

[Shri Govind Ballabh Pant]

murdered; a reign of terror was practically not only introduced but carried out with vigour in that area. They were, however, quelled and the rebellion there came to an end. After that, some of the leading men of the Naga National Council, including Sakri, who was the Secretary of that Council withdrew from it. They gave up the demand for independence and wanted some arrangement that would enable them to develop according to their own lines but to remain within the Union of India. That was their resolution. And what followed, Sakri was tied to a tree and shot down. Many of his companions were similarly treated. Many *gaon bhoads* were kidnapped and there was utter lawlessness in that area. Violence was let loose. In the circumstances, the civil authority found itself unequal to meet the situation and the Army was sent to help the civil authority in the restoration of peace. There was no desire to carry out anything that would smack of vengeance but they had to function under difficult circumstances. "They were handicapped. The terrain was of a special type and they could not have recourse to the orthodox military methods. They had to treat the men as our citizens, as our own brethren. It was only where violence could not otherwise be controlled that they had to proceed against those men. Definitely these were the instructions. So we never wanted the army to be there. And apart from the Army the Assam Government as well as the Centre has been spending an appreciable amount in this area. I agree that a lot has to be done; communications have to be established. Otherwise also the forests have to be developed and several other things have to be done. But we have throughout been actuated by one sole motive and that is how to ensure and promote the welfare of the Nagas living in this area. That shall continue to be our effort and I hope this Bill will be helpful at least in preparing the ground for the achievement of the objective which we all commonly share.

MR. CHAIRMAN: The question is:

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

SHRI V. K. DHAGE (Bombay):

Unanimously?

MR. CHAIRMAN: Unanimously, of course.

THE INDIAN TELEGRAPH (AMENDMENT) BILL, 1957

THE MINISTER OF STATE IN THE
MINISTRY OF TRANSPORT AND
COMMUNICATIONS (SHRI RAJ BAHADUR):
Sir, I beg to move:

"That the Bill further to amend the
Indian Telegraph Act, 1885, be taken into
consideration."

[MR. DEPUTY CHAIRMAN in the Chair.]

Sir, I trust it will be readily appreciated that this Bill is of a non-controversial character. The basic object of the Bill is to terminate the present individual hiring contract system which now is convenient neither to the subscribers nor to the Government. This was an old arrangement which had served well in the past, but I believe, Sir, that it is now out of date. It has grown too old to suit the present day conditions and requirements and we must take note of the expansion that has taken place and provide for the necessary arrangement for the changed conditions. The old system obtained and did well when the telephone system was a private monopoly and the telephones were worked through private companies. Now the entire telephone system is run by the Government and considerable expansion has taken place during the last ten years. With the integration of the former Indian States the system has been further expanded and has grown in size and scope and therefore it has now become cumbersome to enter into hiring contracts in case of each new connection given. The number of telephones at the moment exceeds 300,000. To have

more than 300,000 contracts—and this number will be ever growing, it would be appreciated—would not make for efficiency or for smoothness or convenience for anyone in future. In the circumstances we have to find some other better alternative. We propose, therefore to provide for a better method, by seeking to amend section 7. sub-section (2) so as to enlarge the rule-making powers by adding clauses (e) to (k) to the said sub-section (2) as provided in clause (2) of this Bill. In order to avoid any inconvenience to the present subscribers and to obviate the possibility of any complications in their existing contracts, the Bill further seeks to provide in section 3 that such contracts will continue to be governed by the terms and conditions contained in the agreements relating thereto—and that the new statutory rules will not ipso facto apply to them.

In so far as new subscribers are concerned, the provisions of this Bill would, of course, be applicable to them. They would not have to sign the contracts individually as is the case now. It would however still be permissible for Government, as provided for in section 2(b) of this Bill, to enter into an agreement with a person when circumstances of a particular case so warrant. But this would be an exception to the rule.

Another important provision is the continuation of the method of arbitration if there is a dispute between the telephone authorities and the subscribers. Government would have the authority to appoint an arbitrator for settling the dispute. Further the award of the arbitrator shall be final and binding and shall not be questioned in a court of law.

As regards the proposed rules they would, as usually provided in other enactments, be framed and laid before both Houses of Parliament and it would be open to Parliament to make any modifications therein.

It will be appreciated, Sir, that the measure which is before the House is

! fair and convenient to the telephone subscribers and is helpful to the administration. It simplifies the procedure and will enable us to administer things better. I therefore hope, Sir, that the Bill would be passed unanimously.

MR. DEPUTY CHAIRMAN: Motion moved:

"That the Bill further to amend the Indian Telegraph Act, 1885, be taken into consideration."

DR. R. B. GOUR (Andhra Pradesh): Mr. Deputy Chairman, Sir, I quite understand that the Bill, that Mr. Raj Bahadur has just now moved, is very non-controversial and I do hope, as he is also hoping, that it would be passed unanimously. Nevertheless Sir, I would like to suggest to the hon. Minister that even when these non-controversial Bills are coming, seeking to make amendments to certain very old legislation in this country, they do not make all the amendments necessary to be made in the old legislation. Now for example this particular amendment is not the first amendment to the Act, which was passed in 1885, and I think in 1951 also this Act was amended. That amendment was formal as I find it in the copy of the Act which I have taken for reference and which has been corrected up to the 15th November, 1951. Now, in the 1951 amending Bill also no substantial amendment was made to the original Act. As I see it, the amendments were only formal and some changes in names were made as they were not according to the new Constitution. Anyhow we had some amendments made.

Sir, I feel that when such Bills are brought to the House, Bills that seek to amend a certain legislation dating as far back as 1885, it is better, it is more convenient to have a sort of prior consultation in the Consultative Committee itself because, in my opinion, Sir, if some consultation had taken place certain other amendments could have been suggested and they

[Dr. R. B. Gour.] could have been incorporated in this amending Bill and then in the original Act.

Now, Sir, it is quite all right, that this individual contract system is giving place to a new arrangement which is simpler both for the Government administration as well as for the individual subscribers. Well, so far as this amendment goes I do not think there is anything to dispute. Nevertheless, Sir, I would suggest, let the hon. Minister look into section 5 of the original Act. Here, Sir, that old British imperialist Government, as early as 1885, under the frightening shadow of the events of 1857, had passed a certain law. 1857 was a nightmare to them in the year 1885. Now they had incorporated this section 5 in those days. They wanted to tap telegraphs, telephones, everything, even though there was no emergency in the country—emergency even of the British type, of the imperialist type. That means that this section was incorporated in the Act of 1885 only to tap the telephones of the patriots. Now, to-day, of course, if there is an emergency in the country there will be the emergency legislation also. I have no objection to that. But to-day, I think, this particular section need not be there, or has to be modified very seriously.

Similar is the case with section 6 and it could be seen that it speaks of a railway company. I do not think we have railway companies now. It talks of railway companies being given certain concessions for telegraph and telephone lines on their land. Now I am not sure but I do not think we have any private companies. Even that Barsi-Light Railway has been taken over.

SHRI V. K. DHAGE (Bombay): Yes, yes.

DR. R. B. GOUR: Therefore, Sir, I wanted to suggest that if proper consultation is held before such measures, before such amending Bills are

brought in the House, we could have thought over them and many better amendments could have been suggested so that the whole Act is brought up to date. I know, I quite understand that the Government was pressed by certain developments. For example, under this contract system they have to deal with thousands of contracts. Now, this increase in the workload on the part of the administration forces them to look only to that portion of the Act under which they have to do certain things. But there are other people who are facing certain other difficulties. Therefore, had it been discussed we could have told them. They would then rise to say and suggest, well, Sir, a non-official Bill could be brought forward. But we know the fate of several non-official Bills. We will know tomorrow.

SHRI V. K. DHAGE: Resolution.

DR. R. B. GOUR: No Bills. There is tapping business even today. Normally also it would be the experience of all of us or at least most of us that when we take up the receiver we hear some people talking. Sometimes it is a normal talk; sometimes it is abnormal. Sometimes I was tempted to play some mischief, but I thought that I should not do it.

DR. RAGHUBIR SINH (Madhya Pradesh): Rather than anything of tapping, I believe the wires of the Telegraph Department generally get entangled very easily.

DR. R. B. GOUR: I quite understand.

SHRI V. K. DHAGE: What he says is that his curiosity would have been . . .

DR. R. B. GOUR: I quite understand that point. Nevertheless, this section 5 would allow Government to tap. Even otherwise it is possible to tap the telephone today without this particular section. I think therefore that this matter shall have to be very

seriously considered and more particularly I would like to draw the attention of the hon. Minister to change the rules. Of course, under the old Act it is not obligatory on their part to bring these rules before Parliament. But I think those rules need modification to a great extent. I am not going to dilate on these points because the hon. Minister must have already been seized of the discussions that have taken place just the other day in the Consultative Committee concerning some of these problems of telephones and other things. I do not "want to go into those details which -we have already discussed in the Consultative Committee. The hon. Minister was, of course, not there, but the other Ministers have accepted some of those points which we have suggested. I think it is absolutely necessary that the whole rules are gone into and certain modifications are incorporated, which will bring the rules up-to-date and remove the difficulties that are created and the encumbrances that exist. With these words I support this measure.

SHRI B. M. GUPTE (Mysore): Sir, I want to refer to only one point in the Bill. I have no objection to the other provisions. But with regard to the provision about arbitration, I feel that it is rather anomalous that only one of the parties to the dispute should be allowed to nominate the judge. I would not have minded if the matter were kept entirely within the hands of the executive. If it were laid down in the Bill that the decision of the Government would be final and binding on the party, I would not have minded it. But once we give an appearance of judicial proceedings, then the proper rules, at least of natural justice, have to be followed. And I submit that it is against the principle of natural justice that only one party to the dispute should appoint the judge. I would, also, suggest that even to call the provision as arbitration would be misnomer because arbitration implies generally the con-

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sent of both the parties to the appointment of the judge. But here only the Central Government is going to appoint the arbitrator. I do not mean to say that the dispute might be very important or involve very large sums, but all the same, if it is to be a judicial proceeding, then only one party to the dispute must not appoint the judge. I have suggested an amendment. I might not move the amendment. I have suggested a method of appointing the judge. But if that does not commend itself to the Minister and another method commends itself, I have no objection. If he publishes a list of eligible arbitrators and then the other party is required to choose from them, I have no objection. In my State, at least, I do not know whether there is any similar arrangement elsewhere—under the Co-operative Act arbitrators are appointed and the Government publishes a list of eligible arbitrators and then a selection is made from that list. So, if that system commends itself to the Minister, I have no objection. But otherwise my point is this that only one party to the dispute, namely, the Government should not have the entire voice in appointing the arbitrator. With this submission, Sir, I support the Bill.

SHRI KISHEN CHAND (Andhra Pradesh): Sir, when we are discussing this Bill, we have got to be very careful that it is a Government monopoly and we must see whether the interests of the consumers, of the users of this benefit, are properly looked after by Government. I agree with the hon. Minister that there is no need to have separate contracts between every hirer of telephones and the Government. As he has pointed out, there are nearly three lakh telephone connections now and very shortly they will go on increasing. I suppose, we realise that. Possibly in America, in a city like New York, in one city there are nearly eighty lakh connections. So, for a large country like ours three lakh con-

[Shri Kishen Chand.] nections are very small. Anyhow, the numbers will increase and instead of having a separate contract for each connection the Government is going to have some sort of regular rules on the basis of which any person may hire a telephone. But as was pointed out by Mr. Gupte, when there is a monopoly by Government, and an individual hirer feels that he has been shabbily treated by the department, he must have some sort of appeal. We do not want to give this power to the judiciary, because it would lead to unnecessary harassment of Government and unnecessary harassment of the individual. The hon. Minister has suggested a *via media*. He has suggested the method of arbitration. Here also I feel that it will lead to a great deal of complications. So, we must introduce the usual method of an Appellate Board. We have it in the case of income tax; we have it in the case of sales tax. We have it in everything. Why is it not possible, at least in the large cities—because, telephones will be used only in the large cities—to have a person nominated, a regular, paid man, to whom any complaints may be referred to and he may arbitrate between the department and the individual and see if the department is fair to the individual? I want only fairness to the individual hirer and by an expeditious method, by a quick method. I would far prefer a permanent person appointed by the department to look into the grievances and the complaints of the individuals than to go in for arbitration. An arbitrator would be appointed. Probably the matter would be referred to him. It will depend upon his convenience and it will lead to unnecessary delay. That is one thing.

Then, Sir, I take this opportunity for laying one or two grievances of the users of telephones. You know that the trunk telephone is a nightmare for the user. First of all, if you book a call for Calcutta, possibly you might not get it for two days I

or three days. Often you will get the reply that one line is out of order or two lines are out of order or only one line is running. And there is such a rush that your demand may not be met for even two days, when the whole object is completed. You know that we can now send letters by air mail, and the letters reach overnight. The telegram and telephone services should be quick services and should provide convenience.

Regarding the telegram, it generally takes more than one day. If the telegram takes more than one day, why should not the person send it by letter? The letters reach regularly by the night airmail service. Write a letter this evening and it is delivered in most of the principal towns of India the following morning. Telegram should be a quick service. Times have changed.. There was a time when letter reached in three days. Then it was all right for the telegram to reach in one day. If letters reach overnight, the telegram should reach in three or four hours. I would ask the hon. Minister to enquire into the matter and he will be convinced that at present any telegram sent from Delhi will never reach its destination on the same day, unless it is an express telegram. That means we are not providing a proper service.

About the trunk telephone bills. Sir, you know even Members of Parliament have not received their bills for the last eight months.

SHRI V. K. DHAGE: How do you know that they are not sending it to wrong persons?

SHRI KISHEN CHAND: My friend wants to suggest that the department is sending bills to wrong persons. I regret that I cannot subscribe to that opinion.

DR. R. B. GOUR: May I interrupt for his information? All these points were discussed at a recent meeting of

the Consultative Committee, and the Ministry has promised to take necessary steps in this matter.

SHRI KISHEN CHAND: I am very glad to hear that, but Members of Parliament who are not members of the Consultative Committee get only this opportunity of pointing out the inefficiency of the department.

SHRI JASPAT ROY KAPOOR (Uttar Pradesh): They may contact Shri Raj Bahadur.

SHRI KISHEN CHAND: Why should I go to him indirectly in that way? Why should I not directly approach the Minister on the floor of the House and point out my grievances so that he may take note of them? At the Budget time questions were asked as to why so much of arrears were carried over from year to year. There are some crores of rupees as arrears of telephone bills which have been carried over from one year to the other year.

SHRI V. K. DHAGE: They are wrong bills.

SHRI KISHEN CHAND: Some of them may be wrong bills. It is not possible that all the crores of rupees have been based on wrong bills.

SHRI V. K. DHAGE: One of the reasons may be that they are wrong bills.

SHRI KISHEN CHAND: It is sheer delay on the part of the department not to bill for six to eight months. This is a monopoly of the Central Government, and whenever we have a monopoly we should be extra cautious that the consumer or subscriber gets full benefit from the service. Sir, as regards the other clauses, except for the contract, I have no objection against them.

SHRI JASPAT ROY KAPOOR: Mr. Deputy Chairman, so far as the subject matter of this measure is con-

cerned, there is hardly anything to be said, but with your permission, Sir, I would like to take this opportunity of making a few suggestions for the improvement of the telegraph and telephone services.

Sir, I have to submit with regret that this telephone and telegraph service, as my hon. friend Mr. Kishen Chand has pointed out, has been deteriorating in some measure, and in some cases considerably. I may quote here one of my very recent experiences. About three or four months ago when I was going to Bombay, I sent a telegram to my friend Mr. Rajbhao intimating when I was reaching Nagpur. It was sent three days in advance. I do not exactly remember whether it was two days or three days. When I reached Nagpur, his son handed over the telegram to me which had just reached him after the train had arrived.

MR. DEPUTY CHAIRMAN: It has gone very early. You must congratulate the Telegraph Department. In one place it took ten days.

SHRI JASPAT ROY KAPOOR: I do hope that the Ministry concerned will see to it that the inefficiency does not grow at least and, if possible, it may be lessened.

Sir, with regard to the telephone service also, I have to submit that its efficiency is decreasing, more particularly in places like Agra—there may be some other important places also—where operators are trained. One of the reasons for this inefficiency is, I am told, that at such places new operators are recruited and they take considerable time to pick up their work. May I submit in this connection that rather than subjecting only a few important towns to this hardship, would it not be advisable that these new entrants for the operators' service are trained at different places and not merely a few places in the country are ear-

[Shri Jaspat Roy Kapoor.] marked for it becomes very hard for the subscribers at such important places to be continually subjected to this difficulty.

Then I would submit, Sir, that so far as the trunk telephones are concerned, the trunk enquiry office does not always particularly take down the instructions that are given to it for the transferring of calls from one place to another. Only about a week ago I gave instruction to the trunk telephone enquiry here; The instruction was that a particular telephone call which I was expecting might be diverted to me at another place. Twice I gave them this direction and every time I was assured that it had been carefully noted and the needful would be done. But unfortunately for me when the call did come, it was not diverted to the other place and of course I could not attend to it.

Thirdly, Sir, with regard to accounts I have also to submit that it is often found that the bills are not correctly made out but so far as my friend Mr. Kishen Chand is concerned he is lucky enough not to get any bill for a long period. He should have hardly any grievance on that score. My grievance is that on several occasions I have received bills in respect of amounts which I had already paid, and then when I wrote for refund of the money, for months and months together no body paid any heed to it. Ultimately in one case I have given up all hope and Rs. 20 or Rs. 30 are still due to me from the Telegraph Department, and I have given up all hope of its recovery.

DR. RAGHUBIR SINH: How much and you spend on postage in putting down your complaints?

SHRI JASPAT ROY KAPOOR-Sir, in some places where the call system has been in vogue, automatic system has not yet been introduced.

I would like to know if it is possible for the hon. Minister to tell us how many such places there are in the country. I hope steps would be taken to instal automatic machines as soon as possible in all such places.

In regard to the Directory I have to make a few suggestions. Firstly, the names that are printed in the Directory are not always in the same uniform order. Either you print the names in the Directory with the surname first or you print with the surname at the end. I have often found it very difficult to find out the number of particular persons. I had occasion to work in an Advisory Committee of which I happened to be a member, and found that in the case of Lucknow in about half a dozen places a person whose surname is 'Sinha', Sinha is put first and then his substantive name; in half a dozen other cases 'Sinha' comes at the end. Take 'Kapoor'. Kapoor comes first and the substantive name comes later. But in many cases the substantive names comes first and Kapoor later. Some uniform system must be adopted all over the country. I do not see that there should be any difficulty in adopting one uniform system for the whole country.

Then, Sir, some important instructions are contained in the Directory asking the subscribers to follow those instructions in order to make proper use of the telephone. All these instructions are printed in English only. I would like the most important of them, a dozen or so, to be printed in Hindi also and in the regional language of the various telephone districts.

1 P.M.

MR. DEPUTY CHAIRMAN: Are you finishing it, Mr. Kapoor?

SHRI JASPAT ROY KAPOOR: Sir, only two minutes. I will try to finish it even in 15 minutes.

The third suggestion is that the Government telephone numbers may all be printed on green papers as in the case of Delhi. This system may be adopted all over the country. That will be very helpful.

The next suggestion is that, at important railway stations, you may have public call offices, in co-operation with the railway authorities. At important railway stations, one finds it necessary sometimes to call some relations or friends or send for the conveyance from the residence. All the railway authorities do not permit people to use their telephones to make calls. I, therefore, suggest that, at important stations, in co-operation with the railway, public telephone call offices might be established.

Lastly, I have to make another suggestion which, I am sure, the hon. Minister will readily accept, that he might instruct the telephone inspectors to go about in the city to give proper instructions to the tele. phone subscribers to make proper use of their telephones. If in one year the inspectors can approach all the telephone subscribers and tell them how they should use them properly, not to say 'Hullo', but to pick up the ear-phones and immediately announce their name and identity. I think the efficiency will greatly improve.

These are a few suggestions that I have ventured to make, in the hope that they will be considered by the Ministry.

Thank you.

MR. DEPUTY CHAIRMAN: The House stands adjourned till 2.30 P.M.

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

The House reassembled after lunch at half past two of the clock; MR, DEPUTY CHAIRMAN in the Chair.

بیگم صدیقہ قدوائی (دہلی) :

جلاب صدر - انڈین ٹیلی گراف ترمیمی بل کے پیش عونے پر ٹیلی فون کے کنکشن لگوانے والے لوگ کچھ نہ کچھ تسلی اور اطمینان کا سانس لیں گے - یہ تو ایک بہت بڑی ضرورت تھی کہ جو معاہدے ٹیلی فون کے سلسلہ میں کئے جاتے ہیں وہ ہر ایک آدمی کے ساتھ یکساں شرائط پر ہو جائیں - مختلف آدمیوں اور اداروں کے لئے مختلف شرطیں لگانے سے سرکاری کاموں کو روکاوٹیں پڑتی ہیں اور جو متعلقہ لوگ ہوتے ہیں وہ اپنے آپ کو ایک ایسی کالی کوٹھڑی میں بند سمجھتے ہیں جہاں ہاتھ پاؤں مارتے رہو کسی نہ کسی چیز سے ٹھوکر تو لگ ہی جائیگی - اس طریقہ سے عوام کو اطمینان اور تسلی نہیں ملتی اور اکثر اوقات آپس میں غلط فہمیاں پیدا ہوتی ہیں کہ محکمہ نے ایک کو آسان شرائط پر فون دیا اور دوسرے کو ذرا کڑی شرطیں لگا دیں - میں سمجھتی ہوں کہ ہر ایک کے لئے یکساں شرائط مقرر کرنے کا کام اب سے بہت پہلے ہونا چاہیئے تھا - لیکن خیر - اب بھی یہ ایک کمی دور ہو رہی ہے جو بڑی اچھی بات ہے -

انڈین ٹیلی گراف ایکٹ کی دفعہ ۷ میں جو ترمیم تجویز کی گئی ہے میں چاہتی ہوں کہ اس کے مطابق قانون اور قاعدے جلد از جلد بن جائیں

[بیگم صدیقہ قدوائی]

موجودہ زمانہ میں ٹیلی فون نے ملک کی ترقی میں ایک بڑی اہم جگہ حاصل کر لی ہے۔ ہمارے ملک میں ابھی ٹرانسمیوٹ کی دشواریاں ہیں اور میرا خیال ہے کہ ٹیلی فون اگر زیادہ سے زیادہ تعداد میں ہر گاون اور ہر شہر میں لگ جائیں تو یہ دشواری کچھ حد تک کم ہو جائے گی اس ترقی کے زمانہ میں ایسے بھی لوگ ہمارے ملک میں اب بھی ہیں جو ٹیلی فون کے نام سے بھی واقف نہیں۔ اور دیہاتوں میں اگر ٹیلی فون لگ جائے تو وہاں کے رہنے والے اس ایک ٹیلی فون کو پا کر جس قدر خوش ہوں گے اور جس قدر فائدے اٹھائیں گے ہم اس کا اندازہ نہیں کر سکتے۔ یہ میں سمجھتی ہوں کہ ابھی ٹیلی فون کی پیداوار ضرورت کے مطابق نہیں ہے۔ اور حکومت کو ابھی دشواریاں ہیں۔ لیکن میں یہ ضرور کہوں گی کہ ٹیلی فون کے نئے کنکشن دیئے میں حکومت کی پلاننگ اور طریقہ صحیح نہیں ہے۔ لوگ دو ہزار روپیہ جمع کرتے ہیں اور پھر بھی ان کو چھ مہینے ٹیلی فون کا کنکشن نہیں ملتا۔ سیلکٹرز بار دفاتروں کی خاک چھاننا پڑتی ہے اور لوگوں کی خوشامد کرنا پڑتی ہے۔ میں نے سنا ہے کہ جو لوگ دو ہزار روپیہ جمع کرتے ہیں اگر ان کو چھ مہینے تک فون نہ ملے تو سرکار انکو

اس روپیہ پر سود ادا کرتی ہے۔ اگر چہان بین کی جائے تو ایسے کئی کمیسرز ملیں گے چہاں کہ چھ مہینے سے زیادہ لگ گئے اور فون نہ ملا۔ یہ متحجہ نہیں معلوم کہ سرکار کو ایسے کیس میں سود دینا پڑا یا نہیں۔ لیکن یہ تو دیکھنے کی بات ہے کہ جب آپ کنکشن مانگنے والے سے دو ہزار روپیہ بھی لے لیتے ہیں تو چھ مہینے آپ اس کو فون کیوں نہیں دیتے۔ جبکہ میں دیکھتی ہوں کہ سرکاری دفاتروں میں یا سفارش والے آدمیوں کے پاس فوراً ہی کنکشن لگ جاتا ہے۔ یہ تو ایک عام آدمی کے لئے تکلیف والی بات ہے۔

دوسری بات غلط پلاننگ کی یہ ہے کہ سرکار نے اب تو دیہاتوں میں ٹیلی فون لگانے شروع کر دیے ہیں۔ ایک شہر نے ایکسچینج سے آٹھ دس میل دور دیہات میں فون کی لائن جانی ہے اور اس لائن پر دوسرے گلوں پڑتے ہیں۔ تو میں یہ کہتی ہوں کہ اگر چھ میل تک ایک نئے فون کی لائن پہونچائی جاتی ہے تو اس راستے میں جو بھی دیہات پڑتے ہیں وہاں پر ایک ایک کنکشن کیوں نہیں دیا جاتا۔ اس پر خرچہ بھی کم ہوگا۔ لیکن اس سے دوسرے گلوں والوں کو کتنا فائدہ پہونچے گا۔ اور اگر گلوں میں ایک ٹیلی فون لگ جائے جس کے لئے ہم کو علیحدہ لائن لگانے کی کوشش اور زیادہ خرچہ نہیں کرنا پڑیگا

تو کیا نقصان ہے؟ دیہاتوں میں اکثر لوگوں کو بیماری یا اور کسی موقع پر ضرورت ہوتی ہے کہ شہر سے ڈاکٹر یا دوسری مدد آ جائے لیکن چونکہ کوئی ذریعہ نہیں ہوتا جس سے پولیس یا ڈاکٹر کو فوراً بلایا جائے تو عموماً نقصان ہو جاتا ہے۔ اس لئے میں چاہتی ہوں کہ اگر کسی جگہ ٹیلیفون کی لائن ہے تو راستے میں جس گاؤں سے یہ لائن گذرے اس گاؤں کو کم از کم ایک ٹیلیفون ضرور دیا جائے۔

پھر میں اس ترمیمی بل کے بارے میں یہ بھی کہنا چاہتی ہوں کہ بجائے پبلجیٹری فیصلے کے ٹیلیفون کا کنکشن مائلنے والے کو اپیل کرنے کا حق ہونا چاہئے۔ اور ٹیلیفون کی درخواست آنے پر جو آدمی درخواست دیتا ہے اس کو ایک مقررہ وقت میں جو ایک ماہ یا دو ماہ کا ہو یہ معلوم ہو جانا چاہئے کہ اس کو ٹیلیفون ملے گا یا نہیں۔ اگر ملے گا تو اندازاً کتنے عرصے میں۔ عموماً درخواست دیئے والے کو کچھ خبر نہیں رہتی کیونکہ دفتری کارروائی میں لمبا عرصہ لگ جاتا ہے اور اسی طرح پویشانی اتھارٹی پڑتی ہے۔ دفاتروں کے چکر کاٹتا ہے اور سفارش دھونڈتا ہے اور عام طور سے مایوسی ہوتی ہے۔ اس کو یہ حق ہونا چاہیئے کہ اپنی درخواست کے فیصلے پر کسی جگہ اپیل کر سکے۔ اگر یہ حق اس کو مل جاتا ہے تو میں سمجھتی ہوں کہ عوام کی شکایت کافی حد تک رفع ہو جائے گی۔

اس ترمیم سے اٹھنے والے جھگڑوں کا فیصلہ کرنے کے لئے چونکہ سرکار اپنے نمائندے کو مقرر کرے گی اس لئے ہو سکتا ہے کہ ایک غریب آدمی کو اس کے فیصلے سے تسلی نہ ہو۔ اس لئے میں چاہتی ہوں کہ درخواست دیئے والے کو اپیل کا حق ضرور ہونا چاہیئے جو محکمہ کے اعلیٰ افسروں کے سامنے کی جا سکے۔

†[بیگم سدیقا کیدبہ (دہلی)]:
جناب صدر، انڈین ٹیلیگراف ترمیمی بل کے پیش ہونے پر ٹیلیفون کے کنکشن لگوانے والے لوگ کچھ نہ کچھ تاملی اور ڈیمنیٹ کا ساں لینگے۔ یہ تو ایک بہت بڑی ضرورت تھی کہ جو مہیا دے ٹیلیفون کے سلسلے میں کیے جاتے ہیں وہ ہر ایک آدمی کے ساتھ یکساں شراعت پر ہو جائے۔ مکتلیف آرمیوں اور امدادوں کے لیے مکتلیف شتے لگانے سے سرکاری کاموں کو رکاوٹ پڑتی ہے اور جو مکتلیف لوگ ہوتے ہیں وہ اپنے آپ کو ایک ایسی کالی کوٹھی میں بند سمجھتے ہیں جہاں ہاتھ پاؤں مارتے رہیں، کسی نہ کسی چیز سے ٹوکر تو لگ ہی جائے گی۔ اس طریقے سے آوام کو ڈیمنیٹ اور تاملی نہیں ملتی اور ابھر آواک آپس میں گلت فہمیاں پیدا ہوتی ہیں کہ مہکما نے ایک کو آسان شراعت پر فون دیا اور دوسرے کو جہاں کڑی شتے لگا دیں۔ میں سمجھتی ہوں کہ ہرے کے لیے یکساں شراعت مقرر کرنے کا کام اب سے بہت پہلے ہونا چاہیئے تھا۔ لیکن اب بھی یہ بڑی کمی دور ہو رہی ہے تو بڑی اچھی بات ہے۔

انڈین ٹیلیگراف ایکٹ کی دفا ۷ میں جو ترمیم تہویج کی گئی ہے، میں چاہتی ہوں کہ اس کے متابیک کانون اور

[बेगम सद्दीका क़िदवर्द]

कायदे जल्द अज़जल्द बन जाय। मंज़ूरा ज़माने में टेलीफोन ने मुल्क की तरक्की में एक बड़ी अहम जगह हासिल कर ली है। हमारे मुल्क में अभी ट्रांसपोर्ट की दुश्वारियाँ हैं और मेरा ख्याल है कि टेलीफोन अगर ज्यादा से ज्यादा तादाद में हर गांव और हर शहर में लग जाय तो यह दुश्वारी कुछ हद तक कम हो जायेगी। इस तरक्की के ज़माना में ऐसे भी लोग हमारे मुल्क में अब भी हैं, जो टेलीफोन के नाम से भी वाकिफ नहीं। और देहातों में अगर टेलीफोन लग जाय तो वहाँ के रहने वाले उस एक टेलीफोन को पाकर जिस कदर खुश होंगे और जिस कदर फ़ायदे उठावेंगे, हम उसका अन्दाज़ा नहीं कर सकते। मैं यह समझती हूँ कि अभी टेलीफोन की पैदावार ज़रूरत के मुताबिक नहीं है और हकूमत को अभी दुश्वारियाँ हैं। लेकिन मैं यह ज़रूर कहूँगी कि टेलीफोन के नये कनेक्शन देने में हकूमत की प्लानिंग और तरीका सही नहीं है। लोग दो हजार रुपया जमा करते हैं और फिर भी उनको ६-६ महीने टेलीफोन का कनेक्शन नहीं मिलता। सैकड़ों बार दफ्तरों की खाक छानना पड़ती है और लोगों की खुशामद करनी पड़ती है। मैंने सुना है कि जो लोग दो हजार रुपया जमा करते हैं अगर उन को छः महीने तक फोन न मिले तो सरकार उनको उस रुपया पर सूद अदा करती है। अगर छान बीन की जाय तो ऐसे कई केसज़ मिलेंगे जहाँ कि ६ महीने से ज्यादा लग गये और फोन न मिला। यह मुझे नहीं मालूम कि सरकार को ऐसे केस में सूद देना पड़ा या नहीं लेकिन यह तो देखने की बात है कि जब आप कनेक्शन मांगने वाले से दो हजार रुपया भी ले लेते हैं तो ६-६ महीने आप उसको फोन क्यों नहीं देते। जब कि मैं देखती हूँ कि सरकारी दफ्तरों में या सिफ़ारिश वाले आदमियों के पास फौरन ही कनेक्शन लग जाता है। यह तो एक

आम आदमी के लिए तकलीफ़ वाली बात है।

दूसरी बात गलत प्लानिंग की यह है कि सरकार ने अब तो देहातों में टेलीफोन लगाने शुरू कर दिये हैं। एक शहर के एक्सचेंज में आठ दस मील दूर देहात में फोन की लाइन जाती है और उम्मी लाइन पर दूसरे गांव पड़ते हैं तो मैं यह कहती हूँ कि अगर ६ मील तक एक नये फोन की लाइन पहुँचाई जाती है तो उस रास्ते में जो भी देहात पड़ते हैं वहाँ पर एक एक कनेक्शन क्यों नहीं दिया जाता। इस पर खर्चा भी कम होगा। लेकिन इससे दूसरे गांव वालों को कितना फ़ायदा पहुँचेगा। और अगर गांव में एक टेलीफोन लग जाये जिसके लिए हमको अलबत्ता लाइन लगाने की कांशिश और ज्यादा खर्चा नहीं करना पड़ेगा तो क्या नुकसान है। देहातों में अकसर लोगों की बीमारी या और किसी मौका पर ज़रूरत होती है कि शहर से डाक्टर या दूसरी मदद आ जाये लेकिन चूँकि कोई ज़रिया नहीं होता जिससे पुलिस या डाक्टर को फौरन बुलाया जाय तो अमूमन नुकसान हो जाता है। इसलिए मैं चाहती हूँ कि अगर किसी जगह टेलीफोन की लाइन है तो रास्ते में जिस गांव से यह लाइन गुज़रे उस गांव को कम अज़ कम एक टेलीफोन ज़रूर दिया जाय।

फिर मैं इस तरामीमी बिल के बारे में यह भी कहना चाहती हूँ कि बजाय पंचायती फ़ैसले के टेलीफोन का कनेक्शन मांगने वाले को अपील करने का हक होना चाहिए। और टेलीफोन की दरखास्त आने पर जो आदमी दरखास्त देता है उसको एक मुक़र्री वक्त में, जो एक माह या दो माह का हो, यह मालूम हो जाना चाहिए कि उसको टेलीफोन मिलेगा या नहीं। अगर मिलेगा तो अन्दाज़न कितने अरसे में। अमूमन दरखास्त देने वाले को कुछ ख़बर

नहीं रहती। क्योंकि दफ्तरी कार्रवाई में लम्बा अरसा लग जाता है। उसी तरह परेशानी उठाने पड़ती है। दफ्तरी के चक्कर काटता है और सिफारिश दूँडता है। और आम तौर से मायूसी होती है। उसको यह हक होना चाहिए कि अपनी दरखास्त के फैसले पर कितनी जगह असोल कर सके। अगर यह हक उसको मिल जाता है तो मैं समझता हूँ कि अग्रिम को शिकायत काफ़ी हद तक रक़ा जायेगा। इस तरह से उठने वाले झगड़ों का फैसला करने के लिए चूँकि सरकार अपने नुमाइन्दे को मुक़र्रर करेगी इसलिए हो सकता है कि एक गरीब आदमी को उसके फैसले से तसल्ली न हो। इसलिए मैं चाहती हूँ कि दरखास्त देने वाले को असोल का हक़ जरूर होना चाहिए जो महकमे के आला अफ़सरों के सामने की जा सके।]

DR. RAGHUBIR SINH: Mr. Deputy Chairman, the Bill now before the House has not come a day too soon. It should have come a good many years ago. The speed with which telephone facilities have been expanding, demanded or needed such a Bill long time ago. Those of us who had to face these difficulties at the very beginning when we became Members of Parliament, would remember that for a good number of months we did not know as to on what terms and conditions we would be given these connections here. We were asked to sign a contract which was cancelled. Then there was another contract, and there was a repetition of contracts. We did not know where we stood. I am glad that this Bill is going to straighten up many of these difficulties of the past.

One thing, I welcome most above all in this Bill is the insertion of a new sub-clause in respect of laying all the Rules on the Tables of the two Houses. I know that Ministries are very shy of such a thing. They do not generally want the prying eyes

of the Members of Parliament over these Rules. As such I am happy that this sub-clause has been included. I see the Shastri touch in the whole show.

There is one point which I would like the Minister to take note of and explain. In all legal enactments, there is observed a strict economy of words. I do not know if we are going to keep up to that previous standard in the drafting of Bills. I could not understand why the word 'transferred' has been inserted in the various new sub-sections included under sub-clause (a) of clause 2 of this Bill. What I think the meaning of the word, if used correctly, is the transfer of certain instruments lying with one person to another. Now if the Government authorities want to transfer a certain line or an instrument from one person to another, it actually constitutes two different acts, namely, withdrawal of that facility from that particular person and handing it over or extending it to the other person. There could not and should not be a transfer from one private person to another without the Government coming into it at any stage. As such I don't think that the use of the word 'transfer' is very much relevant and I would suggest to the hon. Minister to look into the matter and either clarify the position or bring in an amendment so that the word 'transfer' is dropped out from the whole list.

I had hoped that in his speech the Minister would have clarified the question as to what is the future of the existing individual hiring contracts. I know the Minister has referred to the new sub-clause 7A but I wanted to know whether they are going to continue them for quite a long time to come. They are going to continue. But the continuance of so many different sets of differing contracts and systems in the future is not a very happy thing. I hoped the Minister would have clarified as to what steps he proposes to take, for slowly and steadily ensuring that

[Dr. Raghurir Sinh.] these old hiring contracts are replaced by the new arrangements under this present Bill. But I see in this Bill that there is the new sub-clause (g) on pages 1 and 2 of this Bill which does provide for making some rules in this respect. I was wondering as to what is going to be the fate of the persons who have already paid Rs. 2,000 on the 'own your telephone' system. Now all such cases may have to be specially taken care of and particularly attended to. For, when we are introducing a uniform system, we are also to provide for slow replacement of the individual hiring contracts that have been going on. I know that the Ministry is not completely unaware of those things and I hope the Minister would be able to throw some light to indicate as to how he hopes to replace all these old individual hiring contracts by the new system. I think he could tell us also as to how much time he expects to take for having one uniform system throughout. I know the period of transition is going to be there and one can't help it when we have got to change. We don't want to disturb the existing conditions but we must also ensure that the period of transition is short and that it is a smooth one.

There is one more thing on which I hope the Minister will throw some helpful light. The speaker before me has said and very correctly that there should not be any particular favouritism in respect of one person or another. That is very right. But there are some specific cases where certain regions will have to be especially cared for and certain special concessions in respect of certain things may have to be thought of. I think, lately when these facilities are being given to many of those formerly backward areas or unconnected regions, certain special concessions and considerations have to be taken into account and in that way alone, these facilities can be popularised and can be made more readily available to the people there. So I do hope that in

trying to ensure and bring about this uniformity of the system, necessary variations dictated by particular regional considerations or special exigencies of circumstances will not be completely ignored. These are the few points that I specifically wanted to make in this connection.

I would also like to point out here a couple of things to the hon. Minister which would possibly make the services a little more efficient too. Imagine the disappointment and distress of a person who wants to put in a call from a comparatively unknown place. He waits for 2, 3 or even 4 hours and then he is told that the other destination cannot be found. If the telephone department cannot find out where the P.C.Os. of their own department are, though they may be quite far-flung, for hours together, and if the circumstances demand that the call has to be cancelled, just because the call has not yet gone through, the rules are such that some prescribed payment has got to be made. For what? A P.P. call demands at least 25 per cent, payment. What for? Just because the call could not go through.

Now there is another point I would suggest for the Minister to take a little note of. That is this. While they are extending all these facilities to the people, one does wish and hope that the things are speeded up and the services are more efficient. I don't want on this occasion to dwell at length on this thing but what I say is this that one does not know if under the new rules or circumstances the subscribers may have to pay a little higher amount. I have repeated it quite often that no subscriber is unwilling to pay a little higher if the services are efficient. Nobody would mind a little extra payment. Lest there may be some discontent if ever a little increase takes place, I would wish that the Minister would look to it that service is more efficient so that the willingness on the part of the subscribers is there to pay even the increased rates. Thank you.

श्री राम सहाय (मध्य प्रदेश) : उपसभापति महोदय, इस बिल का स्वागत करते हुए मैं थोड़ी सी खामियों की तरफ मिनिस्टर महोदय का ध्यान आकर्षित करना चाहता हूँ। जब से यह स्ट्राइक का सिलसिला चला था और स्ट्राइक के बाद से काम शुरू हुआ है, मैं यह देख रहा हूँ कि डाक-तार विभाग में पहले से बहुत ज्यादा खराबी पैदा हो गई है। पत्र कभी वक्त पर ठिकाने से नहीं मिलते हैं। जरूरी तार शायद पहुँच जायें लेकिन मामूली तार का कोई पूछने वाला नहीं। मैं तो ऐसा समझता हूँ कि अगर मामूली तार देना बंद ही कर दें तो कोई बेजा बात नहीं होगी, बजाय इसके कि वे एक एक और दो दो दिन के बाद जहाँ उन्हें पहुँचना होता है पहुँचते हैं। इस तरह से इस इस विभाग में बहुत ज्यादा खराबी हो गई है। इसकी तरफ जब तक खास तवज्जह नहीं दी जायगी तब तक ये खामियाँ दूर होने की नहीं। मेरा तो ऐसा खयाल है कि मामूली-मामूली गलतियों से ये सारी बातें होती हैं।

(Interruptions.)

मेरे एक मित्र कह रहे हैं कि बहुत असें तक लेटर बाक्स के ताले ही नहीं खोले जाते हैं। तो मेरा यह निवेदन है कि इसके बारे में जरूर कोई ऐसा तरीका इस्तयार करना चाहिये जिससे जो इतनी जरूरी सर्विस है वह अच्छी तरह से चल सके।

इंडियन टेलीग्राफ ऐक्ट की धारा ६ में गवर्नमेंट ने अपने आप को इस बात से सहफूज किया है कि किसी तरह का नुकसान न वह खुद देगी और न किसी अधिकारी को देने देगी। जब इतना सुरक्षित अधिकार गवर्नमेंट ने अपने लिए रखा है तो मैं समझता हूँ कि गवर्नमेंट की बहुत ज्यादा रेस्पॉन्सिबिलिटीज इस बात की हो जाती है कि वह यह देखे कि इस बारे में जनता को किसी प्रकार की तकलीफ न हो। लेकिन मैं यह देख

रहा हूँ कि इन दिनों जो तकलीफें बढ़ गई हैं वे पहले से कहीं ज्यादा हैं। हिन्दी के तारों की तो बहुत ही बुरी हालत है। खुद मैंने एक तार भेलसा को दिया था और उसे मैंने सेक्रेटरी—विद्यार्थी संघ, को एड्रेस किया था। लेकिन चूंकि उसे अंग्रेजी में देना पड़ा था, इस लिए वह सेक्रेटरी, स्टूडेंट्स यूनियन, के नाम से गया। फिर पहुँचते-पहुँचते वह यूनियन के बजाय “इनटक” हो गया और कांग्रेस प्रेसीडेंट को डेलीवर कर दिया गया। उस पर कालेज लिखा था, इस लिए कालेज में जाना चाहिये था, लेकिन कालेज में वक्त पक पहुँचना दरकिनार रहा, वह वहाँ तीसरे या चौथे दिन दिया गया। तो मेरा यह निवेदन है कि हिन्दी के तारों की तरफ खास तौर पर तवज्जह देने की जरूरत है। मेरा यह अनुभव है, क्योंकि मैं अक्सर हिन्दी में तार देता हूँ। जहाँ मुझे मालूम होता है कि दोनों जगह तार हिन्दी में लिया और दिया जा सकता है वहाँ मैं हिन्दी में ही तार देता हूँ। किन्तु ऐसी जगहों में एक दिक्कत यह भी सामने आती है कि जो कार्टिंग का तरीका है उससे वहाँ के क्लर्क्स बिल्कुल नावाकिफ होते हैं। हम मेम्बर्स को जो किताब सप्लाइ की गई है उस में मैंने देखा है कि जो कार्टिंग का तरीका दिया हुआ है वह बहुत अच्छा है। इसलिए मैं समझता हूँ कि हम को सप्लाइ करने के बजाय वह किताब क्लर्क्स को सप्लाइ कर दी जाय, ताकि वे उसका अच्छी तरह अध्ययन करके उसके मुताबिक चल सकें। मैंने यह देखा है कि हमारे जिस टेलीग्राम के १४ आने या १५ आने होने चाहिये थे, उसके एक रुपया दो आने या एक रुपया तीन आने चार्ज किये गये। तो ये जो तकलीफें हैं, इनकी तरफ मैं खास तौर पर सरकार की तवज्जह दिलाना चाहता हूँ। आजकल हमारे देश में जैसे जैसे साधन मुहैया होते जा रहे हैं, वैसे वैसे लोगों की मनोवृत्ति तेज होती जा रही है कि वे उन चीजों का उपयोग करें।

[श्री राम सहाय]

इसलिए जहां जहां इस प्रकार की सहाय्य नहीं है, वहां वहां ऐसी सहाय्य पढ़ाना अत्यन्त आवश्यक है। पछार एक बहुत बड़ी मंडी है, लेकिन मैं देखता हूं कि अभी तक वहां टेलीफोन पढ़ाने की व्यवस्था नहीं की गई है। मालूम यह हुआ था कि वहां लाइन डालने की व्यवस्था की जा रही है, लेकिन मेरा खयाल है कि अभी तक वहां कोई नतीजाखेज बात नहीं निकली है।

इसी तरह से जहां जहां टेलीफोन दिये जा रहे हैं वहां टेलीफोन देने के बारे में, जैसा श्रीमती किदवाई ने कहा था, शिकायत कैसी है, क्या है, इस सम्बन्ध में मिनिस्टर महोदय जानकारी देंगे, लेकिन यह आम तौर पर शिकायत है कि शहरों में एक्सचेंज होते हुये भी लोगों को टेलीफोन नहीं मिलते हैं। गवर्नमेंट की दृष्टि ज़रूर हो सकती है, लेकिन मैं समझता हूं कि जब यह एक आमदनी का ज़रिया है और जब लोगों में इसके लिये लालसा है तो इस ओर खास तौर पर ध्यान दे कर इसको ज्यादा से ज्यादा एफ़िशेंट बनाने की कोशिश करनी चाहिये। इस सम्बन्ध में मैं इतना ज़रूर निवेदन करूंगा कि हम इसका विस्तार चाहे कम करें, लेकिन इसकी एफ़िशेंसी बढ़ाने के लिए आवश्यक है कि हम बहुत सतर्क रहें। इस बारे में मेरा यह खयाल है कि तार देने के बाद कभी यह विश्वास होता ही नहीं है कि वह वक्त पर किसी को मिल जायगा। अभी हाल में मैंने ही कई टेलीग्राम्स दिये और मैंने यह देखा कि जहां मुझे आडिनरी टेलीग्राम देना चाहिये था वहां मैंने एक्सप्रेस टेलीग्राम दिया, लेकिन वह भी वक्त पर नहीं पहुंचा। जो आडिनरी टेलीफोन किये जाते हैं उनका तो यह तरीका है कि उनको प्रायोरिटी किस प्रकार दी जाती है, यह समझ में ही नहीं आता है। जो एक्सप्रेस टेलीफोन हैं वे तो जाते ही रहते हैं और उनके बाद ही आडिनरी टेलीफोन को मौका मिलता है।

इस तरह आडिनरी टेलीफोन करने में बड़ी दिक्कत महसूस होती है। तो मेरा ऐसा खयाल है कि अगर कोई ऐसा ज़रिया निकल सके कि एक्सप्रेस टेलीग्राम और एक्सप्रेस टेलीफोन के लिए दूसरे क्लर्क रहें और जो साधारण जाने वाले हों उनके लिए कोई दूसरे क्लर्क रहें तो ज्यादा अच्छा हो। इस से साधारण टेलीफोन और टेलीग्राम्स को वक्त पर पढ़ाने का मौका मिल जायगा। इन बातों पर अगर मिनिस्टर साहब गौर करेंगे तो लोगों को बहुत सुविधा होगी।

टेलीफोन जब किये जाते हैं तो बाज़ बाज़ वक्त यह देखा जाता है कि क्लर्क अपनी मर्जी से उसमें तीन मिनट या छः मिनट लिख लेते हैं। मैंने यह देखा है कि यह बात कभी नहीं बताई जाती है कि तीन मिनट हो गये हैं। आपको और बढ़ाना हो तो बोलो, लेकिन फिर भी छः मिनट के पैसे चार्ज कर लिये जाते हैं। ऐसी बातों पर कुछ नियंत्रण ज़रूर होना चाहिये। कम से कम जिस वक्त क्लर्क यह समझे कि तीन मिनट से ज्यादा हुए हैं तो जो काल करने वाली पार्टी हो उसको उसे बताना चाहिये कि हम इतना टाइम लगा रहे हैं ताकि अगर उसे कहने का मौका हो तो कह सके या उसके बारे में कोई कम्प्लेंट करना चाहे तो कर सके।

टेलीफोन बन्द करने का यह तरीका है कि जहां एक बिल बाकी रहता है वहां टेलीफोन बन्द कर दिया जाता है। बिल बाकी रहने पर अगर टेलीफोन बन्द कर दिया जाता है तो इस बारे में कुछ कहना बिल्कुल बेसूद है। लेकिन मेरा निवेदन यह है कि कम से कम जब बिल का पेमेंट हो जाय तो उतनी ही जल्दी टेलीफोन को रेस्टोर कर देना चाहिये। आज होता यह है कि महीनों हो जाते हैं और वह बन्द ही रहता है। मैं समझता हूं कि इन

वातों पर अगर मिनिस्टर साहब गौर करेंगे तो अच्छा होगा।

पंडित अलगू राय शास्त्री (उत्तर प्रदेश) : उपसभापति महोदय, यह विधेयक एक आवश्यकता की पूर्ति के लिये आया है क्योंकि तारों के सम्बन्ध में जो १८८५ की विधि है उसमें टेलीफोन्स के सम्बन्ध में कोई चीज आ नहीं सकती थी। आज टेलीफोन्स ऐसे हो गये हैं कि जिनकी आवश्यकता साधारण से साधारण आदमी को मालूम होती है। तो इस सम्बन्ध में इस विधि में संशोधन आवश्यक है, और जैसा कि उद्देश्य में बताया गया है, उसी दृष्टि से यह विधेयक सदन के सामने आया है। यह स्वीकार होने लायक है और स्वीकार होना चाहिये।

इस सम्बन्ध में जब वादविवाद चल रहा है तब उससे लाभ उठा कर कुछ बातें मंत्री महोदय की सेवा में रख देने के लिये मैं खड़ा हुआ हूँ। इसमें संदेह नहीं है कि यह जो डाक तार विभाग है, ये जो सरकारी सेवाएं हैं उन सब में अधिक से अधिक उपयोगी लोक सेवा करने वाला विभाग है और इसकी दक्षता में, कार्यकुशलता में सभी को विश्वास है। यह काम बहुत अच्छे ढंग से चलता आया है। मगर जैसा अभी मेरे भाई राम सहाय जी कुछ बातों का उल्लेख कर रहे थे, मेरे अनुभव में भी कुछ मामूली बातें आई हैं जिनसे पता लगता है कि डाक तार विभाग में भी कुछ थोड़ी सी उपेक्षा होने लगी है। मैं १५, कैनिंग लेन में रहता हूँ। यहां मेरे निवास में डाक वाले बहुत सी चिट्ठियां छोड़ जाते हैं। एक दिन मेरे पास हिन्दी एमोसियेशन के नाम की चिट्ठी आई . . .

श्री अमोलख चन्द (उत्तर प्रदेश) : आपने उसे वापस कर दिया ?

पंडित अलगू राय शास्त्री : जी हां, वापस कर दिया। मैं कांग्रेस पार्टी का सेक्रेटरी हूँ, मेरे पास जो चिट्ठियां आती

हैं उनको मैं यहां कार्यालय में ले आता हूँ और यहां से उन चिट्ठियों को दूसरे लिफाफे में बन्द करके भिजवाने की सारी सुविधा मुझे मिल जाती है। लेकिन यह मेरा विश्वास है कि अगर मैं मंत्री न होता तो मुझे बड़ी असुविधा होती।

DR. RAGHUBIR SINH: The handling of private letters by anybody excepting the Postal Department is wholly illegal.

श्री किशन चन्द : अपोजीशन वालों के लेटर्स गालिबन गायब हो जाते हैं।

SHRI V. PRASAD RAO (Andhra Pradesh): They are delivered only after censoring.

पंडित अलगू राय शास्त्री : नहीं, ऐसा नहीं है। मैं अपने अनुभव से यह सब बता रहा हूँ। अपोजीशन वालों के लेटर्स मैं सील, मोहर करके भिजवाने की चेष्टा करता हूँ।

श्री राम सहाय : आपको ऐसा नहीं कहना चाहिये। मैंने बहुत से लेटर्स आपके पास पहुंचाए हैं।

पंडित अलगू राय शास्त्री : मैं सिर्फ लोक-सेवा की दृष्टि से यह बात बता रहा था। इस बीच में ऐसी कुछ बातें मेरे अनुभव में आई हैं। मेरा खयाल है कि डाक वाले दो, तीन चिट्ठियां, वहां एक कन्या पाठशाला है उसके नाम की, मेरे यहां छोड़ गये हैं। मेरे कहने का मतलब यह है कि कुछ इस तरह की असावधानियां सी हो रही हैं जो अब नोटिस में आ रही हैं। बहरहाल इसमें कुछ सावधानी की आवश्यकता है और कड़ाई करने की आवश्यकता है। मगर रोज रोज की स्ट्राइक की धमकियों की वजह से भी कुछ बहुत ज्यादा कड़ाई नहीं की जा सकती है। और इस वजह से जो सबसे बड़ी शिथिलता लोक-सेवा के कार्य में आ रही है उसमें मेरे भाई किशन चन्द जी जिस दल से सम्बन्ध रखते हैं—और विरोधी दल के नाम पर जो चीजें चलती हैं

[पंडित अलग राय दास्त्री]

सर्विसेज को उकसा कर, भड़का कर, उनमें थोड़ी सी अराजकता तक फैलाने की जो चेष्टा की जाती है—उसकी जिम्मेदारी भी अधिक है। तो मैं समझता हूँ कि इन सेवाओं में उत्तरदायित्व लाने की दृष्टि से यह आवश्यक है कि हम सब लोग उन सेवकों पर इस बात का प्रभाव डालें कि लोक-सेवा की दृष्टि से उनमें कार्य-कुशलता आनी चाहिये और उनमें अपने कार्य की तरफ से उपेक्षा नहीं होनी चाहिये।

टेलीफोन के सम्बन्ध में भी कुछ निवेदन करना चाहता हूँ। यों तो कोई विशेष बात इस सम्बन्ध में नहीं है परन्तु एक, दो साधारण बातें निवेदन करना चाहता हूँ। टेलीफोन से जो तार भेजते हैं उस के सम्बन्ध में अगर बिल्स बकाया रह जाते हैं तो कनेक्शन्स काट दिये जाते हैं और दिक्कतें पैदा होती हैं। इस सम्बन्ध में मुझे यह निवेदन करना है कि जिस तरह से ट्रंक काल के बिल और दूसरे बिल वसूल होते हैं उसी तरह से लेजिस्लेचर विभाग में हम लोगों के सैलरी बिल और दूसरे बिलों से यह बकाया पैसा भी वसूल कर लिया जाय और अगर कोई ऐसा बिल बाकी रह जाय तो उसके कारण कनेक्शन्स नहीं काटे जाने चाहिये। दूसरी बात यह है कि दो हजार रुपये की जमानत देने पर टेलीफोन कनेक्शन मिलता है। आम आदमियों के लिये यह जमानत का पैसा बहुत अधिक है। मैं अनुरोध करूँगा कि इसकी दर कुछ सस्ती होनी चाहिये। इस के अलावा जो डाक्टर्स हैं और जो दूसरे प्रोफेशनल्स के लोग हैं जो कि उपयोगी काम करते हैं उनको ज्यादा उदारता के साथ टेलीफोन के कनेक्शन्स मिलने चाहिये।

एक चीज की ओर मैं और मंत्री महोदय का ध्यान दिलाना चाहूँगा। यह मेरा व्यक्तिगत अनुभव है, वह यह है कि जब

नैनीताल में उत्तर प्रदेश सरकार के बहुत से विभाग और मंत्रीगण पहुँच जाते हैं तो अगर हम यह चाहें कि किसी बीमार का हाल मालूम करने के लिये या किसी और ज़रूरी काम के लिये वहाँ से लखनऊ को टेलीफोन करें तो उसके लिये हमको कनेक्शन नहीं मिल पाता है, क्योंकि सरकारी कर्मचारियों और मंत्रीगणों को इतनी प्रायोरिटीज दे दी गई है कि वे छोटी छोटी बातों के लिये भी और बाज दफा प्राइवेट कामों के लिये भी उस प्रायोरिटी का उपयोग करते हैं और जो आम आदमी हैं, जो साधारण आदमी हैं, उसकी बहुत आवश्यक बातें भी पीछे पड़ जाती हैं। फर्ज कीजिये कि किसी एक साधारण नागरिक को घर से खबर मिलती है कि कोई सख्त बीमार है या और कोई विशेष बात है और वह इस हिल स्टेशन से या इसी तरह की और जगहों से डाक्टर को फोन करना चाहता है लेकिन ऐसा करना उसके लिये बड़ा मुश्किल है, क्योंकि प्रायोरिटी की जो बुनियाद है वह यह है कि कुछ हाई डिगनेटरीज एक तरफ हैं और साधारण जनता एक तरफ है। मैं समझता हूँ कि प्रायोरिटीज को फिक्स करने में 'परपज आफ़ दि फोन' किस लिये फोन करना चाहते हैं, यह इंडिकेट होना चाहिये और उसके हिसाब से प्रायोरिटी मिलनी चाहिये और इसके लिये रेट्स में कुछ चेंज किया जाय। यह चीज आप चाहें जैसे करें लेकिन साधारण नागरिक को भी बड़े बड़े ओहदेदारों और पदाधिकारियों के समकक्ष बनाने की चेष्टा इस मामले में करें। मैं इस बारे में बहुत डिटेल में तो बता नहीं सकता लेकिन जब कि हम बैठे रहते हैं और हमको लाइन नहीं मिलती है पर एक विशेष व्यक्ति को मिल जाती है तो उस समय बड़ा अखरता है और उस समय यह मालम होता है कि गोया अभी जन-राज्य की बात नहीं है बल्कि विशेषतायें अपना ज्यादा प्रभुत्व रखती हैं और उनकी व्यवस्थाओं के कारण जनसाधारण के अहम से अहम काम

भी पीछे पड़ जाते हैं। मैं नहीं जानता कि यह कैसे एडजस्ट होगा और कैसे सामंजस्य स्थापित किया जायगा लेकिन इतना मैं कहना चाहता हूँ कि इस तरफ ध्यान देना चाहिये और यह एक आवश्यक बात है। अगर मंत्री महोदय, जो कि लोक-सेवा के कार्य के लिये अपनी विशेष ख्याति रखते हैं, इस तरफ अपना विशेष ध्यान दें तो बड़ी सुविधा पैदा हो सकती है।

इन शब्दों के साथ मैं इस विधेयक का स्वागत करता हूँ और इसका समर्थन करता हूँ।

3 P.M.

SHRI P. S. RAJAGOPAL NAIDU (Madras): Mr. Deputy Chairman, it is said in the Statement of Objects and Reasons of this Bill that "With the growing number of telephones it is necessary to do away with individual hiring contracts and to replace them by statutory rules." Sir, I do not know why with the growing number of telephones, the existing system of getting the telephones installed by way of entering into a contract with the Telephone Department has to be done away with and has to be replaced by statutory rules. Sir, I wish the hon. Mover of the Bill had elaborately stated the existing difficulties in the matter of giving connections and how by resorting to the framing of statutory rules these difficulties would be done away with. I wish, Sir, he had placed certain materials before the House. I am not saying as to what particular system we should have, whether we should have the present system or whether 'the present system should be replaced by the statutory rules but what I cannot understand is this. After this Bill is enacted, the existing telephones will be governed by the present hiring contract system and only the future connections will be governed by the statutory rules. In this way there will be no uniformity at all in the matter of telephone connections. Existing con-

nections would be governed by already existing practice of entering into a contract with the Department and the future connections will be governed by the statutory rules to be framed after this Bill is "enacted. I do not know how far having these two kinds of systems will prove healthy in the matter of administration and also in the matter of operational efficiency of the telephone system. Sir, I earnestly appeal to the hon. Minister who is sitting here to find out how far it will be advantageous to retain clause 3 which introduces a new section 7A. This new section 7A saves the existing system of agreements and if this system is not saved, that is, if this new clause 7A were not pressed, then we will have uniformity in the matter of telephone connections in this country. I hope, Sir, that the hon. Minister will certainly consider this matter deeply and see how far there is going to be uniformity in the country in the matter of telephone connections.

One of the previous speakers referred to new clause 7B which refers to arbitration of disputes and I feel, Sir, he has correctly pointed out that it is no arbitration if the arbitrator is to be suggested only by the Government and the person who owns the telephone has no voice in the matter of the selection of the arbitrator. Further, Sir, I feel there will be a legal lacuna in this particular clause. Arbitration arises only under a contract. Now, under the existing system there will be certainly two persons because the telephones are given only by entering into agreements. There will be two parties to the agreement, that is the Government and the person who gets the telephone but in future we are going to do away with the system of hiring contracts and there is going to be only one person, that is the Government which will issue permits for the installation of the phone. I do not know whether under the rules they are going to have resort to a licensing system or not. We do not know what it

[Shri P. S. Rajagopal Naidu.] is going to be. At any rate, there are not going to be any more contracts in the matter of telephone connections and under those circumstances, how far it will be legal to refer the matter to arbitration in which arbitrator is to be chosen only by the Government, is a matter which requires consideration. There is certainly some force in the argument of the hon. Mr. Gupte when he tried to bring the pointed attention of this House to this matter.

Then my friend, Dr. Raghubir Sinn, pointed out that the word 'transfer', has no relevance at all anywhere in the Bill and that wherever this word 'transfer' occurs in the Bill it has to be deleted. Sir, I see that there is absolutely no force in his argument. By the word 'transfer' he probably means physical transfer of the telephone from one place to another, which is most probably not what the framers of this Bill mean by the word "transfer". Suppose X has a telephone in his name. and he dies. Certainly the telephone will have to be transferred in the name of his legal representative. Suppose the father dies. The telephone may stand in the name of the father. Then after his death it will have to be transferred in the name of his son if he wants to have the telephone. It is only there, in those circumstances, that this word 'transfer' is used, and there is absolutely no meaning in what my friend, Dr. Raghubir Sinn, says about the meaning of this word 'transfer'. It is very simple and I feel that this word 'transfer' should absolutely remain.

Then, Sir, I have to make certain general observations about the operational efficiency in the running of our telephone system. Sir, I have to point out that operational efficiency is very much lacking in the Telephone Department. Sometimes when we book trunk calls, even for several hours we do not get the calls at all. I have got the experience of booking a call at six in the

morning from Delhi to Madras, and it was an urgent call. But even after fifteen hours, till midnight, I did not receive the call. It is not on one occasion, on several occasions it has happened. The reason that is given is that all the lines are fully engaged ..

SHRI KISHEN CHAND: or out of order?

SHRI P. S. RAJAGOPAL NAIDU: .. or there are only a few lines between Madras and Delhi or that the lines are out of order, in which case the reply that is given is that they are booking *via* Bombay and nothing happens ultimately. I do not now book any trunk calls at all from Delhi to Madras since I have to wait for the whole day only to be told in the end that I do not get the call. Even at midnight, the call does not mature. This is the state of affairs so far as trunk calls are concerned.

And even with regard to local calls, Sir, I am sorry to say that the efficiency is very poor in the matter of receiving of calls and booking of calls and all that.

Then, Sir, I am not going to suggest now whether this telephone system should be in the public sector or in the private sector. It is a very big question, but in countries where telephones are operated in the private sector we find it is very efficient. Sir, I have the experience of booking a call from New York to Detroit or from New York to Chicago not once, several times, and I may tell you, Sir, that I could get the call within a minute or two, and on every one of the occasions I had booked the call, I was able to get the call within a minute or two. There are a number of private people manning the telephone system and there is keen competition between one and the other and each one tries to vie with the other in the matter of efficiency of his telephone system.

Sir, of course here it is in the public sector, but that does not mean that those who pay for tins should suffer, particularly when I find, compared to other countries in the world, the telephone rates are generally high here. The trunk call rates are too high and the government goes on increasing the rates. In spite of it the efficiency is very poor. Sir, I am sure the hon. Minister will consider deeply about this and see that this deficiency on the part of the telephone operators is removed.

Then, Sir, there is one other matter which I would like to point out, and I am sure it is also the experience of other Members of this House. Of late, I find that several trunk call bills are sent to us—calls which we had not booked at all. Sir, if it comes once it is understandable, but if it goes on repeating, then I feel that there is something wrong somewhere. Personally speaking, I got a trunk call bill for a huge amount for calls said to have been made by me, when as a matter of fact I had not a telephone nor—was I present at the place. The bill comes to a big amount. I do not know how there could be a mistake about it. And when I pointed it out in writing to the person concerned, absolutely there was no reply at all. I do not know whether I should pay that amount and then protest or I should not pay. But such things are happening, of late. I am sure, Sir, that no room will be given for such complaints in future. I find this thing happening only now.

The other thing which I want to point out is peculiar so far as Madras State is concerned, where we get trunk call bills after six months, at a time, when we forget whether we had booked any such calls or not. January bills are sent in June and June bills in December, and after repeated representations to the district administrator there, we find now there is slight improvement, and we get the bills after four months. £0 BSD—4

Then, Sir, sometimes these bills are not sent to us at all and yet they say that the telephones will be disconnected—even though the bills are not sent to us at all. They presume that the bills have been sent to us and yet we find that we have not received the bills. Such is the state of affairs. I do not know whether these affairs are due to the increasing issue of telephones in the country or whether it is due to operational inefficiency on the part of the persons who are managing these telephones. Whatever it is, it is time that we try to tone up the administration in the matter of booking and operation of telephone calls in the country.

Sir, with these few words I support the Bill.

SHRI RAJ BAHADUR: Sir, I am grateful to the hon. Members who have taken part in this debate for the support they have unanimously given to the measure that is before us. For the sake of convenience, if you permit me, Sir, I may start my observations in regard to the points that have been made by the last speaker because they pertain more relevantly, comparatively speaking, to the provisions and to the phraseology in the Bill. He has raised a fundamental question and wants me to explain in greater detail than I have done in my introductory speech, how the new system of rules is going to prove more convenient than the contract system and why the contract system cannot be done away with all at once. I think basically the position is, that a subscriber and the department stand on a certain relationship. That relationship to-day is governed by the terms and conditions as they are laid down in a particular agreement. In the case of each and every new subscriber who comes to the department for a telephone, we have got to enter into an agreement with him. Necessarily we have got to pass through all the procedures, all the stages of negotiation and the conclusion and execution of a contract. The making of a contract then usually takes time. In short, much time is

[Shri Raj Bahadur.] spent, much energy is spent and much money is also spent in the case of each subscriber for establishing his relationship with the department by an agreement.

Now, as I said earlier, we have got as many as over 3 lakh telephone connections, and almost as many telephone subscribers in the country. That means that we have got to keep a record also of all these contracts. Therefore what is proposed to be done through this proposed measure is that that relationship, rather than being governed by individual agreements, should be governed by statutory rules. The agreements between the subscribers on the one hand and the department on the other are more or less uniform. I think there is hardly any difference anywhere. Maybe that in individual cases there are certain variations to consider special cases, but by and large the relationship is the same. Hereafter, it is proposed that relationship will be determined by the rules which will be framed under the powers that are sought to be taken under this new measure, and these rules will be placed before both Houses of Parliament, so that Parliament will be fully in the picture and will have full authority to make any modifications in the rules as they are framed and put before it. I trust, Sir, that the new system would help to make things easy, convenient and smooth, and in course of time we shall find that there will be a great economy of the time, money and energy spent over the whole affair. So that is my humble reply to that particular part.

SHRI P. S. RAJAGOPAL NAIDU: Why don't you do away with the present system altogether?

SHRI RAJ BAHADUR: I see the question but my hon. friend has already laid some emphasis on the difficulties of a transition period. In fact he said that the transition period should be as smooth as possible. Under the present system an agreement could be terminated by a subscriber

by giving seven days' notice. Now we also propose to have some rules in regard to the transition period and how it can be covered. So I agree that it will not be difficult for us to effect a very smooth change-over to cover this period of transition from the contract system to the system of statutory rules. It might be said that this contract system should be done away with immediately. That would also entail a good deal of hardship and a good deal of extra labour. Because if we want to remove everything all by a stroke of pen then these people with whom our relationship is already settled, in accordance with the agreements that have been entered into, may feel it a little troublesome or irksome. A transition period has therefore been envisaged and an option has been given in the Bill to the subscriber to choose either of the two systems. The present subscribers and their relationship will be determined by the terms of the agreements which have been entered into by them and as time goes on we shall try to change over to the system of statutory rules.

Then, the third point he made was how this uniformity will be accomplished. I have already indicated that 'Arbitration' he says is usually a feature of contracts and some observations were made by other Members also in this behalf. I will advert to these points later on. But so far as the particular point raised by Shri Rajagopal is concerned, I regret that I have not been able to quite comprehend the difficulty that my hon. friend has in his mind about the arbitration clause. Arbitration is being provided for in the Bill and authority or power is proposed to be given by this Bill to the Government for the appointment of an arbitrator in cases of disputes arising between a subscriber on the one hand and the department on the other. So, it should not be difficult to appoint arbitrators in such cases.

Now, he has said something about delays in trunk calls and his experiences about trunk calls which he put

through in a country like America I must confess that there are delays in putting through certain trunk calls. There is not the least doubt, however, that most trunk calls too mature in reasonable time; but the department has always been explaining its difficulties in this behalf. Let me only state the facts as they are, not by way of trying to offer some sort of an excuse or apology for the delays, but just to state the facts as they are. The number of trunk calls that our system was subjected to, the pressure of the number of trunk calls, was only 40 lakh times in the year 1947-48. It has risen to 27 million now. In the course of the last two or three years it has risen from 15 million to 27 million calls. The increase in the number of trunk calls that are put through in of the order of three to four million per annum. The number of circuits cannot be increased simultaneously proportionately. It only shows that our economic development is much greater and much quicker in speed than our capacity to increase the number of telephones or the number of telephone circuits.

We should be prepared . . .

DR. R. B. GOUR: Do they not form the core of the Plan?

SHRI RAJ BAHADUR: So far as I know, the telephone system does not come within the core of the Plan. I should very much like to have it in the core of the Plan. We should have an allotment of Rs. 200 crores for the expansion of the telephone system for modernisation and mechanisation of the entire telephone system to bring it to a level of service which obtains now in Germany or in U.S.A. We have been given an overall amount of Rs. 63 crores for P. and T. We know our limitations. Out of that we have got to spend about Rs. 12 crores on buildings. So, for the expansion of telephones, we have got I should say only a very small fraction of what we in fact need. The number of telephone calls is increasing. The number of circuits is not increasing in proportion

with this increase. The increase in circuits is not keeping pace with the growth of traffic. The result is that we can compare our condition to the state of a road or a highway which can contain only two vehicles at a time and about ten are placed on it all at once. So, necessarily others have to wait and wait in a queue. Sometimes that queue might be as long as 15 hours as in the case of certain calls which were put through by my hon. friend here. So, I would not like to try to gloss over things, but at the same time we should not also ignore the fact that the telecommunication system has also got to face sometimes a problem which is essentially not one of communications but that of law and order. There are thefts of copper wire from some of our lines. The prices of copper and copper wire have risen and the temptation for these thefts is great. Despite all our efforts and the efforts of the concerned State Governments—West Bengal, Bihar, Orissa and U.P.—we have not been able to make much headway so far as controlling these thefts is concerned. So, I would not say more about it. Let it be understood that the service is not of the order, of the standard that we would like to have. We are trying our best to do whatever we can within our limitations. We have got a plan by which we are going to lay underground cables between Calcutta and Delhi and Delhi and Bombay and we hope that we shall be able to complete this project in three years' time or four years' time. When it comes up, we shall have no more difficulties or delays, no more interruptions, and other irksome experiences that the Members have been subjected to, much to my regret often. So much about trunk calls and delays. So far as the American system is concerned, I appreciate that in the economic order that obtains there, there are private companies which run the telephone system of the country. I can only say that they have invested large sums of money. They have got not one system, but more than one system. They operate through land lines; they operate through cables;

[Shri Raj Bahadur.] they operate through the traditional or the conventional telephone system. They also operate through the radio-telephone system and the micro wave telephone system. So, two, three or four systems are simultaneously brought into operation. We do not have the necessary finances for that and I wish we too could have that.

Now, with regard to trunk call bills, I would only point out that according to our statistics, so far as Delhi is concerned, there are no bills which are delayed more than a month.

SHRI P. S. RAJAGOPAL NAIDU. In Madras it is six months.

SHRI RAJ BAHADUR; About other towns

DR. RAGHUBIR SINH: What about the bills for 1952 and 1953 which I never received and which I never paid? I do not think I ever received them.

SHRI RAJ BAHADUR: Perhaps my hon. friend was in Sitamau and probably the bills failed to reach him through the post office.

(*Interruption*).

DR. R. B. GOUR: Has it been deducted from his parliamentary amount without the Member knowing it?

SHRI RAJ BAHADUR: I will try to call for an explanation from the postal authorities as to why the bills had not reached him; but I cannot without full enquiry put the blame on the telephone department or the postal department because the bills did not reach him. (*Interruptions*). I would only say that we are trying to tighten up the arrangements regarding bills. We have also mechanised to some extent one of these Telephone bill offices in Delhi and we feel sure that we shall be able to achieve some improvement. But I can say that our information is that in Delhi the bills are not delayed for more than a month, and in other towns for more than one and a half months . . .

SHRI JASPAT ROY KAPOOR: If the bills are delayed, make the claim time barred.

SHRI RAJ BAHADUR: For that we shall have to alter and amend all our laws on civil procedure and limitation, because in that case many a suit will fail on the same plea. Because the claim was not made soon enough the entire suit should fail. In regard to that I will say only that much.

Now, with regard to the observations made by my friend who bears my own name—with the addition of 'Gour' I should say—I would request him to kindly once again read section 5. It says "on the occurrence of any public emergency", or "in the interest of the public safety", the Central Government or the State Government can do this thing, namely, take temporary possession of the telephone or order that any message be intercepted or be disclosed to the Government. That is the rule. It is in an emergency or in the interest of the public safety.

DR. R. B. GOUR: "In the interest of Public safety" makes it universal and also perpetual.

SHRI RAJ BAHADUR: In regard to universality my friend will not ignore and forget that there are people in this country who may not be entirely friendly to this country. There are people in this country who come from other countries which may not be entirely friendly—not all of them, some of them, at least one or two, we always have these exceptions. The law is not for the person who observes the law, who abides by the law. The law is for the person who is fond of, or who is inclined, or prone to by-pass or break the law, to do some act which might not be in accordance with the safety or security of the State, and, therefore, of the nation. Therefore, I think the safeguard which is there should not be dropped. This safeguard is not meant for any political victimisation or any other thing of that sort. And I can assure my hon. friend that if any instance of that

type comes to his notice it is a matter which can be investigated. But there is no doubt that this provision, as it is, is for emergencies or for extraordinary circumstances. It is not for ordinary circumstances and not for ordinary conditions. So, I would like to say only that much so far as this thing is concerned.

I am at one with him so far as the need for consulting the Consultative Committee is concerned and I can assure him that we have got the highest respect with regard to all the opinions and all the advice that is given to us in the meetings of the Consultative Committee. We shall take due note of all of them certainly. In regard to the observations of Shri Gupte about arbitration, I can only say that so far as the contract system was concerned, if any case arose where a dispute had to be referred to some person, as an arbitrator that person happened to be no other than the Director General of Posts and Telegraph or the Chief Engineer himself. The Chief Engineer or the Director General himself acted as the arbitrator. We are doing now one better, and that is that we would now like to appoint some one other than the Director General or the Chief Engineer. We have got 3 lakhs of telephone connections at the moment, and our experience has been that in a year hardly about a dozen or two dozen cases arise in which matters are not settled mutually and a dispute arises. We have got a regular machinery to look into cases of complaints. Any complaints which are not dealt with or tackled at the level of the Directorate come to the level of the Minister, and we also try to look into them. The question arises if it is a dispute about a disconnection or about the payment of arrears or about any other thing which is not capable of solution at these levels, an arbitrator can be appointed. But to maintain a list of arbitrators, is hardly necessary, and I hope that the assurance that the Government can give on this particular matter will be considered sufficient. They are very small

matters and we should not have an elaborate machinery for that, like a panel of names and all that. What we should bear in mind is that all these disputes should be settled as quickly as possible and without avoidable delay. We would like an expeditious disposal of all claims and disputes and for that matter it would be good and useful if this power or appointment of an arbitrator, in case of dispute, is left with the Government.

The next point which was made by Shri Kishen Chand was in regard to crores of rupees which, he thinks, are lying in arrears on account of telephone dues. He says that we have not been realising our arrears as quickly as possible. I can assure him that we have taken very effective steps for that. We have even disconnected in certain cases Government telephone connections for that. I can assure him that out of the amount billed in an year only 6·8 per cent, remains due in arrears out of an average total revenue of 16 to 19 crores that we earn.

SHRI KISHEN CHAND: What is the amount?

SHRI RAJ BAHADUR: In one year it was about Rs. 80 lakhs, in another it was a little over Rs. 1 crore in arrears. Out of a revenue of Rs. 17 or 18 crores, an arrear of 6-8 per cent—I think even the worst type of creditor will have that much of arrears against his debtors.

DR. R. B. GOUR: Hav.? you written off any amount as a 'dead' amount?

SHRI RAJ BAHADUR: I will require notice for that. I do not think that we have had to write off much. If you want me to give figures of any amounts having been written off, I require notice for that.

Then Mr. Kapoor made certain suggestions about certain steps which we could take profitably for the improvement of the services. I am grateful to him for all the suggestions he has made. I can assure him that we do instruct our operators to find out the

[Shri Raj Bahadur.] person called over the trunk telephone as far as possible and divert the call if so desired. But in doing that the operator essentially embarks upon a process which entails delay for other calls, because the operator's mind, attention, work and energy are all concentrated upon trying to find out one particular person and diverting the call to him. To that extent he is taken away from other traffic that comes. Therefore, the operator can go only up to a particular limit, and not beyond that. I can assure you that we are trying to do more and more, but that would mean more pressure upon the operating staff.

In regard to the automatic system at Agra Mr. Kapoor says that it is the only place where we have got the metering system and not the automatic system. I can assure him that in about 15 cities there is manual system, and yet we have got to resort to the system of metering for calls. We do that essentially for two purposes. Firstly, we do it to observe the principle of "one must be made to pay for as much as he uses the service"

SHRI JASPAT ROY KAPOOR: I never objected to that. I only suggested that you have the automatic system as early as possible.

SHRI RAJ BAHADUR: I bear that point in mind, and I can assure my hon. friend that I am as anxious to have the automatic system of telephones in Agra as early as possible, because there happens to be my University and my *Alma Mater*, apart from the fact that it happens to be the home town of the hon. Member.

DR. R. B. GOUR: They will get it before the Rihand Dam?

SHRI RAJ BAHADUR: I think they will get it before that. Then, Mr. Kapoor says that sometimes in the matter of mentioning names and surnames in the Directories a uniform system is not maintained. I can assure

him that we have issued instructions for the compilation of these Directories in which the names will hereafter be arranged in alphabetical order. But it is mostly left to the choice of the subscriber himself whether he wants his name to be printed in the Directory according to his surname or according to his Christian name, or full name. So it is left to him. If he wants that he should be mentioned as "Kapoor, Jaspat Roy", we cannot put him as "Jaspat Roy Kapoor". If he wants it as "Jaspat Roy Kapoor", we can put his name beginning with 'J'. It is entirely left to the discretion and good sense of the subscriber himself, and I think if we interfere there, we shall not be right.

SHRI JASPAT ROY KAPOOR: In the absence of any specific wish expressed by the subscriber what system do you propose to adopt uniformly all over the country?

SHRI RAJ BAHADUR: We shall strictly conform to the way and the manner in which he has made his application. If he has submitted his application as "Kapoor, Jaspat Roy", we shall put it "Kapoor, Jaspat Roy," and *vice versa*. That is, we shall act as he wants us to act.

SHRI JASPAT ROY KAPOOR: So far as my personal case is concerned, I may submit that I never put down my name "Kapoor" first and "Jaspat Roy" afterwards. But in the telephone directory I find "Kapoor" first. For the sake of convenience it would be better if we have a uniform system throughout the country.

SHRI RAJ BAHADUR: May I submit here also that we cannot conform to one particular uniform procedure all over the country, because in certain areas the surname is more important than the name. In other areas the reverse is the case. In North India we seldom use our surname, we are known more by our names. In other parts of the country the surnames come first. I think we should take

note of the conditions and of the circumstances that obtain in the various areas of the country.

Then, Sir, about the opening of public call offices at railway stations, I will bear that point in mind. We have opened a large number of P.C.Os. and telephone booths at railway stations wheresoever it is possible.

Then Shrimati Kidwai has said something about delays in providing connections even though deposits have been made as long as six months back. I can assure you here that there may be very few such cases because we make sure, before we accept the deposit, whether we can give a telephone connection in a reasonable period of time or not. Otherwise we will not accept deposits. There may be a few cases in Ahmedabad or in one more place. But I can say that even in such cases there will be no more delays and the connections will be given as quickly as possible.

Then, Sir, her suggestion that all those villages which lie on the route of a particular telephone circuit should be provided with connection is a very useful one. But whether it is technically possible or not is a matter for experts to say, because it may well be that a particular circuit may not be able to hold the entire traffic that might emanate from all these villages or towns that lie on the route of a particular telephone circuit. Supposing it is not capable of holding that much traffic, it will be no good opening so many P.C.Os., the standard of service being poor. Therefore, as large a number of villages and towns on a given circuit, I agree in principle, should be provided with telephone facilities as possible.

Then I come to Dr. Raghbir Singh's observations. He has commended the provision in the Bill that would enjoin upon us to place the rules, that will be framed under the powers that we are going to have under the Bill, on the Table of both the Houses of

Parliament. He says that the Ministries have been very shy in this respect. I can assure him that in all such cases where the Statute makes it a condition upon the Government or the Ministry concerned to lay the rules on the Table of the House, such rules must be laid on the Table of the House. I have got no doubt in my mind about that, and I am sure that Members are alert enough and vigilant enough about their rights. In any such case where the rules have not been so placed, Members will definitely point out to us, and we shall definitely come and tell you, Sir, whether there has been really an omission or oversight. But even now I should be grateful to him if he points out which Ministry or which Department has done so because ours is a joint and collective responsibility. The second point he said was about the transfer of residence. I need not say anything about it after the observation.

DR. RAGHUBIR SINGH: I did not say that Statutory Rules had not been laid. I said that they were generally shy in placing all the other Rules here.

SHRI RAJ BAHADUR: I repeat, Sir, that this rather is a broad insinuation. We are not shy at all because we are duty bound to put them on the Table of the House. We cannot do without putting them on the Table of the House. So, we are not at all shy. We are ourselves keen to put them and I think the charge of shyness at least so far as I am concerned can hardly

SHRI JASPAT ROY KAPOOR: I say, no 'Bahadur' can be shy.

SHRI RAJ BAHADUR: I would *not* say anything about transfer. Then he said about the multiplicity of the system. I have already made my observations regarding that. He said about the fate of the existing subscribers. I can assure him that their fate will be completely safe and there

[Shri Raj Bahadur.] will be no danger to their rights and interests because if they want to conform to the new system under which their relationship should be governed by the statutory rules, there would be no difficulty in getting that done. Otherwise, their present agreement will hold good and all their rights and obligations will be determined under the same agreement.

Then he said something about the period of transition about which also I have already made my observations.

Shri Ram Sahai said that telegrams were delayed too much and that letter boxes were not cleared. Although these are not germane to the discussion of this Bill, yet I can assure him that if any such cases are brought to our notice, they will duly be enquired into. About telegrams also, he said that there was a certain laxity in the standard of efficiency following the talk of strike, and the 'go-slow' tactics and all that. Members of this House are painfully conscious of the whole thing. We do not fight shy of admitting that there has been slackness in the standard. We are trying to pull up and I would only make one request to the hon. Members; let them kindly count how many telegrams they get every month and how many of them get delayed. Let them make, in their minds, an observation of this month by month. And I am sure they will feel that the number of telegrams which come late would constitute a very small percentage. In all humility, I make this claim also about letters delayed or lost. I can only say that out of the crores and crores of letters or other postal articles, which the Postal Department has got to handle and carry, it may happen that a few are lost or delayed. I admit that even this is not a good thing, and this should not be made an excuse of. Why should they be delayed at all? But then, such delays may be occasioned because of so many reasons, such as the working conditions in which some of these people who have

got to work in the post offices have to work. In certain places, they have been working in difficult conditions. In this period of growth and development of our economy all round therefore we may have to put up with a certain irksome experience or deficiency in the highest interests of society and for that . . .

SHRI JASPAT ROY KAPOOR: Two days' delay in a telegram would be inexcusable.

SHRI RAJ BAHADUR: I have never said that it is excusable. Even four hours' delay is inexcusable to say nothing of a telegram which is delayed for 2, 3 or 4 days. It should come as quickly as possible. The delay is not excusable at all. But there are, of course, certain lapses sometimes in the service and they are occasioned on account of so many reasons.

In certain cases, there are cases of mutilation of address also. Shri Ram Sahai said that the word 'Union' was converted into the word 'INTUC'. Now, there is only one remedy for that and that is what is known as sending telegrams by means of a process by which the entire photograph of the telegram is transmitted or conveyed from one place to another. That is the system that has been introduced in certain countries. In that case, the handwriting of the person who sends the telegram will be photographed and sent to the addressee. In that case, if there is any mutilation or anything of that sort, the responsibility will be on the sender of the telegram, because sometimes it becomes difficult for our ICH*-paid employees to read or decipher how a telegram has been written. That depends upon the legibility of the handwriting also. But, as I said, there is no excuse for any such lapses or delays, etc.

Pandit Algu Rai Shastri narrated his experience in Nainital. It is a very cool place and may be there might be some difficulties about putting through the trunk telephone call.

DR. R. B. GOUR: Words got frozen there.

SHRI RAJ BAHADUR: No, no, it is not a question of telegrams. It was a question of telephone calls. The complaint was not against the telephone call system; it was that the ministers and officers enjoy such a high priority in regard to putting through their calls and the number is so large that the common man is left without any room for him on a given circuit. I share his views, Sir, and we have taken certain steps which I think would be found to be useful. They have already had some effect. Sometimes, we found that the priority calls were booked too frequently by a large number of people. We have checked that list. We have also, as might be known, increased the rate of important calls, increased calls and most immediate calls. Formerly, these calls were put through at the same rate, as that of the urgent calls. Now the rates are much higher, double or something like that. I have that figure. I will give it later on.

Then, in regard to the time limit of such calls, it has been fixed now. It is nine minutes for important calls; maximum of twelve minutes for immediate calls and fifteen minutes for most immediate calls. I think, with these steps taken, we shall secure better utilisation of these trunk circuits. I have had my observations made about transfers already.

There was a point made, that no notice is given of the expiration of the period of three minutes in trunk calls. The rules are there, that 20 seconds before the expiry of each period of three-minutes, the subscriber does get a caution that the 3-minute duration is going to end. But sometimes this 'caution' too becomes so irksome to the user of the telephone. Complaints have been received about it also. So, we do not know what to do—to do away entirely with this warning or caution that is given before the expiration of the three minutes or to keep it. But I think it is better that the

subscriber or the user is given that warning.

I should like to say a word in regard to the places where telephone facilities are required—Karchana in Hardoi. I can only say that the population of this place is 3,000 and we have written to the Pradhan that if a new line is to be erected, he should guarantee an income of Rs. 2,100 per year. But no reply has been received.

Sir, I thank once again the hon. Members who have taken part in the debate and for the faults and deficiencies that they have pointed out, because they will enable us to improve the services.

With these words, I commend the Bill to the House for consideration.

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill further to amend the Indian Telegraph Act, 1885, be taken into consideration."

The motion was adopted.

MR. DEPUTY CHAIRMAN: We shall now take up the clause by clause consideration of the Bill.

Clauses 2 and 3, clause 1, the Title and the Enacting Formula were added to the Bill.

SHRI RAJ BAHADUR: Sir, I move: "That the Bill be passed."

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill be passed."

The motion was adopted.

THE NAVY BILL, 1957

THE DEPUTY MINISTER OF DEFENCE (SHRI K. RAGHURAMAIAH) ; Sir, I beg to move:

"That the Bill to consolidate and amend the law relating to the government of the Indian Navy, as passed by the Lok Sabha, be taken into consideration."