

12.30 hrs.

*DEMANDS FOR GRANTS, 1982-83—
Contd.

(i) MINISTRY OF LABOUR—contd.

MR. DEPUTY-SPEAKER: The House will now take up further discussion and voting on the Demands for Grants under the control of the Ministry of Labour.

The Minister will reply to the discussion.

THE MINISTER OF STATE IN THE MINISTRY OF LABOUR (SHRI BHAGWAT JHA AZAD): Mr. Deputy-Speaker, Sir, it was befitting to the occasion that the discussion on the Demands for Grants under the control of the Ministry of Labour was initiated by Shri Bindeshwari Dubey, a veteran trade union leader—not present in the House now—who has been a representative of that school of thought in the trade unions, who believe that the labour should have its share in the production, but at the same time, must not allow the wheel of production to stop; it must go on uninterruptedly so that there should be more to distribute and share in the community and for those who produce the wealth.

I appreciate Shri Dubey's contribution to the debate in the sense that he has appreciated the Government's labour policy and at the same time has offered constructive criticism for the improvement in the Ministry of Labour. Along with him, there were other friends, Shri A.T. Patil, Shri H. K. L. Bhagat, Shri Kunwar Ram, Shri Girdhari Lal Vyas, Shri Kamalnath, Shrimati Usha Prakash Choudhari, Shri Mahendra Prasad, and Shri M. Ram Gopal Reddy, who appreciated the policy of the Government and offered constructive criticism also. Of them, except Shri Vyas and Shri Ram Gopal Reddy, I think, nobody else is present in the House. My special gratefulness is due to Shri Mohammed Ismail and Shri Rajan who fired their misguided missiles of misunderstanding of Government policy and offered no constructive criticism, rather it was all destruc-

tive. My most grateful thanks are to Shri Harikesh Bahadur, about whom many of my friends have mentioned that we have given a lien to them, Shri Ram Vilas Paswan, Shri Chitta Basu, Shrimati Pramila Dandavate, Shri R. P. Yadav, Shri Satyanarain Jatiya, Shri Horo and Shri Pius Turkey. My special thanks are to Shri Palaniappan.

All friends who have participated in the debate have, in their own way, tried to appreciate, but some hon. friends from the other side, have depreciated the Government labour policy, but I fully agree with Shri Bindeshwari Dubey, when he says that the workers of this country have fully demonstrated their love for the country and the faith in the leadership of the Prime Minister. But for their patriotism, there could have been no great revival of the Indian economy in the years 1980-81 and 1981-82 compared to the previous years of the Janata rule, when there was an all round going down of the production, agricultural or industrial, to which I will come later on.

Shri Dubey has made important suggestions while appreciating the policy and has called upon us to strengthen the constitutional trade union movement in this country. I agree with him hundred per cent. For production to increase in this country, there should be and shall be trade union movement in this country, but that should be off the constitutional lines; Constitution adopted by his House, and this House elected by the people. Therefore, whatever we decide, we should accordingly follow this. I think, today all of us will agree to follow the constitutional process in the organisation of labour in this country and in that case, there would be more production and more for distribution.

The hon. Member has also mentioned about the multiplicity of unions; he also asked for strengthening of mediation process and encouraging voluntary arbitration, and while doing this, there must be cutting in delay in the mediation and arbitration process. The National Labour Com-

mission has made a very important point in this regard. It says that there should be National Trade Unions, but should not be like the mushrooms having their number as 50,000 or a lakh. It has prescribed a limit of 10 per cent of the Unionised labour in the country or in the industry. Otherwise it becomes very difficult to deal with them and to decide issues. It is more like a big conference. Therefore, I appreciate this point that we must take proper action on the lines of the National Labour Commission's recommendations to have central trade unions at this level to decide important issues. For the present for the committee on Conventions and the ILO, we are deciding on the strength of 5 lakhs spread over in four States and industries. Government is giving serious consideration to this aspect of the issue so that we can have proper representation in different bodies which have to decide important issues in this country.

Government believes in and has been pursuing for a climate of industrial peace and harmony. We are all trying that there should be greater and greater cooperation, harmony and peace in the industrial relations of this country. We pursue the idea that the disputes should be decided by conciliation, arbitration and adjudication so that the industrial relation machinery is not put to undue stress. Therefore, we want to strengthen the industrial relations machinery so that prompt preventive action can be taken to immediately avoid disputes and assist the parties in their settlement. With this aim in view, we have now set up the Offices of the Regional Labour Commissioners in three regions—at Bangalore, Chandigarh and Gauhati. We have further strengthened the machinery with the appointment of eleven Officers of the Assistant Labour Commissioner grade so that North West in Jammu and Kashmir and Himachal Pradesh, far distant North-East like Tripura, Mizoram, Nagaland and Arunachal Pradesh, far south Karnataka and still distant far South Kerala can have justice in this regard: They can have the industrial relations machinery to decide their issues.

I have been asked what results do these industrial relations machineries produce

while functioning in actual field? For the information of the Hon. Members I would like to say that this machinery in 1981 intervened in 7,899 disputes, out of which we are proud to say that we decided 82 per cent cases. Fifty-eight per cent of them were decided by formal conciliation or informal discussions. Fifty per cent of cases in which conciliations failed, we referred the matter to adjudication. In 547 strike threats, we could sort out 92 per cent cases without the strikes having been taken place; three lock-outs reported were avoided. This is an ample proof of the industrial relations machinery functioning in time, and taking preventive action to avoid work stoppages. The figures of 82 per cent and 92 per cent speak for themselves. I need not dilate on these.

My friends have said that after it is referred to the adjudication or arbitration, there should be cut in delay. I fully agree with this. In my opinion there is scope for cutting down the delay. With this end in view, we propose to expedite the disposal of cases. We have decided that each tribunal should dispose of six cases in a month. We are making monthly review of this and we shall see that this norm is maintained. We are also considering the setting up of an additional industrial tribunal so that the inter-state cases can be decided. We are also trying to simplify the procedures and rules about this so that they can function immediately. I mean all these exercises; and they will be done by my Ministry. The State Governments have been advised accordingly. Not only that. We have also an Industrial Relations Monitoring Unit now set up in the Ministry. Why? To collect information, for timely action and for preventive mediation. Out of 167 cases referred to, in 67 work-stoppages were averted.

Very often, this House has been told about a comprehensive industrial relations Bill. Most of the Members have spoken about this. It looks very nice to speak and also to hear. If it is possible, it should be brought. But one thing should be remembered: in the complex industrial relations system obtaining in this country, it is very difficult to bring that particular comprehensive legislation because my ex-

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perience of the functioning of such laws is that most of them become out-dated the next day. So, I have not waited for an elusive comprehensive legislation. I want to tell the House that as and when, according to my experience about its working, and to the necessity of the occasion, I feel the necessity, I will come to the House with what they may call a partial amendment of the Act, and but what I would call a vital Bill; and get it done.

It was my privilege as the Labour Minister—I thank Mr. Bhagat who referred to this—that the first thing which I brought in Parliament, i.e. in the Rajya Sabha was the Industrial Employment (Standing Orders' Amendment) Bill. It was not comprehensive; but it was very important—wherein it provided an increase from 50 per cent to 75 per cent, after three months of suspension of a worker, as a subsistence allowance. I tell the Members: “please agree to this. Don't think in terms of circulating it for public opinion and oppose it”—because it will help the worker, during the suspension period, to get more. I think on these lines.

I am trying, apart from this, to have an amendment in the Trade Union Act, and also in the Industrial Disputes Act of 1947. I propose to bring in another Bill on hospitals and other educational institutions, which will be a new Bill of its kind.

The National Labour Commission has suggested, or has given an important suggestion, about an Industrial Relations Commission. The Commission's function to elaborate, will be conciliation, certification of union as representative ones and adjudication in industrial disputes. But I am sorry to report to the House that no agreement has been arrived at among the majority of interests. In this field, I wait and I try to see that there is maximum of consensus, or maximum unanimity—on an important measure like this. They could not agree on the procedure to be followed for ascertaining the representative character of the union. They did not agree

about the criterion for deciding the eligibility conditions for the recognition of a union.

Here, our friends said the other day: what about secret ballot? There are friends like Mr. Rajan and Mr. Mohammed Ismail who had stressed to point of secret ballot. But secret ballot by whom—unionized labour or the entire labour? Is it to be like a general election which people pitch the demand for the sake of votes? Then, think of the bad effects of this kind of a secret ballot on industrial relations and production in this country.

They could not agree; and it is unfortunate that neither about the representative character of the union—how it should be decided—nor about the eligibility for communication, they could agree. In the absence of that, it is very difficult for the Labour Ministry to take some decision.

Industrial peace in this country in the last two years since we took over, as been much better than before. Some of our friends have commented about the man-days lost. The man-days lost should be seen in the perspective of what had been done in the year 1979-80. In 1979, the man-days lost were 43.85 millions; in 1980, the man days lost were 21.93 millions. It is less than half of what it was in the Janata period. In 1981, the man days lost were 25.50 million compared to 43.85 million in the Janata period. What were they quoting and telling me to believe and decide? And this small increase compared to 1980 of our time is due to the fact that there was an uncalled for strike in the public undertakings at Bangalore. I say 'uncalled for' why because ultimately after months and months of strike and lay-off, they came to the same agreement that was offered to them, in the earlier time. Why was that strike at all necessary and relevant? Relevant it was because it gave a fillip to the idea of leadership, not industrial but political to some of the political parties and, therefore, these man days lost were there. (Interruptions) And so you are also; it is for meant for you to grasp and understand not Mr. Vyas, because Mr. Vyas supports this policy.

Therefore, I would say, by and large, in two years of Congress rule under Mrs. Gandhi, we had improved the industrial relations climate which is reflected in the increased production that we had in the country. But, unfortunately, there are some friends who did not like it; it was not to their taste. Therefore, they gave a call for industrial strike in the country. On 19th January, they started Bharat *bandh*, but that was given up. They saw for Bharat *bandh* people were not coming. Then they thought that labour could support them. Therefore, they gave a call of industrial strike on 19th January. And what was the result? Friends on this side like Shri Girdhari Lal Vyas, Shri H.K. L. Bhagat and friends on the other side like Shri Rajan, Shri Mohammed Ismail and Shri Pius Turkey have referred to this. It is a truth now. Why do you force me to please you by saying the untruth? The truth is that the 19th January strike was a flap. Workers went to their undertakings and establishments and worked with vengeance to give more production than normally expected of them to show you that for God's sake do not lead us astray for political reasons. The 19th strike was there to give a cover to this. They invented some demands. Those were the demands that have been narrated by Mr. Rajan? I remember he gave a demand that smugglers should be arrested. That we are doing. Regarding distribution system yes, it is part and parcel of the Indian economy today for the weaker sections, for the labour and others. But the main stress was on ESMA. The Labour Minister called for a talk. But they said that unless you agree to immediate and unconditional removal of ESMA, no talk. I had only two days. But I wanted to talk to them. Either they were not available or they did not want to talk because they thought that on the 19th January they would show the massive strength of the industrial world against this Government. That was their illusion which came out untrue on that day. What is ESMA?

SHRI HARIKESH BAHADUR (Gorakhpur): Repressive measures!

SHRI BHAGWAT JHA AZAD: According to the misguided youth like Shri Harikesh Bahadur, it is a repressive measure, but for the wise men of this country, those who ponder and think about country's interest, those who think that if a *bandh* is called on any day, essential services in the country like water, electricity, milk booths and other things should not be disturbed for the *bandh* to be called by Shri Harikesh Bahadur and his party. I doubt whether he can call a *bandh*. But that apart, if at all it is called so, by the other friends all put together, we cannot allow the community to be at ransom, by the light being put off or the water pipe being cut. This ESMA does not take away anything. A point has been made in this House that collective bargaining has been taken away, workers' right to strike has been taken away, and so on. No. Nothing has been taken away. It is just an enabling measure, after proper notification of the industry, ~~the~~ too in special circumstances where there is the likelihood of their being disturbed or disrupted, then this measure is taken into consideration. And I say that, anybody who on the occasion of a *bandh* and special circumstances takes out the fuse and makes the country or the city dark, or cuts the water pipe, whether he is a labourer or a worker, of disruption or disturbance in the essential Indian, but he is an anti-social element who should be nabbed. Therefore, ESMA is not anti-labour. It is only an enabling clause which is used when the occasion or likelihood arises, in the event of disruption or disturbance in the essential services, thereby endangering the life of the community in this country. Therefore, I say that the strike of 19th was a flop because workers realised that.....

(Interruptions)

AN HON. MEMBER: Not only a flop, a complete flop.

SHRI BHAGWAT JHA AZAD I agree that it was a complete flop.

SHRI FRANK ANTHONY (Nominated—Anglo-Indians): It was a resounding flop, I call it.

SHRI BHAGWAT JHA AZAD: That is a much better word, as Mr. Frank Anthony says it was a resounding flop that is why, I say, let the friends who are trying to disrupt or disturb the industrial relations in this country, which have been revived in the last two years, who indulged in this kind of acts note it. I say that industrial relation is not tailored in a shop like an apron or a suit. Industrial relations is a very important structure, sanctified by the experience of working during the years—by workers, employers, industrial scientists and administration and it must be easy for those friends who want to finish off them. Therefore, I appeal to the hon. Member to think over this aspect of the point. Industrial relations can be framed, pursued and followed with an attitude of increasing production and we devote our political ends for that.

The Prime Minister has declared 1982 as the Year of Productivity. My friend, Shri Harikesh Bahadur, has said that it may be an year of unrest. My young friend is always thinking into terms of unrest.

SHRI HARIKESH BAHADUR: We want to cooperate. But you are not seeking our cooperation. They simply talk of it.

SHRI BHAGWAT JHA AZAD: We are seeking cooperation in constitutional methods, not disruption and only shouting slogans. Excuse me, being young my friend goes astray sometimes.

सावन में मच्छल भी हरे हो जाते हैं,

कांटे भी बहारों में महक जाते हैं ।

इस नादान जवानी में न झुंझलाओ तुम,

इस उम्र में सभी बहक जाते हैं ॥

Therefore, I excuse this young man for that. Let him ponder over what I say. I do not say that I can do the job without his cooperation. No, I do not say that. A democrat can never think in terms of non-cooperation with the Opposition.

Industrial Relation Policy in this country has to get the cooperation of Mr. Chitta Basu, who is nodding his head approvingly, and of Mr. Rajan. Shri Ismail, who is absent, fired all the volleys, that the Minister is 'irrelevant', that I am a 'Bichaara'. All these *alankars* were used about me, that I am 'helpless'; it is not possible for me to do anything, and so on. I compliment him for this. But do not forget. Please keep in mind. Tell me any constructive thing and I will show how it can be done. I am neither helpless, nor a 'Bichaara'. I am an important, powerful link of Mrs. Gandhi's Government in the Labour Ministry, which will do good things.

लघुता में भी कृष्ण आज सांपों से बहुत बड़ा है

विषधारी मत डोल मेरा आसन बहुत कड़ा है ।

please do not think in terms of *bichaara*, helpless or irrelevant. This is a very relevant and powerful Ministry which looks into the industrial relations. It becomes helpless or you want to make it so because it does not suit your political end to lead the labour astray from production and all that. Therefore, in this year of production, let us have cooperation to fight a relentless battle of eradication of twin evils of poverty and unemployment. In that, I seek the cooperation of all the Members.

In this year of productivity, I say, let us have the bipartite agreement revived in true spirits—bipartite agreement as is functioning now in Steel and Coal. The agreements are expiring. True. I hope the employing Ministries and the trade union leaders will sit together with the same spirit of cooperation and have the bipartite agreements among themselves as they had the last one.

I also propose to revive the tripartite committees. Hon. Members, Shri Bindeshwari Dubey, Shri A. T. Patil and many others on the other side also, have said about that. I propose to revive the tripartite committees on textile, jute, plantations, chemicals and engineering. And to give due representation on this committee to the trade unions, we propose to

have the members of different unions verified properly. Because I feel that unless a proper representation based on a truly verified membership is there, I may not be able to discuss and settle important issues that are before the labour force in this country.

There has been a suggestion for calling the Indian Labour Conference or the National Labour Conference, whatever name you may like to give to it. I propose to call the National Labour Conference or whatever name you may like to give to it, so that important issues that are before us and have not been agreed so far by so many consultations and discussion, can be revived again. I also give my support and commend bipartite committees.

In this year of productivity, I also give my support to workers participation in management. It has been stressed by this side as well as the other side. I do not play with the words, nor does my Government. We believe that it is an article of faith for us that unless the workers have their due share not only in the production but also in the actual management of production—before he produces, he must know what are the targets, what are the things required for it, how much he has to contribute, how much the management will do, how much the capital has its share—he cannot be a true participant in the management of production. Therefore, for us, it is an integral part of the industrial relations. I cannot do better than quote the Prime Minister, who has said that there can be no advance in any area of economic activity without enthusiastic participation of labour. She has coupled this important statement of faith and article of faith for the Government with “श्रम एव जयते”, Truth survives. In this industrial age and so also before, work is truth, *shram* is truth. Therefore, her statement to say “श्रम एव जयते” gives us this inspiration that we have to fight the twin evils of unemployment and poverty. It must be followed—I stress again—by public and private sectors. I have been a blind supporter of public sector since 1952 when

I entered the first Lok Sabha as a young man.

13.00 hrs.

Today I call upon that public sector, which I have supported all these years and will continue to support, let them lead kindly light, for the true participation of workers in management and ask the private sector to do the same.

I have been told that this is being implemented at present in 122 out of 189 Central public sector organisations. After the session is over, I would like to see some of these sectors, how they have done it, so that I can have an ideal before me to go and inspire others to do it. So far as the State public sector units are concerned, there are 1,050 units which are implementing it. In this sense, we propose to go whole hog for the participation of workers in management.

A national seminar is not needed for propagating an ideal and philosophy that has been understood. But a national seminar, as held last time, or regional seminars or other methods or media of propaganda, are needed to make it a grand success, and we propose to do all this. We have suggested workers' education for this purpose. The Labour Institutes should also contribute to this. But, more than all this, I would say, let the undertakings themselves, be it public or private, take the responsibility of opening their doors to the workers, to enable them to have the knowledge of the functioning of the undertakings, so that they may function as true participants at the shop level, at the plant level and at the highest level, as emphasized by hon. Members.

Another important programme, which will go a long way in the emancipation of the workers in this country, is the 20-Point Programme announced by the Prime Minister. Here, of course, we are directly concerned only with the minimum wage for agricultural workers, rehabilitation of bonded labour and also fair price shops. The implementation of this programme will help the *shramik* class of this country.

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As I have said, and as announced, the minimum wage has been revised in all sectors of employment in the Central Government sphere, as decided in the 31st Session of the Labour Ministers' Conference, not in five years, as stated in the law, but in two years, or when the consumer price index rises by 50 points. We have made the revision in the Central sector. Another revision is due from October, 1981, because there is a rise of 50 points. We have notified it and with the approval of the Advisory Board. We propose to finance it soon. I am happy to say that many of the State Governments have also done it and some are in the process of revising it.

As rightly emphasized by the hon. Members on two or three occasions in this House, it is not enough to have the Minimum Wages Act. What is more important is that there should be proper implementation. I agree with them; I share their concern about its implementation. In a country of this vast magnitude, with 54 million or more of agricultural labour, spread over the villages, when some of the landlords have the old mentality of exploitation, it is necessary that we should strengthen the implementation machinery. We are doing that and we have advised the State Governments to take the necessary steps. With this aim in view, we are amending the Payment of Wages Act, 1936, to enlarge the scope, to provide for deterrent punishment and to have provision for education. Similarly, we are having an amendment of the Minimum Wages Act also so that we can have easy revision, frequent revision and simplification of procedure whether by notification, or committee method or, as suggested by members during the course of the questions, through VDA (variable dearness allowance) formula, all these are under our consideration.

Hon. Members have referred to the National Wage Policy. It is quite true that many efforts have been made in this regard. The fact remains that there has been a long standing demand for a

National Wage Policy. The National Commission on Labour went into this matter and came to the conclusion that a national minimum wage, in the sense of a uniform monetary rate of remuneration for the country as a whole, was neither feasible nor desirable. However, it may be possible that in different homogenous regions in each State a regional minimum could be notified and efforts should, therefore, be made to fix such regional minimum wages.

Sir, the Labour Ministry has been considering this question for evolving a statement of basic principles which should form part of wage policy. The Sixth Five Year Plan has spelt out in broad terms the objective, basic element and the main task of the wage policy. It is the endeavour of the Labour Ministry to give these ideas the most precise form in consultation with the representatives of workers, employers and other interests concerned in the next National Tripartite Labour Conference which, I had just now announced, that I propose to call. Meanwhile, in the area of minimum wage, the Labour Ministers' Conference in August, 1981 recommended that in order to extend the benefits of minimum wage to workers who are not covered by the Minimum Wage Act, a system of general minimum wage may be introduced. Such a general minimum wage may be fixed by the appropriate Government in respect of distinct groups of employment such as those in agriculture shops, and establishments, and factory establishments area-wise or State-wise. Sir, our Government is considering ways and means to give effect to this concept of general minimum wage so that the people who are below the poverty line are brought about it and are given at least a subsistence wage. It has been told, Sir, that this Government has now come back and is thinking in terms of a minimum wage which should not be below the poverty line. We want to make it clear that the general minimum wages would apply to those employments not yet covered by the Act, but it does not mean that there will be no employment where the minimum wage will not be much above the poverty line. There are

wages and there shall be wages which would be above the poverty line, there is no bar to that. Therefore, this misunderstanding, as told by one of my friends, should be removed.

Another point is about the bonded labour rehabilitation. Sir, I agree with the hon. Members, I have never claimed that in my question—answer time nor do I claim on this occasion that we have been able to identify, free and rehabilitate all. Sir, they are spread throughout the length and breadth of this country. It is not like the Gandhi Peace Foundation about which Mrs. Pramila Dandavate referred, that I am allergic. I am not allergic to it, but I am allergic to the method, selection and samples going to a few villages, taking them beyond the definition of bonded labour multiplying it and giving figure of 24 lakhs. Might be one of my friends has misled this Institute and the then Government asked him to do that. But what I am saying is that identification has to be done not only by Government, but by voluntary agencies in each village. Sample survey has done it and has put it at 3 lakhs. What I say is that I do not claim that all things have been done. But I request you to kindly appreciate that I have been able to identify and free 133,000 out of whom 1.19 lakhs have been rehabilitated. We have released a sum of 2.50 crores for the purpose during 1981-82. but you deny everything. While you insist and emphasise on the detection, you do not want to give this credit. Be fair and large hearted and say, 'You have done so little'. I can accept that. But you say, 'You have not done anything so far.' That is not the true Opposition which does not take into account the realities and only goes on framing the premises and conclusions just in the air. So, I say that in the field of bonded labour we have done a lot. So also regarding fair price shops. These are the items under the 20-point programme. But beyond this there is much more. My friends have asked, 'What about the pension for agriculture labour?' They have asked about the welfare fund and they have asked about so many other things. What I say is, I do not want to hide anything and just give a goody-goody reply. I want to say that the pension and

other facilities, welfare, education and other facilities in the country can be given by the large programmes that the Planning Commission has initiated through different Ministries like TRYSEM and others. It is for the State Governments. They are doing it, for example, in Bihar. In Bihar, they have given pension to all above 60 years of age, all agricultural labour included. They are giving Rs. 70 crores and odd on this. I hope, other State Governments will also follow suit. That will improve their condition.

Apart from that, the 20-point programme given by the Prime Minister regarding irrigation, education, house sites, drinking water, land ceiling, nutrition diet for women and children, all these things will go in a big way to improve their condition and that will be the real dent into the poverty and helplessness of the agricultural labour in this country.

It is our endeavour that we should reach or the benefit of laws and policies of the Government should reach the real agricultural labour in the villages. But they have suffered for lack of organisation and lack of awareness. That is why we are asking for honorary workers. I can understand my hon. friend, Mr. Kunwar Ram's feelings. He was harsh—I felt that being that all these years all that we have come off is honorary workers. I feel it because the voice comes out of his heart or from those who feel the pinch, he being from that area, from that society and so also from the childhood. I have been belonging to that class where we feel the pinch, what it means to be poor, what it means to carry a load on the shoulders. Therefore, I would say that

“ देर आयद - दुरुस्त आयदा ”

We have now taken steps in all seriousness to see that the agricultural labour laws improve.

We are trying to have education for them, organise trade unions, cooperatives and other things. In 415 blocks, in eight States, we have these honorary workers to start with. My hon. friend suggested why not have supervisors in the blocks as we have labour supervisors. That we will try to consider and talk with the State Governments as to how they feel about it, if they can help. We have got

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Rs. 35 lakhs in the Sixth Plan for this. Therefore, we are going all out to detect, to free and implement the policy of minimum wage to rehabilitate the bonded labour and to for the agricultural in the country.

We have also asked the Central Board of education that they should also go into it so that adult workers education, productivity education and population education can be given to them. They are also trying to re-orient the syllabi so that we can give them the idea of what can be done for them and what they should themselves do. The hon. Members, Shrimati Pramila Dandavatefi, Shri Vyas and others have said about workers' education. I assert and say that the workers' education is a very important part and programme of the Labour Ministry. It is the foundation of happy industrial relations. We are trying to extend it so that there could be more productivity and they can become more responsible and responsive and they can be made fully aware of their rights. Therefore, we want to extend the workers' education as far as possible.

The workers' education is an important programme. The Board is headed by a very veteran, trade union leader, Mr. Ramanujam. He is doing all his best. It is a tripartite body where workers' representatives are also there and others are also there. One trade union did not associate with it—it is all right; one swallow does not make a summer. There are others who will do the job. They are doing it very nicely. In the Sixth, Plan, during 1980-81, we have spent Rs. 176 lakhs; in 1981-82, Rs. 195 lakhs and in 1982-83, we propose to spend Rs. 220 lakhs. So, this shows our concern.

The hon. Member said about bidi workers' welfare. By having a cess, we are trying to have more dispensaries, more hospitals, and we have written to the State Governments for their minimum wage and many State Governments have done it. I hope others will follow

suit. Similarly about the ore mines, the dolomite and the limestone ore mines, we are doing it by having a welfare fund. Shri Vyas also suggested that soap stone should be included in this. I will examine it. The difficulty is that at this moment when you have given this notice, if I go to include it, I will have to go to the Cabinet again and it will be delayed. What I have said is this: "Please don't think in terms of a comprehensive legislation. As and when you draw attention and I myself see it, I will come to the House because the moment a comprehensive legislation comes up, one hundred clauses will be there." Some of the friends do not agree to one or two things that the entire thing would be held up and we have had this experience. We will examine this case, Shri Girdhari Lal Vyasji. I know you feel it so strongly because out of 4,024 workers in 1977, about 3,220 workers are in the Rajasthan Soap-stone. We will like to see what can be done about this.

About construction of houses: In Iron-ore 12,980 houses had been sanctioned and 11,459 have been constructed.

In lime-stone and dolomite, 3,154 houses have been sanctioned and 1,000 houses have been built.

Mica Mines got 930 sanctioned and majority of them have been constructed.

Therefore, I say that on 'welfare,' or on 'education,' or on 'housing,' or an 'accommodation,' we are trying our best to give as much as possible and to do as much as possible.

Now I will come to the important point of unemployment. Members are all concerned on this side as well as that side. Of course, the motive might be different on both sides but I challenge the motive this side or that side.

Shri Harikesh Bahadur, Shri Mohammed Ismail, Shri R. P. Yadav, Shri H. K. L. Bhagatji, Shri Giridhari Lal Vyasji and many other friends on both sides have talked about this question of unemployment.

Very recently on the 1st April, 1982, just a week back, the Central Committee on Employment met. This Central Committee has got 10 Hon. Members of Parliament. Of course, on that day, though the House was in Session, only one Hon. Member came in the Committee. Nine Hon. Members were not there. Of course, they spoke here I do not name them.

SHRI HARIKESH BAHADUR: I am on this side.

SHRI BHAGWAT JHA AZAD: But why don't you see the other side also? I did not say only this side. I said that out of 10, only one came.

SHRI HARIKESH BAHADUR: I did not say that.

SHRI BHAGWAT JHA AZAD: I did not say that this side came and that side did not come. Now you are right.

So, I say that there are workers' representatives. Employers' organisations are there. Women's organisations are there.

In the whole day discussion, the important point that emerged is that it is important in the context of the growing unemployment in this country that we should promote self-employment among young man and women.

That is why the District Man-Power and Employment Generation Council are being set up.

It has been recognised that in this condition self-employment is a new culture of Indian economy which can fight the twin problems of unemployment and poverty. Therefore, the Sixth Plan has placed emphasis on this point and has recommended quite a few measures. I would not narrate all of them since those points have not been touched upon by the Hon. Members in their speeches. The Hon. Members who talked at length did not say what is the quantum and what are the measures to be adopted that would

provide employment to our young men and women.

I may state that under Self-Employment Programme, we are placing emphasis on the Integrated Rural Development Programme where 15 million families would be provided self employment opportunities in agriculture and village and cottage industries and in services sector.

We have another Programme of Operation Flood-II and Dairy Development Project, where 13 million families would be involved.

Then we have Fish Farmers Development Agencies, the Cottage, the Village and the Small-Scale industries, the Handloom and the Handicrafts and Seri-culture, all of which would involve about 9 million people.

The TRYSEM would enable about 2 lakh youth in the villages to get training every year to equip them for self-employment.

The District Industries Centres Programme, the Entrepreneurship Development Programme are bringing into their fold the engineers as well as non-engineers for employment.

In the Sixth Plan, a new deal to the unemployed in this country would be a package of policies which we want to implement in the form of providing guidance, credit facilities, training, marketing and other measures.

It is expected that through National Rural Employment Programme, we will have 300 to 400 million mandays of employment per year. We are trying to fight the problem of unemployment through these Programmes. I do not claim, nor do my Government claim, that we will be able to finish in a particular period. Only they had claimed and they had said, their Prime Minister had said, that they would do it in a particular limited period. We do not make that contention or claim that we would be able to do in a particular period. What we say is that, through these programmes, we are trying to fight this evil, this menace, and we hope to make a dent in the coming years. It is not

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possible, apart from what I have said, to have any quantitative assessment of the total employment to be generated. But the examples I have given will go to show that there will be an impression, a dent, into this.

On the live register, the number of job-seekers came down to ten per cent in 1980 from 13 per cent in 1979 and 1980. So also in the organized sector employment went up to 2.7 per cent from two per cent. So also the vacancies notified went up by seven per cent.

Therefore, what I say is this. Through the medium of a large scale training programme which we have in the Directorate General of Employment and Training—we have got 970 ITIs; so also we have got the model training institutes and the Central Training Institute—we are trying to give orientation and training.

Mr. Horo, I remember, has said that these are situated in urban areas and he has asked why we cannot think in terms of having them panchayat-wise and block-wise. I must say that, considering the limited resources in this country, it is not possible to go upto the panchayat level for ITIs. But about what he has said—and it is important—that it should forsake of leave the love of urban taste and go to rural areas also, we can think on those lines and see what best can be done. To provide self-employment, we propose to have self-employment training programme in the ITIs from August 1982; that is now an important programme of ours.

Many Members have said about contract labour, casual labour and migrant labour. Mr. Horo has rightly spoken about migrant labour. He has reminded me of my State. That is true; from Bihar, a large number of migrant labour are going to other parts of the country; so also from U.P. and other States. The Inter-State Migrant Workmen Act, 1979 and the rules framed thereunder, the Central rules, 1980, came into force with effect from 2nd October, 1980. The responsibility of enforcing this...

SHRI CHITTA BASU (Barasat): Certain States have not made rules.

SHRI BHAGWAT JHA AZAD: Some of the State Governments have made and some have not made; we are persuading them that they should make those rules. But more important will be enforcement. Enforcement has to be done by the Governments from where they migrate and the States where they work; both have to enforce. Therefore, the contractor will have to have a licence both from the migrating State and from the State where they work. Therefore, we are doing it in this regard.

So also must say I do not want to beat about the bush about the casual labour.

Our friend, Prof. Madhu Dandavate, knows he was Railway Minister that a large number are there. How much could he do? Why could he not do? Quietly and in a feeble voice he said yesterday. Now I will put my feeble voice also. In the Railways there are casual labour. But I would say that the government policy is that, wherever they have worked for 180 days, they should be made permanent. Therefore, our stress here is on this. Decasualisation is the answer and to that end we are trying our best. There is another thing on contract labour. That Act has been passed which says that, wherever it is possible, they should be abolished and wherever it is not possible, they should be regulated. I know the lacuna in the Act; I am conscious of the fact that, wherever they are abolished with the permission of the Committees of States Governments, the question of alternative job or employment comes up. Therefore, to improve the working conditions and so also to think how best, if they are removed, they can be provided jobs that is an important question; we understand—How far we will be able to do we cannot say but we will try our best.

One of the members said about Palekar Award.....

SHRI SAMAR MUKHERJEE (Howrah): You tell about contract labour.

SHRI BHAGWAT JHA AZAD: I said about contractor and the labour.

We now come to Palekar award. The Central Government has accepted the recommendations but the State Governments are the appropriate governments to implement the Palekar award. Out of 892 newspaper establishments who have given the information, 393 have already implemented it, 47 have done it partly, 142 have not yet implemented it and 42 have filed writ in the courts. 30 have issued notices of closure out of which 6 are for financial reasons. We have asked the State Governments which are the appropriate governments to implement this Act.

Part-time correspondents—we have already announced that they are as good as full time correspondents. Where they are retrenched, we have asked the State Governments to refer the cases if conciliation fails, to the appropriate machinery for decision.

To sum up, I would say that I have covered all the points of the hon. Members and I feel that there is hardly any point left. I would like to press and reiterate, if that is needed, that our labour policy derives its philosophy and content from the Directive Principles of the Constitution. It has always been responsive to the specific needs of the situation and the requirement of a planned economic development and social justice. The labour policy of this government has been the product of consultation with workers, employers and also the administrators. The Government have also adopted measures for promoting co-operation between workers and employers in order to improve production through bi-partite discussions and schemes of workers' participation which I have said in detail. I am only saying that this labour policy of the Government is based on these important fundamentals some of which in detail. I have already said but the Directive Principles always goad us to work on those lines, so that we can have better conditions for them through amending different Acts like the Industrial Disputes Act and others and we are trying to give as best as possible.

I have forgotten one point. That is about gratuity. The Supreme Court has given a decision under which 240 days has become difficult for the workers. We are trying to amend the Act in the light of

that decision. We shall see that the workers are not put to difficulty just on the plea that there was a break of one day. I was given an example by Mr. Dubey that one worked for 27 years and just because there was a break of 1/2 days he was put to a loss. This is absolutely wrong. In the light of the Supreme Court judgement we will amend the Act and give the worker his dues. Therefore, by amending the different laws to conform to our socialist principles and policies we will try to give the best that is possible to the worker of this country. So also for the organised labour I have said in detail. About casual labour also I have said. The 20 point programme will go to make our efforts much more sharp to alleviate the problem of unemployment and poverty. In the 20 point programme, the strengthening and expanding of the irrigation potential, coverage of integrated rural development schemes, rural employment, distribution of land, effective enforcement of minimum wage, abolition of bonded labour, allotment of house sites to rural families and expansion of public distribution system—all these will go to give a new dimension and a new thrust to the policy for the improvement of the conditions of the workers both in the industrial and agricultural side.

Sir, the new culture of self employment will be given all the boost. In the end, I claim—it should have been for the Industries Minister to say so—that around developmental progress in the industrial and agricultural growth of this country is due to me—me means myself, as labour Minister representing the workers in this country—that there has been an increase of ten per cent in the industrial production in the country as compared to—1.4 per cent in 1979-80. (Interruptions) This was better than what it was in 1980-81. There is no minus anywhere in the history of independent India except for the year 1979-80 when there was a growth of—1.4 per cent.

Sir, we have now the 10 per cent industrial growth and we have tried to strengthen the entire structure due to which we have a production of 11.3 per cent increase in coal, we have 17.5 per cent pro-

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duction in the saleable steel and we have 11.3 per cent generation of electricity and in the production of crude petroleum we have 61 per cent in agriculture, in 1979-80, it was 109 million tonnes which came to about 129 million tones in 1980-81—what a fantastic increase it is.

MR. DEPUTY-SPEAKER: Mr. Azad, you can congratulate the Indian workers who have strengthened your hands.

SHRI BHAGWAT JHA AZAD: That was what I was saying. You were ahead of me. I quote the figures to take the credit that is due to the workers. I further say that there is no unrest. Unless we have your cooperation, how can we have an allround increase in production? How can we have allround increase in production without the cooperation of labour? I further say that I give all credit to the workers who have given their unstinted cooperation in this country who were engaged in the production. I have given them the life when there was unrest. The 19th January strike was a flop because they realised the political motive behind that.

Sir, the workers in this country out of their patriotism have proved it when they were behind our Prime Minister who had given the labour-oriented policy for their welfare and betterment. Therefore, Sir, I claim that all this increase is due to this fact. But, I must say that we are not satisfied. You will of course not realise that. I can give you facts and figures. I think that in the hearts of hearts, they have realised what we have done in two years. We shall not be resting on the oars until we make much progress.

जब तक न मिटेगी भूख और नगण्यता ढक
पाएगी,

जब तक न देश की क़ोटो-क़ोटो जनता रोटी
पाएगी,

जब तक न देश के नौ-निहाल समुचित शिक्षा
पायेंगे,

जब तक न खेत-खलिहानों के श्रमिक बन्धुगायेंगे
कि

“राम-राज्य” आ गया ॥

Till then, we are not going to rest. The labour policy of this country, Mr. Deputy-Speaker, is directed to this end. Till that day, we shall work for that. As I said, the workers in the farm, in the factories, in the shops and establishments are not getting their due. They are not producing enough wealth for this country. We are all functioning for the community at large. Give us your pat and blessing to me on this side as well as the Opposition for an allround production. I hope, Sir, the hon. Members from the Opposition, in this big and gigantic task and venture that we have launched upon, namely in eradication of poverty and unemployment problem from this country, will give us their constructive cooperation and support. This labour policy is for the workers and for those who produce, to have their due share. They will all give their help in fulfilling the task of eradication of poverty and rise in the production. Thank you, Mr. Deputy-Speaker, for the cooperation given to me.

MR. DEPUTY-SPEAKER: Shri Harikesh Bahadur. He wanted some clarification.

SHRI HARIKESH BAHADUR: I have a very simple clarification. In the speech the hon. Minister has actually removed many doubts. But, he has also created some more doubts.

I would like to say here that he did not say anything about the employees of the **National Herald**, which I raised only yesterday. My second point is that there is a labour problem in the Katihar Jute Mill where the labour are being suppressed. I know their problems. I have visited the place. This was brought to the notice of the hon. Minister earlier also. The problem is that previously the Government had taken over the Katihar Jute Mill but handed it back to the owner of the mill. Now, I would like to know from the hon. Minister whether Government is going to take over that mill again and nationalise it?

SHRI BHAGWAT JHA AZAD: Sir, I hope the concern expressed by the hon. Member about National Herald is genuine

and his sympathy is not directed somewhere else. So far as Katihar Jute Mill is concerned I do not have the full facts with me at the moment but since he has told me I will write to him.

DR. KARAN SINGH (Udhampur): Sir, in his comprehensive and constructive speech the hon. Minister has not referred to one very important problem. For the last 80 days Bombay has been in the grip of a crippling textile strike which is losing the country Rs. 4 crores a day. Thousands of people are affected. I was in Bombay two-three days ago. The city is already in great tension. It is grinding to a halt. Will the hon. Minister tell the House whether he is aware of the problem and also what he is going to do?

Secondly, Sir, there are a number of valuable and progressive labour laws which at present are not applicable to the State of Jammu and Kashmir. Will the hon. Minister kindly study this because after all the labourers of J & K and Ladakh are as much Indian citizens as anybody else. Why should they be deprived of the protection of these labour laws? Will he persuade the State Government to accept the jurisdiction of these laws?

SHRI BHAGWAT JHA AZAD: Sir, as far as Bombay textile strike is concerned I have already made a comprehensive statement in this House and, as such, I did not touch it in my present reply. If the hon. Member wants me to reiterate I would say, Sir, along with what I had said about 19th January strike there is another tendency developing in the industrial field to settle the disputes or to unsettle the settled disputes by coercive methods and muscle power. We believe, as I have said, the culture of industrial law has been developed along the years by consultation which includes conciliation, arbitration and adjudication but suddenly a Dada comes. He pitches his demands very high and then back it by violence and asks the authorities or the Government to either submit or face the consequences.

Mr. Deputy Speaker, Sir, no Government worth the name in this country can submit to this kind of violence. This government believes in the sanctity of the bi-partite agreement—the agreement arrived at between the labour and the industry. This Government believes enactment of the Parliament or Bombay Assembly which is called Bombay Industrial Relation Act—I do admit what the Member says that there is need for amendment in that Act—but any amendment in that Act cannot be done by this method.

Sir, we do not stand on prestige. Prestige with whom! With 2.5 lakh workers! Not at all. But certainly the element which misled the workers to this situation must be brought to book. I would request the hon. Members who are asking me on this to appeal if they have any influence in Bombay labour—the RMMS, I hope they believe in the bi-partite agreement and sanctity of this—They should appeal to the workers to come to work. Whatever grievances are there, can definitely be settled through constitutional means. That is what I have got to say about the textile strike in Bombay. The strike is petering out. I request my friends to use their influence so that the workers return to work and I request them not to encourage violence in any manner.

Regarding application of labour laws to Jammu and Kashmir we are making all efforts and we shall continue to do so in future so that all enlightened labour laws are made applicable to Jammu and Kashmir: all labour laws are enlightened. We shall make efforts in this direction. If Dr. Karan Singh had taken some initiative in this regard when he could have done something, it would have been very much easier for us. Now neither he could do about it, nor have we been in a position to do much. But we are taking all possible steps in this direction. (ends)

MR. DEPUTY SPEAKER: I will now put all the Cut Motions moved to the Demands relating to the Ministry of Labour to vote together unless any hon.

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Member wants that his cut motion must be put to vote separately.

All the cut motions were put and negatived.

MR. DEPUTY SPEAKER: The question is:

“That the respective sums not exceeding the amounts on Revenue Account and Capital Account shown in the

fourth column of the Order Paper be granted to the President out of the consolidated Fund of India to complete the sums necessary to defray the charges that will come in course of payment during the year ending the 31st day of March, 1983, in respect of the heads of demands entered in the second column thereof against Demand Nos. 65 and 66 relating to the Ministry of Labour.”

The motion was adopted.

No. of Demand	Name of demand	Amount of Demand for Grant on account voted by the House on 16th March; 1982		Amount of Demand for Grant voted by the House	
1	2	3	4	5	6
		Revenue Rs.	Capital Rs.	Revenue Rs.	Capital Rs.

MINISTRY OF LABOUR

65.	Ministry of Labour	18,52,000	..	92,62,000	..
66.	Labour and Employment	12,10,32,000	78,000	60,51,58,000	3,88,000

(ii) **MINISTRY OF COMMERCE**

MR. DEPUTY SPEAKER: The House will now take up discussion and voting on Demand Nos. 11 to 13 relating to the Ministry of Commerce for which 5 hours have been allotted. Hon. Members present in the House whose cut motions to the may, if they desire to move their cut

motions, send slips to the table within 15 minutes indicating the serial numbers demands for Grants have been circulated of the cut motions they would like to move. A list showing the serial numbers of cut motions to be moved will be put up on the Notice Board shortly. In case any Member finds any discrepancy in the list he may kindly bring it to the notice of the Officer at the Table without delay.

No. of Demand	Name of Demand	Amount of Demand for Grant on account voted by the House on 16th March, 1982		Amount of Demand for Grant submitted to the vote of the House	
1	2	3	4	5	6
		Revenue Rs.	Capital Rs.	Revenue Rs.	Capital Rs.

MINISTRY OF COMMERCE

11.	Ministry of Commerce	35,08,000	..	1,75,40,000	..
12.	Foreign Trade and Export production	1,27,68,29,000	18,16,76,000	46,91,43,000	90,83,81,000
13.	Textile Handloom and Hand crafts	36,91,39,000	7,96,10,000	1,32,06,97,000	39,80,50,000