

श्री राजनारायण : मैं ये सब बातें इसलिए कह रहा हूँ कि बहा के वाइस-चांसलर खुद किसी आदमी में इंटेरेस्टेड हैं।

श्री उपसभापति : उन्होंने चार्ज दिया है या नहीं, आप इसी बारे में कहिये।

श्री राजनारायण : वहाँ के वाइस-चांसलर परटीकुलरली किसी आदमी में इंटेरेस्टेड हैं और उनको वहाँ पर दाखिल कराना चाहते हैं। मैं निवेदन करना चाहता हूँ कि इस बारे में स्थिति स्पष्ट की जानी चाहिए। समाजवादी युवजन सभा के उम्मीदवार को किसी प्रकार भी चार्ज नहीं देना चाहते हैं। मेरा यह निवेदन है कि आज जो लोग यहाँ पर हल्ला मचा रहे हैं वे हमारे दल को छोड़कर वहाँ गये हैं और राज्य सभा के मेम्बर बन गये तो समझ रहे हैं कि बहुत बड़ी प्रतिष्ठा प्राप्त कर ली है। कल के प्रदर्शन को देखिये...

(Interruptions)

SHRI BHUPESH GUPTA : Certainly, derogatory remarks have needlessly been uttered against Dr. Shrimali.

MR. DEPUTY CHAIRMAN : I have already dealt with it.

श्री राजनारायण : वहाँ पर पुलिस की छत्रछाया में विश्वविद्यालय का काम चल रहा है।

#### SUPPLEMENTARY DEMANDS FOR GRANTS FOR EXPENDITURE OF THE GOVERNMENT OF PONDICHERY FOR THE YEAR 1974-75

THE DEPUTY MINISTER IN THE MINISTRY OF FINANCE (SHRIMATI SUSHILA ROHATGI) : Sir, I beg to lay on the Table a statement (in English and Hindi) showing the Supplementary Demands for Grants for Expenditure of the Government of Pondicherry for the year 1974-75.

MR. DEPUTY CHAIRMAN : The House stands adjourned till 3.15 P. M.

The House then adjourned for lunch at five minutes past two of the clock.

The House reassembled after lunch at eighteen minutes past three of the clock, The Vice Chairman (Shri Jagdish Prasad Mathur) in the Chair.

#### RESOLUTION RE AMELIORATING THE CONDITIONS OF LANDLESS LABOUR AND THE RURAL POOR—contd.

श्री रणबीर सिंह (हरियाणा) : उपाध्यक्ष जी, मैं इस प्रस्ताव का समर्थन करता हूँ, जो मकवाना साहब ने पेश किया है। उनके विचारों का समर्थन करते हुए मैं यह मानता हूँ कि हमारे देश के अन्दर भूमिहीनों के जीवन का स्तर ऊँचा करने के लिये केवल भूमि ही बांटने का तरीका कोई बहुत सही नहीं है, और इसका सबसे बड़ा सबूत मैं मानता हूँ कि बिहार जहाँ पर जयप्रकाश जी का आन्दोलन चल रहा है उस प्रदेश के अन्दर सारे गांवों का भूमिदान किया गया, हर गांव के अन्दर भूमिदान हुआ, लेकिन उसके बावजूद बिहार आज सबसे पिछड़ा हुआ प्रदेश है। इसलिए मैं मानता हूँ कि यह सोच कि हम भूमिहीनों में भूमि को बांटकर उनकी गुरुबत को, गरीबी को, हटा सकते हैं यह सोच सही नहीं है।

उपाध्यक्ष जी, जब हमारा देश आजाद था और हमारा आर्थिक शोषण नहीं हुआ था, अंगरेज यहाँ पर हाकिम नहीं बना था, उन दिनों हमारे देश की जनसंख्या बहुत थोड़ी थी।

इसी तरह से देहातों के अन्दर भी सौ में से चालीस भाई ऐसा धंधा करते थे जिसका खेती से कोई सीधा सम्बन्ध नहीं होता था वे लोग दूसरा कारोबार करते थे। कोई चमड़े का कारोबार करता था, कोई कपड़े का कारोबार करता था, कोई कपड़ा बनाने का कारोबार करता था, कोई बर्तन बनाने का कारोबार करता था, कोई लकड़ी बनाने का कारोबार करता था, कोई लो

[श्री रणबीर सिंह]

का कारोबार करता था और इस तरह से वे लोग छोटे-छोटे अन्य कारोबार करते थे। उस समय हमारे देश में बड़े-बड़े कारखाने नहीं थे फिर भी हमारे देश में बढ़िया से बढ़िया कपड़ा बनता था। अंग्रेजों के आने के वक्त ढाका, जो उस समय हिन्दुस्तान के अन्दर ही था, वहाँ की मलमल विलायत की मंडियों में न बिक सके, इसके लिए वहाँ पर कानून बनाया गया था। ढाके की मलमल को खरीदना जुर्म करार दे दिया गया था और विलायत की बहिनों को इसके खरीदने पर सजा भी भुगतनी पड़ती थी। यहाँ पर जो लोग मलमल बनाते थे, उन कारीगरों के हाथ कटवा दिये गये थे।

आज दरअसल भूमिहीनों की कल्याण की बात कही गई है और इस तरह से भूमि को देने का नारा दिया गया है। ताकि जो भूमिहीन किसान हैं, उनको भूमि मिल सके। जिन भूमिहीन भाइयों के पास मकान के लिए जमीन नहीं है, जिनके पास मकान नहीं है, उन सब को मकान के लिए भूमि मिलनी चाहिए। मुझे यह बात याद है कि जब इकट्ठा पंजाब था जो लोग वहाँ पर खेती करते थे, उनकी जमीन हिस्सों में बिखरी हुई थी और उसको इकट्ठा करने के लिए कांसोलीडेशन आपरेशन प्रदेश में किया गया था, ताकि हर गांव में भूमिहीनों को मकान के लिए जमीन मिल सके। मुफ्त में घर बनाने के लिए जमीन का बंटवारा किया जाए, यह एक साधन बन गया था। हर गांव में इस तरह की व्यवस्था कर दी गई थी कि जो भूमिहीन किसान हैं, उनको जमीन और मकान मिल सके। इसके साथ ही साथ उस समय श्री प्रताप सिंह कैरो वहाँ के मुख्य मंत्री थे। उन्होंने वहाँ पर एक टैक्स लगाया जो हर काम करने वाले को देना पड़ता था और इस तरह से उस टैक्स के द्वारा चार करोड़ रुपये इकट्ठा किया गया था। इस रुपये से हरिजनों के

लिए एक फंड कायम किया गया था। उस वक्त हम लोगों ने कहा था कि इस कार्य के लिए एक निगम बनाया जाय और उस निगम के द्वारा हरिजनों के लिए जमीन खरीदने के लिए, चमड़े का काम करने के लिए, कपड़े का काम करने के लिए या और भी कोई काम धंधा करने के लिए, छोटा मोटा कारखाना लगाने के लिए कर्ज देने की व्यवस्था की जाय। आज भी हरियाणा में और पंजाब में हरिजन कल्याण निगम कायम हैं। हिमाचल प्रदेश को भी जो हिस्सा मिला है, वहाँ उन्होंने भी निगम कायम किये हैं। जहाँ जमीन है वहाँ जमीन दी जा सकती है लेकिन हालत यह हो गई है कि बहुत सारे जो कृषक हैं उनके पास 5 एकड़ से कम भूमि है, इसलिए जमीन अगर कहीं मिलती है तो देश के हित में उसका बंटवारा यही हो सकता है कि जिनके पास थोड़ी जमीन है उनको जमीन देकर उनकी होल्डिंग्स ऐसी बना दी जाये कि वे अपनी गुजर कर सकें। अगर एक आदमी के पास एक रोटी है तो उसका हल हम यही समझें कि उस रोटी को दो हिस्सों में बांट दिया जाय तो वह दो आदमियों की भूख के निपटाने का सही तरीका नहीं है। जहाँ जमीन है, बेकार जमीन है, खेती लायक जमीन है वह जमीन भूमिहीनों को को भी दें, छोटे बिस्वेदारों को भी दें जो खेती कर सकें। जो भाई मजदूरी करते हैं उनकी मजदूरी के लिए कायदा बने कि कोई भाई को कम मजदूरी देकर काम न कराया जा सके। पंजाब और हरियाणा ने जहाँ और क्षेत्रों में रास्ता दिखाया है, इस क्षेत्र में रास्ता दिखाया है, वहाँ मजदूरों की मजदूरी भी ज्यादा मिलती है। जैसा मैंने कहा 1963-64 में आज से 12 साल पहले टैक्स लगाया था इसलिए कि भूमिहीनों की तरक्की की जा सके। हरिजन कल्याण निगम अब हर प्रदेश

के अन्दर बने हैं, जो पहले पंजाब में किया गया था। पशु-पालन के लिए और दूसरे कामों के लिए वहां से कर्जा दिया जाता है। आपको याद होगा कि जिस वक्त इम्पीरियल बैंक स्थापित हुआ था, जिसको आज स्टेट बैंक कहते हैं, उसकी कैपिटल 5 करोड़ से कम ही थी या 5 करोड़ के लगभग थी। आज वह बैंक हिन्दुस्तान में सबसे बड़ा है। हिन्दुस्तान के अन्दर सब आदमियों को छोटे कारखाने के लिए या बड़े कारखाने के लिए या खेती करने के लिए वहां से कर्ज दिया जा सकता है। मैं मानता हूँ कि हरियाणा और पंजाब के जितने भूमिहीन थे या हैं उन भूमिहीनों को काम देने के लिए वह रुपया शेयर कैपिटल काफी था। रिजर्व बैंक हरिजन कल्याण निगमों को ज्यादा से ज्यादा दे जिससे वे गरीबों की मदद कर सकें।

श्रीमन्, हमारे देश के अन्दर तरक्की तभी हो सकती है जब कपड़ा बनाने की छोटी-छोटी खड्डियाँ बिजली से गांव-गांव में चले बजाय इसके कि हम बड़े-बड़े कारखानों की तरफ देखें। बिजली वाली खड्डियों का लाइसेंस दिया जाय। आज शायद बड़ा कारखाना लगाने के लिए लाइसेंस लेना आसान है, लेकिन दो-तीन-चार पावरलूम की खड्डी का लाइसेंस नहीं मिल सकता। इसी तरीके से हमने अम्बर चरखे को बढ़ावा दिया, एक तकुए की जगह 4-5 तकुए वाला चरखा चला। मुझे याद है '62 से पहले जब मैं लोक सभा का सदस्य था पार्लियामेंट हाउस के अन्दर दिखाया गया था कि चरखे के अन्दर बिजली लग सकती है, लेकिन आज तक चरखे के अन्दर बिजली नहीं लगी। कपास हिन्दुस्तान में पैदा होती है। मुझे याद है कपास का भाड़ा देते थे जापान पट्टंचाने के लिए और वहां से जो कपड़ा बन कर आता था वह हिन्दुस्तान की मन्डी में सस्ता बिकता था।

वह अमरीका और दूसरे साहूकार देशों का मुकाबला कर सकता था। उसका एक कारण था कि वहां बड़े-बड़े कारखाने नहीं हैं। आप जानते हैं कि बड़े कारखानों का कुछ फायदा है और उनका कुछ नुकसान भी है। बड़े कारखानों का सब से बड़ा नुकसान यह है कि अगर कहीं थोड़ा बहुत पैसा घट जाय और एक रुपया फी मजदूर की मजदूरी कम करनी पड़े तो वह कारखाना बन्द हो जायगा। वह चल नहीं सकता। तो हम मुकाबला कर नहीं सकते। जापान किम लिए मुकाबला कर सकता था हिन्दुस्तान की मिलों का, इसलिए कि वह छोटी-छोटी मिलों के द्वारा घरों में बिजली की सहायता से कपड़ा तैयार करता था। तो इसी तरह मैं मानता हूँ कि हिन्दुस्तान के अन्दर अगर आज जरूरत है तो इस बात की जरूरत है कि हम भूमिहीनों के लिए छोटे-छोटे कारखाने लगायें। बहुत समय बीत गया। 27 साल खो गए हमें इसी बात को कहते हुए और गरीब आदमियों को सुनते हुए कि जमीन का बंटवारा होगा और आज जमीन का बंटवारा होते-होते हिन्दुस्तान में ग्राम तौर पर जो सब से बड़ा सीलिंग वाला भाई है उस के पास ईमानदारी से 19 एकड़ जमीन रह गई है। अगर कोई गड़बड़ कर के ज्यादा जमीन रखे हुए हो तो आप उस की जमीन लें। उसमें हमें एतराज नहीं होगा, लेकिन ऐसे कितने भाई हैं। मैं मानता हूँ कि हमारे गांव में ही जहां 7 हजार की आबादी है मुश्किल से उसगे कोई दस पांच भाई ऐसे होंगे जिन के पास 19 एकड़ या 15 एकड़ से ज्यादा जमीन होगी। आज भी हम यह सोचते हैं कि जमीन के बंटवारे से भूमिहीन की या गांव के मजदूर की तरक्की होगी तो यह एक ऐसा स्वप्न है कि जो कभी फले फूलेगा नहीं। हां, भूमिहीन की तरक्की होगी जब-जब हिन्दुस्तान के देहातों में छोटे-छोटे कल कारखाने खुलेंगे और जो काम

[श्री रणबीर सिंह]

धंधा बड़े कारखानेदारों ने छीन रखा है, जैसे कपड़ा बनाने का काम बिरला और टाटा की मिलों ने ले रखा है या डी० सी० एम० ने ले रखा है और ऐसे ही बर्तन वहाँ बनते थे उनका काम बाबा ग्लास वर्क्स ने ले रखा है, उनको हम वापस दिलायें और वहाँ छोटे-छोटे कारखाने लगायें। ऐसा होने पर ही वहाँ के भूमिहीनों का फायदा होगा और देश आगे बढ़ेगा और देश की और उन लोगों की आर्थिक व्यवस्था ठीक होगी। इसलिए मैं चाहता हूँ कि आज हर भूमिहीन को कर्ज दिया जाय। इसकी जरूरत है। अगर वह भैंस लेना चाहता है कोई अच्छी गाय लेना चाहता है या किसी और काम धंधे के लिए अगर वह पैसा मांगता है तो वह उसको मिलना चाहिए। देश की आर्थिक नीति बदलनी चाहिए। टाटा अगर 20 करोड़ रुपया मांगेंगे तो उसके लिए उसको कर्ज मिल सकता है, लेकिन एक भूमिहीन को 500 रुपया मिलना मुश्किल है जब कि पांचसौ रुपये में एक बछिया भी नहीं मिलती है। तो आज जमाना बदला है। हमें चाहिए कि छोटे-छोटे कारखानों के लिए जितना पैसा चाहिए उसका इंतजाम करें, और छोटे कारखाने, बिजली से चलने वाले कारखाने गांव-गांव में भूमिहीनों की तरक्की के लिए लगायें तभी दरअसल में इस प्रस्ताव का जो मुद्दा है मकवाणा साहब के, वह पूरा हो सकता है।

SHRI P. K. KUNJACHEN (Kerala) : Sir, I support the Resolution moved by Shri Yogendra Makwana for ameliorating the conditions of landless labour and the rural poor. He demands (i) effective steps are taken to settle them on land in sustained and gainful occupations; (ii) legislation is undertaken for fixation of minimum wages for agricultural labour and to prevent their exploitation by the landlords, money-lenders and other unscrupulous elements; (iii) house sites and other amenities are pro-

vided for securing better standards of living for them, (iv) immediate steps are taken for the distribution of surplus land among the landless in areas where such steps have not so far been taken; and (v) such other measures are taken as may be conducive to the well-being and improved standards of life of the millions of people.

Sir, we will have to consider as to what has been done before by us for the amelioration of the conditions of these people, what is the present condition and what is our future plan?

We can see that we have miserably failed in giving them any of the amenities so far. A major chunk of the people among these landless poor and agricultural labourers belong to Scheduled Castes and Scheduled Tribes. The Scheduled Castes and Scheduled Tribes Commission is submitting its reports yearly. If we examine these reports, we can see that their condition has not improved. Their condition has deteriorated. The Government of India constituted the Agricultural Labour Inquiry Committee. During the last 27 years, they have conducted only two inquiries. These inquiries have been completely stopped by the Government after 1957. If the Government is serious, I demand that the Agricultural Labour Inquiry Committee must be constituted immediately and an inquiry should be conducted regarding their conditions at present. Then only, we can have a real picture of their condition.

Sir, when we get independence, the agricultural labour was getting work for 210 days in a year. After 27 years of Congress rule, it has been reduced to 110 days per year. This is the improvement. They say that their wages have increased.

THE MINISTER OF STATE IN THE MINISTRY OF AGRICULTURE AND IRRIGATION (SHRI ANNASAHAB P. SHINDE) : Where do you get these figures from?

SHRI P. K. KUNJACHEN : I have taken these figures from the report which has been submitted by the Kerala Government. I can cite one example. It has been stated at page 9 of the Economic Survey Report for the year 1974-75 :

"In a situation characterised by considerable amount of under employment

and inequalities in the ownership of productive assets, an increase in agricultural production provides, by itself, no assurance that the rural poor will share adequately in the fruits of economic development. Thus, institutional changes designed to reduce disparities in the ownership of land and to enhance the earning capacity of the poor must constitute an essential element in any integrated strategy of rural development.

In pursuance of these objectives, most States have enacted comprehensive legislation imposing land ceilings based on family size. However, progress in implementation has been tardy, particularly in areas where there are no upto-date records of land rights."

This has been written in the Economic Survey Report itself. Similarly, when Pandit Jawaharlal Nehru was in power, he had adopted one Panchsheel for the tribal people. These panchsheels for the tribals were that the people should develop along the lines of their own genius and we should avoid imposing anything on them.

"We should try to encourage everywhere there own traditional arts and cultures. Tribal rights on land and forest should be respected. We must try to train and build up a team of their own people to do the work of administration. And deployment of some technical persons from outside will no doubt be allowed in the beginning but we should avoid introducing too many outsiders into the tribal territory. We should not over-administer these areas or overwhelm them with a multiplicity of fields. We should rather work through and not in rival to their own social and cultural institutions. We should judge the results not by statistics or the money spent but by the quality of human character that is involved."

Sir, after adopting this Panchsheel and after taking so many steps, what is the condition of the agricultural labourers today ?

Sir, one Mr. V. K. Desai had conducted a tour in Telengana area with the famous Swami Ramananda Tirtha, the hero of the freedom struggle. He has conducted an enquiry regarding the conditions of the Chenchus and also the hill tribe there. After that, he has written :

"The Adimjati Sevak Sangh is now a dead organisation nor are the other Gandhian-based organisations active or alive. Gradually, each of them is vying in the urban areas for a pound of flesh on the political life of the State."

Sir, this has been said by Mr. Desai. Even then, even after it has been said like that, huge amounts of grants are being giving by the Central Government to this organisation. After all these things, what is happening ? Now you can see that Harijans, the Scheduled Castes, the Scheduled Tribes, the landless agricultural labourers are tortured throughout India. In the last two years, about 200 persons have been killed by landlord goondas. Their rights are taken away; their hands are cut, their legs are cut, their heads are cut. These people cannot live peacefully in the villages. Even in cities like Bombay, that is the condition now prevailing.

So, if you are serious to ameliorate their conditions, certain steps should be taken : One is regarding their wages. Secondly, their working hours should be reduced. Thirdly, houses should be given to them. Fourthly, land for cultivation must be given to them. Police repression must be stopped. Landlord and goondas attacks must be stopped. Steps must be taken by the Government to implement all these things.

We can say that nothing has been done previously in these matters.

Sir, the Minimum Wages Act was passed for fixing the minimum wages. Many of the States are not implementing this Act. In Kerala, the minimum wages now prevailing were fixed in 1968. About six or seven years have passed but they have not been revised. This is the condition in many of the States. Land legislation has been enacted. But in actual practice, this has not been implemented. Excess land has not been distributed. Revenue *poramboke* land has not been distributed. In Kerala, the claim of the Government is that they distributed the excess land. But actually, over the last five years, what is the amount of land that is distributed ? Only 2,016 acres have been taken over as excess land and distributed. The agricultural labourers and the poor peasants there had to struggle for the distribution of this land. They first showed 1,06,000 acres o

[*Shri P. K. Kunjachan*]

land as excess land. The landless labourers, etc. entered the land and tried to cultivate or construct huts. Then the police came and set fire to the huts, and they have been evicted. After that, they said that the Government is going to set up Taluk Land Boards which will take the land and distribute it.

But, after the introduction of these land boards, no land has actually been taken by them and nothing has been distributed to people. They claim that in Kerala they have made much advance in the implementation of land legislation. If that is the position in Kerala, you can imagine what will be the fate of other States in the country. So, if anybody is serious, the first step that they should take is to organise agricultural labourers. They must be organised and asked to fight for their rights. Otherwise, none of their demands will be fulfilled. Unless and until they are organised their demand of reduction in working hours and their demand of wage increases will not be met. Unless and until the agricultural labourers and poor peasants in the countryside organise themselves and fight for their rights, nothing is going to happen because the Government of India and many of the State Governments are not interested in giving land to agricultural labourers or giving employment to them or ending their poverty or doing any such things. So, they must organise themselves and fight for their rights. Then only they will be able to achieve their demands. The Government must give protection to them. My request to the Government of India is that they must at least issue definite instructions to the State Governments to see that the minimum wages are revised. Another thing that they must do is to issue instructions to see that the police repression, goonda repression and the landlord repression is ended.

Sir, with these words I conclude.

**श्री देवराव पाटिल (महाराष्ट्र) :** उप-सभाध्यक्ष जी, भूमिहीन मजदूरों तथा गावों में रहने वाली निर्धन जनता की दशा सुधारने के बारे में मेरे मित्र श्री मकवाणा साहब ने जो संकल्प प्रस्तुत किया है, उसका

मैं समर्थन करता हूँ। मैं समझता हूँ कि एक बहुत ही महत्वपूर्ण विषय पर उन्होंने यहां पर चर्चा उपस्थित की है, इसके लिए मैं उनको धन्यवाद देता हूँ।

उप-सभाध्यक्ष महोदय, यह समस्या बहुत जटिल है और उसका आकार और स्वरूप भी बहुत बड़ा है। जो सुझाव संकल्प में दिये गये हैं उनको अगर इम्प्लीमेंट करना है तो उनका संबंध सिर्फ एग्रीकल्चर मिनिस्ट्री से ही नहीं है, बल्कि इसका संबंध अन्य मंत्रालयों से भी है। मुझे उम्मीद है कि हमारे एग्रीकल्चर मिनिस्टर जो यहां पर बैठे हैं और जो सुझाव यहां पर दिये गये हैं उनको अपने मारफत दूसरी मिनिस्ट्रियों की तरफ भी भेजेंगे और उन पर अमल करेंगे। शायद इस हाउस को यह मालूम नहीं होगा कि हमारे देश में जो एग्रीकल्चर वर्कर की संख्या है वह इन 25 सालों के अन्दर कितनी इंक्रीज हुई है। इस संबंध में कई रिपोर्ट आई हैं। एग्रीकल्चरल लेबरर्स एण्ड एग्रीकल्चरल लेबर इन्क्वायरी कमेटी और फिफ्थ फाइव ईयर प्लान, वोल्यूम-2, चैप्टर 12 में इन लोगों के बारे में काफी प्रकाश डाला गया है और कुछ इनफोरमेशन दी गई है :—

“The population of agricultural labourers has risen steadily from 16.71 per cent of the total population in 1961 to 25.76 per cent in 1971. The number of landless labourers has gone up to about five crores. In certain areas, say, North Bihar, they constitute nearly 50 per cent of the rural population. In U.P. the number of landless agricultural workers is about 33 lakhs.”

इसी तरह से अगर देखा जाय तो स्माल होल्डर्स जो हैं हमारे यहां, उनकी भी तादाद बढ़ती जा रही है। 25 वीं नेशनल सैम्पल सरवे जो हुई है उन्होंने जो इन्फोरमेशन कलेक्ट की है उसमें बताया है :

"The percentage of landholders with cultivated areas of less than one acre was as high as 76.2 in Orissa, 73.7 in Uttar Pradesh, 70.7 in Tamil Nadu, 53.1 in Madhya Pradesh and about 30% in Maharashtra, Rajasthan, Gujarat and Karnataka. It was only 6.4 in Punjab."

इनकी इनकम क्या है आज देश में ? ये जो खेतिहर मजदूर देहात में हैं उनकी एवरेज इनकम क्या है, इसके बारे में रिजर्व बैंक आफ इंडिया के सरवे में बताया है :

"The average annual income of the agricultural labour household in India for the period 1950-51, 1956-57 and 1963-64 was Rs. 417, Rs. 435 and Rs. 660 respectively".

यह जो 1964 की फिगर्स हैं, इसमें 12 महीने की इनकम एक फेमिली की दिखायी है; एक महीने की इनकम के हिसाब से 55 रु० और डेली इनकम के हिसाब से 95 पैसा बैठती है। मैं यह बात इसलिए कह रहा हूँ कि जो पावर्टी लाइन के नीचे हैं वे लोग :

"The absolute number of people below the poverty line today is just as large as it was two decades ago and people living in poverty constitute between 2/5 and 1/2 of all Indian citizens."

मैं इसलिए भी यह बता रहा हूँ कि यह जो समस्या है वह कितनी गंभीर है ? ग्रंडर इम्प्लायमेंट और अनइम्प्लायमेंट के बारे में फिफ्थ फाइव ईयर प्लान में दिया है कि उनको 180 दिन साल में काम मिलता है अगर काम करने की उनकी इच्छा भी हो तो भी उनको काम नहीं मिलता है साल भर में 180 दिन के लिये, यानी साल में 50 प्रतिशत दिन भी काम उनको नहीं मिलता है। तो सवाल यह है कि समस्या इतनी बड़ी है, प्रावलम इतना बड़ा है कि अगर इसमें हम बुनियादी परिवर्तन नहीं करते तो यह समस्या हल नहीं हो सकती है और इसलिए आज की जो गरज है,

डिमाण्ड है : हमने पब्लिक डिस्ट्रीब्यूशन का काम शुरू कर दिया, फेयर प्राइस शाप खोल दिये, लेकिन जब तक उन लोगों के पास पैसा नहीं आता है माल खरीदने के लिए तब तक वह कहां से माल खरीद सकता है, अपने को खुद को ही खिला सकता है ? इसलिए आज जरूरत है कि भारत में प्रत्येक नागरिक के लिये कुछ न कुछ आय की व्यवस्था करने के लिये योजना बनानी चाहिये। जब तक उनके पास कोई आय नहीं आती है, इनकम नहीं आती है, जब तक आप उसके लिये कोई काम उनको नहीं दिलाते हैं और काम से जब तक उनके पास पैसा नहीं आता है तब तक वे रोटी की व्यवस्था नहीं कर सकते हैं, इसलिए मैं कृष्णा एग्रीकल्चर मिनिस्टर रोटी-रोजी दिलाने के बारे में एक "रोटी-रोजी योजना" प्लानिंग कमीशन को अपनी रिकमण्डेशन से भेज दें और इस प्रकार हिन्दुस्तान के जो इस वर्ग के लोग हैं उनके लिए रोजगार के साधन जुटाएं।

यह समस्या बहुत बड़ी है। हम आर्गना-इज्ड लेबर वालों की बात करते हैं, हम शहरों में जो लोग रहते हैं, उनकी बात करते हैं, पर यह लोग जिनको मंहगाई भत्ता नहीं मिलता है, जिनको किसी प्रकार की और सुविधायें नहीं मिलती हैं, इन लोगों को जिन्हें अपना जीवनयापन करने के लिये रोजगार नहीं मिलता है, उनकी बातें नहीं करते हैं। 1967 में प्राइम मिनिस्टर इन्दिरा गांधी फाइनेंस मिनिस्टर बनीं थी, तो उन्होंने एक बड़ी अच्छी स्कीम तैयार की थी। वे पहिली वित्त मंत्री थीं जिन्होंने उन लोगों के बारे में अच्छी से अच्छी स्कीम तैयार की थी। मुझे इस समय वक्त नहीं है, इसलिए मैं इस विषय में ज्यादा नहीं कहना चाहता हूँ। उन्होंने सैटिलमेंट आफ एग्रीकल्चरल लेबर की स्कीम

[श्री देवराव पाटिल]

बनाई थी। आज हम जमीन बांटने की बात करते हैं। लेकिन हालत यह है कि आज गरीब किसान या हरिजन पाच एकड़, दस एकड़ जमीन में काष्ठ नहीं कर सकता है। इस बात को खयाल में रखते हुए उन लोगों को जमीन में बसाने की स्कीम बनाई गई थी। उनको जानवरों को खरीदने के लिये, इम्प्लीमेंट्स खरीदने के लिये और दूसरी चीजों को खरीदने के लिये पैसे का इंतजाम किया गया था। उनको मकान तैयार करने के लिये पैसा देने की स्कीम बनाई गई थी। इस तरह के जो 100 लैंडलेस लेबरर्स हैं, उन्हें एक जगह पर बसाने की स्कीम बनाई गई थी ताकि वहां पर उनको शिक्षा भी दी जा सके और पानी की भी व्यवस्था की जा सके। इस तरह की सैटिलमेंट आफ एग्रीकल्चरल लेबरर्स के लिये स्कीम बनाई गई थी। लेकिन आज हम देखते हैं कि वह स्कीम पैसा न होने की वजह से, फाइनेम की अडचन की वजह से रोकੀ जा रही है। ऐसी हालत में कोई स्कीम न होने की वजह से कोई सोल्यूशन हमें सोचना चाहिये।

इस समय लैंड रिस्ट्रिक्शन की बात चल रही है। अभी हमारे मित्र चौधरी साहब ने सीलिंग एक्ट की बात कही। मैं सीलिंग एक्ट के बारे में यह निवेदन करना चाहता हूँ कि इस तरह का जो एक्ट बिहार और यूपी में बना उसका क्या हुआ? एक्ट तो बन गये, लेकिन उनके बारे में खर्च नहीं बनाये गये और न ही उनका इम्प्लीमेंटेशन ही किया गया। महाराष्ट्र में इस बारे में एक्ट बनाया गया था और उस एक्ट का क्या हुआ? हमने पिछले चुनाव में जनता को वचन दिया था कि हम देश में सीलिंग एक्ट लायेंगे। उन लोगों को हम जमीन सरप्लस देने के बारे में कानूनी नुक्ते की बात करते

हैं, यह बात तो मैं समझ सकता हूँ; लेकिन जो गवर्नमेंट के पास लैंड हैं, कल्टी वेटेड लैंड है, जो कृषि के योग्य है, उसका अन्दाजा गवर्नमेंट ने इन 25 सालों तक नहीं किया है। एक दफा अन्दाजा कर लिया जाय कि इतनी लैंड बांटनी है, लेकिन सरकार ने यह कार्य भी नहीं किया है।

दूसरी बात जो कही जानी है वह यह है कि उनको मकान बनाने के लिये जगह दी जानी चाहिए। सरकार के पास भी मकान बनाने के लिये जमीन है, लेकिन 27 सालों से भी उसने इस बारे में कुछ कार्यवाही नहीं की है। हमारे प्रधान मंत्री जी ने निर्देश दिया था कि इस कार्य के लिये तीन, चार महीने का समय नियत कर देना चाहिये कि इस तरह के लोगों को जमीन मिल जायगी। इसी तरह से मैंने इन लोगों के बारे में सवाल किया था कि कम से कम कितनी इन लोगों को बेज मिलनी चाहिए। हमने देहाती अनइम्प्लायड लोगों को रोजगार देने के लिये एक स्कीम शुरू की थी जो कि 17 अक्टूबर, को खत्म होने वाली है। इस बारे में रिपोर्ट आती है कि इस स्कीम के लिये आपने पैसा खर्च करने के लिये दे दिया है और जो कांटेक्टर लोग हैं वे इन लोगों को मजदूरी में लगाते हैं। एग्रीकल्चरल लेबरर को हम मिनिमम वेज देने की बात कह रहे हैं और 30 साल से हम यह बात कहते ही आ रहे हैं। इस बारे में 1948 का एक्ट है, लेकिन उसमें हमने अभी तक संशोधन नहीं किया है। मेरा सुझाव यह है कि इस प्राब्लम को हल करने के लिए एक निश्चित कार्यक्रम बनाया जाना चाहिये, गवर्नमेंट को जमीन बांटने के लिये एक समय फिक्स कर देना चाहिये और स्टेट गवर्नमेंट को भी यह आदेश दिये जाने चाहिये कि इतनी अवधि में भूमिहीन किसानों, हरिजनों तथा दूसरे लोगों को जमीन बांट दी जानी चाहिये। तीसरा सवाल यह है कि इन लोगों



को रोजगार देने के लिये जो स्कीम बनाई गई है, उनको ठीक तरह से लागू करने के लिए एग्रीकल्चर मिनिस्टर और फाइनेस मिनिस्टर को एक साथ बैठकर उन्हें लागू करने के लिये कार्यक्रम बनाना चाहिये ताकि हर देहात के आदमी को काम मिलने की सुविधा हो जाय।

4.00 P.M.

आखिर में मैं एक महत्व की बात प्रस्तुत करना चाहता हूँ। अगर आप देहात में इरीगेशन की व्यवस्था कर दे, डबल क्रापिंग का काम शुरू कर दें तो वहाँ के लोगों को बहुत राहत मिल सकेगी। हमारा एक मान प्रयत्न यह होना चाहिये कि अगले पाच वर्षों के दौरान, बड़ी, मध्यम, छोटी सिचाई योजनाओं द्वारा देश की सिचाई सम्बन्धी संभावित क्षमता का सर्वेक्षण कर उसका उपभोग किया जा सके। पूँजी-प्रधान उद्योगों में एक आदमी के लिये रोजगार जुटाने के लिये लगभग 17 हजार रुपये की पूँजी खर्च करनी पड़ती है। इसके मुकाबले में एक एकड़ के लिये कुएँ द्वारा सिचाई की योजना पूरी करने पर 800 रुपये और बांध द्वारा सिचाई की व्यवस्था करने पर 3 हजार रुपये खर्च होते हैं और एक एकड़ सिंचित भूमि तीन व्यक्तियों को रोजगार प्रदान कर सकती है।

**SHRI K. N. DHULAP (Maharashtra):** Sir, I rise to support the Resolution moved by the hon'ble Member, Shri Yogen-dra Makwana. He has moved this Resolution with a view to ameliorating the conditions of the landless labour and the rural poor. In the Resolution itself he has suggested five measures and during the discussion hon'ble Members have suggested various other measures which the Government should take into consideration. I know that the House is pressed for time and so I will not repeat the suggestions made by the other hon'ble Members, who took part in the discussion. My first suggestion is that there should be coordination among the different Depart-

ments which are entrusted with the task of improving the conditions of the rural poor—the Agriculture Department, the Industries Department, the Finance Department and such other Departments as are entrusted with this work. For example, Sir, whatever suggestions were made by the hon'ble Member while moving the Resolution go to prove that he is for all the people who are living in the villages to settle there once for all. That is not the condition in our country. Even with all the Land Reforms Acts passed by the different States and the Ceiling Acts scrupulously implemented, the village poor cannot be settled in villages themselves because there is a lot of population pressure on the land in this country, and therefore the only way out would be to see that all these landless labourers in the villages are given employment in factories. After 27 years of independence, Sir, the village unemployed or underemployed are not enlisted. So my suggestion would be that village panchayats should be asked to enlist the names of the unemployed and underemployed people in villages, a consolidated list be made, and the collector should see that they are given employment in different factories. For this purpose, Sir, all the factories which are concentrated in towns and big cities should be dispersed. While giving licences, the Government and the Department concerned should see that factories are dispersed and should go to the areas in the village side which are not at all developed. So if the Government wants to develop those under-developed areas, then these factories should be erected in the under-developed areas, and the Collector of that area should see that people in that particular area should get employment in those factories. Unless and until this scheme of dispersal of industries is scrupulously adhered to, these villages are not going to get full employment for their people. So my first suggestion would be that there should be dispersal of factories, mills and other works so that the village poor get employment in those factories.

Secondly, Sir, it is very difficult for the agricultural poor to get their children educated. At least the Government

[Shri K. N. Dhulap]

should make a beginning. In each district there should be a hostel wherein the school-going children and college-going sons of the village poor are given free lodging and boarding. At least, the Government should make a beginning at district level.

Then, Sir, those who come from villages to the towns for employment, mostly belong to the Scheduled Castes and low caste community. They are not able to get any accommodation in the towns and are compelled to live in slums and "Zopad-pattis" that are coming up because of this situation. Therefore, these people, particularly those coming from the villages and belonging to the Scheduled Castes and Scheduled Tribes, should be accommodated in some hostels which the Government should provide so that they can live there and lead a somewhat comfortable life.

Then, Sir, if the Government is serious about ameliorating the condition of the poor people living in the villages, at least minimum wages should be provided for those working in the farms. But unless and until the farmers are given remunerative prices for their produce, it will only be wishful thinking on our part to say that the agricultural labour should be given the minimum wages. So these questions are interlinked. Therefore, the Government should think very seriously about this problem if it wants to improve agriculture and wants to improve the position of the persons who are employed on agriculture. These are the questions which are interlinked and have to be solved immediately. Firstly, remunerative price should be given to the agriculturists taking into consideration the cost of production and the prices of other commodities in the market and then only these agriculturists will be in a position to pay the minimum wages to the agricultural labour. Otherwise, this problem is not going to be solved.

So, Sir, as I suggested, the scheme of dispersal of factories should be scrupulously followed and there should be a provision in the law in all the States that sons of the soil should be given employment in those factories. Unless and until this is done, there would be bickerings, heart

burnings. Factories will be coming up in the cities only and people from all over the country will be coming to the towns for employment. If any entrepreneur is not prepared to go to the village side, he should not be given the licence for the factory. If these steps are taken, I am sure, the agricultural labour would get relief to a some extent.

With these words, Sir, I conclude.

THE MINISTER OF STATE IN THE MINISTRY OF AGRICULTURE AND IRRIGATION (SHRI ANNASAHAB P. SHINDE): Mr. Vice-Chairman, Sir, I am thankful to Mr. Makwana and a number of other colleagues who participated in this debate. I think Mr. Makwana tried to draw the attention of this august House and the country as a whole to the problems of millions of poor people residing in the rural areas. Now, it is known to all of us that the population of landless labour and small farmers in this country is very large and the effort of all of us should be really to concentrate on finding a solution to the problems of these millions of rural people. According to the information available with me, it seems that as per the 1971 decennial census 47.6 million persons belong to the category of agricultural worker. This category includes landless agricultural workers as well as persons with tiny plots of land whose main source of livelihood is agricultural labour. According to the 1961-62 national sample survey the total number of rural households in the country was about 72.5 million. Out of this, 8.5 million households own no land at all or less than 0.005 acre. Such households constitute 12 per cent of the total number of rural households. Of the remaining 64 million households, 23.6 million own less than one acre. They constituted 32.5 per cent of the rural households. Thus the rural households which own no land at all or less than one acre account for 44 per cent of the rural households in 1961. Their number has increased. I entirely agree with Mr. Makwana and a number of colleagues who have spoken here that this problem is a problem of millions of people in the rural areas, but the main point is to provide solutions to the

difficulties which millions of our poor people are facing. Now, as far as land reforms, security of tenure, minimum wages, all these items are concerned, I do not think the Government of India has any difference of opinion with the broad views expressed on the floor of the House. For instance, take land reforms. On land reforms the Government of India has taken a very principled position. After a great deal of effort, the Government of India succeeded in evolving a general consensus in this country that a ceiling on land has to be fixed on certain broad principles, taking the family as the unit. We have fixed a maximum and minimum limit of 18 to 54 acres, i.e., 10 to 18 acres of irrigated land growing two crops. Then, various categories of maximum have been fixed up to 54 acres. This is itself was not an easy job because it is known to you that ours is a federal country and conditions differ in many parts of the country. It is not easy to come to certain consensus on this broad principle of a minimum and maximum limit as the ceiling. As a result of a number of steps taken by the Government of India and particularly the ruling party, we succeeded in bringing about a common understanding in regard to the ceiling limits. Even though in Tamil Nadu, for instance, there is a different party ruling there, I must say the DMK party broadly agreed with this generally. A general consensus was evolved in this country and broad national guidelines were evolved. These were circulated to the States. We indicated to the State Governments that these land reforms should be enacted within a particular, stipulated period. Though some of the State Governments did their level best, they could not do it within the particular time-limit. I am glad to mention that almost all the States have enacted laws. In the case of the Union territories new legislation to be undertaken and in the case of one or two States, due to some technical reasons, the Bills are pending Presidential assent.

But in other States the land reform laws have been enacted. I think under a democratic system, this, to my mind, is a great achievement. Maybe, one may not be totally satisfied with the speed with

which this has been done. But then I would like to urge a word of caution, and some of the Members actually hinted at it whether there would be adequate land available to meet the requirements of these millions of poor people, landless labour, etc. even if this land ceiling law is implemented. After the land reform laws enacted we addressed the various State Governments and inquired from them what would be the extent of surplus land that would be available as a result of the implementation of these laws. Naturally, the implementation of ceiling laws involves a number of factors like the declaration of holdings, quasi-judicial and judicial inquiries, etc. and then the surplus land is declared. And the State Governments gave some information on the basis of which we found that about 40 lakh acres are likely to be made available. Now, the number of landless families and the number of families owing less than one and two acres is very large as I have mentioned earlier, and it is very difficult to meet the requirements of these families by the distribution of this land. Though the Government of India stand firmly for the effective implementation of the land ceiling laws, at the same time we should realise to what extent this is likely to meet the requirements of the situation. To my mind, this would not help us solve entirely the problem of landless labour and of the small farmers.

Then I would like to draw the attention of the hon. House to a very important factor. In this country, over a number of years the number of land holdings is increasing. I was looking into an old literature on the land tenure system and on land holding and I found that this has been mentioned by one renowned author late Rajni Palme Dutt; and he has quoted one Dr. Mann who was once the Director of Agriculture in the old Bombay State which included Sind also. Therein he mentions that in 1771—perhaps two centuries earlier—the average land holding in this country was 40 acres. Then because the population was increasing, the number of holdings of such a size was coming down. And half a century earlier, during the British regime, the normal

holding was 10 acres and there was hardly any holding in this country of two acres or one acre. What is the position now? We know that the law of partition is there; families are expanding and the law of inheritance is there. Four brothers partition their land and the number of holdings increases. And from 40 acres two centuries before it has come down to five or six acres, and a large number of holdings are below two or one acre. And now even these holdings of two or one acre are getting fragmented because of partition among brothers, and a very large number of uneconomic holdings are coming up. We should try to understand the magnitude of the problem. It is very easy to suggest solutions. But to my mind, the problem is of a vast magnitude, and a lot of rethinking of our own concept is necessary.

Sir, some of the Members have suggested that security of tenure should be provided. As far as this aspect is concerned, the Government of India is very clear on this aspect. In fact, Mr. Makwana said that there should be security of tenure and that the tenant should have the right of ownership, a permanent inheritable right. We have no difference of opinion on that. It is the policy decision of the Government of India which has been effectively communicated to the State Governments; we have told them that the tenant must be made the owner of the soil or at least an inheritable and permanent right of cultivation should be conferred on him.

But I am sorry to say that in some parts of the country, unfortunately there are no land records. And if there are land records, they are not up-to-date; particularly in north-east India, this is the position. Therefore, the implementation is very poor. We have repeatedly drawn the attention of the Chief Ministers of the States to this particular aspect of the problem. I wish the State Governments attach the highest priority to this programme. We would support them in this. Unless this programme is ruthlessly implemented, it will stand as a bottleneck in the way of increasing production as well as in the way of solving the problems of millions of sharecroppers in north-eastern and other parts of the

country. At the same time, in some other parts of the country, the tenants have secured their rights and in some parts of the country, even the ownership right has been conferred on them. I have elaborate figures State-wise, but I can tell you that millions of tenants have got the benefit during the last 10 to 15 years. But still there are many lacunas in a number of parts of our country, and the programme needs to be implemented more ruthlessly and with all the vigour and strength at the command of the State Governments.

Then, Sir, as far as the Minimum Wages Act is concerned, broadly on this count also, there is no difference of opinion with Mr. Makwana and a number of other colleagues who drew our attention to this problem. The Minimum Wages Act had been accepted in principle by the Government of India in 1948. Now, naturally the State Governments have to implement it. The State Governments have been advised from time to time that they must implement the Minimum Wages Act and they must bring up-to-date the level of wages. As a result of this debate, I will take up with the labour Ministry, the implementing Ministry, as far as this aspect is concerned. I will take it up with the Labour Ministry and the Labour Ministry will, in turn, take it up with the State Governments. Whatever suggestions hon. Members have made, I will take them up with all the State Governments. The Minimum Wages Act needs to be implemented. There are difficulties involved in implementing it in the rural areas, but I think that should not stand as an excuse for not implementing the Minimum Wages Act. Whatever the difficulties, the State Governments are expected to go ahead with this.

श्री देवराव पाटिल (महाराष्ट्र) : केन्द्र शासित क्षेत्रों में तो कम से कम मिनिमम वेज एक्ट लागू किया जा सकता है।

SHRI ANNASAHEB P. SHINDE : Yes, yes, it can be done. Sir, ultimately the solution to this problem lies in modernising our agriculture and in trying to develop intensive methods of agriculture. Though elaborate and formal studies are not available, for instance, take the case of

Punjab. In Punjab, the level of wages of agricultural labour has gone up. That is number one. Secondly, the landless labour and those who work on the farm are finding more and more employment all the year round, as compared to landless labourers in many other parts of the country. What is the reason ? In fact, in Punjab another phenomenon is also appearing. In the post-harvest periods, there is actually shortage of labour. What is the reason ? The reason is, intensive agriculture has come up. For instance, rice was never grown in Punjab on a very large scale. Now, rice has become a very important crop. In Kharif, rice and maize are grown. After harvest of rice and maize, they have wheat. So, double-cropping or multiple-cropping has come up. More intensive methods have come up as a result of tubewells, irrigation facilities, improved seeds, plant protection measures and so on. There is a lot of difference between modern agriculture and traditional, agriculture. In the old, traditional agriculture, the farmers used to sow the land and there was hardly any operation thereafter. They normally used to go once or twice for weeding and then, only for harvest. In modern agriculture, take the case of paddy. After paddy is transplanted, not only weeding has to be done, but spraying has to be done, plant protection measures have to be taken and then one or two or three doses of fertilizers have to be given. The crop has to be looked after and irrigated well. Irrigation management practices have to be looked after. There is such an intensive use of human labour involved in modern agriculture.

For instance, in the part of Maharashtra from which I come, cotton is an important crop. In the good old days I used to see that this crop needed attention of the farmers only on limited occasions for just collecting cotton. But nowadays because of application of modern methods of agriculture, after cotton is sown, the farmers are not allowed to leave the crop unattended as in the old days because they have to take up number of spraying operations, they have to do inter-cultivation of plants, they have to nurse the plants, and they have to apply fertiliser once, twice or even more depending on the technical

conditions. This experience indicates that whenever we try to cultivate wheat, paddy or cotton, the labour input is five, six or seven times more these days. The Japanese experience has shown that because of large number of small power tillers which they use, their labour input has gone up to the extent of three or four times. Our general concept of labour input was that simply because machine is used, it will replace labour and the labour employed in the fields would go down. This is not justified by facts. Recently our agriculture is developing on the same lines. Of course we cannot develop our agriculture on the lines of Soviet Union or America. They have larger farms. But here we will have to develop intensive and modern methods of agriculture. Then I think our Indian agriculture has tremendous capacity to absorb labour. Fortunately, because of tropical conditions and very good sunlight and irrigation potentials that we have, the possibility of multiple or double crop is so much in different parts of our country and because of this perhaps three or four times of agricultural labour can be got absorbed in our agriculture. As soon as the income of the agricultural farmers will go up, naturally the wage level also will go up. Therefore, we have to modernise our agriculture by providing modern inputs and by making available to our Indian farmers good seed materials supported by research activities and inputs like fertilizers and plant protection materials along with well-organised extension services. ....

**श्री ओडम प्रकाश त्यागी (उत्तर प्रदेश) :**

आप बता रहे थे कि मॉडर्न खेती में अधिक लेबर लगता है। मैं भी गांव का आदमी हूं और इस संबंध में जानता हूं। ठीक है आपकी बात, ज्यादा लेबर लगता है परन्तु लेबर का कास्ट इतना ज्यादा आ जाता है, आप किसान को खेती की उपज के दाम इतने कम देते हैं कि काश्तकार चाहते हुए भी लेबर इस्तेमाल नहीं करता और इसलिए स्वतः अपने आप ही, लेबर का काम करता है; वह तमाम लेबर बेकार रहता है। तो जहां फर्टिलाइजर और सीड आप डोड़ रहे हैं . . .

उप सभाध्यक्ष (श्री जगदीश प्रसाद माथुर) :  
 त्यागी जी आपका प्वाइन्ट आ गया है।

SHRI ANNASAHAB P. SHINDE : I agree with the hon. Member that unless the paying capacity of the farmer is increased, it is very difficult to protect the interests of landless labour. One of the hon. Members referred to the Landless Labour Enquiry Committee of 1956 or 1958. The report of that Committee had also indicated that the well-being of the landless labour will depend on the prosperity of agriculture. It is like any other industry. I have no differences with that. But the point I was trying to make is that for modernising our agriculture with the support of all modern services, two things will have to be done. First of all, lot of resources are required because modern agriculture is capital intensive and therefore it requires considerable resources. I am not at all putting up only theoretical propositions. In some parts of the country these developments are taking place. We have not lot of experience but our development is uneven. But these are developments taking place. We have land, we have fertiliser and we have water resources. But only thing is that land reforms are not properly implemented, particularly in some parts of the north-eastern region. For this reason, this process is not getting accelerated. We will have to keep this in mind.

Secondly, we have now better understanding of our problems. Some of the recent surveys do indicate that cattle are now owned by particularly landless labour and small farmers in our country. Formerly our understanding was that milch cattle are owned only by bigger farmers.

Recently, Sir, some of our studies have indicated that a large number of cattle are owned by the landless labourers, particularly the small farmers and the marginal farmers. Now, here is an area in which they can be given some employment because, if we have to provide employment, more employment to the people, a complementary sort of activity, a supplementary sort of activity, which would be useful to agriculture and which would, at the same time, create additional wealth, will have to be started

and one such thing is animal husbandry and the other one is dairying. In this field, the Government of India has taken a number of steps by developing the marketing organisations for milk. Now, the most modern dairy plants have come into being and a large network of milk collection centres are established throughout the country. Anand is a well-known example. These activities are developing throughout the length and breadth of the country and the Government is developing these activities. Our whole emphasis is on giving more facilities to the small farmers and the marginal farmers and the landless labour.

Then, Sir, the other activity which has been started is the scheme for small farmers and the marginal farmers. I would like to give a few facts. Whatever the honourable Members might have said on the floor of this House, the whole emphasis of the Government of India is on developing agriculture and on giving help to the small farmers and the marginal farmers and also to the landless labour. Therefore, Sir, I will broadly mention the details about these schemes and I will then end my speech.

In India, two schemes, the Small Farmers Development Agency and the Marginal Farmers and Agricultural Labourers Development Agency, were introduced during the Fourth Plan period 1969-74 as a pilot experiment to find institutional solutions to the problems of potentially viable and non-viable cultivators. 87 projects were started all over the country. Each Small Farmer Development Agency was expected to cover 50,000 small farmers and each Marginal Farmers Development Agency was expected to cover 15,000 marginal farmers and 5,000 agricultural labourers....

SHRI K. N. DHULAP (Maharashtra) : But what is the outcome ? Have they made any dent on the problem ?

SHRI ANNASAHAB P. SHINDE : I am giving you now some facts which will show that they have made some dent, though not everywhere. The SFDAs can extend subsidies up to 20 to individuals towards capital expenditure on minor irrigation, land improvement, etc. In the case of the MFDAs, the subsidy is a bit

higher and it may go up to 33%. To encourage the marginal farmers at the subsistence level to take to intensive agriculture and commercial cropping, the inputs can also be subsidised for the first two seasons. To encourage flow of co-operative credit, the Agencies grant risk funds to the co-operatives with reference to the additional loaning to the identified participants. Most of the 87 Agencies have started functioning at the field level from 1971-72. They are to be continued till 1975-76 to complete a five-year project period. At the end of November 1974, they had identified 19.38 lakhs of small farmers, 19.56 lakhs of marginal farmers and 4.38 lakhs of agricultural labourers. Of these, 21.56 lakhs of persons have been enrolled as members of the co-operatives. Approximately, two lakhs of minor irrigation units like dug-wells, tubewells, pumpsets have been set up by the identified beneficiaries and a lakh dairy units, 8,800 poultry units and 37,000 other units of subsidiary occupations have also been established. These investments...

SHRI P. K. KUNJACHEN : These are all mere figures.

SHRI ANNASAHAB P. SHINDE : All right. You can say that.

Sir, these investments had been made possible with long-term and medium-term credits of about Rs. 64 crores from co-operatives and Rs. 14.41 crores from the commercial banks.

In the Fifth Plan period, that is, 1974-79, the special schemes for small farmers, marginal farmers and agricultural labourers, started in the Fourth Plan in 87 project areas, are being extended to 160 projects in all. New projects have been distributed according to the population of small farmers, marginal farmers and agricultural labourers in the various States. Tentatively, a provision of Rs. 200 crores for the period of the Fifth Plan has been made in the Central sector.

SHRI DEORAO PATIL : For the whole Fifth Plan it is only Rs. 200 crores.

SHRI ANNASAHAB P. SHINDE : But some of them have already been taken up. The small and marginal farmers will be defined as those who have holdings

below two hectares and one hectare respectively. For irrigated land, the limits would be roughly 50% of the above. In each project, approximately 50,000 farmers are expected to be benefited. The programme for the small farmers and marginal farmers would be mainly based on crop husbandry.

Special emphasis would be laid on dry farming practices, contour bunding, land shaping, water harvesting and appropriate crop technology in the areas. In addition subsidiary occupations like dairy, poultry, piggery, sheep production would be taken up in areas suitable for the programmes. Additional funds for such animal husbandry activities will be available from the special provisions made in the Central Sector/Centrally sponsored schemes. The projects in the Fifth Plan will cater to the needs of small farmers, marginal farmers and agricultural labourers. There will be a substantial element of state investment on works of land development, water conservation and irrigation works. These will substantially provide employment opportunities to the agricultural labourers, in addition to wage employment due to increased tempo of agricultural activities. Agricultural labourers will also be included for animal husbandry programmes.

The policies and procedures of the institutional credit agencies are gradually being reoriented to meet the needs of the small cultivators. The cooperatives are now required to collect lower share capital from the small farmers. Loans for subsidiary occupations are available on personal surety. A minimum percentage of the loan business is earmarked to meet their needs. Long-term investment loans are available on a more liberal valuation of securities. About one-third of the advances by cooperatives are now estimated to be provided for the smaller cultivators with less than two hectares of land. After the nationalisation of commercial banks, there has been a distinct shift in emphasis of bank advances for the priority sectors including small cultivators. In the SFDA/MFAL project areas special concessions and relaxations have been introduced to enable the small farmers to avail of credit support for

[Shri Annasaheb P. Shinde]

programmes of improved agriculture and subsidiary occupations.

Then, Sir, we have programmes in drought-affected areas. We have identified 54 districts in the country where intensive programmes of development in drought-affected areas have been taken up. As I have mentioned earlier on the floor of this House, a provision of Rs. 100 crores was made during the last Plan. Now we propose to extend it to Rs. 200 crores and Rs. 300 crores for the drought-affected areas. The main emphasis is on providing employment to landless labour and small farmers.

Then, Sir, there are other programmes in the sector of agriculture. They are also meant to provide employment. Much needs to be done. We have to take up programmes which are multipliers. For instance, take the Rajasthan area, about which you know very well. Take the Rajasthan Canal. It is not the construction of the canal which has helped in providing employment to the rural people. But after water is available, lakhs of people will get absorbed. So the development of irrigation facilities is also receiving priority attention from the Government of India.

Sir, these are some of the programmes which are being taken up. I am not saying that everything is well and there is no snag. We are a vast country. It depends upon the effectiveness with which the State Governments carry out these programmes.

Then, only one point remains as to what has been done about the dwelling houses for the landless. On this a policy decision has been taken and advice has been given to the State Governments to see that before long every landless labourer gets a dwelling site so as to enable him to build a house. There are other programmes also, though on a modest scale. I must compliment the Kerala Government, though the hon. Member Shri Balan has quarrelled with the Kerala Government. He does not appreciate that the Kerala Government has done a commendable job in taking up this programme. This is a very good programme. To solve the problems of millions of the rural people is not an easy job. We are one

of the biggest democracies in the world, but at the same time...

(Interruptions).

As far as the implementation is concerned there are bound to be hurdles. But if we succeed in modernising our agriculture, we shall be able to solve some of these problems in times to come.

I am thankful to all the hon. Members.

Our friend, though he was a little harsh in making some of the observations, raised the point whether it would be worth-while to set up another Inquiry Committee to go into the problems of landless labour. Many of the problems are known to us. I am not in a position right now to say whether there is a need and some useful purpose is likely to be served. I will take it up with the Labour Minister. My Ministry will also examine it. This is a matter which concerns millions of poor people. I am not in a position to say right now whether the Government of India will take a decision in his favour or on the lines suggested by him. With these few observations, I would request Mr. Makwana to withdraw his Resolution because the Government of India is doing its level best to implement many of the policy decisions which they have taken with regard to all the points which have been mentioned. Passing of this resolution will create some more difficulties instead of helping us. I hope he will accede to my request to withdraw the Resolution. I also thank all the Members who have participated.

SHRI YOGENDRA MAKWANA (Gujarat) : Mr. Vice-Chairman, Sir, due to my ill health, I had to leave the House immediately after moving the Resolution last Friday. I therefore, express my regrets for my absence during the discussions on the Resolution. I have, however, gone through all the speeches of my esteemed friends on that day. I am also thankful to those who have participated today.

Sir, the condition of the landless labour and the rural poor in the interior part of this country is pitiable. Some of my friends have made some very good suggestions and I would like to reply to some of the points.



Sir, Shri Ranbir Singh argued in favour of the non-distribution or not giving of surplus land to the landless labourers. His point was that the land is limited and it is very difficult to give it to these landless people. He said that they should be given some additional professions. He gave the example of old professions which these landless poor and the rural labour were doing in the past. He said that there were cobblers, blacksmiths, carpenters and weavers. If I can give my own example, I come from a very small village in Gujarat. There were 200 handlooms during the days when I was a student in the school. When I go to my village these days, I find hardly two looms. This is the position of handicrafts. Same is the position of cobblers and blacksmiths also. Most of the modern industries have come up in the nearby areas. Powerlooms have developed and small factories have come up. Therefore, they have no jobs and these professions for the rural poor have gone. In these circumstances, how is it possible to ask them to switch over to their old professions? If we take the example of weavers, the yarn which they get is from the spinning mills and the whole family is engaged in weaving. After working for the whole day, they hardly get Rs. 2/- This is the position. How can they switch over? So, the only thing which is left to them is the agricultural labour.

Now, the wages of the agricultural labourers, as described by my esteemed colleague, Mr. Patil, are below 93 paise. All over India, the wage ranges from 90 paise to Rs. 1-40. In the Central zone, it is Rs. 3 or Rs. 4. How can we imagine that they will be living on this meagre amount? It is very difficult unless something is done by the Central Government and the State Governments in this behalf. Therefore, Sir, in the interest of the rural poor and in the interest of the agricultural labour, land legislation should be implemented. That is the only way by which we can solve their problem.

Sir, the second point that he has raised is about the consolidation of the holdings and the setting up of Harijan Welfare Board. Sir, there I agree with Mr. Ranbir Singh

because, if there is a welfare board, particularly for these communities which are downtrodden and backward, their problems can be solved. At present, the Social Welfare Departments of the State Governments are looking after this. But it is my experience that these Departments are quite ineffective, and the working and the functioning of these Departments is not satisfactory at all. So, in the interest of these downtrodden communities and in the interest of the rural poor, if there are some Boards like the Harijan Welfare Boards, they can look after them.

Shri Tyagiji, while talking about some Harijan societies and welfare boards last Friday, alleged that most of the money is misappropriated by these bodies. Sir, that may be the experience in his own State or in a few States. But that should not be the argument for preventing the setting up of these bodies. I am strongly of the opinion that if there are some boards for the upliftment of these communities and if their own people are working in these bodies, then the problem can be solved very easily.

Sir, some very good suggestions have been made by some of my friends and I am thankful to them for their suggestions. Sir, while replying to the debate, the hon. Minister has also given some hope that they will undertake some schemes for the welfare and wellbeing of these communities and the rural poor. Sir, I am thankful to the Minister for giving such assurance to this august House. I am thankful to all those who have participated in the debate. Sir, in the light of the assurance given by the hon. Minister, I withdraw my Resolution. Thank you, Sir.

THE VICE-CHAIRMAN (SHRI JAGDISH PRASAD MATHUR) : The question is :

1. "That in the Resolution—

(i) after sub-para (iv), the following para be inserted :

'(v) suitable legislation is passed in all States to cancel the outstanding debts of the landless labourers and the rural poor, and special credit co-opera-

[Shri Jagdish Prasad Mathur]

tines are set up to provide an alternative source of credit for them."

(ii) re-number the existing para (b) as para (vi)."

*The motion was negatived.*

THE VICE-CHAIRMAN (SHRI JAGDISH PRASAD MATHUR) : The question is :

2. "That in the Resolution—

(i) after sub-para (iv), the following para be inserted :

"(v) guarantee of employment on daily wages be given to all the unemployed in the rural areas as it has been done in the State of Maharashtra, and machinery for its implementation be set up forthwith'

(ii) re-number the existing para (v) as para (vi)."

*The motion was negatived.*

THE VICE-CHAIRMAN (SHRI JAGDISH PRASAD MATHUR) : Is it the pleasure of the House that the Resolution be withdrawn ?

श्री राजनारायण : हाउस परमिशन दे दे हमको आपत्ति नहीं है, मगर आपको वोट लेना चाहिए ।

THE VICE-CHAIRMAN (SHRI JAGDISH PRASAD MATHUR) : I will put it to vote.

The question is—

"That leave be granted to Shri Yogendra Makwana to withdraw his Resolution."

*The motion was adopted.*

*The Resolution was, by leave, withdrawn.*

#### 'RESOLUTION REGARDING' NECESSARY STEPS TO BE TAKEN BY GOVERNMENT TO ENSURE FREE AND FAIR ELECTIONS IN THE COUNTRY

श्री प्रकाशवीर शास्त्री (उत्तर प्रदेश) : अध्यक्ष महोदय, निर्वाचन प्रणाली में सुधार के संबंध में जो मेरा प्रस्ताव 6 भागों में विभक्त है उसको प्रस्तुत करता हूं :

"इस सभा की यह सम्मति है कि निर्वाचनों में धन शक्ति के निरन्तर बढ़ते हुए उपयोग

तथा सरकारी तंत्र के दुरुपयोग को रोकने की दृष्टि से और देश में स्वतंत्र तथा निष्पक्ष निर्वाचन सुनिश्चित करने की दृष्टि से :—

(क) वांचू ममिति द्वारा प्रत्यक्ष करो संबंधी अपने प्रतिवेदन में की गई सिफारिश के अनुसार मान्यता प्राप्त राजनैतिक दलों को चुनाव लड़ने के लिये अनुदान देने;

(ख) निर्वाचन विधि में संशोधन के संबंध में संसद् की सभाओं की संयुक्त ममिति द्वारा की गई निम्नलिखित सिफारिशों :—

(अ) आकाशवाणी द्वारा चुनाव की अवधि में मान्यताप्राप्त राजनैतिक दलों को बराबर समय का आबंटन;

(आ) संविधान के अनुच्छेद 324 (2) के अन्तर्गत चुनाव आयोग को एक बहुसदस्यीय निकाय के रूप में बदलना;

(इ) मतदान की आयु को 21 वर्ष से कम करके 18 वर्ष करना; और

(उ) लोक सभा तथा राज्य विधान सभाओं के लिये चुनावों के संबंध में 'सूची पद्धति' को अपनाने की संभाव्यता की जांच करने हेतु एक विशेषज्ञ समिति नियुक्त करना; को कार्यान्वित करने;

(ग) मंत्रियों द्वारा वायुयान, हेलीकोप्टर, मोटर गाड़ी आदि जैसी सरकारी सुविधाओं के उपयोग पर, जब तक कि वे सामान शर्तों पर अन्य मान्यताप्राप्त राजनैतिक दलों को भी उपलब्ध न कराई जाये, रोक लगाने;

(घ) चुनाव लड़ने के लिये, धर्म, समुदाय और जाति जन्य भावनाओं का अनुचित लाभ न उठाने देने;