

NATIONAL COMMISSION ON LABOUR  
(CAMP: SRINAGAR )

Record of Decisions of the Sixth meeting of  
the National Commission on Labour, held at  
Srinagar on the 25th September, 1967.

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The Sixth meeting of the National Commission on Labour was held in the Tourist Reception Centre Hall at Srinagar at 11.15 A.M. on the 25th September, 1967. The following were present:-

- |                            |                   |
|----------------------------|-------------------|
| 1. Dr. P.B. Gajendragadkar | Chairman          |
| 2. Dr. Baljit Singh        | Member            |
| 3. Dr. Bharat Ram          | Member            |
| 4. Shri S.A. Dange         | Member            |
| 5. Shri Manohar Kotwal     | Member            |
| 6. Shri R.K. Malviya       | Member            |
| 7. Shri P.R. Ramakrishnan  | Member            |
| 8. Shri G. Ramanujam       | Member            |
| 9. Shri Raja Ram Shastri   | Member            |
| 10. Shri S.R. Vasavada     | Member            |
| 11. Shri B.N. Datar        | Member-Secretary. |

The following Members could not attend the meeting:-

1. Shri Ramananda Das
2. Shri B.C. Ganguli
3. Dr. B.N. Ganguli
4. Shri D.C. Kothari (Appointed Member of the Commission with effect from the 20th September, 1967)
5. Shri Naval H. Tata (He attended other meetings for recording evidence held by the Commission at Srinagar on 25th and 26th September, 1967).

The programme of meetings at State headquarters and visits outside State headquarters as decided in the 5th meeting for

Maharashtra, Mysore and Gujarat will stand.

The programme of meetings at Jaipur in Rajasthan will stand.

Visits outside Jaipur will be decided later.

The future programme of the Commission's visits will be confined to collection of evidence at State headquarters. Arising out of the evidence if there are places/establishments to be visited, decision on it will be taken at the end of recording the evidence. Such places could be visited either by Member/s or by some senior officials of the Commission.

Two States will be covered in one stretch as decided earlier. Dates of such visits will be settled by the office in consultation with the Chairman and intimated to Members two months in advance. No changes will be made in the dates after they are so fixed.

If Member/s desire to see some places/plants, they may communicate the names of places/plants to the Secretariat. The Secretariat will consolidate these and arrange the date for visits to these plants in consultation with Member/s.

Normally three days of five hours each should be sufficient for recording evidence at State headquarters. If there are many submissions and they cannot be conveniently grouped, the working day should be extended to six hours.

Item No:2: Progress Report of the work done in the Commission since its last meeting held on the 25th September, 1967.

On the advice of the Commission the Government of India have appointed Shri D.C. Kothari as a Member of the Commission with effect from the 20th September, 1967.

The Commission completed its programme of visits to seven States, the details of which are given below:-

(1)	(2)	(3)	(4)
S.No.	States visited.	State headquarters visited by the Commission for recording evidence, and dates of meetings.	Places visited by the Groups of Members of the Commission outside State headquarters and dates of visits.
1.	Haryana.	Chandigarh. 20-21st September, 1967.	H.M.T., Pinjore and Cement Factory, Surajpur. 21st September, 1967.
2.	Punjab.	Chandigarh. 22-23rd September, 1967.	-
3.	Jammu & Kashmir	Srinagar. 25-26th September, 1967.	Jammu 28th September, 1967.
4.	Maharashtra	Bombay 19-21st October, 1967.	Nagpur 15th October, 1967. Pocna 18th October, 1967.
5.	Mysore.	Bangalore 23-25th October, 1967.	1.Kolar 2.Mysore. 26th October, 1967. Mercana 27th October, 1967. Mangalore. 28th October, 1967.
6.	Gujarat.	Ahmedabad 9-11th November, 1967.	Surat, Vyara and Forest areas near Vyara. 6-7th November, 1967.  Baroda 8th November, 1967.
7.	Rajasthan.	Jaipur 13-14th November, 1967	1. Kishengarh 2. Ajmer 15th November, 1967.

An observation visit of a group of members of the Commission to Goa is scheduled to take place from 18th to 20th December, 1967. The Commission will visit Kerala State and hold its meetings at Trivandrum for recording evidence on 21st to 23rd December, 1967.

It has been decided to visit Madras and Andhra Pradesh States in February as follows:-

1. Madras 15th to 17th February, 1968.
2. Hyderabad 19th to 21st February, 1968.

A programme of visit to the remaining States from March to June, 1968 will be drawn up later.

The progress of action taken on the decisions of previous meetings of the Commission is given at Annexure 'A'.

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Progress of action taken on the decisions  
of the previous meetings of the Commission.

Fourth meeting of the Commission  
held at New Delhi on 8th July, 1967

Decisions

Action taken

1. The Secretariat was asked to make a reference to the Government for clarification as to whether the Posts and Telegraphs employees are covered within the terms of reference of the Commission.

It has been clarified by the Ministry of Labour, Employment and Rehabilitation (Department of Labour and Employment) in consultation with the Ministry of Law that P&T employees are covered by the Industrial Disputes Act, 1947 and therefore fall within the terms of reference of the Commission. The decision has been intimated to all members of the Commission. The Department of Communications has been informed about the matter. Copies of the questionnaire have been sent to the Department of Communications and to the Unions of P&T employees. (Also see the note on Study Groups).

2. The suggestion regarding some items of interest to the Commission being studied by specialists in Government or outside was endorsed.

The present position regarding preparation of papers on certain subjects is as follows:-

1. Working conditions: Shri N.S. Mankiker, Director General, Factory Advice Service and Labour Institute Bombay, has prepared a paper on the subject. (See also a reference to this item in Member-Secretary's note - item 4)

2. Labour engaged in quarries: The Government of Rajasthan have got a paper prepared on the subject by one of their Deputy Labour Commissioners. The paper has been received.

3. Power-loom industry: Shri Aravamuthan has submitted a paper on the subject.

4. Mica labour: The Government of Bihar is getting a paper prepared by one of their Deputy Labour Commissioners. A reminder to the concerned officer has been issued.

5. Electric Supply: Shri R.P.Aiyer, Federation of Electricity Undertakings of India, Bombay, is preparing a paper on the Electric Supply industry.

6. Labour engaged in Small Scale Industries: The Labour Commissioner, Punjab, is getting a paper prepared on the subject by one of their Senior Conciliation Officers. (Please see item 4 also).

7. Social Security in India: Shri M.V. Sohoni is getting the actuarial aspects of the paper "a perspective for Social Security in India - 1976" examined in the office of the Life Insurance Corporation of India.

The present position regarding setting up of new Study Groups has been explained in a separate note, under item 3 of the Agenda.

3. Suggestions made for setting up Study Groups for (a) building and construction (b) working journalists, (c) light engineering (d) electrical equipment, (e) oil exploration, (f) road transport and (g) banking and insurance were accepted. The personnel for these Study Groups should be settled by the sub-Committee appointed in the last meeting.

The Member-Secretary should decide the time when the Study Groups should be constituted.

4. Programme of visits.

(a) Individuals/organisations to be invited for oral evidence during the Commission's visits to States should be chosen only from those who have submitted written memoranda.

This instruction has been followed with some minor variations in the States visited so far by the Commission. Experience has, however, shown that memoranda in reply to the questionnaire are received in most cases, only a few days before or at the time of the Commission's visit to a State.

(b) The actual number of days to be spent at each State's capital should be settled by the Chairman according to the number of organisations/individuals to be interviewed as per (a) above.

The programme of visit to States is usually decided on this basis.

(c) State Governments should be requested to nominate a representative to meet and give evidence before the Commission after all other evidence is recorded.

This was done in cases of the States visited so far and this will be followed in the States to be visited.

Decisions

- 3 -

Action taken

(d) Offer of Assistance from Australian Government.

Referred to in the Memorandum on item 4.

Fifth meeting of the Commission held at New Delhi on the 19th September, 1967.

Sixth meeting of the Commission held at Srinagar on the 25th September, 1967.

Fifth meeting of the Commission

For observational visits planned in connection with the Commission's programme in Maharashtra and Mysore States, there will be only one team of the Members in modification of the earlier decision to have two teams. The number of centres to be visited will be Bombay, Nagpur and Poona in Maharashtra and Mysore, Mercara and Mangalore in Mysore apart from Bangalore. Visits outside Ahmedabad in Gujarat will be to Baroda and Surat. Rajasthan programme outside Jaipur will be redrawn in consultation with State authorities. It should include Kotah and Udaipur. The dates of visit to Bombay, Bangalore, Ahmedabad and Jaipur will remain unchanged. Visit of Madras and Kerala States should begin on 25th December, 1967 and should last for two weeks. Detailed programme for visits to these two States should be drawn up accordingly. The proposed visits to Assam and West Bengal will be deferred. The programme of Commission's visits to remaining States will be drawn up in such a manner as to devote about two weeks in each month to these tours.

Sixth meeting of the Commission.

The programme of meetings at State headquarters and visits outside State headquarters as decided in the 5th meeting for Maharashtra, Mysore and Gujarat will stand.

The programme of meetings at Jaipur in Rajasthan will stand. Visits outside Jaipur will be decided later.

Details of Commission's visits to seven States are given in Memorandum of Progress Report.

The programme of Commission's visits was drawn up accordingly for Maharashtra, Mysore, Gujarat and Rajasthan States.

A group of members visited Kishengarh and Ajmer in Rajasthan States after recording of evidence at Jaipur. Member-Secretary will be visiting Kotah on 13th and 14th January, 1968.

The programme of visit fixed for Madras and Andhra Pradesh in February, 1968 has since been intimated to the Members of the Commission. The programme for Madras fixed earlier for December, 1967 along with Kerala State was postponed as the State Government of Madras desired deferment of the visit due to other meetings/Conferences in the State.

Decisions

Action taken

The future programme of the Commission's visits will be confined to collection of evidence at State headquarters. Arising out of the evidence if there are places/establishments to be visited, decision on it will be taken at the end of recording evidence. Such places could be visited either by Member/s or by some senior officials of the Commission.

Two States will be covered in one stretch as decided earlier. Dates of such visits will be settled by the office in consultation with the Chairman and intimated to Members two months in advance. No change will be made in the dates after they are so fixed.

If Member/s desire to see some places/plants, they may communicate the names of places/plants to the Secretariat. The Secretariat will consolidate these and arrange the date for visits to these plants in consultation with Member/s.

Normally three days of five hours each should be sufficient for recording evidence at State headquarters. If there are many submissions and they cannot be conveniently grouped, the working day should be extended to six hours.

Fifth meeting of the Commission.

A tentative scheme for the presentation of the Commission's report.

The Commission appointed a Committee consisting of the following Members to examine the tentative scheme for the presentation of the Commission's report:-

1. Mr. Naval H. Tata.
2. Dr. Baljit Singh.
3. Mr. Manohar Kotwal.
4. Mr. G. Ramanujam; and
5. Mr. B.N. Datar.

Procedure for collecting oral evidence.

(i) The Chairman will pose questions to persons appearing before the Commission.

A letter with a note based on Shri S.A. Dange's specific suggestions has been circulated to Members. (Copy attached - Appendix I)

The first meeting of the Committee will be held at New Delhi on 3rd January, 1968. The tentative scheme has been revised on the suggestions of Dr. Baljit Singh. This revised scheme will be considered by the Committee.

This procedure is followed when oral evidence is recorded.



Decisions

- 5 -

Action taken

(ii) If Members desire elucidation on some points they may send a slip to Chairman or ask supplementary questions.

(iii) Cross questioning by Members should be avoided as far as possible.

The record of evidence should not be referred back to the persons concerned. The record should be circulated to Members after Chairman's approval.

This procedure is being followed.

Air travel arrangements.

Procedure for securing air tickets by presenting vouchers to Air Booking Office at the respective headquarters of members should be followed.

This is being followed where Members so desire. Air journeys are reserved and also air tickets are purchased by the Commission's Secretariat and sent to the Members where so desired and advance intimation is given.

Commission's meetings

Depending on the convenience of Chairman and Members, there may be a formal meeting of the Commission on the day between recording of oral evidence at two State headquarters.

Sixth meeting of the Commission was held at Srinagar on the 25th September, 1967. Seventh meeting of the Commission will be held at Trivandrum on the 21st December, 1967 before commencing oral evidence there.

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Telegrams: "NACOMLAB"

APPENDIX-I

Government of India  
National Commission on Labour  
D-27, South Extension(Pt.II)  
New Delhi-3.

D.O.No:7/19/67-NCL(C)      Dated: December 4, 1967.

My dear

This is with reference to the Note circulated by me on 14-10-1967 (copy enclosed for ready reference). Since the Commission is not visiting State Capitals in January, 1968, kindly let me know if the programme for steel plants, Ranchi and mines in the Raniganj area could be fixed in the later half of January, 1968.

Yours sincerely,

Sd/-

( B.N. Datar )

All Members of the Commission.

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/N.C.S./

National Commission on Labour

In pursuance of the penultimate paragraph of the record of discussions of the 6th meeting of the Commission, Mr. Dange has expressed a desire to visit the following places:-

- (i) Nagda,
- (ii) Dandeli,
- (iii) All Steel Plants,
- (iv) Ranchi,
- (v) Heavy Electricals, Bhopal; and
- (vi) Private Sector mines in the Raniganj Area.

Members of the Commission who want to visit some other places may intimate their choice to the Secretariat. It is possible that some Members may like to visit the places suggested by Mr. Dange. This also may be intimated. As decided in the 6th meeting, the Secretariat will consolidate the wishes expressed by Members and draw up a programme of visit to such places in consultation with the State Governments.

It is suggested that since winter is a good time to visit plants, such of the visits as have to be undertaken should be planned between November 1967 and end of March, 1968. According to the programme of visits to State capitals settled so far, December 1967 and January 1968 are comparatively free months.

Of the places mentioned by Mr. Dange, Bhopal could be covered when the Commission visits the Madhya Pradesh capital for recording oral evidence.

*B. N. Datar*  
for (B.N. Datar)  
14.10.67.

Item:-3: Setting up of Committees/Study Groups.

1. Since the 5th Meeting of the Commission held on the 19th September, 1967 the following Study Groups have been set up:-
  - i) Study Group on Employment and Training.
  - ii) Study Group for News Paper Industry.
  - iii) Study Group on Banking Industry.
  - iv) Study Group for Air Transport Industry.
2. A complete list of Committees/Study Groups set up so far is enclosed.(Annexure.A)
3. Suggestions for setting up of Study Groups for Building and Construction, Light Engineering, Electrical Equipment, Oil Exploration and Road Transport were also agreed at the fourth meeting of the Commission held on 8th July, 1967. A Study Group on Ceramics has since been suggested. Pending the decision of Government on the inclusion of Posts & Telegraphs employees in the Commission's terms of reference the suggestion made by Dr. Baljit Singh in June, 1967 was not considered in the Commission.
4. The Report on the Committee on Workers' Education was presented by Shri V.K.R. Menon, Chairman and all Members of the Committee to the Chairman, National Commission on Labour at the Commission's Office at New Delhi on the 8th November, 1967.
5. The Reports in respect of some other Committees/Study Groups are likely to be finalised by the end of this month.

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~~ANNEXURE~~LIST OF COMMITTEES/STUDY GROUPS SO FAR SET UP BY THE COMMISSION

1. Committee on Workers' Education.
2. Study Group for Sociological aspects of Labour-management Relations.
3. Study Group on Labour Legislation.
4. Study Group for Productivity & Incentives.
5. Committee to review the functioning of the system of Wage Boards in all its aspects.
6. Committee to study the working and service conditions of Sweepers & Scavengers in all its aspects.
7. Study Group for Cement.
8. Study Group for Sugar.
9. Study Group for Cotton Textiles.
10. Study Group for Iron and Steel.
11. Study Group for Industrial Relations - Western Region.
12.                    -do-    - Northern Region.
13.                    -do-    - Eastern Region.
14.                    -do-    - Southern Region.
15. Study Group for Rail Transport.
16. Study Group for Fertilizers.
17. Study Group for Paper and Pulp.
18. Study Group on Wage Policy.
19. Study Group for Heavy Engineering.
20. Study Group on Labour Problems in the Public Sector.
21. Study Group for Jute.
22. Study Group on Plantations - Tea.
23. Study Group on Plantations - Coffee/Rubber.
24. Study Group for Heavy Chemicals.
25. Study Group for Coal.
26. Study Group on Oil Refining and Distribution.
27. Study Group for Ports and Docks.
28. Study Group on Employment and Training.
29. Study Group for News Paper Industry.
30. Study Group on Banking Industry.
31. Study Group for Air Transport Industry.

No. 1(13)/67-NCL(C)  
Government of India  
National Commission on Labour  
D-27, South Extension Part II

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New Delhi-3, dated the 16th December, 1967.

To

The Chairman and Members of the  
National Commission on Labour.

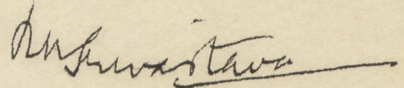
Subject: Seventh Meeting of the National Commission  
on Labour.

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Sir,

In continuation of the Commission's letter of even number dated the 11th December 1967, I am directed to forward herewith a copy of letter dated the 25th November 1967 from Shri Ramananda Das regarding the setting up of a Study Group to study and report the working conditions of unorganised workers etc.

Yours faithfully,



(R.K. Srivastava)  
Assistant Director.

Ramananda Das, Ex. M.P.  
Member-National Commission  
on Labour, Government of India

12, Surendralal Pyne Lane,  
Calcutta-12.

Dated: 25.11.1967.

Dr. P.B. Gajendragadkar,  
Chairman, National Commission on Labour,  
Bombay University Office,  
Bombay-1.

Subject:- Setting up a study group to study and report the working conditions of unorganised workers working under the Buildings, Road Constructions and similar type of workers working under Contractors,

- (2) Leather, Tannery and Shoemaking workers,
- (3) Labours working in Forest Department,
- (4) Workers working in Biri Industries,
- (5) Agricultural workers, (6) workers and employees of various Co-operative Society, State Khadi Boards, All India Khadi & Village Industries Commission, (7) Workers working in Cottage Industries, Small Scale Industries, (8) Workers engaged in local bodies and municipalities and Corporations, (9) Other Industries in rural areas etc. who are not organised but represent a sufficient number and are not covered by any study group so far set up by the National Commission on Labour.

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Dear Sir,

This is to bring to your kind notice that although about 36 Study Groups for various organised employees and workers have been set up by the Commission there is no Study Group for the unorganised and backward workers, who mostly come of Scheduled Castes and Scheduled Tribes Communities of India and their total number will be more than one crores in the various categories mentioned above and if no Study Group be set up they will be left out for 20 to 25 years and their service and labour condition will not be known and proper action will not be taken to improve their condition.

p.t.o.

I would, therefore, request you to kindly set up one separate Study Group to study the condition of the workers mentioned above under an expert officer having thorough knowledge about the working condition of these workers and I beg to suggest that Shri Venkatachalam, the Chief Labour Commissioner of India, New Delhi who has got thorough practical and theoretical knowledge of all these category of workers, be appointed the Convenor of this Study Group, which may be named "Study Group for rural workers and others" so that proper justice be done to these categories of unorganised and neglected backward labourers of India.

Regarding the names of members of this Study Team. I beg to suggest amongst others the following persons who have thorough knowledge of these workers:-

- (1) T. Jiyar Das, Ex M.L.A., Ponur, Guntur, Dt., Andhra Pradesh.
- (2) R.S. Kajrolkar, J.P., 112, Meadows St. Fort, Bombay-1.
- (3) Chandrika Ram, M.L.C. & Ex Minister, Kadam Kuan, Patna.
- (4) Ganga Parshad, Municipal Commissioner, 13, Shankar Market, New Delhi.
- (5) Ram Lakhan, M.L.A., C/o Shri Jagjivan Ram, 6, Hastings St., New Delhi.

Thanking you,

Yours sincerely,

sd/-

.....  
(Ramananda Das)  
Member.



No.1(13)-NCL(C)  
Government of India  
National Commission on Labour  
D-27, South Extension, Part II,  
New Delhi-3.

December 4, 1967.

The Chairman was in Delhi from 1st to 4th December, 1967. The Note reproduced below was shown to him. His comment was "We may consider this Note in the Session with Members on 21-12-1967". It is, therefore, circulated for comments by Members.

*ov Rud*  
( B. N. Datar )  
Member -Secretary

All Members of the  
National Commission on Labour.

N O T E

1. A statement about replies received as on 1.12.1967 is attached.

The latest position will be reported at the meeting.

(a) The response from State Governments before our visit is notified to the State is always poor. In every State a large number of papers are received when our advance party reaches there.

According to the statement the response so far could be considered satisfactory. Academic institutions and local bodies, however, have shown little interest in the Commission's problems.

(b) Present position is that a large number of replies received from the States visited so far have been analysed once. The process of analysing the replies in more detail is now on simultaneously with the first examination of fresh replies.

(c) After the Commission's visit to a State some further replies are received from almost every State. These are being separately analysed. Secretariat will suggest to the Commission as to whether persons/institutions which have sent their replies late should be called for discussion and if so when and where.

(d) The examination of replies received from Kerala, Madras and Andhra Pradesh is now on hand. As already intimated these last two States will be visited on 15th to 17th and 19th to 21st February, 1968, respectively. We have substituted Madras and Andhra Pradesh in place of Assam and West Bengal as mentioned to some Members earlier informally.

2. We have taken 'follow up' action for further clarifications/notes from different parties which appeared before the Commission so far. Except in case of Rajasthan, letters have been issued to parties in all the States. Some replies in clarification of the points raised have already been received even before we made a request. Rajasthan letters will be issued after the record of discussion is approved by the Chairman.
3. Each of the seven technical units is analysing subject-wise the replies received by the Commission to its questionnaire. This analysis comprises recording of replies in separate files to each question according to the agency which has sent the reply. Once these files are ready sifting of this information will start according to the importance we attach to different organisations/persons who have sent replies.
4. We want to see if some further meaningful information could be had by relating replies to different sets of questions through the process of cross tabulation of replies. This is proposed to be done by coding the responses to various questions and then analysing them in whatever way the Commission wants them to be analysed by the process of machine tabulation and mechanical sorting. Work on coding the replies for this purpose is already in progress.
5. A tentative structure of the Commission's report was discussed in the Commission's meeting on 19-9-1967, and referred to the Sub-Committee constituted by the Commission. A preliminary

discussion has taken place with some Sub-Committee members and the structure has been revised. This will be discussed in the meeting of the Sub-Committee convened by the Chairman on 3.1.1968 at New Delhi. Detailed work on the first five chapters is at present going on. This consists of drawing up several headings for the first five chapters. Along with these a series of notes to be prepared for the consideration of the Commission under these headings is also being undertaken. This plan will be discussed in some detail in another note which the Secretariat proposes to place for the consideration of the Sub-Committee.

6. Statistical information about value added by manufacture, wage costs, labour costs etc. for different industries in different States over a period of years - 1946 to 1958 - is being analysed on the basis of Census of Manufacturing Industries (CMI). There is a second series of statistics - Annual Survey of Industries (ASI) from 1959 onwards which takes us upto 1964. 1965 results will be available sometime in the next year. This survey is on a sample basis. All these data are also being looked into. The Secretariat will seek guidance from the Commission about their interpretation. Other relevant data from the Payment of Wages Statistics, statistics of the E.S.I. and Provident Fund which will provide a cross-check with the information collected from the C.M.I. and A.S.I. will also be analysed.
7. A series of seminars are proposed for the next year. The arrangements made for technical papers by the Secretariat for these seminars are as follows:
  - (a) Enough information has not been forthcoming in the replies received to questions on working conditions. In response to our request Mr. Mankiker, Director General of Factory Advice Service has prepared a short paper on the subject. This paper has been circulated to all the State Governments for comments of the Chief Inspector of Factories. So far seven States have sent their replies. When replies from other

States also come in, the Secretariat will prepare a full documentation and pose questions for the seminar to answer in the light of experience of the Factory Inspectorate in States. Tentatively we are scheduling this seminar in the first half of April next year.

- (b) A paper for labour administration is being put in final shape. It is proposed to be circulated to the four official Regional Working Groups on labour administration for their comments in the light of experience within the respective regions. On receipt of the working groups' reports we may convene a meeting of all the State Labour Secretaries/Commissioners for discussing these reports and reaching conclusions.
- (c) Work on understanding the problems of agricultural labour is well in hand. Some diagnostic studies in Districts selected on the advice of State Governments have been attempted. A paper on rural labour has already been drawn up by Member-Secretary in the form of his forthcoming Memorial Lecture to the Indian Society of Agricultural Statistics. Another paper is being drawn up which will discuss the change in conditions of agricultural labour on the basis of studies undertaken so far. There is a third paper which is being prepared in the Department of Agriculture on a perspective for agriculture. The Department has promised to give an idea of the problems of agricultural labour in the light of this perspective. These together will form one part of the material to be discussed in the seminar on agricultural labour. The other part will be the information collected in the Third Rural Labour Enquiry. We have not yet had a firm date from the Central Statistical Organisation as to when these data will be made available. The date of the seminar will depend on the receipt of a firm commitment from the C.S.O.
- (d) The Statistical and informational aspects of the Commission's work covering the last section of its Questionnaire are proposed to be discussed with the State Directors of Statistics at a meeting to be convened in Simla. The idea is to spend one day with the Statisticians. The morning session will be for discussion and the afternoon could be for the inspection of the office of the Director, Labour Bureau. This meeting could be had along with the

Commission's visit to Simla for discussions with the parties in Himachal Pradesh. Tentatively this meeting is scheduled towards the end of May, 1968.

- (e) On small industries, I am afraid, we have not yet made sufficient progress. An officer of Punjab Government is preparing some material for us but in the course of next month or so it should be possible for us to see how the information in this area could be organised. After the paper is ready a meeting with representative interests could be held in Delhi possibly in July, 1968.
8. The Study Group reports are expected to come in from this month onwards. There is a heavy demand for these reports. We may require about 3,000 copies of each report. We have received a letter from the Controller of Printing and Stationery permitting us to get the printing done outside Government press. We are examining this suggestion in consultation with the Controller of Printing and Stationery.
9. Arrangements for the examination of the Study Group reports and inviting them in groups for discussion with the Commission will be drawn up for the Commission's consideration later.
10. International literature on problems concerning the Commission's work is being examined. The short notes which will be prepared from next month onwards (as mentioned in para 5 above) will have the following pattern:
1. The statement of the problem.
  2. Indian experience.
  3. International experience.
  4. Analysis of evidence before the Commission.
  5. Tentative views of the Commission's Secretariat with pros and cons.
  6. Suggested course with reasons.
11. Points to be discussed in Member-Secretary's visit to Australia have been prepared on the basis of Australian literature available in India. These will be discussed initially with Mr. Wazkar and an officer of Australian High Commission. Advance intimation will be sent to Australian Government about these points with a request that material on them should be kept ready for our use.

Summary statement showing category-wise/State-  
of Memoranda and Replies to the questionnaire 1.12.67.

Category of Respondent	A.I.	Assam	Bihar	Gujarat	Haryana	J&K	Kerala	M.P.	Madras	Maharashtra	Madhya Pradesh	Rajasthan	U.P.	W.B.	Delhi	Goa	Daman & Diu	H.P.	Others	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
I. State Governments	1	1	-	1	1	-	-	-	-	1	-	1	-	1*	-	-	-	-	1	11	
II. Central Ministries, Departments and Attached Offices.	-	-	-	-	-	-	-	-	-	2	-	-	-	-	8	-	1	-	-	11	
III. Public Sector Projects/Undertakings/Orgns. (Central)	2	1	1	1	-	1	5	3	3	13	1	2	1	5	10	1	-	-	-	57	
IV. Public Sector Projects/Undertakings/Orgns. (State)	2	-	-	3	-	4	-	-	-	11	1	5	-	1	-	1	-	-	-	32	
V. Employer's Orgns.	-	1	1	5	-	4	2	3	1	20	0	2	1	4	2	-	-	-	-	60	
VI. Worker's Orgns.	-	3	1	7	7	9	-	1	2	29**	6	11	1	3	6	-	-	-	-	102	
VIA. Worker's Organisations (Foreign)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	
VII. Private Sector Companies/Business Houses.	-	-	1	2	4	1	2	-	-	5	6	-	1	1	-	-	-	-	-	24	
VIIA. Co-operative Sector Companies/Societies.	1	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	-	3	
VIII. Academic Institutions-	-	-	-	-	-	-	-	-	-	2	-	-	-	1	-	1	-	-	-	4	
IX. Local Bodies.	1	-	-	1	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	3	
X. Individuals.	1	-	-	4	2	-	-	-	-	7	-	-	-	-	-	-	-	-	-	14	
<b>Total:-</b>	<b>8</b>	<b>6</b>	<b>4</b>	<b>24</b>	<b>14</b>	<b>19</b>	<b>10</b>	<b>7</b>	<b>6</b>	<b>91**</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>4</b>	<b>27</b>	<b>3</b>	<b>1</b>	<b>3</b>	<b>332</b>		

\*Partial reply. \*\* Includes one partial reply. @ Pondicherry.

REVISED

November '67.

An Outline Scheme for the Report  
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Part I. Background and Perspective.

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Contd.....2/-

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Development of Employer's Organisations - their role in maintenance of Harmonious Labour - Management Relations, Collective Bargaining, etc.

Chapter 22. Industrial Relations.

Industrial Relations Procedures - internal/external -

Contd.....6.

Legal/Voluntary - Joint Consultation - Collective Bargaining - Voluntary Arbitration - Legal Procedures - Conciliation - Adjudication - The Right to Strike - Assessment of Experience - Reorientation and Approach for the Future.

Chapter 23. Labour Legislation and Laws.

A critical Analysis of labour legislations and Laws - their scope, coverage and extent - An Assessment of the Practical Experience - Limitations and Deficiencies - Implementation and Enforcement - Case for Codification.

Chapter 24. Administrative set-up and Labour Administration.

Administrative Machinery at the Centre and in the States - Administration of Labour Policy and Laws.

Chapter 25. Labour Research, Statistics and Intelligence.

Review of existing sources of Statistics and Information - Need for Consolidation and Codification - Lines of Future Research - Evaluation and Suggestions for Improvement.

Chapter 26. International Labour Standards.

India and I.L.O.

Part V. Conclusions and Recommendations.

Chapter 27. Conclusions and Recommendations.

Approach and Implications of the Suggestions and Recommendations made - Tasks involved and their Administrative Implications - Summary of conclusions and recommendations.

No. 1/10/67-NCL(C)  
Government of India  
National Commission on Labour  
D-27, South Extension, Part II, New Delhi-3.

Dated the December 16, 1967.

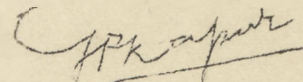
To

The Chairman and Members of the  
National Commission on Labour.

Sir,

This is in continuation of the Member Secretary's letter No. 1/10/67-NCL(C) dated 6th December, 1967 regarding the First Meeting of the Committee of National Commission on Labour to be held on 3rd January, 1968. A further note setting out the detailed synopsis of Part I of the Tentative Outline and the suggested programme of work connected with it is enclosed for any comments you may like to send.

Yours faithfully,



(G.P. Kapur)  
Joint Director.

Encl : As above



NATIONAL COMMISSION ON LABOUR

A Note for the Committee of the Commission

December 16, 1967.

The present note sets out, what may be called, a detailed synopsis of the first five chapters of the tentative Outline Scheme of the Report of the National Commission on Labour. While setting out the synopsis for each Chapter the supporting work necessary - whether by way of background notes or collection and systematisation of statistical material - has also been indicated. As will be seen from what follows the notes/studies which are to form the substance of each of these Chapters will, in a measure, have to depend on the prior availability of similar notes/studies pertaining to certain portions of the Chapters included in Parts III and IV of the Outline Scheme. It would of course be helpful if some kind of material falling in Chapters included in Part II is also available. This would enable a coherent treatment of the notes/studies relating to Part I. There is thus need for a phased time schedule of work to be undertaken in this regard. Some suggestions in this regard have been made at the end of this note.

Chapter 1. Introduction

2. Considering the introductory nature of this Chapter no work need be taken up in regard to the drafting of this Chapter immediately as this could appropriately await the stage when the different draft Chapters of the Report are put into some shape. However, with a view to enabling the Commission to devise and plan their work in future the appropriate units/sections of the Commission could prepare and submit the following notes:-

- (i) Methods and Procedures of working followed by the Commission.
- (ii) The Commission's Questionnaire - Its Distribution and Response. This note could attempt to bring out the distribution pattern of the Commission's Questionnaire e.g. as between worker's and employer's organisations, economists, public men, individual manufacturers and undertakings etc.; analyse the extent of response and broadly indicate the proportions etc. of Statewise/regional response.
- (iii) The Commission's Tours

This note would give a resume of the programme of the Commission's tours during 1967, their organisation and scope. It would also include an account of the tours of some of the Members of the Commission and would furnish an idea of the areas covered.
- (iv) Evidence Before the Commission - The Procedure and Scope. This note would attempt to describe the procedure adopted for the collection of evidence before the Commission, the scope and nature of the evidence collected and summarise the important points emerging from the evidence collected.
- (v) Study Groups set up by the Commission and their Functioning, Seminars and Special Studies assigned to Individuals.

## Chapter 2. Framework of Indian Society

3. The ground to be covered by this Chapter may be divided into the following eight preliminary notes/studies. For each of these, the headings and a short synopsis are given below :

- (i) Characteristic Features of the Constitution of the Indian Republic. Directive Principles of State Policy - Fundamental Rights - Centre-State Relationships, the system of federal finance - the Union, State and Concurrent Lists - Special Provisions relating to certain classes - Constitutional Provisions relating to labour matters.
- (ii) Geographical Features - A Concise Account of Area and Population - Topography - Climate - Rainfall - Soils - Transport and Communication System - Natural Regions and Sub-regions - Growth, distribution and density of population - Languages, etc.
- (iii) Political and Administrative Set-up with Special Reference to Labour Administration. Political Divisions - The System of Administrative Organisation - Central and State Governments - District Administration - Administrative Decentralisation - Panchayati Raj - Administrative Reforms - Administration of Local Bodies - the Arrangements and Machinery for Labour Administration and connected matters at different levels.

- (iv) India's Natural Resources and their Utilisation  
A short macro survey of agricultural, mineral, water and energy resources, their geographical distribution, extent of development and utilisation and conservation of resources.
- (v) National Economy and External Economic Relations  
Growth of National Income and its Composition, Share of Wages and profits in the national product - Growth, Pattern and Direction of Foreign Trade - External Economic Relations - trade agreements, foreign investments - Import Requirements and Export Surpluses - A concise Assessment of Balance of Payments Problems and Prospects vis-a-vis growth of output and employment levels.
- (vi) Structural Features of the Indian Economy : Pre-dominance of agriculture and implications of year to year fluctuations in output levels - low productivity and labour intensive techniques of production - broad technological features etc.
- (vii) Social Change Since Independence. The main indicators of social change : literacy and education urbanisation trends, transformation of rural life, organisation of civic life, etc.-Political Consciousness and Social Cohesion - Sociological Aspects and how these have affected labour.
- (viii) Socio-economic and Political Development and Outlook.

4. The notes/studies listed at (i), (iii), and (viii) above, will largely be discursive and will not involve any statistical material and support except of a general type. These would have to rely on (a) references and published literature of which a select bibliography could be drawn up, and to an extent on (b) background notes/studies on topics covered under other Chapters of the Commission's Report. Notes listed at (ii), (iv), (v) and (vii) will however, have to be more factual, descriptive and analytical and will involve adequate statistical support. The relevant data for these will, therefore, have to be collected, systematised and analysed.

5. In as much as the accent of each one of the notes mentioned above has to be on bringing out the aspects and problems relating to labour rather than on the more general



aspects it would be extremely useful if some material and notes on specific aspects to be covered in detail in the other Chapters of the Report are simultaneously prepared and made available for the write-up for notes pertaining to this Chapter. This arrangement would also assist in maintaining a kind of consistency in the view points which may be developed as a result of the proposed exercise. For undertaking the write-up on (iii) above, for instance, some material on the growth of the trade union movement and employers' organisations and effects of legislation thereon (vide Chapter 21) and also on such topics as industrial relations procedures and machinery (vide Chapter 22) will indeed be a helpful and in fact a necessary background. Finally it may be that the write up for Chapter 2 is only marginally effected by the contents of the other related Chapters, but its contents have to rest on the background about labour matters. For this purpose, the information already available in the Commission could be organised and drawn upon and to the extent feasible further supplemented<sup>and</sup>/brought up-to-date. Again for a fruitful exercise it will be necessary to draw upon the Reports of the Administrative Reforms Commission and its Study Teams especially in so far as these may have a bearing on labour matters. It should be useful if some kind of notes/memoranda on the following topics proposed to be covered in other sections of the Report are available, the intention being that the more pertinent aspects on labour matters as may be brought out from the examination of the Reports of the Administrative Reforms Commission are woven into these :

- (a) Implementation and Enforcement of Labour Legislation - Chapter 23.
- (b) Administrative Machinery at the Centre and in the States - Chapter 24.
- (c) Administration of Labour Policy and Laws - Chapter 24.

6. Similarly, the notes suggested at (vi), (vii) and (viii) above would have to be guided by an assessment - may be a tentative one - of the broad changes in the labour conditions and situation since Independence. In order to put together the outline of such an assessment factual notes duly supported by statistical material may have to be taken up on the following :

- (a) Wage Levels and Differentials in the Organised Sectors.
- (b) Agricultural Wages in India - An Analysis.
- (c) Social Security Arrangements in India.
- (d) Living Conditions and Standard of Living of the Indian Worker - A Short Survey.

### Chapter 3. Pattern and Perspective of Growth.

7. The contents of this Chapter would by and large be independent of the rest of the Report and could be subdivided into the following broad headings. Work on this could commence immediately.

(i) Echos of Developmental Planning in India.

An analysis of the objectives of Indian Planning - Its Strategy, Techniques and Approach - Basic Considerations involved and their Assessment - Role and place of labour in developmental planning.

(ii) Five Year Plans and Growth Pattern.

A Resume of Plan Programmes, Priorities and Overall Results and Achievements.

(iii) Growth of Agricultural Output and Potentials.

A short analysis of agricultural development and expansion in irrigation facilities and basic programmes for agriculture and allied activities.

(iv) Development of Industry and Power.

(v) Development of Social Services.

Education, Health, Housing, Social Welfare, Training Programmes and Scientific Research and Technological Advance.

(vi) Effects of Development on Levels of Living:

(vii) Management System

An evaluation of the principal management systems in the country - the managing agency system - cooperative form of organisation etc. and development of management techniques.

(viii) Social Policy and Control :

An evaluation of planning, fiscal, monetary and economic policies - Economic Controls, their nature and scope - Planning and Controls - Growth of Financial Institutions and their Role - Control of Monopolies and Concentration of Incomes and Economic Power.

(ix) Perspective for Future Growth :

Outlook in overall terms - Assumptions and Projections as regards growth of income, investment, savings and consumption.

(x) Sectoral Growth and Expansion :

Agriculture - Industry : Basic and Consumer Industries - Transport and Power - Social Services.

#### Chapter 4. Labour Problems in a Changing Social Order

8. This Chapter will inevitably tend to be discursive. As such its contents will have to weave together, on an anticipatory basis to some extent, the conclusions and viewpoints emerging from the rest of the Chapters. However, by way of a first attempt to build up the detailed structure notes on the following subjects may be attempted.

(i) Economic Development - Its Impact on Labour and Labour Management.

This note will attempt to bring out an analysis of the observe co-relation between economic growth since Independence and labour conditions and management progress and their interaction.

(ii) Labour Problems in Transitional Stages of Growth

This note will attempt an assessment of the economic and sociological problems in the field of labour in the transitional stages of economic growth with special reference to the tendencies experienced in India since Independence.

(iii) Social Responsibility of Business and Workers' Organisations - their role in a smooth process of transition vis-a-vis the Problem of Transitional Stages of Growth.

Analysis to be set out here will seek to elaborate the tasks and responsibilities which devolve on management and workers' organisations in the context of the transitional stages of economic growth, so as to indicate the kind of discipline and social consciousness which both have to imbibe so as to subserve the national objectives of sustained economic development with stability and social cohesion.

(iv) Manpower Planning - Short-term and Long-term Aspects.

The scope and significance of manpower planning under Indian conditions manpower planning vis-a-vi development planning - a discursive analysis of the approach and tasks of manpower planning.

(v) Political Profile of the Indian Worker, How it has changed?

Chapter 5. Nature and Pattern of Employment.

9. The main-stay of this Chapter will naturally be the analysis and presentation of available data on (a) labour force and its composition and (b) employment data. Aside from analysing the past trends some future projections and forecasts for say next 10 or 15 years will have to be considered. These two elements of the statistical support could be organised separately. In addition some of the following topics could be selected for preparing short notes:

(i) Employment Trends - 1951 to 1966

A short analysis of the pattern and trends in employment with special reference to employment in large scale industry, mines, plantations and transport and communications.

(ii) Agricultural Employment

An assessment of the nature of agricultural employment in India with particular reference to agricultural labour.

(iii) Labour Force and its Composition - A Survey 1901-1961.

(iv) Population Projections and Labour Force: 1961-198

(v) Education and Levels of skill among Indian Workers - A Factual Appraisal.

- (vi) Drift to the City - An Analysis of Trends and Magnitude.
- (vii) Under-employment in the Indian Economy and the Problem of Employment Gap.
- (viii) Mobility of Indian Labour - An Analysis of Observed Trends.

Time Schedule :

10. Considering that there are certain portions of Chapters 1 to 5 which are independent and others which are dependent upon supporting material in certain other Chapters of the Report and/or the collection and systemisation of available statistical material the time schedule for the preparation of the proposed notes and the organisation of work in this regard could be conceived in terms of two separate but closely linked programmes. One of these would comprise the notes/studies which are independent of the contents of the rest of the Report. Work on these could start in anticipation of the 3rd January, 1968 meeting. The other would consist of the notes and material relevant to certain portions of the remaining Chapters of the Report which, so to say, are to form the initial base for certain portions of the first 5 Chapters. This work would also have to commence simultaneously.

11. Accordingly, it is suggested that work may commence with the idea of completing it in two stages. In the first stage which may be spread over from now to the end of March, 1968 work may be simultaneously started on : (a) such portions of Chapters 1 to 5 as are independent of the rest of the content of the Report, and (b) preparation of basic notes on some portions of the other Chapters and collection and systematisation of the statistical support required for notes/studies pertaining to Chapters 1 to 5 as indicated in this note. During the period February to May, 1968 when work on (b) is completed or is sufficiently advanced notes on the remaining portions of Chapters 1 to 5 may be prepared. The bulk of the work involved for the entire field to be covered in the first 5 Chapters may be completed by the end of May, 1968. On this basis the individual headings for notes/studies and the work pertaining to compilation of statistical material could be assigned and distributed among different officers and staff in the Commission.

भारत सरकार  
राष्ट्रीय श्रम आयोग  
डी-२७, साउथ एक्स्टेंशन (भाग II)  
नई दिल्ली-३

GOVERNMENT OF INDIA  
NATIONAL COMMISSION ON LABOUR  
D-27, South Extension (Part II)  
NEW DELHI-3

B.N. Datar  
Member-Secretary.



December 6, 1967.

My dear *Bharat Ram*

You will recall that at the Fifth meeting of the Commission a Committee was appointed to examine the tentative scheme for the presentation of the Commission's Report. The Committee consists of Mr. Naval Tata, Dr. Baljit Singh, Mr. Ramanujam, Mr. Kotwal and myself. The Tentative scheme which was placed before the Fifth meeting has been revised in the light of the suggestions received from Dr. Baljit Singh. A copy of this scheme is attached.

Chairman has convened the first meeting of this Committee on 3rd January, 1968 at New Delhi. Will you kindly send me your comments on the revised draft for their being placed before the Committee? The conclusions of the meeting on 3rd January will be communicated to you in due course.

Yours sincerely,

*B.N. Datar*  
( B. N. Datar )

**Dr. Bharat Ram,**  
Chairman, Board of Directors,  
Delhi Cloth & General Mills  
Co. Ltd., 25, Sardar Patel Road,  
New Delhi-11.

Encl: One

*Comments requested on the enclosed draft.*

*(Seen by Datar)*  
*2/12/67*

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Chapter 22. Industrial Relations.

Industrial Relations Procedures - internal/external -

Legal/Voluntary - Joint Consultation - Collective Bargaining - Voluntary Arbitration - Legal Procedures - Conciliation - Adjudication - The Right to Strike - Assessment of Experience - Reorientation and Approach for the Future.

Chapter 23. Labour Legislation and Laws.

A critical Analysis of labour legislations and Laws - their scope, coverage and extent - An Assessment of the Practical Experience - Limitations and Deficiencies - Implementation and Enforcement - Case for Codification.

Chapter 24. Administrative set-up and Labour Administration.

Administrative Machinery at the Centre and in the States - Administration of Labour Policy and Laws.

Chapter 25. Labour Research, Statistics and Intelligence.

Review of existing sources of Statistics and Information - Need for Consolidation and Codification - Lines of Future Research - Evaluation and Suggestions for Improvement.

Chapter 26. International Labour Standards.

India and I.L.O.

Part V. Conclusions and Recommendations.

Chapter 27. Conclusions and Recommendations.

Approach and Implications of the Suggestions and Recommendations made - Tasks involved and their Administrative Implications - Summary of conclusions and recommendations.