[Shri Balgovind Verma].

called retainer allowance, but that retainer allowance is not given to the people who work in these cane cooperatives. I think that the Labour Ministry should make some provision in this regard because these labourers too deserve it. If the labourers in the sugar factories can get the retainer allowance for the rest of the year. why should the labourers employed in the cane co-operatives not get this benefit? If they raise this question they are penalised there. And they cannot appeal to the courts also if they are punished.

Therefore, it is up to the Labour Ministry to see that such things are done away with, and an honourable way of life is guaranteed to all those who are engaged in this industry.

RELEASE OF MEMBERS ON PAROLE

Mr. Speaker: I have to inform the House that I have received the following letter dated the 22nd March 1963, from the Superintendent, Central Prison, Hyderabad:

"I have the honour to inform you that Shri Kolla Venkaiah, Member, Lok Sabha, who was detained in te Central Prison, Hyderabad, under Defence of India Rules, 1962, was released from this jail on 15 days' parole on the 21st March 1963 at 5.20 P.M. on entering a bond for Rs. 2,000 with two sureties, each for a like amount to the satisfaction of the Inspector General of Police.

"He shall surrender to the jail on the 6th April 1963, before 12.00 noon after the expiry of this parole period". 17.21 hrs

DEMANDS FOR GRANTS-contd

MINISTRY OF LOBOUR AND EMPLOY-

The Minister of Planning and Labour and Employment (Shri Nanda): Mr. Speaker it is appropriate that the industrial truce resolution which was a very early product of the emergency came to be discussed here. It figured very prominently in the discussion.

Member after Member who spoke paid their tributes to the workers for their magnificent contribution in various ways and their splendid response to the challenge with which the nation was confronted because of the Chinese aggression. These tributes were well-deserved. All those engaged in industry in the country who have given such a good account of themselves deserve well of us.

At the same time, I heard here and also outside that there is a certain amount of feeling of discontent that there were violations of this resolution. These complaints arose largely from the side of the workers; the employers also have indicated in a few places something from their side too. I do not think that any great change has occurred, but it is also true that there are visible signs of some cases of bad relations. I therefore feel very much concerned about it. Hence I lay stress on one aspect of whatever has to be done in the field of labour relations. If anybody has even the remotest kind of impression that the emergency is somehow over and the stress of the emergency is not there and therefore our enthusiasm, if it wanes, does not matter, he is very much in the wrong. The emergency is very much with us now. It has not receded at all. Therefore, I have to emphasise this that it is not possible to go back to the old ways at all; I am speaking of the whole nation, workers particularly. There is no going back. We have to move forward still further with the things that have been to enlarge achieved. We have

very much the great enthusiasm displayed and the concrete results obtained. That is the implication of the challenge we are facing Emergency must dominate our thoughts all the time till such time that we feel that the menace has gone. We do not know how long it will take. We must recapture that spirit, that great enthusiasm which asserted itself in the early days of the emergency when the workers gave a lead. They came together within a week of the declaration of emergency-all sections of worrepresentatives. their tmployers also-and they adopted that comprehensive resolution covering every aspect of their duties towards industry, the country and the people. I say that without exception all the organisations of the workers who participated went back into the country from that conference and they disseminated the message of the resolution. This gradually had its impact in various directions. The most outstanding evidence of that is naturally what is referred to in the resolution as industrial peace. That was the first thing-that is the creation of the climate. I believe that was very much necessary—creating a climate in which there can be a single-minded and concerted endeavour in support of the defence of the country. There were, besides, the steps to be taken to promote constructive cooperation. Among those aspects of co-operation, naturally industrial peace took the first place. There is a remarkable evidence of the earnestness of the working class about their obligations in this stage of emergency. The provisional monthly average number of man-days lost before the emergency set in was considerably over four lakhs. Taking both the State and Central sectors, it was about 70,000 in November, and 19,000 in December. In January there was a slight setback-21,600. Of course it is very much better than the previous average but it should not be 19,000, it should have become possibly 9,000 and then nothing. That is the real demand of the country and I hope that we will still be able to put in all the efforts to bring this about.

The resolution asked for performance in other directions also. The next thing to industrial peace was industrial production and more intensive efforts during the normal period and partly by extra application also. one extra hour or two extra hours. All these things were done in many places and as a result production not everywhere but in many places increased. I am not able to bring up figures as a proof of the great step-up in production that has occurred because it may not really have that accuracy in relation to the situation but the index industrial production increased from 148.2 in July 1962 to 159.7 in November, 1962. That is an increase of a fairly large magnitude. This has been brought about, as I said, not in all places because it was not necessary; and some hon. Members said that "you want more production and on the other side you find that there are closures taking place in the textile industry particularly." I must plain that the needs of defence are not spread out over the entire field of industry. There are specific needs; greater attention was given to those needs. There were some special circumstances which led to a decline in the demand for cloth and that had its consequences which have been remedied more or less, not completely. Therefore, these cases of closures in some places—Amalner was mentioned -as in Bombay, etc., arise from old days. Some factories, some mills, are in such a run down condition,—financially and technically neglected over the years-that it is not possible to see that they will live all the time. New factories should come in and enable the workers to get employment there. I am only explaining it because stress was laid that even during these days there are some closures which have occurred.

I have with me a letter from the Minister of Defence Production-and it is heartening to argue how he has expressed his own views and given information to us as to what has happened in that very important sphere. He has said that labour relations have [Shri Nanda]

been entirely harmonious. The atmosphere of work is outstandingly good; there is no idle plant capacity. "I do not think that we can ask the workers to work harder than have done so far." The ordnance factories are all working multiple shifts, also on holidays and that is by mutual agreement between management and workers. Co-operation in the matter of careful handling of machines and proper maintenance has been without any reservation. There is also enthusiasm for the workers in the matter of contribution to the defence fund. He has given certain figures, both of contribution and of the increase in production. I do not want to go into the details as to the steep rise in production in the ordnance factories which has occurred within the period of October and mid-January. These illustrate an important aspect of the change that has occurred and this is certainly the most significant direction in which we should look forward to better results.

Demands

Shri Priya Gupta: Did the changes occur much earlier to this resolution, by your upsurge, the national feeling?

Shri Nanda: I am giving information about the relevant period after the emergency, the change that has occurred during this period. This was about production.

Then there was the other requirement also of this resolution. Before I proceed to those other matters, may say something further in connection with production. Sentiment is not enough. Suitable machinery has to be set up and that was done immediately. An Emergency Production Committee was set up at the centre, and later on, and soon enough, all States have got their emergency production committees. The object certainly is to increase the production to the maximum extent and also productivity. That again is not enough. We should have production committees at the unit level, at the enterprise level. Day after day, the number of enterprises which are having emer-

gency production committees is increasing. My latest information is that about 336 units have such committees. The question was, how are these committees formed, whether INTUC was consulted and so on. No direction has been given to consult a particular organisation or another. Whosoever are the workers and their leaders in any unit they are consulted. If there is an ÁITÚC union in a Unit, naturally they have to consult the AITUC Union to get any results there.

Shri Indrajit Gupta: Is it not a fact that at the enterprise level the management has been given the discretion to form a committee on any ad hoc basis they may choose?

Shri Nanda: That is not the intention. If anything of that kind has occurred, that is not the emergency production committee of our thinking. Naturally the employer may have to take a lead, but it has to be in consultation with the people who matter there in any enterprise.

Shri Indrajit Gupta: Who is responsible for constituting it?

Shri Nanda: In the emergency who can go out and constitute it everywhere? As I have explained, the employer does take the lead. but he has to do it in consultation with and with the consent of the leading elements of the workers in that unit. If there is anything else, I may be informed and certainly I can attend to it.

Connected with this, there are various other details as to how these emergency production committees are functioning. Specialists are being obtained from the private sector also and chiefly from various international organisations, who go to the units, see what is happening there and make suggestions as to how production can be improved. That is the practical and concrete part of it. Studies are being made for this purpose. This is about production.

The Ministry itself has taken up an accelerated programme of training to meet the demands of the situation. Short-term courses in all our industrial training units are being set up. Three shifts are being adopted in a number of places, so that a large number of additional trained workers would be available.

It was also mentioned in the discussion on price stability that conditions may arise when scarcities will Therefore, on the one side, develop. the producer should not exploit the situation and on the other side the workers should see that there is greater production for easing the situation. After the emergency was declared, the price level has remained fairly stable. This is also a matter where we feel a certain amount of satisfaction. are several reasons and whatever may be the reason, as I said in the debate about prices, there is no reason at all for being complacent about the situation because the strains and stresses of large defence expenditure are yet to come in. They are before us and therefore, very great care has to be taken to see that the situation does not deteriorate in this respect.

We took steps to declare a number of industries as public utility immediately, so that there can be that atmosphere and also the acceptance of obligations as public utility industries of the purpose of increasing producton.

There is one thing more about this emergency which I would like to state here, i.e., the workers' contribution. They have worked better; they have worked more. Thev have also contributed one day's wages in month; sometimes more also. A number of them have offered their contribution to National Defence Fund. In the case of offers of work there have been complaints that in some cases these were not accepted. It may be for technical and other reasons. In the case of contributions by the workers, it is really surprising how small people, whose incomes are small, whose incomes are meagre, can find the heart to give. All the workers were in a mood to give anything, much more than what they have given. I do not want to say anything or make any contrast with any other section, but I can say for the workers that they have shown an exceedingly great willingness to sacrifice and to give.

There was one complaint about relaxation made. It was said that the legal provisions have been relaxed or exemptions have been made in case of mines and factories so that the workers could do more work, work on holidays and Sundays and do overtime. That is true. That was done because the situation required it But that was also done with the consent of the workers everywhere. If there is an odd exception anywhere it is an exception. But as far as I am aware. even at the industries level, wherever this has been done, it has been the done with consent of workers. The workers wanted do more than that. But our was that in the mines, particulraly it was not good to make the workers work continuously and take away their holidays altogether. Therefore, our idea was to bring in more workers so that the work can continue with additional set of workers.

When the hon, Member, Shri Elias, who spoke first, said something and mentioned certain names, you. Sir, informed him that it was really not good that individual cases were cited which no intimation had been given before. I can inform, Sir, you and the hon. Member, that we had no such intimation at all. But I may also state here that only a few days ago addressed letters to all the organisations of the workers that they should let me know specific cases where violation has occurred, where the workers have not been dealt with fairly. I have promised therein that each case would be taken up, and I am going to take them up.

Shri Mohammad Elias: What action have you taken? A number of cases have been intimated to you. No action has been taken. You have only reproduced in the note which you have

[Shri Mohammad Elias]

circulated the comments which were received from the employers. You have not taken a single action.

Shri Nanda. If the hon, Member refers to the situation in West Bengal. I may say that the fact that the whole note was produced giving the explanation for each item is itself the answer. It may be that it was obtained immediately from the West Bengal Government. That is the basis for further discussion. We discussed it in the Informal Consultative Committee. the 50 cases could not be immediately disposed of. But here is full and frank information given in our note. Let us pursue it further. I have asked the various bodies to give me specific cases. I again undertake that each one will be looked into but I cannot promise that he may have full satisfaction. In some of them there may be some substance, and in those cases further action can be taken. A suggestion was made why not have another tripartite consultation in view of the fact that these developments have occurred. I will consider what further steps we have to take. In any case, as was suggested by an hon. Member, I will, in the first instance, call, after the receipt of the replies to my letters asking for full information, the representatives of the organisations to meet me. We shall sit down and look into each case. Then we can examine whatever emerges from it. We can have a tripartite meeting also; certainly, there is no objection to a tripartite meeting.

Shri Priya Gupta: What about the Chief Labour inspectors and Regional Labour inspectors who are not doing their job? There are violations of the different Labour Acts.

Shri Nanda: So far as violation of Acts is concerned, I do not know of any Act regarding which there is no violation at all. I have all the information with me and it will take me too long to reproduce them, but so far as the implementation of awards, agreements and various Acts is con-

cerned, at least so far as the Centre is concerned, we have a machinery called the Evaluation and Implementation Division, which pursues these matters vigorously and where everything is taken note of.

Shri Priya Gupta: Only being looked into.

Shri Nanda: I am not able to satisfy the hon. Member because I do not know what exactly he has in mind. If there is anything in his mind let him tell me: I shall look into the matter. I was not referring to which are being "looked into": I was referring to cases where something was "done", where implementation was achieved regarding awards etc. in a large percentage of cases. And that is so because we are very keen on implementation. What is the use of our Acts in the matter of labour if the administrative machinery and planning. to which also reference was made are not functioning properly? I know that in a number of cases things are not done fully well. We acknowledge that fact. But, I think fairly good results have been obtained in most matters of implementation.

A resolution was brought in the Rajya Sabha that we should ban strikes by law. I had made up my mind not to accept it. When the workers are so willing and when they voluntarily want to take upon themselves this obligation, why should we think of legislation?

Then I shall take up another question which I want the hon. Members to consider, and that is the responsibility of this Government for several things. Sometimes, matters which are entirely within the sphere of the States are brought up, mentioned and laid stress on. All I can do in such cases is to take note of them and convey the facts and information to the State Governments. I think I must make it very clear that for many things which are happening in the sphere of field of labour, there is no direct res-

ponsibility for the Central Government. All that we can do in such cases is, well, render some good advice; that is all. Therefore, it is better to keep in view that demarcation clearly. In the reports hereafter I propose to see that the activities in the Central sphere are separately shown so that we can concentrate on them and see where there is lack of implementation and so on. As I said, of course, I shall try to see that in the sphere of States also things improve.

I want to say here that under the Constitution, the subject of labour falls partly in the Union List, partly in the Concurrent List and to a certain extent, in the State List. Industrial relations relating to Central Government employees, railway employees banking and insurance companies, mines and oil fields and major ports come in the Union List; the rest are in the State field. Safety in factories and the implementation of the Factories Act are entirely within the purview of the States; so also social security. Under the Employees' State Insurance Act, there is an autonomous corporation and though some functions are being performed here, the administration of the Act, particulraly the side of medical benefit is a matter entirely within the sphere of the States; they are doing it. Similarly, on the subject of employment, though have certain functions like formulation of policy, all the employment changes are being looked after by the States. I felt it was very necessary to make this clear so that the idea of responsibility may not be blurred.

There is another angle also from which we must look at the responsibility of the Labour Ministry. There is some talk about the shortcomings of the Ministry of Labour and Employment. I would just like to tarry for a moment on this topic. Somebody asked whether there is socialism here, whether there is a welfare state here and what exactly we are doing about this. Certainly, we are moving towards an economic and social organisation of the country which will cer-

tainly be socialist. Here I want to make a clarification. Whether I am a socialist or not, whether I am a Gandhian or not is not the point. The point is that in this country that is inevitable.

Some people may be frightened by the word 'socialism'. That they need not be. So far as the socialism of my conception is concerned, it is very different from the socialism of some other friends It has very much a Gandhian flavour. It will be sarvodaya terms. It will not possibly be Marxist or the so-called scientific socialism, but it will be a socialism which means the good of everybody. Particularly that is where the welfare state comes in. I am looking forward to this so that very soon every family in the country has a certain minimum of the five needs of life, namely, food, clothing, education, health and shelter. That is what we have to do. There it is that what the working class is trying to do is relevant.

How is this to be achieved? It will be achieved through work, through more production and greater effort on the part of everybody. I am looking at the emergency that is there as a great opportunity for us to lift things to a much higher level. I find that already those inhibitions about increased production or productivity and rationalisation among the workers have completely gone. Already we are moving towards rationalisation etc. If this spirit stays, as it should, we will have a period which will have changed both the climate and the actual results that have to ensue in terms of production etc.

I was saying about the Ministry's responsibility for employment. Employment is the result of the total economic activity in the country. The Ministry cannot generate new employment. Its job is to see that the employment opportunities which arise are rationally distributed and are fully utilised through the various exchanges and other machinery. I

[Shri Nanda]

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believe, it is trying to do this job better and better. Then, I will be asked as to who else is responsible for employment. There in another capacity I have to stand and say why employment is not more. It is planning that has to produce more employment and employment is increasing in this country.

When we are talking of unemployment, we must also be sure that it is not that employment has not increased Employment has increased considerably. The overall increase in both the sectors in the current year, that is, 1962, has been 3.7 per cent. Taking factories, mines, plantations, Railways etc., the increase has been about 17 lakhs between 1951 and 1961. Simultaneously with the increase that has occurred in the labour force this appears to be a small figure, but look at the investments which are needed in order to bring about this result. Then we will see that this certainly is no mean achievement because in factory-industries. particularly, large-scale....

Shri Mohammad Elias: How much has unemployment increased during this period?

Shri Nanda: I am going to say something about that. But first I was laying stress on the fact that both in the public sector and in the private sector every year there is an increase in employment. The volume of employment has been increasing.

Shri Mohammad Elias: How much has unemployment increased?

Shri Nanda: At the same time, as the hon. Member will immediately tell me-he is very anxious to remind me; I do not need to wait for that from him-I will myself acknowledge the fact that unemployment as is evidenced by the figures on the live register is mounting, every year about 20 to 24 per cent increase on the live register.

Shri Priva Gupta: In case no improvement can be done, it is no use keeping this Ministry; the work may be distributed to the Ministries concerned.

Shri Nanda: The problem of planning is there; also the question of economic progress. It is a question both of pattern of production as well as the rate of increase of economic growth

Shri P. K. Ghosh: Can't the Ministry advise the other Ministries ways and means of better employment?

An Hon. Member: That they are doing.

Shri Nanda: I answer for all the Ministries. As somebody to do with planning, I answer for all the Ministries, that plans have been laid out. programmes. fairly large people feel that these plans are too big. They are not too big at all. May be, to an extent, the progress is somewhat halting. It might have been possible to do better even with these investments I acknowledge better that. With implementation some better results could have been achieved in terms of increase in employment. That would have been a some difference. The real thing is. how much more of investments can be made which depend considerably on foreign exchange and foreign aid. It is also that when we talk of big things in the line of industries there was no experience in this country. When we say there is delay we have to keep in view that of new big things there was not enough experience: how to process these matters, how to see that estimates are accurate and various steps are taken in time.

This progress has not been mensurate with the requirements. What more could be done: how do we do it? There was a suggestion from a quarter to have more cottage industries, and all that, I am a peron whose loyalty to the ideas which favour cottage industries and small-scale industries are well known. But, there is a sense of proportion about these things. We are doing a good deal about that. If you have all cottage industries and none of these big things, there will be no cottage industries. How could we subsidise, how are these people going to be maintained?

Shri P. K. Ghosh: If we do not give scope to cottage industries to come in competition with big industries, ultimately, they will perish.

Shri Nanda: This is not a debate on planning. I will not enter into the question and I will not explain at areat length about the relative position of the industries. I will explain two directions in which employment is sought to be enlarged very much. First rural works: that is special programmes have already been launched in rural areas outside the plan by which the production potential is developed in areas where there is a larger incidence of unemployment so that unemployment need not be a perpetual burden on the resources of the community and resources of that area themselves develop. That is one direction. The other is.-it is also a very important new development—a new view being taken of rural industrialisation. Let us have all these small techniques; but these techniques are going to be the answer of the future problem of unemployment. Because, the workers are not going to be content with six annas or 8 annas. They want more. It is not possible to give more with just manual techniques. There has to be the help of science, of technology to the small man, to the man who works in the cottage. This is the new pro amme being ushered in. Some steps have been taken about it. Various rural industrial projects are going to be started where, appropriate to the condition of each area, industries will be developed with the help of power, and small machines. That is the answer to the problem of unemployment. I cannot say how

long it is going to take, because while we may have some control in Planning Commission over ments. we have no control, and W/ A are helpless so far as the other part of it is concerned which whatever new incomes arise, namely the increase in population. If population jumps up from one per cent rate of increase to two per cent rate of increase, then whatever we do is simply sucked up. That is why, of family course, the planning grammes and other things are being undertaken. But these are adverse factors in the situation retarding the growth of the per capita income and. therefore. also resources for investments.

18 hrs

Having given information employment, I shall now take up the question of wages because that also was referred to by many hon. Members. In the case of wages, the first and the most important consideration is that wages should be certainly fair to the workers and yet not so burdensome to the industry as to act as a drag on the progress of the industry. I may state here very clearly and very emphatically that if anybody carries an impression there are any misgivings in the country in any quarter that the wages in this country are excessive he totally wrong. I have been looking into it day after day . . .

Shri Kashi Ram Gupta: Is the House sitting beyond 6 P.M. Sir?

Mr. Speaker: Yes, till the hon. Minister finishes.

Shri C. K. Bhattacharyya (Raiganj): If the interruptions are allowed to go on, the hon. Minister will go on for an hour more, I believe. But there has been no extension of time by the Chair today.

Mr. Speaker: Therefore, I presume that the House would agree with me that we should allow the hon. Minister to conclude his speech. Now, I can get the sense of the House.

Shri Kashi Ram Gupta: Why not continue it tomorrow?

भी प्रिय गुप्त: एक तरफ तो प्रन-एम्पलायमेंट है और इसरी तरफ स्टेन आफ हीयरिंग है।

श्री घोंकार लाल बेरवा : इस तरह तो रोजाना सात बजे का हाउस हो गया है।

श्री प्रिय गप्त: भीर उस का कोई फल भी नहीं है।

भी घोंकार लाल बेरवा: धगर एक दो दिन हो जाए. तो कोई बात भी नहीं।

ग्रम्यक्ष महोदय: ग्रगर रोजाना हो जाए. तो भी कोई हर्ज नहीं है, क्योंकि इतने ज्यादा माननीय सदस्य बोलना चाहते हैं। माननीय सदस्यों को मेरी मजबरी को भी देखना चाहिए । श्रगर एक ग्रप के दो माननीय सदस्यों को न बलाया जाए, तो भी वे नाराज हो जाते हैं। जिस माननीय सदस्य को नहीं ब्लाया जाता है, वह एतराज करता है श्रीर जबर्दस्त चिटठी लिखता है कि क्या ग्राप की श्रांखें नहीं है या कान नहीं हैं।

Shri Gauri Shankar Kakkar (Fatehpur): The hon Minister may speak first tomorrow. The reply may be postponed for tomorrow.

Mr. Speaker: I should like that unless he wishes to continue. But I would like him to continue conclude his speech.

Shri Nanda: I can go on, but I do not know if the Members are of a different mind.

Mr. Speaker: I can persuade hon. Members, if the hon, Minister wants to continue.

Shri Nanda: I would like to continue, but . . .

Shri R. S. Pandey: I would like to request you to have the reply postponed for tomorrow, because if the hon, Minister speaks tomorrow. we shall get a more detailed speech from him. Today, everybody is willing to go already. Since this is a very important subject, the reply may be postponed for tomorrow.

Mr. Speaker: My fear is that tomorrow we have to take up the Demands of the Home Ministry, and there would be a greater pressure of Members who would be wanting to speak, and probably we may have to sit very late tomorrow evening. That was my fear.

Minister of Parliamentary The Affairs (Shri Satya Narayan Sinha): The hon. Minister of Labour Employment and Planning says that he requires 40 minutes more. not know for how long more House would like to sit today.

Mr. Speaker: If the House agrees to sit I have no objection.

Shri Satva Narayan Sinha: But my difficulty, will be this......

Mr. Speaker: If the hon, Minister of Parliamentary Affairs wants that we should adjourn, I have no objection.

Shri Satya Narayan Sinha: All that I say is that when the Demands will be put to vote, there must be quorum.

Mr. Speaker: If it is only a question of the vote to be taken that can be done tomorrow.

Shri Satya Narayan Sinha: that is right. Then, there is no difficulty. I agree to that. Let the hon. Minister finish his speech by taking 49 minutes more, but let the Demands be put to vote tomorrow morning.

श्री कछवाय: ग्रगर मंत्री महोदय कल भपना भाषण जारी रखें, तो भ्रच्छा हो।

श्री ब्रॉकार लाल बेरवा : ग्रगर वह कल सवेरे भ्रपना भाषण पूरा करें तो उचित हो।

Shri Nanda: Then, I shall be considerate to the Members and take less time. If I had the freedom to continue tomorrow, I would have taken a little more time, but I would like to compress all that I have to say, since I have to continue today.

I have first cleared the ground for a view to be taken about wage policy in the future. I said that wages are not excessive in the sense that wage increases which have occurred during this period are just in line with the increase in the per capita national income, just about that, but they are behind the increase in productivity.

Mr. Speaker: When I said that vote might be taken tomorrow, it did not mean that Members could slip away and I should be the only listener left. Shri C. K. Bhattacharyya: The hon. Minister is now on one of the most important topics of his speech. He should be provided with a larger audience.

Some Hon, Members: Yes.

Mr. Speaker: Would he like to continue tomorrow?

Shri Nanda: Yes

Mr. Speaker: Then we adjourn now.

18.07 hrs.

The Lok Sabha then adjourned till Eleven of the Clock on Thursday, March 28, 1963/Chaitra 7, 1885 (Saka).