

†[GRANT GIVEN TO PRODUCTIVITY COUNCIL.

\*188. SHRI NAWAB SINGH CHAUHAN: Will the Minister of COMMERCE AND INDUSTRY be pleased to state whether any grant is given to the Productivity Council and if so, what amount was given last year?]

THE MINISTER OF INDUSTRY (SHRI MANUBHAI SHAH): Yes, Sir. A sum of Rs. 5 lakhs was given to the National Productivity Council as grant during 1958-59.

‡[उद्योग मंत्री (श्री मनुभाई शाह) : जी हां। १९५८-५९ में राष्ट्रीय उत्पादिका परिषद् को अनुदान के रूप में ५ लाख ०० की रकम दी गयी।]

श्री नवाबसिंह चौहान : ये जो प्रोडक्टिविटी काउंसिल की यूनिट्स हैं उनकी संख्या कितनी है और जो लोकल काउंसिल्स हैं क्या उनको भी ग्रांट्स में से मदद दी जाती है ?

श्री मनुभाई शाह : इत्तीस काउंसिल यूनिट्स हैं और उनको पचास परसेंट इमदाद दी जाती है मैचिंग ग्रांट्स की बेसिस पर।

A.I.R. NEWS-BULLETIN ON WITHDRAWAL OF STRIKE BY THE EMPLOYEES OF THE MADHYA PRADESH STATE

\*189. SHRI NIRANJAN SINGH: Will the Minister of INFORMATION AND BROADCASTING be pleased to state whether it is a fact that the 8:15 P.M. news-bulletin of the All-India Radio of December 17, 1959, relayed the News that the strike of Class III and IV employees of the Madhya Pradesh Government had been withdrawn?

†[ ] English translation.

‡[ ] Hindi translation.

THE MINISTER OF INFORMATION AND BROADCASTING (DR. B. V. KESKAR): In the English bulletin on the 17th December, 1959, it was mentioned that the strike of Madhya Pradesh Government employees was withdrawn in Gwalior, but in the Hindi bulletin at 8:15 P.M. the mention of Gwalior was unfortunately left out. However, when this came to the notice of the Director of News Services full details were given in the next Hindi news bulletin on the 18th morning.

SHRI NIRANJAN SINGH: Why was it not broadcast in Hindi when it was broadcast in English?

DR. B. V. KESKAR: It is an unfortunate mistake of the Hindi translators. An enquiry was made and they have been warned that such mistakes should not occur in future.

PRIME MINISTER'S LETTER TO CHIEF MINISTERS OF STATES ABOUT THE DEVELOPMENT OF CITIES

\*190. SHRI V. K. DHAGE: Will the PRIME MINISTER be pleased to state:

(a) whether it is a fact that he has addressed a letter to the Chief Ministers of States with regard to the development of cities; and

(b) if so, what are the suggestions made therein?

THE DEPUTY MINISTER OF EXTERNAL AFFAIRS (SHRIMATI LAKSHMI MENON): (a) and (b) Yes, The Prime Minister addressed a letter to the Chief Ministers on October 29, 1959, which dealt with various steps to be taken for reducing costs in construction. In the course of this letter, the planned development of cities, with a view especially to avoid new slums being created, was referred to. A copy of this letter is laid on the Table of the House. (See next page).

No. 2211-PMH|59

NEW DELHI,

October 29, 1959

My dear Chief Minister,

In a number of my letters to you, I have pointed out the importance of reducing costs in construction. In every major or minor project, a substantial part of the expenditure incurred is in construction. If the total expenditure in our Five Year Plans is analysed, I am sure that a big part of it will be for construction. I have myself, rather uncharitably, criticised the Public Works Departments. The criticism was not so much of individuals, but rather of the old fashioned standards and designs that they followed. Any substantial reduction in the cost of construction would make a very considerable difference to our Plan outlay.

2. Some time ago, the Planning Commission produced a note on this subject which pointed out a number of ways of reducing cost and achieving economy consistent with efficiency. Later, the Committee on Plan Projects appointed a Team for the Evaluation of Buildings Projects. The leader of this Team was Shri S. K. Patil, Minister of Food and Agriculture. The other members were experts and engineers. The report of this Team is a very interesting document. The Team found that the traditional view of economy, namely, by reduction in staff strength, was outmoded and that most of the codes and practices still in use were rooted in the traditions of the Nineteenth Century. Real economy would come from a modernisation of construction practices and techniques.

3. Among the major buildings examined by this Team were:

- (1) Grain Godowns,
- (2) Multi-Storeyed buildings,
- (3) Factory buildings,
- (4) Slum Clearance Schemes,
- (5) Residential buildings, and
- (6) Small Storage structures.

Later two additions were made to this list:

- (7) National Water Supply and Sanitation Schemes, and
- (8) Bridges.

4. I do not propose to write at any length about this Team's report but, even within the short space of time at their disposal, the Team achieved significant success in reducing building costs in the projects examined by it to the extent of Rs. 6.5 crores. Further, there was saving of steel to the extent of 79,000 tons which meant a saving in foreign exchange.

5. (1) Grain Storage structures. Previously the roofing of the grain storage structures, as adopted by the Central P. W. D., consisted of the orthodox type of steel trusses with G. I. sheeting. The work of the Team showed that shell type roofing would prove cheaper and lead to a saving of 56,000 tons of steel and Rs. 1.8 crores in cost. This was accepted by the Central Ministries of Food and Agriculture and Works, Housing and Supply.

6. (2) Multi-Storeyed buildings. Here it was found that there was great difference between various types of such structures. Apart from somewhat unnecessary expenditure in framework, external cladding and finishing, space utilisation was often unsatisfactory and the range per square foot of useful carpet area varied from Rs. 22 to Rs. 63. The Team's recommendations for multi-storeyed buildings are expected to lead to ten to fifteen per cent saving in the total cost of the building.

7. (3) Factory buildings. In regard to the industrial estates which are being planned and are growing up all over the country, there was much room for economy and for the saving of structural steel. In the Nangal Fertiliser Factory, some suggested changes will result in a saving of Rs. 11 lakhs as well as lesser quantity of steel being used. In the Heavy Elec-

trical Project at Bhopal, the Team found that the proposed use of steel was excessive. According to the design prepared by the Team, 8,000 tons of steel would be saved and economy in cost would be of the order of Rs. 80 to 90 lakhs out of a total cost of Rs. 4 crores.

Among other factory projects that are being examined by the Team are the Rourkela Fertiliser Project, the Foundry Forge Project at Ranchi and the Optical Glass Factory at Durgapur. It will be seen that the Team has already achieved considerable success. This is due to the introduction of new techniques of analysis of an advanced nature which substitute previous practices, now outmoded, in factory construction.

8. (4) Slum Clearance Schemes are of high importance and a great deal depends upon the cost. The Team found that progress had been unsatisfactory because of (a) absence of proper organisation; (b) absence of a clear enunciation of policy on the schemes; and (c) lack of advanced planning. Cheap roofing is an important element in the cost. The doubly curved shell roof, developed by the C.S.I.R., has been adopted by many engineers. This was used with success in a major scheme of housing for the army at Ambala.

9. (5) Residential buildings. The outlay of such buildings is very considerable. In the Second Five Year Plan, about Rs. 200 crores are to be spent on residential houses. The Team have said that it should not be difficult to effect an economy of about ten percent.

10. The Team has so far studied the working of the Central P.W.D., the Engineering Department of the Railways and the Public Works Departments of West Bengal and Bombay. Their study will be extended to other States, notably Madras, Mysore and the Punjab. The members of the Team felt that project authorities

were not realising the importance of the proportion of expenditure on buildings in the total cost of projects. Thus, enough attention was not paid to the design and economy in buildings. Foreign designs were adopted without consideration for Indian conditions. Dependence on foreign consultants has not proved satisfactory as they are not fully acquainted with Indian conditions.

11. The Team have suggested that there should be a continuous examination of the construction of civil works by an extra-departmental agency. In a departmental system, the experts tend to become an integral part of the decision and thus cannot, by the very nature of the task, take an objective view.

12. I have given above a very brief account of the work of the Team for the Evaluation of Buildings Projects and the success achieved by them already. They are continuing their work and I have no doubt this will further result in considerable economy. You will, I hope, draw the attention of your Public Works Department to these new and encouraging procedures that are being adopted. They can get in touch with the Planning Commission or our Ministry of Works, Housing and Supply to get further information.

13. There is another matter to which I should like to draw your particular attention. This is the planning of cities. Our urban population is growing fast and our cities are expanding, usually without any order or method. This is already producing grave problems in these cities in addition to those that already existed, such as, slums. In fact, new slums are being constantly created. It is of great importance to prevent this at its very inception and to have a well thought out plan of the city as it should be in the next ten or fifteen years. If this plan is there, every step taken should be to implement that plan. Delay is harmful.

14. In every great city, there is a tendency for speculation in land. The right course is for the State or the Corporation to buy up a good deal of land and thus control the speculation as the city grows. This will also help in planning later. This, of course, is not enough. There should be an approach to this problem by expert town planners and this planning will have to be a continuous process. That is to say, a plan, when made, should not be considered as the end of planning. The implementation of it is also part of that planning and new problems constantly arise. In a great and growing city, there has to be this continuous planning. The cost of such planning is recovered many times over by the savings made.

15. In Delhi, we have approached this question of planning in a big way and a Delhi Planning Authority has been functioning for several years, aided by some high-powered experts from the United States which the Ford Foundation has provided. They are now approaching the end of this initial planning period and their report is, I believe, in the press. They have looked far ahead and it will no doubt take many long years before we can give effect to all their recommendations. We intend keeping this planning body functioning to help in implementing the plan. This highly trained team can be utilised later by other cities, in addition to their own town planning staffs.

Your sincerely,

(Sd.) Jawaharlal Nehru.

To

Chief Ministers of all States and  
The Prime Minister of Jammu  
and Kashmir State.

SHRI V. K. DHAGE: Sir, in the letter the Prime Minister has said that it would be too early for the Government to pay up loans in advance for development of cities. May I know,

Sir, whether the States have expressed any difficulty in this regard?

SHRI JAWAHARLAL NEHRU: I do not remember having received any criticism on this subject from the Chief Ministers.

SHRI V. K. DHAGE: He has also stated in the letter that in the development with regard to the planning of Delhi, a special committee has been appointed with the help of the Ford Foundation and that the views and advice of this committee would be available to the other cities for the purpose of planning. May I know, Sir, whether there has been any such request from any States with regard to the advice of this expert committee?

SHRI JAWAHARLAL NEHRU: I do not know, Sir. As far as I know, no special request has come, but possibly some enquiries may have come, but I cannot say definitely. Anyhow, this present Committee in Delhi has been so heavily occupied with Delhi. The idea was that after it had more or less completed its work here, it would be available elsewhere. But, of course, its work here will not be complete by the presentation of the plan. It will continue.

SHRI V. K. DHAGE: Would the Government consider, in order to afford the facility to the State Governments, paying them loans in the matter of providing finance to them in some way or the other?

SHRI JAWAHARLAL NEHRU: That is an entirely different question. The Government have agreed to give some help in regard to the removal of slums in three or four major cities—Bombay, Calcutta, Madras, Kanpur, Ahmedabad—I forget them—four or five cities like that. That is a different matter. But to tie this up with the advice to them about planning, because we help them in one way, the consequence being that we should provide them loans, is going too far.

**SHRI K. C. REDDY:** I would like to add that recently a scheme has been sanctioned for this particular purpose, and certain amounts have been made available to the various State Governments for the purpose of acquisition and development of land.

**SHRI BHUPESH GUPTA:** The hon. Minister has said that certain amounts have been made available to the States with a view to assisting them. May I know whether, while giving assistance to the States, the Government have found out through their own enquiry that in such States like West Bengal, the State Government are buying lands through their favours by paying excessive amounts and that it involves a greater charge on the Central exchequer or on the State's funds on account of these high prices that are being paid?

**MR. CHAIRMAN:** You protest against the insinuation.

**SHRI BHUPESH GUPTA:** No insinuation. We have stated it in the memorandum.

**SHRI JAWAHARLAL NEHRU:** I know nothing about this matter, Sir.

**SHRI BHUPESH GUPTA:** You do not know. That is why I am drawing your attention to this. I know that you would not be in a position to know it. But Dr. B. C. Roy is doing it.

**SHRI JAWAHARLAL NEHRU:** The hon. questioner is supposed to elicit information, not to give it.

**SHRI JASWANT SINGH:** I would like to know whether this letter of the Prime Minister to the various Chief Ministers is merely in the nature of suggestions or they are supposed to act on these suggestions.

**SHRI JAWAHARLAL NEHRU:** I write to the Chief Ministers periodically and put forward ideas and suggestions to them. It is for them to

accept or not to accept them. I cannot force down these things. Our relations are more of co-operation than of issuing directions or orders to them.

**SHRI JASWANT SINGH:** If in important cases which are essential, for financial reasons or for some other difficulty, they do not act upon the suggestions, what will be the position in such cases?

**SHRI JAWAHARLAL NEHRU:** It is a hypothetical question. If it is a matter of a breach of the Constitution or of some major rule, naturally it will be considered in a different way. But suppose it is a matter which cannot easily be carried out. For instance, I say that a construction should be cheaper. Now, everybody agrees with that principle. But how it is implemented, how it is applied, is a different matter.

**SHRI BHUPESH GUPTA:** Sometimes, the Prime Minister passes on good ideas to the Chief Ministers, as we gather from the newspaper reports. May I know whether he has any machinery for checking up as to how these ideas are accepted and if they are accepted, how they are being implemented in the States by the Chief Ministers?

(No reply.)

**MR. CHAIRMAN:** We give advice to the hon. Member. He never accepts it.

**SHRI BHUPESH GUPTA:** All good advice. Dr. B. C. Roy does not accept it. That is why I say this. Or I will provide that machinery.

**DR. CHAMAN LALL:** May I ask the Prime Minister whether, in view of the importance of this letter which deals with saving crores of rupees in the matter of construction, it would not be proper to give this letter wide circulation and circulate it to Members of Parliament?

**SHRI JAWAHARLAL NEHRU:** So far as this particular letter is concerned I have placed it on the Table of the House. As for publicity and circulation, I think that it will come out in the newspapers. I am prepared to circulate it to anybody else for suggestions.

\*191. [*The questioner (Moulana M. Faruqi) was absent. For answer, vide cols. 1114-15 infra.*]

\*192 to \*194. [*Postponed to the 24th February, 1960.*]

**MCNALLY TRADE MISSION FROM THE UNITED STATES OF AMERICA**

\*195. **SHRI BHUPESH GUPTA:** Will the Minister of COMMERCE AND INDUSTRY be pleased to state:

(a) whether it is a fact that a United States Trade Mission under the leadership of Mr. James W. McNally arrived in India in the first week of January this year;

(b) if so, whether the Mission has made any proposal regarding investment of United States Capital in India; and

(c) if so, what are the details of the proposal?

**THE DEPUTY MINISTER OF COMMERCE AND INDUSTRY (SHRI SATISH CHANDRA):** (a) Yes, Sir.

(b) and (c). No such proposals have been put to the Government.

**SHRI BHUPESH GUPTA:** It appears again from the newspaper report—the Statesman of January 7—that this gentleman made some concrete proposals and that he made a statement to the effect that proposals had been made and he also said that there was very great scope for private investment and so on, on the basis of the concrete proposals that had been sponsored or mooted.

**SHRI SATISH CHANDRA:** I said that no such proposals have been put to the Government. It is an exhibition of machinery required by small-scale industries, and it is between the parties, the sellers and the buyers, to negotiate among themselves. If they require development licence subsequently under the Industries (Development and Regulation) Act, only then will the Government come to know about it.

**SHRI BHUPESH GUPTA:** May I know whether, when such delegations or exhibitions come here for selling their goods, it is the policy of the Government to leave them entirely in the hands of the private traders or whether the Government take steps at the initial stages in order to see that proper types of negotiations are conducted and transactions are made in the interests of the general economy of the country according to the Plan?

**SHRI SATISH CHANDRA:** This is an exhibition meant for selling small machines if the people require them here. We also hold exhibitions in America and in various other countries. This is a reciprocal arrangement. They have exhibited some machinery here. If negotiations take place and the private parties come to some agreement, Government will be informed about it.

**SHRI BHUPESH GUPTA:** Has the attention of the Government been drawn to the fact that the entire purpose of this mission under cover—or whatever it is behind this sign-board—of the exhibition and so on was to create, as they said in the statement, more intensive capital investment in India in the private sector, sometimes over the head of the Government through bilateral deals with their counter-parts here? I have got such papers with me.

**SHRI LAL BAHADUR:** What Shri Bhupesh Gupta has said is quite wrong, because the purpose was en-