

[Shri Satya Narayan Sinha]

ed. The question was asked whether it is to be... (Interruptions.) It is not like that to be or not to be in Hamlet. I had announced the Government's intention not to extend the session. Today also I had forestalled that question (An Hon. Member: anticipate): I anticipated; I stand I stand corrected. I consulted the Prime Minister also who happened to be here. I will convey to him the feelings expressed here in this House both for and against.

Shri Hari Vishnu Kamath: The records should be sent to him.

Shri Satya Narayan Sinha: Till now the intention is not to extend the session anymore. My friend Mr. Kamath suggested that if anything important should happen, the Opposition must be consulted. That will be done; that goes without saying; there is no doubt about it. On the last occasion of the Chinese aggression, perhaps the late Prime Minister had given a promise to the House and so far as I can remember, there was a special session, not that the House was allowed to continue, but a special session was called. All these things will be placed before the Prime Minister and the Government and whatever the decision will be communicated.

Shri Hari Vishnu Kamath: But they failed to do so in regard to the Kutch affair.

Mr. Speaker: We take up next business.

11.50 hrs.

CARDAMOM BILL—contd.

Mr. Speaker: We shall continue with the Cardamom Bill now. One hour and fifty minutes had been taken and only ten minutes remain. Shri M. L. Jadhav may continue his speech.

Shri M. L. Jadhav (Malegaon): Sir, while referring to the Cardamom Bill I was suggesting that efforts should be made to increase the production of cardamom by giving adequate financial assistance to the smaller growers. They should also be given enough fertilisers in time and all possible technical assistance to increase their yield should also be given.

I feel that the Board should try to bring down the cost of cultivation so that the poor growers can be helped to have increased production. It is necessary that our research machinery should be gearde. Many a time we find that there is a failure of crops because the crop is affected by pests and insecticides also and a good crop is likely to be lost for want of proper research and research is not also made in time. It is very necessary that a money crop like cardamom should be preserved from these pests and insecticides and efforts should be made to have better research to save this crop from these pests and diseases.

Then I feel that there should be co-operatives for the small growers; these co-operatives may help them to have better plantation; they may also help the small growers to compete with the high plants and also with the traders. I find many a time that the traders and the big planters combine and make huge profits at the cost of the small grower. I feel that by having co-operatives and by pooling the produce we may help the small growers; these co-operatives may provide better incentives and better prices for the small producers.

Then I feel that these traders who are middlemen are making good profits from this business. As far as possible, it is necessary to eliminate these middlemen. These middlemen should be eliminated and the co-operatives should take their place so that the co-operatives can play an important

part to find a better market for the produce and can help the growers to have remunerative prices.

I also feel that the Government should also come forth whenever the prices come down, to support the prices of these products. Then I may also draw the attention of the Government to the fact that cardamom is a monopoly product of India, and we should try to preserve this monopoly and retain it so that by increased production we can have command of the world market in respect of this produce.

Then, I may also draw the Government's attention to the fact that from cardamom we can try to have many finished products. We cannot rely simply on our exports, but we can have good scents and other products manufactured out of cardamom so that the grower can have good money out of this money crop.

With these suggestions, I welcome the measure before this House.

The Deputy Minister in the Ministry of Commerce (Shri S. V. Ramaswamy): Mr. Speaker, Sir, many hon. Members have spoken on this Bill. There has been a general consensus of opinion in welcoming this Bill though one hon. Member said that it was somewhat belated. I would like to correct one or two pieces of information which my hon. friend Shri Warior gave about the fall in prices of cardamom. What he was mentioning were the figures with regard to all the spices which include pepper, turmeric, etc., etc. But so far as cardamom is concerned, the unit value of cardamom has increased, that is to say, even though we exported less as a result of the fall in crops, or the failure of crops, our export earnings have increased. The following are the figures: in 1962-63, the quantity was 2,259 tons; we earned Rs. 2.67 crores, the unit value being Rs. 11,800 per ton. In 1963-64, we exported 2,306 tons and earned Rs. 3.2 crores; the unit value was Rs. 13,870 per ton.

In 1964-65, 1,760 tons alone were exported and we earned Rs. 2.84 crores, the unit value being Rs. 16,000 per ton. Therefore, the contention of my hon. friend Shri Warior that the prices are going down is not correct.

Again he suggested that the Government should purchase cardamom as in the case of lemon-grass. The case of lemon-grass is entirely different from the case of cardamom. Cardamom is a near monopoly and in cardamom, it is largely an export angle. In fact, when the prices sagged in 1962-63, we stepped in and fixed a floor price and a ceiling price, in order that the prices that were secured for the producer were economic. In fact, what happened was the prices shot far above the floor level with the result that we had to cancel the floor and the ceiling prices, because the prices went far above. Even now there is no need; the prices ruling now are far above the original prices that we fixed. In fact, my hon. friend Shri Maniyanganadan has replied to the point that Shri Warior made that the Government should purchase. There is no need for the Government to step in because it is moving on its own. If and when the prices begin to sag, we shall certainly step in. There is the STC which is already handling a commodity like lemon-grass in order to support the poor grower. But, as I submitted, there would not be any need for the Government to step in at the present rate of prices.

The second point that I wish to point out to the House is that many hon. Members have been mentioning about pooling and grading. I will come to pooling later, but with regard to grading, the cardamom grading and marking rules came into existence on the 30th April, 1962 under the Agricultural Produce Grading and Marking Act of 1937. It is now being Ag-marked. In addition to that, we have brought it under the quality control Act which the Parliament was pleased to pass in 1963. From the 1st January, 1963, there is pre-shipment inspection. Therefore, the

[Shri S. V. Ramaswamy]

quality is ensured and no inferior quality of the commodity can leave this country.

In fact, I would like to read from a passage from the report of the cardamom delegation which was led by Mr. Seetarama Reddy who was the Chairman of the Coffee Board, who recently visited a number of middle-east countries which are our main market. There in he said that "the consensus of opinion among the importers of the middle-east is that the Indian cardamoms are costlier than the cardamoms from other sources in spite of their admittedly superior taste and flavour". He suggested several measures for improving our export potentialities in this area. One of the recommendations which they have made is of great importance to producers in Kerala. Shri Warrior, for instance said that there is a keen competition among the various producers and the benefit of the increased price does not accrue to the producer but to the trader. In order to meet this point, the delegation made a pointed recommendation which I shall read:

"Every possible encouragement should be given to make the export trade broad-based. A list of importing houses in the places visited is given at the end of this report. Interested parties in India may directly correspond with those importers for the export of cardamom."

"The services of the Directorate of Cardamom and the Trade Representatives of India abroad can always be availed of in these negotiations."

Shri Warrior: How can the small producer contact the foreign importer?

Shri S. V. Ramaswamy: It is possible. It only needs some enterprise. He must correspond with them. Our trade representatives will help him.

It is no use merely sitting at home and saying, I want to export. Some initiative and enterprise must be there. If that is done, I am sure the trade will improve.

12 hrs.

Several hon. members spoke about research, pooling, cooperation, etc. If they kindly read clause 9 they will find that all those points are covered there. It is a comprehensive clause. Whatever they desire that the Cardamom Board should do in the interests of cardamom are covered. Sub-clause (k) reads:

"such other matters as may be prescribed".

It is here we thought that we would bring in research. I can assure the House that we will undertake research, but we could not specifically put it in the Bill, because research in agricultural matters is under the Food and Agriculture Minister in the ICAR. After negotiations, the Food and Agriculture Ministry have consented that we can take over research. That is why under the recent Presidential Order, cardamom has been assigned to Commerce Ministry. In fact, even before that order was passed, we approached the Food Ministry to kindly request the FAO to give us the benefit of a virologist, because the main difficulty about cardamom industry is a disease known as katta or mosaic, about which several hon. members have spoken. Nobody has yet been able to find out an antidote. No insecticide we know of is able to deal with this. The only remedy they have suggested is to pull out root and branch the cardamom and keep the land fallow for three years till all the virus dies. This is a very uneconomic proposition. So we want to take up this research very seriously to get hold of the services of an expert of world fame to study this matter and discover some medicine which will put an end to this disease. We are conscious that the existing facilities for research are not ade-

quate. In fact, almost one of the first things we will do after the Board is constituted is to organise this research.

Hon. members have spoken about fixing up prices economic to the producer. I would invite their attention to clause 20(a) which says:

"The Central Government may, by order notified in the Official Gazette, fix in respect of cardamom of any description specified therein—

(a) the maximum price or the minimum price, or the maximum and minimum prices, which may be charged by a grower of cardamom or cardamom dealer, wholesale or retail, whether for the Indian market or for export."

So, the government has got sufficient powers to see that the prices are fixed in such a manner that it is an economic proposition for the producer.

Hon. members have spoken about the financial aspect of assisting the growers. Clause 17(f) says:

"all sums realised by the Board in carrying out the measures referred to in section 9".

Clause 9(c) says:

"financial or other assistance for improved methods of cultivation and processing of cardamom, for replanting cardamom and for extension of cardamom growing areas."

So, clause 9 covers all the aspects which the hon. members have in mind. About research I have explained the position already. If they have any other suggestion, I welcome it. But as I said clause 9 is very comprehensive. In fact, clause 9(2) (a) says "promoting cooperative efforts among the growers of cardamom". We introduced this clause specifically because we are well aware that the cardamom growers are small growers and it is in their interest to

bring them together in the cooperative fold, so that they may have the benefits of cooperation.

An hon. member said that half the members of this Board should be producers. I have not heard of any commodity board where it is so. After all, the Board must represent the various interests including ministries of the Central Government, the State Government concerned, etc. In fact, there is a wrong reading of what has been mentioned in clause 4(3) (e) (ii) which says "cardamom-growing interests". It is in the plural. So, I presume that more than one member will be appointed. Shri Shankar Alva made a particular point that the small growers should be represented. We are keenly alive to it and I have no doubt that when the Board is constituted, special attention will be paid to this.

Some hon. members said, why not grow cardamom in U.P., Jammu and Kashmir and so on. Certain things grow only in certain areas depending on climatic and soil conditions. Co. coconut cannot be grown in Delhi.

Shri Warior (Trichur): There are coconut trees in De'hi—in Tin Murti.

Shri S. V. Ramaswamy: May be in a hot house. You cannot grow coffee or cashewnuts here. It needs very heavy rainfall and there should be no stagnation of water. My friend knows that the best area for growing this is the west coast including Kerala, Mysore, etc. If similar climatic conditions are available elsewhere I am sure cardamom can be grown there.

I am once again thankful to the hon. members who participated in the debate and generally welcomed this Bill.

Dr. M. S. Anev (Nagpur): Will the Indian Government be in a position to dictate terms in regard to the price to the countries to which cardamom is going to be exported?

Shri S. V. Ramaswamy: I could not follow the question.

Mr. Speaker: He wants to know whether the Government would be able to dictate its terms to the countries to which cardamom is exported?

Dr. M. S. Aney: As regards price.

Shri S. V. Ramaswamy: We cannot dictate. These are all trade relations. It all depends upon demand and supply, what other competing nations are offering, whether it is at a lower price and all that. Quality for quality, we shall maintain the highest price.

Shri Heda (Nizamabad): May I know whether the Board that is stipulated under the Act will work on the lines of the Coffee Board, which is the most effective Board among all others....

An hon. Member: Tea Board also.

Shri Heda: Also, so far as internal marketing is concerned I want to know what arrangements Government are making, and if they are thinking of an independent establishment may I know whether they will take advantage of the existing similar marketing arrangements like that of the Coffee Board itself?

Shri S. V. Ramaswamy: There is a difference between coffee and cardamom. Coffee has not merely an export angle. It has got a large local consumption angle. The pooling system about which my hon. friends have spoken was thought of for the Coffee Board largely because there is a local consumption angle. Therefore, we thought that by pooling it and regulating the release we could control the prices here as well as export the necessary quantities abroad in order to earn foreign exchange. But in the case of cardamom about 70 per cent to 75 per cent goes for export. Indigenous consumption is very little. If and when it is necessary to have a pooling system, there is time enough to do that. I might tell the hon. Members that the Coffee Board Act itself was amended thrice,

based upon experience. If hon. Members feel that it would be necessary to have a pooling system, there is time enough and the Parliament has got full powers to do it.

Shri M. Malaichami (Periyakulam) rose—

Mr. Speaker: Shri Malaichami has already spoken on this.

Shri M. Malaichami: Sir, under clause 9(d)....

Mr. Speaker: He can speak on that when we come to the clause-by-clause consideration.

Shri M. Malaichami: Sir, I want to seek one clarification. Under clause 9(d) the Government proposes to regulate the sale and export of cardamom and stabilisation of prices of cardamom by constituting the Cardamom Board. What are the measures by which they propose to regulate the sale through this Cardamom Board.

Shri S. V. Ramaswamy: Sir, it is too early to say that. We shall have to think over it.

Shri Warior: Sir, yesterday, when I spoke, I said that one of the competitors in the world market for Cardamom is Guatemala. The Minister was pleased to say that Guatemala is not a producing country or an exporting country. I think I am more correct in that and I would request the hon. Minister to correct himself.

Shri S. V. Ramaswamy: I may say, Sir, that the hon. Member is correct and I stand corrected. I was thinking of pepper also.

Mr. Speaker: We all stand corrected. I shall now put the motion to the vote of the House. The question is:

"That the Bill to provide for the development under the control of the Union of the Cardamom Industry, be taken into consideration."

The motion was adopted.

Mr. Speaker: We shall now take the Bill clause by clause.

The question is:

"That clause 2 stand part of the Bill".

The motion was adopted.

Clause 2 was added to the Bill.

Clause 3 was added to the Bill.

Clause 4.—(Establishment and Constitution of the Board)

Mr. Speaker: Then we come to clause 4.

Shri Maniyangadan (Kottayam): Sir, I beg to move:

Page 4,—

after line 24, insert—

"(6) The Board shall elect from among its members a Vice-Chairman who shall exercise such of the powers, and perform such of the functions of the Chairman as may be prescribed or as may be delegated to him by the Chairman." (6)

Sir, in all other Boards, the Rubber Board, the Tea Board, the Coffee Board and also in the Commodity Committees like the Coconut Committee, the Arecanut Committee and others....

Mr. Speaker: The hon. Minister says he will come forward with an amendment if it is found necessary after experience.

Shri Maniyangadan: It is not a question of experience. There is a full-time Chairman. I do not think the Government will oppose it.

Shri S. V. Ramaswamy: Sir, I accept his amendment.

Mr. Speaker: The question is:

Page 4.—

after line 24, insert—

"(6) The Board shall elect from among its members a Vice-

Chairman who shall exercise such of the powers, and perform such of the functions of the Chairman as may be prescribed or as may be delegated to him by the Chairman." (6)

The motion was adopted.

Mr. Speaker: The question is:

"That clause 4, as amended, stand part of the Bill."

The motion was adopted.

Clause 4, as amended, was added to the Bill.

Clause 5.—(Acts or proceedings of Board on its Committees not to be invalidated).

Mr. Speaker: There is a Government amendment to clause 5.

Shri S. V. Ramaswamy: Sir, I beg to move:

(i) Page 4, line 26,—

for "section 9", substitute—

"section 8".

There is one other small amendment, Sir, which may also be made along with this—

(ii) after "invalidated merely" insert "by" (1)

Mr. Speaker: The question is:

Page 4, line 26,—

(i) for "section 9", substitute—"section 8".

(ii) after "invalidated merely" insert "by". (1)

The motion was adopted.

Mr. Speaker: The question is:

"That clause 5, as amended, stand part of the Bill."

The motion was adopted.

Clause 5, as amended, was added to the Bill.

Clause 6 was added to the Bill.

[Mr. Speaker]

Clause 7.— (Executive Officers of the Board and other staff).

Mr. Speaker: There is a Government amendment to clause 7.

Amendment made:

Page 5, line 20,—

for "from to time", substitute—
"from time to time". (2)

(Shri S. V. Ramaswamy)

Mr. Speaker: 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.

Clause 8 was added to the Bill.

Clause 9.— (Functions of the Board)

Mr. Speaker: There are some amendments to clause 9.

Shri Maniyangadan: I am moving my amendment No. 7.

Shri S. V. Ramaswamy: I am accepting it.

Amendment made:

Page 7,

after line 6, insert—

"(jj) undertaking, assisting or encouraging scientific, technological and economic research;"
(7)

(Shri Maniyangadan)

Mr. Speaker: The question is:

"That clause 9, as amended, stand part of the Bill."

The motion was adopted.

Clause 9, as amended, was added to the Bill.

Clause 10 to 19 were added to the Bill.

Clause 20.— (Power to control price and distribution of Cardamom).

Mr. Speaker: There is a Government amendment to clause 20.

Amendment made:

Page 11, line 21,—

for "the seizure", substitute—

"and the seizure". (3)

((Shri S. V. Ramaswamy))

Mr. Speaker: The question is:

"That clause 20, as amended, stand part of the Bill."

The motion was adopted.

Clause 20, as amended, was added to the Bill.

Clause 21 to 33 were added to the Bill.

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

Shri S. V. Ramaswamy: Sir, I beg to move:

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

Mr. Speaker: Motion moved:

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

Shri Heda (Nizamabad): Mr. Speaker, Sir, I congratulate the Government for bringing forward this Bill, though it has not come very early. Cardamom is a very important spice, rather it is the king of spices. It is used for many purposes.

The point I was raising was that when we are thinking of developing this agricultural industry, we should think of doing it most effectively. I mentioned the Coffee Board. The Coffee Board has got an effective control on the development of the agriculture and also on the internal and external markets. The Minister has laid stress only on the export.

His eye is on export and it should be so. No doubt, we are exporting 75 per cent of the produce and we should try and export more and more. At the same time let us not forget that there is a sort of starvation in the internal market itself. The expansion of this industry should be for the consumption of the internal population. From this angle, the consumers in this country are suffering from one difficulty, namely, non-availability of standard and good quality cardamom. No doubt, the Minister has referred to certain measures for Agmark. But when one goes to the market he does not find cardamom with Agmark. In the case of the Coffee Board there is already a good marketing arrangement and they sell standard coffee seeds. Similarly, we can make arrangements for having two or three grades of cardamom and sell them in 1 ounce, 2 ounce or 5 ounce packets with Agmark. So far as marketing or selling is concerned, we can take advantage of the Coffee Board. If that is done, I have no doubt that the demand will increase and the increased demand will be a big incentive for the producers or growers.

Then, I would like to suggest that a certain percentage of the proposed levy should be earmarked for research and development of the cardamom industry, as is being done in the case of the Coffee Board. If that is done, I have no doubt that those hilly tracts which are today barren and not producing anything could come under cardamom plantation. It will help not only the internal consumption but will enable us to earn more of foreign exchange every year. With these words, I support the Bill.

Shri S. C. Samanta (Tamluk): Though this Bill has been welcomed by all sections of the House, I have some misgivings about it. I would like to know the principle followed by Government in establishing commodity committees. There are so many commodity committees and

boards, some controlled by the Agriculture Ministry and others by the Commerce Ministry. Government have dissolved the Indian Central Jute Committee, of which I was a Member. That Committee was formed by a statutory resolution and then registered under the Societies Act. Now we have been asked to resign our membership of that Committee.

On the one hand, commodity committees are being abolished and complete control is taken by Government. On the other hand, we are asked to give approval for the formation of a new Cardamom Board, consisting of the representatives of growers, labour and Government. In the case of the Indian Central Jute Committee, which is being abolished, a Development Committee is being established in its place which has no representatives of agriculturist or legislature. So, I would like to know from the hon. Minister what the fate of this Board will be after the Bill is passed into law.

Shri S. V. Ramaswamy: Shri Heda has made very suggestions. I am quite sure that when the Board is constituted all these suggestion will be considered and acted upon. Regarding the point raised by Shri S. C. Samanta, I think that question should be addressed to the Minister of Food and Agriculture as those commodity committees are controlled by that Ministry.

Shri S. C. Samanta: Has the Government no common principles or policies for all Ministries?

Shri S. V. Ramaswamy: Government is one but it functions under different Ministries. The Ministry of Agriculture deals with committees on coconut, arecanut, tobacco and, so on. We are dealing with certain commodity Boards like Tea Board, Coffee Board, Coir Board and now Cardamom Board. So, I would request my hon. friend to address that question to Shri C. Subramaniam, the Minister of Food and Agriculture.

Mr. Speaker: The only point of the hon. Member was that there should be uniform policies followed by the various Ministries, so far as the constitution of boards is concerned. He can discuss it with other Ministers and ensure uniformity. Now the question is:

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

The motion was adopted.

12.27 hrs.

SEAMEN'S PROVIDENT FUND BILL

The Minister of Transport (Shri Raj Bahadur): Sir, I beg to move:

"That the Bill to provide for the institution of a provident fund for seamen be taken into consideration".

In a way this Bill constitutes a landmark. So far as our care and concern for our seamen and sea-farers are concerned. For a long time the question of providing social insurance for our seamen was pending. I would like Members to recall that it was as far back as 1936 that the ILO adopted the convention in this regard. But it took nine years for the then Government to appoint an *ad hoc* committee on maritime labour to consider the whole matter. That committee held a meeting on 4th August 1945. A report on social insurance for seafarers was also obtained from Dr. Laura Badwar of the ILO Office and Professor B. P. Adarkar of the Labour Ministry. They submitted their report to the Government of India in December 1945. They advised that the success of the social insurance scheme governing seamen will depend entirely on re-organisation of their recruitment methods and procedures and on the introduction of a system of rotation of sea-farers. To ensure this, the Seamen's Employment Office was consequently set up at Bombay and Calcutta in 1954-55.

12.28 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

It was at a meeting of the National Welfare Board, which is a statutory body created under the Merchant Shipping Act, that this matter was further considered. After the employment offices had come into being, on 4th July 1956 that Board appointed three sub-committees, one on welfare measures, another on social security schemes and the last one on raising finances for such schemes.

The Committee on social security schemes, which is concerned with provident fund etc., submitted its report in 1959 and the scheme had to be further examined by the Superintendent of Insurance, Simla. He took his time and the matter could be taken up as late as 11th January 1964 by the National Welfare Board. The National Welfare Board accepted the principle of providing social security benefits to the seamen. The Board having agreed to it in principle, the difference of opinion between the employers, namely, the ship-owners, and the employees, i.e., seamen mainly, centred round the form content or quantum of those benefits. A tripartite committee was, therefore, constituted consisting of representation of employers, employees—when I say employees I mean the sea farers—and Government officials to examine the form and content of the social security benefits.

The National Welfare Board simultaneously advised the creation of a separate statutory fund for promoting the necessary legislation therefor. In fact, the parties were extremely happy that they could agree on principle in the matter of providing social security to sea farers because, for the first time, the sea-farers who are our nationals, the bulk of whom are employed of foreign ships, could get a benefit which is unique in character, so far as seamen are concerned all the world over. We have to note that the foreign ship-owners also agreed to