

BUSINESS OF THE HOUSE

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

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

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

STANDARDS OF WEIGHTS AND MEASURES BILL

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

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

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

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

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

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

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

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

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

Mr. Speaker: Motion moved:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Shri Kanungo: That we are adopting.

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

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

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

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

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

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

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

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

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

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

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

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

12 Hours

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

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

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

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

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

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

[श्री हेडा]

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

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

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

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

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

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

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

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

Mr. Speaker: I know Mathurai.

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

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

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

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

[Shri Kamath]

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

[SRI BARMAN in the Chair]

12-15 hrs.

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

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

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

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

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

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

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

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

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

Shri Chattopadhyaya (Vijayavada): Thanks for the knowledge.

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

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

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

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

Shri Kamath: I hope they do so.

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

Shri Kamath: I fully share your optimism.

Shri Chattopadhyaya: Let us be optimistic.

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

Shri Kanungo: Hear hear.

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

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

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

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

[Shri Kamath]

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

Mr. Chairman: There are so many maunds.

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

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

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

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

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

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

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

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

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

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

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

Shri Kamath: Measure of the pace.

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

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

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

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

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

Joint Committee. There is some distinction.

Shri Kamath: Yes, Sir.

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

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

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

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

Mr. Chairman: If the majority so desires.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Shri Kamath: Naya gaj.

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

Shri Chattopadhyaya: Tamil Nad will not accept it.

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

Shri Kamath: Scandala?

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

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

Shri Kamath: There is no quorum now.

Shri Chattopadhyaya: Quorum is necessary; and decorum too.

Mr. Chairman: The quorum bell may be rung.

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

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

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

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

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

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

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

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

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

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

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

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

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

[Shri L. Jogeswar Singh]

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

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

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

13 hrs.

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

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

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

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

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

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

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

Shri Kamath: When will the hon. Minister reply?

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

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

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

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

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

Shri Kamath: As long as he wants?

Mr. Chairman: Not that.

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

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

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

[Shri Achuthan]

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

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

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

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

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

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

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

Shri Kamath: This will not abolish poverty.

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

Shri Kamath: England has not adopted this.

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

Shri Kamath: You are strangling democracy.

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

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

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

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

[Dr. Jaisoorya]

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

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

श्री चट्टोपाध्याय : कंठलगोट

श्री कामत : साइकिल-द्विचक्र

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

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

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

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

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

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

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

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

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

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

Shri Kamath: Tirade.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Shri Kamath: Why not yourself?

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

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

Shri Kamath: Not in your case.

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

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

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

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

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

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

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

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

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

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

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

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

[Shri Kanungo]

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

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

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

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

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

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

Shri Kamath: The Press will note.

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

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

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

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

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

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

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

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

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

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

Page 3, line 35, omit 'of'.

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

Shri Kamath: Minor ones.

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

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

Mr. Chairman: The question is:

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

The motion was adopted.

Clauses 2 to 6

14 hrs.

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

The question is:

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

The motion was adopted.

Clauses 2 to 6 were added to the Bill.

Clause 7—(Scale of temperature)

Shri Kanungo: I beg to move:

Page 3, line 7—

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

This is a new word which has been adopted internationally.

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

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

Mr. Chairman: The word is "Celsius".

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

Mr. Chairman: The question is:

Page 3, line 7—

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

The motion was adopted.

Mr. Chairman: The question is:

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

The motion was adopted.

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

Clauses 8 to 18

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

The question is.....

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

proceed with regard to the implementation of this measure.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Mr. Chairman: With greater glory?

Shri Kanungo: We will discuss it in the lobby.

Mr. Chairman: Now, the question is:

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

The motion was adopted.

Clauses 8 to 18 were added to the Bill.

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

Clause 1

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

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

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

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

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

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

Mr. Chairman: The question is:

"That clause 1 stand part of the Bill."

The motion was adopted.

Clause 1 was added to the Bill.

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

Shri Kanungo: Sir, I beg to move:

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

Mr. Chairman: The question is:

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

The motion was adopted.

ROAD TRANSPORT CORPORATIONS (AMENDMENT) BILL

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

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

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

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

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

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