

[Shrimati Maya Ray]

nity will be increasingly demanding various services, and for these types of services, technological training has to be provided.

Here again I feel if proper guidance and publicity is given to this need for changing our social ideas, this is not an insoluble problem and we will be able to achieve a lot.

Here, I would urge others to help. It is not only the Government that can help in this, but the Press and Opposition also can help, because I feel they also want a wonderful and a beautiful country to come into being. Maybe, we have political differences as to the methods of achieving it, but our ultimate goal is the same.

Lastly, I wish to say that there must be more imagination with regard to industry. The industrial growth is approximately 1.8% today—I am open to correction. This must be increased to 8%. How? Why not concentrate on our export trade so that we too may launch out in a big way in the international world market?

For instance, the idea of having three major free ports, one on the eastern coast...

MR. CHAIRMAN : The hon. Member may continue her speech next time.

SHRI JYOTIRMOY BOSU (Diamond Harbour) : Please allow us to move the amendments.

SHRIMATI MAYA RAY : I do not like violating any convention, but this is my first speech...

MR. CHAIRMAN : You may continue when the subject comes up next....(Interruptions) Now it is 5.30 and we have to take up the half-an-hour discussion. This is her maiden speech. She may take her own time. You continue next time.

Dr. Luxmi Narain Pandeya.

17.30 hrs.

#### HALF-AN-HOUR DISCUSSION

#### UPGRADATION OF CITIES AND TOWNS

श्री. मन्मथीनारायण शर्मा (मंसौर) :  
समाप्ति थी, दिनांक 11-8-72 को समाप्त

मंत्री जी ने कुछ नगरों के वर्गीकरण के बारे में जो उत्तर दिया था उससे कड़ा असतोष और भ्रम है। इसके बारे में मंत्री महोदय अपने स्पष्टीकरण में बताएं। मेरे समझने में थोड़ी कमी हो सकती है लेकिन मंत्री महोदय ने जो उत्तर दिया उसके अनुसार मैं कहना चाहूंगा कि उन्होंने लोक सभा में और दूसरे सदन अर्थात् राज्य सभा में जो उत्तर दिये हैं वे परस्पर विरोधी से लगते हैं। राज्य सभा में 22 अगस्त को प्रश्न क्रमांक 1187 के उत्तर में उन्होंने बताया था कि शहरों का वर्गीकरण ए, बी-1, बी-2 और सी इन क्लासेज में किया गया है और उन्होंने सख्या बताई है कि ए श्रेणी में 4 नगर, बी-1 में 7 नगर, बी-2 में 11 नगर और सी में 233 नगर है। साथ-साथ उन्होंने बताया कि 70 अन्य नगरों को भी सी श्रेणी में रखने या उनके पुनर्वर्गीकरण का निश्चय किया गया है। लेकिन इसके पूर्व जो (क) भाग का उत्तर दिया है उसमें पहली फरवरी, 1971 से जिन चालीस शहरों को वर्गीकृत या पुनर्वर्गीकृत किया गया है उसमें नाम दिए गए हैं। मैं एक बात जानना चाहूंगा एक तरफ तो मंत्री महोदय ने अपने उत्तर में बताया कि 1971 की जनगणना के आधार पर कुछ शहरों का पुनर्वर्गीकरण करना चाहते हैं, उन्होंने किया भी है और दूसरी तरफ उन्होंने उस निर्णय को 1 फरवरी से भी लागू किया और 1 अगस्त से भी लागू किया है। मैं जानना चाहता हूँ आखिर 1 फरवरी से उन्होंने लागू किया उसका आधार क्या था? क्या तब तक जनगणना के आंकड़े उनको उपलब्ध हो गए थे? यदि नहीं तो कुछ नगरों को उस आधार पर सी से बी में ले लेने, बी से बी-1 में ले लेने और बी-1 से ए में लेने को कहां तक युक्तिसंगत माना जा सकता है? और यदि ऐसा करना आवश्यक भी था तो ऐसे नगर और भी थे जिनकी जनसंख्या उस समय भी उसी प्रकार प्रमाणित की जा सकती थी जिस प्रकार से इनकी की गई है और इनको ए, बी, सी क्लासेज में अपग्रेड किया गया है। मैं जानना चाहता हूँ इसका आधार क्या है? प्रारम्भ में जब यह जो स्कीम लागू हुई तो बहुत पहले से ही कि किसी बड़े नगर में कार्यरत केन्द्रीय कर्मचारियों

को आवास भत्ता दिया जाए, पहले ए, बी, सी क्लासेज नहीं थीं, कुछ नगर सेलेक्टड थे, बम्बई, मद्रास, कलकत्ता, दिल्ली वगैरह। फिर ये कमीशन आया, उनमें कुछ आधार तय किया और फिर ए, बी, सी इस प्रकार से क्लासिफिकेशन हुआ। उस क्लासिफिकेशन के बाद में, 1952-53 के बाद में जिस प्रकार से मंहगाई बढ़ी, जिस प्रकार से नगरों का खर्चा बढ़ा उसको देखते हुए इसमें फिर परिवर्तन हुआ लेकिन स्पष्ट नहीं है। इसका आधार क्या है? क्या आप केवल जनसंख्या को आधार रखना चाहते हैं अथवा इन नगरों में जो आवास भत्ता मिलता है उसमें उनको सहूलिया मिले, उनको कुछ राहत मिले ऐसी दृष्टि से विचार करना चाहते हैं, तो 50 हजार से ऊपर वाले जो नगर हैं उनके बारे में भी आपको फिर से विचार करने की जरूरत है और जो 50 हजार से नीचे के नगर हैं उनके बारे में भी फिर से विचार करने की जरूरत है। मैं कुछ नगरों का उदाहरण देना चाहूंगा। उस दिन भी ग्वालियर के बारे में प्रश्न यहा पर आया था कि ग्वालियर को क्यों नहीं अपग्रेड किया गया जबकि दूसरे शहरों को अपग्रेड किया गया। आज भी देख कर आश्चर्य होता है कि ग्वालियर का नाम उसमें कहीं ढूंढे नहीं मिलता। ग्वालियर की जनसंख्या चार लाख से ऊपर है लेकिन उसको अपग्रेड नहीं किया गया जबकि उसके समान जबलपुर और दूसरे नगरों को अपग्रेड कर दिया गया। मैं जानना चाहता हूँ आखिर इसका क्या कारण है? इस बारे में सदन के माननीय सदस्य श्री अटल बिहारी वाजपेयी ने भी वित्त मंत्री को लिखा था। इसी प्रकार से रतलाम है उसको अपग्रेड नहीं किया गया है। इसके साथ-साथ जिनको सी क्लास में आ जाना चाहिए था बयावर और टोंक राजस्थान के और खंडवा मध्यप्रदेश का, इसकी आबादी 50 हजार से अधिक हो गई है लेकिन आपकी दोनों सूचियाँ जो मैंने देखी हैं उनमें कहीं पर भी इनका नाम नहीं मिलता है। मैं जानना चाहता हूँ कि आखिर आप के वर्गीकरण का आधार क्या है? यदि जनसंख्या है तो ये सही उतरते हैं, यदि वहाँ की मंहगाई और नागरीय स्थिति को आधार माना जाये, तो भी ये सही उतरते हैं और

उनको इस श्रेणी में लाया जाना चाहिये।

माननीय सभापति महोदय, अगर हम ज्यादा दूर न जायँ और सरकार की बात को मान लें, वैसे तो हमारे बनर्जी साहब यहाँ बैठे हैं, वह कहते हैं कि प्राइस इण्डेक्स 238 पर पहुँच गया है, लेकिन सरकार कहती है कि 237.6 है। अगर 228 से 10 और बढ़ जाता है तो सरकार को निश्चित रूप से भत्ता बढ़ाना पड़ता है, लेकिन सरकार इसलिए नहीं बता रही है कि उसे देना पड़ेगा। वह इन आंकड़ों को छिपा रही है, वास्तव में ये आंकड़े होल-सेल प्राइस के हैं, अगर रिटेल प्राइस में देखा जाय तो ये आंकड़े 240 को भी कास कर चुके हैं.....

सभापति महोदय : डाक्टर साहब, "छिपा रही है" ऐसा नहीं बोलना चाहिये। 'शायद ठीक नहीं होगा' ऐसा बोलना चाहिए। 'Chhipti huyee' becomes an accusation, and he is thereby challenging the *bona fides*.

SHRI JYOTIRMOY BOSU (Diamond Harbour): We write that every day in our explanatory note in order to get this admitted We say that Government has been deliberately withholding information or concealing facts. Otherwise, it is not admitted. That is the preliminary thing actually.

डा० लक्ष्मीनारायण पांडेय : मैं निवेदन कर रहा था कि जो आधार आपने बताया है कि 16 लाख आबादी से जिनकी आबादी ऊपर है, उनको ए क्लास में, 8 लाख से ऊपर बी-1 क्लास में, 4 लाख से ऊपर बी-2 क्लास में लिया जाता है, लेकिन इस आधार पर तो नगरों का वर्गीकरण या विभाजीकरण या उनका अपग्रेडेशन नहीं हो रहा है। मैं इन सम्बन्ध में निवेदन करना चाहूँगा कि इन नगरों के विभाजन या वर्गीकरण या अपग्रेडेशन के बारे में निश्चित रूप से वहाँ की स्थिति, आज की जो वर्तमान मंहगाई है और जो बढ़ती हुई कीमती है, उनके आधार पर यदि अग्र तय करेंगे, तब समस्या का समाधान हो सकेगा। छोटे नगरों में भी जहाँ मंहगाई ज्यादा है, वहाँ के लोगों को भी उसका लाभ मिलना चाहिए। मैं

[श्री० लक्ष्मीनारायण पांडेय]

एक उदाहरण दूँ—हमारी दिल्ली में शहर (सूकर) साढ़े तीन रुपये किलो मिल सकती है, लेकिन छोटे नगरों में चार साढ़े चार रुपये किलो मिलेगी। ये बड़े शहर हैं, इस लिये सहूलियत मिलनी चाहिए—ऐसा नहीं होना चाहिए। वहाँ के कर्मचारियों को भी कुछ राहत मिले, सुविधायें मिलें, इस दृष्टि से इस सारे विषय पर फिर से विचार करने की आवश्यकता है। मैं समझता हूँ कि केवल जनसंख्या ही उसका आधार न हो, उन नगरों की स्थिति, दिन-प्रतिदिन बढ़ने वाली महंगाई और खास तौर से जबकि प्राइमरि इण्डेक्स 240 से ऊपर चला गया है, सरकार भले ही उस को उस रूप में सामने न लाये, लेकिन हो सकता है मंत्री महोदय बड़े पे कमीशन के बारे में कहें कि उसकी इन्टेरिम रिपोर्ट या रिपोर्ट अभी नहीं आई है, तब तक प्रतीक्षा करनी पड़ेगी, लेकिन इस तरह से समस्या हल नहीं हो सकती।

मैं आप को नसीराबाद का उदाहरण दूँ— वहाँ के बारे में कह सकते हैं कि वहाँ तो आर्मी रहती है, उसकी वजह से आबादी बढ़ी है, लेकिन प्रश्न यह है कि कुल मिलाकर आबादी बढ़ी है और केवल इस आधार पर कि आर्मी के लोग रहते हैं या सेंट्रल गवर्नमेंट की कुछ कालोनीज हैं, इसलिए उन नगरों को उस श्रेणी में नहीं लाया जा सकता, यह कोई आधार नहीं हो सकता। इसी दृष्टि से जो दो बातें राज्य सभा में कहीं आईं, वहाँ जो उत्तर दिया गया और जिन नगरों का नाम दिया गया, उनसे तो कुछ पता ही नहीं चलता...

सभापति महोदय : उसका यहाँ उल्लेख नहीं करना चाहिए। दूसरे हाउस में जो प्रोसीडिंज हीरी हैं, उसका यहाँ उल्लेख नहीं होना चाहिए।

श्री० लक्ष्मीनारायण पांडेय : मैं केवल स्मरण दिकाना चाहता हूँ।

SHRI JAGANNATHRAO JOSHI (Shajapur) : I cannot bring a privilege motion in regard to that ; but I can refer to what has

already appeared in the press. It is public property.

SHRI JYOTIRMOY BOSU : May I know under what rule you are preventing him from referring to that ?

MR. CHAIRMAN : He will please resume his seat.

श्री० लक्ष्मीनारायण पांडेय : सभापति जी, जो सूची वहाँ पर दी गई है उसके अनुसार पता नहीं लगता है कि किस शहर को ए कैटेगरी में रखा है, किस शहर को बी में, बी-2 में या सी में रखा है। 40 नगरों की सूची दी है लेकिन आखिर में यह तो जान सकें कि किस नगर को किस ग्रेड में रखा है और किस प्रकार से रखा है जो सूची लोकसभा में दी है वह प्रस्तुत हुई है और जो दूसरे सभा भवन में दी है वह भी साथ में है लेकिन इसमें थोड़ा अन्तर है इसलिए इसको स्पष्ट करने की कृपा करें। कुछ नगरों को इन्क्लूड नहीं किया गया है अपग्रेडेशन के बारे में, प्रारम्भ से किसी क्लास के बारे में तो उसके बारे में बतायेंगे और जैसा मैं ने कहा इसका आधार आप क्या रखना चाहते हैं ? इसको बदलना चाहते हैं अथवा नहीं ? इसका आधार 1961-62 में तय किया गया था लेकिन आज 1972 है, लगातार काफी कीमते बढ़ी हैं। इसको देखते हुए आप 50 हजार की जनसंख्या को 30 हजार तक खाना चाहते हैं ? क्या आप चाहते हैं कि 30 हजार से ऊपर की आबादी वाले शहरों के कर्मचारियों को भी लाभ मिले भले ही उसके लिए आपके क्लास डी करना पड़े ? क्या आप वहाँ के केन्द्रीय कर्मचारियों और दूसरे कर्मचारियों को लाभ पहुंचाना चाहते हैं ?

SHRI JYOTIRMOY BOSU : All that will be done or we are asking them to do will amount to putting fuel in the ashes because the Indian rupee is no more than 10 per cent of its original value. If I may quote a former Finance Minister, Shri Sachin Chaudhuri, who said at the time of the devaluation of the rupee in 1966 that the value of it was 80 P. Now of the 20P left, Shri Yeshwantrao Chavan, said the other day that the rupee has

come to 50 per cent of its value. So it is 10 P now. But if you go to the bazar, you will find it is not even 10P but much less.

The question of population should not really enter the head of this Government in fixing the special allowance for different cities and different areas because the price index, what they collect at the wholesale point bears so little relation to the retail counter. I am sorry to say that this data collection is nothing but a fraud. It bears no relation to the retail counter. I do not know; you, Mr. Chairman, may be a wealthy man and do not know what is really happening to the man in the street. But this is a fact.

Then I would say that the hill stations and very difficult areas should receive special consideration, no matter what the population of those areas is.

Then there is one State where I know consumer goods sell at a very high premium, that is, Assam. So irrespective of whether Central Government employees are stationed there or not, Government must consider the case of these areas and do something to meet their requirements.

Lastly, the Pay Commission Report, by the time it really sees the light of day will become invalid because the rupee has eroded so much through a self erosion that it will be a waste of printing and stationery. Of course, if the Commission wants to live a little longer and look after itself, that is something the House can consider. But why have the mockery of a report which when it comes will cease to have any validity?

**MR. CHAIRMAN :** It is not fair to say that the Pay Commission would like to live longer. Please do not reflect on the commission.

**SHRI JYOTIRMOY BOSU :** I am thinking of a fair deal to those starving and semi-starving people. That is uppermost in my mind. The Pay Commission, whatever its prestige, is at the very bottom in my list. Therefore, without casting any reflections on them, I would say that by the time the report comes, it will amount to waste of paper, printing and stationery because the Indian

rupee by that time would have galloped down to a level where it will meet us nowhere. Under the circumstances, if the Government really want to go by the spirit and the intention and not the letter of their manuscript, they should be liberal, as liberal as possible. Here I would quote an American saying : you can compel a man to come to work at the appointed time ; you can compel him to go through certain muscular motions ; but you cannot compel him to put his heart into the work. Now, your employees are half-starving and are groaning under economic pressures. If you do not give them the minimum living and surviving wage and emoluments, all these big talks will be next to nothing.

**SHRI S. M. BANERJEE (Kanpur) :** Mr. Chairman, Sir, about the upgradation of the cities and towns, when Mr. T. T. Krishnamachari was the Finance Minister, he revised the population basis by reducing the number from 20 lakhs to 16 lakhs, because the population of Madras was only 16 lakhs then. It is on record. It was done after a non-official resolution by Shri Manoharan was adopted. I also took advantage of that and it resulted in the upgradation of Kanpur to B-I from C. It means that the population basis was not a sound basis. Even today, if you really consider the population basis as a sound basis, you will find that an increase in population and family planning cannot go together. I am prepared to reduce the population of Kanpur from 20 lakhs to 16 lakhs provided I am exempted from family planning. I will ask the people of Kanpur to reduce the population. So, the real basis is.. (*Interruption*) I am serious. I am speaking for the entire country. Population basis has become obsolete. What is important is the rise in the cost of living throughout the country. The index has now reached 238—it is the all-India figure—and the Central Government employees are entitled to another instalment of interim relief according to the commitment of the Government which, of course, the hon. Minister will announce later on.

The question here is, certain cities have been upgraded. I have received telegrams from Ambernath which is contiguous to Bombay, and it is tragic that Ambernath is costlier than Bombay. For the people at Ambernath, nothing has been given. Then

{Shri S. M. Banerjee}

take Kankinara, the costliest town in 24 Parganas district, apart from Ichhapore, Shantinagar and Kantinagar. I have received telegrams from Kankinara. But nothing has been done for them. I have also received telegrams from Ludhiana which has been conveniently omitted because of the population basis. The people of Ludhiana have been following the family planning programme and therefore they are suffering. It is very wrong. I request the hon. Minister to kindly let us know what he is going to do about it. In all these cases, representations have been made. I know the representation has been made by the co-ordinating committee of the Central Government Employees at Ludhiana. It has been forwarded to the hon. Minister.

So, in all seriousness and humility, I will submit to the hon. Minister to kindly reconsider the whole thing and change the basis from one of population to that cost of living. That would give the people a fair wage. With this request, I would like the hon. Minister to kindly let us know what other cities are likely to be upgraded after reconsideration of the whole thing.

**SHRI DINEN BHATTACHARYYA** (Serampore) : I also reiterate the points that have been made here, that population should not be the basis in respect of upgrading a city or town or whatever you may call it Sir, in the year 1963, I raised the issue on the very same aspect. So far as the reimbursement of medical expenses is concerned, the discrimination is there regarding the reimbursement of medical expenses in respect of big and small towns and cities. Actually, if you go round India, almost everywhere you will find the costs are almost the same so far as the consumer goods are concerned.

Then, I think the same old bureaucrats who have been there since the British regime are carrying on the old traditions. Otherwise, these things cannot continue. I am in Delhi now. I am purchasing an egg at 30 paise. I go to Ghaziabad, and I would not find an egg for less than 35 paise there. The situation is similar in respect of other articles also. Not only the cost of consumer goods but house rent is also rather more in the small towns than in the big cities or towns. Conveyance and other items are costlier in a smaller town, specially a suburban town of a big city like Bombay,

Calcutta, Madras or Delhi. The cost of living in those areas is higher than that of a city.

So, I would suggest that we should do away with upgrading of cities on the basis of population. I have got here with me a memorandum which I received from Visakhapatnam which was passed by the municipality and the organisation of Central Government employees stating that that city must be upgraded because otherwise they will not get house rent, city compensatory allowance and medical allowance. I can mention any number of instances. As Shri Banerjee mentioned, the cost of living in Durgapur is higher than that of Calcutta. In fact, Calcutta is cheaper. Yet, Durgapur is not classified as Class A. This method of discriminating between employees has no rationale. Now after every census the cities are re-classified. It should be done away with. The criterion for classification should be the cost of living and not population.

Then, as has been stated by other hon. Members, the cost of living index has gone up by more than ten points. Still, you have not paid them increased dearness allowance to which they are entitled. I want the Government to announce increased dearness allowance consequent on the increase in the cost of living.

**THE MINISTER OF STATE IN THE MINISTRY OF FINANCE (SHRI K. R. GANESH)** : There are two or three points that have emerged in this discussion. Before I take up this, I would like to say that the hon. Member, Dr. Pandeya, who made a reference to the different replies given in this House and the other House has probably made a mistake. Probably he was referring to the figures that we have given of the mid census survey that was taken, as a result of which certain cities were re-classified. That has nothing to do with the information which we have given to this House of the classification of cities on the basis of the present census.

As the House is aware, dearness allowance is given to the Central Government employees at a uniform rate. Over and above that, house rent allowance and compensatory allowance are given on the basis of a criterion of population of municipalities, corporations, notified areas and such other notified areas or bodies. It is on this basis that the

present cities have been reclassified or up-graded.

Whether population is the correct index of finding the costliness or expensiveness of a place is a matter which is being discussed in the country. There are various views on this matter. It is urged that population cannot be the correct criterion for judging the expensiveness or costliness of a place.

The First Pay Commission and the Second Pay Commission had gone into this question. After going into this question, the Second Pay Commission also came to a conclusion that the population alone was a rational formula that they could find, of course, certain marginal cases will always arise in which the Government can take decision on the merits of the cases. But as far as the present formula is concerned, it is a formula which has been worked out by the Second Pay Commission. They had said that the population alone was found to be a rational formula.

Now, the Third Pay Commission is there and this matter is before the Third Pay Commission. All employees' organisations, all employees' federations, all employees' bodies, have represented to the Pay Commission about this particular matter. All that I can say is that it is an important matter. A high-powered body is sitting there and it is for a high-powered body like the Third Pay Commission to go into various

aspects of the matter and see the complexities involved in having any other formula which may be worked out in a large country like India. On the basis of the recommendations of the Pay Commission, the Government can always consider the position.

About this Notification which was issued and the many cities having been re-classified, this was done on the basis of the existing formula. Had we waited for the Third Pay Commission's recommendations, these employees who were already qualified to get new grades of house rent allowance and city compensatory allowance would not have got them. Therefore, the Government took the first opportunity as soon as the census figures were available to re-classify and upgrade the cities.

I hope, the Third Pay Commission will go into this matter. It is a matter which the Pay Commission will have to go into. That the cost of living is a constant factor, I do not want to give arguments for that. This is a matter into which the Pay Commission will go and decide what should be the best criteria for judging the city costliness so that the house rent allowance and the city compensatory allowance may be given accordingly.

18-00 hrs.

*The Lok Sabha then adjourned till Eleven of the Clock on Saturday, August 26, 1972/Bhadra 4, 1894 (Saka)*