THE KERALA TODDY INDUSTRY DEVELOPMENT BOARD BILL, 2021
Fifteenth Kerala Legislative Assembly
Bill No. 61

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A BILL to provide for the constitution of Toddy Industry Development Board to promote and develop the traditional toddy industry in the State of Kerala and matters connected therewith or incidental thereto.

Preamble.—WHEREAS, it is expedient to provide for the constitution of Toddy Industry Development Board to promote and develop the traditional toddy industry in the State of Kerala and matters connected therewith or incidental thereto;

CHAPTER I

PRELIMINARY

1. Short title and commencement.—(1) This Act may be called the Kerala Toddy Industry Development Board Act, 2021.

(2) It shall be deemed to have come into force on the 25th day of February, 2021.

2. Definitions.—In this Act, unless the context otherwise requires,—

(a) “Board” means the Kerala Toddy Industry Development Board constituted under section 3;

(b) “Chairperson” means Chairperson of the Board;

(c) “Chief Executive Officer” means the Chief Executive Officer of the Board appointed under section 13;

(d) “Excise Commissioner” means an officer appointed by the Government under clause (a) of section 4 of the Abkari Act, 1077 (1 of 1077);
(e) “Government” means the Government of Kerala;

(f) “member” means member of the Board;

(g) “prescribed” means prescribed by rules made under this Act;

(h) “regulation” means regulations made by the Board under this Act;

(i) “State” means the State of Kerala;

(j) “toddy” means toddy as defined under clause (n) of rule 2 of the Kerala Abkari Shops Disposal Rules, 2002;

(k) “toddy Shop” means toddy Shop as defined under clause (c) of rule 2 of the Kerala Abkari Shops Disposal Rules, 2002.

**Chapter II**

**Constitution of the Board**

3. Constitution of the Board.—(1) The Government shall, as soon as may be, after the commencement of this Act, by notification in the Gazette, constitute a Board to be known as “the Kerala Toddy Industry Development Board” to exercise the powers and to perform the functions conferred on it under this Act.

(2) The Board shall be a body corporate having perpetual succession and common seal, with power to acquire, hold and dispose of property, both movable and immovable and to enter into contract subject to the provisions of the Act and to do all things necessary for the purpose of this Act, and shall may by the said name sue and be sued.

(3) The Head quarters of the Board shall be at Thiruvananthapuram.

(4) The Board shall consist of the following members, appointed by the Government as hereinafter provided, namely:—

(a) A person nominated by the Government – Chairperson;

(b) The Secretary/Principal Secretary/Additional Chief Secretary to the Government, Taxes Department;

(c) Excise Commissioner;
(d) The Secretary/Principal Secretary/Additional Chief Secretary to the Government, Finance Department;

(e) Director of Research, Kerala Agriculture University;

(f) Assistant Director (Marketing), Agriculture Department;

(g) Chairman, Kerala Toddy Industry Workers' Welfare Fund Board;

(h) One representative each from recognized trade unions in toddy sector, up to maximum five representatives;

(i) Two representatives from toddy shop licensees association;

(j) Two representatives of coconut farmers;

(k) Chief Executive Officer.

(5) The Chairperson and members shall be appointed by notification in the Official Gazette.

4. Service conditions and term of office of the Chairperson and members.—(1) The Chairperson and the non-official members of the Board may hold office for a period of five years from the date on which they assume the office.

(2) The salary and allowances payable to the Chairperson and other members and other conditions of service shall be such as, may be prescribed.

5. Reconstitution of the Board.—(1) The Government, may by notification in the Gazette, and on the reasons to be specified in the said notification, reconstitute the Board in accordance with the provisions of sub-section (2) of section 3.

(2) When the Board is reconstituted under sub-section(1), members of the Board including the Chairperson, who were holding office before such reconstitution, from the date of such reconstitution, shall vacate their offices as such members, notwithstanding that their term of office has not expired, unless they are appointed as members of the Board so reconstituted.

6. Disqualification for being appointed, or for continuing as, a member of the Board.—A person shall be disqualified from being appointed or continuing as a member of the Board, if he,—
(a) is of unsound mind;
(b) is an undischarged insolvent;
(c) has been convicted for an offence involving moral turpitude or convicted for an offence of financial irregularity;
(d) directly or indirectly holds any share or interest in any contract or work by the Board or on behalf of the Board.

7. Removal or suspension of members from their office.—(1) The Government may, by order, remove any Chairperson or any member from their office, if he,—

(a) refuses to do the work or becomes incapable to do the work;
(b) has been on conviction sentenced to imprisonment for an offence involving moral turpitude in the opinion of the Government;
(c) is absent without the permission of the Board from three consecutive meetings of the Board;
(d) in the opinion of the Government, so abused his official position, so as to render his continuance in the Board detrimental to the interest of the Board or interest of the public; or
(e) is otherwise unsuitable to continue as a member:

Provided that no person shall be removed under this sub-section, unless he has been given a reasonable opportunity of being heard.

(2) The Government may suspend any member of the Board during the pendency of proceedings under sub-section (1).

(3) No member who has been removed from the Board under sub-section (1), shall be reappointed as a member of the Board or appointed in any other capacity under the Board.

8. Resignation of office by a member.—Any member of the Board may, resign his office by giving notice in writing to the Government, and on such resignation being accepted by the Government he shall be deemed to have vacated his office.
9. **Vacancy to be filled in as early as possible.**—(1) When a member is subject to any disqualification under section 6, or removed under section 7 or resigned under section 8 he shall cease to be a member of the Board, and any such vacancy shall be filled by the Government as early as possible.

(2) The term of office of a member appointed in such casual vacancy shall be the remaining period of the term of office of the member in whose vacancy he has been appointed.

10. **Vacancies etc. not to invalidate proceedings of the Board.**—No action or proceedings of the Board shall become invalid merely on the ground of the existence of any vacancy or defect in the constitution of the Board.

11. **Temporary association of persons with the Board for particular purposes.**—(1) The Board may associate with itself, any person whose assistance or advice it may desire for any particular purpose of this Act, in such manner as may be provided in regulations, made under this Act.

(2) A person associated with the Board for any purpose under sub-section (1), shall have the right to take part in the discussions of the Board relating to such purpose:

Provided that he shall not have the right to vote in the meeting of the Board.

12. **Meetings of the Board.**—(1) The Board shall meet at such time and such places as may be provided in the regulations and shall follow such rules of procedure in regard to transaction of business at its meetings:

Provided that the Board shall meet at least once in every three months.

(2) The Chairperson or, in his absence, such member as may be chosen by the members present from among themselves shall preside over the meeting of the Board.

(3) Quorum of the meeting of the Board including the chairperson shall be one third of the members.

(4) Any matter coming up before a meeting of the Board shall be decided by a majority of the votes of the members present and voting and in the case of equality of votes, the Chairperson or member presiding over the meeting shall have a right for a casting vote.
(5) The minutes of every meeting of the Board shall be forwarded to the Government within fifteen days after such meeting.

13. Appointment of Chief Executive Officer and other staff of the Board.—(1) The Government may appoint an officer not below the rank of Joint Secretary in the Government service on deputation, as the Chief Executive officer.

(2) The Chief Executive Officer shall exercise such powers and discharge such duties, as may be prescribed.

(3) The Board may appoint officers and staff as may be necessary for performing its functions in an efficient manner.

(4) The method of appointment and other conditions of service and salary and allowances of the Officers and staff shall be, such as may be prescribed.

14. Power to make contract.—(1) The Board may enter into contracts as it may consider necessary or expedient for carrying out the purposes of this Act.

(2) Every contract shall be made on behalf of the Board, by the Chairperson or an officer authorized by the Board.

(3) Every contract made on behalf of the Board shall be in such form and such manner as may be prescribed.

15. Finance Standing Committee and other committees.—(1) The Board may appoint a Finance Standing Committee to exercise such powers and perform such functions relating to the financial matters of the Board, as may be laid down by regulations.

(2) The Board may, from time to time, appoint one or more committees for the purpose of securing that the said functions are exercised with due regard to the circumstances and requirements of Toddy Industry.

**CHAPTER III**

**POWERS AND FUNCTIONS OF THE BOARD**

16. Functions of the Board.—(1) The Board shall organize, develop and encourage the Toddy Industry sector and ensure the protection of employment of the workers in the sector and perform such functions, as may be fixed by the Government from time to time.
(2) Without prejudice to the generality of the provisions of sub-section (1), the Board may perform all or any of the following duties and functions, in particular, namely:

(a) to ensure the availability of natural toddy to the consumers;
(b) to collect and store toddy from places where there is large scale production and transport it to other necessary places;
(c) to start initiatives for the production of value added products from toddy;
(d) to make necessary arrangements to store and preserve excess toddy produced during the peak production season;
(e) to plant high yielding toddy producing trees;
(f) to construct permanent buildings to run toddy shops;
(g) to conduct toddy shops as much as necessary;
(h) to establish Toddy parlors with modern facilities in tourism centers;
(i) to provide necessary training to the existing and new entrants in the toddy sector;
(j) to keep statistical data on toddy industry;
(k) to open knowledge centers for the workers and farmers and to publish journals;
(l) to encourage the research to be required in this field.

17. General powers of the Board.—The Board, shall have the following powers, for the purposes of carrying out its functions under this Act, namely:

(1) to acquire and hold such movable and immovable property as it deems necessary and to lease, sell or otherwise transfer any such property:

Provided that in the case of immovable property, the aforesaid powers except the power to acquire shall be exercised only with the previous sanction of the Government;
(2) Subject to the provisions of this Act and the rules made thereunder, to meet the expenditure and formulate and implement such schemes as it may consider necessary for the purpose of carrying out the provisions of this Act.

CHAPTER IV

FORMULATION AND SUBMISSION OF SCHEMES

18. Preparation and submission of annual Schemes.—(1) The Board shall prepare annual scheme, subject to the provisions of this Act, every year, on or before such date, as may be fixed by the Government, and forward it to the Government for approval.

(2) The scheme shall contain,—

(a) such particulars of the scheme which the Board proposes to execute, whether in part or whole, during the next year;

(b) particulars of any work or undertaking of any work which the Board proposes to organize during the next year for the purposes of carrying out its functions under this Act;

(c) such other particulars as may be prescribed.

(3) The Board shall prepare supplementary schemes in such manner and form as may be prescribed, and before such date and shall forward to the Government for approval.

(4) The Government may, either sanction or approve the scheme completely or with the modifications as they may deem fit.

CHAPTER V

FINANCE, ACCOUNTS, AUDIT AND DEBTS

19. Transfer of Property.—The Government may, for carrying out the purposes of the Act, transfer buildings, land or any other property, whether movable or immovable, to the Board on such terms and conditions as the Government may deem fit.
20. *Funds of the Board.*—(1) The Board shall have its own fund, and all receipts of the Board shall be credited there to, and all expenditure by the Board shall be met therefrom.

(2) The Board may accept assistance or loans from the Toddy Workers Welfare Fund Board.

(3) All funds of the Board shall be deposited as directed by the Government by general or special orders.

21. *Utilization of fund and property.*—All property, fund and other assets of the Board shall be utilized for the purpose of the Act and subject to the provisions of this Act.

22. *Subventions and loans to the Board.*—(1) The Government may, from time to time, make subventions and grants to the Board, for the purposes of this Act on such terms and conditions as the Government may determine.

(2) The Board may, from time to time, with the previous sanction of the Government and subject to the provisions of this Act and on such conditions as the Government may determine, borrow any sum required for the purposes of this Act.

23. *Preparation of Budget Estimates.*—(1) The Board shall, on or before such date as may be fixed by the Government, prepare the budget for the next financial year showing an estimated income and expenditure of the Board in such form as the Government may specify and submit it to the Government.

(2) The Government may sanction the budget with or without modifications.

(3) No sum shall be expended by or on behalf of the Board, unless such expenditure is included by specific provision in the budget approved by the Government under sub-section (1):

Provided that the Board may, with the previous sanctions of the Government and within the limits of the budget, sanction re-appropriation, from one head of expenditure to another, or from a provision made for one scheme to that in respect of another, subject to the condition that it shall not exceed the budget allocation.
24. *Preparation of Supplementary Budget Estimates.*—The Board may submit a supplementary budget for the sanction of the Government in, such form and before such date as may be prescribed, and the provisions of section 23 shall apply to such supplementary budget.

25. *Accounts of Audit.*—The accounts of the Board shall be maintained and an annual statement of accounts shall be prepared in such manner, as may be prescribed. Such accounts shall be audited by an auditor approved by the Government.

26. *Annual report.*—The Board shall for every financial year prepare in such manner as may be prescribed, an annual report within three months from the end of the financial year giving a complete account of the previous financial year and forward to the Government. Every such report together with the audit statement of accounts shall cause to be laid before the Legislative Assembly, as soon as may be, after it is received by the Government.

27. *Further report, statistics and returns.*—The Board shall before such date and at such intervals and in such manner as the Government may from time to time direct, submit to the Government a report of such matters and such statistics and such returns as the Government may direct.

28. *Recovery of arrears.*—If any amount due to the Board, in accordance with the provisions of this Act or rules made thereunder or the provisions of a contract or otherwise or any sum payable in connection therewith, has not been paid, such amount shall, without prejudice to any other remedy provided by law, be recoverable as arrears of land revenue under the Kerala Revenue Recovery Act, 1968 (15 of 1968).

29. *Power to write off irrecoverable amount.*—The Board may write off any sum not exceeding ten thousand rupees in each case, subject to a limit of fifty thousand rupees annually, if in its opinion such sum is not recoverable.

**Chapter VI**

**MISCELLANEOUS**

30. *Power of Government to give directions.*—The Government may for the purpose of discharging its functions under this Act give directions to the Board, and the Board shall be bound to comply such directions.
31. **Chairperson, members and staff of the Board to be public servants.**–The Chairperson, members and the staff of the Board shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code, 1860 (Central Act 45 of 1860).

32. **Protection of action taken in good faith.**—No suit, or other legal proceedings shall lie against the Government, Board or any member or staff thereof in respect of anything which is done in good faith or purported to be done under this Act, rules or regulations made thereunder.

33. **Power to remove difficulties.**—(1) If any difficulty arises in giving effect to the provisions of this Act, the Government may, by order published in the Official Gazette, make provisions not inconsistent with the provisions of this Act and which appears to it, to be necessary for removing the difficulty:

Provided that no such order shall be made after the expiry of a period of two years from the date of commencement of this Act.

(2) Every order made under sub-section (1) shall, as soon as may be, after it is made be laid before the Legislative Assembly.

34. **Power to make Rules.**—(1) The Government may, by notification in the Gazette, make rules either prospectively or retrospectively, for carrying out the purposes of this Act.

(2) In particular and without prejudice to the generality of the foregoing powers, such rules may provide for all or any of the following matters, namely:

(a) the salary and allowances to be paid to the Chairperson and other members of the Board under sub-section (2) of section 4;

(b) the powers to be exercised and the duties to be discharged by, the Chief Executive Officer under sub-section (2) of section 13, and method of appointment, other conditions of service, and salary and allowances of the officers and staff under sub-section (4) of the said section;

(c) the form and manner in which contract shall be entered into under sub-section (3) of section 14;
(d) other details that may be included in the annual scheme under clause (c) of sub-section (2) of section 18, and the form in which and the time before which the Supplementary Scheme to be prepared under sub-section (3) of said section.

(e) the form for preparing the Budget under section 23;

(f) the form in which, and the date before which, the supplementary budget shall be prepared under section 24;

(g) the manner in which the accounts of the Board are to be maintained and the manner in which the annual statements are to be prepared under section 25;

(h) the manner in which the Annual Report is to be prepared under section 26;

(i) Other matters which is to be, or may be prescribed.

(3) Every rule made under this Act shall be laid, as soon as may be after it is made, before the Legislative Assembly, while it is in session for a total period of fourteen days, which may be comprised in one session or in two successive sessions, and if, before the expiry of the session in which it is so laid or the session immediately following, the Legislative Assembly makes any modification in the rule or decides that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be, so however that, any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.

35. Power to make regulations.—(1) The Board may, with the previous approval of the Government, make regulations not inconsistent with the provisions of this Act and the rules made thereunder, to carry out the purposes of this Act by notification in the Gazette.

(2) In particular and without prejudice to the generality of the foregoing power, the Board may make regulations providing for,—

(a) the manner in which the persons are to be temporarily associated under sub-section (1) of section 11;
(b) the time, place and procedures of the meeting of the Board under sub-section (1) of section 12;

(c) the powers relating to the financial matters to be exercised and the duties to be discharged under sub-section (1) of section 15.

36. **Repeal and saving.**— (1) The Kerala Toddy Industry Development Board Ordinance, 2021 (103 of 2021) is hereby repealed.

(2) Notwithstanding such repeal, anything done or deemed to have been done or any action taken or deemed to have been taken under the said Ordinance shall be deemed to have been done or taken under this Act.

**STATEMENT OF OBJECTS AND REASONS**

The Government have decided to constitute a Board called the Kerala Toddy Industry Development Board, with an aim to promote and develop the traditional toddy industry in the State, and also to ensure the protection of employment and welfare of the people engaged in the employment in this sector.

2. The functions of the Board include initiatives for the production of value added produces from toddy, to plant high yielding toddy producing trees, to establish toddy parlors with modern facilities in tourism centre.

3. For the above said purpose, the Government have decided to bring a legislation.

4. As the Legislative Assembly of the State of Kerala was not in session and the above proposal had to be given effect to immediately, the Kerala Toddy Industry Development Board Ordinance, 2021 (40 of 2021) was promulgated by the Governor of Kerala on the 23rd day of February, 2021 and the same was published in the Kerala Gazette Extraordinary No.972 dated 25th February, 2021.

5. A Bill to replace the said Ordinance by an Act of the State Legislature could not be introduced in, and passed by, the Kerala Legislative Assembly during its session which commenced on the 24th day of May, 2021 and ended on the 10th day of June, 2021.

6. As the provisions of the said Ordinance had to be kept alive and the Legislative Assembly of the State of Kerala was not in session, the Kerala Toddy
Industry Development Board Ordinance, 2021 was promulgated by the Governor of Kerala on the 1st day of July, 2021 and the same was published as Ordinance No. 86 of 2021 in the Kerala Gazette Extraordinary No. 1955, dated 3rd July, 2021.

7. A Bill to replace the said Ordinance by an Act of the State Legislature could not be introduced in, and passed by the Legislative Assembly of the State of Kerala during its session which commenced on the 22nd day of July, 2021 and ended on the 13th day of August, 2021.

8. As the provisions of the said Ordinance are to be kept alive and the Legislative Assembly of the State of Kerala was not in session, the Kerala Toddy Industry Development Board Ordinance, 2021 was promulgated by the Governor of Kerala on the 23rd day of August, 2021 and the same was published as Ordinance No.103 of 2021 in the Kerala Gazette Extraordinary No.2489 dated 25th August, 2021.

9. The Bill seeks to replace Ordinance No. 103 of 2021 by an Act of the State legislature.

FINANCIAL MEMORANDUM

Sub-clause (1) of clause 22 of the Bill, provides that the Government may from time to time, make subventions and grants to the Board, for the purposes of this Act on such terms and conditions as the Government may determine.

As the Government has to decide the amount of subventions and grants to be granted to the Board, the actual expenditure from the Consolidated Fund of the State cannot be calculated accurately at this time.

MEMORANDUM REGARDING DELEGATED LEGISLATION

Clause 3 of the Bill seeks to empower the Government to constitute the Toddy Development Board by, notification in the Gazette.

2. Sub-clause (2) of clause 4 of the Bill, seeks to empower the Government to determine the salaries, allowances and other services, conditions of members of the Board.

3. Sub-clause (1) of clause 5 of the Bill, seeks to empower the Government to reconstitute the Board.
4. Clause 11 of the Bill seeks to empower the Government to make regulations to provide for the association of a person for a particular purpose.

5. Sub-clause (1) of clause 12 of the Bill, seeks to empower the Government to make regulations to provide for the procedure and time and places of the meetings of the Board.

6. Sub-clause (2) of clause 13 of the Bill, seeks to empower the Government to prescribe the powers, functions and duties as may be discharge by the Chief Executive Officer. Sub-clause (4) of the said clause seeks to empower the Government to prescribe the method of appointments and other conditions of service and salary and allowances of the officers and staff of the Board.

7. Sub-clause (3) of clause 14 of the Bill, seeks to empower the Government to prescribe the form and manner of the contract to be made on behalf of the Board.

8. Clause 15 of the Bill, seeks to empower the Government to make regulations to prescribe the powers to be exercised and duties to be discharged by the Finance Standing Committee.

9. Item (c) sub-clause (2) of clause 18 of the Bill, seeks to empower the Government to prescribe such other particulars as may be contained in the Scheme. Sub-clause (3) of the said clause seeks to empower the Government to prescribe for the forum and manner to prepare the Supplementary Scheme.

10. Clause 24 of the Bill seeks to empower the Government to prescribe the form to apply for the sanction of the Government for the Supplementary Budget.

11. Clause 26 of the Bill seeks to empower the Government to prescribe for the manner of submitting the annual report relating to all the activities of the Board.

12. Clause 34 of the Bill seeks to empower the Government to make rules either prospectively or retrospectively, by notification in the Gazette for carrying out the purposes of this Act.
13. Clause 35 of the Bill seeks to empower the Board to, with the previous approval of the Government, make regulations not inconsistent with the provisions of this Act and the rules made thereunder, to carry out the purposes of this Act by notification in the Gazette.

14. The matters in respect of which rules or regulations may be made or notification or orders may be issued are matters of procedure and are of routine and administrative in nature. Further, the rules after they are made, are subject to scrutiny of the Legislative Assembly. The delegation of legislative powers is, thus, of a normal character.

M. V. GOVINDAN MASTER.
NOTES ON CLAUSES

Clause 1.—This clause seeks to provide for the short title and commencement of the Act.

Clause 2.—This clause seeks to define certain words and expressions of the Kerala Toddy Industry Development Board Bill.

Clause 3.—This clause seeks to provide for establishment of the Kerala Toddy Industry Development Board.

Clause 4.—This clause seeks to provide for the terms and conditions of services of the members of the Board.

Clause 5.—This clause seeks to provide for the reconstitution of the Board.

Clause 6.—This clause seeks to provide for the disqualifications of an individual to be appointed or remain as a member of the Board.

Clause 7.—This clause seeks to provide for suspension or removal of a member of the Board from office.

Clause 8.—This clause seeks to provide for resignation of a member from his office.

Clause 9.—This clause seeks to provide for filling of vacancy of a member of the Board.

Clause 10.—This clause seeks to provide for stipulating that the vacancy of a member of the Board shall not invalidate the actions and proceedings of the Board.

Clause 11.—This clause seeks to provide for temporary association of persons with the Board for particular purpose.

Clause 12.—This clause seeks to provide for meetings of the Board.

Clause 13.—This clause seeks to provide for appointment, service, salary and allowances of the Chief Executive Officer and other officers of the Board.

Clause 14.—This clause seeks to provide for the power of the Board to enter into contracts.
Clause 15.—This clause seeks to provide for the appointment of finance standing committee and other committees.

Clause 16.—This clause seeks to provide for the functions of the Board.

Clause 17.—This clause seeks to provide for the general powers of the Board.

Clause 18.—This clause seeks to provide for the preparation and submission of the annual schemes.

Clause 19.—This clause seeks to provide for the transfer of property.

Clause 20.—This clause seeks to provide for the funds of Board.

Clause 21.—This clause seeks to provide for the utilisation of fund and property.

Clause 22.—This clause seeks to provide for the subventions and loans to the Board.

Clause 23.—This clause seeks to provide for preparation of budget estimates.

Clause 24.—This clause seeks to provide for the preparation of supplementary budget estimates.

Clause 25.—This clause seeks to provide for accounts of audit.

Clause 26.—This clause seeks to provide for annual report.

Clause 27.—This clause seeks to provide for further reports, statistics and returns of the Board.

Clause 28.—This clause seeks to provide for the recovery of arrears.

Clause 29.—This clause seeks to provide for power to write off irrecoverable amounts.

Clause 30.—This clause seeks to provide for power of the Government to give directions.

Clause 31.—This clause seeks to provide that chairperson, members and staff of the Board to be public servants.
Clause 32.—This clause seeks to provide for protection of actions taken in good faith.

Clause 33.—This clause seeks to provide for remove difficulties.

Clause 34.—This clause seeks to provide for power to make rules.

Clause 35.—This clause seeks to provide for power to make regulations.

Clause 36.—This clause seeks to provide for “Repeal and saving”.

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