out to you that the question has not been answered? In this particular instance, I may point out that my question was not at all answered. If you are pleased to enquire about the reference, I may say it was a very important question. Mr. Alagesan referred to the point about the subsidy of Rs. 1,08,00,000. The hon. Minister said there was no question of subsidy but that there was some other proposal. My question was, "What was the proposal?" The hon. Minister has not given any answer to that. Therefore, I wanted to raise this point that the question was not answered in the terms thereof. I was not allowed. That is one point of order.

My next point of order bears upon the previous one. When an hon. Member says he has a point of order, has he not precedence to be heard or can it be postponed? This also is I think a matter of privilege of the Members.

Mr. Speaker: Of course, as regards the first alleged point of order, the hon. Member wanted to convey to me a sort of grievance that his question was not replied to. In fact, requests of that type have been made and I have allowed many times the question being repeated. But when half a dozen Members are trying simultaneously to put a question, it is not possible, nor even desirable, to encourage the questions being repeated. That is my view of the matter. Therefore, I thought it better to pass it over. That is as regards the first point.

As regards the other point, the hon. Member certainly has a precedence, provided the Chair feels that there is really going to be a point of order,—not otherwise. Under the guise of raising a point of order, a Member cannot claim precedence to intervene and make a submission when the other business of the House is going on. So, that disposes of that point of order.

Shri Gautam: On a point of clarification, Sir.

Mr. Speaker: We need not have any discussion.

WRITTEN ANSWERS TO QUESTIONS

KARNAL FARM

*1753. **Ch. Ranbir Singh:** (a) Will the Minister of Agriculture be pleased to state whether it is a fact that the Karnal Farm under the Indian Agricultural Research Institute is one of the biggest experimental farms in India?

(b) What is the yield of each food crop during the past three years in the Farm?

(c) Is it a fact that the yield of certain crops including wheat is lower than that obtained by the villagers in the neighbouring lands?

(d) Have Government investigated into the cause of this?

(e) What are the annual irrigation charges at the Karnal farm and the Institute at Delhi?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) Yes.

(b) A statement is laid on the Table of the House.

(c) Comparative statistics of yield have been asked for but have not yet been received.

(d) Yes.

(e) Rs. 5,100 at Karnal and Rs. 67,000 at Delhi.

STATEMENT

(Figures are in maunds per acre)

	1946-47	1947-48	1948-49	1949-50
Paddy (Irrigated)	15.4	18.0	19.4	22.01
Maize (Unirrigated)	17.5	2.8	3.6	7.09
Cram (Unirrigated)	10.1	3.7	10.1	
Wheat (Unirrigated)	10.1	7.6	6.0)
Barley (Unirrigated)	25.9	11.9	6.4) *
Oats (Unirrigated)	15.9	13.3	6.6)

* Yields varying from 15 to 25 maunds are expected from the ensuing harvest.

RESEARCHES AT THE INDIAN AGRICULTURAL RESEARCH INSTITUTE

*1754. **Ch. Ranbir Singh:** (a) Will the Minister of Agriculture be pleased to state the specific results of researches carried on at the Indian Agricultural Research Institute during the past five years leading to the production of more food?

(b) What help has the Institute given to the State Institutes in their researches for increasing food production?

(c) What is the co-ordinating machinery between the I.A.R. Institute, Delhi and other central organisations for research on rice, potato, jute, cotton, tobacco etc.?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) and (b). A statement is placed on the Table of the House. [See Appendix VII, annexure No. 29.]

(c) Direct contacts between the Directors of the Institutes.

WATERFALLS OF NORTHERN INDIA

***1772. Shri Dwivedi:** (a) Will the Minister of **Works, Mines and Power** be pleased to state whether Government are aware that there are some water falls in Northern India situated in Vindhya Pradesh like Keonti and Chachai which are capable of big Hydro-electric Project?

(b) If so, have the Government of India given any attention to the investigation of the possibilities of producing cheap electricity for increasing the economic potentiality of Vindhya Pradesh through her mineral wealth?

The Minister of Works, Mines and Power (Shri Gadgil): (a) Government of India have no specific information concerning the water falls situated in Vindhya Pradesh at Keonti and Chachai.

(b) The mineral resources of Vindhya Pradesh are fairly well known to the Geological Survey of India, and a detailed examination of the mineral deposits of the region forms part of its programme. A Geological party worked in the Korar Coalfield in the field season of 1948-49. A list of the investigations included in the programme for the current field season, in addition to the important work of exploration by drilling of the Singrauli Coalfield, is laid on the Table.

I may add that cheap electricity is not the only factor in opening up mineral deposits; there are various other important factors, such as finance availability of proper technical personnel, existence of transport facilities, etc. which have to be taken into account before undertaking exploitation of the mineral deposits of any area.

List of investigations

- (1) Investigation of the diamond occurrences near Rajgawan Panna.
 - (2) Investigation of glass-sand ochres and clays in the Tons Valley, vicinity Santnankipur Railway Station.
 - (3) Investigation of the barytes deposits near Surajpur of Orchha State in the Tikamgarh District.
 - (4) Continuation of the Survey of limestone belt stretching through Maihar and Satna.
-

DEPOSITS UNDER "OWN YOUR OWN TELEPHONE" SCHEME

***1773. Shri B. K. P. Sinha:** (a) Will the Minister of **Communications** be pleased to state whether it is fact that the money deposited by prospective subscribers under the "Own Your Own Telephone Scheme" is being or is proposed to be spent on the general expansion of the Telephone services?

(b) If so, what is the amount so far spent out of such deposits?

(c) What is the exact nature of the work on which such money is being spent?

The Deputy Minister of Communications (Shri Khurshed Lal): (a) Yes.

(b) The amount allocated for expenditure during 1949-50 was Rs. 50 lakhs.

(c) Opening of new exchanges, erecting of trunk circuits and expansion of existing telephone systems.

LOOTING OF PASSENGERS IN 56 DOWN TRAIN

***1774. Shri Sanjivayya:** (a) Will the Minister of **Railways** be pleased to state whether it is a fact that on 1st April 1950, passengers travelling by 56 Down train between Kurrai and Gola on the O.T. Railway were the victims of a daring loot?

(b) If so, what is the approximate value of the property looted?

(c) What action have Government taken in this matter?

The Minister of State for Transport and Railways (Shri Santhanam): (a) Yes. The incident occurred between Gola Gokaran Nath and Kukra stations.

(b) The looted property is stated to include Rs. 15,000 in cash, a watch and other sundry articles the value of which is not, however, known.

(c) The incident was reported to the Government Railway Police and other Civil authorities immediately after occurrence and investigations are in progress.

CONSTRUCTION OF KOTAH - CHITORGARH RAILWAY LINE

***1775. Shri Balwant Sinha Mehta:** (a) Will the Minister of **Railways** be pleased to state when Government propose to undertake the construction of the railway line from Kotah to Chitorgarh?

(b) Will it be a broad or metre gauge line?

(c) How long will it take to construct it?

(d) How much expenditure will be incurred on it?

The Minister of Transport and Railways (Shri Gopalaswami): (a) and (b). Approval for the construction of this line on the metre gauge was given to the Rajasthan Government in January 1949. Work on the construction has not however started so far and the Rajasthan Government suggested recently that the Government of India may consider the construction of this line to broad gauge. The proposal is under examination.

There is no provision in the 1950-51 Budget for the construction of this line. Consequent on the integration of State Railways, the project will now have to be considered from an all-India aspect, and the Government of India are therefore not in a position at this stage to state when the construction will be undertaken.

(c) A project of this nature usually requires about 3 working seasons if terrain through which it passes is hilly.

(d) A metre gauge link is likely to cost about Rs. 3 crores, while a broad gauge link will cost about Rs. 6 to 7 crores.

SCHEME FOR BORING TUBEWELLS BY MR. ARMSTRONG

***1777. Shri Bhatkar:** (a) Will the Minister of **Agriculture** be pleased to state whether Government have accepted a Scheme for boring tubewells submitted by Mr. Armstrong from the United Kingdom?

(b) What is the cost of the Scheme?

(c) When is the work to be started?

(d) Is it a fact that Mr. Armstrong will obtain the machinery from Johnson and Company of United States of America?

(e) What is going to be the cost per tube-well under the Scheme?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) Certain proposals for the construction of tubewells in the Uttar Pradesh, Bihar and Punjab made by the firm of Associated Tubewells Ltd., London, which was represented by Mr. Armstrong among others, were being discussed with them, but no scheme has been accepted by the Government of India. A copy of the draft agreement finally submitted by the firm has, however, been forwarded to the State Governments of Uttar Pradesh, Bihar and Punjab for their consideration. Any contract that may be entered into will be only between the firm and the State Governments and not the Government of India. No contract has yet been entered into by any of the State Governments.

(b) There will be three types of wells for each of which the cost will be different. The exact number of wells to be sunk is also not yet settled. Assuming that a thousand wells are sunk, (which is the present proposal) the average cost would be Rs. 30,000 approximately per well and the total value of the contract would be Rs. 3 crores.

(c) This will depend upon when the contract is entered into between the State Government and the firm.

(d) We have no information.

(e) The cost of a well will depend upon the type of tube well. There are going to be three types of wells: (1) powered by electric-motors connected with the existing electrical system, (2) operated by individual diesel engines, and (3) connected to diesel generators capable of powering 20 wells each. The cost of the first type will be about Rs. 21,400 per well, cost of the second type will be Rs. 23,700 and cost of the third type will be Rs. 46,200.

EXPENDITURE INCURRED ON LOCUST SCHEME

***1778. Shri Bhatkar:** (a) Will the Minister of Agriculture be pleased to state the expenditure incurred by the Government of India on the locust Scheme in 1945-46?

(b) What is the expenditure proposed to be incurred in the year 1950-51?

(c) What was the contribution of State Governments for each of the years 1945-46, 1946-47, 1947-48, 1948-49 and 1949-50?

(d) What contribution is expected from the States in 1950-51?

(e) If not, what are the reasons for exempting the States Governments from payment?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) Rs. 5,13,078-3-7.

(b) Rs. 9,16,356-0-0.

(c) 1945-46, Rs. 8,08,014-3-7, 1946-47, Rs. 4,05,000, 1947-48, Rs. 22,939, 1948-49, Rs. Nil and 1949-50 Rs. Nil.

(d) and (e). The Governments of the States likely to be affected will set up their own organisations within their States and bear the cost of the operations conducted within their territories. With regard to the cost of the warning and supervisory arrangements and of mechanical operations in the desert breeding areas of locusts which will be about half the total expenditure it is intended

to incur it on behalf of the Central Government this year. At a recent Conference of the Technical Officers of ten States concerned, representatives of some of the States desired that the Centre should not put on the States invited the burden of the above expenditure, but take it upon itself. In view of the urgency of the anti-locust operations, the need of the Central Government to have full supervisory responsibility for the co-ordinated control scheme, and the repercussions which any locust outbreak caused through divided responsibility would have on the present food situation this year, it is proposed to treat this year's work as a special case.

GRANT TO PUNJAB IRRIGATION INSTITUTE

***1779. Dr. R. S. Singh:** (a) Will the Minister of **Works, Mines and Power** be pleased to state whether it is a fact that the E.C.A.F.E. of the U.N.O. has made a grant to the Punjab Irrigation Institute, Amritsar, for studying the problem of silting of rivers?

(b) If so, what is the amount of money granted to that institute?

The Minister of Works, Mines and Power (Shri Gadgil): (a) The Bureau of Flood Control of the Economic Commission for Asia and the Far East have sponsored a programme of research and experiments in connection with the study of silt problem to be carried out at the Punjab Irrigation Research Institute at Amritsar. They have agreed to share the expenditure with the Punjab (India) Government.

(b) The information has been called for from the Government of Punjab (India) and will be laid on the Table of the House in due course.

EXPERIMENTAL PLANTATION OF AMERICAN HYBRID MAIZE

***1780. Dr. R. S. Singh:** Will the Minister of **Agriculture** be pleased to state whether it is a fact that the Government of India propose to have an experimental plantation of American hybrid maize in India?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): Sixty one varieties of maize hybrids have been received from the Food and Agricultural Organisation and these will be tested in the maize growing areas during the coming Kharif season.

INTEGRATION OF MAYURBHANJ LIGHT RAILWAY

***1781. Shri Nalk:** (a) Will the Minister of **Railways** be pleased to state the date on which final integration of the Mayurbhanj Light Railway has been effected?

(b) What is the total gross and nett earnings over this railway?

(c) What are the passenger amenities hitherto provided on this Railway?

(d) Is it a fact that no lavatory facilities are available there and if so, do Government propose to introduce the same

The Minister of Transport and Railways (Shri Gopalaswami): (a) The Mayurbhanj Light Railway which belonged to private Company *viz.* the Mayurbhanj Railway Company Ltd., was purchased from the Company with effect from 1st April, 1950.

(b) The latest available figures (1948-49) of gross earnings are Rs. 3,25,891 and of net earnings, Rs. 1,79,240.

(c) and (d). The requisite information has been called for from the B. N. Railway, of which this Railway now forms a part, and will be placed on the Table of the House when received. If it is found the facilities referred to are not available, necessary action will be taken.

SUGARCANE CULTIVATION IN ORISSA

***1782. Shri Nalk:** (a) Will the Minister of **Agriculture** be pleased to lay on the Table a statement showing the area under sugarcane cultivation in the State of Orissa, with separate figures for the former Indian States now merged in the State of Orissa?

(b) What is the average yield of sugarcane in the State and how does it compare with other Sugar-cane producing States?

(c) Is there any sugar factory in the State and do Government contemplate starting any new factory there and if so, where and when?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) 33,000 acres in 1948-49.

Separate figures for former Indian States now merged in Orissa are not available and are being collected.

(b) A statement is laid on the Table of the House. [See *Appendix VII, annexure No. 30.*]

(c) Two factories exist and two more units have been allotted to the State of Orissa.

STOPPAGE AND ATTEMPT AT DERAILMENT OF TRAINS ON B. B. & C. I. RAILWAY

***1773. Shri Vyas:** Will the Minister of **Railways** be pleased to state:

(a) whether it is a fact that a B.B. & C.I. railway train was stopped after it had left Gudha Station (between Sambhar and Kuchaman Road) on the morning of 26th March 1950 and the passengers were attacked by a gang;

(b) whether an attempt was made to derail a train near the same station on 31st March 1950; and

(c) if so, what steps have been taken to ensure the safety of trains and passengers?

The Minister of State for Transport and Railways (Shri Santhanam): (a) Yes, the 10 Up Fast Passenger train was stopped as stated at mile 12/3 on 26th March, 1950 by passengers pulling the alarm chain. Government are informed that no attack was made by any outside gang but that there was melee amongst some of the passengers.

(b) Yes. Two sleepers were placed on the track.

(c) Passenger trains on this section are being escorted by police and Phulera-Kuchaman Section is being patrolled by railway engineering staff.

CATTLE BREEDING RESEARCH STATION AT JUBBULFORE

***1784. Shri Vyas:** Will the Minister of **Agriculture** be pleased to state the number of calves of Kakrecha, Nagaur and Tharparker breeds purchased by the Cattle Breeding Research Station of Jubbulpore during the year 1949-50?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): No animal of any breed was purchased by the Cattle Breeding Research Station, Jubbul-pore during the year 1949-50.

ABOLITION OF ZAMINDARI SYSTEM IN CENTRALLY ADMINISTERED AREAS

***1785. Shri M. P. Mishra:** (a) Will the Minister of Agriculture be pleased to state whether Government propose to abolish the system of Zamindars in the Centrally Administered Areas in the near future?

(b) If the answer to part (a) above, be in the affirmative, what steps are being taken in the matter?

(c) If the answer to part (a) above be in the negative, what are the reasons therefor?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) to (c). The question is under consideration.

FOOD DEFICIT IN BIHAR

***1786. Shri M. P. Mishra:** (a) Will the Minister of Food be pleased to state what is the quantity of annual food deficit in the State of Bihar?

(b) What amount of food-grains was allotted to the State of Bihar by the Government of India during the year 1949-50 to meet its deficit?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) The annual deficit in its food budget declared by the Bihar Government varies from year to year, but the average deficit during the last 4 years was roughly 1,30,000 tons per annum. For 1950, it is estimated by the State Government to be 2,32,000 tons which is very high when compared with the actual supply of 1,15,000 tons in 1949.

(b) A quota of 40,000 tons of food-grains has been allotted for 1950 by the Government of India.

DACOITIES ON RAILWAY STATIONS

***1787. Lala Achint Ram:** Will the Minister of Railways be pleased to state:

(a) the number of railway stations where officials have been the victims of dacoities on all the Indian Railways from March 1949 to 31st March, 1950;

(b) the number of officials who suffered injuries, or loss of property in these dacoities; and

(c) the steps taken for the protection of such stations?

The Minister of State for Transport and Railways (Shri Santhanam): (a) and (b). Information for the calendar year 1949 is given, as it is readily available. The number of stations involved is 53, and the number of officials who sustained injury or lost property are 47 and 85 respectively.

(c) The agencies employed for preventing such crimes in Railway premises include chowkidars and caretakers. Railway Watch and Ward Staff, Government Railway Police and, where necessary, additional Armed Railway Protection force.

RAILWAY PASSES FOR OFFICE-BEARERS OF TRADE UNIONS

***1788. Shri Venkataraman:** Will the Minister of Railways be pleased to state:

(a) whether railway passes are issued to Office-bearers of recognised Trade Unions;

(b) what is the class by which they are allowed to travel; and

(c) whether any distinction is made in the issue of passes to the Office-bearers of the Unions who are employees and who are non-employees?

The Minister of State for Transport and Railways (Shri Santhanam): (a) Yes.

(b) Under the existing instructions, officials of recognised unions, when travelling on passes issued to them in that capacity, are granted Class II passes unless they are entitled to Class I passes under the normal railway rules, the only exception being that Class I passes, available over Home Line only, may be given at the discretion of General Managers to Presidents of Recognised Unions who are not railway employees.

(c) No distinction is made in the issue of passes except that General Managers may issue First Class passes to Presidents of Recognised Unions in special cases, as stated in the reply to part (b) of this question.

PAYSCALES OF RAILWAY STATION MASTERS ON M. & S. M. AND S. I. RAILWAYS

***1789. Shri Venkataraman:** (a) Will the Minister of Railways be pleased to state what was the scale of pay of the Station Masters and Assistant Station Masters in the M. & S.M. and S.I. Railways before the Central Pay Commission reported?

(b) What is the present scale of pay of these persons in these two Railways?

(c) Have their cases been considered by the Anomalies Committee?

(d) If so, what is the result of such consideration?

The Minister of Transport and Railways (Shri Gopalaswami): (a) and (b). A statement showing the position is laid on the Table of the House [See Appendix VII, annexure No. 31.]

(c) Yes.

(d) That there is no anomaly in both Station Masters and Assistant Station Masters in the lowest grade being on the scale 64—170 and that the number of posts of Station Masters and Assistant Station Masters in the next higher grade 100—185 should be 20 to 25 per cent. of the posts in the lowest grade.

PAY GRADES FOR RAILWAY TICKET-CHECKING STAFF

***1790. Shri Venkataraman:** Will the Minister of Railways be pleased to state:

(a) whether the Railway Board has introduced a new grade for the Ticket checking staff, different from those recommended by the Central Pay Commission?

(b) if so, what is the scale of pay of the new grade; and

(c) why was it introduced?

The Minister of Transport and Railways (Shri Gopalaswami): (a) and (b). The Pay Commission recommended the grades of Rs. 55—130 and Rs. 100—185 for Ticket Examining Staff. The scales adopted by Government are Rs. 60—150 and Rs. 100—185 for Travelling Ticket Examiners and Rs. 55—130 and Rs. 80—160 for Ticket Collectors.

(c) It was felt that like Commercial Clerks, Travelling Ticket Examiners also handled cash and came in contact with the public and should therefore be given the scales applicable to Commercial Clerks i.e. Rs. 60—150 and 100—185. The lowest scale recommended by the Central Pay Commission viz. 55—130 was however given to ordinary Ticket Collectors and as in the parallel case of Office Clerks etc. the next promotion grade is 80—160.

X-RAY PLANTS IN RAILWAY HOSPITALS

***1791. Sardar Sochet Singh:** Will the Minister of Railways be pleased to state:

(a) the number, place and date of installation of X-Ray plants in Railway hospitals in the E. P. Railway;

(b) the number and names of trained Radiologists on the permanent staff of the E. P. Railway; and

(c) the years of training of the above?

The Minister of State for Transport and Railways (Shri Santhanam): (a) Two X-Ray plants, one in the Railway Hospital at Delhi and the other in the Railway Hospital at Ferozepur Cantonment, were put into commission in November, 1949.

(b) Three Assistant Surgeons, viz. Dr. A. L. Taneja, Harnam Singh and Mohinder Singh Plato, who have received training in Radiology although they do not hold the requisite diploma, are employed permanently on E. P. Railway.

(c) Dr. A. L. Taneja 1941, Dr. Mohinder Singh Plato 1947 and Dr. Harnam Singh 1949.

STUDENTS SENT ABROAD FOR HIGHER AGRICULTURAL RESEARCH

***1792. Shri Balmiki:** Will the Minister of Agriculture be pleased to state:

(a) the number of students sent abroad for acquiring higher knowledge of Agriculture and Animal Husbandry during the year 1948-49; and

(b) the amount spent on them during the year 1948-49?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) Nil.

(b) Does not arise.

RAIL-CUM-BUS OUT-AGENCIES ON B. N. RAILWAY

***1793. Shri S. C. Samanta:** (a) Will the Minister of Railways be pleased to state the names and number of Rail-cum-Bus Out-agencies that are functioning on Bengal Nagpur Railway?

(b) How many of them were opened in 1949-50?

(c) What are the conditions on which these Out-agencies are allowed to function?

The Minister of State for Transport and Railways (Shri Santhanam): (a) There are two Rail-cum-Bus Out-agencies, viz., Hazaribagh Town and Tamluk functioning on the Bengal Nagpur Railway.

(b) Neither was opened in 1949-50.

(c) Out-agencies are worked by contractors selected from suitable road transport operators on the route or in the area in consultation with the Regional Transport Authority or by inviting tenders. Selected contractors execute working agreements which provide for (i) security required to be deposited, (ii) charges to be levied, (iii) responsibility of the contractor for loss or damage to goods or parcels while in their possession, and (iv) proper maintenance of books and accounts relating to the Out-agency business.

FOREST RESEARCH INSTITUTE AT DEHRA DUN

***1794. Shri S. C. Samanta:** Will the Minister of Agriculture be pleased to state the results so far obtained by the experiments conducted by the Forest Research Institute at Dehra Dun?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): A brief note on the subject is placed on the Table of the House. [See Appendix VII, annexure No. 32.]

A reference is also invited to the following publications, copies of which are in the Library of the House:

- (a) "The Forest Research Institute and Colleges" (its scope and functions).
- (b) Printed Resolutions of the Central Advisory Board on Forest Utilisation.

SUGAR CANE AND BEET ROOT

***1794-A. Dr. V. Subramaniam:** Will the Minister of Agriculture be pleased to state the total quantity of sugar cane:

- (a) grown in India, for the last two years;
- (b) the quantity of beet root grown;
- (c) the quantity of sugar produced from sugar cane and beet root;
- (d) what arrangements there are for increasing the production of beet sugar; and
- (e) the places where sugar cane and beet root are grown in India and the total quantity grown in each of such places?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) 5,64,59,520 and 5,07,88,400 tons (approximately) during the seasons 1947-48 and 1948-49.

(b) Beet root for production of sugar is not grown in India.

(c) The normal annual production of sugar from sugar-cane is about a million tons.

(d) Does not arise.

(e) A statement showing production of sugar-cane in various parts of India during 1947-48 and 1948-49 is laid on the Table of the House. [See Appendix VII, annexure No. 33.]

POPULARISATION OF VARIOUS SCHEMES OF RESEARCH

***1794-B. Shri Kannamwar:** Will the Minister of Agriculture be pleased to state whether Government propose to start an extension service for popularising the various schemes of research made in Pusa Agricultural Research Institute for the benefit of the Agriculturists?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): The question of organizing an extension service on a wide basis is under consideration by the State Governments and the Government of India.

OPENING OF NEW RAILWAY STATIONS ON B. N. RAILWAY

***1794-C. Maulvi Haneef:** Will the Minister of Railways be pleased to refer to the answers given to part (c) and (d) of starred question No. 1908 on the 31st March, 1950 regarding opening of new railway stations in the B. N. Railway and state:

(a) what is the result of the investigations in respect of each of the first three applications; and

(b) whether the applicants are informed of the decisions taken on their applications?

The Minister of State for Transport and Railways (Shri Santhanam): (a) and (b). No justification exists for opening new stations at sites referred to under the first and third applications and the parties have been informed accordingly. Regarding the second application it is proposed to open a halt station and the party will be advised of the position as soon as a decision is taken for allotment of funds for the proposed work.

EDIBLE OILS AND OIL SEEDS

***1794-D. Pandit Munishwar Datt Upadhyay:** Will the Minister of Agriculture be pleased to state:

(a) the total number of oil mills working in the country in the year 1949;

(b) the total quantity of edible oils produced in the year 1949;

(c) the total quantity of oils consumed in the year 1949; and

(d) the total quantity of oil seeds consumed in the year 1949?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) During 1949, 1032 oil mills registered under the Factories Act were reported to be working in the various parts of the country.

(b) to (d). Two statements giving the available information are placed on the Table of the House. [See Appendix VII, annexure No. 84.]

CONSUMPTION OF COAL BY RAILWAYS

***1794-E. Shri Massey:** Will the Minister of Railways be pleased to refer to the reply given to part (b) of my Unstarred Question No. 154(b) (v) of the 4th April, 1950, and state what procedure is followed to ensure that all coal paid for is not only received, but accounted for?

The Minister of State for Transport and Railways (Shri Santhanam): Different Railways are following various procedures for checking the invoiced quantity of coal against actual receipts. Where weigh-bridges are available at depots, railways check their consignments by reweighment on receipt of

wagons. Railways which receive their coal by transshipment from a different gauge, usually reweigh such consignments at the interchange stations. Some Railways rely on a percentage check of their consignments by reweighing at receiving depots. These different procedures have been adopted to suit local conditions and with the object of minimising detention to wagons. Most Railways, however, check the coal that they receive, after it has been stacked, by actual measurement. When issuing coal for consumption, Railways use tubs or baskets of known and frequently checked content and accounting of the quantities used for each purpose is based on this method of issue.

MANUFACTURE OF SUGAR ON COTTAGE INDUSTRY SCALE

***1794-F. Dr. M. M. Das:** Will the Minister of Agriculture be pleased to state:

(a) whether any research work has been carried out for the manufacture of white sugar (as are manufactured in sugar mills) from sugar cane juice on cottage industry scale;

(b) whether any such cottage industry machinery is available in the market; and

(c) whether Government have considered the question of developing such a cottage industry?

The Minister of Food and Agriculture (Shri Jai Ramdas Doulatram): (a) No.

(b) Government have no information.

(c) It is understood that white crystalline sugar can be best produced on the factory scale.

ASSAM VALLEY SCHEME

***1794-G. Maulvi Wajed Ali:** Will the Minister of Works, Mines and Power be pleased to state:

(a) the details of the "Assam Valley Scheme" as stated on page 39 of the Explanatory Memorandum of the Central Budget for 1950-51;

(b) the total amount so far spent by the Government of India on this scheme since its inception, year by year;

(c) the benefits from this scheme to the people of Assam; and

(d) the total costs of the scheme and whether any part of it is to be borne by the State of Assam?

The Minister of Works, Mines and Power (Shri Gadgil) (a) A statement showing the details of the provision for the "Assam Valley Scheme" for 1950-51 is placed on the Table of the House.

(b) 1947-48	Rs. 1,00,000
1948-49	Rs. 30,000
1949-50	Rs. 4,28,000 (approximate)

(c) Assam Projects comprise investigations in respect of two dams, one across the Manas River and the other across the Dihang River.

The construction of these dams will primarily tackle the problem of floods and mitigate their disastrous effect to which the Province is subjected and, at the same time generate cheap hydro-electric power for industrial development for which there is ample scope and conserve the flood waters of the rivers, for navigation.

The Manas River has also big irrigation potentiality. Extensive areas that generally come under winter crops, will get assured supply of water whenever there is insufficient or ill-distributed rain fall.

(d) The total cost of construction of the projects has not been estimated. The cost of investigations is estimated at Rs. 28,29,710. The actual expenditure incurred on investigations will be debited to the estimates of the projects, which are taken up for execution. The cost of construction will have to be borne monthly by the State of Assam.

STATEMENT

Details of Rs. 4,00,000 being the absolute minimum requirements in respect of the Assam Projects for the year 1950-51.

			Rs.
WORKS			
Survey by Survey of India	...	...	1,20,000
Survey by C.W.I.N.C.	...	...	15,000
Discharge Observations	...	...	11,000
Silt Observation	...	...	6,000
Property Survey	...	...	2,000
Meteorological Survey	...	...	8,000
Geological Survey	...	...	70,000
Communications	...	...	47,000
Buildings	...	...	5,000
Working expenses Motor Vehicles	...	...	11,000
Total			2,95,000
TOOLS & PLANT			
			Rs.
Repairs and carriage	...	...	2,500
Ordinary Tools & Plant	...	...	1,500
Office Furniture	...	...	1,000
Total			5,000
ESTABLISHMENT			
			Rs.
Establishment including contingencies	...	...	1,00,000
			Rs.
Abstract :—			
1. Works	...	...	2,95,000
2. Tools and Plant	...	...	5,000
3. Establishment	...	...	1,00,000
Total			4,00,000

HONORARY ADVISER TO THE MINISTER OF FOOD

*1794-H. **Shri Rathnaswamy:** (a) Will the Minister of Food be pleased to state what are the areas visited by the Honorary Adviser to the Minister of Food?

(b) What are his findings in regard to hulling of rice?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) Bombay and Madras, Bihar and West Bengal.

(b) A statement containing his findings is laid on the Table of the House. [See Appendix VII, annexure No. 35.]

His findings are that with the aid of certain changes in the milling process the quantity of rice produced by the mills can be increased by at least four per cent.

WATER SOFTENING PLANTS

188. **Shri Massey:** Will the Minister of Railways be pleased to state what was the number of water softening plants in operation in 1944-45 and what is the number of additional plants installed since then?

The Minister of Transport and Railways (Shri Gopalaswami): The number of Water Softening Plants in operation in 1944-45 was 98. This includes 34 on the N.W. and B.A. Railways.

Additional number installed since then is 47 on the Railways now in India.

CARRY OVER AND BALANCE OF CEREALS

189. **Shri Sidhva:** (a) Will the Minister of Food be pleased to state the carry over and balance of all kinds of cereals as on 1st January 1949 and 1st January 1950?

(b) What is the stock of different kinds of cereals as on 1st January 1950 at various Centres?

The Minister of Food and Agriculture (Shri Jairamdas Doulatram): (a) The stocks with the Central and State Governments on 1st January, 1950 amounted to 16 lakh tons compared with 9.5 lakh tons on 1st January, 1949.

(b) A statement showing the stocks held by each State Government and the Central Government on 1st January, 1950, is placed on the Table of the House. [See Appendix VII, annexure No. 36.]

DELIVERY AND CLEARANCE OF MAILS ON SUNDAYS

190. **Shri Sidhva:** Will the Minister of Communications be pleased to refer to his announcement, that from 1st May 1950 there shall not be either delivery or clearance of letters on Sundays and state what will be the cost if additional staff is employed to continue delivery and clearance of letters on Sundays?

The Deputy Minister of Communications (Shri Khurshed Lal): In order to enable Post Offices to continue giving one delivery on Sundays and also arrange for clearance of letter boxes and despatch of mails, almost half the clerical staff, Postmen and Class IV officials will have to be brought on duty in large offices and full staff in small offices. On the basis of this the additional expenditure is estimated to be approximately rupees one crore.

Monday, 17th April, 1950



PARLIAMENTARY DEBATES

(Part II—Proceedings other than Questions and Answers)

OFFICIAL REPORT

VOLUME IV, 1950

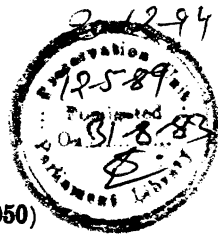
(1st April, 1950 to 20th April, 1950)

First Session

of the

PARLIAMENT OF INDIA

1950



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PARLIAMENTARY DEBATES
(PART II—PROCEEDINGS OTHER THAN QUESTIONS AND ANSWERS)

Monday, 17th April, 1950.

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

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

QUESTIONS AND ANSWERS

(See Part I)

11-50 A.M.

BUSINESS OF THE HOUSE

CANCELLATION OF DEBATE ON BENGAL

Pandit Thakur Das Bhargava (Punjab): Sir, I was going to make a submission. Sometime back you were pleased to announce that the Government would allot a day for the discussion on Bengal. I want to bring to your notice that a very large majority of the Members of this House do not desire the allotment of any time for the discussion of the Bengal situation. I therefore beg of you to kindly convey to the Government that they need not allot any time for the discussion of the Bengal situation. I understand a representation has been submitted to you, signed by a large majority of the Members of this House. But I must submit that in addition to those who have signed, there is a very great majority of Members now present in this House who do not want any date to be fixed for that discussion. So, I would beg of you to ask the Government not to fix any date.

Mr. Speaker: I have no objection, if the hon. Members desire that the discussion need not take place. I do not think I need go to make a request to Government at all. It is a question within my power. I had allotted a day and I cancel it.

Several Hon. Members: Yes, Sir.

PAPERS LAID ON THE TABLE

ANNUAL REPORT OF PETROLEUM DIVISION

The Minister of Works, Mines and Power (Shri Gadgil): I beg to lay on the Table a copy of the Annual Report of the Petroleum Division for 1948-49. [Placed in Meeting of Standing Committees Library, See No. IV A.O.(84)].

MEETINGS OF STANDING COMMITTEES

The Minister of State for Parliamentary Affairs (Shri Satya Narayan Sinha): I beg to lay on the Table a supplementary statement to the consolidated statement showing the meetings of the Standing Committees attached to various Ministries, and subjects discussed at such meetings during the year 1949-50. [See Appendix No. VIII Annexure No. 3].

KHADDAR (PROTECTION OF NAME) BILL

The Minister of Works, Mines and Power (Shri Gadgil): I beg to move for leave to introduce a Bill to regulate the use of the words "Khaddar" and "Khadi" when applied as a trade description of woven materials.

[2919]

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to regulate the use of the words "Khaddar" and "Khadi" when applied as a trade description of woven materials."

The motion was adopted.

Shri Gadgil: I introduce the Bill

INSURANCE (AMENDMENT) BILL—*contd.*

Mr. Speaker: The House will now proceed with the further consideration of the following motion:

"That the Bill further to amend the Insurance Act, 1938, as reported by the Select Committee, be taken into consideration."

Shri Alagasan (Madras): The other day I was pointing out that the Bill has indulged in generosity towards the non-Indian companies. Now I wish to go to another subject, namely that of chief agents. This Bill appears to be a charter for the chief agents, and the Select Committee has shown them consideration which is rather understandable. The chief agents shed a lot of tears before the Select Committee. I would not qualify the tears with the usual epithet, but I should say the Select Committee was drowned in the tears and they have shown consideration which in my opinion they, the chief agents, do not deserve. In the last Act, to which the present Bill is an amendment, when it was proposed to abolish the managing agents, the time allowed to them was only three years, and their salary also was fixed at a particular limit. Now, in the present Bill, we have got the limit of commission fixed for insurance agents, for special agents, for principal agents, etc., but nowhere do you find the fixation of limits for the commission that has to be paid to the chief agents. I do not know why this concession should be shown to the chief agents. The argument is that if you begin fixing the commission of chief agents, then you should fix the limit of expenses for the branch offices also. It is said that the chief agents' commission has not been fixed to benefit the smaller companies. In this Bill you find, strangely enough that one concession is made to please the smaller companies and to aid them, and another concession is made to aid the bigger companies. So, either way we have to make concessions. I cannot understand how it will not benefit smaller companies if the chief agents' commission is fixed. Just as the bigger companies, the smaller companies also will be able to benefit from the limitation of commission for the chief agents.

Again, there is the present contract with the chief agents. It is not allowed to lapse. In the Bill as moved, it was allowed to lapse but now the full life of these contracts has been guaranteed and the maximum period is ten years. If the contract had been terminated by this Bill, then the companies, big or small, would have been able to come to fresh agreement with the chief agents and the terms would have been more favourable to the companies. Now that has been effectively blocked. The chief agents may go on with the old contract and they can dictate terms to the companies as they did previously.

Again, in cases where renewal premiums are paid but the insurance agent is not there to receive his commission, the chief agents have been given 75 per cent of such commission. This is for previous business. For new business, it has been laid down in the Schedule that they will be given only 25 per cent. I should like to know why they should be given 75 per cent for the old business. If the argument is that they continue to service these policies, then they do the same thing with regard to the new renewals also. That being so, I do not see

any reason for this differentiation. In the Bill, there is a provision which
12 Noon abolishes the existence of principal agents after seven years, but the
 chief agent continues for ever. Again, taking Part B in the Sixth
 Schedule, the original Bill provided that the chief agents should employ in
 regard to smaller companies at least 12 agents under them and in regard to
 bigger companies 24 agents. Now, if we go through the evidence that has been
 tendered before the Select Committee we find that they speak of chief agents
 who employ insurance agents in hundreds. One chief agent, it is reported
 employs more than even a thousand agents. That being so, I cannot under-
 stand why this number should have been reduced to 6 and 12 in the Report
 of the Select Committee. The chief agent, we are told is a very important
 person and that without him the insurance business cannot prosper and the
 smaller companies cannot make headway unless he is given sufficient remun-
 eration. But when it comes to the question of fixing his responsibility and
 volume of work, there again they are sought to be reduced to the minimum
 possible. The Select Committee has made a 50 per cent. reduction in his
 responsibility. This also, in my opinion is not a desirable change. If we want
 to take the full work and take the maximum benefit out of the chief agent,
 since we pay him in an unlimited way, we should at least fix the original
 number. These are some of the concessions which have been made to the chief
 agents—perhaps some of them even unasked. The Select Committee has been
 very very considerate to them. Even if the Select Committee had consisted
 of chief agents, they could not have made more concessions to chief agents,
 because they would have been deterred by the fact that others will find fault
 with them: with the Select Committee, there was no such difficulty.

In this Bill as it has emerged from the Select Committee, there are only
 two things which give cause for some satisfaction. The first is the question
 of the limitation of expenses. It has been left to be decided by the rules that
 are to be framed under this Act and any excess above the limit fixed will be
 approved by the Chief Controller in consultation with the Executive Committee
 of the Life Insurance Council. Formerly, it was left to the sweet will of the
 Council to decide both the expense ratio and the excess amount that can be
 incurred by these companies. Government have now taken power to fix the
 limit of expenses under the Act and any reasonable excess that may be allowed
 over and above the limit will be done by the Chief Controller in consultation
 with the Executive Council.

Another salutary change that has been introduced by the Select Committee
 is with regard to payment of renewals to insurance agents after they have put
 in the required number of years of service and secured a particular quantum
 of business. This change enables the renewals to be paid to the insurance
 agents even if they leave the service of a particular company and to the heirs
 on their death. These are the two redeeming features of this Bill as it has
 emerged from the Select Committee.

A complaint has been made that though the paraphernalia of the General
 Insurance Council and Life Insurance Council and the other Committees have
 been set up they are not given sufficient powers. I should like to know whether
 the insurance companies are the aggrieved party? On the other hand you
 hear, in spite of the wide powers taken by Government under the old Act as
 also this Bill, of companies defying the measures of control that are sought
 to be imposed. I know of at least one company—I think it is in this Capital—
 whose Directors could not even be traced for the service of summons. Though
 the previous Act has armed the Controller with wide powers he could not take
 action against the offending company because the summons has to be served
 initially before prosecution could be launched. The directors' addresses are
 so dubious that even the summons could not be served on them. That is the

[Shri Alagesan]

way these companies are working and if more powers are sought to be given to the representatives of these companies, one can very well imagine the result. That being so it is better that this council and other bodies that are set up are left with the present powers. Of course it reminds one of the diarchy that was working in this country some decades ago, but it cannot be anything more than that at present.

I should like to end with the same note with which I began my speech. Though many people may not like it, though many may think it to be a useless repetition, I would say that the sooner the insurance companies are nationalised the better it is for the nation. Because the ideal has not yet been realised it is well that you repeat it in season and out of season until it is realised.

Shri Hossain Iman (Bihar): I do not wish to take up the time of the House by going into the details of the Bill. Having been told by the hon. Minister-in-Charge that he is not able to accept many of the amendments, I wish to make only suggestions of a general character which can be implemented in the day to day working of this Bill.

First of all, this Bill has had a very chequered history. It was conceived in 1925, but it saw the light of the Assembly on the 26th January, 1937. After having been there for the whole year, it passed out and was made into an Act late in 1938. Since then, this Bill has been coming off and on before us. Amending Bills have been passed in 1939, 1940, 1941, 1944 and 1946. So, the Bill has been constantly before the public eye. One of the reasons for this is, the fact that the Government is usually in a hurry to get Bills of this nature passed and then they find that some mistakes have crept in. It is a bad policy to bring important Bills of this nature at the fag end of the session. The first point which I therefore want to make is that the Government should always give more latitude to the Legislature to discuss important measures, so that the work when it is completed would not require redrafting and amending.

Secondly, I wish to draw the attention of Government to a very important fact which is that the position of an insurer is different from any other business, except perhaps that of banking. Banking and insurance stand almost on a par, though in the case of the latter the stake of shareholders who monopolise the control of the funds is smaller. In 1938 when this Bill was before us in the Council of State one of my cardinal objections to this Bill was this that the insurers who are supposed to be the guardians cannot be allowed to remain in that position by which they have almost become masters of the affairs of those people whose interest they have been guarding. I referred to the fact that it is the policy-holders who should have a decisive voice in the management of this affair. I had then given the instance of the Oriental which was controlling Rs. 16 crores and its share capital was Rs. 6 lakhs including bonus shares. Here too I find that no provision has been made to provide at least a few directors in the management of the companies from the policy-holders. Now that we have got adult franchise and everyone is going to be represented in the Union or State Legislatures, is it not strange that the policy holders should have no voice in the management?

As far as the control exercised by the Government is concerned, even in 1937 I had advocated that the investigations should be on the lines recommended in this Bill. I want the Government to have a *locus standi* in this matter, in place of the self-appointed directors who by investment of a small amount seek to control the management of the affairs of the Companies. The companies do not give any competitive advantage. The rates that are offered by the life insurance companies have to be on the basis of actuarial investigations and the tables must conform to the incidence of mortality and other things. Now what

is the advantage of having different 55 companies in place of five good companies. The only advantage is that the expense ratio is increased. I am very glad to find the provision in this Bill whereby the executives will have the power to lay down the expense ratio. After all the said and done, the person who has insured is interested only in one thing and that is that he should get his money at the stipulated time without any difficulties and the amount of premium that he has to pay should be the lowest possible. This is the responsibility of the Government. I have not been able to see so far from all the amending Bills that have been passed since 1938 to 1946 that the table of rates have been reduced to any extent. If you reduce the expense ratio and do not reduce the rate of premium, who benefits. It is the company which benefits, the shareholders who benefit. Are we working here for the benefit of the shareholders whose money is not even 5 per cent. of the funds available to the insurers? Is it our duty to look after the interests of the 5 per cent. or of the 95 per cent.? I think there will be no two opinions that it is the duty of the Government to see that the persons who are insured get the benefit out of this. And that can come only when there is a provision that the profits of insurers shall compulsorily—at least 90 per cent. of it—go to the policyholders. If no provision of this nature is made, what is the good of this Bill to the insured. We find that those who are in favour of nationalisation only look to this Bill as a means of getting money for the public exchequer. But that objective is already attained by means of the rules and regulations that have been laid down, especially in sections 27 and 27A. A provision has been made that a very large part of the money will be invested in trustee securities. Trustee securities are all those in which the Government or semi-government organisations get the capital—for instance Port Trusts.

Shri A. P. Jain (Uttar Pradesh): Only 50 per cent.

Shri Hoosain Imam: So I say. A large part of it will be invested in trustee securities. But if we want to make reservation of all the cent. per cent., you will have to give a higher rate of interest. The very reason why the insurance companies do invest a part of their capital in securities other than trustee securities is that trustee securities since the war-time have been giving the lowest possible interest that is available. Look at Oriental. Oriental is one of the companies which invests 95 per cent. of its life insurance fund in government securities. It is because of their past purchases of securities which were obtained at lower prices, that the interest they get on their investment is higher than that of others. But new companies cannot get an adequate return. The whole sheet-anchor of insurance business is the amount of interest which they will earn on their investment portfolio in the years to come. Just as, after all is said and done, in the course of protection to industries it is the consumer who is saddled with the cost of protection, similarly in this quest for getting money for the Government, what else are we doing but harming the policyholders! If you reserve more than 50 per cent. of the investment for trustee securities, the result would be that all the basis of their valuation would be upset. Most of the companies in the past used to value the income from their investment at something nearer 4 per cent. than 3 per cent. Today a new company would be very fortunate if it can earn even 3 per cent. from its invested funds. I do not say that Government should for this particular purpose give a higher rate of interest, but I do say this; that if you are unable to give a higher rate of interest you should not stop the insurance companies from investing their funds at higher rates of interest but where the capital and interest will be secure.

It is a very good thing that some effort has been made in this Bill to meet the criticism of the Bombay Shareholders' Association which has been carrying on, I should say waging a war against the inter-locking and investment of one

[Shri Hossain Iman]

company's funds in another company of the managing group that controls. It is for this reason that I wish to impress upon the Government the need, the urgent need, of so controlling the affairs of insurance business that the real beneficiary, namely, the policyholder benefits thereby. I have not much sympathy with the shareholders and the managers. Anyone who knows the history of Oriental and Empire would tell you how their share value has improved, not by 100 per cent. or 200 per cent., but by more than 2,000 per cent., the value of shares has gone up. And I must give them credit that they have done it through better management of their companies. I for one am not a champion, at least in life insurance, of small mushroom companies. They only create jobs for certain people but at the cost of the poor persons whose life is insured. The funds standing to their credit are sometimes very inadequate; I therefore welcome the fact that the new Amending Bill has provided for investigation and cancellation of registration. I regard it as a step in the right direction. Mr. Masani differed greatly from ousting the jurisdiction of the judiciary; and I would in ordinary circumstances have joined him in demanding that executive action should always be subjected to confirmation by the judiciary, but in this one instance I differ. I differ because the stake of the shareholders is so small compared to the stake of the policyholders and there is no provision for the policyholder to come in and ask that this cancellation of registration should be cancelled or confirmed. It is between the shareholders and the Government, and between the two I regard the Government as a party on whom we can place greater trust than on the management of shareholder.

Then I should like to refer to one other aspect. It is a very small matter. This Insurance Council that is going to be formed should have a voice in the management of day-to-day affairs of insurance business. I do not want that they should be the final authority, but they should have at least an advisory capacity. It is for the following reason. Though I do not distrust our officials—and have great trust on them—but they cannot be expected to be as well conversant with every aspect of Life Insurance Business as those people who are actually concerned with the management of that particular branch. That is possible if not by statute at least by means of rules and regulations, to make an attempt that the voice of the Council is not decisive but is not ignored. I should like to place it in between the two.

In the end, I welcome this measure as a step in the right direction though much still remains to be done. When Government do decide to bring in a measure again they should do it in such a manner that there may not be an occasion to bring a second Amending Bill so shortly after the first, as in the present instance.

خواجه عنایت اللہ : جناب سپیکر صاحب ! یہ بل کل سے ہمارے تسکین میں ہے ہم اس پر کل سے بحث کر رہے ہیں اور میں کل ہی سے یہ سوچ رہا ہوں کہ اس بل میں عام ورکروں کی طرف کیوں نہیں دھیان دیا گیا -

[MR. DEPUTY-SPEAKER in the Chair.]

اس میں کبھی شک نہیں کہ ہندوستان میں انشورنس کمپنیوں کی ترقی کے لئے اور پالیسی ہولڈرز کے رویہ کی حفاظت کے لئے ہماری حکومت کو کوئی ایسا قانون ضرور بنانا چاہئے جس سے ایک بات تو یہ ہو کہ ہندوستان کے لوگوں کا سرمایہ جو وہ انشورنس میں لگاتے ہیں وہ محفوظ رہے اور دوسری بات یہ کہ دنیا کے ترقی یافتہ

ملکوں کی طرح ہندوستان کے ہو آدمی کو بھی انشورنس کی اہمیت اور اسکی ضرورت محسوس ہو - اور اسکو یہ یقین ہو جائے گا وہ جو انشورنس میں روپیہ لگائیں گے وہ کسی آرزے وقت میں ان کے کام آسکیگا - اس لئے اس قانون میں جتنا پالیسی ہولڈرز کے روپیہ کا مفاد اور ان کے روپیہ کی حفاظت کا انتظام کیا گیا ہے وہ میرے خیال میں بہت ہی مناسب ہے - اور میں اس کی پر زور تائید کرتا ہوں لیکن مجھے افسوس ہے کہ آج جبکہ ساری دنیا میں اور خاص طور پر ہندوستان میں تمام مزدوروں کے لئے - ورکروں کے لئے اور کٹرکوں کے لئے زندگی کا اسٹیبلڈرہ پڑے جانے کی وجہ سے ان کی تنخواہیں بڑھنے کا سوال پیدا ہوا ہے اور حکومت بھی کوشش کرتی ہے اور وہ اپنے خزانہ سے بھی روپیہ دیتی ہے چاہے اس کے لئے اس کو ٹیکس ہی کیوں نہ لگانا پڑے لیکن اس قانون میں غریبوں اور فیلڈ ورکروں (field workers) کی طرف کوئی دھیان نہیں دیا گیا ہے - میں سمجھتا ہوں کہ حکومت کا فرض ہے کہ وہ فیلڈ ورکرز پر بھی عام مزدوروں کی طرح دھیان دے - اور ان فیلڈ ورکرز کی آمدنی کو کٹ نہ دے - یہ بات صحیح ہے کہ

دہلی دستہ بنا لیتے ہیں ایذا بچ نکلنے کا

مگر کرتی ہے بجلی ان غریبوں ہی کے مسکن پر

اس قانون کے بنانے وقت ہماری حکومت نے انشورنس کمپنیوں کے مالکوں کو بلوایا اور ان مالکوں سے مشورہ کیا اور ان مالکوں نے اس قانون میں اپنے مطلب کے مطابق جو جو ترمیمیں چاہیں کروادیں مگر ان فیلڈ ورکرز یعنی ایجنٹس وغیرہ کی کوئی داد فریاد نہیں سنی اس سے آگے بڑھ کر انشورنس کمپنیوں کے ایجنٹس جو ۴۰ فیصدی لیتے تھے ان کو حکم دے دیا گیا کہ وہ کم پایا کریں تو میں نہیں سمجھتا کہ آپ کمپنیوں پر یہ پابندی کیوں لگا دی کہ کوئی بھی انشورنس کمپنی ایجنٹوں پر اتنے روپیہ سے زیادہ خرچ نہیں کر سکتی - اگر آپکو پابندی لگائی تھی تو آپ مہینہ جیک ڈائریکٹر پر پابندی لگاتے یا جنرل مینججر کی تنخواہ پر پابندی لگاتے کہ تمکو اتنے روپیہ سے زیادہ تنخواہ نہیں ملے گی اور اس سے زیادہ تمکو تی - اے - نہیں ملے گا - تو آپے ان لوگوں پر تو کوئی پابندی لگائی نہیں اگر پابندی لگائی تو ان غریبوں پر جو کمپنی کے فیلڈ ورکرز ہیں -

آپکو شاید معلوم نہیں کہ ایک فریب ایجنٹ ایک ہزار یا دو ہزار کی پالیسی کے لئے کتنی جگہ اور کتنی دفعہ ایک آدمی کے پاس جاتا ہے اور پہلے پریویسنگ کرتا ہے کہ انشورنس کرنا چاہئے یا نہیں ہندوستان کے لوگ تو انشورنس کو جانتے بھی نہیں ہیں وہ اس کو بیکار چیز سمجھتے ہیں ایجنٹ لوگوں کے پاس جاتے ہیں اور ان کو بڑی مشکل سے آمادہ کرتے ہیں جب وہ آمادہ ہو جاتے ہیں تو پھر ان کو آکٹو

[خواجہ عنایت الہ]

کے پاس جانے کے لئے کہا جاتا ہے تو وہ کہتے ہیں کہ ان کو فرصت نہیں ہے - غرض اس طرح سے آپکو کیا معلوم کتنی مرتبہ غریب ایجنٹ کو چکر لگانے پڑتے ہیں تب کہیں ہزار دو ہزار کا انشورنس ہوتا ہے اور پھر اس طرح سے غریب ایجنٹ کی کچھ کمائی ہوتی ہے - ایک مزدور کا پرمیم ۳۰ یا ۳۵ روپیہ سالانہ کے درمیان ہوتا ہے یعنی ۳۵ روپیہ کا کام کرنے کے بعد اس کو ۱۳ یا ۱۲ روپیہ کا فائدہ ہو جاتا ہے اس طرح سے آپکو معلوم ہونا چاہئے کہ مہینہ بھر کام کرنے کے بعد اس کو ۱۰۰ یا ۱۵۰ روپیہ ملجاتے ہیں۔ اگر آپ اس طرح سے ان غریب ورکرز کی آمدنی میں کانت چھانت کریں گے تو میں آپکو بتلا دینا چاہتا ہوں کہ یہ غریب ورکرز محنت سے کام نہیں کریں گے اور ہندوستان میں انشورنس کا کام ترقی نہیں کر سکیگا۔ ہندوستان کے لوگ ایسے نہیں ہیں کہ وہ اور ملکوں کے لوگوں کی طرح اخباروں میں اور کتابوں میں پڑھ کر اپنے آپ کو انشور (insure) کرا لیں۔ دوسرے ملکوں میں لوگ آپ خود چاکر اپنے کو انشور کرا لیتے ہیں وہاں کے ایجنٹوں کو محنت نہیں کرنی پڑتی ہے لوگ انشورنس کے دفتروں میں جاتے ہیں وہاں ان سے کہا جاتا ہے کہ یہ فارمس بھرنا ہیں وہاں ڈاکٹری ہوتی ہے اور یہاں وزن ہوتا ہے وغیرہ وغیرہ - لیکن یہاں تو ہر ایک کام ایجنٹ کی محنت سے ہوتا ہے وہ ہزار دو ہزار کے لئے کھر کھر جاتا ہے لوگوں کو آمادہ کرتا ہے اس لئے اگر ان کی آمدنی میں کسی ہوگی تو ان کے دل توت جائیں گے اور انشورنس کی بزنس بھی خطرہ میں پڑ جائیگی - یہ برابر دیکھا جا رہا ہے کہ ہر ایک انڈسٹری کے سرمایہ دار ہی کو آپ نفع پہنچانے کی کوشش کر رہے ہیں جتنا ان کے پاس روپیہ ہے ان کے روپیہ کو آپ اور بڑھانے کی کوشش کرتے ہیں اور مزدوروں کا کوئی خیال آپ کو نہیں ہے آپکو میں بتا دوں کہ انشورنس کمپنی کے مینیجر ہمارے منسٹروں سے زیادہ تلخوہ پاتے ہیں اگر آپ یہ کر دیتے کہ کوئی جنرل مینیجر اس سے زیادہ تلخوہ نہیں پائیگا تو میں جانتا ہوں کہ لوگ یہ سمجھتے کہ کم تلخوہ پانے والے بھی ہندوستان میں موجود ہیں مگر جہاں آپے ان غریب ورکرز جو انشورنس بزنس کی ریڑھ کی ہڈی ہیں ان کی آمدنی کو کم کیا ہے وہاں آپکو چاہئے تھا کہ جنرل مینیجر یا مینیجنگ ڈائریکٹر کی آمدنی میں کسی کی ہوتی تو اس طرح سے انشورنس کمپنی کی بزنس کو دکھا نہیں پہنچتا - میں یہ سوچ رہا تھا کہ آپ حکم دے دینگے کہ ایجنٹوں کو اس سے کم کمیشن نہ دیا جائے جیسا کہ آپ ہر جگہ کر رہے ہیں کہ لیبرز کو اس سے کم تلخوہ نہ ملے - ایسی حالت میں آپ کو ایجنٹوں کے لئے ۳۰ فیصدی سے ۳۵ فیصدی کمیشن کرنے کی کیا ضرورت تھی جبکہ آپ جنرل مینیجر کی تلخوہ میں کوئی کمی نہیں کرتے ہیں اور نہ کوئی کمی کی ہے -

آپ لوگوں نے شاید یہ سمجھ لیا ہے کہ چیف ایجنٹ پرنسپل ایجنٹ اور سپیشل ایجنٹ اور ایجنٹ ایک ہی طرح کے ہوتے ہیں - آپکو معلوم ہونا چاہئے کہ

ایک ایجنٹ جس کا نام ایس - ایس - علی ہے وہ ہر چوتھے مہینے ایک موٹر کار خریدتا ہے۔ دوسرے مہینے تو اسے پہلی موٹر پر چڑھنے کی ضرورت نہیں رہتی۔ وہ ہزار دو ہزار کا تو کام بھی نہیں کرتا۔ وہ تو لاکھوں کا کام کرتا ہے۔ ہزار دو ہزار کے انشورنس کے پاس تو وہ جاتا ہی نہیں۔ وہ تو راجہ مہاراجوں کا کام کرتا ہے۔ اس کو پچیس ہزار روپیہ سالانہ تو renewal کمیشن ملتا ہے۔ اور وہ اس حالت میں ہے کہ چاہے کام کرے یا نہ کرے آرام سے رہ سکتا ہے۔ اس کو آپ نے فیملی ریکارڈ کا نمائندہ بنا کر بلایا۔ لیکن اس نے بھی یہی کہا کہ یہ چیز نہیں ہونی چاہئے کہ ایجنٹ کا کمیشن ۴۰ سے ۳۵ کر دیا جائے۔ یہ چیز غلط ہے۔ اور یہی نہیں بلکہ جب کمیشنوں کے ریویژننگو (representative) مسٹر اے۔ سی۔ میل سے پوچھا گیا تو انہوں نے بھی یہی کہا۔

“If you lay down restrictions on the total expenditure, then no sectional superintendents will be necessary.”

اس نے بھی آپ کو یہ کہا جب آپ ٹوٹل ایکسپینڈیچر (Total expenditure) پر ریستریکشن (restriction) لگا دیتے ہیں تو اس کے مقرر کرنے کی کیا ضرورت ہے کہ ایجنٹ کو کیا دیں۔ الیکٹریک پاور (electric power) کتنی خرچ کریں۔ کرسی میز کتنی خریدیں۔ موٹر کتنی خریدیں۔ اگر آپ ان چیزوں کو چھوڑ دیں تو زیادہ مناسب ہوگا۔ گورنمنٹ جتنا روپیہ مقرر کریگی اسی کے اندر ہم ایسا بجٹ بنا لینگے اور ایسا کام کریں گے۔ ان لوگوں کو معلوم تھا کہ خرچہ کھٹکتا تو ہزار دو ہزار والوں کا نہ کہ سو تیس سو والوں کا۔ لیکن آپ لوگوں نے اپنی بے علمی میں اور ایس - ایس علی کو اور اس کے ساتھیوں کو موٹر میں دیکھ کر یہ اندازہ لگا کر کہ اور بھی اسی طرح کے ہونگے آپ نے فیملی ریکارڈ کا بھی خرچہ کم کر دیا۔ حالانکہ یہ بات نہیں ہے۔

دوسری بات سپیشل ایجنٹس کی ہے۔ آپکو معلوم ہوگا کہ سپیشل ایجنٹ کہتے کس کو ہوں۔ چیف ایجنٹ تو دوسرے آدمی ہوتے ہیں جو بڑے بڑے دفتر بنا کر بیٹھتے ہیں اور وہاں سے ایسا کام کرتے ہیں۔ مگر سپیشل ایجنٹ ایک تجربہ کار ایجنٹ ہوتا ہے جو اپنے حلقہ میں ایک قسم کا ایجنٹوں کا اسکول کھولتا ہے۔ وہ نئے ایجنٹوں کو سکھاتا ہے اور ہر وقت ان کے ساتھ چلتا ہے۔ جہاں نئے ایجنٹ کو کوئی ضرورت پڑتی ہے وہاں اس کے ساتھ جاتا ہے۔ اور اس وجہ سے وہ ایسا کوئی کام نہیں کر پاتا ہے اس لئے ان کے کام پر کچھ کمیشن اس کو ملتا ہے جس کو اوور رائڈنگ کمیشن کہتے ہیں۔ اسی اوور رائڈنگ کمیشن کو آپ نے بیس سے پندرہ کر دیا ہے۔ خیر یہ تو ایک ایسی چیز تھی جس کے لئے ہم بھی لڑتے رہیں گے اور شاید وہ بھی لڑتے رہیں گے۔ مگر ان کو جو ایک روپیہ ریٹنل کا ملا کرتا تھا اسکو بھی آپ نے اس قانون میں اڑا دیا ہے۔ جب

[خواجہ عقیلیت امیہ]

کمپنی کے پاس ایجنٹوں کے معرفت سو روپیہ پہنچ جاتا تھا تب اسپیشل ایجنٹ کو جو کہ ان ایجنٹوں کو تعلیم دیتا تھا اور مدد کرتا ہے ایک روپیہ ملتا تو وہ بھی آپ نے ایک دم صاف کر دیا ہے۔ اب اسپیشل ایجنٹ کو وہ ایک روپیہ نہیں ملے گا۔ اور یہ کام کر کے آپ نے پالیسی ہولڈرس کا نقصان کیا ہے۔ سٹلے۔ کس طرح۔ ایک ایجنٹ جاتا ہے اور اسی آدمی سے کہتا ہے کہ انشورنس کوالو اور اس کے کہنے سے وہ پالیسی کراہتا ہے۔ ایک مہینہ یا ایک کوارٹر یا دو کوارٹر یا تین کوارٹر وہ روپیہ دیتا ہے اور بعد کو وہ پالیسی ہولڈر اینڈ پریمیم دیلنا بند کر دیتا ہے۔ نتیجہ یہ ہوتا ہے کہ اتنا روپیہ جو وہ دے چکا ہے وہ برباد ہو جاتا ہے۔ اور ایجنٹ کو بھی اس کی پروا نہیں ہوتی کیونکہ اسکو اپنا ۳۰ یا ۳۵ فیصدی روپیہ مل چکا ہوتا ہے۔ اور وہ سوچتا ہے کہ جب یہ آدمی آئے ۵۰ روپیہ دے گا تو مجھے تھائی روپیہ، renewal کا ملے گا۔ جس کو کہ اب دو روپیہ ہی کر دیا گیا ہے۔ اس لئے ایجنٹ سوچتا ہے کہ مجھے بار بار درزنہ کی کیا ضرورت ہے۔ مگر اسپیشل ایجنٹ اپنے پورے علاقہ کا انچارج ہوتا ہے۔ اس کے پاس آفس سے ہر مہینے ایک لسٹ پہنچتی ہے کیونکہ اسکو ان کے رینووال کا ایک روپیہ فیصدی ملنا ہوتا ہے۔ اگر یہ اسپیشل ایجنٹ نہ ہو تو کمپنی کو اس کام کے لئے دو سو تین سو روپیہ مہینے کا ایک مہینہ پورے یا انسپیکٹر رکھنا پڑے گا تو وہ اسپیشل ایجنٹ اس لسٹ کو دیکھتا ہے اور اگر کسی پالیسی ہولڈر کی پالیسی لاپس (lapse) ہوئی ہوتی ہے تو اس ایجنٹ کو پکرتا ہے۔ اور اگر ایجنٹ نہ ملا (کیونکہ آجکل لوگ یونہی جب چاہے ایجنٹ بن جاتے ہیں اور جب چاہے کام چھوڑ دیتے ہیں) تو خود اس پالیسی ہولڈر سے ملتا ہے اور اس کو بتلاتا ہے کہ تم سو روپیہ دے چکے ہو۔ اگر اور روپیہ نہ درئے تو یہ روپیہ برباد ہو جائیگا۔ اور اگر اخیر تک نہیں دے سکتے ہو تو کم سے کم دو سال اور دیتے رہو تاکہ تین سال تک دینے کے بعد قانوناً پتہ آپ کر اسکو۔ اسپیشل ایجنٹ کو چونکہ رینووال کا ایڈ۔ روپیہ ملتا ہے اس لئے اسکو ایسا کرنے کا لالچ بھی ہوگا۔ آج آپ نے وہ ایک روپیہ بند کر دیا ہے۔ تو نتیجہ یہ ہوگا کہ وہ ۱۵ پرسنٹ لہلے کے بعد بھٹو جائیگا اور اگر اس کے پاس لسٹ پہنچتی ہے کہ فلاں فلاں پالیسی لاپس ہو رہی ہے تو وہ اس لسٹ کو پہاڑ کو پھینک دیتا۔ اور ان پالیسیوں کو رینو کرانے کے لئے کمپنیوں کو بڑے علاقوں میں اسپیشل ایجنٹ کی جگہ ایک پتہ سرورینٹ رکھنا پڑے گا اور اس طرح خرچہ کم نہیں ہوگا بلکہ بڑھ جائیگا اس لئے یہ لوگ جو مدتوں سے چلے آ رہے ہیں ان کو آپ نے ختم کر دیا۔ آپ نے یہ سمجھ کر کہ چیف ایجنٹ کی طرح یہ آرام سے بیٹھے رہتے ہیں ان کا خرچہ کم کر دیا لیکن اسپیشل ایجنٹ آرام سے نہیں بیٹھے رہتے۔ اصل ایجنٹ تو اسپیشل ایجنٹ ہے۔ اسپیشل ایجنٹ نئی نئی جگہوں میں جاتا ہے اور جس کو سمجھتا ہے کہ یہ

کام کرے گا - اس کو ایجنٹ مقرر کرنا ہے اور اس کے معرفت واقفیت حاصل کر کے اس علاقہ میں کام کرنا ہے - اور ایجنٹوں کو سکھاتا ہے - اور آہستہ آہستہ وہ ایجنٹ اسپیشل ایجنٹ بن جاتے ہیں - اس طرح آپ نے اس قانون سے غریبوں کی آمدنی کو دم کیا ہے۔ میں سمجھتا ہوں کہ آپ نے ایک مہا پاپ کیا ہے - اگر حکومت اس طرف دھیان نہ دیکے تو یہ چھوٹی چھوٹی غلطیاں جو وہ کر رہی ہے سب ماکر بہت بڑی غلطی ہو جاوینگی اور یہ سماج میں اور جتنا میں حکومت کی طرف سے بد دلی کا باعث ہوتی ہیں - یقیناً آپ روپیچے کے خرچ کو کم بیچئے - مگر غریبوں کی روٹی کے ساتھ مت کھیلئے - امیروں کے مال سے کھیلئے - ان کی موٹروں سے کھیلئے مگر غریبوں کے پیٹ سے نہ کھیلئے -

میں آنریبل منسٹر صاحب کو بتلا دینا چاہتا ہوں کہ پریوزڈ سسٹم شہدیوں کے پورٹ سی کے پیرا ۲ میں دیا ہوا ہے کہ

“The special agent shall employ at least two insurance agents.”

یہاں تک تو صحیح ہے - اس کے بعد یہ کہا گیا ہے کہ وہ ۵۰ ہزار سے کم کام نہ کرے لیکن اگر ۵۰ ہزار کے بجائے وہ ۳۹ ہزار کا کام کرتا ہے تو اسکا کمیشن ۵۰ پرسینٹ کم ہو جائیگا - انشورنس میں کوئی بلیک مارکٹنگ تو چلتا نہیں ہے کہ کہیں سے انشورنس خرید لیا - یہاں تو دوسروں کو کنونس (convince) کرنا پڑتا ہے - کہ آج اتنا روپیچہ دو اور ۲ سال بعد تمکو اتنا روپیچہ ملے گا - ہندوستان کی چلتا جو یہ بات سمجھانا کوئی معمولی بات نہیں ہے - ایسی حالت میں اگر اس نے ۵۰ ہزار کے بجائے ۳۹ ہزار کا کام کیا یا ۳۹۰۰۰ کا کام کیا تو کمیشن ۵۰ پرسینٹ کم ہو جائیگا - بتائیے اس میں اسکا کیا قصور ہے - اس کے لئے آپ پریوزڈ سسٹم شہدیوں کے پورٹ سی کے پیرا ۳ میں کہتے ہیں -

“In the event of the special agent failing in any calendar year to comply with the requirements of clause 2, he shall forfeit to the insurer . . . (not to the public) fifty per cent. of the total remuneration payable to him by the insurer . . .”

تو اس سے آپ کھپنی کو فائدہ پہنچاتے ہیں - پالیسی ہولڈر کو نہیں - ایک طرف یہ کہا جاتا ہے کہ ہندوستان کی حکومت چلتا کی اور غریبوں کی حکومت ہے - اور دوسری طرف اس طرح کی حد بندی کی جاتی ہے - اس طرح کا قانون بنایا جاتا ہے کہ امیروں کا تو پیٹ بھرے اور غریبوں کا پیٹ کاتا جائے - میں نہیں سمجھتا کہ یہ کہاں تک مناسب ہے -

اب ہم گلز بائی گلز سسٹن پر آنے والے ہیں - میں جناب منسٹر صاحب سے درخواست کروں گا کہ ان باتوں پر فور کریں اور دیکھیں کہ غریبوں کو نقصان نہ ہو -

[خواجہ عفاہت اللہ]

اس کلاز میں ایک بات اور بھی ہے اور وہ یہ ہے کہ جب آپ کہتے ہیں کہ انشورنس ایجنٹ جو ہے وہ جب اگلے سال اپنے لائسنس کو ریلیو کرانے کی درخواست کرے گا تو اس کے پاس ایک سرٹیفکیٹ انشورور کا ہونا چاہئے کہ ہاں صاحب اس نے ۵۰ ہزار کا کام کیا ہے اور اگر اس نے ۵۰ ہزار کا کام نہیں کیا ہے تو اس کا لائسنس یعنی روزی چھن جائے گی۔ اگر کسی سال میں اتفاق سے وہ دو چار مہینے کے لئے بیمار ہو گیا تو کیا آپ اس کی روزی چھین لینگے اور پھر یہی نہیں اس سال کے بعد پھر اس کا لائسنس بھی ریلیو نہیں ہو سکتا یہ انشورنس کا کام کوئی نوکری نہیں ہے یہ تو مزدوری ہے اور یہ ایجنٹ پڑھے لکھے مزدور ہیں پڑھ لکھ کر اگر کوئی نوکری نہیں ملی تو انہوں نے اخبار میں ایڈورٹائزمنٹ (advertisement) دیکھ کر انشورنس کمپنی میں ایپلائی کر دینا اور اس طرح سے اگر نوکری یہاں مل گئی تو مل گئی اور پھر آہستہ آہستہ ۱۰۰ یا ۱۵۰ روپیہ ماہوار وہ کمانے لگے۔

اب ایک چیز اور ہے اور وہ یہ ہے کہ آپ کو معلوم ہے کہ جب آپ کسی سرکاری افسر کو کسی کام کے لئے کہیں بھیجتے ہیں اور ایک معمولی سے معمولی آدمی کو بھی بھیجتے ہیں تو آپ اس کو تلخووا کے علاوہ بہتہ دیتے ہیں آپ اس کو دوسرے الٹونز دیتے ہیں۔ آپ لوگ خیال کرتے ہیں کہ یہ چونکہ انشورنس کمپنی کے ورکر ہیں ان کو کچھ نہیں دینا چاہئے آپ کو معلوم ہے کہ یہ کسی سرکاری دفتر کے نوکر نہیں ہوتے ہیں یہ پبلک ورکر ہوتے ہیں ان پر آپ کوئی پابندی نہ لگائیں اور ان کو آپ اسٹیٹو کی سہولتیں دیں جو سہولتیں دوسروں کو آپ دیتے ہیں اس لئے ان جھڑوں کی طرف خیال کرتے ہوئے میں سمجھتا ہوں کہ ہماری حکومت کو جو غریبوں کی حکومت کا دعویٰ کرتی ہے اس طرف دہانہ دینا چاہئے اور میں درخواست کروں گا کہ انشورنس کمپنی کے فیلڈ ورکر کے ٹی۔ اے۔ میں اور بہتہ میں کوئی کمی نہ کی جائے اور ان لوگوں کا کلا نہ گھونٹا جائے۔

(English translation of the above speech)

Khawaja Inait Ullah (Bihar): Sir, this Bill has been under discussion since yesterday. We have been debating over it since yesterday and since yesterday I have been thinking why no consideration has been shown in this Bill to ordinary workers.

It is beyond question that our Government must frame some law for the advancement of insurance companies and for the safety of the policy holders' money so that, on one hand, the capital invested by the people of India in insurance may remain safe and, on the other, every man in India may realize the importance and need of insurance in the same way as people in the advanced countries of the world and also that he may be convinced that the money that may be invested by him in insurance would stand him in good stead in time of dire need. Hence all that has been done by means of this law to safeguard the policy-holders' money and other interests is, in my view, extremely desirable and I support this very strongly. But I regret one thing. Today, in

the whole of the world but especially in India, the standard of living has risen and consequently the question has been raised that the salaries of all labourers, workers and clerks should be increased. The Government too tries to help in this and even contributes funds from its treasury. In doing so it has sometimes even to impose a tax. The present law, however, does not take the poor people and field workers into account. I think it is a duty of the Government to consider the case of field workers in the same way as that of the common labourers and not reduce their income. There is some truth in the saying:

The rich find out a way for their escape,

The lightning strikes the abode of the poor alone.

While framing this legislation our Government called the proprietors of insurance companies and held consultations with them. Those proprietors got amendments made in this law according as it suited their interests but no heed was paid to the complaint of the field workers, that is agents, etc. What is more, it was ordered in the case of the agents who received 40 per cent. that they should receive less. I fail to understand why you have imposed this restriction upon the companies that no insurance company can pay more than a certain specified amount to the agents. If you wanted to impose a restriction you should have imposed it upon the managing director or upon the general manager, to the effect that they shall not receive a salary exceeding a certain amount and that their T. A. shall not exceed a certain amount. You have, however, not placed any restrictions on these people but, on the other hand, laid down conditions in the case of the poor field workers of the companies.

Possibly it is not known to you how many times and to how many places a poor agent has to go to meet a man just for a one or two thousand policy. In the first instance, he has to do propaganda that insurance is a desirable thing. The people of India are scarcely familiar with the idea of insurance. They look upon it as something useless. The agents approach people and canvass them for it with great difficulty. When they are ready they are asked to go to a doctor whereupon they say they have no time. Thus, who knows how many rounds the poor agent has to do before he is able to secure one or two thousand worth of insurance business and to earn a little bit. The premium for a one thousand policy comes to something like 30 to 35 rupees which means that on doing a 35 rupees worth of business he makes a gain of 12 or 15 rupees. In this way he manages to make an income of 100 or 150 rupees in a month. If you start cutting down the income of these poor workers in this way let me tell you these poor workers will cease working diligently and insurance business will not flourish any more in India. People in India are not of that type who, like people in other countries, would go and get insured on coming across a notice in a newspaper or in reading about it in some book. In other countries people go and get themselves insured on their own initiative. The agents there have not got to exert so much. People go to an insurance office where they are told what forms are to be filled up, where the medical examination is done, where the weight is taken and so on. Here, on the other hand, everything is done by the labours of the agent. For a thousand or two thousand worth of business he goes from door to door and canvasses people. Hence, if a reduction is made in his income it will break his heart and the insurance business will also be placed in jeopardy. It is constantly to be observed that your efforts are directed at benefitting the capitalist in the case of every industry. It is your endeavour to help him increase his existing capital. You have no thought for the workers. Let me tell you that the salaries which the managers of insurance companies receive exceed those of our Ministers. If you had made a provision that no general

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manager would receive a salary in excess of a certain amount people would have said there are people in India getting small salaries. If instead of cutting down the income of these poor workers who are the backbone of insurance business you had reduced the income of the general manager or the managing director it would not have given a setback to the business of insurance companies. I was thinking that you were going to direct that the agents must not be paid commission at a rate lower than a certain fixed rate as you were doing in every other case and providing that labourers must not be paid salaries lower than a certain amount. Under the circumstances where was the need for reducing the agent's commission from 40 per cent. to 35 per cent. when you have neither made nor propose to make any reduction in the pay of the general manager.

Perhaps, you consider that the chief agent, the principle agent, the special agent and the agent are all the same sort of people. You should know, however, that a certain agent, whose name is S. S. Ali, buys a new motor car every fourth month. In the third month he starts feeling that he need not use his old car. A business of one or two thousand he would not touch. He transacts business in lacs. He would not even consider a proposal of insurance for one or two thousand. He tackles only rajas and maharajas. He receives a renewal commission of twenty-five thousand rupees per annum. His position is such that he can live in comfort whether he does any work or not. You called him as a representatives of the field workers and even he stated that the agent's commission should not be reduced from 40 to 35 per cent. and that it would be a wrong step. Not only that, when the companies' representative, Mr. A. D. Mill was questioned he too stated:

"If you lay down restrictions on the total expenditure, then no sectional superintendents will be necessary".

He too pleaded that when you were placing a restriction on total expenditure where was the need of laying down what was to be paid to an agent, how much electric power was to be used, how many tables and chairs were to be purchased, how many motors were to be purchased, and that it would be more proper not to meddle with all that. He further observed that whatever amount was fixed by the Government the companies would frame their budget accordingly and carry on. These people knew that if there was going to be any reduction in expenditure it would be in the case of those who were drawing one or two thousand and not those who were getting a hundred or a hundred and fifty. But, in your ignorance, and simply on seeing S. S. Ali and his companions sitting in cars, you have come to the conclusion that the others must also be like them and so you have reduced their remuneration as well, although such is not the position.

The other matter relates to the special agents. You must be knowing who is a special agent. Chief agents are different people. They have big establishments from where they control their business. The special agent, however, is an experienced agent who runs a sort of school for the agents in his own circle. He trains new agents and always accompanies them. Whenever a new agent needs his help he accompanies him. He is unable to do any business on his own and therefore he is paid some commission on their business. This is known as over-riding commission. You have reduced this over-riding commission from twenty to fifteen. Now this is something for which we as well as they would continue to fight. But you have by this law even abolished the one per cent. renewal commission which they used to get. Only when the company had received one hundred rupees through the agents would the special agent who trains and help these agents get one rupee. You have done away with it altogether. Now the special agent will not get that one rupee. By

doing so you have harmed the interest of the policy-holders. Let me tell you how. An agent approaches a certain man and persuades him to get himself insured. That person gets himself insured as a result of his persuasion. The policy-holder pays the premium for a month or a quarter or for two or three quarters and then stops doing so. The result is that the money he has paid already is wasted. The agent does not care because he has already had his 30 or 35 per cent. He thinks that only when that man makes a further payment of fifty rupees would he receive two and a half rupees by way of renewal commission, which has now been reduced to two rupees. The agent therefore thinks why he should keep running about for it. But the special agent is in charge of his entire circle. He receives a list from the office every month because he is entitled to get one per cent. on all renewals. If this special agent were not there the company should have to engage a manager or inspector for that job on two or three hundred rupees a month. The special agent scans this list. If he finds that the policy of some policy-holder has lapsed he catches hold of the agent concerned or if he cannot find the agent (for nowadays people take up the agent's job at will and give it up at will) he contacts the policy-holder himself and tells him that he has already paid one hundred rupees and that if he does not make further payments that money would go waste. He advises him that even if he cannot sustain the policy to its end he should keep paying the premium for at least two years more so that after having paid them for three years he might be in a position to have the policy declared paid up according to law. The special agent would be tempted to do so by reason of the one per cent. renewal commission due to him. Now that you have abolished that one per cent. commission the result would be that having received his 15 per cent. he would sit back and when he receives the list showing that such and such policies are about to lapse he would tear up and throw away that list. With a view to look after the renewals of such policies the companies would, in that case, have to engage a paid servant in place of the special agent in major areas. This would not reduce the expenditure but increase it. You have thus applied the axe to a long-standing institution. You have reduced the expenditure incurred on their account under the impression that they too sit and rest like the chief agent. The special agent, however, does not just sit and rest. The special agent is the real agent. He goes to new places and selects such persons as agents who he thinks would work. He widens his circle through them and extends his sphere of activities. He trains more agents. Gradually those agents become special agents. By means of this law you have reduced the income of poor people. I think you have committed a great sin. If the Government does not pay attention these small mistakes will accumulate and in course of time assume grave proportions and create mistrust in the minds of the community and the people against the Government. You may certainly reduce the expenditure but you must not do so at the cost of the poor man's bread. You may play with the wealth of the rich and with their motor cars but not with the poor man's bread.

I wish to show the hon. Minister that it is provided in para. 2, Part C, of the proposed sixth schedule that:

"The special agent shall employ at least two insurance agents".

So far it is all right. It is further laid down that he shall not do business of less than 50 thousand. If his business comes up to 49 thousand instead of 50 thousand his commission is liable to be reduced by 50 per cent. There is no blackmarketing in the field of insurance and it is not a commodity available by purchase. Here you have to convince others that if they pay so much today they would get so much after twenty years. It is not an easy matter to explain this to the people in India. In that case if instead of a business

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if 50 thousand he turns out that of 49 thousand only or of 49,5000 the commission would be reduced by 50 per cent. Now where does his fault lie? In Para. 8, Part C, of the proposed sixth schedule it is stated:

"in the event of the special agent failing in any calendar year to comply with the requirements of clause 2, he shall forfeit to the insurer... (not to the public) fifty per cent. of the total remuneration payable to him by the insurer . . ."

By this you benefit the company and not the policy-holder. On one side it is declared that the Government of India is Government of the people and of the poor while, on the other hand, lines are so drawn and laws are so made that the rich might flourish at the cost of the poor. I fail to understand how far this is a proper attitude.

Now we come to a clause by clause discussion. I would request the hon. Minister to think over these matters and to see to it that the interests of the poor do not suffer.

There is one thing more in this clause which calls for notice. It lays down that when an insurance agent makes an application for the renewal of his license for the next year he should be in possession of a certificate from the insurer to the effect that he has done business of 50 thousand, so that in case he has failed to turn out that amount of business he should forfeit his license, or, in other words, his livelihood. If, per chance, he falls ill for a few months in the course of a year would you deprive him of his living? This is not all, for his license is not liable to be renewed thereafter. Now this insurance work is not like service; it is a labourer's job and the agents are educated labourers. A man has completed his education but fails to find any service. Then he suddenly comes across an advertisement in the newspaper and applies to an insurance company. He may thus secure a job and start earning 100 to 150 rupees a month in course of time.

One thing more. As you know, when a Government officer, howsoever ordinary he may be, is sent out on some duty he is paid T. A. and other allowances in addition to his pay but you think that the workers of an insurance company are not entitled to any such thing. But they are public workers and as such no restrictions should be placed on them. They should be given the same kind of facilities as are given to others. In view of all this I feel that our Government which claims to be a Government of the poor should consider all that and I would suggest that no reduction be made in the T. A. and other allowances of the field workers of insurance companies and that they should not be victimized that way.

Shri Syamnandan Sahaya (Bihar): I welcome the effort to tackle the insurance problems and insurance business. I believe there is vast scope for insurance business in this country. In Western countries insurance is now the means through which almost all State relief is being administered. Most of us have heard of the plans in the U. K. wherein the Government is trying to tackle by Insurance methods various difficulties and give a great deal of relief in various directions. We have heard about Health and Sickness Insurance Schemes and about, Old Age Insurance and Insurance against Infirmary and Unemployment. I was looking forward that the present Bill will be able to give even some indication of the lines on which the present Government desire to develop insurance in order to be able to give the much-needed relief to the citizens of this great country and I must express my disappointment at not being able to find anything of that nature. I thought the Bill will at least lay down provisions for the formation of a Statutory Committee

to go into the question of the lines of future expansion and development of insurance in order to bring it into line with insurance in other countries. I must admit that there is a good deal of force in the contention that so far insurance has developed on lines desired by individuals or groups of individuals who have started companies for particular benefits. There is no doubt that the time has come—and if I may say so, it is rather late—when the Government must envisage insurance schemes for different activities in the sphere of national uplift and relief. One aspect of the Bill which certainly deserves commendation is the special status which the Bill gives to Co-operative Societies and Co-operative Insurance. Perhaps Members will be aware that Co-operative Insurance Societies have been organized and are working satisfactorily and I hope in time Government will be able to give greater encouragement to such societies so that future Insurance may develop for co-operative benefit rather than for the benefit of a few individual.

Several Members said in the general discussion, that many of them started with the idea of nationalising the insurance business. I must say that the insurance business is certainly one in which a scheme of nationalization might be effective but I must also state at once that any nationalisation scheme worked with a break-neck speed is likely to bring greater harm than good to the cause which we all hold dear. Failing however to achieve nationalization some members in their notes to the select committee report have said that they thought that the better course would be to have a stricter and greater control on Insurance Companies and their Board of Directors. Going through the Bill I admit that I had a great disappointment, because it is really a half-way measure with all the defects and deficiencies of half measures. It is proposed to control the insurance business in most, if not all its details. With the experience that many of us have about controls one shudders to think what it might ultimately lead to even in this sphere. Coming down to details let us scrutinise and see what we have been able to do in the structure of insurance companies.

Firstly, we have limited holding of shares to 5 per cent. in the case of individuals and 2½ per cent. in the case of companies and corporations. Going through the speech of the hon. Minister as published in the press I found that he was reported to have made mention that this had been raised to 10 per cent. in the case of individuals and 5 per cent. in the case of companies. I however fail to find any such change in the provisions of the Bill as reported by the Select Committee. Perhaps there was some error somewhere. Let us assume that the limitation regarding holding of shares by an individual is to the extent of 5 per cent. I fail however to appreciate what has been the reason behind this limitation of shares. In the first place the stake of a person who is interested in an insurance company becomes very much less and whether we acknowledge it or not the fact remains that the stake of an individual in business is sometimes—in fact in many cases—the chief motive power which helps to keep the company going on right lines and at the proper pace. I also think that it might be possible to limit the holding of shares in the case of existing companies, because the companies have been floated and have reached a stage where perhaps they do not need the assistance of the original promoters. But what will be the condition of the companies to come in the future? Those who are conversant with the floatation of companies are aware of the fact that in the initial stages the promoters have to purchase, under-write or take complete responsibility for the sale of a good proportion of the total issued capital and it is only then that necessary response appears to be forthcoming from the public. In case you limit individual holding to 5 per cent. I feel apprehensive about the raising of capital for the future companies that are likely to come into being hereafter.

[Shri Syamnandan Sahaya]

Let us see whether we shall really be able to enforce our decision regarding the 5 per cent. limitation. As a lawyer you are aware, Sir, that *farzi* and *benami* transactions are legal in this country. That being so, all that will be necessary for those who hold more than 5 per cent. shares is to distribute them among their friends and relations. Although there is a provision that one will have to disclose his holdings, I do not know how far it will be effective or compatible with the legal position already obtaining, where *farzi* and *benami* transactions are legal . . .

Mr. Deputy-Speaker: But *benamidars* do not become owners.

Shri Syamnandan Sahaya: No but such transactions are legal and the *benamidars* will hold the shares and it will be a private arrangement between the *benamidars* and the person who really owns the shares. Let us now scrutinize and see what is the necessity for placing this limitation on the holding of shares. I feel that there is no such necessity, because the real apprehension was that a person holding a majority of shares will be able to influence the decisions of the company. With the control envisaged in this Bill he has hardly any say and ultimately things will have to go to the Controller and if he vetoes any decision of the company the majority shareholder will not have much to say or do after that. In that case I do not see why Government has taken this responsibility of limiting the share holdings without considering its likely effect on the future of insurance companies.

Sir, it is 1 P.M. and I shall take only five minutes after Lunch to finish my speech.

The House then adjourned for Lunch Till Half Past Two of the Clock.

The House re-assembled after Lunch at Half Past Two of the Clock.

[MR. SPEAKER in the Chair.]

Shri Syamnandan Sahaya: I was saying, when we rose for lunch, that it did not appear to be necessary to place any limitation on the shareholdings because even a holder of a majority of shares would not, under the controls contemplated in this Bill, be able to do anything detrimental to the interests of the company or the policyholder. Although we have no advantage in placing this limitation, in one respect we shall, positively, be losers. That is, the shareholdings will diminish and naturally, therefore, the higher rates of income-tax on the dividends which used to be paid on an individual shareholder's dividend income will now definitely go down although the shares will be held for namesake in different names but in reality by the same person. We have also placed a further limitation by saying that if the holders of shares beyond 5 per cent. of the capital are not able to dispose of their shares within three years, then the shares will vest in the Controller and he will be empowered to dispose them off. This, I submit, is not only hard but unfair and unjust. We might as well have laid down, as we have done in a previous clause, that the voting power of holders of shares of more than 5 per cent. of the capital will be limited to 5 per cent. holdings only. In fact, if we refer to clause (6) of proposed section 6A, we will find that such a contingency was contemplated and a provision of the nature I am suggesting has been made. I submit that it would not be desirable, from any consideration, to place this three years' limit for disposal of extra shares because knowing as we do the conditions of the market today, even if honest and genuine efforts are made to dispose of the shares, perhaps it may not be possible to succeed and that being so I think we should devise some other method of meeting the difficulties that we envisage rather than vesting the shares in the hands of the Controller.

Then we have taken a further step and that is that we have decided to have only one class of shares. Perhaps the point was not considered in all its aspects. It is a well-known fact that there is a class of investors who do not like to invest in any shares except where they can get a fixed cumulative dividend. They prefer therefore to invest in what are known as "preference" shares. It is not so much the voting power that matters to them as the guarantee of a fixed earning on this particular type of shares. By limiting the shares to only one class where the dividend will be dependent upon the earnings of the Company, my apprehension is that we shall completely eliminate that class of investors who prefer—and prefer now even more than at any previous time—to invest money in channels where there is a guarantee of a fixed return. I do not know why we have made this provision for having only one type of shares. If the idea was to control the voting strength by this method, I submit that there were other methods open by which the same thing could have been done.

Last but not the least, we have also brought down the dividend limit from 10 per cent. to $7\frac{1}{2}$ per cent. I consider it really a grave tragedy that the Insurance agent who procures the business is supposed to be doing a national service, that the policyholder is proposed to be the master of the show; but the fellow who risked his money and applied his time and energy in the beginning without knowing what was going to be the ultimate fate of the Company should be supposed to be the person who should benefit the least when the Company as a result of his investment and labour and worries comes to the stage of making profits.

Now, recapitulating the position in regard to share capital, we find first of all that we have limited the shareholdings, secondly, we have limited the class of shares to only one, eliminating preference shares. Thirdly, we have limited the dividends to $7\frac{1}{2}$ per cent. of the profits.

Shri Sondhi (Punjab): Who says that? We have not done it. Show me the clause.

Shri Syamnandan Sahaya: I will show you the clause. If you will turn to page 3 and refer to the notes of Select Committee on clause 41, you will find that what I am saying is contained therein.

Shri Sondhi: $7\frac{1}{2}$ per cent. of the surplus.

Shri Syamnandan Sahaya: Yes, of the surplus. That is exactly what I am saying. I am not saying $7\frac{1}{2}$ per cent. interest. I say that previously he was entitled to 10 per cent. of a certain class of income and now you have brought it down to $7\frac{1}{2}$ per cent.

Now, recapitulating the position, as I have said, we have, first of all, limited shareholdings. Secondly, we have limited the shares to a particular class. Thirdly, we have limited the returns. Now, may I ask myself and our other colleagues in this House a question. Will all this really encourage investment or discourage investment? May I ask myself and our other colleagues another question: Is investment to-day not as vital and as necessary for the needs of the country as any control measure on insurance? Looked at from this point of view, I submit that this matter deserves further consideration. Whether it will be possible for the hon. Minister and this House to be able to give any more consideration to this matter or not is more than I can say, but I submit that in dealing with measures of this nature we cannot possibly shut our eyes to various other points that arise in that connection.

[Shri Syamnandan Sahaya]

Now, coming to the question of controls, I find that the power has been vested largely, if not entirely, in a person who would be called the "Controller". He will be a very able man, if one such can be had.

Shri Sidhva (Madhya Pradesh): Why not?

Shri Syamnandan Sahaya: I do not say "not". I say: I hope you will be able to find a man who fulfils the conditions laid down here. Now, the position is this. I do not see how and why the Directors elected by the shareholders should have so much interference in discharging their duties. Further, I would like to ask whether this type of constant intervention and interference will bring about an atmosphere in which there will be luxuriant growth of the insurance institutions or whether it will retard its growth and ultimately lead to stunted growth. In matters of this kind, sometimes we fail to see how long and to what extent control and supervision should be allowed in order to safeguard the interests of the citizen and also to ensure that the growth of the industry or institution concerned is not hampered. Considering what we have decided about reducing the stakes of the shareholders and Directors, I have no doubt that their interests will wane, as their stakes will become very much less, the interference will be too frequent and too many and under the circumstances I personally feel that it will be difficult to get the result which we hope to achieve from this Bill. A certain measure of control is necessary, but I do not agree with the hon. Member who said that the policing arrangements in the past were not found suitable. I do not know what led him to come to this conclusion. I still believe that without any interference in the details of the administration, great headway could be made by retaining certain powers of vetoing the resolutions passed by Insurance Companies, particularly resolutions where the interests of a Director are concerned. We know the difficulties of starting such institutions and Companies entirely backed by Governmental assistance. After all, Government also have some kind of insurance run under their aegis. It is perhaps called the Postal Insurance.

Shri Sondhi: It is the cheapest.

Shri Sidhva: And the best.

Shri Syamnandan Sahaya: Therefore, I say: open it out. At present it is not meant for everybody. Open it out, and see the results. Then, slowly take one type of insurance and then go to another. As it is, you will in a very short time open up vast avenues in the direction of insurance and in my opinion it will not do to take steps which might positively discourage those who have, in the past, organised such institutions and who are, in the future, likely to do so. These are the general points which, in my opinion, even at this late stage deserve consideration.

Coming now to the details of the Bill, I would only draw your attention to two points. Sub-clause (11) of clause 17 reads thus:

"If at any time the Central Government considers any one or more of the investments constituting an insurer's controlled fund to be unsuitable or undesirable, the Central Government may, after giving the insurer an opportunity of being heard, direct him to realise the investment or investments, and the insurer shall comply with the direction within such time as may be specified in this behalf by the Central Government."

This is a provision whereby an investment already made is to be recalled by the insurer within a specified time. I do not know whether the difficulty of the investor was visualised, because it may not be open to him to recover the investment within the time desired. There is another party intervening, namely, the person or institution with whom the money has been invested.

There may be certain stipulations and conditions and certain time-limits laid down at the time of the investment and it may not be possible under those circumstances to get back the investment at will. This provision therefore requires some alteration in order to give the Central Government and the insurer an opportunity of considering the conditions under which the investment had been made and also whether, it was possible, under those conditions, to recall or recover the investment immediately.

The second clause to which I would like to draw the attention of the House is sub-clause (2) of clause 16. It has been provided there that the securities guaranteed by the United Kingdom shall be held only in certain proportions, (i.e., during the first year to the extent of twenty-five per cent.; during the second year to the extent of eighteen and three-fourths per cent. and so on and so fourth). Now, in the case of some Companies it may be that the investments that they hold under guarantee of the U. K. Government may even today be more than these fixed percentages and I could not find a provision whereby an exception would be made in such cases. For new and future investments, the provision is salutary and desirable, but I have not been able to locate in the Bill any provision as to whether an exception would be made in the case of securities which are already held and which have a larger percentage than those specified here.

I have no doubt that we all feel the necessity of this measure, but some of us also feel that the amount of control that is envisaged might not only not be able to achieve the results which we have in view but might on the other hand damp the enthusiasm of those who had taken up this business in the past and those who may perhaps do so in the future.

Shri Shankaraiya (Mysore): I would, at the outset, associate myself with the idea of nationalising this industry. The time is ripe for it. Apart from the reasons already cited by other hon. Members, I would say that the resources and Revenue of the Government will be greatly enhanced by taking over the insurance business. Nearly Rs. 20 to 30 crores will flow into the coffers of Government and that could be utilised for nation-building purposes. At the moment, it is being taken away by the Insurers and the Companies and used for no purpose. If we take the insurance business into consideration, we find that the insurers are doing no other business except being either accountants or cashiers. Beyond this, they take no other risk and show no other enterprise. And these people are taking away nearly Rs. 20 to 30 crores. This amount could easily be collected for Government purposes and for the development of national industries.

Now, to consider insurance business from the individual's point of view, a person invests his money for his future benefit, and for meeting unforeseen circumstances, he contributes money and pays the same by way of premium into the hands of the Insurance Companies. The amounts collected and the profits that would accrue from this nationalised insurance business could be utilised for the development of key national industries. Already the Postal Department of Government is running an insurance business for their servants and they will be incurring not much additional expenditure in extending it to the public as well. Of late, I learn that the postal insurance facility has been extended to the military personnel also. In many of the States, e.g., in Mysore, life insurance business has been taken up by the Government and they are deriving a good income out of it. The expense ratio of the insurance department of the Mysore Government is far below that of any of the public insurance companies. While the ratio of expense in the case of private insurance companies is as much as 30 to 37 per cent., in the case of the Mysore Government

[Shri Shankaraiya]

is hardly 15 to 20 per cent. As regards the first year's premium, while the Indian companies are giving as much as 75 to 80 per cent. the Mysore Government pays only 15 to 20 per cent. Japan and Italy have nationalised insurance. India can easily adopt the same policy. What is now run for the sake of Postal servants can as well be extended to cover the public at large.

Now, coming to the Bill before the House, I wish to congratulate the members of the Select Committee for having made several changes in the interests of the policy-holders and also for putting in certain restriction on the insurers as such. But considering the Bill as a whole, I can say that it has been conceived in the interests of the insurers and the interests of the policy-holders have been completely ignored. It is a well known fact that the success and stability of the life insurance business depends greatly on the policy-holders and the public in general. The insurers, as I said at the beginning of my speech, without taking any risk, are pocketing all the profits and are appropriating them at the cost and contribution of the ordinary rate-payer and the policy-holder. The Bill does not give any privileges or concessions to the policy-holders who are badly in need of them.

There has been a general complaint that the premiums charged by the Indian Insurance companies are very high when compared with the premiums charged by companies in other parts of the world; in fact, they are the highest in the world. When such is the case, the complaint that the interests of the policy-holders have not been considered is perfectly correct. Apart from the provision that the amounts are properly invested and that a time-limit is fixed to see that the policies are settled after they have become payable or have matured, no other concessions have been extended to the policy-holders. Though they are mainly responsible for the prosperity of this industry, the policy-holders have not been given any representation either in the Insurance Association or in the life insurance council or in the general insurance council. Instead of giving representation to them or giving statutory recognition to the policy-holders and their associations and giving them an opportunity for placing their grievances also for consideration at the hands of the Association and the councils, they have been left to the mercy of the insurers themselves. The Executive Committees are expected to safeguard the interests of the policy-holders. It will consist of—

"eight representatives of members of the Insurance Association of India carrying on life insurance business elected in their individual capacity by the said members in such manner, from such groups of members and from such areas as may be specified by the Central Government."

One of the functions of the Committee is—

"to aid, advise and assist insurers carrying on life insurance business in the matter of setting up standards of conduct and sound practice and in the matter of rendering efficient service to holders of life insurance policies."

The insurers are asked to render help to the policy-holders. Whereas the policy-holders have been asking for representation on the committee, they have not been given any representation. On the other hand, the insurers who are themselves interested in pocketing this unearned income are made to safeguard the interest of the policy-holders. I would, therefore, strongly request the Minister-in-charge to see that the policy-holders are also equally represented both in the Insurance Association and the General Insurance Council and the Life Insurance Council. As regards the premium, as I said at the beginning, since it is the highest in the whole world immediate steps should be taken by Government to see that the premiums are reduced and some concessions given to the policy-holders.

As regards the contract that is executed between the policy-holders and the insurers, all the clauses are drawn in the interest of the insurer. The policy-holders' view point is not being considered. The agreement that is being entered into between the policy-holder and the company is one-sided. Several conditions have been imposed more in favour of the insurer. Early steps should be taken by Government to see that the conditions are liberalised in favour of the policy-holder.

If nationalisation is not possible now, at least the whole business could be mutualised between the policy-holder and the insurer by giving equal representation to them in the several Councils. If the policy-holder's interests are also adequately and effectively represented, and when the two versions are placed before the Councils then it will be possible for the Indian Government representative to consider both the views and give his final suggestions. But when the interest of the policy-holder is left in the hands of the insurer the policy-holder will not be benefited in any way and the Government representative will not be fully aware of the actual grievances of the policy-holders. Therefore, my request to the Government is to see that it is at least mutualised by giving them equal representation on the Councils by which many of the grievances of the policy-holders may be lessened.

As regards management and expenses many of my friends have spoken on that and I need not say again that the expenses must be curtailed or limited. As a step has been taken towards it, I may only say this much that the curtailment or the limiting of the expenses is still not adequate. The expenses should be further curtailed because insurance business is of national interest and any waste would be a national waste. When premiums are being collected at high rates and amounts are being wasted on propaganda and by way of unnecessary duplication of agencies and office-bearers and organisations and all that, much of the money could be saved and utilised for better purposes.

In conclusion I wish to stress again that the policy-holder's interest should be better cared for and they should be given adequate representation on the Council

The Minister of State for Parliamentary Affairs (Shri Satya Narayan Sinha):

I beg to move:

"That the question be now put".

Mr. Speaker: The question is:

"That the question be now put".

The motion was adopted.

The Minister of Works, Mines and Power (Shri Gadgil): Over nine hon. members of this House have participated in the discussion on this motion. Much of the ground that has been covered in the course of yesterday and today relates to the theoretical aspect of nationalisation of this industry. I do not think it will serve any useful purpose if I were to say anything on it because the Bill as reported by the Select Committee is there and the discussion on it may be practical, whereas a discussion on the theory of nationalisation will be merely academic.

In the course of his speech Mr. Masani made certain suggestions about the provision contained in clause 25 of the Bill. Certain powers which were reserved under the original Act under which there was the right of the aggrieved party to go to a court of law have undoubtedly now been restricted, and the parties can go to a court of law only when there is cancellation of registration and not otherwise. A suggestion was made by him that before final orders were passed by the Controller on the report being received

[Shri Gadgil]

from the administrator he should consult the relative Executive Committee of the insurance concerned. Another suggestion was made by my hon. friend Mr. T. T. Krishnamachari that a sort of advisory committee consisting of an officer from the Reserve Bank, the Controller himself and the Chairman of the relative Committee should be constituted to advise the Controller in coming to a final decision on the report received. All I can say at this stage is this that the Government will give very careful consideration to this suggestion. I quite see the force of it that before the Controller takes final decision there must be some machinery to aid and advise him in coming to some sort of reasonable decision. What form that machinery will take, whether some judicial officer will be associated with it or not, are matters into which the Government of India will go very carefully. But, as I said, all I can say is that some such thing is desirable and some such thing is very likely to be accepted by the Government of India.

Then a grievance was made about the fact that the functions of the Statutory Committees have been made advisory. Why it has been made so has been very clearly stated by some of the Members and I do not want to repeat the arguments once more.

Grievance was made that there has been an all-round limitation of the commission of sub-agents, insurance agents, this agent and that, and that the chief agent has escaped. That was exactly the provision when the Bill was introduced. Inasmuch as nothing has been done by the Select Committee in the course of its prolonged discussion, it would not be very desirable for me to accept any amendment so far as that is concerned.

Certain anomalies and certain inconveniences that may result as a result of some of the provisions of this Bill being implemented were pointed out by my hon. friend Mr. Sahaya. All I can say is that all these facts have been taken into consideration, and to the best of our knowledge no such difficulties will arise. But if they arise, as usual, we propose to meet them.

As regards the point that this Bill is not calculated to develop insurance business I have quite different views. I find from the latest copy of Indian Insurance that at any rate in the field of life insurance this country has made tremendous progress and progress in other spheres also is creditable. I therefore think that this Bill, if anything, is calculated to foster the development of insurance business and will not certainly prove an impediment to it. This is a business in which there is a sort of a triangle of interests, one point represented by share-holders, another point represented by the agents and the third represented by the assured—the poor policy-holders—at the cost of whose life both of them are trying to cut each other. However, the intention of the Government in moving this Bill has been to secure a fair and square deal for the policy-holder, and to a very great extent I should say this has been done.

It is possible to say that if there is any industry in which capital has a very small part to play it is insurance. Undoubtedly it is true. But this is a gradual process whereby, I should say, whatever influence capitalism has will be gradually filed away and until the right moment comes we must move on the lines which have been approved as state policy years ago.

I do not think anything more needs to be said at this stage. If there is anything worth considering in the course of discussion of clauses I shall certainly reply in greater detail.

Khwaja Inait Ullah: What about curtailing the commission of agents?

Shri Gadgil: As I said in my speech when I moved for consideration of the Bill, enough has been done for the agents and at this stage I am not prepared to do more than what the Select Committee has done.

Mr. Speaker: The question is :

"That the Bill further to amend the Insurance Act, 1938, as reported by the Select Committee, be taken into consideration."

The motion was adopted.

Mr. Speaker: We will now take the Bill clause by clause. I shall follow the usual procedure. I shall call out the clauses collectively where there are no amendments and I shall be calling upon each Member who has tabled an amendment to say if he wants to move it or not.

Clause 2

Clause 2 was added to the Bill.

Clause 3

Shri A. P. Jain: I beg to move :

- (i) In part (13), in sub-clause (ii) of the proposed clause (15) of section 2 of the Insurance Act, 1938, after "business", insert "whether wholly or in part".
 (ii) In part (13), in the proposed clause (17) of section 2 of the Insurance Act, 1938, after "for the insurer", insert "whether wholly or in part".

The object of my amendment is to meet the objection of my hon. friend, Khwaja Inait Ullah, that some further concession should be given to certain insurance agents. Now the principal and the special agents have by these two amendments been permitted to do direct insurance work as well. I do hope that the hon. Minister will accept my amendments.

Shri Gadgil: I accept them.

Mr. Speaker: The question is :

- (i) In part (13), in sub-clause (ii) of the proposed clause (15) of section 2 of the Insurance Act, 1938, after "business", insert "whether wholly or in part".
 (ii) In part (13), in the proposed clause (17) of section 2 of the Insurance Act, 1938, after "for the insurer", insert "whether wholly or in part".

The motion was adopted.

Clause, as amended, was added to the Bill.

Clauses 4 and 5

Clauses 4 and 5 were added to the Bill.

Clause 6

Amendment made :

- In the proposed new section 2C of the Insurance Act, 1938, in clause (c) of sub-section (1), for "outside India" substitute "outside the States".

[*Shri Venkataraman.*]

Clause, as amended, was added to the Bill.

Clauses 7 and 8

Clauses 7 and 8 were added to the Bill.

Clause 9

Shri A. F. Jain: I beg to move :

After sub-section (8) of the proposed new section 6A of the Insurance Act, 1938, insert :

"(9) Subject to the other provisions contained in this section, but notwithstanding anything contained in the Indian Companies Act, 1913 (Act VII of 1913) or in the memorandum or articles of association of any such company as is referred to in sub-section (1), no such

[Shri A. P. Jain]

company shall refuse to register the transfer of any shares where the transfer is for the purpose of securing compliance with the provisions of sub-sections (7) and (8)" and renumber the subsequent subsection.

It has been found that certain companies have a clause in their articles of association to the effect that the directors are authorized to refuse registration of the shares in their discretion. This discretion is many a time used arbitrarily or to keep power in their own hands. It is with a view to combat the effects of such an arbitrary provision that I have moved this amendment. Clauses 7 and 8 provide for a compulsory liquidation of shares over a certain limit and as that liquidation will be affected in pursuance of law, I think it is necessary that the power to refuse registration of shares in such cases should be taken away from the companies. In fact I should think that the Insurance Companies Act need an amendment to that effect, but as the object of the present clause is only a limited one, I have moved this amendment only to that limited extent.

Shri Gadgil: I think it is extremely reasonable and I am accepting it.

Mr. Speaker: The question is:

After sub-section (8) of the proposed new section 6A of the Insurance Act, 1938, insert:

"(9) Subject to the other provisions contained in this section, but notwithstanding anything contained in the Indian Companies Act, 1913 (Act VII of 1913) or in the memorandum or articles of association of any such company as is referred to in sub-section (1), no such company shall refuse to register the transfer of any shares where the transfer is for the purpose of securing compliance with the provisions of sub-sections (7) and (8)" and renumber the subsequent subsection.

The motion was adopted.

Shri Raj Bahadur (Rajasthan): The statement of Object and Reasons that was circulated along with the Bill initially, mentions as follows:

"Provision has also been included to strengthen Government's control over insurance by inspection of the insurer's books whenever required, to liberalise the conditions of insurance agents and to enable the conversion by a less tedious procedure of proprietary joint stock insurance companies into 'mutual companies'."

This was one of the objects with which the Bill was framed initially. I respectfully submit that proposed section 60, I think, does not provide the facility or the encouragement which is necessary if we want the conversion of a company in that manner. Proposed section 6C states:

"Where a public company limited by shares carrying on insurance business has passed a special resolution for converting itself into a public company limited by guarantee, it may apply to the Central Government with a scheme . . ."

It is obvious that the share-holders of a company will not be interested in passing such a resolution, because if they do, the control of that company would definitely pass to the policy-holders and as such it is not to be expected that they would pass this resolution to that effect. It would be like asking them to sign their own death warrant. As such, I do not see how the procedure is made less tedious by this Bill. If the choice and option had been given to the policy-holders as such to do something in this behalf, I could have understood that there was something to lessen the tediousness of the procedure involved.

I have got a grievance against the very use of the words, "to make the procedure less tedious". As a matter of fact, the present trend in modern countries is to mutualise the companies. There was the demand for nationalisation of the whole business. We do not find ourselves in a position to do that. We have also to recognise the fact that the big bosses of this business have not stood by the country. I do not for a moment mean to deny that insurance business has played a significant role in the development of industry.

Even so, it is obvious that more often than not some of these worthies have indulged in self-aggrandisement. That is the reason for the cry for nationalisation. When you are not going to nationalise, and when you recognise that you cannot leave it to private enterprise, the only alternative left is to mutualise these companies. The question before us is nationalisation *versus* mutualisation. If we are not going to nationalise, the only course left, if we want to make proper use of the insurance funds—the savings of the people—is to afford facilities to see that there is a reasonable chance of mutualising these companies, as early as possible. So far as mutualising is concerned by this Bill we are definitely limiting the provisions of this Bill only to public companies. There are a few private Insurance companies also. Why should they be excluded? We have left the option, and have left the entire machinery for mutualisation in the hands, not of the policy-holders, but of the share-holders themselves. It is therefore obvious that these provisions fall far short of the objective that has been laid down in the Statement of Objects and Reasons. I should like to suggest here that there should have been some procedure by which if a particular fraction or proportion of the policy-holders, approached the Controller of Insurance with a request that the company should be mutualised, the Controller would have been given the power to issue directions to the company to pass a resolution to that effect. That has not been done. May I even at this late stage draw the attention of the hon. Minister to this obvious anomaly that if they want to satisfy the purpose of the Bill, something must be done which will place the power not in the hands of the company, but in the hands of the policy-holders. For example, it may be provided that if, say ten per cent of policy-holders come to the Controller of Insurance with the request that the said conversion may be effected, the Controller may issue directions to the company to convene a meeting of the policy-holders, and if the policy-holders agree and if other conditions are also satisfied, the process of mutualisation may be gone through. Therefore, I would humbly and earnestly invite the attention of the hon. Minister to this obvious lacuna and I hope that he would do something in this behalf.

Shri T. T. Krishnamachari (Madras) : I am afraid my hon. friend is a trifle top late. Actually section 6C in clause 9 has not been touched by the Select Committee. If he finds now that there is disparity between the intention expressed in the Statement of Objects and Reasons and the actual wording of the clause, it must have been pointed out at the time when the Bill was referred to the Select Committee. I may, at the same time, explain why there has been that mention in the Statement of Objects and Reasons. The idea really is that mutualisation is possible only if the share-holders co-operate. If it is a question of going against the express wish of the majority of the share-holders, then, there is an element of compulsion which, apparently, Government is not now prepared to exercise. There are, undoubtedly, a number of cases today where the share-holders might feel that it might be better to allow the company to get itself converted into a mutual company and thereby relieve the share-holders of their responsibility and liability. Such things are possible. I am told that at the time this clause was put in, probably one of the biggest companies in India had, for reasons of their own, thought of asking their share-holders to co-operate in making that company a mutual company. It is only in aid circumstances such as the one that is envisaged in the Statement of Objects and Reasons if they come into being that facilities should be provided for the company to convert itself into a mutual company. The intention, I think, does not go very much beyond that. My hon. friend has been reading into it a little more than what was intended. At any rate, if he really wants his suggestion to be considered, the time for it is a little too late. For the time

[Shri T. T. Krishnamachari]

being, he will have to hold his soul in patience until Government comes with an Amending Bill on another occasion. I think there is no point in what my hon. friend said at the stage in which we are considering the Bill.

Shri Raj Bahadur: On a point of information, Sir, may I say that what my hon. friend has said does not detract from the merits of the suggestions that I have made?

Shri M. A. Ayyangar (Madras): Since this Bill was first introduced in 1937, I have always been in favour of nationalisation of these companies. As a first step, we wanted at least two of the Directors to be representatives of the policy-holders. Later, we wanted that at the end of ten years from the inception of the company, 50 per cent. of the Directors should be from the policy-holders and that at the end of fifteen years, every company should become a mutual company. I still stick to that view. But, you must carry others also along with you so that it might be an agreed measure. We felt in the Select Committee that there would be some difficulty if we were to wrangle over the question of nationalisation, which, of course, was out of the question. Because we had accepted the principle of the Bill, in the Select Committee we could not go into the question of nationalisation. But, as regards mutualisation, I wanted that every proprietary company should be compulsorily mutualised at the end of 15 years or 20 years. Even this was not possible. But, one change has been made, that it will be open to Government to appoint any Directors. There is also an amendment on this matter tabled by my hon. friend Mr. T. T. Krishnamachari and I believe Government will find it convenient to accept it. That will safeguard the interests of the policy-holders of the company as a whole.

There is one other point. We wanted a larger number of Directors from the policy-holders. But, in practice, what we have been seeing is that, situated as we are, with little or no knowledge as to who are the policy-holders—that has to be kept a secret for various reasons—a few share-holders are always there and through their agents make it impossible for any independent policy-holder Director coming into existence. There is this practical difficulty. On account of these various difficulties, we were satisfied with what was proposed in the Bill, of leaving it to Government to interfere through the Controller from time to time. That is all that we could do in the present circumstances. I am satisfied that the other provisions in the Bill regarding voting rights of share-holders, whatever their share-holding might be, their liability to disclose the ownership of the shares, and in the absence of such disclosure not being able to exercise those rights and so on, are sufficient safeguards against possible abuses. I think the present Bill, if it is passed as early as possible, would go a long way towards meeting the present conditions and there is time enough, if it is not found sufficient, for us to introduce compulsory mutualisation or nationalisation as a whole.

Shri Gadgil: I do not want to say further except that I have noted the arguments of my hon. friends Shri Ananthasayanam Ayyangar and Shri Raj Bahadur.

Clause, as amended, was added to the Bill.

Clauses 10 to 16

Clauses 10 to 16 were added to the Bill.

Clause 17

Shri M. A. Ayyangar: I beg to move:

After the proviso to sub-section (9) of the proposed new section 27A of the Insurance Act, 1938, add:

"Provided further that the Controller may permit a co-operative life insurance society as defined in clause (b) of sub-section (1) of section 95 to keep more than three per cent. of its controlled fund in fixed deposit with any co-operative society referred to in this sub-section, if the fixed deposit is secured by a first mortgage on any immovable property".

Under the existing Bill more than 3 per cent. shall not be kept in any particular bank irrespective of whether it is even a Co-operative Society. I understand that an Insurance Company from Madras represented that under the law relating to Co-operative Societies in that province the funds of the Society must be deposited only in Co-operative Societies and when there is such a restriction and the funds cannot be kept in any other banks they have per force to choose between one society and another and sometimes have to keep more than 3 per cent. in particular societies. The provision as it is would stand in the way of keeping more than 3 per cent. With some safeguards that in case more than 3 per cent has to be deposited in one particular bank it can be done if the deposit is secured by a first mortgage on any immovable property, there is absolutely no danger and the interest of the company is safeguarded but even this has to be done with the permission of the Controller. With all these restrictions and limitations the power is enlarged in the case of Co-operative Societies on account of their present difficulties.

Shri Gadgil: As it is permissive, I have no objection to accepting it.

Mr. Speaker: The question is:

After the proviso to sub-section (9) of the proposed new section 27A of the Insurance Act, 1938, add:

"Provided further that the Controller may permit a co-operative life insurance society as defined in clause (b) of sub-section (1) of section 95 to keep more than three per cent. of its controlled fund in fixed deposit with any co-operative society referred to in this sub-section, if the fixed deposit is secured by a first mortgage on any immovable property".

The motion was adopted.

Clause, as amended, was added to the Bill.

Clauses 18 and 19 were added to the Bill.

Clause 20

Sardar Hukam Singh (Punjab): I beg to move:

In part (iv), for clause (b) of the Explanation to the proposed sub-section (3) of section 29 of the Insurance Act, 1938, substitute:

"(b) shall not exceed in the case of the special agent and in the case of the Insurance Agent, five hundred rupees".

Difference has been made between the special agent and the insurance agent so far as advances are concerned. To one it is permitted upto Rs. 500/- and to the other only upto Rs. 100/-. If we think it is a very essential enterprise and a very useful business, then we have to admit that the insurance agent has to be given facilities to work. Unless he is provided with some conveyance he will not be able to do it. This amount Rs. 100/- is ridiculous and he cannot get even a bi-cycle with that advance. This is after all a loan and so it should be raised to what is allowed for special agents.

Shri Gadgil: I do not accept it.

Mr. Speaker: The question is:

In part (iv), for clause (b) of the Explanation to the proposed sub-section (3) of section 29 of the Insurance Act, 1938, substitute:

"(b) shall not exceed in the case of the special agent and in the case of the Insurance Agent, five hundred rupees".

The motion was negatived.

Sardar Hukam Singh: I beg to move:

In part (iv), in the proposed sub-section (6) of section 29 of the Insurance Act, 1938, omit "or insurance".

This is also the same story. If they do not refund within a specified period they shall cease to hold office. That would be a great hardship on them. If he has utilized the money for the marriage of any of his relatives or for any other purpose, he may not be able to refund it. I suggest that this man may be excluded from this category.

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

Shri Gadgil: I do not accept the amendment.

Mr. Deputy-Speaker: The question is:

In part (iv), in the proposed sub-section (6) of section 29 of the Insurance Act, 1938, omit "or insurance".

The motion was negatived.

Clause was added to the Bill.

CLAUSES 21 AND 22

Clauses 21 and 22 were added to the Bill.

Clause 23

Sardar Hukam Singh: I beg to move:

After clause (c) of sub-section (1) of the proposed section 31A of the Insurance Act 1938, insert:

"(d) be managed by a person who is not technically qualified in Insurance by examinations of one of the recognised Insurance Institutes in England or America, unless such person has at least fifteen years experience of office work in other Insurance Offices."

This provision has been introduced in the clause itself. My amendment seeks to provide that only persons with the requisite qualifications or sufficient experience should be employed as responsible managers or controllers. At present only persons who are related to the Directors, such as brothers, nephews or other relations are employed on fat salaries and receive other remunerations. My amendment seeks to provide that only those who have sufficient knowledge or experience should be appointed.

Shri Gadgil: I cannot accept the amendment.

Shri T. T. Krishnamachari: The intention of the amendment goes beyond what the Select Committee has decided. It is not possible for this country to produce 200 actuaries to manage all the companies.

Mr. Deputy-Speaker: The question is:

After clause (c) of sub-section (1) of the proposed section 31A of the Insurance Act 1938, insert:

"(d) be managed by a person who is not technically qualified in Insurance by examinations of one of the recognised Insurance Institutes in England or America, unless such person has at least fifteen years experience of office work in other Insurance Offices."

The motion was negatived.

Sardar Hukam Singh: I beg to move:

In sub-section (1) of the proposed section 31B of the Insurance Act, 1938, omit all the words beginning with "and no payment by way of renewal commission".

The agent has earned the renewal commission and it would be hard on him if he is denied the renewal commission. He has done the business and he becomes entitled to the commission on renewals, so long as payments are made. The man has already accomplished the work and only renewal payments are to be made. Therefore nothing to his detriment should be made. These are only deferred payments made to him and they are nothing new.

Shri Gadgil: I cannot accept the amendment.

Mr. Deputy-Speaker: The question is:

In sub-section (1) of the proposed section 31B of the Insurance Act, 1938, omit all the words beginning with "and no payment by way of renewal commission".

The motion was negatived.

Clause was added to the Bill.

Clause 24

Sardar Hukam Singh: I beg to move:

In the Proviso to sub-section (1) of the proposed section 32A of the Insurance Act, 1938, after "may permit" insert "for a period not exceeding two years".

Shri Gadgil: I cannot accept it.

Sardar Hukam Singh: I am moving it in spite of the knowledge that it will not be accepted. Under the proviso permission may be granted for amalgamating the business of two insurers or transferring the business of one insurer to the other. They may take a very long time in this amalgamation or transfer business. My object was to fix some period, so that within this period they will finish their work.

Shri T. T. Krishnamachari: Speaking for myself, I appreciate the hon. Member's desire to hasten the operation of the provisions of this particular clause. He wants that where there is amalgamation the provision of common directors should be restricted to a period of two years. There is no point in tying down the hands of the Government. As it is the clause gives a certain amount of discretion and in exceptional cases the discretion should be used wisely and well. I do not see why the hands of the Government should be tied in this matter.

Shri Kishorimohan Tripathi: Otherwise it will take a number of years.

Mr. Deputy-Speaker: Only for a limited purpose permission is given. The question is:

In the Proviso to sub-section (1) of the proposed section 32A of the Insurance Act, 1938, after "may permit" insert "for a period not exceeding two years".

The motion was negatived.

Clause was added to the Bill.

Clause 25

Dr. Deshmukh (Madhya Pradesh): This is a very important clause. In the original Bill there was no reference to the amendment of Section 33 of the Insurance Act. The amendment proposed was to the effect that a new clause 34A should be added to the existing Act. If we compare the proposed clause in the original Bill with what has emerged from the Select Committee, we will find that the proposal is to substitute for the existing sections 33 and 34, this clause which really is clause 34A proposed in the original Bill—there is not much difference between those two clauses. If we compare, however, the present amendment with what exists at the present time, it will be apparent to anybody that a certain definite procedure which was to be undergone before an order was made by the Central Government or by the Superintendent of Insurance, has been done away with. If we read section 33, we will find the following provision:

"If the Superintendent of Insurance has reason to believe that the interests of the policy-holders of an insurer are in danger or that an insurer is unable to meet his obligations or has made default in complying with any of the provisions of this Act, or that an offence under this Act has been or is likely to be committed by an insurer or any officer of an insurer, or if he receives a requisition in this behalf signed by shareholders of an insurer being a company not less in number than one-tenth . . ."

I do not want to take the time of the House by reading the whole section, but it is quite clear that before an order was contemplated and made so far as investigation is concerned, a good many requirements were to be satisfied.

[Dr. Deshmukh]

Under the present Bill there is to be no such provision and it would be dependent upon the sweet will of the Controller to issue an order of investigation at any time he likes. I do not know if we intend to give such wide and undertermined powers to the Controller. If that is the view, I am afraid, I do not share it. I do not think that an order for investigation is such a small or insignificant matter that a company is not likely to be affected by it. The very fact that investigation has been ordered will certainly mean that there is something wrong with regard to the company or that there are some obvious faults, and the very order is likely to prejudice the interests of only the company. I am sure that all hon. Members of the House do not believe that the interests of the insurance company does not necessarily mean the interests of the shareholders themselves. They are in fact so intertwined and mixed if not identical with those of the policy-holders as well as of many other people connected with the whole business. From that point of view, I do not regard this provision of giving absolutely unlimited and unrestricted power without having any preliminaries to be performed or preliminary investigations gone into by the Controller. I therefore feel that this is too sweeping a power and it would have been far better if the original section had been retained so as to allow a company to show to the satisfaction of the Controller himself, before he makes an order of investigation, that there is nothing very much wrong with the affairs of the company and that any order of investigation would be a hardship. From that point of view I do not like the proposed amendment and I believe it would have been far better to retain at least some portion of section 33 so as to make it necessary for the Controller to see that there is a *prima facie* ground, for which there should also be an opportunity given to the insurer to show cause why the investigation should or should not be ordered. From that point of view I dislike this provision and I would wish that it were not there. At this stage, of course, especially because I have also not been able to give notice of any amendment, I cannot do anything more except voice my opposition to it. I think a large part of section 33 should have been retained.

Shri Sidhva: I would not have spoken on this Bill had my friend not opposed this clause and said, particularly, that a large number of the Members in this House are in favour of the view that he holds. If there is anything in this Bill that is going to protect the interests of the policy-holder it is this clause.

Dr. Deshmukh: Sir, he has completely misunderstood me. I never said, "Members of the House were in favour of my suggestion"; all I said and I hope you will also agree that this clause affects the interests of the policy-holders as well as the share-holders if an order for investigation is passed arbitrarily.

Shri Sidhva: I repeat that if there is anything in this Bill to which the House could subscribe as in the interests of the policy-holders, it is this clause, and I strongly support it and give credit to and congratulate the Government for it although on the whole I am dissatisfied with this Bill for many reasons which I do not want to dilate at this juncture. I do not see how the Controller has been given "sweeping powers". After all, if control has to be taken over even to a small extent by the Government, then surely the Controller will have to be empowered with certain powers. The Controller will not be a person who, without rhyme or reason, will make investigations and bring the Government into disrepute when particularly the interests of the policy-holders will have to be taken into consideration. He will use his discretion and will guide the Government properly in the interest of the policy-holders and none else. The shareholders also come in but the policy-holders' interests demand

greater attention, and from that point of view, to say that such sweeping powers have been given to the Controller is, I should say, uncalled for. The control should have been more rigid. What is happening today to the insurance companies and the banking companies? Policy-holders' and depositors' money is being squandered away by the managing agents and directors. In this House I have brought a number of times to the notice of the Finance Minister the fact that the public money in our banking companies is being squandered away. Even after bringing the matter into this House, the investors had no relief. The policy-holders' money should, therefore, be protected. After all it is their hard-earned money. The policy of one or two thousand rupees taken by the middleclass man is his life's savings. The insurance business depends on the lower middleclass. If their interests are not safeguarded, this Bill is not worth anything.

Sir, I strongly support the clause.

Shri Gadgil: Sir, there is no necessity for me to intervene except to say that when Mr. Sidhva supports the Government, the case is completely proved.

Clause was added to the Bill.

Clauses 26 to 30

Clauses 26 to 30 were added to the Bill.

Mr. Deputy-Speaker: It is now nearing four. We may stop here and proceed with the Demands for Supplementary Grants.

DEMANDS FOR SUPPLEMENTARY GRANTS FOR 1950-51

DEMAND No. 7.—IRRIGATION, NAVIGATION, EMBANKMENT AND DRAINAGE WORKS

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 12,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Irrigation, Navigation, Embankment and Drainage Works'."

DEMAND No. 61.—CENSUS

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 41,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Census'."

DEMAND No. 68.—COMMUNICATIONS (INCLUDING NATIONAL HIGHWAYS)

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 27,39,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Communications (including National Highways)'."

DEMAND No. 69.—OTHER CIVIL WORKS

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 16,55,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Other Civil Works'."

DEMAND No. 70.—TERRITORIAL AND POLITICAL PENSIONS

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 5,18,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Territorial and Political Pensions'."

DEMAND No. 71.—SUPERANNUATION ALLOWANCES AND PENSIONS

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 4,60,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Superannuation Allowances and Pensions'."

DEMAND No. 72.—STATIONERY AND PRINTING

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 1,65,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Stationery and Printing'."

DEMAND No. 74.—EXPENDITURE ON DISPLACED PERSONS

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 49,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Expenditure on Displaced Persons'."

DEMAND No. 89A.—VINDHYA PRADESH

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 1,77,75,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Vindhya Pradesh'."

DEMAND No. 104.—CAPITAL OUTLAY ON CIVIL WORKS

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 20,89,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Capital outlay on Civil Works'."

DEMAND No. 110.—INTEREST-FREE AND INTEREST-BEARING ADVANCES

Mr. Deputy-Speaker: Motion is:

"That a supplementary sum not exceeding Rs. 1,83,33,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Interest-free and Interest-bearing Advances'."

There are two cut motions, notice of which has been sent to me. They relate to Demand No. 89A. I would like to hear from hon. Members as at 4 P.M. to which of them would like to speak and on what items.

Shri B. Das (Orissa): I would like to speak on Demand No. 110.

Dr. Deshmukh (Madhya Pradesh): Demand No. 61.

Shri Hossain Imam (Bihar): Demand No. 89A.

Shri Sidhva (Madhya Pradesh): Demand No. 68.

An Hon. Member: What about Cut Motions?

Mr. Deputy-Speaker: I would allow the hon. Members concerned to speak on them.

I shall now put Demand No. 7. The question is:

"That a supplementary sum not exceeding Rs. 12,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Irrigation, Navigation, Embankment and Drainage Works (Met from Revenue)'."

The motion was adopted.

DEMAND No. 61.—CENSUS

Dr. Deshmukh: So far as census operations are concerned, there is no doubt that they are extremely desirable and it is to be hoped that they would be completed before the election procedure is finalised. On the census a lot of things are going to depend. So I desire the census to be as complete as possible. We found that in the census of 1941 a good many data were collected but they were not printed because of 'want of paper'. I hope that we shall have this time a complete census, embracing not only the items and information that had been considered necessary in 1931 and 1941 but also as complete an analysis of the economic condition of our people as possible. Our planning is

going to depend upon the way in which we conduct the census operations and the nature of the information that we collect. I suggest that the census should include as much information as possible, e.g., agricultural holdings, cattle possessed by the people and also their economic and social condition. 1951 is a very important year. We wish to plan for the future and it is very necessary, especially from the point of view of the appointment of the Backward Classes Commission under Section 340 of the Constitution that we should have the most complete information about the composition of the communities and castes, their economic status and social conditions. I do hope that steps will be taken to see that the census operations are as complete and full as possible and will contain all the details that I have suggested.

The Minister of Finance (Dr. Matthal): I regret that the hon. the Deputy Prime Minister who is really in charge of this matter is unfortunately not in a position to be present here for reasons with which the House is familiar. So all that I can say in reply to Dr. Deshmukh is that I appreciate the importance of the points that he has raised with regard to the forthcoming census operations and that I shall have his suggestions communicated to the authorities concerned so that they may see that these matters are kept in mind.

Mr. Deputy-Speaker: I have already placed the Demand before the House.—Incidentally, I would like the word "request" to be substituted for the word "demand". Formerly, the King made a demand on the Parliament and it had to be granted, but now we have no longer kings here and the Parliament is the king. However, I shall use the existing wording for the present. The question is:

"That a supplementary sum not exceeding Rs. 41,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Census'."

The motion was adopted.

DEMAND NO. 68.—COMMUNICATIONS (INCLUDING NATIONAL HIGHWAYS)

Shri Sidhva: This Demand relates to National Highways and it is for a large amount. 'National Highways' is also a very important item. It has a high priority also. But I do not know if Government have a uniform policy in this respect. We have, from time to time, had to make references to this matter in this House, and we also hear public criticism that Government are not maintaining the highways satisfactorily. After having spent large sums of money on capital outlay, it has been complained of by the public that the maintenance is very poor, with the result that ultimately we have to incur a further heavy expenditure on maintenance. There are some gangs maintained, but there is no supervision as to whether they actually repair these roads. And further, some of the roads are cemented; some are asphalt-sheeted and some are asphalt-dressed. All of them go without proper maintenance. So I want to know whether Government have given any consideration as to what should be their ultimate policy after the experiments that have been made during the last ten years. Have they come to the conclusion that cement roads are more effective and satisfactory and more economical, or do they consider asphalt-sheet roads to be more economical? I think asphalt-sheet roads are considered to be the second best as far as highways are concerned. In cities today, asphalt-sheet roads have been laid and they have stood the test for nearly seven years.

Mr. Deputy-Speaker: The manner in which the hon. Member is proceeding is very interesting and illuminating, but this is only a Demand for Supplementary Grant in the case of Vindhya Pradesh. The policy regarding National Highways has already been accepted generally and I do not know whether the hon.

[Mr. Deputy-Speaker]

Member is entitled to utilise this Demand which relates to Vindhya Pradesh to discuss the general policy. If he says that the highway should not be extended to Vindhya Pradesh, or that it should be laid in concrete, or some such thing, it is in order. But a general discussion of the policy regarding National Highways, I do not think arises out of this.

Shri Sidhva: Does the whole Demand relate to Vindhya Pradesh, Sir?

Mr. Deputy-Speaker: Yes, he will see that if he refers to the footnote on the first page.

Shri Sidhva: I am afraid then that I have misunderstood the remarks in the footnote.

There is no reason why highways should not be maintained satisfactorily as the roads in the cities are maintained. Then again, I would like to know what is the policy of Government in regard to these roads—are they going to have cement roads, or are they going to have asphalt roads? I know of cement roads in other parts of the country which have very well stood the test of time. For all these reasons I would like to know what policy Government is going to adopt in regard to highways in Vindhya Pradesh—whether they are going to have asphalt roads or cement roads. In the case of the latter the maintenance charges are very low, with the result that though the initial cost of construction may be somewhat heavy ultimately they are more economical. These are the points on which I would like to have a clarification from the hon. Minister before being a party to support the demand for supplementary grant that he has made.

The Minister of State for Transport and Railways (Shri Santhanam): I am afraid my hon. friend Mr. Sidhva is under a misapprehension. At the time when the original budget demands were presented Vindhya Pradesh was a Part B State: since then it has become a Part C State. Therefore all the expenditure of that State has come under the Central Budget. Here all the amount that is asked for is not for the national highways for which we have already passed the Budget.

Shri Sidhva: The word used is 'National highways'—what is the meaning of it then?

Shri Santhanam: It is communications including national highways. The amount is intended for communications in the Vindhya Pradesh State. We had provided Rs. 10 lakhs in the original budget; now we are asking for another Rs. 27-30 lakhs—that is a total of Rs. 37-30 lakhs, of which Rs. 32 lakhs and odd is intended for maintenance of the existing roads. Only the balance is asked for new roads.

So far as our road policy is concerned, it is obviously impossible to have a single policy for the whole country. Cement roads are so costly that we can afford to lay them only where there is dense traffic. If you want to make all the roads in India cement ones, the entire Budget of the Central and Provincial Governments would not suffice for their construction and maintenance. Therefore our policy is have such roads constructed as would suit the traffic needs of the locality. For this purpose experiments are being carried on relating to density of traffic, cost of construction and maintenance, etc. We are trying to evolve a scientific formula for both the cost of construction and maintenance. As was mentioned by me this morning during question hour, a Road Research Laboratory is being constructed. Our Road organisation has got a Research Department and every year road engineers are deputed to America for intensive

training on construction and maintenance of roads. So far as this grant is concerned it is merely an ordinary grant which we find in every State Budget for the maintenance of State communications and a small amount of Rs. 5 or 6 lakhs for construction of new roads.

Dr. Matthai: Probably it may avoid a certain amount of misunderstanding on the part of hon. Members if I make the point a little clearer. I think Mr. Sidhya was under the impression that all the items here other than 89A which relates specifically to Vindhya Pradesh, were of general application.

The item shown against Vindhya Pradesh here represents the expenditure which under the old system would have corresponded to provincial expenditure. Since Vindhya Pradesh has been taken over as a Centrally Administered Area both the Federal expenditure and the Provincial expenditure are now borne by the Centre. The amount of Rs. 1,77,75,000 shown against Vindhya Pradesh is the expenditure incurred in respect of provincial services in Vindhya Pradesh. All the other items are of a Federal character which also along with the provincial expenditure we would now have to bear.

Mr. Deputy-Speaker: Now, I will put the Demands to the House. The question is:

"That a supplementary sum not exceeding Rs. 27,39,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Communications (including National Highways).'"

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a supplementary sum not exceeding Rs. 16,55,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Other Civil Works'."

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a supplementary sum not exceeding Rs. 5,18,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Territorial and Political Pensions'."

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a supplementary sum not exceeding Rs. 4,60,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Superannuation Allowances and Pensions'."

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a supplementary sum not exceeding Rs. 1,65,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Stationery and Printing'."

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a supplementary sum not exceeding Rs. 49,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Expenditure on displaced Persons'."

The motion was adopted.

DEMAND No. 89A.—VINHYA PRADESH

Shri Hossain Imam: I should like some light to be thrown on this item. I agree that this is a new development for which there could be no provision in the Budget. But I am unable to understand how the Government of India can take

[Shri Hossain Imam]

over charge of any administration and give such inadequate service as is indicated in this supplementary grant. I will just give an instance of how an officer is paid. On the first page you find that a Deputy Commissioner of Land Records, an officer who is in charge of the records of the whole of the Vindhya Pradesh is going to be paid the magnificent salary of Rs. 400 and odd a month. He is on a par with the Commissioner of Land Records in Part A States. A top officer of a State with an income of Rs. 2,33,77,000 is going to be paid Rs. 400 per month! Class IV Government servants are going to be paid the magnificent salary of Rs. 200 a year, or Rs. 12-8-0 per month! I cannot understand how a Government can come forward to the Legislature and ask it to sanction such a low salary, when we are asking industrialists to pay higher wages to their labourers. When we took over the O.T. Railway the salaries of the staff were as a matter of course increased. For instance, instead of Rs. 63 to class IV servants Rs. 40 or even Rs. 30 per month is not to be minded. But to pay the inadequate salary of Rs. 12-8-0 in this year of grace 1950 to class IV servants is something unimaginable.

Shri Sidhva: But is this figure correct?

Shri Hossain Imam: It is not to be found in one place only. Look at page 2 of the White Book (Supplement to Supplementary Demand) "97 Class IV establishment: Rs. 19,500."

Mr. Deputy-Speaker: It seems to be a legacy of the past.

Shri Hossain Imam: But we will not have it.

कन्टेन ए० पी० सिंह: लिंगेसी नहीं है मालूम ऐसा होता है कि कई जगह ऐसी गलतियाँ हो गई हैं। या तो नोकरियों की तादाद में रिट्रिक्च करनेवाले हैं और अभी जो उन्होंने प्रेजेन्ट फिगरस हैं उनको रख दिया है। यह तो माइनर चीजें हैं।

Captain A. P. Singh (Vindhya Pradesh): It is not a legacy. It seems such mistakes have occurred at several places; perhaps they intend to carry out retrenchment in the strength later and they have now given the present figures. These are minor matters

Shri Hossain Imam: I will cite another instance. Please refer to page 7 of the White Book where you find that 16 Deputy Commissioners and Additional Deputy Commissioners are to be paid the magnificent salary of Rs. 2,000 a year!

Dr. M. M. Das (West Bengal): If the class IV people are paid low, they are just illiterate people.

Shri Hossain Imam: If we are having Deputy Commissioners at this rate of salary I do not know what will happen to us. It only means that bribery and corruption will be rife instead of our having a clean government. You would not get even a class II officer to be started at this salary. And Tehsildars and Naib Tehsildars are paid at almost half those rates of pay, that is, Rs. 1,000 a year.

Mr. Deputy-Speaker: Life may be very cheap there.

Shri Hossain Imam: Living is not cheap, Sir. We had some questions and the House had the benefit of hearing the Deputy Prime Minister on the subject of management and the reasons which compelled him to take over this State from Part B to Part C. Knowing all those troubles I do hope that the hon. Minister will give the House a better picture, more detailed accounts, less sweated labour and more honest officers in the future. This was the only reason why I took this up.

The hon. Minister should also be able to tell us how the expenses compare with those of other Provinces, for instance Delhi. I am sorry that I did not compare the expenses with the other Centrally Administered Areas. I had no idea that this would be coming up today and therefore I was not prepared. For instance, I find from the blue book (Supplementary Demands for Grants) on page 11 the total expenditure on Account I—Direct Demands on the Revenue and Land Revenue—comes to Rs. 31 lakhs, whereas the income from land revenue is Rs. 78 lakhs. I am rather sorry to find that this is a ratio higher than that of other Part A States. The salaries are so low, yet the proportion of expenditure to the collection is much higher. I do not know what is the reason. Probably, as I know that all these things have been hurriedly done, there might be some mistake or something which has not been looked into. But what I am anxious about is that when we have this account next time we may be better provided. I would have welcomed in the estimate of the receipts as to what are the Union receipts and what are the State receipts. That differentiation in the receipts has not been mentioned. When you make that differentiation in regard to expenditure; when State expenditure is shown separately from expenditure which is of a Union nature, the receipts also must be shown separately. As we know, estimates in regard to Central Revenues were framed on the understanding that this would be continued as a Part B State, where all our collections would not start in full from the first year: there are stages and certain revenues which are in the nature of Union revenues will continue to be realized by the Part B State and it is only gradually that they will disappear from their exchequer and come over to the Central exchequer. I was hunting up for Opium and I could not find it. Excise is of two kinds. Here it is only State Excise. In the estimate of income that has been given to us there is no mention of the Union receipts. I am referring to the last page of this blue book (Supplementary Demands for Grants). The expression here is "State Excise" which means that the Excise incomes of Union nature are not included. They are probably kept by the hon. the Finance Minister up his sleeves. Here, what the Vidhya Pradesh derives from the State revenues alone is given and not the Union revenues.

Mr. Deputy-Speaker: In all State Revenues income-tax too is included.

Shri Hossain Imam: That part of the revenue which will accrue to the Union and which should have been shown as addition to the income which the hon. Minister has budgeted for, is not available to the House. So we do not know really how the expenses compare with the income. If we take the expenditure, as has been sanctioned, it is Rs. 1,77,75,000 under the head 89A, which is probably the head under which all the accounts of Part C States are mentioned.

Mr. Deputy-Speaker: Is it the hon. Member's contention that whatever is earned as Union receipts must be spent in Vindhya Pradesh State?

Shri Hossain Imam: Usually it is said that the former Chief Commissioners' Provinces entail a drain on the Central revenue instead of paying anything to the Central Exchequer. If this is an instance, it means that there must be more public works there than at present for the benefit of the local residents, when you take into account the vast magnitude and the low standard of living of people in this area. And I am interested in this area as it happens to be on the border of my Province. We had some differences in the past: we wanted certain parts of it to be included in Bihar and I have still hopes that parts of it may still come to Bihar when this question of redistribution of Vindhya Pradesh is finally settled.

कौटन ए० पी० सिंह: अध्यक्ष महोदय, पूर्व इसके कि में आपके सामने अपना वक्तव्य रखूँ मैं यह समझता था कि अर्थ मंत्री इस प्रश्न का उत्तर दे देंगे जो कि माननीय सदस्य ने उठाया है, क्योंकि इसमें अबस्य इस प्रकार की गलतियाँ हैं, क्योंकि जितने आदमी दिये गये हैं उन से यदि इस रकम को विभाजित

[कैप्टन ए० पी० सिंह]

किया जाये तो वह फिगर्स एब्सर्गडिटी (absurdity) में पहुँच जाते हैं और उनकी जो तनुख्या है वह बहुत कम मालूम होती है। यों तो मैं वहाँ का रहने वाला हूँ और जानता हूँ कि डिप्टी कमिश्नर (Deputy Commissioner) को ५०० रुपये माहवार मिलता है यानी एक-एक डिप्टी कमिश्नर को ६००० रुपये सालाना मिलता है। इसी तरह तहसीलदार को २५० रुपये माहवार मिलता है यानी ३००० रुपये सालाना मिलता है। यह मेरी वहाँ की नालेज (knowledge) तो है। परन्तु मालूम नहीं कि किस हिसाब से उन्होंने इसमें लिख दिया है। मैं समझता हूँ कि तादाद उन्होंने वह लिख दी है जो कि आज इस समय वहाँ पर मौजूद है। इसमें वह रिट्रेंचमेंट (Retrenchment) करने जा रहे हैं और वह उतने आदमी अब नहीं रखने वाले हैं क्योंकि शीघ्र ही एक कमेटी उन्होंने बुलाई है, अर्थात् वहाँ के चीफ कमिश्नर ने, और वहाँ पर कुछ रिट्रेंचमेंट हो जायगा। अभी वहाँ आठ डिस्ट्रिक्ट (District) हैं पर सुनाई यह देता है कि चार ही रखे जायेंगे। तो जब चार ही डिस्ट्रिक्ट रहेंगे तो इसमें जितने डिप्टी कमिश्नर दिखाये गये हैं वह नहीं रह जायेंगे, वह तो कम हो जायेंगे। मगर बजट बनाने में उन को साफ़-साफ़ दिखलाना चाहिये था कि किस तरह पर कितने रखे जायेंगे और क्या होगा। मुझे अत्यन्त आश्चर्य है कि यह बजट कैसे इस पार्लियामेंट (Parliament) के सामने आ कर पेश हो गया जब कि इसमें सब बातें बिल्कुल साफ़-साफ़ नहीं बतलाई गई हैं। यह तो मुझे एक चीज मालूम होती है जो कि इस संबंध में आवश्यक है। अब यह माननीय अर्थ-मंत्री का कार्य है कि वह इस को साफ़ करें।

मेरा बोलने का प्रयोजन यह है कि मैं यह प्रकट करूँ कि मैं स्वयं सेंट्रली एडमिनिस्टर्ड एरिया (Centrally Administered Area) के हमेशा विरुद्ध रहा हूँ और आज भी हूँ। मैं कभी भी यह नहीं चाहता कि त्रिन्च्य प्रदेश एक दिन के लिए भी सेंट्रली एडमिनिस्टर्ड एरिया रहे। यह मेरी प्रबल धारणा है और यह धारणा इसलिये नहीं है कि केवल वहाँ के लोग ऐसा चाहते हैं, बल्कि जब मैं कांग्रेस की पुरानी पालिसी (Policy) को देखता हूँ तो भी यही पाता हूँ कि कांग्रेस की यही धारणा थी कि लगभग सारे भारतवर्ष के लोग एक ही तरह के शासन के अन्दर रखे जायें। पहले यू० पी० एक लेफ्टिनेंट गवर्नर (Lieutenant Governor) की मातहदी में था, सी० पी० में चीफ कमिश्नर (Chief Commissioner) थे। उन दिनों पंडित मदन मोहन मालवीय कोशिश कर रहे थे कि यू० पी० का प्रांत गवर्नर की मातहती मरखा जाये, क्योंकि उस समय बंगाल, मद्रास और बम्बई इन तीन जगह ही गवर्नर थे। तो सब के बराबर होने की उन की अभिलाषा थी। लाला लाजपत राय पंजाब के लिए कोशिश कर रहे थे। मुघोल्कर आदि कोशिश कर रहे थे कि सी० पी० जो कि उस समय चीफ कमिश्नर का प्रांत था वृत्त कम से कम लेफ्टिनेंट गवर्नर का प्रांत हो जाये। मेरे कहने का मतलब यह है कि हर एक की ऊँचे लेवल (Level) पर जाने की इच्छा होती है। यह इच्छा केवल हमारी ही नहीं है वरन् यह इच्छा प्राचीन लोगों के समय से चली आ रही है और इसी के मुताबिक हम लोग भी चाहते हैं कि हम सी० पार्ट (Part C) में न रखे जायें बल्कि ए पार्ट (Part A) में ही रखे जायें या बी पार्ट (Part B) में रखे जायें। ए० बी० और सी० यह तीनों पार्टों तो बिल्कुल फिजूल से हो गये हैं। जहाँ तक कि मैं समझता हूँ अब यहाँ इस तरह के विभाजन को रखने की आवश्यकता नहीं रही है। यह तो मेरी आम धारणा है कि इस को सेंट्रली एडमिनिस्टर्ड नहीं होना चाहिये।

किंग सेंट्रली एडमिनिस्टर्ड एरिया के संबंध में यह भी है कि अगर कहीं अत्यन्त आवश्यक हो तो वह थोड़ा सा हिस्सा रखा जा सकता है। जैसे कच्छ के लिए माननीय मंत्री जी ने कहा था। अगर इस तरह

से कोई जगह हों तो यह दूसरी बात है परन्तु उस भयंकर नीति से जो कि मंत्री जी ने उस रोज़ बतलाई उस से तो मैं बिल्कुल सहमत नहीं हूँ। उन्होंने यह कहा कि गवर्नमेंट आफ इंडिया (Government of India) में इस समय यह नीति है कि जो ब्रिटिश इंडिया (British India) के पुराने प्राविन्सेज़ Provinces ये उनमें तो स्टेट्स (States) के टुकड़े मिलाये जा सकते हैं, मर्ज (merge) किये जा सकते हैं और बड़ी पूरी स्टेट्स भी उन में मर्ज की जा सकती है। परन्तु पुराने ब्रिटिश इंडिया के प्राविन्सेज़ के टुकड़े स्टेट्स में मर्ज नहीं किये जा सकते। यह नीति उस रोज़ माननीय मंत्री जी ने बतलाई थी। मैं समझता हूँ कि यह नीति बिल्कुल ही अनुचित है। इस से तो यह मालूम होता है कि रियासतों में रहने वाले १० करोड़ आदमियों को आप इनफीरियोरिटी कम्प्लेक्स (Inferiority Complex) देना चाहते हैं और बाकी २० करोड़ आदमियों को सुपीरियोरिटी कम्प्लेक्स (Superiority Complex) देना चाहते हैं। मैं कहूँगा कि यह अत्यन्त ही अनुचित और अन्यायपूर्ण नीति है और मैं यह आशा नहीं करता कि सरदार बल्लभभाई पटेल के रहते हुए, जिन के ऊपर दस करोड़ आदमियों का उसी तरह विश्वास है जैसा कि दूसरे २० करोड़ आदमियों का होगा, ऐसा होगा। उन की मातहतता में, उन के समय में और उन के मुँह से यह निकलना मुझे उस दिन अत्यन्त दुःखदायी प्रतीत हुआ था। मैं इस बात को स्पष्ट कर देना चाहता हूँ और मैं आशा करता हूँ कि अब भविष्य में ऐसी नीति कम से कम नहीं बरती जायेगी। देशी रियासतों में भी पुराने ब्रिटिश प्रांतों के जो टुकड़े आने हैं तो वह आ जाने चाहिए। अजमेर के संबंध में उन्होंने इस बात को कहा था कि अजमेर पुराना ब्रिटिश इंडिया का टुकड़ा है और वह राजस्थान से घिरा हुआ है जो कि पहले देशी रियासत था, इसलिए अजमेर को वह उसमें नहीं मिला रहे हैं। परन्तु मैं समझता हूँ कि इस नीति का पूरा परिपालन नहीं हो रहा है क्योंकि अभी हाल में कुछ टुकड़ों में जिन्हें द्वीपवत कहा जा सकता है कुछ परिवर्तन हुआ है। और पुराने ब्रिटिश इंडिया के टुकड़े भी देशी रियासतों में दे दिये गये हैं। और देशी रियासतों के टुकड़े ब्रिटिश इंडिया के पुराने प्रांतों में दे दिये गये हैं। यह बात अभी हाल में कोई दो तीन महीने पहले हुई है। तो उन्होंने जो उस रोज़ गवर्नमेंट आफ इंडिया की नीति बतलाई थी उसके विपरीत काम कई दफा हो चुका है। इस से मुझे संतोष है। मैं समझता हूँ कि उस नीति में ढ़िलाई हो गई है और अगर पहले कुछ इस तरह की नीति रही भी हो तो आगे चलकर आयन्दा वह नीति इस प्रकार की नहीं रहेगी। यह तो पहली बात थी जिसके बारे में मैं इस हाउस (House) का और मंत्रिगण का ध्यान आकर्षित करना चाहता था।

अब चूँकि यह विन्ध्य प्रदेश का बजट है इसलिए दूसरी बात में यह बतला देना चाहता हूँ कि विन्ध्य प्रदेश को क्या क्या नुकसान हुए हैं और पापुलर मिनिस्ट्री (Popular Ministry) के हटने के बाद से किस किस तरह के रिपेक्शनरी (Reactionary) क़दम वहाँ उठाये गये हैं। मेरे कहने का मतलब यह कदापि नहीं है कि इस के सेंट्रली एडमिनिस्टर्ड ऐरिया होने से पहिले वहाँ की स्थिति बहुत संतोषजनक थी। नहीं वहाँ की स्थिति संतोषजनक बिल्कुल नहीं थी यह मैं मानता हूँ। मिनिस्टर आपस में लड़ रहे थे। प्राइम मिनिस्टर (Prime Minister) की दूसरी राय थी और मिनिस्टर दूसरी राय के थे। बाहर कांग्रेस के लोगों में भी लड़ाई हो रही थी। पी० सी० सी० (P. C. C.) ठीक ठीक फंक्शन नहीं कर रही थी। प्राविन्सियल कांग्रेस कमेटी (Provincial Congress Committee) में दो टुकड़े हो चुके थे और वह किसी तरह से आपस में मिल नहीं रहे थे। इतना ही नहीं, वहाँ की मिनिस्ट्री और सेक्रेटैरियट (Secretariat) में भी बड़ी भारी लड़ाई हो चुकी थी।

Shri B. Das : On a point of order, Sir. I find the hon. Member who is the ex-Prime Minister of Vindhya Pradesh is speaking in Hindi and the hon. Minister of Finance does not understand Hindi. I even doubt if the Chair is following the debate. Then how will the hon. the Minister of Finance be able to reply to the debate ?

Mr. Deputy-Speaker : Every hon. Member is presumed to know the official language.

Dr. Matthai : I think, if I may say so, I have been following the general trend of the hon. Member's speech.

कॅन्टन ए० पी० सिंह : तीसरी बात जो खतरनाक हो रही थी वह यह हो रही थी कि जो सेक्रेटेरियट स्टेट्स मिनिस्ट्री (Ministry of States) का था उस से और वहां की कैबिनेट (Cabinet) से वहां के मिनिस्ट्रों से काफी झंझट पैदा हो चुका था। जैसा कि हाजस को मालूम है स्टेट्स में एडवाइजर (Adviser) भेजे जाया करते थे और ज्यादातर उन एडवाइजरों को सेक्रेटेरियट भेज दिया करती थी।

वहां पर ज्यादातर अफसर जो जाते हैं, वह ज्यादातर ब्यूरोक्रेटिक टेम्परामेंट (Bureaucratic Temperament) के जाते हैं, उन का इस में कोई दोष नहीं है उन की शिक्षा ही इस प्रकार की है। मैं उस का एक उदाहरण दूँ। रीवां में पहले यह बात थी कि कांग्रेस के आन्दोलन से एक्जीक्यूटिव (Executive) और जूडिशियरी (Judiciary) यह दोनों अलहदा अलहदा फंक्शन करती थीं। यहां तक कि मजिस्ट्रेट (Magistrate) का एपायन्टमेंट (appointment) भी हाईकोर्ट (High Court) से होता था और एक्जीक्यूटिव से नहीं होता था। मूंसिफ के अलावा सारे मजिस्ट्रेटों की नौकरी भी वहीं से लगाई जाती थी। एडवाइजर ब्यूरोक्रेटिक टेम्परामेंट के थे, उन्होंने कहा यह ठीक नहीं है और दोनों एक में होना चाहिए और इस तरह ठीक-ठीक काम नहीं हो सकता। यह दोनों मिला दी जायें। जसा कि यू० पी० में और सी० पी० में है और यहां भी दोनों एक्जीक्यूटिव और जूडिशियरी को मिला देना चाहिए और दोनों एक में मिला दी गईं उन को एडवाइस (Advice) के मुताबिक। इस पर काफी आन्दोलन राज्य में हुआ और वहां की मिनिस्ट्री झगड़ें में पड़ गई कि अफसरान को खुश रखें या पब्लिक (Public) को खुश रखें। आखिरकार उन्होंने फिर उस हुकम को बदला। मैंने इसको एक उदाहरण के रूप में आप के सामने रखा कि इस तरह के वहां पर बहुत से झगड़े चल रहे थे। उसी दरमियान में वहां की मिनिस्ट्री टूट गई और इनक्वायरी कमेटी (Enquiry Committee) बैठी, वहां की हालत अच्छी नहीं थी, इसके लिये मैं दोष सरदार पटेल साहब को नहीं देता कि उन्होंने कोई सलूती करके मिनिस्ट्री को तोड़ा है। मैंने आपसे पहले कहा कि वहां कि मिनिस्ट्री ठीक तरह से चल नहीं रही थी, कुछ आपस के झगड़ों के कारण और कुछ सेक्रेटेरियट के झगड़ों के कारण। यही दो कारण थे जिनकी वजह से वहां की मिनिस्ट्री ठीक-ठीक नहीं चल रही थी।

अब उसके बाद जब नई मिनिस्ट्री वहां पर आई और वह सेण्ट्रली ऐडमिनिस्टर्ड एरिया हुआ, तो वहां के पहले जो एडवाइजर थे और जो पहले चीफ मिनिस्टर (Chief Minister) बनाये गये थे, उन्होंने जैसा कि आज के वजट में हम देख रहे हैं कि किस प्रकार की बड़ी-बड़ी भूलें हो जाती हैं, उन्होंने बाह्र बजे रात को घोषणा कर दी कि मैं एडमिनिस्ट्रेटर (Administrator) एपोयन्ट हुआ हूँ। जब हाईकोर्ट में उनके खिलाफ अपील की गई कि यूनियन (union) में तो एडमिनिस्ट्रेटर राज्य प्रमुख है, तो उन्होंने उसको संशोधन रिट्रोस्पेक्टिव एफेक्ट (Retrospective effect) से किया कि नहीं मैं चीफ मिनिस्टर हूँ। अब उन्होंने बीस दिन में क्या २ किया। जब रीवा की गवर्नमेंट थी तो करीब पच्चीस लाख रुपया विश्व विद्यालय की बिल्डिंग (Building) के लिये अलहदा कर दिया था और उसके लिये एक कमेटी बनाई गई थी। उस कमेटी के सदस्य इलाहाबाद और आगरा विश्वविद्यालयों के वाइस चांसलर (Vice Chancellor) थे एज्युकेशन मिनिस्ट्री (Ministry of Education) के डाक्टर ताराबन्द सेक्रेटरी उनकी राय से बनाये गये थे। इसी तरीके पर बनारस मद्रास और बम्बई इत्यादि के भी लोग थे और इन सबकी

मिली हुई एक कमेटी बनाई गई थी जो इस बात की रिपोर्ट करती कि विन्ध्य प्रदेश की यूनिवर्सिटी (University) किस तरीके पर हो। तो पहला आर्डर (Order) जो इन्होंने निकाला वह यह था कि बिना किसी से पूछे-गछे उस यूनिवर्सिटी की कमेटी को खत्म कर दिया और यह पहला काम था जो उन्होंने सेफ्टली एडमिनिस्टर्ड एरिया होते ही वहां जा कर किया।

दूसरा काम जो आप ने किया वह यह था कि जो जुडीशियरी और एक्जीक्यूटिव अलहदा-अलहदा थी, उनको आपने पहुंचते ही एक में एमेलगमेट (amalgamate) कर दिया।

तीसरी बात आपने यह करनी शुरू की कि कुछ झूठे मुकद्दमों के जरिये से कुछ लोगों को फंसाना शुरू किया। परन्तु मैं सरदार पटेल को इस के लिये धन्यवाद दूंगा कि उनके परसनल इन्टरफियरेन्स (personal interference) से कम से कम बहुत से इन्नोसेण्ट (innocent) आदमी बच गये, नहीं तो वह लोग भी चक्कर में पड़ जाते। यह सब काम पन्द्रह बीस दिन के अन्दर उन्होंने किया और अगर सारी बातें मैं कहने लूँ, तो इस हाउस का बहुत समय चला जायेगा। खैर बीस दिन के बाद वह बदल गये और चले गये और उनकी जगह दूसरे साहब आये।

श्री हुसैन इमाम : पहले साहब का नाम क्या था।

कॉन्ट्रन ए० पी० सिंह : नाम बतलाना ठीक नहीं होगा। वह चले गये बीस दिन बाद, और उनकी जगह दूसरे साहब आये। उन्होंने आते ही एम० ए० क्लासेज (M. A. classes) तोड़ दीं। यहां के लोगों को ज्यादा पढ़ाना की जरूरत नहीं है, एम० ए० पढ़ कर क्या करेंगे। वहां के लोग बैकवर्ड (backward) हैं, लड़कों ने शोर मचाया कि हम कहां जायें, तो उनको पकड़ कर जेल में ठूस दिया और वह लोग बेचारे जेल में चले गये। बी० ए० क्लास (B. Ag. class) खुलने वाला था, उस को भी बन्द कर दिया। कम्पलसरी एज्युकेशन (Compulsory education) को बढ़ाने के लिये एक स्कीम (Scheme) रीवा में बन चुकी थी और हर साल तीन चार सौ मदरसे खुलते थे, उस को भी बन्द कर दिया।

श्री जे० आर० कपूर : क्या यह सब कुछ ऐसा है ?

कॉन्ट्रन ए० पी० सिंह : एक भी चीज में ऐसी नहीं कहूंगा जिस के लिये सबूत देने को मैं तैयार नहीं हूँ। यह चीजें कोई भी आदमी चल कर वहां जांच कर सकता है कि आया मैं सही कह रहा हूँ या गलत।

चौथा काम आपने यह किया कि वहां होम्योपैथी का एक अस्पताल था जिससे लोगों को बहुत। फायदा होता था, उस को फौरन खत्म कर दिया। यह कह कर-यह सारे के सारे होम्योपैथ (Homoeopaths) क्वैक्स (Quacks) हैं। यह क्वैक्स हैं क्योंकि ऐलोपैथी (Allopathy) के डाक्टर ऐसी राय रखते हैं। आयुर्वेदिक वालों को भी उन्होंने वैसा ही समझा और दो सौ डिस्पेंसरी (dispensaries) जो आयुर्वेदिक की खुलने वाली थीं वह भी इसी कारण नहीं खुलीं। यह सारे कारनामे मैं उन साहब के बतला रहा हूँ जो सैफ्टली एडमिनिस्टर्ड एरिया होने पर वहां गये। और भी उनकी बहुत सी बातें हैं मगर मैं सिर्फ मोटी-मोटी बातें आपके सामने रखना चाहता हूँ ताकि आप लोगों का समय ज्यादा न जाय।

श्री जे० आर० कपूर : यह तो सब मलियामेंट कर दिया।

कॉन्ट्रन ए० पी० सिंह : ब्यूरोक्रेट साहब ने बिचार किया अरे यहां के लोग लायक नहीं हैं क्योंकि वह कम तनख्वाह ले रहे थे और अपनी सर्विस (Services) दे रहे थे। इस लिये यह किया गया

[कैप्टन ए० पी० सिंह]

कि जितने हैंड्स आफ डिपार्टमेंट्स (Heads of Departments) थे उनकी जगहों में दो-दो हज़ार और तीन-तीन हज़ार रुपया माहवारी दे कर दूसरी जगहों से आदमी ला कर रख दिये । और सबसे बड़ी बात यह दिखलाई गई कि यह प्रान्त चल नहीं सकता है, क्योंकि उसके बजट में डेफिसिट (deficit) है । डेफिसिट तो होनी ही है जब आप इस तरह से तनख्वाहों पर खर्चा बढ़ावेंगे । उनकी यह दलील हुई कि चूंकि खर्चा ज्यादा है इस लिये प्रान्त को खत्म कर दिया जाय । और जब आखिर में इन सारी बातों के खिलाफ वहां आन्दोलन हुआ तब वहां गोलियां चलवा दीं और लोगों की हत्या की । यह भी नहीं रहे और उनकी जगह तीसरे महाशय आये । खैर में इनको इनकी तारीफ़ कर्हंगा कि उन्होंने बजट कम से कम डेफिसिट नहीं दिखलाया, चाहे डेफिसिट रही हो, लेकिन उन्होंने एक तरफ़ एक करोड़ सतहत्तर लाख दिखला दिया और दूसरी तरफ़ दो करोड़ तेईस लाख दिखलाया, गोया कुछ पेंतालीस लाख की बचत है । हमें जब मालूम हुआ कि यह जितने भी आईटम्स (Items) हैं विन्ध्य प्रदेश के हैं, तो यह मालूम हुआ कि डेफिसिट है और इस लिये यह हम पर जाहिर हो गया कि बाकई में पेंतालीस लाख की जो बचत दिखाई गई है, वह बचत है नहीं । जितने आईटम्स हैं वह सारे के सारे विन्ध्य प्रदेश के हैं तो कोई बचत नहीं है । तो खैर, बचत तो नहीं है । परन्तु अब इसके लिये यह क्या कर रहे हैं यह अभी मालूम नहीं है । मैंने इनसे कहा कि आप कृपा करके एम० ए० क्लासेज़ तो खोल दीजिये । आपके पहले वाले जो आदमी थे वह ऐसे बदनाम हो कर निकले और उन्होंने पहले स्टूडेंट्स (students) से लड़ाई भी की । तो मैं इनको इस बात के लिये धन्यवाद दूंगा कि उन्होंने इस बात को मान लिया ।

श्री त्यागी : क्या खोल दी गयी ?

कैप्टन ए० पी० सिंह : हां, मंजूरी दे दी है, क्लास तो अगली जुलाई से खुलेगी मगर खोलने का वादा कर लिया है । परन्तु इसके साथ अब ये लोग नयी बात करने जा रहे हैं । ये स्कूलों में फीस लगाने जा रहे हैं । यह वहां के लिये एक नयी बात होगी क्योंकि ये लोग विद्या को रोकने के इतने ढंग जानते हैं कि कुछ कहा नहीं जा सकता । इनकी ब्यूरियोक्रेसी (bureaucracy) किस तरह विद्या रोकती है यह बात मैं इन लोगों की उस समय से जानता हूँ जब कि गोखले एजुकेशन बिल (Education Bill) चला था और जब कलकत्ते में इम्पीरियल काउन्सिल (Imperial Council) बैठती थी, दिल्ली में नहीं । तब से मैं जानता हूँ कि ये कितने ढंग निकालते हैं, कि कभी रुपया नहीं है, कभी खर्चा नहीं है, कभी बड़ी बिल्डिंग (Building) नहीं है, इसके लिये इतना रुपया चाहिये आदि, ताकि कोई पढ़ने नहीं पाये । अगर कहीं से कुछ रुपया दे भी दिया गया, बिल्डिंग वगैरह के लिये, तो भी ये लोग इतने पास्ट मास्टर (past-master) हैं कि और कुछ ढंग निकाल लेते हैं । अब इस वक़्त हमारे लोग वहां पर कुछ पढ़ते तो हैं मगर ये लोग अब वहां फीस कायम कर देंगे । अब आप बताइये कि एक पटवारी का लड़का, एक मामूली सिपाही का लड़का, वहां रीवां में सीधा अपना सामान लेकर आता है और किसी घमंशाला में या कहीं और आ कर पढ़ रहता है और सुबह उठ कर लकड़ी बीन लेता है और खाना पका कर एन्ट्रेस, एफ० ए०, बी० ए० तक पास कर लेता है तो उसको यह सब इतना सस्ता पड़ता है । लेकिन अब आप उन पर फीस लगा देते हैं ताकि उसकी बजह से कम से कम गरीब लोग तो नहीं पढ़ सकेंगे । यह मेंटैलिटी (mentality) कुछ इन्हीं लोगों में नहीं है । यह मैं आम तौर पर देखता हूँ । एक ज़मींदार चाहता है कि उसके किसान बेवक़ूफ़ बने रहें और पढ़ने नहीं पावें । कैपिटलिस्ट (Capitalist) चाहता है कि लेबर (labour) होशियार नहीं होने पावे और पढ़ने नहीं पावे । इसी तरह ये ब्यूरियोक्रेसी के जो लोग हैं यह चाहते हैं कि जनता पढ़ने नहीं

पावे ताकि उनका अपने लोगों का जो एक दल बन गया है उन्हीं के बीच सब कुछ विद्या बनी रहे और वे ही लोग सब जगहों पर पहुंचते रहें। तो इस तरह पर यह उन लोगों की फ्रीस लगाने की वर्तमान दशा है।

अब दूसरी बात यह है कि इसमें बजट में कहीं भी नहीं मालूम होता है कि यह यूनिवर्सिटी (University) की कमेटी (Committee) को तोड़ दिया गया है। तो उस के लिये आप क्या करने जा रहे हैं। वह २५ लाख रुपया अलहदा है। यूनिवर्सिटी के लिये बिल्डिंग के लिये जो जमा किया जा चुका है वह भी मौजूद है उसका क्या हो रहा है, इस पर आप कुछ नहीं बतलाना चाहते। अब आप समझिये कि देशी रियासतों में भी एक दूसरे के प्रति, एक दूसरे से, उसी तरह स्वर्जा रहा करती थी जैसी कि ब्रिटिश इण्डिया में रहा करती थी। कहने का मतलब यह है कि जब ग्वालियर में मध्यभारत की यूनिवर्सिटी की योजना बनी, सौराष्ट्र में यूनिवर्सिटी की योजना बनी तो रीवा में भी यह विचार पैदा हुआ कि हम पिछड़े जाते हैं। तो उन लोगों ने भी अपने इस काम के लिये रुपया जमा करके यूनिवर्सिटी खोलने की योजना बनाई। अब मध्यभारत में यूनिवर्सिटी बन गयी, यहां तक कि पेंप्सु (PEPSU) में भी यूनिवर्सिटी बनने जा रही है, इतनी छोटी जगह में जहां की आबादी हम से बहुत कम है। तो मैं चाहता हूँ कि यूनिवर्सिटी की योजना व और और योजनायें शिक्षा वाली अगर वे लें तो ठीक है।

अब मैं एक चीज यह कहना चाहता हूँ कि कुछ बातों में अनरीयलिटी (unreality) अत्रास्त-विकता में इस हाउस में भी देखता हूँ। यह कहने के लिये आप मुझे माफ़ करेंगे। मैं देखता हूँ कि जब कोई प्रश्न यहां उठता है तो कहा जाता है कि पोस्टकार्ड (post-card) की क्रीमत कम होनी चाहिये, पोस्टकार्ड ज़्यादा सस्ता किया जाय, अथवा रेलवे का किराया कम किया जाय। लेकिन जब मैं देहात में जाता हूँ तो मुझे किसानों से यह आवाज सुनने में आती है कि मेरे लड़कों के पढ़ने के लिये जगह नहीं है, मकान रहने के लिये नहीं है। यह आवाज नहीं आती कि पोस्टकार्ड की क्रीमत ज़्यादा है या यह कि रेल का किराया अधिक है जिनके लिये यहां इतना बड़ा झंझट उठाया जाता है। देहात में जब बीमार होते हैं तो कहते हैं कि हमें दवा चाहिये। तो उनको विद्या और दवा चाहिये। जैसा मिस्टर गोब्रले ने कहा था कि नमक पर भी टैक्स (Tax) और ले लिया जाय और टैक्स अधिक बढ़ा दिया जाय परन्तु प्रारम्भिक शिक्षा अनिवार्य कर दी जाय। अगर हम शिक्षा अनिवार्य नहीं कर सकते हैं, अगर हम प्रारम्भिक शिक्षा के लिये धन नहीं दे सकते हैं तो मैं तो यही कहूंगा जैसा कि रूसो ने कहा है कि हर एक गवर्नमेण्ट की योग्यता इससे जानी जाती है कि वह कितना इम्पटस (Impetus) शिक्षा के लिये देती है। अगर यह गवर्नमेण्ट शिक्षा के लिये कुछ नहीं दे सकती है तब तो यही कहना पड़ेगा कि यह गवर्नमेण्ट कम्प्लीट फ़ेल्योर (Complete failure) रही है।

Shri S. N. Shukla : Sir, I have got a cut motion.

कैप्टन ए० पी० सिंह : क्या कल के लिये यह नहीं पोस्टपोन (postpone) कर दिया जाय अभी कई आदमी विन्ध्या प्रदेश के बोलने वाले हैं।

मिस्टर डिप्टी स्पीकर : अगले साल में।

(English translation of the above speech)

Capt. A. P. Singh : Sir, before I spoke, I hoped the hon. Minister of Finance would be kind enough to give a reply to the question that was raised by an hon. Member, because undoubtedly some mistakes do exist therein, for if the amount mentioned be divided by the number of the persons given therein

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then the figures thus obtained seem absurd and the pays earned by them appear to be too scanty. By the way I myself belong to that part of the country and know that the Deputy Commissioner there gets a salary of Rs. 500 per month or in other words he gets some Rs. 6000 annually. In the same way the Tehsildar gets Rs. 250 per mensem or Rs. 3000 per year. This is my knowledge of that place. But I fail to understand on what basis he has given these figures. I think the number that he has given is the number of persons serving there these days. A retrenchment is going to be made in the personnel and so not so many persons are to be kept now, because he, the Chief Commissioner, has convened a Committee and thus some retrenchment would be made. At present there are eight districts but it is heard that only four will be maintained. When there would be only four districts then the number of the Deputy Commissioners that has been mentioned therein would naturally be reduced, then number would decrease. But while preparing the Budget it ought to have been shown clearly as to how many would be retained and in what manner and what would be the result of all this. I wonder how this Budget has been presented before the Parliament when all the things mentioned therein have not been clarified. Thus this is a thing that strikes me to be essential in this respect. Now it depends upon the hon. Minister of Finance to clarify the position.

The object of my making a speech here is to submit that I have always been and still am against the proposal of making it a Centrally Administered Area. I do not in the least wish that Vindhya Pradesh may remain a Centrally Administered Area even for a day. I have very strong views in this respect and this view I do not hold simply for the reason that the people there want it to be so, but when I review the old policy of the Congress there also I come across this very fact that the Congress itself had held the view that as far as possible all the people of the entire country be placed under a uniform system of Government. In the past the Province of U.P. was governed by a Lieutenant Governor and C.P. was a Chief Commissioner's Province. In those days Pandit Madan Mohan Malviya made determined efforts that the Province of U.P. be made a Governor's Province because at that time only the Presidencies of Bengal, Madras and Bombay were Governor's provinces. So he aspired to be on level with others. Lala Lajpat Rai was making efforts for Punjab. Shri Mudholkar and other were trying that C.P. which was then a Chief Commissioner's Province, be at least made a Lieutenant Governor's province. The object of my submission is that everybody aspires to rise to higher and still higher levels. This aspiration is not only peculiar to us but has been handed down to us from times immemorial and for this reason alone we wish that we may not be classed in Part C but should be included in Part A or at least in part B. The three parts A, E, C have now become quite meaningless. As far as I understand there is no necessity of maintaining this differentiation now. It is my considered opinion that it should not be made a Centrally Administered Area.

Then as far as the Centrally Administered Area is concerned a small portion may be made such an area if it be found most essential to do so. For example as the case was made out for Kutch by the hon. Minister. If there be any such places then it is another thing but I do not at all agree to that policy that was disclosed by the hon. Minister the other day. He had given out that the present policy of the Government of India is that portions of Native States can be merged with the Provinces of the old British India, big Native States as a whole can be merged with Provinces but portions of the old provinces of the British India cannot be merged with the States,

This policy was disclosed by the hon. Minister the other day. I think this policy to be highly improper. From this policy it clearly appears that you wish to give the 100 million population of the Native States a sense of intense inferiority complex and to the rest of the 200 million people you wish to give a sense of superiority complex. I would say with all the emphasis at my command that this policy is highly improper and unjust and I do not expect that such things would come to pass in the presence of hon. Sardar Patel who fully enjoys the confidence of these 100 million people as he does of the rest 200 million. That day it pained me very much to hear such a thing from a person like him. I wish to make this point crystal clear, and I hope that such a policy would not be pursued in the future. The portions of the old British India that form enclaves in the Native States should now be merged with them. With respect to Ajmer he had said that as Ajmer is a portion of the old British India and though it is surrounded on all sides with Rajasthan, which was at first a Native State, yet Ajmer is not to be merged with Rajasthan. But I think that this policy is not being fully pursued because some changes have been affected with regard to those portions that can be called islands or enclaves and some portions of the old British India have also been merged with the native states. This happened quite recently some two or three months back. So actions contrary to the policy of the Government of India disclosed by him the other day have been done several times. I am satisfied on this state of affairs. I think that some indolence has been shown with respect to this policy and if this may have been the accepted policy in the past yet it would not remain so in the future. This was the first point on which I wanted to draw the attention of the House as well as of the hon. Ministers.

Because this is the budget of the Vindhya Pradesh therefore I wish to let you know the losses the Vindhya Pradesh has suffered and what reactionary steps have been taken thereafter the abolition of the popular ministry. I do not in the least mean to say that the conditions there before its being declared a Centrally Administered Area were very satisfactory. No, the conditions there were not at all satisfactory. I acknowledge this fact. The hon. Ministers used to quarrel among themselves. The Prime Minister held one opinion and generally the other hon. Ministers used to have contrary opinions. The Congressmen outside were also quarreling among themselves. The Provincial Congress Committee was not functioning properly. The Provincial Congress Committee had been split into two parties and both these parties were not going to make up their differences. Not only this but the Ministry and the Secretariat had also been at daggers drawn and a tough struggle had taken place between them.

Shri B. Das: On a point of order Sir, I find the hon. Member who is the ex-Prime Minister of Vindhya Pradesh is speaking in Hindi and the hon. Minister of Finance does not understand Hindi. I even doubt if the Chair is following the Debate. Then how will the hon. the Minister of Finance be able to reply to the Debates?

Mr. Deputy-Speaker: Every hon. Member is presumed to know the official language.

Dr. Matthai: I think, if I may say so, I have been following the general trend of the hon. Member's speech.

Capt. A. P. Singh: The third dangerous thing that was to be found was that a lot of misunderstanding had been created between the Secretariat of the States Ministry on the one hand and the Cabinet of that place on the other. As the House is aware of the fact that Advisers used to be sent to the States and generally the Secretariat used to appoint these Advisers. Mostly the officers that are sent there generally possess the bureaucratic bent of mind and temperament. No fault lies with these officials because they have been given training

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on these lines. I would quote an example. In Rewa as a result of the Congress agitation the executive and judiciary had been functioning quite separately so much so that the Magistrates even were appointed by the High Court and not by the Executive. Except the Munsifs all the other Magistrates were used to be appointed by the High Court. But the Advisers were of the bureaucratic temperament and as they did not think this procedure to be proper so they suggested that both should be amalgamated as the work could not be carried on properly in this manner. They suggested that as in U.P. and C.P. here also the Judiciary and the Executive should be amalgamated and acting on their advice the Judiciary and the Executive were amalgamated. A lot of agitation was carried on in the State on this issue and the Ministry was caught in a fix and did not know whether it ought to favour the public or the officials. The result was that it had to reverse these orders. This I have quoted as an example just to give you the idea that such disputes were going on there. In the meanwhile the Ministry went out and an Enquiry Committee was appointed. The conditions there were not at all satisfactory and therefore I do not blame hon. Sardar Patel that he putting pressure on the Ministry forced it to get out. I have submitted just now that the Ministry there was not functioning properly partly due to internal squabbles and disputes and partly due to the estrangement with the Secretariat. These were the two reasons as a result of which the Ministry there was not functioning properly.

Afterwards, when the new Ministry came into power and the place was declared a Centrally Administered Area, then the previous Adviser who was made the Chief Minister,—as we see from the budget presented today how colossal mistakes are committed,—made an announcement at twelve o'clock in the night that he had been appointed Administrator. When an appeal was preferred against him in the High Court on the ground that in the Union the Rajya Pramukh only as the Administrator then he amended his previous orders with retrospective effect and announced that he was not Administrator but the Chief Minister. Now what did he do during these 20 days? In the days of the previous Government in Rewa some 25 lacs of rupees and a building had been set apart for the University and a committee had also been appointed for this purpose. The Vice-Chancellors of the Agra and Allahabad Universities were the members of the said committee and on their advice Dr. Tara Chand of the Education Ministry was appointed Secretary of the said Committee. In the same way people from Banaras, Madras and Bombay were also on this Committee and this *ad hoc* committee was to submit a report as to what type of a University should Vindhya Pradesh have. Now by the first order that he issued he without taking the consent of anybody else abolished this University Committee and this was the first thing that he did after the place being declared a Centrally Administered Area.

The second thing that he did just after taking over charge was that the amalgamated into one the executive and the judiciary that had hitherto been functioning separately.

The third thing that he began doing was to get false suits instituted in order to incriminate certain persons. But I would thank Sardar Patel that as a result of his personal interference at least a lot of innocent persons were saved else they also would have been incriminated. All these things he did within a period of 15 to 20 days and if I were to go into details of every case then a lot of time of this House would be wasted. Well, after 20 days he was transferred and another gentleman replaced him.

Shri Hossain Imam: What was the name of the first gentleman?

Capt. A. P. Singh: It would not be proper to disclose the name. He left after 20 days and another gentleman replaced him. This gentleman as soon as he took over charge, abolished the M.A. classes and gave out that the people there need not receive higher education as no useful purpose would be served by reading upto M.A. standard. The people there are backward. When the students raised a hue and cry and demanded as to where should they go, then they were arrested and these poor students were put behind the bars. The B.Ag. classes were to be started, this proposal was also shelved. A scheme for Compulsory Education had been completed in Rewa and some 300 to 400 new schools were being opened every year; the work on this Scheme was also stopped.

Shri J. E. Kapoor (Uttar Pradesh): Is this the real state of affairs there?

Capt. A. P. Singh: I would not submit any such thing for which I am not prepared to give concrete proofs. Anybody can go there and investigate them for himself and verify if the things that I am submitting are correct or false.

The fourth thing that he did was that—there was a big homoeopathic hospital that used to afford a lot of benefit to people—he declared that all the homoeopaths are quacks and at once closed the hospital. These homoeopaths are quacks because the allopaths generally hold this opinion. He meted out the same treatment to the Ayurvedic system also and the result was that the 200 Ayurvedic dispensaries that were to be opened were not opened. All these achievements are of that gentleman who went there after its being declared a Centrally Administered Area. Many other things he did but I wish to submit before you the salient and important ones so that too much of the time of this House may not be wasted.

Shri J. E. Kapoor: That is to say he laid waste everything.

Capt. A. P. Singh: The bureaucrat gentleman thought that the people of that place were not at all worthy because they were giving their services on very meagre salaries. So what he did was that he replaced all the heads of Departments by persons imported from outside on salaries ranging from Rs. 2,000 to Rs. 3,000 per month, and the most remarkable thing that he demonstrated was that the Province was a deficit province and hence not capable of sustaining for long. Deficit is bound to happen when expenditure on salaries would be so much enhanced. The argument that he gave in favour of his assertion was that as the expenditure exceeded far more than the income so the Province should be abolished. And when in the end a great deal of agitation was carried on to oppose this move then firing was resorted to and many people were killed. This gentleman also did not stay for long and was replaced by a third gentleman. Well, I would at least praise him for the fact that he did not show any deficit in the Budget, and though there may have been some, yet on one side he has shown 177 lacs and on the other 223 lacs, that is to say he has shown a surplus of 45 lacs. When we came to know that all the items mentioned related to the Vindhya Pradesh then it was found that there was actually a deficit and thus it was clear to us that the sum of 45 lacs, that has been shown as surplus, is not really a surplus. If all the items that are there relate to Vindhya Pradesh then there is no surplus.

Anyway, the crux of the issue is that the so-called surplus really does not exist. But it is not known as yet what steps he is taking in this direction. I requested him at least to open M. A. classes. I told him that his predecessors had earned much of a bad name on this score and they had entered into a fight with the students. I should, therefore, like to congratulate him that he has at least agreed to the proposal.

Shri Tyagi (Uttar Pradesh): Have the classes been opened?

Capt. A. P. Singh: The classes will actually be opened in July next. A promise to that effect has been made and the necessary sanction has already been given. At the same time, these people are about to do a new thing namely to levy a tuition fee in the schools. To the people there, it shall really sound to be a new thing. The fact is that they know countless ways to arrest all possible progress in the sphere of education. The way their bureaucracy works towards checking all progress in education, has been within my knowledge from the time when Gokhale Education Bill was moved and the Imperial Council used to hold its sittings in Calcutta and not in Delhi. Ever since I know well how they search out various pretensions such as inavailability of necessary funds or of big buildings etc. so that none may have the benefits of education. Even if their objections are met by making the necessary funds and buildings available, past-masters as they are, they manage to find out other excuses. Now they are going to levy a fee to keep away even the already not very large number of persons receiving education there. You may have an idea as to the nominal expenses which the son of a *patwari* or that of an ordinary *sepy* has to incur at present in getting his Matriculation and Intermediate Certificates or his B.A. degree. All that he is required to do is to come straight to Rewa with his luggage, seek lodging in a *dharamshala* or any other place, collect wood and cook his own food. This way he continues with his studies and eventually passes those examinations. But now you wish to levy fee to make it impossible at least for the poor to receive education. This peculiar mentality is not confined to such people alone. I note it to be general in character. A *zamindar* generally wishes to keep the *ryots* illiterate and ignorant. The Capitalist will like to keep the labour illiterate and for that matter incapable to gain any consciousness. Similarly these bureaucrats wish to keep the general masses illiterate so that education may remain a close reserve of their own party or group, and thus keep them influential everywhere for all times to come. Their immediate motive in levying a fee is actuated by these very considerations.

Again, here in the Budget no hint has been given as to what is proposed to be done when the University Committee has now been wound up. The funds collected for the construction of a university building are also there. You have chosen to be silent as to what is proposed to be done with them. You may note that the Indian States also used to be actuated by the same spirit of competition as was then witnessed in British India. I mean to say that with the formulating of a scheme for having a university in Gwalior for the whole of Madhya Bharat and subsequently one for Saurashtra, Rewa has been overtaken by a sense of backwardness in this respect. They too have now collected the necessary funds and have formulated a scheme for the start of a university. Madhya Bharat and even a small place like PEPSU where population is far less than ours, are going to have a university. I, therefore, would like Rewa to formulate a University Scheme of its own and also adopt other educational plans.

Further I want to point out the prevalence of a sort of unreality in certain things that we do here in this House. You will excuse me to make such a submission. I find that whenever occasion for a debate on a problem comes up, trivial matters such as a demand for reduction in price of the post-card or in the railway-fare are raised. On the other hand, every time I visit the countryside, I find the peasants complaining about lack of residential accommodation and of a place of study for their sons. There no such voices, demanding reductions in railway-fares or in the price of post-card, are heard about which we witness so much fuss here in this House. They put forward a demand for medicine in case they fall sick. Education and medicine are, therefore, their requirements. As was suggested by late Mr. Gokhale, let the tax on salt be increased by all means but let the primary education be made

compulsory. If we are unable to declare primary education as compulsory and collect funds for this purpose, I have nothing else to remark than to quote a Russian who tested the capability or competency of any government from the point of view of the impetus it was capable to give to the cause of education. If the present Government is unable to do anything for education, one will have perforce to conclude that it has been a complete failure.

Shri S. N. Shankla (Vindhya Pradesh): I have got a cut motion.

Capt. A. P. Singh: Can we postpone it till tomorrow, as many hon. Members from Vindhya Pradesh have yet to speak.

Mr. Deputy-Speaker: In next year.

Shri Syamnandan Sahaya (Bihar): May I have some information?

Mr. Deputy-Speaker: No information. I will call upon the person who has given notice of a cut motion. Guillotine will be applied at five.

Pandit Kunzru (Uttar Pradesh): Why should guillotine be applied. Is it necessary under the Constitution that it should be passed today?

श्री नार० एस० तिवारी : अभी तो हम भी इस पर बोलेंगे ।

Shri R. S. Tewari (Vindhya Pradesh): I would also like to speak on it.

Mr. Deputy-Speaker: Time has been fixed.

Pandit Kunzru: Time for the introduction has been fixed but no time has been fixed for the closing of the debate on the estimates.

Mr. Deputy-Speaker: The list of business shows that at 5 o'clock the Appropriation Bill will be introduced.

Pandit Kunzru: They can introduce the Bill. That is not going to be discussed today.

Mr. Deputy-Speaker: Hon. Members may recollect that under the Constitution a Budget can be introduced as a whole or can be introduced in parts. This is a part of the Budget relating to Vindhya Pradesh and it was introduced at 4 o'clock. Now the time also has been fixed upto 5 o'clock. At 5 the guillotine will be applied with respect to the demands and the procedure followed is the same as in the case of General Demands. At 5 the Appropriation Bill will be introduced. This could have been easily disposed of but for the fact that the hon. Member brought a lot of things into the discussion. Nobody was anxious to speak at first.

Capt. A. P. Singh: Those coming from Vindhya Pradesh are anxious to speak.

Shri Biswanath Das (Orissa): May I know whether this guillotine applies to the Supplementary Demands also?

Dr. Matthai: Sir, I think most of the issues which have been raised in the course of the discussion this afternoon are issues which are generally applicable to the Part B States. The position of Vindhya Pradesh is that it started as a Part B State and has been converted into a Part C State. My hon. friend raised a number of issues that were also raised in the course of the discussion on the Demand for the States Ministry and personally I think on a Supplementary Demand it is not really appropriate that these wide issues should be raised. It is for that reason that it has not been possible for us to make the most effective use of the necessarily limited time at our disposal.

Pandit Kunzru: So far as I know, the House was not aware that the debate would conclude at 5 o'clock.

Shri Sidhya: Notice has been given.

Pandit Kunzru: There was no indication of that given to hon. Members. Besides that, while I am not in favour of unnecessary prolongation of the debate, it should be borne in mind that although the demand relating to Vindhya Pradesh is technically called a Supplementary Demand, it has come before the House for the first time and Members belonging to Vindhya Pradesh have had absolutely no opportunity of referring to important administrative matters relating to that State. It is desirable therefore that the Chair should extend some indulgence to them and not treat the demand in respect of Vindhya Pradesh as a Supplementary Demand, the debate on which has to be restricted in the same way as other Supplementary Demands.

Shri R. K. Chaudhuri (Assam): Sir, as regards Burma. . .

Mr. Deputy-Speaker: I will not allow any discussion on the matter. I would refer hon. Members to Rule 137, which says:

"Supplementary, additional, excess and exceptional grants and votes of credit shall be regulated by the same procedure as is applicable in the case of demands for grants subject to such adaptations, whether by way of modification, addition or omission as the Speaker may deem to be necessary or expedient".

Hon. Members will look into the Order Paper. At 4 P.M. Demands for Supplementary Grants for 1950-51 will be taken up and at 5 P.M. Bill is to be introduced. It is common knowledge that unless the demands are granted Appropriation Bills cannot be introduced. The question is:

"That a supplementary sum not exceeding Rs. 1,77,75,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Vindhya Pradesh'."

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a supplementary sum not exceeding Rs. 20,89,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Capital Outlay on Civil Works'."

The motion was adopted.

Mr. Speaker: The question is:

"That a supplementary sum not exceeding Rs. 1,83,33,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1951, in respect of 'Interest-free and Interest-bearing Advances'."

The motion was adopted.

APPROPRIATION (NO. 2) BILL

The Minister of Finance (Dr. Matthal): I beg to move for leave to introduce Bill to authorise payment and appropriation of certain further sums, from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951.

Mr. Deputy-Speaker: The question is . . . (*Interruptions*) leave only will be granted today for the introduction of the Bill and when the Bill is taken up tomorrow hon. Members may say whatever they want to say on the Bill.

Shri J. R. Kapoor (Uttar Pradesh): In March last this House had granted a supplementary budget in respect of additional expenditure for the period ending 31st March, 1950. A month has passed since and Government has not yet introduced any Appropriation Bill.

Dr. Matthal: That is a different matter.

Shri J. R. Kapoor: I wonder if it is open to the Government not to introduce an Appropriation Bill in respect of supplementary grants which have been sanctioned . . .

Mr. Deputy-Speaker: I do not see that there is any point of order. That related to the period ending the 31st March 1950. Till then there was no procedure for an Appropriation Bill . . .

Shri J. B. Kapoor: There was.

Mr. Deputy-Speaker: From this year, 1951, there is an Appropriation Bill. It was already introduced and passed. This is a supplementary demand or I should say a Supplementary Budget relating to Vindhya Pradesh. The demands have been granted and the Appropriation Bill has been introduced. I rule the point out of order.

Shri J. B. Kapoor: I was only bringing to your notice that an Appropriation Bill has not been introduced even in respect of supplementary grants already sanctioned.

Mr. Deputy-Speaker: It is only a hypothetical question whether Government is bound to introduce an Appropriation Bill with respect to supplementary grants already sanctioned. Of course there are the records and the matter may be agitated. It is not a live issue before the House.

Shri T. T. Krishnamachari (Madras): Article 390 covers the position which my friend has in mind.

Mr. Deputy-Speaker: It is not an objection to leave being granted to this Appropriation Bill being introduced. The question is:

“That leave be granted to introduce a Bill to authorise payment and appropriation of certain further sums, from and out of the Consolidated Fund of India for the service of the year ending on the 31st day of March, 1951”.

The motion was adopted:

Dr. Matthai: I introduce the Bill.

The House then adjourned till a Quarter to Eleven of the Clock on Tuesday, the 19th April, 1950.