

12.15 hrs.

**CUSTOMS DUTIES AND CESSSES
(CONVERSION TO METRIC UNITS)
BILL***

The Deputy Minister of Commerce and Industry (Shri Satish Chandra): I beg to move for leave to introduce a Bill further to amend certain laws relating to customs duties and cesses for the purpose of adopting metric units in those laws.

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill further to amend certain laws relating to customs duties and cesses for the purpose of adopting metric units in those laws."

The motion was adopted.

Shri Satish Chandra: I introduce† the Bill.

12.16 hrs.

****DEMANDS FOR SUPPLEMENTARY GRANTS (GENERAL), 1960-61**

Mr. Speaker: The House will now take up discussion and voting on the Supplementary Demands for Grants in respect of the Budget (General) for 1960-61. The time allotted is three hours.

DEMAND NO. 65—MISCELLANEOUS DEPARTMENTS AND OTHER EXPENDITURE UNDER THE MINISTRY OF IRRIGATION AND POWER

Mr. Speaker: Motion moved:

"That a Supplementary sum not exceeding Rs. 1,000 be granted to the President to defray the charges which will come in course of pay-

ment during the year ending the 31st day of March, 1961, in respect of 'Miscellaneous Departments and other Expenditure under the Ministry of Irrigation and Power'."

DEMAND NO. 70A—MISCELLANEOUS EXPENDITURE UNDER THE MINISTRY OF LAW

Mr. Speaker: Motion moved:

"That a Supplementary sum not exceeding Rs. 7,27,000 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, 1961, in respect of 'Miscellaneous Expenditure under the Ministry of Law'."

DEMAND NO. 83—MINISTRY OF TRANSPORT AND COMMUNICATIONS

Mr. Speaker: Motion moved:

"That a supplementary sum not exceeding Rs. 7,50,000 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, 1961, in respect of 'Ministry of Transport and Communications'."

DEMAND NO. 112—CAPITAL OUTLAY ON CURRENCY AND COINAGE

Mr. Speaker: Motion moved:

"That a supplementary sum not exceeding Rs. 4,41,93,000 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, 1961, in respect of 'Capital Outlay on Currency and Coinage'."

DEMAND NO. 129—CAPITAL OUTLAY OF THE MINISTRY OF STEEL, MINES AND FUEL

Mr. Speaker: Motion moved:

"That a supplementary sum not exceeding Rs. 1,000 be granted to

*Published in the Gazette of India Extraordinary Part II-Section 2, dated 29-8-1960.

†Introduced with the recommendation of the President.

**Moved with the recommendation of the President.

the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1961, in respect of 'Capital Outlay of the Ministry of Steel, Mines and Fuel.'

DEMAND No. 133— CAPITAL OUTLAY ON ROADS

Mr. Speaker: Motion moved:

"That a supplementary sum not exceeding Rs. 13,50,00,000 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, 1961, in respect of 'Capital Outlay on Roads'".

Mr. Speaker: Hon. Members who have tabled cut motions may kindly refer to those cut motions, and indicate which of them they propose to move.

Shri Naushir Bhurucha (East Khadesh): I am moving cut motions Nos. 1 to 5.

Mr. Speaker: Cut Motion No. 5 is out of order.

Shri P. K. Deo (Kalahandi): I move cut motions Nos. 10, 12, 13, 14 and 15.

Shri Warior (Trichur): I move cut motions Nos. 8 and 9.

Shri Sarju Pandey (Rasra): I move cut motions Nos. 20, 21 and 22.

Mr. Speaker: Immediately I may say that 20 and 21 are out of order because they are beyond the scope of the demand 22 is all right.

Shri Assar (Ratnagiri): I move cut motions Nos. 23, 24, 25, 26, 27 and 28.

Mr. Speaker: Cut motion No. 27 is out of order.

Shri Sadhan Gupta (Calcutta—East): I move cut motions Nos. 11 and 29.

Shri Aurobindo Ghosal: I move cut motions Nos. 16, 17, 18 and 19.

Mr. Speaker: The following are the cut motions which have been moved. The other cut motions are not admitted. The cut motions moved are: Nos. 1, 10 and 23 to Demand No. 65; Nos. 2, 11, 16, 17 and 24 to Demand No. 70A; Nos. 3, 12, 18, 25 and 26 to Demand No. 83; Nos. 8, 9 and 19 to Demand No. 112; Nos. 4 and 13 to Demand No. 129 and Nos. 14, 15, 22 and 28 to Demand No. 133.

Cut Motion No. 29 is out of order; it is beyond the scope of the demand.

Shri Sadhan Gupta: Cut motion No. 29 relates to the World Bank and this association is an affiliate of the World Bank. That is why I put it.

Mr. Speaker: It is open to him to say about the association. Merely because a branch is started, shall we go into the World Bank itself? So, it is out of order.

Urgency of establishment of Power Research Institute at Bangalore and providing greater research facilities for it

Shri Naushir Bharucha: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 1,000 in respect of Miscellaneous Departments and other Expenditure under the Ministry of Irrigation and Power be reduced by Rs. 100."(1)

Desirability of enlarging the scope of the Indian Law Institute to include study and research in International Law, both public and private

Shri Naushir Bharucha: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,27,000 in respect of Miscellaneous Expenditure under the Ministry of Law be reduced by Rs. 100."(2)

Failure to give the House information as to the constitution, procedure, activities and projects of the Border Roads Development Board

Shri Naushir Bharucha: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,50,000 in respect of 'Ministry of Transport and Communications' be reduced by Rs. 100." (3)

Desirability of expediting and intensifying exploration of mineral deposits in Sikkim by the Indian Bureau of Mines

Shri Naushir Bharucha: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 1,000 in respect of 'Capital Outlay of the Ministry of Steel, Mines and Fuel' be reduced by Rs. 100." (4)

Provision in the Articles of Agreement of the International Development Association regarding voting rights of member State

Shri Warrior: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 4,41,93,000 in respect of 'Capital Outlay on Currency and coinage' be reduced by Rs. 100." (8)

Proper utilisation of loans etc.

Shri Warrior: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 4,41,93,000 in respect of 'Capital Outlay on currency and coinage' be reduced by Rs. 100." (9)

Delay in the establishment of the Power Research Institute at Bangalore

Shri P. K. Deo: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 1,000 in respect of Miscellaneous Departments and other Expenditure under the Ministry of Irrigation and Power be reduced by Rs. 100." (10)

Need to widen the research activities of the Indian Law Institute so as to include research for proper safeguarding of civil liberties

Shri Sadhan Gupta: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,27,000 in respect of 'Miscellaneous Expenditure' under the Ministry of Law be reduced by Rs. 100." (11)

Desirability of activating the work of the Border Roads Development Board.

Shri P. K. Deo: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,50,000 in respect of Ministry of Transport and Communications be reduced by Rs. 100." (12)

Urgency of working the mines in Sikkim

Shri P. K. Deo: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 1,000 in respect of Capital Outlay of the Ministry of Steel, Mines and Fuel be reduced by Rs. 100." (13)

Desirability of improving the Srinagar-Kargil-Leh road and to extend it to Aksachin area and to Khurnak fort and Demchok

Shri P. K. Deo: I beg to move:

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

exceeding Rs. 13,50,00,000 in respect of 'Capital Outlay on Roads' be reduced by Rs. 100." (14)

Urgency for the construction of all-weather motorable roads from (1) Pipalkothi to Mana Pass; (2) Joshimath to Niti Pass; (3) Rampur Bushar to Shipila Pass; (4) Almora to Lipulkh Pass; (5) Tezpur-Bomdila-Towang; (6) Lakhimpur (Assam) to Longju; and (7) Ganganagar-Jaisalmer-Munabao, Pakistan border

Shri P. K. Deo: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 13,50,00,000 in respect of 'Capital Outlay on Roads' be reduced by Rs. 100." (15)

Need for publication legal research works in regional Languages

Shri Aurobindo Ghosal: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,27,000 in respect of 'Miscellaneous Expenditure' under the Ministry of Law be reduced by Rs. 100." (16)

Need for more scope for higher legal research

Shri Aurobindo Ghosal: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,27,000 in respect of 'Miscellaneous Expenditure' under the Ministry of Law be reduced by Rs. 100." (17)

Need for bringing the border roads of Tripura, Manipur and Assam under the Border Roads Development Board

Shri Aurobindo Ghosal: I beg to move:

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

exceeding Rs. 7,50,000 in respect of Ministry of Transport and Communications be reduced by Rs. 100." (18)

Need for further clarification of the status of India in the International Development Association.

Shri Aurobindo Ghosal: I beg to move:

"That the demand for a Supplementary Grant of a sum not exceeding Rs. 4,41,93,000 in respect of 'Capital Outlay on Currency and Coinage' be reduced by Rs. 100." (19)

Construction of border roads in Uttar Pradesh

Shri Sarjoo Pandey: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 13,50,00,000 in respect of 'Capital Outlay on Roads' be reduced by Rs. 100." (22)

Delay in establishing the Power Research Institute at Bangalore

Shri Assar: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 1,000 in respect of 'Miscellaneous Departments and other expenditure' under the Ministry of Irrigation and Power be reduced by Rs. 100." (23)

Need for publication of legal research works in regional languages

Shri Assar: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,27,000 in respect of 'Miscellaneous expenditure' under the Ministry of Law be reduced by Rs. 100." (24)

Failure to give information to the House as to the procedure, activities and projects of the Border Roads Development Board.

Shri Assar: I beg to move:

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

[Shri Assar]

exceeding Rs. 7,50,000 in respect of 'Ministry of Transport and Communications' be reduced by Rs. 100. (25)

Need for speeding up the construction work of the border roads

Shri Assar: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 7,50,000 in respect of 'Ministry of Transport and Communications' be reduced by Rs. 100." (26)

Need to improve the Srinagar-Leh road and to extend it to Aksaichin area and Khurnak fort and Demchok

Shri Assar: I beg to move:

"That the demand for a supplementary grant of a sum not exceeding Rs. 13,50,00,000 in respect of 'Capital Outlay on Roads' be reduced by Rs. 100." (28).

Mr. Speaker: All these cut motions are before the House.

Shri Naushir Bharucha: I propose first to deal with the Supplementary Demand No. 65 on pages 4 and 5, which relates to the Power Research Institute at Bangalore. The House will recollect that the question of power generation and power plants has been dealt with at considerable length in the draft outline of the Third Plan and a sum of not less than Rs. 975 crores has been set aside for the purpose of power development. In view of this, the question of power research becomes a matter of very great urgency, because there are innumerable problems connected with power research such as experimenting on the types of generating stations that are suited to the divers needs, requirements and conditions of a vast country like India, questions regarding the research on standardisation of voltages and frequencies, studies of load factor patterns and so on, on which a great deal of research is required. And, in fact some type of research is going on in the matter of transmission line constructions to consider what materials are suitable for

the purpose of constructing transmission towers or transmission lines. There is also the question of research into insulating materials designed to lower transmission loss and transmission costs and also the question of standardisation of electrical equipment and electrical appliances. The point that I am making is that the field of research, so far as power generation and distribution is concerned, is so vast that we have not touched even a fringe of the problem. Since we have set aside Rs. 975 crores for power development in the Third Plan, unless research is undertaken on a larger scale these Rs. 975 crores are likely to be spent in more or less haphazard development. If the House turns its attention to pages 4 and 5 of the supplementary demands, it will notice that the supplementary grants asked for power research is intended for two stages—first, a three and a half year stage during which establishment and utilisation of the research facilities in co-operation with the Indian Institute of Science as visualized, and thereafter a second stage during which establishment of an organisation on power research will be undertaken. It means really that by the end of the Third Plan we shall not have proceeded far in the matter of power research, though by that time the amount of Rs. 975 crores will be spent on power development. In view of this, it is my request to the hon. Minister in charge of this particular demand that he should expedite the question of power research and place it on a much sounder footing and see that research in various categories and into the various problems are simultaneously undertaken. I have studied a brochure called "Power for the Future" issued by the U.K. Electricity Council and I find vast amounts have been set aside for the purpose of power research there. In view of this fact, I hope the hon. Minister will bear in mind the urgency and expedite power research in this country.

The second point to which I desire to refer is Demand No. 70A on page

8, dealing with the Indian Law Institute. We all appreciate the objects for which this institution has been created, namely, the cultivation of the science of law and promoting reforms in the administration of law. Apart from that, I find that there seems to be one lacuna, though I am not sure whether it is a lacuna, in view of the fact that the notes given under the supplementary demands are not adequate, namely, whether this Institute will not undertake the question of research and cultivation of international law, both public and private. With the development of scientific research, new problems in international law have been posed before the people and even eminent jurists have not been able to answer them fully. These are questions such as: what should be the limits of territorial waters for purposes of civil administration and for purposes of defence—some wrangling has been going on in this matter and it has not been settled yet—'how far does the sovereignty of a State extend in the outer space', can the big nations pollute with radioactivity the high seas and space, and also the problem of stateless persons. These are new problems to which the jurists have to find an answer. It is my hope that the Indian Law Institute will take up these subjects and make it a part of its study and if any additional demand is required for the purpose, I am sure this House will not hesitate to vote the demand.

Then I take up the question of Border Roads Development Board in respect of Demand No. 83, which is contained on page 10. I welcome the establishment of the Border Roads Development Board. But the House does not know what its constitution is, what procedure the Board intends to adopt or follow, what projects in the main it proposes to undertake and whether the entire activity of the Board is confined to the construction of roads only. In this respect, I would like to invite the attention of the House to the fact that the aggression of China must be taken as a permanent threat to India. It is not

merely enough to construct roads, it is not enough merely to say that we have established a Board for the purpose, which will cut off red tape, short circuit the procedure and enable us to proceed with road construction work in NEFA and other strategic areas with greater speed. What we require, in addition to road construction is, rest barracks for defence personnel, storage facilities for munition dumps, defence vehicles and fuel and also field ambulance posts, stabling facilities for defence animals and all the rest of the defence construction requirements which go with the movement of troops. An army does not march merely on roads. It has to carry maintenance facilities and unless these facilities are constructed side by side with the roads, I am of the opinion that we shall finish our roads quickly only perhaps to enable the Chinese army to march down into India with greater ease rather than make them instruments of sound defence. I am, therefore, of the opinion that along with roads the activities and the scope of the Border Road Development Board should be very considerably extended, red tape must be cut down and the construction of other defence structures and their requirements must be placed on a war footing. I, therefore, submit that notwithstanding the fact that you, Sir, were pleased to rule that my amendment No. 5 was out of order, which is in a way out of order, that does not absolve us from the responsibility of suggesting extension of the scope of this Board, and I hope the hon. Defence Minister will take into consideration this fact.

Lastly, I desire to stress on the need to expand our mineral exploration work in the small kingdom of Sikkim. It is a kingdom rich in mineral resources and I hope the hon. Minister in charge of the Indian Bureau of Mines and other institutions will look into this particular aspect.

So far as supplementary demands are concerned, I am sure this House will not grudge voting what has been asked for. The complaint of the House

[Shri Naushir Bharucha]

is that in the case of most of the requirements the urgency is not appreciated, and this type of slackness on the part of the Government cannot be tolerated. I hope if, later on, any hon. Minister feels that further supplementary grants in the course of the year are required, he will not hesitate to come forward to this House, because these supplementary demands are on items of national importance, and they do not brook any delay.

Shri Sadhan Gupta: I want to emphasize certain aspects connected with the Indian Law Institute, coming under Demand No. 78. The Indian Law Institute has been established with a view to carrying on research in legal problems, and the Government has made a grant of about Rs. 5 lakhs for the Institute. In connection with the grant I want to stress the need to carry on certain broad kinds of research activities by the Institute.

Our law has come down from a time when the rulers were interested in keeping down the people. Now, great power has been given to the administration, particularly to the police, in many cases. In many instances laws which are supposed to be designed for prevention or laws connected with the procedure of investigation can be very harassing indeed.

I shall not go in detail into the Preventive Detention Act. Many times the question has been raised in the House and it has been shown how the Preventive Detention Act is liable to considerable abuse and the subject is practically denied any protection against infringement of his personal liberty. I say practically because if the executive authority acts *mala fide*, there is no way of proving the *mala fides* for it is so difficult and next to impossible to prove the *mala fides*. Therefore, the subject who has been subjected to detention in *mala fide* exercise of executive rights has practically no remedy against such exercise.

The same thing applies in the case of certain preventive sections of the Criminal Procedure Code, specially the exercise of rights under section 107 to bind down people to keep the peace and section 151 preventive arrest. Besides this, in carrying on investigation the Police have a very potent weapon for harassing accused persons. If they want, they can put him into any kind of trouble, apart from the question of jeopardizing his liberty and the anxiety which is caused by the uncertainty of a criminal litigation. They might put him to ruinous financial expenses and thereby achieve their object even without punishment. We have seen this in many cases both in proceedings under section 107 as well as in criminal proceedings which come under Police investigation. In all these cases we have seen that although ultimately the person has come out absolutely clear from the proceedings, the proceedings themselves have ruined the person and have done much worse than if he was sent to jail in the very beginning and let out after three or four years.

This is the problem, the problem of civil liberty, which we face very widely in the country. This may not be so much known in places like Delhi or Calcutta but in small places all sorts of malpractices are prevalent and it is necessary that from the purely legal point of view some safeguard should be devised and some legislation should be suggested. We have preventive provisions in different parts of the world. In most places we do not have any preventive detention. If, for instance, the Indian Law Institute by suitable research could find out the position in other countries and either suggest that preventive detention was not necessary or suggest suitable safeguards subject to which preventive detention could be undertaken, in either of these cases it would be a great help to civil liberty.

Let us take the question of binding over. That, I believe, is prevalent in many countries. But what are the safeguards against its abuse? I have

had in my experience cases of trade union leaders who were always harassed by proceedings under section 107. I had personally come across many cases in the course of my profession where I have seen that after protracted litigation and proceedings under section 107, the trade union leader or the peasant leader who has been trying to organise a mass struggle has been absolved from the proceedings and the proceedings have failed. But before that he has been repeatedly brought to the court and has had to pay almost to all kinds of lawyers and incur other expenses by way of getting bail and so on. They are not people of very considerable means. In the course of that they have been totally ruined and the object of crushing the trade union or the peasant organisation has been largely achieved. It is only a very determined band of workers that can resist this kind of persecution.

Often it happens that the Police persecute under the influence of the employer, say, a factory owner or a mill owner or the local landlord. What is the remedy against this? Obviously, this cannot be allowed to go on. Some remedy should be found for it. What are the remedies thought of in other countries? What is the position in the law of other countries? Or, what could be the proper legal safeguard against all these things? This should be enquired into. Research should be carried out in these fields and something should be done in respect of these things.

Speaking on Demand No. 112 concerning the International Development Association I would say that what we have to guard against is a certain tendency which may affect the Association as it has affected the World Bank. The tendency I am complaining of is the affection, if I may say so, of the World Bank to the private sector. It tries its best to foster the private sector in every way. Formerly, of course it was not the World Bank but it was the Western Powers, they were very unwilling to foster heavy industries. They gave assistance for the purpose of agriculture, small-scale industries

and so on. I do not say that such assistance should not be given. But the fact was that they were very reluctant to assist our heavy industries where we need assistance most. Perhaps in agriculture we may shift somehow for ourselves and in small industries perhaps provided we have a sufficient machine building capacity we might even take care of our small industries to a great extent. But in the field in which we most need assistance, the field of basic industries, the Western Powers have been reluctant to assist. Now, the World Bank, where the Western Powers mostly predominate, although have given us assistance in regard to transport and communications and other things in which assistance perhaps is necessary, we find that when they assist basic industry they assist in the private sector rather than in the public sector. For instance, the World Bank has given a loan to the Tatas for expansion of their steel project, but no loan has been forthcoming for the building of, say, a steel plant in our country in the public sector or other heavy industries projects, say, heavy chemicals and so on. It has not got any assistance from the World Bank. It is necessary to see that we succeed in getting assistance, where we need it most, from the International Development Association also. This should be particularly looked into, and we should try to get as much assistance as possible in respect of the sector of our heavy industries. Not that we will spurn all assistance for our small industries or even for our agriculture, but the International Development Association should not approach us with the attitude that heavy industries should not be assisted and, if they are assisted, they must be assisted only in the private sector and that the public sector must not be allowed to put up its heavy industries, as far as the International Development Association can help it.

Sir, these are the few things I wanted to stress and I hope the Ministers concerned will give their attention to them.

Mr. Speaker: Shri P. K. Deo I will call Shri Assar later.

Shri P. K. Deo (Kalahandi): Sir instead of speaking on all the demands, I would like to pin-point my observations on Demand No. 83 and 133. These demands deal with the construction of the essential roads that are required in our northern border.

In this connection I would like to submit that even though the Himalayas are traditionally and culturally associated with this country for the last so many years, we never tried to explore and develop the entire Himalayan region; practically, it was completely sealed off except a few Sadhus or mountaineers. Even though in the Himalayan region we find a cheerful lot of people, behind those smiles we find a picture of poverty and penury. After the Chinese incursions in the northern border, all eyes including the eyes of the Government are riveted in that area. In fact the Chinese incursion was something of a blessing in disguise in that all attention is now focussed as to how to develop that area and how to open up the country.

Some splendid work has been done in this regard, that is the construction of the Srinagar-Kargil-Leh road. This road is about 280 miles, and though it was started a few years back it has now been completed. In this connection I am very glad to see that our Defence Minister the other day in a statement in Leh said that some ice-removing machinery is being purchased to make the Srinagar-Leh road motorable even in winter, so that the passes at the high altitude like Joji pass and other elevated areas could be free from ice. I hope those ice-removing machines would be coming soon and such machines should be available in other passes also.

But in this connection I would like to impress upon the hon. Minister that instead of making that road a dead stop at Leh, it should be further extended to the Aksaichin area and, if possible to Khurnak fort and even

further south. I find in the map supplied to us a bridle path from Leh to Demchok. If that bridle path could be improved it will open up the country and will facilitate the movement of our troops in that area and it will connect the air-field in that area, that is Chusul.

Similarly, in the Kumaon region of the Himalayas, on the valley of the Alakananda the all-weather road has gone as far as Pilakothi. I beg to submit that it should be further extended up to Maha Pass. All the hill springs should be bridged and a bifurcation should be made from Joshimath to Niti Pass.

And even in the Himachal region, the road that extends from Simla to Rampur Bushar should be further extended to the Shipkila Pass.

Similarly, in the NEFA region on all-weather road should be constructed from Tezpur to Towang. From Tezpur there is already an all-weather motorable road to Sonerigaon. From Sonerigaon to Longju we must have an all-weather motorable road for the transport of military personnel and essential commodities.

The construction of mere roads will not serve the purpose. At the same time we must have adequate rest houses and barracks for our Defence personnel and storage facilities for ammunition and military stores and for the military vehicles, and stable facilities for the various animals like mules, etc. That should not be lost sight of.

In this connection I beg to submit that in making these roads we shall have to learn the speed from the Chinese. Even though the Chinese came to Tibet only in 1954, within a short period they have made a complete network of roads and have fortified the entire region. Of course, the methods adopted by the Chinese may not be the ideal method, because they use things like forced labour and there the system of construction is quite different. At the same time we

must realise the importance that the northern frontier should be completely opened up; because it will not only fortify that area, but at the same time it will bring prosperity to the people in that area and open up the vast mineral resources lying in the Himalayan region and we can also exploit the forest resources.

In the construction of these roads we need not insist on the standard specifications laid down by the Indian Roads Congress or the code of practice for the roads and bridges that is prescribed by the Indian Roads Congress. To start with, we must make the roads jeepable and then try to improve them. And, besides roads we must have a network of bridle paths and mule track in that area. It is a good thing that the construction work has been entrusted to military officers of the rank of Major-General, Brigadiers and some military personnel and I am sure the thing would be taken up at an early date in the near future we shall have a network of communications in that area.

Now, coming to Demand No. 65, I beg to submit that even though in 1955 the Planning Committee recommended about the creation of research in the Power Wing, nothing had been done in this regard. However, after our failure in Bhakra-Nangal and after gaining experience for all these years, we have at last decided to have research in power engineering in this country, and that is going to be put up at Bangalore. I welcome the proposal, because it is better late than never.

In this connection I wish to submit that the field of research should also be extended to the atomic field. They should make recommendations as to where atomic power houses come up, where thermal stations should come up and where the hydro-electric projects should be taken up. Because, we find in developing hydro-electric power, so many difficulties arise from unnecessary conflicts between the different States. These things should be looked into and decided upon, keep-

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ing in view the development of India as whole and not with a parochial approach. Take the case of the Bali-mala project. It was only the other day, after the Third Plan draft was ready, that it came to notice. This project will utilise the surplus waters of Machkund and benefit not only the Andhra Government, but also the Orissa Government. That would generate 240,000 KW with a 60 per cent. load factor. It will cost only Rs. 29 crores. The cost when worked out, comes to Rs. 1,200 per KW. This is the cheapest hydro-electric power that could be considered. It will develop not only Andhra Pradesh, but also Orissa. That should be taken up in the near future.

Regarding the development of minerals in Sikkim, I beg to submit that steps should be taken for early exploitation of the resources at Sikkim. Even though the Government of India is going to subscribe 49 per cent. of the capital for this development, I think it should be taken up at an early date, so that rare minerals like copper and zinc which are found in shortage there could be obtained. It will contribute not only to the prosperity of India, but it will contribute also to the prosperity of Sikkim and it could get the much needed capital for its ultimate development.

श्री राम कृष्ण गुप्त (महेन्द्र गढ़) :
अध्यक्ष महोदय, मैं डिमांड नम्बर ७८ के बारे में कुछ कहना चाहता हूँ जो कि मिनिस्ट्री आफ ला से ताल्लुक रखती है।

इस डिमांड के बारे में कहा गया है कि इस नोट के पेज नम्बर ७ पर :

“The funds are required to meet expenditure on the Hindu Religious Endowments Commission set up to enquire into certain matters connected with Hindu Public Religious Endowments;”

जहां तक इसके लिये रुपया रखने की बात है, इसमें किसी को इन्कार नहीं है। इसके बारे

[श्री राम कृष्ण गुप्त]

में मैं सिर्फ दो तीन सजेशन हाउस के सामने रखना चाहता हूँ और मुझे आशा है कि मंत्री महोदय उन पर जरूर विचार करेंगे।

यह जो कमीशन मुकर्रर किया गया है यह १ सितम्बर सन् १९६० तक अपनी रिपोर्ट देगा। उस कमीशन की रिपोर्ट से जो मकसद है वह उतना पूरा नहीं होगा क्योंकि इसका जो परपज है वह बड़ा लिमिटेड है। मेरी इस बारे में यह अपील है कि जो दूसरे चैरिटेबिल ट्रस्ट हैं उनके बारे में भी यह कमीशन तहकीकात करे और रिपोर्ट पेश करे क्योंकि आज हमारे देश में रिलीजस ट्रस्ट्स का मामला इतना अहम नहीं है जितना कि चैरिटेबिल ट्रस्ट्स का मामला है।

इसके बारे में मैं ने दो तीन दफा पहले भी हाउस में कहा था, और पिछले दिनों जब मेरे एक नान-आफिशियल बिल पर इस बारे में विचार हो रहा था, उस वक्त भी माननीय डिप्टी मेयर लीडर ने एव्योरेंस दिलाया था कि इस कमीशन के मुकर्रर करने से उस बिल की जरूरत नहीं रहेगी, लेकिन मुझे इस बात से बड़ी हैरानी है कि इतना रुपया खर्च किया जाय और कमीशन अपनी रिपोर्ट पेश करे तो उसमें चैरिटेबिल ट्रस्ट्स को बिल्कुल छोड़ दिया जाय। अगर ऐसा किया जायगा तो फिर दोबारा अगर कोई कमीशन मुकर्रर करना पड़ा तो और ज्यादा रुपया इसी तरह से खर्च करना पड़ेगा। इसलिये मेरी अपील है कि इस बात का जरूर विचार किया जाय कि जो चैरिटेबिल ट्रस्ट हैं उनका वर्किंग फंडा है उसके बारे में भी हाउस के सामने रिपोर्ट आ सके और जो हम ने ज्वाइंट कमेटी मुकर्रर की है वह उन बातों पर विचार कर सके। मुझे पूरी आशा है कि यह रिपोर्ट १ सितम्बर, सन् १९६० तक जरूर पेश हो जायगी। क्योंकि यह बिल ज्वाइंट कमेटी को रेफर किया गया है। अगर ज्वाइंट कमेटी के फंडले से पहले यह रिपोर्ट पेश नहीं होती तो इस कमीशन का परपज काफी हद तक

खत्म हो जायगा। तो मुझे पूरा विश्वास है कि इस तरफ विशेष रूप से विचार किया जायगा, और इसको पूरा करने की कोशिश की जायगी।

आगे चल कर इंडियन ला इंस्टीच्यूट के बारे में कहा गया है। इसके लिये भी रुपये की जरूरत होगी इससे इन्कार नहीं किया जा सकता। नोट में इसके बारे में कहा गया है :

"The principal objects of the Institute are to cultivate the science of law and to promote advanced studies and researches in law and its administration; to promote reforms in the administration of law and justice and a healthy development of law suitable to the economic, social and other needs of the people."

इसमें यह भी कहा गया है कि इस इंस्टीच्यूट का यह भी काम है कि जो हमारे डिफरेंट स्टेट्यूट्स हैं उनको सिम्पलीफाई करे जिससे आप लोग उनके बारे में अच्छी तरह से समझ सकें। मुझे पूरा विश्वास है कि इसके लिये जो रकम दी जा रही है उसका प्रापर इस्तेमाल होगा। यह एक प्राइवेट इंस्टीच्यूट है और कई बार मुझे इसकी प्राप्रेस रिपोर्ट को देखने का मौका मिला है। मैं इससे पूरी तरह सेटिसफाइड नहीं हूँ। इसके लिये मेरी दो तीन अपीलें हैं। यह एक प्राइवेट इंस्टीच्यूट है और गवर्नमेंट नोट के अन्दर कहा गया है :

"The Institute depends for its financial resources on grants from Government, donations from public charitable institutions in India and abroad and subscriptions from its members."

इसके बारे में मेरी दो तीन अपीलें हैं। अगर गवर्नमेंट इसके लिये काफी रकम दे रही है तो इसके ऊपर अपना कंट्रोल रखें।

और जो भी इसका परपज है यानी खास तौर पर ला को सिम्पलीफाई करने का और जो भी पब्लिकेशन्स बगैरह हैं उनको तमाम को मिस्टमेटिकली एरेंज करने का, उनको एक्सपीडाइट किया जाय, तो देश के तमाम लोग इससे ज्यादा से ज्यादा फायदा उठा सकेंगे। यही मेरी चन्द तजवीजें हैं।

श्री आस : अध्यक्ष महोदय, मैं ने सुप्लीमेंटरी डिमांड्स पर कुछ कटौती प्रस्ताव रखे हैं। डिमांड नम्बर ६५ के बारे में मेरा कटौती प्रस्ताव इस प्रकार है :

“Delay in establishing the Power Research Institute at Bangalore.”

मैं तो इस चीज का स्वागत करता हूँ। चाहे देरी से ही क्यों न इसको लाया गया हो। सरकार ने इस इंस्टीट्यूट की स्थापना का निर्णय करने में देरी की। सन् १९५५ में प्लानिंग कमेटी ने इसके बारे में कहा था :

“A Planning Committee appointed in 1955 recommended *inter alia* the establishment of a Power Research Institute at Bangalore with a view to provide facilities for research in the field of power supply and electrical equipment manufacturing industries.”

अब सन् १९५५ में प्लानिंग कमेटी ने इसके बारे में सिफारिश की थी तो आज सन् १९६० में इसके बारे में विचार किया जा रहा है। सेकंड प्लान पीरियड में इसका काम पूरा होना चाहिये था लेकिन हमने इस काम को सेकंड फाइव ड्रर प्लान के आखिर में हाथ में लिया है। मेरी प्रार्थना है कि इसमें देरी क्यों लगी है इस बारे में बताया जाय और यह प्रार्थन है कि अब इस काम को जल्दी एक्सपीडाइट कराया जाय।

मेरा दूसरा कटौती प्रस्ताव डिमांड नम्बर ७०ए० के बारे में है। इस डिमांड के बारे में कहा गया है :

“The funds are required to meet expenditure on the Hindu Religious Endowments Commission set up to enquire into certain matters connected with Hindu Public Religious Endowments.”

इस बारे में मुझे यही कहना है कि इस कमेटी की रिपोर्ट केवल अंग्रेजी में ही न छापी जाय, क्योंकि ऐसा करने से नतीजा यह होगा कि ग्राम लोग इस को समझ नहीं सकेंगे। इसका सम्बन्ध हिन्दुओं की धार्मिक संस्थाओं से है। इन धार्मिक स्थानों के प्रमुख अंग्रेजी की रिपोर्ट को नहीं पढ़ सकेंगे और देहातों के लोग उसको नहीं पढ़ सकेंगे। इसलिये मेरी प्रार्थना है कि इस रिपोर्ट को देशी भाषाओं में भी प्रकाशित किया जाय जिससे कि साधारण जनता और धार्मिक संस्थाओं के प्रमुख उसको समझ सकें। मैं समझता हूँ कि सरकार इस पर विचार करेगी।

13 hrs.

तीसरी डिमांड है नम्बर ८३। इस बारे में यह कहना है कि हमने स्वतंत्रता मिलने के बाद इस बारे में विचार नहीं किया। स्वतंत्रता मिलने के बाद हमको इस बारे में विचार करने की आवश्यकता थी कि हमको बार्डर एरिया में सड़कों का निर्माण करना है। लेकिन हमने इस तरह ध्यान नहीं दिया। इतना ही नहीं। चीनियों ने हमारे ऊपर आक्रमण किया। उस आक्रमण के बाद भी हमने इस बारे में विचार नहीं किया, लेकिन अब हमको ऐसा लगने लगा है कि चुप बैठने से काम नहीं चलेगा और अब हमने बार्डर एरिया में सड़कें बनाना शुरू किया है और इस काम के लिए एक डेवलपमेंट बोर्ड स्थापित किया है। लेकिन केवल रास्ते बनाने से काम नहीं होगा। उनके साथ और भी सुविधाओं का निर्माण करना जरूरी है। हम कई लोग सिक्किम और भूटान में गए थे। वहाँ हमारी सेना भी गई है लेकिन जो सेना गई है

[श्री आसर]

उन सबके रहने के लिये बारक्स नहीं हैं। और उनके लिए दूसरी कोई सुविधाएँ नहीं हैं। अब सुना है कि हम उस एरिया में और सैनिक को भेजने का विचार कर रहे हैं। इस कारण हमको बैरक्स और अन्य सुविधाओं का निर्माण करना चाहिए।

मैंने जो कट मोशन दिया है वह इस प्रकार है।

“Urgency of constructing roads and rest barracks for defence personnel, storage facilities for munition dumps, military vehicle and oil fuel, field ambulance posts, stabling facilities for animals and other structural requisites for defence purposes.”

तो जब हम सड़कों का निर्माण करें तो हमको इन चीजों के बारे में भी विचार करना चाहिए कि वहाँ पर जो सेना के लोग रहते हैं उनके लिए पूरी सुविधाओं का प्रबंध किया जाए।

मुझे एक बात फिर निवेदन करनी आवश्यक है और वह यह है कि हमने जो यह रोड्स के बनाने का निर्णय किया है यह बहुत देर से किया है लेकिन देर से ऐसा निर्णय करते हुए भी हमें इस काम को जल्दी एक्सपेडाइट करना है और जल्दी से जल्दी पूरा करना आवश्यक है। मेरी मंत्री महोदय से प्रार्थना है कि इस सड़क निर्माण के काम को एक्सपेडाइट करने के लिए अगर कोई और सप्लीमेंटरी डिमांड लाना जरूरी हो तो ज के हालत में जब कि देश की सुरक्षा पर आंच आने का खतरा है तब इस काम का महत्व और अधिक बढ़ जाता है और सुरक्षा को ध्यान में रखते हुए इस काम को जितनी जल्दी संभव हो, करिये।

सिक्किम में इंडियन व्यूरो आफ माइन्स मिनरल डिपोजिट्स के एक्सप्लोरेशन का

काम कर रहा है और यह बहुत जरूरी है कि इस काम में हमारी ओर से पूरा ध्यान दिया जाय। वहाँ की जितनी नेशनल रिसोर्सेज हैं देश की दृष्टि से अथवा सिक्किम की दृष्टि से उनके एक्सप्लोरेशन की ओर पूरा ध्यान दिया जाय और इस काम के लिए और ज्यादा सप्लीमेंटरी डिमांड रखना आवश्यक जान पड़े तो वह रखी जाये लेकिन यह काम जल्द से जल्द पूरा किया जाय, यही मेरी प्रार्थना है।

श्री सरजू पाण्डेय : अध्यक्ष महोदय, मैं खास तौर पर डिमांड नम्बर ८३ और १३३ के सम्बन्ध में निवेदन करना चाहता हूँ। इसमें जो बौर्डर रोड्स के डेवलपमेंट के वास्ते रकम मांगी गई है मैं उसका जनरली समर्थन करता हूँ।

जहाँ तक हमारे उत्तर प्रदेश की सड़कों का सवाल है, हमारा प्रदेश उस लिहाज से काफी पिछड़ा हुआ है। इसमें कोई शक नहीं है कि हमारी सीमाओं की सुरक्षा आवश्यक है और उसके लिए मंत्रिमंडल को अविलम्ब ध्यान देना चाहिए। जहाँ मैं उत्तर प्रदेश की सड़कों का निर्माण अथवा मरम्मत के लिए कहता हूँ वहाँ जो उसके पड़ोसी और सम्बन्धित प्रान्त हैं उनकी सड़कों की भी दशा सुधारने की ओर ध्यान देना चाहिए।

अभी इस बौर्डर रोड्स डेवलपमेंट बोर्ड को सिर्फ सीमायी क्षेत्रों तक ही सीमित रखा गया है। इस सिलसिले में मेरा गवर्नमेंट को यह सुझाव है कि इस बोर्ड के अधिकार और बढ़ा दिए जायें ताकि वह अन्य क्षेत्रों की सड़कों की बाबत भी देख सके कि वहाँ कैसी दशा है और उनमें भी सुधार, मरम्मत और आवश्यक निर्माणादि करा सकें। मैं जिस क्षेत्र से आता हूँ वह खास तौर से बिहार प्रान्त से मिला हुआ है। इसके साथ ही उसकी सीमा कहीं बंगाल से, कहीं मध्य प्रदेश से तो कहीं दूसरे सूबों से भी मिलती है लेकिन अगर आप देखें तो पायेंगे कि उत्तर प्रदेश

बिलकुल एक कटा हुआ जजीरा सा लगता है। वैसे बिहार से हमारा सम्बन्ध नजदीक का है लेकिन हमारे बीच में दरियाओं के होने से सड़कें नहीं मिलतीं और जिसका कि नतीजा यह होता है कि हम बिलकुल अलग हो जाते हैं। इस सिलसिले में मेरा निवेदन यह है कि जो आपने साढ़े १३ करोड़ रुपये की सप्लीमेंटरी डिमांड पेश की है वह उचित डिमांड है और यह ठीक ही है कि ऐसा बोर्ड स्थापित हो और उसके द्वारा यह सड़कों का काम किया जाये। लेकिन जैसा मैंने पहले निवेदन किया इस बोर्ड के अधिकारों को बढ़ाया जाये ताकि वह सूबे भर की सड़कों की मरम्मत और नई सड़कों के निर्माण के काम की देख-भाल कर सके और उनका भली प्रकार से कोऑर्डिनेशन कर सके। मैं चाहता हूँ कि सड़कों का विस्तार हो, नई सड़कें जो कि आवश्यक जान पड़ें उनका निर्माण हो ताकि हमारे देश की व्यवस्था मजबूत और सुदृढ़ हो और हमारी सीमायें हर प्रकार से बाहरी खतरों से पूर्णतया सुरक्षित रहें।

Shri Warior (Trichur): In moving my cut motions, my only intention is to voice again the apprehensions we have about the voting provisions in the Articles of Association of the International Development Association. For the initial subscription of Rs. 5,000 dollars each country is granted 500 votes; for extra subscriptions paid there are additional votes, with the result that countries like the USA and UK get much more votes than other countries. We had voiced these apprehensions previously also when the amending Bill on the status and immunities etc., of officials connected with this Association was passed by the House. In that debate, a satisfactory reply was not forthcoming from the Finance Minister.

This aspect of the question has to be looked into most seriously because this Association is not international in the true sense of the word. Looking into its membership we find that the advanced countries in it are all

members of military alignments dominated by the USA. For instance, the NATO countries are in it, and if they are extending their activities into the economic sphere also besides the military sphere, that raises certain apprehensions in our minds naturally. Further, backward countries are having very little voice in the decisions of this Association.

We were told the other day that decisions would be taken in favour of the under-developed countries, but the hon. Minister himself disclosed by facts and figures that out of a loan of 300 million dollars advanced to India by the International Bank, 91 millions had gone to the private sector and the remaining to the public sector. But we find that most of the money given to the public sector is invested in non-productive activities like communications, ports, etc. On the other hand, though only 91 millions have been given to the private sector, they have all gone into the basic industries like steel. The declared policy of the Government must be that the basic industries in the public sector must be made stronger. That must be the attitude of the Government in taking these loans. But actually, the reverse has happened. The fact that the private sector has been given less than the public sector is alone not satisfactory, because, as I have said, the investment in the public sector has been only in non-productive utilities except for hydro-electric plants which, of course, we can include in the productive list. Of course, this association will give loans etc. on very liberal terms, and as regards repayment, the duration for repayment will also be extended much farther than in the case of the loans from the International Bank for Reconstruction and Development; and the interest rates also might be lower; all these are there, and they are welcome. At the same time, who decides actually which are the projects in which the investments will be made? Who is the deciding authority? And what is the *modus*

[Shri Warior]

operandi to decide it? These questions have to be particularly gone into. When the idea of this association was mooted, it was said, and the articles of association also provide that formerly certain projects had not been included in the scheme of development through the loans advanced by the International Bank, and in order to fill that gap, this new association is being started, so that those projects which do not come within the purview of the International Bank can also be taken into consideration, and investments made and loans advanced. Which are the projects which are not covered by the International Bank loans, and which are the projects which are now to be covered by loans from this association? A decision must be taken in this behalf, as to whether we can get more and more money for the basic industries in the public sector and less and less for the private sector. This point has to be decided. We are of the opinion that the voting rights will have a great emphasis on this aspect. If we have more voting rights, naturally, we shall be deciding more in favour of the public sector. How the voting rights will come into play in taking decisions on the projects must be explained and a satisfactory reply should come from the hon. Minister on this point.

The same argument applies also to my cut motion No. 9 regarding the proper utilisation of the loans. Recently, the trend of opinion has been turning much against the investment of these foreign loans in the public sector. For instance, the three-man commission sponsored by the World Bank, which came here, went round the country, saw the various projects, and finally it was reported in the papers—although the final report has not come to us yet—that this commission had suggested that India should not embark upon more adventurous and ambitious schemes, but that she should consolidate her gains. In this House also, a few days back,

we had a similar Indian voice from a Member. If that is the trend of opinion, then we apprehend very much whether even this association will be able to help us to invest more and more in the new basic industries to be set up in the public sector. A satisfactory reply from the hon. Minister is required on this point also.

Shri Aurobindo Ghosal (Uluberia):

I am glad that help is being given to the Indian Law Institute for expanding its activities and for its development, but I want that more and more help should be given to the States also for expanding their activities. At the present moment, there is no well-equipped law research institute for research work in international law and in the laws of this country. Such an institute is very essential for the development of our legal research works. So far, the judgements of the Supreme Courts and formerly, the judgments of the Privy Council have been our standard legal research works, which could give us directions, but there was no separate entity like a legal research institute for giving us directions in legal matters. From this point of view, I would request the hon. Minister to see that the activities of the law research institute are expanded in the States and also in the State High Courts.

One of the activities should also be to translate the research works in the regional languages. For, the universities are trying to give education in the regional languages. If legal research works can be obtained in the regional languages, then it will be easy for the law students after graduation, to read law even in the regional languages. In that way, in due course of time, it will not be difficult for us to study these legal subjects in our regional languages. I have tabled my cut motion in this behalf with this object in view.

Now, I come to Demand No. 83 regarding development of the border roads. I do not find any mention of

the territories like Manipur and Tripura. I submit that Manipur and Tripura also are territories on the border. Along with Manipur and Tripura, West Bengal and Assam also should be included, for, on the eastern border of West Bengal and the southern border of Assam, Pakistan is there; of course, we are friendly with them, but still, for the purpose of road development and for maintaining connection with our frontiers, the territories of Manipur and Tripura and the States of West Bengal and Assam should also be included within the purview of the Border Roads Development Board.

I have seen that Manipur is facing much difficulty in the absence of roads. The roads which were built there during the war-time have not been under repairs for several years, and, therefore, they are now damaged. Naturally, discontent is growing among the people of Tripura and Manipur in the absence of proper road facilities. Therefore, not only with a view to remove the discontent among the people but also for our security and defence purposes, the development of roads in Manipur and Tripura and some parts of Assam and West Bengal also is absolutely essential. Therefore, these States should also have been included within the purview of the Border Roads Development Board.

Regarding my cut motion No. 19 relating to the International Development Association, as has been already pointed out in great details by my hon. friend Shri Warior, we must be cautious when we invest money in this association. For, we are seeing a tendency nowadays that foreign money is coming here but is being invested in the private sector and also in non-productive ventures. We should be careful to see that the money that we would get from this association is invested in India in basic industries and that too in the public sector. Also, the capital coming through this association should not be invested here in such a manner as to compete with indigenous industries or

any concerns which are already in production in India. If help is taken with these precautions, then, of course, we welcome it.

Shri D. C. Sharma (Gurdaspur): I want to make a few observations on Demand No. 65. I welcome the idea that a Power Research Institute is going to be set up with a view to provide facilities for research in the field of power supply and electrical equipment manufacturing industries. But I fail to understand what kind of set-up this institute is going to have. I find that there will be one director who will direct two deputy directors. There will be two Deputy Directors who will direct 6 Assistant Directors; there will be 6 Assistant Directors who will direct 6 Extra-Assistant Directors.

Shri Radhelal Vyas (Ujjain): There will be 20 Assistant Directors.

Shri D. C. Sharma: I am talking of the present set-up. I am not concerning myself with the future, as the hon. Member is doing. Of course, if the future is to be taken into account, the conditions will be worse than what they are.

So all these persons will be directing each other. But I want to ask who is going to do research work. Of course, it will be said that the Directors will be doing partly research work. But the word 'Director' in my country has come to acquire a very odious connotation. I know about the Directors of some of the Research Laboratories who occupy themselves mainly with administrative work and who do not attend as much to their research work as they should. In other Institutes, I find that there is some kind of proportion so far as numbers go, between Director, Assistant Directors and all that kind of thing. Ultimately the work is done by what are called Research Scholars or Research Assistants or somebody else. But here I find that there are only two Chemists, one Senior Chemist and the other Junior Chemist. I think those two persons are going to have

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the research work devolved on them. Hence the set-up of this Institute is not weighted excessively in favour of research work. There should be some kind of balance which should be kept, the right balance between administration and research. But here I find that this is going to be more so in administration than in experimental research. I hope this lopsidedness which occurs to me when I read this will be set right. After all the Directors and others become after some time big bosses. They do not interest themselves so much in these research projects which are going to be the foundation of work of this kind.

Then I want to say a few words about Demand No. 70A. I welcome the formation of the Indian Law Institute. I think anything that promotes research in this country is welcome. We want researches to be conducted in all fields of national activity. But I find a tendency is gaining ground in this country that everything is getting more and more centralised. We talk of democratic decentralisation. That is good. I welcome that. But so far as these Institutes are concerned, they are becoming mammoth organisations like department stores in some countries.

Only some days ago, we were discussing the Indian Institute of Public Administration. I am very glad that the hon. Minister in charge of this supplementary demand today was also there when we were discussing the Indian Institute of Public Administration. It is a very huge thing. But it was found in the House that the work which was being done by this Institute was not commensurate with the amount of money that was being spent, was not in keeping with the promises which were held out when it was established and was not in conformity with the hopes which people had cherished about it when it was formed.

Now we are asked to sponsor and promote another Institute, the Indian Law Institute. Of course, I know the objects are very good. I know the projects under contemplation are very

good. But as in the field of administration where we are promoting the tendency towards decentralisation, so in the field of research also we should promote the same tendency, that is to say, instead of having a mammoth Indian Law Institute, which will be concerned only with very very big problems and which will take an enormous amount of time in solving those problems and which will publish its monographs and results after those problems have ceased to be living problems, instead of doing that, the research work should also be decentralised and we should have State organisations to carry on this research work. We should give some research projects to law colleges and other agencies which can do that. Therefore, the tendency to have big institutions with big names and big buildings and big funds is not always a very wholesome tendency in the context of our life today.

Then I want to make a few observations on Demand No. 83 and along with that Demand No. 133. I am very glad that both these things are being undertaken and we have not wasted any time in realising the need for road construction. I am very glad that we have formed the Border Roads Development Board which is going to look after the needs of communications so far as the borders are concerned. I do not think Rs. 15 crores is a very princely sum which anybody would grudge; perhaps we would need much more than that to build these roads and keep them in a state of constant repair and workability.

But I believe that the administrative set-up of this Board is top-heavy. This Board is going to have a plethora of officers. I cannot understand why this Board should have a Secretary carrying a salary of Rs. 2250, an Under Secretary, Section Officer and all that kind of thing. I think the only person who should have been entrusted with the work of this Board is the Director-General, Border Roads. That gentleman should have been entrusted with this work. I think this

Under Secretary, Section Officer, this that and the rest, should not have been there. We should have those persons in charge of these roads who are actually building these roads. We should not separate the technical element from the administrative element. What we are doing these days is that we get hold of the finest technical personnel that we can have in our country and then we get hold of the administrators. What do these administrators do? They try to sit on these technical persons and try to impede the progress of the work.

I think our set-up in the Defence Ministry should not be a duplication of the set-up in the Civil departments. I do not think why we should copy the Civil Administration in the Defence Ministry also. The Defence Ministry should try to have a new pattern and a new set-up which can make for speedy and effective implementation of schemes. But what is happening is that the Defence Ministry is also following in the same footsteps. I know some of these Ministers—I do not say this of the Defence Minister—are very fond of having IAS and ICS officers under them. They think that life is not justified unless such officers are under them. I have heard so many of these Ministers talking like that. I think this is an urgent problem. It is a national problem of the gravest magnitude. It is a problem which requires the most expeditious execution; it is a problem where we cannot afford to waste a single penny and where we cannot afford to waste a single minute of our national time. It is a problem which means the effective utilisation of whatever we have in the short space of time. And, here, I find that the implementation of the scheme is going to be made something like the execution of a scheme by the Bharat Sevak Samaj. You have retired officers; you have functioning officers who will see to this and that. I think this is not the way of dealing with a problem of national emergency. Some kind of new thinking should have been done about this problem.

I do not know where the Secretary of the Board shall be; how many days

it will take for the Director to get orders from his Secretary; how many days it will take him to get certain things passed. The whole set-up is such that a premium is put on delay. The whole set-up is such that it negates the emergency part of the scheme. I would say that this scheme should be implemented in the spirit in which it is intended to be implemented. But, I find that the kind of set-up that is given here is such that will make for infinite delay.

Another point. I do not want the break-up of figures. I will leave it to the Defence Ministry to find out what is more important and what is of less import; I leave it to the Ministry to settle priorities. But one thing is there. I know that the areas in which these roads are going to be built are not going to provide the right kind of labour. I do not know about all places in the country. But I can speak about Lahaul and Spitti. Between Lahaul and Spitti some of our plans have not gone on as desired because you cannot get even unskilled labour there. I think this may be partly true in some other areas also.

An Hon. Member: In Hoshiarpur.

Shri D. C. Sharma: I want to know whether the hon. Minister or the Ministry has taken account of these factors, factors about the availability of skilled and unskilled labour in these areas, whether these types of labour are going to be indigenous or are going to be brought from other places. Progress in Lahaul and Spitti was impeded; the progress of roads there was delayed because sometimes the Punjab Government had to draft the services of those persons who could not be found in those places.

I want to have a firm assurance from the Defence Ministry that these roads are not going to be like other roads which need constant repairs and which are always going out of use. Of course, roads are liable to this kind of accidents. But I want a firm assurance from the Defence Minister that these roads are going to be roads which will stand the wear and tear

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which is involved in those climates. At the same time, I would like to know from the Defence Ministry if proper arrangements have been made for the speedy repair of these roads if they go out of proper form or shape.

All these questions arise when I look at this problem of road-making here. I hope all these things have been taken into account and that the roads are going to be adequate to our needs. The problem of adequacy is there. I do not want the Defence Minister to tell me whether this problem is there or not. Perhaps, it may not be in public interests to disclose it. But the problem of adequacy is also a ticklish problem. We want to be assured of that.

With these remarks I think these grants should be voted.

Shri Achar (Mangalore): I would like to make a few observations regarding one topic which I raised the other day and on a few other Demands also.

First, with regard to Demand No. 65 I welcome this supplementary demand, for the Power Research Institute at Bangalore. I hope at least hereafter the matter will be taken very seriously and would be carried out expeditiously. I find from the note itself that it was recommended as early as 1955 and it was included in the Second Five Year Plan. We are practically at the end of the Second Five Year Plan and yet nothing has been done. It is very good now that it is taken up and I am very glad to welcome this supplementary demand. I hope the work will be expedited.

One other remark which I wanted to make was with regard to the salaries that are provided for the different categories. I find that salaries of Rs. 30, Rs. 35 and Rs. 50 are provided for. If I have understood the Pay Commission's Report, for Central officials, even the Class IV servants, the minimum has been fixed at least at

Rs. 80 or Rs. 85. I do not know whether these provisions would be sufficient. This is all what I have to say about Demand No. 65.

Then I would like to say a few words about Demands Nos. 10 and 127. They relate to decrees. I am very happy that the hon. Law Minister is also here. The other day all that I made out was that the Government does not look into the matter at an early stage. A registered notice comes claiming the amount. If they look into the matter immediately and if they do not allow the party to go to court a considerable amount would be saved thereby by way of costs. I made this point when the supplementary demand with regard to decrees came up. But the hon. lady Deputy Minister gave an answer saying that the Government cannot undertake to see that no litigation comes. I never urged that point. Litigation is, probably, bound to come. There are numerous doubtful cases where the parties are likely to fight it out and may not agree to a compromise and the Government may not be able to compromise. I gave instances also of what often happens at the earlier stages. When the demand comes nobody takes care and the party goes to court. I gave the specific instance about the succession certificate. A lawyer knows that it is absolute proof of title; nothing further is necessary. In spite of that a suit is filed and then the amount is paid with costs. On a former occasion also, I have expressed the feeling that the matter could have been or ought to have settled earlier and it ought not to have gone to the litigation. I am referring to Demand Nos. 10 and 127. The same thing seems to be the position here. I find from Demand No. 10 that the dispute was in regard to a timber contract. All the facts are not here but all the same it is very clear that at least this amount of claim—Rs. 33,175—was bound to be paid. This had been deposited and as lawyers we know that even if there had been a clause in the contract saying that he could not claim it—we do

not know whether there was such a clause—it will be a penal clause and the Government is bound to pay it. Here we do not know what reasons the arbitrator gave. I do not say the arbitrator will decide absolutely correctly or that the Government was necessarily wrong. I do not say that. But how can this amount of Rs. 33,175 be forfeited? It is bound to be refunded. Had legal advice been taken at an earlier stage, probably the matter need not have gone to the court.

Again, let us look into Demand No. 127. The main facts are stated there. It relates to a trust and it is a fairly large amount. I need not repeat all the facts; there are all these facts here. An association claimed that amount. What happened after this demand came? It is not clear from the note here. It reads here:

“The Custodian resisted the suit on various grounds. During the pendency of the suit there was a move for compromise and the Association approached Government for refund of the amount of the Trust....”

I am not able to find on what grounds the suit was defended. If all the facts are here. I could have gone into the merits. Later on, the note says ‘after careful consideration’, it was decided that the amount lying in deposit with the evacuee company as also the face value of the 1,400 shares held by the old trust in the said company should be paid to the association in view of the fact that the money belonged to a charitable trust. But why were not these done earlier? The demand is made now. If proper advice had been taken earlier, litigation would not have been necessary. Why was it done after the suit was filed? Not that I wanted the Law Minister or anybody to come and say that they would undertake no future litigation. It is not possible. Litigation is bound to come. Probably, the Government is the biggest litigant. I had said that I have experience of appearing for as well as against the Government. I know that litigation cannot be avoided. But as far as possible, litigation

should be avoided and matters should be settled amicably. This matter should be carefully looked into and legal advice should be taken—not at a very late stage. Usually until a suit is filed nothing is looked into.

I will say a few words about the border roads. I heartily welcome this proposal. It is absolutely necessary that these roads should be developed. We hear that on the other side of the Himalayas, preparations are being made and very good roads are being built and communications have very much improved. They have also put up air fields and the other necessary communications of latest types. We are doing it at least now. I know that in the northern borders only these few passes are accessible. I had also some idea of these places because I have passed through some of these areas. Most of it is inaccessible and if good communications are there they would help us very much in the defence of the country. I welcome this Demand.

Coming to Demand No. 127, my hon. friend, Shri D. C. Sharma talked of decentralisation even with regard to the Law Institute. I do not know whether the research of law and the higher studies in law can ever be decentralised like that. I can understand democratic decentralisation for panchayats or for other activities of a developmental character. But here it is a specialised study and it will require persons who have devoted years of their life to study this problem. I totally disagree from Shri D. C. Sharma on this question of decentralising. I welcome this provision also.

Mr. Speaker: Shri Hem Raj. Who are all the hon. Members who want to speak—I see Shri Bhakt Darshan, Shrimati Na Palchoudhuri, Shri Radhelal Vyas and Shri Braj Raj Singh. Now, Shri Hem Raj.

श्री हेम राज (कांगड़ा) : अध्यक्ष महोदय, मैं केवल डिमांड नम्बर ८३

[श्री हेम राज]

श्री १३३ के सम्बन्ध में कुछ अर्ज करना चाहता हूँ ।

जहाँ तक हमारे नार्दन बौइंस का सम्बन्ध है पहले उन की श्री हमारी सरकार बहुत ही कम ध्यान देती थी लेकिन कुछ वाक्यात ऐसे पेश आये जिनकी कि बजह से अब सरकार का ध्यान इस ओर गया है और उधर सरकार ने जो ध्यान दिया है मैं उस के लिए उस को बधाई देता हूँ । लेकिन इतना मैं अवश्य समझता हूँ कि उस काम के लिए जो पैसा रक्खा जा रहा है वह बहुत कम है ।

मैं एक ऐसे क्षेत्र से आता हूँ जो कि एक स्नो बाउंड एरिया है और इस कारण उस क्षेत्र की आबादी बहुत कम है । अगर वहाँ के हालात को देखा जाये तो आप को पता लगेगा कि वहाँ साल भर में तीन महीने से ज्यादा काम का सीजन नहीं होता । सीजन १५ जून से शुरू होकर १५ सितम्बर को खत्म हो जाता है । सीजन जून से शुरू हो जाता है और आबिर सितम्बर तक चला जाता है । हमारे यहाँ के डिपार्टमेंट्स १५ दिन जाने में और १५ दिन आने में ले लेते हैं और इसलिए जो भी अफसर वगैरह उधर जाते हैं तो एक महीना तो इधर से उधर जाने में ही जाया हो जाता है और कोई भी काम जो वहाँ पर हो सकता है वह केवल तीन महीने के लिए ही हो सकता है । स्पिती और लाहौल एरिया में बहुत सारे मजदूर काम के लिए ले जाये जाते हैं । इस साल पंजाब सरकार वहाँ पर गालिबन ६ हजार मजदूर ले गई । अब पहले रोटंगा पास आता है जो कि १४ हजार फुट के करीब है और उस के बाद कुमजम पास आता है जो कि १५ हजार फुट के करीब है । मैं वहाँ पर गया था और

मैंने वहाँ पर मजदूरों की हालत देखी । यह सारा का सारा इलाका बर्फ से का रहता है । उन दिनों में थोड़ी सी बर्फ पिघलती है, हालांकि वहाँ पर बारिश होती नहीं लेकिन जरा सी भी बारिश हो जाये तो मजदूर लोग वहाँ पर एकदम बीमार पड़ जाते हैं । वहाँ पर खाने, पीने की चीजें पहुंचती नहीं हैं । आवश्यक चीजें पहुंचाने के लिए हर रोज लगातार एक खच्चरों का कनवाये चलता है और वह हर एक पड़ाव पर चीजें बांटता चलता है । केवल आटा दिया जाता है और दूसरी कोई चीज नहीं दी जाती है । अब मेरा सुझाव यह है कि जहाँ वहाँ पर सड़कें बनना आवश्यक है वहाँ स्पिती में एक एयरस्ट्रिप बनना चाहिए ताकि वहाँ पर मशीनरी और सारा सामान जा सके । मैंने इन दो पासेज पर देखा है कि कुली लोग कम्प्रेसर्स के पुर्जों को अलग कर के पीठ कर उठा कर ले जाते हैं, पहाड़ों पर उनको पीठ पर लादे चढ़ते हुए देखा है और दूसरी तरफ जाकर जोड़ते हैं । इसलिए बेहतर यह होगा कि स्पिती एरिया में सड़कों को अगर जल्द से जल्द बनाना है तो वहाँ पर एक एयरस्ट्रिप बनाया जाये और वहाँ पर वह सारा सामान हम पहुंचा दें ताकि यह जो कम्प्रेसर्स और छोटी-छोटी मशीनों को ले जाने के लिए बहुत सारा वक्त जाया हो जाता है वह न हो । इन तीन महीने के भीतर ही भीतर बहुत सारा काम करना होता है और ऐसी व्यवस्था करने से वह हमारा काम जल्दी से जल्दी हो जायेगा और मैं समझता हूँ कि यह चीजें निहायत जरूरी हैं । मैंने उन से दरियापत किया है कि इस वक्त तक सिर्फ ५६ मील की जो ट्रैकेबल बातिल तक है वह सन् १९६१ के आखिर तक बना सकेंगे । बातिल से काजा तक की ट्रैकेबल सड़क सन् १९६२ तक बनायेंगे और बातिल से

कौरिक तक की ५६ मील की सड़क बनानी होगी और पता नहीं उस के बनाने में कई साल लग जायेंगे और अगर यही हालत हमारी रही तो हमारी सड़कों की इतनी जल्दी तामीर नहीं हो सकती। मैं आपसे यह अर्ज करूंगा कि जहां आप ने इन सड़कों के मुताल्लिक ध्यान दिया है वहां आपको यह भी देखना चाहिए कि किस तरीके से हमारी वे सड़कें जल्दी से जल्दी तामीर हो सकती हैं। इसलिए अगर स्पिती में सड़कें जल्दी से जल्दी बनानी हैं तो कम से कम वहां पर एक एयरस्ट्रिप बनाया जाये ताकि वहां पर काम जल्दी से जल्दी हो जाये। आपको यह नहीं भूल जाना है कि तीन महीने के अर्से में ६ हजार मजदूरों ने वहां पर काम करना है। उनके लिए वहां पर खाना और दूसरी तमाम जरूरी मशीनरी वगैरह पहुंचानी है। अभी हालत यह है कि हमारे १००, २०० और ३००, ३०० मजदूर उन पुर्जों को ले जाने के लिए लग जाते हैं।

एक चीज मेरी समझ में नहीं आई है और उस के बारे में मैं कुछ अर्ज करना चाहूंगा। एक तो हमारा स्टेट पी० डब्ल्यू० डी० होगा, एक आपका सेंट्रल पी० डब्ल्यू० डी० डिपार्टमेंट होगा और एक रोड्स विंग जो आपने बनाया है वह होगा। अब चीज यह है कि जो स्टेट डिपार्टमेंट वाले होंगे उनकी तनख्वाहें और होंगी और आपके सेंट्रल पी० डब्ल्यू० डी० वालों की तनख्वाहें और होंगी। रोड्स विंग वालों की पता नहीं मुझे कैसे उनकी तनख्वाह होगी। अब यह जो तीनों डिपार्टमेंट्स के एम्प्लॉईज की तनख्वाहों में अन्तर पड़ता है उस अन्तर के पड़ने के कारण वहां पर उनमें आपस में एक असन्तोष पैदा होता है। जाहिर है कि जब उन में आपस में असन्तोष हो तो काम फिर आगे रुकता है। इसलिए मेरी प्रार्थना है कि अगर आप चाहते हैं कि इन में आपस में कोआरडिनेशन

हो तो वह इसी तरह मुमकिन हो सकता है कि इन तीनों डिपार्टमेंट्स की तनख्वाहों में डिस्ट्रिक्शन न हो और इन सारे बौर्डर एरियाज में तकरीबन एक जैसी तनख्वाहें रखिये ताकि एक दूसरे के बरखिलाफ असन्तोष पैदा न हो।

तीसरी बात मैं यह अर्ज करना चाहता हूं कि यह जो आप सड़कें बना रहे हैं इनके मुताल्लिक यू० पी० बौर्डर एरियाज के मुताल्लिक यहां पर एक सवाल के जवाब में यह कहा गया था कि कौस्ट ग्रौफ कंस्ट्रक्शन ऐंड मेनटेनेन्स ग्रौफ स्टैंडजिक रोड्स के वास्ते रुपया केन्द्रीय सरकार १०० परसेंट देगी। वह यू० पी० बौर्डर एरियाज के लिए कहा गया है। मैं यह पूछना चाहता हूं कि क्या पंजाब के बौर्डर एरियाज, लाहौल और स्पिती के लिए भी १०० परसेंट ग्रांट दी जायेगी या पंजाब के साथ कोई दूसरा सलूक किया जायेगा।

डा० मा० श्री० अणे (नागपुर) : कौन देने वाला है ?

श्री हेम राज : केन्द्रीय सरकार देने वाली है।

डा० मा० श्री० अणे : १०० परसेंट ?

श्री हेम राज : १०० परसेंट। इस में लिखा है—
Quantum of financial assistance agreed to by the Government of India.

इन बौर्डर एरियाज के मुताल्लिक सवाल जवाब भी हुए थे और डिफेंस मिनिस्टर की तरफ से यह बात क्लियर नहीं की गई थी। मैं चाहता हूं कि यह क्लियर किया जाये कि चूंकि इन बौर्डर एरियाज में, चाहे वह लाहौल, लेह और स्पिती हो, या यू० पी० के इलाके हों, कन्डीशन्स एक सी हैं, इसलिए वहां पर सविस्तर

[श्री हेमराज]

के जो आदमी रखे जायें, उन के साथ एक सा सलूक होना चाहिए। अगर ऐसा किया जायेगा, तो वहां पर किसी किस्म का डिस्सेटिसफैक्शन नहीं होगा।

मैं अर्ज करना चाहता हूँ कि यह बार्डर एरिया मनाली से स्पीती तक चलता है, तो मनाली तक जो सड़क है, जो अमृतसर से चलती है, उस को नैशनल हाईवे के करार देना चाहिए, क्योंकि अगला एरिया तो बार्डर एरिया में ले लिया और पिछला एरिया स्टेट हाईवे है। मैं चाहता हूँ कि चूँकि बार्डर एरिया से यह सड़क मिलती है, इसलिए जो सड़क अमृतसर से चलती है—अमृतसर से न रखिए, पठानकोट से सड़क चलती है और नैशनल हाईवे २ में मिल जाती है—पठानकोट से से ले कर मनाली तक उस को नैशनल हाईवे के करार दे देना चाहिए, ताकि इस सारी सड़क की जिम्मेदारी सेंट्रल गवर्नमेंट अपने ऊपर ले ले। मैं समझता हूँ कि ये जो प्राबलम्ब हैं, इन को महज यहाँ से बैठ कर न देखा जाये, बल्कि वहाँ के हालात को अच्छी तरह से देख कर आवश्यक कदम उठाये जायें। मुझे खुद वहाँ जा कर हालात को देखने का मौका मिला है और उन मजदूरों को भी देखने का मौका मिला है। वहाँ के मजदूरों के लिए मोबाइल मैडिकल यूनिट्स रखे गए हैं, लेकिन जिस वक्त वहाँ बारिश हुई, तो मैं छोटा दड़ा में था, उस एक बारिश से वहाँ पर एक हजार मजदूरों में से ५०० मजदूर बिस्तर पर पड़ गये। ऐसी हालत वहाँ होती है। इन हालात में मैं समझता हूँ कि मौजूदा सहायियों के अलावा और भी सहायियों और आसानियां वहाँ दी जानी चाहिए।

वहाँ का सारे का सारा इलाका सैलियर्स का है। अगर हम यह समझें कि हमारी जो सड़क एक दफा वहाँ बन

जायेगी, वह हमेशा के लिए बनी रहेगी, तो वह ख्याल गलत है। एक सैलियर ही सारी सड़क को तोड़ देगा। ऐसी हालत में मेनटेनेंस के लिए काफी से ज्यादा पैसा दरकार होगा। इन हालात को मद्देनजर रखते हुए इस में ज्यादा से ज्यादा पैसा रखने की जरूरत है, ताकि हमारे बार्डर एरियाज, जिन की अहमियत अब ज्यादा बढ़ गई है, कम से कम नार्थ के इलाके में, महफूज रह सकें और वहाँ जो हमारे सिपाही रहते हैं, वे सैटिसफाइड रह कर मुकम्मल तौर पर मुल्क के बार्डर को डिफेंस कर सकें।

सिपाहियों के बारे में एक बात मैं और कह देना चाहता हूँ। वे लोग वर्कर्स में रहते हैं खुदाई करके और ऊपर से चूँकि बर्फ पड़ती है, इसलिए थोड़ी लकड़ी ऊपर डाल कर वे जमीन के अंदर रहते हैं। यह कहा जाता है कि चूँकि उन को इस तरह रेजीडेंस दे दिया गया है, इसलिए जो कम्पेन्सेटरी एलाउंस उन को वहाँ पर दिया जाता है, वह काट लिया जाता है। मैं समझता हूँ कि फ्री रेजीडेंस वहाँ पर उन लोगों को देना चाहिए, ताकि वे सैटिसफाइड रहें और मुल्क के बार्डर की हिफाजत पूरी तरह से करें।

इन शब्दों के साथ जहाँ मैं इन डिमांड्स का समर्थन करता हूँ, वहाँ मैं आशा करता हूँ कि केन्द्रीय सरकार सारे बार्डर एरियाज को एक जैा ही करेगी और साथ ही यह भी देखेगी कि उसके साथ मिली हुई जो सड़कें हैं, उन को नैशनल हाईवे के करार दे दिया जाये।

Shrimati Ila Palchoudhuri (Nabadwip): Mr. Speaker, Sir, I only want to speak on this one Demand, Demand No. 83.

12.59 hrs.

[SHRI JAGANATHA RAO in the Chair]

I welcome it very warmly because at last we have had this Roads Development Board. This is something that we have felt the want of, and I support the Demand warmly.

But, Sir, this Board is going actually to occupy itself at the moment—from the note it appears—with the North and North-Eastern border areas of Jammu and Kashmir, Punjab, Himachal Pradesh, Uttar Pradesh, North East Frontier Area and Sikkim. It is very good and it is very important. But I am sorry that there is no mention of West Bengal. There are strategic roads to be looked after in West Bengal and they are equally important. I hope this Board will expand gradually and also take West Bengal into its sphere of conception, because, particularly the Darjeeling—Sandakphu Road is a strategic road.

14 hrs.

The Gangtok-Nathu La pass road is also a strategic road. The surface of the Gangtok-Nathu La road certainly needs to be looked into. It is also one of the national highways, but the Darjeeling-Sandakphu road is not a national highway. However, I think money is given to the States and the States look after it. I would certainly urge that, warmly as I support the extra grant for the Development Board which has been set up, West Bengal also should come into the picture, and that these two roads particularly should be looked after. There may be other roads in West Bengal which are also important from the border point of view and from the defence and strategic point of view. They may also be taken into consideration.

There is one more point which I would like to bring to the notice of the House. I find that some of my hon. friends have also mentioned this. It is about the pay-scale for the lower

grades employed under this Board. The pay-scale seem inadequate. I really cannot say whether they are inadequate, for, there may be various amenities which are offered to them. But that has not been mentioned; we are not told about it. There are 14 peons who are going to get just Rs. 30—35, from the Central Government in a responsible and important Board like this. There are other posts also on the scale of Rs. 35—45 and so on. It seems rather hard. I imagine that there should be amenities given to them and that will make up for the small pay. If it is not so, then, the matter will have to be looked into, because people working on roads like this and on projects like this need to be thoroughly satisfied even including the office staff. If the person is not satisfied the actual working also suffers, particularly when labour is employed on these roads where the living conditions are very, very hard. I hope other amenities will be offered to them and that they will have adequate protection from cold and other kinds of trouble.

I hope West Bengal will come into this picture of the Border Roads Development Board and have a place more fully in the scheme of things, and that the roads in the border areas of West Bengal will find their due place. That is all I have to say.

Shri Sinhasan Singh (Gorakhpur):
Sir, I want to raise a point of order. After the Pay Commission's report has been accepted by the Government and after fixing a minimum salary of Rs. 75 or 80 or something like that, the demand is made in the supplementary demands here for a salary of Rs. 30-½-35, Rs. 35-1-50, etc., for the lowest grade employees. Since Parliament and the Government have already accepted a minimum pay of Rs. 80 or so, they have to put in here only the minimum salary.

Shri Braj Raj Singh (Firozabad):
At what page?

Shri Sinhasan Singh: At several pages. The pay of daftries is put as Rs. 35-1-50; peons, Rs. 30- $\frac{1}{2}$ -35; watchmen, Rs. 30- $\frac{1}{2}$ -35; sweepers, Rs. 30- $\frac{1}{2}$ -35, and so on. This occurs in almost all these supplementary demands. My objection is, after the Government and Parliament have accepted the minimum scale recommended by the Pay Commission.....

Shri Braj Raj Singh: The Minister is not here. The Deputy Minister also is going out.

Shri Sinhasan Singh: ...here, the minimum scale is being provided as Rs. 30- $\frac{1}{2}$ -35 only.

Shrimati Ila Palchoudhuri: That is the point I also raised.

Shri Braj Raj Singh: That is a point to be replied to by the Finance Minister. Neither the Finance Minister nor his deputy are present.

The Minister of Law (Shri A. K. Sen): I am here.

Mr. Chairman: We are dealing with the supplementary demands. What the hon. Member referred to is a different matter. We need not take notice of the discrepancy, because, as the hon. Member himself says, the Pay Commission's recommendations have been accepted by the Government. Nevertheless, the demand is there. The hon. Minister will explain it, if there is any doubt in the minds of hon. Members.

Shri Sinhasan Singh: This Parliament has approved the grant of a minimum pay to the Central Government-employees, namely, Rs. 80. But is this Parliament going to approve again the grant of Rs. 30 or Rs. 35 only? How can the two things be reconciled?

Mr. Chairman: The hon. Minister will reply later. Let us hear her then.

Shri Braj Raj Singh: He should be made to reply just now.

Mr. Chairman: He will certainly reply.

Shri A. K. Sen: He will certainly reply.

Shri Braj Raj Singh: Unless the point of order is decided, how can the business of the House proceed now?

Mr. Chairman: I am sorry, it cannot be a point of order.

Shri A. K. Sen: It is a point on merit.

Mr. Chairman: If it is a doubt which the hon. Member entertains, it is a matter to be replied to by the hon. Finance Minister.

श्री भक्त दर्शन (गढ़वाल) : सभापति महोदय, यह जो अनुदानों की पूरव मांगें रखी गई हैं, मैं उनके बारे में केवल दो विषयों की ओर सदन का ध्यान दिलाना चाहता हूँ। पहले विधि मंत्री महोदय से मैं यह निवेदन करना चाहता हूँ कि यह जो हिन्दू धर्मस्व आयोग यानी हिन्दू रेलीजस एनडाउमेंट्स कमिशन नियुक्त किया गया है, इसका मैं स्वागत और अभिनन्दन करता हूँ, लेकिन इस के संबंध में मुझे तीन निवेदन करने हैं।

पहला निवेदन तो यह है कि यह आयोग यानी कमिशन बहुत देरी के बाद नियुक्त किया गया है। वैसे तो सुधारक हिन्दू जनता के द्वारा अपनी धर्मदाय संस्थाओं, मन्दिरों और मठों आदि के प्रबन्ध के संबंध में सुधार करने के लिये कई पीढ़ियों से आवाज उठाई जाती रही है, लेकिन जब से हमारा देश स्वाधीन हुआ है, तब से इस संबंध में काफी संगठित प्रयत्न किया गया है। जहाँ तक मुझे याद है, इस सदन में २९ सितम्बर, १९५५ को एक प्रश्न नियोजन मंत्री, मिनिस्टर आफ प्लानिंग से पूछा गया था कि आया इस संबंध में कुछ

विचार किया जा रहा है। उस समय उन्होंने उत्तर दिया था कि योजना आयोग, यानी प्लानिंग कमीशन, इस बारे में विचार कर रहा है कि किस तरह इन संस्थाओं के प्रबंध में सुधार किया जाये और किस प्रकार से उनकी इनकम, आय को देश के विकास कार्यों में लगाया जाये। पांच वर्षों के बाद जाकर यह आयोग नियुक्त किया गया है, एक तो मेरी शिकायत यह है। दूसरी शिकायत यह है कि जहां तक मुझे मालूम है, आयोग का काम बहुत ही धीमी चाल से चल रहा है। इसके बारे में बताया गया है कि ३० सितम्बर, १९६० को यह आयोग अपनी रिपोर्ट दे देगा। लेकिन अभी तक दूसरे बिल, विधेयक के बारे में राज्य सभा में चर्चा चल रही थी, तो माननीय विधि मंत्री ने स्वयं कहा था कि वह बिल इस लिये लाया जा रहा है कि इस कमीशन को अपनी रिपोर्ट देने में शायद दो साल तक लग जायें। मैं आशा करता हूँ कि माननीय विधि मंत्री जी स्पष्ट करेंगे कि आया उन्होंने ये शब्द राज्य सभा में कहे या नहीं और उनका क्या अनुमान है कि यह कमीशन कब तक अपनी रिपोर्ट दे देगा। मैं उनसे यह निवेदन करना चाहता हूँ कि यह प्रश्न बहुत दिनों से उलझा पड़ा है, इस वजह से बहुत नई नई समस्याएँ पैदा हो रही हैं, जटिलताएँ आ रही हैं और इस लिये कमीशन से यह अनुरोध किया जाये कि वह दो साल का लम्बा समय न ले, अगर वह ३० सितम्बर तक रिपोर्ट न दे सके, तो ज.दी.से. जल्दी देने का प्रयत्न करे।

जैसा कि आप जानते हैं, जनता ने आंदोलन मचाया हुआ है कि इन संस्थाओं में सुधार किया जाये। संसद् के दोनों सदनों में बहुत वर्षों से इस बारे में प्रश्न हुए हैं और इस विषय को कई बार उठाया गया है और अब यह कमीशन बिठाया गया है, जो लगभग दो वर्षों में अपनी रिपोर्ट देगा। इस बीच में जो हिन्दू धर्मदाय संस्थायें हैं, अगर उनकी सम्पत्ति का दुरुपयोग होता है, उसका वारा-न्यारा होता है, तो जिम्मेदारी किस की है? विधि

मंत्री महोदय इस बात को स्वीकार करेंगे कि जब से यह चर्चा देश में चली है, तब से इन मठों-मन्दिरों की जायदाद को समाप्त करने के प्रयत्न किये जा रहे हैं, उत्तर प्रदेश में मथुरा के द्वारिकाधीश का उदाहरण स्पष्ट है। इसी लिये उत्तर प्रदेश सरकार ने पिछले दिनों एक विधेयक वहां की विधान सभा में पेश किया था। जिसका हिन्दी नाम हमारे विधि मंत्री को शायद समझने में कठिनाई हो, और वह है "उत्तर प्रदेश हिन्दू सार्वजनिक धार्मिक संस्था सम्पत्ति अपव्यय निवारण (अस्थायी अधिकार) विधेयक, १९६०।" इसका मतलब यह है कि इस बीच में उन सम्पत्तियों का दुरुपयोग न हो, इसके लिये टेम्पोरेरी पावर्ज वहां की गवर्नमेंट लेना चाहती है। इसके उद्देश्यों और कारणों में स्वयं यू० पी० गवर्नमेंट की ओर से कहा गया है कि बहुत से नीति-विहीन व्यक्ति इन संस्थाओं की अचल और चल सम्पत्तियों का हस्तांतरण और प्रतिष्ठापन करते जा रहे हैं, यानी ट्रांसफर एंड भारगेज उन का करते जा रहे हैं। विधि मंत्री से मेरी निवेदन है कि कमीशन बहुत समय लगा रहा है और अगर वह जल्दी से जल्दी रिपोर्ट दे भी देता है तो जब तक वह रिपोर्ट आती है, उस रिपोर्ट पर विचार करने में, उसके अनुसार कदम उठाने में एक आध साल तो लगेगा ही, राज्य सरकारों से परामर्श करना पड़ेगा, यानी दो तीन वर्षों का समय लगने वाला है, इस बीच में उन मठों और मन्दिरों की जायदादों का क्या होगा। अगर उन का वारा-न्यारा हो जाता है, तो इसके लिये कोई न कोई व्यवस्था की जानी चाहिये। मैं विधि मंत्री से नम्रतापूर्वक निवेदन करना चाहता हूँ कि या तो केन्द्रीय सरकार को ऐसे आदेश देने चाहिये, या इस तरह का विधेयक लाना चाहिये कि कम से कम कोई अस्थायी व्यवस्था की जा सके और टेम्पोरेरी पावर्ज को अपने हाथ में लेकर ऐसी बातों को रोका जा सके, या उन्हें राज्य सरकारों को ऐसा परामर्श देना चाहिये कि जिस तरह उत्तर प्रदेश सरकार ने इस बीच की अवधि के लिये विधेयक बनाया है, अन्य राज्य सर-

[श्री भक्त दर्शन]

कारों भी इसी तरह की कोई व्यवस्था करें, ताकि जब तक कमीशन अपनी रिपोर्ट देता है और उस पर ग्रमल होता है, तब तक ये जायदादें समाप्त न हो जायें।

इसके बाद मुझे जिस विषय पर निवेदन करना है, वह है वाइर रोड डेवेलपमेंट बोर्ड, जिस के बारे में बहुत से सदस्यों ने अपने विचार प्रकट किए हैं। मैं शासन को बधाई देना चाहता हूँ कि आखिर सुबह का भूला भटका शाम को तो घर पहुंचा, इस लिए कि जबसे देश स्वाधीन हुआ है, मुझ सरीखे बहुत से सदस्य उत्तर दिशा की ओर सरकार का ध्यान आकर्षित करते रहे हैं कि उधर से देश को खतरा है।

श्री बजरत्न सिंह : आधी रात को पहुंचा है।

श्री भक्त दर्शन : आधी रात तो मैं नहीं कहता। अभी तो...

एक माननीय सदस्य : सवेरा है।

श्री भक्त दर्शन : थोड़ा सा अंधेरा हुआ है। अभी भी अगर हमारी सरकार सचेत हो जाये, तो मैं समझता हूँ की कोई ज्यादा बिगड़ा नहीं है।

मैं निवेदन करना चाहता हूँ कि बहुत वर्षों से देश के हितैषी लोग इस संसद् के अन्दर और बाहर इस बात के लिए जोर देते रहे हैं, अनुरोध करते रहे हैं और प्रार्थना करते रहे हैं कि हमारी उत्तरी सीमा की ओर नजर डाली जाये। वहाँ सब से बड़ी समस्या यातायात की है, और परिवहन की है। अतः उस के बारे में सुधार किया जाये। पर आज जब कि चीन की सेनाएं हमारे दर-

वाजे पर खड़ी खटखटा रही हैं, तब जा कर हमारी समझ में यह बात आई है और इस की नई व्यवस्था की जा रही है। हिन्दी में एक कहावत है कि भ्राग लगे खोदे कुआं, यानी घर में जब भ्राग लग गई, उस के बाद कुआं खोदने की सोची जा रही है, पहिले कुआं खोदा जायेगा, तब पानी निकाला जायेगा, और तब भ्राग बूझेगी। पता नहीं, कब तक ये सड़कें बनती हैं। मैं माननीय रक्षा मंत्री जी से यह निवेदन करना चाहता हूँ कि हम कागजों पर तो बहुत सी बातें कर रहे हैं और मैं समझता हूँ कि हमारे जो मेजर-जनरल साहब इस बारे में नियुक्त किए गए हैं, वह बड़ी जवांमर्दी और मुस्ती के साथ यह काम कर रहे हैं, लेकिन जहां तक मेरी जानकारी है, काम करने का जो मौसम है, वह करीब-करीब बीत गया है। मेरी इस बारे में दो शिकायतें हैं एक तो यह कि हमारी सरकार शायद लद्दाख और नेफा के इलाके को ही ज्यादा महत्व देती है। बहुत अच्छा है, वहां वास्तव में बहुत बड़े क्षेत्रफल और बहुत बड़े इलाके का सवाल है। वहां ज्यादा ध्यान देना चाहिए, लेकिन जो और हमारी इतनी हजारों मील की सीमा पड़ी हुई है, उस के बारे में भी हम को किसी प्रकार से लापरवाह नहीं होना चाहिए, या हमें उस ओर से ध्यान नहीं मोड़ना चाहिए।

हमारे यहां पहाड़ों में, खास कर के चोदह पंद्रह हजार फीट की ऊंचाई के जितने पहाड़ हैं, वहां काम करने का मौसम केवल जून से लेकर सितम्बर तक होता है। इधर अगस्त में हम बातें कर रहे हैं। और होते होते सितम्बर में इस बारे में काम होगा, कोई कार्रवाई होगी, कोई कदम उठाए जायेंगे, तब तक बर्फ पड़ जायेगी और कुछ काम नहीं हो पायेगा। मैं माननीय रक्षा मंत्री जी से और जो इस नई व्यवस्था के लिए जिम्मेदार हैं, उन से यह अनुरोध करना चाहता हूँ

कि जितना भी इस सीजन में काम कर सकते हैं, वह सितम्बर अक्टूबर तक पूरा कर लिया जाये ; इस लिए हम को इस बारे में कोशिश करनी चाहिए ।

एक और स्पष्टीकरण मैं चाहता हूँ । ये ग्रान्ट्स जो रखी गई हैं, ये ट्रांसपोर्ट एंड कम्यूनिकेशन्स मिनिस्ट्री के अन्तर्गत रखी गई हैं और पिछले दिनों सदन में जो प्रश्न पूछे गए, उन का जवाब रक्षा मंत्री की ओर से दिया गया और आज भी मैं देख रहा हूँ कि परिवहन और संचार मंत्रालय के मंत्री महोदय गायब हैं, हालांकि उन के खाते से यह रुपया दिया जा रहा है, लेकिन यह तो जवाब नहीं देंगे और माननीय रक्षा मंत्री महोदय उन की ओर से जवाब देंगे । हो सकता है कि इस सम्बन्ध में हमारे मंत्रिमंडल ने कोई विशेष प्रकार का निर्णय लिया हो कि सुविधा के लिए जो यह रकम पन्द्रह करोड़ रुपए की खर्च की जा रही है और जो बोर्ड बनाया गया है, उस के लिए ट्रांसपोर्ट एंड कम्यूनिकेशन्स मिनिस्ट्री के अन्तर्गत रुपया रखा जाये, लेकिन जिम्मेदारी जो होगी, वह रक्षा मंत्रालय की होगी । इस सम्बन्ध में मुझे दो तीन बातें कहनी हैं ?

एक तो यह है कि इस में घोषित किया गया है कि केन्द्रीय सरकार की तरफ से जो विशेष व्यवस्था की जा रही है, जो नया आरगनाइजेशन सैट अप किया जा रहा है और जो सी०पी०डब्ल्यू०डी० की मशीनरी है और जो राज्य सरकारों की मशीनरी है, उन सब को समन्वित कर के, एकत्रीकरण कर के, को-आडिनेट कर के यह काम किया जायेगा । लेकिन मैं देख रहा हूँ कि बोर्ड का जो संगठन किया गया है, उस में राज्य सरकारों के प्रतिनिधि नहीं हैं । आखिर राज्य सरकारों से जब केन्द्रीय सरकार को काम लेना है, तो उन से परामर्श किया गया है या नहीं इस बारे में हम को नहीं बताया गया है । फिर उन इलाकों के प्रतिनिधियों ने आखिर क्या अपराध किया है, जो उन का

सहयोग नहीं लिया जा रहा है और उन से परामर्श नहीं किया जा रहा है । वहां के जो संसद्-सदस्य हैं, या एम०एल०ए० हैं, उन को भी तो कभी मौका मिलना चाहिए कि वे अपनी राय दे सकें । मेरा यह अनुरोध है कि कोई न कोई ऐसी मशीनरी होनी चाहिए कि मोटे तौर से डिस्ट्रिक्ट लेवल पर, स्टेट लेवल पर और केन्द्र में उन से परामर्श किया जा सके । मैं यह जानता हूँ कि ये सामरिक महत्व की बातें हैं और उस में हम बहुत डीटेल्स में नहीं जा सकते हैं, लेकिन कुछ न कुछ मोटाखा तो वहां के संसद्-सदस्यों के सामने और एम० एल० एज० के सामने रखा जाना चाहिए कि उन के इलाके में क्या क्या काम होने वाला है और उस के लिए जनता का सहयोग किस तरह से लिया जा सकता है ।

मुझे इस सम्बन्ध में एक निवेदन यह भी करना है कि हमारी उत्तर प्रदेश की सरकार ने कुछ क्षेत्रों को और पंजाब में भी लाहौल, स्पीती के इलाके को टैकिनकली बार्डर एरियाज घोषित किया है । यह कोई न्यायपूर्ण मालूम नहीं होता कि बार्डर एरिया में चालीस पचास मील की पट्टी को ही पूर्व से पश्चिम तक ही शामिल किया जाये । अभी मेरे मित्र श्री हेमराज ने फरमाया कि मनाली से जो सड़क लाहौल स्पीती को जाती है, जब तक नीचे की सड़क की मरम्मत नहीं होगी, जब तक वह अच्छी हालत में नहीं होगी, तब तक कन राय और दूसरा सामान ऊपर कैसे जायेगा । इसलिए सारे इलाके को हमें एक नजर से देखना पड़ेगा और ऐसी व्यवस्था करनी पड़ेगी कि सड़कों की जड़ जहां से प्रारम्भ होती है, वहां से ले कर अन्त तक व्यवस्था की जाये । इसीलिए मैं खाम तौर से यह अनुरोध करना चाहता हूँ । मान लीजिए कि आप मेरे इलाके नीति और माना के लिए जाना चाहते हैं, जो कि पश्चिमी तिब्बत के व्यापार के बहुत बड़े हमारे दर्रे हैं, तो हमें हरिद्वार से प्रारम्भ करना पड़ेगा,

[श्री भक्त दर्शन]

हरिद्वारा से जोशीमठ जो सड़क जाती है, उस की हालत आज यह है कि—आज सुबह ही मुझे वहां की रिपोर्ट मिली है—नीती घाटी में जाना मुश्किल हो गया है, और बरसात के कारण रास्ता बहुत खराब है। तब पहले की बनी हुई सड़कों को ही हम अच्छी तरह से सम्भाल नहीं पा रहे और हम आशा कर रहे हैं कि आकाश में जा कर हम नई सड़कें बनायेंगे। यह कहां तक न्यायसंगत है ?

मैं यह भी निवेदन करना चाहता हूँ कि जो मशीनरी बनाई जा रही है, वह समूची सड़कों की देखभाल करे और उन की जिम्मेदारी उस पर होनी चाहिए। मेरे मित्र श्री हेमराज ने यह सुझाव दिया है कि उन को राष्ट्रीय जनमार्ग घोषित कर दिया जाये, उन को नेशनल हाईवे बना दिया जाये। मैं इस टेक्निकल विवाद में नहीं पड़ूंगा कि उन को राष्ट्रीय जनमार्ग बनाया जाये या नहीं, यह तो हमारी पुरानी मांग चली आ रही है कि उन्हें अवश्य बनाया जाये, लेकिन असली आवश्यकता इस बात की है कि जो नई मशीनरी बनाई गई है, उसके हाथ में सारी जिम्मेदारी होनी चाहिए। जहां से पहाड़ प्रारम्भ होते हैं जहां से नदियों का उदगम प्रारम्भ होता है, वहां, से लेकर सीमा तक की जितनी सड़कें हैं, वहां वे सब सड़कें बार्डर रोड डेवलपमेंट बोर्ड के अन्तर्गत होनी चाहिए।

सभापति महोदय, मैं आप का और सदन का विशेष समय नहीं लूंगा। मैं रक्षा मंत्री महोदय और केन्द्रीय सरकार से अनुरोध करना चाहता हूँ कि इन सड़कों का जो विकास किया जा रहा है, उस से इन इलाकों की जनता को बहुत बड़ी आशायें हो गई हैं। जब से नए जिलों का निर्माण इन इलाकों में किया गया है, तब से नई-नई आशाओं का जन्म हुआ है और मुझे आशा और विश्वास है कि हम केवल नई-नई आशायें पैदा कर के ही

अपने कर्तव्य को समाप्त नहीं समझेंगे, बल्कि जितनी तेजी के साथ काम कर सकते हैं, करेंगे। हम ने बहुत सा समय खो दिया है अनावश्यक बातों में, या संकोच में आ कर, या मित्रता के धोखे में, लेकिन अब समय खोने का नहीं है और मैं आशा करता हूँ कि इस बारे में तुरन्त व्यवस्था की जायेगी।

इस में बताया गया है कि साढ़े तेरह करोड़ रुपयों की ग्रान्ट्स और चाहिए और डेढ़ करोड़ रुपया पहले से था, जो हो गया पंद्रह करोड़, लेकिन इस बारे में कोई डीटेल नहीं दी गई है कि कहां यह रुपया खर्च होगा। शायद सरकार की ओर से यह कहा जाये कि ये सामरिक महत्व की सड़कें हैं, इस लिए हम उन के बारे में विस्तृत विवरण नहीं देना चाहते हैं, लेकिन एक बात मेरी समझ में नहीं आई कि १० करोड़ रुपए, तो ए-२ के हैड में रखे गए हैं और साढ़े तीन करोड़ बी-२ के हैड में रखे गए हैं। क्या दो तरह की अलग-अलग सड़कें बनेंगी, या कुछ भेद होगा ? यह भेद क्यों किया गया है ? साढ़े तेरह करोड़ रुपए की मांग की गई है, जिस में दस करोड़ रुपए एक हैड में और साढ़े तीन करोड़ रुपए दूसरे में रखे गए हैं। यह विभाजन क्यों किया गया है ? अगर इस बारे में कुछ विवरण दिया जाये, तो अच्छा हो। अगर अधिक नहीं, तो मोटे अन्दाज से यह बताया जा सकता है कि लद्दाख में इतनी, लाहौल और स्पीती में इतनी, हिमाचल प्रदेश में इतनी और उत्तर प्रदेश के सीमावर्ती जिलों में इतनी सड़कें बन रही हैं। इस तरह का एक मोटा नक्शा सदन के सामने रखना चाहिए। आखिर हम इस प्रकार का ब्लैक चैक तो नहीं दे सकते कि जैसे चाहे यह रुपया खर्च कर दिया जाये। हम लोगों की भी कोई जिम्मेदारी है। हम लोगों का भी, जो कि उन इलाकों से संसद् सदस्य हैं, कुछ उत्तरदायित्व है। इस नजरिये से मैं केन्द्रीय सरकार से अनुरोध करूंगा कि वह इस बारे में कुछ प्रकाश डालने की कृपा करें।

घन्त में यह जो डिमांड्स रखी गई हैं, में उन का स्वागत करता हूँ और समर्थन करता हूँ और मैं आशा करता हूँ कि इस सम्बन्ध में इतनी तेजी से काम होगा कि अगले वर्ष जब हम बजट में मिलेंगे, तो हम देखेंगे कि हमारे सीमावर्ती क्षेत्रों में बहुत बड़ा विकास हो चुका है।

Shri A. K. Sen: If I have followed the course of the debate correctly, there has not been really any opposition to the Demand from our Ministry, though there have been suggestions for action, so far as religious endowments are concerned and so far as the Law Institute is concerned.

Hon. Members will bear in mind that the Religious Endowments Commission has been set up with renowned scholars and experts in the field and it will not be proper to make any suggestions to them, excepting by way of evidence or materials which they should take into consideration. Nothing will be more injurious for the purpose of the Commission than any dictation, earlier from the Government or Parliament. Let it not appear to anyone, far less to those who are going to be affected by their recommendations, that there has been any dictation whatsoever as to what they should do or should not do, either from Parliament or from the Government. It has been our endeavour to set up an impartial body of experts to go into the whole matter and to make a report which will be helpful not only for the country as a whole but also for those who are directly concerned in the administration of religious trusts. We have included well known men, men in whom public have confidence, men who are really willing to undertake the necessary labour and trouble for coming out with their recommendations, which would be helpful to all concerned. It is agreed that it is an extremely important task and that all the necessary funds should be found for that reason.

So far as the Law Institute is concerned, it will be recollected that it has been the unanimous demand on the floor of this House, and also on the floor of the other House, that the Government should encourage original works of research on legal subjects. The Law Institute was set up under the Chairmanship of the Chief Justice of India, and having a governing body which is completely independent of the Government, I conceive that no proper research can really be carried out unless the Institute or the body entrusted with this work can function as an autonomous body. We do not want departments of the Government to carry on research, nor do we want them to be entrusted with any research which is constantly guided by the Government. No better person could be chosen for the chairmanship of this Institute than the Chief Justice of India, and all the legal experts in the country are associated with it. The subjects they have undertaken for the moment are administrative procedure, judicial review, delegated legislation, fundamental rights under the Indian Constitution, inter-State movement of commodity and so on. They have already published certain works of research which have earned good comments from outside and also from within the country. I have gone through those reports myself and I am particularly glad to say that those reports have been helpful and they have been of a very thorough character.

Now, so far as other questions are concerned, namely, matters raised by Shri Sadhan Gupta, the question of international law raised by Shri Bharucha, those are matters which, I have no doubt, they will undertake, after the more urgent work which they have now undertaken are exhausted. We cannot go on putting our fingers on every subject simultaneously, unless we have vast staff and organisation which could be employed on every conceivable branch of law.

[Shri A. K. Sen]

So far as some of the matters mentioned by Shri Sadhan Gupta are concerned, they have found a place in the publications of the Indian Law Institute, especially in their journals, and these are connected with fundamental rights, equal protection of laws, rights of equality, question of freedom of speech, section 125A of the Indian Penal Code and also the question of testimonial compulsion, either documentary or foreign. These are matters which have been discussed in the journals of the Law Institute from time to time, the subjects on which fundamental researches are going on. And I conceive that it will take some more time to finish all the research necessary on those subjects, and I have no doubt that the authorities entrusted with the administration of the Law Institute will no doubt select other topics of interest to the country as time goes on.

It will be unnecessary and it will be absolutely unwise to direct the Law Institute as to on what subjects they should undertake research, especially when the Institute is under the chairmanship of a distinguished person as the Chief Justice of India, nor do we desire to issue any such directions from the Government. And I am sure the Parliament will not want me to express any such desire of control or guidance on behalf of the Government, so far as the Law Institute is concerned.

I am very glad to say that the Institute has made a mark. This is the third year for the Institute and they have already come up with proper plans for having a building of their own. At the present moment, they are housed in a very small place, originally made available by the Supreme Court of India. I hope the building will come up very soon. And the amount asked for is very very modest, having regard to the needs of the Institute. I, therefore, appeal that the House should have no hesitation in accepting our demands.

श्री बजरंग सिंह : सभापति महोदय, पूरक अनुदानों की जो मांगें पेश की गई हैं, उनमें से मैं ८३ और ११२, इन दो अनुदानों पर बोलना चाहता हूँ। पहली बात मैं उत्तरी सीमा के सम्बन्ध में कहना चाहता हूँ। वहाँ पर सड़कें बनाने के लिए १३ करोड़ ५० लाख रुपये के अनुदान की मांग की गई है। मैं उसका स्वागत करता हूँ। लेकिन मैं कहना चाहता हूँ कि जितनी जल्दी और जितनी तेजी से इस काम को किया जाना चाहिये था, सम्भवतः उतनी जल्दी और उतनी तेजी से सरकार अब भी नहीं करना चाहती है। पहली बात तो यह है कि १३ करोड़ ५० लाख रुपये के अनुदान की जो मांग की गई है वह वर्तमान परिस्थितियों को देखते हुए तथा हमारी उत्तरी सीमा जो कि ढाई हजार मील लम्बी है, उसकी लम्बाई को देखते हुए, थोड़ी है। वहाँ पर तो हमें सड़कों का जाल सा बिछा देना है। हम जानते हैं कि आज हमारी उत्तरी सीमा को खतरा पैदा हो गया है और उस खतरे को देखते हुए, मैं समझता हूँ कि इस मद में ज्यादा रुपये की मांग की जानी चाहिये थी।

इसके बारे में हमारी सरकार की तरफ से यह कहा जा सकता है कि चूँकि इस वर्ष बहुत कम समय सड़कें बनाने के लिए हमारे पास है, इस वास्ते अधिक रुपये की मांग पेश नहीं की गई है। कुछ माननीय सदस्यों ने कहा है कि जून से सितम्बर तक ही वहाँ पर सड़कें बन सकती हैं, दूसरे समय में वहाँ हिमपात हो जाता है, अधिक जाड़ा हो जाता है और काम नहीं हो सकता है। हो सकता है कि इसी कारण से अधिक रुपये की मांग न की गई हो। लेकिन मैं आशा करूँगा कि इस क्षेत्र में सड़कों के विकास के लिए सरकार को जितने रुपये की आवश्यकता हो, उसको मंजूर कर लिया जाये, उसमें कमी कोई कमी करने का प्रयत्न न किया जाए।

जब मैं यह कहता हूँ कि किसी प्रकार की कमी करने का प्रयत्न न किया जाए तो एक

दो बातों की तरफ भी मैं आपका ध्यान दिलाना चाहता हूँ। जहाँ तक सड़कों के निर्माण का प्रश्न है, चाहे पहाड़ी इलाके में सड़कें बनाने की बात हो या मैदानी इलाके में सड़कें बनाने की बात हो, यह आवश्यक है कि इस चीज की जो खोजबीन की जाये, इस प्रकार का रिसर्च किया जाए जिससे कि कम खर्च में सड़कें बन सकें। हिन्दुस्तान जैसे पिछड़े हुये और निर्धन मुल्क में आज सड़कें बनाने पर जितना खर्चा हो रहा है, यदि उतना ही खर्चा होता गया तो हम सड़कों का जाल देश में नहीं बिछा सकेंगे और उत्तरी सीमा जो कि इतनी लम्बी फैली हुई है, वहाँ पर सड़कें जितनी जल्दी और जिस खर्च में हम चाहते हैं बने, नहीं बन सकेंगी। इस लिये मैं चाहता हूँ कि सरकार का ध्यान खर्च पर भी जाए और वह इस तरह का कोई तरीका निकाले जिससे कि कम खर्च में सड़कें बन सकें। आज जो खर्चा सड़कें बनाने पर होता है वह बहुत अधिक होता है और इसी गति से अगर खर्चा होता रहेगा तो सम्भवतः उतनी जल्दी हम सड़कों का विकास नहीं कर सकेंगे जितनी जल्दी आज की परिस्थितियों में विकास करने की आवश्यकता है।

दूसरी बात मैं इंटरनेशनल डिवलेपमेंट एसोसियेशन की सदस्यता के बारे में कहना चाहता हूँ। मैं हिन्दुस्तान द्वारा इस संस्था का सदस्य बन जाने की बात का स्वागत करता हूँ। लेकिन इसके साथ ही साथ मैं एक और बात भी कहना चाहता हूँ। ऐसे संगठन के बारे में, ऐसी एसोसियेशन के बारे में यह नियम भी बनना चाहिये—और मैं चाहता हूँ कि सरकार इस प्रकार का नियम बनवाने पर जोर दे—कि जिन मुल्कों की जितनी सामर्थ्य है कांट्रीब्यूशन देने की, जिन राष्ट्रों की जितनी सामर्थ्य है अनुदान देने की, हिस्सा देने की, उनसे उतना हिस्सा लिया जाए और दूसरे राष्ट्रों की परिस्थितियों को देखते हुए, पिछड़ेपन को देखते हुये

अविकसित और अर्द्ध-विकसित अवस्था को देखते हुए जितनी आवश्यकता ऐसी एसोसियेशन से रुपया वापिस लेने की, अनुदान या ऋण की शकल में हो, उनको उतना ही मिलना चाहिये। मैं समझता हूँ कि इंटरनेशनल डिवलेपमेंट एसोसियेशन ने इस सिद्धान्त को पूर्ण रूप से नहीं माना है और इसीलिये यहाँ पर कहा गया है कि पांच साल तक सम्भवतः कोई अनुदान भी नहीं मिलेगा, ऋण ही मिल सकेगा। यदि हम दुनिया की आज की परिस्थितियों को देखें तो पता चलेगा कि एक तरफ तो पिछड़े हुए, अविकसित और अर्द्ध-विकसित मुल्क हैं और दूसरी तरफ समृद्धिशाली राष्ट्र हैं और ऐसी दशा में अगर हमने इन पिछड़े हुये मुल्कों के लिए केवल ऋण की व्यवस्था ही की तो उन पिछड़े हुए मुल्कों का जिन में हिन्दुस्तान भी एक है, विकास बहुत दिन तक नहीं हो सकेगा और दुनिया में अगर शान्ति कायम रखनी है तो उसके लिये यह आवश्यक है कि दुनिया के जितने भी पिछड़े हुये देश हैं, जितने भी अविकसित और अर्द्धविकसित देश हैं, उनका जल्दी से जल्दी विकास हो। यह विकास तभी हो सकता है जब कि हम इस तरह का नियम विश्व के पैमाने पर बनवाने का प्रयत्न करें कि जिन राष्ट्रों की जितनी क्षमता है, जितनी सामर्थ्य है ऐसी विकास एसोसियेशन में धन देने की, वे उतना ही धन दें और जिन्हें जितनी आवश्यकता है, ऋण की शकल में अथवा अनुदान की शकल में धन वापिस लेने की, उनको उतना धन मिल सके। इस समय, एसोसियेशन में ऐसी व्यवस्था नहीं है। मैं चाहता हूँ कि सरकार इस तरह का प्रयत्न करे जिससे कि यह संस्था सच्चे अर्थों में विश्व विकास संस्था बन सके। ऐसा न हो कि पिछड़े हुये मुल्कों को अनुदान या ऋण देने में किसी राजनीतिक दावपेंच को बरता जाए और न ही कोई इस तरह का विचार हो कि फलां मुल्क ने चंकि कम धन दिया है,

[श्री बजराम सिंह]

हिस्सा दिया है इसलिये उसको सहायता के रूप में अथवा अनुदान के रूप में अथवा ऋण के रूप में कम रुपया मिलेगा। मैं समझता हूँ कि जब हम इस सिद्धान्त का प्रतिपादन करेंगे अन्तर्राष्ट्रीय क्षेत्र में, विश्व के विकास कोष की संस्थापना में, तभी हम पिछड़े हुये मुल्कों की उन्नति कर सकेंगे।

मैं आशा करता हूँ कि सरकार इस इंटरनेशनल डवलपमेंट एसोसिएशन को एसी शकल देने में समर्थ होगी जिस में इस सिद्धान्त का प्रतिपादन हो सकेगा।

श्री राधे लाल शर्मा : सभापति महोदय, मुझे ग्रान्ट नं० १० के बारे में यह निवेदन करना है कि इस में जो मुआवजा देने के लिये रकम की मांग की गई है उस के सम्बन्ध में विस्तार के साथ कुछ नहीं बतलाया गया है। यही कहा गया है कि एक फर्म को लकड़ी का ठेका दिया गया। उस में कुछ माल था जो हमें पसन्द नहीं आया। नुकसान को उसके जिम्मे रखते हुये दूसरी फर्म से माल ले लिया गया। हमें पता नहीं है कि दूसरी फर्म से जो माल लिया गया उस में सरकार को पहली फर्म के मुकाबले कितना ज्यादा रुपया देना पड़ा। इस का जिक्र भी इस में नहीं है। उस के बाद यह है कि उस फर्म ने दावा करना चाहा। उन्होंने आरबिट्रेशन के सुपुर्द मामले को कर दिया। आरबिट्रेशन ने ८६,३१७ ६० का मुआवजा शासन से दिलाने के लिये अपना अवार्ड दिया। तो यह केवल ६०,००० ६० की रकम नहीं है, बल्कि ८६,००० ६० के लगभग तो सरकार को पहिली फर्म को देना पड़ा। इस के अलावा उस फर्म से माल खरीदने के बाद दूसरी फर्म से जो माल खरीदा गया उस के लिये कितना ज्यादा रुपया देना पड़ा,

यह भी इस में नहीं है। इसी तरह से मैं चाहूंगा कि सदन के सामने यह बात रखी जाये कि जो माल पहली फर्म से खरीदा गया उसके बाद जो माल दूसरी फर्म से खरीदा गया तो उस में कितनी ज्यादा लागत सरकार को देनी पड़ी। यह चीज बतलाई जाये तभी कहीं यह ठीक से मालूम हो सकेगा कि वाकई हमारा कितना नुकसान हुआ।

दूसरी बात यह है कि इस असावधानी के लिये कौन जिम्मेदार है। ८६,००० ६० तो सरकार बजाहिर दे रही है, जिस का शासन को नुकसान उठाना पड़ा, और जो ज्यादा कीमत देनी पड़ी वह अलाहदा है। फिर जो माल पहले खरीदा गया था उस का क्या हुआ। आखिरकार वह स्वीकार करना पड़ा या कि वह वापस किया गया? क्या उसे फर्म ने वापस ले लिया? मैं समझता हूँ कि वह फर्म वापस नहीं ले सकती थी और न उस ने लिया। वह माल काम में आया। जब वह माल काम में आ गया तो क्या कारण है कि उस को लेने से इनकार किया गया? इस में किस-किस की असावधानी थी और समय पर मिनिस्ट्री आफ ला से क्यों नहीं राय ले ली गई कि इस माल को लेने के लिये सरकार जिम्मेदार है या नहीं। अगर उस माल को ले कर उस का उपयोग करना पड़ा तो पहले ही सलाह ले कर उस का उपयोग किया जा सकता था। यह अगर पहले किया जाता तो हरजाने के रूप में जो इतनी बड़ी रकम देने का सवाल है, जिस की सम्भावना पूरे आंकड़े मालूम होने पर और भी ज्यादा हो सकती है, उस की जरूरत न होती और इतना नुकसान उठाने की आवश्यकता न पड़ती। इसलिये यह पता लगाना बहुत जरूरी है कि इसका जिम्मेदार कौन है। शासन ने इस की जिम्मेदारी किसी पर डालने की कोशिश की या नहीं, और अगर

कोई अफसर जिम्मेदार है तो वाकई उसके खिलाफ कोई कार्रवाई की गई या नहीं, यह भी देखने की जरूरत है। मुझे आशा है कि वित्त मंत्री जी इस पर कुछ प्रकाश डालेंगे।

पावर रिसर्च इन्स्टिट्यूट की जो मांग है नं० ६५ पर, उस के बारे में मेरे मित्र प्रोफेसर शर्मा ने कहा था। इसी तरह से जो बार्डर रोड डेवेलपमेंट बोर्ड है उस के बारे में भी कहा था कि स्टाफ बहुत ज्यादा है। मैंने भी इस को देखा और मैं समझता हूँ कि डाइरेक्टर्स, असिस्टेंट डाइरेक्टर्स, एक्स्ट्रा असिस्टेंट डाइरेक्टर्स, प्यूनस, दफ्तरी, जमादार पता नहीं कितना कितना स्टाफ रख दिया गया है। हमारे देश में एक ऐसी परिपाटी हो गई है कि कोई डिपार्टमेंट कायम हो, पहले चपरासी वगैरह ज्यादा चाहिये। रिसर्च इन्स्टिट्यूट के लिये ज्यादा चपरासी क्या करेंगे? प्यूनस क्या करेंगे? इस में देखते हैं कि हेल्प्स २५ हैं, प्यूनस २५ हैं। जब इस प्रथा को कोई बाहर से आने वाला देखता है तो कहता है कि दूसरे देशों में तो यून्स वगैरह देखने को भी नहीं मिलते हैं। इस लिये कभी कभी इस ओर भी देखने की जरूरत है। हमारे जो उंचे अधिकारी होते हैं उन की आदत सी पड़ी हुई है, अभी जसा संगठन चल रहा है उस में इतना स्टाफ बढ़ा दिया जाता है जिस का कोई ठिकाना नहीं है। कोई भी बोर्ड कायम हो, कोई भी संस्था कायम हो, हर एक के साथ वैसी ही व्यवस्था कर दी जाती है। लेकिन हमारे मंत्रीगण को देखना चाहिये कि इस में कोई परिवर्तन होता है या नहीं। मैं ने अपनी आंखों से देखा है कि अफसरों के मकानों पर चपरासी काम करते हैं। क्या यह चलना चाहिये? यह प्रथा बन्द होनी चाहिये। सरकारी कर्मचारियों के मकानों पर जो लोग काम करते हैं, उसे बन्द किया जाना चाहिये। तन्खाह तो सरकार देती है लेकिन अफसर अपना काम करवाते हैं, ऐसा नहीं होना चाहिये। इस

चीज में देखना चाहिये कि जो स्टाफ रक्खा गया है उस में कमी हो। हमारे देश को गरीबी को मिटाना है, हमारे यहां जो योजनाय चलती हैं उनके लिये हमें पैसा नहीं मिलता है। हमें बाहर से करोड़ों रुपयों का कर्ज लेना पड़ता है और यहां पर वह पसा चपरासियों या छोटे क्लकों या स्टैनोग्राफर्स पर खर्च किया जाता है। हमने हिन्दू रिलिजस एन्डाऊमेंट्स कमिशन में देखा कि उस में ६ स्टैनोग्राफर्स हैं। मेरी समझ में नहीं आता कि क्या सब स्टैनोग्राफर्स को एक साथ अफसर लोग डिक्टेशन लिखाया करेंगे सुबह से शाम तक? क्या हर मेम्बर को स्टैनोग्राफर चाहिये? अगर वे आफिस में बैठते हैं तो एक आफिस में दो या तीन स्टैनोग्राफर काफी हैं। जिस को जरूरत हो वह उन को बुला कर डिक्टेशन लिखवा सकता है। इसी तरीके से मैं देखता हूँ कि हर जगह स्टाफ की बहुत बड़ी संख्या है। उन की संख्या कम होनी चाहिये और इस खर्च को जितना कम किया जा सके करना चाहिये।

वाडर रोड्स के बारे में यह बोड बना, डेवेलपमेंट के लिये। इस में भी काफी बड़ा स्टाफ है और इंजीनियर है। मेरे मित्र श्री भक्त दशन ने ठीक ही कहा था कि बोड बना तो लेकिन जब यहां काश्मीर से ले कर हिमाचल प्रदेश, उत्तर प्रदेश, बिहार, सिक्किम बाडर, नाथ वेस्टन फ्रंटियर एजेन्सी, बंगाल वगैरह का पूरा क्षेत्र है जो इस में आ जाता है तो बोर्ड बैठ कर क्या करेगा? अगर यह स्थायी बोड रहा तो वह काम क्या करेगा, यह मेरी समझ में नहीं आता है। ज्यादा अच्छा होता कि एक कमेटी जैसी चीज होती, ऐडवाइजरी कौंसिल में ऐडवाइजरी बोड बनाया जाता, सेंट्रल पी० डब्ल्यू० डी० और डिफेंस डिपार्टमेंट से सम्बन्धित जो लोग कन्स्ट्रक्शन के जानकार ठू, वे इस में होते, साथ में के इंजीनियर भी होते, वे समय समय पर बैठ कर पालिसी तय करते, वे बिशा बतलाते

[श्री राधे लाल व्यास]

कि किस दिशा में किस तीके से रोड्स बनानी हैं तो काम ज्यादा अच्छा होता। लेकिन एक बोर्ड स्थायी रूप से बना रहे, बारहों महीने, जब कि पहाड़ों में कुल चार या छः महीने काम होगा, और उस पर इतना खर्च हो, यह मेरो समझ में नहीं आता है। इस चीज पर भी विचार करना चाहिये कि रोज तो कोई रिसर्च करता नहीं रहेगा एक जगह बैठ कर कि कम से कम खर्च में जल्दी से और सहूलियत से कैसे सड़क तैयार हो सकती है। रिसर्च इन्स्टिट्यूट है, यह उस का काम है, वह भी इसे कर सकता है। उस में एक विंग ऐसा किया जा सकता है कि वह देखे कि पहाड़ों पर जो सड़कें बनाई जायें वे कम खर्च में कैसे बन सकती हैं। यह बात तो मेरी समझ में आ सकती है, लेकिन यह जो बोर्ड बना है, उस पर और विचार करने की जरूरत है, इस को रिकॉर्ड करने की जरूरत है जिस में कम से कम खर्च हो।

रोड्स के प्रोग्रेस के लिये जरूरी है कि वे बनें, कोई भी उस पर कम खर्च की बात नहीं करेगा। उस पर चाहे जितना खर्च हो, लेकिन यह वास्तव्यता जरूर होनी चाहिये कि कम से कम खर्च में रोडज बनें। हमारे इतने बार्डर के लिये १५ करोड़ रु० प्रति वर्ष कोई ज्यादा नहीं होता। लेकिन सवाल यह है कि यह हमारी सुरक्षा से सम्बन्ध रखने वाली सड़कें होंगी। जब लड़ाई का समय होता है तो कंस्ट्रक्शन वर्क की जिम्मेदारी हमारी मिलिटरी और डिफेन्स डिपार्टमेंट की होती है। सड़कें वह बना लेते हैं, मकान वह बना लेते हैं। क्या हमारा डिफेन्स डिपार्टमेंट इस काम में सहयोग नहीं कर सकता? जो हमारे इंजीनियर्स हैं, पी० डब्ल्यू० डी० के जो इंजीनियर्स हैं वह सब मिल कर कंस्ट्रक्शन का बहुत कुछ खर्च बचा सकते हैं।

यह सड़कें जो बनेंगी, उन के सम्बन्ध में मेरा यह सुझाव है कि यह भी देखा जाय कि उन सड़कों का लाभ उठाने के लिये ऐसे कितने स्थान हैं जहां पर हम आबादी को बसा सकें और उन के लिये नये रोजगार और धन्धे पैदा कर सकें। मिनिस्ट्री आफ कामर्स एंड इंडस्ट्री और मिनिस्ट्री आफ फूड एंड ऐग्रिकल्चर को यह देखा चाहिये कि वहां पर कौन से फल ज्यादा पैदा किये जा सकते हैं, कौन सी काटेज इंडस्ट्री हो सकती हैं, वहां पर कौन से मिनेरल रिसोर्सेज मिल सकते हैं, इस का भी सर्वे किया जाय। अगर लोगों को रोजगार दे कर हम ज्यादा से ज्यादा संख्या में वहां पर उन को बसा सकें तो वह ज्यादा लाभकारी होना क्योंकि जब भी संकटकालीन स्थिति पैदा होती है तो वहां रहने वाले जो होंगे वह ज्यादा मददगार हो सकते हैं। इस के साथ ही रोड्स बनाई जाती हैं, उस और भी ध्यान दिया जाय।

इन शब्दों के साथ मैं आपको धन्यवाद देते हुये अपनी बात समाप्त करता हूं।

The Minister of Defence (Shri Krishna Mesnon): During the debate a number of speeches have been made. The greater part relates to what is now called the Border Road Development Board. In the nature of things it should be so, because the matter is of very great importance. If I may say so, with respect, one welcomes and appreciates the spirit of the observations made in this connection. There has been support all round, and the trend of the observations is that we ought to do more and do more quickly. I have taken note of all the suggestions that have been made in this connection, and to the extent that it falls within the competence of the terms of reference of the Board we will carry it out. If the purpose for which these roads are built requires extension of those terms of reference, and if it is possible, then

Government will have to consider it at a later stage. I think, however, it is necessary, since this is the first occasion when this matter has come before the House, to set this picture in such a manner that the House understands what it is all about.

First of all, this Board does not displace or dispense with any of the existing road-building authorities or organisations in the country: that is to say, it does not take over the work of road building as such. It is not a general road-building organisation. It is an organisation for the purpose of assisting in the strategic defence of the country which is coterminous with the development of those areas. And road-building is part of it in that way. Therefore it must not be thought that wherever there are no roads, the Border Road Development Board could be commissioned to do this work. Already the Board gets requests from State Governments, suggestions from Members of Parliament and others as to how useful a particular road would be, whether it is for pilgrimage or for commerce or otherwise. All these things are worth doing. But there are existing organisations, agencies properly constituted under our Constitution for this purpose.

This Board is a statutory board, official board, it has got the status and functions of a department of the Government. It is not part of the Defence Ministry, because they are not, what may be called, defence roads in the sense that they are provided for in the Defence budget. The demand that is now before the House is for a very small amount of money compared with what would have to be spent before even the present project is completed.

Some observations were made, not necessarily critical. But perhaps it has slipped the memory of those who made the observation about not informing the House about this matter, that the first meeting of this Board was somewhere in the end of March—if I recollect, on the 29th March or

so—and a few days later a paper on the composition of the Board, the terms of reference, etc. was laid on the Table of the House. Also, communiques have been issued in regard to it. It is not possible in the nature of things possible to give either cartographic, geographical or other details, or even the specifications of these roads in many areas, for security reasons.

This organisation consists of the representatives of the concerned Ministries of the Government of India—the Ministry of Transport, the Ministry of Finance, the Ministry of Defence and so on, and the Cabinet Secretary and the Foreign Secretary, because this concerns areas where we have external problems to contend with. The Board has an administrative organisation which consists, on the one hand, of the Director-General of Border Roads and the ministerial side, because after all it is a question of responsibility to Parliament and so the administration of a department, the financial aspects, all these things are taken into consideration. There has been no circumventing of constitutional procedures. There is abbreviation and rationalisation of them in order to accomplish the work as quickly as possible. So, on the Board sits, as a full member, a Financial Adviser who has, in normal circumstances, subject to the powers given to him, authority to sanction expenditure.

It is not possible to inform the House just now as to what would be the total expenditure involved. Indeed this is the proper occasion to say that the whole of this Board and the machinery through which it works is being built up pragmatically and *ad hoc*. It was not as if certain Secretaries, Deputy Secretaries and so on have been collected together in the hope of work coming afterwards. We have started with the minimum people. I think Shri D. C. Sharma referred to large numbers of people being involved in this matter. The ministerial side of it,

[Shri Krishna Menon]

including Chaprassis, is somewhere about twenty.

We are asked, why cannot the Director-General of Border Roads do the whole of the administration? If he did that, then he would not be building roads; he would be doing too much administration? The Director-General has technical administration, works, organisation, planning, policy and so on under him, and there are senior officers who we have for the time being seconded from the Army, Navy or Air Force, as the case may be. The work is executed with the least degree of upset to existing organisations. That is to say, where the State PWD or the Central PWD is available, then the Board either works through them or with them, making up the deficiencies either in regard to funds or in regard to the actual machinery, physical machinery, the plant that is required for the execution of their tasks. The Board also helps them on the policy and the planning that is required.

It is essential that these roads have to be constructed having in view the purposes for which they may have to be used. One of the latest speakers referred to the fact that it is not always necessary to build roads according to the specifications laid by the Road Congress or something. That is entirely correct. These roads are being built having in mind what weight of cargo they have to carry and also what length the vehicles would have to be turned around. So it will vary from place to place, and it will be no satisfactory answer to say that any path anywhere would do for these purposes. Equally, most of these roads being in conditions, climatic and weather conditions, where either rain or snow or temperature operates against all-weather navigability, arrangements have to be made to keep them clear for these purposes.

I am not in a position to state on the floor of the House a target date for the completion of these roads—completion meaning the present in-

stalment of them. But it may be broadly said that they would be completed in less than a third of the time that is normally required for this purpose.

I am happy to state that there is complete co-operation on the Board itself. So far as the Directorate and the Ministerial officials are concerned, it has been the experience so far, and I am sure it will continue, there is sparing of energy or enthusiasm on the part of the Officials concerned. On the Board itself are the Chiefs of two main services concerned, Army and the Air Force. On the Army side, the Chief officer concerned with construction, namely, the Quarter Master General is a full member. The Director-General of Road Construction was the Chief Construction Engineers. They have been taken over for this purpose. I am happy to say that the Secretary of the Board has the status of a Joint Secretary. He is a Finance service officer so that it would be earlier and it will be possible not to cause delays by lack of understanding of procedures.

The work of this Board tends to be delayed by certain considerations. One is weather considerations. There are certain places where you cannot work during certain seasons of the year. Of course, other work goes on. The second is, non-availability of plant and machinery required for the purpose. As the House well knows, our foreign exchange position is extremely difficult. Therefore, we have tried to minimise these requirements. It might sometimes be thought that if the Burma Road was built by hand labour, why not this be built by hand labour. We have not found it possible. The terrain through which the roads go does not lend themselves to this. So modern machinery is required. One of the reasons why the State Governments have not been able in the past or the present to accomplish the task within the set time and up to quality is, of course, lack of machinery. That is the first demand that they make.

With regard to co-ordination and collaboration, as I said, on the Central Board are all these functionaries representing the various concerned Ministries. Coming to local areas, there are no representatives of the State Governments as such on the Board. This is an all-India plan concerned with the purposes that I have just mentioned. Complete co-ordination exists in the sense that wherever in a particular State or in regard to a particular road, their particular P.W.D. or any one is required, there is consultation and working together. There has already been one conference of the Chief Engineers of the various States concerned held in Delhi for discussion of the Border roads plan. From each of the States Jammu and Kashmir, Punjab, U tar Pradesh and Assam and others, there has been no lack of co-ordination so far. But, co-ordination alone does not take the place of our being able to give them the tools that are necessary for this purpose. But, the bulk of this work—I should not say the bulk of the work,—but the great and important part of this work has to be physically done by two agencies. One: the Army Engineers, Sappers. Such units as are available at the time for this purpose have been placed under the Board. They perform operations which normally they would perform in the Army for road building purposes. They are road-builders, Engineers. A large number of bridges have to go in various places and other engineering works are required. The second aspect is the Labour force. A special labour force has been recruited for this purpose. Questions were asked whether they are local people or otherwise. There is great merit in employing local personnel, because they are accustomed to the weather conditions, and perhaps less likely to be impeded in their enthusiasm for going forward. In many of these areas, such labour is not available and I am sure the House would not ask me to labour that point as to why they are not available. All the roads are not built in developed

areas. It must also be said that in these undeveloped areas, the people are also undeveloped, because they have not got enough food to eat. Therefore, it is necessary as in pre-war days to have some Labour Force which is not strictly military, but at the same time, disciplined and semi-military. That is to say, they come under proper organisation and discipline and proper conditions of service. So, in addition to Army Sappers, in addition to local labour of the State Governments, casual labour recruited for the specific purpose is being built up by the organisation which is called Ground Reserve Engineering Force, the G.R.E.F. This used to exist before war-time. Into it are recruited the younger generation of ex-servicemen, incidentally for whom this provides an outlet for work. In the hill areas, recruiting centres have been established working through Army recruiting establishments and they are coming into this.

In connection with this, an hon. Member raised the question that they are being ill-paid. I think the criticism is very legitimate. However much we pay anybody, in our country, the would still be ill-paid because our standards of life are so low. In this particular case, comment has arisen by the hon. Member quite rightly looking into the papers that have been circulated about it. They refer to the small number of people who are in the administration. That paper was printed before the Pay Commission recommendations were announced. So far as that particular staff is concerned, they will come up to the level of the Pay Commission recommendations like all other civil servants. So far as the others are concerned, that is, the Road building organisation, they are paid according to the rates which, compared to others, are considered satisfactory. The rank and file of the Ground Reserve Engineering Force would get a minimum wage of Rs. 90 a month. That is in addition to clothing, rations and anything else. Medical assistance

[Shri Krishna Menon]

is provided for them as in the Armed forces. I should say that a majority of them would be people who have already experience of discipline and team work.

We are, to a certain extent, held up by non-arrival of machinery which, even in spite of the efforts made by everyone, does take time. A considerable part of it is being made or locally obtained. Wherever locally obtainable and if the prices are not too unreasonable, we try to get them. The Ordnance factories and other establishments try to provide a part or the whole of the machinery. The Army has been generous enough to permit allocations from their reserves to be replaced as soon as possible so that the work is not totally delayed.

I think I should not conceal from the House the fact that this particular operation as well as the other major operations with which this is connected, namely, defence of our borders, has imposed and will continue to impose a terrific strain upon our Air strength. As you have probably read in the papers, we have recently added what must be regarded as a small addition of strength to the transport side of the Air Force. That would not anywhere near as much as touch this problem. Because, many of these places, though perhaps as the crow flies are not too far away, are inaccessible. Let alone other things, taking the people, carriage of goods, necessary provisions for maintaining these persons in these places, at the present moment, can be accomplished only by the Air Force. There is a tremendous amount of machinery required for this purpose which we have to square with our present foreign exchange difficulties. So, in spite of all that, it would not be sufficient for us to give an explanation why things have been delayed. At the end of the period, we must be able to say, in spite of the difficulties, it has been accomplished. I am happy to think that in spite of weather conditions, in spite

of all the circumstances that I have mentioned, with a certain re-adjustment of location of places, priorities, we have been able to put in the quantum of work that could be more or less put in this period. But, the monsoon is a very big intervening factor in some of these areas.

Reference has been made by Shri Naushir Bharucha and others to all the things that should go with border roads, namely, development, agricultural research, and all kinds of things like that and also quartering of troops. Some of these things do come under Defence organisation.

15 hrs.

At the present moment these border roads are particularly concerned about opening up the areas. In the case of the Leh-Kargil Road for instance, as you read in the newspapers, although the road has been built. All that has been done is really the pilot road going through; and that road has now become sufficiently wide and serviceable for all-weather traffic. It will mean the opening up of the whole area of Ladakh. With these roads going through, developments will take place which will contribute in not a small measure to the defence of the country.

There are other areas where no one has seen a road or any wheeled equipment at any time. Those places have also to be opened up, but one of our experiences is that when you go round to these places and see them, they do not seem to be so unamenable to development as might otherwise be thought, but it requires a vast quantity of resources. The demands that are before the House now are two small items, and I must submit in all fairness that Government will have to come before the House for further grants in this direction, and at a not distant date. I am precluded from giving the mileage and the tonnage capacity of the roads, and in fact it is impossible to

say that this road will cost so many rupees per mile, because in some places it might cost more than what is regarded as conscionable, in some places it may be less, but we do hope that all in all it will be at costs which are comparable to costs that have been incurred in other places. Some of them are strategic roads, and they would have been built by the Army in any case, and I think I am right in saying that the limited strength of the sapper force that is available for this purpose must necessarily first concentrate on these areas. Equally, when steel equipment is required for bridging water tracks, they come in larger measure. Then the progress will be more rapid than otherwise. I do not think at the present moment occasion has arisen for us to explain anything away, or to offer apologies.

I personally, and on behalf of Government, welcome the many suggestions which have been made, some of which are under consideration, some of which will inspire us to greater efforts, and I am sure that those who read the proceedings of this debate will be heartened by the fact that the House not only takes interest in it, but is also fully seized of the purpose, and has put the weight of its influence behind the effort that has been made in this direction.

Certain specific questions have been asked with regard to particular roads. I cannot answer them for two reasons. In some cases it is not in the public interest to say whether those places are included or not. As for other cases, naturally we must expect a Member of Parliament in every country in the world to put forward the interests of his constituency, but it is not always possible to meet them. This would apply to areas like Manipur which, though important, would not come in the first level of priorities. We are also able to use for this purpose every local experience, and that local experience has come from the local population as well as from the local Governments. The Board does not strictly take

under its purview exclusively defence personnel. No personnel that is militarily required for combatant purposes are put into these jobs, because they have other commitments. As the months go by, it will be possible, I hope, that those who have been quartered in these various areas will be living in slightly more comfortable conditions, and therefore the output will be more.

Questions are asked about the proportion of assistance that can be given to the States. Broadly speaking, this is a matter of negotiation, but it is not the intention that anything should be withheld which would defeat the purposes of road building.

I think, Mr. Chairman, these are the various points that were raised. There is no desire on my part to withhold information. Such information as is available has been laid on the Table of the House. If it is of interest to anybody, we are prepared to lay on the Table of the House or in the Library as that case may be, the terms and conditions of service and the nature of this organisation, but we would not like either to overpublicise this or under-rate the importance of this matter. Very often, some of the items of border road building are seen in the newspapers, and they are probably the least important of them.

I once again express the appreciation of Government for the generous response this effort has had from all sides of the House.

Shri Tyagi (Dehra Dun): On a point of order, Sir. The Demand for Supplementary Grants is like a Bill, because it is as good as an Act of Parliament when passed, and therefore every word of it is in the same position as the words of a Bill.

My difficulty arises from the fact that Demand No. 83 is put under the Ministry of Transport and Communications. Parliament passes this

[Shri Tyagi]

Demand, because, as the hon. Minister has appreciated, the whole House agrees with it. There is no objection taken, and in fact, the House has expressed in so many words that the Demand is rather belated. The House would any day pass it, and it is a welcome Demand too. But then the difficulty arises this way. If the House agrees with this Demand under the Transport Ministry, how does the hon. Defence Minister come in? I want to know whether he is holding another man's baby, or whether this will be under the administrative control of the Defence Ministry?

Shri Krishna Menon: This Board, as I said, is set up by Government, and its position is that of a government department under the Ministry of Transport and Communications. The Prime Minister is the Chairman of this Board and the Defence Minister the Deputy Chairman, with the staff I mentioned. For budgetary purposes it comes under the Ministry of Transport and Communications. The Transport Ministry will give us the money.

Shri Tyagi: So, in fact it will be under the administrative control of the Ministry of Transport and Communications. Then it is not possible for Parliament to agree to this Demand, because we cannot compromise with our own ways of passing Acts. If Government does something in a circuitous manner, Parliament cannot agree with it. We have been accustomed in this House to pass grants for various Ministries, for items which directly under their administrative control. If this Board is under the administrative control of the Defence Ministry, let it be clearly stated. Then it must come under Defence Ministry and not under the other Ministry.

Mr. Chairman: I am afraid there is no point of order in this. Any Minister can represent any other Minister.

Shri Tyagi: That is not the point. The question that I am raising is this,

that we are passing this Demand under the heading of the Ministry of Transport and Communications. So, I want a clarification whether this Board will be under the administrative control of the Defence Ministry or not. Unless it is under the administrative control of the particular Ministry under which the Demand is shown, it will be wrong for us to pass it. The straightforward method would be for this Demand to come under the Ministry of Defence.

Shri Krishna Menon: I may explain that this Board has the status of a Government Department in the Ministry of Transport and Communications. If the Transport Minister has no objection to either the Prime Minister or the Defence Minister functioning on it and is satisfied, I cannot see how any one can object to it.

Shri Tyagi: Shall I take it that for all questions pertaining to this Board, the Minister of Transport and Communications will be responsible to Parliament. If that is so, it is all right.

Mr. Chairman It does not follow.

Shri Sinhasan Singh (Gorakhpur): Most of the members of the Board are military officers. Will the Ministry of Transport and Communications have any disciplinary control over them? Why should this not have come under the Defence Ministry? At page 11 of the booklet on Supplementary Demands, we find that the names are all of military officers. Therefore, the Ministry of Transport and Communications should have no control over the military officers. So, we suggest that the hon. Minister should have come forward with a Demand straight under the Ministry of Defence and not under the Ministry of Transport and Communications.

Dr. Melkote: May I say that, as Shri Tyagi has pointed out, when the Demands are brought forward before

the House for sanction, they should come in a particular form. This has deviated from the usual practice, and, therefore, it is not correct.

Mr. Chairman: It has come in a particular form; and it is under the Ministry of Transport and Communications. It is under the Roads Wing, though the roads relate to the borders.

Dr. Melkote: The point is whether the Ministry of Transport and Communications will be utilising these funds under the Demand of that Ministry or the Defence Ministry?

Shri Tyagi: Will the Defence Minister be responsible for answering our questions pertaining to this Demand, or the Minister of Transport and Communications?

Mr. Chairman: The hon. Member has heard the Defence Minister, and I do not think any further doubt arises.

Shri Tyagi: I am afraid it is irregular.

Mr. Chairman: Now, the hon. Minister.

Shri Kalika Singh (Azamgarh): May I just have five minutes?

Mr. Chairman: I am afraid the time is up. The Speaker has said that this should be concluded by 3.15 P.M. We have already exceeded the time. I am sorry.

The Deputy Minister of Finance (Shrimati Tarkeshwari Sinha): I am grateful to the Members for generally supporting these Supplementary Demands for Grants. Some hon. Members have raised certain objections and have asked for certain clarification of some of these Demands, and I would try to answer them to the best of my capacity.

The first point which was raised by Shri Warior,—in respect of which he has also tabled a cut motion—and a 941(Ai)LSD—7.

few others was concerning Demand No. 112. He has raised some objections about the voting procedure adopted in the International Development Association. Some time back, we had a detailed discussion about this International Development Association, and most of these points were taken up and discussed at that time. I do not know how the hon. Member was not satisfied at that time. He has again raised those very points in the course of this discussion also.

I would like to mention that the relevant provision in the Articles of Agreement of the Association is that:

“Each original member shall, in respect of its initial subscription, have 500 votes plus one additional vote for each \$5,000 of its initial subscription. Subscriptions other than initial subscriptions of original members shall carry voting rights as the Board of Governors shall determine pursuant to the provisions of Article II, Section 1(b) or Article III, Section 1(b) and (c) as the case may be.”

The voting rights, as will be seen from the above provision have been based on the World Bank pattern, of which this body is going to be a subsidiary body. In the Bank also, there is one vote for each share plus 250 for each member. This gives some weightage to small shareholders which is as it should be. On the same basis, in the International Development Association also, each member will have one vote for each \$5,000 of its subscription plus 500 votes. The formula of giving one vote for each \$1,00,000 (as in the case of the Bank) would have given more weightage to the big shareholders, naturally. Of course, I would not say that this present pattern gives completely equal rights to all the member-countries, but in the case of financial institutions like the International Bank for Reconstruction and Development and the International Development Association, it cannot appropriately be suggested that one-

[Shrimati Tarkeshwari Sinha]

member-one-vote principle should be applied irrespective of the individual member's subscription to the capital. India would certainly like the differences in voting rights to be further narrowed down, but it is not a question of what we would like the pattern of voting rights to be, but what would be a reasonable formula which will be agreeable to all the other members, and which will satisfy the organisation as such.

As you know, India has been one of the founder-members of the World Bank organisation, namely the fifth member. So also, in this Association too, India is one of the leading members of this organisation, and the responsibilities that we have been sharing and holding in the World Bank will be passed over to this organisation.

None of the members of the Bank has individually a majority. There is no danger, therefore, that any single country will dictate terms in the policy matters, relating to the Bank; the same is true also of this recently-founded development association, because even the combined strength of the two largest shareholders of the Bank, namely the U.S. and U.K. commands only 43 per cent of the total votes. If we take into account the combination of 17 industrialised countries, whose entire subscription to the International Development Association is payable in U.S. dollars (as against only 10 per cent. of others in dollars and the balance in their own currencies)—India is also one of the members, and India has to pay 10 per cent. of her contribution in dollars, and the balance of 90 per cent. of her contributions has to be paid by her in Indian rupees—we find that the voting rights of these 17 industrialised countries whose shares of subscription come to 76 per cent. will have voting rights to the extent of only 69 per cent. So, we see that the smaller shareholders of this organisation are in a better position, or I would not say, in a better position, but in a more advantageous position.

There was another point which was raised by some hon. Members opposite, and that was regarding the delay which sometimes occurs in regard to these foreign loans. As you know, Sir, these foreign loans are intended for financing specific Plan projects, such as the IBRD loans, loans from the U.S.S.R., Czechoslovakia, U.S.A. etc. They are also scheduled for import of Capital Goods and also for imports for maintenance of the general economy.

As regards the proper and speedy utilisation of such loans, Government attach the greatest importance to this. With many of these loans, such as the loans from the I.B.R.D., U.K. and Germany, the progress of utilisation has been quite satisfactory, and we have no apprehension in regard to that. In the case of certain other loans, however, it is only after the loan has been negotiated for specific purposes that tenders can be invited and orders placed and deliveries obtained. Since the reimbursements from the loans cannot be claimed before the payments stage, there is sometimes delay in furnishing necessary documentation and utilisation of the loans. Even in cases where there is only a single supplier of equipment as in the case of credit agreements with certain East European countries, the drawing up of the reports, placing of orders and manufacture and delivery of plants and equipment take quite some time. The delays, if any, in the utilisation of the loans are, therefore, unavoidable in the existing circumstances, to a certain extent.

There is another fact to which I would like to draw the attention of hon. Members, and that is that there is quite an amount of spill-over of these loans negotiated during the Second Plan into the Third Plan period. One reason for the carry-over is that in the case of loans tied to projects, such as the project for developing exports of iron ore to Japan, the Koyna hydro-electric and

the Calcutta and Madras Port Development projects, the projects themselves will have to be carried over to the Third Plan period. In the case of some of these loans, the tying of the purchases out of the credits, in some cases, to the lending countries, also contributes to a little delay. For example, if we have some agreement whereby we have to purchase our capital goods from those countries from which we have received our credit, these delays are a little bit unavoidable. But we are trying our best to reduce these delays as far as possible.

Another point has been raised by the hon. Member in regard to India's position in the World Bank and the International Development Association. A full-dress debate took place the other day in the House on this matter and I think enough reasons were given indicating our position and strength and the value of the International Bank and also the I.D.A. to all under-developed countries including India. The House knows that our position in the Bank is 5th so far as shareholding and voting strength are concerned. I would not like to take up the time of the House in analysing that. But I would mention that India has received assistance by way of loans from the International Bank to the extent of Rs. 315 crores, an amount which is larger than that any other country has so far received. So the criticism that by being a member of the World Bank or the I.D.A. we have not been the gainer does not seem to be very reasonable. It may be said that the major portion of the loans given by the Bank in the earlier years went for the European reconstruction programme, but as years have passed by, more and more concentration has come to Asian countries, and the majority percentage of loans has shifted to Asian and Middle Eastern countries. Therefore, this criticism does not seem to be very valid, that we have not been a gainer. Single-handed, we have been the biggest beneficiary of this assistance programme.

So far as the I.D.A. is concerned, I think we are going to be a gainer much more. The initial advantage that we are going to get from this Association is that their loans will carry a low rate of interest. Some hon. Members have sometimes raised objection on the ground of the rate of interest being very high. The rates of interest charged by the World Bank have been very reasonable in comparison with the rates of interest charged on foreign credits we have obtained from other agencies or countries. Therefore, we cannot say that only in the case of the World Bank the rates of interest are high. But the International Development Association was specifically created for the purpose of giving credits to under-developed countries on more flexible terms, on lower rates of interest, so that those countries which could not afford to pay a high rate of interest would be given benefit out of the fund available to the I.D.A.

Then again, the time-limit for repayment is longer in the case of the I.D.A. loans than in the case of the World Bank loans. The World Bank terms for repayment are 10 to 25 years whereas the period of repayment of I.D.A. loans is 30 to 40 years. Another advantage is that I.D.A. loans can be repaid either wholly or partly in rupees, depending upon the terms of the agreement.

Another point raised by hon. Members was in regard to Demand No. 65. Some hon. Members said that there has been delay in the establishment of the Power Research Institute at Bangalore. The House perhaps knows that the delay was quite unavoidable.

Shri Kalika Singh: The point regarding the International Development Association is that under article 5 of the agreement, the I.D.A. as a juridical personality has been allowed to advance loans to a political division in India, to any public or private entity, to any public or international

[Shri Kalika Singh]

or regional organisation or to any body in India, without reference to the Government of India. Do we agree to that? This provision is not there in the case of the International Bank for Reconstruction and Development. This matter was hotly debated even in England on the 29th March, 1960. They objected to this portion of the agreement there also. Therefore, this is a very important matter which should be considered and clarified.

Shrimati Tarkeshwari Sinha: No international agency can advance loan to any particular entity without getting the advice of the Government of the country concerned. They cannot really advance loan just in the dark. They have to maintain their prestige and the prestige of the member country. They have certainly to take the blessings of the Government concerned. Therefore, I do not think that possibility is ever going to arise so far as advance of loan in this country is concerned.

Secondly, the taking of the loan is our responsibility. If we want to take a loan for a particular project, the terms and conditions of that particular project will guide the features of the loan. Therefore, we cannot really say in a general or vague way that loans will not be advanced to any private parties or to the public sector. We have got many loans from the World Bank for the public sector; some loans have also gone to the private sector, and Government have not discouraged such loans. In future also, if Government think that a particular loan is very reasonable and it should be given to a private party or private sector, I do not see any reason why Government should close the door against it.

Shri Kalika Singh: My objection was concerning the giving of loan to a political sub-division of the country.

Mr. Chairman: Let the hon. Minister proceed without interruption.

Shrimati Tarkeshwari Sinha: As I was saying in respect of Demand No. 65, Members were of the view that this Institute should have been established much earlier. Nobody doubts the feelings or anxiety of Members on this score. But the very nature of this venture was new and experimental because we had no information or statistical basis in regard to the establishment of a Power Research Institute. Therefore, the Government thought it necessary to have a Committee which would look into the details of the project and submit their report. The Committee submitted their report in September 1956, stressing the urgent need for undertaking an effective programme of research in this field in the context of the large expansion of power supply facilities as well as the growing volume of electrical equipment manufactured inside the country. They specifically recommended the setting up of a Power Research Institute at Bangalore and a switch gear development and testing laboratory at Bhopal. Government have already taken steps to open these two divisions. The first one which is going to be located at Bangalore will be concerned with high voltage engineering, general electrical engineering, mechanical engineering and hydraulic engineering, problems which are directly connected with the respective fields of the power supply industry, and the equipment of manufacturing industries. The second division of this research organisation is to be located at Bhopal. It will be a high-power laboratory for Development and testing of switch gear and also for research on applied problems connected with high current phenomena.

The laboratory at Bangalore is intended to be built at a site near the existing power engineering laboratory of the Indian Institute of Science, because the knowledge at the disposal of the Indian Institute of Science will be readily available to this Institute.

The history of this is that after the preliminary details of the scheme were drawn up, the assistance of the U.N. Special Fund, was sought in 1958. The capital cost of the scheme was estimated at Rs. 420 lakhs for both the divisions. The estimated cost of the Bangalore unit was Rs. 220 lakhs with a foreign exchange component of about Rs. 150 lakhs; the cost of the Bhopal unit was estimated at Rs. 200 lakhs, the foreign exchange component being Rs. 150 lakhs. The U.N. Special Fund has, however, agreed to assist us to a limited extent only, that is, Rs. 92 lakhs in foreign currency spread over a period of four years. Of this the share of the Bangalore unit will be approximately Rs. 19 lakhs and that of the Bhopal unit is going to be Rs. 73 lakhs, towards the cost of imported equipment, foreign experts and training of Indian engineers abroad. The counterpart expenditure of the Government of India for the scheme is estimated at Rs. 99 lakhs, of which Rs. 52 lakhs is the cost for the Bangalore unit and the balance Rs. 47 lakhs for the Bhopal unit.

The scheme outlined above has been incorporated in the form of a plan of operation entered into with U.N.E.S.C.O. which has been appointed as the executive agency on behalf of the U.N. Special Fund. I am sure Members do realise the importance of this Institute and they have a very commendable appreciation of the work that will be done by this Institute.

But some hon. Members raised objection about lop-sided or top-heavy administration. They quoted the notes on Supplementary Demands saying that there are too many directors and no research chemists. I have got information from the hon. Minister of Irrigation and Power. He tells me that these very directors will be actually in charge of research and investigation. So, whether they are given the name of research students or chemists or directors, it does not matter. The thing that

matters is the work; and if they are the people who take full responsibility for doing the investigation and making the research, studying all the prospects etc., then I do not think the House could have any objection about the names of those persons—directors or assistant directors or chemists or any other thing.

One other point was raised about the Sikkim Mining Corporation. As the House is aware the Sikkim Mining Corporation has been established with a view to exploit the mineral resources of Sikkim. As the House is aware, this is a joint venture of the Government of India and the Sikkim Darbar, set up for the exploitation of the mineral deposits in Sikkim. The authorised capital of the Corporation is Rs. 100 lakhs, divided into one lakh paid-up shares of Rs. 100 each, of which 49,000 shares will be held by the Government of India and 51,000 shares by the Sikkim Durbar or its nominee. The Government of India also propose to advance loans to the Durbar to the extent of shares subscribed by it, but not beyond the limit of 51 per cent. of the shareholding.

The initial capital requirement of the Corporation is Rs. 23.56 lakhs, the immediate requirement being Rs. 10 lakhs of which Rs. 4.90 lakhs had to be provided by the Government of India as their share. This money is required for spending on the acquisition of land, on the payment of compensation, obtaining a mining lease, payment of salaries and allowances etc.

There was no time for bringing this Demand in the original Budget Demands and, therefore, Government has come with a Supplementary Demand to give that money as part of their share capital.

So far as the project is concerned, I think, hon. Members have appreciated the venture which the Government of India has taken with the Government of Sikkim. I hope very

fruitful results will come out of this joint venture because as everybody's knowledge goes, Sikkim is very rich in mineral resources like copper and zinc for which there is acute scarcity in this country. If we can get this amount of copper and zinc utilised or exploited from these sources, I think, many of our headaches will go because we, at present, depend heavily on our imports for copper and zinc. This is one of our biggest liabilities for the industrialisation of this country and much of this liability will be reduced if we can make a success of this Corporation.

With these words, I once again thank the hon. Members of this House for giving full support to these Supplementary Demands. I request the House to pass these Demands.

Shri Sinhasan Singh: I am sorry the hon. Deputy Minister has not replied my point about the minimum salaries of Rs. 30 provided in some projects. The House is already aware that we are going to sanction a minimum salary of Rs. 80. Will these servants be governed by this Budget or will they be governed by the scales recommended by the Pay Commission and approved by the House? The hon. Minister has not replied that point.

Shri Tyagi: The scale of pay, as the Minister has said, is not going to be the same as he is getting passed here in this House. A change has to be effected. It is very essential in my opinion, that whatever changes have to be effected ought to be effected now and although it has been printed in this Demand it should be corrected before it is passed. There is no loss of prestige in bringing up your documents up to date.

Shrimati Tarkeshwari Sinha: The hon. Member himself has replied this question. I need not clarify any further.

Shri Tyagi: How can we pass a wrong thing when we definitely know that this scale is not going to be given. We are asked to pass such things. This is the Parliament of India and importance should be attached to whatever we pass here.

Shri Sinhasan Singh: Are you going to have people on a pay of Rs. 30?

Mr. Chairman: Parliament passes this Demand and not these items. The total Demand No. 65 will be passed.

Shri Jaipal Singh (Ranchi West—Reserved—Sch. Tribes): Mr. Chairman, may I just intervene? I think my hon. friends Shri Mahavir Tyagi and Shri Sinhasan Singh have raised a pertinent point. We have already debated this problem in the past. There was a Pay Commission, and a debate on it. Parliament agreed to have a policy on minimum wages. Here none of these services seem to be old services. The Pay Commission relates to the old service. But when it comes to the matter of minimum wages, everything is perspective. Here the Minister expects us to swallow what we have done in the past and accept something that is abominable, Rs. 30. I think the Treasury Benches are expecting too much of this House. I think that is the point which Shri Mahavir Tyagi had raised. This is something where the Treasury Benches are going back on their own assurance to the country. Much has happened since then. We should like to have a clarification. I think my hon. friend, Shri Tyagi is quite correct. He wants to know where he stands.

Shri Naushir Bharucha (East Khadesh): May I also point out that it is not enough to say that what the House sanctions is the Supplementary Demand as a whole that has been mentioned, because that Supplementary Demand is based on the scales mentioned in the Note. If, instead of Rs. 30 or Rs. 40 you make it Rs. 80, twice the Supplementary Grant would

be required. Therefore, it is not a correct explanation, so far as Government is concerned, to say that the House only votes the Demand and not the details. The total of the extra Demand asked for is based upon those details. Afterwards the Government has no right to alter it. It is permissible for the Government, so far as the sub-heads of the Budget are concerned—this is part of the Budget now—to transfer from one primary unit to another or from one sub-head to another. All that they can do is to transfer the block grant under a sub-head to another. But they cannot alter the scale if they once tell us that on this basis they have asked for a particular amount. Therefore, I submit that there is a great deal in the point which has been raised.

But a probable explanation may be given in this way, that the Pay Commission's recommendations related to the existing services and there is no mention whatever in clear terms that so far as any future new services are concerned these particular scales must also apply. No such thing is mentioned there. But, if it is accepted that it applies also to future services then the Demand would have to be pronounced as out of order.

Shri Krishna Menon: These are old pay scales and there is the dearness allowance on top of it.

Shri Tyagi: May I know one thing? Just as my friend said, the total Demand is based on these printed figures. If you give any higher rate, will you not need any increment in the total Demand? Or, have you got some reserved pockets from which you can pay this additional sum? You cannot. The Ministers come with their proposals before Parliament for these Demands based on these calculations alone. So, if higher rates are to be given, then, the total will have also to be increased unless they have got some other reserves here and there.

Shrimati Tarkeshwari Sinha: The House is already aware that this is just a token Demand and it is also written on page 5 here:

"The total expenditure on the the Institute during the current financial year is estimated at Rs.1,77,000. As formal sanction for the scheme had not been issued upto the time of framing the Budget, no provision could be included in the original Budget. It will, however, be possible to meet this expenditure from anticipated saving within the Grant and a token grant of Rs. 1,000 only is, therefore, being asked for."

So, this is just a token Demand for which this Ministry has come before Parliament and if we have saved that much money I am sure that the House will appreciate that we would not come before the House for another demand.

Shri Sinhasan Singh: There is no such thing in item 83. There is no such token demand there. It is a new thing.

Mr. Chairman: Shall I put all cut motions together?

Shri Sinhasan Singh: I have submitted these points for your consideration.

Mr. Chairman: The hon. Minister has replied and I think there is nothing further to clarify.

Shri Tyagi: My suggestion is this. Let them correct the clerical errors and let them bring forward an exact picture of these things before the House tomorrow or the day after. We have discussed it. Voting along is needed.

Shrimati Tarkeshwari Sinha: These new pay scales have been accepted but they have not yet been implemented. This thing will arise when it is being implemented. Then only these points will arise.

Shri Jaipal Singh: I think in all fairness to the Ministry of Finance, I feel I should say a few words about a false understating that has been created.

Mr. Chairman: The Minister has replied.

Shri Jaipal Singh: There has been a misunderstanding in this House. I do not want to call it a point of order and if I say it is a point of order, you have to give me an opportunity. By not raising a point of order, I still do the same job. I think a false impression has been created because the Minister of Defence spoke on a subject-matter of the Ministry of Transport and Communications. I think it is very clear that it is the Minister and the Ministry of Transport and Communications who are responsible to us for whatever goes right or wrong....

An Hon. Member: That is administrative control.

Shri Jaipal Singh: We are voting the demands for the Ministry of Transport and Communications.

Shri Tyagi: It is not that.

Shri Jaipal Singh: The heading is there. We are getting confused just because sometimes the hon. Defence Minister becomes the External Affairs Minister, sometimes the Prime Minister and now almost the Minister of Transport and Communications. But the technical point is that we are voting for the Ministry of Transport and Communications. If some other Minister relies and pokes his nose into it, it does not affect the technical position.

Shri Sinhasan Singh: What is your ruling, Sir?

Mr. Chairman: There is no point of order; I have already ruled it out....(Interruptions). The vote will be taken on the Demands as they are. I shall put all the cut motions to the vote of the House.

The cut motions were put and negatived.

Mr. Chairman: The question is:

"That the respective supplementary sums not exceeding the amounts shown in the third column of the order paper 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, 1961, in respect of the following demands entered in the second column thereof—

Demand Nos. 65, 70A, 83, 112, 129 and 133."

The motion was adopted.

CENTRAL EXCISES (CONVERSION TO METRIC UNITS) BILL

Mr. Chairman: The House will now proceed with the next item on the Order Paper.

The Minister of Revenue and Civil Expenditure (Dr. B. Gopala Reddi): On behalf of Shri Morarji Desai, I beg to move:

"That the Bill further to amend certain laws relating to duties of excise for the purpose of introducing metric units in such laws, be taken into consideration."

As the hon. Members are aware, the Parliament enacted a legislation in 1956, namely, the Standards of Weights and Measures Act, 1956 for adopting the Metric System in the country within a period of 10 years. The provisions of that Act have already been brought into force in many parts of the country and in some of the major industries like cotton and jute textiles, cement, general engineering products and chemicals. As a further step towards its full implementation, it is now proposed to adopt that system for the purposes of the levy and collection of Central Excise duties. Any delay in this matter will cause inconvenience to the major industries which have adopted or are going to switch over shortly to the metric system of weights and measures.