

8th December, 1956
(Saturday)

LOK SABHA DEBATES

(Part II—Proceedings other than Questions and Answers)



LOK SABHA SECRETARIA.,
NEW DELHI

18 ANNAS (INLAND)

TWO SHILLINGS (FOREIGN)

CONTENTS

[Part II Debates, Volume X, 5th December to 22nd December, 1956.]

No. 16—Wednesday, 5th December, 1956	Columns
Papers laid on the Table	1919—22
Vacation of seat of a Member	1922—36
Central Sales Tax Bill—	
Motion to consider	1936—60
Clauses 2 to 16 and 1	1960—72
Motion to pass as amended	1972—74
Representation of the People (Fourth Amendment) Bill—	
Motion to consider	✓ 1974—84
Clauses 2, 3 and 1	1982—87
Motion to pass as amended	1987
Finance (No. 2) Bill and Finance (No. 3) Bill—	
Motion to consider	1987—92
Motion re Report of Government Inspector of Railways on Derailment of 319 Down Express	1992—2054
Committee on Private Members' Bills and Resolutions—	
Sixty-fifth Report	2054
Message from Rajya Sabha	2054—56
Daily Digest	2057—58
 No. 17—Thursday, 6th December, 1956	
Death of Dr. Ambedkar	2059—68
Daily Digest	2069—70
 No. 18—Friday, 7th December, 1956	
Papers laid on the Table	2071—72
Demands for Supplementary Grants	2072
Message from Rajya Sabha	2072
Business Advisory Committee—	
Forty-fourth Report	2072—73
Business of the House	2073—78
Banking Companies (Amendment) Bill—Introduced	2078—79
Finance (No. 2) Bill and Finance (No. 3) Bill—	
Motion to consider	2079—2132
Committee on Private Members' Bills and Resolutions—	
Sixty-fifth Report	2132—35
Beedi and Cigar Labour Bill—Introduced	2135
Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Amendment Bill—	
Motion to consider as passed by Rajya Sabha	2135—55
Hindu Marriage (Amendment) Bill—	
Motion to consider as passed by Rajya Sabha	2157—58
Clauses 1 and 2	2158
Motion to pass]	2158

Women's and Children's Institutions Licensing Bill—	
Motion to consider as reported by Select Committee	2158—83
Clauses 2 to 12 and 1	2183
Motion to pass as amended	2183—88
Motor Transport Labour Bill—	
Motion to consider	2189—96
Daily Digest	2197—98
<i>No. 19—Saturday, 8th December, 1956</i>	
Motion for adjournment—	
Buddha Jayanti Samiti, Sarnath	2199—2202
Business of the House	2203, 2320—2
Standards of Weights and Measures Bill—	
Motion to consider as reported by Joint Committee	2203—64
Clauses 2 to 18 and 1 and Schedules I and II	2264—71
Motion to pass as amended	2271
Road Transport Corporations (Amendment) Bill—	
Motion to consider	2271—94
Clauses 2, 3 and 1	2294—95
Motion to pass	2295
Employees' Provident Funds (Amendment) Bill—	
Motion to consider	2295—2319
Clauses 2 to 6 and 1	2319—20
Motion to pass	2320
Daily Digest	2323—24
<i>No. 20—Monday, 10th December, 1956</i>	
Papers laid on the Table	2325—25
Demands for Supplementary Grants—Railways	2327
President's Assent to Bill	2327
Business Advisory Committee—	
Forty-fifth Report	2328
Representation of the People (Miscellaneous Provisions) Bill—Introduced	2328—29
Indian Medical Council Bill—	
Motion to consider as passed by Rajya Sabha	2329—2419
Clauses 2 to 34, clause 1 and the Schedules	2418—57
Motion to pass as amended	2459—65
Electricity Supply (Amendment) Bill—	
Motion to consider as reported by Select Committee	2466—76
Half-an-hour Discussion <i>re</i> Indian Trade Unions (Amendment) Act, 1947	2476—86
Daily Digest	2487—90
<i>No. 21—Tuesday, 11th December, 1956</i>	
Papers laid on the Table	2491—92
Electricity (Supply) Amendment Bill—	
Motion to consider as reported by Select Committee	2492—2553
Clauses 2 to 29 and 1	2553—73
Motion to pass as amended	2574
Finance (No. 2) Bill and Finance (No. 3) Bill—	
Motion to consider	2574—2630

Business of the House	2630—32
Half-an-hour Discussion <i>re</i> Central College of Agriculture	2632—36
Daily Digest	2637-38
<i>No. 22—Wednesday, 12th December, 1956</i>	
Papers laid on the Table	2639—41
Statement <i>re</i> Flood Situation in the Country	2641—44
Committee on Private Members' Bills and Resolutions—	
Sixty-sixth Report]	2644
Petition <i>re</i> Sadhus and Sanyasis (Registration and Licensing) Bill	2645
Business Advisory Committee—	
Forty-fifth Report	2645-46
Business of the House	2647-48
Finance (No. 2) Bill and Finance (No. 3) Bill—	
Motions to consider	2648—2746
Finance (No. 2) Bill—	
Clauses 2 to 4 and I, Schedules I and II	2747—55
Motion to pass	2756
Finance (No. 3) Bill—	
Clauses 2 to 8 and I	2756—81
Motion to pass as amended	2781
Half-an-hour Discussion <i>re</i> Cultural Delegation to U.S.S.R and East Europe	2781—96
Daily Digest	2797-98
<i>No. 23—Thursday, 13th December, 1956</i>	
Papers laid on the Table	2799—2801
Point of Information	2802
Motions <i>re</i> Modification of Life Insurance Corporation Rules	2802—51, 2864—67
Hindu Adoptions and Maintenance Bill—	
Motion to consider as passed by Rajya Sabha	2851—64, 28647—2907, 2908-09, 2909—46
Business of the House	2907-08
Business Advisory Committee—	
Forty-sixth Report	2946
Daily Digest	2947-48
<i>No. 24—Friday, 14th December, 1956</i>	
Business of the House	2949-50, 3079-80
Messages from Rajya Sabha	2950-51
Press Council Bill—	
Laid on the Table as passed by Rajya Sabha	2951
Petition <i>re</i> Sadhus and Sanyasis (Registration and Licensing) Bill	2951-52
Estimates Committee—	
Thirty-fourth Report	2952
Kerala State Legislature (Delegation of Powers) Bill—Introduced	2952
Territorial Councils Bill—Introduced	2952-53
Union Duties of Excise (Distribution) Amendment Bill—Introduced	2953
Hindu Adoptions and Maintenance Bill—	
Motion to consider as passed by Rajya Sabha	2953—93
Clauses 2 to 30 and I	2993—3052
Motion to pass	3052

Committee on Private Members' Bill and Resolutions—	
Sixty-sixth Report	3052
Resolution <i>re</i> Scholarships for Children of Political Sufferers	3052—79, 3080— 3109, 3109—13
Rules Committee—	
Sixth Report	3109
Resolution <i>re</i> Nationalisation of Tea Industry	3113—20
Daily Digest	3121-22
No. 25—Monday, 17th December, 1956	
Papers laid on the Table	3123—25
President's assent to Bills	3126
Messages from Rajya Sabha	3126-27
Business Advisory Committee—	
Forty-sixth Report	3128—30
Central Excises and Salt (Second Amendment) Bill—Introduced.	3131
Demands for Supplementary Grants, 1956-57	3132—3253
Discussion <i>re</i> fixation of pay scales and other service conditions of employees of	
Life Insurance Corporation	3253—3322
Daily Digest	3323—26
No. 26—Tuesday, 18th December, 1956	
Statement <i>re</i> formation of a Rupee Oil Company in Assam	3327-30
Papers laid on the Table	3330—32
Message from Rajya Sabha.	3332-33
Faridabad Development Corporation Bill—	
Laid on the Table as returned by Rajya Sabha with amendment	3333
Committee on Absence of Members—	
Nineteenth Report	3333
Point of information	3334
Demands for Supplementary Grants, 1956-57	3334—64
Business of the House	3364-65
Appropriation (No. 5) Bill—Introduced	3384
Demands for Supplementary Grants (Railways), 1956-57 and Demands for Excess	
Grants (Railways), 1953-54	3384—3458
Appropriation (Railways) No. 6 Bill—Introduced	3458-59
Appropriation (Railways) No. 7 Bill—Introduced	3459
Representation of the People (Miscellaneous Provisions) Bill—	
Motion to consider	3459—82
Clauses 2 to 5 and 1	3482—90
Motion to pass	3490—92
Motion <i>re</i> Representation of the the People (Conduct of Elections and Election	
Petitions) Rules	3492—3524
Daily Digest	3525—28
No. 27—Wednesday, 19th December, 1956	
Statement <i>re</i> allegations of callousness at Ariyalur Train Accident	3529—33
Papers laid on the Table	3533-34
Messages from Rajya Sabha	3534-35
Committee on Private Members' Bills and Resolutions—	
Sixty-Seventh Report	3535
Estimates Committee	
Thirty-eighth Report	3535

Leave of Absence	3535—38
Statement <i>re</i> broadcasting facilities for political parties	3538—42
Appropriation (No. 5) Bill—	
Motions to consider and pass	3543
Appropriation (Railways) No. 6 Bill—	
Motions to consider and pass	3543—44
Appropriation (Railways) No. 7 Bill—	
Motions to consider and pass	3544—45
Kerala State Legislature (Delegation of Powers) Bill—	
Motion to consider	3545—84
Clauses 2, 3 and 1	3584—86
Motion to pass	3586
Union Duties of Excise (Distribution) Amendment Bill—	
Motion to consider	3587—93
Central Excises and Salt (Second Amendment) Bill—	
Motion to consider	3593—3650
Clauses 2 and 1	3650—65
Motion to pass as amended	3665—76
Business Advisory Committee—	
Forty-seventh Report	3697
Discussion <i>re</i> Floor and Ceiling Prices of Indian Cotton	3677—3702
Daily Digest	3703—06
<i>No. 28—Thursday, 20th December, 1956</i>	
Papers laid on the Table	3707—08
Messages from Rajya Sabha	3708—10
Delhi (Control of Building Operations) Continuance Bill—Laid on the Table as passed by Rajya Sabha	3710
Slum Areas (Improvement and Clearance) Bill—Laid on the Table as passed by Rajya Sabha	3710
Delhi Tenants (Temporary Protection) Bill—Laid on the Table as passed by Rajya Sabha	3710
Committee on Petitions—	
Eleventh Report	3710
Procedure <i>re</i> reply to Questions on behalf of Ministers	3710
Statement <i>re</i> Buddha Jayanti Samiti, Sarnath	3711—12
Business Advisory Committee—	
Forty-seventh Report	3713—14
Union Duties of Excise (Distribution) Amendment Bill—	
Motion to consider	3714 —30
Clauses 2 and 1	3730
Motion to pass	3730
Territorial Councils Bill—	
Motion to consider	3730—71
Clauses 2 to 66, Schedule and clause 1	3771—3828
Motion to Pass as amended	3828—34
Banking Companies (Amendment) Bill—	
Motion to consider	3834—60
Motion <i>re</i> Appointment of High Power Commission on Safety in Coal Mines	3860—82
Daily Digest	3883—86

No. 29—Friday, 21st December, 1956

Columns

Motion for Adjournment—	
Relief measures in flood-affected areas of Eastern U.P.	3887—90
Papers laid on the Table	3890—91
Messages from Rajya Sabha, <i>re</i> Ariyalur Train Disaster	3891, 3892—97
Estimates Committee—	
Thirty-fifth to Thirty-seventh and Fortieth Reports	3897
Business of the House	3897—99
Leave of Absence	3899—3903
Banking Companies (Amendment) Bill—	
Motion to consider	3904—54
Clauses 2 to 14, Schedule and Clause I	3954—4003
Motion to Pass as amended	4003
Committee on Private Members' Bills and Resolutions—	
Sixty-seventh Report	4004
Old and Infirm Persons' Homes Bill—Introduced	4004
Motor Transport Labour Bill—	
Motion to consider	4005—30
Rules Committee—	
Seventh Report	4030
Code of Civil Procedure (Amendment) Bill—	
Motion to consider	4031—66
Daily Digest	4067—70
No. 30—Saturday, 22nd December 1956	
Motions for Adjournment	4071—78
Appointment of a Second Pay Commission	4071—74
Closure of cashewnut factories in Kerala	4074—78
Papers laid on the Table	4078—79
Messages from Rajya Sabha	4080—85, 4272—75
President's assent to Bills	4085—86, 4273
Estimates Committee—	
Thirty-ninth and Forty-first to Forty-third Reports	4086
Committee on Subordinate Legislation—	
Sixth Report	4086
Calling attention to Matter of Urgent Public Importance—	
Fair Price Shops in Kerala	4087—88
Rules Committee—	
Seventh Report	4088
Personal Explanation by a Member <i>re</i> Paper laid on the Table	4089—91
Business of the House	4092
Faridabad Development Corporation Bill—	
Amendment made by Rajya Sabha agreed to	4092—4113
Delhi (Control of Building Operations) Continuance Bill—	
Motion to consider as passed by Rajya Sabha	4113—33
Clauses 2 and 1	4133
Motion to pass	4133
Slum Areas (Improvement and Clearance) Bill—	
Motion to consider as passed by Rajya Sabha	4134—4213

Clauses 2 to 40, The Schedule and Clause 1	4213—15
Motion to pass	4215
Delhi Tenants (Temporary Protection) Bill—	
Motion to consider as passed by Rajya Sabha	4215—69
Clauses 2 to 5 and 1	4269—70
Motion to pass	4270
Committee on Assurances	
Third Report	4242
Resignation of a Member	4242
Delivery of Books (Public Libraries) Amendment Bill—	
Motion to consider and pass	4270—72
Motion <i>re</i> Report of U.P.S.C.	4273—4308
Daily Digest	4309—14
Resume of the 14th Session	4315—18
Index	I—33

LOK SABHA DEBATES

(Part II—Proceedings other than Questions and Answers)

2199

2200

LOK SABHA

Saturday, 8th December, 1956

The Lok Sabha met at Eleven of the Clock.

[Mr. Speaker in the Chair]

QUESTIONS AND ANSWERS

No. Questions:
(Part I not published)

MOTION FOR ADJOURNMENT

BUDDHA JAYANTI SAMITI SARNATH

Mr. Speaker: We start with an adjournment motion. Shri R. N. Singh has given notice of an adjournment motion which reads as follows:

"The total inactivity of the Buddha Jayanti Samiti, Sarnath, and the consequent boycott thereof by the Mahabodhi Sabha, Sarnath, (as reported in Aaj of Banaras dated 6-12-1956, at page 2)".

What is the local Government doing about it?

श्री रा० न० सिंह (जिला गाजीपुर—पूर्व व जिला बलिया—दक्षिण पश्चिम) : हमारी केन्द्रीय सरकार इस पर लाखों रुपया व्यय करती है। वहां पर जो उत्तर प्रदेश की सरकार की तरफ से बुद्ध जयन्ती के सम्बन्ध में समिति बनी हुई है वह कई कार्य नहीं कर रही है। इसलिये महा बोधि सोसाइटी के अधिष्ठाता ने उस समिति का बायकाट किया है। जो उत्तर प्रदेश की समिति ने अच्छी तरह से कार्य नहीं किया है इसलिये

उन्होंने उस में भाग लेने से इन्कार कर दिया। तो मेरा घ्राप से यह अनुरोध है कि यह जो जनता के रुपये का दुरुपयोग हो रहा है उस पर विचार करने के लिये हाउस को कुछ समय दिया जाये।

The Deputy Minister of Education (Dr. M. M. Das): So far as we have been able to collect the information, there is no Buddha Jayanti Samiti set up by the U.P. Government at all. Yesterday, after we received the notice of this adjournment motion, we contacted the Divisional Commissioner of Banaras, Shri Shiweshwarkar, and we received information from him. The Commissioner informed us that there is no official Buddha Jayanti Samiti at Sarnath. There have, however, been meetings for the last few months of departmental officers to co-ordinate the schemes for various improvements at Sarnath and to review the progress of work. The Commissioner is the Chairman of these meetings and the Secretary of the Mahabodhi Society is invited to attend these meetings. No committee has been officially set up by the State Government of Uttar Pradesh.

Now, the last meeting took place a few days back. The Secretary of the Mahabodhi Society did not attend it. Beyond this, and beyond the newspaper report, the Commissioner had no information about the alleged boycott.

Mr. Speaker: Has the committee been set up by the Central Government?

Dr. M. M. Das: No, Sir. There is no official committee at all; neither it was set up by the Uttar Pradesh Government nor it was set up by the Central

[Dr. M. M. Dass]

Government. The officers of the different departments of the Uttar Pradesh Government used to meet occasionally under the chairmanship of the Commissioner and discuss the progress of these celebrations. That was all. The Secretary of the Mahabodhi Society was invited to attend this meeting. The Central Government has got nothing to do about it.

Mr. Speaker: The officers are in charge of the celebration? The Commissioner, along with some other officers, is in charge.

Dr. M. M. Dass: For providing amenities to the pilgrims, on this particular occasion, the Uttar Pradesh Government has taken up many schemes. For example, the construction of hostels, water-supply, electric supply, etc.—all these are taken up. To co-ordinate the activities of the different departments of the Uttar Pradesh Government, the Commissioner calls a meeting of the departmental officers. There is no official committee, as has been mentioned in the adjournment motion.

Mr. Speaker: What is the control of the Central Government over that?

Dr. M. M. Das: The Central Government has got no control excepting over the monument. We have repaired the monument.

Mr. Speaker: It seems to me that there is no particular committee as such. The Commissioner seems to be the officer—an officer of the Uttar Pradesh Government—who is in charge of it. This is a matter for—

Dr. Ram Subhag Singh (Shahbad—South): This is a matter of some significance, because all the work is being carried on under the directions of the Government of India, and instructions have been given to all the important centres, such as Sarnath, Sanchi and other places, to provide some facilities to the pilgrims and to improve hostels and construct new hostels. So far as I can guess, it is

under the consideration of the Government of India and other Governments also. Those officers are meeting regularly. Their names may not be there, but I think the Secretary of the Mahabodhi Society must be taken into consultation with others. What is the good of keeping him there and not consulting him?

Mr. Speaker: Though there may be no formal committee in the sense that non-officials and others are associated with it, there seems to be an official committee over which the Commissioner seems to be the Chairman. He is co-ordinating the activities of all other persons, officers, etc., there, for the purpose of the celebration there. Sarnath and Banaras are very important places of Buddhist pilgrimage. It is admitted that a number of pilgrims come to that place. Their conveniences are being attended to and hostels have been opened. The Central Government is in general charge or overall charge of the celebrations in which Rs. 1 crore has been spent from the Central Government. Thousands of pilgrims come from all quarters of India. I would urge on the hon. Minister to get into touch immediately with the State Government and ask them as to why a Committee over which an official presides should give occasion for such complaints. He must work in co-operation with the Maha Bodhi Society who are in charge of it. I would ask the hon. Minister to ascertain the facts and place them before the House in as short a time as possible, in a week. If really there is any irregularity or indiscretion committed on the part of the Commissioner, all that may be brought to light and brought to the notice of the local Government. I do not see any reason why I should allow the adjournment motion. As early as possible, the hon. Minister will make a statement on the floor of the House. He will get the information and place it before the House. That is all that he can do.

BUSINESS OF THE HOUSE

The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha): Sir, I rise to announce that the order of Government business for the week commencing 10th December will be as under:—

1. Any part-discussed Bill carried over from today's Order Paper.
2. The Indian Medical Council Bill, as passed by Rajya Sabha.
3. Any business left unfinished from today's Order Paper.
4. Further consideration of Finance (No. 2) Bill and Finance (No. 3) Bill.
5. Electricity (Supply) Amendment Bill, as reported by Select Committee.
6. See Customs (Amendment) Bill.
7. Discussion under rule 212 re: fixation of pay scales and other service conditions of the employees of Life Insurance Corporation.
8. Consideration of motions for modifying Life Insurance Corporation Rules 1956, re-laid on the Table of this House on 20th November, 1956.
9. Hindu Adoptions and Maintenance Bill, as passed by Rajya Sabha.

There might be one more Bill viz., The Representation of the People (Miscellaneous Provisions) Bill which, time permitting, may be included in the programme. This Bill is expected to be introduced early next week.

STANDARDS OF WEIGHTS AND MEASURES BILL

The Minister of Consumer Industries (Shri Kanungo): Mr. Speaker, I beg to move:

"That the Bill to establish standards of weights and mea-

asures based on the metric system, as reported by the Joint Committee, be taken into consideration."

I do not propose to take the time of the House because, when the Bill was committed to the Joint Committee, there was an exhaustive discussion by all sides of the House and the result that emerged from the discussion was that the whole House was anxious that the change-over from the present chaotic conditions to the international metric system in our system of weights and measures should be as quick as possible. The Joint Committee has gone through the Bill very carefully and suggested certain changes which are incorporated in the Bill as it is presented to the House now. I need not dilate upon the changes because they have been explained adequately in the report. There have also been a few minutes of dissent.

One type of opinion expressed by the Members of the Joint Committee was that the period of change over of 10 years was too long and that it should be shortened as much as possible, because in any change over, time is the essence and the more you delay, the more complications come in. On this point, I would submit that we are most anxious to shorten the period as much as we can. The Bill provides a period of ten years. After careful consideration of all factors and the administrative set up existing in our country, we think it is the longest that we can envisage at the moment. We shall be happy if we can achieve the objective in a shorter period. The point that I want to emphasise is that the period of ten years mentioned in the Bill is the maximum period and not the minimum. If we are able to do it in five or seven years, certainly we shall be happy.

Another point which has been brought out in the notes of some of the Members is that Hindi equivalents for the nomenclature should be provided for. I might mention that every one is agreed, barring one Member of the Joint Committee, that the international nomenclature should be

[Shri Kanungo]

adopted. What is suggested is that a duplicate set of nomenclatures should be invented and adopted. I would suggest for the consideration of the House that it is easier to adopt the international nomenclature in our country than to invent one set in Hindi and then invent half a dozen sets of terminology in different languages. Apart from the confusion which it will entail, it will be impossible to find out a set of terms in any language which will be acceptable universally or even by a bulk of the people. Another point I would submit is that pronunciation of the international terms is so simple that it can easily slip into any language of India. (Some Hon. Members: No) It has been tried. It is worth while to remember that barring China where the alphabet is based on a different system—it is pictographic and phonetic—all other countries in the world have adopted this nomenclature.

The importance of passing the Bill at the moment is that unless we have the statutory sanction of this Parliament, the necessary steps that have to be taken—and the steps are many and varied—cannot be taken quick enough. Therefore, I commend that the first step in the long march—many hon. Members want a quick march—may be accepted by the House. Our objective can be achieved only if this Bill is adopted.

I do not propose to take more time. Any other point which may arise, I will have the privilege of replying later.

Mr. Speaker: Motion moved:

“That the Bill to establish standards of weights and measures based on the metric system, as reported by the Joint Committee, be taken into consideration.”

Shri H. N. Mukerjee (Calcutta—North-East): I have great pleasure in welcoming the motion made by the hon. Minister because, as he has already pointed out, it is absolutely

necessary in the interests of our country that we adopt as expeditiously as we can the metric system for the purpose of standardising our weights and measures. In regard to this matter this House has repeatedly expressed its opinion and therefore it is not necessary for me to dilate on the point in regard to the urgency of the adoption of the metric system. More than once this House has expressed itself in favour of the standardisation of our weights and measures on the basis of the metric system, and I take it that we are all agreed in finding out ways and means of implementing this almost unanimous decision of Parliament. I wish, however, to point out that though I appreciate very much the enthusiasm with which the hon. Minister has sponsored this Bill, I wish he went a little step further and agreed to the time-limit being shorter than the period of ten years which is mentioned in the Bill.

The hon. Minister has told us that ten years is, according to his view, the maximum limit and that every effort would be made to expedite things so that we can have this measure actually implemented in less than that time. If that is so, I feel, that the Minister should have no difficulty in accepting the suggestion which was made in the Joint Committee and agreeing to the figure of five years instead of ten years. I say this because what we are fighting today is inertia born of the habit of generations, and if we are going to fight this inertia, we have got to take some steps which might even appear to be spectacular.

It is common ground that as far as Plan is concerned, the sooner we get through with this metric system the better, and therefore all our resources should be enlisted for the purpose of expediting as much as possible the implementation of the metric weights and measures. If therefore, we have a target of ten years, and to that target of ten years there might very

easily be added another period of three years because there is a clause in the Bill as at present returned which gives Government a saving period of another three years, I feel that in certain Government departments there might be a certain lassitude, a certain disinclination to proceed as quickly as we ought to with this process of implementation. I say this because I happen to have been a Member of the Joint Committee and we had certain papers circulated to us, papers covering the work done on this issue during the last several years, and I got an impression—that impression might not be entirely correct—that at one point of time not so very far back there was a distinct lack of enthusiasm on the part of certain department in regard to this measure, but later since 1955 a change came into the scene. After all, this question of the standardisation of weights and measures on the basis of the metric system has been hanging fire at least since 1949 in a very serious way, but in the beginning I sensed from the documents supplied to us that there was a kind of disinclination to proceed as quickly as we ought to with this measure. But we are told now and the Minister has assured us several times that particularly the Ministry of Railway and the Ministry of Communications, which are perhaps the most directly and immediately involved if this measure becomes law very soon are today extremely enthusiastic about the rapid implementation of this Bill. If that is so, many of the additional hurdles which we encountered, let us say round about 1949, have been surmounted, and today the Plan has to be pursued in a tempo which is very different from the tempo which was envisaged in 1949. In 1949 an expert committee had reported that there would be a phased programme for the introduction of this system which would be between 10 and 13 years. If that was so in 1949 in the prevailing atmosphere of pessimism and of disinclination for rapid and basic change, then surely in the year of Grace 1956 we can go ahead much faster. Surely in the meantime our

thinking has become much more radicalised than it was in 1949.

I concede, of course, that it may not be possible inside of five years fully to implement this measure because I am quite conscious of the difficulties, technical and legislative, that are in the way. But at the same time, if we have a target of five years instead of ten years, then surely that ought to be an incentive. If we have a target of ten years plus an additional time of three years, then surely enthusiasm is likely to lag, but on the contrary if we have a time-limit fixed of five years, that would be itself be an impetus, that would be something of that struggle against inertia which I am sure the Minister himself wishes to wage. Therefore I suggest we should have the term of ten years reduced to a term of five years, and there is nothing to prevent Government coming forward a little later to tell Parliament, the next Parliament, the difficulties which have arisen if it becomes necessary, which I hope it will not be, to extend that period of five years, but at the moment if we are keen on this measure—and from all accounts we are very keen in regard to this measure—let us have a target not of ten years which would be a damper on the administration, but a target of five years. There is always the saving clause which enables Government to lengthen the period by a certain number of years if that comes to be justifiable, and it is always open to Government besides to come before Parliament and tell us that it is difficult to complete the implementation of this measure in the five years period. Therefore, I suggest that the Minister considers very seriously the point which some of us tried to place in the Joint Committee, and we are placing it before Parliament also, the point that we should have a target of five years rather than of ten years. And I repeat since there is a saving clause enabling Government to add another three years, and since it is always open to Government to come before Parliament to ask for a revision of the target, surely it ought to be possible

[Shri H. N. Mukerjee]

for the Minister, who I am sure is quite enthusiastic about this measure, to accept this change which I am suggesting.

I would also like to point out in this connection that after all the metric system was adopted by France at a time when she was in the throes of a revolution. In 1793 France was attacked by the combined forces of Monarchy all over Europe, and it was at that point of time that France adopted the metric system. Of course, in France the metric system underwent vicissitudes, ups and downs and all that sort of thing, but it was the spirit of the revolution which enabled France to go ahead with the introduction of this very radical and far-reaching measure which since then almost the whole world has adopted. It is therefore up to us to think today that if in this country we are going to have basic change,—and Government's claim to the support of the people today is based on the idea that basic change is taking place—the atmosphere should be electrified, and the atmosphere can be electrified by a variety of measures among which I count the idea of the metric system. For example, when Government goes ahead with the tasks of propaganda and publicity—and I wish that this is done immediately, even before this Bill becomes an Act; I wish that propaganda is carried on extensively all over the country in different places—that propaganda can be conducted in school-rooms; for example, in the school-rooms, conversion tables would have to be popularised. Now, the conversion tables according to the metric system are the most simple imaginable, and it would be a kind of joyous intellectual adventure for our students at schools to be told about this new change in the conversion tables. It would make it unnecessary for our students to go through the heart-breaking labour of memorising a large number of tables, all artificially developed, all with a variety of nomenclatures, all with a variety of numerals to be committed to heart; and that whole chaotic system is going

to be substituted by the metric system where, in accordance with the traditional genius of our country, the decimal idea is coming into the picture. Now, these conversion tables can be taken to the schools straightaway.

Straightaway, the Ministry of information and Broadcasting should produce films by which this whole process will have to be explained. Now, what I do not understand is that in spite of our adoption of the decimal coinage, and in spite of our now going to adopt the metric system of weights and measures, hardly anything is being done, as far as the common man is concerned, for the kind of intensive and extensive publicity and propaganda which is very necessary.

Now, it is on this account that I want to point out that, after all, there are many people in the country—their number may not be very large, but at least there are some people in the country—who are quite enthusiastic about the ideal of popularising the metric system. I can tell you, for example, that in Calcutta, in my constituency, there happens to be situated the headquarters of what is called the Indian Decimal Society, and that Society gave me certain material in regard to this Bill which I tried to present before the Joint Committee. I have been told by the officials of the Indian Decimal Society that they are ready to offer voluntary service to any Government organisation which might be formed in order to assist in the tasks of popularising this new system.

I know that a great deal of talk might ensue in this House and in the country regarding the new-fangled nature of this innovation, but I am sure, after having discussed this matter more than once in the House and after having adopted the decimal coinage, this House will not need to be treated to lectures on the new-fangled nature of this change. But, after all, to the country, to the people at large, many of these changes

would appear to be strange. After all, they would be different from what they have been accustomed to. Therefore, it is very necessary that proper publicity and propaganda are conducted.

Then, again, I would like Minister to tell me what steps have already been adopted to enlist the services, for example, of the Ministry of Education. The Ministry of Education is very closely concerned with the purposes of this Bill. It is very necessary for us to prepare text-books which would be useful in schools. And for that purpose, the Ministry of Education has to take the initiative. Text-books on arithmetic in the schools will have to be recast, and it is necessary that we look into the literature on the subject produced by countries like France or Germany or the Soviet Union. Then, possibly, Government might offer prizes for the sake of getting prepared text-books, that is, arithmetical text-books, which would be very convenient and popular, as far as their use in the schools is concerned. So, this kind of propaganda and publicity is absolutely essential, and if Government in its various departments, the Education Ministry, the Ministry of Information and Broadcasting and so on and so forth set about the task quickly enough and seriously enough, then, surely, we can finish the job in five years' time rather than in ten.

In my minute of dissent to the Report of the Joint Committee, I had tried to point out that countries like Iran and Syria, according to reports given us by Government, gave immediate effect to the metric system, while the Philippines took two years, and Czechoslovakia four. Now, of course, our country's conditions are very different from the conditions which prevailed in the countries that I have named. But the Soviet Union is another country, which is, of course, much larger than ours; it is spread over one-sixth of the earth's surface, and it is inhabited by people at different phases of cultural development speaking nearly two hundred different languages; and, therefore, there

might be some kind of comparison between conditions there and conditions here.

Now, according to the figures supplied us by Government, the Soviet Union took about nine years for full implementation of the metric system. But in that country, then they were trying to implement the metric system, they were faced with civil war, with a foreign war of intervention, with famine, with blockade and with all the multitudinous difficulties with which that revolution was confronted. Even the Soviet Union could in nine years' time, over one-sixth of the earth's surface, establish and fully implement the metric system, in spite of civil war, in spite of foreign intervention, in spite of famine, in spite of blockade and in spite of so many other difficulties. Then, surely, when we are thinking of basic change, we can do something about it, and in very much quicker time than the one envisaged by Government.

Therefore, I plead very strongly with the Minister, who, I know, is very serious on this point, and who, I hope, will be sympathetic to the suggestion offered in the Joint Committee as well as in the House, to agree to the target of five years rather than ten years. And I rapt that if some serious difficulties are encountered, he can come before Parliament again and ask for as much of an extension as is warranted in the circumstances.

Now, in regard to another matter which the Minister has referred to, I wish to point out that sometimes I feel serious misgivings, when I realise that under the Constitution, it is the responsibility of the State Governments rather than of the Centre to implement this measure. As far as the views of the State Governments so far obtained are concerned, it is, of course, quite an optimistic feature of the situation that they have all agreed to this new standardisation. But, at the same time, I wish that the Minister tells us more categorically,—because he belongs to a party which

[Shri H. N. Mukerjee]

is running the whole country at the Centre as well as in the States, and which, I take it, hopes to do so in the near future as well,—I wish him to come forward and tell the House that there is going to be no delay on account of this particular right being vested in the States in regard to the implementation.

At one time, I even felt that if necessary it might be desirable for us to give effect to a slight alteration in the Constitution, so that in regard to a matter of this description, implementation might happen under the auspices of the Centre. After all, we have a planned economy, and a planned economy requires a certain kind of centralisation. While, for certain reasons, we certainly welcome the idea of decentralisation of authority, but for purposes of the success of the planned economy, it may be necessary to vest certain powers in the Centre. But I do not think it will be necessary for us to think at the moment in terms of a change in the Constitution. But I wish the Minister to come forward and tell us what exactly is being done by the States.

I find from the reports given to us by Government that most of the State Governments, even though they have expressed themselves in favour of this Bill, have not yet got the apparatus; they have not yet got the technical wherewithal, and they have neither got the equipment, nor the personnel nor the organisation for a quick implementation of a measure of this description.

We have been told, for example, that perhaps the best organised State in this respect is Bombay. Now, from the experience of Bombay, it is found that if there is set up in the different States an organisation for enforcing the standardisation of weights and measures, then no harm results either to the people or to the States. On the contrary, the report says that far from being a source of expenditure to the State, the enforcing of weights and measures yields Bombay State a net revenue of about Rs. 2 lakhs a

year, and there are no reports in regard to the inconvenience which might be suffered by the people. I feel, therefore, that if in Bombay we have an apparatus which perhaps can be geared more effectively for purposes of implementing this kind of standardisation, then we should begin here and now with almost every other State for the same purpose.

Sir, I do not know why if in Bombay we can have an apparatus which can be geared on for more effective utilisation for the purpose of standardisation of weights and measures, we cannot have it in a highly industrialised State like West Bengal, for instance. But we haven't; as a matter of fact, we haven't. I wish Government to tell us that today efforts are being made on a national scale by all the State Governments to secure personnel, equipment and organisation for purposes of the change-over in order that the implementation of this most-desired system might take place as quickly as ever that is possible. If the State Governments are serious, therefore, about their agreement with the purposes of this Bill, then the State Governments should be circulated here and now, in as friendly a manner as possible, but in an effective manner, so that they might start with the task of enlisting the services of technical experts as well as preparing the material for the purpose of this implementation.

I wish also to point out that apart from the Ministry of Railways or the Ministry of Communications or the Ministry of Education or the Ministry of Natural Resources and Scientific Research, the Ministry of Commerce also has a great responsibility in regard to this matter; and so has the Ministry of Defence. Now we are going to standardise these weights and measures. We are going to have instruments of weight. We are going to standardise the specifications. What steps are being taken—I wish the Minister tells us when he answers the debate—what steps are being taken by the Ministry of Commerce and

Industry. It is very difficult now to remember who is who in the Cabinet, because I am not very sure about the portfolios held by my hon. friends on the other side, but it is very important that the Ministry of Commerce and Industry, however it may be bifurcated or trifurcated for the time being, to come forward with schemes for the preparation of specifications and for the manufacture of the instruments of weight.

Now, we must have as few of these instruments of weight as possible so that we have standardisation; we do not have a diversity of the actual instruments by which the weight has to be taken, and therefore, it is up to the Ministry of Commerce and Industry to do something about it.

Then there is the Ministry of Defence with its Ordnance Department, which specialises, for several years now, in retrenching people who have already got some experience in skilled technical work. I do not see why the Ordnance Department of the Government of India cannot stop this retrenchment policy here and now, why those people who are now being thrown on to the scrap-heap cannot have their services utilised for the purpose of producing those things which are necessary for the standardisation of weights and measures. We have to manufacture those instruments of weight, and iron foundries have got to be mobilised, so to speak. Government has to come forward. I know in Calcutta and near about Calcutta—in Howrah and the suburbs of Calcutta—there are so many small iron foundries which are sometimes going without work, but which play a fairly substantial part in the economy of the State. They could be mobilised, and Government could start some co-operative schemes; may be a State-cum-private enterprise idea can take shape in this way, and the Ministry of Defence can produce a great deal of the material necessary in its ordnance factories; and retrenchment,—which is so often placarded all over the place, which

causes so much unnecessary heart-burning in the country, against which Government may shout in vain, because when people lose their jobs, naturally they will shout their hoarsest—can be stopped, if by a planned method you try to utilise our ordnance establishments for the manufacture of these instruments of weights and measures which we must have, if we are going to implement the idea of standardisation of our weights and measures.

Turning now to the question of nomenclature, I agree entirely with the hon. Minister that international terminology is the best in the circumstances that prevail. Now, as far as the question of international terminology is concerned, almost all the experts in our country are agreed—there are a few experts who, perhaps, for extra-technical reasons are saying rather vaguely, 'may be international terminology need not be entirely adopted'—all the experts are more or less agreed, all the State Governments are agreed in regard to international terminology. I know there is a feeling in the House—and I noticed it in the Joint Committee—that we may not adopt the international terminology; after all, we have our own language and we have our own terms. Actually, I gave my mind to this matter, and the Minister will bear with me that at one time I was even agreeable to the idea that perhaps a few Indian terms could be utilised by us. But the difficulty was—and it was pointed out very strongly, particularly by Members of the South, not only strongly but with a great deal of cogency which I could not answer—that after all, there were certain terms which might be, more or less, recognisable in the north, but which were unrecognisable in the south; and there was no agreement on certain terms.

We find also that in regard to such terms as 'maund' or 'seer', there are so many variations. I see here in one of the documents supplied to us by the Ministry that the variation is almost fantastic. The National Sample

[Shri H. N. Mukerjee]

Survey went to 1100 villages, scattered all over the country, at random and they found that there were as many 143 different systems of measurement of weight in use and the situation was much worse in respect of measures of volume and land area. Then there was the difficulty that if certain terms were apparently used widely over many large areas, they did not represent the same weight in different areas. For example, the National Sample Survey observe that there are 100 different maunds with weights differing in tolas from 280 to 8320 in contrast to the standard maund of 3200 tolas, and seers varying from 85 tolas to 160 tolas compared to the standard seer of 80 tolas. This is a fantastic situation, a jungle, a maze, out of which we have to find a way.

The Minister has already pointed out that the international terminology is quite simple. It may very well be acclimatised in our own language. The same thing has happened in so many countries. The example of China has already been mentioned by the Minister. It is only because of the difficulties of the language, the impossibility of pronouncing certain sounds, that in China they have a few alternative synonyms; otherwise, they also have adopted the international terminology.

Therefore, I feel that in regard to international terminology, we should not introduce in this House any idea of international terminology *versus* Hindi, because nobody is saying a word against the idea of using as many Hindi words as we possibly can. But in regard to weights and measures, there is so much diversity and so much variety that it is very necessary that we make up our mind in regard to the use of international terminology. It was also pointed out in discussions earlier that after all, if we were going to have a change, let our people know full well that we were having a change, and we were not ashamed about making this change. This change is in conformity with the traditions of our country. The deci-

mal system is our country's legacy to the world and that system has been worked out in the sphere of weights and measures. But if we have to find out some international terms for common use, there is no harm about it.

I wish also to point to two other matters which, I am sorry, the Minister has not mentioned in his introductory speech. I had suggested in my note of dissent to the report of the Select Committee that in clause 7, after the words 'the centigrade scale' in line 7, the words 'otherwise known as Celsius' be added. I was not here.

Shri Kanungo: That we are adopting.

Shri H. N. Mukerjee: I am happy that that is being done. I am sorry that I was not here for the last few days and I could not send in an amendment to that effect. But I am very glad that the Minister is accepting this 'Celsius' which is internationally acceptable and that it is also being mentioned in our legislation.

I want in conclusion to refer to another point about which I do not wish to raise any controversy; but I wish the Minister to have this examined by his technical advisers. As I told you earlier, I was given some material by the Indian Decimal Society and they drew my attention to the report of the Committee on Weights and Measures legislation in Great Britain, which reported in May 1951.

In this Bill we have tried to define certain units like the unit of time, 'second' and unit of luminous intensity like the 'candela'. As far as I know, there is no controversy in regard to the meaning to be attached to such terms as 'second', 'ampere', or 'candela'. When we want standardisation, we want it only in order to avoid duplication, to avoid confusion. In regard to these terms, as far as I know, there is no controversy. Therefore, I feel that we need not have these clauses, 5, 6 and 8, where terms like the 'second', 'ampere' or the 'candela' are defined. But, if we

decide that they should be retained, then, it may be necessary to define certain other terms like the 'volt', 'ohm' and 'watt', and similar expressions. I do not wish to cumber our legislation with definitions of this sort. And that is why I find that this report throws out certain very suggestive ideas.

In regard to 'second', the unit of time, it says that it is desirable that we have a definition of the unit of time, the second. But so far as the committee knew, when they reported in May 1951, there was no internationally accepted definition of 'second' which has been incorporated in any legislation. This report also went on to say that clocks have been invented which are capable of checking several irregularities in the rate of rotation of the earth and therefore questions might arise in future regarding the precise value of the 'second'. That is to say, the services of scientists like the Astronomer General in England or, let us say, the Director of the National Physical Laboratory in our country will have to be requisitioned from time to time in order to make sure about the definition of such a unit as the unit of time, the second. This report also goes on to say that in regard to such definitions, the adequate definition either of the derived units of measures or the standards which are to be the physical representations of both the fundamental and derived units is not, in general, practicable in Acts of Parliament.

In this Act of Parliament, we are going to have certain definitions. We are supposed to be able technically to apply our minds to this kind of definitions. One or two of us might know science well enough to pronounce upon this kind of thing but others do not know anything about it. If we are going to have technical definitions of this sort and, may be, it is desirable to have definitions of technical things of this sort, then, I think, the better procedure is to leave it to be done by a Scientific Commission

which shall be permanently attached to either the Ministry of Commerce or to the Ministry of Scientific Research and Natural Resources and that Scientific Commission will make a report which will be presented to Parliament and, may be, with due regard to our rights, without encroaching upon the rights of Parliament, but performing the role of subordinate legislation. Only on the basis of the reports of this Commission which will be laid before the Houses of Parliament, the Ministry can make certain changes from time to time and notify Parliament and the country accordingly.

I submit that in regard to definition of technical terms about which there is no noticeable controversy in regard to the definition of technical terms which are too cumbersome for incorporation in legislation of this sort, we might leave them to be put in the Schedule later on and we might ask the Minister to have a Scientific Commission appointed, which will be in charge of looking into this matter. This was exactly what was suggested by the committee on the Weights and Measures legislation in England in May, 1951. If we have a comparable body looking into this matter, then, perhaps, we shall disencumber our legislation of many of these very abstruse and recondite definitions about which we cannot give our views but which we can, at the same time, make sure that, as far as scientific knowledge of today is concerned, they are being utilised for the purposes of the standardisation of weights and measures, whether the measure be that of time or of land or of volume. So, I feel that in regard to this, the Minister may apply his mind. He may tell us that his scientific advisers have given him certain ideas in regard to this point which I mentioned in my note of dissent to the Select Committee's Report. I hope that he will tell us something which, as laymen, as people who have only a commonsense idea but who cannot go into the intricate technicalities of the situation, it will

[Shri H. N. Mukerjee]

be possible for us, people like us, to understand much better than we do at the moment.

Therefore, before I conclude, I would like to say that we wish Government to produce as expeditiously as it ever can. I wish Government really to implement the promise which has been given us by the Minister by implication that every effort will be made by means of publicity and propaganda to popularise this new legislation. For that purpose, the services of the people must be enlisted; the services of voluntary workers like the members of the Indian Decimal Society might very well be enlisted for this purpose. Here and now the Ministry of Education, the Ministry of Commerce and Industry, the Ministry of Natural Resources and Scientific Research, quite apart from the Ministry of Railways and the Ministry of Communications, must prepare a scheme and Parliament must have some knowledge of that scheme as to how they are going to proceed in the matter. It is a matter of which Parliament must take cognizance.

This Bill is going to be enacted and I hope and wish that this legislation will be put on the statute-book before the end of this year. Then, there would be other difficulties. The States will take time to implement. That is why I want to find some earnest of the seriousness of Government in this matter. I want Government to come forward and ask the Ministry concerned to tell the country what is going to be done here and now. Unless we have such measures we may not implement this legislation expeditiously. Even then the question may be raised that there is a change which is going to alter so many things to which we have got accustomed and therefore here is a change that we should resist. It is not an answer. That kind of inertia is dismal which has crept into the body. If we are going to make a success of the economy of our country we should help Government as far as we can. We have many radical differences with

the Government but we are all agreed that in regard to the development of our economy, we must go as fast we can. Our planned economy will be hindered and thwarted if we delay the adoption of the metric system, a system which prevails almost all over the world, a system to which we have remained strangers only because of the puerilities and centricities of Anglo-Saxonism. Therefore, I felt that we are all agreed in regard to the quickest possible implementation of this kind of measure and that is why popular support must be enlisted by Government and all the available resources of Government must be utilised as quickly and as efficiently as they ever can. If that is done—and I hope the Minister will give us assurances accordingly then, we should be really happy about that and we would welcome this legislation. In any case, we are very glad that the Minister has brought forward this Bill. I wish this Bill as smooth and quick passage in both Houses. I wish that steps which are necessary for effective implementation are adopted by Government, particularly with an eye to the needs of the country and the desirability of that kind of popular publicity and propaganda, without which the success of this kind of measure cannot be guaranteed.

12 Hours

श्री हेडा (निजामाबाद): अध्यक्ष महोदय, दशमलव पद्धति के लाभ क्या हैं इस सम्बन्ध में आज कोई चर्चा करने की आवश्यकता नहीं है। इस पद्धति को हम ने स्वीकार किया है और उसी के अनुसार सिक्कों के बारे में हम ने एक बिल अभी थोड़े दिन हुए पास किया है अतः उस के बाद यह लाजिमी था कि इस प्रकार का बिल सदन के सामने आता। मुझे खुशी है कि वह बिल आज पेश हुआ है और ज्वाइंट कमेटी (संयुक्त समिति) ने जो उस के ऊपर रिपोर्ट दी है वह रिपोर्ट भी बहुत अच्छी है और उस से यह सिद्ध होता है कि ज्वाइंट कमेटी ने इस के ऊपर काफी खोज बिन की थी और बाकी विचार विमर्श

के बाद यह रिपोर्ट पेश हुई है। इस रिपोर्ट के अन्दर अगर कहीं किसी को कोई मतभेद हो सकता है तो कुछ बुनियादी चीजों के सम्बन्ध में मतभेद हो सकता है वरना मैं समझता हूँ कि द्विसारं के बारे में मतभेद की कोई विशेष गुंजाइश नहीं है।

मिनिस्टर महोदय ने अपने भाषण में यह फरमाया था कि अन्तर्राष्ट्रीय शब्द इतने आसान और सरल हैं कि उन को आसानी से हिन्दुस्तानी भाषाओं में और विशेषकर हिन्दी के अन्दर अपनाया जा सकता है। मैं समझता हूँ कि उन का अभिप्राय ग्रैम और मीटर इन शब्दों से है। निस्सन्देह ग्रैम और मीटर विदेशी शब्द होने के बावजूद उच्चारण में काफी सरल हैं और इस लिहाज से वे हमारे पास आ सकते हैं और हमारी भाषाओं के वे अंग बन सकते हैं और उन में घुल मिल जा सकते हैं परन्तु मुश्किल तब आ पड़ती है जब उन के पीछे हम और शब्द लगाना शुरू कर देते हैं और तब यह शब्द जैसे आसान अकेले मालूम होते हैं वैसे वे आसान शब्द नहीं रह पाते हैं और वे शब्द बहुत मुश्किल हो जाते हैं। अब यदि डैकामीटर, हैक्टोमीटर और किलोमीटर यह शब्द अगर हिन्दी में या दूसरी भाषाओं में लें तो काफी मुश्किल हो जायेगी। मीटर शब्द का उच्चारण तो सरल होता है लेकिन उस के साथ हैक्टो या डैका लगायें तो उस से काफी मुश्किल होने की सम्भावना है। फिर सवाल यह है कि जब हमारे पास कुछ शब्द ऐसे हैं जो काफी प्रचलित हो चुके हैं और वे शब्द लोगों के दिमागों में घर कर चुके हैं और लोगों ने उन्हें अपनाया हुआ है और लोग उन के आदी हो गये हैं तो ऐसे शब्दों को क्यों हम त्याग दें। अब इन दो शब्दों मीटर और किलोग्राम के लिये हमारे यहां गज और सेर यह दो बहुत काफी अच्छे और प्रचलित शब्द हैं और मैं समझता हूँ कि यह दोनों शब्द काफी आसानी से इस्तेमाल किये जा सकते हैं। थोड़ी देर के लिये मान लीजिये कि यह शब्द केवल हिन्दी में ही प्रचलित हैं

और दूसरी भाषाओं में यह शब्द प्रचलित नहीं हैं तो दूसरी भाषाओं में इन के पर्याय जो अब प्रचलित हैं वे शब्द चल सकेंगे।

संसद् की एक कमेटी बैठी हुई है जो कि अंग्रेजी के विभिन्न हिन्दी इक्वैलेंट्स पर्यायवाची शब्दों) का निर्माण कर रही है और वह कानूनी, वित्त सम्बन्धी और टैक्नीकल सभी प्रकार के अंग्रेजी शब्दों के लिये हिन्दी शब्दों का निर्माण कर रही है और मैं समझता हूँ कि जहां वह देश भर के लिये शब्दों का निर्माण कर रही है वहां वह इस काम को भी हाथ में ले ले और इस सम्बन्ध में शब्द सुझाये और मैं समझता हूँ कि ऐसा होने से हमारा काम काफी आसान हो जाता है। बावजूद इस के कि मीटर और ग्रैम यह दो अन्तर्राष्ट्रीय शब्द काफी आसान और प्रचलित हैं लेकिन उन के आगे जो दूसरे शब्द लगाते हैं उन की वजह से विलम्बता आजाती है और जिस का कि नतीजा यह होता है कि वह हिन्दुस्तान की किसी भाषा के अन्दर वे पहले के शब्द बैठ नहीं पाते, इस लिहाज से मैं इन शब्दों को पसन्द नहीं करता। मैं सरकार से और विशेष कर के अपने मंत्री महोदय से प्रार्थना करूंगा कि वे इसके ऊपर गौर से विचार करें और सोचते समय केवल पढ़े लिखे लोगों, विशेष कर अंग्रेजी पढ़े लिखे लोगों के समाज को ही अपने सामने न रखें बल्कि उस सारी जनता को सामने रखें जिन की कि नुमाइन्दगी (प्रतिनिधित्व) हम यहां करने का दावा करते हैं और जिन की कि शिक्षा का स्तर काफी नीचा है।

इस के बाद एक और चीज जिस की तरफ मुझे ध्यान दिलाना है वह यह है कि सिक्कों के कानून को पास कर इस कानून को और पास कर देने भर से उन का सब काम खत्म हो जायगा ऐसा नहीं है, वस्तुतः बात यह नहीं है और हमें सतर्क रहना है और जाग्रत रहना है और दशमलव सिद्धान्त को अगर हम ने माना है तो उस को हम जहां जहां भी ले जा सकते हैं वहां हमें ले जाने की आवश्यकता है। हिन्दी

[श्री हेडा]

की गिनती में दशमलव पद्धति होने के बावजूद उन के उच्चारण में या उन के जो आंकड़े अलग अलग दिये गये हैं वे ठीक नहीं हैं। नित्यानवे के चक्कर में कभी कभी आना पड़ जाता है। नियास्सी के बारे में कभी कभी काफी भ्रम हो जाता है। नियास्सी के माने एक कम नब्बे के हैं लेकिन कभी कभी यह समझना मुश्किल हो जाता है कि एक कम नब्बे है या एक कम अस्सी है। इसी तरह उन्तालीस और उनयास यह दो शब्द भी गड़बड़ पैदा करते हैं। हमारी दक्षिण की भाषाओं में कन्नड़, तामिल, तेलगू और मलयालम आदि में इस बारे में बड़े स्पष्ट शब्द हैं और वे इस प्रकार के शब्द हैं जैसे कि अंग्रेजी के पर्याय होते हैं जैसे कि अंग्रेजी में ८१, ८२, ८३, ८४, ८५, ८६, ८७, ८८, ८९ होते हैं अर्थात् ८० को बुनियाद बना कर उस के बाद १, २, ३, ४, ५, ६, ७, ८, ९ रखते जाते हैं। दक्षिण की कन्नड़, तेलगू, तामिल और मलयालम इन भाषाओं के अन्दर इस प्रकार के शब्द मौजूद हैं। मैं चाहता हूँ कि उस पद्धति को हिन्दी में भी प्रचलित करा जाय और उस ओर ध्यान देना चाहिये अन्यथा दशमलव पद्धति की जो हम ने कबूल किया है उस को आगे नहीं ले जा सकते हैं। मैं उन लोगों से जिन की कि मातृ भाषा हिन्दी है, अनुरोध करूंगा कि जिस प्रकार की वह भाषा बचपन से बोलते आये हैं, उस भाषा में जरा भी परिवर्तन न करते हुए और उस को जैसा का तैसा रखते हुए उसी को राष्ट्र भाषा माना जाय, इस प्रकार की उन्हें कोशिश नहीं करनी चाहिये और उन्हें अपनी भाषा को बराबर समुद्ध करते जाना चाहिये और उस के अन्दर सुधार करते रहने की बराबर कोशिश करनी चाहिये।

अभी कुछ ही दिन पहिले जब श्री चाळ एन लाई रामलीला मैदान में भाषण दे रहे थे तो उन के चीनी भाषण का अनुवाद हिन्दी में हो रहा था और उस वक्त एक बड़े

मजे की चीज हो गई। एक शब्द का उन्होंने ने अनुवाद किया था "गोष्ठि" और चूंकि दक्षिण से जो लोग आते हैं उन को हिन्दी पढ़ते वक्त "ह्रस्व" के बाद बाकी अक्षर को अलग करके पढ़ने की आदत सी हो जाती है इसलिये मेरे ख्याल से "गोष्ठि" का "गोइष्ठ" पढ़ा गया और मैं समझता हूँ कि उन सज्जन महोदय ने भी इसलिये वैसा किया था। तो मेरा कहना है कि जैसे विनोबा भावे ने अपनी लिपि निकाली, काका कालेलकर ने अपनी लिपि तैयार की और उन्होंने ने अपनी लिपि को देवनागरी कहा और उन्होंने ने अपनी लिपि में "ह्रस्व इ" को अक्षर के बाद लिखने की बात सोची है, मैं समझता हूँ कि यह सारे सुधार ऐसे हैं जिन को कि हमें विचार करने की अति आवश्यकता है।

अन्त में मैं एक बात अवधि के सम्बन्ध में अर्ज करना चाहता हूँ। इस बिल के अन्दर यह कहा गया है कि दस वर्ष के दरमियान इस बात की कोशिश की जायेगी कि दशमलव पद्धति से यह जो वजन और नापने के हमारे साधन हैं उन का अवलम्बन सारे देश भर में किया जायगा और आवश्यकता महसूस होने पर तीन वर्ष की अवधि में इजाफा (वृद्धि) हो सकता है। मैं समझता हूँ कि जैसे और अन्य मित्रों ने कहा है कि यह दस वर्ष की अवधि काफी ज्यादा है, हम ने सिक्कों के लिये पांच वर्ष की अवधि रखी थी, मैं जानता हूँ कि सिक्कों के बारे में यह काम ज्यादा कठिन है क्योंकि सिक्कों के अन्दर जो कुछ भी हम ने परिवर्तन किया वह एक प्रकार से अन्दर का या आपस का ही परिवर्तन था, रुपये को जैसा का तैसा हम ने इस में कायम रखा है, रुपये के जो भाग हैं उनको हम ने नये पैसा कहा और उन के अन्दर हम ने परिवर्तन किया, इस लिहाज से उन के अन्दर इतनी दिक्कत नहीं है लेकिन यहां तो जो गज और सेर हैं जैसे के तैसे कायम नहीं रह रहे हैं बल्कि उन के अन्दर भी परिवर्तन हो रहा है।

इन सारी चीजों को देखने के बावजूद मैं समझता हूँ कि यह दस वर्ष की अवधि ज्यादा है और मुझे खुशी है कि विरोधी दल के नेता श्री हीरेन मुकर्जी ने आज जो भाषण दिया, वह उन के आज तक के भाषणों को देखते हुए काफी अच्छा भाषण था । और उन्होंने भी कहा कि यह दस वर्ष की अवधि बहुत ज्यादा है । पांच वर्ष की अवधि बहुत काफी होगा और अगर सारे अन्योन्य विभाग काम करने लग जायेंगे तो पांच वर्ष के अन्दर अच्छी तरह से इस का प्रसार हो सकता है । और अगर किसी वजह से सारे प्रयत्नों के बावजूद पांच वर्ष में न हो सके तो तीन वर्ष और भी बढ़ाने की गुंजाइश है, या किसी दूसरे क़ानून के जरिये से हकूमत इस सदन के सामने आ सकती है और अधिक समय ले सकती है ।

इन तमाम मुद्दों के साथ मैं इस बिल का रबागत करता हूँ ।

Shri Kamath (Hoshangabad): Mr. Speaker, Sir, the House has just listened to my hon. friend on the right, Shri H. N. Mukerjee, whose speech was pitched on an academic and literary plane, shot with high aspiration and picturesque expression. I, Sir, am not so presumptuous as to speak on the very high plane of an academic or literary nature, but I will speak on a lower plane, if I may use the expression, a common man's plane.

I was, a few days ago, in that ancient capital of the south, Madurai, and just in order to test the efficiency of the Government's publicity about our new currency that is to be on next 'All fool's day',—the 1st of April,—1957, after my brief speech I put a question to the audience as regards various matters connected with this new currency that we are going to have. I was astounded to see that many of them gave wrong answers. You know, Sir, Madurai very well. Perhaps it is one of the most advanced and best cultural centres.

Mr. Speaker: I know Mathurai.

Shri Kamath: They call it Mathurai in Tamil. It is a sort of distinction from the Mathura here.

Mr. Speaker: This is called *Vada Mathurai* or Northern Mathurai and the one to which you went is Southern Mathurai.

Shri Kamath: There is an "i" added at the end. Formerly it was only Madura and so there was a little confusion between this Northern Mathura and the southern Mathurai. At this meeting to which I am referring, even educated young men studying in colleges had come in large numbers. I as to see that was tounded many of them gave wrong answers as regards conversion tables, as regards the value of the old postal stamps in terms of the new currency that we are going to introduce and so on. I asked them whether they did not have enough of propaganda and publicity about it on the radio, in the Press and all sorts of forums over which the Government have command all the year round. They said: "Yes, we have heard a lot of it in the Press also". But, apparently, it has not been driven home, and even educated people did not know much about the new coinage that we are going to have next year. Only one tiny little boy studying in the 5th or 6th standard just ventured a guess about the question put and that guess proved to be correct. But all the other answers that were given on the subject by many educated people, about half a dozen or so, proved to be wrong.

I would, therefore, begin with that little experience of mine just to tell the Government—I do not want to use the word 'warn'—that they should be more careful about implementation. They have got the monopoly of radio. The Press is almost a 'stooge Press'—I would not like to use the word 'stooge'; I shall only say that the Press is always at their back and call, they can hand out whatever

[Shri Kamath]

they want to the Press and it comes out like a shot. Therefore, I would request the Government to see that in the matter of publicity with regard to this new measure of weights and measures they utilise the media to the best advantage, not of the Government but of the people. Usually the people are forgotten and the Government remains. That, I hope, will not be done in this case.

[SRI BARMAN in the Chair]

12-15 hrs.

Another aspect of the matter is about the co-ordination between the Central Government and the State Governments. There are certain things, State measures and so on, which have to be repealed. Unless the State Governments co-operate with the Central Government fully and efficiently, this measure will certainly not reach the people in the remotest villages as it ought to. I am tempted to drive this point home because right under the nose of Ministers here there seems to be no co-ordination in a very important matter which rocked the capital recently. Today there is an echo of the last year's mass murder by jaundice in the capital. A friend told me just now—I have not read the papers—that our colleague Sardar Baldev Singh is very seriously ill with jaundice. I do not know whether he contracted it during this year's contamination of water-supply. But I am told his condition is serious and blood transfusion is being given. I pray God that he will pull through and will join us here very soon.

But here I am referring to last year's jaundice epidemic on the subject of lack of co-ordination. A week ago, when I was absent, a question was put—I am grateful to Dr. Ram Subhag Singh for that—here to the Health Minister. The question was put to the Health Minister here and she said—I read about it in the papers—that the responsibility for all that happened, for all that murder in the capital by jaundice was the responsibility of the State Government only

and the Central Government had no responsibility. Here is a letter written by Dr. Yudhvir Singh, former Minister of Health of the Delhi State Government, to an applicant who asked for compensation. This is what he writes:

“This was a misfortune in which in no respect the State Government or authorities were responsible and therefore the question of any compensation does not arise at all.”

In this little matter the Central Government says that the State Government is responsible and the former Health Minister of Delhi State, Dr. Yudhvir Singh says that the Central Government is responsible. I can quote many instances like this where there is complete lack of co-ordination between the Central Government and State Governments. If this happens again in this matter of standard weights and measures, well, I do not know what will happen to our people in the villages.

I referred to this matter when the Bill came up for reference to Select Committee of this House during the last session. Then I expressed my fear that the Government being inefficient as it very often is, the poor people in the villages and in the small towns will suffer considerably, will be created, mulcted and deceived by the vily and the cunning folk in the big towns, the traders and people of that sort.

May I, Sir, invite your attention to this aspect of the matter as regards the various Greek and Latin terms that have been used with regard to various standards mentioned in this Bill of weights and measures? I wonder how many of our educated people even in this country will be able to recognise the distinction between *Deka* and *Deci*.

I am sure after a time *Deci* will become “*Deshi*” which is very well-known in the country. The charge has been levelled against most of us

that we have been anglicized. With regard to this Bill, I can very well say that we, the anglicized people are trying to 'hellenise' the poor people; I am using it as the adjective form of Greek.....

Shri Chattopadhyaya (Vijayavada): Thanks for the knowledge.

Shri Kamath: ...not single 'T', but double 'T'. We are trying to hellenise the poor people in our country and also latinise and romanise them. There are other points mentioned here in these Minutes of Dissent. So, the Government should devise proper and suitable Hindi or Indian terminology for these various things. Otherwise, I am sure that there will be chaos and confusion all over the country in this matter.

Mr. Chairman: I think they can very well pick it up; of course, that will take time.

Shri Kamath: "Deka" is ten times, and "Deci" is one-tenth.

Mr. Chairman: "Deka" and "Deci" are akin to "दस". They can very well pick it up after some time.

Shri Kamath: I hope they do so.

Mr. Chairman: We have accepted the principle; the question is only of terminology.

Shri Kamath: I fully share your optimism.

Shri Chattopadhyaya: Let us be optimistic.

Shri Kamath: With all the misfortunes of the country, I am still optimistic about the future of democracy and our country.

Shri Kanungo: Hear hear.

Shri Kamath: I am glad the Minister and the poet both agree in this matter. It does not always happen in this House. I would, therefore, impress upon the Minister the imperative need first for devising a suitable terminology, not necessary with the help of Dr. Raghbir. I have great regard for his eminence in Hindi research, but I would only

refer to an incident which happened when the Prime Minister visited Nagput about a year and a half ago. He was taken to Dr. Raghbir's International Academy; the Prime Minister said that he had come across some of the new coinage of Dr. Raghuvir and added, "even if I try to memorise them for the rest of my life, I shall not be able to remember them; my jaws are already aching by pronouncing them." It may be jaw-breaking or jaw-aching. So, I am sure the talent in the Government and outside is fairly adequate to cope with the needs of the situation to devise simple terms which the ordinary villagers and townsmen will be able to understand, so far as these weights and measures are concerned.

There is an old saying "All is not gold that glitters". That is very true in the modern age; not even the coins that are going to come are not gold. I would modify it a little and say, "All is not good that is new". I am afraid the Government has been seized by a penchant, nay, a passion for novelty-mongering. The coinage, the calendar, weights and measures, everything is thrust upon us one after another, piled up like Pelion on Ossa. So many things have crowded in during the last five years. We do not know what is being implemented and when. I went to Madurai and asked the townsmen. I went to my own constituency also recently and the villagers do not know when the new coins are coming, what are the various conversion tables or figures etc. This has been before the country—I mean the coinage business—for the last two years and the Government has been 'propagandising' the Coinage Act and the rules during the last one year intensively, but it has not reached the villages in spite of Radio and many other media that the Government have at their command.

I had suggested during the course of the discussion on the Bill in the last session that this was not yet a universal system and I quoted from the British Encyclopaedia; I do not

[Shri Kamath]

want to repeat that again. I had asked the Minister, rather requested him, to go through the British Encyclopaedia and I am sure he has done so and the Joint Committee has had the benefit of the wisdom generated by the Minister from the Encyclopaedia. But, I do not know what is the urgent need for this new system today. Again I make it clear; the priority that has been given to this should have been given for a uniform system of weights and measures all over the country. Your Bengali maund is different from the maund in our place.

Mr. Chairman: There are so many maunds.

Shri Kamath: You know that very well. The vast machinery of our Government, which is growing day by day—I do not know whether it will rise to astronomical proportions—has not been able to bring about this uniformity all over the country with respect to the existing weights and measures. There is so much of corruption and cheating in this matter and even stones and pebbles are used as weights. I have seen it myself. Government does not tackle this big evil.

Shri Chattopadhyaya: Ask the Government not to leave any stone unturned.

Shri Kamath: I am glad the poet is helping me. They will turn all the stones and, turn them over for use in the villages. I am referring to the stones and pebbles that are still being used for weights and measures. I have raised this point twice in this House. What has the Government done in this matter? The Government has been inefficient or remiss in this matter. They cannot do anything with regard to the removal of this evil in the country and they go to big things like metres, kilograms, candelas and all that sort of thing. They are toying with the lives of our poor people; they are playing with their hard earned money. I do

not regard the Government as competent to implement what is contained^d in this Bill unless they prove to us that they are competent to remove the existing evils from the prevalent system of weights and measures in this country. That is the first task they will have to take up and implement satisfactorily, so that we will be convinced that they have got the ability, the efficiency and the will to see that this thing is put through.

Before I close, I would only say that since 1947, who have been trying—all of us—to usher in a new system, a new way of life, for our people in this country. In spite of that, there are millions today in the country who are without food, without clothing, without shelter, let alone education and medical assistance. There are millions in the country going without adequate food, clothing and shelter. Government do not seem to be anxious to provide these things to them first, before we embark upon these hairbrained ventures. It is not that new things should not be introduced, but will such new things such as these weights and measures, new coinage, new calendar, give them a new life? Will such new things create new men in our country and inspire the people with a sense of high endeavour and purpose? I am afraid that the Government is putting last things first and first things last.

I shall again appeal to them to bend their energies to the primary task of feeding the people, clothing the people, and housing the people, and when they have tackled it well and truly and efficiently, let them take up new measures, with which none of us are in disagreement, but they must have a sense of priorities, and that is the only way by which we should be able to create a new life and a new purpose in this country, and that is the only way by which men and women in our country will have life and have it more abundantly.

सेठ अचल सिंह (जिला आगरा-पश्चिम) : सभापति महोदय, जो बिल आज हमारे सामने पेश किया गया है उस से हमारे देश और हमारी जनता के लिये बड़ी समस्यायें पैदा हो जायेंगी। हमारा देश सदियों से गुलाम रहा है और इस कारण यहां पर शिक्षा का बड़ा अभाव है। यहां केवल पन्द्रह फीसदी लोग पढ़े लिखे हैं, बाकी अनपढ़ हैं। यहां के अधिकतर लोग किलोग्राम और मीटर इत्यादि को नहीं समझ सकेंगे। वेट और मेजर के जो पैमाने यहां पर लागू करने का विचार किया जा रहा है, वे पश्चिमी देशों में सैकड़ों वर्षों से चल रहे हैं। हमारे देश को आजाद हुए अभी केवल नौ साल हुए हैं और यहां की अधिकांश जनता अनपढ़ है, इसलिये उन पैमानों को यहां पर कायम करना एक दिक्कत तलब बात है। इस बिल में दस वर्ष का समय रखा गया है, लेकिन मेरे मत में यह अवधि बहुत कम है और इस को बढ़ा कर बीस वर्ष कर देना चाहिये। इस के अलावा हमारे देश में केवल पन्द्रह फीसदी लोग पढ़े लिखे हैं, जब कि पश्चिमी देशों में अस्सी नब्बे फीसदी लोग पढ़े लिखे हैं, इस लिये दोनों का मुकाबला नहीं किया जा सकता है।

अभी तक हमारे देश में अनेक पैमाने प्रचलित रहे हैं। कहीं पर मन दस पन्सेरी का है, कहीं पर नौ पन्सेरी का और कहीं पर बीस सेर का है। देश के मुस्लिफ भागों में मुस्लिफ पैमाने हैं। जब उन सब के स्थान पर एक नया पैमाना रख दिया जायगा, तो लोगों को बड़ी कठिनाई का सामना करना पड़ेगा। हमारी जनता शिक्षा में बड़ी पीछे है। वह किलोग्राम और मीटर के बारे में कुछ न जान सकेगी। जैसा कि मैं ने अभी कहा है, इस बिल में दस वर्ष की अवधि के बजाय बीस वर्ष की अवधि रख देनी चाहिये। तब तक हमारी जनता काफी शिक्षित हो जायेगी और यह परिवर्तन आसानी से हो सकेगा। हमारे यहां पर जो नये नये कानन इत्यादि बन रहे हैं, हमारी जनता उस से बिल्कुल वाकिफ नहीं है और न उन को समझ ही पाती है। इस बिल के पास

होने से वह बड़ी परेशानी में पड़ जायेगी और सरकार का बड़ा विरोध करेगी।

अन्त में मैं फिर यह निवेदन करूंगा कि दस वर्ष की बजाय बीस वर्ष की अवधि रख दी जाय ताकि जनता पूरी तरह शिक्षित हो जाये और आहिस्ता आहिस्ता इस व्यवस्था को ग्रहण कर सके और सुविधा के साथ इस का पालन कर सके।

Shri Chattopadhyaya: On a point of clarification, I would like to say that we listened with awe, enthusiasm and appreciation to the speech made by the hon. Member, Shri Kamath, but I could not quite understand what he was driving at. Was it that he had no objection—are we to understand—to the principle of the measure, but he had objection to the measure of the principle?

Shri Kamath: Measure of the pace.

Shri Shree Narayan Das (Darbhanga Central): I think there is none in the House who is opposed to the principle of the Bill. I also think that it is desirable to have this measure; there is no doubt about it, but the necessity may not be urgent and the feasibility of this measure is also obscure as seen from a study of the Bill. It is proposed to bring about the new scheme during the period of 10 years or so. I must say that the Government have become too much international, too early; there are so many problems in our country which we have not been able to solve, but which are urgent. As pointed out, in our country, even now, 85 per cent. of the people are illiterate. They cannot even read or write. So, if we introduce these international nomenclatures in the matter of weights and measures, it will be very difficult for a very large number of people living in the rural areas to understand all these things. It would have been better if we had waited for some time more and paid attention to the education of the people in general. I

[Shri Shree Narayan Das]

have no doubt that the Government are adopting measures to educate the people, but that is quite inadequate and insufficient. The progress is not so good as it should be....

Mr. Chairman: Order, order. I must tell the House that this is a Bill which has come out of the Joint Committee. It means that the principle of the Bill had been already accepted by this House. What remains for this House to consider is whether the report of the Joint Committee meets the points or the principles that have already been accepted by the House. At this stage, it is not for us to say whether Government is right or wrong in introducing such a measure because the people of the country are illiterate etc; it can be pointed out to Government that the Bill can be amended in a particular manner; so far as the principle is concerned, it has already been accepted. So far as its application is concerned—to say that the Bill should provide the necessary facilities for being introduced among the illiterate masses—that had been accepted by this House. So, generally speaking to say that Government was not right in bringing such measure at such a time because our masses are illiterate, I think, is not strictly proper at this stage. I request hon. Members to speak on the provisions of the Bill, how it can be applied throughout the country with greater facility and ease or suggest any other amendment to the Bill, as he may feel like pointing out.

Shri Kamath: On a point of clarification, may I ask with regard to calendar and other things about which you mentioned just now, is not the House competent to suggest amendments?

Mr. Chairman: Certainly, amendments are quite welcome and quite proper. What is not proper at this stage is to say that Government was not right in bringing such a measure now. As I said, the principle had already been accepted by the House when we committed the Bill to the

Joint Committee. There is some distinction.

Shri Kamath: Yes, Sir.

Shri Shree Narayan Das: What I was saying was by way of general remarks. I agree that the principle has been accepted; there is no doubt about that. But at this stage the Bill can be rejected by the House. These general remarks are not meant to say it was not proper for the Government to introduce this Bill. Even now this House is entitled to reject this Bill. Whatever pertains to this Bill, either for or against has been pointed out with regard to the nomenclature, of weights and measures etc. and this House is competent to change them into Indian names. What I am saying is we are going to adopt so many international terms in our national life too early. We have not educated the people to enable them to appreciate this measure. As you know, 85 per cent of our people are illiterate and they will not be able to understand these terms. As my hon. friend has just stated, in spite of our attempts throughout the centuries, we have not been able to introduce a uniform system with Indian names even. So, this international nomenclature and international names like kilograms etc. are not fitted for India now.

Mr. Chairman: What I meant to say was that the principle of the metric system has been accepted by the House. You can, if you so choose, change the terminology and substitute terms which you think will be more suitable and intelligible to the people.

Shri Shree Narayan Das: My remarks were not against the metric system as such. My remarks were against the adoption of these names here.

Shri Kamath: With regard to your ruling, at the third reading stage we can throw out the Bill.

Mr. Chairman: If the majority so desires.

Shri Kamath: Who knows the majority will not so decide?

Mr. Chairman: That is not the point. So far as discussion in this House is concerned, there is some distinction between the original discussion, that is, the first reading, and the discussion when the Bill emerges out of the Select Committee. Rule 116 of the Rules of Procedure says:

"The debate on a motion that the Bill as reported by the Select Committee be taken into consideration shall be confined to consideration of the report of the Select Committee and the matters referred to in that report or any alternative suggestions consistent with the principle of the Bill."

So, at this stage, hon. Members cannot object to the principle of the Bill. As regards the amendments suggested in the Report, the applicability of the Bill or alternative arrangements, suggestions can be made and amendments can be moved. All these things are upon discussion. I find that there is no amendment to this Bill.

Shri Kamath: I am not against the principle of the Bill. The principle here is metric system. But the timing of the measure is not a question of principle. We can certainly say that this is not the right time to adopt the metric system.

Mr. Chairman: It has already been argued by some hon. Members that this Bill should come into force 5 years, 15 years or 25 years hence.

Shri Kamath: If I say that it should have been introduced two years hence and not today, that is not the principle of the Bill. The principle is the metric system.

Mr. Chairman: You cannot object to the passing of the Bill at this stage. You can argue that this Bill should not be applied for the next 20 years. You are quite competent to argue.

Shri Kamath: That can be done at the third reading stage.

Shri Shree Narayan Das: As far as I am able to understand, the introduction of the metric system and decimal system has been accepted by the Government and so we should also accept that. What we are objecting to is to the international nomenclature and terms used in this Bill. Now, the House is entitled and the Members are entitled to say that the adoption of the international nomenclature is not necessary in our country and we can adopt the nomenclature prevalent in different parts of our country.

Mr. Chairman: Quite right, I do not object to that. You can have your nomenclature, if you like. The House is competent to say that.

Shri Shree Narayan Das: I was referring to the international nomenclature and it was in that context that I said we have become too much international. In the course of that I said that this measure is not necessary or desirable for trade and commerce at present. Every citizen of India is interested in this measure. But, in order to make the people understand the necessity and the advisability of having this measure, it is necessary that we should educate the people. That we have not done so far.

It is not enough if the Government waits for ten years. My hon. friend, the Deputy Leader of the Communist Party, suggested that the period of ten years provided in the Bill should be reduced to five years. I would like to say that the period of ten years should be increased to twenty years because only then we will be able to educate the people and the people will be in a position to appreciate this measure in the proper way. That is one point.

During the last hundred years a very large number of committees have

[Shri Shree Narayan Das]

been appointed to consider all these things. The Government has also, in its various departments, considered these things. Now they have come to the conclusion that it is better to introduce this international nomenclature. I would like to suggest that another committee should be appointed to find out what is the highest common measure of names that is possible in India. In Northern India terms like maund and gaj are very very common. In the Southern States the terms may be different. But in a country like India, I think in most of the States the terms like maund, chataak and seer are common. So, it is possible, just like in the Coinage Bill where we have introduced terms like Naya Paisa, to introduce Indian names here also so that they may be intelligible to the general public.

Shri Kamath: Naya gaj.

Shri Shree Narayan Das: So I suggest that different names should be found out and introduced in course of time. Therefore, a high power committee should be appointed to go into this matter and find out Indian names. May be they have originated from Sanskrit. In Sanskrit language there are so many names even for smallest measurements. I therefore, suggest that efforts be made to find out Indian names and they may be used in this Bill.

Shri Chattopadhyaya: Tamil Nad will not accept it.

Shri Shree Narayan Das: For instance, "luminous intensity" is a scientific term. For that, the term used here is "candela".

Shri Kamath: Scandala?

Shri Shree Narayan Das: We must use terms which are prevalent in the different States. Students will find it difficult to understand these things. So, there should be a uniform system. I agree that decimal system and the metric system should be introduced in our country. But efforts should be made to find out some suitable Indian

names for all these measurements and weights. That will benefit a very large number of illiterate people who are inhabiting this country, who are not able to appreciate these terms.

Shri Kamath: There is no quorum now.

Shri Chattopadhyaya: Quorum is necessary; and decorum too.

Mr. Chairman: The quorum bell may be rung.

Mr. Chairman: Now, there is quorum. Shri Telkikar may speak.

Shri Telkikar (Nanded): So far as the object and the underlying principles of the Bill are concerned, I support the Bill. But there is one aspect which should be coolly considered by this House and that is with regard to the extent of powers given for delegated legislation. When I say this, I do not mean to say that we are doing anything contrary to the practice or tradition of delegation of powers to the executive. Generally, Parliament deals with major problems and with substantive principles. Subordinate legislation is designed to meet emergencies and to avoid the statutes being overloaded. I also concede that delegated legislation saves the time of Parliament. Considering the vastly increased functions of the State, the Parliament naturally does not find time to go into the subsidiary rules, and that is why we are habituated to accept the principle of subordinate legislation or delegated legislation. But, in spite of this, we must be careful to see that the matters that are left in the Bill should not be a substantive character.

Taking this Bill into consideration, I find that there are certain things which ought to have been incorporated in the Bill. The designation of the secondary units is left out. In the previous Acts of a similar nature, such as the Standards of Weight Act, 1939, the Measures of Length Act, we find that the secondary units

also have been defined there. We do not find a similar thing in this Bill. While this is a piece of legislation similar to the previous one, we are amazed to see that the real legislation is left to the rule-making control of the authorities concerned. The real legislation is to take shape in the rules that have to be framed by the executive. Actually, the secondary units, the nomenclature, and so on are the main things in the Bill.

There was some objection raised by some hon. Members and especially by the hon. Member who preceded me just now. He said that there should be some Indian nomenclature and that the present terminology should be changed. But I fail to understand his point. Even the present words we have are derived from Sanskrit. They are simple ones. Of course, there is a Minute of Dissent from Shri Kishen Chand. He says that the meter may be retained but the numerical prefixes should be Indianised and put in Hindi. For example he says that *das*, *sou*, *hazar*, etc., should be prefixes. But I say that the same thing is already there. When we say *Deka*, it is from *das*, that is, ten. *Cente* is from *sat* that is, hundred, and so on. These were also the original Sanskrit prefixes which were used also by the Grecians and other. So, there is no need to change the names. Anyhow, we are retaining meter, gram and so on. So, where is the necessity for a change? The existing names, as given in this Bill, are all right. They apply not only to one part of the country or some parts of the country but to the whole country, and they are used throughout the world. So, these terms will be very easy for scientific purposes. We shall be able to understand them, especially when we read those books and other literature wherein these words are used. These terms would facilitate matters.

There are some defects also in the Bill. The drafting of the Bill, I think, is not so well done. It should have been drafted quite differently. For example, there is a definition clause—clause No. 2. In that clause, I find

some definitions, but there are a number of other definitions scattered in other provisions of the Bill. There are different clauses for definitions. All the definitions must have been put together in one clause. That would have been better.

Primary units have been given in the Bill, and for that purpose, they have framed different clauses. These may also come under one single clause so that the Bill may be made a shorter one. The legislation as a whole could have been briefer. It need not have been so lengthy.

As I said, the main difficulty is in regard to the designation of the nomenclature for secondary units, which has been left to the rule-making authority. What happens is this. This sort of delegated legislation is not easily accessible to the people and the citizens of the country. The citizens will not be aware of the changes. In order that the subject-matter could be ventilated freely and fully in Parliament and to enable those who are interested in it may find time to express themselves and think over the question calmly and fully, the designation of the secondary units should be given in the Bill itself. Otherwise, the rules regarding the same will not be easily accessible to the public. After all, these rules are not secret. There is no secrecy about them, but they are difficult to assess.

As I said, some clauses should be redrafted. The secondary units should be incorporated in the Bill itself. With these words, I support the Bill.

Mr. Chairman: The rules will be placed before Parliament. The Joint Committee has added a sub-clause.

Shri Telkikar: I said that the rules are not easily accessible to the public at large. It is not so for the Members of Parliament.

Shri L. Jogeswar Singh (Inner Manipur): This is a very revolutionary Bill, and it is one of the revolutionary Bills that have been introduced in the life of this Parliament. I see that the Bill has undergone some

[Shri L. Jogeswar Singh]

salient revisions in the Joint Committee. But my apprehension is how this Bill will be successfully implemented, and how the features of this Bill could be brought home to the illiterate masses of this country. Unless we are successful in bringing home to the illiterate people the features of this Bill, I do not think the purpose and objects of this will be served.

If we want to see that the Bill is successfully implemented, the only solution would be to make incessant propaganda about the change. My hon. friend, Shri H. N. Mukerjee just now said on the floor of this House that a lot of propaganda is necessary in this connection. I also support and endorse his view. All possible propaganda through introduction of text books in schools, street corner demonstrations, documentary films and enough advertisement in the newspapers should be done.

There is one thing about which I am doubtful. The period for implementation of this Bill is put at not later than ten years from now. This is a revolutionary measure. This is a new Bill, and it is full of complexities. The rural people would be hardly able to digest the provisions of this new Bill. Therefore, while the period of ten years may remain, we should have some sort of programme committee, in the meanwhile, and the programme committee will see to it that the measures are implemented earlier than ten years.

13 hrs.

This Programme Committee will consist of the representatives of the Ministry of Commerce and Industry, of the Council of Scientific and Industrial Research and of the other concerned Ministries. It should also consist of officers who will be responsible for the administration of this measure. This Committee may go into the question of nomenclature, as to whether the international nomenclature can be adopted by us with suitable amendments. All these things can be gone into by this Com-

mittee. This Committee may also be asked to report as to whether it would be possible to implement this measure earlier than the period of ten years.

A suggestion has been made that it would be possible to introduce this measure within a period of five years, because Czechoslovakia has done so and Russia has been able to do so within a period of nine years. In this connection we should look to the conditions obtaining in our own country, rather than turn to countries like Russia and Czechoslovakia. Iran and Czechoslovakia are smaller than West Bengal. In size Russia may be bigger than India, but there is no comparison between the conditions obtaining there and those here. The political, economic and social conditions obtaining in the two countries are quite different. Our people have been steeped, in ignorance for centuries past. Not only are different weights and measures in vogue in different parts of the country, but they vary from district to district within a State itself.

My apprehension about this measure is more with regard to backward areas. In advanced parts of the country, especially in cities like Bombay, Calcutta and Delhi, it would not be difficult to implement this measure within the time-limit, whatever might be the nature of the nomenclature adopted by us. But we have to remember the fact that the rural population of our country are still backward. While in certain parts of the tribal and backward areas 40 seers would make a maund, in others 45 or 48 seers would make a maund. In this connection the House would be interested to know that there are areas where people do not either sell or purchase things by weights or measures. Items like paddy, are still sold by a kerosene oil tin measure. So, in such cases there is no question at all of 40 seers or 48 seers to a maund. People are still ignorant and do not know anything about these weights and measures. Such type of people form about 80 per cent. of the

population of our country. Without taking note of these conditions, it is not right for us to emulate the example of Russia, where it was said that a measure like this was implemented within nine years. All these matters should therefore be decided in the light of social and economic conditions obtaining in a country.

I welcome the Bill, but for the successful implementation of it I would like to appeal to the hon. Minister to appoint a Programme Committee on the lines suggested by me, so that the work of propaganda can be carried on successfully and effectively, more especially in rural areas by way of documentary films, etc. This is the main point which I wish to place before the House.

Then again we should have a phased programme for the implementation of this measure. This cannot be introduced straightway; it has to be done in stages. The Committee which I have suggested will make recommendations as to the best method of its implementation. Adoption of international nomenclature was one of the points which was discussed in this House and many hon. Members had expressed their opinion. My opinion is this. It should be a nomenclature which should be commonly understood by the people of India; it should also be easily understood by other countries. We should, therefore, have uniform standards which should be adopted throughout the country.

Shri Kamath: When will the hon. Minister reply?

Mr. Chairman: I think six hours are allotted to this Bill.

Shri Kamath: Clause-by-clause consideration has also to take place. How much time is allotted for it?

Mr. Chairman: No specific time has been allotted; but there is enough time. Shri Achuthan.

Shri Achuthan (Cranganur): I will not be very long.

Mr. Chairman: The hon. Member can go on.

Shri Kamath: As long as he wants?

Mr. Chairman: Not that.

Shri Achuthan: Mr. Chairman, I must congratulate the hon. Minister for the efficient manner in which he piloted this Bill in the House when he introduced it for the first time and through the Joint Committee. I was one of the Members of the Joint Committee, where there was no dispute about the principle underlying this measure.

As early as the nineteenth century the British who were ruling our country had thought of the introduction of metric system. There was in those days a public demand that in a vast country like ours it is essential to have uniform weights and measures in trade and commerce. Not only did different States have different weights and measures, but in rural areas in a market of twenty square feet different weights and measures were prevalent. It was, therefore, felt highly necessary that there must be uniform standards of weights and measures. Under the Constitution while the Central Government is competent to prescribe standard weights and measures, it is left to the State Governments to implement them. That is why in this Bill after careful consideration the period of implements has been laid down as ten years.

We have to incur a lot of expenditure. A time lag is necessary. We have a number of industrial and commercial establishments. It takes some time to adopt a new method. Many other steps are necessary. We cannot condemn and say that a time limit of ten years has been prescribed in a hurry, without considering the importance of the measure. Shri H. N. Mukerjee was referring to this point. He said that we need not wait for ten years. That is the maximum period that has been fixed. We will be all the more happy if it could be introduced in five or seven years. There are the Railways and other departments of the Government of India. They have to incur expenditure. As it has been stated crores of

[Shri Achuthan]

rupees may have to be spent in the transitional stage. We are in the first year of the Second Plan. We want to industrialise our country and change over from an agricultural economy to an industrial economy. A number of big, small, medium-sized industries will be established in all parts of the country. They must all conform to one pattern. That is the pattern prescribed by this Bill. All the primary units have been stated. We cannot say that ten years is a very long period. The State Governments have to take the necessary steps. In other countries also we have seen that they have taken 15 years, 12 years, 13 years. We cannot say that there was no scientific thinking or that there was no sense of urgency. All these matters have been explained in the Joint Committee.

A major objection raised in this House was with regard to the nomenclature. That is a very serious question. It is said that we are going to adopt uniformity in weights and measures. This will come into existence. Are we to adopt our own nomenclature which may not be the same throughout the country? We must have one language. You may adopt Hindi names. The people in South India will ask, why. We are even now finding it difficult in South India to introduce Hindi. You want to adopt Hindi nomenclature also. We must have such a nomenclature which will be international. Are we to say that after the second, third or fourth Plans, we will be in a compartment, without any dealings with other nations? This is the best opportunity to adopt the international nomenclature. There will be no difficulty. Some unskilled labourers from my part of the country go to Ceylon to work. They stay there for six months and then come back. In Ceylon, they have the decimal system of coinage. I enquired of them whether they experience any difficulty on account of this. They said, for one or two weeks, there was difficulty, then we fell in line and there was no difficulty. They are illiterate people. If you

propagate all these things, circulate conversion tables and popularise them through schools, pamphlets, radios, etc., within a short period, five or six years, I am confident there will be no difficulty in making the people understand the nomenclature. They will adopt this system sincerely without any murmur or objection. I am strongly for the international nomenclature. A national nomenclature is not suitable. Moreover, we want to assimilate more terms into our language. We must enrich our languages. Let us have our national language. When occasions arise to fall in line with international terms and other things, we must adopt them with grace. Then only we can be sure of progress. We must be the first to march on. We should not hesitate. We should be the first to say, come and follow us. That must be our attitude.

I have read the note of Shri K. C. Sodhia, who was, from the very beginning, opposed to this, even when I introduced my resolution. He says that his soul will not rest in peace if this is adopted. Has he ever gone to the village parts, markets or fairs and actually seen the cheating and duping that is done by the petty merchants against the illiterate agricultural people? Many things happen. Instead of iron weights, they use stone weights. Instead of the yardstick, they use their own hands. They have got their own patterns of measures for measuring liquids. In the Joint Committee, we saw some samples of the most scientific measures and weights to be in force which gives no scope for cheating poor people. The provisions in this Bill are good.

One Member said that too much of rule-making power has been given. I have gone through the relevant provision. They are very simple matters. They are only matters of procedure; nothing substantial. All the primary units, multiples and sub-multiples have been laid down here. Nobody can go against them. The State Government have to adopt cer-

tain rules. All these rules will be placed before Parliament. We can discuss the matter and if at all any amendments are necessary, provision has been made for that also.

Shri Kamath said that all new things are not good. Is this Bill not good? He accepts the principle. How can he say that this is not good? He agrees that our country must advance economically and industrially and poverty must be abolished. Are we to keep quiet and....

Shri Kamath: This will not abolish poverty.

Shri Achuthan: When we are setting up new industries, when we have to export goods and import goods, we must adopt international weights and measures and we must be in the front line of advance.

Shri Kamath: England has not adopted this.

Shri Achuthan: In the U.S.A., this has been adopted. In England, for centuries, they are following another system and they are continuing it. Are we to blindly copy whatever they do? That is wrong. He argued in the name of democracy. We must have full democracy in this country; that is good. But, what is the P.S.P. doing? Instead of strengthening democracy, they are in alliance with the communists. You do not advance the cause of democracy.

Shri Kamath: You are strangling democracy.

Shri Achuthan: We are not. We must see that proper democratic principles are adopted in this country and that the country prospers from stage to stage as we go on.

I wholeheartedly support this Bill. I am firmly of opinion that the international nomenclature must be adopted throughout the country. People may not be satisfied at the moment. That is nothing. Within two or three years, our children will learn all this. We have adopted the decimal coinage. I do not want to go into the details.

When the two sets of coins are circulated, the people will easily take to these things, in no time. Our common people, though they are illiterate, have intelligence, capacity and understanding and they will pick up these things. I support this measure and request that it be put on the statute book as early as possible.

Dr. Jaisoorya (Medak): There is a little misunderstanding. Is anybody against this Bill and the provisions therein? I do not think anybody is. We have in India so many differences: for instance, difference in dress, in the types of food that the people eat, in weights and measures, and even in the way of measuring the intelligence of the people. Here, we are trying to bring some form of uniformity. We have got 16 different provincial Acts. To remove this terrible confusion, between the Bengal maund and Bangalore seer which is about 4 oz. etc., this measure has been brought. There is nothing essentially wrong with the principles, provisions, concepts and aims of this Bill. The only question that arises is this, namely the difficulty of enforcing it or bringing it into general use. That will depend upon the organisation of the Government. Let us assume that Shri Kamath's proposal is accepted that the metre should be known as the *naya gaz*. It is only three inches more. We may pass this Bill. We may standardise our weights and measures, but my own experience in the villages and the districts is this, that there are not enough of inspectors to enforce. For instance, on the day a man knows that the Inspector saheb is coming, he brings out the *naya gaz* and is very assiduously measuring. As soon as the Inspector goes back, the *purana gaz* comes in. Same is the case with the seer. This is a question which has nothing to do with the Bill. This Bill is a first class Bill. We require standardisation, we require uniformity. Therefore, there is no debate on that point. The difficulty of implementing or bringing them into proper use has nothing to do with the merits of this

[Dr. Jaisoorya]

Bill. It is a totally different affair. It will depend on the measure of your effectiveness and the good organisation of your Government. That is a different matter. It is an executive defect.

Today everybody knows what tea is. Times have changed rapidly. Everybody knows what a rail gadi is, and similarly *tar ghar*, telegram, station, cycle etc. We need not manufacture jaw-breaking Sanskrit terminology, in which my friend Dr. Raghuvira especially is a great authority.

श्री चट्टोपाध्याय : कंठलगोट

श्री कामत : साइकिल-द्विचक्र

Dr. Jaisoorya: This is a pedantic way of looking at it. People accept new terms. They use the word "radio". The only point I want to emphasize is this: how far is our organisation able to implement it, and safeguard the implementation and supervise it. That is all. People accept everything very quickly.

During wars countries have been overwhelmed and there have been three different currencies. These things people adapt themselves to. I do not believe that the difficulties of transition or acceptance are so terrible as people imagine them to be. There will be confusion, true, but that will again depend upon the way you insist, upon the way you introduce the new measurements and see that those new measurements are adopted. After all the difference is not very much between the seer and the kilogram. Instead of saying 10 kilograms, you may say ten *naya seers* if you want. The difficulty is that the gentlemen who want to manufacture or sort of screw out Sanskrit terminology miss the fact that even in Germany and in Europe side by side, though to a very much less extent, the old measures are still existing, and when it comes to actual implementation of the new terminology, it has taken a hundred years. The scientific terms that have been taken over from Latin were an organic part of the evolution or

development of the language of the country, but unfortunately we have not had that kind of organic modern equivalents coming up spontaneously, and therefore gentlemen are manufacturing jaw-breaking Sanskrit terminology or Arabic terminology as was done in Hyderabad. That has nothing to do with the principle of the Bill. Provided you have a very first class organisation—of course that depends upon the executive—within two or three years, at the most in five years we can have this change over. The seer is the seer. It is still existing. If you want to use the words "railway maund" I have no objection, because it is a seer. Make it a *naya railway maund* if you want. These are things which can be adjusted. I think there is no reason to oppose this Bill.

Shri Tek Chand (Ambala-Simla): There is confusion and bewilderment abounding when we think of the present state of our weights and measures. From town to town and village to village, there is a confounding variation. In the same way, a *bigha* may be one thing in one part and a totally different thing in a different part. Same thing about linear measures, same thing about avoirdupois and so on. If an attempt has been made with a view to standardise our weights and measures, that should be welcomed rather than derided.

I for my part feel that our people are intelligent enough to understand the new terminology, new names and new weights and measures without any difficulty provided, of course, these new weights and measures are publicised, and for this, as the previous speaker said, there should be organisation. In schools, in cinemas, through tracts, documentaries and by means of illustrations the new weights and measures can be made known to the common man within the course of a year. Ten years to my mind is too long a period, and this matter ought not to be delayed particularly because I find from the Note of Dissent of Shri Mukerjee that in Iran and

Syria the new measures were adopted immediately, there was no time lag, Philippines did not need more than two years and Czechoslovakia did not require more than four. Therefore there should be no difficulty in the adoption of the new weights and measures.

Regarding nomenclature, I am not fond of innovations, indigenous or otherwise. Some people want that new Sanskritised names should be coined in order to put a rubber stamp of indigenoussness. According to the Notes of Dissent, the patriotism of one hon. Member was badly hit because there are going to be international names. Several learned Members have said there should be "ghanta" and not "hour", forgetting the fact that the word "hour" comes from the Sanskrit word "Hora", and they insist on Persianised "ghanta". Similarly they say these foreign names should not be introduced. The important thing about foreign names to be considered is whether they are unpronounceable names. If they are unpronounceable, then, of course, they might be eschewed, but if they can be easily pronounced, and they happen to be an international currency, there is no reason why we should be so rigid, we should be so inflexible and we should be so intolerant when it comes to the absorption of new names. Our language as it is already rich, and the adoption of new names will indicate an adaptability so far as we are concerned, and a certain facility of an international character, conducive to international understanding.

I am not a purist in regard to nomenclature, and I think that the standardised existing nomenclature should be adopted. It will take no time for our people to get conversant with the new names.

When I turned to the speech of Shri Kamath, I was a little surprised. I thought that on a Bill which deals with weights and measures, he might have chosen to weigh his words and measure his language. Imponderable as he is, yet in a most ponderous speech he lashed out against Govern-

ment. Instead of sticking to the Bill, he has said, there is want, there is not enough clothing, there is not enough food, Government are callous, this is real tragedy, and this Bill happens to be just an excuse and what not. This is how he indulged himself with his usual Vim and Vigour.

Shri Kamath: Tirade.

Shri Tek Chand: I do not think this innocent measure should have provoked him to indulge in that sort of attack.

Shri Chattopadhyaya: It was just a mood, a passing mood.

Shri Tek Chand: I am inclined to agree with the last observation, except that it was not just a mood or just a passing mood but a mood which always stayed.

Shri Kamath: That is right, not 'passing'.

Shri Tek Chand: Charity *vis-a-vis* Government measures is a sentiment with which my hon. friend is not very familiar.

I feel that this measure ought to be on the statute-book, and I am glad that Government, in clause 14, have set before themselves a transitional period when they propose to have both types of measures side by side. That is very welcome. That will enable people to familiarise themselves with the new names, the new weights and the new measures.

With these few words, I lend my full support to this Bill. I feel, however, that ten years is too long a period. Anyway, if we introduce these new measures at the earliest and that is desirable—then even if the period of ten years is there, still it will not be the extreme limit or the maximum. I support the Bill.

Shri Kanungo: My task has been made very much easy by the observations of all the speakers who have preceded me. I am particularly beholden to my hon. friend the Deputy Leader of the Communist Group for

[Shri Kanungo]

having pointed out the serious efforts that have got to be made for making the programme a success. This point has been very succinctly put by Dr. Jaisoorya, when he says that there cannot be two opinions about the principle and purposes of the Bill.

One thing that remains now is in regard to the organisation which has to bring it into effect. We are very much conscious of the enormous efforts that have got to be made. I might here remind the House of an observation made by Shri H. N. Mukerjee, namely that he was able to observe a distinct improvement between 1949 and 1951. I would submit that the inertia of which everyone of us is aware and which everyone of us is equally determined to get rid of is fast crumbling. It may not be as fast as many of us desire. But, by and large, the move is on. I beg to submit that this particular measure will help in that process to some extent.

One hon. Member had questioned the urgency and the necessity of this measure while there were many other problems which could claim priority. I would merely remind him of my remarks in the earlier debate, that we are changing over from a static agricultural and pastoral economy to an industrial age; and this is the time when we need this particular measure to hasten our progress in industrialisation. If we delay it any more, we shall find ourselves caught up in a vicious circle, as the United Kingdom finds itself today. I would commend to the hon. Members of this House the valuable report of the Commission of the U.K. Government on this subject, of 1951, which was quoted by Shri H. N. Mukerjee. From that report, they will find that in U.K. they had not taken early steps with the result that they find themselves caught up and they cannot get out of it.

Therefore, to those friends here in the House, who certainly voice the doubts of a considerable number of people outside, I would only submit through you that we are none-too-quick about it, because we fully rea-

lise that the implementation of this legislation will be one of the steps by which the economic progress of our country can be hastened.

As for the various suggestions that have been made, I would submit that we are aware of the enormity of the problem of publicity connected with it, and at a later stage, we shall do it. For, as I said earlier, the passing of this Bill will give the green signal to Government to take the various other steps which are necessary. Without that, I beg to submit that Government cannot progress anywhere, because first the will of Parliament expressed through this piece of legislation must be there. Once this green light is given to us, it is for the House to judge whether our progress and our march are satisfactory or not. In this respect, I hope my successor in office will keep the House informed of the progress made from time to time.

Shri Kamath: Why not yourself?

Shri L. N. Mishra (Darbhanga *cum* Bhagalpur): Why not yourself? I hope you will continue.

Shri Kanungo: There are always casualties, Mr. Kamath.

Shri Kamath: Not in your case.

Shri L. N. Mishra: We hope you will survive.

Shri Kanungo: Shri H. N. Mukerjee and some other Members have made a fervent plea for reducing the period for implementation. I have said earlier that we will make very earnest efforts to do so. But mere expression of a wish does not result in its fruition. Therefore, we have purposely put that period. I might remind the House that a body of experts who went into this matter very carefully, had suggested a period of from 10 to 15 years.

Example of other countries have been cited. Personally, I am not familiar with conditions over there. But I know that conditions in countries

differ. Ours is a vast country and it does not start from scratch. We have got a large background on this matter. Even today, the *masha*, *ratti* and other things are prevalent, though they add to the confusion.

Therefore, I would make this humble submission to those friends who are anxious about this, that I realise that quickness of change is the essence of the thing. Otherwise, the momentum may be lost, may be bogged. I fully realise it, but considering all factors, let us stick to the time-table we have set now, and if the government of the day are able to achieve the wishes of the House earlier—may be five years, may be four years—then and then only they can claim some amount of credit.

To give you one example, we have got maps. Even today the whole of India has not been mapped. There are large gaps of areas which have not been mapped. All the maps are based upon inches, feet, miles, etc. All these maps have got their contours, some 5 feet contours, some 6 feet contours. Ordinarily, we have a programme of filling the maps by field checking once in 25 years. Even with that cycle, we have not been able to cover the whole as yet. Now, to change the whole map, we require an enormous army of fieldmen, draftsmen etc. I am advised that for the transition period, we can have conversion tables on the existing maps. But about the contours, we have got to have them as they are for some time, because we do not want confusion; our maps must be accurate. Mountaineers, army people and surveyors have to depend upon our basic maps.

Another problem is about the manufacture of secondary and working standards. We are certainly exploring all possibilities, but there are limitations to it. For example, in the case of primary and secondary standards, we require a very high degree of accuracy. In the case of the working standards, we can relax that. Now, the only two organisations which can

ensure this accuracy are the mint and the ordnance factories. Of course, the ordnance factories are exploring the possibility of utilising their capacity to the fullest extent, but I can straightaway say that hoping that it will, by itself, solve the question of employment of surplus personnel is hoping too much.

Again, I understand that even in the ordnance factories, certain new machines and equipment have got to be obtained for the preparation of standards of length and measure.

These are the problems. But it is a challenge to us. We have got to solve it somehow or other, and we are going to solve it.

Previous speakers have expressed their doubts about implementation because, according to the Constitution, the implementation of this measure is the responsibility of the States. Fortunately for us, all the States have expressed their unanimous and unstinted agreement to the implementation of this programme. But I know fully well their difficulties. The first is lack of personnel. Barring one or two States, there are no trained personnel, as one hon. Member pointed out, for this purpose. Then, we do not have controlled markets. There are enactments, but barring a few places, there are no controlled markets anywhere. For the purpose of personnel, we would require about three or four tiers: lower down, the inspectors, higher up, supervisory staff, and on top, highly trained technicians, who will give the basic guidance to this programme. Then we must have a large body of administrators.

We know that all this type of personnel has got to be recruited and trained up. Most important of all, there is the question of finance. The only statement that I can make today is this: that there is a will for getting over these difficulties and where there is a will, there is always a way which can be found. I can assure the House that the will is there, and I hope we

[Shri Kanungo]

will find out ways and means. As soon as the Bill is passed, we hope to convene a meeting of the representatives of the States and work out the ways and means by which the programme can be implemented quickly and thoroughly.

In the mean time, we are taking certain preliminary steps. I am glad to say that various administrative Ministries of the Government of India and the States also have shown a remarkable zeal. In the matter of educational training, we fully realise that the programme has got to go down right to the primary classes, because it is the coming generation which will reap the benefit of the advantages of this decimal system. In this connection, I am reminded of a speech of Dr. Ziauddin Ahmed delivered in the old Central Assembly. While supporting a measure of this kind, he proved how almost more than half of the labours of the younger folk in arithmetic would be eliminated. I fully realised the difficulties in how soon and how effectively we can reach the primary schools, of which there are millions. As a start, I am informed that the Ministry of Education is preparing a handbook which will serve as a guide for teachers and text-book writers for changing over to the new system. In this effort, I can assure the House that the help of any voluntary association which exists or which will come into existence will be fully harnessed because, after all, a national effort which is expected to bear fruit quick enough cannot be carried on by Government agency alone.

It has been pointed out that certain clauses are rather redundant, particularly clauses 5, 6 and 8. It was also suggested that further definitions ought to have been added. Shri Telkikar said that all definitions ought to come under clause 2. I should say that this Bill is primarily for weights and measures but we have taken this opportunity to define also time, electric current and luminous intensity. Therefore, all these 3 have been put in separate clauses so that they will

be distinct from others. This is the first time that we are laying down standards for these matters. The subsidiary matters like the 'ohm' and 'watt' are, I am advised, not urgent now. But, when they are necessary, we will have to come in with necessary legislation.

In that connection, I fully agree with the suggestions of Shri Mukerjee that these technical matters should be handled by a technical machinery like a Scientific Commission which should advise Parliament about the necessity or otherwise of these measures. For the time being, whatever standards have been laid down will be useful and workable and are necessary. With the growth of technology in our country along with the world, with the growth of industrial enterprises and industrial progress, we will certainly need more definitions and more legislation. For the present, let us make a success of this.

Friends (*Shri Kamath*: Friends!) have warned about the enormity of the educative campaign which is necessary. *Shri Kamath*, from his experience, showed that the publicity regarding Coinage has not been adequate (*Interruption*). In a democratic country like ours, we have got to depend upon the educative efforts of the community and Government to get in new ideas. I might mention that—whatever adjective *Shri Kamath* may choose to label the Press with—it is not easy to get the hand-outs accepted. (*Shri Kamath*: Oh!). From my own experience I know that for any material to be acceptable to the Indian Press an exacting standard of accuracy and urgency is needed by the top ones among them.

Shri Kamath: The Press will note.

Shri Kanungo: Some hon. Members have expressed apprehension that there will be a certain amount of cheating and mulcting in the process during transition. I would not venture to say that there will be none but all I can say is that today the

chances of cheating and ~~resulting~~ are much more enormous than they will be after the machinery for checking weights and measures is completed.

A point has been made, by Shri Telkikar particularly, that subordinate legislation takes away a large part of the programme. Evidently, he has referred to clause 12. I would merely submit that the whole system is such that I do not think you could define weights and measures, the secondary ones, more accurately than we have done here. I will read clause 12.

"The Central Government may, by notification in the Official Gazette, declare in relation to the units of mass and measures referred to in sections 3 and 4 and sections 9 to 11, both inclusive, the magnitude and denominations of such units of mass and measures under this Act:

Provided that every such secondary unit shall be an integral power of ten (positive or negative) of any one of such units."

I think the discretion of Government has been very much fettered by this. Every unit must be a multiple of 10 and they cannot go beyond the multiples of 10. Therefore, I do not think that it offends against the principles of legislation by Parliament. I would also submit that before notifications are finalised, such draft notifications will be laid on the Table of the House so that the Members of Parliament may express their criticism. In any case, public opinion has to be elicited and has to be considered.

I need not go into the nomenclature clauses. They have been discussed thoroughly and more effectively than I could possibly have done by many speakers before me. But the only thing that I would submit is that instead of inventing new terms, here are the working terms in a large part of the world and they are so easily pronounceable that they will easily slip into many of our languages. When words like kilogram or metre

are pronounced by a Malayalee or a Kashmiri, they may have different intonations but it will be easy to recognise the basic word, whatever it is.

My task has been a pleasant one. Before concluding I would beg to mention that there are certain typographical errors in the Bill which may be corrected.

Page 2, lines 6, 13 and 15, for 'meter' read 'metre'.

Page 3, line 35, omit 'of'.

Page 5, line 24, for 'standard of' read 'standard'.

Shri Kamath: Minor ones.

Mr. Chairman: These can be corrected by the office.

Shri Kanungo: With your permission, Sir, I will move an amendment during the clause by clause consideration.

Mr. Chairman: The question is:

"That the Bill to establish standards of weights and measures based on the metric system, as reported by the Joint Committee, be taken into the consideration.

The motion was adopted.

Clauses 2 to 6

14 hrs.

Mr. Chairman: There is no amendment to clauses 2 to 6. I will put them to vote.

The question is:

"That clauses 2 to 6 stand part of the Bill."

The motion was adopted.

Clauses 2 to 6 were added to the Bill.

Clause 7—(Scale of temperature)

Shri Kanungo: I beg to move:

Page 3, line 7—

after "centigrade scale" insert "otherwise known as celsius".

This is a new word which has been adopted internationally.

Shri Kamath: What is the pronunciation of the word? Is it pronounced by the hon. Minister correctly? Let us not complicate the matter further.

Dr. Suresh Chandra (Aurangabad): To which language does it belong?

Mr. Chairman: The word is "Celsius".

Shri Kamath: Is it named after a person or what? It is rather difficult to understand.

Mr. Chairman: The question is:

Page 3, line 7—

after "centigrade scale" insert
"otherwise known as celsius".

The motion was adopted.

Mr. Chairman: The question is:

"That clause 7, as amended, stand part of the Bill."

The motion was adopted.

Clause 7, as amended, was added to the Bill.

Clauses 8 to 18

Mr. Chairman: I shall now put to vote clauses 8 to 18 and the two schedules.

The question is.....

Shri Kamath: Will the hon. Minister be good enough to say that the rules that will be made under this Act will again come before this House for consideration and passing—it is under clause 17? I am glad this provision has been made in conformity with the manner in which the other Bills, its predecessors, have been dealt with by Select Committees this year particularly. I would like the Minister to tell the House about the expectations, great or small, with regard to these rules, that is to say, when exactly he expects the rules to be made, whether it will be in the next session of this Parliament or it will take time for the rules to be made, so that we might have an idea as to at what pace the Government intends to

proceed with regard to the implementation of this measure.

With regard to clause 14—or some other clause—you will remember that with regard to the coinage measure which we have adopted, both the naya paisa and purana paisa will run together—by the theory of relativity, it is purana paisa, and whatever we might say here, in the country side they will say naya paisa and purana paisa. Anyhow, they will run together and I hope they will be a good pair of horses running for some years before the purana paisa is withdrawn.

With regard to the standard weights and measures, may I know whether the prevalent weights and measures, whatever they are in various parts of the country, will also run in the same manner, that is to say, the maund will also be current, whether they will be permitted to be used by the trade and other people along with the new weights and measures to be introduced? If the extant weights are to be used along with the new one, then Government should enforce its inspection machinery to see that there is uniformity introduced in the prevalent system, that is, the old system. I want to know whether the wildness of prevalent weights and measures will continue along with the new system which will be enforced. If Government accepts this view, I want to know what measures Government will adopt to enforce uniformity with regard to the prevalent system so that at least when the two systems run together, they will be two uniform systems, and not one uniform and the other the chaos and confusion that it is today.

Mr. Chairman: That is not the intention, I think.

Shri Kamath: Let it be clarified. For coinage, there is a uniform system—12 pies and 16 annas. It is already uniform. There is one uniform system existing and then another uniform system of naya paisa is being introduced. But here if the present chaotic system of weights and mea-

asures continues along with the new system, then heavens forbid, what chaos and confusion will overtake the poor people in the country! I would like the Minister to clarify the position on this point.

Shri Kanungo: With regard to the first point, I submit that I am not able to give any exact time, but it will depend upon the consultations with the State Legislatures and then the rules will be placed before the next Parliament.

About the transition period, the law gives the maximum period of two systems running simultaneously for three years. But as we are fully aware of the hazards in this matter, it will depend upon the organisation in this field to check malpractices. How it can be done will be discussed with the State Governments because they will be administering it. I hope that at a later stage I will be able to inform the Members of this House the steps by which we hope to minimise the hazards of this transition. Obviously, it will depend upon the amount of inspection and control and penalty which will be provided in the State Acts.

Shri Kamath: On a point of clarification. The Minister was good enough to say that the two systems will run together, but there is no system at all now.

Shri Kanungo: Legally there is one system though it is not enforced today. Today the Bengal maund is almost the standard legally in many places; it is not being enforced because there is no machinery. There again, the crux or the test will be on the organisation set up for enforcing not only the new system but also the change-over with the least possible dislocation.

Shri Kamath: The Minister recognises that there is no machinery to enforce uniformity now. The Government has been in office for about ten years but it has not been able to enforce uniformity even in the prevalent system. Before you take up a new

system, what will you do with the old system? Will you not have uniformity there?

Shri Kanungo: It is easier to enforce the new system straight away than to do it twice over. I submit that the process of changing over to the new system will eliminate the old systems. We shall make the transition as short as possible.

Shri H. N. Mukerjee: I want to find out if this House will have an opportunity of discussing the phased programme which the Government wishes to have before the full implementation occurs. I ask this because in 1949, a sub-committee of Weights and Measures of the Indian Standards Institution reported on this. They envisaged a three tier period a minimum of eleven years and a maximum of fifteen years. In the early period there was going to be co-existence between the old systems and the new system which the Government wishes to enforce. Will Parliament have an opportunity of discussing the phased programme in a little more detail than what could be done now?

Shri Kanungo: I can only say that my successor in office will do it. It is necessary that the Parliament should discuss it. We hope to complete the machinery by which the Parliament can keep itself in periodical touch with the progress. That will be placed before the new Parliament. It will also depend upon the consultations with the State Governments.

Mr. Chairman: As I understand, the existing weights and measures will be allowed to continue only for three years and not beyond that. So, the time-limit is there in the Bill itself. It will not depend upon the Government.....

Shri Kamath: The Minister twice referred to his successor in office. Is he going back to Orissa....

Mr. Chairman: With greater glory?

Shri Kanungo: We will discuss it in the lobby.

Mr. Chairman: Now, the question is:

"That clauses 8 to 18 stand part of the Bill."

The motion was adopted.

Clauses 8 to 18 were added to the Bill.

The First Schedule and the second Schedule were added to the Bill.

Clause 1

Mr. Chairman: I shall now put the Title and the enacting Formula and clause 1 to the vote of the House.

Shri Kamath: I would again raise the point which I have often raised in this House before, but the Government has turned a deaf ear to that important aspect of legislation all these years. Sub-clause (2) of clause 1 states that this extends to the whole of India except the State of Jammu and Kashmir. Happily, there has been a further process of integration of the State with the Indian Union, and the Kashmir Assembly adopted recently a Constitution. Many steps were also taken by that Government to further the process of integration, financial, administrative and legislative, with the rest of India. So, I fail to understand why this stereotyped formula should find a place in the body of every Bill which now comes before the House. We could have understood this particular provision till some time ago, during the early years soon after the invasion of Jammu and Kashmir by Pakistan. I do not think there is now any particular *raison de etre* for inserting a provision of this nature in an ordinary legislation. In important legislations dealing with constitutional matters or high political matters, we may perhaps think twice before putting this in. But, even there I do not think it is necessary. The Chief Minister of Kashmir has publicly declared that the State has been integrated. Many of the constitutional provisions have been made applicable to that State. For all practical purposes, the State is now well-knit with the rest of the Indian Union. The excuse trotted out by the Treasury Benches every time

refers to article 370 of the Constitution and the Presidential Order issued, I believe, in 1954. If the State of Jammu and Kashmir is consulted before a particular measure is brought before this House about the desirability of applying a particular measure to that State, it may be applied to that in respect of certain particular subjects. I do not know whether this will be coming within the purview of the subjects that will have to go for concurrence before the State Government. Even if it does, I would ask the Government: "Why are you so very remiss and nonchalant about this matter? Why don't you consult the State Government? Have you consulted as to what they have to say?" If they disagree and say 'No', we should obtain their reasons or the grounds for their unwillingness to adopt a measure of this type. There is too much of this remissness on the part of the Government in leaving everything to Jammu and Kashmir as if it is a separate entity. After the integration of that State, it is high time that the so-called Prime Minister of Kashmir is designated as the Chief Minister. There cannot be two Prime Ministers in one country. This is the only country having two Prime Ministers. It is time also that the State came in the Home Minister's portfolio and not under the Ministry of External Affairs. But, that is another point.

Perhaps the hon. Minister may not be able to tell the House today as to why it has not been done. His senior Minister or the Prime Minister or the Home Minister may be more competent to tell us. But, I would ask him to bear this in mind for another occasion if he is not able to enlighten us today. Whenever a Bill is brought forward we must be told why it is not to be applied to Jammu and Kashmir, whether the Jammu and Kashmir Government had been consulted in the matter and what was the reply. If they have disagreed, have the Government of India asked them the reasons and are the reasons adequate and sound? Otherwise, I am constrained to say that all this talk of integration

on the part of our Government is just a mockery, to use a very mild word. It would be more to the point to say that India is being integrated with Jammu and Kashmir and not Jammu and Kashmir with India. The reverse will more truly be the case. It is high time that we cried halt to this sort of a procedure on the part of the Government. The House must see to it that every piece of legislation that comes before this House is made applicable to the State of Jammu and Kashmir also, unless there are sound and just reasons adduced to do the contrary.

Shri Kanungo: The reply to his query is contained in his speech itself and I will convey the suggestion to the proper quarters.

Mr. Chairman: The question is:

"That clause 1 stand part of the Bill."

The motion was adopted.

Clause 1 was added to the Bill.

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

Shri Kanungo: Sir, I beg to move:

"That the Bill, as amended, be passed."

Mr. Chairman: The question is:

"That the Bill, as amended, be passed."

The motion was adopted.

ROAD TRANSPORT CORPORATIONS (AMENDMENT) BILL

The Deputy Minister of Railways and Transport (Shri Alagesan): Sir, I beg to move:

"That the Bill to amend the Road Transport Corporations Act, 1950, be taken into consideration."

As hon. Members are aware, many States have nationalised road transport in the past few years. The nationalised road transport services are either departmentally operated or run by Corporations constituted under the Road Transport Corporations Act,

1950. The Government of India, some years ago, came to the conclusion that, in the interests of rail-road co-ordination, it would be desirable if the nationalised services were to be run through statutory public corporations in which the Railways, the States Governments and, where possible, the private operators could have a financial interest. Under the Constitution, the formalities in regard to the incorporation and functions of the corporations have to be defined by Central legislation. This was done by means of the Road Transport Corporations Act of 1950.

Under the Road Transport Corporations Act, 1950, four Road Transport Corporations have been established with a view to providing an efficient and economical system of road transport service in the States concerned. These are the Bombay State Road Transport Corporation, the Kutch State Road Transport Corporation, the Saurashtra State Road Transport Corporation and the PEPSU State Road Transport Corporation. As a result of the reorganisation of States under the States Reorganisation Act, 1956, it transpired that while the Bombay State Road Transport Corporation had to function in three different States, namely, Bombay, Mysore and Rajasthan, the State of Bombay had more than one Corporation functioning within its jurisdiction with effect from the 1st November, 1956.

Under Section 109 of the States Reorganisation Act, the existing Road Transport Corporations could function and operate with effect from the 1st November, 1956, in those areas in which they were functioning and operating immediately before that day, subject to such directions, if any, that may be issued by the Central Government in this behalf. This general provision was made in respect of the statutory corporations of this kind at the instance of the State Governments. It was, however, represented on behalf of the Governments of Bombay and Mysore that administra-

[Shri Alagesan]

tive difficulties might arise if a Road Transport Corporation were to function in areas included in another State or if there were more than one such corporation functioning within the same State. It was, therefore, suggested that provision should be made amending the Road Transport Corporations Act, 1950, to enable the reconstitution of the existing Road Transport Corporations in accordance with the scheme of reorganisation of States. This, it was pointed out, would facilitate the reconstitution and reorganisation of the Bombay State Road Transport Corporation and enable the transfer of the appropriate shares of the assets and liabilities of that Corporation to the new States of Mysore and Rajasthan. The amalgamation of the Kutch and Saurashtra Corporations with the Bombay State Road Transport Corporation could also then be achieved. In the areas which were transferred to Bombay from the former States of Hyderabad and Madhya Pradesh, the services were being run by the State Government of Hyderabad and by a company respectively. These undertakings would also have to be amalgamated with the Bombay State Road Transport Corporation. As it was necessary to take immediate steps for the reorganisation of the Road Transport Corporations, an Ordinance was promulgated on the 1st November, 1956. The Bill now before the House merely seeks to replace the Ordinance by an Act of Parliament.

The Governments of Mysore and Bombay have already come to an agreement in the matter of division of the assets and liabilities of the Bombay State Road Transport Corporation between the two States. After the views of the Government of Rajasthan are known, the Government of the State of Bombay will make an application for the splitting up and amalgamation of the road transport service units in the areas concerned. After the scheme is received and examined, appropriate orders will be issued by the Central Government

from time to time to give effect to the scheme or schemes.

Sir, this is a purely non-controversial measure which, I hope, will be accepted by the House.

Mr. Chairman: Motion moved:

“That the Bill to amend the Road Transport Corporations Act, 1950, be taken into consideration.”

Shri M. S. Gurupadaswamy (Mysore): Mr. Chairman, Sir, I am sorry that the hon. Minister just said that the measure is a very non-controversial measure and there is no material point of dispute. I beg to differ from him. After having gone through the Bill, I feel that some important changes are being sought to be introduced with a view to affect the powers of States in regard to State transport. Secondly, the Bill seeks to give enormous powers to the executive organ of the Government of India in regard to making changes in schemes of road development and transport in various States.

Before I speak on the other aspects of road transport, I may draw your attention, Sir, to one vital matter, a matter of propriety; that is, whether it is proper to give substantive powers to the executive organ of the Government to effect changes in the matter of road transport. If you look at page 2 of the Bill, in sub-clause (2) of clause (2) you will see that by an order the Government can bring about substantial changes in the matter of transport. Take for instance (d) of sub-clause (3). It says that the Government by order may extend the area for which the Corporation is established, or order the exclusion of any area therefrom. Then, (a) of the same sub-clause says that there could be dissolution of the Corporation, notwithstanding anything contained in section 39. These are very substantial matters which can only be done through an enactment in Parliament. Now, the Government by this provision wants to take away even substantive powers, and by means of a

regulatory order wants to control the policies in respect of State transport. I do not think the House will agree with this proposition that matters of policy like the policy of nationalisation of transport and policy of extension of State transport should come under the purview of the executive organ of Central Government. Though it is not a point of order, I feel it is a point of propriety and I would say that it is a serious wrong that the Government has committed in introducing this provision. May be the legislation has been drafted very hastily and no thought has been given to this aspect. The States enjoy more powers in respect of transport and the part played by the Centre is only secondary. If a State wants to nationalise motor transport or if it has already nationalised it, how can the Government of India intervene and say that that nationalisation should be changed, that the jurisdiction of the Corporation should be altered or even that the Corporation should be dissolved? It is a matter entirely within the jurisdiction of the States. It is not a matter within the jurisdiction of the Centre. The Centre can only advise. Here, I am sorry that the Centre does not even think that this is a matter which should be decided by an enactment of Parliament. On the contrary, these changes could be made by the executive fiat. I am sure no Member of the House would agree to cloth the Government with this enormous power to control the policy of the States through executive order from the Centre. I think this will make nationalisation a mockery or farce, or, it may lead nationalisation to a muddle.

If you look at the nationalisation programme of the various States, you will find that the Government has either acted lately or not acted at all. Even if it has acted in certain circumstances, it has not had the desirable effect. The Government seem to have circulated to various State Governments that they should not be hasty in the matter of nationalisation of road transport; they seem to have asked the State Governments to phase

the programme of nationalisation. This advice was given a number of years after many States had already launched the schemes of nationalisation. This advice was honoured more by violation and no State Government has taken the circular of the Planning Commission or the Government of India seriously in this matter. They could not take the advice of the Central Government seriously, because it came rather too late. It was the one responsibility of the Government of India to advise the State Governments even before they launched the schemes of nationalisation. Unfortunately, that advice was not given; even if it had been given, it was not honoured by State Governments.

Now the Government of India has committed a grave blunder in my view in interfering in the progress of nationalisation of State transport. This belated action of the Government has been in a way responsible for the view that the Government of India should be clothed with more powers, so that they could be more effective hereafter in dealing with State Governments. So, we are in a very curious paradox. Either the advice of the Centre is being respected by the State Governments or is not being respected; one of the two happens. As I told you, many States have disregarded the suggestions or the advice given by the Centre. When such is the case, in the name of reorganisation of States, the Government wants to have more powers and by an executive order, it wants to change the policy and the programme of road transport, in various States. I am sorry that this is not the way of controlling nationalisation programme. If the Government feels that the nationalisation of road transport has not been going on in a proper manner in the States, then the best thing would have been to set up a committee to enquire into the whole question of road transport to decide whether it would be desirable to have full nationalisation of road transport or only partial natio-

[Shri M. S. Gurupadaswamy]

nationalisation. That question has not been decided categorically one way or the other. According to the Centre's directive, the State should go slow in the matter of nationalisation.

All the States have not adopted a uniform policy in this respect. States like Bombay and some other States have adopted full nationalisation; some other States have adopted partial nationalisation and some States have not adopted any nationalisation at all. So, there is complete chaos prevailing in the field of nationalisation and the action of the Central Government has been very very weak in this respect. Even its advisory function has not been properly discharged. So, if you look at the picture of road transport, it provides a very sorry state of affairs; it makes a disappointing picture.

Now, certain anomalies have crept in after the reorganisation of States. In Bombay there is full nationalisation of road transport. After reorganisation, certain areas of Bombay have come to the new State of Mysore. In Bombay the nationalised sector is managed and owned by a State Corporation whereas in Mysore State it is not so. There is no corporation at all here even though some services have been nationalised already. There the nationalised services are managed by an official of a department. There is no corporation though it is the duty of every State to bring it into being. But why has it not been done? It is not done because the Government of Mysore is unwilling. If there is a nationalised corporation they have to give some autonomy to that Corporation and, to that extent, the power of the Government will be limited, the powers of the Minister will be limited, to confer patronage to various people whom they want to help. So, the Government of Mysore postponed the setting up of the corporation.

Now, some of the motor services in the Bombay area have come to

Mysore and all those services come under the supervision and control of an official. So, the Central Act, which envisaged that there should be a road transport corporation, was not simply adhered to by some States and the persuasion of the Centre has failed completely to make the State Governments adhere to this salutary principle. So, I say that either the Centre has been ineffective or has been indifferent to the whole idea of development of road transport in the country. That is why we see today that though there is nationalisation, the form of nationalisation differs from State to State. The Minister may say: we have given large amount of autonomy to the States; I agree that autonomy should be there. I am one of those who have been saying that a large amount of autonomy should be there to the States for developing their transport. But the uniformity in approach should be decided at the Central level in consultation with the various States. That responsibility has not been exercised properly by the Centre. It has failed completely.

So, while on the one hand I support the view that the States should enjoy large amount of autonomy in the matter of deciding about the fundamental issue of the form of nationalisation, the Government of India should bring to bear a cohesive influence on the form and method. Unfortunately this has not been done. So, the nationalisation of road transport has become a muddle and it has driven us to think whether we should support such a multiple approach to the problem of nationalisation. I say multiple approach because in various States, as I have already said, the approaches have been different and the State Governments have behaved like individual entrepreneurs. So, the Government of India should have a share of responsibility in this muddle.

Now I shall refer to the point which I have raised in the beginning of my speech, that is, whether it would be

advisable to clothe the Government of India with large powers to decide matters such as dissolution of the Corporation, re-constitution or reorganisation of the Corporation, the amalgamation of two or more Corporations, the extension of the area for which the Corporation is established etc. These matters are very very vital and unless we adopt certain basic principles governing these issues, I am afraid the powers of the Centre will be misused. I want the Centre to have some power. That power should be derived from the Act passed by Parliament.

Mr. Chairman: But the basic principle is there. The scheme must come from the States concerned.

Shri M. S. Gurupadaswamy: The scheme should come to the Centre and the Centre, on consultation with the States, decide. But the Centre need not consult the States in bringing about changes. That is not necessary.

Mr. Chairman: The Centre has got no initiative in this matter. So, unless the States agree between themselves to have a scheme the Centre is precluded from doing anything. It is only at that stage that the Centre comes in.

Shri M. S. Gurupadaswamy: The scheme may be sent to the Centre and the Centre may, in consultation with the States, approve the scheme. But afterwards, for the purpose of giving effect to the approved scheme.

Mr. Chairman: Approval is necessary to give effect to the scheme. Otherwise, how can the Centre give effect to the scheme? The scheme will be sent by the two States which are involved and that scheme will be approved by the Centre. That is my reading of the section.

Shri M. S. Gurupadaswamy: Now only two States are involved. Hereafter there will be many States. Changes can be made in the scheme

after consulting the States. But I maintain that this Bill will give power to the Centre to make changes in those schemes on their own initiative without consulting the States.

Mr. Chairman: After consultation.

Shri M. S. Gurupadaswamy: They have to consult before. After that, if they want to make some change, they can still do so without getting the approval of the States.

I want to discuss a few more matters regarding the problem of road transport.

Mr. Chairman: Only two hours are allotted to this Bill.

Shri M. S. Gurupadaswamy: I will take only five more minutes. What are the problems of road transport? The railways have failed to meet the requirements of the public both in goods traffic and passenger traffic. Naturally, the public have to depend upon private buses. But conditions are not good in this field. There is a great anomaly in the standards prescribed for Government road transport and private road transport in respect of taxes, in respect of overloading, in respect of service and so on. In the case of Government buses, the policemen are not allowed to check the buses. Any amount of overloading is allowed. The people are put to a lot of trouble. Too much overloading has caused bitterness amongst the passengers. The treatment meted out to the passengers is rather bad. When an area is completely monopolised by the State Government, people expect that the service would be far better than the service in private transport. Unfortunately, in my State at least, that is not so.

Then, there is a lot of corruption going on. Corruption has taken many forms. Even in the appointment of conductors and drivers, there is corruption. Unless people pay some amount to the concerned official, they

[Shri M. S. Gurupadaswamy]

will not be recruited. They are outside the purview of the Public Service Commission and so, there is direct recruitment by the officers concerned. Without some payment, nobody can become a driver or conductor. No rules have been framed and even if rules have been framed in regard to the employees, they have not been observed. Those rules have not been properly scrutinised by the State Governments. May be, they do not find sufficient time for that purpose.

Further as I said, we see a lot of anomalies in the functioning of State road transport. People have begun to talk about the utility of nationalisation itself. They ask, nationalisation for what? To bring more misery to the passengers? I think that is not the intention of the Government or the legislature. Private service has been complimented by the public, the very public who were once criticising the private transport service. The conditions there seem to be much better than the conditions prevailing in the State monopolised services. Moreover, the policemen do not go and check these buses. Their own officers go and check. In the private service, the policeman checks to know whether there is overloading, whether the bus is all right, whether the bus is running in time, etc. There is a continuous check over the operation of the private transport, whereas the check that is exercised over Government transport is nothing. There is all the paraphernalia created no doubt. They have got their own set of officers. But, these officers invariably collude with the driver and conductor and the effect is, there is inefficiency and corruption. There has been on the contrary too much of harassment in the private sector. As a result, it has created bitterness not only in the mind of the public but also in the mind of private operators.

Moreover, the policy of the State Governments is such and the Central

direction is such that nobody knows what will happen tomorrow to the private services. There are circulars issued now. I am glad that such circulars, though late, have been issued. That also has been done recently to give some sort of confidence to the private operators in respect of nationalisation. But, unfortunately, till today, the whole thing is in a nebulous State. There has been complete pulverisation in the confidence of the people, especially the private bus owners, in regard to their future. Their confidence has been destroyed as a result of what has happened. Many private people do not want to come forward to run buses, though the demand of the country is great for road transport. The resources of the Government are limited. They can only run buses in certain areas and even if they run in certain areas, that would not be adequate. In other areas, people will not come forward to run buses. There is chronic shortage of road transport. The demand for transport has been growing.

Mr. Chairman: How is this amending Bill going to interfere with that? These are matters connected with the whole question of transport. This is an amending Bill with a special purpose. You can mention it by the way.

Shri M. S. Gurupadaswamy: Government can extend the area of nationalisation, or change...

Mr. Chairman: By this Bill?

Shri M. S. Gurupadaswamy: Yes.

Mr. Chairman: How? What is the provision?

Shri M. S. Gurupadaswamy: Power has been given to the Government in regard to the extension of the area for which a corporation is established or exclusion...

Mr. Chairman: That is only to give effect to the scheme. It is for that purpose that these ancillary matters may be gone into: not otherwise.

The Central Government cannot go to the States and say, you must abolish this or abolish that. It is only in order to give effect to their schemes that this may be necessary.

Shri M. S. Gurupadaswamy: I am pointing out that whatever the Centre has done has proved futile in this matter.

Mr. Chairman: That is another matter.

Shri M. S. Gurupadaswamy : No co-ordination of transport has been done so far. No effective service has been given to the public in the matter of road transport even after nationalisation schemes have been undertaken by the State Governments. That is the whole object of my speech. So, I would say that the Centre should exercise their advisory function in a much better way, instead of taking many powers to themselves to deal with the policy matters of road transport.

15 hrs.

I would suggest, therefore, that an immediate inquiry should be undertaken in the matter of road transport development and the needs of road transport. The inquiry that has already been made has not been enough. Therefore, I would suggest to the hon. Minister to think of this proposal to set up a Committee to enquire into the whole aspect of road transport.

15.01 Hrs.

[**SHERIMATI RENU CHAKRAVARTY** in the Chair.]

Shri T. B. Vittal Rao (Khammam): Mr. Chairman, this amending Bill replaces the ordinance which was just promulgated on the eve of the Reorganization of States. Under the Road Transport Corporations Act of 1950, Government are taking powers for amalgamation of corporations, if such corporations have been functioning in the original State. Here I would like to draw the attention of the hon. Minister to a minor point.

As a result of the trifurcation of the former Hyderabad State, the Hyderabad road transport system was also trifurcated. We have been impressing upon the State Government for the past one or two years, till the States settled down that this may be worked by the Andhra Pradesh Government and the profits distributed according to the ratio; that was originally agreed to; but the Mysore and the Bombay Governments did not agree to this proposal; we gave them an alternative proposal also; We said: Let the Centre manage this for some time to come, just as they were doing for 21 months before the integration with Central Railway—the Centre was managing the road transport system as a managing agent—but that was not also agreeable to all and this road transport system was trifurcated, with the result that efficiency has been imperilled. The Hyderabad transport system has been one of the best systems in India. The nationalization of this system took place in 1932 and it has been worked very efficiently departmentally. Up to this day, for 24 years, it has been worked departmentally, notwithstanding the fact that the Central Government were pressing upon the State Government to form a road transport corporation. The Central Government also promised them some amount by way of investment or participation in the capital, provided the State Government formed a road transport corporation.

The Hyderabad Government very wisely declined to accept that offer because by working departmentally, they were working with a very high degree of efficiency—I am taking relatively,—compared to other nationalized road transport systems in India.

The employees of this road transport system enjoyed very good facilities. The road transport system was a part and parcel of the railway system from 1932 to 1951. For 19 years they were so. The road transport employees of the former Hydera-

[Shri T. B. Vittal Rao]

bad road transport system enjoyed several benefits and facilities. These were given to them as were given to the railway employees; the provident fund benefits and gratuity were there. Even after it was separated from the railway, in November 1951, that is when the former Nizam's State Railway was integrated with the G.I.P. Railway to form the Central Railway, the employees of this road transport system enjoyed those privileges. There was no curtailment of any facility. Only for such of those staff who were recruited after the 5th November, 1951, new conditions of service were imposed. These employees who have been enjoying all these benefits have put in a good number of years of service. I would only request the hon. Minister not to treat them as re-employed. A section of the road transport has been integrated to the Bombay road transport corporation or it will be integrated soon. The idea is that the original Marathwada areas of Hyderabad State where road transport has been functioning is to come to Bombay State and on that basis the employees have been allocated. I would earnestly appeal to the hon. Minister to treat these employees who have been transferred to Bombay Road Transport Corporation on the same conditions of service. If these people want to come under the new terms and conditions of service; option may be given to them to do so. Otherwise, what will happen is this: they will be treated as new employees, with the result that the date of service will start from the 1st November 1956 in which case these employees—some of them have put in 24 years of service—will be deprived of their gratuity, provident fund and the other facilities. I am mentioning this because we had a bitter lesson very recently. When the Barsi Light Railway was integrated with the Central Railway, I moved an amendment that they should not be treated as new employees or re-employed; they should be treated as already in

the service with the result that the service conditions should be continued, but the Government did not accept my amendment. What has happened?

The employees went in appeal and moved the Bombay High Court and the Bombay Court gave its judgment that these people are eligible for retrenchment compensation and Rs. 30 lakhs was given. Now the employers went in appeal to the Supreme Court and the Supreme Court has reversed that judgment. The Government in the Ministry of Labour are thinking of what to do in this matter and have promised some action very soon. I hope that action will be taken very soon; otherwise, Rs. 30 lakhs would go to England and it will be very difficult for us to get that back. That is why here I propose to move an amendment to the effect that such of the employees who have been transferred to the Bombay State Road Transport Corporation or the Mysore State Road Transport Corporation should be allowed to exercise the option as to whether they want the original terms of service conditions or not. This is not going to cost the Government very much. Even with these conditions of service obtaining in Hyderabad State, the Road Transport Department in Hyderabad was making very good profit. It is not going to cost the Government anything.

I would like to impress one thing upon the hon. Minister in this connection. Though the Planning Commission has laid down that wherever nationalised undertakings are there they should be formed into road transport corporations. But I suggest that where they are working departmentally they should not be interfered with. If it is not efficient or any such thing, then you could think of a corporation, but not if it is working very nicely as was the case in Hyderabad State.

In the old Travancore-Cochin State which is now Kerala, there was nationalised transport wherein 5,000 were employed, and the road transport system is also very good. May be we have to improve it to a very great extent, but there the workers also enjoy pensionary benefit. Nowhere in India do the road transport workers get pension, except in the present Kerala State. The amenities to passengers and other things are also quite good there. Therefore, let us not press upon the State Governments to form road transport corporations in cases where the department running it is working very efficiently.

The Saurashtra Road Transport Corporation is going to be merged. This Corporation had as its General Manager a District Superintendent of Police. According to the principal Act, the Central Government can even cancel some of the schemes. I would like that no police officer should be made General Manager of any road transport corporation, because he is not going to contribute anything.

Finally I strongly urge that the employees who have been transferred to Mysore or Bombay Road Transport Corporations should be allowed to enjoy the facilities they were enjoying before.

Shri Alagesan: As I remarked in my opening speech, I thought this was quite an innocent Bill and would be agreed to by the House, but hon. Member Shri Gurupadaswamy raised some questions. When I was hearing him, I thought he had somewhat misread the objectives behind this Bill.

This Bill is really an offshoot of the reorganisation of States that this Parliament agreed to. This flows as a direct consequence of the reorganisation of States.

As I pointed out in my speech, if you take the State of Bombay, the position was like this. The new Bom-

bay State after 1st November consisted of the ex-Saurashtra area, the ex-Kutch area, the Marathwada portion of Hyderabad State and the Vidarbha portion of Madhya Pradesh State. Also certain areas have gone out of the previous Bombay State,—the Karnatak portion and a small bit near Mount Abu. These portions have gone respectively to the new Mysore State and to the State of Rajasthan. In the new State of Bombay there are three different corporations, the Saurashtra, the Kutch and the Bombay State Road Transport Corporations. Also it so happened that the Bombay State Road Transport Corporation would be operating services in the States of Rajasthan and in the State of Mysore. So, in order to remove these anomalies, and to arrange that there is no multiplicity of road transport corporations in a particular State and to see that a road transport corporation does not operate services outside the boundaries of the State, this Bill has been brought forward. Since it was necessary that the old arrangements had to continue until Parliament made law otherwise, it has been provided for under the States Reorganisation Act itself. If you turn to section 109 of that Act you will find that provision has been made for the continuance of the *status quo* until other arrangements are made by Parliament. It was examined whether under the Road Transport Corporations Act which has been enacted by the Central Legislature, either the Centre or the State Governments could issue directions to the various Road Transport Corporations to make over certain assets which will fall due either to Mysore or Rajasthan by the Bombay Road Transport Corporation, or to take over the assets of Hyderabad or Madhya Pradesh Corporations. The legal opinion was that it was not possible to issue such directions under the Road Transport Corporations Act either for the Central Government or the respective State Governments. And so it was necessary to bring forward this amending Bill. I think I have briefly

[Shri Alagesan]

explained the reason for bringing forward this Bill and why it was found necessary to have a separate measure enacted by this House.

Having said this, I should like to clear some of the fears expressed by hon. Member Shri Gurupadaswamy. He proceeded to say that because the Central Government or the executive has been empowered to issue an order to bring about the new arrangements, this will provide an excuse for the Central executive to interfere with the policies of the various State Governments. The Bill makes quite clear the part that the Central Government is going to play in this regard. It is to enable the various State Road Transport Corporations to function within their territorial limits and also to provide for the division of assets and liabilities between two or more State Transport Corporations, or between a Corporation on the one hand and a departmental authority on the other, that power has been taken by the Centre. This will be done strictly in accordance with the scheme that will be submitted by the State Governments. Of course, the relevant provision mentions that the Central Government may, after consultation with the State Governments concerned, approve the scheme with or without modifications. It is not that the Centre will be interfering in this matter. But when two State authorities are concerned, the Centre will have to come in and see that a settlement is reached. It is quite likely that the scheme forwarded by the Mysore Government and the scheme that will be forwarded by the Bombay Government may differ in certain respects, in which case there will have to be some conciliation effected. It is for that purpose that the Centre will come in. Otherwise, the schemes that will be sent by the State Governments will be given effect to by the Central Government by an order that would be issued

under the present measure. So, there is no such intention as is feared on the part of the Central Government to interfere with the policies of State Governments or to do something which will go contrary to the wishes and desires of the State Governments in this matter. It is more an enabling and a conciliatory position that the Central Government will adopt, and they are not at all going to interfere with the wishes of the State Governments concerned. So, my hon. friend need not have any fear on that score.

Then, my hon. friend talked about some other things also. Perhaps, most of the things that he said would have been very relevant with reference to the Bill that this House had recently passed, namely the Motor Vehicles (Amendment) Bill. Though the points mentioned by him may not have a direct relationship with this Bill, yet they will certainly be taken note of and any rectification that will be needed and that may have to be sponsored by the Centre will certainly be taken care of by the Central Government.

Then, it has been said by the hon. Member that the Central Government want to interfere with nationalisation. In fact, it is the policy of the Central Government to encourage and to provide for nationalisation of road transport by the various State Governments. It was with that object in view that the recent Bill was passed by this House, which is now awaiting the sanction of the other House. There, we have put an end to the atmosphere of suspicion and uncertainty that was existing in this field, so that both the private sector and the various State Governments can go ahead with their respective programmes, without interfering with each other, and without coming in the way of each other's progress. So, it is not our intention to come in the way of nationalisation.

What we seek to do by means of the Road Transport Corporations Act is to ensure road-rail co-ordination. Shri M. S. Gurupadaswamy was speaking in the latter part of his speech against nationalisation. He pointed out instances where people had occasion to prefer private services to services operated by Government. Shri T. B. Vittal Rao in his speech said that the departmental management of road transport services, at least as far as Hyderabad was concerned, was even more efficient than management by a corporation. And without trying to make a comparison, he said that since it was being run efficiently, it should not be interfered with.

Here, we have all the facts of the problem before us. It is not as if a corporation produces always the most efficient results, or it may not be that it is always the public sector that produces the most efficient results. So, it is not so much nationalisation or management by a corporation or management as a departmental undertaking that we are concerned with, as the fact that we should be able to get the most efficient service, whether it is in the private sector or in the public sector, and if it is within the public sector, whether the services are operated by the corporation or departmentally. That really puts the problem in its proper perspective. Whether it is the corporation or the department or the public sector or the private sector that manages the road transport, the proof of the pudding is in the eating. We should have the most efficient results and the most economical results. If that is not forthcoming, then we cannot simply prefer the one to the other merely because of the fact that it is the public sector or it is the corporation.

But I should like to remind the House that what the corporation does is to ensure road-rail co-ordination. It may not be possible for the Cen-

tral Government to contribute to the capital when the services are manned or run by the State Departments. But when a corporation is established under the Central Act, it will be possible for the railways to participate in it, and that provides for any future contingency where competition between rail and road services may arise. That is the only virtue of the corporation idea.

But even there, the State Governments have been advised to go in for the setting up of corporations, only when they ask for more funds. Though they are not prepared to set up a corporation, they really need funds. The railways are also willing to participate in such ventures. So, in that context only, the advice has been tendered to them that they should go in for corporations. But if under the new set-up, the new State that has been established in Hyderabad wants to continue the departmental management of road transport services, certainly the Centre or the Planning Commission will not come in the way.

Shri M. S. Gurupadaswamy pointed out certain defects in the working of public transport services. I do not know how far the allegations are true. But I should like to tell the House that the State Legislatures concerned are very alert in this matter. Especially, the bus transport services are a matter of frequent discussion and debate in the various State Legislatures concerned, because it affects the day-to-day transport and movement of the people, especially in big cities. So, the State Legislatures sitting in the capital cities of the States concerned, perhaps naturally, give more time and more attention to this matter. The defects and shortcomings that the hon. Member has pointed out should certainly be brought to the forum of the State Legislatures, where remedies can be found.

In this connection, I should also like to say that wherever these cor-

[Shri Alagesan]

porations function, there is a responsibility attached to the Centre also. The representative of the Railway Ministry or the Railway Board sits on the board of management of these corporations. I have found that so far he has not functioned as a very efficient member of the corporation. So, it is our intention to see that the representative of the Railway Ministry or the Railway Board who sits on this corporation functions more efficiently and effectively and also contributes to the removal of the deficiencies in the actual running of the road transport by the corporations.

Shri T. B. Vittal Rao was naturally anxious that there should be no break in the services of the employees, when they are taken over by the Bombay Government or the Mysore Government. Incidentally, I may inform Shri M. S. Gurupadaswamy that we have been informed by the Mysore Government that they want to set up a road transport corporation. Perhaps, they may take some time to do it. But we have been informed that they would like to set up a road transport corporation. I am stating this because the hon. Member had mentioned something about it.

Now, as far as the service being counted as continuous is concerned, and also as far as the old terms and conditions of service are concerned, I think they are very well taken care of by the States Reorganisation Act. I should like Shri T. B. Vittal Rao to turn to section 111 of the States Reorganisation Act where there are two provisos. Proviso (a) says:

"the terms and conditions of service applicable to the workman after such transfer or re-employment are not less favourable to the workman than those applicable to him immediately before the transfer or re-employment".

This Bill has to be read along with the S.R. Act. So the terms and conditions of service cannot be altered in a way less favourable to the employee

than what they were before. So there is no anxiety on that score.

It is also taken care of that the service has to be counted as continuous. Whether it is called transfer or whether it is called re-employment, service will be counted as continuous. Proviso (b) says:

"the employer in relation to the body corporate or the undertaking where the workman is transferred or re-employed, is by agreement or otherwise legally liable to pay to the workman, in the event of his retrenchment, compensation under section 25F of the Industrial Disputes Act, 1947, on the basis that his service has been continuous and has not been interrupted by the transfer or re-employment".

So the service of the employee concerned will be treated as continuous. There will be no break and if the new employer wants to terminate his services, then the service of the employee will be treated as continuous and compensation will have to be paid accordingly. So the fears expressed by Shri T. B. Vittal Rao are not justified. I think I have answered the points raised by the two hon. Members in the course of their speeches.

Mr. Chairman: The question is:

"That the Bill to amend the Road Transport Corporations Act, 1950, be taken into consideration."

The motion was adopted.

Mr. Chairman: Now, we shall take up the clause by clause consideration. There are three amendments to clause 2 tabled by Shri T. B. Vittal Rao.

Shri T. B. Vittal Rao: The hon. Minister has drawn attention to the relevant provisions of the States Reorganisation Act. In view of this, I do not wish to move my amendments.

Mr. Chairman: The question is:

"That clauses 2 and 3 stand part of the Bill".

The motion was adopted.

Clause 2 and 3 were added to the Bill.

Clause 1, the Enacting Formula and the Title were added to the Bill.

Shri Alagesan: 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 (AMENDMENT) BILL

The Minister of Labour (Shri Khandubhai Desai): I beg to move:*

"That the Bill further to amend the Employees' Provident Funds Act, 1952, be taken into consideration".

This is a very simple Bill and a most non-controversial Bill. So I need not make a long speech on this Bill.

However, as this opportunity has come, I would share with the House information as to the progress which the Provident Funds Act has made during the last five years. The Employees' Provident Funds Act was, as the House is aware, enacted in 1952 for the institution of provident funds for employees in factories, in the first instance. The Act covered six major industries, namely, cement, cigarettes, electrical, mechanical or general engineering products, iron and steel, paper and textiles. The Employees' Provident Funds Scheme, framed under section 5 of the Act, was brought into operation in factories engaged in the six scheduled industries from 1st November, 1952.

The Employees' Provident Funds Act covers about 2,300 factories in the six scheduled industries, of which over 500 have been exempted from the provisions of the Act and permitted to operate their own schemes of

provident fund. I would like to make one thing clear here. When I say exemption, it is exemption from the whole scheme, but that does not mean that they are exempted from the Provident Funds Act. Only they are asked to operate their own scheme, to deposit the money collected under the provident funds scheme in the form of government securities. Care has been taken to ensure that the benefits under these schemes are not less than those under the statutory Scheme, that the funds vest in Boards of Trustees on which employees' representation is equal to that of the employers and that the investments are made in Central Government securities only.

The total number of workers covered in the six industries is about 16 lakhs, of whom over 9 lakhs are in the exempted factories. That means that exempted factories are very large factories who have got existing provident funds schemes. The average contribution per year (including exempted factories) is about Rs. 17.4 crores. The total amount of contribution till the end of September 1956, is estimated at about Rs. 60 crores. The accumulations in the Fund have been invested in Central Government securities and are ear-marked for financing development projects under the Second Five Year Plan. Particularly, the amounts thus available are made available for housing schemes for industrial workers. Up to the end of September 1956, a sum of Rs. 4 crores has been refunded to outgoing members or their nominees.

Of late, there has been a persistent demand for the extension of provident fund benefits to all industrial workers. Recommendations for extension of the Employees' Provident Funds Act have also been made by the Planning Commission and by the tripartite Consultative Committee at various stages. Government intend to extend provident fund benefits to workers in all industries with an employment strength of 10,000 or more during the

*Moved with the recommendation of the President.

{Shri Khandubhai Desai}

period of the Second Five Year Plan. As a first step in this direction, the Employees' Provident Funds Act has already been extended to 13 additional factory industries with effect from 31st July, 1956, and to another 4 from the 30th September, 1956. With the coverage of these additional 17 industries, the benefits of provident fund have been extended to a further 5 lakhs of workers employed in about 1,600 small factories and the annual addition to the contributions on this account is estimated at Rs. 4.69 crores.

The Employees' Provident Funds Act, at present, applies to factory industries and provides for its extension by notification only to such industries. There is no provision enabling extension of the Act to non-factory establishments, like plantations, mines, certain categories of commercial establishments, etc. Such a provision is essential if the objective of conferring provident fund benefits on workers in all industries with an employment strength of 10,000 or more is to be achieved. Preliminary surveys have been conducted by the Employees' Provident Fund organisation and Government are considering proposals for the extension of the Act to such establishments in consultation with the interests concerned. But unless we pass this law, we could not possibly do so. So this amendment is necessary. The Bill accordingly seeks to empower the Central Government to bring under the purview of the Act, by notification in the Official Gazette, any non-factory establishment or class of establishments in respect of the employees of which it is of the opinion that a provident fund scheme should be framed under the Act.

Government's objective is to effect a gradual widening of the scope of the Act, so that during the Second Five Year Plan these provident fund facilities are made available to a large majority of industrial workers in this country. With these few words I would like the House to take this Bill into consideration and enact it into

law so that Government may be enabled to apply this law to shop assistants, particularly the white-collared staff employed in commercial establishments in the country.

This Bill, which I hope we will be passing soon, will enable the Government to extend the scheme to other establishments which are not covered, which are not commercial or industrial ones and also to the plantations, particularly in Bengal, Bihar and the south.

As the House is aware already, the Assam Government has enacted a law by which more or less similar provisions are applied to plantation labour. If the scheme is not applied to plantation labour either in Bihar, Bengal or the south, there will be invidious competitions between the plantations in the east and the south. Therefore, we have put in plantations specially. I hope the House will pass this Bill.

I commend this Bill to the House as a beneficial measure. As the House is well aware, Government has been putting in such welfare legislation from time to time. It has brought in so many measures during the First Five Year Plan and we hope to implement most of them in the Second Five Year Plan to the extent it has not been implemented up till now. I commend this Bill to the House.

Mr. Chairman: Motion moved:

"That the Bill further to amend the Employees' Provident Funds Act, 1952, be taken into consideration."

Shri K. P. Tripathi (Darrang): I rise to welcome this Bill. We have been expecting this for a long time. It will be remembered, as the hon. Minister said, that when the question of extending it to plantations came, we found that there was no legislative provision and that we could not extend it. The Assam Government wanted to go ahead and they had to

pass a law. They had difficulty. They had to refer back to the Central Government and the Central Government gave some advice which they had to accept and ultimately that law was enacted. One year has passed and, I understand, that the Assam Government has already collected over Rs. 2.2 crores by way of provident fund. It is quite true that if there is provident fund in one area of India, it should be extended to the other areas also in order to equalise the competitive capacity.

I want to point out to the hon. Minister that although a law has been passed in Assam, they have made an invidious distinction between economic and so-called uneconomic units. In Cachar, there are some units, which are producing for less than 8 months or so, which are exempted. Originally when this exemption was made, it was thought that it was some sort of financial benefits being given to the workers and it was not deemed to be a social measure. Otherwise, it would have been extended to all workers working in the plantations. There have been complaints from the workers of Cachar asking why they should have been excluded from this benefit. I have no doubt that, now that the Government is undertaking this as a policy for the whole of India, they will exercise their influence so that it might also be extended to the so-called uneconomic gardens of Cachar. The uneconomic gardens are uneconomic not because they have not been given land by Government to cultivate, not because they have not had the benefit of finance, but because the gardens were neglected over a large number of years. I have been crying for a long time that there should be some legislation whereby people who have been given enough land should be made to manage or husband that properly; otherwise there should be power in the hands of Government so that they can step in and correct the management. Such a law exists even in England and I do not see any reason why we, who have been pledged to a socialist pattern of society, should

not have such a law. I think if we try, even these gardens will be in a position to pay. After all, the money which is accumulated in this way is not so much expenditure. The money is given back to the same employers, as the hon. Minister was saying, by way of funds for the purpose of housing the workers.

Under the Plantation Act it has been decided that workers should get housing benefits. Formerly, these plantations did not get loans from the Central Government for the purpose of housing. Now, I understand that the Government have provided in the Second Five Year Plan Rs. 2 crores for plantation housing and that is going to come out of these finances. I have no doubt that hereafter the Central Government will exercise itself so that the housing programme might be undertaken even in the plantation areas as it was planned even in the First Plan.

The extension of these benefits to commercial services also is a step in the right direction. I believe that we are going to have a scheme of society in which every individual will have a provident fund whenever he is employed by which he lays by something and does not eat away everything. Therefore, there is no logic in making a distinction between some people who have provident fund and others who have not. The artificial distinction which exists in our society right now should be done away with. I know Government has something in mind. But Government wants to proceed with caution and in a practical way. Therefore, they are laying down a limit, a limit below which the workers should not be covered. I hope that once they have laid down the structure whereby this fund is going to be administered and a tradition grows, it will be possible to bring all the working classes in the country under the provisions of this Bill or any other Bill so that all workers in the country may get the benefit of provident fund.

The present collection is said to be about Rs. 23.6 crores. Obviously, this

[Shri K. P. Tripathi]

is a large amount. I was just now thinking in my mind as to what would be this provident fund contribution both from the workers and employers if it were increased. Some time ago, in the Labour Conference there was a proposal that it should be increased to 8 1/3 per cent. I think the conception of raising it to 8 1/3 per cent. is a right one, because in the Second Five Year Plan we want to have more resources, as the Minister was saying. If we can get resources by this method, it is the right method. It will be remembered that gradually we are passing legislation so that capital formation of the country might be brought on a democratic level. One of the ways in which capital formation in a country can be democratised is through such measures of compulsory levy, namely, provident fund. If we increase this provident fund levy—and I was just calculating what it would be if we have a 10 per cent contribution both from the workers and from the employers—on the basis of the wage bill of the present factory workers being 2 crores, it would come to about Rs. 44 crores. If we include plantations, mines, railways and transport and commercial establishments, I calculated that it would come to about Rs. 63 crores. If we multiply it by 5, then, for the resources of the Second Five Year Plan, we get Rs. 315 crores. So, this source of financing the Plan is likely to be a very major one if it is really seriously taken into consideration. The advantage or benefit to the working class is obvious, because these crores of rupees could be utilised not merely for the purpose of housing but for other types of amenities also. This will be a great boon. Our industrial society will begin to look completely different if such an amount was raised and expended for these purposes.

I have great pleasure in welcoming this Bill. I do not know whether it has been possible to take any decision with regard to raising it at least to 8 1/3 per cent. I know that the employers, in the last Panel of the

Planning Commission, did not agree to this increase, but I know also that our hon. Minister is thinking on these lines and is still trying in that direction. I hope the employers will also realise the wisdom of it. After all, the benefit will go to them. After all, in the case of big building programme, some sort of employers will get the benefit, and more profits will arise. After serious thinking on this question for the last two months, I hope the employers would have come to a position in which they would have accepted this idea.

It is said there is a tendency to inflation in the country. Now obviously, this sort of freezing of funds for the purpose of provident fund is an anti-inflationary measure. When we make a demand for wage increase, the employers come forward with the idea that there may be inflation. If you fear that there will be inflation, then freeze it in the provident fund, so that there may not be any inflation. It is a very good answer to the reason or argument put forward by the employers that there will be inflation. I am saying this in the background of the demand of the working classes for higher wages. I am glad to feel that even our hon. Minister will support this. In view of this, the Wage Boards are going to be set up and we are going to have the demand for wages adjudicated by those Wage Boards. It may be that the employers may say that it will create inflation; it may be that part of the Government may come to the conclusion that there may be inflation. In that case, let us not scale down the recommendations, but if any portion of the recommendation is deemed to be inflationary, that might be freed in the provident fund rather than be denied to the workers so that it may go to increase the profit structure of the employers. From this point of view I have no doubt that it might be utilised as a fiscal anti-inflationary measure also.

With regard to the development of finance, so far as the development part of the country is concerned there is

no doubt that our Finance Minister is very much exercised as to how to raise funds. I have been telling him also on this question that he must some time or other come to the workers as he begins to take steps so that there shall be a levelling down of incomes. We shall have to come to the conclusion that the working class wages and salaries shall have to be raised so that the working classes may make their contribution to the purpose of capital formation. In that case only there may be a possibility of retaining development funds. For this purpose also I feel the provident fund will be a very good way out.

From all points of view I think this is a non-controversial measure. This is a welcome measure and we should pass it and bring forward a stage in which every worker that works and earns in this country will have a provident fund, and that should be administered by the Government.

So far as administration is concerned, Government has already taken the responsibility on its shoulders, and as the hon. Minister pointed out, there is a list of exempted factories which covers about nine lakhs in the country. It is only because at present the scales of provident fund allowed by some of the private concerns are greater than the provident fund raised by the Government. I think this difference will gradually go and we will come to a stage in which most of the collections from provident fund will be at a level and then this cause for discrimination will disappear. As soon as all these funds come to the same coffer, the Government coffer,.....

Shri Khandubhai Desai: It is practically coming to the same coffer.

Shri K. P. Tripathi:.....it will be administered according to the requirements of the Second Five Year Plan.

With these words I have great pleasure in welcoming the Bill.

Shri T. B. Vittal Rao (Khammam): I welcome this measure, and I am doubly happy that the hon. Minister

has just now returned after delivering a speech at Ahmedabad wherein he stated that the demand of workers for wage rise is justified. Not only that, but our Minister for Planning has stated that the demand of the workers for a living wage is justified and that only 5 per cent of those employed in factories and mines get living wage. This is what he has stated.

In that context, when we are not getting a living wage, not even a fair wage, it is quite evident that the worker cannot make provision for a rainy day or for any calamity that may beset him—the dependants losing the bread-winner. So, this provision in this amending Bill should have come long ago, but it has been delayed. For instance, in the First Five Year Plan, under the labour policy, it was stated that the employees' provident fund should be extended to all employed in the factories, where there were 50 or more workers. Unfortunately, while we pride ourselves of having increased our industrial production, agricultural production and the productivity of labour, the targets that we have set with regard to labour could not be fulfilled at the end of the First Plan. Anyway, then came the decision in May 1955 at the Indian Labour Conference. It was decided that this Act should be extended to those industries which have 10,000 and more workers.

[SHRI BARMAN in the Chair.]

15.58 hrs.

But it has taken a pretty long time to extend it. Even during November last I put a question asking how many industries are there employing 10,000 or more workers to which the Employees' Provident Fund Act has not been extended. Here I have a list of seven industries—Rice, Flour and Dal Mills; Cotton Ginning and Baling Factories; Coir and Rope Works; Cashew-nut Industry; Tobacco Industry; Wood and Cork Industry; Oil-well Operations—which have employed 10,000 or more where this provident fund benefit has not been extended. It seems

[Shri T. B. Vittal Rao]

that nearly a lakh of workers have not been covered even after that decision.

Of course, now this is a welcome measure in that it is being extended to plantations. In the tea gardens and coffee gardens in the South, nearly three to four lakhs of workers will get benefit out of this. Then, in the manganese mines, there is no provident fund; in the iron ore mines, excepting in one or two places there is no provident fund. There are about three lakhs of such persons in the iron ore mines, gypsum mines, etc. I now come to the gold mines. There are more than 25,000 workers and this law does not affect them. Take the Kolar Gold Fields. The benefits there are far less; only fifty per cent of the dearness allowance is taken into account for computing the provident fund contributions by the employer and the employee. In the Hatti Gold Mines, the contribution is computed only on the basic wage. But, under the Act the basic wage and dearness allowance will both have to be taken into account.

16 hrs.

This Act, when extended would have covered thirty lakhs of workers in the factories, six lakhs in the mines and 5-6 lakhs in the plantations. Then, there are the transport workers. I do not know whether the present Bill, as it is, will enable us to extend it to the road transport workers. We have got 3,50,000 of them. Take again the boatmen who perform the most hazardous duties. Neither the Workmen's Compensation Act nor the Minimum Wages Act is made applicable to them. I have moved an amendment and if the Minister clarifies the position, I shall withdraw it. These boatmen from Saurashtra to Tuticorin in the South do not enjoy the benefits of these laws. The monthly emoluments of these people vary from Rs. 25 in Saurashtra to Rs. 45-60 in Kerala. I would like this to be extended to them. Recently, I saw that a notification has been issued

extending it to the newspaper industry. But I am told that an invidious distinction has been made in that it will apply only to persons who draw Rs. 300 or less and not to the whole. It should be rectified. I would also like to know whether this Bill as it is can be enforced with regard to cinema employees their number comes to a little more than 30,000.

In the last labour panel meeting in which my hon. friend, Shri Tripathi was present, it was agreed that the rate of contribution should be raised to 8 1/3 per cent. When it was being discussed in the plenary session of the panel meeting, some employer raised some sort of an opposition. The Planning Minister who was presiding at that meeting said that the rate at 6.25 per cent might continue because he was thinking of imposing a levy for housing on the employers. Eight months have passed. Neither has there been a housing levy nor an increase in the rate of contribution.

We have been introducing the social security measures only lately. It was only in 1952 that some people have been covered. The coal mines were covered from 1948. You will be amazed to know that those who retire now get only Rs. 100 or, at the most, Rs. 400. So, when an employee retires from service, how can he make a living out of this money when his children are unable to get employment in these days? So, it is essential that it should be increased to 8 1/3 per cent. Even in the labour appellate tribunal, when the question of gratuity came up, the learned Judges gave the decision that gratuity should be given for a specific period, say, for a period of seven years because the provident fund benefits were so meagre that the workers could not make a living out of it.

This Act should further be liberalised. There is the forfeiture of the employer's contribution. If an employee puts in less than three years service, 75 per cent of the employer's

contribution is forfeited; if he puts in less than ten years' service, fifty per cent is forfeited. Only if he puts in more than fifteen years' service, can he be eligible for the full contribution. I made a representation to the Minister but his advice is that we cannot do anything at the moment because it is only recently that we have liberalised these things to some extent. That is with regard to coal mines. I ask the Minister: whose money is this? It should not be forfeited by the fund at all. Forfeiture means forfeiture by the Government. Why should we penalise the employees? You can keep the three years' period as the minimum period. Those who put in a service of more than three years should be eligible for the full contribution. This amendment is very essential.

In the railways, the rate of contribution is 8 1/3 per cent as against 6.25 per cent in the employees' provident fund. There also only fifty per cent of the dearness allowance is taken into account for computing the contribution. The full dearness allowance should be taken into account. This should be done so that there may not be any distinction between the different types of provident funds—whether it is the coal mines provident fund or the employees' provident fund or the railway employees' provident fund; it should be uniform.

Finally, I look for a day when the worker will not have to pay anything for the social security measure. In some countries, the workers do not at all contribute for the social security measure; it is paid by the employer or the Government. Here, when we contribute something to our social security measure, it means a wage-cut for us. So, I look for the day—it is not very near—when the worker need not be asked to contribute anything for this provident fund.

Shri Tushar Chatterjea (Serampore):
Mr. Chairman, I welcome this Bill which remedies a long-standing defect in the Provident Fund Act by leaving

out a good number of workers from the benefit of this fund. So long, only the factory workers were to get the benefit of the fund and that too in a very restricted number of factories. Now it is being extended to plantation workers and some other factory workers, and this will be welcome by all sections of plantation labour and also by the employees of commercial establishments. In that respect, this Bill has fulfilled a long-standing demand of the labour.

But, even while welcoming this Bill I feel constrained to draw the attention of the House to some points which, I think, should have been considered by the Government while bringing forward this Bill. I am connected with the working of the provident fund scheme as a member of the Central Board of Trustees, and always this idea crops up in my mind that in the matter of provident fund the Government should not only consider the question of extension of the Provident Fund Act to a large number of industries that are left out, but they should also give considered thought to the problems that have been experienced during the course of these years of the working of the provident fund scheme and should correct the defects that are still there in the Provident Fund Act.

Sir, I do not like to repeat the points that have been raised by Shri Tripathi and Shri Vittal Rao. I only want to confine myself on that aspect of the thing on which, from my experience, I can enlighten the House. As a member of the Central Board of Trustees I always felt that the Central Government has not given that much regard to the views of the Central Board of Trustees as they should have been given. After a long time this amending Bill has been brought forward. But I want to ask the hon. Minister, what about those points that have been raised during the last two years by the Central Board of Trustees for consideration of the Government? A number of points were raised by the Central Board of Trustees but up till now very few of those points have

[Shri Tushar Chatterjea]

received consideration of the Government. In the report that was presented by the Central Provident Fund Commissioner on the working of this provident fund scheme, he has stated in one paragraph that, in the light of the opinions and comments made by the Central Board of Trustees, the State Governments and the different organisations of employers and employees, the Provident Fund Act will be suitably amended by the Government and the Government are considering all these things. Am I to understand that this Bill is an outcome of the consideration of all those points, or is it the outcome of the consideration of only one particular thing, that is the Act should be extended to other factories also?

I quite appreciate the benefit of this Bill and I welcome it. But I want to draw the attention of this House to the point that, about the working of the provident fund scheme we had experienced a number of difficulties with the result that in the Central Board of Trustees a number of points were raised, discussed and some conclusions were also arrived at. But up till now very few of those points have been actually considered by the Government.

Incidentally, I want to point out one other thing. In this House I have at least three times put a question as to what the Government have decided about the method and the procedure of formation of Trustee Boards in the case of exempted factories. Even the third time I put the question the answer was that it is under consideration. I remember some two years back the Central Board of Trustees gave some opinion about this question of procedure of formation of Trustee Boards in exempted factories. That was duly sent to the Government for consideration, and for these two years Government are only considering and considering, and no final decision has yet been taken. I do not understand why in taking the responsibility of giving such a great benefit like the provident fund to the workers, the

Government does not care to give proper thought to the opinions of the Central Board of Trustees. I personally know that in regard to these exempted factories lots of grievances are raised by the workers: about formation of Board of Trustees, about exemption of a class of workers etc. All these things were brought before the Board of Trustees and the Central Board of Trustees brought these things to the notice of the Central Government. But those things have not been properly considered and no proper decision has been arrived at.

Now, let me point out to you another thing. I feel that along with this amending Bill the lacunae that still exist in the matter of exemption under section 27 of the Provident Fund Act would be removed by some proviso incorporated in section 17(2) of this Provident Fund Act. About that particular point, as long as two years back a number of cases were made known to the Provident Fund Commissioner. He also felt that due to these lacunae a number of workers are actually suffering. I remember, in the report the Central Provident Fund Commissioner admitted that unless section 27 of the Act was suitably amended and some condition was made compulsory for giving exemption under section 27 a large number of workers would be deprived of the benefits in a number of ways and the employers would take advantage of them. This matter was brought before the Government but nothing has been done as yet.

Then, in the matter of extension of Provident Fund to industries in which the number of workers exceed 10,000. I think the Labour Minister's Conference has recommended that the restriction of number should be removed, and even industries having less number should be taken into consideration. I do not know what consideration has been given to this point raised in the Labour Minister's Conference. Anyway, what I feel is

this. When, after these four years experience of the working of the provident fund scheme, a good number of points are there for consideration, and there are also grievances of the workers, all these things should have been taken into consideration and a comprehensive Bill should have been brought forward. Simply by extending this Act to a number of industries the problems that are still experienced by the workers in industries where provident fund scheme exists are not solved.

I will just give one example. The extension of the Provident Fund Act to a number of industries is welcome, but from my experience, I can tell you that it is welcome only to those who as yet do not enjoy any provident fund benefits at all. This extension has not been very much appreciated by those employees who already enjoy some sort of provident fund scheme. When this Bill is passed into an Act, the employees of a very big daily paper in Calcutta, *Ananda Bazar Patrika* will come under the purview of this Act. But, on behalf of their union, the employees of that paper approached me and expressed their apprehension that this Act is not going to benefit them and that the scheme they are now enjoying is better in many respects. This is a very serious problem. If the employees in those concerns where some sort of provident fund scheme is in operation express apprehension as a result of the extension of this Act, surely we must think, and the Government must also think, that something defective is still there in the different provisions of the Act. The extension of the Act does not create that much confidence to a section of the workers, which it should have created.

What is the existing position? The Labour Minister himself said that a very large number of workers getting provident fund benefits are under exemption clause. In Bengal,

more than three-fourths of the industrial working class are covered not by the detailed provisions of this Act, but by the exemption clause. All the big employers apply for exemption and all the big concerns have got exemption. I have raised this point a number of times.

Shri Khandubhai Desai: The hon. Member knows that factories are exempted only if the scheme they have is in no way inferior to the scheme provided under this Act and that too with the consent of the workers.

Shri Tushar Chatterjea: I am just coming to it. I fully agree that exemption is granted only when the individual scheme is better than the scheme provided under the Act. But my point is, the parent Act should be modified in such a way so as to bring it in line with...

Shri Khandubhai Desai: The highest anywhere in the country?

Shri Tushar Chatterjea:... not the highest, but at least the average schemes that are in existence.

Shri Khandubhai Desai: It is better than the average.

Shri Tushar Chatterjea: After the passing of the Provident Fund Act, the rule has become the exemption and the exemption has become the rule. Three-fourths of the workers come under the exemption clause and only one-fourth are covered by the other provisions of the present Act. My point is that the parent Act should be so improved that it is in a line with the average schemes that are in operation. If that is done, I think most of the employees will be satisfied. Otherwise, why should the employees, as in the example of *Ananda Bazaar Patrika*, feel some apprehension after the passing of this Act? Why is it that the employees in concerns where some scheme already exists are not so much elated, but are under the apprehension that this Act will curtail some of the benefits that they are getting at present? Therefore, the Government should consider

[Shri Tushar Chatterjea]

all these problems that have arisen from the experience in working the scheme and should have amended the Act in such a way that so much liberal exemption need not be given. In order to make the scheme strict, it should be improved.

I would submit one more point before I finish. The majority of the workers like to have their own individual scheme because mainly they want to get the benefit of loan. Under the parent Act, the sanction of loan is almost banned. As far as I remember, the recommendation has been made by the Board of Trustees that in special circumstances, sanction of loan should be allowed. I do not know whether the Government have given any consideration to that recommendation or not. Had they given some consideration to it, some sort of provision should have been made here by which in special circumstances, sanction of loan would have been allowed. Most of the workers prefer exemption mainly because of this point. They love the exemption clause, because at present the wages of the workers are low and in exigencies and times of crisis, they want to get some loan from the provident fund. The parent Act does not allow any loan to be sanctioned.

One thing emerges from all these points. This Bill is welcome, but I would have been happier if, on the basis of working of the provident fund scheme, some of the defects that still exist in the Act have been removed by this amending Bill. I, no doubt, support this Bill; but, I am making these observations only to bring to the notice of the Minister and the House the problems that have cropped up in the course of the working of this scheme.

Shri L. Jogeswar Singh: (Inner Manipur): I should like to confine my remarks only to Delhi and Manipur, where the transport workers' conditions are deplorable. I should like to know whether the provident fund benefit and other service conditions that are obtaining in other ex-

part A States are also applicable in the case of the workers in the Delhi Transport Service. If these Delhi Transport workers are not going to enjoy the provident fund benefit, as has been demanded by my friend, Shri Vittal Rao, I think these transport workers will be put to great practical difficulties. They are doing a service full of risks. Any accident may take place at any time. If an accident takes place and if the driver or conductor dies, who will maintain and look after the interests of their dependants?

Shri Tek Chand (Ambala-Simla): Insurance companies.

Shri L. Jogeswar Singh: The conditions of some transport workers are such that they cannot enjoy the facilities of insurance. They are in deplorable conditions. This is the condition of the Delhi transport workers.

Coming to my own area, Manipur State, the conditions of the transport workers are very very deplorable. No one takes care of these workers. One or two years ago, the hon. Labour Minister announced on the floor of the House that there will be established in Manipur an employment Exchange. That has not been done. That promise has not been fulfilled. Whenever any appointment is made in the case of transport workers in Manipur, it smacks of nepotism, corruption and favouritism. There are no rules governing their conditions of service. Only the man at the helm of affairs there is responsible for their appointment and disappointment. It is high time that the hon. Labour Minister should look into the conditions of the transport workers in the Manipur State. These transport workers are working under risky conditions. The road between Dimapur and Manipur is a life-line and this passes through the Naga Hills area. These transport workers have to work in the emergency areas. In the case of the employees of the Government of Assam, there is a special provision regarding

those posted in the Naga Hills area which is now a trouble spot where hostile Nagas are active. In the case of transport workers who daily ply their vehicles from Manipur to Dimapur via the Naga Hills area, no provision has been made and no security of service has been provided. No provident fund facilities are provided. In case they die, there is no provision. A number of drivers have been actually killed or wounded in this road. Because there was no provision in their case, these people have been left to their fate. I earnestly appeal to the hon. Minister that, though it may or may not be possible for him to extend these facilities to the transport workers in other States, so far as the Union Territories such as Delhi, Manipur and Tripura are concerned, the provident fund schemes should be extended to them.

The present system of appointment of drivers and conductors is not good. As has been already announced on the floor of the House, there should be an Employment Exchange in Imphal. I hope that this will be done quickly so that appointments may be made satisfactorily without any nepotism, favouritism and corruption.

I will not take more time of the House. One point more and I have done. The pay scales and halting allowances of the drivers and conductors of that area are comparatively very small. They have no provision for the security of their service, no provident fund, no insurance, nothing of the kind.

4-36 P.M.

[Mr. SPEAKER in the Chair]

In order to improve their conditions, I request the hon. Minister to apply his mind to the case of the transport workers in Manipur so as to increase their pay scales, which is a Centrally administered area. Unless he attends to their problems, their conditions will be worse than before.

श्रीमती कमलेन्दुमति शाह : (जिला गढ़वाल-पश्चिम व जिला टिहरी गढ़वाल व जिला बिजनौर-उत्तर) : अध्यक्ष महोदय, मैं मंत्री महोदय से यह प्रार्थना करने के लिये खड़ी हुई हूँ कि पहाड़ों में प्राविडेंट फंड की सुविधा नहीं है और वहां भी इन को सुलभ किया जाना चाहिये

Shri Kamath (Hoshangabad): There is not even one-third of the quorum. This is a Government Bill. It is not proper to proceed without getting even half of the quorum. It would create a bad impression outside in the country.

Mr. Speaker: Let us hear the hon. Member. Let her finish.

श्रीमती कमलेन्दुमति शाह : मैं यह कह रही थी कि ऐम्प्लाइज प्रोविडेंट फंड के साथ यह भी विचारा जाय कि पहाड़ों पर भी प्राविडेंट फंड की सुविधायें उपलब्ध होनी चाहियें। वहां पर जो ग्राम सेविकाय है उन को बहुत ही कठिन परिस्थितियों में काम करना पड़ता है और बहुत कष्ट सहन करना पड़ता है। वहां पर जो टीचर्स हैं, जो डाकिये हैं या इसी तरह के जो दूसरे लोग काम करने वाले हैं, उन को आज प्राविडेंट फंड की सुविधायें नहीं मिली हुई हैं, जो कि उन को मिलनी चाहियें।

तो मैं चाहती हूँ कि माननीय मंत्री पहाड़ी इलाकों में जो काम करने वाले हैं उन को भी प्राविडेंट फंड देने के प्रश्न पर गौर करें।

Shri Khandubhai Desai: Mr. Speaker, I am grateful to the House for the good reception given to this small Bill by which the benefit of provident fund is going to be extended to those who had not been covered by the principal Act. I would like to tell the representative of Manipur that this Bill has been brought specifically with a view to help these people. He

[Shri Khandubhai Desai]

was referring to transport workers. As far as the present law is concerned, even if we desire, we could not cover them.

As regards the criticism made by Shri Tushar Chatterjea, he, as a trustee, knows that the Board of Trustees is required to administer the trust. Whatever suggestions they have made, are under the consideration of the Government. I hope to publish in the Gazette very early the conclusion of the Government, and I may assure him that most of the suggestions made by the Board of Trustees will be accepted.

Shri Tripathi wanted to know how many workers are just now covered by the Provident Funds Act, and what number is likely to be covered when the whole scheme contemplated under the law comes into force. As at present about 21 lakh workers are covered by the latest extension of the scheme to the industries which I have already mentioned in my opening remarks, and the collection from them will amount to about Rs. 23 crores. About the new extension when the Bill is passed, we hope to cover during the Second Five Year Plan about 3,485 additional establishments, and the number of employees eligible for Provident Fund and its benefits will be 9.42 lakhs, and the annual contribution both by the employees and the workers will be in the neighbourhood of about Rs. 9 crores. The total amount that may be available for housing and such other development schemes by the end of the Second Five Year Plan will be in the region of about Rs. 32 crores per year.

As he has said, and rightly, this provision is disinflationary in its character, and I am glad that as far as the labour side is concerned, it will be willing and anxious that the contribution may be raised from 6½ to 8½ per cent. This will be taken into consideration by the Government, but it will require further amendment of the Act, and also consultation with

the various States and consultation with the various interests in the country. I may say that we will take early steps to consult the various interests concerned before finally taking a decision.

While extending the Act, some industries have not been covered by this law for obvious reasons though those industries at the time were engaging 10,000 or more persons, because they were passing through a serious crisis in those days and we came to the conclusion that if we applied the Provident Fund Act to them at that time, possibly it might create unemployment and the establishments might be closed. That does not mean they have been exempted for all time to come. They will be always under continuous consideration by the Government, and there is no desire to exempt any factory or establishment which will be covered by this law. But a law of this nature will have to be gradually and cautiously applied, because we should not apply the law in such a way that instead of giving the benefits when the person retires, we immediately put an end to the employment that he is in. And particularly now we have to be very cautious because this amending Bill provides that any establishment which employs more than 50 persons can be covered. Not only that. There is also a proviso that if the Government comes to the conclusion that there are certain establishments which though employing less than 50 persons can be covered by this law, they can be covered. So, in coming to that decision, we will have to consider this matter very carefully.

One point was raised about loans. Personally I am of the view that the Provident Fund which is meant for providing something in the form of security after retirement or in old age should be safe as far as possible. We do not want a liberalisation in giving loans out of the contributions made by the employers and the employees, because people will spend

away the money which they have accumulated in the Provident Fund, and so it will defeat the very purpose of the law. However, Shri Tushar Chatterjea knows that in certain exceptional circumstances, like acquiring property for building a house, some loan is being sanctioned, but for routine or normal expenditure of the family this loan cannot be given. Otherwise, as I said, the very purpose of the law itself of social security in old age or retirement will be frustrated.

I think this is all that I have got to say, and there are not also many points raised. Only people would like to extend this law as much as possible. I think the House will be giving us powers enough to extend the law to any establishment which can be considered eligible under this law.

Mr. Speaker: The question is:

"That the Bill further to amend the Employees' Provident Funds Act, 1952, be taken into consideration."

The motion was adopted.

Mr. Speaker: Clause 2.

Shri T. B. Vittal Rao: I wish to move amendment No. 2, not No. 1.

Shri Khandubhai Desai: It is already there in the enactment itself.

Mr. Speaker: Does the Minister accept it?

Shri Khandubhai Desai: I do not accept it. It was already covered by the law itself.

Shri T. B. Vittal Rao: It is a clarification, and wants to include Road Transport and Inland and Sea Transport in establishments.

Shri Khandubhai Desai: That is covered by the amendment already moved to "establishment", and transport is an establishment.

Shri T. B. Vittal Rao: Then I do not move.

Mr. Speaker: Is he moving amendment No. 3? No.

The question is:

"That clauses 2 to 6 and clause 1 stand part of the Bill".

The motion was adopted.

Clauses 2 to 6 and clause 1 were added to the Bill.

Mr. Speaker: The question is:

"That the Enacting Formula and the Title stand part of the Bill."

The motion was adopted.

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

Shri Khandubhai Desai: I beg to move:

"That the Bill be passed."

Mr. Speaker: The question is:

"That the Bill be passed."

The motion was adopted.

BUSINESS OF THE HOUSE

Mr. Speaker: I want to make an announcement. The last day fixed for the session is the 21st. Except in an extraordinary case we will not extend it by even a day. We will have possibly to sit on the 22nd, that is in the future, we are not so sure.

In the meanwhile there are a number of Bills. Supplementary Demands for Grants have to be gone through. They have been presented. They themselves may take eight hours. We calculated the number of hours available to us in the Business Advisory Committee. We have before us just 40 hours or so, and unless we sit either on a Saturday or one hour extra every day we may not be able to finish the necessary amount of work or the work that is unavoidable which we must get through. Therefore, the Business Advisory Committee has suggested,—and I agree, that from Monday, that is day after tomorrow, we will sit one hour extra every day. We shall not sit on a Saturday for the

[Mr. Speaker]

rest of the session. Saturday the 15th we shall not sit.

Shri Punnoose (Alleppey): There is a Bill for delegation of powers to the President regarding Kerala State. Is anything fixed up?

Mr. Speaker: That has not been introduced. We have taken that also into account.

Shri T. B. Vittal Rao (Khammam): My motion regarding the appointment of a high-power commission to go into the safety measures in the mines has been admitted as a no-day-yet-named motion. It was admitted a month ago, but no time has been allotted for it.

Mr. Speaker: That shall stand over. We shall consider it on Wednesday when the Business Advisory Committee meets again.

Shri T. B. Vittal Rao: You can fix the time yourself. Why have it taken to the Business Advisory Committee and have complications?

Mr. Speaker: It is the Business Advisory Committee which looks into this matter.

Shri Kamath (Hoshangabad): It is gratifying that you have decided, and the Business Advisory Committee has decided, not to sit on Saturdays, as we had requested you.

Mr. Speaker: The hon. Member himself said so yesterday.

Shri Kamath: But Government are asking for extension of time for Government business. I hope Government will bear the responsibility to have proper quorum in the House.

Mr. Speaker: I agree....

The Deputy Minister of Labour (Shri Abid Ali): The hon. Member also should be present.

Shri Kamath: It is your business. It is Government business.

Mr. Speaker: For all Government business, it is the duty of Government to keep quorum in order. Sometimes, we close our eyes to the absence of quorum, but it is not right that large measures which have got very serious consequences ought to be passed without there being even the minimum quorum. After all, one-tenth of the strength is the minimum. Of course, Government must take care of it, and the persons in charge of Government business, that is, the whips must see to it that at all times in the day there is sufficient quorum in the House.

4-52 P.M.

The Lok Sabha then adjourned till Eleven of the Clock on Monday, the 10th November, 1956.

[Saturday, 8th December, 1956]

Columns

Columns

MOTION FOR ADJOURNMENT

2199-2202

The Speaker withheld his consent to the moving of an adjournment motion given notice of by Shri R. N. Singh regarding the alleged inactivity of the Buddha Jayanti Samiti, Sarnath, and the consequent boycott thereof by the Mahabodhi Sabha, Sarnath, after calling upon the Deputy Minister of Education to ascertain the facts and place them before the House.

BILLS PASSED

2203-2320

(1) The Minister of Consumer Industries (Shri Kanungo) moved that the Standards of Weights and Measures Bill, as reported by the Joint Committee be taken into consideration. The motion was adopted and after clause-by-clause consideration the Bill was passed as amended.

2203-71

(2) The Deputy Minister of Railways and Transport (Shri Al'gesan) moved that the Road Transport Corporations (Amendment) Bill be taken into consideration. The motion was adopted and after clause-by-clause consideration the Bill was passed.

2271-95

(3) The Minister of Labour (Shri Khandubhai Desai) moved that the Employees' Provident Funds (Amendment) Bill be taken into consideration. After clause-by-clause consideration the Bill was passed.

2295-2320

AGENDA FOR MONDAY,
10TH DECEMBER, 1956—

Consideration and passing of Indian Medical Council Bill, as passed by Rajya Sabha, and consideration of Electricity (Supply) Amendment Bill, as reported by Select Committee.