

or intended to be done in pursuance . . . . ."

"intended to be done" is a very wide term. I think the Government ought to explain it.

**Mr. Speaker:** The hon. Member did not move any amendment during the second reading and now he is suggesting some changes in the Bill. It is too late. Now, the question is:

"That the Bill be passed".

*The motion was adopted.*

12.40 hrs.

#### WAREHOUSING CORPORATIONS (SUPPLEMENTARY) BILL

**The Deputy Minister in the Ministry of Food and Agriculture (Shri D. R. Chavan):** Sir, on behalf of Shri C. Subramaniam, I beg to move:

"That the Bill to supplement the provisions of the Warehousing Corporations Act, 1962, be taken into consideration."

The hon. Members are aware that the Agricultural Produce (Development and Warehousing Corporations) Act of 1954 provided for the establishment of a National Co-operative Development and Warehousing Board; Central Warehousing Corporation; and a State Warehousing Corporation in every State. But the House is aware that as a result of the transfer of the National Co-operative Development and Warehousing Board to the Department of Co-operation in the Ministry of Community Development and Co-operation and that of the Central Warehousing Corporation to the Department of Food under the Ministry of Food and Agriculture, it was felt that since the two bodies looked after two different objectives, there was no need to tie them together and that they should be bifur-

cated into two independent organisations by two separate Acts.

Accordingly in 1962, the Agricultural Produce (Development and Warehousing Corporations) Act, 1954 was repealed and the two separate Acts, that is, the National Co-operative Development Corporation Act, 1962 and the Warehousing Corporations Act 1962, were passed by Parliament establishing a National Co-operative Development Corporation in place of the Board for looking after co-operative development work and the Central Warehousing Corporation for carrying on storage and warehousing work.

The Warehousing Corporation Act, 1962, came into force on 19th March 1963, when the Central Warehousing Corporation was formally re-established under this Act.

The functions of the Central Warehousing Corporation, by and large remained the same as under the old Act of 1956, but the scope of its activities was enlarged by the inclusion of notified commodities which the Central Government may, by notification in the Official Gazette, declare to be notified commodities for the purposes of this Act, being a commodity with respect to which Parliament has power to make laws by virtue of Entry 33 in List III in the Seventh Schedule of the Constitution.

Even after the inclusion of the above mentioned notified commodities, there were persistent demands from various Government and private organisations for storage of other commodities in the warehouses such as tobacco, lac, wool etc. which could not be stored under the existing provisions of the Act, as these articles fell outside the ambit of Entry 33 of the Concurrent List.

The Ministry of Agriculture and the institutions like the Indian Council of Agricultural Research, the Central Lac Committee etc. and then the Ministry of International Trade and other export promotion organisations have been pressing the Warehousing Corporation to come to the

[Shri D. R. Chavan]

rescue of the producers and cultivators of these commodities who are entirely at the mercy of middlemen, who are usually agents to the foreign buyers.

So far as tobacco is concerned, there was a proposal as far back as 1958 to open warehouses in important areas of Andhra Pradesh for this purpose and repeated requests from other States were also being received.

So far as wool is concerned, the question of wool storage was recommended by the Agricultural Marketing Adviser to the Government of India and pursued by All India Wool Trade Federation.

The inclusion of these commodities, therefore, is much more important from the point of view of the agrarian economy of the country.

Further, providing warehousing facilities for these commodities, particularly at the production centres and the port towns would help the export promotion drive so vigorously being pursued by the nation these days.

The Warehousing Corporation Act is related to Entries 43 and 44 of the Union List and Entry 33 of the Concurrent List of the Seventh Schedule of the Constitution.

As far as trade and commerce are concerned the legislative powers of Parliament are limited to commodities covered by Entry 33 of the Concurrent List.

It is not, therefore, within the competence of Parliament to vest the Warehousing Corporations established under the Act with powers to undertake the storage of articles such as tobacco, wool, lac and mica, as these fall outside the ambit of Entry 33 of the Concurrent List.

This restriction can, however, be removed if the State Legislatures pass appropriate Resolutions in the

manner prescribed in article 252 of the Constitution empowering Parliament to regulate by law the storage of commodities other than those covered by the Warehousing Corporations established under the Warehousing Corporations Act 1962.

Parliament would then prescribe by legislation what other commodities the warehouses of the Central and State Governments Warehousing Corporations should store.

All that is necessary is that Parliament should be empowered to regulate storage by Corporations of commodities other than those in the Concurrent List, Entry 33.

In respect of such States as have passed the Resolutions, clause 2 of the present Bill will have the effect of nullifying section 2 (e) of the parent Act, in so far as the notified commodities are concerned.

In other words, the restrictions that the notified commodities should be commodities within the ambit of Entry 33 of the Concurrent List of the Seventh Schedule to the Constitution is removed.

Warehousing Corporations will be enabled to store any commodity which falls outside the ambit of Entry 33 of List III in the Seventh Schedule to the Constitution, in the States which have adopted the Resolution under article 252 of the Constitution after notification of such commodity by the Central Government in the Gazette.

The Act can also be made applicable to other States by notification in the Gazette if they subsequently pass the necessary Resolution after this Act comes into force.

In the circumstances, the State Legislatures were addressed to pass suitable Resolutions in the manner prescribed in article 252 of the Constitution empowering Parliament to regulate by law the storage of commo-

ties other than those covered by the Warehousing Corporations Act 1962.

The State Legislatures of Andhra Pradesh, Gujarat, Kerala, Punjab and UP have since passed the requisite Resolution. Action in respect of the States of Assam, Bihar, Madhya Pradesh, Maharashtra, Mysore, Orissa and Rajasthan is awaited. Therefore as more than two States have passed the requisite Resolution, I request the hon. Members of the House to suitably amend the relevant provisions of the present Act by adopting the Warehousing Corporations (Supplementary) Bill, 1964.

**Mr. Speaker:** Motion moved:

"That the Bill to supplement the provisions of the Warehousing Corporations Act, 1962, be taken into consideration."

**Shri Ranga (Chittoor):** Mr. Speaker, Sir, I am in favour of this Bill and I am glad that my hon. friend has brought forward this Bill. It comes none too soon. For some years the producers of tobacco in Andhra, Mysore and even in Gujarat as well as the mica miners and producers of wool had been asking for such legislation and protection as could be had not only by the passage of this Bill but also by whatever can be and could be done by the Government. It is unfortunate that an important exportable commodity like tobacco should have had to wait all these years, even after the passage of the original Act in regard to central Warehousing, to get this promise of a protection—it is only a promise; so much depends upon the manner in which the Central Government would be acting in co-operation with the concerned local governments in affording the protection which this arrangement enables the Central Warehousing Corporation to give.

It is a notorious fact that although tobacco has been earning for us crores of rupees of foreign exchange every year the growers have been suffering very badly because they have not

had such protection as is now being promised. I am using the word 'promised' very advisedly because, as I said earlier, it is only a promise; it is nothing more. So much depends upon this Government as well as that Government. Both the Governments have been remiss for a very long time in their duty to give the necessary protection to the tobacco growers.

There have been too many exporters, too small exporters, too. They have been bossed over by a very few very big exporters and the very big exporters have set the pace in regard to price fixing. On very many occasions the prices have been very unreasonable and many of the small exporters have been taking delivery of tobacco only with the promise of paying the grower such-and such price and afterwards themselves getting into troubles. When they get into troubles they faced the exporters with their own insolvency or empty hands and the poor growers have been made to suffer for years and years.

In other cases, these smaller exporters have not been half as honest as others and they made money and at the same time they cheated the growers. In addition to this we know the Eastern European countries have come into the market. Originally, the State Trading Corporation was brought into existence in order to protect our growers and our exporters also as against the operations of the monopoly that prevails in these totalitarian countries for these experts. But unfortunately, the State Trading Corporation has not found itself powerful enough to deal with the monopolistic purchasing operations of these Communist countries and so scope was given to a number of private exporters also to nominally compete with the State Trading Corporation but actually to compete amongst themselves, in that way allowing these totalitarian countries to beat down the prices and in that way causing loss to the country as a whole and to growers in particular.

[Shri Ranga]

Sir, for various other reasons also, our peasants have needed this kind of protection. A year ago, the Andhra Ministers themselves came over here and saw the Minister of Commerce, concerned with exports, and also the Finance Minister, I suppose, They suggested that some such Act should be passed. On the advice of the Union Government, they went back and passed the necessary resolution in their legislative Assembly. It is a pity that this House has had to wait all this time before this Bill could be presented before it. I am glad that it has come and I welcome it. But I sincerely hope that the Union Government, not merely this Ministry, the Agriculture Ministry, but also the Ministries in-charge of exports and finance, would use all their good offices in getting help from the Reserve Bank and the scheduled banks in our country and would also use all their powers in order to help more than 30 per cent of the total production—tobacco, wool, lac and mica—of these exportable commodities which can be exported, to be stored in these Central warehouses so that it would not be possible for the exporters to exploit our producers and also it would not ultimately be possible for the importers in other countries to beat down the price level of our exportable commodities.

In conclusion, I say that I hope this particular warning as well as this expression of hope and request that I have made now would be borne in mind by the concerned Ministries here at the Centre and that they would be able to give a better account of the manner in which they protect our growers than has been possible till now.

श्री यशपाल सिंह (कैराना) : अध्यक्ष महोदय, मैं इस वेयरहाउसिंग कारपोरेशनस (सप्लीमेंटरी) बिल का स्वागत करता हूँ लेकिन कुछ जरूरी बातें बिल में आने से रह गई हैं जिनकी ओर मैं बहुत संक्षेप में

इशारा करूंगा। वेयरहाउसिंग की पर्याप्त व्यवस्था करने की ओर स्वयं उपमंत्री महोदय ने ध्यान दिलाया है और उनकी राज्यों में भारी कमी है यह बात भी उनकी सही है। लेकिन इसके साथ ही मैं यह भी चाहता हूँ कि इन भंडागारों की आड़ में जो भ्रष्टाचार होता है उसका भी भंडाफोड़ होना चाहिए। इन भंडागारों के नाम पर हमारे उत्तर प्रदेश में कितना भ्रष्टाचार होता है उसका मैं कुछ जिक्र करना चाहूंगा।

मैं तो शुरू से इस बात के हक में रहा हूँ कि तम्बाकू की काश्त खत्म की जाय। तम्बाकू हमारे लिए एक भ्रष्ट और नापाक चीज है। तम्बाकू के मामले में हमारे उत्तर प्रदेश में काफ़ी भ्रष्टाचार होता है। अब हमारे वहाँ तम्बाकू के अन्दर टैक्स है 75 रुपये मन और तम्बाकू की कीमत है 45 रुपये मन। अब जिस चीज की कीमत 45 रुपये मन है वह 75 रुपये टैक्स कैसे बर्दाश्त कर सकती है तो मेरा कहना यह है कि यह करिश्मा इन्हीं भंडागारों की बदौलत होता है। इंसपेक्टर्स जितने होते हैं वे करीब करीब सब वजीरों के दोस्त हैं या उनके रिश्तेदार हैं। वह क्या करते हैं? वह जाकर काश्तकारों को कहते हैं कि तुम्हारे यहाँ 80 मन तम्बाकू पैदा हुआ है, तुम उसमें से दो मन डाल आबो सरकारी गुदाम में और 78 मन जो बचता है उसे चाहे जितने रेट पर बेचते रहो। इस तरह से जो चीज 75 रुपये टैक्स देती है वह 45 रुपये मन पर बेची जाती है। मैं चाहता हूँ कि स्टेट गवर्नमेंट को इस बात की ताकीद की जाय कि भंडागारों की आड़ में जो वहाँ इस तरह का भ्रष्टाचार हो रहा है उसका भंडाफोड़ करें।

हमारी सरकार इस बात को मानती है कि ४७ लाख रुपये का गेहूँ ऐसा है जिसको चूहे, सुरसरिया या घुन खा जाते हैं। इस तरह से माल जाया न हो, उसकी प्रीपर रोकथाम

के लिए कोई ठोस कदम उठाया नहीं जान पड़ता है। इसलिए सबसे पहले जरूरत इस बात की है कि जो नुकसान हो रहा है, इस तरीके से जो वैस्टेज होता है उस वैस्टेज को बचाया जाय।

एक अन्य चीज मैं यह कहना चाहता हूँ कि इसमें डुएल सिस्टम ऑफ़ गवर्नमेंट हो जायगा। फूड कारपोरेशन का हैड ऑफिस मद्रास में होगा जबकि इस वेयरहाउसिंग कारपोरेशन का हैड ऑफिस यहाँ दिल्ली में होगा। इसका नतीजा यह होगा दोनों के डाइरेक्टर्स हर वक्त फोन मिलाने रहेंगे, दोनों एक दूसरे से मिल तो सकेंगे नहीं और गाड़ियां लेट होती रहेंगी। डुएल सिस्टम ऑफ़ गवर्नमेंट चलता रहेगा और लाखों रुपया ये लोग भत्ते आदि का बनाते रहेंगे। जरूरत इस बात की है कि वेयरहाउसिंग कारपोरेशन और फूड कारपोरेशंस के हैड-ऑफिसों एक ही जगह पर रखे जायं।

इस में स्टेट गवर्नमेंट्स को कोई डाइ-रैक्शन नहीं दिया गया है कि उनका दायरा कितना होगा और सेंट्रल गवर्नमेंट का दायरा कितना होगा। बस इन चार सुझावों के साथ मैं इस बिल का समर्थन व स्वागत करता हूँ।

**श्री बड़े (खारगोन) :** मैं इस बिल का आमतौर पर स्वागत व समर्थन करता हूँ क्योंकि इस के द्वारा स्टेट गवर्नमेंट्स को अपने वहाँ के वेयरहाउसिंग में तम्बाकू, लैक और वूल आदि रखने की इजाजत दी गई है। लेकिन इसमें यह कहा गया है कि चूँकि यह स्टेट सब्जेक्ट है इसलिए इनके बारे में सेंट्रल गवर्नमेंट सीधे सीधे कोई लेजिस्लेशन पास नहीं कर सकती है। जबतक दो या दो से अधिक स्टेट्स के लेजिस्लेचर्स आर्टिकल 252 की रू से अपने यहाँ रेजोलूशन पास न कर दें और पालयामेंट ो आवश्यक लेजिस्लेशन

पास करने के लिए ऐथोराइज्ड न कर दें तब तक सेंटर खुद वैंसा कानून पास कर नहीं कर सकता है। यह प्रसन्नता की बात है कि आंध्र प्रदेश, गुजरात, केरला, मद्रास, पंजाब और उत्तरप्रदेश के लेजिस्लेचर्स ने ऐसे रेजोलूशंस पास कर दिये हैं। अब जब तक केन्द्रीय शासन के पास उन स्टेटों से प्रस्ताव नहीं आयेंगे तब तक क्या आप चुपचाप बैठे रहेंगे? सेंटर ने उन स्टेट्स को आखिर क्या मार्गदर्शन किया है? अब चीज यह हो रही है कि काश्तकार वहाँ अपना तम्बाकू, लैक और वूल रखने गये तो उनसे कह दिया जाता है कि अभी इसका कानून सेंटर ने पास नहीं किया है और इसलिए हम इन चीजों को अपने वेयरहाउसिंग में रखने में असमर्थ हैं। अब यह तम्बाकू का घंघा मध्यप्रदेश में होता है लेकिन उनको कुछ पैसा नहीं मिलता है न ही उनको स्टोरैज के लिए भंडागार मिलते हैं। कहा यह जाता है कि तम्बाकू पर सेंट्रल एक्साइज लगाता है, उस पर टैक्स सेंटर द्वारा लिया जाता है हमें केन्द्र से इसको भंडागारों में स्टोर करने का कोई आदेश प्राप्प नहीं हुआ है। मैं समझता हूँ कि इस प्रकार की जो एक एनोमली बन रही है, फर्क बन रहा है उसे समाप्त किया जाय। उसके लिए स्टेट गवर्नमेंटों के कानून में संशोधन करना हो तो कानून में संशोधन करें नहीं तो स्टेट गवर्नमेंट्स को सेंटर मार्गदर्शन कराये ताकि किसान लोगों का जो इतना नुकसान हो रहा है वह बंद हो जाय। यह हो सकता है कि दूसरे स्टेट्स के किसान होशियार हों और वह दौड़घूप कर के काम बना सकें लेकिन हमारे मध्यप्रदेश के किसान अपढ़ हैं और वे भूपाल आ कर अपने एम०एल०एज० और एम०पीज० को और गवर्नमेंट को इसके लिए परसुएड नहीं कर सकते हैं कि सेंटर स्टेट्स को साफ़ डाइ-रैक्शन दे ताकि काश्तकार वेयरहाउसिंग में तम्बाकू, लैक और वूल आदि चीजें भी रख सकें। मैं चाहता हूँ कि उनके अलावा दूसरी चीजों को भी वेयरहाउसिंग में रखने की इजाजत दी जानी चाहिए।

[श्री वडे]

एक बात मैंने इसमें यह देखी है कि यह वेयरहाउसिंग की व्यवस्था रक्खी तो किसानों के वास्ते गई है लेकिन दरअसल उसका दुरु-पयोग ही हो रहा है। अब जो धनी व्यक्ति हैं, व्यापारी लोग हैं, वे खेत भी रखते हैं और व्यापार भी करते हैं और ज्यादातर वे ही इसका फायदा उठाते हैं। यह इस कारण होता है कि वहाँ करप्शन है, अब भी करप्शन है यह निश्चित रूप से नहीं कह सकता क्योंकि मेरे पास इसका कोई सबूत नहीं है लेकिन हकीकत यह है कि जब तक लोग आपके इन अफसरान से मिलते नहीं हैं तब तक उनका काम होता नहीं है। जब तक उन के पास कोई बजन नहीं डाला जाता है, कोई अस्तर नहीं डलवाया जाता है तब तक उनका काम बनता नहीं है। मैं वैसे इस बिल का स्वागत व समर्थन ही करता हूँ लेकिन मैं यह तरी चाहूँगा कि गवर्नमेंट को इस चीज को देखना चाहिए कि वेयरहाउसिंग में दरअसल नीडी किसानों का माल जमा हो, सरकार इस बात का पता लगाये कि इनमें दरअसल कितने किसानों का माल जमा है इनमें बड़े बड़े व्यापारियों का माल जमा है जोकि इस को अनुचित फायदा उठा रहे हैं। इन शब्दों के साथ मैं इस बिल का समर्थन करता हूँ।

श्री शिवमूर्ति स्वामी (कंपल) : अध्यक्ष महोदय, मैं इस बिल का समर्थन करता हूँ, करते हुए खासतौर पर मंत्री महोदय का ध्यान इस ओर खीजना चाहता हूँ कि वेयरहाउसिंग बनने के बाद इनका फायदा व्यापारियों को हो रहा है। और एग्रीकलचरिस्ट्स को या किसानों को इससे ज्यादा फायदा नहीं हो रहा है। इसका मुख्य कारण यह है यदि यह वेयरहाउसिंग, गोडाउंस ज्यादातर बड़े बड़े शहरों में ही हैं, यह गांवों में नहीं हैं। इस सम्बन्ध में भी संशोधन लाना जरूरी थी।

इस बिल में त बाकू के लिए वेयरहाउसिंग के उपयोग की जो व्यवस्था की गई है, उसका

भी मैं समर्थन करता हूँ, लेकिन यह देखा जाये कि वेयरहाउसिंग में बड़े बड़े मंडी वालों और लाइसेंस होल्डरों का तम्बाकू ज्यादा न रखा जाये, बल्कि छोटे किसानों का माल रखा जाये। पिछले एक दो सालों में हमको यह अनुभव हुआ है कि देश में गल्ले के सम्बन्ध में जो कृषि या कमी हुई है, उस की ज्यादातर वजह यह है कि चूक कामर्शल बैंक गल्ला रख कर एडवांस नहीं करते थे, इस लिए वेयरहाउसिंग ही व्यापारियों के लिए गल्ला संग्रह करने का मुख्य स्रोत बन गए थे। इसलिए खास तौर पर यह देखना चाहिए कि व्यापारियों, लाइसेंस-होल्डरों आदि का गल्ला इन वेयरहाउसिंग में न रखा जाये और खसूसन किसानों का ही माल उन में रखा जाये।

इन शब्दों के साथ मैं इस बिल का समर्थन करता हूँ।

**Shri K. L. More (Hatakangle):** At the outset, I welcome the measure and congratulate the hon. Minister for having brought forward this measure, which seeks to expand the sphere of activities of the Warehousing Corporation. The Statement of Objects and Reasons appended to the Bill says that the measure is intended to enable the Central Warehousing Corporation and the State Warehousing Corporations to run their warehouses for the storage of some additional commodities like wool, lac, tobacco, etc., and to supplement the storage of agricultural produce with the storage of items like seeds, manures, fertilisers, agricultural implements and notified commodities.

The report of the Central Warehousing Corporation for 1962-63 indicates that the present storage capacity of the Central Warehousing Corporation is 78 warehouses with a capacity in hand, of 18,01,730 standard bags, and of 422 warehouses and 80 sub-warehouses of the State

Warehousing Corporations with a capacity of 4,31,887 metric tons as on 31st March, 1963. May I now ask the government how far this present storage capacity is likely to meet the ever increasing demand for storage in the country.

We know that the food situation in the country has cast a very heavy responsibility on the Government and particularly on the Food Corporation which is going to function very soon. The Food Corporations Bill has also assigned an important role to the activities of the Warehousing Corporation because we are aware that the managing director of the Warehousing is under clause 7 (1) (c) one of the directors of the Food Corporation. Again, the Rural Credit Survey Committee also has given an important role to perform to this Warehousing Corporation. That committee has recommended that an organised scheme of warehousing and storage together with the trained personnel which goes with it can also provide a very important part of the solution, should such at any time be required, for a problem of either price control on the one hand, or price-support on the other, in regard to agricultural commodities. That is the observation made by the Rural Credit Survey Committee. We are interested to know how far these recommendations of the Rural Credit Survey Committee have been kept in view with satisfactory results.

The Warehousing Corporation has expressed its regret that it has not been able to construct a large number of warehouses, due to various difficulties. I shall not read out all but I shall merely point out that at page 22 of the report, the corporation has indicated so many difficulties why it has not been able to take up the construction of more warehouses.

In this connection, I would like to suggest that instead of the Warehousing Corporation depending on its own capacity to build its warehouses, it would be best for them to give

subsidy to the taluka panchayats or zilla parishads or co-operative organisations or the agriculturists to construct their own warehouses, of course, from advances made by Government and the corporation.

**Shri D. R. Chavan:** There is the assistance of the Co-operative Development Corporation.

**Shri K. L. More:** I feel that with their co-operation, the Warehousing Corporation would be in a position to develop protected, efficient and scientific warehousing accommodation which is the need of the hour.

In conclusion, I would deal with one point that has just been referred to by my hon. friend from Mysore. He has just pointed out that the producers have not found an adequate place in the activities of the Warehousing Corporation. The Warehousing Corporation has given some statistics in its report to show that only 12 per cent of the accommodation could be allotted to the agriculturists while more than 75 per cent was utilised by the traders etc. So, my suggestion is that more attention should be given to the interests of the agriculturists.

With these few observations, I commend the measure for the acceptance of the House.

**Shrimati Rena Chakravarty (Barackpore):** The Warehousing Corporations (Supplementary) Bill is a very important one, although this Bill only seeks to extend the sphere of operations.

But I would like to ask how the Warehousing Corporation has been functioning. Has it really been utilising all the capacity and all the possibilities that there were, and has the peasant really been getting the benefit for which such a scheme was envisaged? According to us, the heavily indebted peasantry in our country even today have really to depend upon the very high usurious

[Shrimati Renu Chakravartty]

rates for credit. In a situation like that, and especially when the Government credit is also very very low, the Warehousing Corporation should have functioned in such a successful manner that that lack which there is with regard to credit would have been made up by an effective and efficient method of utilising the warehousing facilities; but, unfortunately, up till now, this has not happened.

This House has often been misled as to the incentives which are being given to the actual peasant; it has always been misled because the peasant is really not getting the price but it is really the middleman who comes in the garb of the farmer who really makes the profit. It is unfortunate that when we are in the midst of such a big food crisis, we are trying to create a sort of walling up between the Warehousing Corporation and the Food Corporation with the result that the most essential commodities of food do not fall within the purview of the Warehousing Corporation. As far as I can make out, paddy and wheat do not fall within the operations of the Warehousing Corporation.

What is the picture that we see? I have recently returned after a tour of certain very distant areas and districts of my State. After having come here and heard that the price which was fixed for paddy in my State which is a deficit State is Rs. 14-20, I was really surprised. When I was in Purulia district, which is a very poor area, but which has a good harvest this year, only the day before yesterday, I found in almost the entire area that the *mahajans* or the wholesalers were not buying at Rs. 14-20 at all; nowhere were they buying at that rate. They are buying paddy maximum at the rate of Rs. 11.

We have been talking over here about price support. I remember once when we wanted that the price for paddy should be fixed at Rs. 15,

some of my hon. friends on the other side made very fiery speeches that the communists want to fleece the peasant etc. But the point is, who is the peasant. What will happen now is that because we have no such operations taking place with respect to paddy—nowhere is paddy covered by the operations of the Warehousing Corporation—the price being laid down, when the paddy is coming into the market, the actual trader, who is also a farmer may be in some cases, comes and pays only a much lower rate. There is no governmental agency to buy the paddy at least at the minimum price stipulated under the price support scheme.

I want to know what is the use of Parliament being told over here that 'we are giving incentives to the actual peasant' when in actual fact, you have no machinery whereby you can force the buyer to buy at the stipulated rate. This is the question. The Warehousing Corporation should come in at this stage. You should buy the wheat, you should buy the paddy and you should give the peasant the stipulated price at least. But that is not done. Then why should you not at least advance money at the rate of Rs. 11?

**Shri Bade:** Let it be kept in the warehouse.

**Shrimati Renu Chakravartty:** Yes, because the peasant has to sell at the rate of Rs. 11. This year has been a year of such high prices that the poor peasant has been starving. He has been buying his grain, his paddy, his rice at rates almost between Rs. 35—40 a maund—which means that he is indebted to a very very large extent. His children have to go to school; he has to pay his taxes; he has to buy his commodities at a much higher rate. So he is heavily indebted. So he is forced to sell even at Rs. 10 and Rs. 11.

That is why I want Government to see that the Corporation's operations



cover such essential commodities as paddy and wheat so that the peasant does not have to give up his paddy at that low rate. Otherwise, what is going to happen is that he will sell at Rs. 11, but the man who buys it will sell to Government at Rs. 14.20. This is what is going to happen. This will be the net effect of the price support!

I should like to ask my hon. friends opposite, who are well-wishers of the peasant, who make fiery speeches, to tell us how do we tackle this. How do we assure the peasant that he gets the price of Rs. 14.20 which the Government has laid down? How do we ensure that the peasants really get this price if not today, at least tomorrow? So when you are bringing in a supplementary Bill, you should also include within its scope certain essential commodities like paddy and wheat.

**Shri Ranga:** It is covered, but it is not being implemented.

**Shrimati Renu Chakravarty:** The Corporation does not buy. At least it does not advance that credit. That is not being done. That is why we want that if you really want to give price support, if you want to prevent peasants from being fleeced, in every possible way you must really utilise the Warehousing Corporations in a proper manner. I want to bring it again and again to the notice of Government that unless this is done, the prices which have been stipulated therein, which are not being received by the peasantry, are going to be received by the middleman who is forcing the peasant to sell at a lower price. The middlemen say: We are not going to buy. We will see what you will do. How many days can you stand, two days, three days, one keew or two weeks; after that you will come and you will sell at Rs. 10'. This is the position.

With these few words, I want Government to tell us what they are

going to do with regard to the operations of the Corporations covering this particular aspect which I have tried to put before the House.

**Shri Bade:** The warehouses are very few.

**श्री क० ना० तिवारी (बगहा) :** अर्घ्यक्ष महोदय, जो यह बिल आया है, इसका मैं स्वागत और समर्थन करता हूँ। बड़े अच्छे वक्त पर यह बिल आया है और बहुत ही मौजू यह बिल है।

अभी माननीय सदस्या बोल रही थी कि पैडी और दूसरे ग्रेन के स्टोरेज के लिए भी वेयरहाउसिस होने चाहियें। मुझे पता नहीं उनके प्रान्त में क्या है लेकिन हमारे प्रान्त में करीब करीब हर जगह, हर एक ब्लाक में वेयरहाउसिस बने हुए हैं, कोओप्रेटिव आघार पर और वहां प्रोड्यूसर अपना सामान ले जा कर के, फूडग्रेन ले जा करके रख सकता है। जो मार्किट रेट उस चीज का उस वक्त होता है, उसका 75 परसेंट उसको उसी वक्त मिल जाता है

**Shri Bade:** In this Warehousing Corporation?

**श्रीमती रेणु चक्रवर्ती :** हमारे यहां कोओप्रेटिवज ज्यदा नहीं बनी हैं।

**श्री क० ना० तिवारी :** यह जो बिल आया है यह लूक, ऊन, टोबको आदि चीजों के लिए आया है। इन चीजों का जो टोटल प्रोडक्शन 1962-63 में था और जो स्टोरेज कॅपसिटी थी, वह मैं आपके सामने रखना चाहता हूँ। बिहार में रांची और पालाऊ में लूक का टोटल प्रोडक्शन 1962-63 में 22,115 टन था। अब आप स्टोरेज पोर्टेशल को देखें। रांची में वह केवल 500 टन था। इसी तरह से वैंस्ट बंटाल में पुरुलिया में जहां प्रोडक्शन 6,345 टन था वहां स्टोरेज पोर्टेशल केवल पांच सौ टन का था। मध्य प्रदेश में बूल प्रोडक्शन बिलासतुर में 8,400

[श्री क० न० तिवारी]

टन था जबकि स्टोरेज पोटेंशल पांच सौ टन का ही था। महाराष्ट्र में गोंडिया में 1500 टन टोटल प्रोडक्शन था जबकि स्टोरेज पोटेंशल पांच सौ टन का ही था।

इसी तरह से जहां तक ऊन का सम्बन्ध है। राजस्थान में इसका टोटल प्रोडक्शन 16,000 टन था। इसका 60 परसेंट एक्सपोर्ट हुआ। एक्सपोर्ट होने के पहले जरूरी है कि इसके स्टोरेज के लिए वेयरहाउसिस बनें ताकि वहां पर बूल को सुरक्षित रखा जा सके ताकि बाजार में लोग, गरीब लोग, उत्पादन करने वाले लोग जो आते हैं और जो आम तौर पर देहात के रहने वाले होते हैं उनको डिस्ट्रेस सैलिंग न करना पड़े। वेयरहाउसिस में रखने की अगर सुविधा होगा तो उसका फायदा यह होगा कि जब भाव बढ़ेंगे तो उचित कीमत हनकी मिल सकेगी। कोटा, श्रीगंगानगर, झुनझुनू आदि में भी स्टोरेज फैसिलिटीज़ प्रावाइड की जानी चाहिये उन के लिए।

टोबैको जो एक्सपोर्ट होता है वह भी करीब 21.1 करोड़ का होता है यह मद्रास, बम्बई आदि से होता है। इन जगहों पर अगर वेयरहाउसिंग कारपोरेशन द्वारा वेयरहाउसिस बनाये जायें तो यह माल सुरक्षित रखा जा सकता है। यह कच्चा माल होता है और यहां पर कीड़े वगैरह से इसकी रक्षा हो सकती है। साथ ही साथ उचित मूल्य भी लोगों को मिल सकता है, एक्सपोर्ट होने से पहले जो भाव ऊन का होगा, वह उनको मिल सकेगा।

यह बहुत मौजूबिल आया है और मैं चाहता हूँ कि जहां जहां इन चीजों का प्रोडक्शन होता है वहां वहां और जहां जहां से इनका एक्सपोर्ट होता है, वहां वहां वेयरहाउसिस बनें।

अभी जो फूडग्रेज का प्रोक्योरमेंट होगा उसके बारे में मुझे मालूम नहीं कि इनके स्टोरेज का ही केवल प्रबन्ध आपकी तरफ से होगा या वेयरहाउसिंग का भी होगा। मैं समझता हूँ कि अगर वेयरहाउसिंग का प्रबन्ध नहीं है तो वह होना चाहिये। एक कृषक होने के नाते मेरा खयाल है कि उसके लिये वेयरहाउसिस बनने चाहियें। अभी तक हमारा इम्प्रेशन यह है कि जो कोऑप्रेटिव्स हैं ब्लाक्स के अन्दर और जो मार्किटिंग यूनियन्स हैं, व्यापार मंडल जिसको कहते हैं, उनके द्वारा ही स्टोरेज का प्रबन्ध होता है और वहां ले जा कर अनाज रखा जा सकता है जिसका 75 परसेंट जिस वक्त वह ले जाकर रखता है मिल जाता है। बाकी जो बाजार की कीमत होती है वह बाद में मिल जाती है।

इस बिल का हर तरह से मैं समर्थन करता हूँ और इसके लिए मंत्रालय को धन्यवाद देता हूँ और आशा करता हूँ कि किसानों की अन्य चीजों के लिए भी वेयरहाउसिस बनाने की व्यवस्था की जाएगी, जिसके न होने की वजह से अभी किसान को उन चीजों की कम कीमत मिलती है।

**Dr. M. S. Aney (Nagpur):** This is a very useful Bill, and is meant for a limited purpose. This Bill is meant for articles of a non-agricultural nature like wool, lac etc., but much of the criticism that has been made was about the general nature of warehouses.

In my opinion, one great difficulty is that the number of warehouses which have been started for agricultural purposes is too few to cope with the storing of all the agricultural produce which the cultivators produce every year. So, their number has to be increased. That is not covered by this Bill.

The criticism of Shrimati Renu Chakravartty was that the agriculturists has to sell his articles at a certain prices, and when he requires them has to repurchase them at a higher price. To some extent it may be true. I am also a small cultivator, though I have been moving in Parliament all my life. My experience is this, that the Indian cultivator reserves whatever he requires for himself for the whole year soon after harvest, and only sells the surplus. So, there is no question of his purchasing those articles again at a higher price. The difficulty is that the Government calculates that the farmer would offer all his produce in the market without keeping something for his requirements, and that is why they go wrong.

However, so far as the Bill goes, it is a very useful Bill, and it should be supported.

**Shri R. G. Dubey (Bijapur North):** I do not want to make a long speech because the scope of the Bill is very limited. I want to make one or two suggestions.

We are having a series of godowns in the country, some under the State Warehousing Corporations, and some directly under the Centre, but in view of our requirements of storage space for foodgrains, we will need more godowns in the country. So, the problem is to have proper kind of designs for the godowns, because it is said that wastage of foodgrains is on account of rats and such other things. I am told something like 2 to 5 per cent, I am not sure of the figures, is wasted because of lack of facilities of proper storage in godowns. So, I wish the Government of India as well as the State Governments are guided by the Central Warehousing Corporation, and try to construct godowns in such a way that we do not have to lose any amount of foodgrains on the score of lack of storage facilities.

I know this is a vast problem, and it cannot be tackled immediately

within a year or so but we should bear this in mind while constructing godowns hereafter. I know of a case in Belgaum, where, during pre-independence days, because of lack of storage facilities, 10,000 tons of rice were lost.

There is also scope for corruption. I am told that Government allows a certain percentage for wastage, say one per cent. Sometimes this one per cent cover is deliberately used for malpractices. I know of some cases where lots of trucks were taken outside the district on the plea that you allow one kilo of wastage per quintal. It is not necessary you should allow it in every case. On this basis, if you have 10,000 quintals in a godown, it would come to a huge amount at the rate of one kilo per quintal.

I am not blaming anybody in particular, but my point is that hereafter, in constructing the godowns, care should be taken to see that they are scientifically constructed and are water-proof and rat-proof.

Some people even say that as much as 20 per cent of the foodgrains is lost because of lack of storage facilities, but I think that is exaggerated. We should also realise that while on the one hand there is scarcity of food, there is also wastage of food on the other side. That must be put an end to.

**Shri D. R. Chavan:** A number of hon. Members have participated in the discussion, though the scope of the Bill is very limited.

Shri Ranga, the leader of the Swatantra Party, said that this Bill was long awaited, and generally gave his support to the Bill. He is not here, but may I tell him that when this Bill becomes law, as this Bill extends the scope of the activities of the Warehousing Corporations, we can straightaway store other commodities like tobacco in the warehouses, wherever they are available.

Shri K. L. More made a reference to the number of warehouses. Un-

[Shri D. R. Chavan]

fortunately, he referred to the figure of 1962-63, namely 78. In 1963-64, the number has gone up to 85 and the capacity also to 20,49,000 tons. Similarly, the capacity of the State Warehousing Corporations is also considerably increasing.

Then he made a complaint that sufficient storage capacity was not available. Actually, according to the statistics that I have got with me, on the basis of the actual average occupancy, the existing warehousing corporations, both Central and State, have got sufficient capacity to provide storage capacity to agricultural commodities, notified commodities and other commodities, to a considerable extent. Therefore, there is absolutely no point in that criticism.

Shrimati Renu Chakravartty asked why the Warehousing Corporations should not come forward and purchase foodgrains from the peasants at prices fixed and announced by Government. I am very sorry to say that the function of the warehousing corporation is to provide storage facilities and not purchase grains. We passed the Food Corporation Bill for that purpose. The Food Corporation will make purchases at the support price that would be announced. The only objective of this Corporation is to provide storage facilities for articles mentioned in the parent Act, which are agricultural produce such as foodstuffs, edible oils, seeds, cattle fodder including oil cakes, vegetable oils, etc. and also the notified commodities which I mentioned in my opening speech. Agricultural produce had been defined in the parent Act. So far notified commodities are concerned the parent Act says: "The Central Government may, by notification in the Official Gazette declare for the purpose of this Act a notified commodity with respect to which Parliament has power to make laws . . .". What is the intention of this Supplementary Bill? It is to extend the scope of its activities. It was limited to certain commodities,

agricultural produce and notified commodities. Tobacco, Lac, Wool etc. are commodities which are covered by Entries 26 and 27 of the State List and as such Parliament was not empowered to make any law. For the purpose of providing storage facilities to these commodities, we have resorted to article 252 of the Constitution under which when two or more States pass a resolution saying that this particular law may be passed by Parliament. This Bill has received the unanimous support of the hon. Members who had participated in the debate. The hon. Member sitting behind me made a suggestion that quite a lot of grains are lost in storage. Storages of two types: storage with the producer himself or cultivator and storage with the Central Storage depots or the Central Warehousing Corporation. No scientific data has been collected with regard to the loss sustained under storage conditions with the cultivator. Generally, it is said that the loss varies between 9 and 14 per cent. But the loss in the Central storage depots does not go beyond 0.197 per cent or something of that order. It is absolutely negligible. The ideal condition to achieve is to be in a position to say that there is no loss of foodgrains. We are importing food from countries thousands of miles away and they are so much needed here . . . (An Hon. Member: Some wastage is admissible) I mentioned 0.197 per cent: that is the loss while in transit, in storage and in handling. He also mentioned: why not use a particular design and build up storage capacity? I would like to say that the new godowns that are coming up are damp-proof, rodent-proof and also bird proof. He also gave his support to this Bill. Mr. Bade stated: why not other States pass a resolution? He mentioned Madhya Pradesh. The States which had passed the resolution are mentioned in the Schedule. We are constantly reminding the other States to pass the requisite resolution. But article 252 needs two or more States to pass the resolution. We can pass

(Supplementary) Bill

a law if even two States pass a requisite resolution. If the other States pass that resolution subsequently, their names could be inserted in the Act and storage facilities could be made available in those States. Mr. Bade has also given his support to the Bill. These are the points that have been raised. Therefore I commend this Bill for acceptance.

**Dr. M. S. Aney:** Have you got a regular programme to open storage depots to cover the entire agricultural area in every State?

**Shri D. R. Chavan:** We have got a programme in the Fourth Plan. For the time being, I have not got these figures but I may say that we have a sizable programme in the Fourth Plan.

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

"That the Bill to supplement the provisions of the Warehousing Corporations Act, 1962, be taken into consideration."

*The motion was adopted.*

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

"That clause 2 stand part of the Bill."

*The motion was adopted.*

*Clause 2 was added to the Bill.*

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

**Shri D. R. Chavan:** Sir, I beg to move:

"That the Bill be passed."

**Mr. Deputy-Speaker:** I shall put the question to the vote of the

Taxes (Amendment) Bill  
 House . . . (Interruptions). The question is:

"That the Bill be passed."

*The motion was adopted.*

**Mr. Deputy-Speaker:** We shall take up the next Bill.

श्री हुकम चन्द कछवाय (देवास)  
 उपाध्यक्ष महोदय, मेरा एक व्यवस्था का प्रश्न है कि हाउस में इस समय कोरम नहीं है ।

**Mr. Deputy-Speaker:** Let the Bill be rung—

**Mr. Deputy-Speaker:** Now there is quorum. Shri Rameshwar Sahu.

13.40 hrs.

PROVISIONAL COLLECTION OF TAXES (AMENDMENT) BILL

**The Deputy Minister in the Ministry of Finance (Shri Rameshwar Sahu):** Mr. Deputy-Speaker, Sir, on behalf of Shri T. T. Krishnamachari, I beg to move:\*

"That the Bill further to amend the Provisional Collection Taxes Act, 1931, be taken into consideration."

This is a very simple and almost a non-controversial Bill. The object or the Bill is very clearly stated in the Statement of Objects and Reasons. I will not burden the House with a long speech. I will simply try to amplify the object of the Bill.

The Provincial Collection of Taxes Act, 1931, enables the Government by a declaration to bring into effect any provision of a Bill relating to imposition or increase of customs or central excise duties immediately upon its introduction in Parliament. The provisions of the Bill so declared become operative immediately on the expiry of the day on which the Bill is introduced and continue to remain

\*Moved with the recommendation of the President.