

REFERENCE TO THE PASSING AWAY OF THE KING OF NEPAL

MR. CHAIRMAN: I have to draw your attention to the passing away of His Majesty King Tribhuvan Bir Bikram Shah Deva of Nepal after a long illness. We have intimate cultural connections with the neighbouring State of Nepal. The late King, Tribhuvan presided over the troublous times in Nepal when there were so many serious political changes. I should like this House to express its grief at his passing away and communicate to his son, His Majesty King Mahendra Bir Bikram Shah Deva, our deepest sympathy in his great bereavement. As a token, I would like you to stand up for a minute.

(Hon. Members then stood in silence for a minute)

MR. CHAIRMAN: The Secretary to read a message.

MESSAGE FROM THE LOK SABHA

THE APPROPRIATION (RAILWAYS) No. 2 BILL, 1955

SECRETARY: Sir, I have to report to the House the following message received from the Lok Sabha, signed by the Secretary of the Lok Sabha:—

"In accordance with the provisions of Rule 133 of the Rules of Procedure and Conduct of Business in Lok Sabha, I am directed to enclose herewith a copy of the Appropriation (Railways) No. 2 Bill, 1955, as passed by Lok Sabha at its sitting held on the 11th March 1955."

2. The Speaker has certified that this Bill is a Money Bill within the meaning of Article 110 of the Constitution of India "

I lay the Bill on the Table.

ALLOTMENT OF TIME FOR CONSIDERATION OF THE APPROPRIATION BILLS

MR. CHAIRMAN: Under sub-rule (2) of rule 162 of the Rules of Procedure and Conduct of Business in the Rajya Sabha, I allot the following times for the completion of all stages involved in the consideration and return of the Appropriation Bills, mentioned below, by the Rajya Sabha, including the consideration and passing of amendments, if any, to the Bills:

The Appropriation Bill, 1955—2 hours.

The Appropriation (Vote on Account) Bill, 1955—15 minutes.

The Andhra Appropriation Bill, 1955—1 hour.

The Andhra Appropriation (Vote on Account) Bill, 1955—15 minutes.

The Appropriation (Railways) Bill, 1955—3 hours.

SHRI BHUPESH GUPTA: (West Bengal): Sir, I suggest a little more time may be allowed for the Bills for the vote on Account because unlike the other House where they get a chance to debate on these matters when the grants are taken up, we do not get another chance. So I think it is but proper that we should be given more time than fifteen minutes.

MR. CHAIRMAN: But it is not an actual discussion of an appropriation, but merely accounting; therefore when the actual appropriation comes up, you will have enough time to express your views.

Yes, Mr. Shah.

THE APPROPRIATION BILL, 1955
THE MINISTER FOR REVENUE AND CIVIL EXPENDITURE (SHRI M. C. SHAH): Sir, I beg to move:

"That the Bill to authorise payment and appropriation of certain

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further sums from and out of the Consolidated Fund of India for the service of the financial year 1954-55, as passed by the Lok Sabha, be taken into consideration."

Sir, as the House is aware, this Bill arises out of the Demands voted by the Lok Sabha. A Statement about the Supplementary Demands was placed on the Table of the House a few days back and in that Statement, we have this time added a small statement showing all these demands that have to come out of the Consolidated Fund of India. I do not think it is necessary for me to take up the time of the House in explaining all those matters which have been very fully explained in the footnotes of that Statement. I hope the House will agree to take into consideration this Bill. Later, if there is anything further requiring explaining, I shall be glad to supply it to the House.

MR. CHAIRMAN: Motion moved:

"That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the service of the financial year 1954-55, as passed by the Lok Sabha, be taken into consideration."

SHRI BHUPESH GUPTA (West Bengal): Sir, now we have here a number of items on which money is demanded by the Government by way of supplementary grants. I would only make certain observations here and some suggestions for the Government to take into consideration.

First of all, let me take the demand that is made for funds for the National Development Corporation. Sir, as far as this National Development Corporation is concerned, we have our very strong misgivings on the matter. It appears that the hon. Minister for Commerce and Industry

took counsel with certain very eminent men in business—eminent not because of their particular functions for the wellbeing of the people, but for making money with both hands.....

SHR. M. C. SHAH: Which Demand is the hon. Member speaking about?

MR. CHAIRMAN: He is speaking about the National Development Fund. What is the number of that item?

SHRI BHUPESH GUPTA: It is there, you will find it.....

MR. CHAIRMAN: Yes, but what is the number of the item on which you are speaking?

SHRI KISHEN CHAND: (Hyderabad): It is under the Ministry of Commerce and Industry.

SHRI BHUPESH GUPTA: It is under Development Grants—Ministry of Commerce and Industry.

MR. CHAIRMAN: That is right.

SHRI BHUPESH GUPTA: Now, it appears from the report that the hon. Minister had consultations with Mr. J. R. D. Tata, Lala Shri Ram, Mr. Mohendra, Mr. Kasturbhai Lalbhai and others.

SHRI M. C. SHAH: But there is no Demand here for Development Council as such.

SHRI BHUPESH GUPTA: After discussion it was decided that an Industrial Development Corporation should be set up for which money is being sought here.

SHRI M. C. SHAH: There is no Development Council here. There is no demand for any Development Council.

SHRI KISHEN CHAND: He means the Industrial Development Corporation.

SHRI BHUPESH GUPTA: I am not talking about the Industrial Cre-

dit Corporation, as he will understand if he will only

MR CHAIRMAN:..... bear with you?

SHRI BHUPESH GUPTA: Yes He will see the distinction between the two That, of course, is yet another old story, you know and .

MR CHAIRMAN. Yes, yes Go on, there are many more speakers

SHRI BHUPESH GUPTA Here you find that after these discussions, it has been proposed to set up this Industrial Development Corporation, as distinct from the Industrial Credit Corporation I am not concerned at present with the latter Very well, Sir, the object of this Corporation is stated to be to quicken the pace of industrial development in the country There is no denying the fact that it is necessary for the Government to take the initiative in the industrial development of our country and help in the growth of industries If money were required for the reason, nobody would be more happy to provide that money than our Party because we stand for the industrial development of the country But what is being done in the name of development of industry is this The Government is making over certain things to the big men in the business and is entirely leaving matters to them and is relying on them for the development of the industries In this scheme too, you will find the same attitude being taken by the Government I am not opposed to the idea of any consultation with competent persons but at the same I would like to stress that it is all the more necessary to consult, for instance, the representatives of the workers and the representatives of the consumers, Members of Parliament and other men in the public field in order to get their advice in the matter Instead of doing so, Government consults only the big monopolists who naturally offer their advice with a certain bias into which we need not go

It has appeared in the Press that after developing certain industries under the aegis of the Industrial Development Corporation, such industries may be made over to private capitalists again That is to say, Government will start these industries at a time when the risk is great, Government will put in its money and take all the risk and, after development, these industries may even be made over to private industrialists and private enterprise. I think that this is entirely wrong; it is necessary for the Government to develop industries and widen the public sector—there is no doubt about it, but it would not be right in this situation today to develop these industries in order to make them over to certain private individuals We have our misgivings because we feel that these gentlemen of the 'big money' would be interested in getting some of the industries started by the Government at the cost of the public exchequer when the risk will be entirely for the Government to take. Then when these industries are on their legs, the industrialists will demand that they be made over to them as private concerns The idea is something like, "the losses are yours and the gains are mine, heads we win and tails you lose" This kind of a logic is being introduced into this matter and, therefore, I say that this is not a right thing to set about this business in this manner This will not quicken in any way the industrial development of our country, on the contrary, it may lead to greater dependence on those people who are withholding the industrial progress of the country I have in mind the monopolist section which is interested more in profit, more in quick money, than in the development of the country They are not interested in taking risks for the development of our industries, but are interested in seeking that the risk is shouldered by the Government and that the gains go to them When Government ask for funds, they should explain to us what exactly is

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there in their minds. The reports that had appeared in the press are shrouded in mystery; we can understand that when these gentlemen talk with these big men, there is a certain amount of secretiveness and mystery about it; that we can understand; but when we, the Parliament, are called upon to make provision for funds, I think it is the duty of the Government to tell us what exactly they propose to do with the Industrial Development Corporation which they are going to set about. What will be its functions? How will it be administered? What will happen to the industries that will be started and how would the selection be made? They will also have to tell us as to who will make the selection and which interests would be taken into consultation when the selection is made. How will the rights and wages of the workers be guaranteed in those industries which may be started under the aegis of the Corporation? These are all very legitimate and pertinent questions for us to ask and I think that the Government should throw some light on them.

There is another item making provision for delegations that are going abroad. I have in mind the delegation that was sent to the G.A.T.T. We sent a delegation to that Conference, as you know, Sir, and about Rs. 62,000 is wanted for meeting the cost of that delegation. We have something to say on this item. This question of the G.A.T.T. has been hanging fire for a long time; public opinion in this country has been very legitimately agitated over the agreement that was arrived at some five or six years ago at the initiative of the United States of America. You will find, Sir, in the Report of the Fiscal Commission, that it has been clearly stated that the Agreement that was arrived at, that is, the G.A.T.T. operates to some extent, to the detriment of the sovereignty of our people. The whole arrangement was made by the Uni-

ted States of America in order to facilitate its penetration into new markets, in order to capture the markets in under-developed countries and even in countries of Western Europe. Certain countries were, more or less, drilled into signing this agreement. That is how the G.A.T.T. arose and in almost every country which was forced into signing this agreement, there were opposition to it. In our country too, public men and men conversant with the financial affairs and also that of the official life, have complained against this agreement. We should have thought that the delegation would have been sent there with the clearest instruction for fighting against the pernicious clauses and for getting out of this whole business of G.A.T.T. This is an arrangement which is not helpful for the development of our country; neither is it helpful for the expansion of the trade and commerce of our country with the world outside. No indication as to what was done is given here; we were told, Sir, when the delegation was to be sent that instructions had been given to the delegation to protect the interests of the people of this country but when money is being demanded here now, Government should have told us exactly what business was transacted there, as far as the delegation was concerned, and what were the briefs that were given to the delegation. They ought to have told us of the achievements of this delegation. Since we are paying—all of us put together in this Parliament—I think we may call the tune also on the basis of 'he who pays the piper calls the tune'. But it seems, in this democracy, that those who pay the piper do not have the right to call the tune; the tune is called by somebody else.

I now come to the other provision regarding the small industries. It is quite right that the small industries should be given every possible help in this country. They are the most down-and-out in the present situation and it is important, not merely

because of the fact that these small industries have to be nursed and nourished against competition and all that, but it is also essential because, on these industries depend about 11 million people for their living. On the cottage and small industries in the country is dependent a large part of the Indian population and, therefore, Sir, it is very essential that we should give proper attention to the maintenance and prosperity of these industries. We are not envisaging a situation in which we are going to be a highly industrialised country overnight when the small industries will not have much part to play. In fact, Sir, as far as we can see the small industries should go hand in hand with the bigger industries and their development that we have in mind. A kind of synthesis has to be developed between the small industries on the one hand and the bigger industries on the other. A measure of financial help is necessary, but what is more important as far as these industries and concerns are concerned, is to enable them to withstand the foreign competition that they are facing today. To our great regret, I must say that the Government is not doing enough to give them adequate protection even against the foreign competition that is increasing in our country. Secondly, Sir, it is also necessary that these industries should be given protection against the internal monopolists, that is to say the big ones in our own land in the indigenous sector of our private sector. Nothing of that sort is done as a result of which these small industries are really hard put to it to maintain themselves. This is also important.

There is another aspect of the matter to which I should like to draw the attention of the Government. It is not enough merely to extend to them certain financial assistance or make certain provisions. In addition to the financial assistance it is also necessary to distribute the orders of the Government to a vast number of small industries. With the public sector expanding and with the increasing activities

of Government in regard to social and other development, I take it that Government is one of the biggest buyers of stores and materials. What happens is this that the Government get the materials and their requirements mostly from the big concerns, from the big people. That is not a right thing to do. I am not saying Abandon the policy of buying anything from them. Certain articles which the Government require are to be certainly bought from the big concerns, but at the same time you have to see that you buy a larger number of the goods that you require whether in the railways or in the public administration or in your hospitals and other places from the smaller industries. Thus a kind of market has to be guaranteed to them; that will help them. The Government policy so far misses that aspect of the matter. In no country in the world I mean in no other country like this will you find that the smaller industries can thrive without their market being guaranteed by the Government and without their market being assured from sections of the public. Now that is possible only when the Government take the initiative in the matter. Some of the industries are dying, are going out of existence mainly because they do not get enough orders to keep the wheels of their industry running. So this is another point which the Government should take note of.

Then, Sir there is a grant for the Cabinet and all that. Of course money has to be found for it, the number of Ministers has to be increased and all that and the family is now growing and it will grow. That we all know but the point is, you have to economise there. It is not enough not to take a very high salary. We are very glad that the Prime Minister of India refuses to take more salary than his Cabinet colleagues and he prefers to take salary much less than that of the Secretary of the Department. It is a good thing. I wish he had only taken a little less. It is a good thing nonetheless. But the point is not that. Your whole administration has to be

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recast and the expenditure reduced at top levels. Now in the other House we find it said to our great amazement that in the Soviet Union and China they have so many Ministers. Now, Sir, it is very good that hon. Members have begun referring to the Soviet Union and are trying to learn something from them. It is a good omen. If I am to take it seriously it is a good omen for them. But at the same time the Members of the Government should realise that in the Soviet Union the Tatas and all other big concerns, for steel and everything belong to the State. Here the function of the Government is extending over a restricted field. There everything of that sort is socialised. There the activity of the Government extends over enormous fields. For instance there it includes not only the shipyard but things like the Tata and other concerns, the steel concerns, the textile mills, the engineering concerns. Everything is under the Government. Naturally they will have to find people to look after them. Therefore if they require a little more Ministers it is quite understandable because they have got heavy work on their hands. They have got a socialistic sector embracing a vast field of the economic and social life of the country. When you quote them for your purpose try to understand as to why the Soviet Union and China require a little more of Deputy Ministers than our Government. Sir, at the rate at which they are already going, if that rate were maintained and if the Tatas and other concerns were to be brought in I do not know whether we will have a big enough House to accommodate the number of Deputy Ministers. But, now, Sir, let us deal with the reality as it is. You have not yet come to the position when you are running the industries, you are running the trade and commerce and you are running everything else as is being done in those countries of socialism. You are living in the context of a different economy where a vast sector belongs to private individuals and these things are left to them. Now you are undoubtedly expanding

your State activity. We can concede that some more Ministers will have to be there but some proportion has to be maintained. Sir, in Bengal—we are a small State as you know—we have got about 30 people

MR. CHAIRMAN Let us not discuss Bengal

SHRI BHUPESH GUPTA All right, Sir, I was only giving an example. Now, Sir, even here the list goes on expanding. Even here the family is very big and is growing and the defections which were supposed to take place do not take place somehow or other. Therefore we find it is big

Now comes the question of efficiency. We contest the idea that you must have more Ministers to ensure efficiency. More Secretaries to ensure efficiency, we do not believe in that sort of thing. Efficiency depends on your approach. Efficiency depends on your method of functioning and efficiency depends above all on how you seek the initiative and co-operation of the men at the bottom, that is to say, the clerks and other ministerial officers there in the various departments. Here you will find that the smaller men are given no scope either for initiative or for taking decisions. They are left as if they are mere automatons, a kind of instruments nothing beyond that,—lifeless creatures. That is not the right way of approaching the matter. Therefore, if you will provide for initiative there only then will you see that not only much of the work is done by them, but also much of the responsibility is shared by those people, by a wider section of our public officials rather than by a few individual hands. I would have been happy if they could share the responsibility. They hold too many portfolios most of which are empty. That is my complaint, Sir. Now, as you will see from your own experience here—and we have seen it to our great delight and sometimes to our great annoyance—that the Minis-

ters do not even answer questions properly. Now if you ask supplementaries then they seek notice. They sometimes say that certain things are under active consideration and it continues to be under active consideration for ever and the lifetime of one Parliament even does not give them enough time at sometimes to answer a simple question. Now I say that this is no sign of efficiency on your part. If you want to be efficient, you have to recast your style of work; you have to depend on those people who are really running the administration of our country, whom we do not even pay a living wage as you have doing to the III Division clerks in the Central Secretariat. Therefore I say it is no use trying to take money like that—you will take that money somehow, we know but what is important is that everybody has to sit down and find out as to how you can economise within given limits the administrative expenses. Now it is better to preach by example than by precept. You are telling the whole country to be economical, to economise their expenditure and all that and to save money. I think in the administrative field it is your duty—and to start with—it is the Cabinet's duty to show how economy can be effected by making certain changes and alterations.

Sir, as far as the number is concerned I would only ask them to consider whether that huge number is availing or whether one Deputy Minister would be good enough for answering all the supplementaries relating to a particular department rather than two Deputy Ministers, then the Minister, then the Prime Minister butting in and then making the Parliamentary Secretary to hold on; that way you need not proceed.

Then, Sir, about the External Affairs Ministry I have only something to say. Firstly, Sir, I find some moneys are being asked for that Ministry, whose record is good.

Mr. CHAIRMAN: Mr. Mazumdar is putting a slip of paper to you to ask you to make mention of that also.

SHRI BHUPESH GUPTA: Now, Sir, let me finish. Here I would like to draw the attention of the Government to two things. One is this: We have been demanding for some time that the External Affairs Ministry should take the initiative in stopping the transshipment of all war materials or war-like materials to Malaya from this country. The Government has not done anything and it is most regrettable that even today from Calcutta the materials that are used against the Malayan struggle for independence are being sent. I think the hon. Minister in charge of the Foreign Department, of the External Affairs Ministry and in his absence the Parliamentary Secretary will be good enough to take note of this fact. She should not.....

SHRI M. C. SHAH: To this point the Prime Minister has already replied. Why does he refer to it again?

SHRI S. N. MAZUMDAR (West Bengal): Because the incident is occurring again and again.

SHRI BHUPESH GUPTA:.....be a party to an administration which still sends materials there. Therefore they should stop this thing and effort should be made diplomatically and otherwise so that we put an end to the despatch of such materials to Malaya.

Then, Sir, I would like to draw their attention to another fact. One Indian citizen has been detained without trial in Malaya, Mr. Balam by name. I think representations have been made to the Government. The External Affairs Ministry should see that he is released. The Government of Malaya has no right to detain an Indian citizen without trial. I am not suggesting any reprisal or retaliatory measures here, but I think we can exert our diplomatic pressure and take this matter up with the Government there so that our Indian national is

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at least released forthwith and allowed, if he likes, to come to this country, or live there free

12 NOON

About Pondicherry—we have stressed the point—I would only like to add that the Municipal Commissions which have come in the way of free and fair elections should be dissolved. I say it is essential to dissolve these Municipal Commissions which have become a sink of corruption. They have come in the way of the free choice of the people of Pondicherry. The Prime Minister gave some kind of an assurance in regard to these matters and he said that they shall be looked into. I think the time has come when some steps should be taken because no one in Pondicherry desires that these Municipal Commissions should be continued. They want the elections to be free without the Intervention or trickeries of these Municipal Commissions. And remember, Sir, that there are in these Municipal Commissions people who had been collaborating with the French Imperialism when the people of Pondicherry backed by the people of India—when I say backed by the people of India I mean backed 'with their good will'—fought for their independence. But for their struggle this integration would not have been possible. So this is an important point that the hon. Minister should take note of.

That is all that I wanted to say, Sir.

SHRI KISHEN CHAND Mr. Chairman this is the third supplementary Appropriation Bill and I find that in this indirect way expenditure is being increased on almost all items.

[MR. DEPUTY CHAIRMAN in the Chair]

I do not want to go into a general discussion but I would like to point out that in the case of items where demands for additional grants are being made, the hon. the Finance Minister must very carefully consider why these demands are required and whe-

ther they cannot be possibly reduced. With regard to the demand for Rs. 10,00,000 of the Ministry of Commerce and Industry, Mr. Bhupesh Gupta has already explained in detail. For the National Industrial Development Corporation they are wanting a whole set of Special Secretary, Joint Secretary, Deputy Secretary, Under Secretary, Officer on Special Duty, Research Officer, Section Officer, Clerks and so on. I submit Sir, when this Industrial Development Corporation was going to be established as a private company, it should have come under a different heading, instead of adding another section to the Commerce and Industry Ministry and increasing the number of Secretaries, Joint Secretaries and Special Secretaries. Such expenditure will not go for the expansion of the Industrial Development Corporation which is to be run as a commercial concern.

Then I would like to point out to item (f)(1) on page 5 of the Supplementary Demands for Grants where it is mentioned that a saving of Rs. 3,48,000 was anticipated on reorganisation on the basis of the recommendations of the Special Reorganisation Unit but due to practical difficulties the recommendations could not be implemented with the result that the savings anticipated have not been realised. I beg to submit that wherever there is a question of economy if a committee is appointed and if it recommends certain steps to be taken those recommendations are not implemented for some reason or other; some practical difficulty or other is found. But whenever they want additional funds for increase of expenditure the hon. the Finance Minister comes forward and with the majority of the party he gets his additional expenditure sanctioned. I therefore strongly oppose this item where additional demand is sought to be granted while at the same time the saving is not effected as was recommended by a committee. I want to know what were the practical difficulties on account of which they could not implement the recommendation for savings. The hon.

Minister should give us an assurance, though this economy was not effected this year, at least next year this saving will be made.

Now, I come to the Ministry of Defence. Here it is said that because a new Defence Minister has been appointed they want to incur certain additional expenditure on extra furniture, etc. Sir, two years ago when the late Mr. Gopalaswami Ayyangar was Defence Minister, there was an office in existence; there was furniture, typewriters, duplicators and everything. Why do they want this additional furniture now? That office surely continued and the Defence Ministry is still there. Sir, the hon. the Finance Minister must give more justification for this additional expenditure.

Then I come to Demand No. 53—Cabinet. Sir, I have nothing to say for the persons who are occupying these posts. They are very good people and I suppose they are doing their level best to carry on their duties. But it is a question of principle and if I say anything it should not be taken as being said against any particular Minister. As a matter of principle I am opposed to the large number of Ministers who are being appointed in the Central Government. It is a Federal Constitution and we have nearly 28 States and if you add up the number of Ministers, Deputy Ministers and Parliamentary Secretaries in all the States, I think the number will be well over 400. When we consider that the Central Government has only a restricted scope of activities, when the development and welfare work in the States is being done by the State Governments, it is very essential that we keep down the expenditure of the Central Government. Here I may point out that certain hon. Ministers do a lot of touring which is quite useless. I hope hon. Members know that for touring the Ministers are paid twelve annas per mile and it is a well known fact that most of the hon. Ministers draw up to Rs. 1,500 a month as T.A. I know in Hyderabad a certain Central Minister travelled 300 miles

for opening a small market of no value and that opening ceremony cost the Government nearly Rs. 250. I submit that in this way if you go on increasing the expenditure and giving touring allowances to the extent of.....

THE MINISTER FOR COMMERCE (SHRI D. P. KARMARKAR): I would like to know what he said about travelling allowance. He said hon. Ministers get Rs. 1,500; I wish it was so.

SHRI KISHEN CHAND: I said that the total touring allowances drawn by certain Ministers amount up to Rs. 1,500 per month.

SHRI M. C. SHAH: Where did you find that from?

SHRI KISHEN CHAND: What I am saying is subject to correction. I am making a submission that hon. Ministers are paid travelling allowance for road journeys at the rate of twelve annas per mile when.....

SHRI M. C. SHAH: My friend's information is not absolutely correct. Ministers are not given any allowance so far as travelling is concerned except some halting allowance that is there.

SHRI KISHEN CHAND: They are not paid any mileage?

SHRI M. C. SHAH: Only Deputy Ministers who are treated on par with Secretaries get mileage allowance, but Ministers of State and Cabinet Ministers do not get any mileage allowance whatsoever.

SHRI KISHEN CHAND: What do they do when they go on tour and when they travel by car? Who pays for the expense of the car?

SHRI M. C. SHAH: There are specific rules laid down and the hon. Member could have looked into a copy of those rules.

SHRI KISHEN CHAND: According to those rules, it is twelve annas per mile.

SHRI M. C. SHAH: I am sorry, it is not so.

SHRI KISHEN CHAND: Then I want a complete clarification.

SHRI M. C. SHAH: If he gets the correct information and then criticises I have no objection. He should have tried to obtain the correct information. If he had asked a question we could have given the entire information; or if he had sent a letter, I could have given him that information. Otherwise it is not proper to criticise on the basis of inaccurate data. That is my submission.

SHRI KISHEN CHAND: I still maintain that they are paid a mileage allowance of twelve annas per mile. I know it for a fact.

SHRI M. C. SHAH: I am saying authoritatively that it is not correct.

SHRI KISHEN CHAND: It is not correct perhaps in the case of Ministers. In the case of Deputy Ministers is it correct or not?

SHRI M. C. SHAH: I will explain the position if he wants to.

SHRI KISHEN CHAND: All right. Let him explain, Sir.

SHRI M. C. SHAH: Sir, so far as Cabinet Ministers and Ministers of Cabinet Rank are concerned, they do not get any mileage allowance whatsoever when they travel by train. If they travel in their own car, the allowance is actual expense or eight annas per mile. They can use staff cars also. If they get staff car in the State where they have visited, then no allowance whatsoever is given.

SHRI BHUPESH GUPTA: What happens if they travel by air?

SHRI M. C. SHAH: Then, they get their seats in the plane. (*Interruption*).

MR. DEPUTY CHAIRMAN: Order. order. I think you cannot go into all these details.

SHRI KISHEN CHAND: Sir, the hon. Minister has clarified the position and to some extent, I submit, he has supported my contention. What I was saying was neither about the train journey, nor about the air jour-

ney. I was only talking about the tour done by car and the hon. Minister stated that they are paid eight annas per mile if they use their own cars. But if they are using some other car, somebody else's car—if they are using a private car—in that case, it is twelve annas per mile?

MR. DEPUTY CHAIRMAN: They do not draw any allowance. That is what he said now.

SHRI KISHEN CHAND: The hon Minister himself has stated that they are paid eight annas per mile if they use their own car and if they use somebody else's car.....

MR. DEPUTY CHAIRMAN: They do not get anything, that is what he said.

SHRI KISHEN CHAND: What about taxi, if they use a taxi? They will claim T.A.

SHRI M. C. SHAH: Whenever they visit the States, the States provide them with staff cars and they use staff cars on official duty.

SHRI KISHEN CHAND: Well, Sir, I know it for a fact, but it has become a personal matter. Therefore, I beg to withdraw it.

SHRI M. C. SHAH: There is nothing personal about it. I am prepared to give you the set of rules.

MR. DEPUTY CHAIRMAN: I think we are wasting the time of the House on minor points and before hon. Members make any allegations like that, they should be sure of their grounds. They should not seek rectification from Government. Please go on.

SHRI KISHEN CHAND: So, Sir, I say that a special check should be kept on expenses under the head of Cabinet and we should not go on increasing the number of Ministers and Deputy Ministers and thus go on increasing our expenditure.

Then, I come to item No. 60—Broadcasting. Here I find that formerly the broadcasting station at Srinagar was considered to belong to the State, Government and the expenditure was considered as a loan to the Government. Now, this whole department has been put under the Broadcasting Ministry. I would like to know from the hon. Finance Minister whether in view of the fluid condition of Kashmir, it means—and I will be very glad if it is so—that Kashmir has acceded to India permanently and the whole question of the complete integration is going on and, therefore, the Broadcasting department has been amalgamated with the Broadcasting Ministry of the Government of India?

Then, I come to item No. 89—Privy Purses and Allowances of Indian Rulers. There I find that due to the activities of a certain Ruler, he was debarred from receiving any privy purse. Then when he made a special representation.....

SHRI M. C. SHAH: Sir, these questions of policy are always discussed when we discuss the Budget. Now, it is only with regard to certain adjustments and Supplementary Demands asked for. Now, can the hon. Member go into questions of policy? If that is the ruling, Sir, I have no objection, but I only wanted to point out that we have very limited time.

SHRI KISHEN CHAND: I am not discussing the general question of privy purse. I am only saying about the additional grant sanctioned by the President under a special heading. This is about the Ruler of Baroda. It is stated here that the ex-Ruler of Baroda was debarred and then the question was reconsidered and the President has sanctioned this. I am simply questioning why when once the Ruler had been debarred additional amount was paid to him.

KAZI KARIMUDDIN (Madhya Pradesh): It was reconsidered.

SHRI KISHEN CHAND: Then, Sir, I come to item No. 113—Ministry of Communications. Under the head "capital outlay" (at page 34), the original estimate was Rs. 7,39,60,000. Now, an additional sum of Rs. 96,80,000 is required. Air Lines are commercial corporations. An hon. Minister, when the Budget was being discussed, pointed out that these Air Lines Corporations are running at a very great loss. I would like to know from the hon. Finance Minister whether he has carefully considered that with the purchase of the new aircraft, the loss of the Air Lines Corporation will be reduced and that there is a likelihood of the Indian Air Lines Corporation running at a profit. Secondly, I would like to know from the hon. Finance Minister whether a careful check has been made about the compensation that is being paid to the previous Air Lines Companies which have been taken over by Government and merged either into the Indian Airlines Corporation or into the Air India International Corporation.

And lastly I come to item 121—Loans and Advances by the Central Government. There I find additional demands for irrigation projects. Irrigation projects are really a State subject and they are being financed by the States. And the States do not have sufficient money; they borrow money from the Central Government. So, when the Central Government is advancing loans on these big irrigation projects, I do hope that the hon. Finance Minister will carefully examine whether those irrigation projects are not going to be a heavy burden on the States concerned. I particularly refer to Hirakud where an additional amount is being given to the Orissa Government as a loan. It is a well-known fact that the expenditure on this Hirakud dam has been increasing from year to year; and the thing has become so topheavy that the Orissa Government, I think, will not be able to pay even the interest on the capital outlay on the Hirakud dam, what to say of repaying the principal amount. And, therefore, when we are sanctioning

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these additional amounts, we should see whether these additional amounts are going to be spent on account of the increased tempo of construction. Therefore, we should be very careful when we consider these Supplementary Demands for Grants and keep a watchful eye that by this indirect method the Finance Minister does not increase expenditure.

SHRI S. N. MAZUMDAR: Mr. Deputy Chairman, I shall refer to some of the demands. First, I shall take up Demand No. 4, which relates to the Ministry of Commerce and Industry. There is a provision of Rs. 51,000 for expenditure. There is a provision for the Plantation Enquiry Commission. What I want to submit in this connection, Sir, is that the scope of the Plantation Enquiry Commission should be extended in a particular sense, which I am going to explain. And for that reason, I shall have to give you in short the history behind the appointment of the Plantation Enquiry Commission. Well, in 1952 and in early 1953, the tea industry particularly was supposed to have passed through a crisis. It was demanded by us that an enquiry committee should be appointed to go into all the aspects of the tea industry, because then the planters' contention was that the cost of labour took a great percentage of the cost of production of tea. And because of that, they could not compete in foreign markets, and nor could they cope with the situation arising out of a fall in the prices. But it was the contention of the plantation labour movement that the cost of labour in the cost of production of tea was not the main factor which was very great, and the reason of the slump was actually the manoeuvres and manipulations by the foreign interests entrenched in the tea industry. And I can remind the hon. Minister of the Government again that this assertion that the slump or the crisis, or whatever it may be, through which the tea industry was supposed to be passing at that time, was characterised as a result of the manipulations of the

foreign interests entrenched in the tea industry. This assertion was made not only by us, but also by the I.N.T.U.C. section in the plantation labour movement—by no less a person than the President of the Indian National Federation of Plantation Workers. As a result of these demands being supported by public opinion also, the Government came out with an assurance that there would be an enquiry into all the aspects of the tea industry. Our demand was that the enquiry should be a tripartite enquiry. The Government, of course, did not commit itself to it, but there was an assurance that there would be a thorough enquiry. And at that time there was nothing to indicate that the enquiry would be reduced to a departmental enquiry. But gradually, the Government reduced the position of the assurance to that of a departmental enquiry. Before coming to the position of a departmental enquiry, the Government took up the position that it will be an *ex parte* enquiry. Then also I demanded that organised plantation labour should be associated with that expert enquiry, a representative of labour being on the enquiry committee. But that was also turned down. It was said that the Plantation Enquiry Commission or the Enquiry Committee, or whatever it may be, will also ask for opinions and suggestions from the labour movement. Later on, the scope of enquiry was extended in the sense that instead of its being confined to the tea industry, it was extended to cover the whole of the plantation industry. That change was, of course, welcome, because all the aspects of the plantation industry including tea, coffee and rubber, should be thoroughly investigated into. But my contention, Sir, is that unless labour is associated with this enquiry, all the facts cannot be brought out. The fact of the huge profits earned by these foreign interests entrenched in the plantation industry, their method of manipulating accounts, their method of showing non-existent labour on the muster-rolls, all these things cannot be properly brought out unless labour is associated with this enquiry. Now

it may be argued from that side that the Plantation Enquiry Commission has asked for memoranda from the different labour organisations in the plantation industry but that is not sufficient. What is necessary is that evidence should be taken, and there should be someone representing labour associated with every stage of the enquiry, particularly when evidence of the representatives of the planters is being taken. Only then the whole question can be thoroughly brought out. Otherwise what will happen? I do not want to cast any reflection on it, it may do some good work and some facts may come out but we have apprehensions about it from our previous experience. That is my submission about this demand.

Then, Sir, I shall come to Demand No 121, i.e., Loans to State Governments. I am coming particularly to loans to State Governments for flood control. It is good that loans have been granted for the specific purposes mentioned in the Explanatory Memorandum. But what I want to draw the attention of the House to is the fact that still complacency is prevailing in Government quarters in this matter, both at the Centre and in the States. Loans have been given and these loans are being utilised for the construction and completion of certain projects. The projects are mainly for the construction of embankments but these form only a part of the flood control measures. There are two aspects necessary for the flood control measures. First and foremost, it is necessary to collect sufficient data about the behaviour of the rivers which caused an unprecedented devastation in these areas last year, particularly due to floods. Sir I lay emphasis on this because that is very important. During the floods last year, it was found that the damage caused to civil towns or the damage caused to civil regions was due not only to soil erosion, but also due to rivers changing their courses particularly in North Bengal. The rivers come out of the hilly gorges. The areas which were devastated by the

floods were just on the foot-hills. The flood waters come out of the gorges immediately and they rush on the plains, on those outlying regions. And it happens that the rivers change their courses to some extent. Suppose, an embankment is constructed in a particular place, but the river there changes its course and comes through another way. Then what happens is that that embankment is completely useless. That is why one of our foremost tasks in this connection is the collection of irrigation data, data regarding the behaviour of these rivers. This task was neglected in the past, complacently neglected, because after the Assam floods in 1950-51, it should have been the foremost duty of the Government, both at the Centre and in that particular State, to collect data regarding the behaviour of these rivers, particularly the Brahmaputra river. When we went there last year in connection with the survey of the flood devastation, on enquiry from the officials in the Irrigation Department of the State Government, we found that practically nothing was done to collect any data. And West Bengal was sadly lagging behind in this matter. Most of the engineers of West Bengal who took up this matter for the first time woke up to the necessity of collecting the necessary data regarding the behaviour of the rivers in North Bengal. But, Sir, as far as you remember, the position in this matter is not at all satisfactory. The other day, there was a question in this House, and in connection with that question, I elicited some information from the Deputy Minister for Irrigation and Power, and I found that much had not been done in that matter and there were no indications of acquiring sufficient data before the monsoon comes in full swing. That is a very unsatisfactory position in this matter.

Secondly, Sir, I shall come to the projects which have been undertaken, and which are being watched. There also we find serious failures. Money has been granted, but it should be seen that all that money is spent in a proper way, and in time. I parti-

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cularly want to mention in this connection one incident to illustrate the fact that if the work is not taken in time in seriousness, then the money practically is wasted. In West Bengal, in a particular area near Domo-hani, a rail line was breached in 1953. And then there was the question of constructing an embankment to protect it from the future onslaught of floods. But there was a controversy between the State Government of West Bengal and the Railway Administration as to who will bear the cost of constructing the embankment. That controversy continued and was not settled satisfactorily. And then, the Irrigation Department of the Government of West Bengal undertook the construction of another embankment only as late as in April.

The monsoon started there very early, and when the monsoon started, the embankments were not ready. On the other hand, the fact that the embankments were being constructed gave a false sense of assurance to the people there, and they suffered as a result of it. When the flood waters came, fortunately there was no loss of life, but the people lost their property. They were rendered homeless. This year also what is happening is that the construction of these embankments have not as yet proceeded very far. After a tour of this region, I have seen with my own eyes that the progress is not very satisfactory, and there is apprehension in the minds of the people there that the construction of these embankments which have been taken in hand will not be completed before the monsoon starts. Moreover, there are other aspects to this question. After the last serious floods we heard much about utilising the experience of China in these matters. A delegation of irrigation engineers was sent to China and they came back and submitted a report—a very good report in the sense that it showed to a country like ours, an undeveloped country lacking in finances, how the Chinese constructed embankments in the biggest rivers of China in the shortest possible time

without the help of any machinery worth speaking. That was all done with the help of human labour. It was specifically mentioned in the report that the human labour which was engaged in the construction of these embankments was given all amenities and facilities to inspire them, to enthuse them and make them work for the speedy completion of the projects. Since then we have heard much about the China way of combating floods. The Prime Minister also talked about it. We heard his talks, but what has happened? First let me talk about Assam. I do not know the present position. Last year there was a news item in the papers that the contractors who were entrusted with the work of constructing embankments on the Brahmaputra wanted to import labour from outside the province, as labour was not available in the State itself. It is a wonder that people who are affected by the floods, who are threatened with the floods, who are rendered homeless by the floods, are not coming forward to undertake the work. Is it not an admission of failure on the part of the Government to say that labour was not coming forth from the province itself? I do not know the present position of Assam. So, I shall come to the State of West Bengal about which I know the present position.

Take the case of Cooch Behar. An embankment was to be constructed there. The construction proceeded to some extent. Local labour and also labour from the neighbouring province of Bihar was employed by the contractors, but there were constant disputes between the workers and the contractors. The labourers complained that the wages given to them were very low. Moreover, even those low wages were not being paid regularly, and as a result most of them went to the neighbouring district of Jalpaiguri but they could not find work there. They could not be employed in Cooch Behar town, a considerable portion of which was eroded last year in the floods.

Then, there was lack of co-operation between the Railway Department and the Irrigation Department of the State Government. The complaint has been voiced even in a daily paper, JUGANTAR, which usually supports the Congress Government and the Congress point of view. The Railway Administration has issued certain orders for the unloading of boulders from wagons, as a result of which the taking of the boulders where they are needed has completely stopped. This is the way in which the work is going on.

Then, coming to the town of Jalpaiguri, there also what do we find? There also the work is progressing in such a way that it does not enthuse the people. It does exactly the opposite. An embankment is to be constructed along the Tista River, protecting the Jalpaiguri town. The embankment was first to be constructed along a stretch of land, which could have necessitated paying compensation to certain families, whose homesteads could have been affected. They are families of poor people. In order to avoid the payment of compensation the embankment has now been constructed in such a way that the lands of these people have been left between the embankment and the river. The embankment could easily have been shifted to another site, but it was said that it would involve expenditure. So, the embankment has been constructed and economy has been affected at the cost of the poor people who will suffer again. Then the Assam access road which is one of our national highways, leading from Siliguri to Assam, was damaged in many places during the last floods. The road itself was damaged. The bridges also were damaged. The construction of the repair work is not proceeding yet satisfactorily. One of the reasons for this work not proceeding satisfactorily is dearth of materials. The same complaint can be made against the construction of railway repairs or railway construction works, i.e. dearth of materials, particularly the dearth of wire gauges for the construction of

protective works. These and other materials are not coming in sufficient numbers. So, what we find is that instead of the work being done through the people who are affected by it, it is being done in the same old bureaucratic way either by giving it to the contractors or doing it departmentally. The people are not encouraged to come forward in the proper way. There might have been some lectures. Maybe some Ministers went there and started the digging work with some silver shovels. Maybe some films were taken by the Films Division of the Government of India, but surely these are not sufficient to inspire the people, to create enthusiasm in the people. It is a wonder of wonders that the people who are suffering from these floods, are not coming forward. In this Parliament as well as in the Assembly of West Bengal, demands were raised from the side of the Opposition during the discussion of flood control measures that there should be all-party Advisory Committees at all levels. These are matters which are above all party questions and party conflicts. As I said last year, the annual floods of the Brahmaputra do not discriminate between the followers of the Congress or the Communist Party or the Praja Socialist Party or any other party. All the people who are affected by these floods have to face them together. So, from the Opposition parties co-operation was offered. It was suggested that all-party Advisory Committees should be established at all levels and that these Committees should be utilised for enlisting popular co-operation, popular enthusiasm, but the proposals were not accepted either here or in the State Assembly. Some assurance was given in a way that all these things would be taken into consideration, but nothing has been done in this direction.

Flood control Boards must probably have been set up in different States but I don't know in what way they are working. The Opposition parties or the other social relief organisation who devote their energies

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for the relief of the affected people have not been taken into confidence and their co-operation has not been sought and no attempt has been made, with the help of these agencies, to raise popular co-operation. Again the works which have been undertaken are done in a way, which, in certain places, gives rise to different feelings in the people. I have cited one example of Jalpaiguri. I will cite another example—viz, Siliguri. There also, the town was being threatened by erosion and it was decided that in order to save the town, which is one of the most important communication centres not only for West Bengal but also for Assam and Darjeeling and Sikkim—that an embankment will be constructed to protect the town but it has been constructed only on one side as a result that if the river changes its course during the next monsoon, then the other side of the town where poor people live will be seriously affected. Not only that—it all depends on the behaviour of the river—the Siliguri junction station, which is an important link in the Assam Section of the North Eastern Railway will be seriously threatened. The whole thing is being done in an improper way, not in the scientific way, and in a way which will mean expenditure of money. The construction of works may not prove sufficient to withstand the onslaught of floods next year. It is high time that the Government takes these matters into serious consideration without dismissing these as criticism coming from the Opposition.

Then I shall come to another point in this connection. Regarding the loans to States for low and middle-income group housing scheme, I have seen it in the papers but the details I don't know—whether the States have drawn up the schemes, etc. But in this connection I would like to issue a warning that in the implementation of this scheme, the Government and the State Governments concerned should learn from the experience of the housing schemes for the refugees. They should learn from the

experience of the work of refugee rehabilitation. Because there we have seen particularly in the outlying districts of North Bengal where refugee colonies have grown up in places which were wilderness before—there certain conditions were imposed for them which had resulted in serious hardships. The loans for house-building were insufficient, it was given in different instalments. The payment of the first instalment was made dependent on the refugee constructing sanitary latrines or construction of the plinth of the house but usually what happened was that they got some money, they constructed the house itself but they did not get the corrugated tin sheets for the roof. Money was not available in time. When money was available, tins were not available, then they were supplied with black corrugated sheets which deteriorated soon and now they are subjected to the inclemencies of weather. They were asked to construct sanitary latrines but they could not construct any fence around their houses or lawns. Colonies have grown up in places which were formerly wilderness. The houses are unprotected, there are not sufficient road arrangements, wells are situated at great distances and the families have a roof to shelter them but, in one room the whole family has to live. The type of the room was also sometimes prescribed. They have no kitchen and they have to cook their meals in the open. So these bungalows which were committed in connection with the work of refugee rehabilitation should not be repeated again. The scheme may appear to be good on paper and the Government may have the satisfaction that we have now taken the first step towards providing every low income person with a house but if the experiences of these are not taken into account on the implementation side, they will prove to be a sad failure and even a sad farce.

SHRI M. C. SHAH: You are talking about the lower-income housing schemes?

SHRI S. N. MAZUMDAR: Yes I want to draw the attention of the Government to another aspect of the matter. When these rehabilitation or housing schemes for help are formulated, these are formulated by the departments concerned in the old bureaucratic way but the people who are going to be benefited by these are not taken into consideration. It was the common demand of all the refugee colonies which grew up in West Bengal that the representative committees of the refugees should be recognised and in the matter of rehabilitation or granting loans or drawing up of schemes for the colonies, etc. the Government and the officers concerned should proceed in consultation with these Committees. If that had been done, much of the waste could have been avoided, much of the corruption rampant in that Department could have been avoided, but that was not done. Here also I insist that we should benefit by the experience and the people concerned who are going to benefit by it, should be consulted. These are some of the points that I wanted to make.

SHRI M. C. SHAH: Sir, my friend Shri Bhupesh Gupta raised three points mainly. One was about the National Industrial Development Corporation. He raised the question of policy. Perhaps he may be aware that the question of policy was discussed in this House in December and a Supplementary Demand was made for that purpose. Even if he had taken the pains to read the Finance Minister's speech—paragraph 11—he would have found that the position has been clarified and if he goes further and reads the Explanatory Memorandum on page 86, he will find that the answers to all the questions that he had raised are given there. On page 86 the whole thing has been given—for what purpose the Corporation was formed, what are its functions, how the finance is to be obtained, etc. If he wants me to read, I will read it.....

SHRI BHUPESH GUPTA: I don't want him to read. I wanted to

know why they did not consult public men and whether it is true that they are going to make them over to private industrialists?

SHRI M. C. SHAH: That question is premature. Here it has already been mentioned that not only non-officials but the officials will be consulted.

As has been already stated there:

"The National Industrial Development Corporation was set up as a private limited company on the 20th October 1954. It has a Board of fifteen Directors, including officials and non-officials, all nominated by Government, with the Minister for Commerce and Industry as Chairman. It has an authorised capital of Rs. 1 crore of which only Rs. 10 lakhs have been called up and paid. The Corporation is conceived mainly as an instrument of Government for securing a harmonious development of industries in both the private and public sectors. Subject to previous approval of Government, the Corporation will plan and formulate projects for setting up new industries or develop new lines of production. It will undertake financing of industries only in so far as it is incidental to the development of an industry. It will also act as the agency of the Government for the grant of special loans for the cotton textiles and jute industries and any other industry which the Government may desire to assist in a similar manner. It will also undertake the building up of a corps of competent technical and managerial personnel. The finances required by the Corporation may be provided by Government";

and so on. And then it goes on to say:

"The Board of Directors have drawn up a list of industries for purposes of study and investigation. The general approval of Government has been accorded to the Corporation undertaking the study, investi-

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gation and formulation of projects for these industries, in close co-operation with the Planning Commission and the Production Ministry."

And so the position is put there very clearly and I think if my hon. friend Mr. Gupta will give thought to these things, then there will be no doubt in his mind that this Industrial Development Corporation is going to help the industrialisation of the country in ways which are in the best interests of the country as such.

My hon. friend spoke also about the small-scale industries and orders being given to them by the Government. In that connection also, if he will only read the footnote, it is very clearly stated there that a Small Industries Corporation is being set up with a capital of Rs. 1 crore and in order to help the small-scale industries, this corporation with a capital of Rs. 10 lakhs has been at present formed and more finance, if necessary, will be found by the Government. This will have three functions, namely:

"(a) to accept contracts for Government orders and sub-contract them out to suitable small-scale industrial units,

(b) to provide small-scale industrial units, to whom such orders are sub-contracted, with loans and technical assistance as may be necessary, etc.

(c) to effect co-ordination between large and small-scale industries by some methods."

So I think this Corporation the formation of which was recommended by the Ford Foundation Experts will help the small-scale industries, will help in looking after the needs of these industries and also in seeing that they get the necessary support from the Government.

SHRI BHUPESH GUPTA: My question was whether you are the buyers of the goods produced by them.

SHRI M. C. SHAH: Certainly, that is also there. They get the Government orders. As a matter of fact the Government orders will be placed with the Corporation and that Corporation will give sub-contracts to small-scale industrial units and then they will give them finance also. So all these objects which the hon. Member wants will be there. So, Sir, I think there is not much in what the hon. Member said.

Then Mr. Mazumdar raised two or three points about flood control. Perhaps he is aware that in December last, we came forward with a Supplementary Demand for Rs. 32 lakhs—if I remember correct—for having a flood control wing and the Flood Control Wing has already been established to study all these problems connected with the flood control in the country. So the Government's attention has already been directed to this matter very seriously.

SHRI S. N. MAZUMDAR: But when will this study be completed?

SHRI M. C. SHAH: That will take time; after all, it cannot be done in a day, because crores of rupees will have to be.....

SHRI BHUPESH GUPTA: Can't it be done, even if you do not have more Ministers?

SHRI M. C. SHAH: There are not more Ministers here compared to Soviet Russia where there are 215 or so of Deputy Ministers only, not to speak of Cabinet Ministers and other Ministers.

SHRI S. N. MAZUMDAR: Am I to understand, Sir, that the Government of India is taking its line from Soviet Russia?

SHRI M. C. SHAH: Not at all.

MR. DEPUTY CHAIRMAN: If it is good, why not?

SHRI M. C. SHAH: Only Members who owe allegiance to Russia will say

that we are having too many Ministers here, when here in a country of 360 millions, a very wide country, we have only 39 Ministers and when they do that we have to compare with other countries.

MR. DEPUTY CHAIRMAN: And there are Deputy Prime Ministers also there

SHRI S. N. MAZUMDAR: We too had a Deputy Prime Minister in India.

MR. DEPUTY CHAIRMAN: But only one.

SHRI M. C. SHAH: And as I said, this Flood Control Wing has already been started in the Central Water and Power Commission and they will draw up an integrated plan for controlling floods, including the surveys, investigation and exploration. A Supplementary Demand of Rs. 30 lakhs or so has been sanctioned by this House in December. I may inform Mr. Gupta that two top-ranking officers had been sent to China also, officers of the Irrigation and Power Ministry, to see and study how they are making their embankments and tackling their big rivers there in China, and these two officers have already come back with valuable experience.

SHRI S. N. MAZUMDAR: But though they have submitted their reports, they have not yet been considered by the Government.

SHRI M. C. SHAH: It is for the Ministry of Irrigation and Power to do and I may assure the hon. Member that all possible steps are being taken to see that these floods do not occur. Before any schemes are put through, investigations have got to be conducted ..

SHRI BHUPESH GUPTA: I hope the Government have not become a King Canute to order that the floods do not occur!

SHRI M. C. SHAH: But I may state that before my hon. friend Mr.

Bhupesh Gupta leaves this House, all these schemes would be implemented, of that I am sure.

SHRI H. P. SAKSENA (Uttar Pradesh): But has the hon. Minister made sure that there will be no scarcity of rains? Is he sure that we will have sufficient rainfall? After all, even if there are no floods, there should be sufficient rains.

SHRI M. C. SHAH: Let us hope there will be sufficient rains, at least we must always hope.

There were some observations made about the housing of the lower income groups. We have already drawn up a scheme and the Planning Commission have provided a sum of Rs. 38.5 crores for industrial housing. As this scheme of industrial housing did not progress very satisfactorily, they have diverted Rs. 15 crores out of this sum of Rs. 38.5 crores for the purpose of helping the lower income groups to have their own houses. A scheme has already been got ready and pamphlets printed with instructions, by the Ministry of Works, Housing and Supply. All these pamphlets have been sent to the States and they have also formulated certain schemes and submitted them to us. We have already distributed Rs. 15 crores to various States. Under this scheme people of low incomes, that is to say, below Rs. 500 a month will be given loans up to a sum of Rs. 8,000 to build their own houses. They may build the house for Rs. 10,000 or Rs. 12,000 or Rs. 15,000 but they will be given loans.

SHRI H. P. SAKSENA: Up to Rs. 8,000?

SHRI M. C. SHAH: Yes, up to a sum of Rs. 8,000 and many State Governments have taken advantage of this scheme. The Government of Uttar Pradesh had asked for a sum of Rs. 6 crores and they have been granted I think Rs. 3 crores. The Punjab Government also had asked for a sum. And as I said, a sum of Rs. 15 crores have already been allocated to the different States.

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We are also considering the question of giving further sums, if necessary, to the extent of Rs. 10 crores. I can assure my hon. friend Mr. Mazumdar that all steps are being taken and it is now for the State Governments to implement these schemes. Those Governments will be granted these amounts as loans and they, in turn, can distribute them as loans to the people of low-income group.

MR. DEPUTY CHAIRMAN: Would you take more time, Mr. Shah?

SHRI M. C. SHAH: About five or ten minutes. I cannot discuss here the questions of policy because they were discussed in the General Debate. Those questions could have been raised on that occasion; whenever they were raised, they were replied to. Again, the Appropriation Bill will be coming.

SHRI BHUPESH GUPTA: I hope you will reply to the point I raised about foreign affairs.

SHRI V. K. DHAGE (Hyderabad): That is for the Prime Minister, not for him.

SHRI M. C. SHAH: I think possibly the Prime Minister had replied to my hon. friend Mr. Gupta, if I remember aright.

SHRI BHUPESH GUPTA: No, he has not. You can ask him.

MR. DEPUTY CHAIRMAN: Mr. Shah, you may continue after lunch. The House stands adjourned till 2-30 P.M.

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

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

SHRI M. C. SHAH: Sir, I had already covered the point about these flood control measures, and that Supplementary Demand was passed by

this House last December, Rs. 30 lakhs, and that work is in full swing. As a matter of fact we propose to take steps to stop the floods recurring. It has been taken almost on a war footing and I hope that within a measurable space of time all the schemes that will be formulated in this connection will be scrutinised and implementation will also begin very soon.

Now, Sir, one point was made by my friend, Mr. Kishen Chand. He said something about economising. That point was raised during the general discussion of the Budget and it was replied to. That point has been raised often in this House and we have replied that already there is an economy unit which was established in 1952. There is one Joint Secretary.....

SHRI BHUPESH GUPTA: By increasing the expenditure.

SHRI M. C. SHAH: I did not follow.

SHRI BHUPESH GUPTA: You said there is already an economy unit. By increasing the expenditure, I suppose.

SHRI M. C. SHAH: The economy unit is there to go through the expenditure incurred in administrative charges by the administrative Ministries. Already seven Ministries' administrative charges have been examined and I believe—I am not absolutely certain about the figures—it is more than a crore, I think a crore and thirteen lakhs have been recommended for reduction or economy to that extent has been recommended and of that savings amounting to Rs. 54 lakhs have already been accepted by the administrative Ministries and other recommendations are under discussion between the Economy Unit and the administrative Ministries. Only seven Ministries have been so far examined. There are yet twelve more Ministries and that work is going on very well. But at the same time, as the Finance Minister pointed out when replying to the general discussion on the Budget, it is not possible to effect very good savings in

these administrative charges, because, as you know, we have got now an expanding economy and we are spending crores and crores on development schemes and all round there are activities and naturally in order to see that the moneys spent are well spent, administrative expenses are bound to go up. But at the same time I can assure the House that all possible measures are taken to see that there is no waste whatsoever, that there are no overestimates and all the estimates are very well scrutinised. There is financial control and all the economies possible are effected

He also mentioned something about the supplementary demand in the Commerce and Industry Ministry. It is true that a saving of Rs 3.48 lakhs was anticipated under the Foreign Trade Control on the recommendation of the S R. Unit but it could not be implemented due to practical difficulties. The main reason for not being able to implement this recommendation is that at the time when the Budget for 1954-55 was finalised in December 1953, the Commerce and Industry Ministry had not accepted it, I mean the economy unit's recommendations, but the Finance Ministry in order to enforce the recommendation, imposed an *ad hoc* cut of Rs. 3.48 lakhs in their budget but this did not materialise. The S R. unit had recommended the abolition of certain posts and on the basis of those recommendations the *ad hoc* cut mentioned above was imposed in the budget, but subsequently, as a result of negotiations between the unit and the Commerce and Industry Ministry, it was found that it was not possible to reduce all these posts. In particular it was not possible to reduce the post of the Joint Chief Controller of Imports and Exports and to accept *in toto* the reduction in the number of posts of Assistant Controllers or Section Officers. Therefore this *ad hoc* cut had not materialised and therefore for the proposed supplementary demand we had to come here before the House.

He also said something about supplementary demands. But if he looks through the revised estimates he will find that the overall expenditure has not gone up but rather the expenditure has been less and instead of the expected deficit of fifteen and odd crores of rupees the deficit will be five crores or perhaps less. So even with these three supplementary demands, September, December and February, the overall expenditure has not gone up but it has come down. Therefore he need not be afraid about the supplementary demands. Ordinarily everything cannot be anticipated. There are certain schemes which are just thought about and finality may not have been given to them when the budget is being prepared and therefore during the course of the financial year we have to come with supplementary demands and the supplementary demand this time is very much less.

Then, Sir, he says about irrigation projects, that they are going to be a heavy burden on the State. I do not think that he means thereby or suggests thereby that these very important irrigation projects should be abandoned. He mentioned about the Hirakud project. I do not think that he suggested that because these projects will cost very much they should be abandoned.

SHRI KISHEN CHAND: On a point of explanation, Sir. I wanted to say that the cost had gone up tremendously and there should be proper economy.

SHRI M. C. SHAH: All proper economies are being effected; all possible care is being taken to see that not a pie of the taxpayer is wasted, and that is what one can expect from the Government. As I have already stated, there are the financial advisers and they are checking all the estimates. They check the expenditure and then there is the Comptroller and Auditor-General who audits all these accounts and therefore it may be conceded that all possible measures are being taken.

[Shri M. C. Shah.]

Then, Sir, he said something about the privy purse of the Baroda Ruler. That was already discussed here. The ex-Ruler of Baroda's case was fully considered. As a matter of fact there too we have got a saving. The ex-Maharaja of Baroda, when he was the Ruler, was given more than, if I remember correctly, Rs. 16 lakhs or so. The new Ruler is given only Rs. 10 lakhs.

SHRI BHUPESH GUPTA: What a consolation!

SHRI KISHEN CHAND: It was increased from Rs. 10 lakhs to Rs. 12 lakhs. The Baroda Ruler is now being paid extra two lakhs to cover up.....

SHRI M. C. SHAH: The Baroda Ruler is given Rs. 10 lakhs. His father was getting, if I remember rightly, Rs. 16 lakhs or so. Now there was a saving of six lakhs. Ex-Baroda Ruler's case was considered and it was considered necessary to give two lakhs and odd. Therefore there is an overall saving.

THE DEPUTY MINISTER FOR HOME AFFAIRS (SHRI B. N. DATAR): If I may intervene and say, he was getting Rs. 26 lakhs.

SHRI M. C. SHAH: I just was under the impression that he was getting Rs. 16 lakhs. Now my colleague corrects me to say that it was Rs. 26 lakhs. Then in that way there is a good saving to the Government of India and this matter was considered, was discussed here and the supplementary demand was accepted too. Only because of funds not being available we have to come for a supplementary demand.

SHRI BHUPESH GUPTA: Is it a fact that the son is also paid?

SHRI M. C. SHAH: His son is the Ruler now, so he gets. His son is not paid because he is the son, but today after the ex-Ruler, the Prince of Baroda, his son, is the present Ruler and as the Ruler he gets the privy purse.

SHRI BHUPESH GUPTA: Then he does not cease to be his son.

SHRI M. C. SHAH: He does not. He is the Ruler and the privy purse is attached to the Ruler. Now, the son of the ex-Ruler is the Ruler today.

SHRI BHUPESH GUPTA: But is it not a fact that some money is being given to the Ruler in order that he can pay to his father?

SHRI M. C. SHAH: No; he is being given Rs. 10 lakhs as Ruler. As my friend just now pointed out and corrected me, the ex-Ruler was getting Rs. 26 lakhs, but when he ceased to be a Ruler his successor who became the Ruler is being given only Rs. 10 lakhs. So there has been a saving of Rs. 16 lakhs. This ex-Ruler appealed to the Government of India who considered.....

SHRI BHUPESH GUPTA: It is something like saying Man Singh was taking Rs. 10,000 but now he is taking only Rs. 7,000 by looting.

SHRI M. C. SHAH: I think it does not require any reply.

MR. DEPUTY CHAIRMAN: You need not reply.

SHRI M. C. SHAH: With a man though with eyes if he does not want to see, it is useless to argue. Now, Sir, I think those are the only points which required a reply. Otherwise all.....

SHRI BHUPESH GUPTA: The hon. Minister has not replied to my point. I raised some points about the External Affairs Ministry. If he cannot reply, the Parliamentary Secretary is here. She is wearing good smiles and I hope she will reply to my points.

SHRI M. C. SHAH: My friend forgets very soon. I think his memory is quite short. He only said that note may be taken of the point by the Parliamentary Secretary. Note has already been taken of that point and.....

SHRI BHUPESH GUPTA: I wanted a note to be taken in order that I may get a very instructive reply. I do not want to trouble the hon. Lady Member just for the sake of troubling.

SHRI M. C. SHAH: Note has already been taken, as I said. I have already said that the Prime Minister has answered one of his points. About the other point, that is, about a person being kept in detention, that matter will be looked into by.....

SHRI BHUPESH GUPTA: What about sending materials to Malay?

MR. DEPUTY CHAIRMAN: You cannot go on disturbing like that.

SHRI M. C. SHAH: Yes, Sir. It is running commentary, so to say. Our difficulty is that he does not hear in the first place.

SHRI BHUPESH GUPTA: I hear everything but.....

MR. DEPUTY CHAIRMAN: Order, order.

SHRI JASPAT ROY KAPOOR (Uttar Pradesh): He has very convenient ears.

SHRI M. C. SHAH: I agree. Whenever convenient he hears and whenever inconvenient he says he does not hear.

There was only one more point raised and that was about the travelling allowance of Ministers. As the matter is dealt with by the Home Minister, my colleague Mr. Datar will reply to that point.

SHRI B. N. DATAR: Mr. Deputy Chairman, a contention was made by my friend Sri Kishen Chand that the Ministers were drawing in addition to their pay a sum of Rs. 1,500 per month as travelling allowance. I am hoping that there was no insinuation but it is likely to be inferred that that sum of Rs. 1,500 was being taken by the Ministers by way of travelling al-

lowance with a view to making profits. So far as that question is concerned the assumption is entirely wrong. What is now being given is Rs. 800 per month per Minister. As you know, there has been no abnormal increase in the number of Ministers—a point to which reference was made by my friend. Today there are 15 Cabinet Ministers, 11 Ministers and 13 Deputy Ministers. Formerly there were 35 and now the number has increased to 39. But so far as their T.A. is concerned, it will be kindly understood that during last year the total amount spent on travelling allowance of the Ministers was Rs. 4,12,000. Now, for this year what has been asked for in the Supplementary Demand together with what has been provided in the original Budget amounts only to Rs. 4,00,000.

SHRI KISHEN CHAND: A sum of one and a half lakhs is being asked here for touring expenses.

SHRI B. N. DATAR: Yes; including that it comes to about Rs. 4,00,000 only even with the addition of some more Ministers. So the amount on travelling allowance has not increased. That is the first point to remember. Secondly, so far as the actual travelling allowance drawn is concerned, it has reference to the particular kind of conveyance the particular Minister employs. The Cabinet Ministers and in certain cases Ministers are entitled to requisition saloons and the whole cost of the saloon is debited to the Minister. On the whole you will find that the actual amount is not very large. Taking the total number of Ministers, say forty roughly, it would come to about Rs. 8,000 a year per Minister or about Rs. 750 to Rs. 800 per month. That includes also charges relating to the reservation of saloons as also charges for air conditioning arrangements. Thus the actual amount is not so large as the hon. Member supposes and secondly the whole amount is actually spent because various kinds of conveyances

[Shri B. N. Datar.]
have to be taken. Therefore the hon. Member will kindly understand that very little is left to the Ministers. And it is part of his official duties to keep himself in touch with the conditions in various parts of the country. The Ministers are not going on tours for the purpose of making any profits.

SHRI BHUPESH GUPTA: But they make speeches, party speeches, having gone there on Government money.

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the service of the financial year 1954-55, as passed by the Lok Sabha, be taken into consideration."

The motion was adopted.

MR. DEPUTY CHAIRMAN: We shall now take up clause by clause consideration. Clauses 2, 3 and the Schedule were added to the Bill.

Clause 1, the Title and the Enacting Formula were added to the Bill.

SHRI M. C. SHAH: Sir, I beg to move:

"That the Bill be returned."

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill be returned."

The motion was adopted.

THE APPROPRIATION (VOTE ON ACCOUNT) BILL, 1955

THE MINISTER FOR REVENUE AND CIVIL EXPENDITURE (SHRI M. C. SHAH): Sir, I beg to move:

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund

of India for the service of a part of the financial year 1955-56, as passed by the Lok Sabha, be taken into consideration."

Sir, I need not say much about this. This is the usual practice under the Constitution. Now, the Demands will be voted upon by the Lok Sabha about the middle of April and the Government should continue and therefore we have asked for a vote on account covering about a month's expenditure in most cases except in a few instances where something more has been asked for because in certain cases we have to make quarterly payments.

SHRI KISHEN CHAND (Hyderabad): Is it for two months or one month? Is it not one-sixth of the total demand?

SHRI M. C. SHAH: One-twelfth in most of the cases and one-fourth in certain cases because we have to make purchases and make certain quarterly payments. Ordinarily most of the items are only for one month. Sir, that is all I have to say.

MR. DEPUTY CHAIRMAN: Motion moved:

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of India for the service of a part of the financial year 1955-56, as passed by the Lok Sabha, be taken into consideration."

SHRI BHUPESH GUPTA: (West Bengal): Mr. Deputy Chairman, here a.....

MR. DEPUTY CHAIRMAN: The time allotted for the Bill is only 15 minutes.

SHRI BHUPESH GUPTA: Yes, Sir. Here a number of items are given. I would only like the Government to take note of the fact that a large number of refugees are coming again from East Bengal to West Bengal.