

this Report before Parliament, this is something which I cannot ..

**SHRI NARAYAN CHOUBEY** (Midnapore) : This is also unprecedented..... (Interruptions).

**SHRI P. CHIDAMBARAM** : We are not speaking for our own satisfaction.. We are speaking to the people of this country through this House and I may most humbly submit this : Look into the terms of reference, look into the manner in which the Commission was obliged to conduct its enquiry in camera, look into the corresponding, parallel and supplementary investigations which are going on, look into the circumstances in which certain trials and appeals are pending, look into the great responsibility which rests upon the Government to conduct the investigation to its logical conclusions. Take all this into account and kindly judge whether Government is right or wrong when it says that it cannot place its Report before the Parliament. There is no point in really trying to find fault with us. We have come before Parliament. We have said as much as we can say, and to-day we live in such perilous, sensitive and dangerous times that, I am afraid, I cannot accept any of the amendments moved by the Hon Members to the Resolution and I once again pray that the Statutory Resolution be adopted as moved by me and the Notification be also approved.

**MR. CHAIRMAN** : I now put amendments moved by Shri Madhav Reddi and G. M. Banatwalla to the vote of the House.

*Amendments Nos. 1 and 2 were put and negatived*

16.50 hrs.

[**MR. DEPUTY SPEAKER** in the Chair]

**MR. DEPUTY SPEAKER** : Now I shall put the Resolution moved by Shri P. Chidambaram to the vote of the House.

The question is :

“That in pursuance of sub-section (6) of section 3 of the Commissions of

Inquiry Act, 1952, this House approves the notification of the Government of India in the Ministry of Home Affairs No. S.O.260(E) dated the 15th May, 1986, by which it has been notified that it is not expedient in the interest of the security of the State and in the public interest to lay before the House of the People the reports submitted to the Central Government on the 19th November, 1985 and the 27th February, 1986 by Justice M. P. Thakkar, a sitting Judge of the Supreme Court of India.”

*The motion was adopted*

16.51 hrs.

#### APPRENTICES (AMENDMENT) BILL

[English]

**THE MINISTER OF STATE OF THE MINISTRY OF LABOUR (SHRI P. A. SANGMA)** : Sir, I beg to move :

“That the Bill further to amend the Apprentices Act, 1961, be taken into consideration.”

As Hon. Member are aware, the Apprentices Act was enacted in 1961 with the objectives of regulating programme of training of apprentices in industry for imparting training. The Act was amended in 1973 to bring within its purview the training of graduates and diploma holders in Engineering/Technology as graduates/technician apprentices in addition to the trade apprentices.

The vocationalisation of higher secondary education has been attempted in this country as part of the efforts to provide meaningful education leading to suitable employment opportunities at the appropriate levels. It is also hoped that this would relieve the pressure on our higher education system. Vocationalisation implies education through work experience and hence adequate facilities are to be provided for the vocational stream to learn the practical aspects of the subject through field studies and to supplement the

[Shri P. A. Sangma]

institutional learning. Providing apprenticeship facilities to the products of vocational stream assumes relevance in this context.

A pilot scheme called Special Vocational Education Training Scheme to provide "on the job training" to the product of the vocational stream was launched in 1983-84 under the supervision of the Regional Boards of Apprenticeship Training under the control of the then Ministry of Education. The scheme also provides for training of weaker sections, specially the Scheduled Castes and the Scheduled Tribes, minorities, physically handicapped, and women.

In the light of the experience gained during the two years which indicates that the scheme has been welcomed by the States, training agencies and the products of the vocational stream, it is proposed to amend the Apprentices Act, 1961, to provide training for the products of vocational stream by creating a separate category of apprentices called "the technician (vocational) apprentices" and administer the scheme through the Regional Boards of Apprenticeship Training who are implementing the apprenticeship training scheme for graduates and technician apprentices.

The object of the apprentices (Amendment) Bill 1986, which is before you for your kind consideration, is to create a separate category of apprentices viz. technician (vocational) apprentices for providing on the job training to the products of the 10+2—Vocational Stream under the Apprentices Act. This will help to ensure that adequate competence and skills required for various occupations are acquired by the products of the 10+2 Vocational Stream which would lead to suitable employment or self-employment opportunity in organised industries, agriculture and other service sector of economic activity including agro and rural based industries.

The scheme envisages payment of a minimum rate of stipend prescribed under the rules, 50 per cent of which will be

reimbursed by the Central Government to the training establishments as in the case of the graduate and technician apprentices. It is estimated that about 4000 trainees will be benefiting from the scheme in the first year of its operation. This opportunity will progressively increase to around 12,000 by the end of the Seventh Five Year Plan. The amount that is likely to be reimbursed by the Central Government during the Seventh Five Year Plan period would be in the order of Rs. 744 lakhs.

The opportunity is also being availed to amend Section 3(a) and 6(b) and 6(aa). The present proposal to amend Section 3(a) of the Act is aimed to remove the difficulties in the working of the scheme of reservation of training places for the Scheduled Castes and Scheduled Tribes. Since the word 'Trade Test' used in the Section 6(a) and 6(aa) is not commonly used by all examining bodies, the proposed amendment suggests the inclusion of the word 'Examination' in addition to Trade Test.

Sir, with these few words, I commend this Bill for the consideration of this House.

MR. DEPUTY SPEAKER : Motion moved :

"That the Bill further to amend the Apprentices Act, 1961, be taken into consideration."

Now, Mr. Ananda Gajapathi Raju may speak.

SHRI ANANDA GAJAPATHI RAJU (Bobbili) : Mr. Deputy Speaker, Sir, just now the Hon. Minister read out a statement giving the Objects and Reasons behind the introduction of this Bill.

This Bill would have been welcomed had it come 20 years back. It is late, and the financial outflow is very much minimised. The total number of trainees proposed to be brought under this scheme is only 4000 and amounts are also very paltry and it will not make any difference to the situation because it is less than a drop in the ocean.

Then, again Section 3(A) to remove the difficulties relating to the reservation for the Scheduled Castes and Scheduled Tribes is welcomed by us because we definitely want the welfare of the weaker sections of society and in addition to the other categories, namely, minorities, physically handicapped and women, I would request the Hon. Minister to also add 'backward classes and economically backward classes' because they are also categories, which are to be included because they also have handicaps in society.

Then, again the Financial Memorandum which has been attached to this Bill is not clear enough about the additional amounts that have to be extended at different times. The Financial Memorandum is very rigid.

17.00 hrs.

Unless you go in for a system by which you can ask for money at a later date, the whole scheme will be in trouble. With this pilot project, it may look fine to have 4,000 trainees and with 96 lakhs. But when you get into practicalities, you may require another 4 lakhs more: you may need to take another 2,000 students and in which case, the scheme will be handicapped because of the specific imposition made by this Financial Memorandum. This is why, I do welcome this Bill but with reservations. It is worth considering it but we have to express our reservations.

So, some of the points which I would like to make is this. Analogous to this kind of legislation was brought in France which has made a legal obligation to retrain workers. The ambit of this Bill which you are trying to bring in is only to train those 2,000 workers and expand those 96 lakhs. You have reduced it to a very very small pilot project. The French legislation is much more sweeping. It has brought a legal obligation on the employers to see that the workers are retrained. Therefore, I would suggest that a broader legislation is brought so that it would be felt effectively by the weaker sections of the community.

Then, again about the continuous training opportunity Bill, it was defined in the Bill. It

is defined that an establishment having more than 10 employees would come under the ambit of the Bill. Here we have so many establishments because we have the labour oriented kind of production or labour intensive. So, many establishments would come under this regulation. So, it would be sweeping.

Last time, during the Budget speech, you had mentioned, we are going in for crop insurance and then when you really wanted to implement that crop insurance, you found that there were a lot of lacunae and you found that it could not be implemented. In certain States like Gujarat, people have insured the crop even after the drought had come in and so legally the Government should have paid the money because they had insured the crops. But they did not pay the money. So, such a legalistic situation and such contingency should be avoided. It should be more broad-based, specific and useful.

Then again, the object of this legislation, as I just mentioned, should be expanded. When I mean "expanded", I feel unskilled manpower should also be brought under this ambit. We should provide training for youngsters, the rural youth who are totally unemployed today. They do not have any avenues. They are put to a lot of discomfiture. Their future is marred. So, the rural youth should also be brought into the mainstream. They should be trained and given technical know-how which they can absorb and put to use. In order to see that all these schemes are put into a mainstream, there should be certain amount of technical progress which should be monitored. Unless technical progress is monitored, one cannot see how this has any effect on the job market, on the retraining of people and on the benefit of the weaker sections of the people.

Today training is synonymous with advancement. This type of situation should not be allowed to creep into the bureaucratic machine because the bureaucratic machine says, "Well, if a person is retrained, he should be given advancement". Now, you have brought the 4th Pay Commission Report. You say, you are not going to implement it fully. And then you are going to take back the money through the back door like provident

[Shri Ananda Gajapathy Raju]

fund and all these things. So, retraining need not be synonymous with career advancement. But at least it should be useful to see that these people fit into the economy which our country has today.

I would say a few words on the economic conditions which are relevant to this legislation. Today we have a labour intensive system. But we are fast getting uncompetitive in the world market. Therefore, in order to see that we are competitive in the world market and in order to see that the goods produced by us has market elsewhere, we must try to cut down our costs. When you want to cut down our costs, this legislation, which is in my opinion a very small beginning, should be more broad-based so that the workers' training becomes an obligation on the employer. Employer has the obligation to give this training and employ these people in the mainstream, see that costs are cut down, see that our balance of payments deficit comes down because our people are more competitive, see that more people are employed in the economy, going for wage good industry where the rural people and the rural population, the weaker sections and the backward classes and the minorities and all, get an opportunity to buy goods and services. Today you may produce enough of rice and wheat in this country. You may produce lot of things. But the people do not have the purchasing power. So, this legislation should be more broad-based and should create the purchasing power among the rural people.

By way of suggestion I would like to say that a major scheme for vocational training project should be started in Andhra Pradesh. I make this plea only because, it is one of the few States which started vocational education with a thrust a few years back and it has not happened in other States in this country.

I may also bring to your kind notice that it was the Government of Andhra Pradesh that abolished capitation fee and, at that time, I was the Minister for Education and I piloted that legislation. Therefore, with experience I can tell you that we want to go in for a more broad-based scheme and this

is what I said that our resources are limited. We do not have resources. We cannot command the capital and the amount that are required. If it is brought as a part of Central legislation, definitely we have the resources. Kindly consider Andhra Pradesh as the first State in which you start such a pilot scheme.

From the point of employment generation, I feel that there should be schemes for rural re-training. It is not a question of industry alone being tackled under this re-training programme. We should go in for rural people.

I would like to bring to the notice of the Hon. Minister a particular scheme which has been sanctioned by the IDA in Tamilnadu. It is a very interesting scheme. It relates to the re-training of women farm labour. That is a scheme which has got tremendous potential and if this type of schemes are brought, I would again request you to choose Andhra Pradesh as a State (*Interruptions*). I will explain to you I have no objection. (*Interruptions*). If you see the paper "The Economic Times" or if you see newspapers which came about five or six days back, it said that women when they go to harvest crop and remove the wheat and all that, they are not used to doing it with certain more sophisticated implements. The implements which they are now using are of very very old kind and it has been there in use for centuries. I also visited that camp and I saw the operations that are being carried out there and they have been shown certain implements which they are not using now. With the introduction of this scheme, they also become more productive than what they already are. (*Interruptions*). They are labour intensive materials which are very cheaply available and which can be utilised also.

I would like this green revolution. This legislation is an important piece of legislation that it should be dovetailed into the future green revolution, white revolution, the blue revolution, all these things which we are considering. This scheme should be dovetailed into that. This is what I am saying.

SHRI NAWAL KISHORE SHARMA  
(Jaipur): Not the red resolution,



**SHRI ANANDA GAJAPATHI RAJU :**  
Why not? Because there cannot be any development without reforms. So there should be a certain amount of reforms also. Also please see that it comes to Andhra Pradesh.

**SHRI P. R. KUMARAMANGALAM**  
(Salem) : Saffron revolution.

**SHRI ANANDA GAJAPATHI RAJU :**  
We leave the red to somebody else.

I now go into the last aspect of the programme. That is the value added. Now today in industry, in commerce and in trade you are going in for the concept of value added. You want to add more value to a product. You brought the MODVAT scheme also to rationalise the value added tax. That is not working all that well now but hopefully in the next two or three years it will be all right. I would request you to do that even for vocational education and see that you train them to be useful citizens and productive citizens. There a small pilot project here and there which is not going to make in any difference. If I may be permitted to make an observation, last time during the Budget speech the Hon. Finance Minister made a number of sweeping statements and a number of schemes were announced but later when we went, we found that these schemes were only pilot projects and they are going to be confined to 2 or 5 blocks or 2 or 3 industries. I would like these things to be more broad-based. My only request is that our State Government is very much interested in developing education in our State and we have given due consideration to all the weaker sections of the public. We are giving education to those boys who cannot afford professional education by providing them seats based on merit subject to necessary reservation. This is the type of system that we are trying to advocate in our State and also elsewhere. So I would kindly request the Minister to give this Bill a greater thought and I think it should not be left in such a peripheral and small manner. Its scope should be expanded and it should reach the common man and the weaker sections and for the benefit of this country.

**SHRI P. R. KUMARAMANGALAM**  
(Salem) : I rise to support the Bill. The

objects of the Bill are so laudable that my friend from the other side, Shri Ananda Gajapathi Raju could not but support the Bill. In fact it looks like that his whole speech was to urge upon the Government to improve the Bill. (*Interruptions*). The content of the speech in any way was that he was urging the Government to do slightly better. He is very happy with the Bill and he would like a little more done. I think he is in tune probably with what I would be saying.

The necessity for this amendment is unquestionable. It should have really come in around the period 1978 because that was when the 10 plus 2 was being introduced in the educational system. That was the time when the then Government should have brought this amendment. However, better late than never. That is how I look upon it. Unfortunately, Prof Dandavate is not here. Otherwise we could have asked him what happened and why he did not bring this Bill.

But certain questions arise which deserve to be tackled and which I think are relevant. This is borne out of the experience of this Act of 1961, the Apprentices Act. These are problems that have arisen in the field and these should arise even more so now. Persons who go after completing their training now in the ITIs. go for this Apprenticeship training. After they complete this Apprenticeship training, there is no security of employment. In fact, the Act itself categorically, under Section 22, assures the employer that he need not offer any employment to any apprentice who has completed the period of Apprenticeship training in his establishment. In other words, it protects the employer from making any offer—let alone absorbing him in regular employment.

Another fact which is the truth of situation prevalent today is that these apprentices are used as regular workmen. Their training is a farce. Within a month of brief training, they are put on the job, made to produce more than the agreed work-load agreements that are entered into, giving very little wages. In fact, this is a class of personnel who are being exploited. I only hope that the fresh

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students now, who are students under the scheme, who will go for Apprenticeship training, people who are going through the Plus Two courses, I only hope that they would also not be meted out the same fate. That is, they would be paid Rs. 400 today which is a miserable amount and work extracted for 8 hours. According to the Act, the same discipline and rules that apply to an average workman may also apply to these students undergoing training and they would come under the scope of mis-conduct and come under the scope of victimisation and be their good tools for exploitation. They would be used to even, if necessary, undo various agitations that may take place from time to time, which would be very justified.

May I therefore urge upon the Government—that may not be appropriate at the present moment for me to ask immediately to bring an amendment—but the time is ripe for us to think in terms of what is going to happen to these Plus Two students who undergo vocational training and just they are undergoing vocational training and have to hang on in the streets begging for jobs not knowing where to get employment. The whole object of the 10 plus 2 scheme—if I may recollect rightly—was to ensure that there is lack of generalisation in education and there is more attention paid to technical education, so that there is a professional bent of technically qualified personnel available in this country, so that we can progress, instead of having millions of BAs, churned out of the automatic educational machine that we have developed over the time. If that is to be the objective, then definitely the numbers stated in the Financial Memorandum amounting to 3000 this year; 4000 next years; 6000 in the coming years; 9000 etc. ultimately a large number of 12000 all over India where we have only 800 millions of people, I do not know, if this is going to be at all sufficient. This is definitely going to affect the chances of the Plus Two scheme to succeed. If we limit the amount of personnel or number of people whom we are going to bring under the scheme—may be plus two scheme—I humbly submit that it is going to be effective. It is possible without very much of financial implication and by laws—statutory—to ensure that an employer would take

his apprentice not only pays him some stipend of Rs. 400, if he uses him on-job and takes production from him, he should be given the same benefits as any employee, working on that job in terms of remuneration.

Another important point is that this Act further protects the employer from applying incentive scheme to the trainees. For example, it is clear from section 13 (2) that “An apprentice shall not be paid by his employer on the basis of piece work...”

That, I do not mind. But further it reads :

“...nor shall he be required to take part in any output bonus or other incentive scheme.”

In other words, an apprentice trainee would be used by the management to produce more and get the maximum out of the usual terms and conditions that are existing for labour and not pay to the young boy who works either incentive bonus or any other production bonus, which really gives an avenue for exploitation.

There is a mention of identification of 25 trades. I thought, the Hon. Labour Minister, while placing the Bill for consideration, would mention, at least broadly, which are those 25 trades. It is relevant for the purpose that these trades which are identified must have some connection with the manpower planning that the Human Resources Development Department, I think, is undertaking. If it does not have, then the very identification process of these trades will be defeated; and the exercise will be self-defeating.

My friend, Mr. Ananda Gajapathi Raju, was speaking of costs going up and about labour-intensive industry in India. Unfortunately he is not here at the present moment, but if I may submit in his absence, this is an argument that is often brought forward by the industrialists and capitalists when they exploit labour. Labour has never been the cause for increasing the costs. The cause has always been, and continues to be, mismanagement, bad management, bad planning. He

talks about re-training and redeployment. I welcome that, and I am sure that Government also welcomes that. But the objects of the Apprentices Act are not re-training of the existing labour but training the fresh people coming out of the technical institutes or giving on-job training as students of a vocational course. The objects of this Act do not come within the scope—even if you stretch it to the maximum—of bringing either the women farm labour or the existing workers. It is necessary for workmen to be given re-training as modern technology comes in or moves in because that is the only way they can be redeployed. But the point is this. If my learned friend had gone through the objects of the Apprentices Act in itself, in original, he would have found that there is no scope for those suggestions which, of course, are very welcome in the sense of general points...

**SHRI ANANDA GUJAPATHI RAJU :**  
I would like to point out that if the law of the land cannot take suggestions which are useful to the common man, then that law should be amended. [*Interruptions*]

**SHRI P. R. KUMARAMANGALAM :**  
I think, he did not catch me fully and before that, he interrupted me. I have said that his suggestions are welcome but unfortunately it is wrongly timed. That is all. [*Interruptions*].

He spoke of unskilled personnel being brought into the scope of this Act. This Act is speaking of training personnel who are really unskilled in the sense that they have been given, may be, formal academic education but not the technical aspect of it in the sense that they have read it from books but not on-job. There is a distinction between the two and it is realising the fact that technical expertise often is gathered on job rather than from books. It is an internationally known fact and that is the main objective with which this Apprentices Act really exists. It is not meant for training people in unskilled jobs. I do not think for carrying weights training is required in any industry. It is a manual act which can be done.

Normally unskilled refers mainly to manual jobs. If one means manual labour and if my friends meant that, then it will have to be another Act.

There are one or two other points which I would like to bring to the notice of the Hon. Labour Minister through you Sir. This Act requires reconsideration in its whole aspect for the simple point of view that today industries where this Act will be applied—invariably it is being applied at the moment—are industries where a certain amount of industrial relations stability has come into being.

Terms and conditions of workmen are covered. It is surprising to note that though the Workmen's Compensation Act includes within its scope workmen and apprentices, the Industrial Disputes Act does not bring within its definition the definition of an apprentice. The impact of this is that the apprentice really is a contract labourer, who neither comes within the scope of the Contract Labour Abolition Act nor does he come within the scope of the Industrial Disputes Act. He is neither here nor there. Like normally we say locally *na ghar ka, na ghat ka*.

You are ultimately going to leave it to the grace of the employer, who exploits the worker in full connivance with the Hon. authority under the Act. This is the usual that takes place.

So, may I, while supporting this Bill, submit to the Government and request you, Mr. Deputy Speaker, to urge upon the Government to bring about much wider changes in this Act as it is eminently necessary now. If younger and younger boys and children in fact they would be because one cannot call 'plus two' children as grown up men—are going to be exploited, it really would amount to sacrilege in this nation. We at least cannot statutorily stand by and watch it happen.

Lastly, I would end by saying that this Bill deserves to be lauded upon in the sense that for the first time in our country an attempt is being made to statutorily impose

[Shri P. R. Kumaramagalani]

upon industries and establishments to take into their rolls young fresh people either from the 'plus two' course or after completing ITI and to train them.

The second question that arises as a natural outcome is the present situation of ITIs. May I request the Central Government to sponsor, financially if necessary, some of these ITIs in so far as their equipment is concerned? They have such age-old equipment that it is impossible to believe that any real training can take place on those equipment. Unfortunately State Governments, it looks like, do not consider the ITIs. Should I name the State? No. I don't I think I should.

**SHRI ANANDA GAJAPATHI RAJU :**  
It is better not to mention the name because if you name, then you are going out of the House!

**SHRI P. R. KUMARAMANGALAM :**  
Therefore, I said whether I should. Anyway guilty conscious pricks!

The point that arises is that they require money very desperately to bring in new equipment. Technology has advanced very fast and today technology becomes obsolete even in five years and sometimes in two years depending upon the field in which it is used. So, it is necessary that these ITIs are sponsored by some Central Government scheme to bring in fresh equipment.

With these words I would say that I support this Bill and urge upon the Government to bring another comprehensive Bill with sweeping changes in the original Act.

**SHRI K. S. RAO (Machilipatnam) :**  
Mr. Deputy Speaker, Sir, I rise to support the Bill keeping in view the objective mentioned here that they want to extend it to the vocationalisation thereby incorporating the vocational apprentices alongwith the trade apprentices. Similarly there is also provision to increase the percentage for SC/ST and other handicapped persons in all the trades where it is more than one trade.

Sir, while going through the Bill I found that a small amendment is required and I request the Hon. Minister to take it into consideration. Our purpose is to include the technician (vocational) apprentice. I will read the concerned Clause :

“(pp) “technician (vocational) apprentice” means an apprentice who holds or is undergoing training in order that he may hold a certificate in vocational course involving two years of study...”

The moment the words 'two years' have been mentioned that means most of the trainee apprentices who had either less or more will not get this benefit. I do not think that is the intention of the Government or the Minister to plug it down to such courses which require two years training. If it were so then there would be a lot number of people who would be bereft of the benefit of this amendment. So, please consider whether you can replace the words 'two years' as has been done in the parent Act. There no specific time has been mentioned. There it is written "as determined by the concerned authority". So, I think, some change can be brought about so that the purpose may not get defeated.

Similarly in Clause 6 it is mentioned :

“(4) Every graduate or technician apprentice or technician (vocational) apprentice, who completes his apprenticeship training to the satisfaction of the concerned Regional Board...”

The words 'to the satisfaction of the concerned Regional Board' are very vague. In the parent Act it is written categorically that those who pass the examinations or tests conducted by the concerned authority. There need not be any chance for anybody to interpret or have a bias against anybody. So only by a change in the wording the purpose for which it is meant will get served.

Coming to the position today, Sir, whenever we go to our constituencies we find there are a large number of youth particularly belonging to SC/ST and other backward



classes who are not graduates or even completed their 10+2 examination. So, I request that adequate attention must be given to those boys who are in good number in rural areas by providing certain training in the various fields of activity in that area—whether it is agriculture or some by-product of agriculture. Unless it is done or unless those people are covered the real purpose will not get served. If only those people who are trained in industry in urban areas are helped then millions of rural people will get deprived of this benefit. So, I request the Hon. Minister to take this into account and make some provisions for these rural youth. If they are trained well and linked to the hundreds of thousands of crores of rupees being spent on 20-point programme and self-employment programme these apprentice trainees who have got adequate skill in their trade can generate more and more wealth. By connecting them with banks or other lending institutions, the purpose of these programmes as well as training will be served in a successful way, which is not being served today. Advancing loans or giving subsidiaries of thousands of rupees to the unskilled people is only leading to inflation, certainly not to productive purposes.

I certainly appreciate the amendment, which has realised the importance of the vocational apprenticeship Training is very important and to that extent I am very happy. But for a country like ours and with its present conditions, the number of trainees to be trained this year, that is 4000, and those proposed at the end of the Seventh Plan, that is 12000 is highly unimaginably low. I think, even if you were to increase the allocation hundred times, you should do it; the country will be greatly benefited by that, it would not do any harm to the nation. The country is badly in need of trained people. All the young people must be trained. This requires maximum concentration and the highest priority in the Budget allocation. It is not going to be a waste. On the contrary, it will give better confidence and will solve lots of problems not only of unemployment, but also of urban migration which is going on a large scale and which is creating lots of new problems. This will also reduce the dependence of the youth on Government

jobs. The moment they are trained, they are given apprentice training, even if you have to pay them more, increase their stipend from the present amount of Rs. 400, they will no more be a liability on the part of the Government and will depend on their own skills and will seek employment on their own. We will be infusing confidence in them by giving this training. At least we are solving our problems ourselves.

Taking all these factors into account, the Minister may kindly bring forward some more proposals and ask the Government for more and more funds and see that these people are encouraged more and more.

Today the Universities are producing numberless post-graduates and Ph Ds. While taking their degrees, they have built up an ego that they are above the common man or their own contemporaries by virtue of their degrees. When they are asked to do some work, they consider that below their dignity. This is because the education has not infused any confidence in them, or because of their lack of work experience, they have not realised the dignity of labour. I was very happy to see that it is called SVET, Special, Vocational Educational Training. This also indicates the importance of sweating. I think that in the course of time, this apprentice training must be made compulsory for every student. He must himself sweat and gain work experience. He must work by himself and gain confidence before he leaves any institution.

The Government should also think in terms of training instructors, who instruct them. Our country is short of, instructors. Before going to train the youth, we must think of training the instructors also.

It is mentioned in the Bill that the regional boards will be at four places. The Government should think in terms of starting regional boards in the headquarters of every State so that each State can realise the importance of this and allocate more and more funds from the State budget and they can also demand more and more funds from the Central Government for this laudable purpose.



[Shri.K. S. Rao]

I admire the Minister for bringing this amendment and I will be admiring him all the more, if he accepts my amendments or goes into the details of the two amendments that I have proposed sees the rationale behind them and bring those amendments on his own. Thank you very much.

**SHRI THAMPAN THOMAS (Mavelikara)** : Sir, the idea behind the Bill is, of course, well appreciated. But what is the consequence ? I would just like to give an instance. In my State alone, the number of unemployed youth who have completed their secondary level education and who have registered their names in the employment exchanges is 26 lakhs ! By this amendment here in this Parliament, how many jobs are you going to create throughout India ? Job oriented Apprenticeship for such category to just 3000 individuals ! One can easily assess how insignificant this proportion is going to be, when the gravity of the situation is taken into consideration.

I will laud and congratulate and welcome this Bill, if only it can be made practical so as to give training and employment for all the students who are coming out of schools. But I do not know how much importance Labour Ministry is given in this regard. I do not know how far the Ministry of Education is going to involve itself in this and how far the Central Government is going to take the responsibility of training the *plus two* students, *i.e.* those who finish their secondary level education, who want to go in for job-training

The mentality of our youth at present is not at all work-oriented. They prefer a clerical job. They would like to complete their graduation, get a degree and go for some job where they can get a chair. If we can change this sort of psychology and if we are able to utilise the entire youth force which is available to us, in the productive channel, in industry, in our factories for the purpose of more and more production, that will be a great achievement for the country. But, has the Government got any programme for that ? They are doing it as if it is an

election propaganda. They just want to show that they want to do something and that they are doing it. They say, "We are going to give vocational training to the people." To how many people ? Just 3000. It is nothing but a mockery. What is the purpose of this Bill ? In the Parliament a Bill is introduced to give vocational training to 3000 people, whereas in one State, that too a very small State—Kerala, there are 26 lakhs of registered unemployed, secondary school students. So, the gravity of the problem can be assessed. Do you know the number of people who have come out of school this year after completing their pre-degree course ? Those who have completed this 10+2 pre-degree college course, their number is three lakhs this year. As the problem is very acute, our Government has decided to have a pre-university board. They tell them that they are not university students and they ask them to go this pre-university board. So, they are creating this Board there. You say that it is the all-India pattern. But unfortunately, no opportunity is given to them for any training. Somebody says that it is the all-India pattern and therefore without knowing what is the meaning of this 10+2 course, they are just taking them away from the colleges and putting them in the schools.

I appreciate the amendment brought about by the Minister in this Bill, that it is intended for giving vocational training to the 10+2 students. The very purpose is that. I am only making a mention of my State alone, just to show the gravity of the problem. There are three lakhs of students who are studying in the secondary level, that is the pre university level course. This year they are being taken back to the schools. That means from colleges, they are going to the schools.

I will be very happy if the Labour Department can start vocational training centres in all the schools in Kerala. There is so much good in the idea. It is indeed a very good thing if our youth will be trained for work and that work can be utilised for increasing the country's gross national product. You will get a lot of appreciation, if that is done. But the proportion is very very little.

The second thing—I would like to quote Mr. Kumaramangalam is when we are planning all these things, how these things are being exploited by the employer? I know Cochin Shipyard which is concern belonging to the Government of India. The Apprentices used in that concern amount to hundreds and every batch of Apprentices who were given training there are now waiting at the doors of the Cochin Shipyard for employment say for 3 years or 4 years or even 5 years. I know this because, six years back, there were people who were trained there. We have given them the trade training. But they are still in the queue for employment. So what is the guarantee, this Government is going to give for the people whom you gave this job-oriented training for the purpose of jobs? Will you make a mandatory provision in this Act that those who have undergone this type of training—vocational training—and who have perfected themselves in the job will be absorbed in future vacancies? If people who have completed their 10 plus 2 and then they undergo training in a factory, supposing vacancies arise, in that case, according to their seniority cum merit will they be absorbed instead of taking people from outside? Can the Labour Ministry enforce such a rule? What is happening in these factories? These apprentices can produce things or involve themselves in the production of a commodity just like any other worker of the factory and they are paid a meagre amount and after that they are sent out. Then they again try for getting jobs here or there. Perhaps the people who get this vocational training in a particular trade goes for some other work which he had never attended to. So we should have a monitoring system. We have at the moment no monitoring system. A person who has got a very good training in building or a person who has got a very good training in accountancy may go to work elsewhere is a Clerk or a Peon. So we are not utilising them also after imparting them this training. I submit that there should be a proper monitoring system for those who undergo training.

The points are (1) they should be absorbed in service and (2) there should be a monitoring system.

These Apprentices who are working there have no supervisory staff connected with the Ministry or with the Department. They are at the mercy of the management only. The Directorates which are functioning in the various cities are ill-equipped. May be they have got one officer and two clerks or something like that. In a metropolitan city where this Directorate is functioning, there is no further supervision. I know that under the Apprenticeship Act, these Directorates are compelled to give coaching after they have had their vocational training or a practical training for a particular period in a factory. Every week they will have to go back to the institute and undergo training. I know personally that none of the factories in India is sending these people back to the institute to hear the lecture or attend the classes. People just work like an employee in the factory and associate themselves in production. This is because, you are not having any control inside the factory. Therefore, I say that whenever these apprentices are taken, they should be taken in a larger way and more people should be given the opportunity. There should be an officer of the Government who is competent to examine and make necessary inspections and give directions to look after the affairs of those people who undergo the training. These are my suggestions. Of course at the beginning I welcome it. But a drastic Amendment with a wider perspective may be brought at the earliest. Not only the Labour Ministry alone should be involved, but the Education Ministry should also be involved in viewing the importance of this subject.

[Translation]

\*SHRI R. JEEVARATHINAM (Arakkonam): Mr. Deputy Speaker, Sir I welcome this Apprentices (Amendment) Bill, 1968 and I support it. I would like to say a few words in regard to this Bill.

Sir, according to the Apprentices Act of 1961, under the auspices of Regional Boards of Apprentices Training, only graduates and technicians could get training facilities. But under the present Amendment Bill, students who take up vocational courses at their 11th

\*The speech was originally delivered in Tamil.

[Shri R. Jeevafathinam]

and 12th standards can join the apprentices courses for various trades after completing their 12th standard. This is a step in the right direction. By this, the students would be able to get training for various trades in the various training centres and after their successful completion of vocational training, they will be able to get job.

Sir, about three months back, the Hon. Minister for Human Resource Development, Shri P. V. Narasimha Rao, had placed on the table of the House a Document called 'A New Education Policy'. This amendment Bill is perhaps the first step of that policy. All of us are aware that on the one hand the number of graduates is increasing every year by leaps and bounds, and on the other, unemployment problem is also increasing. However, after this Bill is passed, the poor and those who are unable to continue their studies at the college level would be able to take up vocational courses at the 11th and 12th Standards in their respective schools and then they can join the various vocational training centres and get training in those centres. Moreover, I welcome the incentive of Rs. 400/- p.m. as stipend to those trainees.

Sir, though everyone of us would welcome this Bill I would like to point out that there are some small lacunae in this Bill. Sir, ours is a very vast country. Every year lot of students would come forward to join these training centres. Now, as given in the Bill, according to the Seventh Five Year Plan, only 12000 people would get admission to these training centres, that is, about 3000 people would get admission every year. But my sincere request to the Hon. Labour Minister, Shri P. A. Sangma, is that this number should be increased to at least 15,000 per year, that is, 60,000 for the whole Seventh Five Year Plan.

My second point is that these training facilities should be available in all towns and Panchayat areas where even the college facility is not available. Moreover, the proposed stipend of Rs. 400/- p.m. should be raised to Rs. 600 p.m. because in this the Central Government's share is only 50 per cent.

Mt. Deputy Speaker, Sir, if we go into detail of all the previous Five Year Plans, our experience has been that we have faced certain difficulties in successfully completing all those projects and schemes envisaged in all the Five Year Plans. One of the reasons for this was due to the slackness shown by the executive authority. Therefore, my request to the Hon. Minister is that the Government should appoint really capable and sincere persons to effectively man and supervise these training centres.

Another point I would like to place before this august House is this. Sir, only a paltry sum of Rs. 2.88 crores has been set apart for providing vocational training facilities. This amount is very very meagre. This is just a tip of the ice berg. This amount should be increased to a very large extent.

Mr. Deputy Speaker, Sir, in this connection, I would like to mention one instance. In my constituency, in the BHEL Unit at Ranipet, some months back about 600 people had been given training in various trades and they were given stipend also during the period of training. But when the question of filling up of vacancies in various trades in the same Unit came, people from other BHEL units were brought in and given employment. Therefore most of these 600 trainees are unemployed. Likewise in some of the private sector units also, people were given training in various trades, but all those people are not given any employment. What is the use of giving training to these people? All the efforts of giving training to these people? have gone waste. My humble submission would, therefore, be that after successful completion of training in their respective trades, Government should see to it that those trainees get employment. Otherwise, the very basic purpose of this Bill is defeated. Not only that. We would not be able to put an end to the increasing number of unemployed persons. Moreover, all the money that would be spent for this purpose would also become infructuous.

Sir, if you kindly refer to para 22 (1) of Page 15, under Chapter-II of the Bill, it has been stated that it is not obligatory for the employer to employ these trainees after successful completion of their training. There

is no assurance given to these trainees that they would get job after training. Therefore, my humble submission is that all those persons after their successful training should either be given employment or the Government should come forward to give them loan through the nationalised banks so that they may be able to start their own workshops in a small way thus get themselves self-employed. This Bill does not mention anything about what would be the fate of these successful trainees. There should be some arrangement by which these trainees should get their names registered with the Employment Exchanges in their respective areas and their names should be sponsored to the various Government Departments, public sector undertakings as also private sector organisations to fill up the vacancies in various trades in their Workshops. In this way, the Government will be able to give some kind of employment guarantee to the trainees. Thank you.

SHRI RAJ KUMAR RAI (Ghosi): Mr. Deputy Speaker, Sir, I feel obliged to you for giving me an opportunity to express my views on the Apprentices (Amendment) Bill.

This House unanimously adopted the new education policy. The objective behind the Bill was that people should not only depend on white collared jobs to earn a living but also take up other type of employments which involved manual labour. This amendment is very important as serious thought is being given in this direction.

We are adopting the new education policy in such a way that we can absorb all the educated unemployed in the country. The vocationalization of education will help a lot in this regard. Today, the youth in the country is badly in search of jobs but our past experience is that the school education does not help them much and gradually it creates in them an aversion to work and as a result they are not able to do anything. If there is vocational training it will benefit all.

Besides this, if vocationalization is introduced, it will help in reducing the pressure

on higher secondary schools and other higher academic institutions.

There are few questions which come to one's mind at this moment. At the initial stage the Government has fixed a target of training only 4,000 people and the total target by the end of Seventh Plan is 12,000. Ours is a big country and providing training to a few thousand would be like a drop in the ocean. It will not serve any purpose. Policy will remain merely on paper. The problem will become so serious that the Government will not be able to pick and choose. This amendment will only serve as a bait. Therefore, there is urgent need that all other schemes are withheld and after consulting the Hon. Finance Minister, vocational training is ensured to all. This should be extended to lakhs and crores of people and not to a few hundred and thousand. The present practice will not serve any purpose. The entire House is aware of the problem that may crop up as a result thereof. Hon. Sangma Sahib has ably handled the Labour Ministry for quite sometime. I would like to know whether Government is aware as to what extent workers are exploited and what is the total number of unemployed in the country? There are many unemployed who are not enrolled anywhere and they go in search of jobs to every nook and corner of the country. The Government is still indecisive as to which category of people—skilled, unskilled or technical—should impart the training under this scheme. When the lure of vocational training comes before them, the result will be sheer exploitation by those who impart training because our youth do not have any other alternative to get rid of unemployment. They will fall prey to this lure. Great injustice will be done to them. I would like the Government to reconsider this amendment and make specific insertions on the basis of past experience. Besides, it should also ensure the procedure that has to be followed in this connection. A quota system should be introduced and it should be increased as and when required. Besides, I want to point out few other things. Through this amendment, the Hon. Labour Minister has made provision to impart vocational training to the Scheduled Castes, the Scheduled Tribes and weaker sections of society. This is a welcome step. All of us

[Shri Raj Kumar Rai]

are aware that the Scheduled Castes, the Scheduled Tribes and weaker sections of society are neglected in other parts of the country. Therefore, I would like the Hon. Minister to give an assurance that no injustice will be done to them in this regard.

With these words, I thank you for giving me opportunity to express my views.

18.01 hrs.

*The Lok Sabha then adjourned till  
Eleven of the Clock on Thursday  
July 31, 1986/Sravana 9,  
1908 (Saka)*