

[श्री ० राम जी सिंह]

समझता हूँ कि हिन्दुस्तान में घोरता का सवाल कोई साम्प्रदायिक सवाल नहीं है। बल्कि धार्मिक नीति से यह सवाल जुड़ा हुआ है। यही कारण है कि जब संविधान बन रहा था उस समय प्रायः सहमत होंगे कि उसको बनाने वाले कोई संकीर्ण साम्प्रदायिक आधारी नहीं थे और उन्होंने धारा 48 रखी। इस में निर्बलक तत्व दिया हुआ है कि शोषण बन्द होना चाहिये, कुछ की बात है कि संविधान की रक्षा करने वाले पिछले 31 वर्ष से इसको भुलाये बैठे हैं और अब पहले से ज्यादा गायें कट रही हैं। यही कारण है कि हमारी कृषि की व्यवस्था लड़खड़ा रही है। जब इस प्रश्न को छोड़ा जाता है तो कुछ की बात है कि इसको साम्प्रदायिकता के माध्यम से जोड़ दिया जाता है। लेकिन प्रायः पड़ोसी देश ताकिस्तान को देखें। मुगल काल को देखें। अकबर के वक्त में भी प्रायः के बंध की बन्दी थी। इस वास्ते देश को साम्प्रदायिक सवाल कह कर उड़ा देना ठीक नहीं होगा। धारा 48 की व्याख्या करते हुए सुप्रीम कोर्ट ने जो जजमेंट दिया था वह भी प्रायः के सामने है। हिन्दू मुसलमान रूयूट्स को जो रिपोर्ट्स हैं उन को उन के सामने प्रस्तुत किया गया था। इन रिपोर्ट्स का एक बड़ा कारण भी दिया रहा है। कोई बात महोदय पहले हमारे भागवतपुर में बड़ा किसी बदमाश ने जो हिन्दू मुस्लिम सीटारों को प्रेम को नष्ट करना चाहता था गांव का मांस शंकर उतर छिड़क दिया जिससे दंगा भड़क उठा। यह बड़ा ही संवेदनशील प्रश्न है। इन वास्ते दसो बड़ी आसानी से भड़क जाते हैं। सुप्रीम कोर्ट ने धारा 48 की व्याख्या करते हुए यही कहा है कि शोषण बन्द होना चाहिये। सुप्रीम कोर्ट कहती है, भारत की संस्कृति कहती है, गांधी जी जो हिन्दू मुस्लिम एकता के लिए शहीद हुए कहते हैं कि इस को बन्द होना चाहिये, गांधी जी के शौर्यवत और मूर्धन्य शिष्य आचार्य विनोबा भावे ने उपवास किया है इस को लेकर। प्रादेशीय प्रधान मंत्री जी प्रथी उन से मिल कर आए हैं। कल मुझे सूचना मिली है कि बिबराजि के दिन से उन्होंने ने खाना छोड़ा कर कर दिया है—

सत्तापति महोदय : प्रायः धनकी बार जारी रखें।
अब प्रायः बैठे की बर्ती ली जानी है।

श्री ० रामजी सिंह : धन्यवाद।

18 hrs.

HALF-AN-HOUR DISCUSSION

PROVISION OF EMPLOYMENT DURING THE NEXT TEN YEARS

MR. CHAIRMAN: The House will now take up Half-An-Hour Discussion to be raised by Prof. Samar Guha on points arising out of the answer given on the 21st February, 1979 to Starred

Question No. 22 regarding provision of employment during the next ten years.

PROF. SAMAR GUHA (Contal):
Mr. Chairman, Sir, I am raising this issue for discussion today which is, in a sense, more explosive than the nuclear explosion. The structure of our democratic society, our political institutions, will face severe explosion perhaps by the end of this century, if not earlier, unless we tackle this problem of unemployment. The way the population is growing, the problem of unemployment is also growing and it has become so appalling that a solution also baffles our wisdom what to speak of our resources. Although the problem is very appalling, yet at different times, different figures about the unemployment are given to us. This is what has been done in all these years. Even earlier, different figures were given at different times. The correct figure that you can have about the unemployed persons is from the unemployment registers with the employment exchanges. Just to highlight the problem—perhaps there is no need to highlight it, it is known to everybody—in 1970, there were four million unemployed persons in the live registers of the employment exchanges. This figure rose to 10.2 million in 1977 and to 12.2 million in 1978; an increase of 19 lakhs in one year; that is 18.7 per cent. In 1970, employment for only 4.5 lakhs was found in 1977, it was found only for 4.8 lakhs. I am mentioning these figures just to make ourselves aware of the problem. We shall have to tackle this problem or otherwise, as I said earlier, our democratic society will crash, perhaps in no time unless we tackle this problem.

I am very happy that the Prime Minister has made a very bold statement that the unemployment problem will be solved within a period of ten years, I wish, the Prime Minister helps this country, guides this country upto 1987. If he can really do so—Rajaji

did, why not he? - then he will be remembered by our generation as the man of the age. I do not know how far and to what extent, this challenging task will be met by the present Government.

But I want to draw your attention to some of the gimmicks and hyperbolic statements that have been publicly made by some of the Prime Minister's colleagues, that instead of 10 years, the unemployment problem can be solved in 3 years. I would only caution him that if this kind of statement is allowed to be made publicly by his colleagues—it appeared in all the paper (*Interruption*) It will develop some kind of a cynical attitude towards the Prime Minister's statement that the unemployment problem will be solved within 10 years.

I would not dilate too much by giving figures. But out of the 10 years, 2 years have elapsed. I want to know from the Prime Minister figures in two respects: first, the total number registered in the employment exchanges in 1977-78 and 1978-79; and second, to what extent the unemployed persons who registered their names in the employment exchanges have got jobs. And, to what extent this Government has succeeded in creating new employment. These figures are not available.

If we really mean business in solving the unemployment problem within 10 years, I will be happy if certain realistic figures about our achievement are given.

MR. CHAIRMAN: Please finish within 10 minutes. It will be better, because the Prime Minister has to reply.

PROF. SAMAR GUHA: A suggestion has been made in the Draft Plan. I read out the concluding paragraph:

"The removal of unemployment and significant under-employment within a period of 10 years is one of the principal objectives of the new Plan.

The employment strategy outlined above for the five-year plan 1978-83 is expected to make a major dent into the unemployment situation as

a first step towards the goal of completely eliminating unemployment within ten years. In fact, against the background of estimated unemployment of 20.6 million and the estimated addition of 29.5 million to the labour force, which together adds up to about 50 million, the employment expected to be generated during the current five year plan is of the order of 49.3 million standard person years of 273 working days."

A lofty objective has been set. But I want to know from the Prime Minister: what are the real, precise targets, task-bound targets that have been set up, and in what way will this problem be tackled—and these 50 million people provided employment?

In the same note, it has been said that the number of educated unemployed is 2.7 million; and they expect to provide jobs to 2 million jobless people.

Leaving aside the problem of educated unemployed unresolved, I want to know from the hon., Prime Minister whether a decision has been taken and whether he is going to ask each and every ministry to set up an annual target for providing new employment and to get after each year performance reports and place them before this Parliament. Secondly, I want to know, to tackle the problem of unemployment, whether government is going to set up a separate ministry of employment so that on a time-bound-task-basis the problem, I should say, could be tackled by that ministry. It should indicate proper planning for early generation of new jobs. Secondly, there should be coordination and monitoring of projects for creation new jobs in the organised sector and self-employment sector, both at the central and state level; thirdly, formulation and execution of projects for training, giving financial aid and extending market facilities for speedier expansion of the scope of self-employment and fifthly, collection, correlation the performance of the projects for employment and consequential and

[Prof. Samar Guha]

continuous reorientation of such projects and fifthly, collection, correlation and dissemination of various data regarding the problem of unemployment and employment generation.

MR. CHAIRMAN: This makes a list of ten questions. Anyway please try to finish; if you want to hear the reply, you have to finish. I want your within ten minutes.

PROF. SAMAR GUHA: I started by saying that the Prime Minister has made a promise to the nation, in particular to the unemployed youth. I want to have a realistic, pragmatic answer from the Prime Minister so that yearly target may be set and yearly performance report may be placed before Parliament, so that it may be understood by ourselves and by the people that the Janata government really means business and wants to fulfil the promise that had been made by the people.

THE PRIME MINISTER (SHRI MORARJI DESAI): This question is not discussed, for the first time. Several questions have been asked and replies have been given. I think it will go on being discussed, naturally, because it is a very important question and I can very well understand the concern of my hon. friend and the concern of all the Members in this House. I can only assure him that I am not less concerned nor less alive to it. But there is a difference between him and me in this matter; he can certainly speak very forcefully; I cannot do so because I cannot give an exact figure just now; it is not possible for me to do so. If it had been possible I would have done so. It is true that we have said that we want to remove and we will remove unemployment within ten years. Two years have nearly gone out of ten, it is true, and eight years remain. But I do not think it was intended, to say that we will give every year an account of how many people are

employed. It is not possible to do it. It can only be done in the course of every four or five years. Before that it cannot be done. When a census is taken, then we can have more exact figures. But we have in the Five Year Plan attended to this aspect much more keenly. Therefore, we are taking more labour-intensive programmes in everything that we do, so that more and more people get employed. It is, therefore that we are attending to the rural sector with first priority. That also is giving more employment to the people. The real problem here is not total unemployment. It is estimated that the number of totally unemployed out of this is about 4.5 or 4.6 million.

AN HON. MEMBER: 5 million.

SHRI MORARJI DESAI: Call it 5 million. I do not want to quarrel over that because these are all vague figures. We can say 5 million. But the real problem is that of partially employed people and seasonally employed people. These figures are difficult to give. We have, therefore, taken up programmes in the rural sector for strengthening agricultural production, which goes on giving more work to people and also employing more people. The question of animal husbandry also is being tackled more vigorously and the Operation Flood, Second Stage, has come, which also employs more people. For example, they say, their estimate is that by 1982 they will employ at least 3 1/2 lakhs of more people. Fully employed people will be there. There will be self-employment more than anything else. In the same way, the small-scale industries and Khadi and Village Industries Commission—will give them work in their own homes more than anything else—will also employ about 6.8 million more people. That is how we have provided finances for them. They are also going according to that programme and they are extending it. These are being attended to in different ways by different

States. There is the programme of antyodaya in Rajasthan and also in Punjab and one or two other States where they have taken the five poorest families in every village to bring them up by giving them work through self-employment and other ways like providing them with loans where necessary and seeing that they get employed and they get proper income within about two years. Then they take other small people. In that way, they have taken 155,000 families in Rajasthan. In other places they are tackling it in their own way like this. This does generate and it has generated employment. I have seen that myself in Rajasthan. I think out of 155,000 families which they have taken up, more than two-thirds or nearly three-fourths have already been tackled. Then there are the instructions to the banks and the banks have also taken up these programmes. They have amongst all of them in all the branches, adopted about 55,000 villages out of 550,000 villages in this country. The attempt there is to see that every person gets employment by giving him partial employment or full employment in cottage industries or in the work that they are doing. The banks are giving them money to see that they get self-employed. More people will be self-employed rather than get employed only in industries or as labour. That is how this can be tackled much more. This is what is being attempted and, I think, we are seeing results of it also.

In some places, others also have adopted villages. That work has begun only a few months ago. It is now gathering speed. There also, the programme is the same. Not only it is giving them employment but also it is to see that their living conditions improve, roads are built and water facilities are given. That is also being tackled. That also gives work to people. This is how the whole problem is being tackled. I am very hopeful that what we have said we will be able to carry out at the end of 10 years.

It is said, at the end of 10 years, who knows who will be there. I cannot say, I will be here at the end of 10 years. The Government will be there. I think, every Government, whatever it may be, is going to go on with this work. Not that it is going to leave it. That is how it is envisaged. Not that I am going to do everything. Who knows how long I will live? How can I say I am going to carry it out. But as far as it lies within my power, I will certainly do it as long as I am there. That is all I can say. Should I, therefore, say, I will not talk about 10 years, that I will employ in one year so many people and in two years so many people. That is not the way to tackle the problem. When we plan, we plan for a period. We do not plan merely for one or two years. That is how it has been said after considering all the aspects of the case.

I am quite sure that we will be able to do this by that time because the programme that has been taken up by the Planning Commission has envisaged all this and it is now quite underway of implementation. It will gather momentum and I am quite sure my hon. friends themselves will see in the field that there is more employment.

As regards, the question of unemployment registers, they are not so accurate, if I may say so. There are far more people who register themselves for better employment. They have employment of some kind. But they want better employment. Naturally, therefore, they register and they register not only in one place but they register in several places. How to distinguish all these figures and give the correct figures is not possible for me to do. I am trying to find out how best we can get accurate figures to know what exactly is being done. It is not possible to have it just now. I am trying to find out how best I can do it. When we find it out, we will certainly place the figures before my

[Shri Morarji Desai]

hon. friends. But today I cannot say anything more than what I have stated.

डॉ० रामजी सिंह (भागलपुर) : समापति जी, मैं भारतीय प्रदान मंत्री जी से सहमत हूँ कि यह समस्या बहुत कठिन है और सरकार ने सही दिशा में प्रयत्न किया है। ग्रामीण क्षेत्रों में संशोधन का कार्यक्रम, कृषि एवं पशु पालन का विस्तार, लघु उद्योगों का विस्तार—यह सारी योजनाएँ हैं। लेकिन इन्टरनेशनल लेबरमार्गनाइजेशन की जो स्टैटिस्टिक्स हैं वह बहुत भयावह हैं। बड़े पापुलेशन प्रोफाइल को हम देखते हैं और जो बड़े पापुलेशन रिसर्च ब्यूरो की रिपोर्ट है उस के मुताबिक दुनिया की जनसंख्या इस आताजी के अन्त में 2.5 मिलियन हो जायेगी। एशिया में 51 फीसदी बढ़ोतरी हो जायेगी जनसंख्या की और जहाँ तक भारत का प्रश्न है 1991 तक 800 मिलियन पापुलेशन हो जायेगी। अभी यहाँ पर 21 मिलियन जाब हंडर्स हैं। आई एल एन की रिपोर्ट में कहा गया है :

"Hunt for jobs must be started in right earnest. Delay may mean disaster."

यह मैं इसलिये कह रहा हूँ, यह ठीक है कि बार बार हम को धाप से यह प्रश्न पूछने में संकोच लगता है लेकिन जो भूखे और भिखारी हैं उद्विग्नता इतनी है कि जैसे भगवान का नाम हम बार बार लेते हैं उसी प्रकार यह प्रश्न भी बार बार धाप की सेवा में उपस्थित करते हैं। इन्टरनेशनल लेबर मार्गनाइजेशन ने एक बात कही है, बड़े एम्प्लायमेंट फंड की स्थापना की दिशा में भारत कुछ प्रयत्न करे ताकि उस का लाभ यहाँ भी मिले। साथ ही मैथ्यू कमेटी की जो रिपोर्ट है उस की खासकर 6 सुली सिफारिशों पर सरकार कहां तक सहमत होती और कहां तक उस को कार्यान्वित करती है। जैसा कि हमारे समर सुदा जी ने कहा है, यह बेकारी की समस्या बहुत ग्राहम समस्या है। इसलिये मैथ्यू कमीशन की जो सिफारिश है, जैसे —

a separate Ministry of Manpower Planning and Employment at the Centre and in the States

या जैसे यू० के० में एक

Statutory National Manpower Commission

इस तरह की कोई चीज हो तो लोगों के मन में ज्यादा विश्वास होगा और वैसे वैसे पहले भी कहा है कि "ही-एम्प्लायमेंट सचिन्" जैसी कोई चीज या वैसे वैसे तरह से कहा है—आभी चाफ मैगनल—रिफॉर्मेशन

हो—जैसी कोई चीज बने। वैसे तरह से तो वहाँ तक कहा है कि हम 3 वर्षों में बेकारी की समस्या को हल कर देंगे।

तो मैं बहुत विनय के साथ भारतीय प्रदान मंत्री जी से जानना चाहता हूँ कि आज जो बेकारी का ग्रहम विज्ञान है इस को राष्ट्र और राज्य के स्तरों पर हल करने के लिये—क्या वह उचित नहीं समझते हैं कि मैथ्यू कमीशन की सिफारिशों को जल्द से जल्द लागू करें ?

SHRI EDUARDO FALEIRO (Mor-mugao) : Mr. Chairman, Sir, I very humbly submit that when the Prime Minister says that many of those persons who are included in the registers of Employment Exchanges are at least partially employed, he is very much right, but there is another thing. It does not mean that the number of unemployed is less than that which is shown in the registers of the Employment Exchanges. We come from rural areas. There are a lot of people unemployed there and they do not register themselves with the Employment Exchange because there is no hope of getting employment through Employment Exchange. We cannot, therefore, say that the figure given in the registers of the Employment Exchanges alone shows the correct figure. Actually the number is much more than that.

I do appreciate the programmes for eradicating unemployment which have been enunciated by the hon. Prime Minister. They are very good, they are very ambitious. But then I may point out that, if these programmes or similar programmes which had been enunciated in the last several years had been implemented, today in this country there would have been no unemployment problem; on the other hand, there would have been shortage of labour. Therefore, the question is not one of programmes but of implementation. On this my question contains only two parts by way of seeking clarifications. Firstly, if you do not have the statistics of the unemployed, how are you going to tackle the problem of unemployment? Suppose you have to arrange jobs for, say, masons, and 100,000 jobs for masons

are created, but there are only 50,000 masons, what is the use of this programme? You must first know how many unemployed people are there, not only how many are unemployed but what are their skills. Without these statistics, you cannot go forward. Therefore, my first part of the question is whether Government contemplate a survey of skills not only in the urban areas but also in the remote areas, in the rural areas, and if so, the broad outline thereof.

The second clarification which I want to seek arises from the reply given to this Question under discussion by the hon. Prime Minister. He said:

"49 million standard person-year employments will be created in 1982 upto 1983..."

So, what is going to be created? What is going to be created is '49 million standard person-year employments.' It may mean employment for 49 million persons for one year or it may mean that 50 million people may be employed for less than one year, or, it can mean that one million people can be employed for 49 years. My question is this. If you give employment to these people for one year or six months, unemployment will recur at the end of the period. Therefore, I want to know whether you can give us an idea as to how many permanent jobs are going to be created and how many temporary jobs are going to be created.

I would request the hon. Prime Minister to give us these two clarifications, so that we may know where we stand.

MR. CHAIRMAN: The hon. Prime Minister.

SHRI SHYAMNANDAN MISHRA (Begusaral) rose—

MR. CHAIRMAN: I am sorry, under the rules I cannot help you; I can not permit questions to be asked

because it is out of time. The notice must be given before the sitting....

SHRI SHYAMNANDAN MISHRA: The point is that four Members have to be provided for. Only two Members have been permitted. In this matter the discretion lies with the Chair.

MR. CHAIRMAN: It is not that four Members must necessarily be allowed. I will read out the rule....

SHRI SHYAMNANDAN MISHRA: The rules are not hide-bound. It is within the discretion of the Chair.

MR. CHAIRMAN: I am bound by that.

SHRI SHYAMNANDAN MISHRA: You are not. I am sorry that you are not just.

SHRI MORARJI DESAI: May I tell my hon. friend that if notice is not given, then only two Members may speak. It is not that four members must speak. If notice is not given how is somebody to be called? Then many people can be called....

SHRI SHYAMNANDAN MISHRA: The question was that I had pleaded with the Chair that I could not give my name in time. Would not the Chair be indulgement to give me time? In such a matter the Chair has always been very kind to the Members....

SHRI MORARJI DESAI: Already half an hour is over.

SHRI SHYAMNANDAN MISHRA: When four members can be allowed and that number is not reached, then it could have been very proper on the part of the Chair to give me some time.

MR. CHAIRMAN: I am afraid I cannot do it under the Rules.

SHRI SHYAMNANDAN MISHRA: If you cannot do it, that is all right.

SHRI MORARJI DESAI: My hon. friend, Dr. Ramji Singh said that there should be a separate Ministry which might plan man-power. I do not think that will solve the problem at the centre because this has to be tackled in the States and a Minister here is not going to do that. We are, as a matter of fact, at it in every Department and in every Ministry and it is to be tackled in all Ministries and that is what is being done. Yes, it might give some employment to some people in the office of the Minister and more jobs can be created like that. But, on the contrary, that will hamper the work. That is my view. There will be a demand for a separate Ministry for every possible thing. That is what is being done. That way, the government work cannot be done—as far as I can see.

But, we are seeing that every Ministry tackles that properly in that Ministry wherever it is possible. This is how we are trying to do it. *(Interruptions)* Co-ordination is being done. That is the business of the Prime Minister and the Planning Commission. *(Interruptions)* How many co-ordinators will there be? That is what one has to think. But earlier what was done? That is the experience from which one learns. It is no use proliferating Ministries because that means only unnecessary expenditure and less resources available. That is what it means.

Then the question of what was said about 49 million person years. It means 49 million persons will be employed in a year. This is how I understand it. I do not understand this jargon myself very much. *(Interruptions)* I tried to understand it. I tried to find out the meaning. It is said—within five years. But that does not mean that 49 million people may be employed for 49 million years or 1 million people for 49 years. That is not so. The employment that we are creating must be a continuous employment....

SHRI SHYAMNANDAN MISHRA: That is for 273 days.

SHRI MORARJI DESAI: Yes, for 273 days in a year. That is what is expected.

SHRI SHYAMNANDAN MISHRA: That is the quantum of employment.

SHRI MORARJI DESAI: That is what it is. Of course, there are some areas which create temporary employments like roads, the work on the railways but this goes on increasing. Therefore, these very people can get employed—not that they cannot get employed. The attempt is not to see that employment is given now and tomorrow they will be out of employment. That will not do. Therefore, self-employment is much better and that is what we are trying to do.

SHRI EDUARDO FALEIRO: How?

SHRI MORARJI DESAI: By giving them help to see that they take to some cottage industries. The work of animal husbandry is also the same thing. If I may give an example, if my hon. friend would like to go and see, in Anand in Gujarat there is a dairy which started 30 years ago. Now it has developed. But it started with only about 42 members but today it covers the whole district practically and there are 500,000 to 600,000 members. And there are more and more societies. That is why, in that district, practically, there will be no unemployment. Because this gives work to everybody. A man who has no other work to do keeps a buffalo or a cow or two cows or two buffalos. That is where we are helping the people to buy these cattle by giving them loans. The banks are giving loans under this programme. That will be a permanent thing. It is not a thing which will stop one day and then afterwards we will find them new employment. Therefore, this will go on. That is how these problems are being tackled. Beyond that I do not know what am I to do?

SHRI SHYAMNANDAN MISHRA: The question that is being asked is: if the planners or, for that matter, if

the Government could estimate the employment to be generated to the extent of 49.3 million for a standard year for the standard persons, could not the Government also be in a position to say what amount of employment is being generated from time to time because employment programme relates to the investment and production plan?

* SHRI MORARJI DESAI: I said in the beginning that this was what I am anxious to do. Unfortunately, there is nothing on which I can say that I have those figures. That is the position in which I am placed I am now trying to see whether within about few months or a year, we will be able to find out a method. Then we can say something. This is also what I am trying to do. Ultimately I can only move the

machinery. I cannot do it myself. But, I am at it. The Planning Commission is also at it. That has got to be done. It is no use merely saying, well, we will do this or that.

Whether this is done or not, ultimately will be judged by the people who feel that the problem has lessened. I think, the statistics are not going to satisfy them. That is the test that I apply to it.

MR. CHAIRMAN: The House stands adjourned.

18.37 hrs.

The Lok Sabha then adjourned till Eleven of the Clock on Monday, March 5, 1979/Phalgun 14, 1900 (Saka).