

consult? No, no; I am not going to allow these oral amendments at this stage. Hon. Members must have given notice of these amendments. In view of what I have said, I am not going to allow any discussion on any amendment which is now sought to be moved orally.

Shri Vajpayee (Bairampur): I am not moving any amendment, but I want a clarification.

Shri Punnesa (Ambalapuzha): If your generosity is immediately withdrawn like this then it creates some difficulty.

Shri Narayanankutty Menon: May I make one submission? This is a submission to you, apart from the question of amendment.

Mr. Speaker: I am not going to embarrass myself by these submissions.

Shri V. P. Nayar (Quilon): Should you take so technical a stand on this?

Mr. Speaker: Sometimes.

Shri V. P. Nayar: It is a submission which we are making to you, that the number of hours allotted for the discussion on Kerala will not be enough. For, you must consider the circumstances also. Our submission is that instead of 12 hours, which has been fixed by the Business Advisory Committee, it may be fixed at 16 or 17 hours. This is a very simple matter.

Shri Narayanankutty Menon: It is against your ruling, because the other day, you ruled that nothing will be hurried and none will be muzzled. It is not possible within the time allotted; unless the time is extended, it is not possible to conform the debate to your ruling.

Mr. Speaker: There is a limit to this.

Shri Vajpayee: May I point out that no time has been allotted for the discussion on the report of the UPSC on the Mundhra deal? Are we to understand that Government are not willing to have a discussion on that report?

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Mr. Speaker: That is not in this report. But I think it is already there in the items for discussion.

Shri Vajpayee: No. Will it be discussed during the current session?

Shri Tyagi (Dehra Dun): How many times will it be discussed?

Mr. Speaker: That is left to Government.

Shri Tangamani (Madurai): Instead of fixing the time at 2½ hours, we may request the Government to bring it as a Government motion, so that we can have one full day for the discussion.

Mr. Speaker: On which item?

Shrimati Benu Chakravarty: About the Mundhra deal.

Mr. Speaker: In each of the Business Advisory Committee meetings, a Government spokesman is also there; and he is advised to talk to Government and then fix it up. It is a little too early. Let us wait and see. Now, I shall put the motion to vote.

The question is:

"That this House agrees with the Thirty-ninth Report of the Business Advisory Committee presented to the House on the 3rd August, 1959."

The motion was adopted.

12:15 hrs.

EMPLOYMENT EXCHANGES (COMPULSORY NOTIFICATION OF VACANCIES) BILL—contd.

Mr. Speaker: The House will now take up further consideration of the following motion moved by Shri Nanda on the 3rd August 1959, namely:—

"That the Bill to provide for the compulsory notification of vacancies to employment exchanges, be taken into consideration."

Shri Panigrahi (Puri): How much time is left over for this?

Mr. Speaker: About an hour and a half.

श्री राज सिंह भाई जर्ना (मिमाइ) :
अध्यक्ष महोदय, जो बिल पेश किया गया है
उसका मैं कुछ सुझावों के साथ समीक्षा
करने के लिये कहा हुआ हूँ।

मैं समझता हूँ कि सारे बिल को पढ़ने
के बाद और सदस्यों द्वारा दिये गये सुझावों
तथा उनके विचारों को सुनने के बाद, यही
नतीजा निकलता है कि यह जो बिल रखा
गया है, उसका केवल एक मात्र मकसद
बेदा एकट्टा करना है, दूसरा कोई नहीं है।
इससे यह पता चल सकेगा कि भ्रमक
एस्टे लिमिटेड के भ्रन्दर, भ्रमुक कैटेगरी
के लोगों के भ्रन्दर एक साल के
भ्रन्दर कितनी बेकसीज हुई हैं और ये सब
फिगर्स गवर्नमेंट के पास आ सकती हैं।
लेकिन मैं निवेदन करना चाहता हूँ कि
इस बिल के दायरे को थोड़ा और
बढ़ाया जाना चाहिये और रिक्रूटमेंट
भी कम्पलसरी बनाना चाहिये भ्रगर ऐसा
किया गया तो हमारा बड़ा भारी मकसद
पूरा हो सकता है। यह एक मामूली चीज
नहीं है। मैं मानता हूँ कि हमारे लेबर
मिनिस्टर साहब का जो मकसद इस बिल
को यहाँ रखने का है यही हो सकता है तो
वह बहुत अच्छा है और मैं यह भी मानता हूँ
कि यह वह नहीं चाहते हैं कि इस बिल को
फिलहाल इस सूरत में रखा जाये कि एक
दम असन्तोष पैदा हो जाये और जो
हमारा असली मकसद है वह पूरा न हो सके
और जो समस्या है, वह बिना समझे ही रह
जाय। इसलिये फिलहाल इस सूरत में
रखना ही मुनासिब समझा हो।

इस बिल के भ्रन्दर गवर्नमेंट ने इस
बात की व्यवस्था की है कि कम से कम
जो बेकसीज होती हैं, जो जगहें खाली होती
हैं, उनकी सूचनावें एम्प्लायमेंट एक्सचेंज को
देना अनिवार्य हो। यह प्राथमिक कार्यवाही
जो आपने इस बिल के द्वारा कर दी है
लेकिन इसी सम्बन्ध में मैं आपको कुछ सुझाव
भी देना चाहता हूँ। मैं उम्माता हूँ कि भ्रगर

उमकी ओर ध्यान दिया गया और उनकी
धमस में लाया गया तो एम्प्लायमेंट के
सम्बन्धित जितनी भी समस्याएँ पैदा होती
हैं, वे हल हो सकती हैं।

सबसे पहले तो मैं यह चाहता हूँ कि
जितनी भी इंडस्ट्रीज हैं, जहाँ पर भी लेबर
लाज लागू हों, उन सभी पर यह बिल लागू
होना चाहिये। इसमें इस प्रकार का कोई
प्रतिबन्ध नहीं रखना चाहिये कि भ्रमुक
हालत हो, इतने मजदूर काम करते हों
तथा भ्रमुक-भ्रमुक चीज हो। मेरा निवेदन
है कि जहाँ पर भी आपके लेबर लाज लागू
होते हैं, माइन एक्ट लागू होता है, फैक्ट्रीज
एक्ट लागू होता है, पेमेंट आफ बेजिज एक्ट
लागू होता है, शाप एस्टेबलिशमेंट्स एक्ट
लागू होता है, तथा जितने भी दूसरे लेबर
लाज हैं वे लागू होते हैं, वहाँ सभी जगहों पर
यह बिल भी लागू होना चाहिये। इसका
कारण यह है कि जहाँ तक कि मैं समझता
हूँ आज इन एस्टेबलिशमेंट्स के भ्रन्दर,
इय कंसर्नज के भ्रन्दर, चाहें वे प्राइवेट हों
या पब्लिक सेक्टर में हों, बड़ी भ्राजकता
फैली हुई है, और भ्राजकता ही पैदा नहीं
हो रही है बल्कि जिनको वे काम पर रखते
हैं उन्हीं को रखते हैं जो कि मालिक या
अधिकारियों के भ्रमीमात्र और कृपापात्र
होते हैं। इसके साथ ही साथ अधिकांश तौर पर
भ्रगर आप देखें तो आपको पता चलेगा कि
वहाँ पर बड़ी रिस्वतखोरी और भ्रूमखार। घर
किये हुये होती है। इस वास्ते जब तक
कोई कंट्रोल नहीं होगा, जब तक कोई प्रति-
बन्ध नहीं लगाया जायेगा, जब तक सही
ठायरेक्शन नहीं दिया जायेगा, तब तक ये
चीजें खरम नहीं हो सकती हैं। आज होख
यह है कि एक अधिकारी जो काम पर रखता
है वह यही चाहता है कि जब भी कोई जगह
खाली हो, उसको उसी व्यक्ति से भरा जाय
जो कि उसकी हॉ में हॉ मिलाने वाला हो।
इसी तरह से वहाँ पर रिस्वतखोरी और
भ्रूमखोरी भी चलती है।

में निवेदन करना चाहता हूँ कि आज बम्बई में, बहमदाबाद और अन्य केन्द्रों में क्या हो रहा है। आज लोगो की जो बेजिब है, वे तो २८-३० रुपये ही हैं लेकिन जो जीवरनेस भलाउस मिलता है वह सी रुपये से भी अधिक मिलता है।

12.15 hrs

[SHRIMATI RENU CHAKRAVARTY in the Chair]

इस प्रकार के उनको कुल मिला कर सधा सी रुपया मिल जाते हैं या इससे भी अधिक मिल जाते हैं। वहा पर एक माह लगाने वाला भी जो व्यक्ति है उसको इतने पैसे मिल जाते हैं। इतने रुपये वहा पर एक अगस्किन्ड बर्कर को मिल जाते हैं। आज वहा पर होता क्या है? जो जावर या हंड-जावर होता है वह काम दिलाने को लोगो के साथ सीधा कर लेता है कि फिफ्टी-फिफ्टी, मैं तुमको काम दिलाता हूँ और तुम मुझे आधा पैसा दे देना। इस तरह से ऊपर से नीचे तक रिक्वतखोरी और घूसखोरी चल रही है। इतना ही नहीं, मैंने देखा है कि आपके कानून बना देने के बावजूद भी, एक जावर या हंड जावर एक पत्नी के होते हुये भी दो-दो तीन-तीन चार-चार पत्नियां नाजायज तौर पर रख लेता है और उनको अपने डिपार्टमेंट में काम दे देता है और इस तरह से पांच सी रुपया उसके द्वारा कमाया हुआ उसके घर आ जाता है। ये घोरते काम भी नहीं करती हैं। हमारे देश में पीस रेट के ऊपर इन कंसर्नस में काम नहीं होता है और यह सिस्टम यूरोप तथा दूसरे देशों में ही है, यहा पर तो बेज टाइम बेजिब पर होती है। जब इन घोरतो को वह अपने डिपार्टमेंट में रख लेता है तो ये समझती हैं कि छद्म या भ्रष्टाचार, अब डर काहे का डरका नतीजा यह होता है कि जो इनका काम हो है वह दूसरे मजदूरों से कराया जाता है और जो मजदूर या निरक्षर लोग हैं

उसमें यही आता है कि इनने मजदूर काम करते हैं इतना बेतन और उत्पादन होता है। इसका परिणाम यह निकलता है कि जो दूसरे अधिक होते हैं, उनके ऊपर बर्क लोड बढ़ जाता है और उत्पादन कम आता है। इस वास्ते मैं समझना हूँ कि अगर हमने एम्प्लायमेंट फजिया बना दिया कि जितनी भी वैकेंसीज होगी, उनको एम्प्लायमेंट एक्सचेंजिज के द्वारा फिन अप किया जाये, तो इससे भी काम चलने वाला नहीं है। फिलहाल हमका मतलब तो यही है कि जगह खाली होने की सूचना उसकी भेज दी जाये, न कि एक दम फिल अप कर दी जाये। इस वास्ते हमें करना यह होगा कि हर एक कंसर्न के अन्दर, हर एक एस्टेब्लिशमेंट के अन्दर, डिपार्टमेंट वाइज जितने मजदूर काम करते हैं, उसके हिसाब से कम से कम १० परसेंट बदली वाले रखने होंगे। हमका कारण यह है कि अगर एक डिपार्टमेंट के अन्दर दस आदमी काम करते हैं और वहा एक जगह खाली होती है, तो उस सूस्त में जो मैनेजमेंट है वह इसकी सूचना एक्जेंज को देगा कि प्रमुख काम के लिये आदमी भेजिये और जो एक्जेंज है वह जिस आदमी ने अपना नाम रजिस्टर करवा रखा है काबें हासिल किया हुआ है, उसकी इसकी सूचना उसके घर पर भेजेगा। इसने ही सात आठ दिन लग जायेंगे और हो सकता है कि वह आदमी जिसकी सूचना भेजी गई है और हजिर हो या उसकी कड़ी और जगह काम मिल गया हो और जब तक इस तरह से आदमी एक्जेंज द्वारा नहीं भेजा जायेगा तब तक वह जगह वहीं भरी जायेगा और अन्य अधिको को बहुत दिक्कत का सामना करना पड़ेगा और जो आदमी काम करते हैं, उन से ही दूसरे आदमी का भी काम कराया जायेगा इस प्रकार उनके ऊपर बर्क लोड बढ़ जायेगा। इस सूरत से बचने के लिये मेरा सुझाव यह है कि एक्जेंज के प्रू वैकेंसीज का भरा जाना तो अनिवार्य

[श्री राम सिंह भाई वर्मा]

होना ही चाहिये लेकिन उसके साथ ही साथ यह भी होना चाहिये कि हर एक कंसर्न के अन्दर एक बदली कंट्रोल सिस्टम भी दाखिल करना पड़ेगा फिर चाहे वह मिल हो, कारखाना हो या शाप हो या कुछ भी हो। पहले तो जहां पर हमारी एम्पलायमेंट एक्सचेंज होगी वहां पर एक सैट्रल बदली कंट्रोल कमेटी कायम करना होगा और साथ ही साथ जो कंसर्न हैं, जहां पर आदमी रखते हैं, वहां पर भी एक बदली कंट्रोल कमेटी कायम करना होगा और उसके अन्दर वर्कर्स और मैनेजमेंट दोनों के मिले जुले प्रतिनिधि होंगे। अब डिपार्टमेंट-वाइज दस परसेंट स्ट्रेंथ बदली वालों की एक्सचेंज से लो जायेगी और जब भी कोई जगह खाली होगी उस जगह को इन बदली वालों में से भर लिया जायेगा, इससे काम भी जल्दी होगा और वर्क लोड भी मजदूरों पर नहीं बढ़ेगा और जो लोग बदली वालों में से ले लिये जायेंगे, उनकी जगहें एक्सचेंज से आदमी मंगवा कर फिल-अप कर ली जायेंगी। इन बदली वालों को रोजाना डिपार्टमेंट में जाना होगा और अपनी हाजिरी देनी होगी।

मैं आप को बतलाना चाहता हूं कि इंदौर के अन्दर टैक्सटाइल इंडस्ट्री में हमने बदली कंट्रोल सिस्टम लागू किया जिसके अन्दर गवर्नमेंट के आदमी, मजदूरों के प्रतिनिधि और मैनेजमेंट के प्रतिनिधि थे और साथ ही साथ हर एक मिल व कारखाने में बदली कंट्रोल कमेटी बनाई गई। जो सैट्रल कमेटी बनाई वह एक्सचेंज के पैरेलल बनाई और यह किया कि जो भी श्रमिक किसी काम के जानने वाले हों, वे अपने नाम वहां रिकार्ड करावें और इनके अन्दर से जब भी कोई जगह खाली हुई, उनको भरा। इसका परिणाम यह हुआ कि वहां पर कृपापात्रता खत्म हुई, रिश्ततख्तारी खत्म हुई, जो प्रोडक्शन वाचे

जा रहा था, वह नीचे जाना बन्द हुआ और सारी की सारी चीज ठीक हुई। इंडस्ट्रियल पीस कायम हुआ, हमारा प्रोडक्शन बढ़ा, प्रोडक्टिविटी बढ़ी और सारी की सारी चीजें एक सिस्टमैटिक तरीके से चलने लगीं। जब गवर्नमेंट आफ इंडिया के एम्पलायमेंट एक्सचेंज के आफिसर साहब वहां जाते हैं और बदली कंट्रोल सिस्टम को देखते हैं तो कहते हैं—उन्होंने रिमार्क किया है—कि दरअसल इंदौर में यह जो बदली सिस्टम कायम किया गया है, अगर सब जगह उसे कायम किया जाय तो इंडस्ट्री के अन्दर बहुत अच्छे नतीजे निकल सकते हैं। इससे उद्योग को फायदा पहुंचता है ट्रेड यूनियन मूवमेंट बहुत साउंड ब्रॉस पर चल सकता है और जो कृपापात्र तथा मर्जीमात्र लोग इंडस्ट्री के अन्दर दाखिल हो जाते हैं, जो कि बिल्कुल अफसरों के चेहरे देखा कर चलते हैं, मैनेजमेंट जो चाहता है वह करते हैं और देश में ट्रेड यूनियन मूवमेंट के विषय काम करते हैं, उससे भी छुटकारा मिल जायेगा। इस लिये मजदूरों के अन्दर ऐसी आदमी चुने जायें जिनको काम की जरूरत हो। अगर एक कुटुम्ब के अन्दर चार, पांच कमाने वाले हैं और दूसरे कुटुम्ब के लोग जा रहे हैं नूतनों मरते हैं तो दूसरे कुटुम्ब के लोगों का ही लिया जाना चाहिये अगर आप एम्पलायमेंट एक्सचेंज में बदली कंट्रोल सिस्टम कायम करें और उन के जरिये लोगों को एम्प्लायमेंट में भरने का काम करना चाहें तो इस के लिये हमें कुछ नियम भी बनाने होंगे। सब से पहला बात उस में यह ही होनी चाहिए कि पहले उस आदमी को काम मिलेगा जिस के कुटुम्ब में कोई कमाने वाला नहीं है। अगर इस तरह से होगा तो मैं यह मानता हूं कि प्लैनिंग के अन्दर जो हमारा एम्पलायमेंट का टारगेट है हम उस को भी कामयाब बना सकेंगे और जो इंडस्ट्रीज के अन्दर घूसखोरी आदि की सारी

कीर्ति चलती है उन को भी हल करने कर सकते हैं।

क्योंकि मेरे और भी साथी बोलने वाले हैं और समय ज्यादा नहीं है इस लिये मैं थोड़े में ही यह निवेदन करना चाहता हूँ कि आप ने जो यह बिल पेश किया है उस का मैं समर्थन करता हूँ। लेकिन इस भर्त्स के साथ कि जो मेरे सुझाव हैं उन के साथ रिफ़रेंस को आप शामिल बनायें। दूसरी बात यह है कि इस पर सेंट्रल गवर्नमेंट या स्टेट गवर्नमेंट क्यों लक्ष्य करें? परसेन्टेज के हिसाब से, जहाँ पर जितने जायगी काम करते हैं, जिस तरह से स्टेट इंटर रेंस में होता है कि मजदूरों से भी लिया जाता है, मैनजमेंट से भी लिया जाता है, उस तरह से केवल कारखाने से ही लिया जाना चाहिये। मैनजमेंट से इसका लक्ष्य वसूल किया जाना चाहिये, मजदूरों से नहीं। यह निश्चित कर देना चाहिये कि अगर ५०० वर्कर्स काम करते हैं या १००० वर्कर्स काम करते हैं तो पर वर्कर के हिसाब से ह.न. उस कानून से वसूल किया जायेगा। जिन फैक्ट्री में मजदूर काम करते हैं उस सारी कर्मन् को इसे देना चाहिये। इस बदली कंट्रोल सिस्टम पर जो भी लक्ष्य होगा एम्प्लायमेंट एक्सचेंज के द्वारा उसको वसूल करने के लिये और इस सिस्टम को ठीक से चलाने के लिये एक अलग कारपोरेशन बना कर ऐसी कोई व्यवस्था की जाय कि सारी की सारी चीज ठीक से चल सके। यह जो मकसद है वह केवल गवर्नमेंट के लिये ही तो नहीं है, केवल श्रमिक के लिये ही नहीं है, यह इंडस्ट्री के लिये भी है, बल्कि सास कर इंडस्ट्री के लिये है। क्योंकि उसको प्रत्यक्ष आदमियों का जबरन होती है ताकि वे लोग दिल् लगा कर काम करें। साथ ही इससे यह भी होगा कि ऐसा एक तरीका प्रतिपादित किया जायगा जिसमें कृपा-पात्र और नर्जीपात्र लोगों को काम नहीं मिल सकेगा। साथ तो हम यह भी देख रहे हैं कारखानों के अन्दर लोगों की डिफरेंस से जायगी लिये जाते हैं। कोई सब इन्स्पेक्टर

साहब हैं, उन्होंने किसी मैनजर साहब से कहा दिया कि यह मेरे अपराधी का लड़का है, इसे बाधित कर लीजिये। मैनजर साहब ने सोचा कि कारखाना पुलिस स्टेशन के पास ही है, सब इन्स्पेक्टर साहब से काम पड़ सकता है, इस लिये उस के अपराधी के लड़के को बाधित कर लो। कोई बरतन मांजने वाली गई और सेठानी से कहा कि भले ही मुझे तुम २५० महीने ही दे दिया करना, मैं बरतन सफाई के साथ भाड़ू वगैरह का जो काम है वह भी कर दिया कळंगी, लेकिन मेरा जमाई बेकार है, उस को काम पर लगवा दीजिये, और वह ले लिया गया। मैं निवेदन करना चाहता हूँ कि जिस काम के लिये जैसे लोगों की जरूरत होती है वैसे लोगों को नहीं रखा जाता है। जिन लोगों की चलती है उनके द्वारा अनोपयोगी को बाधित कर लिया जाता है और फिर सबाल पैदा होता है कि हमारे मंत्री लोग, नेता लोग जहाँ जाते हैं, कहते हैं कि श्रमिकों को उत्पादन बढ़ाना चाहिये, प्रोडक्टिविटी बढ़ानी चाहिये, उत्पादन बढ़ाना चाहिये। मैं आप को उत्पादन बढ़ाने का तरीका बताता हूँ क्योंकि रोजाना मैं मजदूरों में काम करता हूँ। मैं यह निवेदन करना चाहता हूँ कि यही एक तरीका है, यही एक सिस्टम है जिस में अगर ठीक से काम किया जायगा तो आप को कामयाबी होगी। साथ तो यह होता है कि जो लोग काम नहीं करते हैं उन का बेतन भी लक्ष्य में लगाया जाता है और जब कोई बेज बोर्ड कायम किया जाता है तो उस के सामने यह फिगर्स रखे जाते हैं कि कास्ट आफ इन्पुट परसेन्ट लेकिन यह कास्ट आफ लेबर नहीं है, यह कास्ट आफ एम्प्लायर या मैनजर का परसनल पाकेट प्राफिट है, इस को कास्ट आफ लेबर क्यों कहते हैं?

वह जो बिल पेश किया गया है अगर इस पर मैं बोलना चाहूँ तो काफी घंटों तक बोल सकता हूँ लेकिन मैं नहीं चाहता कि जो हाई प्वाइंट इस के लिये निश्चित किये गये हैं उस पर मैं अधिकारी बन कर बैठ जाऊँ। मेरे साथी पान्थे जी भी अपने विचार रखेंगे तो

[श्री राम सिंह भार्गव]

इस लिये बोझे में सबसे पहली चीज तो मैं वह निवेदन करना चाहता हूँ कि यह जो बिल पेश किया गया है उस के साथ जो गोरखपुरी रिज्यूटमेंट सिस्टम है उसे भी फौरन खत्म किया जाय क्योंकि यह गोरखपुरी नेबर रिज्यूटमेंट का जो सिस्टम है वह भी कृपापात्रों और मजदूरों के लिये है। वह भी एम्प्लायर के फायदे के लिये है और जो ट्रेड यूनियन मूवमेंट है उस को खत्म करने के लिये और माइनिंग के काम को खत्म करने के लिये कायम किया गया है।

इन शब्दों के साथ मैं निवेदन करना चाहता हूँ कि मैंने जो सुझाव रखे हैं मरती के बारे में, उन को आप ध्यान में रखें और कभी भी त्रिदलीय सम्मेलन में या इंडियन लेबर कांफरेंस में इस पर विचार करें। इस विधेयक के पास हो जाने के बाद आप त्रिदलीय सम्मेलन में इस पर विचार करें और मेरे सुझावों के साथ इस प्रथा को धीरे बढ़ायें। मैं इस विधेयक का समर्थन करता हूँ।

Shri Tangamani (Madurai). Mr Chairman, generally I am in agreement with the objects of the Employment Exchanges (Compulsory Notification of Vacancies) Bill, 1959 and the purpose which was explained to us yesterday by the hon Minister. I do not think anyone will have serious objection to the Statement of Objects and Reasons of this Bill. The hon. Minister himself pointed out that it is based mainly on the Shiva Rao Committee's Report. Now the employers are to be required on a compulsory basis to notify to the employment exchanges all vacancies other than vacancies in unskilled categories, vacancies of temporary duration and vacancies proposed to be filled through promotion and the employers are also to be required on a compulsory basis to render to the employ-

ment exchanges staff strength returns at regular intervals.

Although the objects may sound plausible, I would like to convince you and the hon. Minister that unless the question of unskilled categories is also included the purpose will not be effectively served.

I have before me the employment exchange figures for the period from 1954 to 1959. Going through these I find that there are a large number of unskilled workers who are still kept in the live registers. For the sake of completeness I would say that the occupational distribution of applicants in the live registers" on April 1959 is as follows:

Industrial supervisory services	..	9178
Skilled and semi-skilled services	..	96,980
Clerical services	.	3,14,829
Educational services	.	55,090
Domestic services		49,382
Unskilled services		6,52,971
Others	..	58,308

So, on April 1, 1959, the number of applicants on the live registers was 12,36,988 and out of this unskilled services alone account for 6,52,971. In other words, nearly 50 per cent of those who have registered themselves and who are seeking employment are of the unskilled category.

Now, let us look into this Bill. Clause 3 says—

"This Act shall not apply in relation to vacancies,—

(a) in any employment in agriculture (including horticultural

ture) in any establishment in private sector other than employment as agricultural or farm machinery operatives;

- (b) in any employment in domestic service;
- (c) in any employment the total duration of which is less than three months;
- (d) in any employment to do unskilled office work."

Unskilled office work is defined in clause 2 as:

"work done in an establishment by any of the following categories of employees, namely:—

- (1) *daftri*
- (2) *jemadar*, orderly and peon;
- (3) dusting man or *farash*;
- (4) bundle or record lifter;
- (5) process server;
- (6) watchman;
- (7) sweeper;
- (8) any other employee doing any routine or unskilled work which the Central Government may, by notification in the Official Gazette, declare to be unskilled work."

I am dealing with this in detail to show that it is necessary to give more protection to the unskilled labour rather than to the semi-skilled and skilled labour, not that all those people who have registered themselves who are unskilled or semi-skilled or skilled employees have been provided with employment. That is not the position. Even then, there is at least greater chance for them to secure employment against the chance for these unskilled workers who go out of the way to get themselves registered in the various employment exchanges.

The hon. Minister made it clear to

us yesterday that ultimately we propose to have one employment exchange in each district. That will also be able to help us to see what is the employment potential in that area, how many people are seeking employment and to what categories they belong. If we are going to exclude one big chunk calling them unskilled or by saying that Government can notify certain persons to be unskilled, we will not be doing justice and we will not be serious about providing employment for this large army of unemployed persons who even register themselves with the employment exchanges. If we say that no establishment need mention about vacancies that are available with them in the unskilled category, then, what is the purpose in asking this unskilled labour to go and register with the employment exchange? I am coming to the next point, namely, the question about enforcement of the law. There is a penal provision here that such of those who do not notify the vacancies available in the establishments may be punished with a fine which may extend to 250 or 500 whenever a prosecution is launched. There must be strict observance of that part: that is the purpose for which this Bill is brought. I shall explain briefly how this is going to work in the case of public sector. Today the railways have got a special method of recruitment. The Posts and Telegraphs Department and many other departments of the Central Government say that they are not governed by any of these employment methods. Does this Bill cover the public sector including the railways, and other departments? It says here, in clause (2)(a):

"appropriate Government"
means—

(1) in relation to—

- (a) any establishment of any railway, major port mine or oil-field, or

[Shri Tangamani.]

- (b) any establishment owned, controlled or managed by—
(i) the Central Government or a department of the Central Government....."

It is vague. On first reading it gives the impression that it will cover all the sections of employees....

Shri Tyagi (Dehra Dun): For the purpose of notification....

Shri Tangamani: I want a clarification as to how far the limited purpose of this Bill will cover those establishments which will come under the Central Government. We may call it public sector: the Railways, Post and Telegraphs and other Departments coming directly under the Central Government.

About registration, I have received some information that some persons who have already registered themselves with the various employment exchanges are requested to come periodically and to renew their applications. I do not know what is the direction that is given to these various employment exchanges but if that is the position, it is a very sad state of affairs. When once a particular person has registered, it is the duty of the employment exchange to pursue or follow him. It should not be the duty of the person who has registered to pursue the employment exchange. If we are only interested in statistics, it may be a different thing but if we are interested in helping that particular worker who seeks employment through the employment exchange, a different procedure should be evolved. There are practical difficulties. A worker registers himself in an employment exchange and goes to his village and is awaiting the job. In the meantime he may be looking after some agricultural work. After a few months, if he is to renew his registration, he has to go again to the city and go through the entire formalities....

The Minister of Labour and Employment and Planning (Shri Nanda): Which clause is the hon. Member referring to?

Shri Tangamani: I refer generally to the working of the employment exchanges—not to any particular clause. Otherwise, we will not have much to say against this Bill.

When these employment exchanges were taken over by the State Governments, several representations were made to the Central Ministry also as to how some employees who continued their services under the State Government were not given that continuity of service. Some employees were retrenched not on the basis of seniority or the last-come-first-go principle. If more employment exchanges are going to be opened, then priority must be given to those employees who were originally employed under the Central Government before the switch over to the State Government.

A certain practice which is now being adopted in Kanpur is helping the illiterate workers whether skilled or semi-skilled in guiding them as to where to register. They have got a different system—colour system. Such a colour system can be adopted in other places also.

Without developing the point further because of lack of time, I would recommend to the Labour Ministry to go into the question of the various methods by which control is exercised on the seamen who are being recruited by the Government and whose services are being lent to the foreign shipping companies.

Shri Thimmamah (Kolar-Reserved-Sch. Castes): I welcome this Bill. Some exchanges are doing excellent work in trying to provide opportunities of employment to the unemployed in this country. Figures show that only ten per cent of the persons registered in the employment exchanges are provided with employment. This

is due to the lack of popularity as already stated by some Members. But if the appointments are to be provided only through these exchanges, they must be made popular; they should be established in all the taluk headquarters. Otherwise, if you insist that appointments should be made only through them, many people do not know about the existence of such exchanges. In a country like India, many people are illiterate. Many educated unemployed stay at the villages and they find it very difficult to get appointments. They do not know the existence of these exchanges and so are not registered in them. That is the only reason why only ten per cent of the people registered are provided with employment. It is not right to insist at this moment that appointments should be made only through the employment exchanges. Under clause 4(4), an employer is not obliged to appoint those who are sent by the exchange. But that has not clarified the position. For instance, many Scheduled Caste candidates who do not know about the existence of the employment exchanges cannot find appointments because the appointing authority insists that they should come through the employment exchanges. The Railway authorities are insisting that the applications for class IV posts should come through the employment exchanges. When this was brought to the notice of the Railway Minister, he relaxed the rules and sent a note to all the appointing authorities that the Scheduled Caste candidates, even if they come directly and not through the employment exchanges, should also be considered along with the other applicants who come through the exchanges. This must be taken note of and clause 4(4) should be retained and not removed as suggested by Shri Tyagi.

Many of those who are enlisted in the employment exchanges enlist for a particular vacancy. Suppose they apply for some other vacancy for which they are not enlisted but for

which they are suitable, the appointing authorities do not consider their applications because they are not registered for that particular vacancy. Therefore, I submit that there should be certain categories of jobs for which they should be enlisted. If you publish a note specifying the categories of jobs in the employment exchange, they can enlist themselves for different categories of jobs. That is my suggestion.

I do not know if it is right to exclude the unskilled jobs from the purview of the exchanges. It is these unskilled people who find it difficult to get jobs. Therefore, it is better to include them also.

It is said here that vacancies that are to be filled through the Public Service Commission should not come under their purview. I want to know what is to be done in the case of such jobs in the private sector which are equivalent to the jobs or vacancies to be filled by the Service Commissions in the public sector or Government departments. There is no Public Service Commission in the private sector. They usually have a selection committee. They also publish vacancies of posts which carry a salary of Rs 500 or Rs 600. It is not clarified whether this Bill covers those jobs in the private sector. You have only said here that the jobs where selection is to be made by the Public Service Commission will not come under the purview of this Act. But what about equivalent jobs in the private sector? By the provision made in this Bill it does not mean that equivalent jobs in the private sector will not come under the purview of this Act. That means, even if it is a big job in the private sector the employers concerned should notify it to the employment exchange, whereas big jobs which are to be filled up through the Public Service Commission will not come under the purview of this Act. I think this position has to be clarified by the Minister.

[Shri Thimmaiah.]

There is one more thing. Under the provisions of this Bill an employer has to pay a penalty of Rs. 500 or more if he does not notify a vacancy to the employment exchange. I want to know whether it applies to Government officers also, and whether a Government officer will also be fined Rs. 500 or more if he does not notify a vacancy.

Shri Tyagi: Of course Also the Minister.

Shri L. Achaw Singh (Inner Manipal): Mr. Chairman, this Bill is welcome from various points of view. For the first time, the employers have been compelled to notify their vacancies to the employment exchanges. Secondly, it also provides that at regular intervals the employers should submit returns of staff strength to the employment exchanges. This procedure will certainly enable the exchanges to acquire a good deal of information regarding employment trends and employment needs. It will also enable them to give better advice to the Government, to the employers as also to the public. It will also encourage employment seekers to register themselves with the exchanges. Lastly, it will promote better planning of training of the workers and also a better assessment of the deficits and surpluses in respect of employment seekers.

Yesterday, some speakers pointed out the inadequacy of certain provisions, of this Bill. For example, in clause 2(g) there is reference to a provision that establishments having less than 25 workers should not be compelled or should not be asked to notify their vacancies to the employment exchanges. The Factories Act applies to factories and establishments having less than 25 workers. I do not understand why the same provision of the Factories Act should not apply in this case also.

Then, there is a provision in clause 3, sub-clause 2(b) that vacancies in an employment carrying a remuneration of less than Rs. 60 in a month

should not be notified. I believe that this will give a good handle to the employers to escape the operation of this Act, and it will certainly exclude a large number of employment seekers from the operation of this Act.

There is another provision in clause 3(1)(d) by which unskilled workers are also excluded from the operation of this Act. I believe that a pretty large number of workers will be excluded from the operation of the Act. That is why I would rather like that these provisions are deleted.

Naturally, we would also say that the Bill does not go so far. The Shiva Rao Committee has also dealt with the reasons as to why the employers do not find the employment exchanges so helpful and why they have not adequately utilised the services offered by the employment exchanges. For example, these employment exchanges do not provide for trade tests. In Chapter VIII of their report they have recommended that the employment exchanges should introduce the preparation of a panel of names for the posts of clerks on the basis of tests. They have also recommended that a classification system should be introduced by which there should be a classification of applicants desiring skilled jobs on the basis of trade tests. We fully endorse the recommendations of this Committee, and we feel that this Bill should have made similar provisions. In that case we could have easily asked for another provision, namely, that the employers should be compelled to recruit directly through the employment exchanges. There should be a clause providing for compulsory recruitment through these exchanges. This is very much necessary in the interests of our economy and in the interests of the employers as well as the employees.

Now, I would like to draw the attention of the Ministry to certain aspects of the unemployment problem.

Every one knows that the problem of unemployment is very delicate matter and it has to be handled very carefully. If we have to solve this problem, we require a very accurate and scientific data so that we may know the difficulties and in respect of this unemployment problem and suggest remedies. In this connection I would like to draw the attention of the Ministry to certain departments of the Government, certain heads of departments, who never notify these vacancies to the different employment exchanges. People are very much dissatisfied. I have got an instance in which certain members of the Scheduled Castes and Scheduled Tribes have been asked to go directly to the heads of these departments for recruitment. This is not very satisfactory because the same defect which applies to the employment exchanges also apply to the heads of departments. In the absence of employment exchanges in the rural areas and in sub-divisional headquarters, the people find and they are not properly notified of the vacancies that arise. The so-called letters are not issued in time. They feel the same difficulty in the case of employment exchanges. I have referred these matters to the Ministry, and the Ministry has informed me that "this procedure has been followed with a view to minimising the inconvenience and hardship caused to tribal applications residing in the hills of Manipur." I have also been informed that in fact it affords fair treatment to all applicants. I cannot agree with this point of view. I feel that the tribal applicants should register themselves with the heads of departments and the employment exchanges as well. Otherwise, the picture shown in the live registers of employment exchanges will be unreal, and as it is, it also leads to a lot of confusion.

18 hrs.

I would request the hon. Minister to enforce strictly the provisions of this Bill, when it becomes law, and also

see that they are made applicable to the heads of departments and to the establishments in the public sector.

Lastly, I would like to urge upon the Ministry to open, as many employment exchanges in the rural areas and in the sub-divisional headquarters and also in the district headquarters, as possible. The hon. Minister has already promised to open exchanges in the district headquarters. I feel that when the employment exchanges are opened in the rural areas, the grievances of the tribal people as well as those of the rural people would be removed and their ambition also will be fulfilled.

Shri K. N. Pandey (Hata): I am very much thankful to you for having given me an opportunity to express my views on this Bill. Though looking at the face of the Bill it will be conceded that it is a very simple Bill, if you look to the following two points, namely, what was the necessity to introduce this Bill and secondly, whether, after having passed this Bill, the same necessity may be achieved, then, the Bill becomes very important.

Yesterday, I heard some of the Members complaining that the employment exchanges have not fulfilled the real objectives because of so many reasons. The most important reason why the employment exchanges have not fulfilled the desired results was that they have been given the work, namely, only of persuading the employers to recruit people, and they have no force behind them to see that the recruitment is made through the employment exchanges. That is why they have failed to achieve the desired results.

After this Bill is passed I want to see as to what results will be achieved. The object of the Bill is simply to notify the vacancies occurring in the factories. But after having the vacancies notified, is it compulsory for the employers to choose from among those persons who have been notified? No. So, there is no use at all by

[Shri K N Pandey.]

simply asking the employers to notify those vacancies. On the other hand, there seems to be some contradiction in this Bill, and I want to draw the attention of the hon Minister to those points. In sub-clauses (c) and (d) of clause 3, it is said—

"In any employment the total duration of which is less than three months," and

"In any employment to do unskilled office work"

Now, only "duration" has been mentioned here. The character of employment has not been given. What happens in Kanpur, to which reference was made by Shri Tangamani? In Kanpur 25 per cent of the total number of textile workers are called substitutes, and when the permanent workers are absent, they got chance in their places. Those vacancies may be temporary, because a worker may be absent for 10, 15 or 30 days, and if those places are not notified there is every likelihood that the substitutes may not have chances to work in the places of the permanent hands. This is a major difficulty in Kanpur. So instead of this "duration", if you define what is "temporary" and "permanent" under this Bill it will be useful. Unless these words are defined, the purpose of the Bill will be defeated. Only "duration" cannot help. "Duration" will create confusion and there may be cases in Kanpur where even those persons who were previously getting employment in the places of the permanent workers may not be able to secure employment in that manner after this Bill becomes law.

Shri A. C. Guha (Barasat): This is not only the case in Kanpur. It prevails in other places also. It is an evil thing.

Shri K. N. Pandey: It may be in other places also. I have knowledge about Kanpur and that is why I am expressing this aspect about Kanpur.

Another thing is, the wording in sub-clause (d). It is said "in any employment to do unskilled office work"

So far as I have seen, the employment exchanges have been able to secure work for not only skilled and semi-skilled workers, but for unskilled workers also. If that is so, what was the necessity of putting this clause here? When the unskilled workers are already getting work through the employment exchanges I feel that if this clause remains there it may create some confusion.

The other case that I want to mention is this. Suppose there is a man who is getting Rs 60, he will be called an unskilled worker according to this Bill. In some of the cases where the minimum wage has not been fixed, even the skilled and semi-skilled workers are getting less than Rs 60. What will happen to those workers? In their case, this Bill will create another difficulty. In spite of their being semi-skilled or skilled, they will not be able to get jobs because they are being called unskilled simply because of this Bill. So, I do not think it is necessary to add the clause according to which a worker who is getting Rs 60 per month is supposed to be an unskilled worker.

I can tell you the position in the sugar factories. The clerks there in some factories are getting less than Rs 60 per month. Are they unskilled? If they are unskilled, then they will be deprived of their jobs because those places will not be notified. I very well understand the purpose of the hon Minister. He does not want to use force, because the use of force so often creates hatred between the parties. But unless force is there, the parties cannot come together and peace also cannot be established. If they know that nothing could be done even if they violate the law, then they will not care for the law and you will not be able to achieve the desired results. So, if some clause is put in, making provision for some force behind this Bill, it will be good. Let it not be used very often but let it be there.

Dr. M. S. Aney (Nagpur): Compulsory?

Shri K. N. Pandey: Then you will see that the Bill will solve the problem. In Kanpur there was a scheme of decasualisation and the parties did settle some of their disputes by mutual discussion as the Government was behind it. So, unless you put some force in this Bill no useful settlement may be made in that way if the Bill is passed without any change.

I want to bring to your notice that the provisions of the Bill, instead of creating a good atmosphere to get more jobs for those who are seeking employment, may put the workers nowhere. I think you will also realise this position and I hope that the Government would try to do something so that something good may be done by the introduction of this Bill and also having passed it.

Mr. Chairman: I find that there are a large number of Members who want to speak on this Bill. But according to the time allotment of the Business Advisory Committee, I think we should be finishing the Bill by half past one. In view of the fact that various other Members also desire to participate in the discussion and since it seems to have developed into certain controversies, I would suggest to the House that we may extend the time by a few more minutes and allow a few more Members to participate. I will call the hon. Minister round about 1.30. Would that be all right?

Shri Nanda: Yes.

Mr. Chairman: I shall allow this particular reading till 1.30. Otherwise, we should have finished by now.

Shri S. M. Banerjee (Kanpur): Mr. Chairman, I welcome this Bill and I feel that it is a step forward. But as pointed out by my other friends, it is quite obvious that this Bill is not going to have the desired effect on the employers either in the public sector or in the private sector. I am

unable to understand as to why the unskilled workers who form the bulk of unemployed people today in the country have been excluded from the purview of this Bill. May I submit for the information of the hon. Minister that out of nearly 12 lakhs, 6 lakh people, i.e. more than 50 per cent, are unskilled workers. What will be their fate? Should they be left at the mercy of the employers? This is a matter which should receive the consideration of the hon. Minister.

In all our projects, more than 50 per cent of the workers are unskilled. In the Bhakra dam, about 5,000 men are going to be unemployed very soon. Out of them, nearly 4,000 are unskilled. Unless the employment exchange comes to the rescue of these people by registering them and issuing introduction cards for alternative jobs, their fate is almost sealed and they will be entirely at the mercy of the employers.

1.14 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

I cannot understand why the daft, orderly, peon, bundle and record lifter, process server, watchman and sweeper have been excluded. In most of the mercantile offices in Calcutta nearly 50 per cent of the people are doing the same job of dafties, peons or orderlies. Why should they be debarred? Why should they not be allowed to secure employment through the employment exchange? If they are excluded, there will be favouritism and nepotism. For the post of an orderly or peon, the practice is that a peon is appointed only if he is liked by the officer concerned and if he can also work as domestic servant. It is as true as anything and I hope the hon. Minister and the officials of the Ministry know it better than I. If these people come through the employment exchange, they will be assured of a minimum wage and some service conditions at least. If these categories are excluded from the purview of

[Shri S. M. Banerjee.]

this Bill, it will be giving an impetus to favouritism and nepotism.

Regarding the working of the employment exchange, much has been said about bribery etc. I do not deny that these charges are utterly false, but because I was a member of the advisory committee of the employment exchange for a considerable time, I also realise the difficulties of the employment exchange officers. The employment position in the country is such that it is difficult for the officers to function. If there is no employment, what is there to be exchanged? A hungry starving man goes to the exchange and tries to bribe the clerk or the officer concerned. So, unless the employment position changes, corruption cannot be stopped. I know some of the new employment exchange officers with young blood want to work the exchange as honestly as possible. So, let us discuss this entire matter to see how corruption can be checked. The needy man knows no law, logic or reasoning which can convince him. If he can get employment fetching Rs. 30 or Rs. 40 a month for at least six months, he does not mind spending Rs. 100 on bribery. So, the real cause is not that these officers are corruptible, but the needy man tries to corrupt them just to get two meals a day. So, there should be an enquiry into the working of the employment exchanges to see how they are functioning, whether they have served or defeated our purpose, etc. This is a matter of dispute which can only be investigated.

Then, the domestic workers have also been left out. The hon Minister was kind enough to discuss this matter in the informal consultative committee and even in XVII Labour Conference. Where is the harm if the domestic servant goes to the employment exchange? The moment he registers in the employment exchange, his antecedents should be verified by the exchange. Then if he is provided a job under somebody, at least that particular man is assured that he is

getting a man whose antecedents have been verified. By this method we will have correct statistics about the working of domestic servants. I do not think there is any harm if the domestic servants come through the employment exchange.

Then, cases of posts to be filled by promotion will not be covered under this Bill. Take the defence industry or any other industry where there is no direct line of promotion. If an industrial worker wants promotion to a supervisory, clerical or some other cadre which is non-industrial, officers of that particular establishment say, "We are having fresh recruitment and so you have to go to the employment exchange and try your luck along with others coming from the employment exchange." He cannot be promoted, because there is no direct line of promotion. Supposing I am a skilled man and there is a post of store keeper. I want to become a store keeper to better my future. I cannot be promoted by the employer only on the ground that there is no direct line of promotion. It will be taken as a new appointment and the worker will have to go to the employment exchange and get a card for his case to be considered. When he goes to the employment exchange, the officer there says, "This is a clear case of promotion, you are already employed somewhere and you want to better your future. We cannot give you any card."

These are the practical difficulties experienced by the employees in the public sector and I would request the hon Minister to consider them. I welcome this Bill as a whole, but as the previous speaker pointed out in regard to the various clauses, I would request the hon Minister to say something about the points raised by us.

13 20 hrs.

[MR. SPEAKER in the Chair]

Shri U. U. Patil (Dhulia): I agree with the previous speakers so far as the question of employment possibili-

ties of unskilled labour are concerned. This Bill aims at assessing the employment possibilities of only skilled labour. But, in fact, unskilled labourers form a formidable part of our job-seekers. So far as their statistics are concerned, no definite statistics have been collected. So, I would request the Labour Ministry to avail themselves of the forthcoming census to collect correct statistics, so far as unskilled labourers are concerned. Along with that, if some periodical reports are asked for by the employment exchanges from the village officers statistics can be kept up-to-date, as far as unskilled labourers are concerned.

So far as the present Bill is concerned, the very fact that unskilled labourers are out of the purview of the Bill shows that it cannot serve much useful purpose. I would submit that the Bill ought to have provided for assessing the potentialities of the unskilled labour also.

As far as the potentialities of the skilled labour are concerned, I ask the Minister what the exact aim is in bringing forward this Bill? After all, if you want to assess only the potentialities of the skilled labour in the cities then the present exchanges and the labour officers can very well assess it. Sub-clause (4) of clause 4 excludes the possibility of giving employment, or introducing the element of compulsion in giving employment, to the job-seekers. So, even without this Bill, it was possible even before to assess the employment possibilities in urban areas, because in a city having a population of one lakh, the employment exchange can well collect the data as to what are the establishments employing 25 persons. So, my submission is that it could have been possible even under the present circumstances to collect the data, so far as employment possibilities of skilled labour are concerned.

13.23 hrs

(Mr. Deputy-Speaker in the Chair)

Now, by the introduction of the Bill, it might happen that those establishments which are now running with a staff of 25 persons might manage to see that their concerns do not expand at all, because they might think that having introduced this compulsory notification of vacancies, in course of time we may also introduce the element of compulsion so far as employment is concerned. So, my submission is that by passing this Bill the only thing that will happen is that there will be no expansion on the part of those establishments in the private sector which employ now less than 25 persons. Therefore, I would submit that this aspect must be taken into consideration.

The Bill, as it is at present worded, does not introduce any degree of compulsion, so far as employment is concerned. The only thing that is achieved by the Bill is that the Government will be having a complete assessment, regarding employment possibilities for the skilled labour. My submission is that even without the passing of this Bill, the employment exchanges and the labour officers can well collect the data. The difficulty will arise only so far as bigger cities like Bombay and Calcutta are concerned. Even in those cases, if a little attention is paid by the Government, information about the employment potential for skilled labour can be obtained. So, I do not find any purpose in passing this Bill. So far as seeking information about the employment possibilities is concerned, as I have said, it could have been done even without passing this Bill. The only result of passing this Bill will be that there will be more work in the employment exchanges. That is all what I have got to say.

Mr. Deputy-Speaker: I would be calling the hon. Minister at 1.30 p.m.

Shri Prabhat Kar (Hooghly): So far as the Bill is concerned, we welcome the purpose for which the Bill is being introduced. But the provision, as it is laid down in the Bill, I am afraid does

[Shri Prabhat Kar.]

not serve the purpose. It has already been pointed out that the only obligation now, so far as employees are concerned, in the private sector as well as the public sector, is to notify the vacancies. There is no assurance that all those posts will have to be filled in through the employment exchanges. Now, pure and simple notification of the vacancies will not serve the purpose save and except inclusion of more names in the register of the employment exchanges.

Secondly, this Bill precludes notification of vacancies in an employment which carries a remuneration of less than Rs. 60 a month. Knowing as we do the rate of wages paid in different industries, and also in the Central Government, the employment which carries less than Rs. 60 a month as remuneration will be overwhelming in number. For all those vacancies, no notification will be necessary. That means that more than 80 per cent. of the vacancies in different industries and establishments will not have to be notified. As a result, for a majority of the vacancies, no notification will be required.

Then, it excludes unskilled office work. Today we know that in any establishment roughly about 33 to 40 per cent. of the staff belongs to unskilled office work category. This Bill does not apply to them. For them, no notification will be necessary. Therefore, even on an establishment which comes under the purview of the Bill for 40 per cent. of the employees, no notification will be necessary.

Although the purpose of this Bill is to see that employment is procured through employment exchanges, the net result of the provisions included in the Bill will be to exclude a majority of workers from the purview of this Bill, because only for some jobs notification will be necessary. A majority of work which either carries a remuneration of less than Rs. 60 a month or which, as it is enumerated in clause 3(c), is one the total duration

of which is less than three months or is unskilled office work, is outside the purview of this Bill and so no notification is necessary in those cases.

So, my submission is that the purpose for which the hon. Labour Minister has brought forward this Bill will be frustrated because of the inclusion of this provision. It has already been pointed out by most of the members who have spoken. So, I would tell the hon. Labour Minister that since the purpose for which he wants the Bill to be passed is being frustrated because of the inclusion of this provision he himself should make amendments in the Bill so that the majority of the employment today can be procured through the employment exchanges. In that case, the Government will also be in a position to know whether the purpose for which employment exchanges have been established has been properly served and whether they are providing jobs to the people. Also, they can get proper statistics about the unemployment in the country.

I would request the hon. Labour Minister to consider the various view points which have been expressed in this House by various sections of the Members.

13.30 hrs.

Shri Nanda: Mr. Deputy-Speaker, Sir, the central provision of this proposed legislation is contained in clause 4 which seeks to impose an obligation on the employers to notify vacancies to employment exchanges. Naturally therefore, discussion revolved round this provision. I gather that practically all the speakers, who spoke on this Bill, expressed themselves in favour of extending the compulsion feature beyond notification of vacancies, that is, to recruitment also. I said practically because I have in mind my hon. friend, Shri Tyagi, who, as the first speaker on this Bill, started with some kind of an opposition to this provision regarding compulsion in

the matter of notification of vacancies. But as he proceeded on and when he concluded I was not quite sure whether he had only made it as an introduction in order to emphasise that that was not enough and that there should be compulsion regarding recruitment also. I say so because he ultimately pleaded for the unemployed person who goes on in search of jobs from place to place and becomes frustrated because without employment he has to spend his energy wastefully, without any kind of result and it is our obligation to come to his rescue, and do something in anticipation of even his coming to us, that is, we should go out and extend a helping hand to him. That was the idea.

He also said that the employers have naturally a bias in favour of their kith and kin and friends and all that and, therefore, people may not have a good chance simply on the ground of their merits. Therefore, I think that even he really was not very much against the provision of compulsion but to the degree to which it goes. But really he was asking for a more vigorous implementation of this measure.

He also made the point in the very beginning that we should not go on multiplying measures and taking upon ourselves new tasks and that things which we have on our hands should be done well. I agree with him. This proposal is exactly of that type. We have the employment exchanges. We are incurring expenditure on the employment exchanges. We have the staff. We have all those facilities created in order that they may be used adequately and properly which are not being used. Therefore, this is a step in the direction of a fuller use of a machinery already created. It does not go out in any new direction. That is one point with which I agree so far as the purpose is concerned, but I also further add that in this case the deduction will be in favour of the measure that is being put forward rather than against it.

Why do we not go further than what we propose to do? We are being urged from all sides of the House that compulsion should extend to recruitment also. My answer is—and that is the most important part of the answer—that we are proceeding on the basis of the recommendations of a committee which made a report and which was a unanimous report.

An Hon. Member: Not unanimous.

Shri Nanda: Well, it was nearly unanimous. At any rate, if there was any dissent it was not regarding this point. So, so far as this feature is concerned those who applied their minds to the subject, examined every aspect of it and heard so many people, came to this conclusion that the time has not come and that at any rate for the present there should be no compulsion regarding recruitment.

Shri Tyagi: But did they make any recommendation to the effect that there should be no compulsion even on the public sector which actually obtains today by your orders?

Shri Nanda: I am coming to that I shall come to that. They were in favour of starting with this feature in the public sector. That is perfectly true. Without waiting for this Bill that recommendation has been carried out to an extent and is being progressively adopted. The question is, "Well, you may have certain considerations about the private sector not being brought under this compulsion, but what is it that prevents you from bringing the public sector under this obligation?" I thought of giving the answer later on but I might give it straightaway. The answer is that so far as the public sector is concerned, as I have said, that idea had been accepted even before we brought on this legislation. I have got a whole list of States and of various departments of the Government that have accepted that position. We are going forward in that direction in the Central Government by directives as the hon. Member wanted to know. Regarding the States, I have got a list of all

[Shri Nanda]

the States and I find that many of them have agreed. I think that to the extent it remains further to be implemented we will be able to succeed

Shri Tyagi: The exemption sought in this section does not mean going back from what you have done by means of circulars

Shri Nanda: Not at all I can say very clearly and categorically that we will be pressing on so far as every part of Government carries out this requirement

Now, regarding the private sector, I said that here is a report that is the main answer. But there is another answer also. We have to consider our capacity to undertake certain duties ourselves. This is simply asking the employers to notify vacancies without compelling them to choose out of them. It is a very very limited obligation. If they do not find those people to their taste they can get anybody else but when you say that they must choose out of them, the responsibility on our system becomes very much bigger and we will have to be very much more careful. We have to see that before we take upon ourselves this kind of a very big responsibility we take steps which will ensure that we can, if at all it becomes necessary, carry that duty properly and discharge that responsibility adequately.

Then there is another thing. As hon. Members asked me, is the purpose being served? I will have to answer that regarding coverage also but here too the purpose will be served not by compulsion but by other means. My approach to all these matters regarding workers and regarding employer-employee relations is the minimum of compulsion. I have not been disappointed in this approach. I have found—and I may here, on the floor of this House, pay a tribute to all sides, that is, all sections of employers, all sections of workers and all States—that a number of new things, new departures, innovations and new ideas

have been accepted by all these sections voluntarily, that things which might have taken years have been done and where by law we would not have been able to get very significant results I find that by persuasion, we are getting those results and better results. Therefore, having created a kind of a position, I do not say "purchase the wares in this shop" whether they are good or bad, I only leave it to the man who comes, and I see that I serve him properly. That is the kind of arrangement that is being made.

I may add further that though it is voluntary, there is some kind of a moral compulsion coming in. As long as he does not have my names, I do not know whom he has chosen, and whether he has chosen well or not. The moment he notifies I come in. Without compelling him, I can say, "I submitted five names, and you have chosen not a person from out of the five but a sixth man." Today, tomorrow, everyday he does that. Then we can see has he really been able to secure a person better than those we have submitted or is there some other element at work?

This will have a considerable moral force in that they cannot ignore the requirements of applying certain standards. They cannot go beyond the list we submit and choose people who are below those standards who are sub-standard, who in quality, experience and in other ways are inferior to those submitted by us. It may not be apparent where the difference is ten per cent but it will be obvious where the difference is fifty per cent and the person selected is not half as good as the other person. The results are secured by these means.

I was told, "Why have this compulsion of notification?" If you only want statistics, you can get statistics. It is clear that it is not for statistics that we are wanting it. It is for some real, practical object to be secured through these provisions.

Now, the other question—if I need at all go back to it—was, “why not omit this compulsion altogether?” Well, Sir, I have answered it partially, but I may add to that, because the hon Member Shri Tyagi asked, “Why should you have to do this?” People would come to you if you make your arrangements more attractive. It may be that there is something deficient on your side, on the side of the employment exchanges.” This idea, this doubt, this question that is raised would be quite relevant if I were compelling that person to choose from here. Then the questions whether I am offering good persons or not, whether I am answering his demands in good time, quickly, or not, all these things will come in, speed, quality and all that. But if it is only a question of just telling me what people he wants, there the quality of my work does not really matter—whether there was corruption, whether some people got through the registration by paying something, etc. That will only affect my popularity from the point of view of the job-seeker, not of the employer. So, that does not apply in this case.

Then, why is it that these employers have not been coming to us? I think hon Members themselves answered this. Because, whether it is a good employer or an employer not so good, everybody wants to be free, free from any kind of restrictions. If he is free, even a good employer thinks “why should I ask somebody else?” If he is not so good, he will not allow anybody to look into what he is doing. It is these considerations which come in rather than the question of the way in which our exchanges are worked. I will come to it soon, as to what is happening to the exchanges, whether all is well with them or whether there are defects and whether some improvements have to be made—I will come to that—but that is not relevant in this case.

Now Sir, the question of delay has been referred to, as to why we put this report into cold storage for so many years and we are coming after

a long time. I answered it partially. I will just say a little more about it. We should not have done it till we were prepared for it. How can we ask everybody to come to us when the number of exchanges that we have is very limited? We have been able to expand the number of exchanges from 125 to 231 meanwhile. Therefore, unless we have the facilities available in many places where they are required, we should not have taken this step. That was one reason.

Another was that in pursuance of the recommendations of the Committee we had taken a very big step, and that was the transfer of the service to the States. That transfer involved many changes. It required reorganisation, and I may say that along with other changes which took place in the country, these things took time to settle down, and even now there are some States which are just coming upon their feet. And so the time was not ripe for this fresh measure. Therefore, we had to change, and we have tested these new arrangements through these years and at last for this much we are ready now.

This may also be the answer to some other question which was raised, namely, “Why don't we need more and why do we not want to extend the operations beyond what we have chosen to do?” That is the question of coverage and also our preparedness to have more extended obligations than what we have indicated in this proposed legislation. The question of coverage came up for considerable criticism and questions were raised, very naturally. They asked, “Why are you excluding large classes of people who possibly deserve your help and assistance even more than the others?”

There, let us apply our minds to the basis of the working of these exchanges, the basis of the submissions. So far as the employment exchanges are concerned, it is not simply a question of having a person and shoving him on to some employer. But various other devices have been introduced—trade testing, testing of the

[Shri Nanda]

skills of the persons, putting them under proper groups and categories in order to match the demand. This thing is the real job; this is also the real requirement of the employer.

There are certain jobs where the employer can pick up the persons anywhere and get their services also. There is neither that element of applying the skills, the special techniques, in the case of selection for submission—they do not arise—and on the other side, in the case of the employer the bias does not arise. Because the bias does not arise in the case of the large number of unskilled workers. But where there are special salaries, higher salaries, where people have to come on the ground of certain qualifications, it is there that it occurs. Therefore, this is one answer, that is, not including them does not defeat the objects. Because, as I indicated, though those objects do embrace the unskilled worker—we are doing that—it is not as if we do not include those under this compulsion we will not be rendering that service, because it is being rendered now also and there is no special incentive on the part of the employer to withhold those people and there is no special service that we render in the matter of the unskilled workers. But I may add that we are putting on the employer a new kind of obligation. They will have to prepare charts, returns. I thought, let us make it as little irksome as possible. That portion of the work which is not of that character, as I have explained, we may keep out at any rate, for the present. Let us see. It may be that even without putting that in this Bill as a matter of compulsion, we can in the returns, forms, etc., provide for that. If they choose they can send. Let them at least feel that their job in sending returns is limited so that I can have their co-operation more. It is that spirit of co-operation which is going to help me more in getting the rest of it done than simply filling forms. I do not think I will have

gone far in achieving the results that I seek.

This general explanation applies to a number of specific points raised about unskilled office workers, people with less than Rs. 60. This is the general position and I have explained it. I think it will satisfy.

Regarding domestic servants, who is the employer on whom I have to use this legislation that he must notify to the exchanges the vacancies and if he does not do so, there will be penalty of Rs. 500 and Rs. 250? I do not think domestic service comes in although I have got every sympathy with the domestic workers. We have considered their case in the Indian Labour Conference. We are going to think of various ways to help them. This is not the way, at any rate, which will be of any use to them.

A question about statistics was raised, about numbers. If you do not include a certain category or a certain class of establishments, statistics will suffer. I think these returns and notification of vacancies are different things. The returns, forms will be different. Therefore, it is not necessary that because of this limitation here, the quality of the statistics should at all suffer.

Shri K. N. Pandey: May I know what is your reply about Rs. 60?

Shri Nanda: I have tried to answer to the extent I have been able to understand. So far as many of the establishments with which we have to deal, are concerned, really, the number, that is, those persons who are getting less than Rs. 60 will not be in the kinds of occupation which the hon. Member has in mind, textile or other industries. I said, regarding those considerations, the utility is not the same as it is in the other case. The returns will have to be much more elaborate; if not elaborate, at any rate, they will impose a great

deal more of labour. I wanted to limit the operation at the moment to that part of the work which has a greater significance and value. Not that the importance of the job for that person is less. He is not under the same disadvantage in getting selection as would be in the other cases. That is mainly with regard to the question of coverage and the question of compulsion, that is, matters bearing on the provisions in the Bill.

There was one more point about the Government not taking persons who do not apply through the exchanges for promotion when there is no line of promotion created there. These are matters which we can deal with and attend to through administrative arrangements and orders.

I come to the general question about the operation of the employment exchanges, which is a very important matter: how they have been faring after the transfer. The Committee expected that they will improve in course of time and that they will function better than before because of the interest that the States would take. To a certain extent, I think, the actual facts are bearing that out. But, it takes time. The quality is not even throughout. It may be uneven. But, the evidence which the report has placed before the Central Government is adequate for the purpose of keeping a watch, supervision and guidance regarding the working. At any rate, on matters of policy, all general directions are in the hands of the Central Government. Also various other functions. The function of supervision, guidance, inspection, etc., is being carried out. We are getting reports. We were asked as to whether there are reports. Yes; reports are coming from the States.

Shri A. C. Guha: Have there been any cases when the State Governments have resented too much supervision and guidance from the Central Government?

Shri Nanda: They resent in a number of places, a number of times, to a number of things. If we find that we are going ahead and if 80 per cent. of the States come in, we persuade the others also. Therefore, there also the process has to be carried on. It is not just a steam-roller kind of thing.

Shri Tyagi: No compulsion.

Shri Nanda: Ultimately, it is a question of a little waiting, a little patience.

Shri A. C. Guha: You give 60 per cent. of the expenditure, but have no supervision.

Shri Nanda: Whether you give 60 per cent. or they get it in some other way, it is the same thing. The only thing is which way will enable us to get better results.

About their working, this annual report has a section about 20 pages devoted to employment exchanges. No change has been made regarding the report. That was the kind of report which we were giving before also. Do I say that everything is all right about employment exchanges? No. I do not. I have tried, I have looked into their working myself, talked to the officers, sat for hours, seen the people, seen their difficulties about accommodation, etc., and introduced some new ideas also. My general impression is that earnest efforts are being made to improve them. Is there corruption? I cannot vouchsafe that nobody has paid anything at all. I can say this. There is no evidence of any such volume of corruption that it will make it in any special category that there is a place where it is on a large scale. Further, regarding such opportunities and occasions for corruption as existed, we have taken many steps to reduce them, that is, submission. There it is that a chance of a person squeezing something comes in. They are being regulated. There are Committees and sub-committees. There are non-officials. Not officers alone are there.

[Shri Nanda]

There are checks made afterwards also. The principles on which submissions are made are being evolved and it would not be easy now for a person to extract bribes for that. Yet, human ingenuity is such that one cannot say that even when there seems to be no loophole, one cannot make one or find one

Just while I am speaking, I am thinking of this. Somebody asked me about enquiry. Of course, we have had an elaborate enquiry. That may not be necessary. Since we are extending our functions, I am thinking, why not have some kind of enquiry as to how things are going on. About this particular aspect, Shri Tyagi said, if I asked the people who have been able to obtain employment through the exchanges, they may be able to tell me whether they have paid. I am prepared to undertake an enquiry in two ways. First, if any hon Member knows anybody who has done it, it may be brought to my notice. Secondly, I can make a sample check from the people who have obtained employment ask them just to send a questionnaire to me. I will tell them, do not sign your name so that you may not get into any kind of trouble. Let us have information. I am prepared to do that.

Shri Tyagi: A very good idea.

Shri Nanda: These are people who have obtained employment. Similarly, regarding people who have failed to obtain jobs, I shall try to find whether they had any difficulties, whether they came up against any lack of sympathy.

Shri P. K. Das (Kalahandi): The Rourkela Committee appointed by the Orissa Government has given a detailed report regarding the various irregularities in the employment exchange at Rourkela.

14 hrs.

Shri Nanda: I have got that, I have seen that, that should certainly be taken into consideration also.

I was going to say something about what the hon Member has brought to our attention, Rourkela and other establishments. The situation was not just on the lines that we want to have now, but it has been agreed that all those plants, all those establishments, will conduct their recruitment on the lines which we have now laid down. There also, I believe, already that change has taken place.

Shri A. C. Guha: That means not only notification, but also recruitment.

Shri Nanda: Yes. So far as Government establishments are concerned, there will be not only notification but recruitment also. That should be there. There is no reason for them at any rate to go outside because we can control them.

Shri Tyagi: Then, why are you exempting them in this Bill?

Shri Nanda: The thing is that the rigidity of the law may sometimes make functioning difficult, and we may have to send them to jail—not to jail, in any case, there are fines etc. We thought it was not necessary, we have departmental powers.

Shri Tyagi: So long as the ability is there, it is all right.

Shri Nanda: The real thing is about the popularity of these exchanges, as was pointed out by an hon Member. The real thing is not that he has to pay a little, that is possible in some cases, but he does not get the job early enough. He has to wait very long, and sometimes does not get it at all. That is the real difficulty. To some extent this will be improved because when people know that all the employers are going to send their re-

quirements, that we are going to forward their names to them, many more people will make use of it, and many more people will stand a better chance, and therefore there will be a quantitative as well as qualitative improvement in this matter

A question was asked about the permanence of services and staff. That, in principle, has been accepted by all. According to their financial condition they are making a certain proportion of the staff permanent. Some have made 60 per cent permanent.

Shri A. C. Guha: All the States have not implemented that.

Shri Nanda: They have accepted the principle, and we shall ask them about the implementation.

About advisory committees yes, we have advisory committees everywhere practically.

Shri A. C. Guha: In all the States?

Shri Nanda: In all the States except perhaps UP. One State has not got it yet, but all the others have. It contains non-officials also.

Shri M. C. Jain (Kaithal): Not in Punjab at least.

Shri Prabhat Kar: You now say that an establishment in the private sector will mean an establishment which is not in the public sector. You are aware that in Jamshedpur there is already an employment exchange of the Tatas. What will happen to that? Because that will be a parallel employment exchange, what will happen to that after the passing of this Bill?

Shri Nanda: That is a matter for their internal facility. They may have an employment exchange for their own purpose. What is the meaning of an employment exchange for one establishment?

Shri Prabhat Kar: Previously there was no obligation on the part of an

employer in the private sector to report vacancies to the employment exchange. Now you are making it compulsory under the Bill. But what exactly will be the position of Tatas because they have got their own employment exchange?

Shri Nanda: That will not matter. They will have to report to the system.

Now I have to close because it is a little more than half an hour, and that was the time that I asked for. There are certain amendments and I do not believe, in view of the explanations that I have given, they need be taken up.

Mr Deputy-Speaker: The question is

That the Bill to provide for the compulsory notification of vacancies to employment exchanges be taken into consideration.

The motion was adopted.

Mr Deputy-Speaker: Now we take up the Bill clause by clause. May I know if the amendments are going to be moved now after this speech?

Shri P. K. Deo: I think so.

Clause 2 — (Definitions)

Mr Deputy-Speaker: Are there any amendments?

The questions are

Shri A. C. Guha: I think there is an amendment of mine to clause 2.

Mr Deputy-Speaker: I called for it. If there is one, the hon. Member should stand up and say.

Shri A. C. Guha: It reads

Page 3, line 7,—

for "twenty-five" substitute "fifty (excluding unskilled office work)"

I think the number 25 should at least exclude unskilled labour. Of

[Shri A. C. Guha]

unskilled labour is to be excluded from the purview of this Bill, the number should be

Shri Nanda: There is no mention of unskilled labour in the Bill.

Shri A. C. Guha: There is definition of "unskilled office work". This number 25 will also include those who are engaged in unskilled office work. That category should be excluded from this number.

Shri Nanda: Unskilled office workers in a plant employing 25 employers will not be many. In any case, what will be the harm if it is 20 rather than 25? When you exclude them why should there be any discrimination?

Mr. Deputy-Speaker: It is not moved I suppose

The question is:

"That clause 2 stand part of the Bill"

The motion was adopted

Clause 2 was added to the Bill.

Clause 3 — (Act not to apply in relation to certain vacancies)

The Deputy Minister of Labour (Shri Abid Ali): I beg to move

Page 3, after line 31, insert—

"(e) in any employment connected with the staff of Parliament"

The reason is that parliamentary records are not open to inspection, and therefore the intention is to exclude Parliament Secretariat from this Bill

Mr. Deputy-Speaker: Lest it should be misunderstood, I should make it clear that the hon Speaker is not averse to notifying all the vacancies that occur here to the employment exchanges, but it would be desirable I suppose that it should be done by a convention rather than by law and

compulsion. So, I make this announcement that in future whenever vacancies are there, they would be notified to the employment exchanges for the sake of records or preparing statistics. That would be done, as that is also the main objective. I welcome this amendment and then it is for the Parliament Members now to decide what to do with it. I put this amendment to the vote of the House

Shri Tangamani: After what you have stated, it is very difficult for us to reject it

Mr. Deputy-Speaker: The question is:

Page 3, after line 31, insert—

"(e) in any employment connected with the staff of Parliament"

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That clause 3, as amended, stand part of the Bill"

The motion was adopted.

Clause 3 as amended, was added to the Bill

Clause 4 — (Notification of vacancies to employment exchanges)

Mr. Deputy-Speaker: Any amendments?

The question is.

Shri A. C. Guha: I have

Mr. Deputy-Speaker: I was waiting for him. I put it and he did not stand up

Shri A. C. Guha: I have been standing

I would suggest that the hon Minister, under the rule-making power, may give some directions that the employment exchange, as far as possible, should be within the State in

which the particular unit of employment is situated. Otherwise, it would create difficulties for the residents of that particular State. I do not want to press the amendment. My amendment is that the employment exchange be within the State, but you can do it under the rule-making power by asking the Central Government in the case of the public sector, and the appropriate State Government in the case of the private sector, to see that as far as possible the employment exchanges are within the State in which the particular industrial unit is situated.

Shri Nanda: I did not quite follow.

Mr. Deputy-Speaker: Then that can be discussed afterwards. For my purpose it is enough that he does not press it.

Shri A. C. Guha: For my purpose it is not enough.

Mr. Deputy-Speaker: When he says he is not going to press the amendment, he can talk about the rules and anything that is to be contained in them even afterwards, after this clause is passed. He does not press it, therefore I need not wait.

Shri A. C. Guha: I hope the hon. Minister will agree to the amendment because it is only an enabling clause. In certain cases, where the Government may feel so, they may insist on this. And according to the recommendation of the committee also, for the present, they do not ask for compulsory recruitment through the employment exchanges. But they said 'for the present' Five Years have elapsed since then, and I think Government should now take this enabling authority. This is just an enabling provision, by which Government may give directions to certain categories of employers that they should make the recruitment through the employment exchanges.

I do not like to press the amendment, unless the Minister is agreeable to this or can find out some way to

give effect to the object of this amendment.

Shri Nanda: The Minister is not agreeable. But I may add further that this will change the character of the Bill. That introduces a new kind of compulsion which has not even been visualised, and, therefore, I do not think it is proper to introduce it now.

Mr. Deputy-Speaker: I think I can now put the clause to the vote of the House.

The question is

"That clause 4 stand part of the Bill."

* The motion was adopted.

Clause 4 was added to the Bill.

Clauses 5 to 10 were added to the Bill.

Clause 1 —(Short Title, extent and commencement)

Shri P. K. Deo: It is high time that we should consider India as an integral whole now. If we have a provision like this, namely 'It extends to the whole of India except the State of Jammu and Kashmir', in our statute-book, I think it is stinking; and it is high time that it should be deleted. I press that the following amendment of mine may be put to the vote of the House, namely—

Page 1, lines 5 and 6,

omit "except the State of Jammu and Kashmir"

Mr. Deputy-Speaker: Has the hon. Minister anything to say about the exclusion of Jammu and Kashmir?

Shri Nanda: It is not for me to say anything. It is a general method here, and it arises out of the Constitution, I suppose. It is a point arising out of the Constitution.

Shri Naushir Bharucha (East Khandesh): The amendment is out of order.

Mr. Deputy-Speaker: I suppose the hon. Member does not press it.

The question is:

"That clause 1 stand part of the Bill."

The motion was adopted.

Clause 1 was added to the Bill.

The Enacting Formula and the long Title were added to the Bill.

Shri Nanda: I beg to move:

"That the Bill, as amended, be passed".

Mr. Deputy-Speaker: Motion moved:

"That the Bill, as amended, be passed."

Shri Supakar (Sambalpur): May I put one question? You made certain observations regarding the Lok Sabha itself. Am I to understand that whenever there is a vacancy in this House, also, the Speaker will notify to the employment exchange?

Mr. Deputy-Speaker: We are not employed by anybody, I suppose. Here, we are talking of the employees and the employers. The hon. Member should not feel like that, as if he was a servant of somebody.

Shri Braj Raj Singh (Firozabad): We are servants of the people.

Mr. Deputy-Speaker: The question is:

"That the Bill, as amended, be passed".

The motion was adopted.

14.15 hrs.

INDIAN ELECTRICITY (AMENDMENT) BILL

Mr. Deputy-Speaker: The House will now take up the Indian Electricity (Amendment) Bill, as reported by the Joint Committee.

Shri Panigrahi (Puri): What is the time allotted for this?

Mr. Deputy-Speaker: The clock before me indicates that it is 5 hours 50 minutes.

The Minister of Irrigation and Power (Haji Mohammad Ibrahim): I beg to move:

"That the Bill further to amend the Indian Electricity Act, 1910, as reported by the Joint Committee, be taken into consideration".

At the outset, I thank the Chairman of the Joint Committee,—that is, you, Sir,—who conducted the proceedings in an excellent manner maintaining cordiality and harmony and getting the business through within a reasonable time through his guidance. I also thank the hon. Members of the Joint Committee who devoted their time, took keen interest and tried to improve the Bill in so many respects according to their light.

As far as this Bill is concerned, I propose to explain something about its background, in order that the real import and the meaning and effect of the amendments included in the Bill, and particularly, in the report of the Joint Committee, may be very well understood. That background lies in the expansion or development which has taken place from 1910 up to this time. That expansion may be viewed through the figures which I shall presently place before this House; and these are just a few. These will enable hon. Members to have a full idea as to how far India has advanced in the matter of electricity.

In the year 1910, India had only 15 steam plants, one oil plant, and 15 hydro-plants. The total was 31; and the installed capacity of all these was 31,000 kw. As against that, in the year 1957, India had 1,597 steam plants, 328 oil plants and 1,061 hydro-plants. The total comes to 2,986. The installed capacity of these is 28,86,000 k.w. That makes a lot of difference, that is, this expansion makes a lot of difference,