

[Shri K. C. Reddy]

between the German combine and our Government will be made available to the House and every opportunity will be taken to take the House into confidence with regard to this matter on all essential points. I hope the House will be satisfied with the agreement that has been entered into with the German combine, and will give its blessings and also wish godspeed for this project.

Mr. Chairman: The House will stand adjourned till 4-15 P.M.

The House then adjourned till a Quarter Past Four of the Clock.

The House re-assembled at a Quarter Past Four of the Clock.

[MR. DEPUTY-SPEAKER in the Chair.]

DEMANDS FOR SUPPLEMENTARY GRANTS FOR 1953-54—Contd.

Mr. Deputy-Speaker: The House will now proceed with the discussion on the Demands for Grants. Mr. Gurupadaswamy. Has he changed his seat?

Shri Kidwai: He wanted to avoid your eye.

Shri M. S. Gurupadaswamy: In the morning I was just stating that the decision of the Government to import.....

Mr. Deputy-Speaker: He has already taken three minutes.

Shri M. S. Gurupadaswamy: No, Sir. The decision of the Government to import sugar is a very unfortunate one. I was stating in the morning some of the reasons given by Mr. Kidwai on the last occasion for the fall in production of sugar during 1952-53. I want to analyse the reasons and show whether they are tenable or not.

The first reason given by him was that there was decrease in the produc-

tion of sugarcane by about 5 per cent.....

Shri Kidwai: I do not remember to have said this.

Shri M. S. Gurupadaswamy: That is the statement made on the floor of the House. I do not know whether he is disputing his own statement. If he apparently means that there has been decrease in the production of sugarcane I want to ask him what were the reasons for the decrease of cultivation of sugarcane. If the reasons are floods, natural calamities, I may draw his attention to the fact that in certain areas like Punjab and other places, conditions this year are far better than the conditions which were prevailing last year. So there is no reason to say that the sugarcane production has decreased. Or it may be due to lack of enthusiasm or incentive in the sugarcane growers because the prices that they have been getting have been too low. They might have thought of growing some other crop than the sugarcane crop. That may be the reason but the solution lies with the Ministry. They should have taken proper measures to instil enthusiasm in the agriculturists and not allowed the acreage to fall. But no measure has been taken by the Government to prevent decrease in the acreage of sugarcane.

The Food Minister said that there was a diversion of certain percentage of sugarcane to the manufacture of jaggery. The reason for this diversion can be attributed to the fact that the price of jaggery was a little bit higher and the cultivators thought of producing jaggery instead of producing sugar. But I want to ask him whether the production of jaggery in the country was insufficient? Had he not got sufficient stock to meet the local demand? What were the reasons for the rise of price of jaggery if there had been sufficient demand for jaggery? If there had been diversion of sugarcane to the manufacture of jaggery,

I want to know why there has not been sufficient decrease in demand for sugar. It is quite logical to expect that when there is excess of jaggery production there should be some decrease in the demand for sugar though not proportionately.

Shri Kidwai: Sir, it is incorrect to misquote me and base the argument on that. I had said that the jaggery production was lower by six lakh tons.

Shri M. S. Gurupadaswamy: I am not quoting you.

Shri Kidwai: You are misquoting me.

Mr. Deputy-Speaker: It is on record.

Shri M. S. Gurupadaswamy: I am quoting from 'Commerce'.

Shri Kidwai: You can quote the journal.

Mr. Deputy-Speaker: Is it a journal published on the authority of the Government?

Shri M. S. Gurupadaswamy: No. Sir. It is 'Commerce' dated the 15th August, from Bombay.

Mr. Deputy-Speaker: Hon Member may certainly refer to any journal but to say that the hon. Minister said so is not correct.

Shri M. S. Gurupadaswamy: Then, there is an observation in certain quarters that due to paucity of wagons the price of sugar has gone up. Because there were not sufficient wagon facilities to collect sugar from the factories and distribute it in the various areas the price of sugar has gone up. If that is one of the real reasons for the rise in sugar price then I want to know why there was not previous consultation or co-operation between the two Ministries concerned.

Shri Kidwai: Again you are quoting me.

Shri M. S. Gurupadaswamy: I am not quoting you here. I am only saying that there has been statement in

certain quarters that the rise in sugar prices is due to paucity of wagons. If that is one of the reasons I want to know why there has not been sufficient co-operation between the two Ministries concerned. After all sugar is an essential article of consumption and all measures should be taken to see that this important commodity is fairly distributed in all parts of the land. So one part of the Government has obviously failed to co-operate with the other part of the Government. This sort of attitude between the two limbs of the Government is really absurd.

Further there is one more important aspect of this question, viz., price. I want to focus the attention of the House on the fact that the price of sugar is rather high because of too much tax on sugar. Now for every ounce of sugar that one eats the consumer in India has to pay one pice as tax. When compared to the total price the percentage of tax collected by the Government comes to 21. But the incidence of the tax is mainly borne by the consumers. Today, the sugar barons are not co-operating with the Government. On the other hand, Government is playing into the hands of the sugar barons. There seems to be an unholy wedlock between the sugar interests and the Government. The proper thing would have been to ask the sugar barons to cut down the percentage of profit.

Shri Kidwai: What is the percentage?

Shri M. S. Gurupadaswamy: About 10 per cent. I do not know why we have not asked the sugar barons to cut down the rate of profit. Why should we allow this rate of profit? Till today the sugar industrialists have failed to re-equip or modernise the industry. They have not fulfilled the expectations of the country. They have not co-operated with the

[Shri M. S. Gurupadaswamy]

Government. It is very necessary that the Government should change its policy immediately with regard to the rate of profit.....

Mr. Deputy-Speaker: Order, order. He took three minutes in the morning and he has now taken more than ten minutes. He must resume his seat.

Sardar Lal Singh (Ferozpur—Ludhiana): Sir, I rise to oppose the demand with all the emphasis at my command.....

Shri Feroze Gandhi (Pratapgarh Distt.—West cum Rae Bareilly Distt.—East):.....and knowledge.

Sardar Lal Singh: Government propose to import by the middle of December about 1 lakh tons of sugar. The sugar factories are going to start manufacturing sugar in the course of the next forty-five days or so, and there is said to be enough sugar in stock at present for several months to come.

Shri Kidwai: In stock or in short?

Sardar Lal Singh: Therefore, my suggestion to the hon. Minister is that he may kindly wait for some more time before actually importing sugar, so that he may realise or appreciate the correct position as it would be by the middle of December. The very idea of import of sugar is repugnant to me.....

Shri Kidwai: Of course.

Sardar Lal Singh:.....as it should be to the self-respect of any Indian, because firstly, India can produce any quantity of sugar that it needs; secondly, we have not got surplus funds to waste; thirdly, this demon of unemployment is staring us in the face, and the magnitude of unemployment is so vast that it is necessary for us to explore every avenue of employment and the import of 2 lakh tons

of sugar at a cost of some Rs. 15 crores would mean depriving lots of people of this source of employment.

A few days ago, in reply to a question as to how and where the five lakh tons of sugar, that was supposed to be surplus, had disappeared, the hon. Minister had reasoned out something like this:—

“Because the sugar prices were low, and *gur* prices were high, there was more consumption of sugar, and this led to the shortage of sugar and hence the necessity for importing sugar.”

If this analysis of the Government is correct, then I must warn them that we may expect a repetition of this experience in a more severe form this year. On September 2nd, a meeting was called by the Ministry of Food and Agriculture where the representatives of the States, sugar mills, canegrowers and consumers were present. The Bihar and U. P. Government representatives, as also the sugar mill representatives, apprehended a 25 per cent. reduction in the area under cane and corresponding reduction in the production. We are receiving more or less the same kind of report from other States, so that we can be certain that the production this year is going to be much less than that of last year. Last year itself we had a decrease of about 2½ lakh or 3 lakh tons of sugar from the figure of the previous year. That being so, we can expect a serious shortage of sugar, because it is natural that if the production is low, the price of *gur* must be high; and if the price of *gur* is high and the price of sugar is low, then there will be greater consumption of sugar, and when there is greater consumption of sugar, there would be naturally a shortage of sugar and India will have either to import—not 2 lakh tons but perhaps 4 lakh tons,—or there will be black-market in sugar and we may have to undergo the bitter experience of sugar shortage, of 1949 and naturally it would be only the dealers and

the millowners who will benefit, and not the consumer or the grower.

It is alleged that sugar is being imported in order to cheapen Indian sugar. It is not sufficiently realised that the price of sugar in other countries is low because of the abnormally heavy yield of sugarcane in those countries. In some countries, the yield per acre is 300 per cent. or 500 per cent. higher than that in India. The second reason is the existence of a highly developed cane bye-product industry, whereby they are able to take care of all waste material of sugarcane like leaves, bagasse etc. for the manufacture of cardboard, insulating material and other types of manufactures like chemicals. The third reason is the low Government tax in those countries. These are the three causes which contribute to the cheapness of sugar production there. Now, I ask: is the Indian cultivator responsible for the low yield? Is he responsible for the high Government taxes? Is he responsible for the absence of a cane bye-product industry? Is he responsible for sufficient researches not having been carried out to bring Indian cane cultivation to the standard of other countries? In spite of these drawbacks, the Indian cane cultivator suffers from, I submit that the sugar price in India is not high as compared with other articles or even other agricultural commodities. For instance, on the basis of the Gaya market, the price index in the case of sugar is the lowest of all, being only 355 as against 523 for rice; 672 for wheat; 799 for gram; and 522 for combined commodities, so that you can see that the price of sugar in India is comparatively the lowest.

Lastly, if the price has got to be reduced, then it should not be the poor cultivator alone who should be strangled or who should be made to suffer, but all must share in the sacrifice. Government alone charges about 18 per cent. in the form of excise and cess which comes to about Rs. 5 per maund. Then again, there are other underhand methods whereby the cultivator is being robbed. For instance,

our Government allows only four annas per maund for molasses which on the basis of sugar content is worth Rs. 7 or Rs. 8 a maund and Government uses all this molasses for power alcohol.

Shri Frank Anthony: On a point of order. Can an hon. Member refer to Government methods as "underhand methods"?

Dr. P. S. Deshmukh: He did not say it with reference to the Government. He refers to others.

Mr. Deputy-Speaker: These are expressions which are in the margin.

Pandit Thakur Das Bhargava (Gurgaon): And Mr. Anthony is raising the point of order.

Sardar Lal Singh: I have not heard what the hon. Member said. Only a few days ago it was suggested that in fixing the price of cane, the cost of production may be taken into account. The case of a Government farm was cited and that was the Government farm at Fusa. It was said that the cost was only Rs. 1-1-0 per maund of cane but upon scrutiny it was found that (a) no rent for the land was included which is normally about Rs. 50 in Punjab, (b) irrigation charges were calculated at Rs. 25 per acre, although the Bihar Government charges Rs. 60 per acre. (c) the carriage of cane had been calculated at 1½ annas per mile for a distance of seven miles or so, which is preposterously low, as the canegrower has to pay a much higher charge. (d) no supervision charge, or depreciation or interest were included in the cost. I would beg the hon. Minister to satisfy himself these statements of mine are not correct. If all these charges are included, then the cost will easily go up to Rs. 1-8-0.

Mr. Deputy-Speaker: His time is over. He must resume his seat.

Shri Kidwai: He has not yet come to the point. We were discussing cane prices.

Sardar Lal Singh: I would invite the hon. Minister's attention to an article that appeared in yesterday's *Statesman*. The heading of that article is: "GIGANTIC PLAN FOR RUSSIAN AGRICULTURE LAUNCHED". Russian Government have decided not only to increase prices of crops but also to reduce the tax by one-half in the case of agriculture as they feel that the only way to achieve the target of increased production is to give price incentive to the farmer. I would beg of the hon. Minister to take into consideration the viewpoint of the agriculturist.

Shrimati Sucheta Kripalani: I do not pretend to have any expert knowledge of this matter, but I will tell you why I am speaking. When I got this book *Supplementary Demands for Grants* and started reading it, the notes and explanations given therein were so curious to read that I was tempted to make a few remarks. Here under two heads, that is Demand No. 47 and Demand No. 125, money is asked for sugar with regard to three items. Firstly, compensation to sugar factories for loss on account of reduction in controlled prices. This is according to Government's decision taken in December 1952. This was voted last year, and as the entire amount was not spent it is a carry-over from last year.

Then again, Government admitted last year that there was a surplus of sugar and, "to relieve the pressure of stocks"—that is the language used here in the note—Government decided to allow sugar producers to export to the extent of 2 lakh tons and to give a subsidy of Rs. 2 per maund.

Then the third demand is under Demand No. 125; money is asked for importing 2 lakh tons of sugar.

I do not understand. I am baffled because. I do not understand, the rationale behind this. If it had covered different periods I could have understood it. The decision took place in December 1952 and the period under

review is January to June 1953. Government in their own note say under Demand No. 125 that in this period the actual take-off of sugar was more than what it was last year; it was 8.22 lakh tons as against 5.69 lakh tons. They also say at another place that the actual amount exported was a little over 6,000 tons.

Therefore I fail to understand why for the same period the same amount of sugar is imported, money is asked for importing it, and money is again asked for exporting the same amount, with a subsidy. What is the rationale behind this? An ordinary lay person like me does not understand it. (*Interruption*).

Shrimati Sucheta Kripalani: You will please reply when your time comes.

Shri Kidwai: A lay person will have to understand.

Shrimati Sucheta Kripalani: I have said I am very ignorant in this matter. But it looks like a jigsaw puzzle, it is a jugglery with figures. Who are the experts, who are the statistician's of the Government, under whose advice this was done?

We are told that this import is sought in order to put pressure on the sugar producers who are trying to raise the price of sugar. If that is so we sympathise with the objective. That means you are very keen to look after the interests of the consumer. But I would like to ask a question. Some time back the sugarcane price was reduced from Rs. 1-12 to Rs. 1-5-0 but the price of sugar remained at Rs. 30-12. The price of sugarcane was cut down by 25 per cent, but the price of sugar remained the same. To whom did the twenty crores of rupees go? Did the consumers have the benefit to any extent? Government did not bother when the 20 crores went to the producers as extra profit, but when the Government estimated that the sugar producers may have a loss—they estimated a supposed loss—we were asked to vote an amount to make Government their loss. But it is a well

known fact that during this period not only did they export very little, but the sugar was sold here at a very good price in the so called open market or black market, and they made a profit by it.

In spite of it the Government have come before us to ask for money so that they can be compensated. Compensate whom, and what for? That is the question I would like to ask of the hon. Minister. What is the rationale behind the whole thing? Sometimes we are told there is over-production, sometimes we are told there is under-production. Sometimes we are told there is hoarding, sometimes it is said that Indians have become (what shall I say?) very perverse and they are eating more sugar and accordingly the Government policies change overnight. We are totally bewildered.

The hon. Member who preceded me, Sardar Lal Singh, was telling us how by importing sugar we are injuring the employment position in India. If the import is for a limited purpose and period, just to put pressure on the producers, I can understand. But it is indeed a sad commentary in the Government policy that in an industry where we can be self-sufficient, where we can be not only self-sufficient but can even export, the Government cannot control production by means other than allowing imports thus reducing local production and local scope for employment. We are suffering from under-employment and unemployment. Let the sugar industry develop. Let the by-products go along with it. In that way we can give employment to our people and we can be self-sufficient in this commodity.

Sir, I do not want to take very much time. As I said, I am not an expert. But when such figures are given to us and when such explanations are advanced, I consider it highly—if I may be allowed to use that expression—impudent on the part of the Government to come before the House with such figures and such explanations. It is a policy? I cannot

even describe it as a hand-to-mouth policy, because the hand does not go even up to the mouth. Perhaps it could be described as a hand in glove policy! It is no policy.

My point is we should not grant such Demands. It is an insult to the House to expect that it should grant such Demands when it is not even properly explained, when there is no rationale and when there is no consistency behind such a policy.

Shri Frank Athony: My cut motion refers not to sugar but to the tightening of the quality control of vanaspati. I should be very brief in my remarks, to come as a relief to the Food Minister.

I feel that Government measures and endeavours to tighten quality control with regard to vanaspati are all in the right direction. Some of my friends may not agree, but vanaspati is not only increasingly used but has become the national cooking medium of the country.

Pandit Thakur Das Bhargava: Disastrous to the country.

Shri Frank Anthony: Well, I am not going into a controversy. I know my hon. friend, the interruptor is one who at one time carried on almost a crusade against vanaspati. I have nothing against it.

Ch. Ranbir Singh (Rohtak): Even today.

Shri Frank Anthony: But I would submit—I do not know, between the Ministers who are talking amongst themselves, whose responsibility it is—but I would submit, Sir, that while there has been some allotment in respect of research, it has been my humble feeling that not adequate research has been done with regard to vanaspati. I want research to be conducted not because I want any obstacle to be placed in the way of vanaspati but in order that this national cooking medium should now become of the maximum use and have the maximum nutritious value for the consumer.

[Shri Frank Anthony]

Interlinked with this question of quality control is the aspect of price control. I want to ask the Food Minister whether Government is doing anything to control the rise in the price of the vanaspati. Why is it that the prices of vanaspati have doubled in the last few years? Is the Government, while it is controlling quality, doing anything to control undue profiteering with regard to this?

My last point is this. Apparently, Government's action has been taken as a result of the recommendation of the Ghee Adulteration Committee. Government seems to be stampeded into concentrating all its attention into preventing vanaspati being used as an adulterant with regard to ghee. So far as that particular facet is concerned, it is all to the good. But, today, although my hon. friend Pandit Thakur Das Bhargava will not agree with me, pure ghee is a myth. There is no such thing as pure ghee in this country.

Pandit Thakur Das Bhargava: On account of the vanaspati policy.

Shri Frank Anthony: That is where I join issue with my crusader friends. Vanaspati is one of the smallest elements which go into the adulteration of ghee.

Pandit Thakur Das Bhargava: Ninety percent of the adulteration is due to vanaspati. This is the Government report.

Shri Frank Anthony: I have also got a Government report here. This is the report published in 1947. It suggests that vanaspati is one of the smaller adulterants of ghee. In any case, it is a refined and absolutely innocuous adulterant. The major adulterants are—this would horrify my hon. friend's susceptibilities—tallow not only of diseased but of dead animals and python fat, unrefined oils, crude vegetable oils which are positively dangerous to health. Here it is stated:

"Un-refined oils like cotton seed, sesamum, niger mahua, etc, are

used for the purpose of adulteration in the liquid condition. Tallow is even now used as an adulterant in parts of Madras, Bengal, Orissa and Assam. Nepali ghee imported into up-country markets in the U. P. and Bihar is said to be adulterated with python fat."

I am wondering what is going to happen to the people who are eating tortoise eggs fried in python fat, and what kind of people they are going to produce. I would say to the Government that, while paying all attention to my hon. friend Pandit Thakur Das Bhargava and seeing that vanaspati is not used as an adulterant, equal if not greater care should be taken to see that other commodities, dangerous to health, tallow and python fat and all these things are not used as adulterants of ghee.

One last word. I for one believe that all your stamps and seals, even your Agmark stamps are no guarantee of purity. A little time ago I was travelling with a head of a department; I do not think I would be called upon to divulge the name. I told him that after the advent of this python product, I had given up the eating of ghee. I asked, what about the Agmark ghee. He smiled rather cynically and said what usually happens is this. If the Inspector is dishonest, the ghee is adulterated. Even if he is honest, he is given a sample and he inspects and that is all right. After he has given his certificate, the manufacturer then adulterates *ad lib* and Government seal is put on it. To this particular aspect, the other obnoxious adulterants I ask the Government to pay a little more attention.

Shri T. N. Singh: I would, Sir, with your permission, confine myself to the State-trading aspect, of the whole question. It normally comes under Demand No. 125. But, these two have been taken together and you have kindly permitted State trading to be discussed along with the Demand. We

find under Capital outlay that the Government intend to spend Rs. 7,25,00,000. That is the gross expenditure mentioned under head K. 1, Supplementary Demand I for Capital outlay of the Ministry of Food and Agriculture.

Now, it is one of the accepted principles of State trading, that when the Government enters this field, the guiding principle will be no profit, no loss. The return expected is 8 crores according to the foot note here. That means, already a 10 per cent profit has been calculated on this account. That is my first objection. I think this is wrong. It should not have been done. It goes against the very principle on which Government launches on State trading schemes. If they expect a return of 8 crores, it gives a margin of 75 lakhs, it comes to a 10 per cent. return, or more than 10 per cent. rather, on the money invested. This sum should rather have been utilised for bringing the prices down. This is what I feel. It goes against the principle accepted by the House and by the Government and it should not have been done.

Shri Kidwai: What should not have been done?

Shri T. N. Singh: The margin of 10 per cent. that has been calculated here.

Then, Sir, about State trading in sugar, it is rather a novel field in which Government have entered. I do not know how far this move can be justified. We are told,—I do not know: the hon. Minister will correct me—but stories have been current of all sorts—that at first it was desired to import this sugar on private account.....

Shri Kidwai: That is true.

Shri T. N. Singh:.... that then, the policy was changed and it was decided to have it on Government account.

Shri Kidwai: Yes.

Shri T. N. Singh: You will get your own opportunity to reply to this. I am only narrating what the facts are. I believe that I am stating the truth.

Then, the latest position that is being rumoured about is that though it is said to be on Government account, the handling of this imported sugar will be done by private parties.

Shri Kidwai: That is wrong.

Shri T. N. Singh: I welcome that denial, because, the whole purpose of reverting to the old policy will be nullified if in the name of Government account, other parties come in as intermediaries. About distribution itself, it is stated in the foot note, first, State Governments, second, co-operative societies and third, private parties. I want to be very clear on the extent to which these three agencies will be utilised for this purpose. Because, if it is really going to be State-trading and the States are going to handle it, where is the guarantee that the States will not in turn hand it over to private agencies? That is number one. I want to know whether the Government have made their policy clear on this point to the States so far or not. Because, in the mean time, the States may have entered into commitments.....

Some Hon. Members: That has been done.

Shri T. N. Singh:....and that would land the Central Government and ourselves in difficulties. We do not want to be blamed for a policy which we never intended to follow. I wish that the Central Government had made this clear right here and now so that this thing may not arise in the States later on. What will be the share of the co-operative societies? What action will be taken to see that the genuine co-operative societies which have been doing multi-purpose or marketing work are given this work and not co-operative societies formed temporarily for this specific purpose? It has to be looked into whether specific instructions are being issued on that account or not. What will be the share of the private agencies which come last, but who may probably get the lion's share? What about the sugar monopoly syndicates.

[Shri T. N. Singh]

etc. who may get into it, and handle this thing. I personally feel that somehow—it is unfortunate; I do not want to blame anybody—there have been miscalculations. The hon. Lady Member from Delhi, only a short while ago stated that last year we exported 2 lakh tons of sugar.

Dr. P. S. Deshmukh: We did not export.

Shri Kidwai: I accept that.

Shri T. N. Singh: Whatever it is, I am only repeating; the hon. Member must have got that from somewhere. Something was done.....

Shrimati Sucheta Kripalani: Permit was given.

Shri T. N. Singh: Whatever was exported actually, the policy of exporting sugar was accepted because it was stated that we are surplus in sugar. Now, the season is almost finished and now we realise that we are short of sugar and we will have to import. The prices are going up. I want the Government to be warned of the antics of the sugar syndicate and sugar monopolists.

Shri Frank Anthony: Why do you point to Mr. Kilachand?

Shri Kidwai: You find fault that the Government have not handed it over to private parties.

Shri T. N. Singh: I have never objected to such a policy. What I say is this. In 1948, in the presence of our great leader Mahatma Gandhi, these very merchants and manufacturers came to him and solemnly promised that if sugar was decontrolled, prices will not go up.

Prices went up. Not only that. Sugar was exported outside India to our neighbouring countries, smuggled out. And what did we find? Gangannath reported on it. He has written there. "There were suspiciously large movements of wagons from the sugar factories to the borders". This

is what he has stated. Then again sugar is surplus. We are stampeded into accepting that position. All right, you export. Then the price of the sugar elsewhere is supposed to be higher than ours. Then again we are stampeded. We are told prices are going up. Sugar must be brought from outside in order to keep down the prices. Sugar is being brought from outside. We were supposed to compete with outside sugar. Now we are getting sugar from outside, and we are paying for it. Government is financing it, and ultimately again the private merchant is going to handle it. Who will handle it? He who has experience of the sugar trade, the sugar syndicate, the sugar mill owner, the manufacturer, the dealer. It is he who will handle it in the ultimate analysis. That is the warning that I want to give.

After all, I do not blame anybody. You may miscalculate. There may be figures wrong, or we may accept the advice of the sugar manufacturers that sugar in the country is surplus or that there is a deficit. Ultimately also we will be bamboozled by the threat that they hold out in U. P. and Bihar that if they do not lower the cane price, they will shift the mills south. Are we going to blackmail the entire peasantry of 60 millions or so, by saying: "If you do not behave, if you do not lower the price, we will shift." But, when the prices were raised by the sugar manufacturers, nobody said: "The State will take over." We have not said that. But to the poor peasants in U. P. immediately the threat is held out. I am sorry to say that even our hon. Minister, when making a speech that day, unfortunately referred to this point and said: "Yes, the position is such that the mills will be justified in shifting". And here among ourselves unfortunately provincialism works up, and one province tries to run down the other, and therefore: "Yes, shift the mills to the south". That is unfortunate.

I will not take any more time. I have said what I had to say. My whole intention in saying all this was: let us follow a policy after full thought and consideration, and see that the right policy is followed.

श्री विभूति मिश्र (सारन व चम्पारन) : उपाध्यक्ष जी, मुझे आपने जो इस समय बोलने का मौका दिया, उसके लिये मैं आपको धन्यवाद देता हूँ। मैं साफ़ साफ़ यह कह देना चाहता हूँ कि हमारे फ़ूड मिनिस्टर साहब ने जो नीति शुगर के सम्बन्ध में बर्ती है, उससे हिन्दुस्तान को बहुत घाटा हुआ है। आपकी नीति यह रही कि चीनी की क्रीमत घटा दी जाय ताकि चीनी खाने वाले किसानों को और दूसरे लोगों को सस्ते दाम में चीनी मिले। सरकार ने २७ रुपये की दर से चीनी के दाम ठीक किये और इसी हिसाब से किसानों को क्रीमत दी, लेकिन आज जो सरकार विदेश से चीनी मंगा रही है, उस चीनी के दाम ३१ रुपये चार आने पड़ते हैं, वह चीनी ३१ रुपये ४ आने के भाव बिकती है। ऊख की क्रीमत १ रुपये १२ आने थी जब चीनी की क्रीमत ३१ रुपये चार आने थी, जो बाहर से चीनी मंगा रहे हैं उसकी क्रीमत ३१ रुपये ४ आने पड़ती है, तो ऊख की क्रीमत १ रुपये १२ आने चाहिये, अभी साल नहीं गुजरा, दिसम्बर के महीने में एक क़ानून पास हुआ था कि शायद हम लोग १ रुपया मन मिल वालों को कम्पन्सेशन दें, क्योंकि उन को चीनी के दाम में घाटा पड़ता है और इसीलिये आज एक वर्ष के अन्दर ही हम कहते हैं कि हमारे यहां पर्याप्त चीनी नहीं है और हमको बाहर से चीनी मंगानी पड़ती है।

5 P. M.

कांग्रेस के किसी कार्यवश में एक व्यापारी के यहां गया, बातचीत चलने लगी, बातचीत के दौरान में उसने कहा कि पंडित

जी लाख सरकार क़ानून बनाये, लेकिन कोई भी सरकार हमारी चोरी को बन्द नहीं कर सकती है। मैं किदवई साहब को क्या कहूँ, वह भी कांग्रेसी हैं, मैं भी कांग्रेसी हूँ और मैं भी जनता के बीच में घूमता हूँ और उन से मिलता रहता हूँ, मैं जानता हूँ कि यह मिल वाले किस तरह से गोलमाल करते हैं यह हमारी बदकिस्मती है। यह लोग तो इतने चालाक होते हैं कि वह ब्रह्मा तक को छल सकते हैं। बिहार में सरकार ने २७ रुपये मन चीनी का दाम नियत किया तो वहां के हम लोग जो ऊख बोने वाले किसान हैं उनको १ रुपया ५ आना मिलता है जब कि हमको ऊख की कास्ट आफ़ प्रोडक्शन १ रुपया ४ आने पड़ती है और मैं बतलाऊं कि हमें ऊख को मिल तक ले जाने में ४ आने से लेकर ८ आने तक ट्रान्सपोर्ट पर खर्चा आता है, इसके अलावा कटाई-छुलाई पर खर्चा पड़ता है जो कि सब मिला कर करीब १ रुपये ८ आने या १० आने के लगभग जा कर हम को पड़ता है जब कि हम को मिलता केवल १ रुपये ५ आने ही हैं। और इसके फलस्वरूप सन् ५१-५२ में हम लोगों ने जितनी चीनी पैदा की थी, सन् ५२-५३ में उससे कम चीनी पैदा हुई है और यह उनके दिये हुये स्टेटमेंट में है कि चीनी की पैदावार कम हुई है। ५१-५२ में १ रुपये १२ आने थी और सन् ५२-५३ में १ रुपये ५ आने मन हो गयी, उसका असर मैं जानता हूँ कि शुगर की पैदावार में कमी का होना है, हालांकि सरकार कहती है कि बिहार और ५० पी० में ऊख की खेती कम नहीं हुई है और मैं जानता हूँ कि उन को इस तरह की इत्तिला अपने सरकारी नौकरों से मिलती है, लेकिन मैं किदवई साहब को कहना चाहता हूँ कि वह मेरे साथ गांवों में चलें, वह भी कांग्रेसी हैं और गांधी जी के अनुयायी हैं और मैं भी गांधी जी का अनुयायी हूँ,

[श्री विभूति मिश्र]

मेरे साथ चलें, मैं उनको दिखाऊंगा कि ईख की पैदावार में कमी हुई है या नहीं, महज सरकारी रिपोर्ट्स और स्टेटमेंट्स से उनको ठीक ठीक चीज का पता नहीं लगेगा।

दूसरी बात वह यह कह देते हैं कि बिहार की चीनी का परसन्टेज ज्यादा पड़ता है और यू० पी० की ईख का परसन्टेज कम पड़ता है। इस सिलसिले में मैं आपको बतलाऊं कि एक हमारे कांग्रेस के नेता हैं, जब उनसे लोगों ने कुछ कहा तो उन्होंने जवाब दिया कि पब्लिक तो अच्छी होती है, जब पब्लिक के वोट लाने का समय आया और नेता साहब को वोट की जरूरत पड़ी और पब्लिक से वोट मांगा, तो उनको जवाब मिला कि हम तो अच्छे हैं; और आंखें मूंद लीं और कहा कि हम आपको कैसे वोट दें? अरे साहब आखिर ये किसान जो ईख की पैदावार करते हैं यह अपने ही तो आदमी हैं, हम लोग यहां जो कांग्रेस के टिकट पर चुन कर आये हैं, उन्हीं के तो भेजे हुये हैं, हम लोग गांव गांव में घूमते हैं और किसानों से मिलते हैं और उनकी हालत देखते हैं; हम क्या कोई भाड़ झोंकते हैं जो आप हमारी बात नहीं मानते हैं, लेकिन आपका एक सरकारी अफसर जो आपको रिपोर्ट लिख कर भेज देता है, तो उस रिपोर्ट को आप मान लेते हैं। लेकिन मैं मंत्री महोदय को बतलाना चाहता हूँ कि अगर हम हैं तो आपका राज्य है, अगर हम नहीं रहेंगे, तो आपकी मिनिस्ट्री भी नहीं रहेगी, आपका राज्य नहीं रहेगा, क्योंकि आखिर आप के पीछे हमारी ही तो सामूहिक शक्ति लगी है। इसलिये हमारी बात मानिये और किसानों के हक में देखिये, ऊख के बारे में जो सरकार की नीति है, उससे बहुत घाटा पड़ता है और उसका नतीजा यह होगा कि ऊख की खेती निरन्तर रुक झोड़ी जायगी।

और अन्दाजा किया जाता है कि करीब ३३ परसेंट ऊख की पैदावार में कमी हो जायगी। मैं सरकार से आग्रह करूंगा कि ऊख की कीमत बढ़ायें ताकि हमारे यहां चीनी की पैदावार बढ़ सके, और वह जो सवा सात करोड़ रुपया चीनी के लिये हमारा बाहर देशों में जाता है, यह रुपया हिन्दुस्तान में रहे, क्योंकि जो सवा सात करोड़ रुपये की चीनी हम बाहर से मंगते हैं, तो उससे हमारे यहां अनइम्प्लायमेंट ही बढ़ता है। अगर यह रुपया हिन्दुस्तान में रहता और यहां के किसान और मजदूर ऊख की खेती करते तो अनइम्प्लायमेंट भी किसी हद तक दूर होता, लेकिन यह न करके बाहर से चीनी मंगते हैं और हमारी खेती को मारना चाहते हैं, मैं उन को चेता देना चाहता हूँ कि आपकी इस नीति से सफलता नहीं मिलेगी, इस नीति से विफलता ही मिलेगी, यह नीति हमारे आपके लिये घातक है।

इसके अलावा मैं एक चेतावनी आपको और देना चाहता हूँ कि यह जो हमारे विपक्षी लोग बैठे हैं ये सारी बातें गांवों में जा कर कहते हैं और किसानों से मिलते हैं और उन से बात करते हैं, हम लोग भी थोड़े से जो आपके और पंडित जी के अनुयायी हैं, गांवों में घूमते हैं और किसानों के पास जाते हैं और अपने विपक्षियों का मुकाबला करते हैं, लेकिन मैं आपसे कह देना चाहता हूँ कि आपकी नीति अगर यही रही कि बाहर से चीनी मंगाये और यहां की ऊख की कीमत कम रखें और किसानों को घटी दें, तो नतीजा यह होगा कि किसान लोग ऊख की खेती करना छोड़ देंगे और यह न समझिये कि आपका कुछ नहीं बिगड़ेगा, हम बहुत घाटे में रहेंगे, क्योंकि हमारे विरोधी लोग किसानों को

हमारे खिलाफ़ भड़कायेंगे, इसलिये मेरा निवेदन है कि विरोधियों के प्रोपेगेंडा को विफल करने के लिये आपको किसानों के हित में अपनी नीति निर्धारित करनी चाहिये। मैं उस जगह का रहने वाला हूँ जहाँ पर महात्मा गांधी ने किसानों को जगाया और उनका उद्धार किया और मेरी सरकार से प्रार्थना है कि ऊख की क्रीमत ठीक ठीक रखें।

दूसरे मैं यह कहना चाहता हूँ कि जब तक बिहार गवर्नमेंट क्रीमत नियत करती थी, तो कभी दो क्रीमत नहीं थीं, १९३७ से लेकर आज से दो साल पहले तक। लेकिन जब सेंट्रल गवर्नमेंट आ गई तो उन्होंने दो क्रीमते कर दीं। भला बतलाइये १ रुपये ३ आने में किसान को क्या पड़ेगा, आप ही सोचिये कि वह ज़िन्दा रहेगा या मर जायगा।

मैं खुद किसान हूँ, ऊख की खेती करता हूँ, मैं किसानों की तकलीफ़ को समझ सकता हूँ। मैं तो कहता हूँ कि ख़रा किदवई साहब भी दो बीघा ज़मीन की खेती कर के देखें कि उस में कितनी तकलीफ़ होती है। यहाँ ठंडे में बैठ कर उन को पता नहीं चलेगा, ख़रा खेती तो करें। उपाध्यक्ष महोदय, मैं कहता हूँ कि जिस के पैर में बोवाई नहीं फटती है वह तकलीफ़ को नहीं जानता है। वह खेती नहीं करते हैं, लेकिन मैं खेती करता हूँ और वह भी ऊख की खेती। अतः ऊख की क्रीमत अवश्य बढ़ावें। उत्तर बिहार बाढ़ग्रस्त भी है। इससे किसानों और मजदूरों का भला होगा।

Mr. Deputy-Speaker: Mr. Gopala Rao.

Dr. P. S. Deshmukh: I would like to say a few words, Sir.

Mr. Deputy-Speaker: The hon. Minister did not tell me that. I have allowed 15 minutes to both the hon. Ministers together.

Shri Kidwai: Together?

Mr. Deputy-Speaker: I never knew the hon. Minister wanted to intervene in the debate. Anyhow, I will call him later. Inasmuch as people are interested in this, we will sit for 15 minutes more for the day. We will close at 7-30. That is, at 7-15 we will finish with the supplementary demands and take up the Appropriation Bill, or if he wants more time, continue up to 7-20?

Shri Kidwai: This debate will continue up to 7:20?

Mr. Deputy-Speaker: No, no. I have been calling one hon. member from Uttar Pradesh, another hon. member from Bihar, now one hon. member from Madras and then after that I will call one hon. member from Hyderabad. Then I will call both the Ministers, one after the other.

Shri V. B. Gandhi (Bombay City—North): One from Bombay.

Sardar A. S. Saigal (Bilaspur): Bombay and Madhya Pradesh also.

Mr. Deputy-Speaker: Bombay may be asked to stand out.

Shri Gopala Rao: Exactly ten months ago, in November 1952, we had a thorough discussion as far as this matter—Demand No. 47—was concerned. The price of sugar and of sugarcane and all the allied matters were thoroughly discussed. At that time, Sir, from our side we gave a serious warning as to how this quixotic policy of the hon. Minister would create chaotic conditions and would lead us nowhere. But the hon. Minister did not pay any heed to our warning. But the Government have to take complete responsibility for this muddle today.

I may remind you that on November 19, intervening in the course of the debate, what the hon. Food Minister promised was honey and milk to the consumer. But what has actually happened today. On that day, he said:

“When the sugar crushed from the sugarcane purchased at Rs. 1-5

[Shri Gopala Rao]

per md. comes to the market, then the prices will go down. Prices are bound to go down even lower than people expect. There will be competition, prices will be lower and the millowners will have to give up a portion of the profit which they are making out of this industry."

This was the promise and perspective of the hon. the Food Minister, Sir. What is the actual position today? Are your expectations materialised in any form? Are you prepared to accept the failure of your policy? All this has ended in a fiasco, stabbing the toiling millions of people and creating havoc to the consumers. The consumers naturally expected cheaper sugar this year. But right from the very beginning, to the great disappointment of the consumers, the price shot up from Rs. 27 to Rs. 35 varying from place to place.

The Deputy Minister of Food and Agriculture (Shri M. V. Krishnappa): After April.

Shri Gopala Rao: Please do not intervene. You can have your chance and then you can speak.

An Hon. Member: Especially with your ignorance.

Shri Gopala Rao: Right from the beginning, the consumers, to their great disappointment, have had to buy sugar at abnormal rates. Even a paper like the *Eastern Economist* accepted categorically that factories have earned higher profits than last year, that is to say, when they had to buy sugar at Rs. 1-12-0. They have now earned higher profits after paying only Rs. 1-5-0.

Coming to the position of the consumers, Sir, most of the poor and middle class people have suffered a lot. The prices of sugar are not within the reach of their purchasing capacity. In addition to this, an excise duty of Re. 1 is levied, and they were promised a reduction of Rs. 4 per maund.

Not only that. In the course of his speech, the hon. Minister said there was a scope of Rs. 7 reduction per maund due to various reasons. He could not reduce more than Rs. 4 per maund. But ultimately what happened? They have to pay Rs. 7 extra price to the maund compared to last year! This is the fate of the consumers as a result of the hon. Minister's sugar policy. The fate of millions of growers is affected by the reduction of the price of sugarcane from Rs. 1-12-0 to Rs. 1-5-0. Last year the estimated total area under sugarcane was nearly 43 lakh acres and the production was more than 50 million tons. The sugarcane supplied to sugar factories came to 14 million tons. Even if you take isolatedly the loss incurred by the growers in supplying 140 lakh tons of sugarcane to the millowners, it comes to Rs. 17 crores as compared to last year, because for every ton there was a cut of Rs. 12. In this way, the sugarcane growers were actually stabbed just on the eve of the harvest. That is why this year the acreage has dropped. As far as my knowledge goes, in my area—I come from a sugarcane growing area—the cultivators have dropped cultivating 50 per cent. of the area as compared to last year due to this reduction in the sugarcane price. An hon. friend from Uttar Pradesh who spoke before said that there was a considerable reduction in area in U.P. The other day, an hon. member from Bihar was also saying the same thing in regard to Bihar. But the hon. Minister from somewhere brought some figures and he has asserted that the area under sugarcane has increased this year because there is a reduction of Rs. 12 per ton! We are not able to follow his economics, Sir. He is the only person who can explain, if at all there is some meaning in it. This is the reality. I do not know the source of his facts and figures. The other day when an hon. member coming directly from the area said that the area in Bihar under sugarcane has decreased, the Minister said there was no reduction. At the same time, one hon. Member spoke on

behalf of the people in that area. He was speaking about what the real position was in U.P. and Bihar. In the same way, in my area also the acreage under sugarcane is reduced to 50 per cent. This is the fate of the sugarcane growers. This is what has happened.

Now, what is the position of the factories? In the price that they have paid for the cane, they have earned Rs. 17 crores profit, and by selling sugar at abnormal rates—at Rs. 5 more per maund—they have earned Rs. 14 to Rs. 15 crores. Not only that. There are some other methods. The recovery is greater this year. Last year it was 9.57 per cent. This year it is more than 10 per cent. Not only that. The hon. Minister knows how they are cheating the poor peasants in other ways. In these various ways, they have earned huge profits this year. As against what the Minister was promising, this is what actually happened.

That is why the mill-owners have no moral justification to demand compensation. I do not know how the hon. Minister dared to come here and say, here is the problem, and we must approve of this Demand No. 47. Compensation for what? The hon. lady Member asked to whom is compensation to be given. Did they sell sugar at reduced prices? They did not sell; they sold it at abnormal prices.

Coming to the last point, the Import policy, I would say it is a suicidal policy. It indicates the impotency of the Government and not its strength. The Government is not able to control the industrialists and set right the corruption within the sugar mills. Moreover, Sir, the rate for imported sugar will be Rs. 30. I wonder how it is possible to control local prices when the imported sugar price is fixed at Rs. 30. I am really unable to follow this economics and I think the hon. Minister will try to explain and let us see how far we will be enlightened.

Mr. Deputy-Speaker: The hon. Member is coming to the very important portion after 10 minutes are over.

Shri Gopala Rao: The import policy will lead to the collapse of the whole industry, not only the consumers or the growers but the industry as a whole will collapse. There will be unemployment. We are going to spend 15 crores of rupees to import 2 lakhs of tons of sugar. There are in our country 160 factories, 20 millions of agriculturists who were engaged in sugarcane cultivation; there are nearly 2 lakh workers in factories and thousands of technicians.

If we harness this potentiality properly, we need not import a single tola of sugar. The import policy will lead to the collapse of our industry. Therefore drop this import policy; encourage our sugarcane growers; give them reasonable rate of Rs. 1-12-0 per maund, give sugar to the consumer at a reasonable rate taking into consideration the purchasing capacity. We are not opposed to reasonable profit for the industrialists. If they act properly and if they observe the rules properly, we are prepared to allow a reasonable margin of profit to them. If all the interests are guarded then our national industry will reach its height and the problem will be solved. But the hon. Minister's policy will not solve it.

Shri Heda (Nizamabad): As I am speaking for the first time on the subject, though I represent an area where the biggest sugar factory is situated, I would like to take this opportunity for paying my tribute to the practical acumen for which the hon. Food Minister is known all over India. Sir, he always reminds me of a sentence, rather a command from our Prime Minister which we see in so many offices here as well as in the States. The command is, 'I am not interested in excuses for delay; I am interested only in a thing done'. I think so far as the food problem is concerned, the hon. Food Minister has more than delivered the goods. But, I have got my own apprehensions that so far as the sugar problem is concerned. I feel, Sir, and I must state that the conscientious people though not directly interested, the public-minded people in my constituency say that so far as

[Shri Heda]

sugar is concerned, the Government has created a mess and I do not know how it will come out of it.

Anyway, coming to the subject, there are four interests so far as the sugar problem is concerned, out of which the first two, the consumer and the sugarcane grower have conflicting interests. In the past, we have seen that the Government tried to help the growers though it was at some pain to the consumer. But that policy succeeded in this way that the production of sugar was increasing. But, so far as the present Minister's handling of the affair is concerned, he has pleased neither the consumer nor the grower. The consumer is not getting sugar at a cheap rate nor is the grower getting an adequate price. I think he should do something in this regard. Firstly, so far as the grower is concerned, he should be given adequate prices. And, in this respect, I will not be revealing a secret if I state here that the Hyderabad State Government had convened a small meeting of the representatives of the different interests and the public. All of us who were there were of the opinion that the present price of Rs. 1/5 should be raised to Rs. 1/8. Not only this. Because in South India the competition factor works, therefore 3 annas above it may be asked to be paid to the sugarcane growers in the South. That was the opinion that we unanimously gave at that meeting. I hope the Hyderabad State Government has communicated that to the hon. Minister, and from that opinion he can come to the right conclusion.

My own impression is, Sir, that the grower should be asked to take to intensive cultivation and we may adopt a policy that the growers who do not give a yield of about 25 or 30 tons of sugarcane per acre, should be told that they should do intensive cultivation so that the yield may be increased; otherwise we may not accept their sugarcane for crushing in the factories. If something in this way is done, the grower will grow intensively and he will gain more. In this regard, the SISMA formula that was arrived at in

the South is very good. It shows that a way can be found out to divide the price of sugar between the growers and the factories rather equitably. The very first sentence of the formula is:

"The price payable by factories for cane to be calculated on the net amount realised by individual factories from sale of sugar and on the actual recovery obtained by individual factories....."

and then they go on to give the details.

[PANDIT THAKUR DAS BHARGAVA in the Chair]

Sir, this recovery is a very very important factor and it is the agriculturist who should be given the greatest tribute for giving a better recovery and, therefore, he should be given some good portion of it. So far as the sugar factory in my area is concerned, I think, it has given the best recovery and it was to the tune of 10-67 and it is about 25 per cent. more than the recovery in the whole of India. In spite of that the same price was given to the sugarcane grower.

The other two interests, namely the factory and trade, are playing havoc and so many members have dealt with that point and so I would not like to go into all the details. But there should be greater regulation and control over these two interests and you should see that the consumer gets the sugar at the proper price. In this regard, if necessary, the present ration shops should be utilised and the factories should be asked to supply them sugar at some fixed price so that the consumer may be assured of a proper price. These are the things that the Government should take into account.

I think that if there is a steady policy, I am confident, of this in spite of the immediate past, and if the hon. Food Minister will look into the matter, things can be set right. Last year,

we were in a position to export sugar. I am quite confident that he will revise the whole thing and he will bring the country again to the same position and if we can export I do not understand why we are not developing our export. Why should we not develop our industry and agriculture and thereby have more profits and particularly at a time when we are facing the greatest problem of unemployment. Therefore, I hope that he would consider all the points and fix the price in such a way that there may be no need of importing sugar in the future. Rather we may be again in a position to export sugar. With this I conclude my remarks.

Dr. P. S. Deshmukh: I am intervening in this debate only to answer one or two points which have been made by my friend Mr. Anthony. I must correct his impression that the price of Vanaspati has been doubled recently. I will give the figures from year to year beginning with 1948. In 1948 the per ton price of Vanaspati was Rs. 2,065; in 1949, it was Rs. 2,205; in 1950 it was Rs. 2,415; in 1951, Rs. 2,514 and in 1952, Rs. 2,083. In 1953 up to June 1953 it is Rs. 2,327. The comparison will show that the present prices are lower than in 1950 or 1951. They are slightly higher as compared with last year. That is due to the fact that both the groundnut and groundnut oil prices have gone up. Of course we have taken away the control on prices and these are competitive prices, but as would be seen from this comparison, the increase is not very appreciable if we take the figures so far as these few years are concerned.

My friend also asked us whether there was any research being done and whether efforts were made to see that the Vanaspati products were made more wholesome so far as the health of the people was concerned. I may assure him that we are constantly making researches on this, and as is known to the House, from a reply to questions I gave out as to what we are doing in this respect. We are improving the products and fortifying them with the addition of vitamins

and it should certainly be an improvement over what used to be the case.

So far as adulteration is concerned, it is something which we must admit it is very difficult to control. So far, we were afraid of vegetable oil or Vanaspati being used as adulterant with *ghee*. Now we have come to a stage when we are afraid of Vanaspati itself being adulterated with some other stuff. But so far as the Central Government is concerned, Sir, we have taken some steps to see that the Vanaspati that is produced is of fair and pure quality. So far as adulteration is concerned, it is very difficult for us to deal with it. We have tried the agmark and other things but people have defeated us in trying to overcome the regulations and in searching out ways for adulterating *ghee* with other stuffs. We have found it therefore difficult to keep pace with the researches of the adulterants and adulterating people, but both the State Governments and the Central Government try to see that this is reduced to the minimum possible extent. There is a certain health staff in the States who try to check it and we also see by means of our agmark and our marketing organizations that adulteration is reduced; but the extent of adulteration will depend more on the people's will to adulterate, and it is not, in such a big country, possible to check every adulteration that is attempted.

My friend has mentioned one other point. I think he was quoting from the marketing report, that in addition to Vanaspati other adulterants are also being used. That is a fact, Sir, and all that I can say is we will keep in view his remarks so far as adulteration is concerned and see how best we can improve the position.

Shri Kidwai: Sir, there are two or three points that have been made by most of the hon. speakers on the side of the Opposition. First, I shall deal with the point of Mr. Gurupadaswamy. He has complained that the lowering of the price of sugar-cane has caused a decrease in the area of sugar-cane. I hope he will remember the complaints that Sardar Lal Singh has been

[Shri Kidwai]

making every now and then that cane prices are fixed not before the sowing season but at the time of the harvest, and therefore lowering the prices after the *kisan* has cultivated the cane is not fair. The cane prices last year were fixed in September, and they were reduced from Rs. 1/12 to Rs. 1/5. Therefore, whatever the effect of this lowering of prices would be on the next year's crop and not on the crop that was harvested now. I have said again and again in this House and I repeat that actually the cane prices have no effect on the area of the sugar-cane cultivation. It depends upon the comparative prices of alternative crops. The other day I mentioned that when the cane prices were raised from Rs. 1-6-0 to Rs. 2, the next year the area of cane came down. And similarly, in 1952, when the cane prices were raised from Rs. 1/10 to Rs. 1/12, it was expected that the area would also go up, but actually in U.P. the area came down from 29,65,000 acres to 26,39,000 acres. Therefore cane prices should be compared with the alternative crops. This year the prices have been fixed.

Shri M. S. Gurupadaswamy: Was the decision to raise cane price taken at the time of harvest in this case?

Shri Kidwai: Cane prices were announced in September and even if they were raised, the sowing season begins between December and February. Therefore it could not effect the area if the prices are increased four months later. It is therefore that we have decided that from now on, we will announce the price well in advance of the sowing season though it may have some effect on the cane area.

Shri T. N. Singh: In the year 1947-48, when the price of sugar was ten annas, the cane price was Rs. 2 per maund. Today, the sugar price is 14 annas, and the price that Government themselves have fixed is Rs. 1/5 per maund for sugar-cane. Why this disparity, and are there other intermediaries who are trying to come in?

Shri Kidwai: I will come to that later. I said that last year we reduced the price of cane from Rs. 1/12 to Rs. 1/5 and now people have been asking where do we get our figure from. We get our figure from the Bihar Government. We have been getting the figure every year from the Bihar Government. If for one year the House is prepared to accept them as correct, then they should accept as correct the other year's figure also.

The other point that has been raised is that this year we have paid something to sugar factories for the loss that they were expected to suffer and now we are importing sugar because the stock of sugar is not sufficient. Well, the payment was concerned with the production figure of the last year. At the close of last year, we were carrying forward 5 lakh tons, and that sugar was a highly priced sugar. At that price, although much has been said about it, the sugar has not yet reached any factory in India. The ex-factory price was Rs. 27, and therefore the prices at the port were between Rs. 33 and Rs. 35. Now, for the new sugar, the ex-factory price must be fixed at Rs. 27, and it was found that it will be difficult to dispose of the sugar, and the responsibility for disposing of that sugar was with the Government. Government was bound, according to an agreement entered into years before with the approval of this House, to pay the factory owners a certain amount per maund. That was Rs. 31 in some factories and in some factories where the recovery of loan is there, for instance, in South Bihar, it was Rs. 33 or Rs. 34. Therefore, the prices were brought down and Government had to pay them and to enable the Government to pay them, one rupee in the excise duty was increased. This is in regard to the first demand.

The other demand is about the import of sugar. Now, the hon. Member Mr. Gurupadaswamy had quoted some figures of consumption in the first five months of the last year and the first few months—the same months—of this

year and found that this year we had to release 3 lakh tons more than last year. Now, where has the sugar gone? If the sugar is hoarded, then there was one way of checking it—to control the distribution of sugar, but that would have been playing into the hands of hoarders who would have got very high prices in the black market. The other way was to make more and more sugar available so that if anybody has hoarded he would not get the advantage of it and will have to sell it at lower prices than he had paid to the factory. The best way was to import sugar. Sugar prices were falling outside India and we decided to import two lakh tons of sugar. That sugar would be made available at port towns at prices at which sugar from the Northern Indian factories would have been sold there at controlled prices. If port towns which are the largest consumers of sugar are fed by imported sugar, the prices are bound to come down in the upcountry. Even if they do not, we can bring imported sugar in the North Indian market and sell it at the prices at which Indian manufactured sugar would have been sold and thus the prices could be controlled.

श्री सिंहासन सिंह: इस समय मिलों के पास कें लाख टन चीनी पड़ी हुई है ?

Shri Kidwai: मैं अभी बतलाऊंगा । A friend has questioned the advisability of our changing our mind that instead of allowing the private importers to import sugar, Government is importing it. Hon. members are aware that to enable import from outside the import duty on sugar was almost halved, or even less than half was fixed. Later on it was found that sugar prices in foreign countries started going down. When it was first announced that private importers would be allowed to import sugar, merchants started making enquiries all over the exporting countries with the result that prices started rising and the quotation that we had received earlier, for instance, from

Formosa, of £39, went up to £43. It was thought that if there was only one importer he would be able to manipulate the prices. Therefore, we changed our mind and we have actually discovered that the British sugar which always gets a higher price than Formosa sugar and which was first quoted at £42 per ton has come down to £39. 15s. Therefore the first thing that we did by taking over the import is to lower the foreign market prices.

The second thing is that had the private importer been allowed to import sugar at port town after paying the duty he would get it at Rs. 25 per maund. Sugar from northern India is available in Bombay at a little over Rs. 30 per maund. Then all this profit of Rs. 5 per maund would have gone to the private importer. Well, if Government imports, Government could sell it at Bombay at Rs. 31 and if necessary it can bring that sugar to Meerut and sell it at Rs. 27/4, the price calculated to be fair price there. Therefore, Government took over the import from private importers and decided to import themselves. I think this should not have been objected to, in view of the fact that there was a very big margin between the landed cost and the sale price in Bombay, Calcutta or Madras.

These were the two main points that were made during the discussion. Of course, sugar cane prices were referred to by a few members. It was argued that if we had raised cane prices, the factories would have worked longer. We decided to import sugar after the factories had finished crushing. Therefore there was no question of these factories working longer. So long as cane was available the factories continued to function and this year in Bihar and East U.P. the factories worked for longer period than they had ever done.

Much has been said about the decrease of production. I think our production would have been as high this

[Shri Kidwai]

year as it was last year when we had produced about 15 lakh tons. But this year the cane in the Meerut Division, in Western U.P. developed some disease and therefore the yield in Western U.P. was less. It affected *gur*, sugar and *khandsari*. That is why prices went up. To meet the rising prices, it was necessary to import sugar.

As would have been seen from the statements laid on the Table in reply to several questions, at the close of August we had in the factories only about 4.4 lakh tons. That is we had already put into the market more than 13 lakh tons. Out of this 4.4 lakh tons 2 lakh tons had already been released, but for want of wagons the stock could not be sent to the market. Had they also gone to the market the stock with the factories would have remained 2 lakh tons to cover four months. Therefore in order to meet the shortage and in order also to see that hoarders did not get any advantage this sugar has been imported. If the consumption has increased, as is quite apparent, perhaps we will have to import sugar next year also, because we have to supply to the consumer his requirements and if we have to control prices, whatever is required has to be provided. Otherwise, prices will go up and if we put controls later, then the hoarder will get higher profits on account of black-marketing. This is one method of checking it and this is what we have adopted.

I think, I have explained most of the points. Mr. Rao from Andhra has raised certain points. I think he should be thankful to the Madras Government for evolving a scheme whereby the cane producer has got the minimum price and is getting part of the profit that the sugar factories in Madras have earned extra. It is calculated that they will get another three annas per maund of sugar-cane he has supplied. I have written to the Madras Government and also to the Hyderabad Government sometime in the beginning of the crushing season

last year that South Indian factories are in an advantageous position. They do not produce sufficient quantities of sugar to suffice for the area they serve. Therefore, they have to compete with North Indian factories which have to incur a higher transport charges; also recovery in most of the areas in Madras is higher than in Bihar and the U.P. So the advantages that the Madras factories get should be shared by the cane-growers and the Madras Government have evolved a scheme with the co-operation of factory-owners which made it possible for the cane-growers to share the profit. As I said it is expected that they will get at least another three annas per maund for the cane they have supplied. The same scheme should have been applied to Hyderabad also, because Hyderabad sugar factories also belong to that group or association which has evolved this scheme. But it seems that the Hyderabad Government owns a large number (about 70 per cent.) in the factories and they thought more of their interest than of the cane-growers. I have again written to them and I hope they will do something to accept my suggestion.

Shri N. B. Chowdhury: What is the method of distribution of imported sugar?

Shri Kidwai: The State Government of Bengal has entrusted distribution to a company which has undertaken to distribute sugar at a uniform rate throughout the State. It will be supplying sugar at 12 annas 6 pies per seer in Calcutta as well as in the remotest area and that is a reasonable price. Similar arrangements are expected to be made in Bombay; but if it is not possible, sugar will be distributed through merchants.

Mr. Chairman: I will now put to vote the cut motions relating to Demands Nos. 45, 47, and 125.

Demand No. 45. The question is:

"That the demand for a supplementary grant of a sum not ex-

Rs. 1,36,000 in respect of 'Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 1,36,000 in respect of 'Agriculture' be reduced by Rs. 100."

The motion was negatived.

Shri Frank Anthony: I beg leave to withdraw my cut motion No. 17.

The cut motion No. 17 was by leave withdrawn.

Mr. Chairman: The question is:

"That a supplementary sum not exceeding Rs. 1,36,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1954, in respect of 'Agriculture'."

The motion was adopted.

Mr. Chairman: Now I take Demand No. 47. The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 2,10,000 in respect of 'Miscellaneous Expenditure under the Ministry of Food and Agriculture' be reduced by Re. 1."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 2,10,000 in respect of 'Miscellaneous Expenditure under the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 2,10,00,000 in respect of 'Miscellaneous Expenditure

under the Ministry of Food and Agriculture' be reduced by Rs. 100. (Commitment of the Government to the sugar factory owners and the sugar cess.)"

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 2,10,00,000 in respect of 'Miscellaneous Expenditure under the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 2,10,00,000 in respect of 'Miscellaneous Expenditure under the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 2,10,00,000 in respect of 'Miscellaneous Expenditure under the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That a supplementary sum not exceeding Rs. 2,10,00,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1954, in respect of 'Miscellaneous Expenditure under the Ministry of Food and Agriculture'."

The motion was adopted.

Mr. Chairman: Now I will put the cut motions regarding Demand No.

[Mr. Chairman]

125 to the vote of the House. The question is:

That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced to Re. 1.

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,25,00,000 in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

"That a supplementary sum not exceeding Rs. 7,25,00,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March 1954,

in respect of 'Other Capital Outlay of the Ministry of Food and Agriculture'."

The motion was adopted.

DEMAND NO. 59—INFORMATION AND BROADCASTING.

Mr. Chairman: We shall now take up the Demand relating to Information and Broadcasting. The cut motions have already been moved.

Shri Frank Anthony: My cut motion is that the demand for a supplementary grant of a sum not exceeding Rs. 38,30,000 in respect of Ministry of Information and Broadcasting be reduced by Rs. 30,00,000 as the supplementary provision is excessive. In the explanatory memorandum, the Minister has said that the additional provision is required to meet the expenditure on the integrated publicity programme of the Five Year Plan, and the note goes on to say that the total expenditure on this integrity policy programme is estimated at about Rs. 148 lakhs, out of which the current year's expenditure will be about Rs. 38 lakhs. Quite frankly, I don't understand either the mathematics or the logic, if any, behind this demand. We are told in the explanatory memorandum that the decision to launch the programme has been taken after the budget estimates for 1953-54. It would seem that the planners were planning conscious and they were not publicity conscious. Half of the five-year period is already gone and therefore this expenditure of Rs. 148 lakhs is to be spread over a period of 2 years. Then, my question is that instead of this Rs. 38 lakhs, why did not the Ministry ask for Rs. 74 lakhs. I want to be satisfied that the plans are proceeding according to some plan and not to the rule of thumb. I agree entirely that the plan must be publicised and that it must reach down to the masses, but I am a little dubious as to whether this can be done by a process of arithmetic or by a process which the Government has been fond of—the process of multiplying expenditure by multiplying the number of officials. Many members of the

ruling party have admitted that so far as the publicity side of the Plan is concerned, it has failed to enthuse the masses. What I want to assure myself is that this money will be used to the maximum advantage. I am not going to point my finger at the Ministry, but complaints have reached me—they may or may not be well-founded—that people who would not have been selected by the Union Public Service Commission, have been brought into this Ministry by a back-door so to speak—and perhaps so in other Ministries as well.—the formula is devised of bringing in people on a contract basis. I want to be certain on this because I shall try to show that a very large number of personnel is contemplated for recruitment. I want to be assured that all these people or additional staff are going to be recruited through the U.P.S.C. or are they going to be recruited from the unemployed register or is it merely going to be a process of upgrading people at present in the Ministry of Information and Broadcasting. The complaint has been made that people who are not qualified and who would not have been selected by the U.P.S.C., have got into this Ministry by a back-door by this device of 'contract basis'.

Mr. Chairman: There is only one hour more, and fifteen minutes out of that may be required by the hon. Minister. I would, therefore, request the hon. Member to be brief.

Shri Frank Anthony: I have so far taken only 3 to 4 minutes and I will finish it in another 5 minutes or so. I will not take more than 10 minutes altogether.

Mr. Chairman: Yes, the hon. Member may proceed.

Shri Frank Anthony: I will now come to the analysis of the figures given in this booklet "Supplementary Demands for Grants". We are asked to sanction another Rs. 1,10,000 in respect of the Secretariat and the number of officers is given on page 9. I find that in this Ministry, as given in the explanatory memorandum, there

[Shri Frank Anthony]

is a very elaborate Secretariat. You have one Secretary, two Deputy Secretaries; three Under Secretaries; one Officer on Special Duty; eight Section Officers; and a whole lot of other staff. I want to know whether it is necessary to have all these additional officers: whether you want an Adviser on Rs. 2,000; a Deputy Secretary on Rs. 1,100—1,800; an Under Secretary on Rs. 800—1,150 and so on? Can you not have this Central Unit run from your existing staff? I have a feeling that you have already got a surplus of staff.

Then, with regard to advertising, you have asked us for a grant of Rs. 2 lakhs. Here again, the explanation says; "The additional provision is required for meeting the cost of designing and printing of posters, folders, etc." Now, in the summary that you published some time ago you had said that you had already undertaken this publicity or advertising in a very elaborate sort of way. In the Summary Report for 1952-53, I find that you have stated that elaborate arrangements have been made by the Bureau to release a summary of the Five Year Plan in Hindi, Gujrati, Urdu, Marathi, Tamil etc. You have also said there that follow-up stories dealing with the different sections of the Plan and the details were issued by the Bureau.

The Minister of Information and Broadcasting (Dr. Keskar): But a summary is not a poster!

Shri Frank Anthony: But I am not very satisfied that this demand for Rs. 2 lakhs is really necessary. May I add, Sir, while on this subject of advertising, that the demand for 1953-54 has to be seen in the light of what has been already spent in previous years. Rs. 16 lakhs were spent in 1952-53 and in 1953-54 it has already gone up to Rs. 21 lakhs and 52 thousand, that is to say, an increase of Rs. 5 lakhs and 52 thousand. I do not know, therefore, whether this additional sum of Rs. 2 lakhs is really necessary.

Then, I come to the Press Information Bureau. Here again, we are asked to give an additional grant of Rs. 2 lakhs. I find that they have got an almost staggering number of persons in this Bureau. In 1952-53, they had one Principal Information Officer and one Deputy Principal Information Officer; and now they have three Deputy Principal Information Officers. In 1952-53, they had two Information Officers; now, they have six. In 1952-53 they had one Assistant Information Officer; now they have 7. There has been a tremendous overnight inflation and yet they are asking us for another Rs. 2 lakhs to give them a few more officers. I feel that people are probably getting demoralised in the Ministry, having nothing to do but kicking their heels in emptiness. Between 1952 and 1953 you have already doubled or trebled your staff. Why do you want another Rs. 2 lakhs for a few more officers?

So far as the Films Division is concerned, we are asked to sanction a sum of Rs. 12 lakhs. I feel that this is something with which I am in agreement. It is one of the best ways of publicity. The best media to approach the masses is through films, and incidentally I may mention that I enjoyed some of the films put out by my hon. friend the Minister of Information and Broadcasting. The explanation given under this head says: "For publicity through films, this Division has at the moment six units of production. These units will be increased to eleven for producing films relating to the Development Plan and River Valley Projects." That means, you already have got six units and you want to increase them to eleven. According to the figures here, Rs. 40 lakhs is the cost of six units. It works out to an average cost of Rs. 7 lakhs approximately per unit. If that is so, with Rs. 12 lakhs, you can only have two more units. Is that what you mean? That is to say, are you going to set up five more units with this money, or only two more units?

Dr. Keskar: I will explain that.

Shri Frank Anthony: Lastly, there is the Publications Division. I do not understand this. There was a reduction of about Rs. 8 lakhs in your expenditure. As I said, perhaps the planners were not publicity-conscious.
6 P.M.

There is one more item, Sir, *viz.* the Mobile Units. This is something novel and expensive and I am not disputing about Rs. 6 or Rs. 8 lakhs which I feel that the Ministry could do without. I am quite prepared to sanction the money asked for, but what I want to say is that the money should be used to the maximum advantage; all your officers should be recruited through the U.P.S.C.; and after a year, you should be able to come here and state to the House that you have been able to achieve some response from the masses. If next year, you are unable to say that, I at any rate will not be prepared to grant the money to you.

Prof. Agarwal (Wardha): Sir, I am really surprised that the money that is sought to be spent on the publicity of the Five Year Plan is not being appreciated. When I say that, I do not mean that every pie that is spent by the Government is usefully spent always. In fact, I have always held that our system of publicity is not very adequate. It is not very catchy either. Whatever I saw in some of the European countries, especially the Eastern European countries, impressed me very much. You must see how their publicity is planned; how they try to make the public plan-conscious, so that at every corner in a street you will see something about their plan. If you go to any institution or you walk into any public place, you will always feel thrilled by the various activities and their respective plans. That consciousness, I do not find here and our Five Year Plan is not known to the public even in big cities. Therefore, I have always been impressing upon the Minister for Information and Broadcasting to plan the publicity properly if the Five Year Plan is to be known to the people and if they are to feel any

enthusiasm for it. The demand of a sum of Rs. 38 lakhs for a Plan which seeks to spend more than Rs. 2,000 crores is not large, especially when we look at the figures and find that most of it is for capital expenditure and not recurring expenditure. Some of it is for publicity vans. Of course, they will not be required every year, and only some other items are for recurring expenditure. What I would impress upon the Minister is this: let this money be spent in a way that the message and the details of the Plan and the schemes which affect the people, especially the community projects and the local projects, may be known to the public in a proper way. Print it in the local languages, in a simple style, in a type which is easily understandable to the people. If that is done, and if we are able to carry the message of this economic development to every village, then this money that is being sanctioned will be properly utilised. If more of it is spent on the administrative machinery and less on actual publicity in the rural areas, then we cannot say that the money has been spent in the right manner. I appreciate the feeling that so far we have not been able to do proper publicity for the Plan, and in fact, I am surprised that when I visited some of the big cities, the people there asked me where the Plan could be had. I have been telling the Planning Commission off and on that they must take proper care to print cheap editions. Even the people's edition is rather costly, I think—it is priced at Rs. 2-8-0. Let it be Re. 1. Let us even subsidise the publications. Let them be simple. I do not want them to be on costly art paper, but let them be in a simple language, in a simple style and on simple paper, and let it be in the local language, to be distributed—not necessarily freely—but at a cheap cost, so that people in every village of the country may know the Plan and what is expected of them. If that is done, I am sure the people will respond adequately. I therefore think, that the money that has been sanctioned—and sanctioned, I think, after such a long

[Shri Frank Anthony]

delay: it should have been sanctioned much earlier—is nothing too much, and we should sanction it. But we should sanction it with the comment that it should be utilised in a way which will really carry the message of the Plan to every village of this country.

Shri Damodara Menon: Sir, I am sorry I cannot agree with the previous speaker in thinking that the money we are going to allot or that we are being asked to sanction for this integrated publicity programme is as good as he feels. I am afraid it is going to be a huge waste. We are asked to spend Rs. 1 crore and 48 lakhs on what is purported to be an integrated publicity programme, and this year we are asked to sanction a sum of Rs. 38 lakhs. Their idea, as stated in this note circulated to us, is "to carry to every home in the language and symbols of the people the message of the Plan". That appears to be also the scheme of the planners. He further says that it is now proposed to carry the message of the Five Year Plan to the masses in the rural areas through field publicity units, and that is the main purpose for which this demand is now made.

Sir, we are always suffering from a kind of perversity in viewing certain things which must receive priority. It is true that the Plan must receive publicity. We have been told by many of our Congress friends that during the last elections the Congress fought mainly on the basis of the Plan and the message of the Plan was carried to every home. If that is true, there is hardly any necessity for us now to think of spending a crore and forty lakhs to carry the message of the Plan to every home as the Minister says he wants to do now.

Acharya Kripalani (Bhagalpur cum Purnea): When the Plan is failing what else can they do?

Shri Damodara Menon: The Plan is failing and that was admitted by the Finance Minister when during the

course of the discussion on the Resolution relating to the unemployment situation in the country he wanted to move an amendment and wanted the Plan to be revised.

Dr. Keskar: Does that mean failure?

Shri Frank Anthony: That shows it is dynamic.

Shri Damodara Menon: He said he is thinking in terms of revising the Plan to meet the increasing unemployment in the country. He said so when the Resolution on Unemployment was being discussed.

Now, Sir, let us wait for the final Plan. The Plan is undergoing several amendments. All these amendments are taking place in paper only. And when the final amended form of the Plan is presented to the country let us think in terms of giving publicity to it.

The hon. Minister not only wants to carry the message of the Plan to every home in the country but he wants to carry the message to foreign countries also. In item (c) he says: "Additional staff will also be required for attending on the foreign press delegations coming to India so that effective publicity is secured for the Development plan abroad". He goes one step further. The planners wanted the message of the Plan to be carried only to every home in India. But the hon. Minister wants to publicize the Plan—it is so wonderful, our Plan—and carry it to every home probably abroad also, and we are asked...

Shri K. K. Basu: To get more money.

Shri Damodara Menon: It may be. We are asked to pay huge salaries to these officers and they will go about visiting villages and publicizing the Plan. (An hon. Member: In foreign countries). I do not know. As has been pointed out by Mr. Anthony, the salaries that are going to be paid to these officers are really huge and at a time when the country, as has been

admitted even by the Government, is passing through acute unemployment distress our Minister will have some high paid officers travelling in these mobile vans. I do not know how they are going to reach the villages. There are not enough communications. In the Centre probably there may be. But if they are to go to the villages there are not enough communications. Therefore through the main roads these vans will go. And because there is such acute unemployment they can get an audience to hear what they are saying and to see the films they are showing. Probably it is in the interests of the framers of the Plan and the Information Ministry to keep on unemployment so that they may get an audience to hear their speeches and see their films. This is a perverse attitude.

I am not saying that the Plan should not be publicized. But this is not the way we should go about giving publicity to it. The real publicity is the work we are going to do. If a person in a distant village in the South, for instance in my own village, is told what we are doing at Hirakud or in the Damodar Valley, probably he may not be enthused. But if he is told of something, some actual work to be done in his own village he will understand the Plan. He will see that a change is coming in the country and he will appreciate it. That is the best way of publicizing the Plan. Rs. 1.40 lakhs to be spent upon this mad venture is, I submit, a waste of public money which this country cannot afford.

Another thing I want to bring to the notice of the hon. Minister is this. If instead of spending the money in this manner, they spend a part of the money on the existing media of broadcasting and other things which the Information Ministry has, it would be a good thing. For instance the Broadcasting Station at Calicut has only 1 kilowatt power. It is our standing complaint that though it is a small area—the Malayalam speaking area on the west coast—the Broadcasting Station cannot be heard.

Sardar A. S. Saigal (Bilaspur): This is your main grievance!

Dr. Keskar: I am receiving that complaint from him now.

Shrimati Sucheta Kripalani: It is a legitimate grievance.

Shri Damodara Menon: I want publicity. You have not done much so far as the Plan is concerned. So if a part of the money is spent in developing the existing media I think it would be a good thing.

Shri Punnoose (Alleppey): Has he any plan like that?

Shri Damodara Menon: Not the planners. These anaemic Stations are continuing and you do not want to improve them.

There is another thing. How are you going to reach the villages? If you spend half of the money on providing receiving sets at village centres I think some of the things you are broadcasting from your station will be heard and appreciated and will reach the village folk. Instead of that you want thirty two vans, some high paid officers and you want to have six zones. How are you going to reach every home in a country like ours with six zonal units? Are we mad to think that with six zonal units we can reach every village in this vast country? It is only for the pleasure of some officers to take some odd photographs here and there, all in a holiday mood, and we are asked to pay for it. It is a huge waste, and I oppose this grant.

Shri T. N. Singh: Mr. Chairman, Sir, I think this time it is my pleasure to give my unqualified support to this move. It is not always necessary to be critical; at times things may have to be supported. I will say why I am supporting this. Because I feel that what is very necessary is that the man in the street, the man in the village, should know what is to be done and what is being done. And one of the things I want the Information Ministry to keep in mind in this new scheme, and in which they

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should make a departure, is to see that there is no deviation from fact and truth in whatever statement or propaganda or anything that is done by this section. I think that is one of the greatest contributions which this venture, this new scheme, can make to the whole set-up. It is my faith and I have sufficient reason to believe that this will be one of the principal approaches of this propaganda scheme, and that is one of the principal reasons why I whole-heartedly support it. I would appeal to every section of the House to insist—let this scheme go ahead with full steam—that in every hand out or propaganda done through this agency, it will be seen that the villager is told the truth and the facts. If there are shortcomings,—I know probably we may not reach the target, we may not be able to do things in time—there is no harm. Even in China, of which some of us on this side are very much enamoured, I have heard that they said: this is the target; this is the capacity of production; let us do 60 per cent. and we shall be satisfied. There was no criticism on that ground. Unfortunately, here we always think of 100 per cent. perfection and no shortcoming. Let us take note of all these imperfections, imperfections of our men, imperfections of our machinery, and say, frankly, we were able to do this much only. If there are shortcomings, let us have criticism: but not in a spirit of turning round. That is the spirit in which we should approach this question. I have every reason to believe that this is the scheme on which we are going to launch and that is my only reason for giving my wholehearted support to this. I ask all sections of the House to give their blessing to this measure.

I have always felt that our Information and Broadcasting Ministry has probably not given so much attention to propaganda and spread of information in the villages as it should. I think, therefore, that this is a proposal in the right direction because we are really going to make a well

thought out approach to the villages, that is, mostly through visual propaganda, the film. As experience has shown the film is probably the best medium for telling our people what is being done and what is not being done, and what we want to do. This we must tell them in the most effective manner. I think the major part of the expenditure is going to be incurred on visual propaganda and I think that is the best thing to do. That is another reason why I give my whole-hearted support to this demand. The usual method is printing a lakh of small books and distributing them. In a huge country of 400 million people, it reaches not even 1 per cent. or half a per cent. or even .05 per cent. of the people. Sometimes, that is mostly thrown into some corner. There also I think this is the right method. Let us not be unnecessarily critical or oppose anything that comes up. That is not the right spirit. With these words I support the Demand.

Shri N. B. Chowdhury (Ghatal):
Mr. Chairman, we have moved two cut motions to oppose this Demand, numbers 27 and 31, to discuss the necessity of providing such a colossal amount at this stage. When after 2½ years of the working of this Plan, we see the unemployment question assuming such staggering proportions and when there are so many famine-stricken people, people starving, the Government of the day has come forward with this Plan for elaborate propaganda about the Five-year Plan. We know that already there exists a huge publicity organisation at the disposal of the Central Government as well as at the disposal of the State Governments. These State Governments have got their own weeklies, their publicity organisations and publicity officers. There are so many journals through which they are publicising their Plan day in and day out. What is the necessity of providing this huge sum of Rs. 38 lakhs out of Rs. 1,48,00,000 for the duration of the Plan? We know that already there is a provision of Rs. 1,02,64,000 for the Ministry of Information and

Broadcasting. This, of course, is exclusive of another sum of Rs. 2,28,00,000 provided for Broadcasting purposes. We know from the talks over the Radio that there is already a lot of propaganda about the Five-Year Plan. At this stage, what is the necessity of this elaborate arrangement for publicity of this Five-Year Plan?

We do not wonder, because we know and we hear from all quarters that the very Plan has been questioned, and that it has failed. The only purpose of this publicity organisation is to prop up a thing which has already failed, and thereby somehow to create an impression upon the mind of the people that the Plan which has failed and which they themselves are thinking of revising, has not actually failed, but has achieved something. It has been said in the relevant portion of the Plan itself that the people can understand the Plan only in reference to the local programmes. What is the local programme? I am not surprised when I hear from Professor Agarwal that even after this period, even in the big cities people do not know what the Plan is. How can they know? Because, there is nothing which they can know through experience. We know that there are certain river valley projects, the Chittaranjan factory, the Telephone automation and certain community projects. But, even if we include them all and consider the areas of operation of the Plan, it touches only a very small part of the country. How can people of a particular area, where there is no community project, where they see tremendous flood havoc and famine, when they see that the unemployment position is becoming worse while they thought that the Plan will reduce unemployment to a certain extent, realise that these river valley projects are going to bring any benefit to them?

They say that there is a sense of priorities and when the people come to know that the sense of priority is there in the Plan, they will come to

know what role they have to play in relation to the Plan. What is this sense of priorities? We the people of West Bengal have seen that for the purpose of automation of telephones, they have spent 14 crores of rupees according to the figures given in answer to a question. The people in the villages question this. They ask, "why cannot the scheme of automation wait for 5 or 10 years more?" When people have no food, when there is terrible flood havoc, when they have no land, if you go with your mobile units and show the films, posters, exhibits, etc., they will see that what is being professed is contrary to their experience. You ask them to build a school. They know that they will only put in labour, but they will not be able to send their children to the school because they cannot meet the cost of the education. You ask them to build a road. But, these people the workers in the factories and the agriculturists and poor peasants know that this is not going to bring food to them. Therefore, the first thing that has got to be done is to make a people's plan. If you want to create real enthusiasm among the people, your plan must be a people's plan. If the people realise that it is a plan made by them and it is a plan for them, and it is to be executed by them, then only they will come forward to work it heart and soul. We know that you now go to the people 2½ years after the Plan was made. When the Plan was made, they were not consulted. We know from the answer to a question in the Council of States that the Plan was, as a matter of fact, made up departmentally by the bureaucratic officials. From the Plan itself we know that only as late as March 1950, the Planning Commission was set up. By July, a kind of draft was ready. How can it be that this big Plan was made ready in the course of three months? We know also that a part of the Plan, that is the river valley projects, was already being executed. From all these facts, we find that there is nothing in the Plan to evoke the enthusiasm in the people, because the people are not going to

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benefit by this. If you want to create enthusiasm in the people, you have to change the Plan and modify it in such a manner that the people may derive direct benefit from it and in its day to day execution they see that the Plan is really for their help. Only in that case will they be interested. Only such a Plan can be supported, and then publicity for that purpose can also be supported. Sir, I oppose the Grant.

Shrimati Jayashri (Bombay—Suburban): I am surprised to hear the criticism made by some of the Members who want to run down the achievements made during this Five-Year Plan period by our country. They would praise the programmes and achievements of countries like China and Russia, but when we want to show our achievements, they think that we are wasting money on this Plan.

Sir, I myself have seen some documentaries in which the health programme such as keeping our wells clean and the B.C.G. programme are shown. I myself have felt very enthusiastic and I think that I learnt more by seeing these films than I should have by reading in books. I think this is the best way of educating our masses. We know that in the olden days we had knowledge imparted through Srutis, and that is how I should say till now we have heard about Puran stories and Srutis, and that is the best way of imparting knowledge to the villagers and the masses.

The hon. Member who spoke before me said that this is not our people's plan. May I know what he would call a people's plan?

An Hon. Member: Russian plan.

Shrimati Jayashri: When we want to teach social customs, when we want to remove some superstitions and bring improvements in the social customs, these documentaries and films, I think, are the best method by which

we can preach these social customs. Broadcasting and radio are the best way, and I should say the most interesting method, of imparting knowledge to children as well as illiterates. In most of the schools at present they are trying to show films which will give the children knowledge about geography, history and also about the various industrial developments that are taking place in our country. This is the right kind of method for imparting knowledge to students also. So, I should whole-heartedly support this Demand for expanding our Information and Broadcasting programme in the Five-Year Plan. This is the best way of doing publicity for the Plan. I support this.

Dr. Keskar: Before I reply to the specific points raised by various friends in the House, I would like to say a few words as a preliminary so that I need not repeat them in arguments to counter every one of the arguments presented by my friends opposite regarding the scheme for integrated publicity for the Five-Year Plan.

The Plan was debated in this House, rather the underlying principles of the Plan were thoroughly thrashed out and the House passed them by an overwhelming majority, and therefore...

Shri N. B. Chowdhury: In December, 1952.

Dr. Keskar: It does not matter. It was passed by this House and it has not again been countered by this House, and therefore that must be considered as the will of the House even though my friend opposite might not like it. And I might, Sir, with your permission, read only one sentence from the Plan which will explain the integrated publicity that we are presenting here. The Planning Commission in their final report say:

"A widespread understanding of the Plan is an essential stage in its fulfilment. It will help large numbers of persons to appreciate the main lines on which development

is expected to proceed over the next few years... All available methods of communication have to be developed and people approached..."

so that they understand the meaning of the Plan. I can understand friends on the opposite side saying that they do not agree with the Plan, therefore there should be no publicity for the Plan. But, as I said, this House has accepted the Plan and as such publicity for the Plan is a concomitant and an accessory which is absolutely essential. We have got here a Plan in which the Government proposes to spend more than Rs. 2,000 crores, in which practically no aspect of our national life has been left out, and it is probably the stepping stone to the economic prosperity of this country. Whether you agree with all the aspects of the Plan or not, whether you consider the Plan to be completely fool-proof and completely faultless or not, the Plan is a big thing and it is something which, if we want to be successfully accomplished, has not only to be understood by the people, but has also to be actively helped by the people. And it is for that purpose, absolutely essential that the Plan—not only its idea, but the basic principles of the Plan—should be put before the people in as concrete a shape as possible.

The speciality of this integrated publicity plan is, and it has been explained to some extent in the Order Paper here, that we do not propose to lay emphasis on the educated or literate public. For the first time, we are trying, we are making a concerted effort, to reach the masses of the people in the villages and in the country side, and it is for this reason that you find that emphasis has been laid more on audio-visual publicity—because in the country the majority of the people are not literate, and therefore this is a better way to reach them. And therefore you will find in this that much of the expenditure that is proposed here is for audio-visual publicity.

There has been criticism that this plan for publicity is coming a little too late. I do agree that the plan for publicity should have been launched much earlier. But that is no argu-

ment for saying that publicity should not be launched now because you have not launched it up till this time. No doubt, in preparation of this Plan, emphasis has not been laid on the publicity methods, and also on the publicity plan because we ourselves do not wish to have so much publicity. We also believe with my friend Mr. Damodara Menon that work is probably the best publicity, but at the same time work that is done in this corner is not visible to a person in the other corner. Whatever we do in a constructive way has to be made known to the people. We do not believe in publicity which puts wrong facts before them. We believe in publicity which gives correct facts to the people. We also lay emphasis on work first and making known the work afterwards. And that is one of the reasons why for the publicity plan for a Five-Year Plan which proposes to spend more than Rs. 2,000 crores there is demand this year of only Rs. 38 lakhs, which ultimately might go, as the proposal is, later up to Rs. 148 lakhs. It might appear enormous to certain people. My friends talk of the enormous sums of money spent on publicity here. But if you look into the amount spent on publicity in the countries which they always put before us as models here, you will find that they spend ten times more on their plans or their achievements. I do not grudge that. Let them do it. We do not do publicity on such a scale, exactly for the reason...

Shri N. B. Chowdhury: Do it provided it is a people's plan.

Dr. Keskar: This is what I consider to be a people's plan. We consider this to be a people's plan and if my hon. friend is not convinced that it is a people's plan, let him go and convince the people that it is not their plan. (*Interruption*). I might say that the argument that he has advanced is one of the reasons why we are obliged to do a little publicity for the plan, because some of my friends opposite take a lot of effort to go to the countryside and tell people 'Well, this plan is no good. Do not try to implement it'

[Dr. Keskar]

Otherwise, probably our necessity for publicity would have been a little less.

The publicity plan, as I said, is on a very modest scale. As I reply to some of the objections raised by Mr. Anthony, I would like to say that some of the items which he considers very big are not so big as he thinks them to be. You have to take into consideration first of all the immensity of the target. I do not say that we try to reach through this publicity plan or the machinery that we are going to put up now every single village in India. First of all, you have to remember that this plan will be carried out in co-ordination with the State Governments. This is not a plan that the Central Government alone are going to carry out. The expenditure that is given here is the expenditure that we are going to incur. Very soon we will have talks—probably next week—with representatives of the State Governments and a concerted plan will be made in co-ordination with them. It is only in co-ordination with the State Governments that we can hope to reach the largest number of people all over the country. And if you see the immense target that we have, you will have to accept that the expenditure that we are proposing before you is very little.

Let me draw your attention, first of all, to the fact that a very large part of the expenditure is non-recurring. For example, the expenditure on mobile units is an expenditure which is non-recurring. A very large part of the expenditure on the Films Division is also non-recurring, because quite a big amount will go for new equipment which will be needed and which will be used in later years also. So my point is that in the present demand the amount of non-recurring expenditure is pretty large. The recurring expenditure is not so great as Mr. Anthony was making out or fears it is. One of the reasons why you will find the particular demand to be much larger than we would have liked it ordinarily to be is that as we propose to reach people in practically every part of the country, a large amount of publicity will be

done in the regional languages, and as the number of regional languages is very large, whether it is in films or whether it is in pamphlets, we propose to have them in every language and in adequate numbers. It is that which means larger amount of expenditure than what we would have originally planned.

Mr. Anthony has tried to pick holes in the demand. First of all, he has said: why in two or three years? The reason is that the concrete and final shape to the Plan was not given three years back. It had been given only last year. The Plan, or rather some aspects of the Plan, were already being implemented and work was being done on various projects. At the same time, the picture of the Plan, as a whole, was given a concrete and final shape only last year after the Government brought a motion before this House which was debated and passed by this House. Therefore, it is not as if without having a concrete and final shape to the Plan first, we give publicity to the Plan. Publicity was given to various items in the Plan which were being constructed. But that kind of disjointed publicity does not give a complete picture or does not put the whole picture before the public. And that is the reason why we feel it necessary that now that the whole Plan is before the public, now that we are coming to what we consider the peak period of the planning work, now is the time to go to the public and tell them what the Plan is, what it means to them and what it is doing for them. That is the reason for the delay. I also wish with Mr. Anthony that we could have done this much earlier, but because it is a little late is no argument for not doing it now. It is never too late.

He has said that the publicity has not enthused the masses. I do agree with him entirely. I am for publicity which will put some enthusiasm in the masses. But for a publicity which will carry enthusiasm, which will use all media, we will have to spend a large amount of money, as many foreign countries are doing, and we do not

want to spend money on publicity which can be usefully spared for other work; otherwise, I would certainly side with Mr. Anthony that we should have large scale publicity which will put enthusiasm in the masses.

He is rather critical that a number of people have been recruited in this Ministry by the back door. As far as the five-year publicity plan is concerned, let me assure him that recruitment will be done according to established method. If he likes, I will get a certificate from the UPSC to assure him that things have been all above board. As for people being brought in by the back door before, I would certainly be glad to look into the cases which he considers have come by the back door, and I always stand ready to correction. I do not feel, like some other people, that we are all faultless. There might be some things which might not have been correct, but I am ready to look into any cases that Mr. Anthony would like to put before me of irregular recruitment, as he calls it.

He thinks that the Ministry is over-staffed. Well, Sir, that is a way of looking at things. He thinks so. What staff is necessary for doing a particular work is something which will have to be gone into in detail, and it is not possible for me to give the reasons why I consider that it not only is not over-staffed but is pretty under-staffed, as I know to my cost, because I have to work a little harder. But I might tell him that as far as the five-year publicity plan is concerned, the staff has been pared down to the minimum. We will not employ one single person more than is necessary.

Regarding the other points that he has made, as far as the film unit is concerned, he has asked: why so much of expenditure on the film unit, when for 6 units you spend a particular sum and for having two or three more units you are spending a larger sum? Now, generally speaking, as far as the films that we used to prepare up till now were concerned, a certain number of copies were prepared. But in view of the larger target of publicity that we

have and in view of the fact that most films will be prepared in all the regional languages, we will have to prepare a very much larger number of copies, and each copy costs. That is one of the main reasons for the larger cost of the units that will prepare copies for the five-year publicity plan.

Shri Frank Anthony: On a point of explanation. My point was that according to your previous estimate you had not budgeted for a sufficient amount. Six units had cost Rs. 40 lakhs whereas you have only asked for Rs. 12 lakhs with which you could get two, and not five, units.

Dr. Keskar: It is not a question of units. The unit is not an independent body. You have got a working division in which quite a number of things will be common. When you are working, you add something. It does not mean you duplicate what exists. Only certain things are added. That also has to be borne in mind.

But the rise in expenditure is due mainly to the very large number of copies prepared in the regional languages.

Regarding the question of publicity, Mr. Agarwala has mentioned that we are not giving adequate publicity. I do agree; I myself feel that we should give more publicity to what we are doing and by publicity I mean putting the facts before the public and not trying to beat your own drum. I would say that publicity is something which should be avoided but we live in an age of publicity and it cannot be considered that publicity is the prerogative of the Opposition. If the opposition also tries to publicise what they consider to be the faults of the Government or its misdoings, I think government is also entitled to put the correct things before the public and a correct perspective also. I think these are reciprocal things but Government tries to minimise its publicity and tries to put facts before the public. I must say that if you compare the publicity organisations of our Government with those of other governments, we are probably doing hardly any propaganda as such

[Dr. Keskar]

in fact, our ordinary publicity units in the Ministry are spending in all about 87 lakhs of rupees, and if you deduct from it 35 lakhs of rupees which we earn as income, we are spending only about 52 lakhs of rupees on what can be called publicity. Now, for a government which is spending more than 400 crores of rupees on the ordinary Budget, I think no reasonable person can call it publicity. It is really an apology for publicity. But, we do not believe in the type of publicity that certain countries indulge in. We only try to put a few facts before the public because of the important nature of the Plan and the vital place it occupies in the future of the country. We have felt that a slightly greater effort is needed to put before the public what probably is the Plan that this country has organised for its future.

Sir, I am just finishing. I have to reply to one or two other points. My friend Mr. Damodara Menon has said that work is better than publicity. I entirely agree with him. We are spending this amount not to say what the Government is doing is good but to put before the public what the Government is doing and let the public judge afterwards. If we really made an effort at publicity as it is conceived by various countries, we would have spent many times the amount that we are spending in this Plan.

As for the point that he made regarding the Five-Year Plan that we are changing, I do not see how that comes in the way of publicity of the Five-Year Plan. Do you want to have a static plan which must not change according to circumstances? I think we should have rather a dynamic plan, a plan which can be changed according to circumstances. But, that does not change either the objective or the main lines of the Plan, and I hope my friend the Finance Minister will agree with me that a change in the Plan may give even greater strength to the Plan.

Lastly, Sir, one more point. Mr. Chaudhury was saying it is a huge publicity organisation. Sir, one can

use adjectives very easily. I cannot reply using another adjective. I would only ask him to compare in detail this with the other publicity organisations which exist elsewhere and let the facts speak for themselves. He claims that the Plan has failed. I am very glad that he has informed me of the failure of the Plan. I wish he would go and try to convince the public that the Plan has failed. In any case, I am glad that he has that assurance to console himself. But we believe that the Plan has not only not failed but the Plan is succeeding and I am quite sure that the Plan will succeed still more.

Sir, I do not want to take more time. This is all that I have to say on the various points raised by my hon. friends.

Shri Frank Anthony: May I have permission to withdraw my cut motion?

Mr. Chairman: Has the hon. Member leave of the House to withdraw his cut motion No. 25?

The motion was, by leave, withdrawn

Mr. Chairman: I will now put the cut motions to vote.

Mr. Chairman: The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 38,30,000, in respect of 'Ministry of Information and Broadcasting' be reduced by Rs. 100."

The motion was negatived.

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"That the demand for a supplementary grant of a sum not exceeding Rs. 38,30,000, in respect of 'Ministry of Information and Broadcasting' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: I will now put the demand to the vote of the House. The question is:

"That a supplementary sum not exceeding Rs. 38,30,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1954, in respect of 'Ministry of Information and Broadcasting'."

The motion was adopted.

DEMAND NO. 133

Mr. Chairman: Let us now take up Demand No. 133. Cut motions Nos. 6, 7 and 40 have been allowed and taken as moved.

Shri Vittal Rao: Mr. Chairman, while commending the cut motions that I have moved, I wish to make a few observations. At long last the Government have decided to do away with the contract system in the railway collieries. But they say they will do away with the thing from 1st April, 1954. I do not know why we should wait for the 1st of April 1954 and why not straightaway do away with it here and now. For example, when 6 years ago this contract system was abolished in the Singareni collieries, there were about 17,000 workers working there. When under the pressure of the Union the management had agreed to the abolition of the contract system.....

Shri K. C. Reddy: The Singareni collieries do not come under railway collieries.

Shri Vittal Rao: I only cite this as an example to show that when they arrived at a decision to do away with the contract system they did not wait even for a day. For the last 7 years it is working departmentally. Similarly, here also the contract system could have been easily removed because this is a grievance which has been pending for a very long time. And, now I do not know what difficulties are confronting the Production Ministry to work it departmentally. We should know that already the coal miners are working under a great handicap. Their work is very arduous and hazardous. On the top of all this, these middle people, the contractors exploit them. So, I would strongly urge that the contract system should be removed here and now. Let us begin from 1st October. This is a demand pending for a long time.

Then I take up the question of housing. Only a sum of Rs. 5 lakhs has been provided for, and that too out of the savings to be made. Now, there are about 25000 workers in the railway collieries. I do not exactly know how many are housed; a great many are not housed and have not got quarters. If we go at the rate of 5 lakhs per year they will get at the most only 150 houses and by the time the remaining colliery workers are housed it will be 50 years according to the programme suggested and the money provided.

Then I come to the question of the implementation of the recommendations of the Central Pay Commission for the railway colliery workers. Sir, originally these railway colliery workers were getting the Central Pay Commission scales for a long time and they were getting the same grain concessions as the railway workers. Thereafter sometime in the year 1950 great injustice was done to them. They have referred the case of the railway colliery workers to the Industrial Tribunal whether they should get the same grain concessions as were allowed to the other railway workers. The Industrial Tribunal,

[Shri Vittal Rao]

taking into consideration the other collieries, the market collieries, have brought these railway colliery workers also on a par with the market colliery workers with respect to these concessions. So, the concessions have been cut. When the Government is the employer in these railway collieries, they should set up ideal conditions. They should be an ideal employer. Now, there are nearly 3,60,000 workers in the collieries all over India; there are about 1000 collieries and in many collieries which are owned by other employers, when we tell them to abolish the contract system on the plea that the Government have agreed in principle, they turn round and ask, 'if they have agreed in principle why should they not implement the same thing in their own collieries'. This is the same case in regard to housing and in regard to pay scales also. They ask us, 'Have the Government implemented these; let them do so and we will follow'. Now, Sir, for these reasons I very strongly urge that the case of these railway collieries be not sent to the Industrial Tribunal that is proposed to be appointed for the colliery workers. Let the scales of pay recommended by the Central Pay Commission be implemented.

Shri K. P. Tripathi (Darrang):
Mr. Chairman, I welcome this gradual conversion of collieries by abolishing the contract system. I have just come back from the collieries and I can tell you, Sir, that when this news was flashed in the newspapers, there was great jubilation in the collieries. Therefore I think it is a step in the right direction. This contract system has been an evil and I think that the sooner it is abolished from all collieries the better. In one colliery in which I went recently I was told that when they work there for six days, five days' wages were paid to the workers and one day's wages were taken away by the contractor. So you see what evil may lie in this system. The system is

pernicious and the sooner it is done away with, the better, not only in the collieries, but I feel that wherever there is permanent work carried on from day to day, the contract system should not be allowed there. The contract system should be abolished therefrom.

I am very glad that the Minister is taking some grant from the House for the purpose of housing. As my friend Mr. Rao has pointed out, the money which you have budgeted is too small a sum for the purpose and for the programme which will be carried through. Recently I was shown some housing in a colliery called Victoria Colliery. I was told that the tradition of housing in collieries is almost the same. The houses look like hovels or tunnels or caves, and each house had a row of rooms. Each room was eight feet by 24 feet. Do you know how many people were living there? There were 30 persons living there, and the whole floor was broken up. I asked them: "how do you sleep here?" They said they had to sleep there. There were also two women living, two women living with 30 men. These men were working in shifts. So you will see, Sir, that these collieries house people in the way in which promiscuity might be promoted. I saw similar things in some of the plantations in South India when I visited there. Therefore, I say that housing is one of the most important problems of collieries and plantations. Until and unless you look into them, you will not be able to solve the problem of labour in either of these industries. I beg to draw your attention to the fact that the collieries as well as plantations developed out of slave labour and therefore the vestiges of slavery have not gone away. Therefore, as soon as you take this problem in your hands, you will have to develop the units as models. If you develop them as models it would be incumbent on private owners to develop their collieries also in the right way. They may also have to abolish

this contract system in those operations where they are continuing contract system, and they will have to provide better housing. The housing programme which was announced by Govt. from year to year has not been taken advantage of by the employers. What is the reason? The reason has to be found out and if you try to find out the reason you will see that all these industries which were floated hundred years ago are under-capitalised. They do not want to expand their capital and for this reason they want to continue the housing as it is. If you continue as it is there is no hope of raising the standard of labour, and if you do not raise the standard of labour, then you cannot compare the production of your labour with the production of the west—in U.K. and the United States. In the United States, for the last 40 years, there has been a continued rise in the production at the rate of three per cent. per year. That was not done only by labour. That was done also by the mechanical and technical improvements, by the higher wages, by the improved conditions of labour, etc., and this is very necessary. We have been listening about certain schemes whereby the Government of India have invited technicians from the I. L. O. in order to find out how productivity can be increased. The more I study the conditions of labour in India the more I find that productivity cannot be increased until and unless the living conditions, wage conditions and working conditions are improved.

7 P.M.

The main reason why our labour produces so low is this: that it is underfed, under-housed, under-nourished, has bad living and working conditions. Therefore, I would request you, Sir, to note that the step you take today is a movement in the right direction. You will just try to have a taste of how a colliery has to be managed. You are trying to have model schemes. I would request the Production Minister particularly to go on to the

management of other industries also so that he might have an idea as to how other industries should be managed so that models might be held forth in other industries also. Then only it would be possible to develop the private sector which is adamant and will not change. I would request you, Sir, to consider one point which I feel strongly. Other industries have been there for the last hundred years. I am not talking of the new industries, but about the industries which were floated and have been for the last hundred years, which have enjoyed their capital over and over again so that in dividends alone they have realised the entire capital floated several times over. It is for you now to lay down minimum conditions of labour and if these industries do not provide the minimum conditions of labour, then it is time that the Ministry should bring forward legislation that any unit which does not provide this minimum condition shall not draw dividends. If you do not prevent the dividends, there is no way by which you can force these units to give minimum conditions as you desire. Therefore I really welcome this measure and I think it would be a measure out of which the Ministry would derive experience and hold forth a model for others to follow and it will be a measure also for the Ministry to study the economics of the industry with a view to finding out how best it may promote better living conditions, working conditions and wage conditions so that the conditions of labour in India might be something comparable—gradually comparable—to those obtaining in the west. It is in this way that we can raise the conditions of our labour and hold forth our head before the world. Otherwise, there is no other way. Mr. Chairman, I thank you.

Shri K. C. Reddy: I am very glad to find that the proposal to abolish contract labour and replace it by departmental labour has been welcomed in this House. The only point that

[Shri K. C. Reddy]

has been made is that this replacement of contract labour by departmental labour in the remaining two collieries out of the eleven railway collieries should be done here and now, and should not be postponed till 1st April, 1954. The House will appreciate the fact that after the Government of India took a policy decision that contract labour should be replaced by departmental labour, this has been given effect to in nine railway collieries already. The two remaining railway collieries, Bokaro and Kargali, are the biggest railway collieries employing a large corps of labour. It is easily said when it is stated that it is better to do it at once, that it has to be done here and now. But it is not possible to do so. We have got to take certain preliminary steps before we can do so effectively and satisfactorily. That is why we have fixed the target date, as 1st April, 1954, and before that date we want to put up the necessary buildings and other arrangements have also to be made, if we have to replace this contract system by the departmental system as already announced. It is for the purpose of putting up the necessary buildings, etc., that we have asked for the token supplementary grant which covers a new service. So, Sir, I hope there would not be any impatience at the fact that we are doing this about six or seven months later. If we are able to do it, I think we can congratulate ourselves that we have done it in a fairly quick time.

Regarding the other point namely, housing, I wish to say straightway that there can be no two opinions on the suggestions that have been expressed by the hon. Members who have just now spoken. I realise the necessity for proper housing of our labour wherever they are working. I also subscribe to the view that the more contented the labour corps we have the more efficient they will be and the better will be their production in our industries. There can be no two opinions about that. I can also freely

confess that so far as housing is concerned for the railway colliery labour leave alone the other collieries, we have unfortunately for various reasons beyond our control not made as satisfactory arrangements, or as satisfactory progress as we would have liked to make. Government is keenly alive to the fact that the housing conditions of colliery labour leave much to be desired and there is great necessity for providing proper housing for railway colliery labour. The programme that we have now before us is a very modest one, I concede. In 1953-54 we propose to complete 124 houses and in 1954-55 we propose to put up another 362 houses. We have to put up a large number of houses before we can say that we have provided satisfactory accommodation to all our railway colliery labour.

Hitherto the policy was for the Ministry of Labour to take up this work and utilise the fund available in the Welfare Cess Fund. They were depending only on that source. But now we have changed that policy. The Railway Ministry are now the owners of these collieries, but the ownership will be transferred very shortly to the Production Ministry. We are considering a plan as to how best to provide the necessary number of houses for all our colliery labour and I have every hope that this programme, ambitious as it may be called by some, but which is very necessary in the interest of labour and in the interest of the industry will be satisfactorily implemented in as early a period as possible. I need not say more about it at this stage.

With regard to the third point, namely, the implementation of the recommendations of the Pay Commission, so far as the railway colliery labour is concerned, I wish to say a few words. The Central Pay Commission's recommendations do not apply to casual workers and daily rated weekly paid workers. It refers only to daily rated

monthly paid workers. There are 237 categories of such workers in the railway collieries. Out of these 237 categories, the Pay Commission's recommendations have been accepted and have been given effect to in respect of 159 categories. In respect of another 22 categories, Sir, the Ministry of Production has sent up a proposal to the Ministry of Finance and it is expected that the final decisions of the Ministry of Finance will be available at a very early date. With regard to 43 other categories also, proposals have gone to the Ministry of Finance and we are expecting a finalisation of this also at a very early date. So, Sir, only 13 categories more are left. In regard to them we are expecting recommendations from the Coal Commissioner and as soon as those recommendations are received, Government will be quick to pass orders thereon. It will be seen, therefore, in regard to a large number of categories, the Pay Commission's recommendations have already been given effect to. It is only in the case of a few categories that final action is yet due and I can give an assurance to this House that final orders with regard to those remaining categories also will be passed at a very early date.

These are the three points that were covered by hon. members who spoke on the cut motions. I hope the answer that I have given is fairly satisfactory and the cut motions will not be pressed.

Mr. Chairman: I shall put the cut motions to the vote of the House.

The question is:

"That the demand for a supplementary grant of a sum not exceeding Rs. 1,000, in respect of 'Capital Outlay of the Ministry of Production' be reduced by Rs. 100."

The motion was negatived.

Mr. Chairman: The question is:

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ing Rs. 1,000, in respect of 'Capital Outlay of the Ministry of Production' be reduced by Rs. 100."

The motion was negatived.

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The motion was negatived.

Mr. Chairman: The question is:

"That a supplementary sum not exceeding Rs. 1,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March 1954 in respect of 'Capital Outlay for the Ministry of Production.' "

The motion was adopted.

THE APPROPRIATION (No. 4) BILL*

The Minister of Finance (Shri C. D. Deshmukh): I move for leave to introduce a Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the service of the financial year 1953-54.

Mr. Chairman: The question is:

"That leave be granted to introduce a Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the service of the financial year 1953-54."

The motion was adopted.

Shri C. D. Deshmukh: I introduce the Bill.

I beg to move:

"That the Bill to authorise payment and appropriation of certain further sums from and out of the

*Introduced with the recommendation of the President.