

the 31st day of March, 1959, in respect of 'Open Line Works—Replacements'".

**DEMAND NO. 18—OPEN LINE WORKS—
DEVELOPMENT FUND**

"That a sum not exceeding Rs. 36,70,32,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1959, in respect of 'Open Line Works—Development Fund'".

**DEMAND NO. 20—APPROPRIATION TO
DEVELOPMENT FUND**

"That a sum not exceeding Rs. 27,34,00,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1959, in respect of 'Appropriation to Development Fund'".

Mr. Deputy-Speaker: I have to make an announcement. The other day Shri Harish Chandra Mathur raised the point that those who had had no opportunity to speak during the Railway Budget debate were previously allowed to send in some notes and the Minister promised to consider all of them or give his attention to them.

In that connection, I have to say, as in previous years, Members who have not participated in the discussion of the Railway Budget at any stage and wish to invite the attention of the Minister of Railways to any specific local grievance under the Demands for Grants on Railways, may send memoranda to the Lok Sabha Secretariat before 5 p.m. on the 13th March 1958. These memoranda will be forwarded to the Minister of Railways who will in due course send replies which will be placed on the Table of the House. Each Member will be entitled to give one memorandum on one specific local grievance and the

memorandum shall not exceed ten lines. In case any memorandum consists of more than one point, the first point only will be considered.

Shri Tyagi: Ten lines are too short.

**CONTROL OF SHIPPING
(CONTINUANCE) BILL**

The Minister of State in the Ministry of Transport and Communications (Shri Raj Bahadur): I beg to move:

"That the Bill to continue the Control of Shipping Act, 1947, for a further period be taken into consideration".

This measure will extend the life of the Control of Shipping Act by another two years. I plead for it in view of certain circumstances, in view of the fact that this particular enactment serves a very important purpose in the regulation of Indian shipping.

As originally enacted, this measure which happens to be, in some measure, a continuance of the Defence of India Rules and to some extent, a revival of the powers that were vested in the Government in regard to the fixation of freight and fare rates, provided for a system of licensing under which all ships registered in India were required to take out licences. Licences could be for two purposes—general licence for plying in the seas and licence for specified or particular voyages. The shipping authority, as contemplated in the measure, was empowered to lay down priorities in respect of cargoes, goods and passengers also. As I said just now, the third power that this enactment gave was in respect of fixation of freight and fare rates.

If we look at the Statement of Objects and Reasons of the original enactment, we will find the following

[Shri Raj Bahadur]

note:

"By the exercise of these powers, Government will be able to ensure essential supplies of coal, both for the railways and for industry in the south and west of India and transport of foodgrains and salt from the west...."

For the information of the House. I am just mentioning a little history. This particular Bill was moved by Mr. I. I. Chundrigar in 1947 in this House. This is the genesis of this measure. This was initially intended to be a temporary measure. But, in 1948, the then Minister for Industries and Supplies, the late Dr. Syama Prasad Mookerjee, introduced an amendment which made it more comprehensive and brought within the orbit of its application all ships that plied on coastal trade. This particular amending measure also extended the life of the original Act.

Then, from time to time, because this measure was found to be useful for the purpose of promoting our shipping, particularly, for the purpose of reserving coastal trade for our Indian vessels, its life has been extended from time to time, until in 1956, Shri Alagesan, the then Deputy Minister, came to the House and wanted its extension for another two years.

The justification throughout had been that we in India, for our shipping purposes, require a comprehensive measure to cover all aspects of Indian shipping as far as possible. That Bill was under drafting. It has now been introduced, as the House knows; not only introduced, but consideration to some extent has been given and it has now been referred to a Joint Committee of both Houses.

Clauses 391 to 400 of the Merchant Shipping Bill, which is now before Parliament, incorporate almost all the provisions of the enactment, the life of which is sought to be extended by

two years by the present Bill. The reason is that we like to have some time more during which this Bill has to be passed and the preliminary steps have to be taken. And, we have got to be careful enough that the period for which we ask it to be extended should be sufficient so that all that has to be done under the new Bill, from its passing to its application and implementation, is carried out.

I think the House will agree that we do require this Bill because it ensures for us a system of licencing by which we can make the best possible use of our available tonnage on our coast and otherwise. It also helps us to implement the policy of Government regarding reservation of the coastal trade for Indian shipping. As such, I think, I am not called upon to give any further reasons. In case there is any doubt lurking anywhere in any section of the House, I will be only too glad to say something about it.

I commend this measure to the acceptance of the House.

Mr. Deputy-Speaker: Motion moved:

"That the Bill to continue the Control of Shipping Act, 1947, for a further period, be taken into consideration."

श्री रघुनाथ सिंह (बाराणसी) :
उपाध्यक्ष महोदय, यह जो बिल उपस्थित किया गया है, इसका मैं समर्थन करने के निम्ने बड़ा हुआ हूँ।

लेकिन इसके साथ ही साथ ट्रांसपोर्ट के सम्बन्ध में मैं दो शब्द धीर कहना चाहूँगा।

में माननीय सदस्यों के सम्मुख, रोड ट्रांसपोर्ट, रेल ट्रांसपोर्ट और वाटर ट्रांसपोर्ट, इन तीनों का केस उपस्थित करूंगा। इसमें मैं इस बात को साबित करने की चेष्टा करूंगा कि जो वाटर ट्रांसपोर्ट सब से सस्ता है और उसकी अधिक से अधिक जितनी उन्नति की जा सकती हो, की जानी चाहिये।

भारतवर्ष में प्रतिवर्ष २६६ मिलियन टन गुड्स का ट्रांसपोर्ट होता है। इसमें से रोड ट्रांसपोर्ट होता है १२५ मिलियन टन; रेल ट्रांसपोर्ट होता है ११५ मिलियन टन; और वाटर ट्रांसपोर्ट होता है २६ मिलियन टन। इस २६ मिलियन टन में से ८ मिलियन टन तो होता है इंडियन शिपिंग के द्वारा और बाकी ट्रांसपोर्ट होता है फारेन शिपिंग के द्वारा। इस तरह से आप देखेंगे कि रोड ट्रांसपोर्ट सब से अधिक है। इस रोड ट्रांसपोर्ट में अगर आप देखें तो आपको पता चलेगा कि बेल से चलने वाली ठेलागाड़ी की संख्या, आपको यह सुनकर आश्चर्य होगा, हिन्दुस्तान में एक करोड़ है यानी १० मिलियन है। हिन्दुस्तान में ट्रक्स की संख्या १,१६,८६७ है। रेलवे बगंस की संख्या आपने बजट में देखी होगी, २,४६,७३५ है। लेकिन वाटर ट्रांसपोर्ट में अगर आप जहाजों की संख्या देखें तो आपको पता चलेगा कि वह सिर्फ १२८ है। यह है हमारी स्थिति।

मैं आपको यह बतलाने की चेष्टा करूंगा कि ट्रांसपोर्ट में हमारा इनवैस्टमेंट कितना है। रोड ट्रांसपोर्ट में हमारा इनवैस्टमेंट १३२२ करोड़ का है। इस १३२२ करोड़ में ७५० करोड़ तो बेलगाड़ियों पर और ११६ करोड़ रुपया ट्रक्स में लगा है। जहां तक रोड्स का सम्बन्ध है, तमाम हाइवेज को लेकर, सम्पूर्ण मेनटेनेंस को लेकर उन पर हमने ४५६ करोड़ रुपया खर्च

किया है। अगर आप रेलवे पर इनवैस्टमेंट को देखें तो आपको पता चलेगा कि हमारा कुल इनवैस्टमेंट ६७५ करोड़ रुपया है। वाटर ट्रांसपोर्ट पर जो हमारा इनवैस्टमेंट है वह है २०५ करोड़ रुपया।

हमको इन से जो फायदा होता है, उस पर आता हूँ। रोड ट्रांसपोर्ट से जो हमको रिटर्न मिलता है, ट्रक्स को तथा बेलगाड़ियों को भी अगर हम शामिल कर लें, तो वह आठ परसेंट मिलता है। आठ परसेंट फायदा होता है। रेलवे बजट में आपने देखा होगा कि रेलों से चार परसेंट रिटर्न मिलता है। जहां तक शिपिंग का सम्बन्ध है, कुल मिला कर १६५६ में १६ करोड़ की ग्रामदनी हुई थी। इस १६ करोड़ में मैं इंडियन शिपिंग को ही शामिल कर रहा हूँ, फारेन शिपिंग को मैं छोड़ रहा हूँ। इस १६ करोड़ में ८ करोड़ रुपया इंडियन शिपिंग ने विदेशी मुद्रा के रूप में अर्जित किया और बाकी आठ करोड़ रुपया हमारा हिन्दुस्तानी रुपया है। सन् १९५५-५६ में जहां तक शिपिंग के बिस्स पैडिंग होने का ताल्लुक है, उसमें १५५ करोड़ रुपया वाटर ट्रांसपोर्ट का है। इसमें से १६ करोड़ को छोड़ कर १३० करोड़ रुपया हमने विदेशी कम्पनियों की जेब में डाल दिया है। एक तरफ तो हम कहते हैं कि फारेन एक्सचेंज की बड़ी कमी है, और दूसरी तरफ हिन्दुस्तान का १३० करोड़ पा फारेन एक्सचेंज के रूप में हम सीधे विदेशी कम्पनियों की जेबों में बड़ी सरलता तथा स्वागत-सत्कार के साथ रखा देते हैं।

इस स्थिति का सामना कैसे किया जावे, यह प्रश्न हमारे सामने उपस्थित होता है। इसके लिये एक दो बातें हैं। एक तो जैसा मैंने धरनी बताया है रेलों में भी आपका इनवैस्टमेंट है और रेलवे लाइंस की भी

[श्री रघुनाथ सिंह]

आपको मेनटेन करना पड़ता है। रोड ट्रांस्पोर्ट में रोड्स को मेनटेन करना पड़ता है। वाटर ट्रांस्पोर्ट के लिये ईश्वर ने हमें बड़ा भारी समुद्र दे दिया है, बड़ी बड़ी नदियां दे दी हैं। आप को जहाज खरीदना है और उन को चलाना है। इस लिये वाटर ट्रांस्पोर्ट सब से सस्ता पड़ता है।

उपाध्यक्ष महोदय : आप किसी पोर्ट पर खड़े भी होंगे या चलते ही रहेंगे ?

श्री रघुनाथ सिंह : मैं उस पर भी आ रहा हूँ। आप देखेंगे कि हमारा इन्वेस्टमेंट जैसा मैंने पहले कहा २०५ करोड़ ६० का है। इस में पोर्ट भी शामिल हैं। आप कहे तो मैं इन को आंकड़ों से साबित कर दूँ। हमारा इन्वेस्टमेंट सिर्फ २०५ करोड़ ६० है। उस में से १६ करोड़ रुपये भालाना हमारी आमदनी है। गौकि हमारी सरकार के पास कोई ऐसे आंकड़े नहीं हैं कि हमारी अग्निग क्या है क्योंकि इंडियन शिपिंग प्राइवेट सेक्टर में है, पब्लिक सेक्टर में नहीं है। दूसरी तरफ दुनिया में हमारी हागत क्या है? दुनिया में जितने भी शिपिंग इंटरस्ट हैं उन में हमारी पोजीशन २१ वीं है। यह नहीं कि १, २, ३, या ४ हो, दुनिया के सब मुल्कों में २१वीं पोजीशन है। दुनिया में १० चार छोटे छोटे राज्य हैं, उन की बात में आप से कहना चाहता हूँ। इन राज्यों ने इंडियन शिपिंग के वास्ते सब से ज्यादा खतरा पैदा कर दिया है। केवल इंडियन शिपिंग के ही वास्ते नहीं, दुनिया के बहुत से देशों के वास्ते वह खतरा पैदा हो गया है। उन राज्यों को कहते हैं - पैनामा, लीबिया, हान्दुरास और कोस्टा रिका। यह चार देश हैं उन का टनेज १३ बरों के अन्दर १ करोड़ के ऊपर हो गया है। जो अमरीकन

शिपधीनर्स हैं, अमरीका उन का मुल्क, लेकिन अपने मुल्क में वह अपने शिप्स का रजिस्ट्रेशन नहीं कराते हैं। ३० लाख टन के अमरीकी शिप्स हैं जिन्होंने अपने यहां रजिस्ट्रेशन न करा कर लीबिया में कराया है क्योंकि पैनामा, लीबिया, हान्दुरास और कोस्टा रिका इन चार देशों में इनकम टैक्स नहीं है और साथ ही साथ कोई लाज भी नहीं है। व्यापारी तो व्यापारी हैं, उन्होंने सोचा कि कोई ऐसा मुल्क होना चाहिये जहां हम चल कर के व्यापार करें और इनकम टैक्स न देना पड़े।

श्री बॅ० ए० नाथर (बिबलीन) : कृपा कर के, उपाध्यक्ष महोदय, हुकम दीजिये कि बिल पर कुछ कहें।

श्री रघुनाथ सिंह : बिस इज वाटर ट्रांस्पोर्ट। आप देखेंगे कि आज हमारे सामने ही नहीं, दुनिया के सामने एक समस्या उत्पन्न हो गई है। आज जो समस्या उत्पन्न हो रही है, जो कम्पिटिशन हो रहा है उस का सामना कैसे करें। अभी बजट में प्राइम मिनिस्टर साहब ने ४० परसेन्ट रिबेट जहाजों के लिये दिया। उस के बाद भी यह जो चारों मुल्क हैं, जिन का १ करोड़ से ऊपर का टनेज है, एन पैसा इनकम टैक्स नहीं लेते। उन की गवर्नमेंट का उन पर कोई कंट्रोल नहीं है।

दूसरी बात में यह कहना चाहता हूँ कि जिन देशों के लोगों का यह टनेज है, वे नैटो से सम्बन्धित हैं। जिस दिन नैटो चाहेगा उसी दिन उन के शिप्स को रिविज-जिशन कर सकता है हिन्दुस्तान के खिलाफ। उन का १ करोड़ का टनेज है। वह हिन्दुस्तान के खिलाफ यूटिलाइज हो सकता है। क्योंकि उस में जहां तक मामूिम है एक क्लाइ है कि इन चारों देश का जो रजिस्ट्रेशन है अगर नैटो नेशनों

चाहेंगी तो ले सकती हैं। इसलिये मैं चाहता हूँ कि यह जो बिल आपने उपस्थित किया है उस में एक ऐसा प्रोविजन होना चाहिये कि हिन्दुस्तान के खिलाफ जो देश हैं, हिन्दुस्तान के इंटरेस्ट में खिलाफ जो देश हैं, या जो देश नैटो, बगदाद पैक्ट या सीटो से सम्बद्ध हैं, उन देशों की शिपिंग पर खास निगाह रक्खी जाय। इस कानून के बनने के बाद हमें सीटो से कहना चाहिये, या जो नैटो से सम्बद्ध हैं, बगदाद पैक्ट से सम्बद्ध हैं, उन से कहना चाहिये कि अगर तुम्हारा इन देशों से सम्बन्ध है तो हमारा तुम्हारा सम्बन्ध नहीं रह सकता, हम तुम्हारे शिप पर हिन्दुस्तान का माल नहीं लाद सकते। क्योंकि शिप्स के लिये हमेशा कहा गया है कि वह सेकेन्ड क्लास काफ डिफेन्स होता है और उस का प्रयोग हमारे खिलाफ हो सकता है, इसलिये उस के खिलाफ हमें कायम रहना चाहिये।

पाकिस्तान में, मिर्फ छः रोज की बात है, तीन मार्च को पाकिस्तान के प्रेजिडेंट साहब ने एक शिपयार्ड की ओपनिंग की है। उस में बड़ी बड़ी स्पीचें हुईं। उस के चेअरमैन फारुकी साहब ने भी स्पीच दी। उरो देखने से यह मालूम हुआ कि उन के डाइरेक्टरों का सम्बन्ध कभी हिन्दुस्तान से रहा है। वे दो फर्म हैं। मैंने राज बहादुर जी को पत्र भी दिया है। जखूरत पढ़ने पर मैं नाम भी बता दूंगा। उन की बांवेज हिन्दुस्तान में भी शायद मौजूद हैं, पाकिस्तान में भी मौजूद हैं। पाकिस्तान के शिप्स में भी उन का इंटरेस्ट और हिन्दुस्तान के शिप्स में भी उन का इंटरेस्ट हो सकता है। इसलिये इस बिल में कोई ऐसा प्रोविजन होना चाहिये और ऐसे आदमियों को नहीं सपोर्ट करना चाहिये ऐसे आदमियों को कभी प्रोत्साहन नहीं देना चाहिये, चाहे वह कोई फर्म हो चाहे कोई व्यक्तिगत आदमी हो, क्योंकि वह हमारे बास्ते खतरा साबित हो सकता है।

इस बास्ते में कहना चाहता हूँ कि पाकिस्तान की जो शिपिंग है, जो शिपिंग कम्पनी हैं, अगर उन के कोई डाइरेक्टर ऐसे हैं जिन का सम्बन्ध हिन्दुस्तान से भी है और पाकिस्तान से भी है, तो उन को नमस्कार कर के कहना चाहिये कि भाई, अपना सम्बन्ध एक जगह से रक्खो क्योंकि हमारे इंटरेस्ट और पाकिस्तान के इंटरेस्ट एक जैसे नहीं हैं। वे लोग अपने को मजबूत कर रहे हैं, धार्म कर रहे हैं और हमारी शिपिंग का उन के साथ कम्पिटिशन होने वाला है। जो शिपयार्ड आज वह कराची में बनाने जा रहे हैं उन में वेस्टन जर्मनी की फर्म से उन का कोले-बोरेशन है। वेस्टन जर्मनी और जापान दुनिया के सब से बड़े शिपिंग बनाने वाले देश आज मौजूद हैं। हमें फ्रांस, यू० ई० और यू० एस० ए० की शिपिंग का, जो कि बहुत पीछे पड़े हैं, मोह त्याग कर जापान और वेस्टन जर्मनी तथा इटली से अपना सम्बन्ध जोड़ना चाहिये।

उपाध्यक्ष महोदय : माननीय सदस्य जरा कुछ जल्दी अपने जहाज में बन्दरगाह लौट आये क्योंकि और मवारियां भी हैं।

श्री रघुनाथ सिंह : अब मैं अपने बन्दरगाह पर आ ही गया। मैं बन्दरगाहों के तेल के सम्बन्ध में कुछ कहना चाहता हूँ। आज जो बंकरिंग हो रही है उनके लिये मैं कहना चाहता हूँ कि बिच में जितने जहाज हैं उनमें से ८० प्रतिशत ऐसे हैं जो तेल से चलते हैं। मैं आपके सामने अदन, कलकत्ता और बम्बई के आयल के फिर्स रखना चाहता हूँ कि किस भाव से आयल मिलता है। अगर बम्बई और कलकत्ते का आयल सस्ता है तो दुनिया के जो जहाज बम्बई और कलकत्ते में आकर ठहरेंगे हमसे तेल लेंगे। उनकी बंकरिंग

[श्री रघुनाथ सिंह]

यहां होगी। हमारे यहां वे ठहरेंगे तो हमें घामदनी ज्यादा होगी। तेल पर जो फायदा होगा वह ज्यादा मिलेगा। वह भाज हासिल नहीं हो रहा है। बम्बई में तेल का भाव १६६.६ शिलिंग है, कलकत्ते में १६६.६ शिलिंग है। एक मुक्त में ही २७ शिलिंग का फर्क। मेरी समझ में यह नहीं आता कि हिन्दुस्तान में तीन तीन रिफाइनरीज मौजूद हैं तब बम्बई में १६६.६ शिलिंग और कलकत्ते में १६६.६, यानी २७ शिलिंग का फर्क क्यों? आप देखिये कि भदन से कोई रिफाइनरी नहीं है तब भी वहां पर तेल का भाव १६६ शिलिंग है। बम्बई से ३ शिलिंग, ६ पेंस सस्ता और कलकत्ता से ३० शिलिंग, ६ पेंस सस्ता। जहाजों को अगर हम सस्ता तेल देंगे बम्बई में वे जहाज बम्बई में तेल के लिये ठहरेंगे और हम से तेल लेंगे। इसलिये हमें इस बारे में यह भी प्रावीजन करना चाहिये कि जो जहाज कलकत्ते या बम्बई पोर्ट में आवें और हमसे तेल लें उनको सस्ते रेट से तेल मिले। मैं अपनी मिनिस्ट्री से प्रार्थना करना चाहता हूँ कि वह कंट्री की बंकरिंग पर विशेष रूप से ध्यान दे।

दूसरी बात में कंट्री की बंकरिंग के सम्बन्ध में यह कहना चाहता हूँ कि कलकत्ते में डीजल प्रायल बहुत कम है। उसकी बंकरिंग का कोई इन्तजाम नहीं है। इस वास्ते जो जहाज सिंगापुर से आते हैं वह वहीं से तेल लेकर आते हैं। सिंगापुर का जो तेल है वह करीब-करीब बम्बई के ही रेट का तेल है। अगर बम्बई के रेट का तेल हम कलकत्ता में दें तो जो जहाज जापान से हिन्दुस्तान आते हैं वे सिंगापुर से तेल न लेकर कलकत्ता में लेंगे और इस तरह से जब हमारा तेल बिकेगा तो हमको इनकम टैक्स की घामदनी होगी। हमारी मिनिस्टर साहब से प्रार्थना है कि वह कृपा करके ऐसा इन्तजाम करें जिससे कि तेल का रेट जो भदन में हो वही सिंगापुर में हो और बम्बई और कलकत्ता का रेट एक होना चाहिए।

Shri Punnesu (Ambalapuzha):
Mr. Deputy-Speaker, Sir, like my friend who preceded me I do not want to cover any large area, I only want to point out some of the few things which have to be considered by the Ministry.

While supporting this Bill, I have to place before this House certain difficulties that are experienced due to certain practices observed by the coastal shipping companies. Nobody doubts that protection has to be given to our shipping companies, and coastal shipping certainly should have certain privileges, so that our shipping capacity might develop and we shall develop as a big maritime power. But, I believe that it should not be a one way traffic; protection should be mutual. The State should give protection to the shipping companies and to the shipping industry, so also these companies and this industry should give certain protection to the interests of the country.

Now, the coastal shipping companies have decided that they will not call at minor ports unless some 500 tons of cargo is guaranteed. They have made a demand that there should be at least 500 tons of cargo if a coastal ship is to call at a minor port. What does this mean? We have got a few major ports, but there are a good number of minor ports also. The development of a major port should not mean the complete annihilation of so many minor ports. That has happened in the past and, if in these days of planning it is allowed to happen then our planning does not mean much to the people and the country at large.

For example, in Kerala, we have got Cochin as our major port, but we have got at least five minor ports at Beypore, Calicut, Alleppey, Quilon and Trivandrum. Previously all sorts of ships used to call at these ports and quite a large amount of trade used to take place but, of late, due to this practice we are experiencing a

particular difficulty in this respect. Take the case of Alleppey. It is a minor port near by Cochin. Before the development of Cochin, I think Alleppey was the biggest port in that coast, especially in the Travancore area. It has been from this port that all our hill produce used to be exported. Now, after the development of Cochin Port the coastal ships do not call at Alleppey.

There are very revealing facts about this, and the figures will speak for themselves. I will try to give a small picture of it. In the year 1949-50, 109 coastal ships called at Alleppey, in 1950-51 the number was 65, in 1951-52 it was 39, in 1952-53 it was 30, in 1953-54 the number came down to 2 and in 1954-55 nil. They do not berth at Alleppey at all.

What is the result of it? In our part of the country we have developed these ports from times immemorial because of our commercial crops and our foreign trade with the result that a certain community has developed in all these port areas who live by this trade, doing loading and unloading and other aspects of the work. There are about 2,000 to 3,000 such people in these ports. With the cessation of this trade as a result of the decision of the coastal ships not to call at these ports the problem of unemployment has become very serious. I think the State Government has on several occasions taken up this matter with the Transport Ministry. I would like to know what has happened in that respect.

This stipulation that there should be at least 500 tons of cargo for a coastal ship to call at the minor ports is very unjust, because even today the foreign ships are calling at these ports without any such stipulation even though they do not have even 50 tons of cargo. There is the usual trade and the foreign ships find it profitable to call at these ports. Therefore, there is no reason why coastal ships should not berth at these ports.

The coastal ships and the agents and others connected with this trade have tried to get all this shipping at Cochin, starving these minor ports. We find that the Government of India is taking some interest in the development of minor ports. They are spending some money also. I would ask, why should we spend money on these minor ports if no trade is guaranteed there. Therefore, if we are giving some protection to coastal shipping, please ask them to deal squarely and fairly with these minor ports because the development of these ports is in the interests of our country.

The previous Government of Travancore-Cochin and the present Government of Kerala have, I think, taken up the matter with the Central Government. They have requested that the shipping companies must be told that they should call at the minor ports like Alleppey. Of course it may be difficult to make it a part of this legislation, but it can be made a condition for the issue of licence. Why not we do that? I think that can be done, and that has to be done.

In that case it will mean two things. It will result in the development of these ports and, secondly, the congestion in major ports can be avoided. Already our developed major ports are very much congested, though not so much at Cochin. But we shall not wait till the day when congestion becomes unbearable at the Cochin Port. We have to take certain steps today by which the five minor ports I have already mentioned may be developed so that there may be no congestion at the major port of Cochin and, at the same time, we will have developed our coastal trade. I believe the hon. Minister will take note of all these things.

Shri V. F. Nayar: Mr. Deputy-Speaker, Sir, I want to point out that when we have a continuance Bill like this, it is not merely necessary that we should apply our mind in such a way that for technical reasons

[Shri V. P. Nayar]

the continuance of such a Bill is necessary. What is the result of this same Bill working from 1947?

We know, as a matter of fact,—and the Government will not dispute it—that today while there is congestion in all the major ports of India some of the minor ports have gone down and are going down year by year in the total turn over of the handling of cargo. We cannot understand why it is not possible for the Government to reconcile between the two. While the major ports do good business, the minor ports also could have been made to do a smaller business.

In the case of minor ports one aspect is very often overlooked. Owing to their development through a period of time, sometimes centuries, the population around such minor ports has evolved in a very different way from other townships. For example, if you take the example of Alleppey, about which my friend Shri Punnoose was referring, or a small port like Quilon, you will find that expecting an occasional call of a ship people have migrated to these ports before many many years. If you take a survey you will find that around these ports there have been settlers from long past. Today, if you take any one port you will find that there are several thousands of families depending only on this trade.

I was amazed to find one thing the other day about the Valiathura port, that is, the Trivandrum port, where the pier had gone down into the sea and a new one had been built. We found that no ship was calling there although the Government of India was sending rice to Kerala by steamers. I could find out that one calling ship at that port meant some assistance to about 3,000 families for a period of six months. This is the situation there.

I find that the hon. Minister—I do not mean Shri Raj Bahadur but the

Minister of Transport and Communications, Shri Lal Bahadur Shastri himself—while addressing the INSUA in Bombay said that minor ports had a great role to play in the development of our country. He is reported in the *Indian Shipping* to have said as follows:

“The Minister hoped that the State Governments concerned would take an increasingly larger interest in the development of minor ports as these ports could play in future a more important part in the handling of our trade”.

What is the purpose of the States taking more interest in the development of a minor port if ships do not call there? Does it amount to the Central Minister asking the State Governments to go on investing money in the hope that later on, when there is such an overflow from the ports which are already congested, the ports may get an occasional calling? This is not a sound policy. It is necessary for me to point out that it is because of the lack of co-ordination and the lack of planning in handling the transport which is very vital for our country that the situation has been brought about to its crisis today.

Whatever be the explanation which the hon. Minister may give, we cannot understand this. There is, for example, a provision in the old Act which we are seeking to continue till the end of March, which gives the necessary power to the Government to control shipping in such a way that the minor ports could also get what is due for them. For example, section 5 of the Act says:

“The shipping authority which granted a licence in respect of a ship under section 3 may, from time to time, while the licence is valid, by order in writing give directions with respect to (a) the ports or places within or outside British India, the ports and the routes by which the ship shall

proceed for any particular purpose".

What more power is required? If the Government of India find that a particular port does not have so much volume of trade to be handled there, it is open to the Government of India, under the existing provision of law, to give a directive to the shipping company which owned the ship to say that "you shall while proceeding towards Calcutta or Bombay, necessarily call at the port of Quilon or Alleppey or Bepore". What is preventing them from doing so?

As far as I understand, the Government of India have not at all taken any action by virtue of the power which Parliament had given under this section. If the Government had an overall plan, if the Government kept the interests of the minor ports, as they are called, *vis-a-vis* the major ports, and if Government had some sympathy for the population around the minor port, then there was no rhyme or reason under which Government could have allowed this situation to continue.

Therefore, I submit that the hon. Minister should consider that in future this aspect should not be overlooked. After all, we have no comprehensive Bill. I would like to point out with all the emphasis at my command that about ships which do not call at small ports or minor ports—and in the case of minor ports where the employment situation is deteriorating—the Government should have a definite policy in regard to directing such ships which handle the coastal cargo to call at such ports.

There is another small point to which I should like to refer before I resume my seat. Going through all the literature and also the Bill which we had the good fortune to discuss the other day, I find that the shipping companies which are the recipients of favours without number and which make huge profits today have absolutely no control by the Government.

I pointed out the other day, and demanded a categorical answer from the Minister which perhaps he forgot to give me, reading out from certain publications which were not contradicted also, that the shipping companies make colossal profits and asked the Government what they were doing about it.

There are provisions by which they transfer the profits into reserves and utilise the reserves for acquisition of new ships. That I can understand, but I want to know, when we consider this Bill, what is the percentage of profit earned by the shipping industry which has been reinvested in the industry.

I also want to know whether Government are taking a serious view about this and whether they have got something in view by which they can control the profits. I do not want to tire the House by quoting the figures. They are there, uncontradicted. I would like the hon. Minister to tell us what Government has in view in respect of these things, because, then only it would mean real control of shipping. It is not as if we have a law like this which is never perhaps invoked, for reasons best known to the Government, in diverting ships from minor ports which require cargo or even in the matter of shipping companies which are left completely by themselves without control of Government.

Therefore, I want the hon. Minister to kindly consider these points and give me an answer.

श्री वास्तर (रस्तागिरि) : उपाध्यक्ष महोदय, इस बिल के बारे में मैं दो बातें कहना चाहता हूँ। इस समय सिपिंग का बड़ा महत्व है और हर एक देश में उसकी उन्नति और विकास के लिए प्रयत्न किया जा रहा है। हमें आश्चर्य होता है कि इस विषय में जापान ने बहुत प्रगति कर ली है। इस दृष्टि से जितना काम करना आवश्यक है और इस क्षेत्र में जितनी तेजी से प्रगति करना आवश्यक है,

[श्री भास्कर]

वह हम नहीं कर पाए हैं। इसलिए मंत्री महोदय को इस ओर विशेष प्रयत्न करना चाहिए।

पहले मैं पैसेंजर सर्विस के बारे में कुछ कहना चाहता हूँ। आज भारत में सारी पैसेंजर सर्विस प्राइवेट सैक्टर में ही चल रही है और उस पर हमारा जितना कंट्रोल होना चाहिए, वह नहीं है। कम्पनियों की तरफ से यह दावा किया जाता है कि यहाँ पर जितनी पैसेंजर सर्विसिज चल रही हैं, वे सब घाटे में चल रही हैं। मुझे आश्चर्य होता है कि पैसेंजर सर्विसिज घाटे में क्यों चल रही हैं। इस बारे में सरकार ने एक कमेटी नियुक्त की थी। उस कमेटी की रिपोर्ट अभी तक पब्लिश नहीं हुई है, लेकिन उसमें जो कुछ बातें बताई गई हैं, उनमें ऐसे कोई तथ्य प्रस्तुत नहीं किए गए हैं, जिनके आधार पर यह कहा जा सके कि पैसेंजर सर्विसिज के किराये बढ़ाना आवश्यक है। किराये तो बढ़ रहे हैं, लेकिन पैसेंजरमें की एमिनिटीज की तरफ कोई भी कम्पनी प्रयत्न नहीं कर रही है। इस का कारण यह है कि जब हम इस बारे में किसी कम्पनी के साथ पत्र-व्यवहार करते हैं या मुलाकात करते हैं, तो स्पष्ट शब्दों में वे हमको जवाब देते हैं कि हमारा प्राइवेट सैक्टर है और हमारी प्राइवेट कम्पनी है और इस कारण सरकार हमारे एकाउंट्स नहीं देख सकती है और अगर देख भी सकती है, तो भी आप नहीं देख सकते हैं। इसका परिणाम यह है कि पैसेंजर सर्विस में एक मानोपली हो गई है और उम्मी के कारण अब किराये बढ़ाने का प्रयत्न चल रहा है। किरायों को बढ़ा भी दिया गया है। आज-कल यह कहा जाता है कि संसार में शिपिंग ट्रांसपोर्ट सबसे सस्ता होना आवश्यक है, लेकिन हमारे देश की हालत ऐसी है कि शिपिंग ट्रांसपोर्ट सस्ता नहीं है। रेलवे का जो फ्लट और सैकंड क्लास का किराया है, वही किराया देने की स्थिति हो गई है। रेलवे का थर्ड क्लास का किराया

५ या ६ पै० है, मोटर ट्रांसपोर्ट का किराया ६ पै० है और शिपिंग का किराया ११, १२ पै० है और इसीलिए शिपिंग ट्रांसपोर्ट पर सरकार को पूरा ध्यान देना चाहिए और कम्पनियों पर पूरा कंट्रोल रखना चाहिए। उस कंट्रोल के न होने के कारण हम उन कम्पनियों के एकाउंट्स नहीं देख सकते हैं, उनके यहाँ क्या व्यवहार होता है, यह नहीं देख पाते हैं। इसलिए हमारे देश में शिपिंग के बारे में बड़ी घृणा पैदा हो गई है।

मुझे इस बात का अनुभव है कि हमारे रत्नागिरि डिस्ट्रिक्ट में वेस्ट कोस्ट पर चार पांच कम्पनियाँ थीं। पहले बम्बई से रत्नागिरि तक के प्रवाम के लिए १-६-० रुपए देने पड़ते थे जब कि अब ७-१०-० रुपए पड़ते हैं। यह ७-१०-० रुपए लेते हुए भी कम्पनी का दावा है कि वह घाटे में चल रही है और इस में १५ परसेंट की वृद्धि करना आवश्यक है। मुझे इस पर आश्चर्य होता है। कम्पनी ने जो कोटेशनज दिए हुए हैं और जो कुछ कोल और फ्युएल की बात बतलाई है, वह सब देखते हुए हमारा दावा है कि कम्पनी घाटे में नहीं है, बल्कि प्रॉफिट में है। लेकिन हम इस तरफ ध्यान नहीं देते हैं और सरकार देखती है कि रिपोर्ट अच्छी है, ठीक है और बात खत्म हो जाती है। कुछ दिन पहले किसी कम्पनी के डायरेक्टर ने शिपिंग के डायरेक्टर-जेनरल में मुलाकात की थी और इस बारे में कहा था कि १५ परसेंट किराया बढ़ाना आवश्यक है और जब सरकार इस कमी को पूरा नहीं करती, तब तक हम ट्रांसपोर्ट चलाने में अक्षम्य हैं। ऐसी बात होती हुए भी हम यह सब सहन करते हैं। हम सरकार के पास डेपुटेशन ले गए और बहुत में ग्रन्थ प्रमत्न किए, लेकिन जितनी तत्परता से इस ओर ध्यान देना आवश्यक है, उतनी तत्परता से सरकार ध्यान नहीं देती है।

हम चाहते हैं कि हमारे देश में शिपिंग बहुत पापुलर हो। इसलिए यह बहुत आवश्यक है कि हमारे देश में माइनर पोर्ट्स

का विकास हो। वैस्टर्न कोस्ट पर माइनर पोर्ट्स की हालत बहुत खराब है। सब माइनर पोर्ट्स में पहले स्टीमर चलते थे, बड़े-बड़े जहाज चलते थे। आज वहां यह स्थिति है कि सब जगह मोटर ट्रांसपोर्ट आ गया है। इसका कारण यह है कि माइनर पोर्ट्स का जितनी अच्छी तरह से ध्यान रखना आवश्यक है, उस तरह से नहीं रखा जाता है। अगर हम शिपिंग ट्रांसपोर्ट को पापुलर करना चाहते हैं, तो इस बात की तरफ ध्यान देना जरूरी है कि बड़े स्टीमर से छोटे स्टीमर तक और छोटे स्टीमर से बन्दर तक जाने की सुविधाएं उपलब्ध हों। मोटर ट्रांसपोर्ट के साथ भी उसका सम्बन्ध होना आवश्यक है। हम अपने देश में ट्रांसपोर्ट की सब सुविधायें पहुंचाना चाहते हैं, इसलिए यह भी आवश्यक है कि मोटर ट्रांसपोर्ट के साथ भी हमारा सम्बन्ध हो, रास्तों का सुधार भी आवश्यक है और सड़कों तथा ब्रिजज की प्रगति भी करनी चाहिए। इस प्रकार हमारे देश में जल-प्रवास के प्रति जो घृणा पैदा हो गई है और जल-प्रवास में जो कमी हो रही है, वह समाप्त हो जायगी।

अन्त में मैं यह फिर कहूंगा कि शिपिंग ट्रांसपोर्ट सस्ता होना आवश्यक है, क्योंकि संसार में वह सब जगह सस्ता है। सस्ते में सब लोग प्रवास करते हैं। यह देखने का प्रयत्न करना चाहिए कि हमारे देश में वह इतना महंगा क्यों है और उसको सस्ता करने का प्रयत्न करना चाहिए। माइनर पोर्ट्स और मोटर ट्रांसपोर्ट की तरफ भी ध्यान देना चाहिए। ये उपाय करने से हमारा शिपिंग ट्रांसपोर्ट बढ़ सकता है।

Shri Achar (Mangalore): I find from the Statement of Objects and Reasons that a comprehensive Bill is already on the anvil—the Merchant Shipping Bill. In fact, the Joint Committee is already going into it. This Bill seeks the extension of the Act by two years. As the Act now stands, it expires on

31st March. So, of course, it is necessary to extend it. But I am not able to see why it requires extension by two years. If there is any special reason, of course, the Minister may explain. Otherwise, the comprehensive Merchant Shipping Bill will be passed at least within a year. So, there is no necessity to extend the Act by two years.

Shri Raj Bahadur: As could be expected, I am glad to note that, so far as the measure is concerned, it has received unanimous support, because we do require the continuance of the Act in force for two years. So, I should now only confine my remarks to certain observations which, if I may say so, are *obiter dicta*; they do not actually pertain to the Bill as such. But, nevertheless, I should say something about them.

I am grateful to the hon. Member who is not here—Mr. Raghunath Singh—for the impressive array of statistics and figures quoted by him in regard to the investments in the various sectors of the various types of transport.

Shri Punnoose: It will be interesting to all the Ministries.

Shri Raj Bahadur: He wanted us to exclude all ships which are registered in Liberia, Panama, Honduras and Costa Rica from our trade. I wonder whether it will be proper for us to consider this. I think that question comes within the domain of our foreign relations, and I think I should leave it to better people to decide about that.

At any rate, Indian shipping has to stand on its own legs and compete in the world market. Therefore, our attempt should be to strengthen it, to develop it and to promote it to a level so that it can independently hold of its own and achieve a state of glory and eminence, of which we are proud. He has also said that we should make some arrangements about oil bunkering etc. It will be our endeavour to

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do that. But, if I may say so, the question of price at which the refined oil is produced the taxation to which it is subjected, all these come into play in this matter. But, as he said, it might perhaps facilitate the expansion of our shipping and the growth of our revenues from ports if we could make some arrangements with regard to that. That is a point to be borne in mind.

Then I should like to refer to the points raised by Mr. Punnoose and Mr. V. P. Nayar. The Coastal Conference, which is a body in which the Indian interests are represented, has laid down a rule that the ships will not touch a port unless the ship gets a minimum of about 500 tons of cargo. Now, as I have observed on earlier occasions, may I again remind hon. Members that it was only recently, after the dawn of independence, that we reserved the coastal trade for our Indian shipping. Before that, the foreign ships used to visit those ports; the foreign ships used to operate from port to port and they were taking, if I may say so, a lion's share of the coastal trade. So, it was considered necessary, in the interest of Indian ships, to reserve the entire coastal trade to Indian ships.

Now we know that to meet all our requirements we require as much as four lakhs tons of Indian shipping for our coastal trade. But, at the moment, we have got only 2,40,000 tons of Indian shipping for that purpose. So, there is a paucity of Indian shipping as such. Our sailing vessels, the number of which is about 1300 to 1400, also handle a good part of the trade. But they are also insufficient.

I would again remind them humbly of the suggestion, or rather the observations, that I made on the floor of the House the other day, that the only hope of the development of the minor ports is the smaller vessels. We cannot expect big-

ger vessels to touch minor ports. Even if they do so, they will have to stand 5, 7 or 10 miles away from the sea and the entire operations will have to be carried on through barges, which will make the whole process economically unsound.

Therefore, it should be recognized that if we want to develop our minor ports, more and more of smaller vessels should be put on the trade. It might have been observed by the hon. Members that we have now set a limit in the provisions of the Merchant Shipping Bill about what should be called the "home trade vessel", and that limit is 3,000 tons. So, that is the only way in which we can hope for the development of Alleppey or Quilon or other minor ports in the West Coast or Kakinada, Masulipatnam or Tuticorin on the east coast. Various factors like draught, hinterland etc. also operate in the matter of development of minor ports.

Now, it is not our desire or intention, so far as the Central Government is concerned, to absolve ourselves from the responsibility of developing minor ports. But, under the Constitution, they are in the Concurrent List; under article 73(1), the executive authority in respect of minor ports vests entirely in the State Government. For the development of minor ports the allotment in the Second Plan is Rs. 5 crores. All these minor ports, that are scattered on our coastline extending to about four thousand miles—we have got a number of ports on the Cutch coast, on the Kathiawar coast and the entire sector of the west coast and the east coast—require development and unless the State Governments do something about it, it is not possible for us to devise ways and means entirely of ourselves in the Central Government to do something about it.

Shri Punnoose: What can State Governments do about it?

Shri Raj Bahadur: They can do a lot about it if they mean to develop. Take Aleppey for the matter of that. They shall have to find out what cargo and what goods can be transported from Aleppey and they can regulate and adjust the trade from Aleppey.

Shri V. P. Nayar: That is the difficulty because the rule of 500 tons of minimum requirements cannot be applied for all commodities. Take for example the case of pepper, which may go to Bombay or Calcutta. How is it possible to collect 500 tons so that the ship may call at Aleppey? For spices especially, for which Aleppey is famous, you cannot have the restriction of 500 tons because you will have to treat each port on the basis of the commodities which find an export market from that port.

Shri Raj Bahadur: That is exactly the reason why a port like Aleppey would not develop. We cannot hope for its development when it comes in competition with a port so adjacent to it as Cochin because the amount of cargo that emanates from it is so small that a big ship will not come to it. Even if it comes it will not be economically possible for the big ship to come and make it a paying proposition. After all, the shipping company, whether it is Government-owned or private-owned, will have to look to the economics of the operation. Unless the rules of the economics of operation, which are inexorable, will not yield to anything but adjustments by ourselves, unless that would come into play we cannot override those laws of economics. So, the point remains that unless and until there is a good chance for any Indian shipping company to get the required volume of cargo from a port, particularly a minor port, how can you expect a big steamer, say of 5,000 or 7,000 tons, to come, stand there and go away with only 20, 30, 45 or 50 tons of cargo?

Shri V. P. Nayar: What is the value?

Shri Raj Bahadur: I do not know whether the freight rates are fixed in terms of value of a particular cargo. The freight rates are fixed on the basis of space it occupies. Even if you take gold, which may be very valuable, or platinum which is still more valuable, the amount of freight that you will....

Shri Punnoose: How do foreign ships come and call on these ports? Even last year there was an outturn of 22,500 tons which was carried by foreign ships.

Shri Raj Bahadur: I cannot say exactly how and in what circumstances that particular ship came, but I presume that a ship might have come with a rich import cargo and finding that there is nothing else to do, it must have just taken an odd chance to go to Aleppey also and take up some little cargo, whatever it could be, to meet the expenses of its return journey.

Shri Punnoose: By the time your principle is developed, i.e., till we have small ships, we cannot develop these minor ports. By the time you developed these small ships or minor ports, it will have died. That is the position.

Shri Raj Bahadur: I can assure the hon. Member and the House that we are second to none so far as our sympathy and so far as our desire to develop the minor ports is concerned. But, Sir, let him point out, let him give one concrete suggestion by which the Central Government as such can help in the development of minor ports unless the State Governments themselves like to do it. They have to develop industries, they have to develop something by which they can improve the capacity of the port. That is the point.

Shri Nayar quoted my senior colleague, **Shri Shastri**, as saying that the State Governments concerned themselves will take a greater interest in the development of minor

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ports. I think I cannot improve upon the principle that he has enunciated in the remark that was quoted by Shri Nayar. I can only tell him that so far as we are concerned, we are vitally interested in the development of minor ports. We know that unless and until our minor ports come into their own, unless our ports are developed specially shipping and particularly coastal shipping is developed properly, we cannot say that we have achieved that amount of success which we wanted to achieve. Now it must take time.

Then, he also referred to Section 5(a) of the original enactment and said, "Why can we not use our powers under that?" He said that perhaps we can then control the movement of cargo and passengers. But, again let it be recognised that the Indian shipping industry is yet in its infancy—it is a sapling.

Shri D. C. Sharma (Gurdaspur): How long will it remain a sapling?

Shri Raj Bahadur: It is yet in its infancy. That is a hard fact.

Shri V. P. Nayar: Do not make it a spoilt child.

Shri Raj Bahadur: I think it will not be, unless my hon. friend on the opposite side interferes with its development.

An hon. Member: Even then, it would not be.

Shri Raj Bahadur: Even then it would not be. I am glad to know that. But I can say that we are able to cover only 6% of our foreign trade by our shipping. We have got to make a big leeway from 6% to 50%, which is supposed to be the optimum. We have yet to make 44%. We have still got to provide shipping and shipping tonnage to that extent. So, let us not expect too much of it and we cannot impose upon it restrictions or limitations which will thwart its

growth and development. Therefore I would say that even this provision here can be used with discretion—and judicious discretion. We cannot use it arbitrarily. I think merely being close to power does not mean that it should be exercised to its ultimate limit without caring for anything. Even if the child dies, well let it die. So, the question is that this particular section is there for us to regulate the relationship between the foreign shipping interests and our shipping interests as also the interests of our own Indian shipping companies. So, let it be recognised on all hands that we have to pull together for the development of Indian shipping and the minor ports and the major ports. It is not our desire at all to starve the minor ports to feed the major ports. We do not want to develop the major ports at the expense of the minor ports, but the minor ports will have to be provided with the necessary means. We require a larger pool. We require that the required number of ferries, berths and other facilities like mechanisation etc. are provided. Who will provide them? Either the Central Government or the State Government. So far as the Central Government is concerned, it has got an allotment of Rs. 5 crores which will get the cranes for Aleppey or for Quilon. Who will construct its berths and make it possible for bigger steamers or medium-sized steamers to come in and find anchorage there directly? So that is a point which has to be borne in mind and it will not do any good to raise this point over and over again knowing very well in the entire context of the situation all the circumstances.

The hon. Member referred to the State Government writing to us on several occasions. Perhaps only one letter was written and I made it a point to meet the Minister personally—and even the Chief Minister of Kerala State as far as possible—going on my way to Nagarecoil and the Minister came and I explained

the entire situation to them. I do not think any concrete suggestions, which the Central Government could take upon itself, were made to us. They will always be welcome, but without any concrete suggestions it will be impossible for us to do anything. Is it merely going to be a groping in the dark? We cannot do that. We have got to build up the foundations of these minor ports by some concrete schemes and plans and they have got to be put to us.

The next point, which was a repetition of the older one, was that enormous profits are being made by shipping companies and what control is exercised by them. He himself said—and he gave the reply to that particular point—that much of it is ploughed back into investments for the purpose of expansion of shipping. What control does he want us to exercise, I am not clear about.

Then, Shri Assar referred to the fact the Japanese have made a very great progress so far as development of shipping is concerned. I may only tell him that they have got as many as 17 major ship-building yards as against the one that we have got here. They are today number one so far as production of shipping is concerned. They have out-distanced even the U.K., which now goes to the second position in the ship-building industry. They are producing perhaps 2.5 million tons of shipping every year. So, let it be recognised that with all that background, with all that technological development that they have, we cannot hope to compete with Japan, or for that matter, with U.K. or America.

An Hon. Member: Question.

Shri Raj Bahadur: We have been faced with so many limitations and we can get over them only in course of time. He referred to the difficulties experienced in regard to the passenger steamer service in Konkan coast. He very well knows how earnestly the Government did try to solve this difficult problem. It is

a fact that the particular shipping line is run at a loss. It is a fact that a committee was appointed to go into the entire economy of the whole question. But the recommendation that it made was much more favourable to the company than the decision that we took finally about it. So, to say that the Government has not kept in view the common man's viewpoint in regard to the fixation of fare rates will be, I think, something less than fair. He then said that no care has been taken about providing amenities for passengers. He knows very well that we are at one with him in our desire to provide all the amenities. But they depend on the resources of the particular shipping company.

Mr. Achar said that the two years' time we are taking is too much. We want to be abundantly cautious. We have found it necessary in the past to come over and over again to this House for the extension of the life of this particular enactment. We do not want to commit that mistake again. Hon. Members know that the Merchant Shipping Bill is on the anvil of the House and for that matter, I think two years' time is just a safe margin.

I once again commend the Bill to the acceptance of the House.

Mr. Deputy-Speaker: The question is:

"That the Bill to continue the Control of Shipping Act, 1947, for a further period, be taken into consideration."

The motion was adopted.

Mr. Deputy-Speaker: There are no amendments. The question is:

"That clause 2, clause 1, the Enacting Formula and the Title stand part of the Bill?"

The motion was adopted.

Clause 2, clause 1, the Enacting Formula and the Title were added to the Bill.

Shri Raj Bahadur: I beg to move:

"That the Bill be passed".

Mr. Deputy-Speaker: Motion moved:

"That the Bill be passed".

Shri V. P. Nayar: I do not want to make a speech at this stage, but I would like to correct the view which the hon. Minister seems to have taken. I only pointed out that we had ample provisions under this Act by which, if we had cared, we could have asked for ships calling at particular ports. The hon. Minister would not substantiate by pointing out any instance by which we could have come to the conclusion that this provision has been used at all.

He referred to the difficulties of Indian ships to call at ports which cannot guarantee a definite tonnage, which is fixed at 500. I also can understand the difficulty, but every time it is idle for anyone to suggest that the shipping companies could call at a particular port only to make profits. Nobody can suggest that in the present context of our economy the only consideration should be profits for certain companies regardless of the misery which is attendant on the people by not removing the goods. The hon. Minister said that it is open for the State Government to improve this thing. Is it the responsibility of the State Government alone? Does not the Centre have anything to do with it?

He was pointedly referring to the Minister of Kerala not having been able to give him any concrete solution. If he would only care to ask his colleagues in the various other Ministries about the number of schemes which the Government had sent, which the different organisations had sent, for industrialising the

area, then I am sure the hon. Minister would not have ventured to have given the answer he did.

Shri Raj Bahadur: May I just clear this point? The hon. Minister whom I met, or whom I had the good luck to meet at Trivandrum, did not put up any concrete proposal in regard to the development or better utilisation of Alleppey, in which my hon. friends here seem to be so much interested.

Shri V. P. Nayar: I agree with the fact that he was lucky in meeting the Minister, but I do not agree with the second point he mentioned. How is it possible for the State Government in the present position without help from the Centre to develop a particular region, especially a State which has not had its quota from the allocation of the Plan funds.

Shri Raj Bahadur: I have just now said that....

Mr. Deputy-Speaker: The hon. Minister will have his chance to reply. This is the third reading.

Shri Punnoose: Whether they are charitable to us or not, we are.

Shri V. P. Nayar: I yield with pleasure.

Shri Raj Bahadur: I only want to ask, in a State which makes the bold claim that they have got schemes galore and plans galore to develop every region in the country, why is it lacking in its own State?

Shri V. P. Nayar: It is not at all lacking in that State.

Mr. Deputy-Speaker: That question should not be dragged in. That is a very big question and that cannot be thrashed out just now. We are at the third reading stage.

Shri V. P. Nayar: I think that although I feel quite competent to answer Mr. Raj Bahadur's question, I must yield to your wishes.

How is it that the hon. Minister could not find out whether there are malpractices in the booking of consignments. A definite point was made, I remember, even last time by my colleague, Mr. K. K. Warrior, and no answer was given. This Bill seeks to control shipping and necessarily it should control other operations which result in shipping also. If there is no such provision, by all means ask us and we will give. That apart, a definite allegation was made about shipping companies which have offices in Alleppey and in Cochin. I am giving one instance. As you know, the entire coastal shipping is reserved for a few companies amongst which there are big monopolists; I don't want to go into that. They have cut-throat competition between themselves. Nobody can deny that a company which has a branch in Alleppey can at present give a bill of lading even without the load of goods being transferred to the ship. They will be shipped only at Cochin. They are transported from Alleppey to Cochin in order to grab more and more business. On account of the serious cut-throat competition between company and company, they transport the goods in record from Cochin, but receive the goods at Alleppey and transport it to Cochin from where it is shipped. Why is it that this cannot be prevented? The hon. Minister said that Alleppey cannot justify its existence; it has existed for 3,000 years....

Shri Raj Bahadur: Does he want that we should control the movement of goods by road even, inside the State of Kerala?

Shri V. P. Nayar: I certainly do not. But the Government has a very large import in its account and it has to transport a huge volume of goods from one place to another. If there is a proper plan, if Government keep the difficulties of minor ports in view and if there is proper co-ordination between rail transport, road transport and shipping, then certainly there would have been a better transport

of the cargo, especially on Government account. I say that Government have not done it. The recommendations of the rail-road-shipping co-ordination committee are there, but we need not go into them.

My charge is having regard to the peculiar position of the minor ports vis-a-vis major ports, it is surprising that on the one hand there is congestion and the shipping companies complain that they have come to the end of their resources by paying demurrage. He says that the ships can come only five miles within the pier. That apart, somehow we have to resolve it. This can be resolved only by proper distribution. Sometimes it may not be very profitable for the shipping companies. But could not companies like those which have made a profit of Rs. 126 lakhs this year as against Rs. 30 lakhs last year, be made to run a little risk?

It is not proper to say that all the Indian companies have only 7,000 ton-ships. It is not so. Government can easily point out which company has a regular route from Calcutta to Bombay or Kathiawar and which ships can take or call at Quilon, Calicut or Alleppey. If this was considered in its proper perspective, I think it would not have been difficult at all for the Government to ensure that a regular cargo is given for these ports. My only submission was that this has not been done, and I was pointing out that if Government had a different approach and took the various aspects into consideration it was certainly possible for them to ameliorate the distress.

Shri Raj Bahadur: I would like only to refer to two points—I think the hon. Member has made only two points. Firstly, he said that no answer was given to a point made in a previous debate, perhaps on the Merchant Shipping Bill, to the allegation that malpractices are taking place or are

[Shri Raj Bahadur]

being indulged in by certain shipping companies and their agents who are stationed in Kerala, at Alleppey or at Cochin. I would only say this. Perhaps it might be recalled that on that day we wanted to finish that Bill and I was asked to conclude my remarks, if possible, by the same evening. Maybe I did not touch this particular point and did not make any specific reply. But I can only say that so far as the malpractices are concerned, if the hon. Member could give us a single concrete instance of an incident or of an action which amounts to a malpractice, we shall surely go into it and try to take whatever action is possible for us within the four corners of the enactments we have got for this purpose.

He said that despite the fact that there is congestion, goods are allowed to be taken to Cochin. I may remind him that Cochin has never experienced congestion during the past so many years.....

Shri V. F. Nayar: I did not say Cochin, I said major ports.

Shri Raj Bahadur: Apart from that, we are putting in four new berths in Cochin, and the port is in the process of big development. I must say it to the credit of the Administrative Officer there that the entire scheme of the Second Plan so far as the development of that port is concerned is going to be completed, I think, within the next nine to ten months' time; he will finish the entire Second Plan projects there.

Then my hon. friend said: Why can't we control the movement of goods from and to Cochin; why should we not allow those goods to be taken to Alleppey or to Quilon or, for that matter, to any other port? I ask, is it for the Central Government to do that? Let the Government of Kerala themselves exercise that power, if they have got it; let them not allow any goods to be moved to Cochin; let them put barriers or

barricades. It is entirely up to them. If you want me to control the movement of ships carrying equipment for the big steel project through Visakhapatnam, can I control it? The Russians will have to bring those ships loaded with all the equipment, and difficult equipment at that. As you know, the type of ships in which that equipment came was one of the reasons for the congestion that took place in Visakhapatnam: those ships were not equipped with dykes and cranes. We had to use floating cranes, and we had only one. The Russians did not have any other Class of ships. It is an open secret known to everybody that we had to pay a heavy amount of demurrage on that account. But could those ships be taken to Kakinda or Masulipatam? They could not have been. I only say that even though we had to pay about Rs. 50 lakhs by way of demurrage at Visakhapatnam, the equipment that came to Visakhapatnam could not have been taken to Kakinada or Masulipatam for that matter.

Similarly, the cargo that comes to Cochin cannot be taken to Alleppey or to Quilon. That is a simple point and we should bear that in mind. I think these were the only two points that he made, and with this I conclude my remarks.

Mr. Deputy-Speaker: The question is:

"That the Bill be passed".

The motion was adopted.

INDIAN POSTS OFFICE (AMENDMENT) BILL

The Minister of State in the Ministry of Transport and Communications (Shri Raj Bahadur): Sir, I beg to move:

"That the Bill further to amend the Indian Post Office Act, 1898, as passed by Rajya Sabha, be taken into consideration".