

submission to such interests. Therefore the party in power should be considered much more responsible than anybody else.

**SHRI H. C. DASAPPA :** May I know whether there have been any reactions from the States to which this report has been referred?

**SHRI JAWAHARLAL NEHRU :** No, Sir, I do not remember receiving any comments from the States. As the House knows, the States have been very busy with other matters.

**SHRI KISHEN CHAND :** Regarding parliamentary procedure, is the hon. Prime Minister thinking of making certain changes in parliamentary procedure or at least appointing a committee to consider changes in the parliamentary procedure in order to expedite matters and save time and carry on the parliamentary work through some sort of committee of the whole House or smaller standing committees? These are the lines on which I have been thinking.

**SHRI JAWAHARLAL NEHRU :** No, no. Indeed we are prepared to discuss all these matters with hon. Members.

**MR. DEPUTY CHAIRMAN :** I am putting the amendments to the House.

The question is :

1. "That at the end of the Motion, the following be added, namely :

'and having considered the same this House disapproves the observations and recommendations of Dr. Paul H. Appleby generally and in particular those relating to the authority of Parliament the Public Accounts Committee and the Comptroller and Auditor-General in relation to the general administration, as also the autonomous Corporations in the public sector'."

The motion was negatived.

**MR. DEPUTY CHAIRMAN :** The question is :

2. "That at the end of the Motion, the following be added, namely :—

'and having considered the same, this House is of opinion that the Report be rejected and a High-Power Commission, inclusive of

members of both the Houses of Parliament, be appointed to go into the entire problem of administration including that of Government industrial and commercial enterprises and local authorities to overhaul and gear up the entire machinery to suit the new democratic order and development requirements of the country'."

**SHRI JAWAHARLAL NEHRU :** I should like to point out with all respect that it is all irrelevant. There is no question of rejection or acceptance. It is not a report to Parliament.

The motion was negatived.

**MR. DEPUTY CHAIRMAN :** There is nothing further to vote upon. The Report has been considered.

#### THE KHADI AND VILLAGE INDUSTRIES COMMISSION BILL, 1956

**THE MINISTER FOR PRODUCTION (SHRI K. C. REDDY) :** Sir, before I move my motion I would like to know the time allotted for discussion of this Bill and whether we are carrying it over to-morrow.

**MR. DEPUTY CHAIRMAN :** Two hours. We are sitting till six.

**SHRI KISHEN CHAND (Hyderabad) :** May I know whether it is inclusive or exclusive of the Minister's speech?

**MR. DEPUTY CHAIRMAN :** It will be for all stages.

**SHRI K. C. REDDY :** Sir, I beg to move:

"That the Bill to provide for the establishment of a Commission for the development of Khadi and Village Industries and for matters connected therewith, as passed by the Lok Sabha, be taken into consideration."

It is a happy coincidence, Sir, that this Bill is being taken up for consideration immediately after the debate that we have had just now on Dr. Appleby's report.

[**THE VICE-CHAIRMAN (SHRI P. S. RAJAGOPAL NAIDU)** in the Chair].

[Shri K. C. Reddy.]

Now, the devolution of authority and the delegation of responsibility are the very principles on which, if I may say so, this Bill is based. I think most of the arguments canvassed on either side in the course of the debate on Dr. Appleby's report will apply to some extent, with great relevancy, to a discussion of the merits or demerits of this Bill. I will deal with the main aspect, namely, the delegation of responsibility and the devolution of authority that this Bill seeks at a later stage in the course of my remarks when dealing with this Bill. The very first point that I would like to make is that. . . . .

DR. W. S. BARLINGAY (Madhya Pradesh) : The main question is with regard to the delegation of executive functions. Or, is it a question of delegation of policy-making ?

SHRI K. C. REDDY : The hon. Member is anticipating. If the hon. Member had some patience to listen to me, I think I would have covered that point to his satisfaction, I hope.

With regard to these industries, Khadi and Village Industries, I would like to make one or two general observations before I proceed to take up the various clauses of the Bill. The supreme importance of Khadi and Village Industries and their contribution to the development of the national economy are well known. It was no less a person than Mahatma Gandhi who focussed the attention of the nation on the key role that these industries, Khadi and Village Industries and other cottage industries, have to play in the building up of the nation on balanced lines for nearly three decades. He gave the utmost importance to the development of these industries. After the achievement of independence both the Central Government and the State Governments have lost no opportunity and spared no efforts to give a great fillip to the development of these industries. I would like at the very outset to state that the main responsibility for the development of these industries fall squarely on the shoulders of the State Governments. It is the State Governments that have got to bear the brunt of this responsibility and it is the apparatus of the State Governments, namely the various Departments of Industries that they have built up and

which are functioning, that has got to discharge the supreme responsibility of developing these industries. But in view of its great importance, Sir, the Central Government has come into the picture.

It is not necessary for me at this stage to narrate the developments that have taken place, the discussion that have taken place, in regard to the role that the Central Government has to play in the development of these industries during the last few years. When we were discussing the First Five Year Plan, when we were formulating it and after we formulated the Plan, there were discussions at a very high level to bring into being certain central authorities in order to deal with these cottage industries. I am sure the hon. Members are aware of the First Five Year plan and its contents and I need not quote from that Plan. It is enough to say that as a result of the efforts made in the beginning of the First Five Year Plan and the discussion held at various levels, several All India Boards were brought into existence of which the Khadi and Village Industries Board is a very important. So many Boards have been

brought into existence for 4 P. M. example, the Handloom Board, the Small-Scale Industries Board, the Coir Board, and Tea Board, the Rubber Board, and so on. During the discussion on the Second Five Year Plan, when it was in the stage of formulation, it was decided that these industries should play a very vital role in the development of our national economy, and for well-known reasons. Decentralisation of industries is a thing about which we have heard so much on several occasions, and its importance is well-realised. We want to increase production to the maximum possible extent in respect of certain selected consumer industries, without at the same time impairing or prejudicially affecting the maximum amount of production of some other goods. That is necessary for our expanding economy. It is in this context that a decision has been taken that we have to give the maximum assistance and support for the development of these industries, and these all-India bodies have been brought into existence only for the purpose of, if I may say so, supplementing the efforts of the State Governments and not supplanting the efforts of the State Governments. This is a point which has got to be very carefully borne in mind. Whenever an all-India body is being brought into

existence, it is not as if there is any desire on the part of the Central Government to take away the authority of the State Governments or to over-Centralise any thing, but there is really every desire to supplement the efforts of the State Governments. In respect of these industries, the sole desire is to assist the State Governments by giving them financial support and by guiding them in matters of policy.

Well, Sir, a little while ago, I was giving the genesis of the Khadi and Village Industries Board. It was conceived mainly as an advisory body, that is to say, to advise the Central Government and the State Governments in the matter of planning these cottage industries and preparing schemes for the development of cottage industries of various types and giving some sort of support and strength by those who have got a considerable experience in the building up of these industries over a long period of time in two or three decades. Though it was mainly conceived as an advisory body, yet certain executive functions were made to come within the purview of the working of this Board. I need not refer at the present moment to the several executive functions that were given to this Board. But as time went on—this body came into existence in 1953—the Khadi and Village Industries Board, by usage and convention, and by the compelling force of circumstances began to gather upto itself several executive functions. And it is now more than an advisory body. It is now an advisory-cum-executive body with administrative responsibilities. This is the position in which we find that the work of the Khadi and Village Industries Board has gone on during the last two or three years. Now this has given room to several difficulties, firstly on the part of the Board itself, and secondly on the part of the Government. The Board feels handicapped, because it cannot hold or acquire or even transfer property. Every scheme that it formulates will have to come before Government for scrutiny and sanction. Every appointment that it has to make will have to come before the Government for final approval. Therefore you can easily imagine the difficulties that will arise in the speedy implementation of the policies and programmes, mainly programmes, of the Government. The Board has to go through this complicated and cumbersome procedure of what we call red-tapism.

Incidentally, Sir, I may say that this Bill was formulated when the Board was under the control of the Ministry of Commerce and Industry, and for various reasons this Bill could not be proceeded with till now because of the various discussions which we had to undertake with the Planning Commission and other concerned Ministries. Various observations were made by the Karve Committee. Of course, I need not go into all those things. Now it has fallen to me to pilot this Bill.

This Bill, as I have already said, is intended for certain specific purposes and for avoiding delays. I was a little while ago saying that in the course of my experience with regard to the administration of this Board during the last 15 months I have found that the work has been definitely delayed, because the Board has necessarily to refer to the Government each matter, small and big, and each scheme, small and big, and await the pleasure of the Government for the sanction being issued. And in spite of our best efforts in our Ministry—all these matters have necessarily to be referred to other Ministries, including the important Ministry of Finance—due to the inherent circumstances in the very nature of things, delays have become unavoidable with inevitable results. So, it is mainly for the purpose of avoiding delays and ensuring speedy action that this Bill has been designed.

Then, Sir, there is one important aspect also which I would like the hon. House to note. From the viewpoint of Government, the appropriate Ministry now is the Production Ministry. The Government is solely and fully responsible for properly spending the necessary amounts which have been sanctioned, and it is responsible for each and every scheme that may be launched by the Board. It is responsible for every appointment that may be made by the Board. The Government is fully responsible and accountable to Parliament for whatever is done or not done by whom? By the Board. This is a very anomalous position. Here you are giving the executive power to the Board, but it is not the Board that is responsible for the management or the mismanagement of the funds that are allotted to that Board. Sir, both the Ministry of Finance and the Comptroller and Auditor-General have repeatedly brought to our

[Shri K. C. Reddy.]

notice that the responsibility for management or mismanagement of the funds should be laid squarely on the shoulders of the authority which is entrusted with the executive powers or with the administrative powers. It is a vital principle that is involved, and the anomaly, the embarrassing situation, in which one body is given the power to do things and another body is made accountable to Parliament, has to be removed, and it is with a view to removing that anomaly that the structure of this Bill has been designed.

When I say that this Board has to be made responsible, must be made accountable to Parliament. I should not be understood to say that the Ministry is trying to evade its ultimate responsibility. Even after this Bill is passed and becomes an Act under which a Commission will be constituted, however much the Commission will become responsible for certain things that they do, ultimately it is the Ministry who will be responsible to Parliament. It is the Government who will be responsible to Parliament. So, the overall responsibility, the ultimate responsibility of the Government will be there, but the responsibility will be shared to a very large extent by the Board who will be directly responsible for the proper administration of the funds and for the satisfactory discharge of its duties.

SHRI H. P. SAKSENA (Uttar Pradesh) : Devolution and delegation of powers.

SHRI K. C. REDDY : These are the general observations that I would like to make in introducing this Bill and seeking the support of Parliament for this Bill. Now, I would like to say one or two things more before I take up the clauses of the Bill one by one or at least the more important of them.

Firstly, I should like to say that this Bill has been drafted, has been finalised, in close consultation with the present Khadi and Village Industries Board. I do not want anyone to go away with the impression that we have drafted a Bill which is repugnant to, or which is not approved, by, the present Khadi and Village Industries Board. By and large they have agreed to the provisions of this Bill, and finally it is with their consent and concurrence that we have brought this Bill before this House.

With regard to one of the important aspects of this Bill I would like to say something at the present stage itself, because this was a matter on which the present Board itself held very strong opinions, and that relates to the two bodies which we are setting up by this Bill, *i.e.*, the Commission on the one hand and the Board on the other. There has been some discussion on this aspect and it has been pointed out that this is going in for duplication. One hon. Member in the Lok Sabha said that we were creating diarchy in this sphere. He meant that we were creating two bodies, whereas perhaps one body would have sufficient. It has been pointed out that the Board itself as it is at present constituted or as it may be reconstituted, may be entrusted with the full responsibility of discharging the executive part of the work also. Why do you bring in a second body, *viz.*, the Commission which is contemplated in this Bill? The argument looks plausible, but on closer scrutiny it cannot stand the test of reason and practicability. What we have to understand in this connection is this : The Board at present is about 15-strong. Secondly, there is the necessity, the compelling necessity, to give representation to the State Governments on this Board. In fact, in a conference which my Ministry convened at the end of May this year, the representatives of the State Governments who attended that conference—Ministers themselves represented their Governments—were almost almost unanimous—why almost unanimous; they were unanimous—in suggesting that there should be representatives of the State Governments on this Board, so also on the other Boards, the Handicrafts Board, etc. I think that this suggestion was right because it is the main responsibility of the States to do these things and they should know what is going on in the Centre or in the various Boards or the administrative apparatus of the Central Government. We have accepted that recommendation. That means that the strength of the Board will have to be increased. Even if we cannot give representation to all the State Governments, they should be represented at least by rotation. That means that the strength of the Board will have to be further increased by five or ten. There is also the necessity to give representation to artisans, and if all this is done . . . . .

DR. W. S. BARLINGAY : They will be represented on the Commission itself.

**SHRI K. C. REDDY :** My hon. friend has not understood what the Commission is expected to do under this Act. I will come to that.

This Board will have to be expanded and the strength of the Board will have to be of the order of 20 to 25 or even 30. Then, the question may be asked : 'Can you entrust a big body like this with executive powers and responsibilities'? The answer is obvious; it cannot be done. That is why we have thought of this device of constituting a Commission which could be expected to discharge these executive responsibilities in a satisfactory manner. The Commission will have not more than five and not less than three members. Now if my hon. friend's suggestion is accepted and we are going to have the representatives of the State Governments on the Commission, what will be the strength of the Commission? Are you going to give representation to all the State Governments or to two, three or four of them? Even so, it will become unwieldy. In the matter of discharging executive responsibility in a work of this kind, I fail to see how the State representatives can play an effective role. So, viewed from any standpoint, the Commission will have to be a compact one, it must be a homogeneous one, and it must be a body that can be expected to discharge the various duties and responsibilities that have been entrusted to that body under the Bill.

Then, it may be asked whether an arrangement on this kind has not explosive possibilities, whether the Board and the Commission will not come into clash, whether the Board will not be displeased or dissatisfied if its recommendations are not accepted by the Commission and *vice versa*. Well, in human affairs we have got to depend on certain virtues, certain qualities, which have got to be displayed by individuals and institutions. There is the Raiya Sabha and the Lok Sabha and we are working harmoniously, but if we decided to quarrel, we can always quarrel. There is no doubt about that, even under the articles of the Constitution as they are. So also in small affairs and in big affairs, I am quite sure in my mind that, if we work these provisions in the proper manner, there will not be any opportunity for any clash of interest between these two bodies, and I expect that the Commission will be faithfully executing the policies and programmes that the Board

will be formulating from time to time. It is here that I have got to say that this Board which we have in view will be according to the Bill, a Consultative Body. That is the word used in the Bill. The Commission will have to consult the Board ordinarily on almost every matter—on matters of policy and programmes. Also the word that is used elsewhere in the Bill is that the Commission will be assisted by the Board in the discharge of its duties. So when the Board is expected to assist and when the Commission is expected to consult, you can imagine on what lines or on what basis these two bodies will have to function and as I said, I have no doubts in my mind that they will work harmoniously. It may be that some of the pessimists among ourselves or those who see the dark side of the picture may have lots of doubts and suspicions and apprehensions that this arrangement will not go through satisfactorily but I for the moment, will not take note of it because even in the far event of such a thing happening. I have power in this Bill to dissolve the Commission. There is a clause in the Bill under which the Government can dissolve the Commission, and the *status quo* will remain. Our work will not suffer. This is in the nature of an experiment, if I may say so. As I have said before on the floor of this House long ago, the company pattern of management of our industrial concerns is also conceived by the Government to be an experiment. There are various ways of managing our industrial concerns. In my Ministry there are about, already, 8 or 9 companies registered under the Companies' Act. My experience, I would like to say and I would ask the House to give what value it deserves, in the course of the administration of these companies during the last 4 or 4½ years has convinced me that by and large this company system of management of industrial concerns has yielded satisfactory and rich results.

**SHRI B. C. GHOSE (West Bengal) :** How many public corporations are under your care?

**SHRI K. C. REDDY :** I don't know what the hon. Member means by 'public corporation'.

**SHRI B. C. GHOSE :** It must be a comparative study. How many statutory corporations you have?

SHRI K. C. REDDY : This is the first one I am having.

SHRI B. C. GHOSE : Without knowing the experience of the other thing.....

SHRI K. C. REDDY : I can assure the hon. Member that though I have no statutory corporations directly under my Ministry if I am a fairly—if I may say so and I may be pardoned for my pride—a good student of the administration of some of these industrial concerns through the other pattern which the hon. Member has been referring to. I know, though it may be that I have no direct knowledge or experience of it.

SHRI B. C. GHOSE : Is it his contention that he has knowledge that the Airlines Corporation is not working satisfactorily because it is a Statutory Corporation?

SHRI K. C. REDDY : I would not like to be drawn into a side issue, nor would I like to say something about the statutory corporations which my sister Ministries are dealing with, but I can say that so far as company system of management of companies is concerned, to which I have referred of which I have direct experience, they have yielded good results. I have no doubt in my mind that if you put the question that you have put to my colleagues who are dealing with the different types or patterns, they will tell you a story which is different from yours. That is all I can say about the point that the hon. Member has raised.

I was stating that the company system of management has proved a success and this Commission, which this Bill seeks to establish, is also a Corporation. Though they are called companies, they are also Corporations. The only difference is, whether they are statutory companies or corporations registered under the Companies Act. That is the only difference. So far as actual results are concerned, so far as essentials are concerned, I find no difference between a statutory concern and a company registered under the Companies Act. It may be that if they are statutory concerns, there are certain obligations laid which have to be discharged but that can as well be discharged even by private concerns which are registered under the Companies Act. It is not so much the letter that counts.....

SHRI B. C. GHOSE : What is the difference?

SHRI K. C. REDDY : ... but the spirit in which you administer that counts. That is what I would like to submit with regard to that point.

I would like to come to the Bill because I have taken too much of time in dealing with the general aspects. This Bill seeks to establish, as I said, a Commission for the development of Khadi and Village Industries and for matters connected therewith. The first point that I would like to make in respect of the provisions of this Bill is regarding the industries that are covered by this Bill. There is a schedule which lists about 10 industries. They are Bee Keeping, Cottage match industry, Cottage pottery industry, Cottage soap industry, Flaying, curing and tanning of hides and skins and ancillary industries connected with the same and cottage leather industry, Ghani oil industry, Hand-made paper, Manufacture of cane-gur and Khandsari, Palm-gur making and other palm-products industry and processing of cereals and pulses and of course Khadi. Now it has been asked 'Why you have not included this industry or that'. There are some other industries which perhaps could be brought under this schedule. For that my answer is that under clause 3 we have the power to include new industries also in the schedule as we go along and whenever we include such new industries in the schedule, the House will be apprised of it and a copy of each notification issued under this clause will be laid before each House of Parliament as soon as may be after it is issued.

With regard to the Commission, as I said the idea is to have it as a compact body. So the strength is fixed at 3 to 5, three is the minimum and five is the maximum. With regard to the Secretary of the Commission he could be appointed by the Commission but he should be a Member of the Commission. In this connection at this stage I would like to say that we have made an improvement, if I may say so, from the original draft Bill as was introduced in the Lok Sabha and at the time it was passed by the Lok Sabha. That is clause 6 to which I would like to invite the attention of the hon. Members. "The Central Government shall appoint a person not being a Member, to be the

Financial Adviser to the Commission." That is designedly added to this Bill. It has been incorporated in this Bill because of the reason that as we go along we have to entrust this Commission with crores and crores of rupees for the development of Khadi and Village Industries. Now the Khadi and Village Industries Board began with administration of funds of the order of Rs. 2 or Rs. 3 crores in the beginning. Now they are spending about Rs. 5 to 6 crores per year. The hon. Members are also aware that in the Second Five Year Plan Rs. 61.5 crores have been allotted for these industries—Khadi and Village Industries—excluding the Ambar Charkha programme, the size of which I expect will grow from year to year. So it means that this Commission will have to deal with funds...

**SHRI KISHEN CHAND :** May I ask whether it was not Rs. 200 crores for Khadi and Village Industries in the Five Year Plan ?

**SHRI K. C. REDDY :** I am sorry, I have to correct the hon. Member. Rs. 200 crores is for Khadi and Village Industries, Handloom, Small Scale Industries and Sericulture and so on. For Khadi and Village Industries only which fall within the purview of this Board, the amount is Rs. 61.5 crores apart from the working capital etc. for which a separate provision has been made. So when this Commission has to deal with funds of that order, it was thought necessary and essential that there should be a Financial Adviser who will be watching the financial side of how this Commission will be discharging its main responsibilities at the various stages, at the time of the preparation of the budget, at the time of drawing up of the various schemes, and regarding the procedure through which the funds will be administered, drawing up of the annual accounts, so on and so fourth. The Financial Adviser will be a valuable element in this structure that will be brought into existence by this Bill.

Provision also has been made for making use of talent wherever it is possible and whenever it is available, to assist the Commission in the discharge of its duties. They may invite people to come and attend the meetings. They can take their advice but they will not be entitled to vote and that way, other persons also could be made to participate in the working of this Commission.

With regard to the Board, I have already said what I had to say in course of my general remarks. This Board, as I said, will be an advisory one and it will be constituted for the purpose of assisting the Commission and the Board will be consulted by the Commission and it is the intention of Government to expand this Board and to provide representation for the State Governments to the maximum extent possible.

With regard to the power of appointment of the Commission, the Commission, under this Bill, will have power to make the necessary appointments but subject to the proviso that if any appointments carry a salary of more than Rs. 500 a month, then it has to be submitted to the Government for approval and sanction. That is a salutary provision and, in the present mood of Parliament, a provision which they will approve of wholeheartedly.

With regard to the functions of the Commission, Sir, I would like to say that they are very comprehensive; the coverage is very wide. The Commission will, of course, be entrusted with the task of planning, organising and implementing programmes for the development of Khadi and Village Industries, planning and organising the training of persons engaged in the production of Khadi or in village industries, to build up a reserve of raw materials and implements and to supply them to persons engaged in the production of khadi or in village industries at such economical rates as may be suitable in the opinion of the Commission, to provide for the sale and marketing of khadi or of products of village industries, to encourage and promote research, to maintain or assist in the maintenance of institutions for the development of khadi or village industries, to undertake, assist or encourage the production of khadi or the development of village industries, to promote and encourage co-operative efforts among manufacturers of khadi and persons engaged in village industries; for ensuring the genuineness of, and for granting certificates to producers of or dealers in, khadi or the products of any village industry and to carry out any other matter which may be prescribed. So, the powers that will be entrusted to the Commission will be very wide and will be sufficient to enable them to discharge their responsibilities in a satisfactory manner.

[Shri K. C. Reddy.]

Now, Sir, I would like to refer to two or three aspects more before I conclude. I would like to say that the overall control of the Government over this Commission or this Board is secured by the provisions of this Bill. The only question is to what extent Government will exercise that power. In my experience again, I have found that on very few occasions only was Government called upon to exercise its undoubted power in the course of the administration of these companies under the Companies Act, but if and when it is found necessary, in the larger interests of the country or for the proper functioning of these industrial concerns which are run on the company pattern, Government have not hesitated and will not hesitate to exercise its undoubted reserve power in order to see that these concerns work on a satisfactory basis. We have provided for that reserve power under this Bill.

With regard to finance, accounts, audits and reports, I would like to add briefly what this Bill provides. With regard to finance on which Parliament is very particular, that is to say, on the question of accountability to Parliament in regard to the expenditure in the proper manner and in the following of the proper procedure on which Parliament is so very keen and rightly so, this Bill has provided all the necessary checks in order to see that things go on in a proper manner. The Budget has got to come before Parliament every year, that is to say, the amount that will have to be spent by this Board or Commission will have to be voted every year by the Parliament and, on that occasion, Parliament could certainly go into the working of this Board, criticise the working of this Board, throw out valuable suggestions, see whether such and such amount is necessary or is sufficient or insufficient and so on and so forth. So every year, Parliament will be having a valuable opportunity, when the Budget relating to this Commission comes up for being voted upon.

SHRI C. P. PARIKH (Bombay) : What about borrowing of money under clause 21 ?

SHRI K. C. REDDY : Yes, they can, "Subject to such rules as may be made in this behalf, the Commission shall have power to borrow on the security of the khadi fund or the village industries fund

or any other asset for any purposes for which such funds may be applied", that is to say, they can borrow within certain limits and under checks. They cannot borrow any amount that they may choose to borrow but can only borrow to the extent that it may be covered by proper security. So, the Budget comes up before Parliament annually. The accounts of the Board will have to come before Parliament annually; they will be placed on the Table of both Houses of Parliament. Provision has been made for proper auditing. The Auditor-General is very much in the picture; he will see to it that audit takes place in the proper manner and the audited accounts will be placed every year before Parliament. In addition to this audit report which should be placed before Parliament, certain reports will have to be submitted by the Commission from time to time and annually. The Commission will have to submit an annual report to Government and Government, in its turn, will place that annual report on the Table of each House of Parliament. Through this mechanism, Parliament will be kept informed as to the quantum of amount that this Commission will be spending every year for the development of these industries, how they have been spent so on. The audit reports and audited accounts will be placed before the Parliament and ultimately, the annual report of the Commission will be placed before Parliament and on every occasion, Parliament will have the undoubted right to go into all the aspects of the question and give valuable advice and guidance or whatever they choose to do in all these matters.

Of course, the last two clauses of this Bill, clauses 26 and 27, provide for the making of rules and regulations under the various clauses of this Bill, that is, what has come to be known as subordinate legislation, and we have provided that whenever such rules are framed by Government under the rule making authority provided for in this Bill, those rules would be placed before Parliament for not less than 30 days and they will become operative only after that period is over.

Finally, as I said earlier, there is power to dissolve the Commission, a very drastic power, if I may say so. After taking the trouble of creating a Commission, of creating a Board solely for the purposes of ensuring the proper development of these industries and with



devolution of authority and with delegation of responsibility, etc., we have taken, strangely enough, the power to dissolve the Commission if we so choose. This is very necessary because, as I said, this is an experiment we are making and if, in the course of that experiment, we find it necessary, in the larger interests of the country or in the interests of the proper development of these very industries, then Government undoubtedly should have the right to dissolve the Commission. I for my part do not foresee any necessity for exercising that power of dissolving the Commission but if it comes to it, it is obviously better to have that power and that has been provided for in this Bill.

Well, Sir, I would not like to take more time of the House at this stage. Undoubtedly, several points will be raised by hon. Members and I hope by and large,—and I am quite sure—they will be constructive and helpful which will require an answer; I reserve my answer to such questions for the closing speech and, if for any reason I will not be able to be present in this House at the time when the reply has to be given—I will take the House into my confidence and say that a very important sub-committee meeting of the Cabinet has been fixed for 5-30 p.m. in which I will have to participate; this is the reason why I asked the Deputy Chairman as to whether the House will adjourn at 5 today and carry over the debate for tomorrow but it was decided that the Bill should be concluded today—I seek the indulgence of the House for my absence but my colleague, the Deputy Minister, will be here. I myself will be here for the best part of the debate. So, if any fresh points are raised, I will try to answer them towards the end of the debate.

**DR. W. S. BARLINGAY :** May I ask a question of the hon. Minister at this stage?

**THE VICE-CHAIRMAN (SHRI P. S. RAJAGOPAL NAIDU) :** I will give you a chance to speak. You can then come forward with your views.

Motion moved.

“That the Bill to provide for the establishment of a Commission for the development of Khadi and Village Industries and for matters connected therewith, as passed by the Lok Sabha, be taken into consideration.”

There are seven hon. Members who had sent up their names to speak on this Bill and as the time before us is very limited, I would request every one of the speakers to have only ten minutes' times to speak. I call upon Professor Malkani.

**SHRI H. P. SAKSENA :** May I know, Sir, what list you referred to just now? We are developing, I am sorry to say, a very unhealthy practice and a very unhealthy convention. It is for you, Sir, to call upon any Member you think is entitled to speak on this particular Bill, which relates to Khadi and Village Industries, and I am very much dissatisfied with the list that you referred to just now. I take it that the debate will not be confined to those persons only who had taken time by the forelock and given to you their names, because I am also one of those who want to participate in the debate on Khadi and Village Industries.

**THE VICE-CHAIRMAN (Shri P. S. Rajagopal Naidu) :** Your request will be taken due notice of. Only hon. Members who are desirous of speaking had sent up their names before hand and it is not that if any hon. Member had not sent up his name, he will not be called upon. It is not that. His wish also will be taken due notice of. I now call upon Professor Malkani.

**DR. W. S. BARLINGAY :** Since the hon. Mr. Reddy will be leaving after some time, will you permit me, Sir, to ask him a question?

**THE VICE-CHAIRMAN (SHRI P. S. RAJAGOPAL NAIDU) :** Yes.

**SHRI K. C. REDDY :** I will be here till 5-30.

**DR. W. S. BARLINGAY :** I do not want to take your time. Just a question for clarification.

**THE VICE-CHAIRMAN (SHRI P. S. RAJAGOPAL NAIDU) :** You will get a chance before 5-30.

**PROF. N. R. MALKANI (Nominated) :** Sir, I welcome this Bill, which I consider an important Bill though the Bill has been presented to us more than one year and a half later. It was originally introduced in the Lok Sabha

[Prof. N. R. Malkani.]  
sometime in April last year and the Bill has now come here sometime in the middle of September 1956. Better late than never, it has come before us and, as I said, I welcome it. There may be some reasons behind the delay. I hope they were not political and they were only due to pressure of business, for the Bill has come rather very late before us. We have been expecting it for the last so many months.

Sir, the Khadi Board is not the only Board of its kind. We have five other Boards also, the Coir Board, the Silk Board and so on, and two of the Boards are also statutory Boards to my knowledge. I think the Coir Board and the Silk Board are also statutory Boards. I also understand that some of the State Boards are statutory; I believe so, Sir.

SHRI K. C. REDDY : Six of them.

PROF. N. R. MALKANI : So it was rather incongruous that some State Boards were statutory, some of the other Central Boards were statutory, but the most important Board known as the Khadi and Village Industries Board, that was not statutory and, Sir, you and I and so many of us know the difficulties—I won't say, they were obstructions—the difficulties which this Board had to face from time to time, and to the best of my memory I think it was twice if not thrice that the Board was prepared to resign and get out in order to see that the work was not hindered. Members of the Board were persuaded later on by the highest authorities to continue and they were told that the hindrances and the obstructions would be removed. These hindrances were partly financial and partly administrative, but these hindrances to my knowledge were mostly psychological, of a different kind of belief, you call it sentiment or belief or feeling or outlook on life, but to my mind because there was a different way of looking at things, it has experienced a lot difficulty about them. To-day the Board is under a different Ministry and to some extent, if not to a great extent, all psychological obstacles have been, I think, overcome. Yet the financial and the procedural ones remain, and this Bill goes a long way in removing those obstacles, as you say financial. But as far as I remember it was only—I won't say a couple of months—it was only a month back that a very important member of the Board told me that "our

whole work has almost come to a standstill because further sanctions are not forthcoming in time".

SHRI P. D. HIMATSINGKA (West Bengal) : Funds are not forthcoming.

PROF. N. R. MALKANI : And he said : Ours is a running concern ; ours is a decentralised affair ; all over the country we have got to pay so many people and immediately ; the poorest people, not the contractor but the poor, spinners, the poor weavers and the poor dyers. We must have not only funds but ample funds which do not lapse and the sanctions must be always there so that we don't have to wait for sanctions from time to time, from period to period. And often, Sir, it so happened that the sanctions came just in March or just late in February so that the money could not be spent and the money lapsed and yet, in spite of that, Sir, it is very remarkable that the Board has made progress, which I would call phenomenal considering the obstructions and the hindrances, psychological and financial, because to-day I believe that the Board is producing Khadi alone or will be producing Khadi of the value of Rs. 5 crores per year. It may be more ; it won't be less. But, Sir, more than that, as the hon. Minister told us, the Board is being tuned up or toned up to produce much more, very much more during the next five years, and to develop its strength at a galloping speed. It cannot do so unless the Board is statutory. I therefore from that point of view, Sir, suggest a few changes and I hope my hon. friend the Minister, who is extremely sympathetic, will pay them due consideration. The Board must remain as it is today, Sir. It is a Board consisting of handpicked men, the best Board that I am aware of in the whole of India, and every member who is on that Board is a man of long experience, tried, and a man of conviction and a man of broad outlook, which alone can make the work of the Board successful. I challenge whether there is any other Board so well constituted as this Board and yet, unfortunately, it had to meet so many difficulties which just now are being overcome slowly.

Sir, as far as I know, it was the Board's wish that the Board should be made statutory, but as far as I know, the Board also wish that the present executive committee should be more or

less converted into the Commission. I do not know the present strength of the executive committee of the Board. Perhaps it is 8, or you can kindly enlighten me as to what is the present strength of the executive committee of the Board. I believe it is more than 5; I believe it is about 7 or 8 to my knowledge.

Sir, I have got before me a resolution, Resolution No. 2, adopted by the All-India Khadi and Village Industries Board on 3rd August, 1954. It was supplied to me by the Rajya Sabha Secretariat while putting a question in the House here, and the Resolution reads as follows: The Board accepts the arrangements proposed in the draft Bill on the strength of the convention—mark the word 'convention'—agreed to by the Minister for Commerce and Industry that ordinarily the Central Government would constitute the Commission only out of the members of the Board, whose names are proposed for the purpose by the Board. I hope, Sir, you will kindly observe that convention which to my mind, is a basic thing and a fundamental thing. As I said just now, this Board is the most important of all the six Boards. As I said, this Board has got to develop its strength at a galloping speed.

SHRI H. C. DASAPPA (Mysore) : You mean the Commission ?

PROF. N. R. MALKANI : I am at present on the Board. When it becomes a Commission this Bill would have been passed.

Now, Sir, this Board itself suggests that there should be convention that the present executive committee of the Board should be made into the Commission, and I personally am of the opinion that if the work of the Board is not to be further hindered from within, is not to be disrupted from within, but is to go on at a galloping speed as expected and as desired, then the present executive committee, whatever be its strength—it may be 5; it may be 8; whatever be the strength—should be converted into the Commission and given the statutory powers that they desire. In any other case, Sir, if other persons, officials or non-officials, who do not fit into the Commission, are put into the Commission and this convention is not observed, the Board will not function, and it is the most important Board, which has got a duty, to my mind the most difficult

duty, to perform. The Board must be homogeneous from within and the Board must be as desired by the present members of the Executive Committee. Sir, I would also suggest another thing and that is that I find in the Bill that the Secretary (*Time bell rings.*) Sir, I may as well sit down.

SHRI P. D. HIMATSINGKA : Sir, he is speaking about khadi and he has got to explain the whole thing.

PROF. N. R. MALKANI : I am not wasting time. You must give me 15 minutes; this is an important Bill. I do not speak on each and every thing, as you know.

Sir, the Secretary here is a whole-timer and rightly so but I do not see that the Chairman is a whole-timer. I know that the present Chairman is almost—why almost—he is a whole-timer. He works day and night; you can call him day and night timer. But here nowhere is it mentioned that he should be a whole-timer. Sir, this Board has to do research work and.....

SHRI H. C. DASAPPA: He may be whole-timer.

PROF. N. R. MALKANI : I say that he should be as the Secretary shall be. Sir, this Board has to do research work, has to do training of personnel, has to prepare the tools, has to do marketing, has to supply credit. Is there any such Board of this kind, of these dimensions, of such multifarious functions and duties in India? And they are important functions and duties and I rather am of opinion that all Members of the Commission should be whole-timers—not part-timers—as they are today more or less whole-timers, each one of them. They are, I think, 19 or 20 strong. So I said that the Board should be a compact Board, well-constituted, homogeneous, and they should be all whole-timers.

Sir, as the time limit is there, I will just draw your attention to this Karve Report. There is an important paragraph—there is no time for me to read it out—Chapter VIII on Pattern of Organisation. It suggested that as there are six Boards and they are very much near each other, like each other, with similar apparatus and organisations and all of them are going to be statutory one

[Prof. N. R. Malkani.]

by one and very often they are interlinked and intertwined, there should be one Ministry. And I believe that this Bill has come to us late because the Government was contemplating and thinking and worrying about it, as to whether to have one Ministry or only have a Commission. I am of the opinion and strongly of the opinion, that there should be, if not one Ministry, at least one Commission which should have all these Boards under it. Sir, members of the Karve Committee, all of them said that at least the textile side, whether handloom or mill or khadi, should be under one Board. I am personally very strongly of the same opinion—they even went further; some of them said that all the Boards and some of them said some of the Boards but every one of them said—that the Handloom Board must be under the Khadi Board. I do not see any reason, any shred of a reason why it should be separate. The very word handloom should mean—and I have been trained to think—that the handloom industry depends upon what is called hand-spun yarn. It cannot survive without the active help and support of Ambar Charkha, and today we are building Ambar Charkha from the bottom but at the top we are killing it. At the top we are handing over handloom to the mill sector, slowly to the power loom sector and gradually to the mill sector and the Ambar Charkha sector will have a bottom without a top, will have the feet with no body at all. If the Ambar Charkha programme is to succeed, is to be something worth while, then the handloom sector should be joined with the Ambar Charkha sector. These are so interlinked, are so much intertwined, that one's prosperity depends on the other. I cannot contemplate the handloom sector being given over to small scale industries or to the mill sector; it is like vivisection of a live body into two parts; it is like partitioning a whole into two parts. And the other part is being utilised unfortunately to put down the Ambar Charkha. That is the impression on my mind; that is the impression on many people outside the House that the handloom sector is being developed in such a way as not to develop the Ambar Charkha. That suspicion, that strong suspicion must be taken out and must be uprooted altogether and that can be removed only when the handloom sector is handed over to the Ambar Charkha sector under one Ministry, under one Commis-

sion—which is the textile sector itself—so that all the sectors grow simultaneously and harmoniously.

Sir, I consider that the Board is not only for producing Khadi, not only for Village Industries, but the Board is there—I take it—to found a new society and perhaps this is not the place or the time to talk in those terms. This is the most valuable Board because there are values behind the work of this Board. It is not merely producing Khadi; it is not merely crushing oil; it is founding to my mind—and I believe in it to a great extent—a new way of thinking, a new way of living. Unless it is given a real chance, a living chance, a sporting chance, the Board will not succeed; it will be decapitated at the top with only its feet, standing in the air as it were. So we must think in those terms also when we pass this Bill.

श्री देवकीनन्दन नारायण (मुम्बई) : उप-सभाध्यक्ष महोदय, मंसद के सामने यह जो बिल आया है, इसका मैं स्वागत करता हूँ, हालांकि इसके लिये यही कहा जा सकता है : Better late than never.

SHRI H. C. DASAPPA : Can we also follow ?

SHRI DEOKINANDAN NARAYAN : I shall try.

SHRI H. C. DASAPPA : If you want us to understand you . . . .

श्री देवकीनन्दन नारायण : आपको अभी बतलाया गया कि आज का खादी बोर्ड १९५३ में कायम हुआ और जिस दिन से इस खादी बोर्ड का जन्म हुआ, उसी दिन से खादी बोर्ड में और गवर्नमेंट का जो डिपार्टमेंट उससे सम्बन्धित था उसमें, एक तरह से झगड़ा शुरू हुआ। मुझे पता है कि कितनी मुश्किलों में उस बोर्ड ने काम किया और करीब ६ महीने में ही वह इस नतीजे पर पहुँचा कि आज का जो एडवाइजरी बोर्ड है, उसको स्टेटुटरी बोर्ड बना दिया जाय। उसको एक तरह से स्टेटुटरी बोर्ड बनाने की सिफारिश हो जाने के बाद करीब डेढ़ वर्ष बाद यह तय हुआ कि स्टेटुटरी बोर्ड बनाया जाय और आपको पता होगा कि प्रथम १९५५ के अप्रैल महीने में यह बिल लोक सभा में पेश हुआ। अर्थात्, उस वक्त मिनिस्टर और थे और आज दूसरे हैं और अप्रैल १९५५ से आज डेढ़ वर्ष बाद यह

बिल आपके सामने आ रहा है। इससे आपको पता चल सकता है कि खादी और ग्रामोद्योग के बारे में हमारी सरकार को कितनी मुहब्बत है।

**डा० डब्ल्यू० एस० बालिगे :** गवर्नमेंट तो वही है ?

**श्री देवकीनन्दन नारायण :** जी हां। मुझे इस बात की भी खुशी है कि आज जिनके जिम्मे यह खादी और ग्रामोद्योग बोर्ड है, वह हमारे उत्पादन मंत्री हैं और मैं उनका अभिनन्दन करना चाहता हूँ कि आखिर मैं उनको इस बोर्ड के बिल को आपके सामने लाने का श्रेय मिला है, क्योंकि मुझे पता है कि इसमें क्या क्या अड़चने पैदा हुई, यह बिल अब तक आपके सामने क्यों नहीं आया और उसमें इतनी देरी क्यों हुई, परन्तु जैसा कि मैंने कहा : All it well that ends well.

**PROF. N. R. MALKANI:** Let us hope it will end well.

**श्री देवकीनन्दन नारायण :** मैं एक खास बात आपकी निगाह में लाना चाहता हूँ, वह यह है कि अभी पालिसी के बारे में एक मवाल पूछा गया था कि इस बोर्ड की पालिसी कौन तय करेगा क्योंकि शुरू से अभी तक और आज भी आपस में जो मतभेद है, खास कर पालिसी का है। आप आल इंडिया खादी बोर्ड के आज तक के जो रेजोल्यूशंस हैं, उनको देखिये, अभी अहमदाबाद में जो मीटिंग हुई, उसके रेजोल्यूशन को देखिये, जहां तक मैं समझ सका हूँ उन रेजोल्यूशंस की तरफ बहुत कम निगाह दी जा रही है और दी गई है और इसी कारण से आज का जो बोर्ड है उसने शायद यह चाहा कि अच्छा हो कि स्टैंडटरी बोर्ड बन जाय और तब शायद हमारी कुछ दिक्कतें कम हों। मैं आपसे कह देना चाहता हूँ कि यह बिल जिस स्वरूप में आया है, इससे आज के खादी बोर्ड के सब मेम्बरान खुश हैं, ऐसी बात तो नहीं है परन्तु जिस हालत में वे थे उससे यह हालत अच्छी होगी, इस आशा से उन्होंने इसे मजूर किया है।

इसके बाद मैं खास बात जो आपके सामने लाना चाहता हूँ, वह यह है कि जैसा कि मेरे भाई मलकानी साहब ने आखिर में कहा, इसके पीछे सिर्फ खादी का एक कपड़ा पैदा करने, चावल कूटने या तेल पैदा करने की बात नहीं है, इसके पीछे एक मौलिक विचार है, एक तत्व

है, एक प्रणाली है, एक विशेष समाज-व्यवस्था की धारणा है। महात्मा गांधी का नाम लिया गया। मैं आपसे पूछना चाहता हूँ, मैं मंत्री महोदय से पूछना चाहता हूँ कि क्या महात्मा गांधी ने खादी को, ग्रामोद्योग को, इस इरादे से जन्म दिया कि ४ या ५ करोड़ रुपये की खादी आप पैदा करें और १०, ५ लाख लोगों को काम दें।

5 P. M.

नहीं, वे इस देश में एक अहिंसक समाज-व्यवस्था का निर्माण करना चाहते थे, जो एक सहकारी ग्रामीण व्यवस्था ही हो सकती है क्योंकि वे जानते थे कि हिन्दुस्तान साढ़े ५ लाख गांवों में बसा हुआ है और उन गांवों की बेहतरी, उन गांवों के परस्पर सहयोग और उन गांवों की नैतिक, सामाजिक उन्नति बगैर खादी और ग्रामोद्योग के और किसी दूसरे रास्ते से हो नहीं सकती।

बहुत खुशी की बात है, हालांकि हमारे प्लानिंग मंत्री गुलजारी लाल नंदा जी इस वक्त यहां मौजूद नहीं हैं, उनका खादी पर पूरा विश्वास है। उन्होंने एक जगह लिखा है :

“Khadi means bread for lakhs of the poorest of the poor, many of whom, but for it, would have nothing to assuage their pangs of hunger. The full magnitude of the economic value of Khadi will be realized only when it is borne in mind that, given the chance, it can furnish additional employment for 10 to 15 millions of people in this country.”

Khadi represents also a new conception of civilization—a civilization in which material, moral and spiritual values are not divorced from one another but become interchangeable; a civilization of which Ruskin has tried to portray the essence in his ‘Unto This Last’. For India, the revival of Khadi marks the beginning of an epoch of spiritual regeneration, the power and beauty of which time alone will unfold.”

यदि खादी और ग्रामोद्योग के पीछे की इस विशाल सामाजिक व्यवस्था की धारणा को आप नहीं मानते होंगे, तो मुझे पूरा विश्वास है कि आज की टेकनालोजी के युग में यह खादी और ग्रामोद्योग चलने वाला नहीं है। कारण, उसके पीछे एक दूसरा विचार है। कहा जाता है कि खादी साउंड इकोनोमिक प्रपोजीशन नहीं है। मौडर्न

## [श्री देवकीनन्दन नारायण]

इकोनोमिस्ट की निगाह से बात आपको सच्ची दिखायी देती हो, परन्तु मैं आपको बताना चाहता हूँ कि हिन्दुस्तान में सबसे इकोनोमिक प्रपोजीशन यदि कुछ है, तो वह हिन्दुस्तानी मनुष्य है। किसान इकोनोमिक प्रपोजीशन है, गरीब मजदूर इकोनोमिक प्रपोजीशन है क्योंकि वह भूखा रह सकता है, नंगा रह सकता है, वह अपढ़ रह सकता है, वह बीमार रह सकता है और हमारे ये जो मिल उद्योग करने वाले लोग हैं, वे हजारों लाखों रुपया कमा सकते हैं, यानी इस तरह की परस्पर संघर्ष की जो भावना इस देश में पॉजिटिव उद्योगों के कारण पैदा हो गई है और उसका पोषण होता रहा है, उससे हमारे देश का जीवन ध्वस्त हो गया है। अगर आप गांवों को फिर से उन्नत करना चाहते हैं तो उसके लिये खादी और ग्रामोद्योग ही एक रास्ता है जिसके आधार पर आपको ग्रामीण सामाजिक और आर्थिक जीवन की स्थापना करनी चाहिये, क्योंकि साढ़े पांच लाख गांव, यानी ८५ टका हिन्दुस्तान की आज की आबादी का प्रश्न नैतिक प्रश्न ही नहीं, सामाजिक प्रश्न ही नहीं, सांस्कृतिक प्रश्न ही नहीं, बल्कि रोटी का भी प्रश्न है। तो आप ये प्रश्न किस तरह से हल कर सकते हैं। हमारे यहां जमीन छोटे-छोटे टुकड़ों में बंटी है और अर्थ शास्त्री यह कहते हैं कि वे एक कुटुम्ब को पूरी रोटी नहीं दे सकते। दुनिया का भी यह आज तक का अनुभव है कि जहां किसानों के पास छोटी जमीन है, वहां उनको सब्सिडियरी एक्टिविटीज जब तक आप नहीं देते या सब्सिडियरी आक्कुपेशन जब तक आप नहीं दे सकते तब तक आप कभी यह नहीं कर सकते कि वे पूरी तरह से, आसानी से और आराम से भर पेट खा सकें। इसलिये मैं पहली बात तो आपके सामने कहना चाहता हूँ वह यह है कि खादी और ग्रामोद्योग के ऊपर इस निगाह से ही आप अपनी दृष्टि रखिये। आपको चाहिये कि कमीशन या बोर्ड में ऐसे मनुष्य नियुक्त करें, जिनकी खादी पर पूरी तरह से श्रद्धा हो, सम्पूर्ण श्रद्धा हो और जो इस निगाह से सिर्फ खादी को न देखें जिस निगाह से गवर्नमेंट देखती है कि मानो यह कोई रिलीफ वर्क है या अन्वैप्लायमेंट के रिस्कुल का साधन है। महात्मा गांधी जी की निगाह से देखने वाले मनुष्य ही इस कमीशन में नियुक्त हों, यह मेरी पहली सिफारिश है।

दूसरी बात फाइनेंशियल एडवाइजर जो नियुक्त होगा उसके बारे में भी मैं यह कहूंगा कि उसको

भी इस कार्य में श्रद्धा होनी चाहिये। वह निगरानी करे, वह सलाह दे, वह पैसा मुफ्त में खर्च न होने दे, परन्तु इन सबके साथ ही साथ उसके दिल में जब तक खादी और ग्रामोद्योग के प्रति श्रद्धा की दृष्टि नहीं होगी, तब तक हम अपने काम में सफल नहीं होंगे। आज ही देखियेगा, कर्वे कमेटी रिपोर्ट कहती है कि जितना कपड़ा आपको अधिक पैदा करना है, वह अम्बर चर्खे से और हैंडलूम से आप करिये; (समय की घंटी) लेकिन यहां मैं देखता हूँ कि हमारे महान नेता भी उसका एक तरह से विरोध करते हैं और उसका एक तरह से मजाक उड़ाते हैं। तो यह दुःख की बात है कि कमीशन कायम होते हैं, कमेटियां कायम होती हैं, आज तक कितनी ही कमेटियां कायम हुईं, परन्तु कमेटियों की सिफारिशों की ओर खास कर ग्रामोद्योग और खादी के सम्बन्ध में जो कमेटियां कायम हुईं, उनकी सिफारिशों की ओर कभी पूरा ध्यान नहीं दिया गया।

मैं एक बात आपकी निगाह में आज भी लाना चाहता हूँ कि हमारे यहां बहुत बड़े बड़े कारखाने हैं, बहुत बड़े उद्योग हैं, जो आज हमारी नेशनल इनकम में ५५४ करोड़ रु० से ज्यादा आमदनी नहीं दे रहे हैं, परन्तु ये जो हमारी स्माल इंडस्ट्रीज हैं, इनसे आज भी आमदनी ६११ करोड़ रु० होती है। बड़ी इंडस्ट्रीज और फैक्टरीज २६ लाख आदमियों को काम देती हैं मगर हमारे छोटे उद्योग आज भी ११५ लाख यानी १ करोड़ १५ लाख आदमियों को काम दे रहे हैं, यानी किसी निगाह से आप देखिये, आर्थिक निगाह से देखिये, सामाजिक निगाह से देखिये, परस्पर सहकारिता की निगाह से देखिये, आपको इसी नतीजे पर आना होगा कि खादी और ग्रामोद्योग, ये हिन्दुस्तान के ग्रामीण जीवन की आत्मा हैं, ग्रामीण जीवन हमारा चल नहीं सकता इसके बगैर। चरखा छोटे उद्योगों का प्रतीक है।

दूसरी निगाह से आप देखिये, क्योंकि बहुत से यहां इकोनोमिस्ट हैं। ५० करोड़ का कपड़ा मिलें पैदा करती हैं तो मजदूरों को १२ करोड़ मजदूरी मिलती है, यानी करीब २५ टका मजदूरी में उनको मिलते हैं और यदि ५० करोड़ की खादी आप पैदा करते हैं तो मजदूर को ३५ करोड़ मजदूरी मिलती है, यानी ७० परसेंट। परसों कहा गया कि नौ, दस आना की रोजाना की आमदनी देने वाले अम्बर चर्खे पर काम कौन करेगा। मैं डा० कुंजूरु से कहना

चाहूंगा कि आज भी हिन्दुस्तान में पांच लाख सूत कातने वाले ४ या ५ आने रोजाना मजदूरी पर काम करते हैं।

THE VICE-CHAIRMAN (SHRI P. S. RAJAGOPAL NAIDU) : Please wind up now.

SHRI DEOKINANDAN NARAYAN : Two minutes more and I shall finish.

ये जो पांच लाख सूत कातने वाले लोग हैं, १९५३ में ये ढाई लाख थे, १९५४ में उनकी संख्या साढ़े तीन लाख थी, यानी ४ आने मजदूरी पर काम करने वाले लोगों की, इतनी थोड़ी मजदूरी पर गुजारा करने वालों की संख्या बढ़ती जा रही है। इससे आपको पता चलेगा कि इस देश में ग्रन्डप्लायमेंट बढ़ रहा है, न कि कम हो रहा है। चार और पांच आने की मजदूरी के लिए भी लोग मोहताज हो रहे हैं।

“डिमोक्रेसी एंड इण्डस्ट्री” नाम की एक प्रचलित किताब है, डिमोक्रेसी में भी किस तरह से इंडस्ट्री को सोचना चाहिये और देखना चाहिये। इसके लेखक लिखते हैं :

‘Democracy and Industry’—“There is no prospect that machine work will ever make anything like the demand on character from the ordinary workers that the old crafts used to make and some skilled work in some callings makes today; the craftsman who knows something of what beauty is because his own hands bring it into being...all get more from their work as well as giving more to it than the modern factory worker ever can.”

[MR. DEPUTY CHAIRMAN in the Chair.]

आखिर में मैं यह कहना चाहता हूँ कि हमारी जो सबसे बड़ी अड़चन है वह कंपटीशन की है। मैं मंत्री महोदय से पूछना चाहता हूँ कि आप हमारी खादी और ग्रामोद्योग को किस तरह से कारखानों की कंपटीशन से बचाना चाहते हैं। आपने फर्स्ट फाइव इयर प्लान में लिखा था कि इसके लिये तीन बातें आवश्यक हैं: Reservation and demarcation of spheres of production. अभी तक आपने इस बारे में कुछ नहीं किया। दूसरी बात आपका कहना था: Non-expansion of the capacity of large-scale industries.

हम रोजाना देखते हैं कि स्पिनिंग मिल्स बढ़ रहे हैं, पावर लूम्स, ऑटोमेटिक लूम्स, शेलर्स, हलर राइस मिल्स वगैरा बढ़ रहे हैं, जिनके लिये आज तक खादी बोर्ड ने कई दफा प्रस्ताव किये, कर्वे कमेटी ने, प्लानिंग कमीशन ने सिफारिश की कि उनको बंद कर दिया जाय, लेकिन ये बंद नहीं हुए।

तीसरी बात यह थी कि : Imposition of a cess upon large-scale production. यह तीसरी बात कुछ थोड़ी बहुत आपने जरूर की है, परन्तु और दो बातों की तरफ आपने ध्यान नहीं दिया। आप बोर्ड कायम करें, कमीशन कायम करें, लेकिन जब तक आप खादी और ग्रामोद्योग को इस तरह से प्रोटेक्शन नहीं देंगे और कंपटीशन से नहीं बचायेंगे, जिस तरह से आपने और बड़े बड़े उद्योगों को आज तक प्रोटेक्शन दिया है और कंपटीशन से बचाया है, तब तक बोर्ड अपने काम में कभी भी कामयाब नहीं हो सकेगा।

आखिर में मुझे एक ही प्रार्थना जो आपसे करनी है वह यह है कि आज डिमोक्रेसी का युग है, डिमोक्रेसी का खास मतव्य यह है कि: Greatest good of the greatest number. परन्तु महात्मा गांधी के अनुयायी इससे दो कदम और आगे बढ़े हैं। वे यह कहना चाहते हैं कि “Greatest good of all—सर्वाय, यानी देश में कोई भूखा न रहे, कोई बेरोजगार न रहे और यही खादी और ग्रामोद्योग का मतव्य है। Khadi is the symbol of social justice.

SHRI C. P. PARIKH : Sir, you know very well that this body suffers owing to want of funds. The schemes have to be passed by the Ministry and the result has been that they are mutilated and they cannot be carried into action, and also they are given funds so late. That is very well known. Now, Sir, what I want to point out is that this procedural delay and financial delay will be remedied by this Bill. I had occasion to serve on an important committee of this Board and I always found that the members who served on it had the greatest patriotism in the matter of developing village industries, and they knew that art which I think very few persons in this country understand. As Prof. Malkani has pointed out, in order that this Commission may succeed

[Shri C. P. Parikh.]

certain measures are mentioned and certain functions are explained. First of all it is to plan, organise and implement programmes for the development of khadi and village industries—this function has been assigned to the Commission. Now it is the responsibility of Parliament to see that these functions are discharged because under clause 17 Parliament will assign funds for the implementation of these programmes, and the programmes are drafted and approved in the Second Five Year Plan—what industries are to be developed, how many persons will be employed, all that is given in the Second Five Year Plan. Unless and until we achieve that goal the functions of the Commission will not have been properly discharged, because we are putting an indirect obligation on the Ministry that whatever is laid down in the Plan has to be carried out and had to be implemented, specially because “plan organise and implement”—these words in the Bill are important. The responsibility for implementation lies not only on the Commission put also on Parliament and on the Ministry when they bring forward their budget according to the next Five Year Plan.

With regard to clause 15(2), the words are very important because the idea behind is there. Whether the idea will be put into practice has to be seen, because unless the practice is there we shall not succeed. We had the same ideas even two or three years back, but we did not succeed. “To build up a reserve of raw materials and implements”—that is very essential, and I think the Production Ministry who are in charge will see to it that there are adequate reserves of raw materials and implements which are absolutely lacking at present, and they should also be made available at economic prices. That expression is also mentioned. I think all these are to be carried out and should be carried out. Therefore, I am emphasising this.

The second point is to provide for the sale and marketing of khadi or of products of village industries. All industries in the schedule are covered by this. Khadi and products of village industries are covered in the schedule which is given here. The responsibility of the Commission is to provide for their sale and marketing, because the products will be there, but whether the selling and marketing facilities will be there is the

question, and that is very important. I think you can produce so much khadi and other village products, but will they be marketed and will they find a sale? The responsibility for this will not only be on the Commission but on Parliament and on the Production Ministry and the Cabinet. These products as Mr. Deokinandan Narayan has pointed, will not stand in competition as regards their sales unless adequate measures are taken for bringing their prices to a level at which they would be able to compete with selling prices of large scale production. That principle has not been followed up till now in spite of the pressure of the Members of Parliament for the last three years. I say, Sir, that the only important provision that is necessary is that there should be demarcation of industries and support can be given only by levying a cess on the volume of production of each industry, cottage and small-scale industry and large-scale industry. Unless this principle of learning a differential cess according to the volume of production is followed, this money of Rs. 62 crores in my opinion will not bear fruit and will not yield the results that are desired.

One important word on clause 15(2) (f)—“to undertake, assist or encourage the production of khadi or the development of village industries”. The Commission is given powers to undertake this on its own responsibility by paying wages to workers for undertaking this work. That is the meaning I understand. To undertake production they can employ workers on wages, and the responsibility will fall on the Commission of supplying the raw material and selling the products. These are noble notions, but I think larger responsibility will have to be taken by them. To implement the scheme over 15 or more States in India is not a small thing. If these objects are fulfilled, I think, the unemployment position will be relieved in the country, because as Mr. Deokinandan Narayan has pointed out, there are people working at present at six annas wages and there are more people willing to work at eight annas wages. So long as we have not provided them this work, I think the object of this Bill will not be realised, nor will it help in the implementation of the Plan.

Next, Sir I come to the amounts which will be spent as sanctioned by Parliament. There are two funds, the khadi fund and the village industries fund. It is very good that these two



funds are demarcated for purposes of allocations by Parliament, because when the khadi fund is there the Parliament will know how much is assigned for this fund. This 62 crores as is well said does not cover any subsidy on account of Ambar Charkha, and it is going to be a big one. That is going to be the biggest item. Naturally much larger subsidies will be required, and the distribution of these subsidies will be very important.

I want to say about the borrowing powers. I do not understand why this Khadi Commission has to borrow from outside. From what agency? Only the Reserve Bank can supply this fund, and whether the Reserve Bank supplies this fund or the Government supplies it is all the same. (*Interruption.*) No loans by private agencies will be advanced to this Commission which is a losing concern, which is living for grants and subsidies. I think no loans will be coming from private agencies. It is only the Reserve Bank or the other banks on the guarantee of the State Bank or the Reserve Bank that can make advances. Therefore, this clause in my opinion is useless. With regard to the implementation of this programme, the adoption of measures for restraining competition from the other large-scale industries will be very necessary, and if we do not adopt such measures, then I am afraid that this amount of Rs. 62 crores will be simply wasted in administration, training and other unimportant things, which have been provided for in the Bill.

MR. DEPUTY CHAIRMAN: Now before we proceed further, there are about eleven speakers. I feel that Members are anxious to speak, and if we sit through the lunch hour tomorrow and also till 6 O'clock, we may be able to extend the time. So, if the House is agreeable . . . . .

SOME HON. MEMBERS: Yes, Sir.

MR. DEPUTY CHAIRMAN: We have to sit through the lunch hour tomorrow, and till 6 O'clock, if necessary. We will close the debate today, and the hon. Minister will reply tomorrow. Now hon. Members should not take more than 10 minutes. . . . .

PANDIT S. S. N. TANKHA (*Uttar Pradesh*): Sir, how will you be able to adjust so many speakers even if it is going to be 10 minutes for each speaker?

MR. DEPUTY CHAIRMAN: As many as possible. All cannot have chance. You have to leave it to me to pick and choose however unpalatable it may be.

Shrimati Lakhanpal.

श्रीमती लखनपाल : (उत्तर प्रदेश) : उपमहापति महोदय, जैसा अभी माननीय मंत्री जी ने बतलाया, इस विधेयक का उद्देश्य सुन्दर है, प्रशंसनीय है और अभिनन्दनीय है। लेकिन जब हम बिल के अन्दर गहराई में जाते हैं और हम देखते हैं कि क्या अधिकार कमीशन को दिये गये हैं, क्या कार्यक्षेत्र कमीशन को और खादीबोर्ड को सौंपा गया है, तो हमारे सामने तस्वीर का दूसरा पहलू भी आ जाता है, जो उतना आकर्षक और सुन्दर नहीं है, जितना माननीय मंत्री महोदय द्वारा वह दिखाया गया है। इस बात की क्या गारंटी है कि कमीशन बोर्ड के काम में सहायक होने के बजाय बाधक न होगा। आज इस प्रकार के सन्देह और आशंकाएं देश के एक बड़े वर्ग के अन्दर उठ रही हैं। जैसा कि श्रीयुक्त मलकानी जी ने भी अभी कहा, लोगों के अन्दर यह सन्देह है, ये आशंकाएं हैं कि कमीशन का कार्य और खादी बोर्ड का कार्य उतना सुन्दर रूप से नहीं चल सकेगा जैसी कि आशा की जा रही है। इसका क्या कारण है? इसका कारण यह है कि आज कमीशन को जो अधिकार दिये गये हैं वे इतने अधिक हैं कि खादी बोर्ड की स्थिति एक मलाहकार समिति की स्थिति हो जाती है। जिसके हाथ में ताकत होती है, जिसके हाथ में अधिकार होता है, उसी की सब चलती है। इस प्रकार खादी बोर्ड और कमीशन इन दोनों के सदस्यों में एक मतभेद होने की संभावना आ खड़ी होती है। इतना ताकत का मवाल नहीं है, जितना कि विचारधारा का मवाल है। श्रीमन्, आज यह बात किसी से छिपी नहीं है कि खादी बोर्ड के अन्दर जो सदस्य काम कर रहे हैं, उनकी विचारधारा गांधीजी की विचारधारा है, और कमीशन के जो सदस्य होंगे, उनकी विचारधारा स्वभावतः भारतीय सरकार की विचारधारा होगी। यह कहने में मुझे जरा भी संकोच नहीं है और यह सबको मानना ही पड़ेगा कि भारतीय सरकार की विचारधारा में और गांधीजी की विचारधारा में आधारभूत और मौलिक भेद है। गांधीजी इस देश की अर्थ-व्यवस्था को विकेन्द्रीकरण के आधार पर चलाना चाहते थे और भारतीय सरकार की नीति पूर्ण विकेन्द्रीकरण की नहीं है।

### [श्रीमती चन्द्रावती लखनपाल]

श्रीमन्, विकेंद्रीकरण का उद्देश्य उद्योगों को शहरों से गांवों की ओर ले जाना है और विकेंद्रीकरण का उद्देश्य उद्योगों को गांवों से शहरों की ओर ले जाना होता है। विकेंद्रीकरण से छोटे उद्योग पनपते हैं और केन्द्रीकरण से बड़े उद्योग पनपते हैं। विकेंद्रीकरण से रुपया हर एक व्यक्ति को बराबर बंट जाता है और केन्द्रीकरण से रुपया कुछ आदमियों के हाथ में चला जाता है। इसी प्रकार राजनीति में विकेंद्रीकरण हमें प्रजातंत्र की ओर ले जाता है और केन्द्रीकरण पूँजीवाद की ओर ले जाता है। श्रीमन्, इतिहास का यह निराण्य है कि केन्द्रीकरण का रास्ता पूँजीवाद का रास्ता है, केन्द्रीकरण का रास्ता कम्युनिज्म का रास्ता है और इन दोनों ही रास्तों को अपनाते से हमने इन्कार कर दिया है। हमारा रास्ता समाजवादी समाज की रचना करने का रास्ता है। हमारा उद्देश्य यह है कि जो आजादी हमें हासिल हुई है, जो स्वराज्य हमें मिला है उसका वरदान हर एक गांव में ही नहीं बल्कि हर एक गांव के अन्दर प्रत्येक झोंपड़ी में रहने वाले प्रत्येक व्यक्ति को पहुंचे। हर एक व्यक्ति के सामने विकास और उन्नति का मार्ग खुला हो। हर एक व्यक्ति को सुख और समृद्धि प्राप्त हो। यह कैसे हो सकता है? यह तो तभी हो सकता है जब कि आज अपने देश के अन्दर जो लाखों व्यक्ति बेकार हैं जो करोड़ों व्यक्ति ऐसे हैं जिनको पूरा काम नहीं मिल रहा है, उनको काम दिया जाय। वह कौन सा रास्ता है जिससे आज देश के अन्दर लाखों और करोड़ों व्यक्तियों को काम दिया जा सकता है? कहने की आवश्यकता नहीं है। एक आज इसके लिये एक ही रास्ता है और वह यह है कि देश में छोटे उद्योगों की ओर खादी की उन्नति की जाय। आज जरूरत इस बात की है कि हर एक गांव फैक्टरी में परिणत कर दिया जाय और हर एक गांव ही क्यों हर एक गांव के अन्दर जो झोंपड़ी है, उसको उद्योगशाला का रूप दे दिया जाय। जब इस प्रकार गांव गांव में उद्योग फैलेंगे, तभी प्रत्येक व्यक्ति के हाथ में रुपया जायगा।

श्रीमन्, जहां धन का वितरण विकेंद्रीकरण के आधार पर होता है, वहीं सत्ता का वितरण भी विकेंद्रीकरण के आधार पर हो सकेगा। सत्ता की यह आदत है, सत्ता का यह स्वभाव है कि जहां धन होता है, वही वह जा कर चिपटनी है। इसलिये जो हमारा स्वप्न समाजवादी

समाज की रचना करने का है, जो हमारा उद्देश्य सर्वोदय के आधार पर समाज की रचना करने का है, वह अधूरा ही रह जायगा, यदि हम खादी और ग्रामोद्योग के प्रोग्राम को विकेंद्रीकरण के आधार पर न अपनायेंगे। यह सब कहने का मेरा अर्थ यह नहीं है कि हमारी भारतीय सरकार ग्रामोद्योगों के लिये कुछ नहीं कर रही है। वह कर रही है, लेकिन जैसा कि अभी मेरे पूर्व वक्ता ने बतलाया, जो कुछ किया जा रहा है वह निष्ठा के साथ, विश्वास के साथ और श्रद्धा के साथ नहीं किया जा रहा है। उसमें जो हमारा शासक वर्ग है, उसका खादी और ग्रामोद्योग के कामों में हृदय नहीं है। वह योजना स्टून के तौर पर चलाई जा रही है। यही भेद है जिसकी ओर मैंने आरंभ में ही संकेत किया था। इसी भेद के कारण, जो योजनायें खादी बोर्ड के द्वारा भारतीय सरकार के सामने रखी जाती रही हैं, उनको शंका की दृष्टि से देखा जाता रहा है।

कुछ दिन पहले खादी बोर्ड ने २५ लाख अम्बर चर्खों की मांग की थी। उन्होंने यह अन्दाजा लगाया था कि द्वितीय पंचवर्षीय योजना में वे २५ लाख चर्खों से ५० लाख आदमियों को काम दे सकेंगे, किन्तु इस योजना पर उतना ध्यान नहीं दिया गया, जितना ध्यान देने योग्य यह योजना थी।

श्रीमन्, आज हायर टेक्निक, हायर एफिशिएंसी और अधिक उत्पत्ति की बात कही जाती है। यह कहा जाता है कि अम्बर चर्खा उतना ज्यादा पैदा नहीं कर सकेगा, जितना कि आटोमैटिक लूम पैदा कर सकेंगे। यह तो ऐसा ही है कि किसी भूखे के सामने से कोई सूखी रोटी-दाल उठा करके यह कहे कि सुदूर भविष्य में हम तुम्हें मोहनभोग देंगे।

श्रीमन्, मैं सक्षेप में यह कहना चाहती हूं कि जो कमीशन के सदस्य होंगे, खादी बोर्ड के सदस्य होंगे, वे यदि अलग-अलग विचारधारा को लेकर काम करेंगे, तो कभी भी काम उस आसानी के साथ, उस खूबी के साथ नहीं हो सकेगा, जैसी कि आशा की जाती है। अभी मंत्री महोदय ने कहा कि अगर ऐसा मौका कभी आयेगा तो वह कमीशन को डिजाल्व भी कर सकते हैं। यह बिल उन्हें यह ताकत देता है, लेकिन मेरा उनसे यह कहना है कि क्यों ऐसा समय आये जब कि कमीशन को डिजाल्व करने की आवश्यकता पड़े, क्यों न हम सारी बातों पर अभी से ही

पूर्ण रूप से विचार कर लें। जैसा कि मलकानी जी ने सुझाव दिया कि इस समय जो खादी बोर्ड की एक्जीक्यूटिव बाडी है उसी को एक स्टैट्यूटरी स्थिति दे दी जाय, उसी को कमीशन का रूप क्यों न दे दिया जाय, यदि ऐसा हो जाय तो बहुत अच्छा हो। यदि ऐसा न हो सके तो मंत्री महोदय से मैं प्रार्थना करूंगी कि मेरा दूसरा सुझाव यह है कि वे जिस कमीशन का निर्माण करने जा रहे हैं उसमें दो तिहाई या ७५ प्रतिशत खादी बोर्ड के सदस्यों को लें। उन सदस्यों को लें जो कि खादी के काम को जानते हैं, खादी के काम में जिनकी निष्ठा है, ग्रामोद्योगों में जिनका विश्वास है। अगर ऐसा हो सकेगा तभी कमीशन के बनाने में, जिस उद्देश्य को लेकर हम चले हैं, वह पूरा हो सकेगा अन्यथा नहीं।

**MR. DEPUTY CHAIRMAN :** There are six speakers. So, only five minutes each. I do not want to withhold anybody. I am very sorry for that, but only five minutes each.

**DR. W. S. BARINGAY :** Mr. Deputy Chairman, since you have ruled.....

**SHRI H. P. SAKSENA :** Can't we have some time tomorrow before the hon. Minister rises to wind up the debate? It will be hard if we are permitted to speak on an important Bill like this for just five minutes only.

**MR. DEPUTY CHAIRMAN :** If the Chairman extends the time, I will not come in the way, but tomorrow's programme is full, and I do not think that we will be able to have any extra time for this. But I would leave it to the Chairman.

**DR. W. S. BARLINGAY :** I hope that this time will not be counted. Since the time at my disposal is very short, I shall try to make only a few points with regard to this Bill. The first point that I want to make is this : The Planning Commission has made Five Year Plans, and if we examine the Plans carefully, we will find that all that it has really done is to plan for about one-third of the total time which the nation can spend for the purpose of work. Every citizen of this country has got 24 hours; now for work in the factory or agriculture, he spends normally only about 8 hours. Then what does he do with the remaining 16 hours? That is

a very fundamental point. So far as the Planning Commission is concerned, all that it has done is to plan for the utilisation of 8 hours of the total of 24 hours of the time which every citizen of this country has. If you are really serious about this Bill and about the policies that are behind this Bill—it is all a question of a philosophy of life,—what you should do is to plan not only for these 8 hours but for another 8 hours. The other 8 hours you would normally spend in sleep. Indeed, this is a very fundamental point, and this Bill is a solution to the problem of utilising the remaining 8 hours of the nation's time.

Then, the second point that I would like to make is this : We in this country on account of our great leaders like Pandit Jawaharlal Nehru and others, are too much used to peace, but if you go about in other countries you will find that peace in this country is likely to be precarious; peace in those countries certainly is. Therefore, so far as the development of the economy of this country is concerned, we have got to take into account the possibility of war. I am not suggesting that there will be a war or that we should be very nervous about it. What I want to submit is that we have got to develop our economy in such a manner that in times of war or economic stress or otherwise, our economy will none-the-less be stable. For instance, in times of war, a place like our Bhakra-Nangal is likely to be bombed. It is bound to be bombed in a war. What then will happen? We cannot say that we will not have such things in the country, but we have to depend on and develop a sort of protective economy. I might point out that in those big countries like China, if in spite of these strifes like civil wars, etc., they have survived, that was because of village industries. That is a very important point. (*Time bell rings.*) I will take only about a minute or two.

**MR. DEPUTY CHAIRMAN :** Then you will have to sit for an extra ten minutes or so, and the Members who make the speeches should not go away. They should be able to keep the quorum.

**DR. W. S. BARLINGAY :** I would call this protective economy. Although we have to try up to date techniques in industry—there is no kind of opposition to that—nevertheless along with those techniques, we ought to develop

[Dr. W. S. Barlingay.]

also protective techniques so that in times of stress and in times of war we may not be nervous and we may not lose our morale.

My third point is this : I should like to ask a question of the hon. Minister, and that is with regard to clause 10 of this Bill. This is not the only Bill where corporations have been incorporated by statute. There are several corporations established by statutes of Parliament or of the State Legislatures even. Now I ask whether there is any corporation with a constitution of this sort, where you have created just as in this Bill a Commission and also a Board, two statutory bodies functioning side by side. I do not want to dilate upon the implications of this, but I strongly suggest that there is something wrong in that. Thank you.

**श्रीमती सावित्री निगम (उत्तर प्रदेश) :** उपसभापति महोदय, खादी एंड विलेज इंडस्ट्रीज कमीशन बिल का मैं हार्दिक स्वागत करती हूँ। सच पूछिये तो ग्रामोद्योगों की सहायता की दिशा में यह एक बड़ा डिपार्चर है, किन्तु खेद के साथ कहना पड़ता है कि यह कदम उतना शक्तिशाली नहीं है जितना कि होना चाहिये। ग्रामोद्योगों के पुनरुत्थान का काम बहुत ही बड़ा, बहुत ही विशाल, बड़ा उलझा हुआ तथा कंटकाकीर्ण है।

श्रीमन्, यदि हम सचमुच चाहते हैं, यदि देश की सरकार सचमुच यह चाहती है कि उन हजारों भूखों और बेरोजगार लोगों को रोजी मिले जो कि आज गांवों में तथा शहरों में बेरोजगार पड़े हुए हैं, यदि हम सचमुच ही रामराज्य, सच्चा स्वराज्य, लाना चाहते हैं और समाजवादी समाज की रचना करना चाहते हैं, तो यह आवश्यक है कि पूरे दिल से और लगन से इस दिशा में काम करें और उसके लिये यह भी आवश्यक है कि ग्रामोद्योगों के लिये एक अलग मंत्रालय बनाया जाय।

श्रीमन्, हम लोग बहुत दिनों से इस कमीशन की प्रतीक्षा में थे और हम लोगों को बड़ी बड़ी आशाएँ थीं कि कमीशन बनेगा और कमीशन के बनने से खादी बोर्ड के सामने जो दिक्कतें हैं, वे दूर हो जायंगी, क्योंकि अनुदान बड़ी देर में स्वीकृत होते हैं, रुपये का भुगतान बहुत देर में होता है और उससे तमाम एकावटें आती हैं। हर एक बात जा करके रेड टैपिज्म

में फँस जाती है। तमाम सरकारी अफसरों में और सरकारी फाइलों में वे स्कीमें, जिनमें कि तत्क्षण एक निर्णय लिया जाना चाहिये, फँस जाती हैं। इन सब चीजों को रोकने के लिये हम लोग इस कमीशन की प्रतीक्षा कर रहे थे; परन्तु तमाम कोशिशों के बाद जो कमीशन बना है, उसे देख कर सचमुच खेद मा हुआ, क्योंकि इस बिल के चैप्टर २, क्लॉज नं० ४ के सब क्लॉज २ में, जिसमें कि "Establishment and Constitution of the Commission के विषय में बताया गया है कमीशन के ५ मेम्बरही रखे गये हैं। लेकिन न तो यह बात साफ की गई है कि खादी बोर्ड के मेम्बर, जिन्होंने इतनी प्रतिष्ठा प्राप्त की है, जिनको इतना अनुभव है, जिन्होंने देश की श्रद्धा को जीत लिया है और साथ ही साथ जिन्होंने ग्रामोद्योग में एक रिकार्ड स्थापित कर दिया है, उनमें से ही कमीशन के लिये मेम्बर लिये जायेंगे या बाहर से लिये जायेंगे। यह बात भी साफ नहीं है कि ये जितने आफिसर्स होंगे, क्या ये नान-आफिशियल मेम्बर होंगे। श्रीमन्, यह बहुत जरूरी था कि यह बात साफ कर दी जाती। अभी भी कुछ देर नहीं हुई है, अभी भी ऐसा किया जा सकता है।

श्रीमन्, यह आवश्यक है कि कमीशन के मेम्बर, सिवाय एक फाइनेशियल एड्वाइजर के, बाकी जो चार रह जाते हैं, वे अवश्य ही खादी बोर्ड में से लिये जायें। श्रीमन्, समय बहुत थोड़ा है और बहुत ही आवश्यक यह विधेयक है। इस कमीशन का उद्देश्य क्या है, मैं इस विषय पर भी थोड़ा सा प्रकाश डालना चाहती हूँ।

आज यह उद्योगों के सामने जो एकावटें हैं, जो दिक्कतें हैं, उन्हें दूर करने के लिये कमीशन को प्रस्तुत होना होगा। इसलिये जरूरी है कि ऐसे मेम्बर रखे जायें जिनमें कुछ शक्ति और प्रभाव हो। सबसे बड़ी कठिनाई यह है कि ग्रामोद्योगों में जो सरकारी अधिकारी हैं, उनमें इस चीज की कमी है और उनका सहयोग भी ढीलाढाला है। यह जो कमी है, उसको दूर करने की आवश्यकता है।

श्रीमन्, इस कमीशन के उद्देश्य कभी भी पूरे नहीं हो सकेंगे, जब तक एक्सपोर्ट और इम्पोर्ट पालिसी में सुधार न किया जाय और ग्रामोद्योग द्वारा तैयार की हुई चीजों के लिए नए बाजार न ढूँढे जायें और साथ ही साथ देशी माल को विदेशी माल के कंपटीशन से न बचाया जाय। इसलिये मैं निवेदन करना चाहती हूँ

कि हमारे एक्सपोर्ट और इंपोर्ट बोर्ड में जो पांच और छः मेम्बर हैं, उनके स्थानों पर हमारे ग्रामोद्योग के लोगों में से ही रखे जायें। यह बहुत महत्वपूर्ण है। मैं चाहती हूँ कि आनरेबल मिनिस्टर साहब इस बात को जरूर नोट कर लें। जब तक वे ऐसा नहीं करेंगे, कभी भी हमारे ग्रामोद्योग के माल को विदेशी बाजार नहीं मिल सकेंगे और देश के अंदर विदेशी माल के सामने वह कंपटीशन में खड़ा नहीं हो सकेगा।

दूसरी बात मुझे बनावटी उतार-चढ़ाव के विषय में कहनी है। अभी हमारे भाई बंकुट लाल जी ने इकोनोमिक रिव्यू में एक लेख लिखा है, जिसमें उन्होंने साफ साफ बताया है कि जो सरकार के प्रोजेक्ट एलोकेशन हुए हैं प्रोडक्शन के संबंध में, उसमें कितना उतार-चढ़ाव हुआ है। उसके कारण हमारी टेक्सटाइल पालिसी बहुत प्रभावित हुई है। उसमें पावरलूम्स संकशन करके एक गलत कदम उठाया गया है, क्योंकि रिक्वायरमेंट्स बढ़ी नहीं है। उस आधार पर जो एलोकेशन में रद्दोबदल किया गया है, वह ठीक नहीं हुआ है। इसलिये, श्रीमन्, इस बनावटी उतार-चढ़ाव का सामना करने के लिये सरकार को जबरदस्त कदम उठाने चाहियें।

तीसरी बात यह है कि उद्योगपतियों द्वारा बनाई गई मोनोपोली का सामना करने के लिये सरकार को शीघ्र ही ऐसे साधन ढूँढने चाहियें कि जिनसे उनकी वह मोनोपोली न रहने पाये। एक्सपोर्ट और इम्पोर्ट लाइसेंस में न्यू कमर्स को लिया जाय, ताकि उसमें डिसेंट्रलाइजेशन हो। यदि उस स्तर पर एक्सपोर्ट और इम्पोर्ट लाइसेंस में डिसेंट्रलाइजेशन हो जायगा, तब हम अपने उद्देश्य में सफल हो जायेंगे।

दूसरी चीज इस कमीशन को जो देखनी है वह है सरकार की वर्तमान टेक्सटाइल पालिसी में सुधार करने की बेहद जरूरत, और शीघ्र ही इसके लिये कदम उठाये जाने चाहियें। ए० आई० सी० सी० के इकोनोमिक रिव्यू में एक बड़ा रिक्लीलिंग आर्टिकल निकला है और उसमें साफ लिखा है कि जो रिक्वायरमेंट का एसेसमेंट हुआ है, वह बेबुनियाद है और अंदाजे के आधार पर लिया गया है, मिलों के टेक्स्टाइल पर लिया गया है और किसी सरवे के आधार पर नहीं लिया गया है। (समय की घंटी बजती है)

श्रीमन्, दो-एक बातें कहकर मैं खत्म करती हूँ। तीसरी बात जो मुझे कहनी है वह सबसे अधिक महत्वपूर्ण है। वह यह है कि अगर ग्रामोद्योगों को अपने पांवों पर खड़ा करना है तो सरकार जितनी भी खरीद करती है, जैसे हैंडमेड पेपर को ले लीजिये, अगर सरकार यह बात निश्चित कर ले कि उसको इतने पेपर की जरूरत है और वह हैंडलूम इंडस्ट्री के द्वारा ही उसे खरीदेगी और इसी तरह से और भी चीजों के बारे में निश्चय कर ले कि वे सब ग्रामोद्योग के द्वारा ही खरीदी जायगी, हैंडलूम और खादी का कपड़ा ही खरीदा जायगा, तब फिर हमारे ग्रामोद्योगों के सामने कोई दिक्कत नहीं रह जायगी। सरकार एक अवधि निश्चित कर ले कि पांच, सात सालों बाद कोई भी सरकारी चीज, सिवाय ग्रामोद्योगों के, कहीं और से नहीं खरीदी जायगी, न मिलों से न विदेशों से। तभी जाकर हमारे ग्रामोद्योग कंपटीशन में खड़े हो सकते हैं।

लास्ट बात जो मुझे कहनी है वह यह है कि १ लाख २५ हजार लोगों को यह जो २०० रु० का एलोकेशन हुआ है काटेज और स्माल स्केल इंडस्ट्री के लिए, तो उसमें उतने लोगों को नया रोजगार मिलेगा; लेकिन, श्रीमन्, हमारे ट्रेनिंग का जो प्रोग्राम है उसके अंतर्गत भी ग्रामोद्योग विभाग द्वारा और कमीशन के द्वारा हर प्रांत में गांवों के लिए बहुत उम्दा तरीके से, डिसेंट्रलाइज्ड तरीके से ट्रेनिंग सेंटर खोले जायें जिसमें कि ग्रामोद्योग के कारीगरों को ट्रेनिंग दी जाय ताकि ग्रामोद्योगों का स्तर बढ़ सके। जब हम य सब चीजे कर सकेंगे तभी इस कमीशन का जो उद्देश्य है वह पूरा हो सकेगा।

SHRI H. P. SAKSENA: Sir I rise to support the Khadi and Village Industries Commission Bill and I have chosen to speak in English for the benefit of my very esteemed friend, Mr. Dasappa, who has unfortunately not yet learnt the language spoken in these regions.

SHRI H. C. DASAPPA: You always speak in English.

SHRI H. P. SAKSENA: I strongly oppose the suggestion made by my hon. friend Prof Malkani, that handloom and khadi should be joined together. I don't appreciate the idea of Khadi being associated with anything else. Khadi is capable of standing on its own feet and

[Shri H. P. Saksena.]

whether it stands or falls down, it cannot be joined with anything else which is foreign to the conception of Khadi. Therefore I very strongly oppose it. Similarly I very much deprecate the suggestion made by my another hon. friend Shri Deokinandan Narayan that Khadi should be given protection. Protection we don't want. Khadi lives on the love and esteem and the regard that its users and its adherents bestow upon it. It does not stand in need of any protection. Khadi shall live so long as the lovers of Khadi live and the lovers of Khadi have taken good care to convert other people to their way of life. I am one of those who never used any foreign-made cloth during my whole life and since 1917, I have been a habitual wearer of Khadi, who has never put a thread of another cloth on his person.

So, with this background I am sure that Khadi has no necessity of being helped by any protective tariff. So far as the constitutions of the Board and the Commission are concerned, I don't see why there should be any rivalry or cleavage or conflict between the two. For the constitution of the Board, I suggest that, since we have only fourteen States now, we take one lover of Khadi from each of these fourteen States and allow the existing Members of the Board to continue, thus making the total number of the Board to be 29 or have one for Union Territories and bring it to 30. Out of these 30 members of the Board, the Commission should be formed. It may be of three or five as suggested by the hon. Minister. But then, the Board and the Commission, if they are of the same texture, there will be no conflict and no rivalry between them and then there will be no necessity of searching for the members of the Commission from outside. This Commission will, of course, be a permanent body. It would be a Standing Commission and the same will be the case of the Board. One will be the adviser and the other will be the executive and therefore there will be no rivalry of any nature whatsoever.

This is with regard to clause 10 of the Bill. As I said, this Commission may be of five members or of three members; the powers of the Commission may be limited or unlimited. So long as there is that Board to supervise the activities of the Commission, there is no danger. The Board or the Commission will be entrusted with a very

big sum of money during the coming five years. It would be Rs. 61½ crores as we were informed. Even today, five or six crores of rupees are being handled annually by the Khadi and Village Industries Board and the amount would be doubled, Rs. 61,50,00,000 for five years gives more than Rs. 12½ crores a year. This will add to the Status of the Board. What we have got to do is to improve our processes of marketing, research and the popularisation of khadi and the village industries. These are our weak points and if we mean seriously to encourage both khadi and village industries, these three processes of marketing, research and popularisation.... (Time bell rings.) ... of village industries as also khadi have got to be taken seriously in hand and this will ensure the development of the village industries and khadi. As the hon. Minister very rightly said, the States should be made conscious of their primary duty to give the first preference, to give imperative priority to the development of khadi and village industries. Now Sir. . . (Time bell rings.). . . the national economy can only be built by our capacity to improve . . .

MR. DEPUTY CHAIRMAN: I am ringing the Bell, Mr. Saksena.

SHRI H. P. SAKSENA : Yes, I have heard the bell but I was waiting for another bell, if you don't mind.

Now, this is a sure and infallible method of removing unemployment or underdevelopment without depending on the mills and their production and on the steel plant and so many other things. Let us start at our home doors and provide employment to the unemployed or the underemployed.

MR. DEPUTY CHAIRMAN : Yes, that will do.

SHRI H. P. SAKSENA : Yes, that will do and thank you.

MR. DEPUTY CHAIRMAN : Mr. Muhammad Ismail. We shall sit for some ten minutes extra. There are two more speakers and we shall finish all the speakers.

JANAB M. MUHAMMAD ISMAIL SAHEB (Madras) : Mr. Deputy Chairman, this is a welcome measure seeking to take an important and good step forward in the matter of encouraging and rehabilitating khadi and village industries which have got a vital bearing upon the economy of the country. It is also a good feature of the proposal that the Government have got their checks and controls over the Commission at every important stage.

Now, coming to the schedule, I would like to say one or two things, ordinary things indeed, about certain items. You find a number of village industries enumerated in the Schedule and, if I may say so, they are typical of the industries which the Government have got in view for the purpose of encouragement in the first instance. I want to say a few words in regard to one or two items mentioned therein. Taking *Ghani* oil industry, I hope that the *Chekku* oil industry of the South also is included in this item. The power that is being introduced is two bullocks which go round and round for twelve hours a day and it would be a very good thing if some simple machinery, in place of these *ghanis* or these *chekkus*, is introduced. They should also be provided with electric power but, Sir, care must be taken to see that electric power is provided for almost all the *ghanis* or *chekkus* in a State; otherwise, if electricity is provided for only one or two villages, the oil industry in other villages will have to go out of existence because of the effective and successful competition from the power-driven *ghanis*.

Coming to the fifth item, flaying, curing and tanning of hides and skins, no doubt, this is a very important industry which is being carried on in the villages. In 1928 or so, a Hides Enquiry Committee had valued the hides and skins produced in the country at about forty crores of rupees. At the present rates, I think the value would be about Rs. 100 crores; out of this sum of Rs. 100 crores, a very large part, I might say even Rs. 50 crores worth of hides and skins are being manufactured in the villages by the chamars in a crude manner. By the conversion of skins and hides in this crude manner into leather much of the value of the leather is lost. Therefore, some research must be made and those people must be taught some better method. There are, of course, better methods and the training

centres which the Commission has to set up must improve these crude processes thus putting real value into the hides and skins and thereby benefiting economy of the country as a whole.

Sir, there are several other things like palm and palmyra fibre, making of sweets and delicacies out of palm gur and palmyra gur, etc., All these things, I think, are capable of being improved and their value increased. The schedule, as has been indicated by clause 3 and also as has been pointed out by the hon. the Mover of this Bill, is not exhaustive and other things are capable of being added on to the Schedule. I think that such industries will be added on as soon as possible. There are other industries like the making of agricultural implements, small and simple implements, mat weaving, basket making, palm fibre making and spinning etc. The mat weaving industry is a very important industry and the demand for mats is very large.

MR. DEPUTY CHAIRMAN : That is what clause 3 says.

JANAB M. MUHAMMAD ISMAIL SAHEB : There are scores of such industries and I hope the hon. Minister will see to it that all these are taken on to the Schedule as early as possible and as quickly as possible so that they will also get the advantage of the impetus that is going to be given for their development.

SHRI M. GOVINDA REDDY (Mysore) : Sir, I support the Bill. This industry has great possibilities of employment where no other employment is possible. If we just see what it has done today, we will appreciate the value of this industry. Though it has been able to produce only less than 1 per cent. of the total output of cloth in the country still—even though its production is so small—it has been able to give employment to five lakhs of spinners and 67,000 weavers and this is only traditional khadi. Here, Ambar Charkha is excluded and also khadi not spun for wages, that is, khadi spun for self-consumption. If we bring into effect the Ambar Charkha scheme, then we will be able to provide employment for 50 lakhs of spinners or 36 lakhs of whole-time spinners and 8,33,000 weavers.

[Shri M. Govinda Reddy.]

This industry which has such wide possibilities, needed some autonomy and initiative for its development and I am glad that this Bill after all, has provided that machinery. For want of time, I will not go into the other things and would confine myself to making an observation with regard to the Board. The executive of this Board will be the Commission but the Board is devised in order to advise. The Board's duties are not definitely fixed. The Board will be a consultative body but the Commission will call the meetings of the Board. In a work of this nature where practical experience from step to step is necessary in order to devise measures of development, it is necessary to convene the meetings of the Board every frequently because it is the Board which represents practical experience whereas the Commission will have only the executive side. Therefore, although they have not made provision for it, I would suggest that they do see that the Commission

convenes frequent meetings 6 P.M. of the Board. There are 23 Boards formed in States and the Khadi and Village Industries Development Board has encouraged and has stimulated the formation of these 23 Boards among which six are put already on a statutory footing. Now what is the measure that the Ministry is going to devise in this regard? This Bill does not say anything about the co-ordination between these State Boards and between the Board that is going to be here as a consultative body and between the Commission which will be the executive body and whether these statutory Boards have to continue or they will be abolished. Nothing is said about them. If there is the all-India Board and the all-India Commission, what is the relation between that Commission and these statutory Boards and the other Boards. This is a point on which the Bill is silent. And the second thing is about the Schedule. The hon. Mr. Mohammad Ismail has pointed out a number of useful cottage industries which could be included in the Schedule, Sir, as it is, the Khadi and Village Industries Board is now managing other village industries than those which are mentioned in the Schedule. There must be a reason for having omitted those other industries like the hand-pounding of rice, which is not being brought into the Schedule.

SHRI H. C. DASAPPA : You have there processing of cereals and pulses.

SHRI M. GOVINDA REDDY : There is carpentry, there is smithy, there is mat-weaving which has been referred to. They are not there. Hand-pounding of rice may come under processing but about other industries they are not there. I want to know why. It may be an intentional omission. If it is an intentional omission, is it the object of the designers of this Bill to see that those industries are left to be handled by the Handicrafts Board. Now there is the Handicrafts Board and there is the Khadi and Village Industries Board. The line is very faint to distinguish between what is cottage industry, what should come under village industries, and what should come under the Handicrafts Board. Now if the framers of the Bill want the Handicrafts Board to subsist, then it means duplication, duplication of expenditure and waste of effort, and duplication means also a check upon the efficiency of developing these industries, and so I would like to know whether it is the intention to continue the Handicrafts Board and also have this Board according to this measure, or to amalgamate the two. Personally my suggestion would be, as one hon. Member has suggested, to bring in at least handicrafts, if not other things, within the purview of this Bill and within the purview of the Commission and the Board that will be established.

MR. DEPUTY CHAIRMAN : Mr. Tankha. Just ten minutes.

DR. R. P. DUBE (Madhya Pradesh) : How long are we going to sit, Sir ?

MR. DEPUTY CHAIRMAN : Just for about ten minutes more, say, till 6-10.

PANDIT S. S. N. TANKHA : Mr. Deputy Chairman, while supporting the Bill before the House I have tried to understand why it is that the present Bill has really been brought forward, and the main reason which the hon. Minister stated, and which we also find from the objects and reasons given in the Bill as it was introduced in the other House is that the body, I mean to say the Khadi and Village Industries Board, cannot hold property and cannot enter into contracts and therefore it was necessary to create a statutory body, which could hold these powers and enjoy these functions. I recognise, Sir, that it is absolutely necessary for the development



of the country and for the development of these branches of industries, that the Bodies in their charge and undertaking their development should have these powers of possessing property and of entering into contracts, but at the same time, Sir, I do not think, and I do not recognise that it was necessary to bring this Bill on the lines it has been brought forward. Personally I think, Sir, that it may have been possible to confer these necessary powers on the Khadi and Village Industries Board itself statutorily rather than bring this Bill and create a new Commission.

Secondly, Sir, even if it were not so possible to confer these powers on the Khadi and Village Industries Board, then I submit, Sir, that this Bill should have been formulated on the lines of the Act relating to the All-India Silk Board, which consists of about 40 to 42 persons statutorily appointed from various sources, representing the State Governments as also representatives of the Parliament, and others. And that body, the Silk Board, has the power to hold property and to enter into contracts, as desired in this Bill, and that body, Sir, the All-India Silk Board, has a smaller executive body within it, according to the provisions of the All India Silk Board Act, which is known as the Standing Committee of that body, a small body consisting of seven members to be in charge of its day to day working. So this body namely the commission, which is being created under this Bill, could have been called the Standing Committee, as it has been called under the Silk Board Act, and that Standing Committee could have been the executive body to hold and be in charge of its property and enter into contracts, on its behalf and to undertake the day to day working of these industries, and there was no necessity for creating various authorities as has been done under this Bill. As I see, Sir, there are as many as five or six authorities which are now being created under this Bill. First is the Commission which is a smaller body. Then there is the provision for Financial Adviser of the Commission in clause 6, and the third is the associated members under clause 9—of course they can merely attend meetings and take part in the discussions but cannot cast their votes, but all the same the Financial Adviser is a person whose advice has to be followed because it is said : "The Central Government shall appoint a person, not being a member, to be the

Financial Adviser to the Commission" and the Commission has got to follow his advice.

Then, Sir, there is the Board itself under clause 11, and then comes the Central Government under clause 16, which has overriding powers above all these authorities mentioned just now, so that we are creating by this Bill various authorities, which may not only come into clash with one another at one time or the other and thus hold up work and not allow it to proceed in the manner we would like it to but there is every likelihood of such a clash coming about because of the overriding authority of one body above the other in the working of the same scheme. This should have been avoided.

Now the hon. Minister stated that, visualising these difficulties, he has provided in clause 25 the power to dissolve the Commission. But this is no remedy, Sir. To dissolve the Commission is no remedy, if you think that there is the likelihood of such cleavage by creating so many of these bodies under the Bill. If, however, the Bill has to be drafted on the lines, as it stands, and could not have been drafted otherwise, then in that case I would submit, Sir, that two bodies or Commissions should have been created, one for the Khadi, namely, for the popularisation, expansion and development of Khadi, and the other for the village industries. The work of the Village Industries and Khadi Commission, is so great and of such great importance for the development of the country as a whole that it is absolutely necessary that this work must proceed at a very fast pace, and if one Commission is to control all this work, namely both the Khadi development work and village industries development work, I am afraid it will not find sufficient time to devote to both branches of its activities so efficiently as to allow the process of development of these industries to go at as fast a pace as we would want it to, the result of which will be that the development of both the industries will be delayed. If no other means could have been found, then I maintain, Sir, that two separate bodies should have been created for these two varying kinds of work which would have been a much better course to adopt. As regards Parliament's control over this Commission, I welcome that provision under the Bill but I think that even if this Bill had not been brought on the model of the Silk

[Pandit S. S. N. Tankha.]

Board Act, then too Parliament would have enjoyed the same powers. Of course, the budget of this Commission will come before us; and its Annual Report will also come before us but then too the Central Government and the Parliament will control it in the same manner as under the Silk Board Act the Silk Board is controlled by the Central Government and also by Parliament. So there was no necessity for bringing forward the present Bill on the lines it has been brought forward, but all the

same I lend the Bill my support and hope the difficulties visualised by me in its working will not arise.

MR. DEPUTY CHAIRMAN: The hon. Minister will reply tomorrow. The House stands adjourned till 11 A.M. tomorrow.

The House then adjourned at eleven minutes past six of the clock till eleven of the clock on Thursday, the 13th September 1956.