

[Shri P. N. Sapru.]  
ten months he was without a job and after nearly ten months of waiting he was able to get a job on Rs. 250 per month.

SHRI BHUPESH GUPTA: Now a person gets Rs. 2,500 because he happens to be the son of a Minister.

SHRI A. D. MANI (Madhya Pradesh): Who is that?

SHRI BHUPESH GUPTA: You know that.

THE DEPUTY CHAIRMAN: Let Mr. Sapru continue, Mr. Bhupesh Gupta.

SHRI P. N. SAPRU: Now that young man has had offers of good jobs in England. But his family members wanted that he should stay in the country. They were apprehensive that if he goes to England he will marry an English wife and for all practical purposes he will be separated from them. So these are cases of which we have to take note. But this Bill is not primarily concerned with skilled labour and, therefore, one need not say anything about skilled labour here.

So far as unskilled labour is concerned, the history of emigration of unskilled labour is an unsavoury one. It goes back to the time when our men used to go to South Africa, Malaya and other countries as indentured labour. And indentured labour was described by Mr. Gokhale as a form of slavery. It was in fact a form of slavery. The man had to enter into a contract of personal service and if he resiled from the contract he could be criminally proceeded against.

THE DEPUTY CHAIRMAN: You can continue in the afternoon, Mr. Sapru.

Mr. Shah Nawaz Khan.

## THE BUDGET (RAILWAYS), 1963-64

THE DEPUTY MINISTER IN THE MINISTRY OF RAILWAYS (SHRI SHAH NAWAZ KHAN): Madam, I beg to lay on the Table a statement of the estimated receipts and expenditure of the Government of India for the year 1963-64 in respect of Railways.

THE DEPUTY CHAIRMAN: The House stands adjourned till 2.30 P.M.

The House then adjourned for lunch at one of the clock.

The House reassembled after lunch at half past two of the clock, THE DEPUTY CHAIRMAN in the Chair.

## THE INDIAN EMIGRATION (AMENDMENT) BILL, 1963— continued.

SHRI P. N. SAPRU: Madam Deputy Chairman, I was referring to the emigration of indentured labour and pointing out that this was denounced as a form of slavery by Mr. Gokhale. Indian labourers went to various places and the reasons for emigration in their case have been stated to be poverty and unemployment. I would add another reason which is perhaps complimentary to them. It was the spirit of adventure which led them to go to some of these places. They were allured in many cases by false promises to go as indentured labourers and finding that conditions were not good in their country they thought that they would have some advantage if they went to a foreign country.

This emigration of Indian labour to foreign countries has created some difficult problems for us. I do not think that the Burmese like Indian labour and they have reason not to do so. After all they think it is their country and their men should have priority over foreigners. I do not think that we are exactly popular

with Ceylon for the reason that the Sinhalese do not like the Tamil worker. The Tamil worker is a parsimonious person—so they say—and the money that he makes or the profits that he makes he sends back home. We went to these places. We are not liked in Malaya. I do not think we are liked in Fiji though we have got quite a number of our men in Fiji. We went to these places as the henchmen of imperialism. We went there to do the job for British colonialists and imperialists. Surely now the time has come for us to review the situation as we found it existing in 1922. There is a good deal of feeling against us in a country which was, one thought, free from colour prejudice. Only a few months back, I think a year back, I am not sure of the time exactly, a Bill was passed regarding the immigration of coloured people into Britain. It was strongly opposed by both the British Labour and Liberal Parties. It was really a black Bill and it reflected on the fair name of Britain. It was a measure which was not in harmony with the spirit which had animated Britain so far as free immigration of people, whether coloured or white, is concerned. We were not a majority, we were not the principal sinners. The largest number of immigrants in Britain used to be from the West Indies. The problem was created for Britain by the fact that a large number of coloured people were going to Britain. There was scarcity of housing accommodation and some racial conflicts had taken place. Now, I was myself a witness to the scenes that one could see at the passport office when this Immigration Bill was being passed. I happened to go to the passport office in connection with my passport for the Soviet Union and I found a number of people illiterate, most of them in tattered clothes, wanting to go . . .

SHRI T. S. AVINASHILINGAM  
CHETTIAR (Madras): Which year?

SHRI P. N. SAPRU: Last year. I applied for a passport in June of last year. I must have visited the pass-

port office on the 28th June because my passport bears 28th June as the date on which it was issued and I saw large numbers of people in tattered clothes. A good many of them came from the Punjab and they were going to England by air, for what I do not know. They thought that they would find some heaven on earth in Britain. The fact of the matter is that in their own country they were finding it difficult to make a decent living. Therefore, anything was good for them. Their attitude was: 'Let us try and see if we cannot get something in Britain. We cannot get jobs here. It may be possible for us to do so in Britain.'

Now, the presence of a number of people of this type in Britain and other countries lowers the esteem in which Indians are held or should be held in countries abroad. They are not, I say so without meaning any disrespect to the class from which they spring, the best representatives of Indian culture or civilisation. It is, therefore, desirable that in the interests of preserving our fair name there should be restrictions on free emigration of unskilled labour to foreign countries. People of other countries too migrate to our country, but I think their number is negligible, and we have really no problem of immigrants as distinguished from emigrants.

My friend, Mr. Bhupesh Gupta, said that forging of passports was a favourite pastime. That is a statement which I find rather hard to understand. I think the Protector of Emigrants is a fairly responsible officer. As far as I could see they used to look into these passports carefully, and I think forgery of passports is not a very easy matter, but I will not dogmatise on this question. It may be that with his knowledge of labour conditions he is more right than I am in this matter. Mr. Bhupesh Gupta also said that influential people worked behind this emigration of unskilled workers to foreign countries. There probably he is right because it is difficult to understand how and where these men

[Shri P. N. Sapru.]

who are going abroad could raise funds to do so.

In the old days we had only one form of travel so far as foreign countries were concerned. I am leaving out Afghanistan and Nepal which are border States, and I am leaving out Tibet which at one time was fortunately an independent country and which we have ceased to recognise as an independent country, it is now a satellite or it is now a part of the Chinese Empire; but so far as Western countries are concerned and so far as the Middle East countries are concerned, the only way in which one could go was by sea. Now air travel has taken the place of sea travel. There are tourist classes in the Airlines, and these tourist classes are full of emigrants wishing to go abroad. It has, therefore, become necessary to include air. My friend, Mr. Chordia—I do not find him here.

SHRIMATI LAKSHMI N. MENON: He is not here.

SHRI P. N. SAPRU: He just mentioned to me as I was coming into the House that he had an amendment suggesting that land also should be included. I think that that is a sensible amendment because we want to check emigration which takes place not only through sea but also through land.

SHRI B. RAMAKRISHNA RAO (Andhra Pradesh): And air.

SHRI P. N. SAPRU: Air is there in the Bill but land is not included in the Bill, and therefore I think there is a lot of commonsense behind that amendment.

SHRI RAJENDRA PRATAP SINHA (Bihar): Under the Act all emigration by land is prohibited.

SHRI P. N. SAPRU: Under which Act?

SHRI RAJENDRA PRATAP SINHA: Under the main Act, the Act which

was so ably piloted by your father once in 1922.

SHRI P. N. SAPRU: I have not read the main Act. Perhaps, I took no interest in the Emigration Bill when it was passed, and I assume that it must have been a good Bill when it was piloted by my father. But 1963 is not 1922. Much water has flowed and between 1922 and 1963 there have been many changes. We were then a colonial country, we are now an independent country.

SHRI RAJENDRA PRATAP SINHA: I beg to submit that the learned father had taken into consideration the points that the learned son is now pleading.

SHRIMATI LAKSHMI N. MENON: Mr. Sapru is not aware of what his father did then.

SHRI P. N. SAPRU: As I said, I had no idea of it. When I was coming into the House, Mr. Chordia spoke to me about it, and I thought I would make a mention of it. If it is there, it is there and I have nothing further to say.

SHRIMATI LAKSHMI N. MENON: It is section 30 of the old Act.

SHRI P. N. SAPRU: It is easy to pass good legislation, but it is more difficult to administer it properly, and it is, therefore, important that this Bill should be administered in a proper manner. I do not say that our Protector of Emigrants or whatever agency we have for dealing with emigration is not a well-run department, but it is I think necessary to ensure that there is greater efficiency in the running of this department which will have to deal with the question of emigrants abroad.

Mrs. Menon very rightly pointed out that this Bill has no reference to skilled workers.

SHRIMATI LAKSHMI N. MENON: Skilled workers are defined in a particular way. It deals with all workers, skilled and unskilled.

SHRI P. N. SAPRU: You made a point when Mr. Bhupesh Gupta was speaking.

THE DEPUTY CHAIRMAN: I think the demarcation was made of talent and skill. Talent was added to skill in professional cases.

SHRI P. N. SAPRU: Now, I hope that the measure will be properly utilised. Just before I conclude I would say that domestic servants should not be allowed as a rule to go. Also it is necessary to be sympathetic so far as the application of a husband is concerned, who wishes to go as an emigrant if his wife is working in a foreign country, and *vice versa*. The fact of the matter is that our labour is cheap and foreigners take advantage of that fact. If we raise the standards of living in our country, if our labour ceases to be cheap, the inducement for foreigners to take advantage of our labour will cease. It may be that there are organisations which have been built up or which are intended to induce our labour to go out and these organisations make false promises to them. But if you inculcate in labour a sense of greater responsibility, if you make them better educated and if you provide healthier conditions for them, they will be able to stay here and any inducement offered to them will not make any appeal to them if steps are taken along these lines.

With these general remarks of a general character, I support this Bill.

श्री विमलकुमार मन्नालालजी चौरङ्गिया (मध्य प्रदेश) : माननीया उपसभापति महोदया, जो बिल प्रस्तुत किया गया है उसके बारे में मैं सबसे पहले यह निवेदन कर दूँ कि हमारे जितने भी प्रवासी भारतीय हैं, उन प्रवासी भारतीयों की जैसी दुर्दशा आज हो रही है वह किसी से आज छिपा नहीं है। पुर्नगाल वालों ने मोजाम्बिक में और दूसरे स्थानों पर हमारे भारतीयों के साथ वैसे

दुराचरण किया, वह काफी दिनों से अखबारों में अच्छी तरह से प्रकाशित हो रहा है। वैसे जो उसकी रिपोर्ट है उससे ऐसा लगता है कि हजारों हमारे भारतीय जो दक्षिण अफ्रीका और मोजाम्बिक वगैरह में रहते थे उनको उन्होंने वहाँ से खाना होने के लिये, वहाँ से चले जाने के लिये नोटिस दिया और उनके साथ बड़ी ज्यादतियाँ की गई। उनको उनकी सम्पत्ति, उनका धन, उनकी सामग्री भी लाने का अवसर नहीं दिया गया। यह जरूर है कि हमारी सरकार ने इस बात का प्रयास किया कि हमारे जितने प्रवासी भारतीय हैं वे वहाँ से कुछ धन ला सकें, वे अपनी जायदाद बेच करके उसका मूल्य भी ला सकें। मगर जहाँ तक एग्जिमेंट का सवाल है, वहाँ तक तो यह बराबर हुआ और उसमें यह तय हुआ कि २०० पाँड के करीब वे वहाँ से ला सकते थे और अपनी जायदाद बेच करके उसका मूल्य भी ला सकते थे, पर जितने भी लोग वहाँ से लौट करके आये, उनका यह कहना है कि ५० पाँड से अधिक उनको लाने नहीं दिया गया और उनको अपनी जायदाद बेचने का और उसका मूल्य लाने का अवसर नहीं दिया गया।

इतना ही नहीं, उन लोगों को वहाँ से आने के लिये नोटिस दिया गया कि इनके समय के अन्दर अन्दर चले जाओ और इसी प्रकार जायदाद के सम्बन्ध में भी नोटिसेज दिये गये और इन दोनों चक्करों के बीच में हमारे कई लोग जेलों के सीं ड्रों में बन्द कर दिये गये। कारण—आने का पैसेज नहीं मिला और अवधि समाप्त हो गई। इतना ही नहीं, जो वहाँ पर पैदा हुये बच्चे थे उनको पुर्नगोत्र मान लिया या पुर्नगोत्र सिटिजेन बना दिया और उनके माता पिता को नोटिस दे दिया। इस प्रकार माता पिता को अपने बच्चों से अलग किया गया। ऐसी और भी ज्यादतियाँ हमारे लोगों के साथ की गई। इसका कारण यह है कि हम जैसा उनके साथ व्यवहार करवाना चाहते हैं और यू० ए० आर० के

[श्री विमलकुमार मन्नालालजी चौरड़िया]

भाफत उनको जितनी राहत दिलवाना चाहते हैं, उसमें हम सफल नहीं हो पाये। आज भी यह स्थिति है कि हमारे यहां के कई प्रवासी भारतीयों के साथ ज्यादाती हो रही है, उनको परेशान किया जा रहा है, उनसे उनकी सारी जायदाद छीनी जा रही है और आज तक की उनकी जितनी मेहनत है उससे उनको वंचित किया जा रहा है। वैसे ही प्रवासियों की स्थिति लंका, बर्मा, फ़िजी में भी खराब है।

मैं इस पक्ष का हूँ, उपसभापति महोदया, कि हमारे भारतवर्ष की जनसंख्या अधिक है, ज़मीन कम है, इसलिये हमें इस बात का प्रयास करना चाहिये कि हमारे अधिक से अधिक लोग विदेशों में जा करके बसें, उनके सिटिजेनशिप के राइट लें, और वहां हमारी संस्कृति का प्रसार करें और सब बातों का फ़ैलाव करें। मगर वह हमारी सरकार करने में सफल नहीं हो पाती इंटरनेशनल लाज की वजह से, अन्तर्राष्ट्रीय परिस्थितियों की वजह से। आज बहुत से क्षेत्र ऐसे हैं, जैसे आस्ट्रेलिया है, जहां जनसंख्या कम है और भूमि अधिक है। किन्तु भारतवर्ष में जनसंख्या अधिक है और ज़मीन कम है। ऐसी स्थिति में हमारी सरकार को इस बात का प्रयास करना चाहिये अन्तर्राष्ट्रीय आर्गनाइजेशंस के माध्यम से कि हमारे यहां के जो लोग बाहर जा करके बसना चाहें, वहां पर खेती करना चाहें या उद्योग करना चाहें, उनको जहां पर जनसंख्या कम हो और भूमि अधिक हो, वहां पर बसने का अवसर प्रदान किया जाना चाहिये। मगर वैसा संभव न होने की वजह से हमको एक कानून ऐसा ज़रूर बनाना पड़ेगा जिसके माध्यम से हमारे यहां के जितने भी एमिग्रेन्ट्स हैं, बाहर जाने वाले प्रवासी हैं, उनकी सिक्योरिटी हो सके और उनके साथ जो ज्यादाती हो उससे उनका संरक्षण किया जा सके और जो धोखा दे कर यहां से ले जाते हैं उन पर नियंत्रण किया जा सके। इस लिये यह कानून लाने की आवश्यकता है।

जहां तक इस कानून का सवाल है, मैं निवेदन करना चाहता हूँ कि इसके बारे में जो शासन के द्वारा एक संशोधन दिया गया है :

"Section 22 of the principal Act shall be omitted."

यह एक बिल्कुल अच्छा कदम है। यहां पर डोमेस्टिक सर्वेंट्स का बहाना बना करके किसी आदमी को ले जाया जा सकता था। पहले की धारा २२ इस प्रकार थी :

"Nothing in this Chapter shall apply in any case in which a person engages another to accompany him out of India as his personal domestic servant."

इसमें महिलाएं भी पर्सनल डोमेस्टिक सर्वेंट्स में जाती थीं और पुरुष भी जा सकते थे। इसकी वजह से सारी बातें होती थीं और बहुत सी गड़बड़ियां होती थीं। हमारे भारतीयों को कुछ लाभ मिलने के लालच में बड़ी परेशानी उठानी पड़ती थी। इस लिये यह प्रसन्नता की बात है कि इस तरह से प्रतिबन्ध लगा करके उनको थोड़े से लाभ के कारण जो हानि होने वाली थी, उससे उनको बचाने का प्रयास किया गया है।

हवाई जहाज़ से जाने वालों के लिये इसमें एक संशोधन लाया गया है। किन्तु ज़मीन से जाने वालों के लिये मेरा एक निवेदन है, मेरी एक मान्यता है इसमें प्रतिबन्ध नहीं है। अभी मैंने मंत्री महोदया से इसके बारे में पूछा तो उन्होंने बताया कि सेक्शन ३० इसके बारे में है कि ज़मीन से जो जाने वाले हैं उन पर प्रतिबन्ध लगाया गया है। धारा ३० इस प्रकार है :

"Prohibition of departure by land under an agreement to work for hire in some country beyond the sea.—

(1) The departure by land out of India of any person under, or with a view to entering into, an agreement to work for hire, or when

assisted, otherwise than by a relative, so to depart for the purpose or with the intention of working for hire or engaging in agriculture, in any country beyond the sea, is prohibited.

"(2) Whoever departs, or attempts to depart, by land out of India in contravention of this section, shall be deemed to have committed an offence under sub-section (1) of section 25.

"(3) Whoever causes, or assists, or attempts to cause or assist, any person to depart by land out of India in contravention of this section shall be deemed to have committed an offence under sub-section (2) of section 25."

यह तो एक स्पेसिफिक प्राविजन है ही । मेरा यह निवेदन था कि यह तो बिल्कुल एकदम प्रोहिबिट करता है, जमीन से कोई जा ही नहीं सकता । इस लिये हवाई जहाज से जाने वालों के लिये जब आप प्रोटेक्टर अप्वाइंट करोगे या उनकी सुविधा के लिये निरीक्षक अप्वाइंट करोगे, तो क्यों न जो जमीन के द्वारा एग्जिट करके ले जाना चाहते हैं, उसकी व्यवस्था हम इसमें रखें । केवल जमीन से बिल्कुल प्रोहिबिट कर दें और हवाई जहाज से या पानी के जहाज से कोई ले जाय और उसके लिये हम व्यवस्था करे, यह न्याय-संगत नहीं कहा जा सकता । इस लिये मेरा यह निवेदन है कि जितने प्रतिबन्धों के साथ हम कोई सुविधा हवाई जहाज से जाने वालों को या पानी के जहाज से जाने वालों को देना चाहते हैं, उसी तरह की व्यवस्था हमें जमीन से जाने वालों के लिये, बैलगाड़ी से जाने वालों के लिये, पैदल जाने वालों के लिये भी करनी चाहिये । इस लिये हम ऐसी व्यवस्था करे कि जमीन से जाने वालों पर भी केवल उतने ही प्रतिबन्ध रहें, खँबर दर्रे से जाने वालों पर हम केवल उतनी ही रोक लगायें, ईस्ट पाकिस्तान जाने वालों पर हम उतनी ही रोक लगायें या अन्य मार्गों से जाने वालों पर हम उतनी ही रोक लगायें जितनी पानी के

अथवा हवा के जहाज से जाने वालों के लिये है ? मगर हवाई जहाज से परमिशन ले करके कोई भी जा सके और वहाँ पर प्रोटेक्टर हों और सारी बातें हों . . .

THE DEPUTY CHAIRMAN: You will have to continue another day. It is now three of the clock. There is Mr. Krishna Chandra's motion. Mr. Krishna Chandra.

3 P.M.

#### MOTION RE SEVENTH ANNUAL REPORT OF THE NATIONAL SMALL INDUSTRIES CORPORATION

SHRI KRISHNA CHANDRA (Uttar Pradesh): Madam, I beg to move:

"That the Seventh Annual Report of the National Small Industries Corporation Limited, New Delhi, for the year ended the 31st March, 1962, laid on the Table of the House on the 25th January, 1963, be taken into consideration."

माननीय उपसभापति जी, यह रिपोर्ट जो आज हमारे सामने है जिस पर हम विचार कर रहे हैं यह बहुत मुश्तसर, बहुत संक्षिप्त रिपोर्ट है । इस रिपोर्ट में अधिकांश में इस कार्पोरेशन का एक आर्थिक लेखा जोखा है, उसकी आर्थिक स्थिति क्या है, साल भर की वर्किंग में उसमें क्या नफा घाटा हुआ है, वह है । जहाँ तक इसका ताल्लुक है कि कार्पोरेशन की क्या कारगुजारी है, क्या क्या काम उसने किये हैं, किस तौर तरीके से वह अपना काम करती है, इसकी बहुत कम जानकारी इस रिपोर्ट से हमें मिलती है । पहली बात तो मैं यह कहना चाहता हूँ ।

दूसरी बात यह है कि इस रिपोर्ट में यह बताया गया है कि कार्पोरेशन के दो प्रकार के काम हैं, एक प्रोमोशनल और दूसरा कार्मशियल । प्रोमोशनल काम के लिये जिसमें उद्योगों को बढ़ावा दिया जाता है उसके लिये—