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# PARLIAMENTARY DEBATES

(Part I—Questions and Answers)

OFFICIAL REPORT

**VOLUME I, 1952**

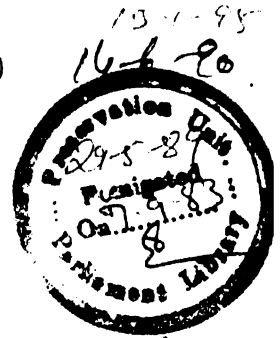
(6th February to 5th March, 1952)

**Fifth Session**

**of**

**PARLIAMENT OF INDIA**

**1952**



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**THE**  
**PARLIAMENTARY DEBATES**  
**Part I—Questions and Answers**  
**OFFICIAL REPORT**

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**PARLIAMENT OF INDIA**

*Friday, 22nd February, 1952*

*The House met at Half Past Nine of  
the Clock.*

[MR. SPEAKER in the Chair]

**ORAL ANSWERS TO QUESTIONS**

**SERAI ROHILLA**

**\*158. Shri Raj Kanwar:** Will the Minister of Rehabilitation be pleased to state:

(a) whether the attention of Government has been drawn to an article entitled "Serai Rohilla—A Revelation in Refugee Enterprise" published on page 5 of the *Hindustan Times*, dated the 24th December, 1951;

(b) if the answer to part (a) above be in the affirmative, whether the facts stated therein with regard to the somewhat indiscriminate industrial activities carried on by the displaced persons in that area of Delhi are substantially correct; and

(c) if so, what steps Government propose to take for the conversion of the area into an Industrial Colony or Township and for the proper rehabilitation of the industrial population residing in that locality?

**The Minister of State for Rehabilitation (Shri A. P. Jain):** (a) Yes.

(b) Yes.

(c) Serai Rohilla township scheme is under consideration in the Rehabilitation Ministry. The unauthorised industrial squatters who are eligible will be provided with alternative accommodation in case they are removed.

**Shri Raj Kanwar:** How many families is this scheme intended to cover?

**Shri A. P. Jain:** The scheme has not yet been worked out and unless  
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the engineers make the plan it is not possible to say how many families will be covered by it.

**Shri Raj Kanwar:** When is the plan likely to be finalised and what would be its cost?

**Shri A. P. Jain:** We will not know the cost unless the plan has been worked out: we are working it out.

**Mr. Speaker:** Question No. 159. . . . Nobody seems to have been authorised to answer the question on behalf of the Labour Minister. I think hon. Ministers should arrange to be present here in time. When a private Member is not given the facility of putting his question at the time he is not present, I do not see why an hon. Minister should claim the indulgence to answer it whenever he comes. He must make some arrangements for answering the questions in the House I will take it up with the Labour Minister when he comes.

**Shri R. Velayudhan:** He might avoid answering the question.

**Mr. Speaker:** I will give him special facility to answer the question. Question 160 might be answered, meanwhile.

**SALT (PRODUCTION)**

**\*160. Shri Balmiki:** Will the Minister of Works, Production and Supply be pleased to state:

(a) whether it is a fact that the production of indigenous salt is decreasing year by year in India during the last ten years; and

(b) if so, the reasons therefor?

**The Minister of Works, Production and Supply (Shri Gadgil):** (a) No. A statement showing the production for the last ten years is laid on the Table of the House.

(b) Does not arise.

## STATEMENT

The production of salt during the last 10 years:

Year	Maunds (Lakhs)
1942-43	472
1943-44	524
1944-45	520
1945-46	534
1946-47	458
1947-48	546
1948-49	636
1949-50	575
1950-51	720
1951-52 (upto Dec. '51 i.e. 8 months only)	621

N.B.—Figures do not include production of areas which now constitute Pakistan.

श्री कन्हैया लाल बाल्मीकी : सन् १९५०-५१ की बनिस्बत नमक का उत्पादन सन् १९५१-५२ में गिरा है। स्टेटमेंट में सन् १९५०-५१ में नमक का उत्पादन ७२० लाख मन है और सन् १९५१-५२ में यह ६२१ लाख मन रहा है। इससे मालूम होता है कि उत्पादन में कमी हुई है, इसका क्या कारण है ?

[Shri Balmiki: The production of salt has decreased in the year 1951-52 as compared to the year 1950-51. The statement shows that the production of salt in the year 1950-51 was 720 lakh maunds whereas it is 621 lakh maunds in 1951-52. This means that the production has fallen. What are the reasons of this fall in production?]

श्री गाडगिल : अभी फ़ौरन् तो नहीं कह सकता हूँ। लेकिन सन् १९५०-५१ में तो प्रोडक्शन बढ़ गया है और अभी बढ़ता जा रहा है।

[Shri Gadgil: I cannot give that information off-hand. But the production increased in the year 1950-51 and it is still increasing.]

श्री कन्हैया लाल बाल्मीकी : यह देशी नमक जो बाजारों में और देहातों में मिलता

है वह इतना गन्दा आ रहा है। क्या उसको साफ़ करने के लिये वैज्ञानिक रूप से कोई खोज की जा रही है ?

[Shri Balmiki: The indigenous salt that is available in the market and in the villages is so dirty. Is any scientific research being carried on with a view to refine it?]

श्री गाडगिल : जो नमक की क्वालिटी है उसको अच्छा करने के लिये गवर्नमेंट ने कुछ माडल फैक्टरीज बनाई हैं और जहाँ जहाँ हो सकता है वहाँ लेबोरेटरीज बनाई हैं। वहाँ साल्ट का निरोक्षण किया जाता है। अभी कुछ महीने हुए कि गवर्नमेंट ने रोक लगा दी है और कहा है कि नमक को देखे और जिसमें सोडियम ठीक नहीं है वह बाज़ार में न बेचा जाय।

[Shri Gadgil: The Government has set up some model factories for improving the quality of salt and laboratories have been opened wherever it has been found possible. Research work in salt is being carried on in those laboratories. Only a few months back the Government banned the sale of salt which did not contain sodium in the proper proportion.]

श्री कन्हैयालाल बाल्मीकी : क्या माननीय मंत्री जी जानते हैं कि महज इस नमक की वजह से चर्म रोगों का प्रसार हो रहा है ?

[Shri Balmiki: Is the hon. Minister aware of the fact that skin diseases are increasing day by day because of this salt?]

श्री गाडगिल : होता होगा, इसके कारण डाक्टरों का भी कुछ व्यवसाय बढ़ गया।

[Shri Gadgil: May be; the business of the doctors must have flourished on that account.]

श्री R. Velayudhan: May I know whether salt is now imported from Italy or any other country into India?

श्री गाडगिल: No salt is imported into this country from anywhere for the last two years.

**Shri Amolakh Chand:** What is the number of model industries installed to purify the indigenous salt and what cost is incurred on it?

**Shri Gadgil:** I will require notice for that question.

**Mr. Speaker:** Question No. 159.

**The Minister of Labour (Shri Jagjivan Ram):** I am sorry, Sir, I reached the House a few minutes late.

**Dr. Deshmukh:** Stand up on the bench!

#### STRIKES AND LOCKOUTS

\*159. **Shri Balmiki:** Will the Minister of Labour be pleased to state:

(a) the number of strikes and lockouts in industries during the period from January, 1951 to February, 1952 up to date;

(b) the number of labourers who took part in those strikes and lockouts; and

(c) the steps taken by Government to stop such strikes and lockouts?

**The Minister of Labour (Shri Jagjivan Ram):** (a) and (b). Figures for the months of January and February 1952 are not yet available. There were 1060 strikes and lockouts during the year ending the 31st December 1951. The number of workers involved in these strikes and lockouts was 661,746. These figures do not include statistics for Part B States.

(c) The Central and State Governments have got Industrial Relations Machinery for settling labour disputes in their respective spheres. Where no settlement is possible Government ordinarily refer such disputes to Industrial Tribunals for adjudication.

**श्री कन्हैया लाल बाल्मीकी :** इन स्ट्राइकों के क्या खास कारण रहे ?

**[Shri Balmiki:** What were the special reasons for these strikes?]

**श्री जगजीवन राम :** इनके कितने ही कारण होते हैं ।

**[Shri Jagjivan Ram:** There are several reasons for them.]

**श्री कन्हैया लाल बाल्मीकी :** क्या इस बीच में मजदूरों पर लाठी चार्ज भी हुए ? और हुए तो कितने मजदूरों के चोट आई ?

**[Shri Balmiki:** Were the labourers lathi-charged anywhere during these strikes? If so, how many of them sustained injuries?]

**श्री जगजीवन राम :** कुछ जगहों पर हुए होंगे, लेकिन इसकी निश्चित सूचना मेरे पास इस वक्त नहीं है ।

**[Shri Jagjivan Ram:** That might have happened at certain places but I have no definite information on that point with me at this time.]

**خواجہ عیاض اللہ :** کہا حکومت بتا سکتی ہے کہ ان اسٹرائکس کی وجہ سے کتنے لیبرس کو نوکری سے ہاتھ دھونا پڑا - یعنی کتنے لیبرس ان اسٹرائکس کی وجہ سے نوکری سے نکال دیئے گئے -

**[Khawaja Inait Ullah:** Will Government state how many labourers have been thrown out of employment, that is, dismissed, on account of these strikes?]

**श्री जगजीवन राम :** इसका पूरा व्योरा इस वक्त मेरे पास नहीं है ।

**[Shri Jagjivan Ram:** I have not the details with me at this time.]

**Shri R. Velayudhan:** May I know whether there was any lockout in any of the Government-run factories?

**Shri Jagjivan Ram:** So far as I remember, none.

**Shri R. Velayudhan:** Is the Minister aware that there was a lockout in the aluminium factory at Alwaye, which is owned jointly by the Central and Travancore-Cochin Governments?

**Shri Jagjivan Ram:** If something had happened in the sphere of the State Governments we do not have that information directly. We will have to enquire of the State Government concerned.

**Shri M. Nalk:** What were the industries involved in these strikes and how those industries have been affected, if at all?

**Shri Jagjivan Ram:** The textile industry, including cotton and jute, and others engineering, minerals, iron and steel, food, drink and tobacco, chemicals, wood, paper, printing, skins and hide, gins and presses, coal and others, railway docks and ports, plantation,

municipalities and miscellaneous. Of course when there are strikes production and services both suffer.

**Shri Dwivedi:** What are the agencies which sponsored these strikes, such as the Socialists and Communists?

**Shri Jagjivan Ram:** These figures relate till the end of December 1951. We have had no time to analyse these things as yet.

**Shri Amolakh Chand:** What is the number of labour disputes referred to arbitration and how does it compare with the figures of last year and the year before?

**Shri Jagjivan Ram:** The information is not available as yet as regards cases referred to adjudication by State Governments.

**Shri Iyyunni:** May I know whether strikes or lockouts are on the increase or decrease?

**Shri Jagjivan Ram:** They are obviously on the decrease.

#### COPRA

\*161. **Shri Alexander:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the Government of India have entered into an agreement with Ceylon for increased import of copra;

(b) whether it is a fact that the Ceylon Government have waived the export duty on copra and the Government of India have waived the import duty on the same; and

(c) whether this has affected the price of indigenous cocoanut and copra oil, and if so, whether this will affect the cocoanut growers in India?

**The Deputy Minister of Commerce and Industry (Shri Karmarkar):** (a) and (b). No.

(c) Does not arise.

**Shri Karmarkar:** Under parts (a) and (b) I should also add that it is a fact that export duty on copra and coconut oil has been partially reduced in Ceylon as from the 9th December. There has also been a partial reduction in the import duty on copra in India as from January 2nd. But it is yet too early to assess the precise effect of these reductions on prices.

**Shri Alexander:** May I know whether Government have received any representation on this subject from the State Government or from

growers and what reply has been given?

**Shri Karmarkar:** Yes, we have received a representation and the representation is now under our examination.

**Shri Alexander:** Are Government aware of the fact that the prices have recorded a sharp fall amounting to about Rs. 1,000 per ton and that it has affected the price of coconuts by about Rs. 12 per hundred?

**Shri Karmarkar:** I should not like to commit myself to figures but it is a fact that owing largely to the impact of decline in foreign prices there has been a corresponding decrease also in the internal prices.

**Shri Alexander:** May I know whether it is a fact that this reduction of import duty was brought about by pressure exercised by the industrialists, especially in the soap industry?

**Shri Karmarkar:** It is not a question of pressure exercised by anybody, but it is a fact that the soap industry also made a representation some time back that this import duty was a little bit too large for the industry to bear, and that also was taken into consideration at the time this representation was received.

**Shri Alexander:** May I know whether coconut oil is used only to manufacture luxury soaps and hair oils and as such Government will not countenance such a reduction?

**Shri Karmarkar:** So far as I know coconut oil is used for the manufacture of soaps and hair oils for use also by simple folk in the countryside, and also, in some parts of the country, for eating.

**Shri Lakshmanan:** May I know what percentage of our production of coconut oil and copra is used for food purposes and what percentage for industrial purposes?

**Shri Karmarkar:** I should like to have notice.

**Shri Lakshmanan:** May I know whether there has been any representation from the consumers of coconuts and coconut oils complaining of the high prices of these items?

**Shri Karmarkar:** Well, we have received no formal representation but we know, as a matter of fact, that the lower middle class housewife has been feeling the impact of the high price of coconuts in her cooking budget.

**Shri Lakshmanan:** May I know whether Government are aware of the fact

that a good portion of the population of Kerala depend on the price of coconut for everything in their life and a fall in prices will steep them in misery and poverty?

**Shri Karmarkar:** Yes, Government knows that in the particular part of the country mentioned by the hon. Member the cash income of the grower comes largely from coconuts. That will also be a factor when we consider this question.

**Shri P. Kodanda Ramiah:** May I know the quantity of copra that was imported from Ceylon into this country in 1949, 1950 and 1951?

**Shri Karmarkar:** I should like to have notice of that.

#### COAL (PRODUCTION)

\*162. **Shri Jnani Ram:** Will the Minister of Works, Production and Supply be pleased to state:

(a) the quantity of coal produced during the period from 1st April to the end of December, 1951—

- (i) in State collieries; and
- (ii) in private collieries; and

(b) the quantity exported during that period?

**The Minister of Works, Production and Supply (Shri Gadgil):** (a) (i) 2,313,032 (tons). (ii) 23,269,224 (tons).  
(b) 1,670,003 (tons).

**Shri Jnani Ram:** May I know the quantity of metallurgical coal which has been used in the railways?

**Shri Gadgil:** I want notice for that.

**Shri Jnani Ram:** May I know if the overburden contract with I.M.C.C. at Bermo has been terminated and, if so, will it reduce the production of coal and what arrangement is being made by the Government for the work and the workmen there?

**Shri Gadgil:** Does it arise out of this question, Sir?

**Mr. Speaker:** No.

**Shri Massey:** Are State collieries restricted in any way from increasing their output?

**Shri Gadgil:** They have increased the output, as I said yesterday, by nearly 3 lakh tons.

**Mr. Speaker:** He wants to know whether there are any restraints put on the increase of output.

**Shri Gadgil:** No, there are no restraints.

**Shri Massey:** Has the output of Talcher colliery been increased and, if so, by how much?

**Shri Gadgil:** This is a hypothetical question.

**Shri A. C. Guha:** May I know the average raising cost of the railway collieries as compared with the cost in the private collieries?

**Shri Gadgil:** I require notice for that.

#### YARN

\*163. **Shri B. K. Das:** Will the Minister of Commerce and Industry be pleased to state:

(a) the total production of yarn during the year 1951;

(b) the total quantity exported;

(c) the total quantity used by mills;

(d) the total quantity allotted for handlooms and other looms; and

(e) the total quantity allotted for other purposes such as home consumption, fishing nets etc.?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) to (c). A statement is laid on the Table of the House.

(d) and (e). Total quantity allotted to States for distribution to handlooms, powerlooms and other miscellaneous consumers is 246.5 million lbs. In addition, 10.7 million lbs of yarn were released direct to essential industries such as deficit mills, belting, cable, carpet manufacturers etc.

#### STATEMENT

*The total production, quantity exported and the quantity used by mills of yarns during the year 1951.*

Part	Figures in pounds
(a)	1,3,04,000,000
(b)	18,885,400
(c)	985,000,000 (approximately).

**Shri B. K. Das:** Is it a fact that at the beginning of 1951 the hon. Minister stated that there would be no export of yarn that year and, if so, what is the reason why this 18 million lbs. has been exported?

**Shri Mahtab:** The hon. Member's question relates to the whole year of 1951. The figure has been given for the whole year of 1951 and there was some carry-over, so far as the licences were concerned, from 1950. Besides that no export has been allowed except to Ceylon and Burma with whom we



have entered into a trade agreement on some basis.

**Shri B. K. Das:** May I know if any estimate has been made of the annual total requirements of handlooms in the country?

**Shri Mahtab:** About 300 million lbs. will be required for handloom consumption every year.

**Shri B. K. Das:** In view of the fact that the supply has been short, what steps have been taken to meet the requirements fully?

**Shri Mahtab:** Supply has not been short in recent months—supply was short in the first half of 1951. So far as my information goes today the supply is not short but the price of yarn is not economic to the handlooms. That is my information.

**Shri B. K. Das:** Do I understand that the handlooms are able to work full-time as arrangements now stand?

**Shri Mahtab:** I think so, provided the handlooms are in a position to pay for the price of the yarn.

**Pandit Maltra:** I wanted to know from the hon. Minister if he is taking the position that the supply position of yarn today in the country is quite all right, that there is no shortage, it is only the prices that are uneconomic. Then do I understand that there is an accumulation of yarn?

**Shri Mahtab:** No, no. The prices are controlled. The fine and superfine yarn is made out of foreign cotton and therefore it is not easy for us to reduce the price of that yarn. As a matter of fact, yarn beyond counts 40 is practically decontrolled today because it is not lifted by the State nominees, but the handlooms are in need of coarse and medium yarn which is in short supply.

**Dr. Deshmukh:** Would it be possible for Government to give the full quota of the required quality of yarn at the price which is economic to handlooms?

**Shri Mahtab:** I have already explained it so far as cloth supply is concerned. The same thing applies also with regard to yarn. Whenever we will have plenty of medium and coarse quality of yarn the handlooms will have their full supply. Otherwise only as the prices of foreign cotton come down it will not be possible to supply fine and superfine yarn at a price which the handlooms can afford to pay for.

**Dr. Deshmukh:** What portion of this yarn is supplied through co-operative

societies and what portion through State Governments?

**Shri Mahtab:** The Government of India do not allot yarn to co-operative societies direct. Allotments are made to the State Governments and it is for the State Governments to allot the quantity which they receive according to their arrangements. I have not got the figures ready at hand.

**Shri B. K. Das:** From the reply given by the hon. Minister, do I understand that it depends upon the State Governments to make the allotments to the handlooms and the Central Government has nothing to do with it?

**Shri Mahtab:** That is correct.

#### SALT FACTORY

\*164. **Shri B. K. Das:** Will the Minister of Works, Production and Supply be pleased to refer to the answer to my starred question No. 1327 asked on the 26th September, 1951 and state:

(a) whether the French experts have furnished a complete lay out of the proposed salt factory on the Contal sea-board of West Bengal;

(b) whether any decision has been taken in the matter; and

(c) if so, what plan has been decided upon and what action has been taken?

**The Minister of Works, Production and Supply (Shri Gadgil):** (a) to (c). The Government of West Bengal have just received the line diagram furnished by the French experts and propose to appoint a special team of local experts to prepare a detailed blue-print of the scheme after checking up the estimates of cost, the recommendations of the French experts, and the line diagram.

**Shri B. K. Das:** May I know whether the report has at all been submitted to the Central Government, or is it lying with the State Government?

**Shri Gadgil:** At present, it is with the Bengal Government. As I have stated in my reply, a team of local experts is being appointed by the West Bengal Government to go into the details. As a matter of fact, the French firm of engineers which prepared the technical report has furnished a line diagram specifically indicating the location, installation of reservoirs, condenser, crystalliser, pumping station etc. Steps are being taken to line out a strip of land and to plant trees so that the portion which will produce the salt will be immune from tidal waves.

**Shri B. K. Das:** What was the cost of the scheme that was prepared by the French experts?

**Shri Gadgil:** I require notice for that.

**Shri B. K. Das:** When were the French experts appointed and how long will it take for the Government to finalise the scheme?

**Shri Gadgil:** I cannot say. The French experts submitted their report in April 1951. Then they were asked to furnish a line diagram. That has been done. The third stage now is with the West Bengal Government, and as I have said, they have appointed a team of local experts.

**Shri B. K. Das:** Will the whole scheme as formulated by the French experts pass through another body and then it will be finalised by the West Bengal or the Central Government? Am I right?

**Shri Gadgil:** The State Government in the first place will finalise the scheme and then it will be duly approved by the Central Government.

**Shri B. Das:** Did I understand the hon. Minister as saying that the Government of West Bengal has not submitted to him a copy of the report of the French experts and only occasionally they correspond with my hon. friend? And this same West Bengal Government will demand money for investment and the money will be our own and will have nothing to do with the West Bengal Government.

**Shri Gadgil:** Primarily, it has been at the initiative of the West Bengal Government that the scheme has had to be undertaken. If at any stage that Government comes for financial aid, it will be considered.

**Shri B. Das:** But I want a definite answer as to whether the West Bengal Government has forwarded the Expert report of the French experts to the Government of India.

**Shri Gadgil:** They have.

#### JUTE AND JUTE GOODS (EXPORT)

\*165. **Shri B. K. Das:** Will the Minister of Commerce and Industry be pleased to state:

(a) the total export of raw jute and jute goods to different countries during the year 1951; and

(b) whether any quantities have been exported under bilateral trade agreements and if so, how much and to what countries?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) Export of raw jute is not permitted as a rule. Exports of jute goods to all countries during 1951 amounted to 7,72,841 tons.

(b) A statement showing quantities of jute goods exported during 1951 to various countries with which there were bilateral trade agreements, is placed on the Table of the House.

#### STATEMENT

*Exports of jute goods during 1951 to various countries with which there were Bilateral Trade Agreements.*

Country	Quantity in tons.
(1) Argentina	60,838
(2) China	26,946
(3) Burma	32,179
(4) Australia	1,01,602
(5) Indonesia	9,775
(6) Iraq	3,457
(7) Czechoslovakia	1,386
(8) Germany (West)	924
(9) Switzerland	66
(10) Pakistan	11,765
	2,48,938

**Shri B. K. Das:** As a result of the reduction in the export duty, may I know to what extent the export position has improved with regard to particular countries?

**Shri Mahtab:** The main improvement is with regard to U.S.A.

**Shri B. K. Das:** Is there any information as regards the improvement in the export position in respect of other countries?

**Shri Mahtab:** We cannot know off-hand whether the export will be increased on account of the reduction in the export duty, but if the hon. Member wants to have a study of the whole thing, I can lay on the Table the names of the countries to which our jute goods are exported.

**Pandit Maitra:** May I know what is the general reaction of these countries to this recent measure taken by the Government of India in the matter of reduction of jute duty? Is the Government in a position to say that?

**Shri Mahtab:** So far as newspaper reports go...

**Mr. Speaker:** The question is too wide to answer.

**Pandit Maitra:** Did the Government, before going in for this reduction of duty, receive representations from different Governments through their Trade Agents, Trade Commissioners

or High Commissioners regarding the necessity for reduction?

**Shri Mahtab:** Of course, we had some representations. Apart from the representations, Government have some means of knowing the position as it stands from time to time. We examined the position of the jute industry here and in the international market and then we came to this decision.

**Shri M. Naik:** May I ask whether Government have studied the immediate reactions in the local markets with regard to the reduction in the export duty?

**Shri Mahtab:** The reactions have been very favourable according to our information.

**Shri A. C. Guha:** May I know if there has been any variations in the price of raw jute after this step was taken?

**Shri Mahtab:** The reduction in the export duty took place only two days ago. I do not know therefore how it will affect the price of raw jute.

**Shri Amolakh Chand:** The hon. Minister said in reply to a question that no raw material is being exported as a general rule. May I know in which cases the exceptions were made?

**Shri Mahtab:** This is a case where there is no exception. This is a very sound rule which we are following.

#### AGRICULTURAL PROGRAMME IN FIVE YEAR PLAN

\*166. **Shri A. C. Guha:** Will the Minister of Planning be pleased to state:

(a) whether the Planning Commission has examined the agricultural programme of the Draft Report so as to make India self-sufficient in food-grains and cash crops; and

(b) whether the State Governments have been consulted as to how far they would be able to implement the programme regarding measures to increase the productivity of the land, measures to bring new lands under cultivation and also as to their ability to meet the financial obligations?

The Minister of Finance (**Shri C. D. Deshmukh**): (a) and (b). The agricultural targets in the Planning Commission's Draft Outline were worked out in consultation with representatives of State Governments. State Governments have been recent-

ly requested to verify these targets and the data on which they are based with a view to incorporation in the final report of the Planning Commission.

**Shri A. C. Guha:** May I know whether, before making the final plan, the Government will take into consideration any change in the land tenure system?

**Shri C. D. Deshmukh:** I understand the question to be whether we shall take into consideration any change in the land revenue system.

**Shri A. C. Guha:** Land tenure system.

**Shri C. D. Deshmukh:** That means, if any change in the land tenure system has taken place in the interval, shall we assess the results and take them into consideration. The answer is "Yes".

**Shri A. C. Guha:** No. I want to know whether the Government has in view the effecting of any change in the land tenure system in order to have the agricultural programme fully implemented?

**An Hon. Member:** As regards the ownership of the land.

**Shri C. D. Deshmukh:** The hon. Member is fully aware of what is being done in this regard by Government.

**Mr. Speaker:** The question would be hypothetical at this stage.

**Shri Kamath:** Has the Planning Commission considered this matter of self-sufficiency, separately with regard to food crops and cash crops like jute and cotton?

**Shri C. D. Deshmukh:** It has been considered for both categories of crops. The targets of additional agricultural production in the Five Year Plan are: food—7.2 million tons; jute—2.06 million bales of 400 lbs.; cotton—1.2 million bales of 392 lbs.; oilseeds—375 thousand tons; and sugar—690 thousand tons.

**Shri Kamath:** Has the Commission also considered the question as to how much land would have to be diverted from food crops to cash crops if these targets are to be attained?

**Shri C. D. Deshmukh:** Yes, they have.

**Shri A. C. Guha:** One part of my question relates to the point whether the State Governments have expressed their ability to meet the financial obligations involved in the agri-

cultural programme. I think the hon. Minister has not given any reply to that part of my question. I am referring to the last portion of part (b).

**Shri C. D. Deshmukh:** There is no separate assessment of the ability of State Governments to implement any particular part of the whole Plan. As I said yesterday, we know what the total cost of the First Part of the Plan is going to be and how much we expect the Centre and the States to raise and how much outside assistance we might require. We have also an estimate of how much assistance from the Centre the States would be expecting.

**Shri A. C. Guha:** May I know if the State Governments have made any representations to the Central Government for financial aid for implementing the agricultural programme?

**Shri C. D. Deshmukh:** No. There have been no special representations in this regard.

**Shri Barman:** Is the attainment of this target at the end of the five year plan dependent on the completion of the Bhakra Dam and the Damodar Valley project by that time?

**Shri C. D. Deshmukh:** I do not think the whole of the Bhakra-Nangal Dam will be completed by that time. Some of the canal systems will be completed. The Damodar Valley, I believe, will be complete within the planning period.

In regard to Hirakud also, it will be only partially completed. Therefore, the answer is that this does not depend entirely on the completion of all the three projects within the planning period.

**Dr. M. M. Das:** May I know whether the Planning Commission will examine the programmes set forth in the draft report in the light of the report of the Grow More Food Enquiry Committee which has just begun their work?

**Shri C. D. Deshmukh:** Yes.

#### CLOTH (EXPORT)

\*167. **Shri S. C. Samanta:** Will the Minister of Commerce and Industry be pleased to state:

(a) the value yardage and percentage of manufactured cloth in India exported to other countries in the years from 1947 to 1951 (year by year);

(b) the varieties and qualities of cloth exported in those years;

(c) the names of countries to which cloth was exported;

(d) the number of cases in which export was made owing to trade agreement with other countries; and

(e) in how many cases food was received in lieu of cloth (from which countries and when)?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) to (c). A statement is laid on the Table of the House. [See Appendix I, annexure No. 36.]

(d) Exports of cotton textiles were made to seven countries under the trade agreements.

(e) No specific mention was made in the trade agreements for export of cloth in lieu of foodgrains for import from these countries, except in the case of Ethiopia and Iraq. However, some countries exported foodgrains to India and imported cotton textiles from this country.

**Shri S. C. Samanta:** Was there any agreement between India and China for the exchange of cloth with foodgrains?

**Shri Mahtab:** There is no trade agreement between China and India. But it is a fact that China exported some foodgrains to India and India exported some textiles to China.

**Shri S. C. Samanta:** I find from the statement that export of coarse and medium cloth has been going on from 1949. May I know whether coarse and medium cloth cannot be utilised for home consumption?

**Shri Mahtab:** Coarse and medium cloth can be utilised here. We are of course exporting cloth at considerable inconvenience to our own people here. But there is no other way out. We have to find foreign exchange to meet our financial liabilities.

Then again, we have to enter into agreements on some basis and this is one of the articles which is required by other countries. We are trying our utmost to reduce exports, as far as possible in 1952.

**Shri S. C. Samanta:** May I take it that we are bound to export coarse and medium cloth and it cannot be stopped?

**Shri Mahtab:** We are bound to export nothing. But as we are bound to import something, willy-nilly we have to export something. That is the position.

**Shri B. K. Das:** The hon. Minister said that there is no agreement with China. Is it a case of understanding—why was the cloth exported to China?

**Shri Mahtab:** I may say, in ordinary language, this is a market arrangement. We purchase foodstuffs from them and we have to oblige them by giving some cloth.

**Shri R. Velayudhan:** So we have neither food nor cloth.

#### HOUSES FOR MICA MINE LABOURERS

\*168. **Shri A. Joseph:** (a) Will the Minister of Labour be pleased to state what action Government have taken regarding the construction of houses for mica mine labourers at Gudur in Madras?

(b) If the construction has begun, what is the number of houses that have so far been completed?

**The Minister of Labour (Shri Jagjivan Ram):** (a) and (b). A senior officer of the Government of India was deputed to the mica mining areas in Madras to study the problem and to suggest ways and means for improving the housing situation. He had consultations with the employers who have agreed to construct 2,250 houses in accordance with the plans and specifications to be prescribed by the Mica Mines Labour Welfare Fund during the next five years. The Fund will pay a subsidy equal to 20 per cent. of the cost of the construction.

**Shri A. Joseph:** Was any amount collected from the mica owners by the officer referred to?

**Shri Jagjivan Ram:** As I said, no amount is to be collected. They are to construct the houses according to the plans and specifications approved by us and we are to subsidise to the extent of 20 per cent. of the cost of construction.

**Shri A. Joseph:** After the completion of these houses will they be given to labourers as free quarters, or, rent will be collected for them?

**Shri Jagjivan Ram:** Most likely they will be given free; but even if rents are collected they will be nominal.

**बाबू रामनारायण सिंह :** मैं यह जानना चाहता हूँ कि क्या मिलओनर्स को कोई टाईम दिया जाता है कि इतने दिन के अन्दर मकान बूरे कर दिये जायेंगे ?

[**Babu Ramnarayan Singh:** I would like to know if the mill-owners are set any time limit to complete the construction of these houses.]

**श्री जगजीवन राम :** यह तो सिर्फ मद्रास के सम्बन्ध में है और उन लोगों के साथ मिलकर एक पांच साल का प्रोग्राम बनाया गया है और वह प्रोग्राम इस हिसाब से है कि सन् १९५२ में ४६९, ५३ में ४५०, ५४ में ४५०, ५५ में ४५१ और सन् १९५६ में ४३० मकानात बनाये जायेंगे और सब मिलकर २२५० होंगे।

[**Shri Jagjivan Ram:** This relates to Madras only and a five-year programme has been devised in consultation with these people, according to which 469 houses would be constructed in the year 1952, 450 in 1953, 450 in 1954, 451 in 1955 and 430 in 1956, in all totalling 2,250 houses.]

#### AGRICULTURAL LABOUR

\*169. **Shri S. C. Samanta:** Will the Minister of Labour be pleased to state:

(a) whether the data collected during the three stages of the All-India enquiry into the conditions of agricultural workers have now been analysed and tabulated;

(b) if so, what are the results; and

(c) whether Government propose to bring any legislation in the near future to regulate the wages of agricultural workers?

**The Minister of Labour (Shri Jagjivan Ram):** (a) The data collected during the first stage of the agricultural labour enquiry—the General Village Survey—have been analysed and tabulated. A monograph on Agricultural Wages in India has been prepared and is now under print.

All the 1,04,000 General Family Schedules collected during the second stage have been scrutinised, edited, coded and code-checked. These are being tabulated by the Army Statistical Organisation. General Family Tables of 19 States have been received—the others are now awaited. The tabulation of nearly 1,70,000 Intensive Family Schedules is now in progress.

(b) The results of the agricultural labour enquiry will be known only after the data on the Intensive Family Survey have been statistically processed and analysed. The findings of the General Village Survey have already been communicated to the State Governments. The findings of the General Family Survey will be communicated to State Governments as soon after the remaining General Family Tables are received as possible.

(c) The Minimum Wages Act, 1948, is applicable to agricultural labour. Under this Act minimum rates of wages for agricultural labour have to be fixed before the 31st December 1953. The question of enacting any other legislation for regulating the wages of agricultural workers does not, therefore, arise at present.

**Shri S. C. Samanta:** May I know whether in the meantime the Minimum Wages Act of 1948 has been utilised by any State Government where the level of rural wages is unseemly low?

**Shri Jagjivan Ram:** In one or two States, especially in depressed pockets, the State Governments have taken steps to implement the Minimum Wages Act.

**Shri S. C. Samanta:** May I know whether the registered agricultural farms are following the Minimum Wages Act?

**Shri Jagjivan Ram:** As I have said, only in two States, especially in depressed pockets, the State Governments have taken steps to implement them.

**Shri R. Velayudhan:** Which are those two States?

**Shri Jagjivan Ram:** Bihar and the Uttar Pradesh.

**Shri Kamath:** From the data and statistics collected so far which State shows the lowest wage for agricultural labour and what is that lowest wage? Is it different for men and for women?

**Shri Jagjivan Ram:** There are two types of agricultural workers—attached and casual. The daily wage rate for adult male ranges from ten annas in Vindhya Pradesh to Rs. 2-8-0 in PEPSU. The wage rates in Vindhya Pradesh, Orissa, Madhya Pradesh, Madras, Madhya Bharat, Mysore, Ajmer and Bhopal were below Re. 1. In Manipur, Bihar, Bombay, U.P., Rajasthan and Hyderabad the wages ranged from about a

rupee to Rs. 1-4-0 a day. This is for casual workers.

So far as attached workers are concerned they get some perquisites in addition to these wages.

**Shri Kamath:** Are women paid much less than men?

**Shri Jagjivan Ram:** They get slightly less than men.

**Dr. Deshmukh:** What is the minimum wage that has been worked out so far as these States are concerned?

**Shri Jagjivan Ram:** These are the wages which are prevalent.

**Dr. Deshmukh:** What are the minimum wages that they should receive? Has there been any calculation made of this?

**Shri Jagjivan Ram:** No.

#### UNION BOARD SCHEME FOR REHABILITATION

\*170. **Shri S. C. Samanta:** (a) Will the Minister of Rehabilitation be pleased to state the number of families and the number of displaced persons that have been rehabilitated so far under the Union Board Scheme in West Bengal?

(b) How much have been spent on the Scheme?

(c) How many amongst those rehabilitated displaced persons are agriculturists and artisans (separately)?

(d) How much loan have they received and for what purposes?

**The Minister of State for Rehabilitation (Shri A. P. Jain):** (a) Altogether 13,918 families or 69,590 displaced persons have so far been moved to various Union Boards for rehabilitation.

(b) Rs. 71,94,347.

(c) Agriculturist families 11,135  
Non-agriculturist families 2,783

It is difficult to say how many of the non-agriculturists are artisans.

(d) The total amount of loans granted is Rs. 58,74,861, which covers loans for the purchase of homestead land, house-building, small traders, agricultural purposes and for maintenance of the displaced families.

**Shri S. C. Samanta:** Will this scheme be continued?

**Shri A. P. Jain:** So long as it is possible we shall try to continue it.

**Shri B. K. Das:** Out of the total amount spent may I know what amount was spent for paying remuneration to those who were trying to render help to this scheme?

**Shri A. P. Jain:** I presume the hon. Member means the social workers?

**Shri B. K. Das:** Yes.

**Shri A. P. Jain:** Honoraria to social workers is Rs. 13,847-3-0.

**Dr. M. M. Das:** May I know how the expenditure under this particular system of rehabilitation mentioned in the question compares with the other systems?

**Shri A. P. Jain:** I think it is practically at a par with the other systems of rehabilitation.

**Shri S. C. Samanta:** May I know whether the rehabilitated persons require any loan or help for acquiring lands?

**Shri A. P. Jain:** In some cases money was advanced for acquiring lands. In other cases, where land was available, it was not so.

**Shri A. C. Guha:** Could the hon. Minister tell us what is the average acreage of land given to the agricultural families under this scheme?

**Shri A. P. Jain:** The average is about four acres.

#### DEVELOPMENT COUNCILS FOR INDUSTRIES

\*171. **Shri S. N. Das:** (a) Will the Minister of Commerce and Industry be pleased to state the number and names of industries for which Development Councils have already been established as envisaged in the Industries (Development and Regulation) Act of 1951 giving the names of representatives of various interests concerned?

(b) Has any of these Councils been able to formulate measures for fuller utilisation of installed capacity and for improving the working of the industry concerned?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) and (b). Action to constitute the Central Advisory Council has already been initiated and it is proposed to summon a meeting of the Council next month. Development Councils will be established after the rules for their constitution are considered by the Advisory Council.

**Shri S. N. Das:** May I know how long the Government will take to set up these Development Councils, at

least in respect of the important industries?

**Shri Mahtab:** I have already said that the Central Advisory Council will meet next month and the Development Councils will be constituted after the rules are finalised by the Advisory Council. And that is provided in the law itself.

**Shri S. N. Das:** May I know whether the Central Advisory Council has been constituted or is under constitution?

**Shri Mahtab:** It is being constituted and the meeting will take place next month.

**Shri S. N. Das:** May I know the personnel of the Council?

**Shri Mahtab:** I cannot say that. We are now in consultation with the various Chambers of Commerce and other bodies, and while the Council is in the stage of constitution it will not be proper on my part to disclose the names.

**Shri S. N. Das:** May I know whether the Development Council on Industries which has been functioning under the chairmanship of the hon. Minister has now been wound up or whether it is still functioning?

**Shri Mahtab:** I do not know to which Council the hon. Member is referring. If the reference is to the Industries Advisory Council, I do not think it will have any more necessity of existence.

**Shri R. Velayudhan:** What happened to the scheme of regional regrouping of the industries which was discussed in the Development Committee and to which reference was made by the hon. Minister in the House some time ago?

**Shri Mahtab:** This question relates to a law which was passed here in 1951. What the hon. Member asks is about a different matter altogether which I may discuss with him or answer separately if he gives notice.

#### BALANCE OF TRADE

\*172. **Shri M. Naik:** (a) Will the Minister of Commerce and Industry be pleased to state what is the overall balance of trade position of India for the year ending 31st December, 1951?

(b) What were the values of exports and imports for the same period?

(c) What were the main articles of export on which India's foreign exchange earnings primarily depended?

(d) What part of our exports was in the shape of raw materials and what part consisted of finished goods?

**The Deputy Minister of Commerce and Industry (Shri Karmarkar):** (a) and (b). The position, as far as it can be assessed at present, is that imports upto 30th November, 1951 totalled Rs. 785.88 crores, which exports including re-exports amounted to Rs. 699.80 crores resulting in an adverse balance upto that date of the order of Rs. 86.08 crores.

(c) The main items of exports were jute goods, tea, cotton manufactures, raw cotton and waste, raw wool and woollen manufactures, tanned hides and skins, Mica, lac, metallic ores, coal, cashew kernels, pepper, tobacco, edible oils and oilseeds.

(d) 20.7 percent of our exports were in the shape of raw materials and 55.1 percent consisted of finished goods.

**Shri M. Nalk:** What are the countries responsible for the adverse balance?

**Shri Karmarkar:** I should like to have notice of the question. My hon. friend knows quite well that the sterling area is all one bloc for purposes of counting the balance of trade position. If there is an adverse balance in a particular country it is made up by favourable balance in another.

**Shri Radhelal Vyas:** May I know whether the figures given by the hon. Minister include those for imported foodgrains also?

**Shri Karmarkar:** Surely.

**Shri R. Velayudhan:** May I know whether the hon. Minister has got separate statistics regarding the export of hill products like copra, tea etc. from the Travancore-Cochin State to dollar areas and the income derived therefrom?

**Shri Karmarkar:** Does he want separate figures or does he want to know if these are included in the figures I gave?

**Mr. Speaker:** He wants to know if they are included, and he wants separate figures.

**Shri Karmarkar:** Travancore-Cochin is part of India, Sir, and the figures are necessarily included.

#### OFFICE AND RESIDENTIAL ACCOMMODATION

\*173. **Shri M. Nalk:** (a) Will the Minister of Works, Production and Supply be pleased to state how far the demand for houses for office accommodation and residential purposes in Delhi has so far been met?

(b) How many houses, for office and residential purposes separately, have been constructed during the year 1951-52 and at what cost?

(c) How many Government employees of different categories are there who still remain to be provided with residential quarters?

**The Deputy Minister of Works, Production and Supply (Shri Buragohain):** (a) The percentage of Governmental demand for office accommodation that has been met is 92%. Likewise, the percentage of the demand for residential accommodation that has been met is 35%.

(b) No office accommodation has been built during the year. As regards residential accommodation, four bungalows, 1,040 clerks quarters and 176 peons quarters have been constructed, at a cost of Rs. 95:37 lakhs.

(c) This question probably implies that Government are bound to provide accommodation for every single one of its employees. This is not correct. Roughly speaking, about 35% of the Government employees to-day have Government accommodation of some sort or other.

**Shri M. Nalk:** May I know the hon. Minister is in a position to state as to what will be the next year's building programme?

**Shri Buragohain:** Besides the figures that I have given, there is certain accommodation which is in the process of construction and which will be completed within the course of the next six months, and the number is 1,188 quarters for various categories of government servants. Government have also decided to construct about 1,100 quarters in the next financial year.

**Khwaja Inait Ullah:** How many bungalows are under construction for the Ministers, Deputy Ministers and Parliamentary Secretaries?

**Shri Buragohain:** Only one bungalow has been constructed for a Minister in the Diplomatic Enclave and none for Deputy Ministers or Ministers of State has been constructed.



**Shri Kamath:** Is it a fact that as yet Government has not built sufficient accommodation for all the 750 Members of the New Parliament that is going to be?

**Shri Buragohain:** Already 100 flats for Members of Parliament have been constructed and in the next six months we will complete another 152 flats for the Members of Parliament.

**Shri Kamath:** Is it not a fact that all this construction referred to by the hon. Minister would provide accommodation for only 75 or 80 per cent. of the Members of Parliament?

**Shri Buragohain:** Yes. This only will provide for 80 per cent. of the Members and it is considered adequate, because some of the Members will be appointed Ministers and there may be others who may have their own accommodation. Normally 80 per cent. accommodation is considered sufficient.

**Mr. Speaker:** I think we will go to the next question.

#### JUTE REQUIREMENTS

\*174. **Shri A. C. Guha:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether Government have estimated the raw jute requirements of Indian mills in 1952; and

(b) how far that requirement would be met by the jute produced in India and if there is any gap, how Government intend to fill it up?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) Yes. Government have estimated the requirements for the current jute year (July '51—June '52).

(b) About two thirds of the mills' requirements will be met by indigenous jute. The balance is expected to be met by imports.

**Shri A. C. Guha:** Has there been any negotiation with the Pakistan Government about the imports of jute from Pakistan?

**Shri Mahtab:** There is a trade agreement between Pakistan and India and that trade agreement is in operation and we hope to get whatever we require from Pakistan and also some amount of jute will perhaps be available from Nepal.

**Shri A. C. Guha:** May I know what will be the production of jute in the different States in the current year?

**Shri Mahtab:** Our estimate is that it would be about 46 lakh bales. I have not got the State-wise figures.

**Shri M. Nalk:** May I know if all the jute supply for which Pakistan entered into an agreement with India has been supplied to India?

**Shri Mahtab:** There is a separate question as to how that agreement has worked. First of all, that Trade Agreement has worked on the whole satisfactorily. As India has not got the stipulated quantity of jute and other things from Pakistan, similarly Pakistan also has not got the stipulated quantities of coal and other things from India.

#### INDO-PAKISTAN TRADE AGREEMENT

\*175. **Shri A. C. Guha:** Will the Minister of Commerce and Industry be pleased to state:

(a) how far the terms of the last year's Trade Agreement with Pakistan have been fulfilled by both the Governments;

(b) if there is any failing on either side, what steps are to be taken; and

(c) the total money value of the trade either way?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) and (c). Two statements giving the required information as up to 30th November 1951 are laid on the Table of the House. Statement I shows the actual movement of commodities and Statement II shows the total value of exports and imports. So far as exports from India are concerned, instructions regarding licensing have been issued wherever necessary in the case of commodities covered by Schedule I of the Agreement. The commodities included in Schedule II are allowed for export and import without licensing or quantitative restrictions. Export and import of other commodities not specifically mentioned in the Agreement (i.e. covered by Article VI of the Trade Agreement) are regulated according to the normal regulations applicable to soft currency countries. [See Appendix I, annexure No. 37.]

(b). Difficulties in the movement of particular goods, as and when they arise, are taken up either by correspondence through the Trade Commissioner or directly or by means of personal discussion.

**Shri A. C. Guha:** From the figure I find that India has got less than 50 per cent of the quantity of jute that was to be supplied by Pakistan and may I know the reason why the supply was so short and how the Minister can depend on the supply from Pakistan

in the next year to meet the shortage of raw jute?

**Shri Mahtab:** I suppose the hon. Member has not noticed that India too has not been able to supply the stipulated quantities to Pakistan. Therefore, that point cannot be raised against the agreement itself. So far as the supply of jute is concerned, assuming it so happens that the required quantity of jute is not available from anywhere, in that case production here will have to be staggered. Jute cannot be produced by any other means.

**Shri A. C. Guha:** From the figures it appears that there is an adverse balance of Rs. 64 Crores. Our total import is Rs. 89 Crores and our export is only Rs. 25 Crores. May I know if there is any attempt on the part of the Government to make up this big gap?

**Shri Mahtab:** We are taking all possible steps to export whatever we are required to do under the Agreement. There has been some difficulty which has been solved to some extent by mutual discussion which took place some time back; I think that situation will not exist any longer.

**Shri A. C. Guha:** What I wanted to know is this. There is a big gap between our receipts and our supply. There is a gap of Rs. 64 crores—the adverse balance. May I know whether the Government is taking any steps to make up this big deficit by making more exports to Pakistan?

**Shri Mahtab:** The only step that can possibly be taken is to reduce the import or to increase the export. The hon. Member himself suggests that we should not reduce the import trade. Therefore, we have to increase the export. For that some discussion is necessary and we are taking steps to export more than what we could last year. ....

**Mr. Speaker:** I think we are entering into arguments on the question of exports and imports and the general policy.

**Shri R. Velayudhan:** Could we not discuss these matters of details about the Trade Agreement which was already entered into?

**Mr. Speaker:** Order, order. He need not ask the minister's opinion about it.

**Khawaja Inait Ullah:** The hon. Minister has just told the House that the trade pact between the two countries has been working satisfactorily. In spite of this something has not been supplied to the Pakistan Government

by India and some thing has not been supplied by the Pakistan Government to India. May I know whether it is due to the policies of both the Governments or due to any other difficulties?

**Shri Mahtab:** In spite of the desire on both the sides to implement the Agreement, there are some physical difficulties. As in the case of coal, we cannot export as much coal as we are required to export, because of the difficulties of transport, because the wagons are not available. It was stipulated that Pakistan would supply us wagons for the transport of coal but that could not take place. There are various other difficulties and if the hon. Member wants to know the details of that Agreement, I can place a Statement on the Table of the House to know how the position stands.

**Mr. Speaker:** I think, we will go to the next question.

#### SETTLING OF INDIANS IN NORTH BORNEO

\*176. **Shri Lakshmanan:** Will the Prime Minister be pleased to state:

(a) whether there had been recently an offer from the Government of North Borneo to settle ten thousand Indian families there;

(b) the terms and conditions, if any, which the North Borneo Government have proposed in the offer;

(c) whether any reply has been given to the North Borneo Government and if so, what; and

(d) whether any other request for Indian settlers came from any other country in recent years?

**The Deputy Minister of External Affairs (Dr. Keskar):** (a) Yes. The Government of North Borneo were prepared to give facilities to 10,000 settlers from India for settlement in North Borneo. These settlers will be given lands for the cultivation of rice and other food crops. In addition they will be found work on estates and in industries.

(b) Details have not yet been settled. The general terms offered to settlers or workers are, in addition to lands for cultivation,—

- (1) guarantee of a minimum wage,
- (2) transport from places of recruitment in India to places of employment in North Borneo,
- (3) accommodation,

- (4) free medical facilities in de-serving cases,
- (5) educational facilities &
- (6) rights of citizenship.

(c) The Government of North Borneo have been informed that there is no objection to the recruitment of skilled workers on agreements to be approved by Government of India. As regards the emigration of settlers from India, further information has been called for on the following points:

- (i) sizes of holdings to be given to the settlers;
- (ii) conditions of acquiring ownership,
- (iii) provision of equipment; and
- (iv) expenses of travelling, etc. in connection with the proposed pilot scheme of settlement.

(d) No.

**Shri Lakhshmanan:** May I inquire whether in view of the intense pressure of population in the South, Government propose to accede to the request of the Government of North Borneo, provided the terms and conditions are in keeping with our dignity and self-respect as a nation?

**Dr. Keskar:** Whatever agreement the Government of India is likely to make, will not be due to the pressure of population in the South, though I do agree that that is a very important consideration. I might inform my hon. friend that Government will make sure that the conditions are fair and decent in view of our past rather lamentable experience of Indians who had to go overseas to such undeveloped countries.

**Pandit Kunzru:** Will the Government see that the migration is by families and not by individuals?

**Dr. Keskar:** Government will take that into consideration.

**Shri R. Velayudhan:** May I know whether there are Indian settlers now in North Borneo?

**Dr. Keskar:** There are, I think, Indian traders. There may be a few settlers; I am not aware of any. But, there has been no organised settlement of Indians in North Borneo.

**Mr. Speaker:** The Question hour is over.

### Short Notice Question

#### BILLS FOR REMOVAL OF TAXATIONS

**Pandit Kunzru:** (a) Will the Minister of Finance be pleased to state whether the latest programme of Parliamentary business while providing for the presentation and consideration of the Railway and General Budgets contains no reference to the passing of a Bill to continue such existing taxation as requires annual renewal?

(b) Do Government propose to introduce such a Bill or not?

(c) If not, is it intended to promulgate an Ordinance to continue the annually renewable taxation?

**The Minister of Finance (Shri C. D. Deshmukh):** (a) and (b). Government propose to introduce a Finance Bill along with the Budget and necessary changes in the programme of Parliamentary business will be made.

(c) Does not arise.

**Pandit Kunzru:** Will the Finance Bill be passed before this session is over or will it only be introduced?

**Shri C. D. Deshmukh:** The intention is to introduce it.

**Pandit Kunzru:** Is the purpose of introducing the Bill only to collect customs and excise duties under the Provisional Collection of Taxes Act?

**Shri C. D. Deshmukh:** Yes.

**Pandit Kunzru:** Under the Provisional Collection of Taxes Act, excise and customs duty can be collected only for 60 days after the introduction of the Bill.

**Shri C. D. Deshmukh:** The hon. Member can refer to the law on the subject.

**Pandit Kunzru:** It is a fact. I may say. I shall read this out, to the House. Section 4....

**Mr. Speaker:** I think the hon. Member need not discuss the legal aspects of it.

**Pandit Kunzru:** It is not a legal aspect. It is stated here plainly that if the Bill does not expire earlier, then, it will expire on the expiry of the 60th day after the date on which the Bill containing it was introduced as a Bill containing a declaration to the effect that it is necessary to give effect to the proposals in the Bill for the imposition or enhancement of duties of customs or excise. Are Government certain that they will be able to convene the next session of Parliament

before the period of 60 days after the introduction of the Finance Bill is over?

**Shri C. D. Deshmukh:** There is no certainty about that. If a new situation arises, it will be considered.

**Pandit Kunzru:** Why do the Government propose to content themselves only with the introduction of the Bill?

**Mr. Speaker:** I think the point of his enquiry is, how do Government propose to proceed after the sixty day period is over. Do they propose to issue an Ordinance? It comes to the same question.

**Pandit Kunzru:** Yes, Sir.

**Shri C. D. Deshmukh:** If necessary, and if the expectation that sixty days will be sufficient does not materialise, then, an ordinance will have to be issued.

**Pandit Kunzru:** Does it mean that the Government had deliberately omitted all reference to the introduction of the Finance Bill in the programme of Parliamentary business already circulated?

**Shri C. D. Deshmukh:** No. The Law Ministry has reviewed the matter.

**Shri T. T. Krishnamachari:** May I ask whether the Government have taken legal opinion on the new situation which has arisen, namely that the Provisional Collection of Taxes Act was intended for a period when there was no voting on account. The present situation is, there is voting on account which postpones the passing of the Finance Bill indefinitely. Has Government secured any legal opinion on this point? What do they propose to do as a result of that legal opinion?

**Shri C. D. Deshmukh:** I cannot say here whether this particular point has been considered by the Law Ministry. But, I shall refer the matter to them again.

**Pandit Kunzru:** What is the objection to the passing of the Finance Bill that the Government propose to introduce before this session is over? What I want to know is why the Government have preferred to have an Ordinance passed to continue such existing taxation as is annually renewable.

**Shri C. D. Deshmukh:** Because it was felt that it was preferable to leave the matter to the new legislature.

**Pandit Kunzru:** The question is, if there is continuance of the existing

annually renewable taxation, why do Government prefer an Ordinance to the consent of this House.

**Mr. Speaker:** I was just considering another point. On the dissolution of this Parliament, all the Bills introduced will lapse. The question will therefore remain, as to whether the declaration made by Government under the Provisional Collection of Taxes Act will survive on the lapse of the original Bill, on the anticipation of consideration of which, the declaration is authorised. That is the point. The hon. Finance Minister may consider that point.

**Shri C. D. Deshmukh:** I have to refer it to the Law Ministry.

**Pandit Kunzru:** May I again ask my hon. friend the Finance Minister why Government prefer an Ordinance to the Passing of the Finance Bill with the consent of the House.

**Shri C. D. Deshmukh:** I had given the reason. We thought it was preferable that even a matter of continuance of existing taxes might be left to the new Government and the new legislature.

**Pandit Kunzru:** Have Government any apprehension that the new Government or the new legislature will be against the continuance of the existing annually renewable taxes?

**Shri C. D. Deshmukh:** I cannot guess what their attitude will be. They may very well like to make a reduction.

**Mr. Speaker:** I think we are entering into an elaborate argument. The issues are clear. He has to examine the legal position.

**Pandit Kunzru:** May I ask you, Sir, as the guardian of the interests of this House to consider whether Government would be acting in the spirit of the Constitution if they use the ordinance making power to pass what is virtually a Money Bill. This is a matter of the utmost importance. Legislation dealing with financial matters would not be ordinary legislation. It will deal with a matter in regard to which there have been a series of struggles in many countries for obtaining popular control. Is the Government of India which claims to be a democratic Government, allowed to obtain money by promulgating an Ordinance, that is, virtually by executive authority? That is the point that I respectfully ask you, Sir, to consider as the guardian of the rights and privileges of this House.

**Mr. Speaker:** The hon. Member wants me to express an opinion on a very large issue all at once. I must examine the position. But, I may tell him that I myself do not like promulgation of Ordinances. It is only in extreme cases that an Ordinance should be issued. The ordinary rule should be No Ordinance. But, here, as the hon. Finance Minister has pointed out, there are other considerations which we must look at: I believe the point, which the Government have before them is not the point of the legality of the taxes but as to whether it will be not better to have the proposals placed before the newly elected Parliament which, according to them, will be more democratic, rather than have the Bill put through by the present Parliament. That seems to me to be the issue.

**Some Hon. Members:** Quite true.

**Mr. Speaker:** If that is so, then we shall have to further examine the matter about the law.

**Pandit Kunzru:** Sir, may I request you to consider another point also? If the Finance Bill is passed, it does not mean that any future Parliament will be prevented from altering its provisions. All that is necessary is that the Executive should not be able to obtain money just by passing a decree. It should not be possible to obtain a rupee without the consent of this House. If the future Parliament wishes to make any change in the Finance Act passed by this House, it will be fully entitled to do so and its hands will not be tied by anything done by this House. The future liberty of action of Parliament will, therefore, not be restricted in any way by the passing of the Finance Act now.

**Mr. Speaker:** I will consider that point.

## WRITTEN ANSWERS TO QUESTIONS

### COTTON

\*177. **Shri Deogirikar:** (a) Will the Minister of Commerce and Industry be pleased to state how many lakhs of cotton bales are required for running textile mills and handlooms in India per year?

(b) What is our production of cotton bales during the year 1951-52?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) 42 lakhs of bales of 400 lbs. each.

(b) 33.8 lakh bales.

### OPENING OF FACTORY BY CADBURY FRY (EXPORT) LTD.

\*178. **Shri Deogirikar:** (a) Will the Minister of Commerce and Industry be pleased to state whether Messrs Cadbury Fry (Export) Ltd., have been permitted to open a factory in India?

(b) If so, what are the reasons for doing so?

(c) What are the terms on which this permission has been granted?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) M/s. Cadbury Fry (India) Ltd., were permitted to set up a factory for the manufacture of Chocolate and Cocoa Powder.

(b) Installed capacity for the manufacture of the items in question was not sufficient at the time the permission was granted.

(c) The firm were permitted to set up the factory on the specific condition that they would employ Indian personnel and as far as possible give them necessary facilities to learn the composition and process of manufacture.

### COTTON-WASTE (EXPORT)

\*179. **Dr. Deshmukh:** Will the Minister of Commerce and Industry be pleased to state:

(a) the quantity of cotton-waste exported during the current financial year so far and what its value is;

(b) the quota that is permitted to be exported; and

(c) the prices at which cotton-waste has been exported in each of the years 1949-50, 1950-51 and 1951-52 per bale of 400 lbs.?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) and (c). A statement is laid on the Table of House. [See Appendix I, annexure No. 38.]

(b) Soft cotton-waste other than slivers, Rovings, ends and bondas is permissible for export freely without any quantitative restrictions. Hard cotton-waste is subject to quota restrictions. During 1952 licensing period, a quota of 1,40,000 cwts. of hard cotton-waste has been fixed for export.

### NAGPUR EXPRESS MILL WORKERS' STRIKE

\*180. **Shri Jnani Ram:** Will the Minister of Labour be pleased to state:

(a) whether it is a fact that 18,000 workers of Nagpur Express Mill have gone on strike for more than two months;

(b) whether it is also a fact that two office-bearers of the Union viz., Shamrao Dalikar and Mithulal have gone on hunger strike and their condition is serious; and

(c) if so, whether any attempt has been made to settle the matter?

**The Minister of Labour (Shri Jagjivan Ram):** (a) The Express Mills do not employ 18,000 workers. There was no total strike for more than two months continuously. There were partial and sporadic illegal strikes during the period and the Mills closed indefinitely on the 18th December 1951 and reopened on the 1st February 1952. The maximum number of workers on strike during the period did not exceed 8,000.

(b) Two office bearers of different Trade Unions were on hunger strike but gave up the fast on the 4th February 1952.

(c) Yes. Several attempts were made by the Madhya Pradesh Government to settle the dispute. Two press notes were issued by that Government advising the employees to resume work pending arbitration or adjudication of the dispute. The dispute has since been settled.

#### CLOTH (PRODUCTION)

**\*181. Shri S. N. Das:** (a) Will the Minister of Commerce and Industry be pleased to state the monthly production of cloth during the period August to December, 1951 and January, 1952?

(b) What percentage of the above production were *dhoties* and *sarees*?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) and (b). A statement is laid on the Table of the House. [See Appendix I, annexure No. 39.]

#### HANDLOOM CLOTH FOR DEFENCE MINISTRY

**\*183. Dr. M. M. Das:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether it is a fact that the Cottage Industry Directorate has requested the Defence Ministry to purchase handloom cloth to meet a part of their cloth requirements;

(b) if so, the reaction of the Defence Ministry to such a proposal; and

(c) whether it is a fact that the Indian Standards Institution has been asked to formulate standards of handloom cloth for requirements of the Defence Ministry?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) Yes.

(b) The Defence Ministry are prepared to purchase handloom cloth against their requirements if it comes up to the minimum prescribed specifications.

(c) Yes.

#### IMPORT OF ART SILK

**\*184. Shri S. M. Ghose:** (a) Will the Minister of Commerce and Industry be pleased to state whether it is a fact that importation of large quantity of Art-Silk is causing great injury to the indigenous pure silk industries in our country?

(b) What steps have Government taken or propose to take to protect our silk industry from ruination including that of Cocoon producers?

**The Minister of Commerce and Industry (Shri Mahtab):** (a) So far as Government are aware, the indigenous silk industry is not being adversely affected by the import of Art-Silk yarn.

(b) The Silk Industry has been given Tariff Protection since 1934 and the Central Silk Board which was set up by the Government in 1949 is taking all possible measures to promote the development of the Raw Silk Industry in India. The Board is also giving grants to the various State Governments for utilization on sericultural schemes which are ultimately beneficial to cocoon rearers and raw silk producers in the country.

#### MALAMPUZHA SCHEME

**\*185. Shri Damodara Menon:** (a) Will the Minister of Planning be pleased to state whether it is a fact that the Malampuzha Scheme in Malabar was suspended by the Madras Government on the ground that Central subsidy has been refused?

(b) If so, what is the reason for the refusal?

(c) Are Government aware that the suspension of the Scheme at the present stage will involve huge waste of public money?

**The Minister of Planning (Shri Nanda):** (a) No Central Subsidy or loan was agreed to by the Government of India for the Malampuzha scheme, but during the current year the Central Government have given a loan of Rs. 6 crores for the Tungabhadra and Lower Bhavani Pro-

jects and purchased Rs. 5 crores of securities from the Madras Government for easing their ways and means position. For the balance the Madras Government had to depend upon their own resources, which appear to have proved inadequate to meet their commitments.

(b) Does not arise.

(c) Government understand that the scheme has not been suspended, but that the expenditure is only being phased in accordance with the resources available to the State.

बिड़ला इंजीनियरिंग कालेज के लिए लोहा

\*१८६. श्री ओराब : बाणिज्य तथा उद्योग मंत्री बतलान की कृपा करेंगे कि :

(क) क्या केंद्रीय सरकार को बिड़ला इंजीनियरिंग कालेज की ओर से, जिसके निर्माण का कार्य गत कई वर्षों से बिहार के रांची जिले में जारी है, लोहे के दिये जाने के विषय में कोई आवेदनपत्र मिला है;

(ख) यदि ऐसा आवेदनपत्र मिला तो क्या सरकार ने लोहे के दिये जाने का कोई आदेश जारी किया है ;

(ग) यदि कोई आदेश जारी किया गया है तो यह कब और कितने परिमाण के लिये जारी किया गया है ;

(घ) क्या जितने लोहे के दिए जाने का आदेश जारी किया गया है, उतना दिया जा चुका है ; तथा

(ङ) यदि कुछ लोहे का दिया जाना अभी शेष है तो इसके दिए जाने की कब तक आशा की जा सकती है ?

IRON FOR BIRLA ENGINEERING COLLEGE

[\*186. **Shri Oraon:** Will the Minister of Commerce and Industry be pleased to state:

(a) whether the Central Government have received any application for the allotment of iron to the Birla Engineering College, the construction work of which is going on in Ranchi District of Bihar for several years;

(b) if so, whether the Central Government have ordered allotment of iron;

(c) if the order has been issued, when was it issued and for what quantity;

(d) whether the full quantity of iron allotted has already been supplied; and

(e) if some quantity still remains, when is it expected to be supplied?]

**The Minister of Commerce and Industry (Shri Mahtab):** (a) Yes.

(b) No.

(c) to (e). Do not arise.

DISPLACED PERSONS CLASSED AS PERMANENT LIABILITY

25. **Shri A. C. Guha:** Will the Minister of Rehabilitation be pleased to state:

(a) the total number of East Bengal displaced persons who have been classed as Permanent Liability by Government;

(b) the total number of East Bengal displaced persons provided in different camps, with the names of the camps, the total number of displaced persons in each camp and the dole they are receiving; and

(c) the average mortality and child mortality in each camp and also death rate per hundred?

**The Minister of State for Rehabilitation (Shri A. P. Jain):** (a) About 35,000.

(b) The attention of the hon. Member is invited to the reply given by me to part (a) of Unstarred Question No. 9 on the 14th February, 1952. The rates of doles are Rs. 12/- per adult and Rs. 8/- per child per month.

(c) The information is being collected.

T. B. PATIENTS AMONG 'DISPLACED PERSONS

26. **Shri A. C. Guha:** Will the Minister of Rehabilitation be pleased to state:

(a) whether Government have any scheme for helping the T.B. patients among the displaced persons of East Bengal;

(b) if so, the number of beds in sanatoria and hospitals available to them, the total number of such patients and the total number receiving Government aid; and

(c) the pecuniary aid given to such patients?

The Minister of State for Rehabilitation (Shri A. P. Jain): (a) Yes.

(b) Two hundred and sixty-three beds have been reserved for T. B. patients from East Pakistan. The total number of T.B. patients is not

known. The number of those receiving Government aid is 263.

(c) Where free beds are provided no other pecuniary aid is necessary since all expenditure on nursing, diet and medicines is met by Government.

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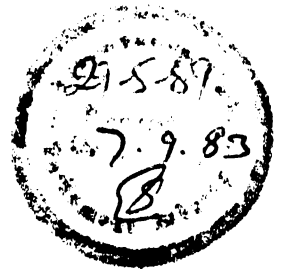
# PARLIAMENTARY DEBATES

(Part II—Proceedings other than Questions and Answers)

OFFICIAL REPORT

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VOLUME I, 1952



(5th February, 1952 to 29th February, 1952)

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Fifth Session

of the

PARLIAMENT OF INDIA

1952

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## CORRIGENDA

to

the Parliamentary Debates (Part II—Other than Questions and Answers), Fifth Session, 1952

In Volume I,—

1. No. 2, dated the 6th February, 1952,—

(i) Col. 23, line 33 for "to provide for" read "further to amend", and in line 2 from bottom for "further to amend" read "to provide for".

2. No. 5, dated the 12th February, 1952,—

(i) Col. 309, for existing last line read "chancellories or in government, but"

(ii) Col. 362, line 31 for "Kamth" read "Kamath".

3. No. 6, dated the 13th February, 1952,—

(i) भाग ३९१, पंक्ति १५ में "एम जुनही" के स्थान पर "जुल्म नहीं" पढ़ें ।

(ii) भाग ३९२, पंक्ति २५ में "बतक" के स्थान पर "बक्त" पढ़ें ।

(iii) Col. 443, line 8 for "ony" read "only".

(iv) کالم ۳۷۲ آخری لائن کے شروع میں وہ ملی ہیں ان کے متعلق یہ پڑھیں —

(v) Col. 529, for existing last line read "excess of such moisture as may reasonably be expected, by watering the".

(vi) Col. 530, insert "both parties are protected. They pro—" as last line.

4. No. 8, dated the 15th February, 1952,—

(i) Col. 648, after line 7, insert "this demand has come before the House today, that".

(ii) Col. 658, line 32 for "OUTLAY" read "OUTSIDE".

(iii) Col. 659, line 6 from bottom for "Jagivan Ram" read "Jagjivan Ram"

(iv) Col. 676, last line for "liament" read "Parliament".

(v) Col. 686, line 16 from bottom for "Gapalaswami" read "Gopalaswami".

5. No. 9, dated the 18th February, 1952,—

(i) भाग ८०३, नीचे से पंक्ति ४ में "जचित राम" के स्थान पर "अचित राम" पढ़ें ।

6. No. 11, dated the 20th February, 1952,—

(i) भाग १००७, पंक्ति ९ को "की जरूरत है" पढ़ें ।

7. No. 14, dated the 23rd February, 1952,—

(i) Col. 1184, line 8 for "Jagivan Ram" read "Jagjivan Ram".

(ii) Col. 1191, for existing line 4 read "Clause 6 —Contributions and matters".

(iii) भाग १२२७, पंक्ति १० में "यस्य" के स्थान पर "सत्तम" पढ़ें ।

8. No. 15, dated the 25th February, 1952,—

(i) भाग १२५४, पंक्ति २४ में "रती" के स्थान पर "तीर" पढ़ें ।

9. No. 19, dated the 29th February, 1952,—

(i) Col. 1564, in the beginning of line 17 from bottom insert "voted".

(ii) Col. 1612, line 3 from bottom for "purpose" read "propose".

(iii) भाग १६२४, पंक्ति ५ में "सउन" के स्थान पर "उस ने" पढ़ें ।



**THE  
PARLIAMENTARY DEBATES**

(Part II—Proceedings other than Questions and Answers.)

**OFFICIAL REPORT**

1085

1086

**PARLIAMENT OF INDIA**

*Friday, 22nd February, 1952.*

*The House met at Half Past Nine of  
the Clock.*

[MR. SPEAKER *in the Chair*]

**QUESTIONS AND ANSWERS**

(See Part I)

10-42 A.M.

**MOTION FOR ADJOURNMENT**

**SLUMP IN COTTON PRICES**

**Mr. Speaker:** I have received notice of an adjournment motion from Dr. P. S. Deshmukh on, as it says, "the grave situation which the cotton growers of India are facing as a result of unusual slump in the cotton prices, as a result of the policy of the Government of India". In the first place, I do not think that this matter raises any one definite issue. Also, there is doubt whether questions of policy should be properly discussed on adjournment motions. I do not know when the slump began and also from what point of time this policy was started which was responsible for this slump. Therefore.....

**Dr. Deshmukh (Madhya Pradesh):** I can explain, Sir.

**Mr. Speaker:** But we need not take up time with that explanation. The hon. Member will have an opportunity, I believe, when the vote on account comes up.

**Dr. Deshmukh:** But, Sir, this is a matter of very great importance to a large number of people.

**Mr. Speaker:** That is quite all right. But the point is that the adjournment motion is not the proper method of raising this question, howsoever important it may be.

407 P. S.D.

**RAILWAY BUDGET, 1952-53**

**The Minister of States, Transport and Railways (Shri Gopaldaswami):** In compliance with Article 112 of the Constitution, I rise to lay before Parliament the Annual Financial Statement in respect of Railways showing the estimated receipts and expenditure for the year 1952-53. On a similar occasion last year, in introducing this Statement before the House, I said, "This is my third Budget. It will be my last one also..."

**Shri R. K. Chaudhuri (Assam):** No, no.

**Shri Gopaldaswami:** I am only reading out what I said last year: "...and I look forward to handing over this magnificent national asset and its management to young and capable hands before the Budget for 1952-53 becomes due." I must apologise for standing in this place again to present the Railway Budget for the year 1952-53. But I am not to blame for this state of things. The blame attaches to the timing, duration and completion of the General Elections. Out of the 497 Members of the new House of the People about 417 have been declared elected already. A few results are still to come in. And the commencement and completion of the elections for the Upper House have still to be arranged for. So it is clear that the new House of the People and the Ministers who will be responsible to it will not be in position for perhaps another two months, and it has fallen to my lot to stand before you today and present this Annual Financial Statement for Railways. But I propose to do only the minimum that may be required of me before the new Parliament meets. I propose to present only this Annual Financial Statement. The voting of the Demands for Grants under article 113 has necessarily and very properly to be left to the new House of the People which will be supervising and controlling the administration for at least eleven out of the twelve months of the next financial year. I propose to ask this House only

[Shri Gopaldaswami]

to vote such supplies as may be necessary for meeting the estimated expenditure for the first four months of the coming financial year.

It has been the practice—and I myself have followed it—of accompanying the presentation of this Annual Financial Statement with a speech from the Railways Minister, and that speech, on the three occasions on which I had to make it, took me on the average, about an hour and a half to deliver. I do not want, this year, to inflict such an agony on the hon. Members of this very much attenuated House which is speeding fast towards its own extinction. Perhaps the agony may be left to be inflicted by the Minister who will stand in this place before the new House of the People and perhaps hon. Members would like that agony to be endured not so much by themselves but by the very much larger House that will face the new Minister of Railways.

I have therefore no speech to deliver today. I propose only to say a few words by way of presenting this annual Statement. The Annual Financial Statement gives the estimates for the whole year, as without a picture for the whole year the House will not be in a position to judge the propriety of granting supplies even for the first four months. Instead of a speech, or in place of a speech, in addition to the usual documents that are handed over to hon. Members on an occasion of this sort, I am placing on the Table a White Paper. This White Paper is divided into two parts. It incorporates the usual Explanatory Memorandum of the Financial Commissioner for Railways which is an annual document. But this document is preceded by an introduction to which I would invite particularly the attention of hon. Members. It is a rapid survey of the history of railway enterprise in this country and of the broad results of railway working. It is not merely that. It is, if hon. Members will care to devote some time to reading it, an imaginative assessment of policy, programme, execution and administration. It is inspired by a healthy optimism as to the future, founded, firstly, on the actual achievements in railway administration since Independence and, secondly, it is a recognition of practical Indian statesmanship at the top political level and is also rather inspired by the proved confidence in Indian railwaymen—technical, general, administrative and financial. That is to say, it looks forward to the future with the fullest confidence as to the achievements that may be expected.

I wish on this occasion to draw attention only to a few salient points in the estimates that are placed before the House. It is usual to refer to the results of railway administration in the last completed year, the current year and what is expected in the coming year. The revised estimates of gross traffic receipts and working expenses were placed at Rs. 263·4 crores and Rs. 180·31 crores respectively for the year 1950-51. The variations were small. The surplus for the year was estimated at Rs. 14·24 crores. The actual figures amount to Rs. 15·05 crores, largely due to a saving of Rs. one crore under Miscellaneous Expenditure.

For 1951-52 the budget estimates placed the gross traffic receipts and working expenses at Rs. 279·50 crores and Rs. 216·97 crores respectively. The latest anticipations with regard to the current year are that as a result of large scale import of foodgrains and an increase in industrial production the goods earnings will improve by Rs. 7·51 crores. There have been increased military movements and a large scale diversion of traffic in smalls to parcels account and these account for an improvement of Rs. four crores approximately. These increases are offset to the extent of 2½ crores in the earnings from passenger traffic of which Rs. one crore is attributable to the decision taken after the introduction of the Budget not to apply the increase in passenger fares to suburban traffic. The residue of Rs. 1½ crores is attributable to a drop in first and inter class traffic.

There has been an increase of Rs. 8·97 crores in the working expenses, of which Rs. 3·32 crores is attributable to the increase in the dearness allowance granted during the year. Rs. 1·09 crores has been absorbed by larger losses on grainshops due to increase in prices. Operational expenses recorded an increase of Rs. 1·40 crores due mainly to the introduction of additional train services; the acceleration in the programme of repairs and maintenance accounts for an additional Rs. one crore.

The net surplus for the current year after payment of the dividend to general revenues is now estimated at Rs. 22·06 crores against the budget estimate of Rs. 21·85 crores. This will be distributed between the Development Fund and the Revenue Reserve Fund—Rs. ten crores to the former and Rs. 12·06 crores to the latter. Besides this, an appropriation of Rs. 30 crores to the Depreciation Fund is included under Working Expenses.

For the Budget year the gross revenue is placed at Rs. 298.47 crores, roundly Rs. 299 crores, which is a crore less than 300 and the Working Expenses are estimated at Rs. 232.94 crores. The goods earnings are likely to increase, partly due to augmentation of railway transport capacity and partly to increase in industrial activity. Further progress has been made in the process of rationalisation of the freight structure by adjustment in the rates for sugar, oilseeds, iron and steel and coal—particularly, coal—and these are estimated to bring additional revenues of the order of Rs. nine crores.

Passenger earnings are estimated to produce Rs. 1.25 crores less than in the current year. Taking these facts into account the gross earnings of the coming year are estimated to produce Rs. ten crores more than the revised estimates of the current year. The Ordinary Working Expenses of Rs. 202.7 crores are about Rs. seven crores more than the revised estimates for the current year. Increased coal freight alone will account for Rs. 2.4 crores. Continued increase in the cost of supplies and services and an acceleration of the programme of repairs and maintenance account for the balance.

Hon. Members will have noticed that thus the growth in expenditure is well below the growth in revenues in spite of additional services and larger amenities being provided. This reflects the effectiveness of the financial and administrative control which has been exercised on the economics of railway operation.

11 A.M.

After payment of dividend to General Revenues the net surplus is estimated to be Rs. 24.87 crores. The capital programme for the railways has now been stepped up to Rs. 80 crores in the coming year of which Rs. 43 crores will be expended on replacement of rolling stock and machinery and about Rs. 37 crores for structural and other engineering works etc. It is expected that with the financial provision which has now been made and which is proposed to be maintained in the coming years the back log of arrears of replacements will be fully overtaken by the year 1954-55. A provision of Rs. 15 crores has been made for track renewals so that the bottlenecks in the faster movement of traffic may be eliminated. Important other provisions are: Rs. one crore for the completion of the Chittaranjan locomotive project, Rs. 1.2 crores for the coach building factory at Perambur which is expected to be in production in two years' time, Rs. two crores for the Kandla-Deesa project; there is also provision for the construction of the fol-

lowing three new railway lines: Madhopur—Murliganj on the O.T. Railway, Kastagram—Pariharpur on the E. I. Railway and Quilon—Ernakulam on the Southern Railway.

The major demand on the resources is certainly for rehabilitation. When this rehabilitation is completed, capital allotments should be and could be more largely diverted towards the expansion of rail facilities in India. We are making provision already in a small way for essential projects of expansion. It has been agreed, however, that there will be a transport component in the estimates of major industrial plans, that is to say when a large industrial scheme is undertaken, simultaneously provision should be made for the additional transport facilities that will be required for making that industrial scheme the success it deserves to be. Provision for this purpose will be in addition to what I have mentioned already.

Now, the period of five years since independence will be completed with the budget year. It has been one of remarkable expansion of the Indian Government Railways system. I would only mention a few points to show how remarkable it has been. The route mileage of Government Railways has increased by 6,880 to 33,303 on 31st March, 1951. This was of course due largely to the integration of the ex-Indian State Railways. The capital at charge of Government Railways will by the end of the budget year increase by Rs. 160 crores to a total of Rs. 862 crores on 31st March, 1953, about a third of the additional capital representing the capital of the ex-State Railways. The gross traffic receipts during these five years will have increased by 40 per cent. from Rs. 213.10 crores to Rs. 298.47 crores, the highest figure so far touched in the history of Indian Railways. The ordinary working expenses representing the cost of railway operation will record an increase of only 26 per cent. the total amounting to Rs. 202.7 crores. The ratio of ordinary working expenses, excluding depreciation, to gross traffic receipts will register during this period a decrease from 75.3 per cent. to 67.9 per cent. The net earning power of the Government Railways has also improved considerably. The net traffic receipts recorded an increase of 64.8 per cent. from Rs. 39.78 crores in 1948-49 to Rs. 65.53 crores in 1952-53. The return on capital, that is the percentage of the net traffic receipts to the capital at charge, has steadily risen from 5.66 per cent. in 1948-49 to 7.6 per cent.

After meeting in full the dividend payable to General Revenues, Railways

[Shri Gopalaswami]

have utilised the net surplus towards strengthening their reserve funds. The balances in the Depreciation, Development and Revenue Reserve Funds will amount to Rs. 163.55 crores on 31st March, 1953. I mention these facts to indicate how sound at the present moment the finances of the Indian Government Railways are. There are indeed few railways of the same magnitude in the world, in countries of comparable size and volume of traffic, which can claim to have done anywhere near so well in recent years as Indian Railways.

A good deal of what we have been able to do during the last two—three years is due to the revised financial Convention which was ratified by Parliament and which came into force on the 1st April, 1950. To illustrate what this has meant, I would only quote a few figures. As a result of this new Convention it has been possible to make increased allotments for the rehabilitation programme—in 1949-50 we allocated Rs. 31 crores for this purpose, in 1950-51 Rs. 32 crores, in 1951-52 Rs. 53 crores according to the revised estimate, and in 1952-53 the budget estimate puts it at Rs. 58 crores—in all totalling Rs. 174 crores in the course of four years. This impressive increase in the provision of funds for rehabilitation is being utilised to make good the deficiencies of earlier years due to the effect of war and partition. Under locomotives, during these four years we have provided an additional 1,135 locomotives, under carriages we have provided 2,214, under wagons 18,711. But even so, we have still to make considerable progress before we can say that we are above lack of adequate facilities or above being dependent on very inadequate facilities for moving both passenger and goods traffic.

[PANDIT THAKUR DAS BHARGAVA in the Chair]

On the 1st April 1951 the number of locomotives which required to be replaced was 1,640, the annual replacement figure calculated on our total stock being of the order of 200. Under coaches, 5,120 was the figure and under wagons 25,000 wagons remained to be replaced on the same date, the normal annual wastages under these heads being only 600 and 5,500 respectively. The condition of the track had considerably deteriorated as maintenance and replacement could be carried out only to the minimum required for safety purposes in previous years. During the war, 26 branch lines were torn up and dismantled to provide permanent way materials for use overseas

and on military projects in India. These have to be restored and a three-year programme of restoration has been undertaken and many of the dismantled lines are in the process of this restoration at present. It is hoped that this programme will be completed in another two or three years.

It is not merely that we are financially very much better off. Railways have shown a considerable increase and a welcome increase in what you might describe as "operational efficiency". There has been remarkable improvement in this respect as is evident from the following facts. The wagon turn-round both on the broad gauge and on the metre gauge railways which was 11.1 and 6.4 days in March 1949 had decreased to 10.5 and 5.8 days in March 1951 respectively. The number of engine failures in 1948-49 was 7,250 while in 1950-51 it was only 3,911. The engine miles per engine failure were 30,000 in March 1949 and the corresponding figure in March 1951 was 40,000. The detention of wagons in big marshalling yards which was 32 hours in 1948-49 had been reduced to 22 hours in 1950-51. In the handling of goods traffic on the railways, there has been a very general improvement all over. But the most outstanding achievement of the year 1951-52 has been the part played by the railways to assist my hon. colleague the Bihar Minister to avert famine in Bihar. While in 1950 Bihar received only 74,000 tons of foodgrains from outside the State, 7.8 lakh tons were imported in 1951, of which nearly five lakh tons had to be transported within the short period of about three months before the transport system in the rural areas could be immobilised by the rains.

In addition to all this, many records in railway administration have been broken. New records have been established. The magnitude of this achievement is there for anyone to see. But I will mention two or three of these items in order to prove what I have said. In recent years, the magnitude of the increase in the volume of traffic has been unusually heavy. I have had a comparison made under a few of these items between the state of things at present and the state of things as they existed in 1938-39, that is, just before the outbreak of the last war. In making this comparison, we have taken only those railways which have not been affected by the partition or the integration of the ex-Indian States' railways. Taking these comparable railway systems and adding the figures of all these systems together, we find—taking 100 as a kind of

index figure for 1938-39—that the number of passengers originating has shown an increase to 306 in 1950-51; passenger miles 271; tons originating 123; and ton miles 144. I do not think I would weary the House much further.

There are two events which are likely to take place before the next financial year closes. One of them is the holding of a session of the International Railway Congress in this country. An invitation was extended to them and it has been accepted. The second is the Centenary of the Indian Railways. The first train steamed out of Bombay in 1853. In 1953 the Centenary occurs and it is proposed to celebrate it as befits the occasion. Plans are being got ready for that purpose and it is expected that if possible these two events might synchronise sometime in the spring of 1953 and if they do not actually synchronise the Centenary will probably follow the International Railway Congress within a few weeks.

Before I close I should like to say a few words about the assistance that it has been my good fortune to receive from everyone connected with the railway administration in this country. I would call them all railwaymen and at the head of this body I place my hon. colleague Mr. K. Santhanam. From him I have received co-operation and assistance which cannot be measured in any conventional terms. He has been bringing to his task an amount of knowledge of railway problems and administration a capacity for hard work and intelligent advice which have given me assistance which I value very greatly. I had hoped that it would have been possible for him to have continued his connection with railway administration in this country for some more years at least, but the vagaries of the ballot box have deprived Parliament of the valuable services in this direction which he might otherwise have rendered. He is, however, proceeding to take up responsibilities of a different character. May I, on behalf of myself and on behalf of all other Members of the House, extend to him our greetings on the assumption of his new responsibilities and wish him god-speed in the good and constructive work he would be called upon to render in his new capacity?

Of the assistance I have received from members of the Railway Board I would not speak at any very great length. That assistance has been rendered with loyalty, enthusiasm and an anxiety to produce the best results which have extorted my appreciation. And let me say in answer to some critics who hesitated to accept the

small changes I made in the constitution of the Board a year ago, that those changes have produced results which are all to the good; administration has improved; administration has been smoother and the relations between the political chiefs and the permanent services who man the Railway Board have been of the happiest possible description. Beyond that the Railway Board has maintained contact with its regional chiefs and the officers and men around them in a manner which is all to the good.

[MR. SPEAKER in the Chair]

Of officers on the railways and the men on the railways I wish only to say this: they are a fine body of men. I do not know if hon. Members nowadays hear so much of corruption amongst officers on the railways as they used to complain of a few years ago. I believe the standard of character amongst railway officers is high, I would say, compared with the standard which perhaps might exist elsewhere. I can say after more than three and a half years of experience of these men that their standard is really high. The capacity of the men and officers is such that it will not compare unfavourably with any similar body of men elsewhere in the world. It is only when our men go to some of these international conferences, it is only when international congresses meet here, that they find that after all they are not such an inferior body of men as ordinary people take them to be. There are people in other parts of the world who are anxious to get their help and assistance in solving their problems in their own countries.

With the trade unions, I must say, on the whole, my relations have been happy. There have of course been threats of strike now and then. But I have never found it impossible to come to terms with the leaders of these trade unions. That, I think, is evidence of the sense of responsibility which actuates these leaders. There was a threat of a strike in the current year and negotiations were started and at the end it was possible to avert the strike, a development which I attribute to the sense of patriotism that animated both leaders and men in these trade unions. And though within the last day or two we have been told that the strike is not off—the threat might be revived and so on—I have no doubt that any person who happens to be in my place, if only he will tackle it in the proper way, will be able to arrive at settlements which would be acceptable both to the Government-employer and the workers on the railways.

[Shri Gopaldaswami]

I wish to say no more except to refer to a concluding observation I made last year in my speech. I said then, "An emotional peroration is however not amongst my failings. I can only end now by saying Indian Railways have since I made my last budget speech done definitely better and will do better and better in the future."

Let me conclude by saying that Indian Railways have done better in 1951-52 and will do still better in the years to come.

#### BASIC PLAN CONFERENCE OF FOOD MINISTERS

The Minister of Food and Agriculture (Shri K. M. Munshi): I propose to make a statement to the House on some decisions arising from the matters that we discussed at the Basic Plan Conference of the Food Ministers.

The Basic Plan Conference of the Food Ministers met on the 19th and 20th of this month and reached certain decisions. It was found on scrutiny that the five million tons which we proposed to import this year are adequate to meet the demands of the country except in the matter of rice. The international position of rice supplies is precarious and the conference, in view of the difficulties in the South, devoted particular attention to husbanding the internal resources to the highest extent. It was, therefore, decided that certain austerity measures as regards rice should be enforced and a concerted drive for the procurement of rice should be undertaken particularly in the surplus States of Madhya Pradesh and Orissa. All the States have agreed to put forward their best efforts in order to secure the maximum procurement.

In view of the necessity of securing prompt internal procurement of rice, the Government of India have decided to allow an increase, varying according to areas and circumstances, in its procurement price not exceeding Rs. two per maund in all States. This increase will be effective only up to the end of May 1952. It is hoped that the increase in price will enable the surplus States to make available a minimum of 500,000 tons of rice to the deficit areas.

The Government of India have also reconsidered the present scheme of food subsidy which is confined to certain selected industrial towns in highly deficit areas. It has been found that the subsidy does not make any significant contribution to lowering the cost of living in the industrial towns and the cost of manufacture of goods. It

is also the contention of practically every State Government that the maintenance of low issue prices in the subsidised towns and much higher prices in the rest of the State cannot be justified before the people of the State. Again, since prices of foreign imported foodgrains have registered a further increase recently, the disparity between the prices in the subsidised and unsubsidised sections will become larger this year under the present scheme. After careful consideration the Government of India have decided to discontinue the present subsidy as from March 1, 1952, subject to certain exceptions. The exceptions are that all imported milo will be subsidised and issued to State Governments at Rs. 15 per maund as against its present actual cost of Rs. 19 per maund. In addition, Travancore-Cochin, which is a highly deficit area and hence in a class by itself, will be given some financial assistance to prevent an undue increase of issue prices in the State.

The present scheme of procurement bonus entitles surplus States to the bonus if their exports to deficit areas exceed an estimated target and entitles deficit States to receive a similar bonus if their imports fall below an estimated target. It has been found from experience that such bonus does not serve as a special incentive for increasing exports from surplus States or reducing imports into deficit States. The Government of India have therefore decided to discontinue the bonus scheme also. Certain types of development schemes which are at present financed from bonus received by the States will hereafter be financed by a direct grant.

#### APPROPRIATION (RAILWAYS) BILL

The Minister of States, Transport and Railways (Shri Gopaldaswami): I beg to move:

"That the 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, 1952, for the purposes of Railways, be taken into consideration."

I do not think I need say anything on this. The House has voted the supplementary grants and this is merely putting the seal of law on these appropriations.

Mr. Speaker: The question is:

"That the 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, 1952, for 'he purposes of Railways, be taken into consideration."

The motion was adopted.

Clauses 1 to 3 were added to the Bill

The Schedule was added to the Bill.

The Title and the Enacting Formula were added to the Bill

**Shri Gopaldaswami:** I beg to move:

"That the Bill be passed".

**Mr. Speaker:** The question is:

"That the Bill be passed."

The motion was adopted.

#### APPROPRIATION BILL

**The Minister of Finance (Shri C. D. Deshmukh):** I beg to move:

"That the 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, 1952, be taken into consideration."

This motion also does not require any speech because most of the matters covered in it have already been discussed.

**Mr. Speaker:** The question is:

"That the 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, 1952, be taken into consideration".

The motion was adopted.

Clauses 1 to 3 were added to the Bill

The Schedule was added to the Bill.

The Title and the Enacting Formula were added to the Bill

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

"That the Bill be passed."

**Mr. Speaker:** The question is:

"That the Bill be passed."

The motion was adopted.

#### THE PUNJAB BUDGET, 1952-53

##### DEMANDS FOR GRANTS ON ACCOUNT

**Mr. Speaker:** We will now proceed with the further discussion and voting on Demands Nos. 9, 10, 13, 15, 20, 29, 30 and 38 for grants on account (Punjab State). The cut motions are also under consideration.

In this connection a point was raised as to how far an amount as shown in the Appropriation Bill in excess of the *pro rata* amount or at any rate in excess of the amount as finally arrived at for the whole year's demand, was permissible. I anxiously considered the point. I have carefully gone through the arguments advanced by various hon. Members, as also the hon. the Finance Minister during the course of the debate on the 19th February, 1952. The question is of importance from the point of view of correct interpretation of the provisions of the Constitution; but more than that, it is of greater importance from the point of view of the exercise of control of this House over the financial affairs of Government.

Viewed from the latter point of view, it is for consideration as to whether the system of deduct-entry is any longer desirable in the present set-up of things. There are, I appreciate, various practical difficulties in abolishing the system all at once with short notice, as the same has been prevailing for a long number of years. I would, therefore, like the hon. the Finance Minister to examine the question of the manner of keeping accounts, so that it may not conflict with the proper interpretation of the Constitution and at the same time carry out the object thereof which is to secure an effective control of the House. The matter is complicated and necessarily requires deep and quiet thought. The Estimates Committee of the House may also be helpful and it may therefore be consulted on this point.

So far as the present limited question is concerned, I find that a specific estimate of rupees five crores and odd is made on account of expenditure likely to come in the course of payment during the first four months; and the probable receipts are shown both by the footnote, as also in the main body of the Budget. Further, the totality of the year's Budget is going to be put to the Punjab Legislature where matters of policy regarding the operation of trade activities of that Government can be thrashed out. I would therefore like to know what the hon. the Finance Minister has to say about the system of accounts to be maintained hereafter. I would not like to commit this House or myself or the Punjab

[Mr. Speaker]

Legislature just at the moment to any particular view about the true interpretation of the provisions of the Constitution or the wider constitutional aspect. This should not be taken as expressing my views on the constitutional aspect or as a precedent.

**The Minister of Finance (Shri C. D. Deshmukh):** Sir, I am very grateful for the guidance that you have given in this matter. It does raise an important procedural point which has a constitutional bearing in regard to deduct-entries and as I have not had the time to discuss the question with the Comptroller and Auditor-General, I am not in a position to say how a difficulty of this kind could be got over in the General Budget to be introduced in a few days' time. Last year, we dealt with the Budget and although there were many receipts in the form of deduct-entries under expenditure, I do not believe there was a case where the matter became conspicuous by reason of the Vote on Account under any particular demand exceeding the total expenditure shown for the year. Nevertheless, whatever we did last year, it is important to ensure that we do not violate the letter and spirit of the Constitution in any direction. Off-hand, I can think of one or two alternative ways of getting out of the difficulty. It might be possible to submit for the vote of the House, the gross expenditure and yet make an arrangement with the Comptroller and Auditor-General to have the receipts accounted for in a particular fashion. The only objection that I can think of at the moment to any procedure other than the one followed at present is that there is a risk of both sides of the Budget being inflated, but that could be avoided and yet the constitutional propriety of submitting the gross expenditure to the vote of the House is secured and that might be a very appropriate solution. I shall have a further opportunity of making a statement on this matter.

In regard to this particular demand no immediate question arises of constitutional propriety and the only question that arises is of logic, if I might say so, that is to say hon. Members are entitled to know why we are asking them to vote a demand of Rs. five crores and odd when the total demand of the year is set out as Rs. 34 lakhs and odd and I think that logical perplexity could be removed by an explanation such as I have already given. Once the House is satisfied about the reasons why the total expenditure for this period exceeds the total expenditure as shown, then I see no legal objection to their voting

the sum which is actually set out as the estimated expenditure for part of the year for the purposes of the Vote on Account. There is no other sum that I can substitute for that sum because it does happen to be the expenditure estimated to be incurred during this period and fortunately it happens that there are no receipts during the period anticipated. Therefore, this is both the gross and the net expenditure and hence the constitutional request that I am making to the House is that this particular expenditure for the purpose set out be voted. Therefore, as you say, without committing yourself to any ruling in regard to the general issue, it would be quite in order for the House to proceed to consider the demand on its merits and if they are satisfied about the merits, to vote it.

**Shri Kamath (Madhya Pradesh):** May I ask a question for the resolution of a doubt that still lingers in my mind in view of the explicit provisions of article 116 which says that the procedure for the Vote on Account is regulated by the provisions of article 113, clause 2 of which says that the House shall have power to assent or to refuse to assent to any demand or to assent to any demand subject to the reduction of the amount specified therein? Article 116 gives power to the House to make any grant in advance in respect of the estimated expenditure for a part of any financial year, and which therefore should not be, according to the provisions of the Constitution more than the total demand; and even otherwise the House has not power to assent to any enhancement of the demand. Under article 114 no money shall be withdrawn from the Consolidated Fund of India except under appropriation made by law. Now, if the House votes any demand which is far more than the total demand as shown in the papers—of course the footnote explains the thing clearly, but the demand actually put before the House is something different—I would like to know how this will be reconciled—the difficulty arising out of article 116 as read with article 113 so far as the actual voting on account is concerned.

**Mr. Speaker:** I had considered that aspect also. It did not escape my attention. The hon. Member will be pleased to see that what the House is called upon to vote for is not the annual Budget as presented here. It is requested to vote upon the specific demands upto a specific period, so far as this House is concerned. In a sense it may be anomalous to say that this is a Vote on Account. This is a Vote on Account so far as the Punjab Legislature is concerned and since we are



dealing with only a part, we go by the popular name of Vote on Account. Therefore, we would further see that what the hon. Finance Minister has presented to the House for the vote of this House is a specific demand of Rs. five crores and odd. He is not placing before this House for its vote the total Budget for the 12 months. Am I right in this position?

**Shri C. D. Deshmukh:** This is so, Sir. I place the annual statement as an explanatory Memorandum.

**Mr. Speaker:** I myself was worried with this point. But when I considered it further, I found that though ordinarily one would expect that the Vote on Account will be a proportionate part of the 12 months' expenditure, in this case the House is not requested even to consider or vote on the whole year's Budget, which is placed before the House with a view to give the specific reasons for vote on this amount of Rs. five crores and odd. We have got the explanation as to how the amount is to be spent during the first four months. The receipts will come in, as a result of trade operations when the matter is out of the hands of this Parliament and they will be accounted for to the Punjab Legislature. Therefore, the hon. Finance Minister rightly pointed out that it is more or less, as he said, a matter of logic.

**Shri Kamath:** Will that still not create a slight anomaly under article 116? Under article 116, the House can exercise power to make any grant in advance in respect of the estimated expenditure for a part of the financial year. Passing this amount may mean that we are making a grant of five crores and odd in advance in respect of a demand for 34 lakhs for the whole year.

**Mr. Speaker:** No, no. There is no conflict. The ultimate result of accounting, on account of the deduct-entry system adopted in the accounts of the State will be that the State will be out of pocket to the tune of Rs. 34 lakhs. But, it is an undoubted fact that they do require for purchase or for some operations as stated, a sum of Rs. five crores and odd in the beginning. As we are only dealing with a part, we are concerned with that and not with the ultimate result. Therefore, it is that I have said in my ruling that the matter of accounting should be examined. It is a question more or less of accounting. It does not contradict the provisions of the Constitution. The matters will stand differently if the entire Budget along with the Vote on Account, simultaneously come before the House for

sanction. Therefore, I referred to the question of the General Budget and the hon. Finance Minister has said that he will take steps to examine the position. It is not an easy position. The Budget papers, as they are today, if he adopts some other method, will have to be scrapped and printed *de novo*, at any rate, in some respects. That is what will happen.

**Shri Kamath:** The general question then awaits examination.

**Mr. Speaker:** That is what I have said. It is more or less a question of accounting, the mode of keeping of accounts, and consistently following the provisions of the Constitution. That is the position.

**Shri B. Das (Orissa):** May I make a submission? I am grateful for your ruling because it is on the important subject of accounting which this House or even the Finance Ministry has not thought of so far since the Constitution was passed. You were pleased to observe, Sir, that the Estimates Committee will go into the matter.

**Mr. Speaker:** May be consulted.

**Shri B. Das:** Yes; may be consulted. I would also suggest and the House requests you, that the Public Accounts Committee will have to be consulted. In the past, the Public Accounts Committee has guided this Government and the previous Government about the forms of accounts. The Estimates Committee which has been functioning for the last two years, is not going into the form of accounts. But, the Public Accounts Committee had to deal with that for many many years. Apart from that, my hon. friend the Finance Minister feels that the Comptroller and Auditor-General must be consulted in the matter of the form of accounts and in the decision of the points raised by my hon. friend Mr. Kamath, the other day and alluded to this morning. It is not on account of the accident of my being a member of the Public Accounts Committee that I am trying to add an additional burden on the Public Accounts Committee. From past experience I am of that view. The Public Accounts Committee did advise the Finance Ministry to change the form of accounting. But, that is only pure form. The constitutional issue that has been raised is a very difficult one. The hon. Finance Minister himself cannot solve it. He will have to go into the constitutional issues, and consult constitutional advisers. The Auditor-General will have to be consulted. Whether the two statutory Committees of this House are to be consulted or not, that is for the House

[Shri B. Das]

to consider and determine. As regards the small point under issue, we are only following the past procedure and past precedents. If after a close examination, the Government of India comes to the conclusion that a new form of accounting shall prevail in the matter of presentation of the Budget either to this Parliament or in the State Legislatures, that matter will require detailed examination; it is not a matter for hasty conclusion.

**Mr. Speaker:** I am thankful for the suggestion made. I can assure the Chairman of the Public Accounts Committee that his Committee also will have a right to figure in the picture. I am sure the hon. Finance Minister will consult all who can give him help in this direction. It is not a matter merely of the interpretation of the Constitution, but further essentially a matter of the manner in which accounts are to be kept. It is for that reason that consultation with the Accountant General and Auditor-General who have been dealing with the accounts of the Centre as well as the States is essential. I suggested the Estimates Committee particularly because it is concerned with the running finances and running expenses, forms of estimates, etc. of the Government of India. The Public Accounts Committee, if I may use a metaphor, is practically dissecting a corpse. It is not negligible; it is very important. If the hon. Member has to make any suggestions, the hon. Finance Minister, I am sure, will take them into consideration.

**Shri C. D. Deshmukh:** I shall be very glad to do so.

**Mr. Speaker:** We shall proceed with the discussions now.

**Shri C. D. Deshmukh:** Sir, observations were made in regard to various Demands and I think it would be convenient if I dealt with all of them together, although they related to different Demands, in the course of my reply.

**Mr. Speaker:** Yes; the discussion has been common.

**Shri C. D. Deshmukh:** I shall first deal with the observations made in regard to scarcity conditions in South East Punjab. Of the five *tehsils* in Hissar district, one namely Sarsa is not affected. In the remaining four, the position regarding fodder in the un-irrigated areas, more particularly in the Bhavani *tehsil*, is reported to be deteriorating.

[PANDIT THAKUR DAS BHARGAVA in the Chair]

The un-irrigated villages in these four *tehsils* number 516. The number was given by the hon. Members. During the earlier part of the scarcity of fodder, following the failure of the *kharif* crop, a considerable migration of cattle took place. There were also unusually large sales of cattle. But, with the introduction of concessional freight rates for the import of fodder, of which I made mention previously, supplies are now said to be available. More than one and a half lakh maunds of fodder have been imported on Government and private account and this is being sold at reasonable prices. It nevertheless remains true that the poor owners are unable to buy the fodder in view of the continued drought. *Takkavi* loans are being advanced and a sum of Rs. 115,000 has been placed at the disposal of the Deputy Commissioner of Hissar for this purpose, for immediate disbursement. It has also been decided that stud bulls will be maintained from now on at Government expense. I am informed that no death of cattle owing to starvation has been reported.

With regard to food, stocks for feeding the population are available wherever required and Government has a well-organised system of distribution for the rural areas. There is thus no difficulty from the point of view of availability of supplies or in regard to the mechanics of distribution. The poorer people are however finding it difficult to produce the necessary purchasing power. This problem is being tackled by the provision of facilities for work. I have already mentioned some of the works undertaken. I may now inform the House that as a result of a personal enquiry into the position by the Governor of the Punjab two additional roads, Tusham-Sivani and Tusham-Loharu, have been started. Orders have also been given to the local officers to start work on village tanks wherever necessary. In this way, opportunity will be provided for labour near all the villages in need of help.

12 Noon

With regard to the rates of payment to labour, these are being regulated according to the recent schemes of the Planning Commission, and some assurances were given in respect of these rates, that is to say, that the matter would be re-examined. The necessary preliminary arrangements for the opening of cotton and wool spinning centres for women and other disabled persons have been put under way.

In regard to drinking water where supplies are rather short, arrangements are being made through organised private charitable institutions.

The local authorities report that while the situation is undoubtedly difficult, it is well in hand and under control on account of the arrangements already made and those which are now undertaken. The Governor himself has visited several villages and has issued detailed instructions regarding the provision of labour in the scarcity areas.

The next issue that I should like to deal with is rehabilitation. A great deal has already been stated and really the debate has taken a general form arising out of the budget estimates of a particular province, and I am somewhat at a disadvantage in dealing with the whole issue as it involves certain general principles. For instance, the principle is advanced that it is the duty of the whole country to ensure that everyone finds not only shelter but also gainful occupation. I pointed out in the course of my speech that there were limitations to the execution of such a policy within a limited period, having regard to the circumstances prevailing in the country at large. There is unemployment or under-employment in various parts of the country, and there are also un-economic holdings, and I think everyone will agree that there are obvious limitations to the capacity of the country to ensure that both these disadvantages are removed as a matter of the first priority in the case of the displaced population. Apart from whether this would be fair or just or not, which is a controversial matter into which I do not wish to enter, one should remember that various other subjects seem to have an equally clamant priority. Take the defence of the country, or take the necessity of making the country self-sufficient in food, or even the necessity of developing its economic resources. There are so many competing objectives that I for one would hesitate to state that all the available resources of the country must be concentrated on what could be described as a complete rehabilitation of displaced population in the sense put forward by hon. Members who spoke so feelingly on the subject. I think during the course of this debate, a statement was made that there was some kind of a policy decision of Government to the effect that every displaced person would be given a house and means of earning a livelihood, irrespective of the fact whether he had a house or gainful employment in Pakistan. I have made enquiries of the Rehabilitation Ministry and I

have been informed that there is no categorical pronouncement to this effect by that Ministry although actually they have been trying to provide roofed shelter to every displaced person and they are assisting him in the matter of gainful employment. The last two years the Rehabilitation Ministry has been constantly emphasising the need for providing roofed shelter for everyone and the Punjab Government had promised to liquidate this problem within last year. A few persons still remain under canvas in that State; but they are expected to be given roofed accommodation within this financial year.

With regard to gainful employment, under the quasi-permanent allotment scheme, 5.77 lakhs of families or roughly 28 lakh persons have been allotted land. Actual possession has, however, been taken by 3.7 lakhs of families or roughly about 19 lakhs of people. The allottees of land have also been given accommodation in villages and loans totalling Rs. 7.26 crores have also been paid to displaced agriculturists from West Punjab. It is not possible for us to get out the figures for the Punjab separately.

Then I have details here about what has been done for the urban population, but no specific mention was made of that point, and I shall not therefore, take the time of the House by giving those details.

There was some reference made to land in Karnal, and perhaps the House might be interested in having some details about the land there. The total area of land in that district is 19,86,790 acres, of which 6,49,157 acres is waste. Out of that 3,90,525 acres is cultivable. This is all private property and cannot, therefore, be allotted to refugees for rehabilitation as it stands. Government have, however, taken steps to get this land cultivated and the East Punjab Utilisation of Land Act has been enforced in this area. It empowers the Deputy Commissioner to issue one month's notice on owners of such land as has not been cultivated for the last six harvests to undertake the cultivation of this land within a prescribed period. On failure to give this undertaking, the Deputy Commissioner takes over the land and leases it out by open auction for periods ranging between seven to twenty years. Notices issued by the Deputy Commissioner accordingly for taking over land cover 2,66,664 acres; and the areas leased so far out of this are 35,358 acres, and the area cultivated by owners on the threat of taking over their lands is 24,256 acres. The reason why such large areas lie uncultivated in this district is that these

[Shri C. D. Deshmukh]

are in the jungle and require considerable expense and physical effort to reclaim. The Punjab Government also maintains a tractor organisation to help owners and lessees in reclamation operations.

Now, I shall proceed to give some information with regard to the schemes for provision of water, including the Bhakra-Nangal project. There was a reference to the tube-well schemes. At Jagadhri the scheme aims at establishing 256 tube-wells which will augment the supply of the Western Jumna Canal system so as to provide further supply of water for perennial irrigation to an additional 3,40,274 acres. Of these 256 tube-wells 31 were to be constructed under the charge of the Punjab P.W.D. and of these 13 have been completed and are working. In the case of another 17 tube-wells they have been installed and will be working shortly. The bulk of the tube-wells are to be constructed under a contract with Messrs. Associated Tubewells Ltd. The contract with this firm was made in December 1950 and is due for completion in December 1952. It is true that they have so far completed only a small number of wells but the firm maintains that in spite of the preliminary delay, because of inability to get the necessary materials, it will be possible for them to complete their work by the end of December 1952. We shall have to wait and see if they carry out their undertaking. I might add that I met the Managing Director of this firm in London and I made enquiries being interested in the completion of this project not only in the Punjab but in U.P. and Bihar also and I was assured by him that the contract will be completed within the time stipulated.

**Shri B. K. Das (West Bengal):** The same company is working in those two provinces also?

**Shri C. D. Deshmukh:** The same company has the contract for the Punjab, U.P. and Bihar. Another company is likely to get the contract for Gujerat.

**Shri B. Das:** Were they recommended by Sir William Stamp, former Chief Engineer, Irrigation, U.P.?

**Shri C. D. Deshmukh:** I cannot say that he recommended them. We have been dealing with the question for some years now and it was our intention to obtain a loan from the International Bank for tube-well construction, and at that time this firm came to my notice. I believe that the British firm has some kind of affiliation

with an American firm for taking up this work and the departmental officers were satisfied about their competence to carry out this work.

**Shri Amolakh Chand (Uttar Pradesh):** After due tenders and requisite enquiries?

**Shri C. D. Deshmukh:** Oh, yes. I think very great care was devoted on this question in order to ensure that we get both performance and economy. From what I know of this firm I think they will be able to deliver the goods.

**Shri B. Das:** Sir William Stamp was the Managing Director of this firm.

**Shri C. D. Deshmukh:** I now turn to the main project for the supply of irrigation water, that is the Bhakra-Nangal project. I do not think it is correct to say that any assurance was given by any authority in 1947 that the project would be completed in four years. We cannot trace any assurance so given. It is a very complicated project, in fact the most complicated hydro-electric project ever attempted in this country and it is dependent upon a variety of factors, over not all of which we have control, such as supply of foreign machinery, foreign personnel, especially in some very specialised branches. The programme drawn up in accordance with the 1949-50 project estimate was completion of the Nangal Dam, Power Houses Nos. 1 and 2, remodelling of the Rupar headworks, construction of the Bhakra main line and branches and the construction of a major part of the distribution lines and sub-stations by the end of financial year 1951-52, completion of the Bhakra Dam by 1956, monsoon non-perennial supply by 1952 and partially stored supply by 1954-55 and then as a long term measure the installation of additional power units. This was the anticipation in 1949-50 with regard to the project.

As against this the present position is as follows: The Nangal Dam has been very nearly completed, two-thirds of the earth work has been completed on the Nangal Hydel channel and more than half the masonry work, foundations completed on Power House No. 1 and the station will start functioning at the end of 1953, so as to supply power in 1954. (Shri B. K. Das: For Delhi?) Yes. Regarding Power House No. 2 there has been delay in the receipt of plants from manufacturers, and we have not been able to start work.

Two-thirds of the total earth work on the Bhakra canals has been completed and masonry work has been

started. Two branches have been partly done and three new distributaries of the Sirhind Canal have started functioning. It is estimated that the major part of the non-perennial supply will be available in 1954. The perennial works cannot be made available till the Dam is raised by about 2/3 of the project height and the work on the Dam will start only when the river is developed. Half the work on the diversion channel has been completed and it is hoped to divert the river during the winter of 1953-54. As I said in regard to a very important project like this there are several uncertain factors, apart from the availability of money.

In regard to money, the situation is that on the whole execution has not been held up for want of allotments. In 1947-48 the allotment was 2.13 crores, the actual expenditure was 1.24 crores. In 1948-49 we allotted 4.49 crores and most of that money and a little over was spent. In 1949-50 we originally allotted Rs. six crores and we were able to finance an actual expenditure of Rs. 8.33 crores. In 1950-51 I myself was responsible as adviser to Government, when I came here in November, for increasing the allocation for all the river valley projects and we stepped up the allotment in spite of the financial stringency to Rs. 10.60 crores, of which Rs. 9.88 crores was spent. In 1951-52 the budget allotment was Rs. 13 crores and most of it is expected to be spent. Therefore, on the whole I think we can sustain the point that the execution of the Bhakra Nangal project has not been held up for lack of finance.

**Mr. Chairman:** The work was slowed down in particular years.

**Shri C. D. Deshmukh:** It is not always possible to foresee the accession of wealth. When one frames a budget one frames it conservatively, then as during the course of the year it looks as if the revenue estimates are likely to be bettered or that surpluses are likely to arise it is the fixed policy of Government to ensure that money is made available to river valley projects provided we are satisfied that execution is satisfactory.

**Shri B. Das:** Quite so.

**Shri C. D. Deshmukh:** So, sometimes it happens that delays take place not because there is no money but because the Finance Minister wishes to be satisfied that whatever money is allotted will be economically spent and that there will be no waste. I need not go into the details of this project with which I am very familiar; I have also

visited the site and have had talks with all the Punjab engineers. Sometimes there is an unexpected delay in completing a project. It is true some delay was caused by the controversy or the difference of opinion that existed between the engineers as to whether it was better to attempt to execute the work departmentally or to accept certain tenders that have been made by certain engineering firms. All I can say is that the matter was very carefully considered and a very deliberate decision was taken. As it happens sometimes although the reasons for the decision are good certain assumptions which are made in the course of taking that decision are not fulfilled. One of these is that foreign technical personnel to the limited extent necessary would be available and that explains the very vigorous search that has been made in the last two years for obtaining the personnel. I think these difficulties are common to the execution of all big projects and I do not think it would be right for hon. Members to expect clock-work like regularity in this matter. So, in the light of these explanations I hope the House will be satisfied that so far as the mechanics and the control of the scheme are concerned they have now been put on a fairly satisfactory footing, that finance is at the moment no bottleneck and that generally the progress of the project is reasonably good.

**Shri B. K. Das:** The hon. Minister stated that at the end of 1954 non-perennial supply would be available. What will be the extent of the irrigation, that is how much land will be irrigated by that supply?

**Shri C. D. Deshmukh:** I am sorry I have not got the precise figure in regard to non-perennial supply. I do not think that any new land is being brought under cultivation, and since the final scheme aims at irrigating over three million acres I imagine the non-perennial supply will extend to that area.

Then there was some reference made to medical facilities at Amritsar and the treatment of tuberculosis. I have got information here which I shall give to the House especially as the hon. Member who made those charges I see is not here today, but he stirred the sympathy of the House by stating that Rs. 30,000 had been spent on some rest-house while medical facilities were woefully lacking, and so on and so forth, in Amritsar. It was stated in a general form: since medical, educational and other facilities are woefully lacking in the country nothing should be done to improve any rest-house or

[Shri C. D. Deshmukh]

circuit-house or any residential accommodation in this country till these other facilities are attended to. It is I am sure a question of priorities. I am informed that the Punjab Government are contemplating a separate hospital at the new capital about which there was again some controversy, and I think there is some plan for the expansion of medical facilities at Ludhiana. Even in the Amritsar hospital, since partition the following improvements have been made:

A separate eye hospital has been established and the building vacated by the eye section has been re-modelled for use as a maternity hospital with 80 beds.

A new department of obstetric surgery to cater for children has been opened under the charge of a qualified surgeon who is a specialist in the subject.

The Rai Bahadur Gujjarmal Tuberculosis Sanatorium along with its infirmaries and clinics has been provincialised, the number of free beds for poor income patients has been increased from 28 to 54, a new operation theatre and an outstation department has been added.....

There is a long list of improvements made. Therefore all I am saying is that it is unfair to place whatever little money has been spent on improving the rest-house in antithesis against the residual and remaining needs of the Amritsar hospital. That conveys a wrong impression of the development that has already taken place at a total cost which is Rs. nine lakhs per annum; since 1948-49 the Government have spent on an average just over Rs. nine lakhs per annum on the hospital at Amritsar, and the provision for 1952-53 is approximately Rs. ten lakhs.

I think, I have covered most of the major points made in the long debate that has taken place over this Vote on Account and therefore now I commend the Demands for acceptance of the House.

**Shri B. Das:** I am sorry, Sir, you are tied up in the Chair. The hon. Finance Minister made a declaration of the Government of India policy about their obligations to the refugees in the matter of providing a roof over their heads and their employment. On the other hand while you spoke on the floor of the House you, Sir, said Government did promise these things. I would like to have your observations—

even if you are in the Chair—as to whether you are in agreement with the hon. Finance Minister and the policy declaration of the Government of India on those two points.

**Shrimati Durgabai (Madras):** I think the observation is with regard to complete rehabilitation.

**Mr. Chairman:** I have been invited by Mr. Das to express my opinion. Generally speaking, the Government of India and our Prime Minister have been making the statement that every person shall be given shelter and gainful occupation, so far as displaced persons are concerned. But at present I cannot refer to any categorical statement on the subject, but this was the general tenor of the speeches made in regard to displaced persons. Anyhow, that is beside the mark in the present discussion.

**Shri B. Das:** It has been whittled down now.

**Shrimati Durgabai:** I think what has been said is that all the resources of the country cannot be spent on complete rehabilitation of the refugees.

**Shri Barman (West Bengal):** May I ask the Finance Minister what is the present date for the completion of the Bhakra Dam as it has been altered?

**Shri C. D. Deshmukh:** It is correct to say, I think, that now it will not be completed before 1959. According to the tentative revised programme, the Dam is to be completed at the end of 1959.

**Mr. Chairman:** I shall now put the cut motions.

The question is:

"That the demand for grant on account under the head 'Construction of Irrigation Works financed from Ordinary Revenues and Construction of Irrigation Works (Capital Expenditure)' be reduced by Rs. 100."

The motion was negatived.

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

"That the demand for grant on account under the head 'General Administration' be reduced by Rs. 100"

The motion was negatived.

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

"That the demand for grant on account under the head 'General

Administration' be reduced by Rs. 100."

The motion was negatived.

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

"That the demand for grant on account under the head 'Police' be reduced by Re. 1."

The motion was negatived.

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

"That the demand for grant on account under the head 'Education' be reduced by Rs. 100."

The motion was negatived.

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

"That the demand for grant on account under the head 'Industries' be reduced by Rs. 100."

The motion was negatived.

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

"That the demand for grant on account under the head 'Famine' be reduced by Rs. 100."

The motion was negatived.

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

"That the demand for grant on account under the head 'Capital Outlay on Provincial Schemes of State Trading' be reduced by Rs. 100."

The motion was negatived.

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

"That the respective sums not exceeding the amounts shown in the third column of the Order Paper be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March 1953 in respect of the corresponding heads of Demands Nos. 9, 10, 13, 15, 20, 29, 30 and 38 entered in the second column thereof."

The motion was adopted.

[As directed by Mr. Chairman the motions for Demands for Grants, on account, which were adopted by the House are reproduced below—Ed. of P. P.]

**DEMAND NO. 9—CONSTRUCTION OF IRRIGATION WORKS FINANCED FROM ORDINARY REVENUES AND CONSTRUCTION OF IRRIGATION WORKS (CAPITAL EXPENDITURE):**

"That a sum not exceeding Rs. 1,18,92,000 be granted to the Presi-

dent, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'Construction of Irrigation Works financed from Ordinary Revenues and Construction of Irrigation Works (Capital Expenditure)'."

**DEMAND NO. 10—GENERAL ADMINISTRATION.**

"That a sum not exceeding Rs. 49,15,000 be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'General Administration'."

**DEMAND NO. 13—POLICE.**

"That a sum not exceeding Rs. 86,30,000 be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'Police'."

**DEMAND NO. 15—EDUCATION.**

"That a sum not exceeding Rs. 55,77,000 be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'Education'."

**DEMAND NO. 20—INDUSTRIES.**

"That a sum not exceeding Rs. 7,00,000 be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'Industries'."

**DEMAND NO. 29—FAMINE.**

"That a sum not exceeding Rs. 40,000 be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'Famine'."

**DEMAND NO. 30—TERRITORIAL AND POLITICAL PENSIONS, PRIVY PURSES AND ALLOWANCES OF INDIAN RULERS AND SUPERANNUATION ALLOWANCES AND PENSIONS.**

"That a sum not exceeding Rs. 16,61,000 be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'Territorial and Political Pensions, Privy Purses and Allowances of Indian Rulers and Superannuation Allowances and Pensions'."

**DEMAND NO. 38—CAPITAL OUTLAY ON PROVINCIAL SCHEMES OF STATE TRADING.**

"That a sum not exceeding Rs. 5,91,53,000 be granted to the President, on account, out of the Consolidated Fund of the State of Punjab, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1953 in respect of 'Capital Outlay on Provincial Schemes of State Trading'."

**PUNJAB APPROPRIATION (VOTE ON ACCOUNT) BILL**

**The Minister of Finance (Shri C. D. Deshmukh):** I beg to move for leave to introduce a Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Punjab for the service of the period of four months beginning on the 1st day of April, 1952.

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

"That leave be granted to introduce a Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Punjab for the service of the period of four months beginning on the 1st day of April, 1952."

The motion was adopted.

**Shri C. D. Deshmukh:** I introduce the Bill.

**PUNJAB APPROPRIATION BILL**

**The Minister of Finance (Shri C. D. Deshmukh):** I beg to move:

"That the Bill to authorise payment and appropriation of certain

further sums from and out of the Consolidated Fund of the State of Punjab for the service of the year ending on the 31st day of March, 1952, be taken into consideration."

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

"That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of the State of Punjab for the service of the year ending on the 31st day of March, 1952, be taken into consideration."

The motion was adopted.

Clauses 1 to 3 were added to the Bill.

The Schedule was added to the Bill.

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

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

"That the Bill be passed."

The motion was adopted.

**PUNJAB APPROPRIATION (VOTE ON ACCOUNT) BILL**

**The Minister of Finance (Shri C. D. Deshmukh):** I beg to move:

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Punjab for the service of the period of four months beginning on the 1st day of April, 1952, be taken into consideration."

**Mr. Chairman:** Motion moved:

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Punjab for the service of the period of four months beginning on the 1st day of April, 1952, be taken into consideration."

**Shri J. R. Kapoor (Uttar Pradesh):** While this Bill is under consideration, I have to draw the attention of the Government to the state of affairs in the district of Hissar which is of a very recent origin and which was brought to my notice only a short while ago. The subject, appears to me, of considerable importance and I, therefore, crave your indulgence and the indulgence of the House for a few minutes.

The state of affairs to which I would like to draw the attention of Government is that for a few days past the tenants in the district of Hissar have been taking forcible possession of lands which are in the possession of land-



lords in that district. A representation to this effect was submitted by the landlords of the district to H.E. the Governor of the Punjab only three or four days ago. If these facts are correct they require the immediate attention of the Government. What they have submitted to the Governor is that they are in a very sad plight and that the tenants in the district of Hissar are not only taking forcible possession of the lands which are in the possession of the landlords but that the standing crops in that district are being destroyed. This is something serious. It will be a national loss if the standing crops on the lands are destroyed, apart from the law and order situation which all this is likely to create. It is the grievance of the landlords there that when these incidents are brought to the notice of the police and the district authorities they simply say that they cannot intervene in the matter. It would be ordinarily unbelievable that responsible district officers would say anything like that and not come to the succour of the affected people, but then these allegations, I submit, need to be carefully enquired into immediately, for if this state of lawlessness is allowed to proceed it may take a very serious turn. I therefore bring these facts to the notice of the Government and hope and request that immediate steps may be taken to enquire into the matter and set things right.

**Shri C. D. Deshmukh:** I have no reason to believe that the Governor will not take appropriate action as the hon. Member says that his attention has been drawn to these alleged occurrences.

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

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Punjab for the service of the period of four months beginning on the 1st day of April, 1952, be taken into consideration."

The motion was adopted.

Clauses 1 to 3 were added to the Bill.

The Schedule was added to the Bill.

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

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

"That the Bill be passed".

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

"That the Bill be passed".

The motion was adopted.

## EMPLOYEES' PROVIDENT FUNDS BILL

**The Minister of Labour (Shri Jagjivan Ram):** I beg to move:

"That the Bill to provide for the institution of provident funds for employees in factories and other establishments, be taken into consideration."

The purpose of the Bill has been clearly stated in the Statement of Objects and Reasons and at this stage I do not propose to say anything in addition. If during the course of the discussion any points are made out which require a reply I will be glad to meet those points. With these words I commend my motion to the House.

**Mr. Chairman:** Motion moved:

"That the Bill to provide for the institution of provident funds for employees in factories and other establishments, be taken into consideration."

**Shri J. R. Kapoor (Uttar Pradesh):** I extend my wholehearted support to this measure and I congratulate the Government and particularly the hon. Minister of Labour for having introduced this very useful and beneficial measure. We in this Parliament have already passed a large number of enactments relating to the welfare of the labourers and we might very well congratulate the Government and even ourselves for that long list of useful enactments. I feel that this particular enactment in the list of all the enactments that we have made, will rank as a measure of comparatively much greater value, for the object and the purpose of this enactment is not only to help the labourers while they are on active work but to be of use and benefit to them when they grow old and when they are out of employment at an advanced age.

There is, however, one thing to which I would like to refer before proceeding further with the merits of the various clauses of the Bill. Prior to this Bill we had an Ordinance on this subject and this Bill seeks to replace that Ordinance. Howsoever useful this legislation is, I do submit that there does not appear to be any necessity for an Ordinance being introduced on the subject. The question of Ordinances was raised even this morning and it was the clear view of the hon. Speaker, as he expressed it, that normally we should have no Ordinances but we should have legislation duly passed by this House. In the Constitution the provision for Ordinances was incorporated with a view to give to the President authority

[Shri J. R. Kapoor]

to enact necessary legislation in cases of emergency, if there is any immediate need for any particular legislation, so that even before the Parliament meets the necessary legislation may be there on the statute book. This is more a matter of principle and has not any specific reference to the merits of this Bill. Still I thought that on this occasion, I might refer to this subject because it is of considerable importance and involves a big question of principle.

So, far as this Bill is concerned, as a matter of fact, it has not been implemented so far and could not be because unless and until the scheme to which reference is made in the body of the Bill is properly drawn up, nothing can possibly be done in this direction. I suppose that the scheme must be still under preparation, and therefore, I do not see any reason why only a few days before this Parliament was going to assemble any Ordinance on the subject should have been promulgated.

Coming to the various provisions of this Bill, there is one thing which I have not been able to understand. This Bill, as it has been placed before the House, seeks to provide that this Bill shall not be applicable to Government-owned and local bodies-owned industries. This Bill, in a way, is a retrograde measure in relation to the Ordinance promulgated on this matter. If I have interpreted the Ordinance correctly, under the Ordinance, the Government-owned and local bodies-owned factories were not sought to be exempted from the operation of the Ordinance. But, in this Bill I find that a specific provision has been made in clause 16 to the effect that this Bill shall not apply to any factory belonging to the Government or a local authority. I do not see any reason why during this intervening period of about a month the Government should have come to the conclusion that this very useful provision should not be made applicable to the Government-owned and local bodies-owned factories. I submit that the workers in the Government factories and in the local bodies' factories should also have the advantages of the provisions of this Bill.

Then, I find that in Schedule I of the Bill, only a very few industries have been included. I do not know on what basis only these industries have been included and many other old and well-established industries have been excluded. It is true that it is provided in the Bill that from time to time the Government might add any more industries to this Schedule. But even

at the initial stage, I do not see any reason why many old and well-established industries should not be included, and why Government should not straightway from the beginning give the workers of these factories the advantages of this legislation. I may enumerate a few industries....

**Mr. Chairman:** Order, order. I do not want to interrupt the hon. Member from proceeding with his speech. But, I beg to point out to him that he has already given notice of amendments in regard to various industries which he wants to see included in the list. No point will be gained by expatiating on or by giving the relative merits of those industries for such inclusion at this stage. I would request him to conclude his speech early because the Government list of business is very heavy and we have to go through many Bills. When we take up the amendments, at that stage, the hon. Member can expatiate on the point as to why these industries should be included in the Schedule. At this consideration stage, the hon. Member may confine his speech only to a few relevant remarks.

I also take this occasion to inform hon. Members that the House will sit tomorrow from 9.30 A.M. to 1 P.M. for transacting Government business. Because the list is heavy, I would request the hon. Members to make short speeches if they propose to do at this stage. When we come to the amendments, there will be enough time to make their speeches in full.

**Shri J. R. Kapoor:** My only excuse for making an attempt to refer to these industries was that I had made up my mind virtually not to speak on any one of those amendments of which I have given notice, unless they were going to be accepted by the Government. I may assure you, Sir, that I will not speak on any of those amendments and I will conclude my speech within three or four minutes.

My submission was that industries like the sugar industry and some similar industries which have made very huge profits particularly during the last two years, should have been included in this Schedule even at this initial stage. At the same time I would submit that this legislation should not bring within its scope factories which employ less than 50 persons. Of course, it is so now. But, the Government want that they should have the authority to bring even such industries as do not employ 50 workers within the purview of this Bill at a subsequent stage. I submit that it should

not be so. The definition of 'factory' as given in this Bill is a very wide one. The definition of a factory that we have in this Bill is not the ordinary definition of a factory that we have in the Factories Act. Here any factory, even if it employed only three or four persons comes within the definition of a factory; but it should not be open to Government to bring within its scope even small cottage industries not using any power at all and employing only five or seven or ten persons.

I would next like to refer very briefly to the powers which it is intended to be given to the inspectors. I submit that the powers intended to be given to them should be well defined powers. Some of these powers have been defined in the Bill itself. But there is a general clause incorporated in it to the effect that in the scheme itself various other powers may be given to the inspectors. I submit that this does not appear to me to be either proper or fair. The powers of the inspectors must be fully and clearly defined in the legislation itself. If at this stage the Government think that some more power should be given to them, these powers should be properly defined in the Bill itself and it should not be open to the Government at a later stage when drawing up the scheme, to invest the inspectors with greater powers.

There is one thing which has been incorporated in clause 3 of the Bill and that is to the effect that if any particular owner of a factory has two factories one of which is a listed factory to which the provisions of this Bill would apply while the other factory is one to which the provisions of the Bill would not apply, and if there is a common provident fund which is payable to the workers of both the factories, then the provisions of this Bill would apply to the workers of both the factories. Well, this does not appear to me to be fair, so far as the other factory is concerned to which this legislation would not normally be applicable. The associated establishment would be comparatively in a very disadvantageous position in relation to other factories manufacturing the same article or same product because to these latter factories this legislation would not be applicable. If a factory owner was so good as to give to all his workers the benefit of provident fund, why should he be further burdened and be placed at a disadvantageous position in relation to other factories manufacturing those goods, for the simple reason that he

was a much better factory-owner and employer of workers than the other factory-owners? This is a point which I submit should be given serious consideration by the hon. Minister of Labour.

I would like a little clarification on the subject as to how these boards would be constituted. Is it the intention of Government that for each particular industry there should be a board or should there be a board for each individual factory? It is not clear from the Bill itself and I would like clarification of the point.

Just one word more about the manner in which this fund would be invested. The Bill does not say anything on the subject and I would like to know what the intention of Government is on this subject. Perhaps these various things will be considered at the time of drawing up the scheme and necessary provisions made. But I would like to know, even at this stage, what is the intention of Government with regard to the investment of these funds, as to how they are going to be invested. May I take this opportunity to suggest that these funds, so far as possible, and a pretty big portion of it, may be invested for constructing houses for the labourers. I understand that the Planning Commission has made some such suggestions on the subject and I would like to know what are the reactions of Government to these suggestions.

With these few words I again extend my hearty support to this Bill and congratulate the hon. Minister of Labour for having introduced this legislation for, I think, of the long list of beneficial labour legislations this very necessary and useful legislation can be a fitting closure, so far as the present Parliament is concerned.

**Shri A. C. Guha:** (West Bengal): I would also like to add a word of congratulation to the Labour Minister, if you will permit me.....

**Shri R. Velayudhan** (Travancore-Cochin): Is any speech needed for congratulation?

**Mr. Chairman:** How long will the hon. Member require for his speech?

**Shri A. C. Guha:** About ten or fifteen minutes. There will be no question hour tomorrow and I can speak tomorrow.....

**Mr. Chairman:** I thought that if the House sits for another ten minutes and finish at least the consideration motion today it would be better.....

**Hon. Members:** No, Sir.

**Mr. Chairman:** Then I will adjourn the House.

**Shri Damodara Menon** (Travancore-Cochin): Other Members also want to speak on the motion.

*The House then adjourned till Half Past Nine of the Clock on Saturday, the 23rd February, 1952.*

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