

[श्री० बी० एन० मंडल]

को दूर करने के लिए, बेरोजगारी को दूर करने के लिए—इस उद्देश्य को सामने रख कर—सरकार को चौथी योजना बनानी चाहिए।

अगर वैसी योजना बनानी हो तो किस रास्ते से यह मालूम हो सकता है कि आज देश के गरीबों की क्या जरूरत है। आज संयोग की बात है कि हिन्दुस्तान में हर ग्राम में ग्राम पंचायतें हैं, हर ग्राम पंचायत को कह दिया जाय कि वह पता लगाए कि हर परिवार वाले का साल भर का बजट क्या है, साल में उनको क्या खर्च करना पड़ता है, अपने साधनों से कितना वे जुटा पाते हैं और कितना बाकी रह जाता है, जो कमी रहती है उसके लिए वह परिवार वाला किस तरह से चाहता है कि वह साधन जुटे, उसका सजेशन रहता, इस तरह से हर गांव को ग्राम-पंचायत में हर परिवार का बजट इस ढंग पर उपस्थित होता। ब्लाक लेवल पर, जिला लेवल पर, राज्य लेवल पर और केन्द्र के लेवल पर अगर उसकी जरूरत जोड़कर ठीक किया जाता तो हिन्दुस्तान की जनता जिस बात की कमी महसूस करती है वह साफ तौर पर सामने आ जाती और उसी को आधार बना कर हिन्दुस्तान की योजना बन तो उससे हिन्दुस्तान के बहुसंख्यक गरीबों का उपकार हो सकता है। आज तक हिन्दुस्तान में गरीब लोगों का कुछ नहीं हो पाया है बल्कि उनकी परेशानी बढ़ी है। उसकी जड़ में मैं समझता हूं कि सबसे बड़ी बात यही है। इसलिए मैं चाहता हूं कि सरकार इस बात को नोट करे।

एक दूसरी बात भी मैं इस सरकार के सामने लाना चाहता हूं। आज जिस ढंग का शासन इस देश में चल रहा है उस शासन का यह नतीजा हुआ है कि दिनों-दिन सरकार का इन्तजाम करने वाली मशीनरी बढ़ती ही जाती है। हमने कुछ फिगर निकाले हैं और उनसे मुझे मालूम हुआ है कि आज केन्द्रीय सरकार की जितनी मिनिस्ट्री हैं उन सारी मिनिस्ट्रीज में अभी भी 500 कमेटी काम कर रही हैं।

THE DEPUTY CHAIRMAN: You can continue later. The House stands adjourned till 2 P.M.

The House then adjourned for lunch at one of the clock.

The House reassembled after lunch at two of the clock, The VICE-CHAIRMAN (SHRI D. THENGARI) in the Chair.

#### ANNOUNCEMENT RE GOVERNMENT BUSINESS

THE LEADER OF THE HOUSE (SHRI JAISUKHLAL HATHI): With your permission, Sir, I rise to announce that Government Business in this House during the week commencing from Monday, the 17th March, 1969, will consist of:—

(1) Further discussion on the General Budget for 1969-70.

(2) Consideration and return of the following Bills, as passed by Lok Sabha:—

The Appropriation (Vote on Account) Bill, 1969.

The Appropriation (Railways) Bill, 1969.

The Appropriation (Railways) No. 2 Bill, 1969.

(3) Discussion on the statement by Government in the Rajya Sabha on March 6, 1969, regarding the Address of the Governor of West Bengal to the State Legislature on that day and the constitutional position arising out of the Governor's omission to read certain portions of the Address on a motion to be moved by Shri Bhupesh Gupta, and others on Monday, the 17th March, 1969 at 3 P.M.

#### THE BUDGET (GENERAL), 1969-70 GENERAL DISCUSSION—Contd.

THE VICE-CHAIRMAN (SHRI D. THENGARI): Mr. Mandal.

श्री बी० एन० मंडल : सभापति महोदय, मैं एडमिनिस्ट्रेशन जो दिनों दिन बढ़ रहा है और उस पर जो फिजूल खर्ची हो रही है उस के बारे में कह रहा था। आज जितनी सेन्ट्रल

मिनिस्ट्रीज है उन में करीब-करीब 500 कमेटीज काम कर रही हैं, मिनिस्टर वगैरह को छोड़ कर के। इसी तरह से गवर्नमेंट एम्प्लॉइज की संख्या भी बढ़ रही है। 1956 में सेन्ट्रल गवर्नमेंट एम्प्लॉइज की संख्या जहां पर 17 92 लाख थी वहां 1963 में उन की तादाद बढ़ कर 25 36 लाख हो गयी है। स्टेट्स में भी 1960 में जहां एम्प्लॉइज की संख्या 28 लाख 57 हजार थी वहां पर 1966 में 37 लाख 66 हजार हो गयी है। इसी प्रकार सेक्रेटरी जनरल, सेक्रेटरीज, ज्वाइंट सेक्रेटरीज, स्पेशल सेक्रेटरी, एडिशनल सेक्रेटरी की संख्या जहां 1961 में 50 थी, 1965 में यह संख्या बढ़ कर के 64 हो गयी है। इसी तरह से डिप्टी सेक्रेटरीज की संख्या 1961 में जहां 193 थी वहां 1965 में 233 हो गयी। इस तरह से निरंतर जो गवर्नमेंट की मशीनरी बढ़ रही है और इस वजह से भी जो खर्च बढ़ रहा है उसका प्रभाव इस देश के आदमियों पर भी पड़ता है। कीमत भी इसलिए बढ़ रही है। डेफिजिट फाइनेंसिंग भी इसलिये होती है। इसलिए मैं अर्ज करना चाहता हूँ कि जो मशीनरी बढ़ रही है इस को कम करने की सरकार कोशिश करे। और ऐसा करने के सिनसिले में मैं यह भी सुझाव देना चाहता हूँ कि सिर्फ वेतन देकर जो नौकर रखे जाते हैं उन्हीं लोगों से सिर्फ काम न लिया जाय बल्कि जो सरकारी काम है और ऐसा काम हो कि जो जनता में बंट सके उसका जनता में बटवारा कर के कुछ काम करवाना चाहिये। और इस तरह से गवर्नमेंट मशीनरी को बढ़ने से रोकना चाहिये। हिमाब लगा कर यह देखा गया है कि एक रु० का लाभ जनता को देने के लिये गवर्नमेंट को अपने एडमिनिस्ट्रेशन पर चार रु० खर्च करना पड़ता है। यह मैं समझता हूँ बहुत बुरा हो रहा है। लेकिन इतने आदमी गवर्नमेंट में रख कर भी जो काम चल रहा है वह अच्छी तरह से नहीं चल रहा है।

आज तक मैसूर-महाराष्ट्र का जो विवाद है वह अभी तक निपट नहीं पाया है। महाजन को रिपोर्ट आयी लेकिन वह रिपोर्ट भी रद्दी

की टोकरी में फेंक दी गयी है। उस के मुताबिक काम नहीं होता है और ऐसा मालूम पड़ता है कि कोई नया समझौता होने वाला है। जो भी करना हो इस सम्बन्ध में जल्दी किया जाना चाहिये। नर्मदा वाटर को ले कर भी जो गुजरात और मध्य प्रदेश में झगड़ा चल रहा है उसका भी जल्दी से जल्दी निपटारा होना चाहिये। इसी तरह से गोदावरी कृष्णा के वाटर को लेकर जो झगड़ा है इस का भी जल्दी से जल्दी कोई निपटारा होना चाहिए।

आज बहुत बड़े पैमाने पर टैक्स इवेजेशन हो रहा है। माननीय प्रकाशवोर शास्त्री ने कहा है कि बिजली में 2200 केन क्राशर्स हैं जिनमें चीनी और खाड़सारी बनायी जाती है। वहां पर भी टैक्स इवेजेशन बहुत बड़े पैमाने पर हो रहा है। और सरकारी इन्स्पेक्टर जो इन बातों को देखने के लिये वहां रखे जाते हैं इनको केन क्राशर्स के मालिक 250 रु० महीना प्रति क्राशर देते रहते हैं हर क्राशर के ऊपर जिसका नतीजा यह हो रहा है कि वे सरकारी कर्मचारी मिल मालिकों के प्रभाव में आकर अपना कर्तव्य नहीं कर पाते हैं। सरकार ने सुधार की दृष्टि से यह करना चाहा कि वहां पर हर क्राशर में कितनी बिजली की खपत होती है उसके हिसाब से उसका प्रोडक्शन जोड़ कर टैक्स लेना चाहिये। लेकिन उस के बाद जो बिजली के अधिकारी उन लोगों को भी रुपया, पैसा दे कर उसी ढंग से उन को भी अपने कर्तव्य से च्युन कर दिया है। लेकिन सरकार इस बारे में कुछ नहीं कर पा रही है।

इसी तरह से अखबारों से हम को यह पता चला कि यू० पी० में करीब 700 ऐसे अस्पताल हैं जहां डाक्टर नहीं है। इस देश में टैक्नीकल एजुकेशन देने का प्रबन्ध है लेकिन 80,000 इंजीनियर्स अभी भी बिना काम के इस देश में पड़े हुए हैं। इन सब बातों से पता चलता है कि देश का एडमिनिस्ट्रेशन बिना किसी औचित्य के चल रहा है।

जो अभी टैक्स लगाया जा रहा है उस के सम्बन्ध में मुझे यह कहना है कि जब आप

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इंडस्ट्री के क्षेत्र में, जो नये-नये कारखाने खुलने हैं उनकी पांच वर्ष के निष्पत्ति में पूरी छूट देते हैं तो क्या बात है कि देहांत में अगर दो साल से कुछ तरक्की हुई है तो उस को सहूलियत न देकर के कर से उन पर टैक्स लादने की कोशिश हो रही है ?

इसी तरह से वेलथ टैक्स लगाने की बात हो रही है। इसके बारे में मेरा कहना है कि वेलथ टैक्स, जो कुछ उनकी कमाई हो, उस पर लगाया जाय तो मुझे कुछ नहीं कहना है। लेकिन कैपिटल के ऊपर टैक्स लगाना, म समझता हूं कि यह टैक्सेशन के सिद्धान्त के खिलाफ है।

एक माननीय सदस्य यह तो मालदार लोगों पर लगा है।

श्री बी० एन० मंडल : लेकिन कैपिटल पर नहीं लगना चाहिये।

इसी तरह फ़ॉटिलाइजर्स पर भी 10 प्रतिशत टैक्स एड-वेलोरम लगाया जा रहा है। लेकिन जब फ़ॉटिलाइजर्स का जो एक कम्पोनेन्ट यरिया है उस पर पहले से ही टैक्स लगा हुआ है तो फिर टैक्स लगाने का क्या औचित्य है? इसी तरह अमोनियम सल्फेट के ऊपर 5 रु० पहले से ही टैक्स लगा हुआ था और अब एड वेलोरम 10 प्रतिशत और भी टैक्स लगाने की बात हो रही है। इसलिए मैं इसका विरोध करता हूं। जो आज छोटे-छोटे किसान हैं वे भी 20, 25 बैग फ़ॉटिलाइजर्स के अपने काम में लाते हैं। पहले इसके लिये सबसिडी मिलती थी। लेकिन अब उस पर टैक्स लगा देना, मैं समझता हूं कि यह उचित नहीं है।

इसी तरह इलेक्ट्रिक पम्पस के ऊपर भी 20 प्रतिशत एड-वेलोरम ड्यूटी लगायी गयी है। मैं इसका भी विरोध करता हूं क्योंकि जो इलेक्ट्रिसिटी किसानों को मिलती है उसके बारे में कहा गया था कि यह बिजली उनको कन्सेशनल रेट पर दी जायेगी। सो भी नहीं दी जा रही है। उल्टे उस पर टैक्स और लगाया जा रहा है।

इसी तरह से हैंडलूम इंडस्ट्री इमलिय रखी गयी थी कि चूंकि इस देश में बहुत अनएम्प्लायमेंट है और उस प्रोबलम को सौल्व करने के लिये हैंडलूम को ऐनकरेज करने की बात हुई थी। गांधीजी के समय से भी हैंडलूम को बराबर प्रोत्साहन देने की बात उठती रही है। बराबर हैंडलूम की ओर से हल्ला किया जाता है कि इस का कम्पिटिशन मिल और पावरलूम के साथ बहुत हो गया है। जिसके बारे में उन लोगों ने कुछ मांग की है ताकि यह गृह उद्योग बन सके। लेकिन उस पर भी सरकार ध्यान नहीं दे रही है। मैं चाहता हूं कि इस गृह उद्योग को जीवित रखने के लिये और मिल के साथ जो कम्पिटिशन हो रहा उस का मुकाबला करने के लिये सरकार को कुछ इफ़ैक्टिव कदम उठाने की ओर ध्यान देना चाहिये। मैं चाहता हूं कि उस पर ध्यान दिया जाय। उनकी मांग है :

(a) Allocation of funds to the handloom industry should be outside the State plan;

इसके अलावा एक सेन लगाया गया था लेकिन वह केस अभी राज्य सरकार को छोड़ दिया गया है और उसको पाने में उनको बड़ी दिक्कत होती है।

दूसरी उनकी मांग यह है :

(b) Provision of adequate working capital finance to the handloom industry by relaxation of restrictions imposed by the Reserve Bank of India;

तीसरी मांग यह है :

(c) Strict enforcement of the reservations conceded to handloom industry including coloured sarees.

इसके आगे उनकी मांगें यह हैं :

(d) Removal of income-tax on Apex Handloom-Weavers' Co-operative Societies;

(e) Removal of sales tax by the Government of Maharashtra on silk handloom fabrics, and

(f) Provision of adequate finances to the All India Handloom Fabrics Marketing Co-operative Society.

मैं चाहता हूँ कि उनकी जो मांग है उस मांग पर सरकार तुरंत ध्यान दे और उसके लिए जो कुछ कर सकती है वह करने की सरकार को कोशिश करनी चाहिये।

THE VICE-CHAIRMAN (SHRI D. THENGARI): Please wind up.

श्री बी० एन० मंडल : खत्म करता हूँ। शुगर के बारे में मुझे यही कहना है कि आज शुगर राशनिंग में भी है और फ्री मार्केट में भी मिलती है और इस पर टैक्स लगाया गया है। मैं चाहता हूँ कि इस पर टैक्स नहीं लगाया जाय और दोनों को चाहे राशनिंग में रखे नहीं तो दोनों को फ्री कर दें। मैं ऐसा चाहता हूँ।

SHRI A. P. JAIN (Uttar Pradesh): Mr. Vice-Chairman, the Finance Minister needs four eyes, two in the front and two behind, for the Budget has to be a projection of the past economic developments. It is a continuum of what has happened before and in order to correctly assess the Budget we have to see what have been the economic developments during the last few years. The years of 1965-66 and 1966-67 were years of drought, of low industrial activity and almost a stalemate. The year 1967-68 was marked by a recovery in the agricultural sector, in agricultural production, which reached its very peak, but the industrial sector continued to lag behind. Taking these together there was an increase of 9 per cent in the national income. Now, in the current year the increase in industrial production is expected to be of the order of 6 per cent and agricultural production, if at all, will be at the same level as in the previous years. So, the total increase in national income is likely to be 3 per cent. It is in this retrospect that the Budget proposals of the Finance Minister should be judged and I submit that they have to be common place. There can be no conundrums, because of the past and because of the uncertainty about the future. Now, talking about the commonplace, the Finance Minister has given relief to jute, tea and mica in the matter of customs duty. The export of these commodities has gone down and I think it is a wise act on his part to have given relief in customs duties. The other commonplace feature of the Budget, which is worth noting, is the decision to place the cotton textile and jute

industries on the priority list for development rebate. Also in the same category are some of the reductions in excise duties on textiles. All these efforts are like plastic surgery, a picturesque expression which the Finance Minister used in his Budget last year. By and large these features do not distinguish this year's Budget from that of last year.

There are a few new features and the most important among them is the decision of the Finance Minister to expand the base of taxation. That has been done through a debut in the agricultural sector. The Finance Minister has proposed two excise duties, one on fertilisers and the other on electric pumps. The first is 10 per cent and the second is 20 per cent. Now, as a result of the imposition of ten per cent duty on fertilisers, the net additional income of the Finance Minister would be Rs. 47 crores and not Rs. 22 crores, as is being generally talked about. It is Rs. 22 crores from excise duty and Rs. 25 crores from customs duty. Electric pumps will give him another Rs. 2 crores. Altogether the tax on the rural area, on these two counts, will come to about Rs. 47 crores. Not an insignificant amount. The basis of this taxation is what is commonly known as the green revolution. I think the Finance Minister has used these words in his Budget speech also. We have to examine the nature of this green revolution. I submit that it is a revolution and not an evolution. It is a revolution in technology, but it is not a revolution in farming. Some new seeds have been found out, for instance, the Mexican wheat. It is a short-sized wheat, with a strong stem, capable of bearing wheat of heavy ears. It has the capacity to absorb extraordinarily large quantities of fertilisers. Thus it is a revolutionary strategy. It means a new seed with high-yielding capacity. It means more of fertilisers. It requires three things, viz., good seed and heavy doses of fertiliser and water. These have to be synchronised at a high level in order to obtain the maximum yield. Now, why do I say that it is not a revolution in farming? This technique, though it is spreading, has as yet reached only about five to ten per cent of the big farmers. I am myself a farmer, a medium-type farmer. To the best of my capacity I use the maximum quantity of fertiliser and good seed. I move about in the countryside, with

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my eyes open and I can say with confidence, not only confidence, but with a full sense of responsibility, that the new technology has not penetrated below five to ten per cent of the big farmers. I have been to Japan and some of the farmyards in Japan. The maximum size of farming in Japan is between 2½ acres and 7½ acres. I saw there huge stacks of fertilisers. You go to a counterpart Indian farmer and you will not find him using much fertiliser. Now, the agricultural technique is common to the big farm and the small farm. Mechanisation may not be common to both of them, although it is also becoming increasingly common to both the big farm and the small farm. I am not saying that the bullock should be replaced by tractors in the near future but the use of water, fertiliser and good seed is common both to the substantial farmer and the small farmer. However, they have not so far penetrated among the small farmers. They have not penetrated into the backward areas. So, it is not a revolution in farming. I do not say that the rural sector should not be taxed, but there are proper methods of taxing it and proper time for taxing it. The present is not the time when this green revolution has just started but not penetrated to smaller farmers. Any taxation on fertiliser would retard the progress. I do not say that it will completely upset it or stop it, but it will retard the pace of progress. Now, in India there are some very good farmers whose yield per acre is as high as of any farmer in the world. Yet our average yield is the lowest in the world. Why? Because the smaller farmer, the poorer farmer does not use higher techniques of greater production. What is needed in this country is that the whole farming community must be saturated with higher and superior technique and the revolution in technology will not be meaningless unless there is a revolution in farming. What are the facts about fertilizers? Our policy for fertilizers has now stabilised, but it was after great efforts. The first suggestion that Indian agriculture must be fertilizer-based was made in the year 1959 by the Ford Foundation Team. I would crave your indulgence to read out an extract from that report: the report said on page 170 :

If food goals are to be reached, fertilizers must have greater empha-

sis and the top priority in both agricultural planning and allocation of foreign exchange both for fertilizer materials and for machineries needed for constructing new plants."

Thereafter our agriculture policy has been fertilizer-oriented. But what is the sum total result? Our consumption per hectare of all the fertilizers is 9 kg. In West Germany it is 349.32 kg. per hectare. In Japan it is 321.12 kg. per hectare. In U.S.A. it is 56.63 kg. per hectare. In Australia it is 30.55 kg. per hectare. So, compared with the progressive agricultural countries of the world we are yet very low.

SHRI K. S. CHAVDA (Gujarat) : Will you take into account the cowdung manure?

SHRI A. P. JAIN : They are also users of other manures, at least in some countries.

Mr. Vice-Chairman, fertilizers in India are the costliest in the world. In the U.S.A. the fertilizer to the farmer is available at about half the Indian price, but I would like to compare the price of fertilizers in India with the price of fertilizers in Pakistan which until twenty years ago was a part of one common country. After 1st April, 1967, in India—I will not deal with all fertilizers; I will take only two typical ones—the cost of ammonium sulphate was Rs. 2,343 per tonne; of urea Rs. 1,826 per tonne. In East Pakistan the price at which ammonium sulphate was made available to the farmer was Rs. 829 per tonne as against more than Rs. 2,300 in India. In the case of urea it was only Rs. 600. In West Pakistan it was Rs. 729 for ammonium sulphate and Rs. 748 in the case of urea. Putting it in relative terms, before 1-4-67, when the subsidy was removed, ammonium sulphate in India was 118 per cent more costly than in Pakistan, and urea was 133 per cent more costly than in Pakistan. After 1-4-67 it is 200 per cent more costly than in Pakistan.

May I submit to the Finance Minister that this issue requires reconsideration, not reconsideration in a small way? I want that the whole of this duty should go, not only that it should be reduced, because I want this green revolution to extend and to proliferate to the poorer farmers. May I ask the Finance Minister not to rip

open the bird which has just started laying golden eggs but has a long life of laying many more such eggs.

Then I come to the question of wealth duty on agricultural lands. A new class of capitalist farmer has grown up who is diverting part of funds from industry to agriculture, not to make agriculture a way of life but in order to earn profits there. This is a class which needs special attention, because it wants to treat agriculture as an industry. There was originally a fear that Wealth-Tax may apply to all agriculturists. Fortunately, there has been rethinking and during his Budget speech the Finance Minister made an amendment to exempt the genuine agriculturists. I have not the least objection to taxing the new class of capitalist agriculturist but I am doubtful about its legality despite the fact that the Finance Minister has stated in the other House that two Attorney Generals agree. That reminds me of a running gun battle which I fought six years ago on the compulsory deposit scheme. I am not in that mood today. After six years I am very much mellowed down and I trust that the hon. Finance Minister has also learnt something during these six years. About the constitutionality of Wealth Tax I would like to draw the attention of the hon. House to item 86 of List I of Seventh Schedule, which gives the Centre the power to levy taxes on the capital value of assets, exclusive of agricultural land, of individuals and companies. This item thus does not vest the power in the Centre to impose Wealth Tax on agricultural lands. If I have been able to understand the argument correctly, the Finance Minister has taken resort under article 248 of the Constitution, that is the residuary power to raise taxes. That article runs as follows:—

(1) Parliament has exclusive power to make any law with respect to any matter not enumerated in the Concurrent List or State List.

(2) Such power shall include the power of making any law imposing a tax not mentioned in either of those Lists.

I have read out to Hon'ble members item 86 of List I of the Seventh Schedule. Does it not make special mention of agricultural wealth tax? It

does mention, but says that the agricultural land is excluded from the power of the Centre to the levy of wealth tax. I do not know whether in making the reference the Finance Minister drew specific attention of the Attorney Generals to item 49 of List II of the Seventh Schedule. It includes 'Taxes on lands and buildings' on the State list. Now, land consists not only of agricultural land; tax also includes wealth tax. So, there is a mention in list II about it. Anyway, I trust that the Finance Minister will go into the matter more thoroughly and examine the legal aspect of the question. I have also an objection on the administrative ground. Wealth tax will be administered by the Centre through the income-tax officers. These officers are not initiated into land tenures and the specialities of agricultural land. Income Tax officers would play havoc upon the country people. And if at all this tax is found feasible, it should be levied only on certain class of people—the capitalist farmers—and I will have no objection.

I have another objection to Wealth tax. Rural property is different from urban property. The main characteristic of an urban property is its transferability or its mobility. The rural property especially now is less mobile. There has been a definite tendency to protect land against moneylenders. They should not be allowed to grab rural lands. You must be aware of large numbers of laws passed after the great depression of 1930 to protect rural interests. For an agriculturist, land is a way of life, it is not something that he would sell out at any time. The prices of the land in the rural areas are not commercial prices. That is, the prices are not determined by the profitability of the lands. They are the scarcity prices. They are also sentimental prices. In my part of the country people do not want to sell their lands. If a poor man has one-sixth of an acre, he wants to stick to it. In Jullundur retired army men invest all their savings in buying an acre of land, may be costing Rs. 20,000 or Rs. 25,000. That is the value which an acre of land fetches there, if at all it is sold. But few people sell land. So, the rural property is firstly distinct from the urban property because of its immovability or non-transferability. Secondly, it is a way of life and the assessment of the value

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of the rural property will be an extremely difficult task. As it is, I am doubtful about the competence of the Centre to levy this tax. Secondly, I object to the machinery which is likely to be employed. Last of all, I object to it on the ground that the rural property is a different type of property involving different considerations.

I come to another point and then I will finish. The Finance Minister has increased the rates on telephone and telegrams. His main plea is that this is a service department and should not be run at a loss. I do not object to this argument. But while it is an accepted principle that by and large a service department must be self-paying, it is equally an accepted principle that it must work efficiently. Efficiency and the quality of service are as important as profitability. Now, it must be your experience also as it is mine that telephones and telegraph services in India are most inefficient. Formerly my P.A. used to look after telephone for me. But now I am my own P.A. When I do distant dialling, I go on moving the dial for hours together and do not get the connection. I do not know whether my forefinger has shortened because of that process. Trunk calls...

श्री राजनारायण (उत्तर प्रदेश) : शायद टेलीफोन खराब होगा ।

श्री ए० पी० जैन : मेरा टेलीफोन खराब नहीं रहता है बल्कि लाइन नहीं मिलती है ।

Now, about the trunk calls, you book a call, an urgent call, sit for hours and you would be lucky if you get the call, because more often the line is out of order. About local calls, a bill was sent to me for eight days, which averaged 150 calls a day. We are only two persons, myself and my equally aged wife. She is more interested in the household affairs than to do dialling. Do I dial 150 times for the local calls? I wrote to the Department and they said that their machine was all right. Did they check the machine during the currency of the period when the calls were made? That is the efficiency of this department. I had paid a bill of about Rs. 1,200 in August, 1967. And the other day I got a duplicate bill. I sent them details of payment and asked them to find out within a week whether I have

not already paid the bill. They did not do it. I hold the top officers of the Ministry of Finance and the other Ministries responsible for this inefficiency. I am not saying so in a light-hearted manner. I will prove it on the floor of the House that they are responsible for it. After the increase a newspaperman interviewed Mr. T. P. Singh, Secretary of the Ministry. Newspapermen in India are rather nasty because they put inconvenient questions. Asked if the Secretary was interested in efficiency also, Mr. Singh replied "Whether it is inefficiency—'mark the word inefficiency'—or overstaffing, we have to go by facts, that the P&T services are working at a loss and some of them are working at a higher loss than others." Could cynicism go further? I put a straight question to the Finance Minister whether he endorses this approach of his Secretary. And if he endorses it, I say, this country is doomed. If, on the other hand, he does not endorse it, I would like to know what steps he would take to re-orient the approach and outlook of officials. Mr. Singh is not a single such individual. He represents a whole class who are quite unmindful of the interests of the public. But at the same time, they have been vested with the power to raise the tax, to raise the levies, and that is very unfortunate.

Thank you.

THE DEPUTY PRIME MINISTER AND MINISTER OF FINANCE (SHRI MORARJI R. DESAI): When he says that the Finance Ministry should be held responsible. . .

SHRI A. P. JAIN: I did not say that, I said, top officials.

SHRI MORARJI R. DESAI: My top officials cannot be responsible for the efficiency of another Ministry. My hon. friend has been a Minister. He knows that the Finance Ministry could not have improved the efficiency of his Ministry.

SHRI A. P. JAIN: I am not holding him responsible in that sense but I am holding him responsible in the sense that he does not impress upon the officers the need to work with efficiency and just says that he goes by the facts as they are.

SHRI M. P. BHARGAVA (Uttar Pradesh): Mr. Jain said that he has to dial 125 calls by name. I might tell him that if he talks to Lucknow on direct line for ten minutes he has made 60 calls. Probably he does not know that.

SHRI A. P. JAIN: These are purely local calls I am talking of.

SHRI M. P. BHARGAVA: Talking to Lucknow on direct line system means so much.

SHRI A. P. JAIN: I am not including distant calls.

SHRI M. P. BHARGAVA: These are also local calls.

श्री राजनारायण : श्रीमन्, मैं एक स्पष्टीकरण चाहता हूँ। जो हमारे मित्र ने कहा कि फाइनेन्स मिनिस्ट्री उसके लिये जिम्मेदार है या नहीं, मैं समझता हूँ कि उस फाइनेन्स मिनिस्ट्री को जिम्मेदार होना चाहिए जो बजट प्रोजेक्ट्स पेश करती है। कहीं तो फाइनेन्स मिनिस्टर को अपनी जिम्मेदारी समझनी चाहिये। टेलीफोन पर चार्ज बढ़ता चला जाय और टेलीफोन की इनफिशिएंसी बढ़ जाय और उसके लिए अगर फाइनेन्स मिनिस्ट्री को जिम्मेदार कहा जाय तो इसमें बुरा क्या है।

श्री मोरारजी शारदा बेसाई : मैं सम्माननीय सदस्य से कहना चाहता हूँ कि जब जब मेरे पास ऐसी शिकायत आती है, मैं उनके पास उनको भेजता हूँ और उनसे मंगवाता हूँ कि क्या है इससे ज्यादा मैं और कुछ नहीं कर सकता।

श्री राजनारायण : यह श्री अजित प्रसाद जी ने कह दिया मगर वही भुक्तभोगी नहीं हैं, हम उनसे ज्यादा भुक्तभोगी हैं और इतने भुक्तभोगी हैं कि कई टफा हम पकड़ भी लिये हैं। हमारे टेलीफोन का नम्बर दे कर कहीं कोई दूसरा काल बुक करता है। दो तीन मर्तबा ऐसा हुआ है इसी एक दो हफ्ते के अन्दर कि हमारे पास आया कि आपने काल बुक किया है और हमने कहा कि हमें पता नहीं है, हमने नहीं बुक किया है। यह मालूम होता है कि जिस ने उसको बुक किया उसने उसको ट्रांसफर नहीं कराया।

वे करते क्या हैं कि एक नम्बर से बुक करा दिया और बुक कराने के बाद कह देते हैं कि उसको फलां जगह ट्रांसफर कर दो। उसके बाद वे कहीं चले जाते हैं या कोई और बात हो जाती है तब हमसे पूछा जाता है। तो ये तमाम गड़बड़ियाँ टेलीफोन डिपार्टमेंट में चल रही है और इसकी हाई लेवल पर या कहीं न कहीं जांच होनी चाहिये, वरना यह मामला बिगड़ता ही चला जायेगा।

SHRI BANKA BEHARY DAS. (Orissa): Mr. Vice-Chairman, Sir, you will forgive me if today with the little time at my disposal I consult extensively my notes while I speak on the Budget proposals and its reaction on on the economy. Mr. Vice-Chairman, since the Finance Minister presented his Budget proposals, throughout the country, particularly from the vested interest section of the society there has been incessant pressure on him to give more of concessions than what have been provided for in the Budget. Some of the speeches in this House have been made in such a way that I was reminded as if we are attending a meeting of the Chamber of Commerce.

The Budget for the first year of the Fourth Five Year Plan, though nobody knows whether the Fourth Plan will see the light of the day, is thoroughly disappointing to meet the challenge of development of this developing country. It clearly indicates that the coming Plan, if at all it will be produced, will not be a Plan for the growth of the Indian economy, but will be a maintenance Plan without providing any hope to the millions of people who are groaning under poverty and squalor.

The Sutradhar, as he claimed himself in the Budget Speech, who proposes to herald the drama of hope, brings in a drama in the economic scene in the country, which pleases the section who has been pampered and appeased on the plea of revival of economy, revival of capital market to generate growth throughout these years, and throughly disappoints the millions of people who wanted to get a spell of pleasure after a long, arduous journey since independence. The same stale story of heaping reliefs on the richer sections of society either



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in the name of boosting export of jute goods, of modernisation of textile mills, or of encouraging equity market by raising exemption from tax enjoyed by dividend incomes, repeats itself. But the common man has the usual gift of a few sugar-coated platitudinous words with the heaviest taxation on sugar, kerosene and cloth and new taxes on fertiliser and pumps.

The planned economy which raised a great hope in the common man in the early fifties has disillusioned him. He is a disappointed man today. The spectacle of tax-reliefs to haves and tax-burdens for the have-nots has never been pleasing. It created new problems and created an atmosphere of apathy and gave a handle to the capitalists and their political philosophers who have fought in season and out of season to scrap the plan with a view to carrying on a rampage on the economy. Since the last election these forces gained momentum and the Congress Party surrendered at their feet every moment. To cap that all, came in a phase of planned holiday and that continues till today. Even when we are entering upon the first year of the so-called Fourth Five-Year Plan there is no indication of the Plan document round the corner. The economy of the country is in doldrums and so is the Plan. It is the unseen hand of the rising monopolists that guides the destiny of this country, not the puppets who pose to be *sutradhars* of the Indian drama.

Like the last year's Budget speech, this year's speech of the Finance Minister sounds a note of self-complacency because of another spell of good climate which brought in a second year of good crop. Two years of good crop have definitely brought relief to the economy, have stabilised broadly the price level, given a little spurt to the industrial production and a little boost to the export market. But the Finance Minister wants to take the credit for himself and for the economic policy of the Government. One who does not take responsibility for the famine, economic disaster and spiralling prices that visit this country off and on, has no right to snatch away the credit from the god of rain.

Now there is too much talk of the so-called 'green revolution' in the country. A good crop due to a normal climate is being equated with a

revolution. I am sure these talks will evaporate the moment the rain god will not oblige the nation. I agree that the development of research in the field of paddy, wheat, maize and potato which has produced high-yielding and short-period seeds raises a great hope against the agriculturists and can usher in a green revolution in the countryside. But where is the instrument and equipment for that revolution? Can such a revolution succeed if water is not provided to every patch of parched land, if agricultural inputs like fertiliser are not provided liberally and economically, if sufficient cheap rural credit is not provided to the small and medium agriculturists in the rural society and if the actual tiller does not become the master of his land? The Budget and the economic policy lying behind it, instead of playing the role of the vanguard of that great revolution, has started a counter-revolutionary role by imposing new imports on fertilisers and pump sets. The baby is being killed in the womb and those who pose to be the midwife of that process are proving to be the witches of the drama.

The rulers shall not forget that just after partition the percentage of net irrigated area to the cultivated area of India was 15.2 whereas it was raised by hardly two per cent, to 17.73 by the year 1965-66. This is the dismal achievement of the Government who talks of green revolution. They again forget that the Reserve Bank bulletin shows that the percentage of bank credit of public and private banks in relation to agriculture was 2.1 in 1951 and it remains to be the same in 1967. They again forget that the ceiling on land holding, right of peasant proprietorship and consolidation of fragmented land, have been given a goodbye and lip service is paid to these ideas only when people like Kanu Sanyal lead the people of Naxalbari on a violent path or the Andhra peasants attack the police station. The people who do not provide enough of money in the Budget for irrigation, who have not the courage to free the bank from the stranglehold of a few monopolist houses by nationalising it, have not the courage to break the landed interests and the princes in the countryside can never bring in a green revolution in the countryside. The deity of revolution which the science and technology in agriculture is producing will remain a

prisoner in the temple of the landed gentry. This is the strategy of the planners of today. They will only spread the great inequality of the urban sector into the rural areas and create a condition of political turmoil in the peaceful countryside.

Who will be the worst sufferer because of the imposition of the 10 per cent duty on fertilisers? All may bear the burden, but the small and medium agriculturists who were taking to fertilisers gradually, will be worst hit.

I do not say that the agriculturists should not pay for the development. But why not a graded land tax or agricultural income-tax by exempting the small holdings be imposed to find resources for the development? The rich agriculturists and their lobby are too powerful and the Government represents them. Hence they are shy to talk of it or persuade the State Governments to adopt this measure. In a field like agriculture, it is absolutely a retrograde measure to tax heavily the inputs, or the result of application of inputs. A few States have imposed agricultural income-tax which came into existence in the fiscal economy in 1904 and which gives a return of hardly Rs. 12 crores. I am sure if all the States adopt this progressive tax measure and raise the rates which are presently nominal, it will definitely yield a revenue which will be many times more than the present-day yield of Rs. 12 crores. The ignorant people do not know, when they stoutly oppose this measure, that the tax is prevalent in 13 States but the rate has been kept at a low level in many States. I will prefer that agricultural income should be taken into account with non-agricultural income for income-tax purposes to indirect taxes on fertiliser and agricultural inputs which are being taken advantage of even by smaller sections of the society. But the landed gentries and their agents are vociferous now and they raise their opposition to such taxes on constitutional grounds. I agree that agricultural tax is a State subject, but Constitution only should not be taken advantage of when their interest is at stake. Similar opposition is being raised when wealth tax of hardly Rs. 4 or Rs. 5 crores is proposed. I am happy that the Finance Minister wants to take into consideration the *bona fide* agriculturists in the country. But I want to say here that

anybody who opposes wealth tax is not doing a great service to those sections of the community who are still groaning under the heavy burden of land revenue. Let the high-ups in the rural sector and the business tycoons who are intruding into that sector to commit further evasion of taxes pay for the development. Let them not shift the burden on to the common man by imposing excise duties on fertiliser.

The Plan outlay for the coming year, 1969-70, represents a modest increase of Rs. 44 crores over that of the current year. It is Rs. 1,859 crores now and it will be Rs. 1,903 crores including Central Assistance to States and Union Territories. Though this includes both revenue and capital account, yet the Budget provides for fresh taxation which is naturally included in revenue account, leave aside the market borrowings, etc. for the Plan to the extent of Rs. 150 crores. Of course, because of the relief on customs duty to the extent of Rs. 23 crores and a grant of Rs. 27 crores to the States, the additional tax revenue to the Centre will be reduced to Rs. 100 crores. But when the entire Plan outlay is increasing by Rs. 44 crores only, what right has the Finance Minister to collect Rs. 150 crores by additional taxation? Will he tax and borrow to pay for non-developmental expenditure? Can't the normal increase of tax revenue take care of the normal increase of non-developmental expenditure? This "Rob Peter to pay Paul" policy is disastrous to the economy and all talk of appeal to pay for growth and planned development is a hypocrisy.

Agriculture is not getting the primacy it deserves. The investment in public sector and other productive sector is not giving the return which is desirable. But additional burden of taxation is put to encourage wastage and corruption in the economy. Just after devaluation, Shri Morarji Desai talked of a 10 per cent cut in administrative expenditure. What has happened to that assurance? The employees are not getting a fair deal, but the parliamentary committees in every report show how crores of rupees of avoidable expenditure is incurred to benefit the favourites. Evasion of tax is a scandal and hoarders of unaccounted money have a merry day in the present regime. If these loopholes

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are plugged and public sector undertakings in which Rs. 3,500 crores have been invested and which now give a return of minus Rs. 35 crores, are properly looked after, we can have easily a much bigger Plan to give us an assured growth rate of seven or eight per cent in the economy. The lack of will and determination and fear to tread on the feet of the vested interests have resulted in an economy of stagnancy, and the idea of a self-generating economy has been thrown to the winds.

If two years of good crop and agricultural production due to favourable climate can generate more of national income, can bring about comparative price stability and accelerate export, a sustained effort to keep agriculture on an even keel will definitely ensure stability and growth of the entire economy. We had occasional spurts in agricultural production 1958-59 and in 1964-65, and then in 1967-68 which was 22.6 per cent higher than the previous year, a bad year for the country. When Rs. 1,445 crores worth of agricultural output was added to the stream of national product in 1967-68, thereby adding 8.5 per cent to the national income, many favourable things naturally followed from it. Export rose by 16 per cent and price stability was attained despite the rise of money supply by 6.5 per cent. If this process does not continue with a determined policy of the Government, then the economy will again move in an anti-clockwise direction, as it happened two years back.

The annual budget does not provide a ray of hope for the future. I am not a prophet of doom, but I am not prepared to live on false hopes when the economy of the country has the capacity to take off, if properly geared. But it demands a change in the structure of the economy and revolution in the approach to problems. Though the Finance Minister has paid lip service to the word "socialism" in his speech, he and his Government which he adorns are wedded to the forces of feudalism and capitalism.

It is presumed that in the current year industrial production may register an increase of 6 per cent and the Minister is very complacent. From a growth rate of nine per cent and anticipation of 11 per cent at one stage,

it has come down to 6 per cent. The recent revival to this extent from zero is due to the agricultural growth. But an immense area of idle capacity remains unutilised, which is boosting the cost and puts our economy in a disadvantageous position in competitive international market. Both private and public sectors are suffering from this bane. Can matters be corrected by only lowering the export duty and including cotton and jute textiles in priority industries for development rebate? These measures may ultimately provide a premium to inefficiency in this sector if the industry and the Government both together do not have a long-term programme to reduce the cost of production and enhance efficiency. Both the sectors in their hey day minted money, fleeced the consumer and took no steps to modernise themselves or help the agriculture sector which provides the raw materials to them.

The introduction in a subtle manner of the *ad valorem* duty in large areas of production including cement, sugar, etc., will definitely put a greater burden on consumers in an inflationary economy and this has an in-built tendency to raise the price. In the field of sugar, where the common man, particularly of the agricultural section of the society, depends upon the open market, the prices have gone up and it is going to be a great burden on his domestic budget. This alone will pick the pocket of the common man to the extent of Rs. 27.45 crores at one stroke by the magic wand of *ad valorem* duty. Some of the excise duties imposed on articles like sugar, cement and kerosene will affect the common man severely.

The burden of debt on the Indian nation is abnormally rising without producing the commensurate results. This has resulted in putting a heavy strain on the exchequer raising the non-developmental expenditure to a disastrous extent. The total debt to-day stands at Rs. 17,865 crores, a seven-fold increase since the inception of planning. As a percentage of net national product, it has become 58 in 1968-69. The payment provision this year amounts to Rs. 569 crores. The per capita debt burden only on Government of India account is more than Rs. 357. This has put a heavy strain on our foreign exchange position. If the loan account goes on increasing in such rapid strides

without producing commensurate results, the economy will soon grind to a halt and disastrous consequences will follow. So fiscal discipline and avoidance of waste and corruption have gained much more importance in this backward economy. But the Budget does not put emphasis on this aspect at all.

In a planned economy, based on a socialist goal, annual budgets are a fine mechanism for development. It is not just a balance sheet of a company. But I am afraid the Finance Minister treats the Government as a company consisting of a section of the well-to-do population in the society as its shareholders. Hence it has failed to gear up the economy in the desired direction and dashed to pieces the hopes of the people.

Mr. Vice-Chairman, I want to say only one word about the drought conditions in this country. In Madras and in some other parts of the country there are famine conditions and up till now all the promises that the Government of India and the Finance Minister gave, have not materialised. I have also been reported that only the day before yesterday most of the opposition members in the Mysore State Assembly sat in *dharna* inside the State Assembly because the peasants who were suffering under drought conditions, have not been properly helped. I may also remind you that though the Mysore and Madras State Governments promised that land revenue would be abolished, up till now land revenue has not been abolished there; instead, in some areas more cess has been imposed on. . .

THE DEPUTY MINISTER IN  
THE MINISTRY OF FINANCE  
(SHRI JAGANNATH PAHADIA) :  
That is a State subject.

SHRI BANKA BEHARY DAS :  
Maybe. But I want to emphasise the point that since relief operations and assistance to the State Governments are the concern of the Government of India, they may put pressure on the State Governments so that land revenue in those areas will be abolished, as they did two years back in the case of Bihar. Thank you.

SHRI T. CHENGALVAROYAN  
(Tamil Nadu) : Mr. Vice-Chairman, I fear I may be accused of paying rather

a rhetorical adulation to my revered leader, the Finance Minister. I welcome such a prosecution if it could be launched. Ever since the Finance Minister assumed the charge of controlling the economic progress and of regulating the financial stability of our country, he has been exhibiting a marvellous sense of balances and checks. Every time he makes the budget proposals, it is an elegant essay on economic statesmanship. Anyone who has known the social, political and economic conditions of our country, the difficulties that dog our way, the disappointments that stare at our faces, will have no hesitation whatsoever in admiring the stoic stiffness with which our Finance Minister has been braving the budgetary problems and prospects. Some may complain that he has given a mixed fare; others may criticise that he has put the proposals in a neutral gear. But no one can say that our Finance Minister has held the nation's economy either as his court dancer or as his captive playmate. If at all any fault could be found, it is his puritanic approach, his stubborn devotion to ideals and principles. The budget proposals, Mr. Vice-Chairman, reveal certain controversial issues and debatable propositions. All these in less abler hands would have completely overshadowed the salient features of the budget.

Mr. Vice-Chairman, on such an occasion as the general discussion on budget, it is necessary and desirable to look back and see what has been the progress and the performance of the past. In the place in which our Indian economy stands today, there is an indication of an industrial revival. There is a 6 per cent increase in industrial production. There is an ample increase and a rise in exports. There is a considerable reduction in imports and an increase in diversified domestic substitutes. And there is massive production on the agricultural front. There has been maintenance of a stable economy. There has been a guarantee of price level. All these are favourable winds that set the sail to this budget. We must also realise that during the past two years we have been very much restrictive in regard to the development outlay. All the romantic rush for fanciful projects and investments of doubtful value and delayed returns have been scrupulously avoided. We also took a turn for a long-run growth.

[Shri T. Chengalvaroyan.]

And, Mr. Vice-Chairman, the great characteristic of our economy since we have won freedom is not the great leap, but the long march. On the whole, the budget gives a very comfortable cushion for a proper appreciation and assessment of the future direction of the economic growth.

Mr. Vice-Chairman, I may be permitted just to stress on the strategy behind this budget. Perhaps any budget with a purpose and with a direction, must assume a certain amount of strategy. And I see in this budget, Mr. Vice-Chairman, a grand strategy as to what should be the guarantee and the maintenance of favourable indications of economic growth. The second strategy to my mind is to achieve certain main economic objectives which were set before our country and ourselves. And thirdly, there is an attempt to make changes in the tax structure in order to give that ability to the Government and to the economy, to sustain progressively a heavier developmental outlay and at the same time to keep a restriction on expenditure, particularly on capital account. Perhaps the Finance Minister has decided to allow these favourable factors to play more fully and forcefully in the coming years so that the economic gains that we have had may be contained and consolidated except with the marginal effort on certain savings and certain proper investments and with a restricted expenditure.

Mr. Vice-Chairman, I may then step on with your permission to consider the trends of the proposals that are contained in the budget. In this budget, as in the previous budget, our Finance Minister has given a very clear indication and a very definite trend of the financial and budgetary proposals for the revitalisation of our economy. I feel the grand trend of these proposals is to see that the quantum of our economic gain on various fronts is safeguarded. The second trend of the proposals in this budget is for the purpose of getting a more export earning. We know from the experience that we have had in the past, that all our budgetary efforts must be definitely directed for the promotion of exports. The next trend of the proposals is to see an industrial revival, particularly in weaker sections, to see that the textile industry gets a

certain amount of revitalisation. I see in this case, Mr. Vice-Chairman, the grand strategy and the principle that our Finance Minister has employed in regard to toning up and tuning the textile industry; take, for example, his abolition of excise duty on coarse fabrics, his reduction of duties on certain other things, and the beneficial change in respect of grey fabrics and processing, all these will be conducive to toning up the weaker sections of the textile industry to the tune of Rs. 15 crores. It is noteworthy that our Finance Minister has balanced this levy by a neutralising effect in regard to the levy on fine and superfine cloth which will get at least Rs. 9.5 crores. In this way, I submit, that the trend of the budget proposals is really conducive to the great industrial revival to which all of us look forward. I am afraid, Mr. Vice-Chairman, this levy on fine and superfine cloth may offend the sartorial sensitiveness of certain modern men and also the feminine fastidiousness of certain fabulous senioritas. The question in all such cases is: What is the importance with regard to these budget proposals?

And the next consideration that I beg of this House to take note of in the present budget proposals is with reference to the sensitive areas where the budget has got a definite impact. Mr. Vice-Chairman, we all live in an age of controversy. And the Centre-State relationship is assuming considerable political contemporary emphasis and it is very necessary that any budget proposals will have to take into account the clamour of the States with regard to the financial adjustments and allocations. They are making a very fabulous demand for a greater allocation of financial resources notwithstanding the opportunity and the occasion they had at the time when the Finance Commission was carrying on its deliberations. It is very curious that the States are having a kind of political neurosis to go in for fresh taxation measures in order to fill up the gap in their budgetary effort. But all the same, the Finance Minister has been as usual very considerate and comprehensive in regard to lifting up and giving a lever for the State finances to attain the stage of higher performance and higher fulfilment.

His provision for Rs. 27 crores of taxation yield and of Rs. 615 crores out of Rs. 1903 crores for plan outlay

must be considered sufficient, if not satisfactory. The second point and the area where the Budget has got a very good impact is the plan outlay. The plan outlay has undoubtedly a budgetary relevance and if we take note of this fact—my friend Shri Banka Behary Das complained that the plan outlay has not received that much consideration—the Finance Minister is between Scylla and Charybdis, the Scylla of bombastic plan and the Charybdis of mitigated effort. In between the Budget has pioneered a very safe and central or medial course of trying to reconcile the available resources with the maintenance of growth and the effort of the Budget is very indicative and eloquent in regard to the reconciliation of the maintenance rate of growth and the availability of the resources. None can find fault with this effort on the part of the Finance Minister that he is trying to co-relate the availability of resources with the prospects. We had been very much struck with the honesty behind this Budget in trying to take into account the available resources, the possibility of domestic borrowings and the probability of external aid and assistance. On the whole I am satisfied as every student of Indian economics will be satisfied that the fiscal proposals of the measures contained in this Budget will undoubtedly help us to catch the economic growth of four per cent. eventually. The third important area where the Budget has got a definite impact is the question of price-level. The debate on maintenance of the price-level seems to be unending but this Budget has made a conscious effort in that direction though it is a painful process. The tactical necessity at the present time is to maintain the producer's price at the agricultural front in order that we may assume, for some time at least to come, the possibility of his coming up with greater production. In other words, in the interest of capital intensive farming, the question of the present prices for the produce in the agricultural front has to be nurtured for some time and in this context the price level will undoubtedly show, under the discipline which this Budget envisages, a very regulated movement in the coming time. The next area of importance is the question of deficit financing. There cannot be a greater opponent to the deficit financing than the Finance Minister himself but in the circumstances, rather in the conspiracy of the circumstances today, no Finance Minister

could possibly regulate his movement when the manoeuvrability of his budgetary effort is so much restricted by the strangulating condition of our economy and therefore if the deficit financing is there to a very minimum order, the Finance Minister has to be very certainly congratulated. I have studied this deficit finance question behind this proposal and I could see that there is a reconciliation in the matter of the maintenance of growth and the stability of the prices. It is a very difficult task, it is a very delicate task and in that difficult and delicate task our Finance Minister has accomplished a rare degree of success for which it is not possible to find a parallel or a precedent. I may also say that with reference to the question of deficit financing, the gap is not so alarming as to make us feel that it will affect either the price stability or the growth of economic condition in the coming future.

I may, with your permission, refer to the impost that the Budget carries. In this connection may I be permitted to state that in all such cases of Excise Duty, one must know that there is what we call a measure of natural growth and more particularly that is visible when we take into account three factors. When our population is increasing, when the rural purchasing power is on the rise and when the consumption habits are getting diversified, I should expect, with no unreasonable importunity, a much greater elasticity from the existing Union Excise Duty than what could possibly be thought of by a new levy but nevertheless, the levy or the impost with reference to certain commodities would certainly be financially feasible and may even be according to orthodox financing. But may I have the indulgence and forbearance of my revered leader, if I were to request him to consider, rather reconsider, the levy on one or two aspects which really give me considerable regret. I have always been saying before this House that with reference to the levy on kerosene, it is the kindly light that leads the poor man amidst the encircling gloom, the flickering flame should not become dimmer and should not ultimately extinguish. That is my prayer to God and my petition to my revered leader. With reference to the levy on sugar, it has been rather bitter. The ad valorem levy of 10 per cent. is justifiable in the context of trying to mop up the profits that the sugar mill industry has acquired, but may I submit, with

[Shri T. Chengalvaroyan.]

very great respect, that the bulk of the sugar produced by the factories are meant only for the urban rationed area and with reference to that question, the proportion of 30 per cent. allocation will have to be very seriously considered in any increased levy on sugar. I am afraid—and I may be wrong and I wish to be corrected by my leader if I were to say—that this may be defeating the very object of the new sugar policy.

Then there is the question of the fertilizer. The levy on fertilizer may be resulting in certain sterile consequences. I do not know how this levy is going to be worked but I always take the assurance of my leader that there will be an equitable consideration and a rational application of this levy in order that the Excise Duty may not have any great effect on the poorer sections and the sector of the agricultural society.

I will have a word with reference to the imposts. Generally the fiscal law—I need not remind my great leader—is that whenever there is a plurality of Excise levy, it always tends to rob the Excise Revenue of its innate elasticity. If that is so, I beg of my great leader to consider whether the levy on fertilizer, on kerosene and on sugar may not be lowered if not altogether removed.

A word with regard to the Wealth Tax which has become rather a contemporary, debatable question and I may submit that the levy of the increased Wealth Tax by way of a adding, to the assets within the meaning of Wealth Tax Act, of the existing agricultural lands and building has been criticised to be unconstitutional and not valid. I have spent some time to study this criticism and I have no hesitation whatsoever in bringing to the notice of the House some of the constitutional provisions which have a bearing on the decision whether it is constitutionally valid or not. I may submit that the question of the Wealth Tax Act is not to be applied directly. It is to be considered with reference to the Union List and with reference to the State List. The argument on the other side seems to be that under item 86 of the Union List it can be the Wealth Tax and it can only be on the capital value and the argument is that by the proposals of the inclusion of the agricultural land income to the Wealth Tax asset it is a colourable exercise of the taxing

power because Entry 49 in the State List and Entry 46 in the State List will come in the way. May I most respectfully remind those critics here or elsewhere that in all these cases, in examining the taxing power of any authority, either the Parliament or the State, we constitutional lawyers, know of the doctrine of 'Pith and Substance'. When we apply this doctrine of 'Pith and Substance' this levy of our Finance Minister answers that doctrine to a pre-eminent degree. For example, if we examined the levy, it is not a levy on the property or the agricultural land or buildings as such. There are two things, Mr. Vice-Chairman. One is the levy on a Subject on the basis of capital value, which will be undoubtedly in the State List; but if the levy is on the capital value itself, then it comes in the Union List. This view, Mr. Vice-Chairman, this taxing power which our Finance Minister has employed in regard to agricultural wealth does not trespass into the State field and much less, does not declare a war on the States. I would only say that this view of the constitutional validity of including agricultural land and buildings for purposes of assessing them to tax within the meaning of the Wealth Tax Act has been upheld in a decision reported in AIR 1962, Kerala 110 where Their Lordships on the Bench have held that there is no trespass in such a case, that the doctrine of pith and substance must apply and they have held the constitutional validity of this wealth tax. Therefore I submit that this criticism against wealth tax may not be sustainable. But the question is how far it is politically feasible, how far it is politically convenient. I entirely leave that to my great leader the latchet of whose shoes I am not worthy to unloose. But I have got some feeling that it may have certain far-reaching consequences and lead to a new alignment of the political forces in this country.

One word more, Mr. Vice-Chairman, and I have done. I make the submission that this Budget is presented at a time when we are at the cross roads of our destiny. We are not at all completely out of the strangulations of the past, nor are we completely safe from the struggles of the present, but nevertheless, Mr. Vice-Chairman, as a person who takes a dispassionate view and makes an objective study of the Budget proposals that have been made, I submit that this Budget satisfies the

well-known principles and canons of budgeting, namely, it maintains continuity, it has got compactness, it has got consolidation, it has got stability, it has got strength, it has got steam, it has a direction and that direction is clear and I hope that the destiny is near.

**SHRI G. P. SOMASUNDARAM** (Tamil Nadu) : Mr. Vice-Chairman, Sir, I am very thankful to you for giving me an opportunity to express my views on the General Budget for 1969-70 which, I feel, is the last but two Budgets of the Congress at the Centre. If the happenings in the Congress for the past ten or fifteen days are any indication of its doom, this Budget may even be the last one.

I must really congratulate Mr. Morarji Desai for his courage if he has brought these Budget proposals even after knowing the results of the mid-term elections. If he has not paid any attention to the outcome of the mid-term poll, if he has not taken any lessons from it, then I am sorry that he is still adamantly anti-people—I mean the common man. It is a pity that the Central Budget, which should have been a model Budget for all the State Governments, has shown itself that it is worse than all the State Budgets which have been submitted after the submission of the Central Budget. While none of the State Governments excepting Rajasthan has taxed the common man, the Central Budget has envisaged additional taxation on the common man. Of course, the Finance Minister has given relief to the rich people. It seems that he has purposely done this. Probably he cannot do otherwise.

Coming to the tax proposals, I do not find any justification for any of his tax measures, particularly the tax on fertilizers and pump sets is a measure taken at a very inopportune time. It is like killing the goose which is laying golden eggs. Agriculture is taking a turn to grow mainly due to the steps taken by the non-Congress Governments in States, and it is surprising that the Finance Minister has thought it fit to tax these items.

Coming to the levy of wealth tax on agriculture, much has already been said about the legal aspect of the issue. I am sure the Finance Minister is aware that the State Governments are clamouring for more powers. They are legitimately right in their demands for more

powers and resources. The Parties which come to power in States do give certain promises to the people for voting them into power, and if they do not have powers and resources, it is obvious that they will not be able to fulfil the promises made by them.

The Central Government should be more magnanimous in giving powers and funds to the States. Instead, the Finance Minister has chosen to be mean and has taken the power to levy wealth tax on agriculture to the exclusion of the States. He has said that he will give the amount to the State Governments back. It is so kind of him, and all the State Governments must be thankful to him for being considerate at least to this extent. But it is not clear from his Budget speech whether the money received from a State by way of agricultural wealth tax will be given to that State, or whether the money collected from all the States will be pooled together and the Central Government will distribute the amount among all the States in any manner they like. If the latter procedure is the one he is going to follow, I would like to warn him that this will be strongly objected to. Further, even if it is legally possible to do, this should not be taken over by the Centre depriving the States.

The hon. Finance Minister may ask me if tax proposals are not there from where he is going to bring money for the Central exchequer. As pointed out by the great leader of Tamil Nadu, the late lamented Chief Minister of Tamil Nadu, Thiru Aringyar Anna, there are four ways to find money. They are (1) Reduce the top-heavy expenditure on the non-Plan side by abolishing a number of Central Ministries which are nothing but duplicating organisations doing no useful work; (2) Bring down the defence expenditure—This requires a bold and imaginative foreign policy, and not a policy of agreeing with everybody. (3) Make the public sector undertakings to work profitably; (4) Effective realisation of tax arrears. The Finance Minister himself has agreed here and elsewhere that the tax arrears are increasing year after year and effective steps are necessary to collect them.

As you are aware, Tamil Nadu is the only State vigorously following the policy of prohibition enshrined in the Constitution. This is a policy which was very much liked by Mahatmaji whose Centenary we are going to cele-



[Shri G. P. Somasundaram.]

brate. Our Finance is also no less than Gandhiji in his views about prohibition. So, in the name of Gandhiji, I request the hon. Finance Minister through you, Sir, to provide from the Central exchequer the amount the State Government is losing by following persistently the prohibition policy. In this connection I would like to point out that the State Government is losing on one side on this account, and on the other is incurring a lot of expenditure in order to pursue the prohibition policy in the State, which is surrounded by wet States.

Lastly I would like to say that our State, Tamil Nadu, is drought-stricken and is heading towards a famine. I therefore request the Central Government to extend the assistance sought by the State Government for tiding over the situation.

Moreover, a crisis has overtaken the handloom weavers in Tamil Nadu. They are suffering very greatly. Particularly in Madras the handloom weavers are undergoing a lot of trouble, are struggling for their daily wants. The Central Government should come to their rescue, should provide assistance from their Famine Relief Fund or anything of that sort.

With these words I conclude my speech.

**श्री सुन्दर सिंह भंडारी (राजस्थान) :** उप सभाध्यक्ष महोदय, माननीय वित्त मंत्री जी ने इस वर्ष का जो बजट पेश किया है वह परिस्थिति को चलते रहने देने मात्र के लिए है। यह कांतिनियुद्धी नहीं है, ड्रैगिडिंग प्रान है। इस कारण अगर कहीं घाटा चल रहा है तो घाटा चलता रहेगा, जहां पर खर्चा चलता है, वह चलता रहेगा। इस तरह से इस सारे बजट में कहीं पर भी इस तरह की चीज दिखलाई नहीं देती है जिससे हम बेजा खर्च को रोक सकें और न ही कोई साहसपूर्ण संकेत इस बजट में प्राप्त होता है। इस तरह से वित्त मंत्री जी ने अपने घाटे की बजट की योजना के अपने सिद्धान्तों को भी विस्मृत कर दिया है। यह दिखलाई देता है कि उन्होंने दो गुनाह कर डाले हैं। लोगों को टेक्स में किसी तरह से छूट नहीं दी है। उन्होंने नये टेक्स लगाकर लगभग 150 करोड़ रुपये

का नया टैक्स लगाया है, और यह सब करने के बाद भी 250 करोड़ रुपये का घाटा दिखलाया है। इस तरह से उन्होंने इस बजट में कोई निश्चित दिशा की तरफ बढ़ने का संकल्प नहीं किया है और न ही ऐसा दिखलाई ही देता है।

उन्होंने अनेक चीजों पर टैक्स बढ़ाये हैं। पहले से ही जनता के ऊपर जीवनोपयोगी 77 वस्तुओं पर टैक्स लगा हुआ था और अब नये बजट में उस संख्या को और बढ़ा दिया गया है। यह कहना कि यह टैक्स किसी तरह से क्रीमत की बढ़ोतरी का निर्माण नहीं करेगा एक अनुचित बात है। यह बात तो जिस दिन से यह सारे टैक्स के प्रस्ताव किये गये हैं उस दिन से ही बाजारों में अनेक वस्तुओं के दामों में बढ़ोतरी हो गई है। अगर वित्त मंत्री जी इस संबंध में आंकड़े प्राप्त करें, तो उन्हें पता लग जायेगा कि उनके टैक्सों के परिणाम स्वरूप बाजारों में चीजों के मूल्य में वृद्धि हुई है या नहीं। इस तरह से बढ़ती हुई महंगाई और बढ़ती हुई कीमतों की वजह से जनता के जन जीवन पर भारी असर होता है।

यहां पर जो सबसे बड़ा विवादास्पद विषय बन गया है वह कृषि भूमि पर पूजी कर है। वित्त मंत्री जी का कहना है कि यह कर आमदनी पर नहीं है बल्कि सम्पत्ति पर है। अर्थात् जमीन पर लगाया गया और जमीन पर उत्पन्न होने वाली घास पर नहीं लगाया गया है। पेड़ पर लगाया गया है और उससे प्राप्त होने वाले फल पर नहीं लगाया गया है। अब यह सारे इतने बारीक भेद हैं जिनका समझना आसान बात नहीं है। और मैं समझता हूं कि इस से इन्कम टैक्स विभाग में भ्रष्टाचार की नई गुंजायश पैदा कर दी गई है। असल काश्तकार कौन है और इस काश्तकारी क्षेत्र में पूजी छिपाने के लिए कौन आ गया है, इसका कौन फैसला करेगा? यह ऐसा विवाद का विषय बन गया है जिसमें अनेक तरह की कठिनाइयां पदा होंगी?

अगर हमें ईमानदारी से उपज बढ़ानी है तो टैक्स की वजह से सारे देश की अर्थ नीति पर

असर पड़ेगा और तरह तरह की मुश्किल भी सामने आयेंगी। वह किसान जो पिछले साल पानी के ऊपर सर भी नहीं निकाल पाया था जिसके अनाज के भावों में पिछले साल गिरावट आ गई थी अभी वह सम्भल भी नहीं पाया था। उसके ऊपर कर्जों का भार अभी भी बना हुआ है। इस तरह के टैक्स लगाकर उसका उत्साह ही समाप्त कर दिया गया है और वह अधिक अन्न उत्पादन करने में सिर्फ निरुत्साह हो जायेगा। इसका नतीजा सारे देश की आर्थिक सम्पन्नता के ऊपर निश्चित रूप से पड़ेगा। इसलिए मेरा निवेदन है कि इस कर प्रस्ताव के संबंध में वित्त मंत्री जी को पुनर्विचार करना चाहिए क्योंकि हमारा कृषि क्षेत्र दो सालों से ही अच्छी स्थिति में आने की कोशिश कर रहा है और उस पर इस तरह से नया कर भार डालना किसी तरह से भी युक्ति संगत नहीं है।

हमारे विकास कार्य भी काफी सुस्त हैं। हम राष्ट्रीय आय की जितनी अपेक्षा कर रहे थे उतनी नहीं हुई है। सन् 1969-70 में केवल 3 प्रतिशत आय की वृद्धि की कल्पना की गई है। लेकिन कर्जों का भार निरन्तर बढ़ रहा है और यही कारण है कि ऐसी सब लोगों की सारी पूंजी को जब हम कर्जों के रूप में निचोड़ लेते हैं तो जनता के पास कुछ नहीं रहता है और उसके पास पूंजी के तौर पर लगाने के लिए बिल्कुल भी गुंजायश नहीं रहती है।

पर्सनल टैक्स में भी इस बार बढ़ोतरी की गई है। बूथलिंगम कमेटी की जो रिपोर्ट है और उसके आधार पर कुछ विशिष्ट श्रेणी तक के लोगों को छूट देने की बात कही गई थी, मगर आज भी इस संबंध में कोई प्रस्ताव का समावेश नहीं दिखलाई देता है। सरकार ने तो उनकी आय पर टैक्स बढ़ा दिया है। मैं केवल सुझाव के तौर पर सरकार के सामने यह निवेदन करना चाहता हूं कि आप जब इनकम टैक्स के असेसमेंट की बात करते हैं, तो जो मोटर वाले लोग हैं उनको तो सरकार की तरफ से छूट दे दी जाती है पर जो स्कूटर चलाने वाली श्रेणी के लोग हैं जिनकी पूंजी 10 हजार से 15 हजार या 20

हजार तक है, उन्हें किसी प्रकार की छूट नहीं दी जाती है। इसलिए मेरा निवेदन है कि मोटर वालों के साथ स्कूटर वालों की आमदनी में छूट देने की ओर सरकार को ध्यान देना चाहिये और मैं आशा करता हूं कि इस मद में छूट दे दी जायेगी। अगर सरकार की ओर से ऐसा कर दिया जायेगा तो वास्तव में इन लोगों को काफी सहायता मिल जायेगी। खसूरू कमेटी ने यह स्वीकार किया है कि पी० एल० 480 के अन्तर्गत जितनी हमें सहायता प्राप्त होती है उससे देश में मुद्रास्फीति हुई है। देश में कीमत बढ़ने का एक कारण यह भी बना हुआ है। इस संबंध में भी सरकार कोई दृढ़ रवैया अपना नहीं सकी है। अभी हमारा बाहर का कर्जा बहुत ज्यादा है और आगामी 5 वर्षों में भी देश को 800 करोड़ डालर की रकम व्याज मिलाकर चुकानी होगी। विदेशों से प्राप्त होने वाला, जो धन है उसकी किस्त चुकाने में ही हमारा सारा रुपया बराबर हो जाता है। इस तरह से इतने वर्षों से जो हम रुपया कमा रहे हैं और जो हमारी अर्थ नीति है, वह बाहर के कर्जों को चुकाने में ही खत्म हो रही है। हम विकास कार्यों को भी अच्छी तरह से नहीं कर पा रहे हैं और इस तरह से खर्चा बढ़ते ही चले जा रहे हैं।

सार्वजनिक क्षेत्र में भी जो काम चल रहा है उसके बारे में भी काफी शिकायतें हैं। स्वाभाविक है कि इन चीजों में कुछ बातें हैं जिन के कारण यह रुकावट पैदा हो जाती है और हम उनका पूरा उपयोग नहीं कर पाते हैं। विशेष कर, कुछ आपकी मिनिस्ट्रीज और कुछ विभाग ऐसे हैं जहां पर किसी विषय पर निर्णय लेने में वर्षों निकल जाते हैं। प्रोपोजल्स देखे हैं सारी चीजें केवल तय करने के लिए पड़ी हैं और तय करने में ही इतना लम्बा समय बीत जाता है कि उसके कारण सारी पूंजी का उपयोग हम नहीं कर पाते या उस योजना को हम का निम्नित नहीं कर पाते। इसका हमें विचार करना होगा कि इस निर्णय लेने के कामों में हम किस प्रकार से शीघ्रता ला सकते हैं।

हम को यह भी विचार करना होगा कि हम को किन चीजों पर नियंत्रण रखने की आवश्यकत

[सुन्दर सिंह भंडारी]

नहीं है। मैं मानता हूँ कि हम एक नियोजित विकास के क्षेत्र में चल रहे हैं और वह आवश्यक है इस देश के लिए। पर नियोजित विकास के इस क्षेत्र में सारे का सारा केवल राज्यों के अधीन ही नहीं चल रहा है। इस क्षेत्र में यह तय हो गया है कि अब केवल राज्यों की मार्फत किये जाने वाले कार्यों से ही सारा राष्ट्रीय औद्योगीकरण का ढांचा और दीवार खड़ी नहीं रह सकती। उत्तरोत्तर जनहित के कामों के लिये, बिजली, सड़क यातायात, होटल व्यवसाय, फार्मेस्यटिकल्स, स्टील प्लांट, मशीन टूल्स, इस तरह के अनेक क्षेत्रों में हम निजी क्षेत्रों के लिये भी अवसर दें और फिर अगर हम उनको अवसर देना चाहते हैं तो नियंत्रण के बन्धनों से जहां तक उनको हटाया जा सकता है, उनके मार्ग की बाधाओं को दूर किया जा सकता है, वहां तक हमें उसके बारे में निश्चित रूप से विचार करना चाहिये। फिर करें के बोझ से हम उनको जितना कम कर सकें उतनी ही उनकी उत्पादन क्षमता बढ़ेगी।

उर्वरकों के ऊपर, फर्टिलाइजर्स के ऊपर जो टैक्स लगाया गया है उसका चारों तरफ विरोध हो रहा है। पिछले दिनों में जितना उस पर रिबेट था वह भी वापस ले लिया गया और अब लेवी ऊपर से लगा दी गई। कुल मिला कर 35 प्रतिशत का फर्क प्रत्यक्ष रूप से थोड़े ही समय में लोगों के ऊपर बढ़ा है, इसका आप को विचार करना चाहिये। मैं मानता हूँ कि जिन लोगों ने कृषि के क्षेत्रों में अपनी आमदनी बढ़ा ली है उसका उपयोग आप सार्वजनिक रूप में अपने हाथ में ले कर करना चाहते हैं। लेकिन आज उन्हीं के पास जो भूमि है वे अपने साधन उसी पर अगर लगा सकें तो उसकी भी बहुत गुंजाइश है। कृषि एक ऐसा क्षेत्र है कि जैसा मैंने शुरू में भूमि की सम्पत्ति कर के सम्बन्ध में कहा कि वह सारे देश की कुल मिला कर राष्ट्रीय सम्पत्ति में बहुत बड़ा योगदान देती है। ग्रामीण लोगों को सहायता करने के लिए योजनाएं काफी बनें। ग्रामीण ऋण समीक्षा समिति के द्वारा भी छोटे किस्म के लाभ की दृष्टि से

कुछ अंतरिम सिफारिशें आपके विचाराधीन हैं। मेरा आपसे निवेदन है कि ये चीजें जो वास्तव में उनको तत्काल सहायता दे सकती हैं, ये विचाराधीन अवस्था में ही अगर वर्षों पड़ी रह गईं तो आज इस सारी परिस्थिति में उनको तत्काल मदद देने की जो आवश्यकता है वे उससे वंचित हो जायेंगे और उसमें से हम उसका लाभ नहीं प्राप्त कर सकते।

शक्कर के ऊपर पिछले दिनों में जो आपने ऐडवेलेरम बेसिस के ऊपर ड्यूटी बढ़ाई है उसके कारण स्वाभाविक है कि उसकी कीमत बढ़ी है और शक्कर के क्षेत्र में सारे उद्योग में भी आज नये नये संकट उत्पन्न हुए हैं। शुगर के सम्बन्ध में एक दृढ़ नीति की आवश्यकता है, लांग टर्म नीति की आवश्यकता है। हर मौसम में भाव को तय करना, कीमत को तय करना मुझे दुर्भाग्य से कहना पड़ता है कि ऐसे मौकों पर हमेशा सौदाबाजियों का जो दौर चलता है, किसानों को पता नहीं रहता कि उसे क्या कीमत मिलेगी। इस कारण से इस सारी शुगर इंडस्ट्री को बहुत घाटा हो रहा है। आवश्यकता है कि गन्ने की उपज में बढ़ोतरी होनी चाहिये और अच्छे किस्म की बोआई लाजिमी कर देनी चाहिये कुछ न कुछ क्षेत्र में। चीनी की मिलें भी जो कुछ जगहों पर केन्द्रित हो गई हैं हम कुछ ऐसी पालिसी एडाप्ट करनी पड़ेगी जिस से इन चीनी मिलों का भी अधिक क्षेत्रों में, अन्य जगहों पर विस्तार किया जा सके। खंडसारी पर आपकी लगाई हुई 12.5 परसेंट ड्यूटी इस संदर्भ में उचित नहीं दिखाई देती। इस सारे उद्योग को इसके कारण बहुत बड़ा धक्का लगेगा।

एक नीति और अपनाई गई है। मैं इसको स्वीकार करता हूँ कि जो किरोसीन क्षेत्र में काम करने वाली कम्पनियां हैं अगर वे यहां से हट सकें तो यह अच्छी चीज होगी और उसके लिये कदम उठाने चाहिये। लेकिन आज उसके कारण जो लोगों की बेकारी और उसके दूसरे परिणाम होते हैं उस सब के सम्बन्ध में कोई न कोई नीति हमें अपनानी होगी। यह कहने से काम

नहीं चलेगा कि वे किसी बाहर की कम्पनी में काम करते थे। सरकार की नीतियों के कारण उनके एम्प्लायमेंट और उनके उद्योग पर, उनके व्यवसाय पर असर पड़ा है और उसकी भी हमें चिन्ता करनी पड़ेगी।

खासकर राजस्थान में जो इस समय अकाल पड़ा है मैं इस विषय में अभी अधिक नहीं कहना चाहता, लेकिन यह बतलाना चाहता हूँ कि पेय जल की समस्या वहाँ पर बनी हुई है। आपने बार्डर रोड्स के लिये कुछ रुपया दिया, लेकिन बार्डर रोड्स के लिये केवल चार करोड़ रुपये की रकम, यह सारी आवश्यकताओं को देखते हुए अपर्याप्त है। खनिज विकास के लिये वहाँ पर बहुत अवसर हैं। पिछले दिनों में हवाई सर्वे के द्वारा राजस्थान के क्षेत्र के सम्बन्ध में मिनरल रिसोर्सेज के बारे में जांच हुई है। आवश्यकता है कि इस समय जब कि वहाँ अकाल के कारण दूसरी समस्याएँ उपस्थित हैं इन कामों को हम द्रुतगति से बढ़ाने की कोशिश करें।

राजस्थान नहर, यह एक ऐसा विषय है जिस को बार बार छोड़ा गया है। मैं स्पष्ट रूप से विन मंत्री के ध्यान में यह लाना चाहता हूँ कि राजस्थान नहर प्रांतीय योजना नहीं है, यह सार्वदेशिक योजना है, सार्वदेशिक महत्व की योजना है। केवल प्रान्त पर इस को सरकार देने से लगभग सारी पूँजी के वहाँ डूबने का खतरा पैदा हो रहा है और जिस क्षेत्र के लिए उस की आवश्यकता वहाँ उस का उपयोग नहीं हो रहा है। ब्यास और सतलज प्रोजेक्ट्स का काम आर्थिक मदद की कमी के कारण धीमे हो रहा है। यहाँ तक कि पिछले दिनों में 1967-68 में, एक महीने तक रेलवे स्टेशन पर मशिनरी आयी हुई थी लेकिन इसीलिए पड़ी रही कि औक्टोई ड्यूटी उस की नहीं चुकायी जा सकी। इन चीजों की तरफ हम गम्भीरता के साथ विचार करना पड़ेगा।

मैं केवल यह कहना चाहता हूँ कि केन्द्र और राज्यों में आर्थिक सम्बन्धों का विषय भी काफी तनाव का बना है। यहाँ पर केन्द्र

की तरफ से ग्रांट्स देने की कुछ व्यवस्था है और ग्रांट देने का पूरा अधिकार केन्द्र की मर्जी पर है। आजकल एक बात चली है कि केन्द्र उस प्रोग्राम का नेचर क्या है इस आधार पर उसको देखेगा। पर यह स्वाभाविक बात है कि इस नेचर को डिटरमिन करने में केन्द्र की मर्जी के अनुसार अगर कोई प्रोजेक्ट या प्रोग्राम लिया गया तब तो ठीक है, उसको ग्रांट मिलेगा वरना नहीं मिलेगा। तो यह जो केन्द्र का प्रांतों के ऊपर थोपने वाला अधिकार है, इसके लिये हमें कोई न कोई व्यवस्था इस तरह की करनी होगी कि इस डिस्क्रिशनरी एलीमेंट में कमी हो और राज्यों और केन्द्र के बीच में निर्माण होने वाले आर्थिक सम्बन्ध जो हैं उनका अच्छी प्रकार से निर्धारण हो सके। मैं चाहूँगा कि इन विषयों की तरफ ध्यान दिया जाय और लोगों के ऊपर जो नए वजन डाले गए हैं उनसे उन्हें राहत दी जाय फिजल खर्चियों को रोक कर, उनकी बिलकुल समाप्त करना हो तो इनकम टैक्स के एरियर्स साढ़े तीन सौ करोड़ के हैं। मैथेमेटिक्स का हिसाब होता तो 250 करोड़ का घाटा, 100 करोड़ के नए टैक्स और 350 करोड़ का इनकम टैक्स एरियर, हिसाब की दृष्टि से बड़ा मरल हो सकता था। मैं जानता हूँ कि यह सम्भव नहीं है, लेकिन मैं यह बताना चाहता हूँ कि अगर इन मदों की तरफ ध्यान दिया गया, अनावश्यक खर्चों को रोकने की कोशिश की गई तो ये सारी जिम्मेदारियों निभाई जा सकती हैं, जनहित के हिसाब से लोगों पर अधिक बोझ न डालते हुए। धन्यवाद।

SHRI B. K. KAUL (Rajasthan): Mr. Vice-Chairman, I have heard most of the speakers belonging to all ideologies and parties, and I must confess that they have put their criticism according to their light. So, I would not deliberate on their criticisms. I will only discuss on certain fundamentals.

To me, Budget is that which reflects the policy which Government follows. From that one can find out what is the policy of the Government. When I look at this Budget and the speech of the hon. Finance Minister, I find that this Budget is neither capitalist nor so-

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cialist. It is a matter-of-course Budget, and I have to compare the Budget with the policy which the Congress has enunciated and I have to see whether this Budget is in tune with it or not. I can understand or appreciate the difficulties which the Finance Minister might be facing or might have faced while drafting out the Budget—may be according to his views. Under that condition he has brought out the Budget. He has tried to act as a cloth-mender who tries to mend the cloth when it gives way at one place and tries to mend the cloth again when it gives way at another place. There requires no originality in mending a cloth, and similarly he has done well in the position of a cloth mender.

What is the originality in this Budget? As I have said, it does not reflect the policy of the Government, I may say that of the Congress Government. The Congress has given us certain basic principles which we should follow and we should bring out those policies into operation. But that is not so in this Budget. It has touched all the various points. In the morning one of the Hon'ble Members, Mr. Mohta, described this Budget as a budget of deficiencies. He belongs to the Swatantra Party. Even the Swatantra Party is not satisfied with this Budget. The Jan Sangh is not satisfied with this Budget.

AN HON. MEMBER : Naturally.

SHRI B. K. KAUL : Who is satisfied with this Budget? Even the Congress Members of this House mostly are not satisfied with this.

SHRIMATI YASHODA REDDY (Andhra Pradesh) : That shows it is a very balanced Budget.

SHRI B. K. KAUL : It is a Budget which does not reflect any fundamentals of the Congress. We are wedded to a socialist form of society and Government. I have read his Budget speech, and I may confess, the hon. Finance Minister will excuse me for saying that, I did not get any thrill. I thought that a Budget from the Congress Government should give some idea, some inspiration to the country of the coming socialism. But that is not there. So I have said, this is matter-of-course Budget, it is a businessman's Budget who has to do this thing or that thing to satisfy one or the other interest.

वित्त मंत्रालय में राज्य मंत्री (श्री पी० सी० सेठी) : आप तो इन्नेस मिनिस्टर रहे हैं कौल साहब।

श्री बी० के० कौल : मैं इसीलिए अर्ज कर रहा हूँ।

I was also in the same plight. Why should I not admit it? I am not saying anything against the hon. Finance Minister. I am saying against the Government as a whole.

श्री नेकीराम (हरियाणा) : सरकार कौन है ?

श्री बी० के० कौल : फाइनेंस मिनिस्टर सरकार नहीं है।

I was just giving out my views and I think after going through that speech, as the lady Member said, he has tried to balance the budget, though it is not a balanced budget. Still he has tried to justify maintaining what is in progress or in continuation and beyond this the Finance Minister or anybody who will be in his place or who might come after him will not be able to do anything. He will also bring a Budget like this unless he is clear in his mind or the Government is clear on its policies as to what type of Government we want to establish. Just by way of reference, I must say there is the Industrial Policy Resolution of the Government of India. The first resolution on industrial policy was declared in 1948. I can understand about that policy because we Congress people at that time were not very experienced about many matters. So, if you go through that industrial policy, it is a confused document. Then came the 2nd resolution again in 1956. There is some clarity in the 1956 resolution. I understand that in our Constitution we have given out that we want a mixed economy. That is true, and if you look at it from that point of view, it is all right. But we have gone a step further. We say that we want socialism in this country. So, there must be something which should show to the people from this Budget that we want socialism. I am not touching on the various tax proposals that the hon. Minister has brought in, I am only talking of those

measures which should have gone in, the formation of this Budget. Till now, we do not know what industries should be put under the public sector and what industries should be in the private sector. It is dove-tailing the two sectors, excepting a few industries. The argument is that there should be competition between the public sector and the private sector, and there the confusion comes in. And this brings corruption both in the administration and elsewhere. We must be clear in our minds which few industries, essential industries, should be under the public sector and which ones should go to the private sector. So, I was telling you that we just want to carry on as it is. We do not want to do something which should go towards the realisation of the ideal which we have adopted.

The hon. Minister has rightly said in his speech about industrial production and agricultural production. These are the two wings which ought to have been thought of. He has tried to do some justice to industrial production, and therefore he has given certain concessions, just like reduction of taxes in exports and imports etc. etc. But I want to know what he has done about agricultural production. We should not forget that is the base of our economy. He might have given some amounts to tubewells and others. But where is the urge to develop agricultural production in right earnest? There is the Rajasthan Canal. I put this question to Hon'ble the Finance Minister. He wants that the country should be free from taking loans and aids, from PL-480 and so on and so forth. He should therefore see that the Rajasthan Canal is developed in no time. Mr. T. T. Krishnamachari who was the Finance Minister some years ago had that in his mind, he tried to take over the Rajasthan Canal under the Central administration. Because till such time as the Rajasthan Canal is not developed, the question of foodgrains of the country will not be solved. We are prepared to incur expenditure to the tune of crores for bringing grains from outside, but we are not prepared to spend towards the construction of the Rajasthan Canal. It is moving at a snail's speed. We must have a revolution on that side also—unless our agricultural base is developed strongly, our industrial base can never be strong. But I do not know what is coming in the way of the hon. Finance Minister.

The Rajasthan Government has moved the Centre to take up the responsibility of the construction of Rajasthan Canal and solve the food problem of India for all time. But they will not do it because the Rajasthan Government cannot bring pressure on the Central Government. They are docile in that respect. That Government is calm and quiet. They may move the Central Government sometime or the other but without any pressure. So, I say that when the Finance Minister is very keen to develop one sector, why should he not think in terms of developing agricultural production also? On the contrary, he has put certain hindrances, I may say, in the production of agricultural commodities. He has proposed certain taxes. I do not say about the wealth tax on agriculture. But I do not find that there is any justification to tax pumps, to tax fertiliser. You must give all the impetus to the agriculturists. But there, the Budget is not as charitable as it should be. I understand the difficulty of the Finance Minister. He is tight in finance. He has to incur loans to meet and balanced the Budget. But why should he not spend in addition some more money for the development of the Rajasthan Canal?

If you go through the Budget, you will find that the taxes are there. And as I have said before, it is more or less the same type of Budget which is placed before the House year to year every year. I do not find any proposals of economy I have gone through the voluminous literature that is placed before us regarding this Budget. Where is the economy in expenditure? What justification we have before the world while taxing the people, we are not showing any economy in the administrative expenditure? It may be said that there are so many difficulties, for example, as to how to absorb the retrenched employees. There are created so many new appointments. Those retrenched people can be absorbed against all such new appointments and thus you can keep your expenditure at one and the same level. But this Budget which has been placed before us is the creation of whom? Not of the Finance Minister, but of the creation of the bureaucracy. They do not want to cut their own throat. Where is the simplification of the administrative expenditure? I must submit to the hon'ble Finance Minister that unless we evolve something whereby we

[Shri B. K. Kaul.]

find out some method of simplification of the administration, India's fate is doomed and some other government which does not believe in huge civil expenditure like this, shall replace us. There must be simplification. Sir, though the Administrative Reforms Commission is there to do the job, it is also surrounded by bureaucrats excepting a few members. So you have to find out how to curtail this expenditure on civil administration particularly.

Mr. Sethi just asked me that I was the Finance Minister of Rajasthan and I should have done all this. I may inform him that I used to bring in reduction at least in the administrative expenses of about a crore of rupees a year.

**SHRI MORARJI R. DESAI:** And still left it in deficit. For the whole Plan they wanted Centre's help. This was their Budget.

**SHRI B. K. KAUL:** I am talking about economy in expenditure.

**SHRI KRISHAN KANT (Haryana):** He is talking of his period.

**SHRI MORARJI R. DESAI:** In his period he left a deficit.

**SHRI B. K. KAUL:** If you are strict it is possible that you can bring economy. One has to be strict. This type of Budget will not allow us to survive and if we do not think in that direction, we will not survive.

I have given some fundamentals of the Budget. This Budget apparently may be a balanced Budget and may keep the mouth of some shut for a year or two, but it is a Budget of drift because it has not given us any direction towards our ideal.

Thank you.

**श्री रेवती कान्त सिंह (बिहार) :** उपसभाध्यक्ष जी, मैं इस बजट की खूबियों और खराबियों पर विस्तार से कुछ नहीं कहूंगा क्योंकि हमारी पार्टी की ओर से माननीय मंडल जी बोल चुके हैं और उन्होंने बहुत विस्तार से बजट के बारे में अपनी बातें रखी हैं। मैं सिर्फ इतना कहना चाहता हूँ कि जिस देश में हर साल किसी न किसी कोने में अकाल पड़ता हो और जिस देश में अनाज की कमी हो, अनाज की पैदावार की कमी हो उस देश की सरकार पम्पिंग सेट पर

अतिरिक्त कर लगाये और खाद पर कर लगाये तो समझ में नहीं आता कि इस देश में अनाज की पैदावार कैसे बढ़ाई जायगी। उसका बुरा असर खेत की पैदावार पर पड़ने वाला है। और अभी एक नया टैक्स कृषि-सम्पत्ति-कर लगाने की बात इस बजट में है। मैं और हमारी पार्टी उन लोगों में से हैं जो इस बात को मानते हैं कि खेती की पैदावार से अगर किसी को मुनाफा होता हो तो मुनाफे पर टैक्स लगे। इसमें हमें कोई एतराज नहीं है लेकिन खेत की पैदावार से मुनाफा नहीं होता हो और सिर्फ खेत पर टैक्स लगे ज़मीन पर टैक्स लगे यह गलत बात है। ऐसा नहीं होना चाहिये। क्योंकि खेत सम्पत्ति नहीं है वह पूंजी है और पूंजी पर टैक्स लगाने की बात इस बजट में की गई है। अगर उसके बदले में यह किया गया होता कि जिन लोगों को खेत की पैदावार से मुनाफा नहीं होता है, इस तरह के खेत रखने वाले किसानों को जिनकी जीविका खेती है और जो कि लगभग 85 से 90 परसेंट तक है उनको मालगुजारी से छूट दे दी जाती, उनको मालगुजारी से मुक्त कर दिया जाता और खेती की पैदावार से जिनको मुनाफा होता है उनके मुनाफे पर प्रोग्रेसिव टैक्स लगाया जाता, तो मैं इस बजट का स्वागत करता। लेकिन इस बजट में खेत पर, ज़मीन पर, जो टैक्स लगाया गया है उससे डिसपैरिटी आती है। अगर गांव के किसान के पास ज़मीन है चाहे उस ज़मीन से उसको मुनाफा न होता हो, आमदनी न होती हो, उसको तो टैक्स देना पड़ेगा लेकिन शहर में किसी के पास अगर ज़मीन है उस ज़मीन पर मकान बना कर के वह किराया कमाता है तो उसको उस ज़मीन पर ऐसा सम्पत्ति कर नहीं देना पड़ेगा। जिस समय मंडल जी बोल रहे थे उस समय माननीय सदस्य चौधरी साहब ने पूछा कि मंडल जी आप पर टैक्स लगेगा या नहीं तो मैंने उनको कहा था कि मंडल जी पर तो टैक्स लगेगा लेकिन जो आपकी आलीशान चौधराने वाली बिल्डिंग आरा में है उस पर नहीं लगेगा। और इसीलिये मैं इसका विरोध करता हूँ।

मैंने शुरू में कहा कि बजट की खूबियों और खामियों पर बहुत तफसील में मैं नहीं जाऊंगा। एक ओर तो बजट में हर साल नये नये टैक्स लगाये जाते हैं, नये नये विभाग खोले जाते हैं और दूसरी ओर जो वर्क खोले गये हैं, जो सरकारी दफ्तर ह, उनमें जो काम करने के तरीके हैं, व्यूरोक्रेसी के, अफसरशाही के जो तरीके हैं, उसके चलते न तो आम जनता को कोई राहत पहुच पाती है और न उन दफ्तरों में काम करने वाले छोटे मुलाजिमों को कोई राहत मिल पाती है। मैं आपके सामने एक बहुत ही छोटा सा उदाहरण रखना चाहता हूँ। आप इस बात को महसूस करेंगे कि आज की स्थिति में जब कि हमारे देश में बेकारी की समस्या अपनी चरम सीमा पर है छोटे छोटे लघु उद्योगों का कितना महत्व हो सकता है और छोटे छोटे लघु उद्योगों के कारीगरों की ट्रेनिंग का कितना महत्व हो सकता है और इस महत्व को भारत की सरकार ने महसूस किया है और मैं इस बात को मानता हूँ और महसूस करता हूँ कि उसने सारे देश में हर राज्य में स्माल इंडस्ट्रीज सर्विसेज इस्टीमेट खोले हैं। बिहार में भी, पटना में एक इस्टीमेट है लेकिन सिर्फ इस्टीमेट खोल देने से ही बजट में उसके लिए रुपया प्रोवाइड कर देने से ही और हर साल उन रुपये को खर्च कर देने से ही उद्देश्य की पूर्ति नहीं हो जाती। अब मैं आपको उदाहरण देना चाहता हूँ कि पटना में जो स्माल इंडस्ट्रीज सर्विसेज इस्टीमेट है उसके डाइरेक्टर जी एल० आर० उपासनी साहब किस तरह से वहाँ काम करते हैं। श्रीमन् इस्टीमेट के द्वारा उसके डिमान्डेशन वैंस और एक्मटेशन सैटर्स की मार्फत कारीगरों को छोटे छोटे उद्योगों की ट्रेनिंग दी जाती है और डिमान्डेशन वैंस द्वारा लगभग सौ, सवा सौ लोगों को हर साल ट्रेनिंग दी जाती रही है। जो एक्मटेशन सैटर्स हैं मुजफ्फरपुर में, धनबाद में और रांची में, उनके द्वारा हर साल करीब 1000 से ज्यादा लोगों को ट्रेनिंग दी जाती है। वह ट्रेनिंग पाकर लोग छोटे छोटे उद्योगों में लगे हुए हैं, काम कर रहे

हैं, लेकिन उपासनी साहब जब से वहाँ डाइरेक्टर होकर गये उन्होंने क्या किया कि वह चार जो डिमान्डेशन वैंस हैं, जिसमें सारी मशीनरी फिटेड है, उनका काम था गांव गांव में जाना वहाँ के लोगों को ट्रेनिंग देना, डिमान्डेशन करना कि छोटे उद्योगों को कैसे चलाया जा सकता है। खास तौर से पिछली बार बिहार में जो अकाल पड़ा था उस समय उन डिमान्डेशन वैंस के द्वारा पम्पिंग सेट्स की मरम्मत में इतना लाभ पहुचा था, इतनी सहायता पहुची थी, कि भारत सरकार ने यह तय किया कि अगर राज्य की सरकारें इन गाडियो को बेटर परपज और बेटर यूज के लिये लेना चाहे तो इन्टीट्यूट दे सकता है। सारे हिन्दुस्तान के किसी राज्य की सरकार ने और राज्यों के स्माल इंडस्ट्रीज कार्पोरेशन ने गाडियों को न मांगा न लिया, बिहार की सरकार ने भी लेने से इनकार किया लेकिन उपासनी साहब ने जबर्दस्ती चारों गाडियो को बिहार स्माल स्केल इंडस्ट्री कार्पोरेशन के माथे पर थोप दिया। और कार्पोरेशन ने क्या किया क्या उसका बेटर यूज कर रहा है? उस गाडी में से सारी मशीनरी को निकाल दिया गया और निकाल कर कन्डेम कर दिया गया, वह सड़ रही है, गल रही है, और गाडी सामान ढोने के काम में, ट्रक के रूप में, यूज हो रही है। तो यह बेटर यूज हो रहा है। और आज धनबाद में सेन्टर खोलने के लिये वहाँ की जनता, जमशेदपुर के लोग, मांग करते हैं एक सेन्टर बनाया जाय। मगर उपासनी साहब ने दिल्ली के हेडक्वार्टर को लिखा है कि उन चालू सैटर्स को बद कर दिया जाये। उपासनी साहब कहते हैं अगर हमारी कार्यवाहियों का विरोध करेंगे तो मैं पटने के इस इस्टीमेट में ताला लगा दूंगा। अगर इस ढंग के एग्रीमेंट आफिसरों को बहाल कराके ऐसे इस्टीमेट्स में रखा जायेगा तो इन इन्टीट्यूट्स की मद में चाहे जितना रुपया प्रोवाइड कर दिया जाये उस रुपये का दुरुपयोग होता है, उपयोग नहीं होता है। मैं सरकार से यह निवेदन करूंगा कि उपासनी साहब को पटना से बुलाया जाय और बिहार का उनसे पिछ छुड़ाया जाये जो ऐसे आफिसरों से ...



[THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA) in the Chair]

श्री पी० सी० सेठी : यह तो गवर्नर का काम हुआ ।

श्री रेवती कान्त सिंह : देखिये, मैं गवर्नर पर नहीं बोल रहा हूँ । अगर मुझे उस पर बोलना होता तो मैं और ज्यादा बोल सकता हूँ । मैं अभी जो डाइरेक्टरी आपके सेन्ट्रल गवर्मेन्ट से संबंधित है उस पर बोल रहा हूँ ।

श्रीमन्, एक ओर तो स्माल स्केल इन्डस्ट्री इन्स्टीट्यूट जो पटना में है उस इन्स्टीट्यूट के एक्सटेन्शन सेन्टर और गाड़ियों की जो हालत है वह मैंने आपको बतलाई । दूसरी ओर जो वहां छोटे छोटे कर्मचारी उसमें काम करते हैं उन कर्मचारियों को दिन रात उपासनी साहब, डाइरेक्टर साहब, परेशान करते हैं हैरान करते हैं । मैं आपको दो एक छोटे उदाहरण देना चाहता हूँ । एक रामदेव झाइवर का, जिसने डाइरेक्टर साहब को रांची हजारीबाग रोड के नेशनल पार्क के प्लेजर ट्रिप पर ले जाने से इन्कार कर दिया, उसको नौकरी से हटा दिया गया । उसका काम डाइरेक्टर साहब की प्लेजर ट्रिप के लिये गाड़ी ड्राइव करना नहीं था । इसी तरह से पेरू स्वीपर ने उनके घर को साफ करने से इन्कार किया, उसको भी नौकरी से हटा दिया गया । एक लोअर डिविजन क्लर्क कृष्ण मुरारी जिसने उनके कहने के मुताबिक काम नहीं किया, जो दफ्तर का काम नहीं था उनका व्यक्तिगत काम था, उसको भी नौकरी से हटा दिया गया । और तीसरी ओर डाइरेक्टर साहब क्या करते हैं कि पहले उस इन्स्टीट्यूट का ऑफिस था बोरिंग रोड में । बोरिंग रोड ऐसी जगह स्थित है जहां से सेक्रेटेरिएट नजदीक है और शहर नजदीक है, छोटे छोटे उद्योग धंधे वाले जो कारखाने हैं पटना शहर के वह नजदीक हैं, लेकिन उपासनी साहब अपना दफ्तर उठा कर ले गये पाटलिपुत्र कालोनी में, शहर से बिल्कुल दूर । वहां जाने का नतीजा क्या हुआ है ? मकान का किराया दुगुना हो गया, सरकार के बिल दुगुने बढ़ गये ।

मकान के किराये में, और जितने लोग पहले जाते थे उस इन्स्टीट्यूट से लाभ उठाने के लिये उन लोगों की संख्या में कमी हो गई । यह उपयोग हो रहा है उस इन्स्टीट्यूट का ।

फिर, सरकारी नियम कायदे के मुताबिक जब स्टाफ कार मौजूद है वहां दूसरे पब्लिक कन्वेयन्स अवलेबल हैं तो भी बराबर डाइरेक्टर साहब अपनी निजी कार से दौरा करते हैं जिसमें एडीशनल टी० ए० उनको मिले । जो आदमी बिहार में स्माल स्केल इन्डस्ट्री, लघु उद्योगों के विकास में, बाधक बन रहा है, मैं एक बार फिर जोर देकर सरकार से यह निवेदन करूंगा कि उस आदमी को पटना से वापस बुलाया जाये, दूसरी जगह उसको भेजा जाये जहां वैसे आदमी की जरूरत महसूस होती हो ।

श्रीमन्, एक ओर तो पटना में उनकी यह हालत है, इसी ओर उनका जो हेडक्वार्टर है यहां, डेवलपमेंट कमिशनर फार स्माल स्केल इन्डस्ट्रीज, यहां से प्रमोशन के मामले में इतनी गड़बड़ियां होती हैं कि जो सीनियर हैं उनके क्लेम्स को इग्नोर करके, जूनियर्स को प्रमोशन दे दिये जाते हैं । मैंने एक प्रश्न किया था, पता नहीं मैंने तो स्टार्ड क्वेश्चन भेजा था लेकिन राज्य सभा के सेक्रेटेरिएट की कृपा से वह अनस्टार्ड हो गया, जिसमें उस पर सप्लीमेंटरी करने का मौका नहीं मिल सकता । तो मैंने उसमें पूछा था कि क्या ऐसे मामले भी हैं जब कि सीनियर लोगों को इग्नोर करके या सुपरसीड करके जूनियर लोगों को प्रमोशन दिया गया है । जवाब में कहा गया है :

"In two recent cases promotions were made based on the selection list drawn up by the departmental promotion committee and the question of overlooking the claims of senior officers does not, therefore, arise."

मैं उदाहरण देना चाहता हूँ । हमारे पास छः छः आदमियों के नाम हैं जिनको प्रमोशन दिये गये हैं : श्री ए० एस० बंदोपाध्याय, श्री एस० के० शर्मा, श्री पी० वी० वर्मा, श्री के० सी०

माधुर, श्री आर० मुखर्जी, श्री सी० वी० कुप्पु-स्वामी । अपने सीनियर लोगों को सुपरसीड करा के इन लोगों को प्रमोशन दिया गया है और ऊपर वाले दो केसेज में ग्राउन्ड बतलाया गया है : आउटस्टेडिंग मेरिट के हैं । मैं सरकार से जानना चाहता हूँ कि कैंरेक्टर रोल में गुड, बेरी गुड, आउटस्टेडिंग रिमार्क्स देने का क्राइटेरिया क्या है ? क्या जिसको मन में आता है उसको आउटस्टेडिंग लिख दिया जाता है, जिसको मन में आता है गुड लिख दिया जाय, जिसको मन में आया बड लिख दिया जाये । अगर उसके लिये कोई क्राइटेरिया है तो सरकार बतलाये कि वह क्राइटेरिया क्या है ।

श्रीमन्, मैंने अभी हाल में एक प्रश्न किया था कि क्या अभी सेन्ट्रल गवर्नमेन्ट ने जो डिप्यरनेस अलाउन्स का कुछ हिस्सा बेसिक पे में मर्ज किया है उसके चलते क्लास "सी" सिटी में रहने वाले केन्द्रीय कर्मचारियों को, जिनको 499 रु० पहले मूल वेतन मिलता था, उनके हाउस रेन्ट अलाउन्स में कुछ घाटा लग रहा है और अगर लग रहा है, जो कि वास्तविकता में लग रहा है और उनको करीब 35 रु० 62 पैसे माहवार का घाटा लग रहा है, तो क्या सरकार अपने नियमों में ऐसा संशोधन करेगी . . .

**उपसभाध्यक्ष (श्री महावीर प्रसाद भार्गव) :** देखिये, आपके पन्द्रह मिनट पूरे हो गये हैं । 18 मिनट आपसे पहले आपकी पार्टी के एक माननीय सदस्य ने लिये हैं । अगर आपके दूसरे सदस्य नहीं बोलने वाले हैं तो आप 7 मिनट और बोल सकते हैं ।

**श्री रेवती कान्त सिंह :** मैं दो मिनट में खत्म करता हूँ । तो उत्तर में मुझे बताया गया कि ऐसी बात सही है कि उनको घाटा लग रहा है । मैं सरकार से निवेदन करना चाहता हूँ, अगर मूल वेतन का लिमिटेशन 499 रु० से 120 रु० और बढ़ा दिया जावे तो क्लास "सी" सिटी के जो कर्मचारी हैं, उनको जो वर्तमान में मिलता है, उसमें उनको घाटा नहीं लगेगा ।

क्योंकि उस नियम में ए और बी क्लास सिटीज में काम करने वाले केन्द्रीय कर्मचारियों को लाभ हुआ है, वहा दूसरी ओर सी क्लास सिटीज में काम करने वाले केन्द्रीय कर्मचारियों को 35 रुपये 62 पैसे महीने का घाटा हुआ है । इसलिए मैं इस डिसपरिटी को खत्म करने के लिए सरकार से निवेदन करना चाहता हूँ ।

श्रीमन्, मैं अंत में पुनः यह कहना चाहता हूँ कि इस बजट को इस तरह से रखा जाता जिससे एडमिनिस्ट्रेशन में जो टाप हैवी एक्सपैन्डीचर है वह कम किया जाता और उसको रोका जाता । अगर इस तरह की इसमें कोई व्यवस्था होती तो सरकार को नये टैक्स लगाने की जरूरत नहीं पड़ती तथा डफिसिट फाइनेंसिंग करने की जरूरत नहीं पड़ती ।

इन शब्दों के साथ मैं उम्मीद करता हूँ कि जो प्वाइन्ट मैंने रखे हैं सरकार उन सबपर ध्यान देगी और उसका जवाब देगी ।

**श्री पंडरीनाथ सीतारामजी पाटील(महाराष्ट्र):** उपसभाध्यक्ष महोदय, सदन के सामने 1969-70 का जो बजट आया है, उस पर कुछ अपने खयाल, अपने विचार, आपके द्वारा मैं सभा के सामने रखना चाहता हूँ । इसमें जो आय व्यय के अंकों का व्योरा दिया है, उसके बारे में कई माननीय सदस्यों ने कहा है, मैं उस संबंध में सदन का ज्यादा समय नहीं लेना चाहता हूँ । क्योंकि मिनिस्टर साहब की बजट पुस्तिका में भी यह दिया हुआ है ।

इस साल के बजट रस्तावों को देखने से मालूम पड़ता है कि करीब 250 करोड़ रुपये का घाटा अगले साल शासन को आने वाला है । मैं इस बात को अभी तक नहीं समझ सका हूँ कि हर साल हमारे सामने घाटे का बजट क्यों आता है । मैं कई सालों से देख रहा हूँ कि हमारे सामने हर साल घाटे का बजट आता है और कोई न कोई नया टैक्स हर साल बढ़ा दिया जाता है । जब टैक्स बढ़ा दिया जाता है तो उससे वस्तुओं की कीमत भी बढ़ जाती है ।

“ [श्री पट्टरीनाथ सीतारामजी पाटील]

जब वस्तुओं की कीमत बढ़ जाती है तो सरकारी कर्मचारी और दूसरे कर्मचारी को महंगाई भत्ता बढ़ाने के लिए आन्दोलन करना पड़ता है। मजदूर भी महंगाई भत्ता बढ़ाने के लिए हड़ताल करते हैं और इस तरह से कई दिनों तक यह झगडा चलता रहता है जिससे देश में कोई उन्नति नहीं होने पाती है। इसलिए मैं यह निवेदन करना चाहता हूँ कि सरकार को अपनी इस नीति में परिवर्तन करना चाहिये।

हमें यह बतलाया जाता है कि योजनाओं को कार्यान्वित करने के लिए धन की आवश्यकता है और इसी वजह से नये नये टैक्स अगले साल आ रहे हैं तथा लगाने जरूरी हो जाते हैं। मैं एक देहूत का आदमी हूँ। देहूत के आदमी को इस बजट को देखने से कोई आशा मालूम नहीं देती। वह इस बजट में ऐसी कोई नई बात नहीं देखता, जिससे अगले साल देहूतों में कोई नई योजना शुरू की जायेगी ताकि उनके जीवन के आय व्यय में सुधार हो सके तथा उनकी आमदनी में बढ़ोतरी हो सके। इसलिए मेरा निवेदन यह है कि माननीय वित्त मंत्री जी को इस तरह भी ध्यान देना चाहिये जो कि अभी तक नहीं दिया गया है।

मैं आपके सामने कुछ सुझाव रखना चाहता हूँ। सरकार अगर अपनी आमदनी को अच्छी तरह से उपयोग करती, तो सरकार ने जो टैक्स आज लगाये हैं उनकी लगाने की आवश्यकता नहीं होती। पहली बात मैं यह निवेदन करना चाहता हूँ कि सरकार अपने एडमिनिस्ट्रेशन के ऊपर जो खर्च करती है वह जरूरत से ज्यादा है। मैं अपने प्रदेश के देहूतों की बात करता हूँ। मैंने देखा है कि पहले हमारे 25-30 गावों के बने एक सर्किल में एक ही छोटा अफसर रहता था। अब तो वहाँ गाव गाव में पचायत का सेक्रेटरी है, ग्राम सेवक है, ग्राम सेविका है और इस तरह के कई छोटे छोटे आफिसर हैं गये हैं। अब हमारे यहाँ सर्किल में नौकरों की संख्या जरूरत से ज्यादा बढ़ गई है। पचायत समिति में और जिला परिषद में भी कई नौकर बढ़ गये हैं। जिले में डिप्टी कमिशनर

या क्लैक्टर के वहाँ भी हृद में ज्यादा बड़े अधिकारी भरे हुए हैं। इतने लोगों की वहाँ पर आवश्यकता नहीं है। जब कोई नया बड़ा आफिसर रखा जाता है या कोई नया दफ्तर खोला जाता है, तो उसके लिए बिल्डिंग और क्लर्क तथा चपरासी रखने पड़ते हैं, उनके प्रवास-भत्ते, उनकी मोटरे, पेट्रोल का खर्चा, ड्राइवरों का वेतन इस तरह से सरकार का खर्चा बढ़ता ही चला जाता है। अतः मेरा निवेदन यह है कि इस तरह की फिजल-खर्चों की आवश्यकता नहीं है। शासन को एक कमेटी बनाकर इस चीज की जांच करनी चाहिये ताकि वह अनावश्यक सरकारी खर्च में कमी करने के बारे में सुझाव दे सके। अगर सरकार यह कार्य करेगी तो हमारा बहुत सा खर्चा बच जायेगा।

दूसरे, जो हमारे टैक्स हैं, जैसे इन्कम टैक्स है, सुपर टैक्स है, मत्यु टैक्स है, वे अच्छी तरह से वसूल नहीं हो पाते हैं। बहुत से धनवान लोग जो इन टैक्सों के देने वाले हैं, वे सरकार को किसी न किसी तरीके से धोका देकर इन टैक्सों के देने से छूट जाते हैं और सरकार भी उनसे इन टैक्सों को वसूल नहीं कर पाती है। इसलिए मेरा निवेदन है कि जो ऐसे धनवान लोग हैं, जिनके ऊपर सरकार का टैक्स बकाया है, जो टैक्स देने में चोरी करते हैं, उनसे सख्ती के साथ टैक्स वसूल किया जाना चाहिये। सरकार की यह नीति रहती है कि कुछ सालों तक वह इस तरह का टैक्स धनवानों से वसूल नहीं कर पाती है, उन्हें बाद में माफ कर दिया जाता है। इस तरह की जो नीति है वह अच्छी नहीं है। सरकार को धनवानों से समय पर और सख्ती के साथ टैक्स वसूल करना चाहिये। हमारे देश में वातानुकूल की बात चारों तरफ चल रही है। रेल में आप जाइये तो आपको डिब्बे वातानुकूल मिलेंगे और चीजों के रखने के लिए भी अब वातानुकूल मकान बनने लग गये हैं। इसलिए मेरा निवेदन है कि जितनी भी हमारे देश में ऐसी लगजरी की चीजे हैं इनके अतिरिक्त जैसे शराब

THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA) : It is time for you to wind up.

SHRI G. R. PATIL : Therefore, I humbly submit, Sir, that the hon. Minister should kindly look into these matters. Thank you.

SHRI BALACHANDRA MENON (Kerala) : Sir, coming as I do from a State which exports the maximum number of young men all over India for all kinds of jobs, I am afraid that when I speak to-day you might even feel that I am getting subjective, or that I am actuated by narrow regional feelings. I fully appreciate the difficulties that will be created if the people of the locality do not get jobs when big industries come up. Regional imbalances will be created, it is true. There is also another thing . . .

SHRI LOKANATH MISRA : Law and order problem.

SHRI BALACHANDRA MENON : . . . that certain States do not have either public sector or private sector industries coming up. Boys have to go to other places for jobs and they have to be provided jobs because they are Indian citizens. It is not that because they like to leave their homes that they go over thousands of miles to other places ; it is only because they want to have jobs. Lakhs and lakhs of our people are crying for jobs and they raise their arms for jobs but even years after, except for a few, they do not get any job. Should that be the situation? When you take up this issue, I want you not to treat it lightly, not to encourage movements like Shiv Sena which only play into the hands of the very industrialists who want to bring about disparities in the country and bring about fight in the country. That is what they would like to do. We should not play into their hands. So I would submit that people of the locality should be taken first certainly for unskilled and semi-skilled work, but in the case of skilled work, all people in India should be given equal chance and we should have the right to compete. We are prepared to go anywhere as long as you do not industrialise every area. And as long as you go on treating certain areas as industrially backward areas, then we will have to go out and compete. There is no use in your being angry. Whoever tries to bring about the Shiv Sena spirit in any

State does the greatest disservice to this country. Let that be remembered. I know why it is being done. If in the name of that you think you can deprive the few people who are here of their jobs and ask them to go back, then I can tell you integration in this country will not be there. It will bring about disintegration. People will not accept humiliation. An Indian citizen wherever he is, he must have the right of an Indian citizen. Let that be very clear, and we are not going to be brow-beaten and asked to go back to our place where, however best we may try, we will not get jobs. Our boys find it very difficult to get any job there. . . (Interruption) I know you say you will not allow us the right to get the work. We do not want any sort of preference anywhere. But allow us the right to get the work, only that and nothing more because ours is a small State with 1,200 people per square mile, with the largest number of the educated unemployed. What shall we do? (Interruption) What I am asking is : Should our talents not be used for the sake of rebuilding our country? Should we not also have a place in rebuilding the whole of this country? I am asking only that much. Therefore, I say that you must have a policy regarding the lower jobs, regarding the unskilled jobs. We do not want our future India to consist of only unskilled people. Is it that you want? The skilled people must become more skilled. Give them a chance to train the unskilled workers. Only then the industry will succeed ; otherwise, it will go on losing and it loses because you are not accentuating the talents. You do not care for them. And this is the result of it.

SHRI T. V. ANANDAN (Tamil Nadu) : Sir, this question in this House would not have arisen had it not been for the delay caused by the Government in implementing the Fourth Five Year Plan. Soon after the Third Five Year Plan if the Fourth Plan had succeeded, the question of unemployment in this country would not have been there. However, talking on the subject under discussion now, I do not think that people from Madras, I mean Tamil Nadu, will go over to Orissa for Class IV posts as unskilled labour. They will never go for those posts. But as for the statistics furnished by my honourable friend of the Swatantra Party that there are only 5,000 out of

for the local people but also for others who are unemployed, but it was particularly for the local people. Otherwise, Mr. Vice-Chairman, I fail to understand why there should be an agitation in Andhra Pradesh for the establishment of a steel plant at Visakhapatnam. It was not that they wanted merely that it should be located in Andhra Pradesh. They wanted it because they thought that because of the establishment of such plants or such public sector undertakings, local people would get employment and round about that plant, they may build some small townships and the people round about that area can get more and more employment opportunities not only in the public sector undertakings, but also in the other concerns that may come up around those public undertakings. That was the main idea. If that was the point of view, I fail to understand why we have not got any definite policy regarding this. Mr. Banka Behary Das rightly pointed out about these senas like the Shiv Sena. I know that the Shiv Sena has taken birth out of the unemployment amongst the educated people of Maharashtra, particularly from Bombay City. Unless and until we do not give any opportunity to such things, and unless we have a very firm policy in regard to this matter, I am sure, Mr. Vice-Chairman, that such volcanic eruptions that took place in Bombay recently are likely to be repeated in other parts of the country also. Therefore, a fundamental question arises in this matter. It is not a question concerned with public sector undertakings only. I would like to urge upon the hon. Minister that wherever even private industries are set up in all these big cities and other places, and they are financed by the public financing institutions, a condition should be laid down, while giving financial assistance, that they should give the top-most priority to the local people particularly in regard to class III and class IV categories. The National Integration Council which held its meeting at Srinagar, presided over by the Prime Minister, has come to some decisions. I would go a step further and say that at least 80 per cent of such posts in class III and class IV categories should be reserved only for the local people. As far as the other posts are concerned, let there be advertisement; let there be merit test. But even there, a feeling is being created that if the boss of a particular

undertaking belongs to a particular State, then naturally a large number of people from that particular State are appointed in that public undertaking. And it is a fact. Even in Bombay in public undertakings like Trombay Fertilisers and the Atomic Energy Commission, even gardeners, sweepers and peons are brought from outside the State. This is going on every day and the Shiv Sena leaders are exploiting the frustrated and disappointed young elements in Bombay City, and it is because of this that the senas come up. Therefore, I humbly request the hon. Minister to see that there is a definite policy to remove such feelings. The hon. Minister may say that employment exchanges are there. But I know that posts are kept vacant for a pretty long period and some stop-gap arrangements are made, some temporary appointments are made, and when temporary appointments are made, they need not refer to the employment exchange. For four months or three months they are appointed and then their services are terminated; and again they are being appointed. In that way, persons from outside the State are continued in their posts and this causes a sort of ill feeling among the local people. Therefore, I personally feel that a time has come when, not only as far as the public undertakings are concerned but also as far as the private undertakings are concerned, if financial assistance is given by the Government of India, a condition should be laid down while giving such loans through the L.I.C. or the Investment Corporation or the Industrial Finance Corporation, whatever it may be, that the local people should be given due priority, particularly in regard to class III and class IV categories. Also some guidelines should be given to the selection boards. I entirely agree with Mr. Banka Behary Das that a representative of the Government of the State concerned should be in the board. I would even say that there should be a proportional representation of the State Government concerned on the selection board, so that there will be no cause for such ill feelings or misunderstanding because these are creating more and more disintegration. From the point of view of the integration of the country and in order to eliminate such ill feelings, this has to be done. Mr. Kota Punnaiah mentioned about hatred. It is not hatred for other persons . . .

[श्री रेवती कान्त सिंह]

जमींदारी हो गयी है। मैं आप को उदाहरण देना चाहता हूँ कि बरौनी में जो फटिलाइजर फैक्ट्री खुली है उस में करीब 500 आदमी बहाल किये गये हैं, और श्रीमन्, आप को यह सुन कर ताज्जुब होगा कि उनमें 100 से भी कम लोग लोकल हैं। और वह लोकल लोग भी चौथे दर्जे पर केजुएल लबरर बहाल किये गये हैं। माली और स्वीपर से ले कर बड़े अफसर तक सब के सब जनरल मैनेजर के प्रान्त में बुलाये गये हैं। क्या बरौनी के इलाके में माली और स्वीपर का भी काम करने वाले नहीं रह गये हैं? मैं यह मान लेता हूँ कि जिस प्रान्त में जनरल मैनेजर सहव आये होंगे उस प्रान्त में बहुत टैलेन्टेड लोग होते होंगे। लेकिन माली और स्वीपर का काम करने वाले लोगों को भी बाहर से बुलाना यह मेरी समझ में नहीं आया। अभी दो, तीन, चार महीने पहले आप ने बोकारो के बारे में अखबारों में देखा होगा कि ऐक्जीक्यूटिव इंजीनियर का वहाँ डिसमिस्सल वगैरह जो हुआ उस के पीछे क्या था? बोकारो में माली और स्वीपर से ले कर जनरल मैनेजर तक सब के सब दूसरे प्रान्तों के थे जब कि बोकारो की फैक्ट्री के लिये जमीन वहाँ के अदिवासियों से और लोकल लोगों से एक्वायर की गयी थी।

यह सही है कि हम सब लोग भारत के नागरिक हैं और सारे देश के लोगों को सारे देश में घूम कर के अपनी रोजी और रोटी कमान का हक है। लेकिन इस हक का मतलब यह नहीं होता है कि यह हक इम्बैलेन्ड ढंग से, अमृतुलित ढंग से उपयोग में लाया जाय, किसी एक राज्य के लोग दूसरे राज्य में जा कर इस हक को प्राप्त करे और उस राज्य के लोग अपने राज्य में रह कर भी बेगाना बन जाये। अगर यह स्थिति नहीं सुधारी गई तो इस देश में आज शिव सेना, लच्छित सेना आदि जो संगठन बन रहे हैं उस को कोई रोक नहीं सकता है। अगर उस को रोकना है तो आप को इस स्थिति को सुधारना पड़ेगा।

इस स्थिति को सुधारने के लिये हमारे कुछ मुझाव हैं। सबसे पहले तो यह है कि व्यावहारिक रूप में निश्चित तौर पर इस बात को देखना पड़ेगा और इस को अमली रूप देना पड़ेगा कि जो नान-टेक्नीकल पोस्ट्स हैं उन जगहों पर तो उसी राज्य के, और खासतौर से जो लैंड लूजर्स हैं, जिन की जमीन आप ने एक्वायर की है, जो लोकल पीपुल हैं, उन को उस में एम्बार्ब किया जाय। दूसरी बात यह है कि जो टेक्नीकल पोस्ट्स हैं उन टेक्नीकल पोस्ट्स के लिये भी आप ऐम्प्लायमेंट ऐक्मचेज की मार्फत, दूसरी मशीनरी की मार्फत आप देखें कि अगर उस राज्य में उस योग्यता के लोग नहीं मिलते हैं तभी आप बाहर के लोगों को बुला कर रखें। लेकिन अगर उस राज्य में लोग अवेलेबिल हैं तो वैसी हालत में बाहर के लोगों की कालोनी वहाँ बसाने से स्वाभाविक रूप से रिएक्शन होगा, प्रतिक्रिया होगी और लोकल लोग एन्टी-सोशल एलीमेंट्स के बहकावे में आएंगे और शिवसेना और लांचित सेना जो हैं वे होती रहेगी। इसलिए मैं सरकार में चाहूँगा कि सरकार यह नीति तय करे कि जो पर्सनल आफिसर हो, जो जनरल मैनेजर हो, वे उस राज्य सरकार के मार्फत ही लिए जायें, उस राज्य के हों और कम से कम सैकड़ों में 75 जगहें लोकल लोगों को दी जायें। सैकड़ों में 25 जगहें बाहर के लोगों को दी जायें क्योंकि, जैसा मैंने कहा है, हम सब भारत के नागरिक हैं और कहीं भी जाकर रोटी-रोजी पा सकते हैं।

SHRI G. R. PATIL (Maharashtra) : Mr. Vice-Chairman, Sir, this is no doubt a very important discussion regarding the present policy of the Government in regard to the appointments being made in the public sector undertakings. Now, not only in big cities like Calcutta, Madras and Bombay, but by and large, wherever these public undertakings have been established in various States, the main objective behind the establishment of these public undertakings was to give more and more employment or to create more employment potential not only

start appointing local labour in the industry when industrial growth takes place.

There are two things, Mr. Vice-Chairman. So far as skilled posts are concerned, take only merit into consideration. You can have either locally or from outside the technical people; otherwise it would be very difficult to run the industry. Already we have heard the report that public undertakings are running under losses. I do not know the reason. I request the hon'ble Minister to explain the phenomenon. Is it due to labour unrest, or is it due to labour-managerial conflicts? He should explain all these points when he replies. Why are losses heavy in the public sector undertakings? I request the hon'ble Minister to see that local labour is appointed in industries; at least 70 per cent. of the unskilled should be local. Care should be taken to see that scheduled castes, scheduled tribes and backward communities are properly represented in the public undertakings.

Then the principle of right men for right job should not be neglected at any cost. That should be the principle of any industry. They can appoint any number of local people but it should not affect the economy of the industry. These things should be taken care of.

I may be permitted, Mr. Vice-Chairman, to request the hon'ble Minister to see that capable non-official members should be appointed to handle these public undertakings.

**SHRI LOKANATH MISRA :** But if you leave that charge to the Minister he will choose people like Mr. K. D. Malaviya.

**THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA) :** Let him have his say.

**SHRI KOTA PUNNAIAH :** I entirely agree with Mr. Lokanath Misra when he said that they acquired that land for the industry which belongs to the scheduled castes and scheduled tribes people, backward people who cannot go and represent to the Government, who cannot influence the office, who cannot go to the courts of law, whose weakness is taken advantage of, whose ignorance is taken advantage

of. They are acquiring lands of the poor ryots, particularly people from the backward communities and scheduled castes and scheduled tribes. I request the hon'ble Minister to take care in acquiring these lands.

**श्री रेवती कान्त सिंह (बिहार) :** माननीय उपसभापति जी, यह जो वहम हो रही है कि पब्लिक सेक्टर में सरकार की नियुक्ति की नीति क्या हो तो सचमुच में सर्कुलर्स या कायदे तो कागज पर बन जाते हैं बने हुए हैं, कि लोकल पर्सन्स को प्रीफरेंस दिया जायेगा लेकिन व्यवहार में बिल्कुल इस का उल्टा होता है। बिहार में भी कुछ पब्लिक सेक्टर के कारखाने हैं।

**श्री नेकी राम (हरियाणा) :** व्यवहार में उल्टा होता है, या बिहार में?

**श्री रेवती कान्त सिंह :** व्यवहार में। बिहार में भी कुछ पब्लिक सेक्टर के कारखाने हैं। जो बोकारो में हिन्दुस्तान स्टील लिमिटेड का कारखाना है, हटिया में हैवी इंजिनियरिंग कोरपोरेशन का कारखाना है, चन्द्रपुरा में डी०वी०सी० का एक बहुत बड़ा पावर स्टेशन है, बरौनी में आयल रिफाइनरी है और बरौनी में जो फ्रैटिलाइजर्स फैक्ट्री खुल रही है, इन तमाम जगहों में जब हम जाते हैं और देखते हैं तो ऐसा लगता है कि इन कारखानों के जनरल मैनेजर या डायरेक्टर जिस प्रान्त से भेजे जाते हैं, जिस प्रान्त के होते हैं उसी प्रान्त का वह कारखाना जमींदारी हो गया है।

**श्री नेकी राम :** नहीं, नहीं ऐसा नहीं है।

**श्री रेवती कान्त सिंह :** आई कैन बैट यू...।

**श्री नेकी राम :** कोई मजदूर हिम्मत कर के वहां काम करने जाय...

**श्री रेवती कान्त सिंह :** मुझे कहने दीजिये और मेरे समय को एनक्रोच मत कीजिये। ऐसा लगता है कि जिस राज्य से वहां के जनरल मैनेजरगये हैं उस राज्य की वह

[Shri D. Thengari]

Then there is the question of over-staffing and understaffing also. The problem of overstaffing arises because the original estimates are very often incorrect. But it is not the fault of those who are in the public sector undertakings that they are found to be surplus. It is the mistake of those who made the original estimates. And therefore it should be seen that there is no retrenchment, that they are absorbed in the same undertaking, and the employment given to them should be with no loss of seniority or grade.

There is also the question of understaffing. I know of many of the departments; their workload is so high that needs to be shared by a greater number. So, a workload analysis should be conducted in the different departments of every undertaking, and wherever there is necessity of further recruitment, it should be done expeditiously.

Our policy should be of progressive elimination of foreign technical know-how. Now, that cannot be arranged unless proper precaution is taken at the time of arriving at agreements with the foreign collaborators. So, right from the beginning, this precaution should be taken so that, in course of time, we should be able to replace the foreign technical know-how with our own.

One rule should be strictly followed that there should be no direct recruitment to the higher posts wherever suitable persons are available for the same in the lower grades, which is generally one of the causes of heart-burning.

Now, the general experience is that the public sector undertakings have failed so far to attract the best talents in the land. The reasons are obvious. Our values of life are materialistic, economic, and the private sector can give alluring and more attractive pay scales. Some way should be found out to stop this diversion of talents to the private sector. And for this purpose—I do not know whether it would be feasible but it is worth experimenting—even as we have got the standardisation of nomenclature or description of jobs and designation of jobs, we should explore the possibility of evolving standardisation of pay scales for the different jobs, whether

those jobs are in the private sector or in the public sector or in the co-operative sector. . .

Regarding top managerial posts, if these posts are manned by bureaucrats who have no business acumen or knowledge or intimate understanding of industrial psychology, naturally the undertakings will have a very bad employer-employee relationship and they will fail in making profits. Therefore it is necessary, it seems, that we must have, as suggested by Mr. Krishan Kant, a sort of All-India Service for the public sector undertakings for recruitment to them of people with the necessary qualifications.

Regarding deputationists also, I think the time is ripe when we should not allow things to drift. Some norms and standards should be evolved about deputationists in the different undertakings and these should be uniformly implemented.

**SHRI KOTA PUNNAIAH** (Andhra Pradesh) : Sir, this is a very, very important subject because the unemployment problem is there in the country. If the Government were able to solve the unemployment problem, this regionalism or this question of local labour appointment would not have arisen. It is because the employers are recruiting labour from outside the State where the industries are located, therefore it has given rise not only to local labour hating the labourers who are working in these industries but also hating the entire people from the State from where they have come to work. If they come from Andhra Pradesh they not only hate the Andhra labourers working in the industry but they hate the entire industry people. This hatred leads to anti-national feeling. This is the situation. Many a time we have discussed that regionalism is increasing. It is not regionalism but it is the unemployment problem which is increasing. If the Government were able to tackle this unemployment problem, all these things would not have arisen. Local labour should be appointed in the industries wherever they are available. As the industries grow, as they expand, you have to increase the labour force. You have to draw from the agriculture labour. Unless you appoint the local labour you cannot attract the agricultural labour. You can meet the future demand if you