

16.28 hrs.

**RESOLUTION RE: APPOINTMENT
 OF A COMMITTEE TO ENQUIRE
 INTO THE UNEMPLOYMENT
 PROBLEM**

Shri D. C. Sharma (Gurdaspur): I rise to move the following Resolution:

"This House is of opinion that a Committee be appointed to estimate the incidence of unemployment in this country and to suggest ways and means of dealing with it".

This Resolution relates to a very important human problem. I do not say that this problem is peculiar to my country. It is not an indigenous problem of this great country alone. This problem has been found to exist in all the countries of the world, more so in some of the undeveloped countries of this world.

Unfortunately, we are in that stage of development where we cannot give full employment to all our citizens. All the same, I must say that we are living in an era of, what an American Statesman used to describe in two expressive words, 'rising expectations'. He called the present a revolution of great expectations. Since we are in the midst of the Second Five Year Plan, I must say that this has given new hopes to people, given a new vision to people. It has increased their demands. It has turned us into a nation of Oliver Twists always asking for more. But before we ask for more, I want that this unemployment which is to be found in all sections of society, at all levels of society, should be tackled very properly and very adequately. There is no doubt about the fact that the employment potential of our country has increased because of the fulfilment of the First Five Year Plan and a part of the Second Five Year Plan. There is no doubt about that. But it has not risen to the extent to which we had expected. If we read the appraisal of the two years of the Second Plan which has come to us, we will find that in some ways the

employment potential has dwindled considerably. Now, nothing can be more dangerous to the stability and the safety of the country than the army of the unemployed. Nothing can be more revolutionary than the frustrated youth of the country. Nothing can put the clock of progress backwards more than the spectre of unemployment which is haunting our country.

My constituency, like the constituency of other hon. Members of this House, consists of villages and sizeable cities. When I go to the villages, I find that the people are being uprooted from their traditional occupation. The old world is dying and the new world is not being born. The new world is taking a lot of time in being born. Where are those people who used to make shoes for us? Where are those people who used to do some kind of leather work? Where are those tailors? Where are those small craftsmen that we used to have in our villages?

You find that they have to tell a very sad tale in spite of all the plans that we have. We have displaced the small village craftsmen and uprooted them. But we have not given them anything new to do. Not only that. We find that in every village there are hordes of landless labourers, labourers who have not got any land to till and who do not find work to do.

We have been trying to settle their wages, and in some States we have settled their wages; in other States we have not. We have a huge number of landless, unemployed labourers. They have nothing to do and they, in many ways, I should say, eat into the vitals of our well-being. Not only that. In every village we have increased the appetite of the people for education, and, unfortunately, our education has been reoriented in a very peculiar way. Everyone who is educated wants to have a white-collar job. I should submit very respectfully

to you that the noble wife of one of the noble Ministers of the Central Government started a school, an evening class, for the sons and daughters of washermen and all those persons who do what you call 'manual work' of a kind which is very useful to society. Well, they were given education by that noble lady. But, after some time, the parents of those boys and girls came to her and said: "Well, we do not want to send our children to your school, because in this way our sons will not stick to our profession." The cobbler's son would not like to stick to his profession. That is what is happening.

There is a great deal of uprooting going on in this great country of ours—uprooting from old traditions, uprooting from old vocations, uprooting from old professions, uprooting from old avenues of work and service—and that uprooting is leading to a lot of social unsettlement, rather I should say social disequilibrium. That is what is happening. We are not able to do anything. The educated youngman feels frustrated.

When I go to a place I meet a youngman who is a picture of depression. He puts a paper in my hand. I ask him, "What is it?" and he says, "No, you go home and read it." I go to my place and read it. It states that he passed his matriculation examination at a certain time and for the last four years he has not been able to get a job, that he has an old father, an old mother, brothers and all that kind of things. It is not only my experience but it is the experience of all our M.L.As., M.Ps. and public men. They have so many persons who come to them and tell them that they have no employment. So, this problem is a continuing problem. It is a problem which is growing every day in size and in magnitude. It is growing every day in its effects which are not always foreseen. Therefore, I think that this is India's problem number one.

Of course, I shall be told that everybody thinks that the problem which he brings forward is problem number one. But I say without the betrayal of any hesitancy that this country's problem number one is this as it is the problem number one of other countries also. Of course, they have more employment potential than we have, but it is problem number one. I would say that this problem should be tackled on a national basis.

We had been discussing the food problem on the floor of this House. Our food problem is very much with us. It is a great problem and a very serious problem and I remember the wise words of our hon. Prime Minister. He said that this problem should be tackled on a national basis and on an all-Party basis. I would say the same thing about this problem. This problem should not be dealt with by the wise men who constitute our Planning Commission—I have all respect for them—or by the hon. Ministers of Labour and Employment, both in the Centre and in the States. I would submit respectfully that this problem should be tackled on a war footing. This is a problem of great emergency, of great seriousness, of great urgency and a problem of great immediacy and it should be tackled on an all-Party basis.

I find that we are doing so many good things so far as the problems of our workers are concerned. We have our tripartite councils representing the workers, the employers and the Government and when I read about them, I am very happy. In the same way, I find that this problem should be tackled not only by the Government—at this time the Government has become the sole solver of this problem—but also by the private sector and by all other agencies that are employing people and also by those persons who seek employment. So, I submit very respectfully that this problem should be dealt with with a greater sense of urgency, greater sense of seriousness, with a greater sense of national well being.

[Shri D. C. Sharma]

I do not say that the Government has not done anything. Here I have a report before me, "Outline report of the Study Group on Educated unemployment". Even in this report, on page 50, it says:

"But, we venture to say that judged from results, the action, if any, that was taken has proved very inadequate."

Government have been making efforts so far as investigation of this problem is concerned. For instance, the Government appointed this Group to study unemployment among the educated. It has also done something so far as uneducated persons are concerned. I know there are certain States where they appointed committees to study this problem. They had such committees in West Bengal, Rajasthan, Travancore-Cochin and Bihar. There have also been surveys conducted in this matter to assess the magnitude of this problem. There have been national sample surveys covering towns with a population of 50,000 and above. Some Universities have also done this work. They conducted these surveys in many places, for example, in Nagpur. All these things have been done. But, I submit very respectfully that all these surveys have been inadequate.

I think, so far as survey of this problem is concerned, we should take a leaf from the Ministry of Rehabilitation. What the Ministry of Rehabilitation did in Tripura should be done here also. Of course, that means a very big, colossal enterprise. But, unless we know the magnitude of this problem, we cannot also take adequate steps to solve this problem. The Ministry of Rehabilitation had a house to house survey to assess the needs of the people, to assess the difficulties of the people and to know all these things. If you take sample surveys of this kind, I think the results would not be very satisfactory. There should be a more intensive, more detailed, more factual survey of this nature. I think,

unless you do this, we will not be able to get at the root of this trouble. Of course, the Government will say, we appointed the Shiva Rao Committee on Employment Exchanges. I will say, scrap these Employment exchanges.

The Parliamentary Secretary to the Minister of Labour and Employment and Planning (Shri L. N. Mishra): Scrap them?

Shri D. C. Sharma: Scrap them. I know you are the Parliamentary Secretary and these words do not seem pleasant to you. But I say with a due sense of responsibility that all these Employment Exchanges, where it is a torture to get oneself registered, where it is a torture to get one's name sent up to any Board, where no kind of human relationships are practised, where the unemployed people receive lessons in lack of courtesy which no free Government can afford to give to its citizens, and where the people who go for registration have to wait for an inordinate length of time, should be scrapped. I will tell you that you should have some other agency in its place. I will tell you what we should have because, these Employment exchanges have become the schools of discourtesy. These Employment exchanges have become the schools of rubbing the unemployed in the wrong way. These employment exchanges have become nurseries of bureaucratic arrogance and bureaucratic incivility. I am saying these words with a due sense of responsibility. The hon. Minister will say to me: Look at the number of employment exchanges I have now. He will say to me that we have got these things; he will say to me that we have a lot of them, because we have got so many employment exchanges. The number has gone up tremendously. And I would say to him that the more the number goes up, the more I feel unhappy, because I know the plight of those persons who go there for registration. They do not go to the hon. Minister or the Parliamentary Secretary, they come to us

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and they tell us their sad tales. The number of exchanges at the end of June 1958 was 200. It might have increased now.

The Minister of Labour and Employment and Planning (Shri Nanda): Do they come to Members of Parliament or Members of the Legislative Assembly because these exchanges are conducted by the States?

Shri D. C. Sharma: They are conducted by the States, but we also belong to the States. You may not belong to a State, but I belong to a State, and I think an MLA belongs as much to a State as an MP does or a Minister does. Therefore, the Member of Parliament is as much attached to the State as any MLA or anybody else. They come to us because they think that we will be able to bring these things to your notice, and that we will be able to get redress for them. That is why they come to us, and I think you will not grudge their coming to us. If you like, in future I will send them on to you.

As I said, we are now multiplying the number of exchanges. This is the result of the Shiva Rao Committee. I know they thought this would be productive of something good. After all, the Government increased their number so that it should be possible for them to tackle this problem adequately, but the remedy has aggravated the disease. It has not in any way controlled the disease. That is what I think.

Then what do you think about the figures that they have given? I have been told on the floor of the House that the figures are sometimes not very reliable because a man will get himself registered at two different employment exchanges. This is what I have been told on the floor of the House.

An Hon. Member: What about these who do not register themselves?

Shri D. C. Sharma: But these employment exchanges are, I should say, not doing what they should do. I submit very respectfully that in their place, in the place of these employment exchanges, in the place of these bureaucratic machines which we have set up, we should have a democratic machinery for finding out the number of unemployed. For instance, we have our democracy all along the line, from the Panchayat upto the highest point. I think the Panchayats could be entrusted with this work so far as the villages go, because the villages are not always able to get the help of these employment exchanges. The municipalities, the corporations, the universities, schools—all these agencies can be tried for getting to know the number of persons who are unemployed. Therefore, I would say that it will be cheaper for the Government in the long run to make use of these agencies than the employment exchanges whose officers, I am sorry to say, are not doing what they should do. I would put it very mildly.

Again, I would say, that there was a proposal here to have a university employment bureau. I think a question was asked some time back about the university employment bureau which was to be started in Delhi. It is still in the process of formation, and I do not think any firm decision has been taken about that. But I may tell you that the university employment bureau will be more helpful in this matter than the employment exchanges. I remember when I was in Lahore, a very good Englishman, Mr. A. C. Woolner, who used to be our vice-chancellor thought of having a kind of employment bureau in the Punjab University. I think this employment bureau which we should attach to every university....

Shri Jadhav (Malegaon): It is perhaps still there.

Shri D. C. Sharma:will be much better than the employment exchanges.

Ch. Ranbir Singh (Rohtak): In what respect?

Shri D. C. Sharma: You do not know much about universities. You know universities are universities. I wish to submit respectfully....

Shri A. C. Guha (Barasat): Sir, he is telling you that you do not know anything about universities.

Shri Jadhav: He is addressing the Chair.

Mr. Deputy-Speaker: He was submitting very respectfully.

Shri A. C. Guha: He was respectfully submitting that the Deputy-Speaker did not know anything about universities.

Mr. Deputy-Speaker: That submission that another hon. Member did not know anything about universities was also made most respectfully.

Shri D. C. Sharma: I did not say that. I said that universities were universities. That was all that I said. I did not say anything else.

I was submitting very respectfully that the programmes which Government had formulated for overcoming unemployment had been very good in intention, such as workers' camps, co-operative organisations, establishment of transport co-operatives, establishment of small-scale industries and so on. When I read the report, I feel very happy because a lot of thought has gone into the drafting of this report. For instance, I find that in UP alone, there is a list of so many small-scale industries that can be started. This has been put in with a great deal of thoroughness. I find also that there are three groups there. I do not want to read out the names of those small-scale industries which have been given there. But I would only say that the matter has been considered thoroughly. Again, through the All India Khadi and Gram Udyog

Board also something is being done to overcome this unemployment. But the gap between the intentions of Government and the achievements of Government has been rather big. I want to suggest very humbly that this gap should be bridged as much as possible. But we find that the gap has become bigger than before. One of the reasons is non-availability of raw material.

My hon. friend raised the question of the hosiery industry and the industries which were functioning at Ludhiana. He said that some of those industries were suffering a kind of eclipse because they were not getting the raw materials which they needed. Similarly, we have been told about the metal works of Jagadhri. We have been reading in the press also that they are not able to get the raw material. So, the non-availability of raw material itself has added to the gravity of the situation. At the same time, there are also the restrictions on import. I do not say that the restrictions on imports should be taken away, because in the overall picture, they are very helpful for our country. The restriction must have also added to the unemployment situation in our country. At the same time, in all the big undertakings that we are having, the Damodar Valley Project, also others, we are always taking surplus labour and we are asking the Government to give assurances about the absorption of that labour somewhere else. The same thing is true about the Ordnance Factories. But, what I suggest is that there should be, in the first place, a scientific and objective appraisal of this problem all along the line. Our Government have not done so all these days.

Secondly, there should be a revision of the policy of the Government. I can refer, for instance, to at least one aspect, the re-employment of persons who are superannuated. I can understand technical men being taken in

because you cannot replace them. But, you find all these superannuated persons are being taken back in the Ministries on a short term basis. They are also invading the private sector and invading other sectors of employment. The result is that they are keeping young men out of those avenues of employment. This is only one aspect of the policy (Interruption).

The second aspect of the policy....

Mr. Deputy-Speaker: How many aspects altogether there would be?

Shri Braj Raj Singh (Ferozabad): It is the first and the last.

Mr. Deputy-Speaker: The hon. Member has already taken 28 minutes. Normally, out of 2 hours he ought not to have more than half an hour.

An Hon Member: We have three hours.

Mr. Deputy-Speaker: Has the time been extended?

Shri D. C. Sharma: I was going to say....

Shri Jadhav: 2½ hours, Sir.

Mr. Deputy-Speaker: Even out of 2½ hours, he should have taken only half an hour. He will be rather supported by others if he gives them time. Yes; he might continue.

Shri D. C. Sharma: What is happening in our country is this. We are strengthening the apex of the building and not the base. I would say that there should be more of employment at the base and fewer employments at the top. The gap between the base and the top should be abridged, not only in terms of numbers but also in terms of salary. The more the number of persons we can employ at the base, the less will be the intensity of this problem.

Again, I would say that Government should do something to make the villages so attractive that this tendency towards urban migration is checked as much as possible. Only some time ago, some 50 villages were added to Delhi. Ever since independence we have added 16 more villages to Delhi. The simple idea is this. The cities are growing at the expense of the villages; and the more the cities grow, the greater is going to be the unemployment problem. Therefore, I would say that something should be done to stop this urbanisation.

I have drawn the attention of this House to this problem and I hope a scientific study of it will be made and some suggestions that have been made will be examined.

Mr. Deputy-Speaker: Resolution moved:

"This House is of opinion that a Committee be appointed to estimate the incidence of unemployment in this country and to suggest ways and means of dealing with it."

17 hrs.

Mr. Deputy-Speaker: There are some amendments. Shri Panigrahi is absent. Shri Jadhav. His amendment is No. 2.

Shri Jadhav: I beg to move:

That for the original Resolution, the following be substituted, namely:—

"This House is of opinion that a Committee of Members of both the Houses of Parliament be appointed to estimate the incidence of unemployment in this country and to make a survey of the employment potential in agriculture, industry and services in the Government and semi-Government institutions and offices."

Mr. Deputy-Speaker: Shri Satyendra Narayan Sinha is also not here.

श्री हजाराब सिंह : उपाध्यक्ष महोदय, बेकारी की समस्या आज देश में भयंकर रूप धारण किये हुये है और उसे देखते हुये ऐसा लगता है कि चाहे जितने भी साधन हम इस दूसरी पंचवर्षीय योजना को सफल बनाने के लिये जुटावें, हमारे देश का उत्थान नहीं हो सकेगा। इसलिये इस पृष्ठ भूमि में हमें यह देखना होगा कि इस समस्या को किस तरह से हल करें, खास तौर से जहां ५० लाख नये लोग हर साल इस देश में पैदा हो जाते हों। उसके प्रति अगर सरकार भली प्रकार से जागरूक नहीं होती है तो मेरा निवेदन है कि हम किसी भी प्रकार अपनी योजना को सफल नहीं कर सकेंगे और जाहिर है कि जब यह पंचवर्षीय योजना सफल नहीं होगी तो उनकी उन्नति भी कभी नहीं हो सकती। इसलिये बेकारी की समस्या को हमें एक नई पृष्ठ भूमि से देखना पड़ेगा।

हमारी यह द्वितीय पंचवर्षीय योजना बनी है उसमें यह ध्यान रखा गया है और १५ हजार की पूंजी लगाने के बाद कहीं एक व्यक्ति को जाकर काम मिलता है। अब हिन्दुस्तान जैसे मुल्क में जहां पर बेकारों की संख्या करोड़ों में है यदि १५ हजार की पूंजी लगा कर एक आदमी को काम मिले तो हम उतनी पूंजी तो कभी भी जुटा नहीं सकते भले ही हम विदेशों में पूंजी क्यों न मांगते फिर और विदेशों में हमारे द्वारा मांगने पर भी हम उतनी पूंजी नहीं जुटा पायेंगे जिससे कि हम अपने देश में फैली हुई बेकारी की समस्या को हल कर सकें। इसलिये हमें सोचना पड़ेगा कि क्या कोई इस तरह का साधन अपनाया जा सकता है या तरीका सोचा जा सकता है जिससे कि ८०० या १००० की पूंजी लगा कर किसी एक व्यक्ति को काम

दिलाया जा सकता है और अगर हम ऐसा कर सके तो इस समस्या को हल करने में बहुत आसानी होगी।

Mr. Deputy Speaker: The hon. Member may continue his speech the next time. Now, the hon. Finance Minister.

17.30 hrs.

TEA (ALTERATION IN DUTIES OF CUSTOMS AND EXCISE) BILL*

The Deputy Minister of Finance (Shri B. R. Bhagat): Sir, I beg to move for leave to introduce a Bill further to amend the Indian Tariff Act, 1934, and the Central Excises and Salt Act, 1944, for the purpose of altering the duties of Customs and Excise on Tea.

Sir, with your permission, I would like to make a brief statement on the Bill.

The House would recall that, for sometime past, the question of granting duty relief to common teas has been engaging the attention of the Government so as to make their prices competitive, consistent with their comparative quality in the world markets as also within the country. A decision has now been taken in the matter and the present Bill is being introduced to amend the relevant provisions of the Central Excise and the Indian Tariff Acts. Under this Bill, which will come into effect immediately by virtue of a declaration under the Provisional Collection of Taxes Act, 1931, the maximum rate of export duty has been reduced from 75 naye paise to 30 naye paise per lb. The maximum rate of excise duty on loose tea would be 19 naye paise per lb., and in the case of package tea, 21 naye paise per lb. plus the duty leviable on loose tea if not already paid.