

(b) what was the percentage at the beginning of the Second Five Year Plan period?

The Minister of State in the Ministry of Transport and Communications (Shri Raj Bahadur): (a) and (b) Although authentic figures in this respect are not available it is estimated that about 20 per cent. of the passenger road transport services in the country was in the public sector at the beginning of the Second Five Year Plan. The position as at the end of 1958 is not known, as the relevant information has not yet been received from all the State Governments/ Union Territories

12.07 hrs.

PAPERS LAID ON THE TABLE
ORDERS UNDER ESSENTIAL COMMODITIES ACT

The Deputy Minister of Food and Agriculture (Shri A. M. Thomas): Sir, I beg to lay on the Table, under subsection (6) of Section 3 of the Essential Commodities Act, 1955, a copy of each of the following Orders —

- (1) The Rajasthan Foodgrains (Restrictions on Border Movement) Order, 1959 published in Notification No GSR. 432 dated the 9th April, 1959 [Placed in Library, See No LT-1373/59]
- (2) The Madhya Pradesh Foodgrains (Restrictions on Border Movement) Order, 1959 published in Notification No 450 dated the 14th April, 1959 [Placed in Library, See No LT-1374/59].

MESSAGES FROM RAJYA SABHA

Secretary: Sir, I have to report the following messages received from the Secretary of Rajya Sabha:

- (i) "In accordance with the provisions of rule 125 of the

Rules of Procedure and Conduct of Business in the Rajya Sabha I am directed to inform the Lok Sabha that the Rajya Sabha, at its sitting held on the 21st April, 1959, agreed without any amendment to the Indian Railways (Amendment) Bill, 1959, which was passed by the Lok Sabha at its sitting held on the 12th February, 1959 "

- (ii) "In accordance with the provision of rule 97 of the Rules of Procedure and Conduct of Business in the Rajya Sabha, I am directed to enclose a copy of the Census (Amendment) Bill, 1959, which has been passed by the Rajya Sabha at its sitting held on the 20th April, 1959 "

BILL PASSED BY RAJYA SABHA
LAID ON THE TABLE

Secretary: Sir, I lay on the Table of the House the Census (Amendment) Bill, 1959, as passed by Rajya Sabha.

12.08 hrs

INDIAN LIGHTHOUSE (AMENDMENT) BILL

The Minister of Transport and Communications (Shri S K. Patil): Sir, I beg to move

"that the Bill further to amend the Indian Lighthouse Act, 1927, be taken into consideration "

Sir, it is a very simple and non-controversial Bill. As the House will know, this original Act was passed in 1927, and since it has been twice amended in 1953 and 1955. The object of the Bill is that the dues that are to be paid should be raised, because the expenses in maintaining these lighthouses and the navigation aids have increased, and the plans that we have got in the Second Five Year Plan and, thereafter, in the Third

[Shri S. K. Patil]

Five Year Plan will require quite a lot of money. As it is, our original estimate was that the plan would cost somewhere about a little under Rs. 8 crores, but now those estimates have gone beyond that and the development programme that we envisage will cost somewhere about Rs. 10,20,00,000, which also includes an expenditure of Rs. 8,20,00,000 in foreign exchange. Therefore the need has arisen for these dues being increased. What is proposed to be done is that the dues should be increased from four annas, that is, 25 nP, to the maximum limit of 50 nP. But the plan is that for the first year it should be increased only to 37 nP nearly half, and that in the second year, it may go to 50 nP. As it is, the present revenue from these sources comes to about Rs. 48 lakhs annually. But the balance is not enough to carry on the developmental activities. This new increase, when it comes into being fully, namely, 50 nP, would add another Rs. 44 lakhs. About 90 per cent. of all these dues are in the form of foreign exchange, because they are paid by ships that belong to other countries. Therefore, we do require the foreign exchange and we do get it. We require about Rs. 520 lakhs of foreign exchange for the completion of our Plan. Therefore, it is intended that this rise should be effected.

This rate compares also favourably with that in other countries. So far as the United Kingdom is concerned, they charge 69 nP per ton, while the maximum that we intend charging just now under this amending Bill is only 50 nP.

Therefore, as I said, this is a simple, non-controversial Bill, and it enables us to complete the Plan that we have got in view, both the Second Five Year Plan and the Third Five Year Plan.

Mr. Speaker: Motion moved:

"That the Bill further to amend the Indian Lighthouses Act, 1927 be taken into consideration."

Shri Tangamani (Madurai): Mr. Speaker, I have no objection to support this amendment of the hon. Minister. The hon. Minister has stated how by increasing this 25 nP to 50 nP we will have an additional income of Rs. 40 lakhs. But I would like to make a few observations about the inadequacy of bringing such an amendment today. With your leave I will go through certain other sections of the Lighthouse Act, and I would be able to convince this House how relevant it is to bring a little more comprehensive Bill for the amendment of this Lighthouse Act.

So far as the first point is concerned, from the budget figures, I find that for the year 1958-59, the revised estimate for that year was Rs. 1,20,23,000. For the year 1959-60, it is Rs. 1,28,87,000. Of this, the non-Plan expenditure is Rs. 48,87,000 and the Plan expenditure is Rs. 80 lakhs. To show how important it is, I may point out that even in a place like Madras, the non-Plan expenditure is Rs. 3,22,000 and the Plan expenditure is Rs. 8,00,800. So, I do not think that one can have any grievance about enhancing this rate from 25 nP to 50 nP.

We were also told at the time of the discussion of the Demands for Grants that steady progress has been maintained in respect of the capital works and development works in respect of lighthouses scheduled for the year. Two new lighthouses have been established and three existing lighthouses were improved. That is also a very important development which we have had.

Today, in the course of the Question Hour, we were told that the existing workshops in Bombay and Madras are adequate, and as per the recommendations of the Estimates Committee, a new workshop is going to be set up in Calcutta.

We were also told that the Bharat Electronics will also go into production so that we will be self-sufficient in the manufacture of these items.

As I have mentioned earlier, I would briefly mention some of these sections which will require suitable amendments in this session or as soon as possible. I find that some Members have given notice of an amendment to section 21. Section 21 of the Act of 1927 provides that the Government may make rules consistent with the Act and having the purpose of the Act in view in particular, and without prejudice to the generality of the Act, they may have power to make rules which may provide for all or any of the "following matters, namely, the powers and duties of Chief Inspector of Lighthouses and that Superintendent and Inspectors of lighthouses" All that is provided in this particular Act, is that these rules will be submitted before the Central Advisory Committee.

Now, it is necessary that we go a little more in detail into these rules. So, an amendment or a suggestion from the hon. Members or from the Minister himself that these rules may be laid on the Table of the House within 30 days of the framing of the rules will be more in line with the spirit of many of the legislations that we have passed.

On the question of this Advisory Committee which is provided for in section 4, in the light of the discussions we had on the Merchant Shipping Bill, it may also be necessary to take this House into confidence as to the composition of this Advisory Committee. With the development of shipping that is now taking place, more and more attention will be given by the hon. Members not only to the development of shipping but also the lighthouses and light ships which form part of the shipping industry. So, I feel that if greater interest is to be taken by this House, the House also must have something to say about the composition of the

Advisory Committee which is now constituted under section 4.

As the hon. Minister pointed out, this Bill was really a consolidated Bill. The original Act of 1927 is itself an Act to consolidate and amend the law relating to the provisions, maintenance and control of lighthouses by the Government of India. This was the Act of 1927. An amendment was passed, I believe, in 1930. The present levy used to be two annas formerly, and it was increased to four annas subsequently, and now it is sought to be increased to eight annas.

Another point is about the question of laying the rules under section 21 on the Table of the House so that the House will know what the various things are.

There is another section—section 18. This section says that the following shall be exempted....

Mr. Speaker: Is he in order in referring to all this now?

Shri Tangamani: The point I am making, when this motion for consideration of the Bill is before the House, is that, although I do not object to this particular amendment, in the light of the Merchant Shipping Bill which we have passed and in the light of certain procedures that have been more or less accepted in this House, certain amendments are necessary and a little more comprehensive Bill ought to be brought.

Mr. Speaker: I am not going to allow it. Hon. Members cannot enlarge the scope of a particular Bill, and when the amount is being raised from four annas to 50 nP, they should not take advantage of it and say generally that they must bring in such and such a Bill. There is no meaning in making such points. It is open to hon. Members to bring in a Bill which they like or they may move a resolution that the Act may be amended. Am I to allow a discussion now on this whole matter and all

[Mr. Speaker]

the points that the hon. Member is now making? Another hon. Member may differ from him. That will be enlarging the scope of the Bill

Shri S. K. Patil: May I add a few words in order to cut short the discussions? As you rightly pointed out, the scope of this Bill is very limited. But there are other aspects of the Bill which the Government will seriously consider. The hon. Member has made reference to an aspect of the matter. We shall be bringing another piece of legislation in that connection, and that will cover many of those points. But so far as the present Bill is concerned, the only limited aspect of it is raising the fee to 50 nP.

Shri Tangamani: I am much obliged to you and the Minister

Mr. Speaker: Let them not enlarge the scope of the Bill. What I would suggest to hon. Members is, it is always open to them to table a resolution saying that a particular Bill will, in view of the altered circumstances, require modification. Or, they may themselves bring forward a Bill before the House.

Shri Tangamani: What really happened was this. I shall be candid

I was in the Joint Committee on the Merchant Shipping Bill, but then I did not go through this Act. Now, when I went through this particular Act, in the light of certain decisions which were taken by the Joint Committee on the Merchant Shipping Bill....

Mr. Speaker: The Hon. Minister says he will bring in another amending Bill. In the meanwhile, the hon. Member will forward his suggestions to the Minister.

Shri Tangamani: In this connection I would like to know how the amount of Rs. 48 lakhs that will be collected by enhancing this rate is going to be

spent—how much is to be spent on non-planned things and how much on planned things. I hope he will give a reply to this point also.

श्री रघुनाथ सिंह (वाराणसी) : अध्यक्ष महोदय, एस्टीमेट्स कमेटी ने मार्च सन् १९५९ में जो अपनी रिपोर्ट उपस्थित की है उसमें लाइट हाउसेज के सम्बन्ध में काफी डील किया गया है। मैं सिर्फ यह कहना चाहता हूँ कि जो जनता के ऊपर चार आना से घाट आना किया जा रहा है यह शिपिंग के ऊपर बड़ा भारी बोझ है। शिपिंग कम्पनीज अपने पास से तो यह चार आना देंगी नहीं। बल्कि वह फ़ैट पर यह चार आना और बढ़ा देंगी। आज कोस्टल शिपिंग का भवस्था अच्छी नहीं है। जब यह चार आना से घाट आना हो जायेगा तो कोस्टल शिपिंग वाले फ़ैट बढ़ा देंगे। मैं समझता हूँ कि इससे कोस्टल शिपिंग का कोई सहायता प्राप्त नहीं हागे बल्कि व्यवधान ही होगा। इसकी जरूरत क्या प्रचुर है? जरूरत शायद इमार्नल महसूस हुई कि फ़र्स्ट फाइव इअर प्लान में इसके वास्ते सात करोड़ रुपये के करीब एस्टीमेट था। यह रक्यमा लाइट हाउसेज को ठीक करने वास्ते जरूरी समझा गया था। फिर स्टडी करने के बाद एक स्कीम यह आयी कि अगर दस करोड़ बीम लाख रुपया हो तो हिन्दुस्तान के लाइट हाउसेज का विकास हो सकता है। वर्तमान पहली प्लान में कुल ४६ लाख रुपया खर्च किया गया जब कि एस्टीमेट था १० करोड़ बीम लाख। सैंकिड फाइव इअर प्लान में चार करोड़ रुपये की स्कीम लायी गयी और फिर अन्त में यह कहा गया कि अगर तीन करोड़ २३ लाख रुपया खर्च किया जाये तो इसका विकास हो सकता है। बाद में वह एस्टीमेट रखा गया कि अगर २ करोड़ रुपया हो तो फिनहाल काम चल सकता है। हम दो करोड़ रुपये में करीब करीब ९९ लाख फारिन एक्सचेंज की आवश्यकता है। अगर ९९ लाख का फारिन एक्सचेंज हमारे पास इस काम के लिए हो तो

हमारे लाइट हाउसेज का बोझ बहुत काम चल सकता है, उनका बोझ बहुत बिकस हो सकता है ।

इस सम्बन्ध में हमें यह कहना है कि जैसे-जैसे श्री पाटिल साहब के महान प्रयास से हमारा शिपिंग बढ़ रहा है वैसे-वैसे हमारे लाइट हाउसेज का भी महत्व बढ़ रहा है । मैं समझता हूँ कि आठ दस बरस के बाद हिन्दुस्तान भी इस सत्तार की मरीटाइम नेशन्स में से एक हो जायेगा । तो जब हमारे शिपिंग का विकास हो रहा है तो हमारे लाइट हाउसेज का भी विकास होना चाहिए ।

हिन्दुस्तान में जो लाइट हाउसेज हैं उनके चार क्षेत्र हैं, सौराष्ट्र, बम्बई, कलकत्ता और मद्रास । इन चारों क्षेत्रों में सेल्फ-सफिशियेंसी हानी चाहिए अर्थात् इन चारों क्षेत्रों में अलग-अलग मेनटिनेन्स और रिपेयर के लिए वर्कशॉप होना चाहिए । एडमान के बारे में एस्टीमेट कमेटी ने यह सिफारिश की है कि एडमान में लाइट हाउस के मेनटिनेन्स के लिए और रिपेयर के लिए कोई प्रबन्ध नहीं है, इसलिए उसको कलकत्ता के अडर हो जाना चाहिए । मैं समझता हूँ कि ट्रास्पार्ट मिनिस्ट्री को इस में कोई व्यवधान नहीं होना चाहिए कि एडमान के लाइट हाउस का कलकत्ता के अडर दे दिया जाये । अगर ऐसा किया जाये तो उसका उचित रूप से विकास हो सकता है ।

इन शब्दों के साथ जो यह बिल आया है इसका मैं समर्थन करता हूँ ।

एस्टीमेट कमेटी ने एक बात और कही है परसोनेल के बारे में । इसके बारे में एस्टीमेट कमेटी ने बहुत ज्यादा जोर दिया है कि आफिसर्स की ट्रेनिंग और लाइट हाउसेज की रिपेयरिंग का काफी इन्तिजाम होना चाहिए । आफिसर्स की ट्रेनिंग हिन्दुस्तान में की जाये और उनको ट्रेनिंग के लिए बाहर भी भेजा जाये ताकि हमारे पास अच्छा परसोनेल हो सके ।

अन्त में हमें यह कहना है कि आज एक सवाल के उत्तर में श्री राज बहादुर ने कहा था कि करीब-करीब १६ इस्टीमेट्स ऐसे हैं कि जिनका लाइट हाउसेज के बास्ने बाहर से इन्तिजाम करना पड़ेगा । इसके बाद जब यह सवाल किया गया कि इस में कितना फारिन एक्सचेंज लगेगा तो उसका जवाब प्राप्त नहीं हो सका । लेकिन जहाँ तक हो सके हमें अपने लाइट हाउसेज का इन्विपमेंट अपने देश के भीतर ही बनाने का प्रयत्न करना चाहिए । अब इसके लिए दूसरे देशों पर निर्भर होना उचित नहीं है । इस बास्ने मेरी यह प्रार्थना है कि एस्टीमेट कमेटी के इन सुझावों को ध्यान में रखते हुए इसका विकास किया जायेगा ।

Shri S. C. Samanta (Tamluk): I whole-heartedly support the amendment brought forward by the hon Minister. At the same time, I will request the hon Minister to see that the workshops and research work that are being contemplated by the Ministry should be taken up.

Mr Speaker: I have already said when Mr Tangamam was speaking that all these matters do not arise out of the small Bill before the House.

Shri S. C. Samanta: This levy is being put for the development of these things—research work, etc.

Mr. Speaker: Is it specially earmarked for this purpose?

Shri Raghunath Singh: Rs 10 20 crores are provided for lighthouses.

Shri S. C. Samanta: The International Conference on Light houses that was held in June, 1955 at The Hague praised the new electric flasher invented in India and the new electric sources that have been developed by the Indian lighthouses. These things are necessary and it is for this that the hon Minister has brought forward this Bill to enhance the levy from 4 annas to 8 annas.

[Shri S. C. Samanta]

According to the Constitution, the Government should also try to bring all the lighthouses under the central jurisdiction. For that, a large amount of money will be necessary and the Planning Commission has also decreased the money. So, on these grounds, I support the amendment.

Shri S. K. Patil: I have very little to add. I would like to point out that in the section which is sought to be amended, there is some answer to the point raised by Shri Raghunath Singh. The section says:

"The Central Government may, by notification in the Official Gazette, prescribe rates, not exceeding four annas per ton—

we are now making it fifty naye paise—

"at which light-dues shall be payable, and may prescribe different rates for different classes of ships, or for ships of the same class when in use for different purposes or in different circumstances."

So far as different classes of ships are concerned, coastal shipping comes in that and that will be taken into consideration. For light ships, it is very much less. All these points will be taken into consideration.

Shri Tangamani: Ships less than 50 tons are already exempted under section 18.

Shri S. K. Patil: Regarding the point raised by Mr. Tangamani, I had given some figures and I shall explain more accurately what will happen. In 1959-60, the additional estimated foreign exchange, if light-dues were raised to 6 annas per ton, which we propose to do for the first year, would be Rs. 19.8 lakhs. In 1960-61, the additional estimated foreign exchange, if light-dues were raised to 8 annas per ton, as it will be at that time, would be Rs. 39.6 lakhs. So, the total increase estimated is Rs. 59.4 lakhs.

The other suggestions made by the hon. Members would be taken into consideration when we amend the other sections. There is an amending Bill which is going to come. I can tell even before that that rules made thereunder will be laid on the Table of the House for 30 days and they need not move any amendment. Government undertake to do that when that amending Bill comes. So, we need not insist on those things now in view of the little more comprehensive Bill that may be brought forward.

Shri Achar (Mangalore): I want to ask one question. Will the fee collected be ear-marked for the lighthouses only?

Shri S. K. Patil: When the money is collected for a particular purpose we have no right to spend it for any other purpose. In fact, we need today even more than what we are asking for. Therefore, that will be wholly set apart for that.

Mr. Speaker: The question is

"That the Bill further to amend the Indian Light-house Act, 1927, be taken into consideration."

The motion was adopted.

Mr. Speaker: The question is

"That clause 2 stand part of the Bill."

The motion was adopted.

Clause 2 was added to the Bill.

Mr. Speaker: There is a new clause given notice of by Shri Oza and Shri Braj Raj Singh regarding the rules being laid on the Table.

Shri Raghunath Singh: Both are absent.

Mr. Speaker: So far as this matter is concerned, we have been following for some time the procedure that all rules framed under any Act must be placed on the Table of the House so that the House may have an opportunity to look into them and modify

them, if necessary. But this amending Bill is restricted only to one single item, and matters relating to rules do not come in here, nor does this amending clause give any rule-making power. It is only a notification. But anyhow I believe the hon. Members

Shri S. K. Patil. On behalf of the Government I have given a promise that when we come again with an amending Bill we shall include that. We will do it.

Mr. Speaker: Further, the Members concerned are not present.

The question is

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

The motion was adopted.

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

Shri S. K. Patil. I move that the Bill be passed.

Mr. Speaker: The question is

"That the Bill be passed."

The motion was adopted.

12.34 hrs.

ARMS BILL

The Minister of State in the Ministry of Home Affairs (Shri Datar): I beg to move:

"That the Bill to consolidate and amend the law relating to arms and ammunition be referred to a Joint Committee of the Houses consisting of 45 Members, 30 from this House namely: Shri Upendranath Barman, Shri Missula Surayanarayana-murti, Rani Manjula Devi, Shri Bibhuti Mishra, Shri Mohammad Tahir, Dr. Gopalrao Khedkar, Shri Chhaganlal M. Kedaris, Shri K. M. K. Abdul Salam,

Shri R. S. Arumugam, Shri Vidya Charan Shukla, Shri K. R. Achar, Shri Mathew Maniyangadan, Shri Bhakti Darshan, Shri Jagan Nath Prasad Pahadia, Shri Raghubir Sahai, Shri Ansar Harvani, Shri Devenapalli Rajiah, Shri Bangshi Thakur, Shri Radha Charan Sharma, Shri Satish Chandra Samanta, Shri Ranbir Singh Chaudhuri, Shri Hirendra Nath Mukherjee, Shri K. K. Warior, Shri Mohan Swarup, Shri Shambhu Charan Godsora, Shri Thakore Fatesinghji Ghodasar, Shri Uma Charan Pattnaik, Shri Atal Bihari Vajpayee, Shri Shankarrao Khanderao Dige and the Mover; and 15 members from Rajya Sabha,

that in order to constitute a sitting of the Joint Committee the quorum shall be one-third of the total number of members of the Joint Committee,

that the Committee shall make a report to this House by the first day of the next session,

that in other respects the Rules of Procedure of this House relating to Parliamentary Committees will apply with such variations and modifications as the Speaker may make, and

that this House recommends to Rajya Sabha that Rajya Sabha do join the said Joint Committee and communicate to this House the names of members to be appointed by Rajya Sabha to the Joint Committee."

I am very happy to bring toward this Bill because after independence there had been a persistent desire that the old Act of 1878 ought to be materially amended so as to bring it in line with modern conditions. We had also a discussion in the first Parliament in 1953 when Shri Patnaik had brought forward a Bill. At that time the then Home Minister, Dr. Katju, had given an assurance that the whole question would be fully