

Mr. Speaker: I think it may be accepted because uniformly we are having this provision in every Act so that the House may have jurisdiction and modify the rules.

Shri Tyagi: The Chair's ruling in Parliament has greater force than any statutory power.

Mr. Speaker: What does the hon. Minister say?

Dr. B. Gopala Reddi: This is a conversion table and we have provided for them in the Schedule. We do not expect any rules to be made in this. I think there is a decision from the Subordinate Legislation Committee that every rule made by the Government should be placed on the Table of the House and anybody can draw the attention of the House and things like that. In this Bill this clause is absolutely redundant and unnecessary.

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

The question is:

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after line 30, insert—

"5A. After sub-section (2) of section 5 of the Khadi and Other Handloom Industries Development (Additional Excise Duty on Cloth) Act, 1953, the following sub-section shall be added, namely:

"(3) Every rule made under this section shall be laid as soon as may be after it is made before each House of Parliament while it is in session for a total period of thirty days which may be comprised in one session or in two successive sessions, and if, before the expiry of the session in which it is so laid or the session immediately following, both Houses agree in making any modification in the rule or both Houses agree

that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be; so, however, that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule." (1)

The motion was negatived.

Mr. Speaker: The question is:

"That Clause 6 stand part of the Bill."

The motion was adopted.

Clause 6 was added to the Bill.

Clauses 7, 8, 9, First Schedule, Second Schedule, Clause 1, Long Title and the Enacting Formula were added to the Bill.

Dr. B. Gopala Reddi: Sir, I beg to move:

"That the Bill be passed."

Mr. Speaker: The question is:

"That the Bill be passed."

The motion was adopted.

13.28 hrs.

STANDARDS OF WEIGHTS AND MEASURES (AMENDMENT) BILL

The Deputy Minister of Commerce and Industry (Shri Satish Chandra): Sir, I beg to move:*

"That the Bill to amend the Standards of Weights and Measures Act, 1956 be taken into consideration."

It is a small Bill of a non-controversial nature. The Act as originally passed in 1956 did not apply to the State of Jammu and Kashmir as entry 50 of the Union List was not then applicable to that State. Recently, the Constitution (Amendment)

*Moved with the recommendation of the President.

Order of 1960 has made this Entry applicable to the State. It is therefore, proposed to make the Act of 1956 applicable to the State of Jammu and Kashmir.

A provision is being made that all the rules made under the Act will be laid on the Table of the House. That was the question which was being discussed just now. Modification of those rules can be effected if the Parliament so desires. I have nothing to add except a few remarks on the point which were raised just now.

My esteemed friend Shri Tyagi said just now that the system of metric weights and measures should be applied all at once. Well, it would have been a good thing if people were familiar with the new system and it was physically possible. We find it administratively difficult to introduce it in one stage. For instance, about 50 million pieces of weights alone are required in the country and it is not possible to manufacture 50 million pieces all at once, to distribute them throughout the country and to make people familiar with those weights.

Mr. Speaker: Does he mean varieties?

Shri Satish Chandra: I said "pieces". 50 million pieces will be required to replace the old weights.

Shri Prabhat Kar (Hooghly): Which are in use.

Mr. Speaker: By these metric weights?

Shri Satish Chandra: Yes. The Parliament when passing the original Act took these factors into consideration and a time limit of ten years was fixed for the changeover. The Act was passed in 1956 and ten years were given to the Government to complete the process of replacing the old weights and measures by new weights and measures. A start was made in 1958 in certain areas—some large cities or selected districts—in every State. The experiment proved successful. The people in those areas have become familiar with weights

and measures under the metric system. Propaganda and publicity campaigns were launched. The Minister for Revenue and Civil Expenditure has just narrated the steps taken to popularise the new weights. In those areas, it is proposed that from 1st October, 1960 the metric weights should become compulsory. In the rest of the country the metric weights will be introduced on an optional basis, and there would be a period of transition of two years during which the people can familiarise themselves with the new weights and measures and also get their supplies of new weights. Every attempt is being made to expedite the process, to reduce the period of transition and also to take steps so that the difficulties of the common people are mitigated to the extent it is possible to do so.

Sir, as far as this Bill is concerned, it is of a very non-controversial nature. It simply seeks to extend the Act to the State of Jammu and Kashmir, and I request the House to accept it.

Dr. M. S. Aney (Nagpur): How many years will it take for all these 50 million pieces of weights to be manufactured?

Shri Satish Chandra: Sir, the introduction of metric weights and measures will be complete by 1966, but, for the State of Jammu and Kashmir the period of ten years will be calculated from the date this amending Act comes into force.

Mr. Speaker: Motion moved:

"That the Bill to amend the Standards of Weights and Measures Act, 1956, be taken into consideration."

Shri Prabhat Kar: I welcome this Bill, there is no question about it. The only point here to which I want to draw your attention is that every time when a Bill is passed we find that subsequently another Bill is brought before this House extending the previous Act to the State of Jammu and Kashmir. I think this procedure takes a lot of

[Shri Prabhat Kar]

time of the House. From Lok Sabha that Bill is sent to Rajya Sabha and a lot of time is taken there also. Is it not possible to find out a way whereby before the Bills are introduced in this House steps are taken to consult the Government of Jammu and Kashmir so that when the Bills are placed before this House there will be a provision to say that they will have operation in the State of Jammu and Kashmir? Very often we find that Bills are introduced in this House extending the Acts to the State of Jammu and Kashmir, and I think that can be avoided if my suggestion is accepted.

The second point to which I would like to draw the attention of the hon. Minister is this. So far as the metric system is concerned, it is welcome and it has been accepted by the country. There is the question of its popularisation in the proper form. My hon. friend Shri Tyagi was just now saying that even a literate person today goes on thinking what exactly will be *powne-char-anna* in naye paise. What I would like the Ministry of Commerce and Industry to do is that it should in consultation with the Ministry of Education see that within the shortest possible time the rupees, annas, pies, pound, shilling, pence and maunds, seers etc. go out of syllabus and introduce metric system in their place. When we find that the old coins and old weights are no more in existence and there are only the new coins and new weights, the difficulty of finding the *naye paise* equivalent for *powne-char-anna* will not arise at all. If the old coins and weights and measures are allowed to continue all these difficulties will arise. When the younger generation will have to follow the new metric system that is being introduced in our country, it is not necessary to give them elaborate education on the old system—rupees, annas, pies. Instead of rupees, annas, pies and maunds and seers they may be taught in the new system with kilometre, centimetre etc. In that way it can be made

more easily popular among the people and no difficulty will arise.

When we have accepted this system, we have to see that immediate steps are taken. The transition period provided in the Act, no doubt, is ten years. As the hon. Minister has stated, it is because of the fact that to introduce the change it will require some 50 million pieces of weights to replace the weights that are now being used. At the same time, we have to educate the people and prepare their mind so that when the new system comes it will not have any repulsion. In our country, Sir, you know, there are places where people even today do not accept our notes. They only think in terms of the rupee coins, the old silver rupee coins which have the silver value. Though such coins are not in existence now still they do not accept the notes. Therefore, in a country where tradition is given great value and people think in terms of old methods, immediate steps should be taken to see that the new generation is educated on the new system so that when the new system is introduced in a particular area, region or State, that is accepted by the people. That is why I would like the hon. Minister for Commerce and Industry in consultation with the Minister for Education to see how best within the shortest possible time this change-over can be made in the text-books in schools and also in the education imparted to students.

Shri Harish Chandra Mathur (Pali): Mr. Speaker, Sir, obviously, there should be no objection to such a sort of innocent measure which intends only to extend this standard system of weights and measures to the State of Jammu and Kashmir, now that the present Constitution permits us to do so, because we have adopted this system and we have it obtainable throughout the country. But it appears to me that we who sit here and pass such nice Bills hardly take into consideration what is actually in practice all over the country and how the

adoption of such Bills affect the economy at the various places. I will just give you one instance which will be found to be very amazing. In the entire original State of Jodhpur we had certain standards of weights and measures. One seer was equal to 100 tolas. That was the weight which was obtaining throughout that State. Overnight, the State of Rajasthan adopted the Bengal Weights and Measures Act, according to which 80 tolas make a seer. What happened the next day in the market throughout the State? I used to get a seer of ghee for Rs. 6. But instead of getting 100 tolas of ghee for the same price, I started getting only 80 tolas for the same amount. If I got 100 tolas for Rs. 6, I should get 80 tolas for Rs. 5 only. That is obvious and clear mathematics and the commerce sense of the people should assert itself in these things. I have given you an absolute and concrete instance and an example of what has happened throughout the State.

Shri Heda (Nizamabad): For how long it remained so?

Shri Harish Chandra Mathur: It remains still. Unfortunately, this state of affairs is of a permanent nature. We have suffered because of the change-over and we have lost by about 25 per cent. The consumer population has lost about 25 per cent. I am sure it will look almost absurd how such a thing could happen, but then it is a fact. The hon. Members sitting here exercise only their intelligence and theory, but I have given an illustration. I am giving a challenge to the Minister of Commerce and Industry to make an investigation whether it is a fact or not and whether the rates changed overnight to the disadvantage of the consumers by 25 per cent and whether the same state of affairs persists even to this day or not.

Shri Jhunjhunwala (Bhagalpur): Does it continue even now?

Shri Harish Chandra Mathur: It is the rate about which I am worried about. I do not care about the weight. That is why I am saying it and I am sure that everybody sitting here will scratch his head and say, "How can such a thing be possible?" Now, people feel that there is absolutely no control; the general feeling is that there is no control and nobody is worried about the rate; nobody cares about the rates. The rates continue. That is why I would ask the hon. Minister to make an enquiry into this affair and find out whether what I said has actually happened or not.

Shri Satish Chandra: When was this? How many years ago?

Shri Harish Chandra Mathur: I cannot give the date and the time. When the Bengal Act was extended to that State, all this came about. I wish the hon. Minister makes an enquiry and if he does, he will find that it is actually so.

Shri Tyagi (Dehra Dun): This time the consumers in his State will be gaining, because the kilogram is higher and heavier. Therefore, they will gain.

Shri Harish Chandra Mathur: I am not able to reconcile myself with regard to the standard rate. I think it is very necessary, before such measures are adopted, that there is a regular programme and proper education. Apart from the difficulties caused to the people in the rural areas, I am sure that many hon. Members here and many others do not know how to convert the present measures to the standard measures that we are adopting. To expect that the people all over the country including those in the rural areas will be able to do that and understand it will be too much. They will never be able to appreciate it. The businessman always believes in making a little profit at every turn and he is definitely going to exploit the consumers who are not intelligent enough to take note of all these things and

[Shri Harish Chandra Mathur]

understand the implications of this change-over. That is why I wish to submit that the hon. Minister should take note of all these things.

Of course, it is sought to extend the existing Act to the State of Jammu and Kashmir. I understand that ten years are allowed to effect the change-over simply because the State might take all the necessary preliminary steps in this matter within that period. But I want to know whether they have a regular programme and whether they are going to give any assistance to the State to see that there is a smooth change-over and that the people are not exploited because of the switch-over from one system to another system. I hope that this particular fact will be taken note of and that they will see that what has happened in one place will not be permitted to happen in other places.

13.45 hrs.

[SHRI JAGANATHA RAO *in the Chair*]

Shri Tyagi: While nobody would disagree with the proposal which has been put forward by my hon. friend, namely, extending the provisions of the present Act to the State of Jammu and Kashmir where the old weights and measures are still prevalent, one thing which I want to impress on the Government, in welcoming this measure, is that the change of weights and measures and coinage and currency from one system to the other is not a matter which one individual can adopt and another individual does not. It is not a matter where some individuals might adopt it and get all the advantages of it and some others do not adopt it. In the case of weights and measures and coins and currency, it is not only one individual who is concerned but all others also. One cannot take to a particular currency unless the other one takes to it, because currency and weights and measures are always meant for exchange. They change hands from one person to another. For business or

consumption they go from place to place. They can be adopted only if one local market as a whole adopts it from a particular day. It is not desirable nor possible that two shopkeepers should take to certain types of weights and measures and the other people should take to other weights and measures. It is not possible.

I agree with my hon. friend Shri Harish Chandra Mathur in his suggestion. It is a very good suggestion, namely, that there must be a plan for educating the people about this new system. Let the people be educated. It is no use allowing still the arithmetic books which show the old weights and measures, in schools and colleges. Everything there is still calculated in terms of rupees, annas and pies and in maunds and seers. Therefore, the first thing that the Government ought to have done was to stop in all schools and colleges these old measures, when they were embarking on the introduction of the new system. Let them look into the arithmetic books in the schools and colleges. There, the new measures are not so much envisaged as the old ones which are still going on. The children are used to the old weights and measures. Therefore, I suggest that there must be an overall type of education in the whole country. I agree with my hon. friend when he says that time should be given.

It is not as if such a change can take place gradually. It has to take place, and be effected, when the whole market takes to it so that no difficulty in exchange and other things can be experienced. Every shopkeeper should take to the same kind of weight and the same kind of measure. It may take time to educate them on this matter, but when you apply it, apply it wholesale, to the whole country, so that there will be no difficulty in exchange, and everybody will know what it is.

As far as the propagation of this system is concerned, it might go on

until the final day is fixed when the old coins and old measures will go. With these words, I support the measure and I hope the unanimous support of the House is with the hon. Minister in this matter.

Shri Warior (Trichur): I want to make only one suggestion. The suggestion is with regard to educating the population. Just now I had been to the coffee shop. There they showed me how much is a kilogram when compared to the pound. If that is known, I am quite sure how much I want. So, these old measures and weights and the new ones must be placed in the shops simultaneously in the same place so that the people can get an idea of the quantity they wish to buy. With just these abstract figures they cannot understand how much it is. This suggestion may be taken up and all the shops may be asked to exhibit the quantity of their goods both in the old weights and measures and also in the new weights and measures in the same place, simultaneously, so that the people could have a visual education of the whole scheme.

Dr. Melkote (Raichur): Mr. Chairman, while welcoming the measure, I would like to say that whenever such changes take place either in coinage or in the matter of increment in salaries of Government servants or in measures and weights, the public to a large extent are being agitated at least for sometime. I think that when an increment in the salaries of Government servants was given, just to the extent of Rs. 5, nearly 50 per cent of this additional sum or wage flowed back into the mercantile community overnight. Why this should happen and why Government cannot take some measure is a matter which the Government and the public have to consider. I personally feel that the Government should be vigilant and should adopt measures whereby these things would not happen. At the same time, as my hon. friend opposite suggested, at various places where this change is effected, Government should

make arrangements whereby the public may get to know what exactly it means. They should take vigilant steps so that the mercantile community do not cheat the public. If this much is done, I am sure the public will not merely feel grateful, but will welcome this measure more than what this House itself would do.

श्री हेडा : सभापति महोदय, मेरे ब्याल में यह अत्यन्त निरुपद्रवी, हामलस सा बिल है। इस अवसर का लाभ उठाते हुए मैं एक दो बातें आपकी सेवा में रखना चाहता हूँ। मैं समझता हूँ कि इस बात की तरफ आपका बहुत पहले ही ध्यान जाना चाहिये था। अभी हमारे कुछ मित्रों ने बताया है कि दोनों प्रकार के मेजर्स को एक दूसरे के सामने रख देने से क्या लाभ होता है। एक तरफ तो पाउंड, सेर इत्यादि रखे जा सकते हैं और दूसरी तरफ किल्लोग्राम इत्यादि रखे जा सकते हैं। यह कहा जा सकता है कि इतने सेर या इतने पाउंड के इटने किल्लोग्राम होते हैं। इस चीज को साथ-साथ दिखाने से स्पष्ट ही लाभ होते हैं। जिस प्रकार हमने रुपये, आने, पैसे से नए पैसे में सिस्टम को चेंज किया था, उस समय जैसे कहा गया था उसी प्रकार अगर गवर्नमेंट जो महत्व की चीजें हैं, जो खाद्य पदार्थ हैं, काफी हैं, शूगर है, चाय है, या दूसरी आवश्यक वस्तुयें हैं, इन सब के बारे में छपवाया करे कि इतने सेर इतका वजन होता है तो इतनी कीमत लगती है और अब इतने किल्लोग्राम होगा तो इतनी कीमत लगेंगी तो अच्छा होगा। पुराने मजरमेंट में अगर यह भाव है, तो नए मेजरमेंट में यह भाव होगा, इस चीज को अगर दैनिक पत्रों में कुछ दिनों के लिए छपवाया जाए, तो शायद वह चीज दुबारा घटित नहीं होगी, जोकि जोधपुर में हुई है और जिसका जिफ मेरे माननीय मित्र ने किया है। मेरे मित्र ने बताया है कि सौ तोला के बजाय ८२ तोला दिया जा रहा था और उस तरह से १८ परसेंट

[श्री हेडा]

का मुनाफा लिया जा रहा था। यह बहुत भारी फर्क है। मेरे मित्र जैसे क्या वहां लोग नहीं थे, जोकि इस चीज के बारे में झगड़ा करते, इस चीज के बारे में लड़ते और क्या उनका यह देखना कर्त्तव्य नहीं था कि कैसे लोगों ने उसे लिया।

यह ठीक है कि जब भी कोई इस तरह की चेंज होती है, तो जो व्यापारी लोग हैं, वे लाभ उठाने की कोशिश करते हैं और लाभ उठाते भी हैं। व्यापारी वर्ग लाभ न उठा सके, इसी वास्ते तो इस पद्धति को अपनाया जा रहा है। अब इसको जम्मू तथा काश्मीर में लागू किया जा रहा है। वहां पर काफी संख्या में लोग अशिक्षित हैं और इस वास्ते यह और भी जरूरी है कि इसका खूब प्रचार किया जाए। मैं चाहता हूँ कि जो खाद्य पदार्थ हैं, जो दैनिक आवश्यकताओं की चीजें हैं, उनके पुराने भाव और नए भाव, दोनों ही छपवाये जाने चाहियें और उनका काफी प्रचार दैनिक पत्रों में किया जाना चाहिये।

Shri Satish Chandra: Sir, I am grateful to the hon. Members who have spoken, as all of them are agreed on the objective of the Bill. Some doubts have been raised, but those are the doubts which were discussed at sufficient length four years ago in this Parliament and even earlier in the Press and on the platform. Public conferences were also held. It was after very deep deliberations that the House passed the Act of 1956 to adopt the metric weights and measures.

I am a bit surprised that some doubts are now raised about the very utility of these metric weights and measures and their usefulness. At present the country has got a variety of weights and measures. They differ from place to place and sometimes differ for each community in a particular place. When there is such a big confusion in our system of

weights and measures it is naturally desirable that there should be some uniformity. For decades, the intelligent educated people had been asking for some uniform system of weights and measures in the country.

When it was decided to introduce a uniform system of weights and measures, we had to make a choice from a variety of systems. Ultimately it was thought that the metric system is the most scientific system; it is used by the largest number of people in the world and so the best system to be adopted in our country also.

There appears to be some misunderstanding that the Act has allowed a transition period of 10 years. The position is that even before the enforcement of weights and measures in a particular area, a lot of preliminary work has got to be done. Firstly, the Central Government is only responsible under our Constitution for laying down the standards of weights and measures and that is what has been done in the Act of 1956. The enforcement is the responsibility of the State Governments. The Act which is being amended now only prescribes the standards of weights and measures. Each State Legislature has passed its own Act according to which it creates an enforcement machinery, takes suitable steps for the manufacture of these weights and measures, creates an inspectorate to check those weights and measures and to keep a watch over them. All this takes time.

After the passing of this amending Bill, the State of Jammu and Kashmir will also similarly have to pass an Act of their own for the enforcement of new weights and measures in that State.

The period of transition has normally been two years. I said a little while ago that metric weights were introduced in selected areas and for specific purposes in relation to specific industries. In those cases, the period

of transition comes to an end on 1st October, 1960. The period of transition of two years starts in the rest of the country in relation to weights. Firstly, the enforcement machinery has to be created. These weights and measures have to be manufactured. Then they have to be distributed. An inspectorate organisation has to be created. People must be made familiar with the new weights and measures. After all this has been done, the new system becomes compulsory. At present, we are going ahead with weights, but we propose to take linear measures later on. So, the entire process of changing over from weights, capacity measures, linear measures and so on, has to be completed in a period of 10 years.

Every possible attempt has been made to educate the public by various means such as posters, pamphlets, conversion tables, newspaper articles, special magazines brought out for the purpose, cinema slides, documentaries, etc. If still the people are not familiar with these weights and measures, I can only request the hon. Members of the House to extend their co-operation and to popularise the new system in their constituencies, among the people whom they represent. Everything possible is being done by the Government, but the co-operation of the hon. Members in that direction will be extremely helpful.

14 hrs.

As regards text-books to which attention has been drawn by my hon. friends, Shri Prabhat Kar and Shri Tyagi and others, they are perfectly right and suitable steps have been taken in that direction. For three or four years we have been in touch with the Education Department of the various State Governments and the new text-books that are being published are based on the metric system. The old text-books, of course, have not been discarded altogether, and every State Government has assured us that as soon as new editions are published and new text-books

are printed, there would be more emphasis on metric weights and measures. In fact, that would be the main system which would be taught to children. Even before the publication of these new text-books, the Education Departments of the various State Governments have taken suitable steps to make the children fully familiar with the metric system even though the same importance might not have been given in the text-books which were published a long time ago.

I was hardly able to understand the objection of my hon. friend, Shri Mathur who perhaps narrated some very old experience. After 1956, I cannot imagine that the Rajasthan Government would have thought of changing from a seer of hundred tolas to 80 tolas. He was obviously referring to some experience which must be older than 1956.

The Deputy Minister of Labour (Shri Abid Ali): During his ministership, perhaps.

Shri Harish Chandra Mathur: During your own ministership.

Shri Satish Chandra: It is quite evident that whatever change has taken place after 1956 it is towards metric weights and measures. Further, the people of Bikaner are known all over the country for their commercial acumen.

Shri Harish Chandra Mathur: That is why they cheat people.

Shri Satish Chandra: These arithmetical calculations are in their blood, and I am really surprised that this should have happened in that State. In any case, it could not have happened during the last four years, after the passing of the original Act, which we are seeking to amend.

Shri Harish Chandra Mathur: During the next session I will ask a question so that he will make an enquiry from the Rajasthan Government and make some clear confession here.

Shri Satish Chandra: As regards vigilance and malpractices, the State Governments are fully aware of the problem. A strong enforcement organisation has been created, and I am quite sure that it will take care of the problem. Of course, there might be a little confusion in the beginning but the people will gradually become familiar with them, as they have become familiar with the coins. The real advantage, the real benefit of the changeover to the decimal coinage will be appreciated by the people at large when the entire process is complete and our weights and measures and the coins are all on metric and decimal system. During the transitional period, there may be some chances of malpractices, and the ignorant people may be deceived. But, by public co-operation, by the efforts of all of us, by suitable publicity that has been given, I think the chances for that will be reduced to the very minimum. They can be certainly reduced if all of us remain vigilant.

I have nothing more to say. The conversion tables have been widely distributed and more would be distributed, as was done when the metric weights were introduced in certain selected areas. The State Governments, the district authorities and the publicity organisations of the State Governments are taking suitable steps to that end.

As far as this Bill is concerned, its scope is very limited, i.e. the extension of the Act to the State of Jammu and Kashmir, and I commend it for the acceptance of the House.

Mr. Chairman: Motion moved:

"That the Bill to amend the Standards of Weights and Measures Act, 1956, be taken into consideration."

The motion was adopted.

Mr. Chairman: We shall now take it up clause by clause. As there are no amendments, I will put all the clauses to the vote of the House. The question is:

"That clauses 2, 3, 1, the Enacting Formula and the Long Title stand part of the Bill."

The motion was adopted.

Clauses 2, 3, 1, the Enacting Formula and the Long Title were added to the Bill.

Shri Satish Chandra: I move:

"That the Bill be passed".

Mr. Chairman: The question is:

"That the Bill be passed".

The motion was adopted.

14.07 hrs.

INDIAN TRADE UNIONS (AMENDMENT) BILL

Mr. Chairman: The House will now take up consideration of the Bill further to amend the Indian Trade Unions Act, 1926.

The Deputy Minister of Labour (Shri Abid Ali): I beg to move*:

"That the Bill further to amend the Indian Trade Unions Act, 1926, be taken into consideration."

The Bill is short and non-controversial in nature. Of course, the important provisions will be much helpful for developing trade union movement in the country on a healthy, sound and self-supporting basis. The provisions which are contained in the Amending Bill were discussed in the Tripartite Conference more than once I think, and the amending Bill is brought forward on

*Moved with the recommendation of the President.