

*Clauses 9 to 11 were added to the Bill.*

**Clause 12—(Power to make rules)**

**SHRI SANAT KUMAR RAHA :** Sir, I move :

7. "That at page 6, line 3, for the words 'five hundred rupees' the words 'one thousand rupees' be substituted."

*The question was proposed.*

Sir, the spirit of the amendment is that instead of Rs. 500, it should be Rs. 1000, especially when the employer will break the law and the rules.

*The question was proposed.*

**SHRI K. V. RAGHUNATHA REDDY :** I am not agreeing.

**THE VICE-CHAIRMAN (SHRI LOKA-NATHA MISRA) :** The question is :

7. "That at page 6, line 3, for the words 'five hundred rupees' the words 'one thousand rupees' be substituted."

*The motion was adopted.*

**THE VICE-CHAIRMAN (SHRI LOKA-NATHA MISRA) :** The question is :

"That clause 12 stand part of the Bill."

*The motion was adopted.*

*Clause 12 was added to the Bill.*

**THE VICE-CHAIRMAN (SHRI LOKA-NATH MISRA) :** Clause 1—the amendment to this clause is barred.

*Clause 1 was added to the Bill.*

*The Enacting Formula and the Title were added to the Bill.*

**SHRI K. V. RAGHUNATHA REDDY :** Sir, I move :

"That the Bill be passed."

*The question was put and the motion was adopted.*

**RESOLUTION ON ROAD DEVELOPMENT**

**THE MINISTER OF SHIPPING AND TRANSPORT (DR. G. S. DHILLON) :** Sir, I beg to move the following Resolution :

"In supersession of the Resolution on Road Development adopted by the Constituent Assembly of India (Legislative) on the 19th November, 1947, and as subsequently amended by that Assembly on the 8th December, 1949 and by the Parliament on the 14th April, 1950, this House hereby resolves that :

1. There shall continue to be set apart an amount not less than 3.5 paise per litre out of the duty of customs and of excise levied on motor spirit and the proceeds thereof shall be applied for the purposes of road development.

2. (a) The proceeds of such an amount so set apart in any financial year, reduced by duty attributable to taxed motor spirit used in aviation during the same period, shall be credited as a block grant to a separate Road Fund to be maintained in the Public Account of India.

(b) For the purpose of this Resolution taxed motor spirit shall mean motor spirit upon which the duty of customs or excise shall have been paid and in respect of which no rebate of such duty have been given.

3. (1) The Road Fund shall be allocated as follows :

(a) a portion equal to twenty per cent shall be retained by the Central Government as a Central Reserve, this percentage being applicable with effect from the allocation due for the financial year 1948-49.

(b) Out of the remainder there shall be allocated by the Central Government a portion for expenditure in each State and Union Territory specified in the First Schedule

[Dr. G. S. Dhillon] 20 JUNE 1981

to the Constitution as near as may be in the ratio which the consumption of taxed motor spirit other than motor spirit used in aviation, in each area for which an allocation is to be made shall bear to the total consumption in the territory of India of taxed motor spirit, other than motor spirit used in aviation during the financial year concerned.

(2) The portions allocated for expenditure in the various States and Union Territories shall be retained by the Central Government until they are actually required for expenditure in the manner hereinafter specified.

(3) If in the opinion of the Central Government, the Government/Administration of any State/Union Territory has at any time—

(a) failed to take such steps as the Central Government may recommend for the regulation and control of motor vehicles within the State or Union Territory; or

(b) delayed without reasonable cause the application of any portion of the Road Fund allocated or re-allocated, as the case may be, for expenditure within the State of Union Territory.

the Central Government may resume the whole or part of any sums which is may at that time hold for expenditure in that State or Union Territory.

(4) All sums resumed by the Central Government from the account of any State Government/Union Territory Administration as aforesaid shall be re-allocated between the credit accounts of State Government/Union Territory Administration and the reserve with the Central Government in the ratio of the main allocation for the financial year preceding the year in which the re-allocation is made.

Provided that the sums so calculated as the share of the State/Union Territory from whose account the resumption has been made shall be credited to the reserve with the Central Government.

(5) Special additions to the Road Fund for financing particular projects may be accepted from source other than mentioned in para 2(1) which shall be kept in a special Reserve and utilised for such projects.

4. The balance to the credit of the Road Fund or of any allocation thereof shall not lapse at the end of the financial year.

5. No expenditure shall be incurred from any portion of the Road Fund save as hereinafter provided.

6. The Central Reserve with the Central Government shall be applied first to defraying the cost of the administering the Road Fund and thereafter the balance of Central Reserve and Central Road Fund (Allocation) shall be utilised for financing such of the schemes connected with roads as the Central Government may approve and the sums allocated for expenditure in the States/Union Territories from these sources may, subject to the previous approval of the Government of India to each proposal made, be expended upon any of the following objects, namely :

(a) Road Research and Intelligence Schemes;

(b) Traffic Studies and Economic Surveys;

(c) Training arrangements for young Engineers;

(d) Schemes of all-India importance such as those leading to the removal of regional imbalance such as helping in the development of tribal areas, backward regions, promoting inter-State communication facilities, helping in combating anti-social elements like

dacoits, Naxalites, etc., promotion of tourism etc., road/bridge works required for National Projects like Atomic Power Stations, Industrial Undertakings etc. likely to be lost sight of by the road authorities concerned in the midst of other activities.

Provided that the amounts in the Special Reserve shall be applied only to the purposes for which they are earmarked.

7. No expenditure shall be approved by the Government of India to be incurred from the Central Road Fund without the prior approval of the Union Minister of Shipping and Transport."

I may recall that the Central Road Fund has been in existence since 1929-30 and so has been the Resolution on Road Development governing this Fund except for minor modifications made from time to time to meet the requirements arising out of the development taking place now and then. The existing Resolution is based on the Resolution last adopted by Parliament on 14-4-1950.

As hon. Members might be aware, the Central Road Fund is a non-lapsing Fund and derives its revenue out of customs and excise duties on taxed motor spirit (i.e. petrol used by motor vehicles) at  $2\frac{1}{2}$  annas per gallon. Aactually, to begin with, the rate of accruals to this Fund in 1929-30 was 2 annas per gallon. Subsequently, it was raised to  $2\frac{1}{2}$  annas in 1931 and has stayed at the level since then.

Ever since its creation, the Fund has provided a sustained source for supplementing the other sources available for financing road development in the country, especially in areas which are likely to be lost sight of by the various road authorities in the midst of their manifold activities like projects required for promoting inter-State road communication facilities helping in the opening of new area, providing funds for schemes of research and intelligence, etc. Although ever since the ushering in of planned development in the

country since 1931, considerable money is being provided under various other sources also for road development as part of Central and State Plans, the need for paying particular attention to the special needs referred to by me a little while ago still continues since our road requirements are so vast that we require a tremendous lot of money to catch up with the progress being made in the developed countries of the West. The Central Road Fund has, therefore, to continue to meet many felt needs. However, in the light of our experience with the working of the Central Road Fund since its creation in 1929-30 and the developments which have taken place since then, Government feel that the objectives of the Fund require some modifications so as to provide greater emphasis on research, training, surveys and special studies, and roads of all-India importance like roads leading to the removal of regional imbalances as those helping in the development of tribal areas, backward regions, promoting inter-State communication facilities, assisting in combating anti-social elements. I am removing the words relating to dacoits and Naxalites.

5 P.M.

The idea is also to lay emphasis on promotion of tourism, etc. road/bridge works required for national projects like atomic power stations, industrial undertakings, etc. By another amendment we propose to include agricultural marketing areas and construction of resting places for drivers and conductors and other wayside facilities. These are sectors which might not get the required attention by the various road authorities in the midst of their other manifold responsibilities for meeting local requirements. The objectives of the Fund contained in paras 6 to 8 of the existing Resolution are, therefore, proposed to be slightly rearranged and modified with this aim in view. While doing so, it is also proposed to take advantage of this opportunity to effect certain other amendments in the existing Resolution to delete out of date portions.

[Dr. G. S. Dillon]

With this background, I would now explain to you the modifications proposed to be made in the new Resolution before you *vis-a-vis* the existing Resolution. Briefly the position is that :

(a) the first 5 para of the proposed modified resolution are more or less the same as those in the existing resolution except for some procedural/drafting changes required to indicate the present position. For example—

(i) There is a mention of 'extra' duty of customs and excise in para 1 of the existing resolution. This word 'extra' is now redundant in the present context as the 'extra' duty intended for the Central Road Fund has since been merged in the Central Excise Duty and the required amounts are being provided for this Fund from out of the Consolidated Fund of India by way of block transfer.

(ii) In para 1 of the existing resolution, the rate of accrual has been indicated in annas per gallon. It is now proposed to indicate it in metric terms i.e. Naye Paise per litre instead of annas per gallon.

(iii) Sub-para 2(1) and 2(2) of the existing resolution are proposed to be redrafted as indicated in the proposed/modified resolution as sub-para 2(1). It does not involve any modification in substance but means only a drafting modification to bring out that the road fund shall be maintained in the Public Account of India.

(iv) In para 3(1)(b) of the existing resolution, there is a reference to the "Calender year ending during the financial year concerned" for calculating the amount that may be available for each State/Union Territory. Reference to "Calender year" is now proposed to be deleted and substituted by financial year so that the basis for calculating the amount of accruals to the Fund is also financial year which is being

following in all other accounting matters.

(v) In para 3 of the existing resolution, there is a mention of Part 'A' and Part 'B' States. Since this distinction does not exist at present, it is proposed to substitute the words "States and Union Territories" for the words Part 'A' States and Part 'B' States wherever these words occur in para 3.

(b) Paragraphs 6 to 8 of the existing Resolution relating to the objectives of the existing Fund are proposed to be replaced by para 6 of the suggested modified resolution in the light of the background given by me earlier indicating Government's thinking to revise the objectives of the Fund to provide for greater emphasis on research, training, surveys and investigations and schemes of all-India importance like roads in tribal, backward, hilly areas—here I may also add marketing areas links—which also occupy an important place in the Prime Minister's 20-Point Programme, roads intended to promote inter-State communication facilities, helping in combating anti-social elements like dacoits and Naxalites, which I am just now proposing to delete, promotion of tourism, etc., road/bridge works required for National Projects like Atomic Power Stations, Industrial Undertakings, etc. Further, the "revised objectives" will now be common to both the Central Road Fund Allocations and Central Road Fund (Ordinary) Reserve. The main idea underlying the proposed revised objectives is to ensure greater attention to schemes of all-India interest as distinct from schemes of local character which could be easily attended to as part of the local development projects.

(c) Paras 9 and 10 of the existing Resolution refer to Standing Committees. Since all the Standing Committees were abolished by the Government in June 1952, paras 9 and 10 of the existing Resolution are now out of date and hence

paras 9 and 10 of the existing Resolution are proposed to be deleted in the modified Resolution.

Sir, I now move that the Resolution before you may be adopted by the Rajya Sabha.

Also, Sir, along with this, I move my amendments to paragraph 6 of this Resolution.

Sir, I move :

"That in para 6(d) of the Resolution :—

(i) in line 5, delete the words 'like dacoits. Naxalites';

(ii) in line 5, between the words 'anti-social' and 'elements' add the words 'and criminal';

(iii) in line 6, between the words 'tourism' and 'etc.' add the words 'agricultural marketing areas links';

(iv) in line 6, after "tourism, etc." add 'part contribution to programme for setting up drivers', conductors' and cleaners' roadside resting places and passengers' wayside facilities on State roads etc.'"

THE VICE-CHAIRMAN (SHRI LOKA-NATH MISRA) : The Resolution and the amendments are open for discussion. Yes, Mr. Gunanand Thakur.

श्री गुणानन्द ठाकुर (बिहार) : उपसभाध्यक्ष जी, अभी हमारे ट्रांसपोर्ट और शिपिंग के मिनिस्टर महोदय ने जो प्रस्ताव सदन के समक्ष रखा है मैं उसका समर्थन और स्वागत करता हूँ। प्रधान मंत्री जी ने इधर गांवों की ओर बड़ी मुस्ती से ध्यान दिया है और अभी हाल में एक बयान हुआ योजना कमिशन की ओर से कि गांवों में सड़कों के विकास हेतु 500 करोड़ रुपये की राशि का आवंटन किया गया है। यह बहुत ही खुशी की और स्वागत योग्य बात है।

उपसभाध्यक्ष जी, हमारा मुल्क गांवों का मुल्क कहलाता है, जहां की 80 फी सदी आबादी या कहिए यहां की तीन-चौथाई आबादी, गांवों में रहती है, आज वहां सड़कों की क्या कीठनाई और क्या मजबूरी है जो ग्रामीण क्षेत्रों से आते हैं वे ही बता सकते हैं। विकास की दृष्टि से ग्रामीण क्षेत्र बहुत पिछड़े हुए हैं और आज विकास के दौर में गांवों की उन्नति का आधार सड़कों के निर्माण से हो सकता है। आज देहात के किसानों को, गरीबों को तरह-तरह की परेशानियां होती हैं, उनको अधिक कीमतें चुकानी पड़ती हैं, अधिक मुसीबतें भलेनी पड़ती हैं। सड़कों के अभाव से देश का जो स्वाभाविक विकास होना चाहिए, जो एक बैलेन्स डेवलपमेंट होना चाहिए वह विकास भी नहीं हो पाता है, कोई उद्योग-धंधे नहीं लग पाते, कोई सामान नहीं जा सकता। अभी अपने मुल्क में लगभग 4 लाख सड़कें हैं। अगर 1959 की चीफ इंजीनियर्स की कमेटी की रिकमण्डेशंस हम मानें तो उन्होंने जो सिफारिश की थी कि भारतवर्ष में 1961 से काशी के बीच कम से कम 6 लाख मील तक सड़कें होनी चाहिए। . . . जिसमें अभी तक नहीं जा सके। मैं मंत्री जी से निवेदन करना चाहता हूँ कि आपकी रोड टैक्स से जहां एक हजार करोड़ रुपया के करीब आता है, वहां पर आप मुश्किल से 30-32, 35 प्रतिशत रुपया सड़कों के प्रोटैक्शन पर और नई नई सड़कों के बनाने पर खर्च कर पाते हैं। मैं चाहता हूँ कि आप कम से कम 60-70 प्रतिशत तक जो आमदनी आपको इससे होती है उसे आप इस कार्य पर लगायें। इस मामले में जो फंड की कीठनाई सामने आती है वह दूर हो जायेगी और इस सम्बन्ध में काम भी आगे बढ़ सकेगा। जो हमारी पांचवीं पंचवर्षीय योजना है, उसमें 500 करोड़ रुपया इस कार्य के लिए रखा गया है और 32 करोड़ रुपया राज्यों को दिया गया है। चौथी योजना में इस कार्य के लिए मुश्किल से पांच करोड़ रुपया दिया गया था। मेरा निवेदन है कि इस विभाग की जो आमदनी होती है वह उसको पूरी नहीं मिल पाती है और न खर्चा ही पूरा हो पाता है।

जो पिछड़े क्षेत्र हैं, हिल एरियाज हैं या

[श्री गुणानन्द ठाकुर]

ऐसे क्षेत्र हैं जहाँ पर पक्की सड़कें नहीं जा सकी हैं, वहाँ पर आज सड़कें बनाने की जरूरत है। हम तो कहते हैं कि जो नेशनल हाईवेज हैं उन सब की दशा देखिये तो आप को ताज्जुब होगा। मैं इस सम्बन्ध में उदाहरण देना चाहता हूँ। अमीनगांव से बरेली तक जो नेशनल हाईवेज का प्रोजेक्ट था, यहाँ पर वर्मा जी बैठे हैं, वे भी उस इलाके से आते हैं और इस सड़क के सम्बन्ध में मैं कई बार इस सदन में कह चुका हूँ, ध्यान इस सदन का खींच चुका हूँ कि उस सड़क का शिलान्यास किया गया था मगर अभी तक उसमें काम शुरू नहीं किया गया है। जब आप किसी चीज का शिलान्यास कराते हैं तो उसको शुरू भी करना चाहिये। नहीं तो आपको किसी चीज का भी शिलान्यास नहीं करवाना चाहिए। अगर इस तरह के कार्य में पैसों की कमी पड़ जाये तो उस इलाके के कार्यकर्ताओं के लिए मुश्किल हो जाती है। सरकार की वदनामी होती है वह तो होती ही है लेकिन उस इलाके के जो प्रतिनिधि होते हैं, उनकी दशा बहुत खराब हो जाती है क्योंकि उनको ही हर समय वहाँ की जनता का सामना करना पड़ता है और जबाब देना पड़ता है।

उस तरह से अमीनगांव और बरेली की जो महत्वपूर्ण सड़क है, वह उत्तरी और पूर्वी सीमा को दीष्ट में रखते हुए बहुत ही महत्वपूर्ण सड़क है। यह सड़क अभी केबल बिहार में दरभंगा तक ही गई है और पूर्व में फरविसगंज के पास रुक गई है। मेरा डिल्ली साहब से निवेदन है कि यह सड़क अभी फंड के नाम पर और कभी किसी दूसरे कारणों से नहीं बन पा रही है। इसका नतीजा यह हो रहा है कि पूर्वी और उत्तरी सीमा का हमारा वह हिस्सा जिसमें सिक्किम भी हमारे देश का एक अंग और राज्य बन गया है, उसका भी विकास इस सड़क की वजह से रुका पड़ा है। इस सारे क्षेत्र का विकास इस सड़क की वजह से रुका पड़ा है। इसीलिए मैं यह निवेदन करना चाहता हूँ कि इस ओर अवश्य ध्यान दिया जाना चाहिये।

इसी तरह की एक सड़क नेपाल की सड़क है और आपको चाहिये कि इस तरह की जो सड़कें हैं उनको नेशनल हाईवेज की भावना से बनाया जाना चाहिये। इसा तरह की सड़कों को गांवों की सड़कों से जोड़ देना चाहिए, जिलों के हाईक्वार्टर्स और कमिश्नरी से जोड़ देना चाहिये। राज्यों की जो राजधानियां हैं उनसे नेशनल हाईवेज को जोड़ दिया जाना चाहिये। आजकल देखने में यह आता है कि जो नेशनल हाईवेज हैं वे डिस्ट्रिक्ट से अनटच होती हैं, कमिश्नरी से अनटच रहती हैं, रेलवे जंक्शनों से अनटच रहती हैं। इसीलिए मैं निवेदन करना चाहता हूँ कि जो नेशनल हाईवेज हैं जो भैरवी और पुराने कीटहार होकर गई हैं, उस सड़क को सी समय समय पर खतरा रहता है। गंगा के कटाव की वजह से हर साल उसमें कराड़ों रुपये खर्च करने पड़ते हैं जिसकी वजह से रेल और सड़क दोनों को ही खतरा पड़ा हो जाता है। इसीलिए मेरा निवेदन यह है कि जितनी भी नेशनल हाईवेज की सड़कें हैं उनका सम्बन्ध जिला से, कमिश्नरी से और रेलवे जंक्शनों से अवश्य कर दिया जाना चाहिये।

इस सिलसिले में मैं एक और निवेदन यह करना चाहता हूँ कि हमारे यहां एक सड़क है जो सलसुवा, बंजारों और साहवा होकर जाती है, इस सड़क की और भी माननीय मंत्री जी को ध्यान देना चाहिये। इसी तरह से एक दूसरी सड़क है जो सिंहल्वर से सुपील होकर जाती है। यह भी एक महत्वपूर्ण सड़क है। यह सुपील जो है वह एक महत्वपूर्ण स्थान है और यहां पर हर साल मौला लगता है जिसमें सरकार को लाखों रुपया रैवेन्यू के रूप में आ सकता है लेकिन वह धन के अभाव के कारण बगैर बनी पड़ी हुई है।

और अंत में मैं कहूंगा कि बिहार और खास कर उत्तर बिहार और पूर्वी उत्तर प्रदेश बहुत पिछड़ा हुआ इलाका है और इस के कारण मीनपुर, सिक्किम और मिजोराम तक आप क सड़कें ठीक से नहीं पहुँच सकी हैं। इस लिये मेरा निवेदन है कि इस उत्तरी पूर्वांचल का पूरी तरह से सर्वे करा कर जो वहाँ का पिछड़ा इलाका है उस में जहाँ तक संभव हो सके अधिक से अधिक सड़कों की व्यवस्था की जा

और प्रधान मंत्री जी का ध्यान आज ग्रामीण क्षेत्र की ओर है। इस लिये किसी ग्रामीण योजना के अन्तर्गत आप इस फंड को इधर उधर न कर के उस के विकास के लिये इस का उपयोग कीजिए और इस काम के लिये ही इस फंड को अलग रखें। इन शब्दों के साथ मैं इस का स्वागत करता हूँ।

**SHRI SANAT KUMAR RAHA (West Bengal) :** Mr. Vice-Chairman, Sir, after the National Public System Bill which the Minister brought forward under the Twenty Point Programme, he has come forward with the second Bill. I think this is also under the Twenty Point Programme for the development of roads. Road transport must be strengthened. Though I welcome this Bill wholeheartedly, I find that this is rather, what we call, a poor fund of Rs. 7 crores for this gigantic task. The Resolution covers road research and intelligence schemes, traffic studies and economic surveys and training arrangements for young engineers. I cannot understand how this fund can cope with the gigantic task which has been envisaged in this Resolution. I also think that an investment of 100 crores of rupees can create 10,000 man years of employment as against 2000 in rail and 5000 in agriculture. It has been stated by Mr. Dhingra, the President of All-India Road Transport. Sir, the growth of road transport is the prime necessity for a developing country especially. We have been focussing attention on road transportation recently. It is necessary for the growth of the economy of the country. It is also under our Twenty Point Programme. If the Twenty Point Programme be seriously implemented, then this fund is meagre. The Government has already brought forward so many Bills. If they want to implement this Bill seriously, then I think this poor fund cannot meet our ambitious expectations.

Sir, the road transport is increasing fast. For example, during the last decade, road goods traffic has risen from 34 to 65 billion tonnes kilometers. It will be 110 billion tonnes kilometers in 1978-79. The

growth is very very fast, I would draw the attention of the Minister that the revenue of the Government is also increasing very fast. With the growth of business, agriculture and industry, there has been in twenty years 1300 per cent growth in the revenue of the Government from road transportation. Sir, there are three types of transportation committees. One is under the Planning Commission, the other is under the States and the third is under the Central Ministry. Sir, there are three committees at these three levels. There is road transportation, air transportation, rail transportation and inland water transportation. There should be one single policy. A national policy regarding the development of road transport should be built up or formulated.

Sir, the Minister has come with so much seriousness regarding the development of roads, we are happy that he has brought forward two legislations for the development of roads. I would request him to pursue this co-ordination machinery. The total transportation system in India should be co-ordinated in such a manner that our developing country can move faster and faster. I would also say that on the road-side, rest houses are wanted, sheds are wanted....

**SHRI KALYAN ROY (West Bengal):** And less number of robberies.

**SHRI SANAT KUMAR RAHA :** Sir, we are still living in the era of bullock-carts. Sir, we repair roads with very meagre amounts. With meagre amounts, national highways cannot be maintained and repaired. We find that we are still in the bullock-cart era. So, the bullock-cart should also be modernised. But, how ? Bullock-cart with heavy load damages the road. There are so many potholes in the 34 national highway. When you go from Calcutta to Farakka, the life of your truck or taxi or car will be only 50 per cent of what the manufacturers guaranteed. So, road development should be seriously considered. Road development can be a standard of our

[Shri Sanat Kumar Raha]

economic growth. So, priority should be given to road development. Necessary finances should be allocated for this purpose. The allocations in the Plans should also be increased year to year. Sir, I find that there was ten per cent allocation in the First Plan. The allocation has come down to 2.7 per cent in the Fourth Plan. Sir, though the money is greater in volume than the previous allocation, still I think the percentage should be increased for the development of roads. Sir, our agricultural activity, industrial activity, cultural activity, and our national integration depends on the road development. So, Sir, I shall not take much time of the House because there is already another Bill before the House.

With these words, Sir, I support wholeheartedly this Bill. And I would also say that our hon. Minister is serious enough and is taking pains to develop the roads. I would urge upon him that during his tenure in the Ministry, he should create a co-ordinating machinery so that this havoc in the co-ordination is removed. Thank you, Sir.

**THE VICE-CHAIRMAN (SHRI LOKANATH MISRA) :** Shri Ranbir Singh. Please do not take more than seven minutes.

**श्री रणवीर सिंह (हरियाणा) :** उपसभाध्यक्ष जी, आपका हुक्म तो सिर मार्य है, लेकिन यह प्रस्ताव और नीति देश के लिए बहुत जरूरी है। इसके ऊपर बहस होना बहुत ज्यादा जरूरी है और वह इसलिए भी कि जैसा अभी राहा साहब न कुछ आंकड़े देश किये देश के अन्दर एक जमाना बदलता जाता है। 1950 के लगभग चाहे सवारियों का सम्बन्ध था, चाहे सामान ढोने का सम्बन्ध था रेल का जरिया सबसे बड़ा जरिया था। जरिया तो सबसे बड़ा आज भी है, लेकिन जो मात्रा चाहे सवारियों की है, चाहे सामान की है वह सड़क से जो परिवहन या गाड़ियां चलती हैं और जो ढोते हैं वह ज्यादा बढ़ती जाती है। रेल ने अगर जब देश आजाद हुआ था 1950 के

अन्दर जब प्लानिंग शुरू हुई तो कोई साढ़े आठ सौ करोड़ के करीब रुपया लगा हुआ था और आज 5 हजार करोड़ से ज्यादा रुपया रेल के महकमे पर, रेल के सामान बढ़ाने पर, रेल के डिब्बों पर और उसके स्टॉक पर खर्च हुआ। उनकी असेट्स आज 5 हजार करोड़ से ऊपर की हैं। इसी तरह से आज जिस आसत से सड़क का आना जाना, सवारियों का और सामान का बढ़ता जा रहा है, उसके लिए बहुत जरूरी है कि ज्यादा रुपया दिया जाए।

मैं मानता हूँ कि यह जो केंद्रीय रोड फंड है इससे काम नहीं चल सकता। आखिर योजना के मायने क्या हैं? अगर हम रिजर्व बैंक से ही योजना चलाना चाहते हैं तो योजना उसी तरह से चलनी चाहिये जिस तरह से आज चल रही है। असल में योजना के मायने ये हैं कि जो काम करने वाले लोग हैं उनके नौकरी दें, काम दें जिससे वे देश के लिये जरूरत की चीजें पैदा कर सकें।

आप जानते हैं सड़क कितने महत्व की चीज है। जो किसान अपने खेतों में अपनी मेहनत से चीजें पैदा करता है अगर उनके गांव या खेत तक सड़क नहीं होती तो उसकी फीनिक्वन्टल एक रुपया या दो रुपया का घाटा होता है अगर सड़क हो तो उसके ज्यादा मिल सकता है। सड़क न होने से उसके इससे ज्यादा भी घाटा हो सकता है और सड़क होने से इससे ज्यादा फायदा भी हो सकता है। देश की तरक्की के लिये, देश के अंदर रोजगार बढ़ाने के लिये और कामकाज को अच्छे ढंग से चलाने के लिये यह जरूरी है कि सड़कों का जाल बिछाया जाए और सड़कों का जात बिछाने के साथ-साथ, जैसा मंत्री महाशय ने अपने प्रस्ताव में थोड़ी तबदीली लाकर बात कही है वह बहुत जरूरी है और अच्छी है। हमने अपने देश के अंदर हजारों लोगों को परीमिट दे रखे हैं। जब वे चालक हजारों मील चलेंगे तो उनके आराम की जरूरत पड़ती है और उनकी गाड़ियों को भी ठहराने के लिये स्थान की जरूरत पड़ती है। इसी तरह से जो सवारियां होती हैं उनके लिये भी दोपहर में,



गर्मियों में, तारिश में, ठंड में खड़े होने के लिये स्थान की जरूरत पड़ती है। यह बात सही कि जो बात उन्होंने कही है उसकी पूर्ती इस फंड से नहीं हो सकती है उसके लिये हमें अलग से इंतजाम करना है।

हमें सड़कों के लिये चाहिये क्या ? सड़कों के लिए रोड़ी ही काफी नहीं है इसके लिए रोलर की भी जरूरत होती है और वह हमारे देश में बनता है (Interruption) ओम जी को टाइम का फिक है और हमको फिक है सड़कों का। किसान मंहेनत करके पंदावार करता है लेकिन सड़कें न होने के कारण उसकी पूरी मंहेनत नहीं मिलती है। तार भी बनते हैं लोहे के कारखानों में लेकिन अगर सड़कें नहीं होंगी तो वे भी ऐसे ही पड़े रहेंगे। दूसरी तरफ इंजीनियर्स हैं वे भागे-फिरते हैं अमेरिका और दूसरी जगहों पर। हम इंजीनियर्स पंदा करते हैं लेकिन उनको काम नहीं देते हैं इसलिये उनको भागना पड़ता है। जिस प्रकार इंजीनियर्स के लिये काम की जरूरत है उसी प्रकार खेतों तक, गांवों तक सड़कें बनाने की भी जरूरत है। यह मैं मानता हूँ कि इस योजना के अंदर इसके लिये जो पैसा मिला है वह बहुत थोड़ा है लेकिन मंरा यह निवेदन है कि जिस प्रकार खेतों के लिये पैसे की पाबन्दी नहीं है उसी प्रकार सड़कों के लिये भी पैसे की पाबन्दी नहीं होनी चाहिये। जितनी ज्यादा से ज्यादा सड़कें बना सकें, हमें बनानी चाहिये। जितने हमारे पास तार हैं, जितने हमारे पास रोलर हैं, जितने हमारे पास इंजीनियर्स हैं सब काम में लगे रहें, यह मैं आपसे कहना चाहता हूँ।

रिजर्व बैंक छोटे-छोटे कागज छापता है। तनखाहदारों को फिक इस बात की रहती है कि अगर वहाँ कागज कम छापेंगे तो उनकी तनखाह कम हो जाएगी। इस देश की जो योजना है उसमें जो आपत्तियाँ उठाई गई हैं वह इस बात की नहीं हैं कि देश के अंदर पंदावार किस तरह से बड़े बल्कि इस बात की है कि योजना कमिशन के जो मंम्बर हैं, सेंक्रेटरी हैं या बड़े-बड़े अफसर हैं उनको तनखाह कितनी मिले। इसलिये मंरा कहना

है कि यह जो योजना है यह कागज के ऊपर है और वह कागज, जिससे नोट बनता है वह इसी देश में बनता है। बनाने वाले हमारे ही आदमी हैं। अगर कागज के ऊपर ही योजना है तो योजना कमिशन तोड़ने लायक है। इसके तोड़ देना चाहिये। मैं यह नहीं कहता कि योजना नहीं होनी चाहिये। योजना ऐसी होनी चाहिये जिसमें इस बात का प्रबन्ध हो कि कारखानों में जितने भी रोलर बनें वे सब काम में आएँ, जितने तार बनें उन सब को काम में लाया जाए और जो पत्थर हैं उनको कूट-कूट कर, रोड़ी बना-बना कर काम में लाए जाए, सड़कें बनाने के साथ ही मंरा यह भी निवेदन है कि इस काम के लिये पैसे की पाबन्दी नहीं होनी चाहिये।

जो किसान मंहेनत करता है, जो मजदूरी करता है उसके उसके हिसाब से पैसा न मिले, यह अच्छी बात नहीं है।

अंत में, मैं इस प्रस्ताव का समर्थन करता हूँ और मंत्री जी से प्रार्थना करता हूँ, साथ ही ओम मंहेता जी से भी कि इसके लिये कम से कम एक दिन का समय निकालें। इस सदन में और दूसरे सदन में एक दिन के लिये इस बात पर बहस होनी चाहिए कि सड़कों के लिये कितना पैसा दिया जाए। और इस बारे में जो हमारे देश में टेक्सेशन का बंका है उस सब का नक्शा प्लानिंग कमिशन के सामने और देश के सामने रखने के लिए यह जरूरी है कि इस बारे में पूरे तौर पर विचार किया जायें। इसलिए हम पूरे दिन की बहस की मांग करते हैं।

DR. G. S. DHILLON : Mr. Vice-Chairman, Sir, I thank the hon. Members for the suggestions they have been kind enough to make. Perhaps, it seems, there is some misunderstanding. This Resolution only pertains to one specific fund, the Central Road Fund and this is not a general Budget. The general Budget will be discussed at the time of the debate. This Resolution is brought just to modify the objectives of the Central Road Fund which

[Dr. G. S. Dhillon]

is coming to us since 1929-30 and which was modified from time to time in 1934, 1949 and later on.

The points raised in this debate are mostly concerning the general Budget. The Central Road Fund does not provide anything for the national highways. In 1929, the Central Government had ten per cent; rest of that went to the States. In 1934, it was fifteen per cent for the Central Government and later on, in 1949, it was raised to twenty per cent and the rest of that went to the States. It is a non-lapsing fund which goes on accumulating. The total amount of this fund at present is about Rs. 8 crores and this is distributed amongst the States based on the consumption of spirit and petrol, which we verify from the Ministry of Chemicals and Petroleum and Companies and the companies.

There was some discussion going on that it should be merged into the general fund. This is a fund in which the States have claims of their own. Without going through much of the procedural wrangles like consultation with the Planning Commission etc. We have come round to certain modification, like research and training, improvement of backward areas and all the objectives that we have expressed.

I must tell Gunanandji, if he is here, that though this road Nansi which he mentioned, on the national highway No. 31, is outside the scope of this Resolution, it is already under consideration for some diversion. So far as its working is concerned, it is already working. The diversion is just to save it from erosion from the Ganga waters.

About the useful suggestions given by my very dear old colleague, Shri Ranbir Singh, I assure him that we are very keen to do as much work in this field as possible and we are trying to get as much money as possible.

Mr. Raha has so keenly repeated his old demand about co-ordination, this time co-ordination not only between the Central planning and State planning but also—he has added to his earlier suggestion-co-ordination between various wings of transport, railway and road transport. That is a very welcome suggestion.

Mr. Vice-Chairman, Sir, you will see that for the first time when it was discussed and that debate was very fresh in my mind, this Resolution was coming and at that time when I came, it was almost ready. So, I have deleted the words "Dacoit" and "Naxalite" because a dacoit is not a dacoit always a Naxalite is not a Naxalite always. There is ample scope for reform. They can be very useful members of the society at any stage.

This was a mistake on our part. But I have retained the word 'anti-social'. It may become anti-social sometimes. Who knows ? Perhaps, Mr. Kalyan Roy may not add me also along with him. But as I see, he is not anti-social at present.

Then, Sir, after discussions and consultations which I had in the Lok Sabha, I have added the words 'agricultural marketing areas links'. Though a very humble beginning, I have introduced it for the first time. I have also added the words 'part contribution to programme for settling up drivers', conductors' and cleaners' roadside resting places and passengers wayside facilities on State roads etc.'. This is just a small beginning.

I also mentioned in the other House that I had tried to select one road which should serve as a model for others so far as amenities for the operators and workers are concerned. At present, without much discussion with the people concerned who have a grip over this, I think we may not be able to proceed. But I think the road from Delhi to Agra, which is most frequently travelled by our tourists and other visitors could be taken up as a model route to build these wayside facilities and workers' resting houses. Then,

I want to show it to the transport departments of other States how they could develop them in their own States.

Another point which had been mentioned here, though it is not connected with this Resolution and to which Mr. Raha referred, is about the constraints and obstructions in the transport. In the last Chief Ministers' Conference, I had been able to convince some of them that we must do away with the octroi, which is a big obstruction for inter-State movement of transport. So, we have set up a committee of six Chief Ministers to go into it. Some are in favour and some are against it. But let us hope we are able to come round to some solution so that these unnecessary constraints are removed. This would make quicker transport possible.

If I have left out other points, it is because they are not relevant here. They are relevant to the general debate, which will follow, on the demands for grants in respect of transport. I will keep them reserved for my reply at that time because they are relevant to that part of the Budget.

**THE VICE-CHAIRMAN (SHRI LOKANATH MISRA) :** We shall now take up the Government amendment. The question is :

"That in para 6(d) of the Resolution:

(i) in line 5, **delete** the words 'like dacoits, Naxalities';

(ii) in line 5, **between** the words 'anti-social' and 'elements', add the words 'and criminal';

(iii) in line 6, **between** the words 'tourism' and 'etc.' add the words 'agricultural marketing areas links';

(iv) in line 6, after 'tourism etc.' add 'part contribution to programme for setting up drivers', conductors' and cleaners' roadside resting places and passengers wayside facilities on State roads etc.'

*The motion was adopted.*

**THE VICE-CHAIRMAN (SHRI LOKANATH MISRA) :** Now, I will put the Resolution, as amended, to vote. The question is :

"In supersession of the Resolution on Road Development adopted by the Constituent Assembly of India (Legislative) on the 19th November, 1947, and as subsequently amended by that Assembly on the 8th December, 1949 and by the Parliament on the 14th April, 1950, this House hereby resolves that—

1. There shall continue to be set apart an amount not less than 3.5 paise per litre out of the duty of customs and of excise levied on motor spirit and the proceeds thereof shall be applied for the purposes of road development.

2. (1) The proceeds of such an amount so set apart in any financial year, reduced by duty attributable to taxed motor spirit used in aviation during the same period, shall be credited as a block grant to a separate Road Fund to be maintained in the Public Account of India.

(2) For the purpose of this Resolution taxed motor spirit shall mean motor spirit upon which the duty of customs or excise shall have been paid and in respect of which no rebate of such duty have been given.

3. (1) The Road Fund shall be allocated as follows :

(a) a portion equal to twenty per cent shall be retained by the Central Government as a Central Reserve, this percentage being applicable with effect from the allocation due for the financial year 1948-49.

(b) out of the remainder there shall be allocated by the Central Government a portion for expenditure in each State and Union Territory specified in the First Schedule to the Constitution as near as may be in the ratio

[Shri Lokanath Misra]

in which the consumption of taxed motor spirit other than motor spirit used in aviation, in each area for which an allocation is to be made shall bear to the total consumption in the territory of India of taxed motor spirit, other than motor spirit used in aviation during the financial year concerned.

(2) The portions allocated for expenditure in the various States and Union Territories shall be retained by the Central Government until they are actually required for expenditure in the manner hereinafter specified.

(3) If in the opinion of the Central Government, the Government/Administration of any State/Union Territory has at any time—

(a) failed to take such steps as the Central Government may recommend for the regulation and control of motor vehicles within the State or Union Territory; or

(b) delayed without reasonable cause the application of any portion of the Road Fund allocated or re-allocated, as the case may be, for expenditure within the State or Union Territory.

The Central Government may resume the whole or part of any sums which it may at that time hold for expenditure in that State or Union Territory.

(4) All sums resumed by the Central Government from the account of any State Government/Union Territory Administration as aforesaid shall be re-allocated between the credit accounts of State Government/Union Territory Administration and the reserve with the Central Government in the ratio of the main allocation for the financial year preceding the year in which the re-allocation is made.

Provided that the sums so calculated as the share of the State/Union Territory from whose account the resumption has been made shall be credited to the reserve with the Central Government.

(5) Special additions to the Road Fund for financing particular projects may be accepted from source other than mentioned in para 2(1) which shall be kept in a special Reserve Fund and utilised for such projects.

4. The balance to the credit of the Road Fund or of any allocation thereof shall not lapse at the end of the financial year.

5. No expenditure shall be incurred from any portion of the Road Fund save as hereinafter provided.

6. The Central Reserve with the Central Government shall be applied first to defraying the cost of the administering the Road Fund and thereafter the balance of Central Reserve and Central Road Fund (Allocation) shall be utilised for financing such of the schemes connected with roads as the Central Government may approve and the sums allocated for expenditure in the States/Union Territories from these sources may, subject to the previous approval of the Government of India to each proposal made, be expended upon any of the following objects, namely:

(a) Road Research and Intelligence Schemes;

(b) Traffic Studies and Economic Surveys;

(c) Training arrangements for young Engineers;

(d) Schemes of all-India importance such as those leading to the removal of regional imbalance such as helping in the development of tribal areas, backward regions, promoting inter-State communication facilities, helping in combating anti-social and criminal elements etc., promotion of tourism, agricultural marketing areas links etc., part contribution to programme for setting up drivers', conductors' and cleaners' roadside resting places and passengers wayside facilities on State

roads etc., road/bridge works required for National Projects like Atomic Power Stations, Industrial Undertakings etc. likely to be lost sight of by the road authorities concerned in the midst of other activities.

Provided that the amounts in the Special Reserve shall be applied only to the purposes for which they are earmarked.

7. No expenditure shall be approved by the Government of India to be incurred from the Central Road Fund without the prior approval of the Union Minister of Shipping and Transport."

*The motion was adopted.*

### **THE WORKMEN'S COMPENSATION (AMENDMENT) BILL, 1976.**

**THE MINISTER OF LABOUR (SHRI K. V. RAGHUNATHA REDDY):** Sir, I beg to move :

"That the Bill further to amend the Workmen's Compensation Act, 1923, be taken into consideration."

Sir, the purpose of the Bill is very limited and the subject-matter falls within a very narrow compass. Notwithstanding that, I will not be unjustified if I state that this small piece of legislation signifies a landmark in the history of labour legislation and also in the history of the workmen's compensation legislation. The hon. Members are aware that the Workmen's Compensation Act, 1923, is itself a social security legislation to be placed on the statute book. The Act provides for payment of compensation to workmen and their families in case of industrial accidents and of certain occupational diseases resulting in death or disablement. It underlines the sound principle that if a worker receives injury arising out of and in the course of employment, he or his dependants should be paid due compensation by the employer. There is quite a lot of case law on this subject and I do

not want to refer to it. It fulfills the need to protect the worker from dangerous machinery and to compensate his loss or injury and to provide for his family. The Act at present applies to certain categories of railway employees and persons drawing monthly wages not exceeding Rs. 500 per month and employed in certain employments of hazardous nature as specified in Schedule II to the Act. Schedule II includes persons employed in factories, mines, plantations, mechanically-propelled vehicles, construction works, etc. The State Governments are empowered to make addition to Schedule II as and when necessary.

With the introduction of the Employees' State Insurance Scheme, the liability for payment of compensation for industrial accidents and occupational diseases is being gradually transferred from the employers to the Employees' State Insurance Corporation. However, it will take some time to extend the ESI Act, 1948 to all areas and to cover all establishments thereunder. As such, the Workmen's Compensation Act, 1923 continues to be in operation and it is necessary to effect changes in it.

The Act was last amended in 1962. Since then, a number of proposals for amendment of the Act arising from recommendations of the National Commission on Labour, the Labour Laws Review Committee set up by the Government of Gujarat and the Law Commission of India are under consideration. These proposals will require a comprehensive amendment of the Bill. Meanwhile, I am placing before you, for enactment, a few proposals of an urgent nature.

As mentioned earlier, the coverage under the act is at present restricted to those drawing wages not exceeding Rs. 500 per month. This limit is considered very low in the context of the current wage levels in private as well as public sectors. There have, therefore, been persistent requests for enhancement of the wage limit for coverage under the Act. It is accordingly proposed to increase the wage limit for coverage of workmen under the Act from