

objections and criticism relate to a very different period. And yet it would not be regarded as out of place that as a result of closer scrutiny and continuous watch we saved a sum of Rs. 4,04,900 by dropping purchase proposals and Rs. 4.5 lacs by cancellation of indents already placed on D.G., S. & D. Details of these figures are given in Annexures Nos. I and II which I lay on the Table of the House.

Only one word more and I will close. If the matter is considered in all its bearings the whole thing is not so bad nor black as it *prima facie* looks, but while saying so I would like to assure the House that if we can fix any definite blame on any one, we will not spare him irrespective of the fact as to who he is.

#### Annexure No. I

Indents cancelled and saving made against the indents already placed on D.G., S. & D.

		Rs.
(1) May, '53	Machine Tools	1,30,000
(2) July, '53	Iron & Steel including nuts and bolts	78,420
(3) Oct. '53	Master Mech. Tool Kits	45,000
(4) Dec. '53	Tyres and Tubes	20,353
(5) 2nd July '53	Universal cutting machine	4,584
(6) July '53	Grease Gun fillers	1,600
(7) 22nd April '53	Spare parts for Issacson P.C. Us.	25,000
	<b>Total</b>	<b>3,04,957</b>
(8) 28th Sept. '53	20 sets of final drives	
	Net Cancellation Rs. 3,05,000	} 21,498.6 Dollars
	Dollars 21,498.6	
	<b>Total Rs. 4,50,000/-</b>	

#### Annexure No. II

Purchase proposals dropped as a measure towards economy—

		Rs.
July 1953	(1) Proposal to purchase Arc welding set	25,000
Dec. 1953	(2) Proposal to purchase a crankshaft grinder for Delhi workshop.	44,000
March 1954	(3) Proposal to purchase Remetalling Machine	30,000

		Rs.
Oct., 1953	(4) Proposal to purchase crane attachments 8 Nos.	56,000
February, 1953	(5) Proposal to purchase 16 sets Anchor Chains.	2,20,000
		<b>3,75,000</b>
	Plus	
	(6) A & U Frame =	₹8,000 = 1,04,000
	(7) Spare parts of Blue Diamond Engine.	19,500
	<b>TOTAL</b>	<b>4,04,900</b>

#### STATEMENT RE: INDIAN CATTLE PRESERVATION BILL

The Minister of Agriculture (Dr. P. S. Deshmukh): With your permission, Sir, I beg to make a brief statement on the Indian Cattle Preservation Bill, 1952 of Seth Govind Das. The Attorney-General has already elucidated the constitutional position. While there is no need to add to it, I think it is desirable that I should indicate the Government's position in the matter, and the steps that have been taken by the Central Government in providing for protection and preservation of cattle and directing the policies on this important subject to be pursued by the State Governments.

This is a subject about which popular sentiment is greatly exercised and it is desirable therefore that I give to the House briefly both an idea of the magnitude and implication of this difficult and vital problem and explain briefly Government's approach to it. This is all the more necessary, because the temptation to make political capital out of it has not always been resisted and at times very relevant but inconvenient facts have been ignored. The Government, however, must take account of all relevant considerations and formulate a policy which, without being violent to popular sentiments, is calculated to safeguard the true interests of the country.

I will take the first point first, viz., the immensity and dimensions of the

problem. There are something like 220 million cattle of all kinds in the country, of which at least 10 and, possibly 30 per cent. are believed to fall in the category of "more or less useless". This large number of cattle compete, as it were, with the 360 million human beings for the food or fodder produced out of the cultivable land of the country. It has been estimated that two acres of land are needed to provide adequate fodder for one head of cattle.

On this basis, in West Bengal, for instance, where there are pretty nearly 10 million heads of cattle, 20 million acres of land would be needed. As the State has available to it just over 10 million acres of cultivable land, the true meaning of the expression I have used—"220 million cattle competing with 360 million people for food or fodder"—will be appreciated. The position in the country as a whole fortunately is not nearly as strikingly bad; and, serious though the problem is, it is to my mind nevertheless manageable, if only we set about tackling it in the right spirit and manner.

**Shri Gadgil (Poona Central):** The point at issue was whether this House was competent to pass this legislation. Let us know Government's views on that. Other matters are sufficiently well known.

**Dr. P. S. Deshmukh:** I think I should proceed, Sir.

I may briefly refer also to other serious aspects of this problem. A very high percentage is inevitably not adequately fed—indeed cannot adequately be fed—with the result that the general condition of the cattle, as I have already indicated, is extremely poor. And the poorer the quality of an animal the more fertile it appears to be, and so there is a progressive deterioration in the quality of cattle.

Again, as Honourable Members are aware.....

**Mr. Deputy-Speaker:** If the House has no jurisdiction, what is the object of reading all this? The hon. Minister

is going to say that the House has no jurisdiction over this because the subject is not in the Union List. If that is so, what is the good of giving all this? He can lay the Statement on the Table of the House.

**Dr. P. S. Deshmukh:** I will abide by your decision, Sir. I am prepared to lay it on the Table of the House.

**Mr. Deputy-Speaker:** Copies will be circulated to hon. Members.

**श्रेष्ठ गौबिन्धु दास (मंडला-जबलपुर-दीवण) :** उपाध्यक्ष जी, यह स्टेटमेंट होने के बाद मैं यह जानना चाहता था कि अब मंत्र विधेयक का क्या होगा, क्योंकि पहले एक स्टेटमेंट हुआ एटार्नी जनरल साहब का, उसके बाद दूसरा स्टेटमेंट हुआ मंत्री जी का, और जो श्री सत्य नारायण सिन्हा जी ने मुझमें विश्वास दिलाया था, १२ मार्च को, वह यह था कि यह बिल किसी दूसरे सरकारी दिन लाया जायगा। तो एटार्नी जनरल साहब का स्टेटमेंट हुआ, उस पर भी हमें बहुत कुछ कहना है और आप का जो अभी स्टेटमेंट हो रहा है और जो अभी टैबुल पर रक्खा जा रहा है उस पर भी हमें बहुत कुछ बोलना है और मैं जानना चाहता हूँ कि वह विश्वास जो हमारा पार्लियामेंटरी मिनिस्टर साहब ने हमें दिलाया था कि यह विधेयक किसी न किसी सरकारी दिन पर लिया जायगा वह अभी भी मौजूद है या नहीं और मैं जानना चाहता हूँ कि यह बिल अगले संसदन में किसी सरकारी दिन लिया जायगा या इसका क्या होगा, मैं यह जानना चाहता हूँ।

**सत्य नारायण सिन्हा) :** मैंने जो वायदा किया था वह पूरा किया। दो सरकारी दिनों पर इस विधेयक के सम्बन्ध में विचार हुआ, पहले दिन एटार्नी जनरल साहब का इस बिल के सम्बन्ध में एक स्टेटमेंट हुआ, बिल के बाहर की कोई बात नहीं हुई और अब भी जो स्टेटमेंट मंत्री महोदय का हुआ वह भी बिल ही के सम्बन्ध में है। अब जहाँ तक इस बिल पर दूसरे संसदन में

[श्री सत्य नारायण सिन्हा]

समय देने का ताल्लुक है, यह बिल अगर बिल्ट में आजायमा तो इस पर डिस्कशन हो जायगा।

**Dr. P. S. Deshmukh:** May I point out, Sir, that the assurance given by the Government was only so far as this statement is concerned?

संघ गौबिन्द दास : जी नहीं, गवर्नमेंट का क्या स्टेटमेंट था वह मैं पढ़ कर बतला देना चाहता हूँ।

**Dr. P. S. Deshmukh:** It is in pursuance of this that I was making the statement.

**Mr. Deputy-Speaker:** This is not a non-official day. Time has been given only to the hon. Minister to make a statement. The hon. Member will kindly pursue such methods under the Rules of Procedure as are open to him. Possibly his Bill has come in the ballot.

**Shri Radhelal Vyas (Ujjain):** No.

**The Prime Minister and Minister of External Affairs and Defence (Shri Jawaharlal Nehru):** So far as this particular Bill is concerned, the Attorney-General advised us that it is not within the scope of the Union Parliament to pass it and the Government accept that view. If that is accepted, then, the Bill does not proceed any further. But, so far as the subject is concerned, it is of intensive interest to this House, to the Government, to all of us and we should gladly find time in the next session whenever convenient for a discussion of this subject. That is slightly different from the Bill. I do not know, I speak subject to correction, if and when possibly the Minister of Agriculture had managed to arrive at the end of this lengthy statement. I believe that towards the end, he would have made some kind of announcement about some Expert Committee which the Minister of Food and Agriculture is going to appoint immediately, not over the vast problem, but about certain important aspects of that problem

which the experts should immediately report about.

**Shri N. C. Chatterjee: (Hooghly):** I want to point out one thing. Immediately after the Attorney-General spoke, I wanted to make some submissions with regard to the validity and constitutionality of the Bill. The Speaker definitely gave us to understand that on the next day, we shall have full right and full opportunity to discuss the question of constitutionality. I maintain, on that understanding the discussion stopped on that day. Therefore, we should have an opportunity of making our statements on that point

**Mr. Deputy-Speaker:** The position is clear. If and when the Bill is balloted or otherwise comes before the House again on the non-official day, certainly, the House will proceed from the stage at which it was left. Without the consent of the House, the Chair never takes the responsibility of ruling out any particular Bill of its own accord. The Chair leaves it to the House. I can only suggest. Possibly the Speaker may follow another course. He may first dispose of the constitutional issue: hear both sides, place that matter before the House and if the House comes to such a conclusion, we may proceed and go into the subject-matter. It is open to him: I do not want to tie down the hands of the Speaker who may take a considered view of the matter when it comes before the House next session. I do not think that the statement made by the Minister here will be accepted immediately to be a block or a ban on further proceedings of this Bill. It is in the hands of the House. The House is seized of it. Further procedures will be regulated according to the rules. Let us proceed. The hon. Minister will lay the Statement on the Table

**Dr. P. S. Deshmukh:** I beg to lay on the Table the remaining part of my statement which I have not read.

**Some Hon. Members:** The whole of it.

**Dr. P. S. Deshmukh:** Yes, then, the whole of it.

#### STATEMENT

##### *Indian Cattle Preservation Bill*

With your permission, Sir, I beg to make a brief statement on the Indian Cattle Preservation Bill, 1952, of Seth Govind Das. The Attorney-General has already elucidated the constitutional position. While there is no need to add to it, I think it is desirable that I should indicate the Government's position in the matter, and the steps that have been taken by the Central Government in providing for protection and preservation of cattle and directing the policies on this important subject to be pursued by the State Governments.

This is a subject about which popular sentiment is greatly exercised and it is desirable therefore that I give to the House briefly both an idea of the magnitude and implication of this difficult and vital problem and explain briefly Government's approach to it. This is all the more necessary, because the temptation to make political capital out of it has not always been resisted and at times very relevant but inconvenient facts have been ignored. The Government, however, must take account of all relevant considerations and formulate a policy which, without being violent to popular sentiments, is calculated to safeguard the true interests of the country.

I will take the first point first, viz., the immensity and dimensions of the problem. There are something like 220 million cattle of all kinds in the country, of which at least 10 and, possibly 30 per cent. are believed to fall in the category of "more or less useless". This large number of cattle compete, as it were, with the 360 million human beings for the food or fodder produced out of the cultivable land of the country. It has been estimated that two acres of land are needed to provide adequate fodder for one head of cattle.

On this basis, in West Bengal, for instance, where there are pretty nearly 10 million head of cattle, 20 million acres of land would be needed. As the State has available to it just over 19 million acres of cultivable land, the true meaning of the expression I have used—"220 million cattle competing with 360 million people for food or fodder"—will be appreciated. The position in the country as a whole fortunately is not nearly as strikingly bad; and, serious though the problem is, it is to my mind nevertheless manageable, if only we set about tackling it in the right spirit and manner.

I may briefly refer also to other serious aspects of this problem. A very high percentage is inevitably not adequately fed—indeed cannot adequately be fed—with the result that the general condition of the cattle, as I have already indicated, is extremely poor. And the poorer the quality of an animal the more fertile it appears to be, and so there is a progressive deterioration in the quality of cattle.

Again, as Honourable Members are aware, in several parts of the country people just let their cattle loose when they are unable to look after them satisfactorily. These cattle therefore become a nuisance at best, and a menace, at worst. When they turn into wild cattle as they have done in a number of districts, they destroy precious crops in no uncertain manner and they defy all attempts at catching them and re-domesticating them.

We have thus numerically great cattle wealth, greater than any other country. In quality, however, it is so poor that our total milk supply falls far short of what is regarded as minimum requirement of milk per head of human being. On any well run dairy farm in our own country even today, we find that the average milk yield per head of cattle is not less than four to five times the average yield of a cow or buffalo owned privately. Our objective in the field of animal husbandry today, therefore, is to improve the quality of our cattle both as milk and

as draught animals to ensure that the cattle are bred from pedigree bulls, are adequately fed, when they are young and useful, and are satisfactorily looked after, when they are past utility.

I will now come to the second point. In a predominantly agricultural country like India, where the cattle perform important functions of tilling the soil, providing transport and manure and yielding milk for the population so largely vegetarian in diet, the need for the preservation and protection of the cow and the improvement of its bred is paramount. Indian economy, realistically speaking, is cow-centred and that explains public sentiment and the regard for the cow among all sections of the people.

As early as November 1947, Dr. Rajendra Prasad, when he was Minister for food and Agriculture appointed a Committee called "Cattle Preservation and Development Committee." It reported in the month of November 1948. Shri Jairamdas Daulatram, while addressing the House on the 24th March, 1949, stated that the Government had accepted the following recommendations of the Committee for immediate implementation:

(1) The first stage which has to be given effect to immediately should cover the total prohibition of slaughter of all useful cattle other than as indicated below:—

(a) Animals over 14th year of age and unfit for work and breeding.

(b) Animals of any age permanently unable to work or breed owing to age, injury or deformity.

(2) Unlicensed and unauthorised slaughter of cattle should be prohibited immediately and it should be made a cognizable offence under law.

The Government, therefore, proceeded to establish the Central Goshala Development Board and Federations of Gaushalas and Pinjrapoles in different States for the development of

Goshalas and Pinjrapoles. The Central Government also requested the States to implement the policies of these Federations. The Government further accepted the policy of opening Key Village Centres and rearing of bulls and giving aid to the Gaushalas and opening Go-Sadans in the country for maintaining unproductive cattle. The Government brought in Gosamvardhan Bill in Parliament for the preservation of cattle. This was to apply to Part C States only. But this had to be given up owing to the formation of Legislatures in Part C States. By virtue of Resolution dated 30th January, 1952, a new orientation was given to the policy of Gosamvardhan in the country and Gosamvardhan Council in the Centre has been constituted in the place of Goshala Development Board with a view to making it more and more responsible, for improving the breeds of cattle and their preservation and protection. To this end, the Central Council of Gosamvardhan is working and its sphere of jurisdiction and work is developing apace.

I may at this stage indicate briefly the position in States. There is a total ban on slaughter of all cattle in Madhya Bharat, Mysore and Bhopal, while slaughter of cows, bulls calves, etc. is prohibited in Pepsu and Rajasthan Bombay, Madras, West Bengal, Hyderabad, Travancore-Cochin, Madhya Pradesh and Ajmer have banned slaughter of useful animals and the States of Coorg, Punjab, Himachal Pradesh, Kutch, Manipur, Tripura and Vindhya Pradesh, report that there is no slaughter of cattle and especially cows and, therefore, there is no need of any legislation or prohibitive order. In some cases Prohibitive Orders already exist. In Delhi, the Municipal Committee has banned slaughter of cows. U.P. has referred the question to a Gosamvardhan Enquiry Committee while the Bihar Legislative Assembly has a Bill before it.

The Government regard themselves as bound by the Directive Principle contained in Article 48 of the Constitution and their policy has been design-

ed accordingly. Agriculture and Animal Husbandry are both sought to be developed on modern scientific lines. Over 340 Key Village Centres have already been opened and it is planned in the course of next two years to reach a total of 600. Over a hundred artificial insemination centres have already been set up and the aim is to establish one hundred and fifty in the First Plan period. Under a scheme of subsidies bull rearing is encouraged. Each of these centres covers a number of villages and looks after the problem of improving the quality of the cattle. In the area thus covered, scrub bulls are castrated and only cows and buffaloes fit for breeding are served by pedigree bulls at the centres. Gradually, therefore, the cattle population in the areas covered by these centres will inevitably show marked improvement. Simultaneously, Gosadans are being organised to which useless cattle can be removed. These Gosadans are planned to be, and usually are located in areas where fodder exists and which are normally not accessible to cattle or human beings. Progress in regard to Gosadans, I am sorry to say, has not been as satisfactory as could have been, and to that extent the integrated scheme can be said not to have been successful. But, I am confident, it will be possible as public co-operation is secured, which unfortunately today is not adequate, to fill the existing Gosadans to capacity and to open a great many more. Government have provided a large sum for this purpose during the First Five Year Plan, and will, no doubt, make an equally adequate provision in the Second Five Year Plan.

My honourable friend Seth Govind Das has specifically referred to the question of slaughter of cattle in large cities like Calcutta and Bombay. Here, as every one is aware, the problem is entirely an economic problem. Once the milch cattle go dry they become uneconomic for their owner to maintain in a city. To limited extent, he sends his dry cattle out of the city, but it is too expensive for him to do so for his entire stock. In the same way, he also tends to let the young calves

die because it does not pay him to look after them until they become fit either as draught animals or as milch animals. It is the intention of the State Government as well as the Central Government to arrange as quickly as possible to remove these cattle from inside the cities out into the neighbouring rural areas where facilities can be organised at a reasonable cost for proper care of these animals. Some concrete steps have already been taken in this direction and every effort to push this matter forward would be made. I have myself only recently visited Calcutta and can assure the House that a very good beginning has been made in right earnest. It is the intention of the Government to watch and press forward these measures in both these large cities. I may also mention specially the concessional freight charges for return to Punjab of dry cows at the instance of my Ministry. In response to the specific demand made in this House Government have also recently placed a ban on export of beef.

It will be seen thus, that Government's plan is to attack this extraordinarily difficult problem in a constructive, sympathetic and dynamic manner and what it has done and accomplished is by no means insignificant. Cattle which are capable of improvement are to be improved, while those which are beyond improvement are to be looked after in remote areas where they need not be a drain on available fodder supply and where they can be looked after well. Given the size of the problem there will be, I trust, no two opinions as to the facts and as to the complexity—given the limitations of our resources and the initial inertia of the people themselves, it seems to me that we have made a good and sound beginning. Well-conceived as I think our policy to be, it will be necessarily slow in producing results, at any rate in the initial stages but as the public begins to realise the value and extends to it its full co-operation, I have no doubt it will gather momentum. Today, there is, I am afraid not even the minimum co-operation that may well legitimately

be expected. For instance, today, as I have already said, it is difficult to get people to bring their old and useless cattle to the Gosadans which have been established. Likewise, not every State Government is equally able for various reasons to set up Key Village Centres and Gosadans, despite large financial assistance promised by the Central Government.

In addition to all that I have indicated above, the Government have now also decided to appoint a Committee of experts to consider without delay what steps should be taken—

(1) to prevent the killing of milch cows, particularly in the cities of Calcutta and Bombay, even when they had gone temporarily dry;

(2) to make the present law on the subject more effective so as to put an end to such evil practices as 'phooka';

(3) to explore the possibility of making milk-powder in suitable centres; and

(4) to impose some effective control on the inter-State movement of cattle.

I hope, Sir, that the statement I have made so far will convince every reasonable person, both inside and outside the House that the Government is in earnest to tackle this problem and is in fact tackling it with utmost vigour and circumspection. But in view of the opinion given by the Attorney General and since it is a fact that the States are dealing with the matter, as indeed is their legitimate power and responsibility under Item (15) of the State List, the Government has no option but to oppose the Bill, if it is pressed to vote.

9 A.M.

#### ADMINISTRATION OF EVACUEE PROPERTY (AMENDMENT) BILL

**The Minister of Rehabilitation (Shri A. P. Jain):** I beg to move for leave to

introduce a Bill to abrogate the evacuee property law in respect of persons who have done or do any act on or after the 7th day of May, 1954, which if done before that date would have rendered them subject to that law and to amend the Administration of Evacuee Property Act, 1950 for that purpose and certain other purposes.

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

"That leave be granted to introduce a Bill to abrogate the evacuee property law in respect of persons who have done or do any act on or after the 7th day of May, 1954, which if done before that date would have rendered them subject to that law and to amend the Administration of Evacuee Property Act, 1950 for that purpose and certain other purposes."

*The motion was adopted.*

**Shri A. P. Jain:** I introduce the Bill.

#### TERRITORIAL ARMY (AMENDMENT) BILL

**The Minister of Defence Organisation (Shri Tyagi):** I beg to move for leave to introduce a Bill further to amend the Territorial Army Act, 1948.

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

"That leave be granted to introduce a Bill further to amend the Territorial Army Act, 1948."

*The motion was adopted.*

**Shri Tyagi:** I introduce the Bill.

#### SPECIAL MARRIAGE BILL—contd.

**Mr. Deputy-Speaker:** The House will proceed with the further consideration of the following motion moved by Shri C. C. Biswas on the 19th May, 1954, namely:

"That the Bill to provide a special form of marriage in certain