# 6245 Newspaper (Price and BHADRA 9, 1883 (SAKA) Indian Penal Code 6246 page) Continuance Bill (Amendment) Bill

So, we would like to bring about unanimity or near-unanimity if we can, but I am sorry to say that is not possible, and that is the reason for this case being referred to the Supreme Court. However, I can say this, that by and large even now the overwhelming body of newspapers is with us. Therefore, I hope that when the decision of the Court becomes known, we will be able to implement this thing as quickly as possible.

Shri Harvani was mentioning, that this should be expedited. As far it lies in our power, we will try to expedite it, but I cannot call upon the Supreme Court to expedite it. That would be something which would bring you and me both under contempt of court, and I think that should not be our intention also. But the moment the decision of the Court is given, I might assure him that we will try to implement the schedule as quickly as possible.

As far as the Bill is concerned, it is very inoffensive, non-controversial. It wants to keep the Act alive. Regarding other matters raised, certainly we can have a discussion separately. I welcome any criticism or suggestion that the Members might have to

I move that the Bill be taken into consideration.

Mr. Deputy-Speaker: The question is:

"That the Bill to continue the Newspaper (Price and Page) Act, 1956, be taken into consideration."

The motion was adopted

Mr. Deputy-Speaker: There are no amendments to this Bill.

The question is:

"That Clauses 1 and 2, the Enacting Formula and the Title stand part of the Bill".

The motion was adopted

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

Dr. Keskar: I beg to move:

"That the Bill be passed."

Mr. Deputy-Speaker: The question is:

"That the Bill be passed."
The motion was adopted.

15.04 hrs.

INDIAN PENAL CODE (AMEND-MENT) BILL—contd.

Mr. Deputy-Speaker: The question is:

"That the Bill be circulated for the purpose of eliciting opinion thereon by the 15th March, 1962."

Those in favour will kindly say "Aye".

Some Hon. Members: Aye.

Mr. Deputy-Speaker: Those against will kindly say "No".

Some Hon. Members: No.

Mr. Deputy-Speaker: The Noes have it

Shri Vajpayee (Balrampur). The Ayes have it.

Mr. Deputy-Speaker: Let the lobbies be cleared.

Every hon. Member to be in his own seat. I am calling a division. Both hands might be kept near the buttons. No complaint about the wrong use of those buttons. Every hon, Member should be careful now. Unless the button has not worked, I should not have any other grievance.

The Lok Sabha then divided.

Mr. Deputy-Speaker: Any hon. Member whose machine has not worked? Those for Noes first.

The Minister of Parliamentary Affairs (Shri Satya Narain Sinha) 1006---

Shri D. C. Maille (Dhanbad) rose-

Mr. Deputy-Speaker: Two for Noes. Those for Ayes.

Penal Code 6248 (Amendment) Bill

15.08 hrs.]

Shri B. Das Gupta (Purulia) rose--- Mr. Deputy-Speaker: The machine

did not work?

Shri Jagdish Awasthi (Bilinaur): I Shri Jagdish Awasthi: Yes.

am for Ayes. Mr. Deputy-Speaker: Two for Ayes.

AYES

#### Division No. 5]

Dige, Shri

6247

# Amiad Ali, Shr Ghosal, Shri Aurobindo Assar, Shri Godsora, Shri S. C. Awasthi, Shri Jagdish Hynniewta, Shri Bharuchu, Shri Naushir Katti, Shri D. A. Das Gupta, Shri B. Krishnaswami, Dr. Deo, Shri P. K. Majhi, Shri R. C.

Ghosal, Shri Aurobindo
Godsora, Shri S. C.
Hynniewta, Shri
Katti, Shri D. A.
Kriahnaswami, Dr.
Majhi, Shri R. C.
Mullick, Shri B. C.
Sugandhi, Shri
Vajpayee, Shri

#### NOES

Abdul Latif, Shri Ayyakannu, Shri Babunath Singh, Shri Balmiki, Shri Banerji, Shri P. B. Basappa, Shri Bhakt Darshan Shri Bidari, Shri Bist, Shri J. B. S. Biswas, Shri Bholanath Chandak, Shri-Chaturvedi, Shri Chettiar, Shri Ramanathan Chuni Lal, Shri Daljit Singh, Shri Dasapra, Shri Datar, Shri Daulta, Shri P. S. Deb, Shri N. M. Desai, Shri Morarii Dube, Shri Mulchand Dwivedi, Shri M. L. Blayaperumai, Shri Ganapathy, Shri Gautam, Shri C. D. Ghosh, Shri M. K. Hajarnavis, Shri Harveni, Shri Anser Haneda, Shri Subodh Hem Raj, Shri Jedhe, Shri G. K. Jhunjhunwale, Shri Jinachandren, Shri Joshi, Shri A. C. Karamarkar, Shri Kasi Ram, Shri V. Rachwal, Shri Keeker, Dr. Khan Shri Shahnawaz

Lachman Singh, Shri Maiti, Shri N. B. Malaviya, Shri K. D. Malhotra, Shri Inder J. Mallik, Shri D.C. Mandal, Shri J. Mandal, Dr. Pashupati Maniyangadan, Shri Mehta, Shrimati Krishana Mishra, Shri Bibhuti Mohammad Akbar, Shaikh Mohideen, Shri Gueam Muniswamy, Shri N. R. Musafir, Giani G. S. Nadar, Shri Thanulingam Nair, Shri C. K. Nair, Shri Kuttikrishnan Nallakoya, Shri! Narasimhan, Shri Nathwani, Shri Nayar, Dr. Sushila Negi, Shri Nek Ram Nehru, Shrimati Uma Oze, Shri Padam Dev, Shri Palchoudhuri, Shrimati Ila Parmar, Shri Deen Bandhu Patel, Shri P. R. Prebhekar, Shri Neval Raghubir Sahai, Shri Ram Shankar Lal, Shri Ram Subhag Singh, Dr. Ramananda Tirtha, Swam-Ramaswamy, Shri S.V. Ramaswamy, Shri K. S. Ramaul, Shri S.N. Ranhir Singh, Ch.

Rao, Shri Thirumala Reddy, Shri Rami Roy, Shri Bishwanath Sahu, Shri Rameshwar Saigal, Sardar A. S. Samanta, Shri S. C. Sankarapandian, Shri Sarma, Shri A. T. Selku, Shri Sen, Shri A. K. Shah, Shrimati Jayaben Shankaraiya, Shri Sharma, Shri D. C. Shastri, Shri Lal Bahadur Shivananjappa, Shri-Shree Narayan Das, Shri Siddananjappa, Shri Singh, Shri D. N. Sinha, Shri Anirudh Sinha Shri B. P. Sinha, Shri Jhulan Sinha, Shri Satya Narayan Siva, Dr. Ganeadhara Subbarayan, Dr. P. Subramanyam, Shri T Sultan, Shrimati Maimoona Sumat Prasad, Shri Swaran Singh, Sardar Thimmaiah, Shri Tiwari Shri R. S. Tiwari, Pandit D. N. Tula Ram, Shri Tyagi, Shri Uike, Shri Upadhyaya, Shri Shiva Datt Vyes, Shri R. C. Wadiwa, Shri Wasnik, Shri Balkrishas Wodeyar, Shei

Mr. Deputy-Speaker: The result is: Ayes 22; Noes 116

Rane, Shri

The motion was negatived

Mr. Deputy-Speaker: The question is:

"That the Bill further to amend the Indian Penal Code, be taken into consideration."

The motion was adopted

Clause 2.—(Substitution of new section for section 153A)

Mr. Deputy-Speaker: We shall now take up clause 2.

Shri Naushir Bharucha (East Khandesh): Sir, I was listening very attentively to the exposition of the subject by the hon. Home Minister....

Mr. Deputy-Speaker: On which amendment is the hon. Member speaking?

Shri Naushir Bharucha: Not on any amendment but generally on clause 2.

Mr. Deputy-Speaker: Let us have amendments first, if there are any. Is there any hon. Member who wants to move any amendment to clause 2?

There is none. Shri Bharucha.

Shri Tangamani (Madurai): Sir, there is an amendment, amendment No. 15 standing in the name of Shri Brij Narayan Brijesh. The hon. Member is not present here. I had given notice of an amendment but it was too late yesterday. Because this amendment is there....

Mr. Deputy-Speaker: The hon. Member can speak on the clause generally but I cannot allow him to adopt the amendment of another hon. Member as his own.

Shri Naushir Bharucha: Sir, I was listening attentively to what the hon. Minister in charge of the Bill was saying in connection with clause 2. To my mind it appears that this Bill should not be passed because it will have repercussions which this House, at the present moment, does not foresee. The crux of the situation is this.

Is it the intention of this House, in the first place, as a matter of policy to make criminal intention, mens rea, guilty mind, an ingredient of the offence or not? It is a question of policy. If they say that they do not want the guilty mind to be an ingredient of the offence, it is perfectly within the sphere of this House to say so. But the House can say, 'No, we want that intention should be an ingredient of the offence'; and if the intention is not there that offence is not committed.

Penal Code

(Amendment) Bill

Up till now I have not been able to understand what exactly the Government wants to do; whether they want to make intention an ingredient or whether they do not want to make it. The hon. Minister was not very specific or clear about this point.

The Minister of Law (Shri A. K. Sen): Section 81 of the I.P.C. is there.

Shri Naushir Bharucha: I thought he would explain that. There was no pronouncement of the House as to whether it wants it as a matter of policy. I submit that we should carefully consider both the aspects.

Let us assume that the House does not desire that intention should be an ingredient of the offence. What is the result? The definite language of the section, as it stands, would mean that if, as a matter of fact, any feelings of enmity and hatred between linguistic groups is created, irrespective of whether it was the intention of the person who made the speech or made the particular statement, then the offence stands committed. Now, I ask this House to consider what it would mean in actual practice.

Supposing I am a champion of the Hindi language and I go to Madras and say that Hindi must be encouraged and that some Hindi schools should be opened there and people should be taught Hindi, immediately, there will be any number of communities which will entertain a feeling of

[Shri Naushir Bharucha]

enmity. That is a fact. Entertainment of a feeling of enmity in the minds of the community is as much a question of fact as, for example.....

Mr. Deputy-Speaker: The Law Minister has said that section 81 of the Indian Penal Code is there and all sections are subject to that.

Shri A, K, Sen: The hon. Member is a lawyer.

Mr. Deputy-Speaker: He knows it very well and, therefore, I am drawing his attention to it.

Shri Naushir Bharucha: My submission is that if the language of the section is clear—as it seems to be very clear—then the court has to determine this issue whether the state of feeling of enmity was created or not. That is a question of fact. If it was created, then, it is immaterial whether the particular person by whose speech such a feeling was generated intended it or did not intend it. That becomes totally immaterial. And, my submission is that if a clause is very explicit, then, the court will not seek the aid of other sections in its interpretation.

Mr. Deputy-Speaker: Section 81

"Nothing is an offence merely by reason of its being done with the knowledge that it is likely to cause harm, if it be done without any criminal intention to cause harm...."

Shri Tyagi (Dehra Dun): So, it is practically the same as the Explanation.

#### .Mr. Deputy-Speaker:

"and in good faith for the purpose of preventing or avoiding other harm to person or property."

Shri Naushir Bharucha: I shall explain. My difficulty is this. If we say that nothing is an offence unless

it is done with a particular intent and later on if I make it very explicit that under these circumstances it will be an offence, whether intended or not, then, you have got to reconcile the two....

Mr. Deputy-Speaker: The provisions of section 81 would apply to all section of the Indian Penal Code that are here or that might later on be enacted unless it is said that 'Notwithstanding what is contained in Section 81....'.

Shri Tyagi: Perhaps the force of this section is mandatory while in the Explanation discretion is there.

Mr. Deputy-Speaker: The Explanation would apply to that particular section only. But this applies to all the sections that are there in the Indian Penal Code.

Shri Naushir Bharucha: Notwithstanding the language of the other section which is clear?

Mr. Deputy-Speaker: It is a general section. That is my opinion. I am not as good an authority as the hon. Member himself.

Shri Naushir Bharucha: It might be applicable if intention is not excluded by the more specific language of a particular section, my submission here is, it is specifically excluded. It is a question of interpretation. If it is as the hon. Law Minister says I will be very happy. But my feelings are that if it were so, then, there would have been no need whatsoever for putting an Explanation to the existing Section 153A of the Indian Penal Code.

The second point is this. The second part of it is...

#### "Whoever-

commits an act which is prejudicial to the maintenance of harmony between different religious, racial or language groups or castes or communities and which disturbs or is likely to disturb the public tranquility;

It is ordinarily presumed that a man intends the consequences of his action. Certain natural consequences flow from a particular act and the law will normally presume that a man had the intention of having those consequences flowing from that particular act. Here it is a very wide thing.

"Whoever commits any act which is prejudicial to the maintenance of harmony between different religious, racial or language groups...."

It is assuming that harmony prevails. As a matter of fact, harmony may not prevail. Particularly, at times of tension, even the slightest reasonable thing said by one party may disturb the equilibrium and harmony. I want to ask from the hon. Minister thin. Supposing I make a speech knowing that it is likely that certain consequences might flow from it, though the speech is not made with the object of disturbing communal harmony but with the object of getting something done or getting grievances redress or for pressing a point of view at the time of election, what will be the result? My hon, friend the Law Minister knows that there are bound to be keen feelings on language issues and every speech on language, however sensible it may be is bound to disturb the socalled communal harmony. Then, it will be argued that the speaker is presumed to know the consequences of his action and he knows that communal harmony would be disturbed, and therefore he is guilty under clause 2.

My submission is this. We are expecting that our purpose will be served with this Explanation to Section 153A added at the end. It is desirable to have this Explanation that it does not amount to an offence within the meaning of this section if it is done without malicious intention. 1079(ai) LSD—7.

It is not merely intention. It is malicious intention. Also it says:

"with an honest view to their removal, matters which are producing or have a tendency to produce feelings of enmity or hatred between different classes.."

In other words, this explanation enlarges the liberty of the speaker so that he can speak knowing that certain consequences would follow which would disturb communal harmony but which speech it is necessary to make in order to have certain grievances removed. Section 81 and Explanation to 153A two are same. Protection given by section 81 is not the same as protection given by the explanation to the existing section 153A. Therefore, it is a question of policy for the House to decide. You may want that we should leave it at that in which case, very respectfully, I submit that it will be difficult for people to carry on their election campaign and also for the Press to write for or against any controversial When you write for or against, you are bound to disturb communal harmony even though you do not intend. If you have this Explanation, people will have a weapon to get their grievance redressed. How can I get a grievance redressed unless I draw pointed attention to that grievance? Is it not our experience in daily life, whichever side you may take in a controversy the other side is bound to flare up? The court will say: you are guilty because you are presumed to have known the consequence of your act. It is a natural consequence, that is the disturbance of communal harmony, at a time particularly when the atmosphere is strained as in the case of elections. Therefore, some sort of an explanation is necessary or the word malicious or intentionally which would import malicious intention should be there. Unless that is included I do not think anybody will be safe.

Shei Tangamani: Mr. Deputy Speaker, I would like to refer to two

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[Shri Tangamani]

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points in clause 2, although those points have been covered by many hon, Members. I rely upon certain observations made by the higher courts of the country to the explanation, namely, that it does not amount to an offence within the meaning of section to point out without malicious intention and with an honest view to their removal, matters which are producing or have a tendency to produce feelings of enmity or hatred between different citizens of India. This explanation has been commented upon by some High Courts and also by the judicial committee of the Privy Council. In the case of Annie Besant versus Attorney General of Madras which is reported in 43 Madras 146, the judicial committee said: about this explanation:

"(It is) a delicate balancing of two important public considerations....."

It mentions several other things and they also say:

"In applying these balancing principles it is inevitable that different minds may come to different results, one mind attaching more weight to the consideration of freedom of argument and the other to the preservation of law and order and harmony."

I do not think that any better explanation could be given to this explanation that these words. In a more recent case of 1942, Banomall Maharana, reported in 22 Pat 48, they tay:

"This section is never intended to apply to case of an honest agitator whose primary object is to secure redress of certain wrongs, real or feigned and who is not actuated by the base mentality of a mere mischief monger."

I can go on elaborating this point by reference to the highest tribunal in this country. I remember that in 1931 the Bombay High Court dealt with it a great deal. When Maniben Kala was presecuted under 153-A for reading out a particular declaration while observing the May Day. This declaration dealt with the unity of India, unity of the Indian working class and working class of the world. Then they said that the working class will have to rally against the exploiters on a world basis. more or less based on that mani-This discussed was in great detail. Recently. the Press Laws Enquiry Committee stated that a second explanation should be added to 153-A. They say that it does not amount to an offence under this section to advocate a change in the social or economic order provided that any such advocacy is not intended or likely to lead to disaster or to the commission of offences. I am mentioning this to show that the trend of public opinion and the views of tribunals in this country as also the Press Laws Enquiry Committee is to add more explanations to this. But there is absolutely no justification for removing this explanation. I am aware of this saving section 81. Section 153-A is more or less synonymous with sedition. The question arose whether this also was part of sedition and ultimately they thought that it should come only under this chapter namely, preservation of public order and tranquillity. In the name of pubtranguillity, order and may be used to victimise people for expressing opinions which may in last analysis go against the Ruling Party. I request the hon. Minister to consider the whole question and see that the explanation in some other form is there. I do not say that we should include this particular explanation.

My second point is about including language alone with religion. I do not think that language can be put on a part with religious animosity. We have accepted the principle of linguistic provinces and naturally every linguistic group feels that his or her language is superior to the other

language. They are entitled to have their view. You will be surprised that his that a Tamilian thinks the language is superior to all other languages in the country. He is entitled to have that view. He says that his language has not at all been currupted by Sanskrit. It will be attacking another language like Sanskrit. For emphasising the greatness of his language, he may say something which may be against another language. Naturally, people who love Sansskrit will also take objection to this. I am only giving this as an instance. A Tamil pandit will pride himself saying that he is able to speak Tamil with a mixture of ten per cent. Sanskrit; he will only refer to the Tamil literature which has no mixture of Sanskrit at all We can say that in the last analysis the best in Tamil should also be made available in other languages. But his love for his language is such.

Mr. Deputy-Speaker: The discusin excess quantity would become passion:

Shri Tangamani: Excessive quantity may become passion. Are we now penalising people for having love of their language?

Mr Deputy-Speaker: Where should the line be drawn?

Shri Tangamani: But then this is also one of the languages which we have included as a national language, in the Constitution. Every person has got a right to say that his language is superior to any other language. That cannot occur in a vacuum. Naturally there will be a comparison with other languages. If such a thing happens, the moment you cast an aspersion on some language, there is trouble. Let me make my position clear on this matter. A Tamilian would say that all these Dravidian languages in the South have emerged from Tamil. Naturally, a Teluguspeaking person from Andhra may take objection to that.

Mr. Deputy-Speaker: You cannot love one thing unless it is at the expense of another.

Shri Tangamani: Another person from Kerala may take objection to that. How can you prevent it? So, while this section may be harmless, we can also make it harmful by applying this section. That is the point which I wanted to mention.

Penal Code

I can understand the purpose. We were one with the Government in saying that communal passions should not be worked up. Particularly in our areas in the South, it is not communal passion but caste passion. You will be surprised to know that in many Hindu families the name of childern resemble Muslim names. It is very difficult to find out whether one is a Muslim boy or a Hindu boy. There is this kind of communal harmony in the South. But there, the real problem is not one of fight between the Hindus or the Muslims but it is a problem in regard to the caste. That is the serious problem now, in the South. Formerly. fight was between the Brahmans and the Non-Brahmans. Now, one caste is fighting against another. We had one such experience in 1957 or 1958 in the South. So, that is another serious problem, and I am glad that "caste" has been included in this section. We want to have a casteless State in this country. But to have this kind of dislike even for the development of language is something which I am not able to understand. That is why we felt that the Government have been acting in a hasty manner in including language and putting it on a par with promoting hatred on the ground of religion, race, caste or community. That is why I say that it is not too late even now to reconsider this aspect of the question.

पबित ठाकुर दास भागंच (हिसार) : उपाध्यक्ष महोदय, सबसे पहले मैं इस ऐवान की तबज्जह श्री रतनसास द्वारा सिस्तित "दी ला ब्राफ काइम्म" की कमेंटरी की तरफ विलाना चाहता है। उसके अन्दर दर्ज है:---

"The Allahabad high court has held that the intention to promote hatred or enmity between two

## [पंडित ठाकुर दास भागंव]

classes is not a necessary ingredient of the offence under section."

उसमें कमैंटेटर साहब ने लिखा है कि जहां तक लपज प्रमोट का सवाल है वहां यह चीज नहीं भ्राती है कि इसके भ्रन्दर इंटेंशन का कोई सवाल पैदा हो । ग्रसर पैदा होना चाहिए। ग्रगर किसी शस्स की किसी स्पीच से या तहरीर से ऐसा भ्रसर पैदा हो जाये कि फीलिंग श्रौफ एनिमिटी पैदा हो जाये गो उसका इरादा ऐसा करने का न हो तो उस सूरत में भी वह इस कानून की जद में ग्रा जायेगा । यह नहीं है कि पहले उसका इरादा हो श्रौर इरादे के मृताबिक उसका जो इरादा हो वह पूरा हो जाये तब वह जद में भा जायेगा । उसका इरादा कितना ही भ्रच्छा हो, शायद ऐसा भ्रच्छा हो जिसकी कि हर एक भादमी तारीफ करे लेकिन भगर उसका श्रसर यह होता है कि उससे प्रमोट होती है तो वह इस कानन की जद में श्रा जावेगा । चनांचे इस कमेंटेटर ने लिखा है कि फी देड करने वाले भी इसकी जद में भा सकते हैं। भव फी ट्रेड से कंट्री का नकसान भी हो सकता है और फायदा भी हो सकता है। भव भगर उस फी देड से एनि मेटी प्रमोट होती है भौर वह भपने उस फेल से एनिमिटी प्रमोट करता है तो वह गिल्टी माना जायेगा। ऐसी हालत में वह जरूर इसका पाबन्द हो जायेगा । मैं भदब से भर्ज करूंगा कि भगर यह बात दुरुस्त है भीर इलाहाबाद हाईकोर्ट की राय भीर कमेंटेटर की राय दुरुस्त है और सिर्फ इतना ही सवाल है कि भाया ऐज ए मैटर भाफ फैक्ट प्रमोशन होता है या नहीं होता है तो प्रमोशन होने की सुरत में वह इसकी जद में द्या जायेगा। बह नहीं है कि उसका इरादा क्या था भीर क्या नहीं था। मुझे इस सिल-सिले में गीता का एक क्लोक याद झाता है जो कि इस प्रकार है:---

"यस्य नाहंकृतो भाषो बृद्धिर्यस्य न लिप्यते । हत्वापि स इमोल्लोकाम्र हन्ति न निवच्यते ॥" 15.34 hrs.

[DR, SUSHILA NAYAR in the Chair]

मतलब यह है कि जिस ग्रादमी के दिल में "मैं करने वाला हूं" ऐसा भाव नहीं है भौर जिसकी बुद्धि दुनियावी चीजों श्रौर कामों में लिप्त नहीं होती, वह भादमी इन सब तीनों लोकों को मार कर भी दरग्रसल में न तो मारता है भौर न पाप से बंधता है। ऐसा ब्रादमी तीनों लोकों को भी मार दे तो भी वह पाप नहीं गिना जाता है।

ग्रब इण्डियन पिनेल कोड ऐक्ट के ग्रन्दर पहली चीज यह होनी चाहिए कि ग्रगर किसी काम के करने में मैलीजिनेंट इंटेंशन नहीं है तो वह श्रामतौर पर जुर्म नहीं करार दिया जाये । भ्राम उसूल यह है कि उसके पीछे इरादा होना चाहिये लेकिन इस ऐक्ट की रू से बगैर इरादा रक्खे हुए भी इसकी जद में श्राता है श्रीर यही इसकी सबसे बडी खराबी **2** 1

इसके ग्रलावा ग्राप मुलाहिजा फरमायेंगे कि इसके भ्रन्दर ब्रिटिश गवर्नमेंट ने भी जो एक छट दी थी, ऐक्सेप्शन दिया था वह ऐक्सेप्शन इस ऐक्ट के अन्दर बेगुनाह आदमी के वास्ते मौजद नहीं है। उसकी वजह यह है कि हमारे होम मिनिस्टर साहब को शक यह है कि शायद ऐक्युज्ड यह साबित कर दे कि मेरा मैलीजिनेट अंगा नहीं था श्रीर वह बच जायगा । मैं भजं करना चाहता हं कि भगर उनकी यह राय दुम्स्त है कि भ्रीर यह बात सही है कि प्रगर एक प्रादमी यह साबित कर दे कि मेरा इरादा भ्रच्छा था इस तहरीर के करने में भौर इस काम के करने में तो भी इन ग्रल्फाज की रू से उसको सजा होगी भौर वह सजा तीन साल तक की हो सकती है भले ही वह कितना ग्रम्खा इरादा क्यों न करे। मेरी गुजारिश यह है कि भगर ला का इंटर-प्रिटेशन यह है और मुझे उम्मीद है कि हमारे ला मेम्बर साहब भी इससे इसिफाक करेंगे कि ला का इंटर्रिप्रटेशन यह है कि इसके अन्दर नेसेसरिली इंटेंशन नहीं है भीर इंटेंशन न होने की बजह से एक भादमी जो कि भपने फैस Indian

से एक नतीजा चाहता हो ऐन मुचकिन है कि उसका दूसरा नतीजा हो सकता है। घव यह हो सकता है कि एक भादमी एक दूसरे भादमी को बचाने के लिए तलवार चलाता है भौर वह उसके लड़के के ऊपर पड़ जाती है भौर लड़का मर जाता है। भव तलवार तो उसने बचाने के वास्ते चलाई । उसका इरादा कुछ था भौर नतीजा कुछ भौर ही हो गया। भगर इस बिल के भमूल को माना जाये तो वह दफा ३०२ के तहत गिल्टी बन जाता है। धव उसका इरादा तो लड़के को मारने का नहीं था। इरादा हर एक फेल की जान होता है । हमारे म्रानरेब्ल डिप्टी स्पीकर ने एक ऐक्सेप्शन का हवाला दिया है, दफा ८१ जिक किया लेकिन मेंने उसे पढ़कर यह पाया कि वह तो उससे जर्मेन नहीं है। बिलकुल जुदा चीज है। उसके झन्दर हार्म का जिक है लेकिन इस सैक्शन में तो हार्म का जित्र ही नहीं है। घगर इंटेंशन नहीं है भीर वह कुछ ही काम कर दे लेकिन भगर नतीजा वह पैदा होता है जिसमें वह एनिमिटी की फीलिंग प्रमोट हो तो वह जरूर इस कानन की जद में भ्रा जायेगा। मेरी भदब से गुजारिश यह है कि इस ऐक्सप्लेनेशन के के जोड़े जाने के मानी यह है कि बहुत से बेगुनाह भादमी जो ईमानदारी के साथ यह यकीन रखते हैं भीर भपने देश का भला चाहते हैं भीर भपनी कम्युनिटी का भला चाहते हैं और नेकनीयती से कहते हैं कि उसका ऐसा कोई इंटेंशन नहीं है तो भी वह इस कानून की जद में घाजायेंगे।

धव में घापको बतलाळं कि मैं पंजाब का रहने बाता हूं। मुझ को सिक्खों से बहुत मुहस्बत है, गुरूओं से बहुत मुहस्बत है चौर पंजाबी जवान से बहुत मुहस्बत है नेकिन घगर एक इस तरह का चार्डर घा बाये कि सारे हिन्दी ऐरिया को भी पंजाबी खबरन तीखनी पड़ंगी तो घगर मैंने यह कहा कि पंजाबी भी सीजी जाये चीर हिन्दी भी तीखी जाये; दोनों जबानें चलें भीर खाली पंजाबी ही न ठूंसी जाये तो मैं इस कानून की जद में भाजाता हूं हालांकि मेरी नीयत यह है कि पंजाब में कोई झगड़ा न हो भीर वहां के लोग बड़े मुख चैन से भ्रपनी जिंदगी बसर करें। मौजूदा दफा के बमूजिव मैं इसकी जद में भा जाऊंगा हांलांकि मेरा कोई ऐसा इरादा नहीं है कि वहां पर किसी किस्म की दुश्मनी भीर एक दूसरे के प्रति नफरत की फीलिंग पैदा हो।

मैं इसी तरह की बीसियों मिसालें दे सकता हुं। भव संस्कृत, भंग्रेजी भौर हिन्दी का झगड़ा चलता है। धव हिन्दी भीर भंगेजी के बीच में काफी भगडा चलता है। ग्रब बहुत से भादमी ईमानदारी के साथ यह यकीन रखते हैं कि हिन्दी एक नेशनल लैंग्वेज है भीर वह सारे देश में रायज होनी चाहिए लेकिन कुछ हमारे बुजुर्ग ऐसे भी हैं जो कि समझते हैं कि नहीं भंग्रेजी चलती रहनी चाहिए भीर हिन्दी को प्रंप्रेजी की जगह बैठा देने से देश का नुकसान होगा । भव इस बारे में खुब रात दिन झगड़ा होता है भौर बहसें होती हैं भौर स्पीचें दी जाती हैं भीर ऐसी सूरत में भगर भाप यह कहते हैं कि जो कोई शंग्रेजी का विरोध करेगा तो उसको सजा होगी तो यह तो कोई ठीक बात न होगी। धब कितना ही धच्छा इरादा उसका क्यों न हो मौजुदा दफा की से वह इसकी जद के मन्दर भायेजागाः

श्री तंगामणि ने इसके बारे में चन्य एक मिलालों दीं भीर में पचालों मिलालों इसके लिए दे नकता हूं। धब ऐनीबेसैट के केल में हमने देखा कि ऐक्मैप्शन की काने बह बच गये भीर वह गिल्टी करार नहीं विये गये। यहीं दिल्ली का एक केस है लेट श्री वेशवन्य नुप्ता का जिसमें कि जिल्टल जफर मनी ने मह करार किया कि भनर कीई शक्स इन इरादे ने कि फलानी जराबी दूर ही जाये ऐनी [पंडित ठाकूर दास भागंव]

बात कहता है जो दूसरों को नापसन्द हो भीर फीलिंग भाफ एनिमिटी पैदा होती है। ताहम वह गिल्टी नहीं है।

इस वास्ते में यह ग्रर्ज करूंगा कि दफा की मौजदा वर्डिंग इस देश के लिए हानि-कारक है । हमारे म्रानरेबुल मिनिस्टर साहब यकीन नहीं कर सकते कि जिसका इरादा पाक हो उसको सजा हो जायेगी । उनका खेयाल यह है कि ऐक्यूज्ड को भ्रखित्यार है कि वह भपनी बेगनाही को साबित करे। मैं प्रदब के साथ ग्रर्ज करूंगा कि इस कानन की रू से उसका इरादा नेक साबित भी हो जाये तो भी कोर्ट हेल्पलैस है और कार्ट को उसको सजा देनी ही होगी । दफा में उस इंटेंशन नहीं लिखते हैं और यह नहीं लिखते हैं कि जो इंटेंशनली एनिमिटी प्रमोट करे या इंटेंशिली ्एटैम्प्ट्स ट्रप्रमोट - तब तक उसमें लामी याकी रहती है भीर वह ठीक नहीं बनती है। लपज इंटेंशन इसमें जरूर भाना चाहिए। प्रव नतीजा एक बीज है भीर भ्रसल एक चीज है भीर इस वास्ते मैं घदब से घर्ज करना चाहता हूं कि मौजुदा दफा के एक ही माने हैं भीर वह यह कि भ्रसल में भगर एनिमिटी की फीलिंग का प्रमोशन होता है तो वह उसकी जद में भाजायेगा स्वाह उसका इरादा कुछ ही क्यों न हो।

इस लिये मैं प्रदय से यह भजे करना चाहता ह कि एक्सप्लेनेशन जरूरी है, या कम से कम ''इन्टेन्शन'' का लफ्ज रखा जाये. तब भी बर्डन प्रासीक्य्शन पर चला जाता है भौर जिस पर मुकदमा चलाया गया हो, बह कह सकता है कि इन्टेन्शन साबित नहीं हो सका भीर यह मेरा इन्टेन्जन नहीं था। धगर गवर्न मेंट ने "इस्टेन्शन" रक्तती है धौर न एक्सः सेनेशन को रखती है, तो इस का मतजब यह है, बेयर फैक्ट यह है कि जो बादमी फ़ला फ़ेल कर दे, स्वाह उस का कुछ ही इरादा हो, नेक या बद, वह सजा पा जायेगा ।

ला मिनिस्टर साहब भ्रौर होम मिनिस्टर साहब की ख़िदमत में मैं एक बात दोबारा म्रजं करना चाहता हं, क्योंकि कल शायद मैं वह बात बहत साफ तौर पर श्रर्ज नहीं कर सका । मैं कांस्टीटयशन के भाटिकल १६(१) की तरफ़ ग्रापकी तवज्जह दिलाना चाहता है । १६५० में ब्राटिकल १६(१) इस तरह

"All citizens shall have the right—(a) to fredom of speech and expression;"

म्राटिकल १६(२) इस तरह था**⊸** 

"Nothing in sub-clause (a) clause (1) shall affect the operation of any existing law in so far as it relates to, or prevents the State from making any law relating to libel, slander, defamation, contempt of court or any matter which offends against decency or morality or which undermines the security of, or tends to overthrow the State."

चंकि उस वक्त हम नये-नये श्राजादी में श्राये थे, इस लिये १६५० में हम ने जो ला इनैक्ट किया, हमने उसमें से सेडीशन को निकाल दिया भ्रीर इसी तरह हमने कई भ्रीर गलतियां भी कीं। हमने वे प्राविजन नहीं रखे, जो कि धौर मुल्कों में ऐसी हालतों के लिये होते हैं। मसलत विलायत भीर भ्रमरीका में ''सेडीशन'' का लप्ज रखें बगैर सेडीशन को इसमें इन्क्लड किया हमा है। हमारे यहां ऐसे मलफाम में कि लोगों ने उन का नाजायज फायदा उठा कर तरह तरह को कार्यवाहियां करनी शरू कर दीं। बहुत से लोगों ने मर्डर मौर वायलेंस को प्रीच करना शरू कर दिया, क्योंकि वे इस कश्न की जद में नहीं आते थे-वे पार्ट (२) से वय जाते वे भीर पार्ट (१) में भा जाते थे। इसलिये इस देश में बहुत शगहा हुआ। भ्रासिर यहां पर एक कमेटी बैठी, जिस की तजबीच पर कास्टीटवृज्ञन (पत्रर्ट धर्मेडवेंट) एक्ट पास हुआ। वह एक्ट खास तीर पर इस

लिये बना था कि ईस्ट पंजाब हाई कोर्ट ने मास्टर तारासिह के केस में यह करार दे दिया कि मास्टर नारासिंह की स्पीचिज भीर फ़ेल इसकी जद में नहीं भाते। इस के श्रलावा रमेश थापर का केस था भीर श्री गोपालन साहब ने भी इस बारे में बहुत झगड़ा किया। बे सब केसिज इस बात पर ग्राधारित थे कि दर-ग्रसल उनको फीडम ग्राफ़ स्पीच है। ग्रीर वह भी ऐसी अनलाइसँग्ड फीडम भाफ़ स्पीच सकता है। कि कोई चाहे कुछ भी कहे,यह कई कि मार दो मर्डर कर दो, तो भी वह इस कानन की जद में नहीं भाता । इसलिये दफ़ा (२) को

"Nothing in sub-clause (a) of clause (1) shall affect the operation of any existing law, or prevent the State from making any law, in so far as such law imposes reasonable restrictions on exercise of the right conferred by the said sub-clause in the interests of the security of the State, friendly relations with foreign States, public order, decency or morality or in relation to contempt of court, defamation or incitement to an offence."

तब्दील किया गया और भ्रव दफ़ा (२) बहुत

क्लीयर है। वह इस तरह है-

इससे यह जातिर होता है कि "पश्लिक द्याईर'', ''फ्रेंडली रिलेशन्ज विद फ़ारेन स्टेटस" ग्रीर "इनसाइटमेंट ट ग्राफ़ेंस" की होड कर वाकी सब प्रलक्ताच प्रमेंडमेंट मे पहले भी इस दका में मीज़द थे।

फिर यह हुआ कि बहुत सी कोटमें ने, इस सिनसिने में जो कानून गास कर दिये मये थे, उनको अस्टा वायर्च होस्ड कर दिया था। प्रैजेन्ट ला में हमने १५३-ए भीर दूसरे सारे कानुनों के लिये सास तौर पर बह प्राविजन रक्षा कि जो इस तरह के साव थे, बे पार्ट (२) से घरदा बायर्च नहीं बने भीर उन की फ्रोर्स कायम रहेगी, जिस का नतीजा बह हवा कि दक्षा १५३ए मीबूद रही, उद्योंकि हमने कास तीर पर का बनावा,

(२) के इन्टरप्रैटेशन को गलत करार दिया भीर यह क़रार दे दिया कि वह ठीक रहेगी। श्राईन्दा के लिये हमने पार्ट (२) में तस्दीकी कर दी। भव हम को हर एक कानन को देखना पड़ेगा कि घाया वह पार्ट (२) में घाता है या नहीं। धगर वह १६(२) में धा जाये, तो वह दुरुस्त है भीर भगर नहीं भाता, तो स्वाह कितना ही भण्छा कानुन हो, वह नहीं चल

हम चाहते हैं-कौन नहीं चाहता है-कि हिन्दस्तान में इन्टेग्रेशन श्राफ़ सोसायटी हो । मैं मिनिस्टर साहब को हंड्रेड परसेंट दाद देता हं कि उन्होंने खम्मन इसैन्दान के मोके पर ऐसा कानन बनाने की कोशिश की, जिस में इन्टेग्रेशन भाफ़ सांसायटी होगा भीर भापस में ज्यादा नफ़र्रका नहीं होगा । इन्टेग्रेशन कौन नहीं चाहता? लेकिन धगर सरकार ने कोई भ्रव्यल दर्जे का कानुन भी इन्टेग्नेदान भाफ सोसायटी के लिये बनाया, जिसमें फीडम प्राफ स्पीच पर हमला हो जाये, तो वह कानून नाजायज होगा । सिर्फ़ इन छु: बातों के लियं सरकार फीडम भाफ स्पीच को करटेल कर सकती है, उस पर रेस्टिक्शन लगा सकती है, लेकिन वह इन्टेंग्रेशन आफ़ सोसायटी के लिये की इम प्राफ स्वीच का नहीं ल सकती है। यह किसी भीर मतलब के लिये. एमिटी पैदा करने के लिये, महज्बत पैदा करने के लिये फीडम ग्राफ़ स्पीच को नहीं रोक सकती है।

घव मुझे यह देखना है कि धाया इस विश की क्लाज २ भाटिकल १६(२) की बाद में भाती है या नहीं । इस क्लाब के दो हिस्से हैं-एक हिस्सा "फालिग्ब भाफ एनिमिटी भार हिंदिब" का है भीर दूसरा हिस्सा "ऐनी एक्ट िहुष इंड प्रेजुडिशन टु दि मेनटेनेंस धाक हारमानी" से तास्त्रक रखता है और उनमें यह दर्ज है-

"commits any act which is prejudicial to the maintenance of hermony between different religious.

### [पंडित ठाकर दास भागव]

racial or language groups or castes or communities and which disturbs or is likely to disturb the public tranquillity."

इसमें पिब्लक झाडर श्रा गया है, यानी जो पिब्लक झार्डर को खराब करेगा, उसको सजा दी जायेगी, जिसका मतलब यह है कि वह क्लाज झाटिंगल १६(२) की रेक्वायरमेंटस को पूरा करती है, गो कि मैंने अर्ज किया है कि लग्ज "लाइकली टु डिस्टर्ब" बड़े वसीग्र और इ्रास्टिक है, लेकिन वह एक दूसरी बीज है। जहां तक ला का सवाल है, श्राटिकल १६(२) में पिब्लक झार्टर के बारे में प्रोविजन होने की वजह से बड़ ठीक है।

इसके पहले हिस्से में दिया गया है-

"Whoever by words, either spoken or written, or by signs promotes, or attempts to promote, on grounds of religion, race feelings of enmity or hatred between different religious "

यह हिस्सा घाटिकल १६(२) मे नहीं भागेगा । भगर इसमें यह लिखा होता "कैलकुलेटिड ट डिस्टर्व दि पब्लिक घार्डर", तो घा जाता, लेकिन घव जहां तक यह है, इसके बरिखलाफ़ वही भावजेक्शन्य हैं, जो कि दक्ता १५३ए पर ईस्ट पंजाब हाई कोर्ट ने किये थे, जिसकी रू से उस को पुराने एक्ट के नीचे घल्टावायर्ज करार दिया गया था। पूराने एक्ट के हिसाब से यह नाजायज था, लेकिन हमने उसको कांस्टीट्युशन (फ़स्टै भनेंडमेंट) एक्ट की रू से सही करार दिया। लेकिन घव हम जो कानून बनाते हैं, वह सिर्फ़ १९(२) से देखा जायेगा । इस क्लाज के पहले हिस्से में 'पब्लिक घाउंर' का जिक नहीं है भीर न ही ''सिक्योरिटी बाफ़ स्टेट'', डिसेन्सी बार मारेलिटी" वरौरह उन खः चीजों का बिक है, जिन के इन्ट्रेस्ट में फीडम,ब्राफ़ स्पीच पर रेस्ट्रिकान लगाई जा सकती है। वे ख: बीचें इस में एवसेन्ट हैं। मुझे डर है कि बावज़द हमारी इन सब कोशिशों के अगर यह कानन फिर कोर्ट के सामने जायेगा, तो इसका वहीं हस्र होगा, जो कि १६३-ए का हुआ था। इसका यह मतलब होगा कि हमने अपना फर्ज पूरा नहीं किया और इसलिये हमको जानबूझ कर ऐसा नहीं करना चाहिए।

म्रगर गवर्नमेंट चाहती है कि इसको म्रल्ट्रा वायर्ज न करार दिया जाये, तो वह पहले हिस्से में कोई ऐसी चीज रखे, जो कि 'पिब्लक म्राइंर'' वगैरह छः चीजों के मुताबिक हो, वर्ना मुझे डर है कि म्रगर यह बेयरली इतना रहे जितना कि यह है, तो जिस तरह १५३-ए को गलत करार दे दिया गया था, वैसे ही इसको भी गलत करार दे दिया जायेगा। में चाहता है कि इस पर गीर किया जाये मौर उन मलफ़ाज को ऐड कर दिया जाये, वर्ना मुझे डर है कि उनके बगैर यह मल्ट्रा वायर्ज करार दे दिया जायेगा।

जैसा कि मैंने अर्ज किया है, इस में और भी बहुत सारे दूसरे नुक्स हैं। उनको दोहराने की जरूरत नहीं है, लेकिन मैं चाहता था कि हमारे ला मिनिस्टर साहब फ़िलवाके एक कमेटी मुकर्रर कर देते । भाज सेडीशन का ला ऐसी सख्ती में पड़ा हुन्ना है कि हिन्दस्तान में कोई कानून मौजूद नहीं है पहला ला ईस्ट पंजाब हाई कोर्ट ने गलत करार दिया भीर दूसरा ला मौजद है, लेकिन वह न विलायत के मुताबिक है भौर न भगरीका के मुताबिक है। मैं कई दक्ता ग्रर्ज कर चुका है कि दक्ता १४३ए मं १२४ए दोनों लाएंड भार्डन के लिये, गवर्नमेंट के लिये, सोसायटी के सिये भीर बहुत से बातों के बहुत जरूरी हैं। उन को इस तरह से एडैप्ट किया जाये कि वे ठीक सा वर्ने । इस क्क्स न १५३ए ठीक लाबनाहै भीर न १२४ए ठीक साबनाई भीर न ही बह कांस्टीट्य्शन के बाटिश्ल १६ (२)के मुता-विक है।

मुझे शतना ही सर्व करना है।

Mr. Chairman: There are some more hon. Members who wish to speak on this clause. We have already extended the time by one hour. At 4 o'clock there is another motion to be taken up. This means that if we do not pass this Bill by 4 o'clock, it will have to be postponed till another day. understand that it is not usual to extend the time beyond one hour's extension If the House wishes, the House can do anything, of course. There is no doubt about it. If hon. Members will not insist on speaking, it will be appreciated. If, however, they insist, we have to take the opinion of the House whether they wish the time to be extended. There are, I think, one or two hon. Members. Shri Hynniewta is one. I think he has had his full say vesterday.

Shri Hynniewta (Antonomous district-Reserved-Sch. Tribes): No; I did not have my full say. If you would give me a few minutes, I shall appreciate it very much. I shall not take a lot of time.

Shri Rane (Buldana): May I submit, the Business Advisory Committee allotted five hours for this Bill. The hon. Speaker extended the time by one hour. Practically seven hours have been taken. We are hard pressed for time. I request that the Bill should be over by 4 o'clock today. If the Members would sit longer and the Motion at 4 o'clock is postponed, I have no objection. It should be postponed.

Shri Hyaniewta: May I make a submission? This is a very important Bill which affects the fundamental rights of the citizens of this country. In view of its importance, in view of of its far-reaching consequences, I would request you to extend the time and the House to agree to it.

Shri A. K. Sen: May I explain only a few points which might allay

the apprehensions of many hon. Members that this Bill interfered with the right of freedom of speech? May I say with confidence that what the Bill prohibits and penalises is something quite different from the legitimate expression of grievances either of an individual or of a group or of a community? What is penalised is words written or spoken or signs or any visible representations which promote or attempt to promote, on grounds of religion, race, language, caste or community or any other ground whatsoever, feelings of enmity or hatred between different religious groups. Suppose Shri Tangamani says that Tamil' is superior to Sanskrit. He is entitled to say so a thousand times, without infringing any of the provisions of the present law. But, the moment he tries to vilify Sanskrit in such a way by burning, dissecting and defaming Sanskrit books, that it causes hatred amongst those who hold Sanskrit as a sacred language as opposed to Tamil, then, he comes within the mischief of the section. Similarly, when Assamese praises his own language. his own achievements and so on or a Khasi praises his own langauge or achievement, he will never come within the mischief of it. Or, if he complaint about his legitimate right to pursue study of his language, he does not come within the mischief of this section. This Explanation has been removed for a very good purpose.

Shri S. M. Banerjee (Kampur): This speech, which is clear to us, will not be attached to the Bill.

Shri A, K. Sen: I am not saying that I know. . . .

Shri S. M. Banerjee: Your speech has clarified many things. If that is the intention of the Bill, it is all right.

Shri A. K. Sen: I am saying that the interpretation.... (Interruption from Shri Hynnicuta)

Mr. Chairman: Will the hon, Member resume his seat?

Shri Hynniewta: Just one minute, Madam.

Representation of the 6272
People (Amendment)
Bill

Mr. Chairman: The hon. Minister is not yielding. Mr. Hoover, you must resume your seat.

Shri A. K. Sen: What I am saying is, my speech is not admissible in a court of law. But, the interpretation of the section that I am putting forward before the House is an interpretation which is the only interpre-That is the reason tation possible. why I say that the apprehensions expressed by many hon. Members are not at all founded on proper grounds. I wish, therefore, we proceed with the disposal of the Bill. Already we have taken enough time. We have considered this matter from all points of view. If, in future, such things appear to cause real hardship, expression of legitimate grievances, I am sure, is saved.

15.55 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

Mr. Deputy-Speaker: I suppose the hon. Minister has nothing more to say.

The Minister of State in the Ministry of Home Affairs (Shri Datar): No, we have nothing more to say.

Shri Hynniewta: I have made a request that I may be allowed to say a few words on this clause.

Mr. Deputy-Speaker: I am sorry. There is no time. I believe the hon. Member had an opportunity to speak on the motion for consideration.

Shri Hynniewta: I had an opportunity to speak on the principles of the Bill.

Mr. Deputy-Speaker: There is no amendment in the hon. Member's name.

Shri Hynniewia: There is no amendment.

Mr. Deputy-Speaker: He has already sopken in the general discussion on the clauses also. I shall now put the clause to vote. Shri Balraj Madhok (New Delhi): I have an amendment to this clause.

Mr. Deputy-Speaker: It was not moved. I called out the names of hon. Members who had amendments. The hon. Member was not present then.

The question is:

"That clause 2 stand part of the Bill".

The motion was adopted.

Clause 2 was added to the Bill.

Mr. Deputy-Speaker: There is amendment No. 16 seeking to insert a new clause 2A. That is out of order.

The question is:

"That clause 3 stand part of the Bill".

The motion was adopted.

Clause 3 was added to the Bill.

Clause 4 was added to the Bill.

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

Shri Datar: I beg to move:

"That the Bill be passed".

Mr. Deputy-Speaker: The question is:

"That the Bill be passed."

The motion was adopted.

15.57 hrs.

REPRESENTATION OF THE PEO-PLE (AMENDMENT) BILL

The Deputy Minister of Law (Skri Hajarnavis): I beg to move:

That the Bill further to amend the Representation of the People Act, 1950 and the Representation of the People Act, 1951, and to make certain minor amendments