

14.38 hrs.

## COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

## THIRTY-FIFTH REPORT

Sardar A. S. Saigal (Janjgir): Sir, I beg to move the following.

"That this House agrees with the Thirty-fifth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 25th February, 1959 "

Mr. Deputy-Speaker: The question

"That this House agrees with the Thirty-fifth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 25th February, 1959 "

*The motion was adopted*

14.39 hrs.

## RESOLUTION RE: INTERIM RELIEF TO CENTRAL GOVERNMENT EMPLOYEES—contd.

Mr. Deputy-Speaker: The House will now resume further discussion of the Resolution moved by Shri S. M. Banerjee on the 13th February, 1959 regarding interim relief to Central Government employees. Out of 2½ hours allotted for the discussion of the Resolution, 29 minutes have already been taken up and 2 hours and one minute are left for its further discussion today. Shri Nath Pai may continue his speech.

Shri T. B. Vittal Rao (Khammam). What about amendments? Can we move them now?

Mr. Deputy-Speaker: The amendments had been moved last time. Shri Vittal Rao has given notice of a fresh amendment. Though it is belated, I will allow it. That will be deemed to have been moved and I will treat it as moved.

Shri T. B. Vittal Rao: Sir, I beg to move

That in the Resolution,

add at the end,—

"in view of the high prices of foodgrains and other commodities."

Shri Nath Pai (Rajapur): Sir, I rise to make a plea and an appeal on behalf of those who are condemned by the Government of India to toil and suffer but forbidden to complain, to groan or to protest. I want to endorse the plea of the two million employees of the Government of India that the Government be pleased to consider a second instalment of interim relief. I shall, Sir, confine to the barest facts and show what is the justification.

The finance Ministry in its office memorandum dated 27th December, 1957 had thus to say: "The Pay Commission have, in their interim report dated the 14th December, 1957 recommended the grant, with effect from 1st July, 1957, of an increase of Rs. 5 per month in the dearness allowance of all Central Government servants whose basic pay does not exceed Rs. 250 per month."

And here comes the important sentence to which I shall particularly be drawing the attention of the Finance Minister.

"The Commission have already observed that this will be of a temporary nature and will ensure until they make a further or a final report"

It was made abundantly clear on that occasion that this was to be a temporary relief and a further relief, if such circumstances justified it, will of course be coming forth till the final report comes.

There were, therefore, two things; either the Pay Commission expeditiously finishes its work and submits to this House its final report, or, fail-

[Shri Nath Pai]

ing that, a further instalment of interim relief is made available to the employees. Now, it is common knowledge and it is true to say that there has been delay. It is habitual with Commissions which we appoint that they take inordinately long time in finishing the work which, the circumstances demand, should be finished expeditiously. It will be far from me to suggest that the present Pay Commission is not trying to do its work honestly, faithfully and with speed and expedition. Nonetheless the case is so obvious that one would have expected that the matter was dealt with speedily. It pains us when we bear in mind the suffering that is being caused to a very large number of government employees by the delay in the publication of that report.

I do not like to point out smiles which denigrate our country, but whenever other countries have been called upon to decide issues of such urgency and importance, the Commission has done the work within less than four months. Very often we have heard fundamental issues have been dealt within six weeks. This Commission has been taking time which has exceeded the limit of more than 18 months.

Leaving aside this inordinate delay, what is the next thing that we can do? If the whole case of the Government employees cannot be scrutinized and placed on a proper basis, what is the second best that we can do? The second best was the grant of interim relief. The first Pay Commission had suggested a certain basis for that, and what was that basis? They had suggested that for every increase of 20 points in the cost of living index, there should be an automatic adjustment of Rs 5. This is a rule generally followed in the industries in this country and in other countries. Whenever there is a rise in the cost of living index, the dearness allowance is automatically adjusted in those countries which are more faithful and more honest about

what they write on their banner. This is automatic in France, in Britain, in Austria, and in the Chambers of Commerce, and the Ministries concerned—Labour, Commerce and Finance, in consultation with the trade union movements of the country. This readjustment is brought about without there being any necessity for any kind of plea or agitation or movement. But nothing of this kind happens here. However, there is a basis which has been laid down and which may be a guidance.

Why do you continuously go on ignoring that basis? I am afraid that some stock pleas may come. I would much prefer that Shri Morarji Desai, as he is famous for his forthrightness and honesty, will try to give us a clear-cut answer. What is the way?

**The Minister of Finance (Shri Morarji Desai):** Yes

**Shri Nath Pai:** I am expecting, I am looking forward to it. What are the difficulties in denying to the Government employees the second interim relief? Is he going to fall back on this plea "If the Pay Commission recommends, I am not going to deny it." No, that is not true. It is up to you and that is what we demand of you. Give this demand to the Pay Commission. If the Pay Commission then denies it, that is a different case. It is your refusal to forward the demand that is our complaint against you.

What we demand is this, and these are the terms of reference. By the terms of reference, the Pay Commission by itself is not going to recommend something. The Government may make references from time to time. This is one of the things that you can refer to them, and it is on this point that you will have to satisfy us.

I shall now be trying to give some definite data. Is this the plea, is this the usual trick of the trade unions—“Grab for more and work

less". No, Sir. Take the [Posts and Telegraphs Department, which is the oldest department in the country, of which the Government takes credit, which has completed a century of honest, faithful service to this country, How many hours a week do they work, per year? It is 2,228 hours. Compare it with ours, with us who are here in this House That figures does not come to that much It is a bare thousand

It has been often suggested, and the plea has been raised, about the conditions of life of these people A sample survey was recently conducted by experts, and these are the revealing things that have come out Is it becoming of us to ignore and sit tight by saying there are no finances, no resources? I will take the question of resources very soon First, let me try to describe to him the daily sight of the pitiable postman coming in the morning, the telegraph boy coming in the night and knocking at the door, these innumerable Class IV people, with agony and misery in their eyes and faces If those faces have not moved us, here are the cold facts I do not think there is any heart so cold that is not stirred or moved by the suffering of these people who are confronting us at every stage, when we leave this building when we leave our own flats and houses Here are the cold statistics which tell a very sorry tale

From the study of 176 families conducted in Indore, it has been seen that the average family size is 6.37 persons per household Normally, it is not what the economic experts and the Finance Ministry do The unit taken for consideration is different, but this is a different thing, which is very high compared to the general Indian pattern of 5.21 persons per family It is further seen that 17 per cent of the families comprise ten or more members each When you make this allowance and take it as five persons,—of course you are going to introduce and implement family planning—today, as the things stand, the

families are larger and the Finance Minister has been one of those who have been encouraging large families in this country It is evident . . .

**Shri Morarji Desai:** They are not following me'

**Shri Nath Pai.** You are on record as having opposed some kind of birth control It is evident that the Posts and Telegraphs worker has to support a bigger and costly family at a younger age with comparatively meagre gross earnings at a higher cost of living in the cities, as no additional allowances are being paid to defray the additional cost of living which is natural in urban life 85 per cent of the employees are married. 71.6 per cent of the employees fall under the age-group of 20 to 30 who are directly responsible for the efficiency of the department

When I come to the question of resources, I want to point out, when the Ministries will be coming before this House for getting sanction and have grants passed, they will be claiming credit for the efficient performance of their Ministries Let us be honest Who runs them? You want credit for the efficient running of your departments Who runs your department? Is it the elite, the people at the top, or the miserable, ill-clothed, innumerable Class II, Class III and Class IV employees? It is this sight of the misery at the base and luxury at the apex that shocks one, that staggers one You claim that your department does so wonderfully well But who bears the burden? Can they answer? The Government will claim, the Finance Minister will be saying, how wonderful his regime, the party's regime is, how the country has been blessed with expansionist economy, how the national income of the country is soaring gradually. If that is true, you are not going to make the plea that it is the toiling workers who bring about this additional income to the nation but that the State is mainly responsible for bringing about this additional income. If the State is responsible, who runs

[Shri Nath Pai]

the State? Is it an exaggeration? Is it claiming something different than what reality warrants? I might suggest to you that it is these two million small employees working in heated rooms—not heated because they are closed but because they are so badly conditioned—which has produced this result. What do we get then? Here are the conditions. Provision of electric light and water tap is still a luxury to many Posts and Telegraphs families. I am taking the Posts and Telegraphs department deliberately, for that is a very sizeable section of government employees which has the longest service record in the Government of India, and that is a sample of what is happening to others. 38 per cent to 56 per cent respectively avail themselves of these facilities. The rest have no such provision in their homes. 88 per cent of the employees reside in rented buildings and practically no Government quarters are available for the workers. Things become more pitiable, looking to the fact that the department has not been able to spend even the meagre amount allotted to the building programme of the department during the two Plans. Shri S. K. Patil is not here to hear this brilliant performance of his department, but this is what a sample survey disclosed. I hope his brief is correct today.

When the Foodgrains Enquiry Committee of Shri Asoka Mehta was going round this country, a memorandum was presented, not by some trade unionists, but by the Delhi School of Economics. This is the revealing thing that comes out. The experts have taken the year 1939 as the base year, I am not fond of 1939, I would rather like 1950 to be the base year. They say, that with 1939 as the base year, cost of living index 100, assuming the real wages were Rs 67, in 1947, the year of grace, the year of independence, it stood at Rs 48. The war years have eaten into the living wages. I cannot hold, howso-

ever I may like to quarrel, you responsible for this fall.

**Mr. Deputy-Speaker:** I would not quarrel with the hon Member. There is one difficulty. I must give a warning that under Rule 178, no speech on a resolution shall, except with the permission of the Speaker, exceed 15 minutes.

**Shri Nath Pai:** I seek your permission.

**Mr. Deputy-Speaker:** I can add 5 minutes more, not beyond that. He has started at 2.37.

**Shri Surendranath Dwivedy (Kendrapara):** You may give him some more time.

**Mr. Deputy-Speaker:** Only 2 hours are left and the Minister also has to reply. May I know how much time the Minister would like to have?

**Shri Morarji Desai:** A minimum would be half an hour.

**Shri Nath Pai:** If he is going to say only 'no'.

**Shri Morarji Desai:** I may say 'no', but I must say it in a convincing manner.

**Shri Tangamani (Madurai):** He has already made up his mind.

**Shri Nath Pai:** I was still continuing my speech in the hope that I will be able to move the hon Minister, in spite of what he has said in the House the other day. I am very discouraged to see that he has not been melted either by the cogency of my arguments or by what he has been seeing around him. I hope that during the time he has still to ponder, he will perhaps reflect upon his original decision.

**An Hon Member:** Little hope.

**Shri Nath Pai:** I was, therefore, pointing out that in 1947, it stood at Rs 48 for Class III and Rs 22 for Class IV. I do not want to go year

by year. But coming to 1957, the cost of living index stood at 380 and the real wages stood at Rs 89 50 for Class III and Rs 21 for Class IV. Can anybody controvert this figure? Is this fabrication? Is this a conjecture of some magician? It is a tragedy brought about by those who are instrumental in running the administration of this country. These cold figures have a moving and pathetic story to tell, which is written in many homes. These people today are finding themselves in this plight.

I will not be going into more figures beyond this that I have tried to confine myself to two very important surveys. The last figure I would like to quote is from December 1958 bulletin of the Reserve Bank of India run by very dependable and respectable gentleman.

"The up-trend in the all-India consumer price index for working class—base 1949—noticed since ever last continued, the index rising to 223 in October. The October index represented a rise of 3.8 per cent over that a year ago."

How many tears come from the wife of the postman when these cold figures are recorded in the Reserve Bank index numbers? We are not exaggerating, we are not dramatising, but it is a practical experience of which every one of us is ashamed. It is not only I that received 40 telegrams recently from Government employees all over the country to appeal to the Government but you see these pleas everyday at your home, when these people call at your home and ask you to do something about it.

There is only one figure that I would like to bring to his notice. The *Labour Gazette* gives the figure for December, 1958 as 412. While granting the interim relief, this is what the Commission has said.

"Even according to this low calculation, the dearness allowance would have been increased in all by another Rs 10 if the index

number had reached 385 and remained at or above that level for three successive months."

They were ready to grant Rs 10 provided the number has stabilised. But the number has far refused to stabilise. To use a cogent phrase of Sardar Swaran Singh, "the number is not obliging" and the number is soaring higher. It has jumped up to 412. What have we done? Nothing whatever. Here is an occasion, an opportunity, to think of all this.

Now, he will be telling me that there are no resources. Shall I quote what was said in the past week in this House? I am not going to turn to Ashoka and point out here are the resources. I am not casting gluttonous eyes in the direction of the Ashoka, it is an old exploded thing. There are fresh avenues to explore. Last week, Sardar Swaran Singh told this House that Rs 17 crores are due from two firms. If you increase your interim relief by another Rs 5 the total bill to the exchequer will be Rs 12 crores. Two single firms in this country owe him me and the employee, Rs 17 crores. The same companies—Messrs Tata Iron and Steel Company Limited and the Indian Iron and Steel Company Limited, each have between them Rs 10 crores interest-free. How much is the interest per year that is being lost? It is Rs 1,20,00,000. It is admitted by the Home Ministry that the expenditure on the civil administration in this country has gone high and is showing no sign of stopping at any level. I would like the Minister to tell me what fraction of this additional expenditure has gone into the pay packet of the Government employee.

We would like specific answers to these points which we are raising. Is there not justification for the demand? Was there not a stipulation that as this price index goes higher, you will be thinking of their case again? Are there no resources? These are the three questions I would like to draw to his attention.

[Shri Nath Pai]

Finally, before I force you to ring the bell, I would say that the hon Finance Minister is a very realistic administrator, but the methods that are being employed for meeting this genuine suffering are not showing any reflection of that realism. Throttling a man who is hungry, preventing him saying "You shall not cry that you are hungry, you shall not complain when we are whipping you, even if the burden becomes unbearable, you shall not relieve yourself of the burden, nor shall you complain"—this is what in simple words Rules 4A and 4B are. He might say, it is paraphrase

Presently, the Accountant General in Bombay was pleased to order that the girls in the office shall not weep because that is a demonstration. I am quoting verbatim, I come from Bombay. Girls were protesting because somebody was removed and that is the only way. But weeping also is construed as offensive and likely to undermine the security of the State. He is expressing his surprise.

Shri Morarji Desai: I am not surprised.

Shri Nath Pai: That is a pity.

Shri Tangamani: He is never surprised.

Mr Deputy-Speaker: Now he is forcing me to ring the bell.

Shri Nath Pai: No Sir, I shall conclude. It will not, therefore suffice to fall back on such rules like 4A and 4B and stop them from demonstrating. It does not add to the dignity of this House and it does not forbid well for the future of democracy. On the last occasion, we were told that the Government cannot afford the luxury of a pay commission. Then 2 million Government employees said "We must have the pay commission" and then it was granted suddenly and hurriedly. It is better that the hon Minister says it here, because this House is the highest forum of the country where a complaint will be

judged and the reply will be given. Let him give the reply here. Let not the complainants be forced to look in other directions for relief. I am an incorrigible constitutionalist, but I think to that end we owe this that the Constitution and Parliament become responsible and do not turn a deaf ear. If we do this, they will also conform to all their obligations.

15 hrs

Shri Tangamani: I rise to support the Resolution which was moved by my hon friend, Shri S M Banerjee to request the Government to grant a second interim relief to the Central Government employees. I have moved two amendments and those amendments are more to support the stand taken by the mover of the Resolution. My amendment says that this interim relief is necessary because the relief that has been given is a paltry sum of Rs 5 only. The second point that I have brought out in my amendment is that there is likely to be delay in the publication of the Pay Commission's Report.

Coming to the first point, it is common knowledge that this Rs 5 will not be able to compensate the rise in the cost of living index. The second point is that when once the Central Government or a Pay Commission set up by the Central Government fixed a minimum of Rs 5 then all the wage boards will follow suit. Recently, the sugar wage board has also come out with an interim relief.

15 01 hrs

[SHRI BARMAN in the Chair]

A question was put in this House on 25th February 1959, that is, day before yesterday, a Short Notice Question and in answer to that we were told that all those employees getting Rs 100 and less will get an interim relief of 5 per cent or Rs 2, those who are getting between Rs 100 and Rs 200 will get 4 per

cent or Rs 5 and those who are getting above Rs 200 a little more. Anyhow, most of the employees I am now referring to will be getting only Rs. 5 or less. In fact, they will be getting only Rs 3. So, when the basis laid down is Rs 5, it is likely to be followed by the other industries also.

Coming to the Central Government itself, in the Posts and Telegraphs Department, as you are aware, a special officer was appointed to fix the wages for the extra-departmental staff of the Posts and Telegraphs Department. They probably number more than 100,000. Now this is what the notification says:

"Interim Relief to Extra Departmental Employees of the P & T Department"

Copy of the letter No 17/18/57 P&A, from the Ministry of Transport & Communications Govt of India, (Department of Communications and Civil Aviation) to the DGPT New Delhi

'I am directed to invite a reference to the Govt of India Ministry of Finance O.M.N. F9(18)-EST(SPL)157 dated 27-12-57 sanctioning the grant of an interim relief to all the Central Govt Servants other than the Extra-Departmental Employees of the P & T Deptt and certain other categories mentioned in para 5 of that O.M. The question of granting some relief to the Extra Departmental Employees of the P & T Department has since been considered by the Government of India and the President is now pleased to decide that all Extra Departmental Sub Postmasters and Extra Departmental Sorters now drawing the Dearness Allowance of Rs 25/- per mensem and all other Extra Departmental agents drawing Dearness Allowance at Rs 10/- per mensem may be granted an increase of Rs 2/- per mensem in Dearness allowance as a measure

of interim relief. This increase in Dearness Allowance will have effect from 1st July, 1957 and until further orders.'

So we find the workers in the sugar factories are getting Rs. 3 and the workers in the Extra-departmental cadre are getting about Rs 2/-

I shall not develop the arguments advanced by the previous speakers to show that Rs 5 will not meet the ends of justice. The last Central Pay Commission itself when granting the interim relief said that they would have given Rs 10 if the cost of living is 385 points. Today the cost of living has gone up by another 20 points. If we are going to accept the original formula laid down in the First Pay Commission Report, namely, Rs 5 for every 25 points today Rs 15 will be the interim relief which will have to be paid to the Central Government employees.

Now I shall come to the second point which is about the delay in the publication of the Central Pay Commission's Report. The other day in reply to S.Q. No 311 the hon. Finance Minister was pleased to state that the Central Pay Commission's report will be published in June. We are grateful to him for that. Now I should like to know from him:

**Shri Morarji Desai:** I said that it will be received in June, not published in June.

**Shri Tangamani:** The difference is between Tweedledum and Tweedledee. We are not going to allow you to keep it for yourself.

**Shri S. M. Banerjee:** The Finance Minister had stated that it will come in June. That is what we understood also.

**Shri Morarji Desai:** That is what I said. It will come in June to me.

**Shri Tangamani:** After it reaches him it is going to be a job to get it out of his hands. That is the experience that we have.

**Shri Morarji Desai:** It will not be job.

**Shri Tangamani:** In the case of the extra-departmental staff Major Rajan was appointed as a kind of Pay Commission. The Commission gave its report in July, 1958. We want to know when it is likely to come.

**An Hon. Member:** Lost in transit.

**Shri Tangamani:** When the report is received, the Ministry sleeps over it and we have again and again to remind the Ministry, remind the Government "let us know what has happened to it". We do not know what his recommendations are. The recommendation of Major Rajan are being perused by the Ministry. If the Ministry comes to a particular decision, it may come to us. When it reaches us there may be so many anomalies. My point is even if the report is received, the benefit will go to the employees only after 1, 2 or 3 years. That is why it is imperative, and the House also feels so, if we are going to do justice to these Central Government employees who were patriotic, who showed their patriotism in August, 1958 by withdrawing the strike notice in deference to the wishes of the Prime Minister, in deference to the wishes of political parties, in deference to the wishes of the people, we must do it now itself. So, I would like to know from the Finance Minister if and when the Central Pay Commission's Report is received, how long will it take for the Ministry to consider it and give their recommendations and make it available to this House. At least to that I want a categorical reply. Otherwise, the inference that will be drawn is that this is also an attempt to drag on the issue.

The original appointment of the Pay Commission was only a pallia-

tive to the Central Government employees. Now the Central Government employees have to wait for the report of the Commission and when the Commission's report is about to be published, all sorts of things are taking place in this country. Rules 4A and 4B are being applied indiscriminately and I can say that in the State from which I come, Madras State, it is very liberally used. A circle secretary of the Posts and Telegraphs is being charge-sheeted here and another circle secretary in another department because he has demonstrated, and to this day, like the "office of profit" God only knows what the definition of "demonstration" is. If the hon. Finance Minister is at least kind enough to let us know as to what exactly the meaning of "demonstration" is, we will be grateful. What I am saying is that having got the appointment of a Pay Commission, when the Commission has got all the material before it, before its report is about to be published, attempts are being made to terrorise the Central Government employees. Now when once it is received—according to the Finance Minister, received by him—again, I repeat it is necessary at least to take the House into confidence as to how long he is likely to take for considering it and submitting his recommendations.

श्री बाजपेयी (बनारसपुर) समापति महोदय, जो प्रस्ताव मेरे मित्र ने उपस्थित किया है उस में मैंने दो संशोधन रखे हैं। उन के प्रस्ताव का अभिप्राय यह है कि सरकार केन्द्रीय कर्मचारियों का जिनका कि वेतन ३५० रुपये प्रति मास तक है, उन्हें दूसरी अन्तरिम सहायता दे लेकिन उन्होंने जो शब्दावली रखी है उस का यह अर्थ नहीं होता। उन शब्दों से जो अर्थ निकलता है वह यह है कि जिन की कि तनस्वाह ३५० रुपये महीना है, उन को दूसरी अन्तरिम सहायता मिलनी चाहिये। मैं उन के अभिप्राय को समझता हूँ और इसीलिये मैंने उस को स्पष्ट करने हुए एक संशोधन उपस्थित किया है।



कि जिन का कि वेतन ३५० रुपये तक है, उस से नीचे वाले कर्मचारी भी अन्तरिम सहायता की दृष्टि से शामिल किये जायें। जो पहले अन्तरिम सहायता दी गई थी ५ रुपये की वह २५० रुपये प्रतिमास पाने वाले कर्मचारियों तक ही सीमित थी। इस बात की आवश्यकता है कि उस का दायरा बढ़ाया जाय क्योंकि जिस गति से रुपये की कीमत गिरती जा रही है और जीवन की आवश्यक वस्तुओं के भाव बढ़ते जा रहे हैं, उस को ध्यान में रखते हुए ३५० रुपये प्रतिमास पाने वाले कर्मचारियों तक को अन्तरिम सहायता के क्षेत्र में शामिल किया जाना चाहिये।

दूसरा सशोधन में ये उपस्थित किया है कि सरकार अन्तरिम सहायता का रुपये में देने के बजाय इस बात पर गम्भीरता से विचार करे कि क्या केन्द्रीय सरकार द्वारा कर्मचारियों के लिये ऐसी दुकानों का प्रबन्ध किया जा सकता है जिन पर वह सस्ती दर पर जीवन की आवश्यक वस्तुएं प्राप्त कर सकें। अब यदि अन्तरिम सहायता रुपये के रूप में दी गई और चीजों के भाव बढ़ने लगे जिन तरह में कि बढ़े हैं और अन्तरिम सहायता दी गई ५ रुपये और चीजों के भाव अनापसनाप बढ़ गये तो अन्तरिम सहायता का कोई अर्थ नहीं रहता। आप दूसरी भी अन्तरिम सहायता दे दें और चीजों के भाव वृद्धि में काँट रोक न हों तो उस का भी अधिक परिणाम नहीं होगा। इस सम्बन्ध में मैं यह निवेदन करना चाहता हूँ कि सरकार ने गल्ले के थोक व्यापार का राष्ट्रीयकरण करने का फैसला किया है। अब आज नहीं तो कल इस का स्वाभाविक परिणाम यह होगा कि आप गल्ले का फुटकर व्यापार भी अपने हाथ में ले लेंगे। उस समय वितरण आपको करना होगा। अब यदि आप केन्द्रीय कर्मचारियों की दृष्टि से उनको नियत दर पर, उचित दर पर अनाज प्राप्त करने की सुविधा कर दें तो मैं समझता हूँ कि वह आज की दृष्टि से भी ठीक होगा और भविष्य की दृष्टि से भी लाभकारी होगा।

अभी इस बात को चर्चा की गई कि दूसरी अन्तरिम सहायता देने के लिए सरकार के पास साधन कहाँ हैं। मैं समझता हूँ कि जो सुझाव मैं दे रहा हूँ उसमें सरकार को अधिक साधनों की आवश्यकता नहीं होगी।

पहले रेलवे कर्मचारियों की इस तरह सस्ती दर पर अनाज दिया जाता था। मैं मानता हूँ कि उसमें कुछ गड़बड़ियाँ थी मगर उन बुराइयों को विकृतियों को दूर करके इस व्यवस्था को फिर में चालू करना चाहिये।

जहाँ तक अनाज के भावों में वृद्धि को रोकने का सवाल है, मुझे डर है कि यह वृद्धि रोकने वाली नहीं है। क्योंकि इसका सम्बन्ध केवल कृषि और खाद्य मन्त्रालय की नीति से ही नहीं है। एक दृष्टि में हमारा वित्त मन्त्रालय भी उसमें सीधी तरह में जुड़ा हुआ है। हम जिस ढंग से योजना बना रहे हैं और उसमें देश की अर्थ व्यवस्था के ऊपर जो आर्थिक भार डाला जा रहा है और जिसका कि परिणाम एनफ्लेशन में हो रहा है मुद्रास्फीति में हो रहा है, उसके फलस्वरूप भाव बढ़ रहे हैं। और फिर आप विचार करें कि भाव गिरने की बात कही जा रही है। लेकिन २५ रुपये मन पर गेहूँ के भाव स्थिर हो गये हैं ऐसा लगता है और आने वाले महीनों में २५ रुपये मन गेहूँ के सामान्य भाव समझे जाने लगेगे। और इधर तीसरी योजना के परामर्शदाता कह रहे हैं कि तीसरी योजना १० हजार करोड़ की बनायी जायगी। तो फिर मुद्रास्फीति को रोकना नहीं जा सकेगा और उस स्थिति में भावों पर नियंत्रण रखना बहुत कठिन होगा। अच्छा तो यह है कि सरकार अपने कर्मचारियों के लिए जीवनोपयोगी वस्तुओं का प्रबन्ध स्वयं करे और इसी दृष्टि से मैंने सशोधन उपस्थित किया है।

जहाँ तक पे कमीशन की रिपोर्ट का सवाल है, पे कमीशन को यह तो नहीं कहा जा सकता कि वह अपनी रिपोर्ट जल्दी दें। उनकी टर्मस आफ रेफरेंस बहुत जटिल हैं और उन्हें अपनी

**[श्री वाजपेयी]**

नीति पर विचार के लिए समय चाहिए, जल्दबाजी की जाये इस मत का मैं नहीं हूँ। लेकिन जून में रिपोर्ट प्राप्त होने की आशा है। फिर सरकार उस पर विचार करेगी। और हम बीच में कर्मचारियों को बढती हुई महंगाई से बचाने के लिए सरकार क्या योजना कर रही है यह मैं मंत्री महोदय से जानना चाहूँगा। यदि आप दूसरी अन्तरिम सहायता नहीं देते तो आप क्या करेंगे? कर्मचारियों में उत्पन्न होने वाला अमतोष किम तरह से दूर किया जायगा। पंचवर्षीय योजनायें कर्मचारियों के बलबूने पर सफल हो नहीं हैं। वे हमारे हम शासनतंत्र के राजमहल की नींव के पत्थर हैं। महल का शिखर तो दिखायी देता है, चमरू पर तो सब को आखे जाती है, पर वे जिनको छाती पर यह इमारत खड़ी हुई है, वे छोटे छोटे कर्मचारी जो इस इमारत के नीचे के पत्थर हैं उनकी दशा की ओर ध्यान देना आवश्यक है।

पंचवर्षीय योजनाओं का उद्देश्य जीवन-स्तर की उचा उठाना है। मगर जिनकी निश्चिन्त आय है, जिनकी फिज्ड इनकम है, और जिनमें सरकारी कर्मचारियों का वर्ग सबसे बड़ा है, महंगाई का कारण उनका जीवन स्तर गिर रहा है। योजना का उद्देश्य जीवन स्तर बढ़ाना है, मगर इन लोगों का जीवन स्तर गिर रहा है। इस सम्बन्ध में सरकार क्या करेगी? याजनायें कर्मचारियों के बल पर सफल होती हैं। यदि उनमें अमतोष बढ़ गया तो समाज विरोधी तत्व उसका लाभ उठावेंगे। आप उससे बच नहीं सकते। यह आपका कहना ठीक है कि यदि कोई धमकी दे तो उसका प्रभाव नहीं होगा, लेकिन धमकिया लोग क्यों देते हैं। मोघा कदम उठाने के लिए क्यों विवश होते हैं। अगर हम ऐसी परिस्थिति उत्पन्न करें जिसमें सरकारी कर्मचारी सतोष के साथ अपना जीवन निर्वाह करते हुए राष्ट्र के महान निर्माण कार्य के प्रति अपने उत्तरदायित्व का पालन कर सकें, तो यह हमारे लिए भी ठीक होगा और उन कर्मचारियों से

मैं हम अधिक कर्तव्य कर्म की अपेक्षा कर सकते हैं। इस दृष्टि से मैंने दो सशोधन उपस्थित किये हैं और मैं समझता हूँ कि सरकारी कर्मचारियों को समझे दाम पर जीवनोपयोगी वस्तुयें देने का जो सुझाव है उसके सम्बन्ध में गम्भीरता से विचार किया जाना चाहिए।

पिछले साल बजट पर भाषण करते हुए मैं ने एक सुझाव रखा था कि सरकार राशन बाइस इश्यू करे सरकारी कर्मचारियों के लिए। उसमें कुछ प्राप्ति भी हो सकती है और सरकारी कर्मचारियों को यह विश्वास भी दिलाया जा सकता है कि बाजार में जीवनोपयोगी वस्तुओं का भाव चाहे कुछ भी हो, उन्हें उचित मूल्य पर वे सब चीजें मिलती रहेगी। उनमें सुरक्षा का भाव पैदा होगा और जो अर्थ व्यवस्था आप बनाने जा रहे हैं, जिसमें अनाज का वितरण सरकार अपने हाथ में लेने वाली है, उसमें भी इसकी गगन बैठती है।

मैं समझता हूँ कि वित्त मंत्री महोदय इन सुझावों पर गम्भीरता से विचार करेंगे। इन शब्दों के साथ मैं श्री बनर्जी के प्रस्ताव की भावना का पूर्ण समर्थन करता हूँ।

श्री प्र० ना० सि० (चन्दीली)

माननीय सभापति जी, आज सदन के सामने जो प्रस्ताव श्री बनर्जी ने पेश किया है और जो सशोधन श्री वाजपेयी जी ने पेश किया है कि ३५० रुपये तक पाने वाले केन्द्रीय सरकार के कर्मचारियों को अन्तरिम रिलीफ दिया जाये, इसके द्वारा हम सदन का ध्यान २० लाख सरकारी कर्मचारियों की समस्या के समाधान की ओर आकर्षित होने का मौका मिला है। इस प्रस्ताव के द्वारा इस ओर भी ध्यान आकर्षित किया गया कि सैकड़ प कमीशन की रिपोर्ट के आने के दरम्यान मैं जो तकलीफें और मुसीबतें सरकारी कर्मचारियों

को उठानी पड़ रही हैं उनके सम्बन्ध में क्या कार्रवाई की जाये ।

लोगों का ऐसा ख्याल था कि युद्ध के दौरान में जो चीजों के दाम बढ़ गये थे वे युद्ध के ख़ातमे के साथ नीचे गिरेगें । लेकिन हमने देखा कि इस सम्बन्ध में अभी तक सरकार को सफलता नहीं मिली है । हमने महसूस किया है कि जो सरकार यह कहती रही है कि हम कास्ट आफ लिविंग नहीं बढ़ने देंगे इस मामले में सरकार बिल्कुल ही असफल रही है, और हम समझते हैं कि आने वाले वर्षों में यह कास्ट आफ लिविंग गिरने नहीं जा रहा है बल्कि उसमें दिनोदिन बढ़ातरी ही होने जा रही है । ऐसी अवस्था में मैं माननीय वित्त मंत्री महोदय से अनुरोध करूंगा कि जो केन्द्रीय सरकार के कर्मचारी हैं उनके सम्बन्ध में वह ठीक तौर से गौर करें । इस सम्बन्ध में इस बात को समझ लेना बहुत ही जरूरी है कि जब पे कमीशन ने १४ दिसम्बर, १९५८ को अन्तरिम रिपोर्ट दिया था उस समय कास्ट आफ लिविंग इंडेक्स ३८५ पर था यदि सन् १९३९ को बेस इन्फ्लेशन माना जाये । यह आकड़े हमको इकानामिक एडवाइजर के विभाग द्वारा दिये गये हैं । उन्हीं के आकड़ों से हमको मालूम होता है कि दिसम्बर, १९५८ में यह कास्ट आफ लिविंग का इंडेक्स ४४२ ७ हो गया । यह हमको अभी नहीं मालूम हुआ है कि अगर हम १९३९ को बेस इन्फ्लेशन मान लें तो जनवरी और फरवरी, १९५९ में कास्ट आफ लिविंग इंडेक्स क्या हो गया है । लेकिन जो आकड़े १९५२-५३ को बेस मान कर इकानामिक एडवाइजर के यहाँ से इश्यु किये गये हैं उनको देखने से मालूम होता है कि १९५२-५३ को बेस मानकर अगर दिसम्बर, १९५८ में कास्ट आफ लिविंग इंडेक्स ११३.३ था वह जनवरी, १९५९ में ११४.७ हो गया । इसका मतलब यह है कि जो जीवन निर्वाह की चीजें हैं उनके दाम दिन ब दिन बढ़ते चले जा रहे हैं ।

जब पे कमीशन ने सन् १९४६ में अपनी रिपोर्ट दी थी और जिसको सरकार ने सन् ४७ में माना था, उस रिपोर्ट में इस सिद्धान्त को सारु तौर पे रख दिया गया था कि जब भी कास्ट आफ लिविंग इंडेक्स में २० प्वाइंट बढ़ें तो पांच रुपये की बढ़ातरी अन्तरिम रिलीफ के रूप में डिग्रनेस अलाउंस में होनी चाहिए । लेकिन हम देखते हैं कि सरकार किसी उमूल से नहीं बचना चाहती । सरकार चाहती है कि बिना उमूलो के किमी मामले को चलाते रहे । हम देखते हैं कि सन् १९५७ में जब इन्टरिम रिलीफ दिया गया उस वक़्त कास्ट आफ लिविंग इंडेक्स ३८५ था और दिसम्बर १९५८ में ४४२ से भी ऊपर है अर्थात् ५७ प्वाइंट्स की बढ़ातरी हुई है । इसका मतलब यह है कि पे कमीशन द्वारा निर्धारित सिद्धान्त के अनुसार १५ से २० रुपये तक की बढ़ातरी सरकारी कर्मचारियों के महंगाई भत्ते में होनी चाहिए । लेकिन हमारे माननीय वित्त मंत्री कहते हैं कि पे कमीशन की रिपोर्ट आने तक वे इस प्रश्न पर गौर करने को तैयार नहीं हैं । मैं आपके द्वारा उन तक और उनके द्वारा उनकी सरकार तक इस बात का पहुंचाना चाहता हूँ कि जब सन् १९५७ में अन्तरिम रिलीफ दिया गया था उस वक़्त में कास्ट आफ लिविंग इंडेक्स में बड़ा फर्क पड़ गया है । मैं जानता हूँ कि उनका दिल बहुत मजबूत हो चुका है, लेकिन मैं चाहता हूँ कि वे उन कर्मचारियों की दशा पर विचार करें जो कि एक माननीय सदस्य के शब्दों में इस बड़े महल की नींव के रोटे हैं और जिन्होंने इस दश को बनाने के लिए अपनी जिन्दगी को लगा रखा है । इस सम्बन्ध में माननीय वित्त मंत्री की तरफ से यह सवाल उठाया जायगा कि हमारे पास साधन नहीं हैं और साधनों की कमी के कारण यह मुमकिन नहीं है । लेकिन मैं यह कहना चाहता हूँ कि आज हमारा बजट ग्यारह और बारह फ़रब के बीच में है और अगर उस में बीस लाख सेट्रल एम्प्लॉईज की तरफ ध्यान नहीं दिया जाता है, जिन में से चौदह, पंद्रह

[ श्री प्र० ना० सिंह ]

ब्राह्मण के लोग हैं, जिन की बेसिक सैलरी ५१ रुपये से १०१ रुपये तक है, तो यह उचित बात नहीं है। हमारा १९५८-५९ का बजट ग्यारह, बारह भरब का है। घागे घाने वाला बजट घायद ज्यादा हो सकता है। हम नहीं जानते कि सरकार और टैक्स लगाने की सोच रखी है या नहीं। लेकिन हो सकता है कि टैक्स लगाने के बाद बजट और बढ़े। जो भी हो, इस वक्त जो ग्यारह बारह भरब का बजट है, अगर उस में इन एम्पलाईज के लिए कोई गुंजायश नहीं है, तो मैं समझता हूँ कि इस सरकार के अधीन लो-इनकम ग्रुप के एम्पलाईज के साथ इन्साफ नहीं हो रहा है।

इस बारे में एक और बात पर गौर करना जरूरी है। प्रश्न यह है कि इस समय उन लोगों को रीयल वेज क्या मिल रही है और इनफ्लेशन और महंगाई के वर्तमान समय में उन को जीवन के निर्वाह लायक रीयल वेज मिल रही है या नहीं। माननीय वित्त मंत्री मानेंगे कि कास्ट ग्राफ लिविंग इन्डेक्स में बड़ी वृद्धि हुई है और रुपये की कीमत बहुत गिर गई है। पिछले दिनों जब पोस्ट एण्ड टेलीग्राफ वर्कर्स ने हड़ताल का नोटिस दिया था, तो दूसरा पे कमीशन बिठाया गया था। और उन लोगों का पात्र रुपये का इंटेरिम रिलीफ दिया गया था। सब लोग जानते हैं कि कास्ट ग्राफ लिविंग इन्डेक्स दिन-प्रति-दिन बढ़ रहा है—ह ५५, ५६ प्वाइंट के करीब बढ़ रहा है। पे कमीशन की रिपोर्ट के घाने तक इन्जाज करने की बात कही जा सकती है। उस रिपोर्ट के जून में घाने की बात की जाती है। हा सकता है कि और देर लगे और फिर वह मामला सरकार के पाम विचार के लिए जाये। इस प्रकार इस में सालों की देर लग सकती है। माननीय वित्त मंत्री जी की सरकार की यह हालत है कि यह हर काम को टालती जाती है—इतनी देर तक टालती जाती है कि कोई भी काम निपटने में पाये। इसलिए सालों तक यह ममला टलेगा। यह बीस लाख

एम्पलाईज का सवाल है। १९५५ में उन की संख्या पंद्रह, सोलह लाख थी। इस बीच में ने दो डार्ड लाख और बढ़ गये हैं, इसलिए अब ने गरीब अठारह उनीस लाख होंगे। इतने लोगों की जिन्दगी के साथ खिलवाड़ नहीं किया जा सकता है।

अधिक न कह कर मैं आखिर में यह कहना चाहता हूँ कि जहा तक सेंट्रल पे कमीशन की रिपोर्ट का सवाल है, माननीय वित्त मंत्री जी ने डिक्लेयर किया है कि जून के महीने में वह रिपोर्ट आ जाने की सम्भावना है। यदि वह रिपोर्ट जल्दी आ जाती है, तो उस को लागू करने का प्रश्न तो है ही, लेकिन जहा तक इंटेरिम रिलीफ का प्रश्न है, माननीय मंत्री जी ने माननीय मित्र श्री नाथ पाई को उत्तर देते हुए कहा है कि अगर हम नो भी कहेंगे, तो हम कर्नलिसिंग तरीके से नो कहेंगे। लेकिन हम उन से यह निवेदन करना चाहते हैं कि वह जग इधर के तर्क का भी अच्छी तरह से, जग ठंडे दिल से सुने और उम पर गौर करे कि क्या ५५, ५६ प्वायंट के इन्कीज के बाद भी इंटेरिम रिलीफ देना उचित है या नहीं। कस्ट पे कमीशन का रिपोर्ट में कहा गया था कि कास्ट ग्राफ लिविंग इन्डेक्स में बीस प्वायंट के इन्कीज पर पात्र रुपये बढ़ने चाहिए। और अगर कास्ट ग्राफ लिविंग इन्डेक्स में इतनी वृद्धि के बाद भी माननीय वित्त मंत्री जी उम्मी पत्थर दिल के बनना चाहते हैं तो मुझे कुछ नहीं कहना है। लेकिन इस देश का बनाने की भावना उन में भी है और वे मानते हैं कि सेंट्रल एम्पलाईज इस देश को बनाने में लगे हैं। अगर उनका यही ख्याल है तो उन का इस समस्या पर महानुभूति से गौर करना चाहिए और अगर उन का ख्याल दूसरा है, तो बात दूसरी है। मुझे आशा है कि जब माननीय वित्त मंत्री हम सम्बन्ध में जवाब देंगे, तो हमारे सामने इस बात का अवश्य रखेंगे कि १९५७ में जो इंटेरिम रिलीफ दिया गया, उस के बाद अब कास्ट ग्राफ लिविंग इन्डेक्स ५६, ५७ प्वायंट बढ़ जाने के बावजूद भी इंटेरिम

रिलीफ न देने का क्या लाजिक है—क्या तर्क है। और अगर मालनीय वित्त मंत्री के पास कोई तर्क नहीं है या केवल यह तर्क है कि हमारे फ़ाइनेंसियल रीसोर्सिज एलाऊ नहीं करते हैं, तो मैं उन की सरकार को कहेगा कि क्या वह सरकार इतनी असफल होना चाहती है कि इंडिपेंडेंस के बाद कास्ट आफ लिबिंग इन्डेक्स दिन-प्रति-दिन बढ़ता चला जाये, यहूंगाई बढ़ती जाये और देश की समस्याओं के सम्बन्ध में सरकार की नीतिया असफल होती जायें और उस के बावजूद भी उन समस्याओं की तरफ ध्यान न दिया जाये, जिन का सीधा सम्बन्ध गरीब और साधारण लोगो से है। मैं समझता हू कि वह उचित नहीं होगा।

आखिर मे मैं फिर वित्त मंत्री से अपील करना चाहता हू कि वह इन्टेरिम रिलीफ के मामले पर विचार करे और कम से कम सेंट्रल एम्प्लोईज को कास्ट आफ लिबिंग इन्डेक्स के आधार पर इन्टेरिम रिलीफ देने की व्यवस्था करे।

**Shri Achar (Mangalore).** Sir, I beg to oppose this Resolution. I do not know what exactly the Resolution means. As it stands, it says:

“This House is of opinion that pending the report of the Pay Commission further interim relief be paid to the Central Government employees in receipt of Rs. 350 as basic pay”

**Shri S. M. Banerjee:** You read the amendment also.

**Shri Achar:** We are concerned with the Resolution as it stands. Whether the amendment will be accepted or not is not the point. Let us see the Resolution as it stands. It says relief must be given to persons who get a basic pay of Rs. 350. It does not speak of other persons, who may get lower than that. Probably, the Mover means Rs. 350 and below

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I cannot follow the several speeches made in support of the Resolution because they were all made in Hindi.

**Shri S. M. Banerjee:** They were also in English.

**Shri Achar:** They were in Hindi and I could not understand them. (*Interruptions.*) I am sorry I am not here to learn Hindi. I have been sent here to represent my constituency and I do not know, at this stage, whether I would be able to pick up Hindi. That is a different aspect of the question.

**Shri Yadav (Barabanki):** Which language does your constituency speak?

**Shri Morarji Desai:** May I say that when all these hon. Members were speaking nobody interrupted them. When one Member from this side speaks everybody tries to interrupt him. What does this mean? It shows intolerance

**Shri P. N. Singh:** We want to know what language his constituency speaks (*Interruptions.*)

**Shri Morarji Desai:** We did not admire the languages here but still nobody interrupted them.

**Mr Chairman:** Frequent interruptions are not real parliamentary procedure. One or two interruptions are quite understandable. But if all hon. Members want to interrupt when one hon. Member is speaking, it means that that person is upset. That is another way of preventing him. Let him say what his opinion is.

As regards Hindi, he does not understand Hindi; and what is the harm in stating that.

**Shri Achar:** Thank you for the protection given to me, Sir. As I admitted, I have not been able to follow the arguments put forth in support of the proposition. I would submit more

[Shri Achar]

than anything else that we have to consider this question from the budgetary point of view

When a Budget is framed, Government and the persons who are responsible for running the Government, frame their Budgets on certain conditions and thinking that their liability will be restricted to a certain extent. Even a small increase to be paid with retrospective effect will affect the Budget very seriously. We know, while granting an interim relief of Rs. 5, to what extent it affected the financial implications of this year's Budget.

There has been some delay in the final report of the Commission. It means an elaborate enquiry. The scope is very wide and it includes government servants all over India. When the enquiry is vast, naturally, it takes some time. But that does not mean that you will have to presume that this report is going to be a report in favour of the Central Government servants (*Interruptions*). They have to consider not only the question of the pay of the Central Government servants but also the pay of those who are servants in State Governments and in local bodies—and we have got even others in aided schools and things like that. So, the whole aspect will have to be considered. It is not possible to give an increase only to Central Government servants. Naturally, there will be a cry from other people who get this salary. So, when this vast problem has to be considered, the Commission has to go into it and submit a final report. It may take some time. In fact, taking into consideration the fact, the Commission has already recommended a small relief. To assume that a further increase is going to be given finally and to say, on account of that that an interim relief should be given, I submit, is not correct. As I pointed out, it will affect the budgetary position.

We are, after all, not very affluent. It is very easy to be liberal with other

people's money, but, it is not so easy to find the resources. If we consider this from that point of view, I would submit, at this stage, it will not be proper to give any interim relief. Even if relief is granted, it is one of the fundamental principles that it should not be with retrospective effect. Any law that would come into force with retrospective effect does immense harm and it would upset the finances of the country because it is not a small matter. The Central Government servants are too many in number. From that point of view, I would submit that it will not be proper now, at this stage to grant any further interim relief.

There is another aspect of the question. If I understood the arguments to some extent at least, the reasoning given is that the prices are high. I would ask whether that fact is also quite correct at the present stage. Whether we consider the main articles of food—rice or wheat—just at this juncture, after Government had been making certain efforts to bring down the level of prices of these items, is it not correct to say that, as a matter of fact, the prices have been going down? I find in my district at least—I do not know how exactly it is in other parts—the prices offered by Government and the prices that now prevail in the market are much lower. So, the argument that the prices have risen will not be correct. If that position is correct, so far as I can see, there are no other good reasons which entitle these Government servants to claim any interim relief.

As the proposition stands, it is a minimum income of Rs 350. Let us take the land reforms as we are attempting to have. So far as the agricultural population is concerned, it is proposed that the maximum income should be Rs 3,000 or Rs 3,200. In some of the States, they have brought Bills also to that effect. For example, I come from Mysore. In the Mysore State it is proposed that

*Employees*

the ceiling should be Rs 3,200. Here, if it is Rs 350 per month, it comes to more than Rs 4,000. When you are proposing for most of the population—I mean agricultural population—a ceiling on income to the extent of

**An Hon. Member:** A ceiling on land and not on income.

**Shri Achar.** Probably my hon friend is referring to some of the speeches made by the Prime Minister also. But I take the example of the Bills and especially I mentioned the Mysore Bill. The proposition there is that the ceiling must be Rs 3,000 or Rs 3,200. It may be a little more or a little less. But a ceiling on the land means also a ceiling on the income also. One follows from the other. So, when we are thinking of having a maximum income of Rs 250 or so, is it proper, when the enquiry is not over, to increase the pay of persons who are getting Rs 350 which is much more than the ceiling? From all these aspects, I submit that this resolution cannot be accepted. If it is for persons getting less than Rs 100 or so, that is different. But that is not so as per the Resolution as it stands or as it would be when any of the amendments are accepted. What is the average income of an ordinary ryot in our country? (*An Hon. Member Starvation*) Unfortunately he has to starve. He is our master and most of our population is agricultural population and they are from the villages. What is their income? How are we going to increase their income? You must first increase it and then if you like you can increase the pay of the Government servants. When even the average person in the village is not getting Rs 100 per month, we want by this Resolution to increase the emoluments of the Government servants even before the enquiry is concluded, people who are getting Rs 350. I see absolutely no reason for this.

**Shri Khadilkar (Ahmednagar)**  
Sir, I do not like to make a personal

appeal to the Finance Minister while discussing this Resolution. I consider it a good augury that on the eve of the presentation of the Budget we are discussing a problem which spotlights the basic economic weakness in the whole developmental effort. What is the issue before the House? What is the Government facing? It is not as simple as made out by the previous speaker. Whether he agrees or disagrees we have got to face the hard logic of the economic reality and the situation that is created wherein the demands for interim relief is fully justified. Who is responsible for that situation? That is the main question. If in any other country the Finance Ministry were to behave and conduct a policy wherein the living standards of the people are being allowed to be corroded every day and the real wages and real earnings of the employees and the workers are affected every day, people would consider that the Government is not very serious or is not capable of handling the situation or that it is reduced to a farce. The basic thing today is to hold the price line. They have not controlled the situation in such a way that the price line would be kept and so all these problems have cropped up. If you go through the report submitted by the Pay Commission—I mean the interim report—you will find that there is on their own finding, perfect justification for the demand put before the House in the form of a Resolution. What do they say? They have examined the whole history of the interim relief. Immediately after the First Pay Commission concluded its findings and submitted its report the economy had gone out of gear altogether and the Government had to apply their minds from time to time. We reached a stage where the original dearness allowance of Rs 25 was not enough. Once Rs 5 were granted and then Rs 10 and again another Rs 5. Still we cannot check the prices and they are rising. Unless the Government applies its mind to

[Shri Khadilkar]

the basic weakness of our present economy and control the prices, I do not think we can get out of this vicious circle. That is my first submission.

There is another justification. Shri Santhanam has recently pointed out while examining the tax burden from strata to strata that the present tax structure affects most the urban class or the class that has got a fixed income. I have no time and so I am not quoting the figures.

There is the third thing which is very essential in a developing situation like this. It is not a question of the Finance Minister or the Finance Ministry feeling this way or that. It is basically a question to be examined by an independent body applying a quasi-judicial mind to the economic situation and seeing whether this demand is the economic situation and seeing whether this demand is justified or not. The First Pay Commission was appointed and its major recommendations were accepted. Now, the Second Pay Commission has come in. When the Second Pay Commission applied its mind to the interim report, it has pointed out very clearly and stated in categorical terms justifying the grant of interim relief. If we examine the index numbers and if we were to do justice, states the interim report of the Second Pay Commission on the data given by the Government on an examination of the economic situation, we ought to have given these poor employees Rs. 10 and not Rs. 5. I am surprised. The hon. Member belonging to the Ruling Party shows such an ignorance and contempt for those who are supposed to build up our country. Who are going to build our country? It is these people. We have got to depend upon them. We want to make them conscious of the active participation in our developmental activity in our day to day work. If we are going to demand from them this sort of loyalty and active participation in the building up of our country, can we ignore their demands and say by way of reply that

nothing will be done? This type of attitude will not meet the situation and therefore, I would like to appeal to the Finance Minister, not in an emotional way. The economic situation, the logic of situation demands it. It is not he or the Finance Ministry that should decide these matters. The index number has gone beyond 400. When the past relief was granted, it was about 385. Now it has crossed 412. When there is persistent demand, is it not his duty to refer this matter to an independent body which has been created to examine the whole structure of pay scales and other emoluments and other benefits in the given situation and see whether it would adequately meet the situation? That is my question. I do not want him here and now to say. "Look here, not because some hon. Members have made a sort of a personal appeal, I am pleased and my emotions are stirred; I will grant Rs. 5." That is not the question. I do not want a sort of a sympathetic consideration. It is a question whether it is justified or not on other grounds. We have got to consider also what effects it would have. I do not want to ignore that aspect—whether it should be given in kind or in money. That also needs to be examined, because when we think of doing a certain thing in a certain manner, we, all of us, and this hon. House, are responsible for seeing what economic effect one step will produce on the total economy of the country. Therefore, I would appeal to the hon. Minister, looking at the nature of the present situation and the utter helplessness of the Government, to control the prices, because, as I said earlier, if this chronic threat to the real wage of the worker, and the earnings of the employee, exists there, you cannot expect any hearty co-operation or work from such an employee or that sense of participation. Therefore, I would appeal to the hon. Finance Minister to apply his mind to the economic realities and the burdens that have been put on them because of development by way of taxation on



this sector of the people, and immediately refer the matter to an independent body I mean the Pay Commission. Let that body decide the issue.

One thing more and I have done. When the first Pay Commission's report was submitted, they had taken one important aspect of the economy into consideration and they had put it on record, and that is, if there is a change in the price level by 20 points, you must review the situation: either you must scale it down or scale it up. That aspect cannot be ignored. You have got to keep that in mind. That Pay Commission gave a very healthy suggestion to the Government. It cannot be very easily brushed aside in the context of the present situation. I suggest that it be applied, and then let the Government take up the question—after it gets the report from the Pay Commission—of interim relief and see whether it is justified or not, or, how we should meet the situation by giving some other benefit, as some hon. Member suggested, by way of subsidised supply of foodgrains or other requirements of life. That aspect should also be considered.

Finally, if you go through the interim report, you will find, and the hon. Finance Minister will also find, that the report itself makes out a case, not for not granting relief, but for giving relief and for keeping under watch the situation so far as the price levels are concerned. The price levels are rising, and you are unable to check them. You must watch the situation and see that the price levels are checked so that the economy, as I said earlier, would not go totally out of gear. With these words, I would appeal to the hon. Finance Minister to apply his mind afresh to the economic realities of the situation.

**Shri Anthony Pillai (Madras North):** The Central Government employees are slowly awakening to the realization that a cruel hoax is being practised on them. The discrepancy between promise and perform-

ance has been growing wider from year to year. Ten years ago, industrial labour in this country was promised a fair wage. Fair Wages Bill was also drafted but quietly dropped after the elections. Then again, at the last, 15th Indian Labour Conference, a promise was held out that the Government would implement its wage policy as enunciated in the second Five Year Plan and get fair wages prescribed. But the demand of this resolution is not for fair wage. The demand of this resolution is merely this: that at least the 'poverty' level wage which was prescribed by the first Pay Commission should be maintained.

Leave aside these promises of fair wages in the future. What right has this Government to say that there has been industrial development, that industrial development might have gone up by 30 or 40 per cent that national wealth might have increased, but as far as its employees are concerned, their standard of living should be allowed to fall. Their standard of living must be raised.

The hon. Minister of Railways was kind enough in the concluding portion of his budget speech to make a certain observation. He said that he would like to go on record that he expresses his deep appreciation of the dedicated service of the railway employees. Between the dedication and the falling standard of living is the discrepancy which has given rise to this resolution.

It is not as though the Pay Commission has not prescribed some criterion by which an interim relief can be granted. The first Pay Commission itself laid down that real wage should be protected and that for every 20 points rise in the cost of living index there should be an increase of Rs. 5 in the dearness allowance. That same principle to a large extent has been upheld by the second Pay Commission, when it submitted its interim report.

I would like to point out the figures on which the second Pay Commission relied when giving its interim award.

[Shri Anthony Pillai]

It constructed its own index for assessing whether the employees of the Central Government were entitled to an increase in dearness allowance. According to the index that it constructed, it assumed that the cost of living index in 1949, when the first increase in dearness allowance was granted, was 356 and that in June, 1951, it was 371. According to its method of computing the all-India consumer cost of living index, it was 395 in October, 1957. Therefore, it assumed that inasmuch as there has been a rise of 24 points between June 1951, when the increase in Dearness Allowance of Rs 5 was granted, and October, 1957, the latest available figure at that time, an increase could be granted and they granted an interim increase of Rs 5 in the dearness allowance.

It will be admitted on all sides that the cost of living index has gone up since the last award. According to the figures published in the *Bulletin of the Reserve Bank*, the index is 123 with the base year as 1949. Calculating on the same basis *viz* Index 356 for 1949 on base 1939 and following the method of construction adopted by the second Pay Commission,—you will find that the cost of living index, according to this method of computation, taking 1939 as 100, would be 437 which is 23 per cent more than 356. The second Pay Commission have accepted the principle that if the cost of living index number should rise by about 20 points, there should be an increase of Rs 5 in the dearness allowance. In other words, they have reiterated the principle adopted by the first Pay Commission. Therefore, on this same principle they have accepted the workers are entitled to an increase of Rs 10 in the dearness allowance. Hence, it is useless for the Ministry to say, "Well, we must await the second Pay Commission's report." The second Pay Commission has already given its verdict in regard to what the increased amount should be.

Therefore, my humble submission is, it is not as though there has been no increase in the cost of living index or that the increase in the cost of living is a disputed quantum. There has been incontrovertibly a definite and specific increase in the cost of living index and therefore, accepting the principle accepted by the first Pay Commission and the reiteration of it by the second Pay Commission, the employees of the Central Government here and now are entitled to an increase in their dearness allowance.

I would also like to point out another feature. Normally we talk in terms of an increase in the dearness allowance to neutralize the cost of living for the lowest paid employees. Even the first Pay Commission considered that only an increase of Rs 5 should be granted whenever the index goes up by 20 points. That will mean roughly a 100 per cent neutralization of the increased cost for the lowest pay, that had been prescribed. But when it comes to the skilled employees, the clerical employees, the rate of neutralization is not 100 per cent but it is very nearly in the neighbourhood of less than 50 per cent. Therefore inasmuch as there has been a steep rise in the cost of living all through these last ten years, the plight of the skilled worker, the plight of the clerical employee, is not what was contemplated by either the first Pay Commission or even the second Pay Commission in its interim report. Words can hardly describe their misery.

We cannot expect the employees continuously to give efficient service and indefinitely to be contented with false promises, if their real wages are not protected. Various promises have been held out by the Government pointing out that the national income is increasing and various appeals have been made that there should be co-operation from all sides. But co-operation can only be forthcoming, if there is at least some real recognition—not a verbal recognition, not a hypocritical recognition—of the services

of the men who work for the Government. I would like to warn Government that discontentment amongst Government servants is increasing rapidly, because in the private sector and in the organised industries, there is an automatic escalator as far as dearness allowance is concerned. The textile workers in Bombay or Ahmedabad are getting very much higher total emoluments than a Central Government employee in the railway workshops at Bombay. When this discrepancy continues to increase, we cannot expect any contented state of affairs.

The last administration report of the railways points out that the total number of man-days lost was 12,000 in the year 1957-58. That is indeed a very satisfactory state of affairs considering the fact that the cost of living during that very period was rising very steeply, without any kind of relief to the employees. If Government expect that this kind of industrial relations, this kind of industrial peace, will continue, while they sit back allowing the cost of living index to soar, denying to the employees even an increase in the dearness allowance commensurate with the increase in prices, I am afraid their expectations of continued contentment amongst the Central Government employees would be belied.

All their rules and regulations that the employees should not participate in demonstrations, in trade union activities, etc., will be brushed aside and the Central Government employees jointly with industrial labour will march forward toward achieving at least the minimum standards of living which they have been promised all these long years.

Shri Rajendra Singh (Chopra): I had given notice of a substitute motion, but unfortunately, during the last occasion, inadvertently it was not moved. I inquired today and I was told by the office that it could not be moved today also. I seek your kind permission to move it.

Mr. Chairman: The debate is practically over; there is only time for reply. The hon. Minister.

Shri Morarji Desai: I have been hearing very carefully the arguments advanced in favour of the resolution which has been moved and also the amendments. I would not claim the skill which my hon. friend, Shri Nath Pai, has in putting forward a case in such a way that emotions are excited.

Shri Nath Pai: They do not succeed with you

Shri Morarji Desai: That is because I have made a study of how emotions can be excited and how they should not be excited. He said he did not want to be dramatic, but I do not know if he was anything else. Perhaps that is a part of his being.

Shri Nath Pai: Tragedy is the best drama

Shri Morarji Desai: It is the best drama, I agree.

He did put his case very well, I must say that. I am not going to say that what was said here did not conform to facts or that the arguments had nothing in them. That is not my stand. But I should like to reason with my hon. friends if they are prepared to be objective and to take conditions as a whole in this country, the interests of all the people in the country and if they are prepared not to consider a political advantage in opposing the Government in some vital matters but to consider how the country can benefit and what can be done in the present circumstances, and I feel certain that they will agree with me rather than with themselves.

Let me first dispose of the argument about the delay in the Commission's work. This Commission cannot be said to have been delaying their work in any way. I am at any rate convinced

[Shri Morarji Desai]

of it and I should like to convince my hon. friends Opposita. It is said that they will take a lot of time, that that time is taken unnecessarily and that the last Commission had not taken that much time.

**Shri Tangamani:** No body said that They have taken 18 months. Please tell us how you justify it.

**Shri Morarji Desai:** The first Commission took a year and this Commission has taken 18 months and will take a few months more. I do not want in any way to minimise any condition or to exaggerate any condition. When the first Commission took one year, it examined only 400 witnesses This Commission had to examine more than 800 witnesses

**Shri Nath Pai:** I do not want to interrupt him. But the first Commission had nothing as ground work. This Commission had a lot of spade work done for it. The first Commission had to start work from the scratch. That is the difference.

**Mr. Chairman:** There may be difference of opinion.

**Shri Nath Pai:** It is a question of fact and not of opinion.

**Shri Morarji Desai:** I do not mind the tips given by the hon. Members which will help me in giving arguments. Therefore, I am patient with them, though they may not be patient. It is exactly the argument which my hon. friend gives which illustrates why this Commission's work is delayed. The first Commission had nothing to go upon and did not want to take any time. Therefore, they did not take much time.

**Shri Tangamani:** You are a good lawyer.

**Shri Morarji Desai:** This Commission had to go into many cases and, therefore, it takes time. They cannot

deal with this work in a slipshod manner. As I said, they have to examine 850 witnesses as against 400 in the first Commission, and this again excluding all Ministries which are extra. The number of memoranda received by the first Commission was 950. The number of memoranda received by this Commission is 5,000. The number of replies to the questionnaire issued was 370 in the first case, and now it is 715. It will thus be seen that this Commission has to do more than twice the work that the first Commission had done. Even the employees, if they are considered, are far greater in number today than they were in 1946-47. Therefore, let us have some relation to facts and to realities rather than merely convenient political arguments.

**An Hon. Member:** What is political here?

**Shri Morarji Desai:** There is nothing but politics in what the hon. Members have been saying, there is no economics in what they have said; that is exactly what I am going to propound. Let them have some patience, as I had patience with them even when they had nothing much of reason in them. But they do not want to have any patience with reason, that is my difficulty. If they do not want me to speak, I am prepared to sit down.

**Shri Nath Pai:** We are waiting to hear you.

**Mr. Chairman:** I should only appeal to the Members that if they really want to hear the reply to the points that they have raised, they must give time to the hon. Minister. Otherwise, by these interruptions, he answers interruptions, and practically the main points that have been raised may escape. I would appeal to them not to interrupt so much. One or two interruptions I can understand.

**Shri Rajendra Singh:** Interruptions are part of the discussion.

**Shri Nath Pai:** We shall avoid it as far as possible.

**Shri Vajpayee:** No motive should be imputed.

**Mr. Chairman:** After all, he has got only half an hour, and practically five or seven minutes have already been spent.

**Shri Morarji Desai:** I have no desire to make any imputation of motives because I am not used to that sort of treatment of anybody, but those who always indulge in it always presume that others do the same thing. This is exactly my complaint.

**Shri Nath Pai:** It comes to him naturally; he does not do it deliberately.

**Shri Morarji Desai:** All right. I am not complaining about it. Why can't you smile as I smile!

**Shri Braj Raj Singh (Firozabad):** We are laughing, not only smiling.

**Shri Morarji Desai:** This being the case, it is not possible for the Pay Commission to give the report as quickly as my hon. friends or I might have wanted. I do not say that I want a delayed report. We wanted a report as quickly as possible, though my hon. friend there, Shri Pillai, said that Government was making a hoax. Well, Sir, what can I say about it? But we always project our personalities into others. That is all that I can say. Otherwise, I do not think that such a charge could be made against this Government. But if such charges are to be made and if they are to be refuted, no objection should be taken against it. That is all that one can plead:

The Pay Commission, as I said, is likely to send the report by the end of June. I feel almost certain that that will be the case. And then Government is not likely to take more time than necessary to consider all the implications of the Pay Commission's report.

**Shri Braj Raj Singh:** One month?

**Shri Morarji Desai:** I cannot give any time. Neither one month nor one year, nor ten years. I am not going to say anything, but let there be a little commonsense applied to it, and then it will be seen that Government will not take more time. In the case of the interim recommendation, Government did not take much time at all. They passed orders within a week or so. Even in the case of the first Pay Commission the record of this Government has not been bad. Government passed major orders in the first three months. Therefore, I do not understand why this sort of an argument is brought out. But if it is meant in any way to affect the Pay Commission in its deliberations, I do not know, but I hope that the Pay Commission will be affected only by facts and their reasoning, and not by anything that is said by others, either by you or by me. That is all that I would say, because that is very necessary if we are to arrive at proper conclusions in this matter.

Then it was argued that I should have referred to the Pay Commission for another interim report. My hon. friends forget that the terms of reference include this. There is no need of making a reference to them every time. The terms of reference say: "That the Commission may consider demands for relief of an interim character and send reports thereon." Therefore, it is for the Commission to send whenever they wanted to send reports. Why should I have to write to them every time, I cannot understand. If I do not think an interim thing is justified, how can I ask them? But if they think something is justified, there was nothing to prevent them from writing to us. That is the position.

**Shri Nath Pai:** That is why there is the resolution.

**Shri Morarji Desai:** As for the resolution, I do not accept it. Therefore, where is the question of my sending it to them?

**Shri Nath Pai:** We wanted it to be brought to you

**Shri Morarji Desai:** Certainly, that is why I am arguing with the hon Member

**Shri Panigrahi (Puri)** Convey our feelings

**Shri Tangamani** The Commission will respect our views

**Shri Morarji Desai:** If the Commission respects your views, I cannot say I shall be very unhappy, but certainly, my hon friend should not be very unhappy if my views are accepted by the Pay Commission. Let there be a fair deal in this matter. Let there not be an unfair deal.

**Shri Khadilkar:** May I just ask one thing? Was this report presented—though it is in the terms of reference—on the initiative of the Pay Commission or of the Government who wrote to the Pay Commission and moved the Pay Commission to make the report?

**Shri Morarji Desai:** Government did not move the Pay Commission at all separately in this matter. This was the general reference on which this happened.

Therefore, the argument that Government are indifferent in this matter does not stand. Government have done all that they could.

Then, again, it was said that last time, it was only when two millions of Government servants threatened to go out of action, that Government appointed a Pay Commission after first saying that they will not do so. Well, Sir, let them have the pleasure of thinking like that. Some day, they are going to get the worst of it if they persist in that sort of action.

**Shri Tangamani:** That is history.

**Shri Morarji Desai:** That is all that I have to say. History also does not repeat itself at any time. It is a false

notion that history repeats itself. It does not repeat itself, and sometimes, one strikes oneself against a wall in trying to follow history. That is also what happens. But I do not want to use the language which my hon friends use, because it will not be proper for me to do so. Government cannot go on doing that, and Government should not do it. But Government certainly should take everything into account and do what they can to ameliorate the difficulties of people, and especially, of their servants. Government recognise that duty, and they try to do what they can.

I now come to the merits of the question. I have no desire to go into the statistics because the statistics quoted by the hon Members are statistics which are public. There is no question of controverting them or saying that they are wrong or right. They are right, I would not say that they are wrong. I have no quarrel with them. But have my hon friends ever thought that all sorts of contradictory demands are made in this House sometimes by some hon Members?

Here, it was said that these members of the Government administration are really responsible for all the credit which goes to Government and, therefore, this Government should do something in spite of the state of resources, whatever they may be, and give credit to them for giving credit to Government. When it comes to taking the sympathy of all the Government servants in their favour, they can say all this on this resolution. But when it comes to going to the Government, my hon friends will immediately say—the budget discussion is soon to follow—that there is nothing more corrupt than this Government administration, and that there is nothing more inefficient than this Government administration.

**An Hon. Member:** It is more at the top.

**Shri Morarji Desai:** That is no reason. It has always been said that

it is from top to bottom I am not evading about the top, but they have said that it is from top to bottom; it is more bottom than top at any time, because, after all, they carry out everything, even according to my hon friends, and, therefore, if things are delayed anywhere, they will be delayed there and not at the top. Therefore, when they give that credit to them, how they give this credit to them is something which I cannot understand, unless it be a political argument. When I say it is a political argument, some of my hon friends think of my attributing motive. Where is the question of attributing motive? The whole life lies in politics. It does not lie in anything else. After all, this House does political work, I cannot say it does not do it.

**An Hon. Member:** That applies to all here.

**Shri Morarji Desai:** But where am I evading the issue? I am only telling those of my hon friends who are trying to shirk it and who feel ashamed of it. I am not ashamed of it.

**Shri Anthony Pillai (Madras North):** Am I to take it that the demand is not being agreed to because the workers are corrupt and inefficient?

**Shri Morarji Desai:** Not at all, Sir. That is not my argument. I do not like any such argument. I am only trying to show the futility of some of the arguments advanced. I am not saying that the workers should not be given what is their due because they are inefficient. I say, if they are inefficient, they should be dismissed. I would not say that they should not be given anything but that they should not be kept in service. That is my point.

**Shri Nath Pal:** That should apply to Ministers too.

**Shri Morarji Desai:** To everybody. But I cannot say that it should apply to Members of Parliament because it is not in my hands. *(Laughter)*. My

hon friend forgets that I am also a Member of Parliament and not merely a Minister.

**An Hon. Member:** He did not mean you.

**Shri Morarji Desai:** Whatever is meant, I consider them as important as myself. I am not better than my colleagues.

**An Hon. Member:** You are worse.

**Shri Morarji Desai:** I may be worse; that I am prepared to agree. But, I am not prepared to say that I am better. I am prepared to acknowledge that I am worse, especially as far as my hon friends are concerned. That is quite true, Sir.

Now, let us see the merits of the question as they say. It is argued here as if Government has done nothing all these years. Take the Class IV servants. And, the year 1939 was quoted. In the year 1939, the Class IV servant used to get Rs 14 per month. Today he is getting Rs. 75 outside Delhi, and in Delhi Rs 85, five times and more. Compare it with the indices 100 and 421. What does it mean. I won't go into that because that is not my stand. After all logic is not always life and life is not always logic. I would say that I believe in it that every human being ought to have a proper standard of life.

**Shri Nath Pal:** Do you refer to the real wages for 1939 and 1957?

**Shri Morarji Desai:** These are real wages.

I would say that a human being ought to get a minimum from whatever work he does in order that he lives a life properly and is able to evolve himself in a proper manner. *(Interruptions)* That is what I believe in. I believe in it that.

**Mr. Chairman:** I must express that this sort of interruption which is not really vital to the subject that is being dealt with by the Minister in his reply

[Mr. Chairman]

is not quite right. After all, the Opposition should not think that they alone are interested in this debate. The whole House is interested because it is the country that is interested in this vital matter. Let us hear what the hon. Minister has to say. Whether you accept it or do not accept it is quite a different matter. I do not think this sort of interruption is right.

**An Hon. Member:** Only sitting interruptions?

**Mr. Chairman:** Certainly not. These interruptions are only meant to heckle the Minister. I do not think it is right.

**Shri Morarji Desai:** I have no quarrel with my hon. friends interrupting me because that helps me. I have no quarrel with them.

**Mr. Chairman:** But I am to guard the interests of the House.

**Shri Morarji Desai:** I am very thankful to you, Sir. It does take away time, as you have pointed out, for the arguments which otherwise could have been made. But, it does add interest also to the debate sometimes and, therefore, I welcome it.

Sir, as I said, I should like to give a living wage to everybody. Not a small living wage but a good living wage which would be Rs. 200 or Rs. 250 per month. That is what I should like to give.

**An Hon. Member:** In 1999!

**Shri Morarji Desai:** But I do not know when this can be given in this country.

**Shri Braj Raj Singh:** When you are not there.

**Shri Morarji Desai:** I am not certainly going to be there. I have no doubt about that in my mind. But, neither will my hon. friends be there. *(Laughter)*. Let them also not be under any mistake about it.

**Shri T. B. Vittal Rao:** Who will be there?

**Shri Morarji Desai:** Some other people.

Then, Sir, take the case of the servants of the Central Government and then take the case of the people hundred times that number in this country who are labouring in the villages and in some towns. What do they get? They get eight annas, twelve annas or a rupee per day..... *(Interruptions.)*

**An Hon. Member:** Why don't you prescribe minimum wages?

**Shri Morarji Desai:** Not even that. What can be done to bring their wages up? *(Interruptions.)*

**Shrimati Renu Chakravartty:** Why pay Rs. 2,000 and Rs. 3,000 to the Ministers?

**Shri Morarji Desai:** My hon. friends must address this to themselves first. Let them first give it up. Then the Ministers also will change. But my hon. friends want their wages to be increased every day; that is what they want.... *(Interruptions.)*

4.26 hrs.

[MR. SPEAKER in the Chair]

That is what I see. They want more facilities, more wages and more allowances and other amenities, when they are concerned. But they want to grudge it to the Ministers. They are jealous. I cannot say that it is a good virtue. But if they want to be so, I cannot help it. There are bound to be these differences in emoluments in the world, not only in this country but in the world. I do not see any country where the wages are the same for everybody. It is not possible; it is not just; it will not get any work done. But there should not be that wide gap between different people. That is in emoluments what we should try to



achieve and we are trying to achieve it. But these things cannot be achieved in a day. They have got to be pursued for a set number of years in order that it can be achieved properly and that is what this Government is trying to do. If we want to banish poverty from this country, we have got to take many steps to increase the prosperity of the country and have more production, save more money and so on. We cannot do that if we go on consuming everything that we earn and not put it forward in production so that more production can come in. On the one side, it is argued in this House that the cost of civil administration goes on mounting and it should be brought down. If any retrenchment is made, immediately a shout is coming forward: why is there any retrenchment; you must not retrench but expenditure on civil administration must be brought down. When we say that we cannot go on giving more wages, it will be argued again in the same way. I do not understand this conflict in argument

**Shri Nath Pai:** You promised to give a reply to my point. What fraction of the additional cost of civil administration has gone into the pay packets of the employees? I should like a reply to that.

**Shri Morarji Desai:** I will take it out and give the hon. Member but it is not less but much more than my hon. friend imagines. Because he is not to relate himself to facts in this matter and has no responsibility in this matter and is unfortunately not likely to get that responsibility for some time, he is not interested in interesting himself in that. That is my quarrel.

**Mr. Speaker:** If there is a national Government, he may have a chance!

**Shri Morarji Desai:** I can only wish him luck!

**Shri Braj Raj Singh:** It has been turned down.

**Shri Morarji Desai:** Nothing has been turned down; nothing has been

accepted. That is the position. If that is the position, how can I say that it is unjust if I do not give more to people who receive much more than millions of other people for work which is less onerous than the work done by other people who are earning much less than these? That is the stand that I have to take. Theoretically I cannot say that they are getting more than enough. I cannot say that. But practically and realistically, it is not possible for me to say this. Then again, when they expect that the Pay Commission is bound to recommend more and more increase only, I can also expect that they may not recommend any increase. It does not mean that they are bound to recommend an increase. The point is that they must take everything into account—the salaries in the States into account, the wages of the people into account, the condition of the country, what people receive, etc., and then make a recommendation. That is what we have said. We have not stated that they should recommend something to increase their wages.

**An Hon. Member:** Can they refuse?

**Shri Morarji Desai:** They can if they are so inclined. That is also within their power. I would not say that that is not within their power. Why do my hon. friends want to make me say anything which might influence the Pay Commission? I wish they do not force me to do so. I do not want them to do so. I want the Pay Commission to apply their minds and to make recommendations without being influenced by anybody, except being influenced by the real conditions of the country, by our resources, by our capacity to pay and also by the necessities of the situation. That is what they have got to consider, and that is what they have been asked to do. We ought not to come in their way, in their deliberations, and we ought not to hustle them if we want good work. That is all I have got to plead with my hon. friends. Therefore, I have no doubt that the Pay Commission which has been doing its work in a very good way will finish its work in

[Shri Morarji Desai]

as quick a way as possible and as efficiently as it can. We should await its report and then take whatever steps we have got to take. That is all that I have got to say.

I oppose the resolution and I oppose all the amendments.

An Hon. Member: On a point of doubt which may be clarified.

Mr. Speaker: After so much of elaborate discussion, what is the meaning of clearing doubts? If hon. Members have not been convinced by the reply to the discussion lasting for more than half an hour, are they going to be convinced now in a minute?

Shri S. M. Banerjee: There are certain points to be made. At least as Mover of the Resolution, I may be given a chance.

Mr. Speaker: Yes.

Shri S. M. Banerjee. Mr. Speaker, Sir, I have heard with patience the speech of the hon. Minister. I expected a better speech from him, not a political speech but an economic analysis of the whole aspect of the problem. I am rudely shocked to note certain sentences or certain words used in his speech. He had mentioned that previously, in 1939, the Class IV servants were getting Rs 14 per month. May I remind the hon. Minister that even an industrial employee who was drawing at that time eight annas to ten annas a day was getting an increment of one anna. That came to Rs 1 10 0 a month, as compared to what is being given now which is only eight annas.

Then there is another point which I wish to mention here. The hon. Minister has said that those days had died. He added that there is no delay in the submission of the report. In support of his argument he quoted the volume of work put in by the Pay Commission. Perhaps the hon. Minister forgot that this particular Pay Commission, the second Pay Commis-

sion, knew clearly the intention of the previous Pay Commission. In the previous Pay Commission's report, they had clearly mentioned that the pay-scales they recommended were based on a clear assumption that the prices would stabilize at 160 to 175. But all their calculations actually proved to be futile and useless, because after the cessation of the war, the prices did not stabilize at any particular level. I can expect this big 'No' from the hon. Minister. I was prepared for that big 'No' from the hon. Minister. I am not at all sorry for it. But I can only assure him that this will encourage all the mill-owners, all the business magnates, whether in sugar, textiles or in cement, where Wage Boards have been appointed. I can assure this House that no Wage Board is going to suggest any interim relief when they know the decision of the Government of India who are supposed to be a model employer.

My point is this. In this very House I know that my resolution has the moral support of all Members in this House. Certain Members of the ruling party moved an amendment but I hope they have been whipped properly not to move that amendment and speak on it. I do not mind if the resolution is defeated. I had no desire to ask for a division on that. I thought this will be sympathetically considered by the Government which has miserably failed to check the soaring prices. But now I see that the hon. Minister is not interested in accepting this resolution and he has brought other arguments about agricultural labourers. Thousands of acres of land are lying fallow who has asked the Government to distribute that land to the landless labourers? Nobody has told the Minister to do that.

Even if the Pay Commission submit their report tomorrow, its implementation will take sometime. That is the sad experience of the Central Government employees. You ask the Central Government employees to work more.

but what are your slogans? "Produce more and perish, work more and eat less, defend the Plan and offend your family members" These are your slogans "The country is yours", but what about the money? "Money is mine" That is not the way to deal with Central Government employees I know the fate of my resolution But even if my resolution is defeated in this very House, it will expose those who are in the ruling party and their attitude towards the low-paid Central Government employees

**Some Hon. Members:** No, no

**Shri S. M. Banerjee:** I will consider my defeat as the greatest moral victory of my trade union career I know the day is fast approaching when not only the Central Government employees, the State Government employees and the local board employees, but even the employees in the private sector, will come under one banner and fight for a wage increase I want to know whether this reply of the hon Finance Minister is also the reply of our Prime Minister

**Shri Morarji Desai:** It does not represent my view, it represents the Government's view

**Mr Speaker:** The hon Member is only replying and he should mention only those points requiring clarification not an exhortation of this kind, all people joining together Let them all join together not in this House but outside The hon Member must know that the reply is only to elucidate or clarify certain points over which doubts have been created in the reply of the hon Minister nothing more than that Once again, he ought not to make a long speech

**Shri S. M. Banerjee:** In the end, I once more request the hon Minister kindly to consider the various points raised and see that this decision is not the final decision of the Government A further interim relief is necessary You want the Central Government

employees to sacrifice more and produce more, but you are not prepared to protect their interests

**Mr Speaker:** The hon Member must have an idea that one day they will also form the Government (*Interruptions.*)

**Shri Nath Pal:** When we form our Government, there will be no necessity for asking us to do what is obvious There will be no necessity for such resolutions

**Shri S. M. Banerjee.** I once more request the hon Members in this House to vote for the resolution Let the whip not work like this You should defy the whip in the larger interests of the Central Government employees and also the country

**Mr Speaker.** Which are the amendments which are to be put to the vote?

**Shri Tangamani:** The amendment moved by Shri Vajpayee is only a verbal one

**Mr Speaker:** I do not want any explanation Which is the amendment?

**Shri Tangamani Amendment No 4**

**Mr Speaker.** The question is

That in the resolution,—

for the words "in receipt of" the following be substituted receiving upto"

*The Lok Sabha divided Ayes 40,  
 Noes 114*

**Shri Damar rose—**

**Mr Speaker:** What is his difficulty?

**Shri Damar (Jhabua—Reserved—Sch Tribes)** I have committed a mistake

**Mr Speaker.** The hon Member wanted to vote for 'Noes', he has voted for "Ayes" Therefore, he wants to have it corrected Therefore, I must remove one from "Ayes" and add one to "Noes"

**The Minister of Mines and Oil (Shri K. D. Malaviya):** The same is the case with me

**Shri Khadlikar:** Would it be proper for a man who has, on the first impulse, voted "aye" or "no" to change it? Can the Chair correct it? Would it be proper?

**Mr. Speaker:** The hon Minister is in the midst of all "Noes" Is there a ghost of a chance for him to have committed a mistake, except unconsciously? I have always got the right If a Member honestly says that, of course, he made a mistake, I am entitled to correct it Let the hon Member make a mistake, I will correct his also

**Shri Jagdish Awasthi (Bilhour):** The hon Minister cannot be exempted like this

**Shri Nath Pai:** He could not have made a mistake

**Shri K. D. Malaviya:** So far as I am concerned, I am for "Noes". By mistake I pressed the wrong button

**Mr. Speaker:** Plus one for "Noes" and minus one for "Ayes"

**The Minister of Works, Housing and Supply (Shri K C. Reddy):** The Board is not indicating my "No"

**Mr. Speaker:** Plus one for "Noes"

**Shri Yajnik (Ahmedabad):** My "Aye" was not recorded

**Mr Speaker:** I will add one to the "Ayes"

So, the result of the division is as follows:

Ayes 39, Noes: 117

#### Division No. 4]

Aasar, Shri  
Awasthi, Shri Jagdish  
Banerjee, Shri Pramanathanath  
Banerjee, Shri S M  
Bhadani, Shri Arjun Singh  
Bharucha, Shri Naushar  
Braj Raj Singh, Shri  
Chakravartty, Shrimati Renu  
Chaudhuri, Shri T K  
Dasaratha Deb, Shri  
Dige, Shri  
Bliss, Shri Muhammed  
Godaora Shri S C

#### AYES

Gopalan, Shri A K  
Khadlikar, Shri  
Kodiyar, Shri  
Matera, Shri  
Menon Dr K B  
Menon Shri Naray  
More, Shri  
Mukerjee, Shri H N  
Nair, Shri Vasudevan  
Nath Pai, Shri  
Pandey, Shri Sarju  
Panigrahi, Shri  
Pillai, Shri Anthony

[16 47 hrs.

Punnoose Shri  
Rajendra Singh Shri  
Rasman, Shri  
Rao, Shri T B Vittal  
Sampath, Shri E V K  
Somale, Shri H N  
Soren, Shri  
Tangamani Shri  
Thakore, Shri M B  
Vajpayee Shri  
Valvi Shri  
Warior Shri  
Yajnik Shri

#### NOES

Achar, Shri  
Ambalam, Shri Subbiah  
Ayyankaru, Shri  
Banerji, Shri P B  
Barnar, Shri  
Basappa, Shri  
Bhagat, Shri B R  
Bose, Shri  
Brahm Perkaah, Ch.  
Brajeshwar Prasad, Shri  
Chaturvedi, Shri  
Chavda, Shri  
Chettiar, Shri R Ramanathan  
Chuni Lal, Shri  
Damag, Shri  
Das, Shri K K.  
Das, Shri N.T.  
Das, Shri Ramdhanu

Das, Shri Shree Narayan  
Datar, Shri  
Desai, Shri Morari  
Deshmukh, Dr P S  
Dinesh Singh, Shri  
Dube, Shri Mulchand  
Dwivedi, Shri M L  
Eaeharan, Shri I  
Ganga Devi, Shrimati  
Ghosh, Shri N R  
Hukam Singh, Sardar  
Iqbal Singh Sardar  
Jagjivan Ram, Shri  
Jain, Shri A P  
Jain, Shri M.C  
Jhulan Sinha, Shri  
Joshi, Shri A. C  
Karmarkar, Shri  
Kaulwal, Shri

Kaval Shri P N  
Kedaria, Shri C M  
Khan Shri Sadath Ali  
Khedkar, Dr G B  
Khimu Shri  
Khwasi Shri Jamal  
Kotaki, Shri Laladhar  
Krishna Chandra Shri  
Lachman Singh Shri  
Laskar, Shri N C  
Malaviya, Pandit Govind  
Malaviya, Shri K.D  
Manjyangadan, Shri  
Mathur, Shri Harish Chandra  
Mehra, Shrimati Krishna  
Mishra, Shri Bibhuti  
Morarka, Shri  
Murmu, Shri Pajin

## Employees

Musafir, Gairi G.S.  
Naidu, Shri Govindarajulu  
Nair, Shri Kuttikrishnan  
Najlakoya, Shri  
Nanjappa, Shri  
Narasimhan, Shri  
Nerayanasamy, Shri R  
Naskar, Shri P S  
Nayar, Dr. Sushila  
Nehru, Shrimati Uma  
Oza, Shri  
Padam Dev, Shri  
Patel, Shri N N  
Patel, Shri Rajeshwar  
Patel, Sushri Maniben  
Pillai, Shri Thanu  
Raghubir Sahai, Shri  
Raghunath Singh, Shri  
Ram Shanker Lal Shri  
Ram Subhag Singh, Dr  
Ramakrishnan, Shri P R

Ramaswamy, Shri S V  
Rane, Shri  
Rangarao, Shri  
Rao, Shri D. V  
Rao, Shri Jaganatha  
Reddy, Shri K C  
Reddy, Shri Rami  
Roy, Shri Bishwanath  
Rup Narain, Shri  
Sahodrabai, Shrimati  
Saigal, Sardar A S  
Samanta, Shri S C  
Samantsinhar, Dr  
Sardar, Shri Bholi  
Sarhadri Shri Anit Singh  
Selku, Shri  
Sen, Shri P G  
Shah, Shri Manabendra  
Shah, Shri Manubhai  
Shah, Shrimati Jayaben  
Shankaraiya, Shri

Sharma, Pandit K.C.  
Sharma, Shri D C  
Sharma, Shri R C  
Singh, Shri D N  
Singh, Shri M N  
Sinha, Shri B P  
Sinha, Shri Gajendra Prasad  
Sinha, Shri K P  
Sinha, Shri Satva Narayan  
Sinha, Shrimati Tarakeshwari  
Subbaraman, Dr P  
Sultan, Shrimati Maimoona  
Sumat Prasad, Shri  
Tiwari, Shri R S  
Tiwary, Pandit D N  
Upadhyaya, Shri Shiva Datt  
Varma Shri M L  
Venkatasubbaiah, Shri  
Wadwa, Shri  
Wilson Shri J N

The motion was negatived

Mr. Speaker: I shall now put the resolution to the vote of the House

Commission further interim relief be paid to the Central Government employees in receipt of Rs. 350 as basic pay "

The question is:

"This House is of opinion that pending the report of the Pay

The Lok Sabha divided Ayes: 40;  
Noes: 119

## Division No 5]

## AYES

[16.55 hrs.

Asser, Shri  
Awasthi, Shri Jagdish  
Banerjee, Shri Pramanathan  
Banerjee, Shri S M  
Bhaduriala, Shri Arjun Singh  
Bharucha, Shri Naushir  
Brad Raj Singh, Shri  
Chakravartty, Shrimati Renu  
Chaudhuri, Shri T K  
Dasaratha Deb, Shri  
Dige, Shri  
Elias, Shri Muhammed  
Godsara, Shri S C  
Gopalan, Shri A K

Khadilkar, Shri  
Kodiyari Shri  
Matera, Shri  
Menon, Dr K B  
Menon, Shri Narayanankutt  
More, Shri  
Mukerjee, Shri H N  
Nair, Shri Vasudevan  
Nath Pai, Shri  
Pandey, Shri Sarju  
Panigrahi, Shri  
Pillai, Shri Anthony  
Punnoose, Shri  
Rajendra Singh, Shri

Ramam, Shri  
Rao, Shri T B Vittal  
Salunke, Shri Balasaheb  
Sampath, Shri E V K  
Sonule, Shri H N  
Soren, Shri  
Tarunani, Shri  
Thakore Shri M B  
Vajpayee, Shri  
Valvi, Shri  
Warior, Shri  
Yajnik Shri

## NOES

Achar, Shri  
Ambalam, Shri Subbiah  
Ayyakannu, Shri  
Banerji, Shri P B  
Berman, Shri  
Basappa, Shri  
Bhagat, Shri B.R  
Bose, Shri  
Brahm Perkasb, Ch  
Brajeshwar Prasad, Shri  
Chaturvedi, Shri  
Chavda, Shri

Chettiar, Shri R Ramanathan  
Chuti Lal, Shri  
Damar, Shri  
Das, Shri K K  
Das, Shri N T  
Das, Shri Ramdhanj  
Das, Shri Shree Narayan  
Datar, Shri  
Desai, Shri Morari  
Deshmukh, Dr P S  
Dinesh Singh, Shri  
Dube Shri Mulchand

Dwivedi Shri M I  
Ganga Devi, Shrimati  
Ghosh, Shri N R.  
Hukam Singh, Sardar  
Iqbal Singh, Sardar  
Jagjivan Ram, Shri  
Jain, Shri A P  
Jain, Shri M C  
Jhulan Sinha, Shri  
Joahi, Shri A C  
Karmarkar, Shri  
Kaulwal, Shri

Kayal, Shri P N  
 Kedarra, Shri C M  
 Khan, Shri Sadath Ali  
 Khedkar, Dr G B  
 Khimji, Shri  
 Khwaja, Shri Jamal  
 Koteki, Shri Liladhar  
 Krishna Chandra, Shri  
 Lachman Singh Shri  
 Leekar, Shri N C  
 Malaviya, Pandit Govind  
 Malaviya, Shri K D  
 Maniyangadan, Shri  
 Mathur, Shri Harish Chandra  
 Mehta, Shrimati Krishna  
 Mishra, Shri Bibhuti  
 Morarka, Shri  
 Murmu, Shri Paika  
 Musafir, Giani G S  
 Naidu, Shri Govmdarajulu  
 Nair, Shri Kuttikrishnan  
 Nallakoya, Shri  
 Nanjappa, Shri  
 Narasimhan Shri  
 Narayanasamy, Shri R  
 Naskar, Shri P S  
 Nayar, Dr Sushila  
 Nehru, Shrimati Uma

Oza, Shri  
 Padam Dev, Shri  
 Patel, Shri N N  
 Patel, Shri Rajeshwar  
 Patel, Shri Maniben  
 Pillai, Shri Thanu  
 Raghuraj Sahai Shri  
 Raghunath Singh Shri  
 Ram Shanker Lal, Shri  
 Ram Subhag Singh, Dr  
 Ramakrishnan, Shri P R  
 Ramaswami, Shri S V  
 Rane, Shri  
 Rangarao Shri  
 Rao, Shri D V  
 Rao Shri Jaganatha  
 Reddy, Shri K C  
 Reddy Shri Ram  
 Roy, Shri Bishwanath  
 Rup Narain, Shri  
 Sadhu Ram Shri  
 Sahodrabai, Shrimati  
 Sahu, Shri Rameshwar  
 Seegal Sardar A S  
 Samanta, Shri S C  
 Samantsinhar, Dr  
 Sarhadi, Shri Ajit Singh  
 Selku Shri

Sen, Shri P G  
 Shah, Shri Manabendra  
 Shah, Shri Manubhai  
 Shah, Shrimati Jayaben  
 Shankaraiya, Shri  
 Sharma, Pandit K C  
 Sharma, Shri D C  
 Sharma Shri R C  
 Singh, Shri D N.  
 Singh, Shri M N  
 Sinha, Shri B P  
 Sinha, Shri Gajendra Prasad  
 Sinha, Shri K P  
 Sinha, Shri Satya Narayan  
 Sinha Shrimati Tarkeshwari  
 Siva Dr Gangadhara  
 Subbarayan, Dr P  
 Sultan Shrimati Maimoona  
 Sumat Prasad, Shri  
 Tiwari, Shri R S  
 Tiwari, Pandit D N  
 Upadhyay Pandit Munishwar Dutt  
 Upadhyaya Shri Shiva Datt  
 Varma, Shri M.L.  
 Venkatasubbaiah, Shri  
 Wadiwa, Shri  
 Wilson, Shri J N

*The motion was negatived*

Mr. Speaker: So, the resolution is lost

The next resolution is in the name of Shri S A Mehdi. The hon Member is absent. Now Shri Vasudevan Nair

Shri Nath Pai: Shame!

16.54 hrs.

#### RESOLUTION RE POLICY OF LICENSING NEW INDUSTRIAL UNITS

Shri Vasudevan Nair (Thiruvella)  
 I beg to move

"This House is of opinion that the policy of licensing new industrial units be changed so as to bring about an emphasis on the location of such new units in less developed areas unless there are major disadvantages in such areas in the matter of availability of raw materials"

Sir, I hope my Resolution will be accepted by the House because it is really not a controversial one. The spirit of this Resolution has already been adopted in principle by this House and by the Government and by the Planning Commission and other agencies. I hope there will not be any difference of opinion between the various sections of this House as far as this Resolution is concerned. I earnestly request all Members from all sections of this House to look at this Resolution from a non-partisan point of view.

In our vast sub-continent the level of industrial development varies very much from State to State and from area to area. Obviously, there are various reasons for this unequal development. I need not go into the various reasons for this unequal industrial development in our vast country.

Naturally, an alien government could not interest itself in the indus-