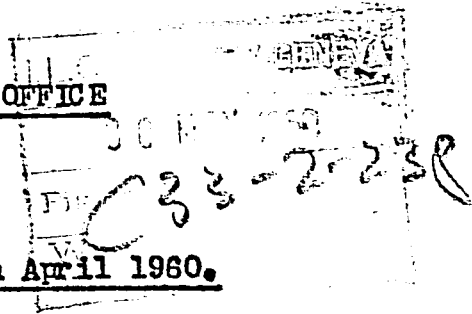


INTERNATIONAL LABOUR OFFICE  
INDIA BRANCH



Industrial and Labour Developments in April 1960.

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - APRIL 1960.

11. Political Situation and Administrative Action.

Estimates Committee calls for fuller Implementation  
of I.L.O. Convention on Equal Remuneration: Extension  
of Social Security Measures and Creation of Additional  
Employment Emphasised.

The Estimates Committee of the Lok Sabha, on the Ministry of Labour and Employment, for 1959-60, which was presented <sup>to the</sup> Lok Sabha during its current session, has called upon the Government to take early steps to fulfil its obligation of providing equal wages for equal work for men and women workers under the I.L.O. Convention ratified by India. The Committee observes that in carrying out this obligation care should be taken to see that such measures did not lead to the reduction or elimination of women workers from industries where they are traditionally employed.

Code of Discipline.- The Committee has also asked the Government to examine the question of bringing all Governmental organisations within the purview of the Code of Discipline drawn up at the Tripartite Indian Labour Conference in 1958. It had been informed, the Committee said, that public undertakings which were working in the form of companies or corporations had formally accepted the Code. But Departments like the Railways and Defence had expressed some difficulty in the matter.

Workers' Participation in Management.- The question of establishing joint management councils, especially in the public undertakings, should be vigorously pursued, the Committee states. It is surprised that progress in this direction had been unsatisfactory even in public undertakings despite the fact that the Second Plan recognised the need for such councils in the larger industrial establishments.

Industrial Housing.- The Committee regrets that no substantial progress had been made in the subsidised industrial housing programme and suggests that the Ministry should examine the practicability of attaching the conditions while licensing an industry that a sufficient percentage of its workers would be provided with houses within a certain period. It also suggests that the segregation of different classes of employees in the industrial housing colonies and townships should be avoided.

It regretted the delay in carrying out the Law Commission's recommendations regarding the provision of an adequate right of appeal against decisions of industrial tribunals.

The Committee expressed concern at "the large number of irregularities in the railways" in the observance of labour laws. It suggested that labour inspectors should have full powers under the Payment of Wages Act in dealing with the railways.

Social Security.- The Committee has urged Government to make a beginning in the extension of social security measures to the entire population of the country, as envisaged by Article 41 of the Constitution.

While it agrees that the problem is stupendous in the present context of the low level of the country's economy and hence social insurance all over the country is impossible in the near future, it suggests that a comprehensive study of the problem be made on the basis of which a perspective plan for progressive extension of the scheme to the entire population could be drawn up.

The Committee notes that considerable leeway had been covered during the last decade in enacting progressive labour legislation not only in the field of social security but in other cognate matters. It, however, thinks that considerable effort is called for to gear up the administrative machinery in various fields to ensure that the benefits contemplated in the labour laws were actually made available to those concerned.

The Committee suggests acceleration of the process of integration of social security schemes recommended by the Study Group set up by the Government in 1957.

It recommends amendment of the Employees State Insurance Act, if necessary, to improve the efficiency of the scheme and its extension to Jammu and Kashmir. The levy of the employers' contribution to the scheme should be increased immediately.

It urges the Government to expedite its decision on enhancing the employers' contribution to the Provident Fund Scheme from  $6\frac{1}{4}$  per cent to  $8\frac{1}{2}$  per cent. It has also suggested that no maximum limit should be fixed for the employees' contribution.

The Committee does not enforce the inequitable practice of denying the workers credit of interest on advances from their own accumulations.

Employment.- In regard to employment, the Committee has urged the Government to give greater importance to the problem of unemployment in the third Plan and take steps to popularise the idea of planned parenthood among the people, especially workers in the low-income groups.

The Committee states that it was informed that the backlog of unemployment at the beginning of the third Plan would be between 7.5 million and 8 millions. The number of new entrants to the labour force was expected to range between 14 and 18 millions. Even taking the lower estimate, it would be necessary to create 21 to 22 million jobs to eradicate unemployment during the third Plan.

It had been stated, the report said, that the target of about 22 million jobs would not be within the reach of the third Plan resources and therefore it was proposed to aim at creating employment opportunities equivalent to the new entrants to the labour force. It would thus be seen that the backlog of about 7.5 to 8 millions unemployed labour force would remain untouched even at the end of the third Plan. Substantial as these figures were the report added, they did not include under-employment, which, if included would reveal the real magnitude of the problem.

The Committee recalls the Labour Minister's proposal regarding developing employment potential at district and village level, and expresses the hope that the matter would be pursued.

The Committee has drawn the Government's attention to the acute shortage of jobs for educated classes whose number it said was increasing at an "alarming rate".

The Committee has referred to the objectives of the second Plan regarding the relation between the growth in educational facilities and the requirements of the economy and recommends that the Labour Ministry pursue the matter with the Education Ministry. It has also suggested that the Labour Ministry should also expand its own training facilities in appropriate fields.

The Committee has stressed the need for greater utilisation of employment exchanges by Government departments in the matter of recruitment.

The Committee has suggested conversion of the Standing Labour Committee into a much smaller executive body of the Indian Labour Conference, as it felt that the present arrangement has resulted in two parallel organisations which, in its opinion is "undesirable and wasteful".

It calls for extension of the system of payment of bonus in National Savings Certificates, prevalent in Bombay and Assam.

Other recommendations of the Committee include: expeditious framing of safety rules and regulations in the oil fields; evaluation of the working of the tripartite negotiating machinery set up by the Railway and Defence Ministries; imposition of a levy on trade unions for covering the cost of verification of membership; constitution of a statutory central control board for industries in which rationalisation was to be introduced; provision of adequate facilities for workers' education; housing for dock workers and bipartite safety committees for mines.

(The Statesman, 17, 22 and 27 April 1960).



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## 12. Activities of External Services.

### India - April 1960.

#### Meetings and Conferences

(a) On 24 April 1960 the Director represented the ILO at the 11th Annual General Meeting of the Indian National Trade Union Congress.

(b) The Second United Nations Inter-Agency Meeting on Community Development in Asia and the Far East was held at New Delhi on May 9-10, 1960. The ILO was represented by the Director of this Office.

(c) On 25 April 1960 the Director attended the annual session of the National Productivity Council.

(d) On 11 April 1960 the Director presided over the plenary session of a Workshop on "Worker's Education" organised by the Indian Adult Education Association.

#### Visitors

On 27 April 1960 Mr. Henry Weins, Deputy Assistant Secretary to the U.S. Department of Labour, accompanied by the U.S. Labour Attache called on the Director.

Other visitors included the Chief Adviser, Factories and Mr. Marcel Roberts of Headquarters.

#### Contacts

The Director attended a reception on 30 April 1960 given by the Yugoslav Ambassador in honour of H.E. Mr. Koca Popovic, Secretary of State for Foreign Affairs of the F.P.R. of Yugoslavia.

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## Chapter 2 - International and National Organisations

### 25. Wage-Earners' Organisations.

India - April 1960.

#### Eleventh Annual Session of Indian National Trade Union Congress, Delhi, 24 and 25 April 1960: Government urged to honour pledge of Fair Wage.

The eleventh Annual session of the Indian National Trade Union Congress was held at Delhi on 24 and 25 April 1960. Shri G. Ramanujam, President of the Congress, presided. The session was attended by about 2,000 delegates from all parts of the country. The Director of this Office represented the I.L.O. and read a message on behalf of the Director-General.

The Conference adopted twelve resolutions dealing, among others, with wage policy, unemployment and industrial relations. The resolution on wage policy urged the Government to honour its assurance regarding fair wages, that on unemployment stressed that "man" and not the machine should be the centre of planning. While the resolution on industrial relations advocated voluntary arbitration as the best method of solving disputes where negotiation failed.

Presidential address.- Shri G. Ramanujam in his presidential address referred to the futility of wars and welcomed the efforts of stronger nations towards securing lasting peace. He reminded his listeners that the INTUC was a national organisation and unlike the communist controlled AITUC would not allow the interest of the working class to go against interest of the nation.

Five Year Plans.- The President referred to the economy of the country and said that it could not be disputed that the country had to complete several five years plans before it could improve the standard of living of people including the working class. A survey of nine years of "planned economy" India has not yet been able to find a solution to the two essential elements that should form the core of any planning, viz., "food and employment". The president emphasised that any plan that did not solve the problem of food and the problem of unemployment had no attraction for the workers.

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Wages.- Referring to the problem of high prices, Shri Ramanujam said that with successive increase in prices there has been a universal fall in real wages, depressing in its turn the standard of living of the workers. With ambitious planning and consequent deficit financing there is no early prospect of the real wages going up. ~~Thus~~ Thus the goal of raising the standard of living seems to be a far cry. The Fifteenth Indian Labour Conference had in 1957 unanimously agreed that fair wages would have to be paid, wherever capacity permitted, on the ~~basis~~ basis of the Fair Wages Committee's recommendations. The conference prescribed agreed norms for calculating the need-based minimum of the fair wages and the concept of fair wages no longer remains a theoretical abstraction.

There was no doubt that there had been substantial increase in national income by about 40 per cent on the whole and about 20 per cent per capita. But, Shri Ramanujam asserted that this increase had not been equitably distributed among the working class. In this connection he referred to the setting up of wage boards and said that the Government appeared to leave it to the parties to get the recommendations implemented on a voluntary basis. While this would be very good in theory, in practice it would turn out differently and the not-so-good employers who would not implement the recommendations, would undercut the good and progressive employers, who would have implemented those recommendations. It must be remembered that the law was there only for the not-so-good employers, for the really good employers did not require to be forced by government to do what they are required to do. He pointedly referred to the second Pay Commission and said that the Pay Commission was set up as a result of agitation by Central Government employees for improving their service conditions, including pay scales.

The government as employer offered to refer the issues to a Pay Commission and the employees accepted that offer. Therefore, the Pay Commission came to occupy the position of an arbitrator, even though it was not called as such. The recommendations of the Pay Commission should therefore be deemed a de facto award of a Board of Arbitration and respected as such. But that Central Government, which is a party, being the employer, while accepting some of the recommendations, unilaterally refused to accept some of the commission's recommendations and modified some others. The Government might have very good reasons for their decision, but then the employees too might have equally good reasons for attempting to modify the recommendations in their favour. He thought that the Government's unilateral action in this manner had set up a dangerous precedent.

Industrial relations.- Shri Ramanujam said that there had not been improvement in the field of industrial relations in recent years. He blamed the employers for long delays in arriving at settlements. Even in regard to the Code of Discipline individual employers did not show any desire to honour the terms of the Code and when confronted by labour they did not hesitate to tell them that they would have their own way, Code or no Code. This attitude to the code was particularly pronounced in regard to the clause in Code which expressly bound down the parties to refer to voluntary arbitration all unresolved disputes.

He urged upon the government to blacklist such of those employers who refused to honour the voluntary arbitration clause in the Code of Discipline and deal with them suitably. He had ~~not~~ no objection to similarly blacklisting such of the trade unions who did not agree to voluntary arbitration.

Shri Ramajujam emphasised that the Code of Discipline was equally applicable to both the private and public sectors. This was more so in regard to the obligation to accept voluntary arbitration as the best means of solving disputes between employers and employees. If government as employer would not agree to abide by the Code of Discipline and submit to voluntary arbitration all unresolved disputes, it could have no face to approach the private sector and compel it to honour the Code. It could not blacklist such of the employers who refused to agree to voluntary arbitration, for government will itself, in that event, have to head the blacklist. The Government as an employer could not adopt double standards, one for itself and the other for others.

Productivity.- Shri Ramanujam said that from past experience workers had generally come to believe that increased productivity only meant increased workloads for them, though productivity methods should really help to reduce the strain on the workers and at the same time increase the per capita production. This should be brought about by superior production technique, like modernisation of the plant, better maintenance, better layout, better working conditions, better raw materials and stores used, standardisation of the lines of production and last but not the least better industrial relations.

There had been some efforts to improve productivity in the industries by the formation of a National Productivity Council with their regional counterparts. These seemed to be either a managerial show or a government show, with no real participation by labour which was only nominally represented on them, even though labour was a very important factor for productivity. However, he felt the problem of productivity could not be solved by efforts descending from the top. On the other hand, the productivity movement should be built from the bottom viz, from the plant-level. In other words it should be an "in-built" movement from the plant-level itself. There should therefore be plant-level productivity committees consisting of representatives of labour and technicians. The management and government should keep to the background and their efforts should be confined to only encouraging and enthusing the work of this committee. The regional and national productivity councils should function as only guides and research bodies to assist the plant-level committees whenever approached by them.

Shri Ramanujam said that if rationalisation meant only the rational utilisation of the resources to the maximum advantage, there could be no objection from any quarter to the process. But during the last several years this term had come to be understood by workers as a lever to increase the workloads of the existing workers and reducing the number of hands employed. It must be remembered that the managerial side too required to be rationalised, if rationalisation was to be completed.

Trade union unity.- The INTUC President said that recent scrutiny by the Government had shown that of the four trade union organisations, the INTUC had an absolute majority with 910,221 members as on 31 March 1958.

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He said that the present policy of the government made it difficult for even non-communist trade union organisations to unite. By recognising a trade union organisation representing a pitiful minority, Government was consciously or unconsciously adopting the old game of 'divide and rule'. To some of the smaller organisations the only attraction that still enabled them to linger on as a separate entity was the representation on committees. And by recognising even such minority organisations, Government was simply delaying and even obstructing the early solidarity of the trade union movement. Once the Government decided to honour the democratic principle of recognising the majority organisation alone, the minority organisations would be compelled to choose and merge with some larger organisations. Besides helping unity, or at any rate eliminating the multiplicity of trade union centres, such a move would help to bring to light as to who are really free trade unionists and who are just pretending. That would be a real service to the nation and genuine trade union movement as well.

Since last year the INTUC had formed three ~~national~~ national industrial federations, viz., the National Federation of Petroleum Workers, the Indian National Iron and Steel Workers' Federation and the Indian National Defence Workers' Federation, and preparations were under way for the formation of some more national federations of workers in the paper, electricity and chemical industries.

Workers' Training.- Shri Ramanujam said that the INTUC Training College at Indore had completed its training of the first batch of workers and they had been placed in various centres. There had been some delay in starting the second session mainly due to the indifference of Pradesh Branches in this respect. It appeared the importance of the need of continuously feeding the movement with trained workers, to keep the movement alive and growing, had not been sufficiently realised. Otherwise there could be no reason for this stagnation. He called upon its State units to give greater attention to the need for training workers so as to ensure a continuous inflow of trained personnel into the field.

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General Secretary's Report.- The Report on the activities of the INTUC was presented by the General Secretary, Shri S.R. Vasavada. In his introduction to the report Shri Vasavada, inter alia, said that, prices throughout the year had steadily gone up. The Government was actively engaged in curbing further rise in prices. The employment situation was also rather gloomy. The workers were told that the industrial progress under the second Plan was satisfactory. However, the INTUC was not satisfied merely by reaching production targets. What was really required was to find jobs for the unemployed and to raise real wages by reduction in prices.

He said that industrial peace was the crying need of the country. Delay in securing justice was dangerous to industrial peace. The recent strike of the State Bank employees was a glaring instance of the breach of peace caused by unnecessary delay in appointing a suitable machinery for settlement of their disputes. The public sector was expanding very rapidly and if proper arrangements were not made to secure industrial peace in this sector, economic progress of the country would be retarded.

Wages might be determined by the Wage ~~Board~~ Board but bonus had still remained a subject of high controversy, Shri Vasavada added. Every year employers and workers' minds were agitated and industrial relations were rudely shaken on this issue. A gulf was created between the two parties resulting in loss of efficiency and production. It would be advisable for all concerned to decide this issue once for all. It would be desirable if the Government would consider to appoint a highpower Bonus Commission which might determine the principles for granting bonus to the employees.

Commenting on the public undertakings, the Report says that the Government has to change its attitude and should function as a 'model employer'. The recommendations of the Pay Commission no doubt evinced great concern for amenities like medical aid, educational facilities for children and retirement benefit, but it failed to bring satisfaction among Government employees. The Government employees deserve higher remuneration looking to the high cost of living now prevailing in the country. Moreover, the recommendations of the Pay Commission have not been treated as an award. The Report suggests that the recommendations of the Pay Commission should also be extended to employees of the State Governments and local bodies. By partially flouting with the recommendations it has shaken the faith of the employees in the industrial relations machinery. The Report notes with satisfaction that the Commission has recommended the principle of arbitration for solution of industrial disputes.

Reviewing the industrial relations during the period under review, the Report notes with satisfaction the decline in the mandays lost due to strikes and lockouts. This was largely due to the Code of Industrial Discipline. It says that the Communist leadership in the trade union movement expressed that it was not bound by the Code as according to them it was a bourgeois instrument for curbing the working class. It further regrets that many employers have failed to appreciate the need and importance of happy industrial relations by not subscribing to the spirit of the Code. The implementation machinery both at the Centre and States have not been able to do much regarding flagrant violation of agreements and awards. The employers still continue to pursue the policy of filing appeals against the decisions of Tribunals on slightest pretext. A contented working class, the Report points out, can be a great boon to the country which would ultimately lead to industrial prosperity.

In spite of the abolition of the Labour Appellate Tribunal, there is still enormous delay in settlement of industrial disputes through adjudication because the employers very often resort to either writ petitions in High Courts or file appeals in the Supreme Court against the judgments of Tribunals. The Report therefore suggests that speedy settlement of industrial disputes can only be reached by creating Labour Appellate Bench in the Supreme Court consisting of judges with special knowledge of labour in industry.

As regards workers' participation in management, though a list of units which have volunteered to set up joint management councils are prepared, the scheme does not seem to have made much headway. The INTUC has been a strong supporter of the scheme but it has faced severe opposition from employers. The 'Seminar on Workers' Participation in Management' held in March 1960, recommended the Government to formulate a scheme of training programme for effective function of joint management councils. It was also felt by the Seminar that there was no need for any legislative measures. The Report points out that the INTUC affiliated unions are playing their full role in making the scheme successful particularly in TISCO, in some Calcutta jute mills, Assam tea gardens and Indore textile mills.



The scheme of workers' education would undoubtedly play an important role in rapid industrialisation of the country and make them feel their duties, rights and obligations. Responsible trade unions, the Report says, can do a lot in promoting the scheme if they are assisted by the Government. The INTUC, realising its responsibilities, is already running a Labour Training College at Indore which is doing useful work.

Resolutions.- The following resolutions, among others, were adopted:

Third Five Year Plan.- The resolution on this subject reads: "While noting the achievements in the First and the Second Plans in the field of labour, this Conference is of the view that several of the objectives of the Plan have not been fulfilled; particularly the acceptance of the principle of voluntary arbitration by the employers in the public, co-operative and private sectors, the setting up of an enforcement machinery, acceptance of tripartite agreements as directives binding on Tribunals and the workers' right to a fair wage. The Public Sector still falls short of the standards of an ideal employer and continues to claim as against labour privileges which are not available to the Private Sector. This Conference, therefore, urges upon the Government to set up an Evaluation and Implementation Committee to assess periodically the progress made in the implementation of the policies and programmes laid down in the Plans and suggest effective measures for the implementation of the same. This Conference also urges upon the Planning Commission and the Parliament to see that the approach to the Third Five Year Plan aims at an equitable distribution of national income and that the working class in industry and agriculture gets its due share in the increased national wealth resulting from increased production and productivity."

Wage Policy.- The resolution on wage policy states: "This Conference urges upon the Government to see that the assurances given to labour in the resolution on Industrial Truce about fair wages is honoured and suitable steps taken in that direction. It is regrettable that attempts are made in certain quarters to resile from the agreement reached in the Indian Labour Conference on the norm for the fixation of need-based minimum of a fair wage. In a developing economy it is the social responsibility of the State to see that due share in the increased national income is awarded to labour. Unless prices are stabilised mere increase in money wages is of no benefit to labour. While, therefore, this Conference adheres to automatic adjustment of wages with the cost of living so as to ensure full neutralisation, it firmly believes that the real remedy lies in the stabilisation and if possible reduction of prices. For this purpose sufficient attention should be paid to increase in agricultural production and control of prices of food and other essential commodities."

"The fiscal policy of the Government should be so oriented that whereas it mops up unearned incomes, the price structure is effectively controlled so that the fruits of increased production and productivity ensure for the benefit of the workers so that the workers may whole-heartedly co-operate in the task of national reconstruction."

Problem of Unemployment.- The following is the text of the resolution on Unemployment:

"This Conference is of the view that in India Planning should aim at fully utilising its huge manpower. Efforts to increase production and to reduce costs should keep in view the full utilisation of the manpower so as to ensure a wider distribution of the purchasing power with which in its turn would stimulate demand and step up production. The approach should, therefore, be 'production through full employment of our manpower resources'. This can be achieved through greater emphasis on decentralised form of production though heavy basic industries too have their place in the economy of the country. There should, however, be a clear demarcation of the spheres of operation between the heavy mechanised industries and the small scale and cottage industries.

"This Conference is of the opinion that 'man' and not the machine should be the centre of planning. The Conference, therefore, urges upon the Planning Commission and the Government to re-think and re-orient their approach to planning with a view to effectively tackle the growing problem of unemployment and under-employment."

Industrial Relations.- On industrial relations the resolution reads: "The Conference appreciates the fact that a responsible trade union and an enlightened employer are indispensable for healthy industrial relations so that all disputes may be settled quickly and fairly. Failing settlement by negotiation voluntary arbitration is the best method of solving industrial disputes and should, therefore, be accepted as a principle and practised both in the public and private sector. Where, however, voluntary arbitration is not available, all genuine disputes must be sent up for adjudication if there is to be no dislocation in production by either strike or lockout.

"The Conference is of the opinion that the revival of the LAT will lead to further delay in the settlement of industrial disputes. Whereas under the present constitution the right of appeal to the Supreme Court cannot be curtailed, this Conference urges that the procedure before the court should be inexpensive and speedy in disposal of industrial matters.

"The Conference further urged upon the Government to set up an effective enforcement machinery with the adequate powers and right of direct access by parties and, if necessary, to utilise the Industries Development Regulation Act to take over the undertaking of recalcitrant employers."

Pay Commission Report.- The resolution on this subject expresses the view that the report of the Pay Commission should have been treated as an Award and implemented fully. It notes with regret that even the recommendations which have been accepted by the Government have not yet been implemented fully. It therefore urges upon the Government to implement them without any delay. It adds:

"The Conference notes with satisfaction that the principle of arbitration for solution of disputes, which is an article of faith with the INTUC, has been recommended by the Pay Commission and hopes that the Government will accept this important recommendation without any reservation.

"The Conference also feels that employees of the State Governments and Local Bodies should also be given the benefit of the recommendations of the Central Pay Commission. The Conference, therefore, requests the Government of India to advise the State Governments and the Local Bodies to extend the benefits to their respective employees."

Textile and Cement Wage Boards.- By a resolution the Conference welcomed the unanimous recommendations of the Textile and Cement Wage Boards and called upon the employers concerned to speedily implement them. The Conference requested the Government to immediately enact the legislation to get the recommendations implemented by law if the employers persisted in delaying implementations.

Wage Boards.- By another resolution the Conference urged the Central Government to appoint similar wage boards for other major industries, like, jute, plantations, coalmines, chemical, leather, etc., before the end of the Second Five Year Plan period.

Bonus Commission.- The Conference adopted the following resolution on the need for a Bonus Commission:

" The Conference feels that so long as workers are not given a living wage, disputes regarding payment of bonus will persist. If we look to the record of industrial disputes in the country, we will find that a large number of disputes relate to bonus and that these disputes have become an annual affair. It is, therefore, necessary in the interest of smooth industrial relations that the procedure of settling Bonus disputes should not be either complicated or contested every time the dispute is raised. It was thought that the Labour Appellate Tribunal would introduce an element of uniformity both in the approach and method of solving bonus disputes. But the Labour Appellate Tribunal has itself adopted different and totally unrelated basis for settlement of bonus disputes in the country. It began by upsetting the established practice of paying bonus on an industry-wise basis. While in some cases the Labour Appellate Tribunal followed what is known as Full Bench formula of available surplus, the same Labour Appellate Tribunal, in other cases, linked bonus to dividend and in several other cases to production. Even the Full Bench formula of available surplus has become a fruitful source of disputes, and that formula instead of helping to resolve disputes has itself become a source of disputes.

"This Conference notes that there was a unanimous agreement in the Standing Labour Committee for the need of setting up such a Bonus Commission. An indication as to the utility of such a Commission was also given by the decision of the Supreme Court recently while ~~dealing~~ dealing with the bonus question. The Conference therefore welcomes the announcement of the Union Labour Minister to set up such a Bonus Commission. The Conference, therefore, urges upon the Government to set up a Bonus Commission mainly for the purpose of going into the question of bonus and evolving norms. The Conference is of definite opinion that such a Commission must necessarily be of tripartite character and that such a Commission should be set up immediately."

Office bearers.- Shri Michael John was elected President and Shri S.R. Vasavada was re-elected General Secretary for the coming year.

(Texts of Presidential Address, General Secretary's Report and Resolutions adopted, received in this Office from the Office of the I.N.T.U.C., Delhi ).

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27. Salaried Employees' Organisations.

India - April 1960.

Conference of All India Bank Employees' Association,  
Hyderabad, 19 April 1960: Appointment of a Bank  
Tribunal Resented.

A Conference of the All-India Bank Employees' Association was held at Hyderabad on 19 April 1960 which lasted for four days. The Conference, among other things, passed a resolution which expressed "resentment and indignation" of the bank employees against the action of the Government in appointing a tribunal to ~~meet~~ inquire into their demands instead of a commission which, it said, was contrary to the assurance held out by the Government earlier. The resolution said that any fight now would only mean a fight against the machinery (tribunal) and not in furtherance of the charter of demands.

The other consideration which prompted the conference to decide in favour of pursuing the charter of demands through the tribunal was, the resolution said, "the need for forging unity among employees of banks, in public and private sectors, now that the disputes of both had been referred to the tribunal".

The Conference also passed resolutions demanding nationalisation of banks, recommending amalgamation of small banks, urging reference of bonus dispute to a tribunal and demanding that the State Bank and co-operative banks be brought under the scope of Industrial Disputes Act for the purpose of settlement of disputes of the employees.

A handout issued at the conclusion of the Conference said that the report of the General Secretary adopted by the Conference mainly dealt with "the struggle and victory of the bank employees" during the last one year, the position of banking industry, "malpractices of bankers and their role in helping hoarders to boost up prices and their (bankers') connivance in circumventing Exchange Control Regulations."

The Conference elected Mr. A.C. Kakar of U.P. as President and Shri Prabhat Kar, M.P., as General Secretary.

(The Statesman, 24 April 1960).

28. Employers' Organisations.

India - April 1960.

Twentieth Annual Conference of All India Manufacturers' Organisation, New Delhi, 3 April 1960.

The 20th annual conference of the All-India Manufacturers' Organisation was held at New Delhi on 3 April 1960. Shri N.D. Sahukar, Chairman of the Organisation presided. The Conference was inaugurated by the Prime Minister.

Chairman's Address:- Shri Sahukar in his presidential address sought liberalisation of imports of capital goods and industrial raw materials which, he said, would speed up the pace of industrial progress. The tax structure should also be generous to the industrial investor to provide the necessary impetus, he added.

Industrial Colony for Delhi:- Shri Mohan Singh, welcoming the delegates said that the Organisation proposed to establish a co-operative colony in Delhi and organise industrial information bureaux in various parts of the country.

Prime Minister's Speech: Proposal for Small-Scale Units welcomed.- The Prime Minister in his speech said that the Government would welcome any "feasible scheme" of steel production by small-scale units in the private sector. He deplored the "frog in the well" policy of the private sector in its approach to the public sector. There should be an element of competition and friendly rivalry between the two. The approach of "higgling and niggling" at each other was absurd because the scope for their development was vast, he added.

In a reference to the third Five Year Plan, Shri Nehru said that the tentative draft would be out in a couple of months. Even when the final draft was prepared after considering the views of Parliament and the public on the initial draft, it would remain flexible. Rigidity in such matters was not good.

Criticising the tendency of depending too much on exports, he said that in the last two or three years, since the foreign exchange crisis, India had shown that it could produce things if it were compelled to do so. In the past the country's defence requirements were imported, chiefly from the U.K. The ordnance factories were not encouraged. But during World War II, these factories proved that they could make things. Similarly, in most other spheres the available technical personnel were not being put to proper use.

Shri Nehru urged that all efforts should be devoted to the development of medium and small-scale industries. He regretted that semi-official bodies, which were set up to assist small industries, preferred to divert it to bigger industries. Somehow the money earmarked for smaller industries drifted to "big shows".

The Prime Minister said that new industries should be spread out and not confined to cities. This was one way of checking the influx of rural youth to urban areas, at the expense of the development of villages.

(The Statesman, 4 April 1960).



Chapter 3. Economic Questions

34. Economic Planning, Control and Development.

India - April 1960.

8 Per Cent Rise in Industrial Output during 1959.

According to a press report published on 16 April 1960, the index of industrial production in 1959 rose by 11.3 points over the previous year, which works out to an increase of 8.1 per cent. According to the figures based on production for the whole year, the index for 1959 was 151.0 as compared with 139.7 for 1958.

The rise of 11.3 points in the industrial production index is the highest recorded so far. Excluding the textile group, the rise in the index was nearly 20 points from 164.7 in 1958 to 184.4 in 1959 or about 12 per cent.

In terms of value of output (on the basis of 1957 prices) industrial production in 1959 in the organised sector, excluding the textile group was of the order of 13,591.2 million rupees - about 1470 million rupees more than the previous year. Compared with 1956 (first year of the second Plan), the value of 1959 industrial production was higher by 30 per cent.

Among the industries, which recorded substantial rise in production in 1959, were sugar machinery, diesel engines, machine tools, automobiles, sulphuric acid, finished steel, aluminium, super-phosphate, soda ash, caustic soda, cement and paper and paper boards. The rise in production in the case of textiles, electrical equipment and some types of chemicals was modest.

Domestic production of chemicals, which was valued at 1,490 million rupees at the beginning of the second Plan, rose to over 2,090 million rupees during 1959. In the case of important chemicals like caustic soda and soda ash, the country has reached a stage of near self-sufficiency.

The production rise, in the case of industrial and other machinery, was from about 300 million rupees in 1956 to about 540 million rupees last year.

The value of electrical equipment produced in the country rose from 520 million rupees in 1956 to about 700 million rupees in 1959, a rise of about 35 percent.

The value of transport equipment, including automobiles, amounted to 834 million rupees in 1959 against about 678 million rupees in 1956. While production of cycles rose from 0.66 million rupees in 1956 to about a million in 1959 (this refers to production in the organised sector only), manufacture of automobiles rose from 32,000 to 36,000 in the same period.

Production of light engineering goods rose from 220 million rupees in 1956 to 260 million rupees in 1959.

The rise in production of mining, metals metal manufactures has been from about 2,360 million rupees in 1956 to 3,235 million rupees in 1959. A substantial portion of this rise was accounted for by increased production of finished steel. Production of Iron-ore and pig iron has nearly doubled since 1956. Coal production increased from 39.3 million tons in 1956 to 46.6 million tons in 1959.

(The Hindustan Times, 16 April 1960).

Preliminary National Income Estimate for 1958-1959:  
7.3 Per Cent Rise.

According to the seventh issue of the Annual Paper on National Income released recently by the Central Statistical Organisation, the national income of India at 1948-49 prices was 116,900 million rupees in 1958-59 and 108,900 million rupees in 1957-58, compared to 104,800 million rupees in 1955-56.

The per capita income at 1948-49 prices has been placed at 293.6 rupees, 277.1 rupees and 273.6 rupees in 1958-59, 1957-58 and 1955-56 respectively.

The estimates for 1957-58 included in this paper are based on the detailed method of estimation followed for the earlier years and show a slight upward revision over the preliminary estimates published last year.

Unlike 1957-58, which recorded a slight decline in the national income as a result of a fall in the agricultural output, the rise in the national income at 1948-49 prices during 1958-58 over the preceding year works out at 8,000 million rupees in which the share of 'agriculture' amounts to 5,700 million rupees. In other words, the national income rose by 7.3 per cent in 1958-59 over the 1957-58 figure.

The following table indicates the trend of national income and per capita income at 1948-49 prices during the past 11 years:-

Year	National income (or net national output) at 1948-49 prices. (In Million Rupees).	Per Capita income (or net output) at 1948-49 prices. (In Rupees).
1948-49	86,500	246.9
1949-50	88,200	248.6
1950-51	88,500	246.3
1951-52	91,000	250.1
1952-53	94,600	256.6
1953-54	100,300	258.7
1954-55	102,800	271.9
1955-56	104,800	273.6
1956-57	110,000	283.5
1957-58	108,900	277.1
1958-59	116,900	293.6

(Preliminary)

The figures show a rise in national income in real terms of 11.5 per cent during the first three years of the second Five-Year Plan, viz., 1956-57 to 1958-59, as against 18.4 per cent rise in national income ~~xxxxx~~ over the first Plan, viz., 1951-52 to 1955-56.

The corresponding rise in per capita income ~~xxxxx~~ during the two periods was 7.3 and 11.1 percent.

Expressed at current prices, the national income stood at 124,700 million rupees in 1958-59 and 114,000 million rupees in 1957-58 as against 99,800 million rupees in 1955-56, the per capita income at current prices being Rs.313.2, Rs.290.1 and Rs.260.6 respectively for the three years.

The estimates for 1958-59, though still preliminary and based on partial material, have also undergone minor upward changes compared to the 'quick' estimates released in October 1959.

(The Hindustan Times, 26 April 1960).

Report of International Economic Mission published:  
Increase in Foreign Assistance and Pruning of Third  
Plan Recommended.

The Report of the International Economic Mission which visited India and Pakistan recently, at the suggestion of the World Bank, was published on 19 April 1960. The report among other things has suggested a very substantial increase in foreign assistance to India and is of the opinion that a "substantial portion" of foreign aid would have to be Government-to-Government assistance either as grants or loans on liberal terms. It has also pleaded for an increased private investment. As regards governmental aid, the Mission feels that it should come from a larger number of countries than hitherto; that bilateral arrangements between aid-giving and aid-receiving countries should be "adequately co-ordinated"; and that, as far as possible, aid should not be tied to the exports of any single country.

The Mission considers it "important that the Governments of countries seeking aid should recognise that the flow of private long-term funds is one of the sources of investment finance which more developed countries wish to foster and that if they are to use the potential sources of aid to the full, they will need to create conditions which will attract private capital from abroad. Private foreign investors, on the other hand, should be prepared to accept that the Indian balance of payments difficulties imply that this country can in general only accept private foreign investment of a kind that will either be import-saving or export-earning.

The Mission has favoured a marginal pruning of India's draft third Plan and says: "To all appearances the Plan is a big plan, and if it can be made more manageable by the omission of some projects the need for which is less immediate, this, in our view, would be worth doing".

In a generally favourable survey of the Indian economy, the Mission has pointed out that the Indian Ministers and officials have learnt much from the difficulties encountered during the second Plan both about techniques of planning and economic control. But it makes no secret of their feeling that not all the implications of the policy of agricultural self-sufficiency were "fully realised in all quarters". In this connection, it has made two recommendations: first, improved cultivation techniques should be spread on a "selective basis", rather than "thinly dispersed". Secondly, adequate funds should be provided for the production of fertilizers.

Drawing attention to the "stagnation" of India's exports, "the Mission found no firm basis for confidence that export performance would materially improve in the near future" - and has therefore recommended a "strenuous effort to diversify the export base" and "enter foreign markets".

While endorsing the general plan and pattern of industrialisation, they have pinpointed the difficult problems of phasing the industrial projects. Further expansion of steel capacity should not impair full utilisation of the existing capacity, and "bottlenecks" in the production of coking coal should be avoided.

Consumption Curbs.- A point forcefully made by the Mission is that both India and Pakistan, will have to face the harsh choice between consumption and saving for export and investment. To increase savings and to curb inflationary pressures, it says, should be the objectives of monetary and fiscal actions by the Government. While appreciating the progress towards co-operation in India and Pakistan, it urges the two countries to adopt a policy which would promote co-operation, foster trade of a complementary character and reduce the danger of "economic separatism".

Private Versus Public Sector.- Dealing with the question of private and public sectors, the Mission says: "In framing its development plans the Indian Government has also faced a serious dilemma of choice between direct public action and reliance on private enterprise. While certain major projects of power and water development are beyond the capacity of private enterprise, it has proved extremely difficult to establish clear-cut dividing lines in other areas in which the relative efficiency of private, as against public, enterprise still remains to be tested. There has also been some tendency for cutbacks in development planning to fall primarily upon the private sector where relative priorities are less readily identifiable than in the public sector.

"On the other hand, the prevailing scarcity of all types of manufactured goods has created the risk that Government allocation of exchange, credit and other resources to individual private enterprises may confer a virtual monopoly position with the consequent danger of abuse.

"While recognising the natural desire of the Government to prevent such abuse, it should be remembered that interventionism in the form of extraordinary taxation or price controls designed to protect the general public may sometimes frustrate the normal market process through which high profits in one area attract capital and other resources from other less profitable uses. If the issue of public versus private enterprise has lost some of its sharpness, it is because it has become more widely recognised that both sectors of the economy have their contributions to make".

Panel of Economists approve Third Plan Outline.

Broad approval of the proposed size of the Third Plan, the investment pattern and the proposals for financing the Plan was understood to have been given by the Panel of Economists who concluded on 2 April 1960, their discussions on the approach to the Third Plan.

The economists are now expected to form groups to study in detail some aspects of planning like price policy and investments and give their views to the Planning Commission.

They more or less agreed on the proposed 99,500 million rupees net investment, though a view put forward was that this was too high and might lead to inflation. Most of the economists, however, stressed the need for a big plan and faster development to enable the country reach a self-generating economy.

While broadly approving the investment pattern, a number of members of the panel favoured larger allocations for social services, the rural sector and labour intensive programmes. There was also criticism of the large part of the plan left for the private sector.

It was argued that social services created greater popular enthusiasm, which was essential for raising resources, mobilising savings and generally pushing through schemes.

As on the relative size of the public and private sectors, some of the members were of the view that the proposed Plan did not envisage any advance towards socialism.

The private sector, it was argued, should not be given such a large share of the total investment proposed in the third Plan. Opposed to this was the contention that since the size of the public sector was limited by lack of resources, the choice between a small private sector and a small Plan and a bigger private sector and a big Plan should definitely fall on the latter.

The protagonists of socialism however pointed out that this argument could have validity only if the private sector investment was out of its own resources, which was not the case in India.

As the Reserve Bank survey had shown, a major portion of the investment in the private sector had come out of public funds - Government or Government-sponsored organisations, banks, etc. - and only a small portion by way of private ~~sector~~ capital in the form of equity or other capital.

The economists also stressed the need for stable prices. If the prices were allowed to increase the value of developments was scaled down proportionately.

A view was expressed that if agricultural production increased as planned and if food production achieved its target of 105 million tons agricultural prices may well fall and if they did the State could resort to a little more deficit financing than now envisaged and, to that extent, reduce taxation.

(The Statesman, 3 April 1960 ).



20

Estimates of Savings in the Indian Economy:  
Study by Reserve Bank.

An article in the Reserve Bank of India Bulletin, March 1960, reviews the growth of saving in India during the period 1950-51 to 1957-58. The following is a brief summary of this article.

The estimates of sectorwise as well as aggregate saving at constant prices are presented in a summary form in the following table. It would be seen from this table that the volume of saving (at 1948-49 prices) in the Indian economy declined from 6,070 million rupees or 6.9 per cent of national income during 1950-51 to 4,590 million rupees or 5.1 per cent of national income during 1951-52; thereafter it steadily rose during the following few years (with the exception of 1953-54, when it declined slightly) and stood at 9,500 million rupees or 8.6 per cent of national income during 1956-57. During 1957-58, the volume of saving declined to 7,530 million rupees or 7.0 per cent of national income. The average saving-income ratio during the period 1950-51 to 1957-58 was 6.8 per cent.

(In Million Rupees at 1948-49 Prices)

Year	Govern- ment Sector.	Corpo- rate Sector.	Aggre- gate.	Household Sector		Aggregate of All Sectors (1+2+3).
				Rural- House- hold Sector.	Urban- House- hold Sector.	
	1	2	3(a + b)	a	b	4
1950-51	91 (15.0)	35 (5.7)	481 (79.3)	177 (29.1)	304 (50.2)	607 (6.9)
1951-52	162 (35.2)	60 (13.1)	237 (51.7)	178 (38.8)	59 (12.9)	459 (5.1)
1952-53	65 (11.5)	7 (1.2)	493 (87.3)	180 (31.8)	313 (55.5)	565 (6.0)
1953-54	22 (4.1)	25 (4.7)	490 (91.2)	197 (36.7)	293 (54.5)	537 (5.4)
1954-55	38 (5.6)	49 (7.2)	595 (87.2)	181 (26.5)	414 (60.7)	682 (6.6)
1955-56	28 (3.3)	68 (7.9)	758 (88.8)	184 (21.6)	574 (67.2)	854 (8.1)
1956-57	89 (9.4)	56 (5.9)	805 (84.7)	209 (21.9)	596 (62.8)	950 (8.6)
1957-58	99 (13.2)	16 (2.1)	638 (84.7)	197 (26.2)	441 (58.5)	753 (7.0)
1950-51 to 1957-58 (Annual Average)	74 (11.0)	40 (5.8)	562 (83.2)	188 (27.8)	374 (55.4)	676 (6.8)
Annual Average (per cent) Rate of Growth during 1950-51 to 1957-58.	5.3	3.8	4.8	1.8	6.6	3.3
		Average Saving- Income Ratio.		Marginal Saving- Income Ratio.		
1951-52 to 1957-58		6.7		7.4		

1. Figures have been rounded off to the nearest million.
2. Figures in brackets show percentage to Aggregate saving of all Sectors; Figures in brackets under column 4 show percentage to National Income.

The average annual rate of growth of saving during 1950-51 to 1957-58 was 3.3 per cent and the average and the marginal saving-income ratios during 1951-52 to 1957-58 were 6.7 per cent and 7.4 per cent, respectively.

Savings of the household sector formed about 83 per cent of the total saving during 1950-51 to 1957-58 while the shares of government and corporate sectors in total saving were about 11 per cent and 6 per cent respectively. The shares of the rural household sector and the urban household sector in total saving were about 28 per cent and about 55 per cent, respectively.

The pattern of household sector's saving is shown in the following table. Saving in the form of physical assets constituted about 66 per cent of the household sector's saving during 1950-51 to 1957-58; the share of saving in the form of provident funds was the next largest at about 10 per cent, while the shares in the form of net claims on the government sector, insurance policies, gold, currency holdings and corporate shares and securities were about 6 per cent, about 3 per cent, about 4 per cent, 8 per cent and 3 per cent, respectively. Saving in the form of net bank deposits formed 0.1 per cent of the total saving of household sector.

As proportion (per cent) of Saving of the Household Sector, during 1950-51 to 1957-58.

1. Currency Holdings	-----	8.0
2. Net Bank Deposits	-----	0.1
3. Gold	-----	3.6
4. Insurance Policies	-----	3.4
5. Net Claims on the Government Sector	-----	6.2
6. Provident Funds	-----	9.6
7. Corporate Shares and Securities	-----	3.0
8. Physical Assets	-----	66.1
TOTAL	-----	<u>100.0</u>

36. Wages.India - April 1960.Minimum Wages (Mysore Amendment) Bill, 1960.

The Government of Mysore published on 14 April 1960, a Bill to amend the Minimum Wages Act, 1948, in its application to the State of Mysore.

The Statement of Objects and Reasons to the Bill declares that according to section 3 of the Minimum Wages Act, 1948, (Central Act XI of 1948), the minimum wages in respect of the employments specified in Parts I and II of the Schedule to that Act have to be fixed for the first time before the 31st day of December, 1959.

The minimum rates of wages for the first time were fixed for the employments in Part I of the Schedule indicated below, in the different areas of the State on the dates indicated in respect of each area:-

Scheduled employment.	Mysore Area except Bellary District.	Bombay Area.	Madras Area and Bellary District.	Hyderabad Area.	Coorg District.
1. Local Authority	27-3-52	1-4-56	29-3-52	Not fixed.	Not Fixed.
2. Plantations	25-3-51	-	20-3-52	-	29-1-52
3. Rice, Flcrr, Dhall and Oil Mills	25-3-52	31-3-52 1-9-56 (for Oil Mill)	1-1-51 (for Bellary) 1-1-56	29-12-54	6-6-52 -
4. Motor Transport	27-3-52	18-11-54	28-3-52 (for Madras Area)	-	24-12-54
5. Road construction and Building operation and stone breaking and stone crushing.	25-3-52	3-3-52	25-3-52 (for Madras Area)	29-12-54	-

In January, 1959, this Government had constituted Minimum Wages Advisory Committees in respect of eight scheduled employments to hold enquiries and to advise Government on the revision of minimum rates of wages fixed in the several areas and to recommend initial fixation of wages in areas where the rates had not been fixed.

In view of the time taken by the Committees for making the necessary enquiries and giving their reports, the minimum Wages in respect of employments other than Tobacco manufacturing (including Beedi making), tanneries and leather manufactory and agriculture, could not be fixed before the 31st December 1959. It is proposed to fix the minimum wages in respect of the remaining employments in Part I of the Schedule to the Act by the 30th June, 1960. Hence it is proposed to amend section 3 of the Act, by substituting the figures and words "30th day of June 1960" for the figures and words "31st day of December 1959".

(The Mysore Gazette, Part IV, Section 2A,  
14 April 1960, pp. 118-119 )

Madras: Payment of Wages Act, 1936, to be extended to  
all Classes of Persons in Certain Establishments.

In exercise of the powers conferred under the Payment of Wages Act, 1936, the Government of Madras has given notice of its intention to extend the provisions of the said Act to the payment of wages to all classes of persons employed in establishments in which any work relating to construction, development or maintenance of buildings, roads, bridges or canals or relating to operations connected with navigation, irrigation or supply of water, or relating to generation, transmission and distribution of electricity or any form of power is carried on. The proposal will be taken into consideration by the Government after 4 August 1960.

(The Fort St. George Gazette, Part I,  
4 May 1960, page 725 ).

38. Housing.

India - April 1960.

Advance from Provident Fund allowed to Workers for Housing.

The Union Deputy Minister of Labour, Shri Abid Ali told ~~that~~ the Lok Sabha on 12 April 1960 that by virtue of an amendment to the Employees' Provident Funds Scheme of 1952, industrial workers can draw advances from their provident fund for acquiring houses under the subsidised industrial housing scheme or for the purchase, or construction, of houses by them. The advances need not be refunded.

As regards acquisition of a house under the subsidised industrial housing scheme, a worker, who is a member of the fund, can draw an advance not exceeding 12 months' basic wages or his own total contribution in the fund plus interest thereon or his own share of the cost of the house, whichever is less. When a member wants to purchase or construct a house independently, he will be entitled to an advance not exceeding 12 months' basic wages or his own total contribution with interest thereon, whichever is less.

(The Hindustan Times, 13 April 1960).

15,500 Million Rupees to be spent on Housing in Third Plan:  
Minister's Statement in Lok Sabha.

The Minister for Works, Housing and Supply, Shri K.C. Reddy, told the Lok Sabha on 14 April 1960, that ~~the~~ he expected the total expenditure on housing during the Third Plan period to be of the order of 15,500 million rupees. The ~~Minister's~~ Minister's statement was made in the course of the debate on the demands for grants for the Works, Housing and Supply Ministry.

Shri Reddy said that the problem of housing in the country could be tackled fully only by encouraging the private sector to build houses both in the urban and rural areas. He expected the total expenditure on housing both in the public and private sectors in the Second Plan period to be about 10,000 million rupees.

Earlier, intervening in the debate, the Deputy Minister for Works, Housing and Supply, Shri Anil K. Chanda, disclosed that the Government was actively considering the question of compelling employers to build adequate houses for industrial labour. He said that the performance of employers in building houses for their employees had not been satisfactory. The Deputy Minister announced a number of decisions recently taken by the Government to step up the tempo of ~~the~~ house building. He said that the Bombay Government had undertaken a big project under which 6,000 tenements would be constructed to house hutment dwellers at a cost of 20.9 million rupees. Ultimately the number would be raised to 25,000 tenements.

Financial Aid.- Earlier, during the debate, members wanted more houses to be built both in the rural and urban areas to relieve shortage of accommodation. Shri Mohan Swarup (PSP) urged the Centre to give financial help to municipalities and panchayats for slum clearance work.

Shri A.M. Tariq (Congress) regretted that while the Government was spending large amount on putting up big buildings, little was being done for the housing of labour.

Shri N. Keshava (Congress) wanted greater attention to be paid to rural housing. This view was endorsed by another Congress member, Shri Ansar Harvani.

Pandit Thakur Das Bhargava (Congress) said that the Government should accept the provision of houses to every citizen as its fundamental responsibility.

Shri Purshottamas R. Patel (Independent-Bombay) said that a subsidy should be given to farm labourers to build their own houses. They should be treated in the same manner as industrial workers. Housing co-operative societies should be given timely loans, he said.



CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF  
THE NATIONAL ECONOMY.

INDIA - APRIL 1960.

41. Agriculture.

Madras Land Reforms (Fixation of Ceiling on Land) Bill, 1960.

A Bill fixing the ceiling on land-holdings in Madras State at 30 standard acres for every person or family consisting of not more than five members was introduced in the Assembly on 6 April 1960.

For larger families an additional five standard acres is provided for every member of family in excess of five.

Under the Bill all lands held individually by members of a family, or jointly by some, or by all of the members of such family shall be deemed to be held by the family.

In calculating the extent of land held by an individual person or by a family, shares of such person or of members of the family, as the case may be, in the lands held by a company, co-operative society, firm or other body of individuals or by an institution shall be taken into account.

The statement of objects and reasons of the Bill stated: "Having regard to the recommendations of the Planning Commission in the second Plan for reducing the glaring inequalities in the ownership of agricultural land, the Government has decided to undertake legislation for prescribing maximum extent of agricultural land which a person might hold.

"The ceiling will apply to all agricultural land throughout the State."

The Bill gives concession to a female member to hold stri danam up to an extent of ten standard acres in addition to the ceiling area which the family is entitled to hold subject to certain conditions.

The extent of land held or deemed to be held by a family shall in no case exceed 60 standard acres.

Compensation Scales. The Bill makes it obligatory on every person holding land in excess of the ceiling area to submit a return containing particulars of his holding within 90 days of the publication of the Act.

Compensation payable to any person in respect of any surplus land acquired by the Government will be determined in accordance with the following scales:

(1) Where the net annual income from the land does not exceed 5,000 rupees compensation will be 12 times such income.

(2) Where the net annual income from the land exceeds 5,000 rupees - but does not exceed 10,000 rupees compensation will be 11 times such income.

(3) Where the net annual income from the land exceeds 10,000 rupees but not exceed 15,000 rupees compensation will be ten times such income.

(4) Where the net annual income from the land exceeds 15,000 rupees the compensation will be nine times such income.

(The Hindustan Times, 7 April 1960; -  
The Fort St. George Gazette, Part IV-A,  
Extraordinary, 6 April 1960, pp.47-125).

43. Handicrafts.

India - April 1960.

Bombay Khadi and Village Industries Act, 1960  
(Act No. XIX of 1960).

The Government of Bombay gazetted on 14 April 1960, the Bombay Khadi and Village Industries Act, 1960, as passed by the Bombay Legislature. The Act which received the assent of the President on 8 April 1960, provides for the organisation, development and regulation of khadi and village industries in the State and for the constitution of one or more Boards to carry out the said objects.

The term 'Village Industry' has been defined to mean all or any of the industries specified in the Schedule to the Act and includes any other industry which the State Government may by notification in the Official Gazette specify in this behalf, in consultation with the Khadi and Village Industries Commission. The schedule lists the following industries: Bee keeping, cottage ~~and~~ match industry, cottage pottery industry, cottage soap industry, flaying, curing and tanning of hides and skins and ancillary industries connected with the same and cottage leather industry, ghani oil industry, hand-made paper industry, manufacture of cane-gur and khandsari, processing of ~~certain~~ cereals and pulses, palm-gur making and other palm-products industry, fibre (other than coir) industry, and blacksmithy and carpentry (manufacturing and serving not involving the use of power, but in the case of manufacture of Amber Charkhas and their accessories power may be used).

(Bombay Government Gazette, Part IV,  
14 April 1960, pp. 161-170 )

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Uttar Pradesh Khadi and Village Industries Board Act, 1960.  
(U.P. Act X of 1960).

The Government of Uttar Pradesh published on 26 April 1960, the text of the Uttar Pradesh Khadi and Village Industries Board Act, 1960, of the Uttar Pradesh Legislature. The Act which received the assent of the Governor on 22 April 1960, provides for the establishment of a Board for the development of khadi and village industries in the State and matters connected therewith.

(Government Gazette of the Uttar Pradesh,  
Extraordinary, 26 April 1960, pp.1-11).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - APRIL 1960.

50. General.

Conditions of Work of Contract Labour in Railways.

In continuation of the series of studies undertaken by the Labour Bureau, Government of India, an article on the conditions of work of contract labour in railways has been published in the Indian Labour Gazette, March 1960.

In railways contract labour is generally employed on (1) loading and unloading of goods at railway stations and (2) construction of railway lines, bridges and buildings, etc. It was accordingly decided to cover both aspects. The General Managers of all the railways were addressed to supply a list of railway stations considered important from the point of view of loading and unloading of (a) industrial and commercial goods and (b) agricultural commodities, and also an up-to-date list of all major works in execution through contractors. It was indicated to them that any work on which, on an average, more than 100 workers were employed daily was to be taken as a major work.

In view of the resources available with the Bureau for the conduct of such surveys it was decided to select from each of the railway zones two stations, one important from the point of view of loading and unloading of industrial and commercial goods and the other agricultural commodities. The lists of stations furnished by the railway administrations were taken into consideration in selecting such stations. Finally, only 12 stations were selected because only one station important both from the industrial as well as agricultural points of view was selected from the North-Eastern and South-Eastern Railways. These twelve stations were Kanpur, Agra Fort, Howrah, Monghyrghat, Raipur, Wadi Bunder (Bombay), Bangalore, Hissar, Sawai Madhopur, Burdwan, Nagpur and Tiruchirappalli.

A list of major projects was also received from the Railways. The number of projects which were likely to continue at least till investigators could reach the spot for field investigations was 132. It was decided to take 25 percent, sample subject to a minimum of one project from each railway. The projects selected by random sampling and finding their place in the sample were 34.

Two questionnaires, one for the contractors handling loading and unloading of goods at railway stations and the other for those handling construction projects, were prepared. The field investigators of the Labour Bureau were deputed in July 1959 to collect the information personally from the contractors in selected stations and sampled projects. The findings of the survey are presented below separately in respect of loading and unloading work on stations and construction projects.

(A) Contract labour employed on loading and unloading of goods at Railway Stations.- The stations have been selected, in consultation with the Railway Administrations, from the point of view of their importance in handling industrial goods and agricultural commodities. In the former group were Kanpur, Agra Fort, Howrah, Monghyrghat, Raipur, Wadi Bunder (Bombay) and Bangalore. Two of these, viz., Monghyrghat and Raipur were important for agricultural commodities also. The other five stations important from the point of loading and unloading of agricultural commodities were Hissar, Swai Madhopur, Burdwan, Nagpur and Tiruchirappalli. It was decided to collect the data from all the contractors who had worked on these stations during April 1958 to March 1959. The number of such contractors turned out to be thirteen, there being only one contractor at each of the stations except Kanpur where two contractors worked during the said period. The information relating to conditions of work, etc., of labour employed by these 13 contractors is discussed in the following paragraphs.

Employment:- Jobs on which employed:- The contract labour covered by this survey was mainly employed on loading of goods into railway wagons and of packages into section road vans, unloading of goods from railway wagons and of packages from section road vans and stacking them wherever necessary under the directions of railway officials concerned, transshipment of goods from sick and damaged wagons direct into other wagons or to the ground and from the ground into wagons, transshipment of through traffic goods from one wagon into another or on to the ground and from the ground into wagons, unloading and reloading the seal defective wagons and other loading or unloading of goods involved at a station.

In addition to the handling of goods it is the responsibility of the contractors to attend to certain general duties, e.g., sweeping and cleaning of wagons before loading and removing the refuse from wagons to such places as may be specified from time to time; placing on, and removing from, weighing machines outward or inward goods required to be weighed or reweighed as per directions of the railway staff; placing or assisting to place wagons in position for loading and unloading under the supervision of railway officials; closing and bolting of outward wagons and unbolting and opening of inward wagons; locking or unlocking, sealing, resealing or breaking of seals, rivetting and cutting of rivets as required by the railway staff.

System of Recruitment.- All the thirteen contractors working at the aforesaid twelve stations were free to recruit their labour in the manner they liked. Five of them recruited their labour through their agents or jamadars, two through their existing workers and one through agents as well as existing workers and the remaining five recruited them directly without any intermediary. Mostly local labour was employed by the contractors.

Extent of employment.- With a view to studying the seasonal variations in the employment position, it was decided to collect month-wise data for the period April 1958 to March 1959. Information regarding the actual number of workers employed was available in respect of 12 out of 13 contractors. The remaining contractor, working on Wadi Bunder Goods Depot (Bombay), was employing a fixed number of gangs although the strength of a gang differed. The employment figures in his case have been estimated by multiplying the number of gangs employed by him by the average number of workers working in a gang. The data so collected are presented below:-

Year/Month	Number of workers employed			
	Men	Women	Total*	Total**
April 1958	1,856	5	1,861	2,118
May 1958	1,897	5	1,902	2,158
June 1958	1,864	5	1,869	2,177
July 1958	2,002	5	2,007	2,407
August 1958	1,897	5	1,902	2,253
September 1958	1,851	5	1,856	2,167
October 1958	1,925	5	1,930	2,204
November 1958	1,881	5	1,886	2,122
December 1958	2,020	5	2,025	2,270
January 1959	1,843	5	1,848	2,210
February 1959	2,035	5	2,038	2,441
March 1959	1,914	5	1,919	2,263

\*Number of workers employed by 11 contractors in respect of which sex classification was available.

\*\*Number of workers employed by 13 contractors.

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From the table it will be seen that the number of workers employed was more or less the same during different months, the extremes being 2,441 in February and 2,118 in April.

Taking the stations selected from the point of view of agricultural commodities separately, however, it was found that the variations were somewhat more. The highest number of workers employed was 1,190 in February 1959 and lowest was 892 in November 1958.

Sex-wise employment.- According to the terms of agreements entered into between the railway authorities and to goods handling contractors, only male adult workers were to be employed for doing all the work of portage but in practice women labour was also employed in some of the stations on certain jobs, e.g., sweeping, loading and unloading of coal, gypsum, tiles, etc. They were employed only in a few stations, viz., Nagpur, Sawai Madhopur and Tiruchirappalli. Separate number for men and women were, however, available only for Nagpur station, where the number of women workers was 5 and they were employed for sweeping purposes only. At the other two stations they were employed for loading and unloading of coal, gypsum, tiles, etc. A redeeming feature was that the contractors did not employ any child labour for doing the loading and unloading work in compliance with the prohibitive clause (based on the Employment of Children Act, 1938 as applicable to Railways) relating to the employment of a child below the age of fifteen years, in their agreements with railway authorities.

Length of Service.- The information about the length of service is available for 113 workers only. This information as on 31 March 1959 shows that 71 had less than one year's service while the remaining 42 workers had service between one and five years. None had more than five years' service.

System of giving Advances.- The available information reveals that the practice of giving advances was common with nine contractors only. Two contractors gave advances to muccadams or jamadars, but they had no means to ensure that these advances were actually given to the workers. These muccadams or jamadars were, however, made responsible for the repayment of the same. Generally, the advances were given either to purchase provisions or to meet other household expenditure. In all cases, the contractors did not charge any interest on such advances. The amount of advance given to workers by the contractors varied from Re.1.00 to Rs.200.00 and the percentage of workers getting such advances also varied from 1 to 100 for various contractors. The advance was recovered from the wages of the ~~working~~ workers. Two contractors realised the full amount of advance in one instalment only whereas the remaining contractors realised them in easy instalments.



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System of Payment.- The available information reveals that workers were employed by contractors both on piece-rate basis as well as time-rate basis. Of the thirteen contractors, 4 employed workers exclusively on piece-rate basis, 5 exclusively on time-rate basis and the remaining 6 both on time-rate and piece-rate basis. The transshipment of goods from one wagon to another was generally done on piece-rate basis whereas loading and unloading of goods from and to sheds was done on piece-rate as well as time-rate basis.

Wages.- The consolidated wage rate of the coolies working on daily-rate basis varied from Rs.1.37 nP. to Rs.2.00 nP. and that of monthly-rated coolies from Rs.40.00 nP. to Rs.60.00 nP. per month. These time-rated workers were mainly employed on loading and unloading of sundry goods. ~~For~~ To his craneworkers one of the contractors was paying an extra allowance of Re.1.00 per day in addition to the usual wage of Rs.1.50 nP. per day. Most of the transshipment work was got done on a piece-rate basis and the rates of payment differed from commodity to commodity. For coal, the rates per broad gauge wagon having a capacity of 22 tons, varied from Rs.5.00 to Rs.6.00, whereas the rate for metre gauge wagon having a capacity of 16 to 18 tons was only Rs.3.00. At one station the coal had to be transhipped from one bank of the river to the other in a steamer. The rate for this type of transshipment was Rs.40.00 per wagon load. For general goods the rate varied from Rs.6.00 to Rs.10.00 per 1,000 maunds. Payments for the transshipment of timber, boxes and iron scrap were also made on wagon basis whereas those of iron roads, ores, foodgrains and cement were made on tonnage basis.

In the inward and outward sheds, the loading and unloading of general goods, coal, gypsum, tiles, stone and wood were got done on wagon basis whereas those of packages, bales and bags were got done on number basis, i.e., per hundred packages or bales. In one of the stations the rates for loading packages were fixed on slab system by the contractor. Higher the number of packages, the lower was the rate of payment. The unloading of packages was, however, paid at a uniform rate of Rs.3.50 per wagon.

Wage period differed from station to station and within the station it was different for different types of workers. Such period was one month for all workers at five stations and fortnight for all workers at one station. The wage period differed for different types of workers at the remaining six stations.

The average daily earnings of piece-rated workers during March 1959 varied from Rs.1.37 to Rs.3.00 and those of time-rated workers from Rs.1.38 to Rs.2.00.

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Retaining or Subsistence Allowance.- No retaining or subsistence allowance was paid to workers if no work was provided to them. The monthly-rated workers, wherever employed, were paid full salaries irrespective of the fact whether there was work for them on a particular day or not. They were, however, required to stay at the work place during the working hours.

According to the terms of their agreements with the railways, the contractors were not entitled to any compensation from the railway authorities if their labour was forced to remain idle owing to want of goods to be handled.

The workers employed by the contractors at all the stations covered were getting no allowance of any type.

Hours of Work, Rest Intervals, etc.- The working hours of railway servants are governed by the Indian Railways Act, 1890 and the Railway Servants (Hours & of Employment) Rules, 1951, framed thereunder. According to the terms of their agreements with the railways the contractors were responsible for compliance with the provisions of the Hours of Employment Regulations, in respect of the staff employed by them, in the manner decided upon by the appropriate authorities.

For the handling of goods at Railway Stations, workers were employed both on piece-rate and time-rate basis. For piece-rated workers, actual hours of work were not fixed anywhere, whereas for time-rated workers the working hours were more or less fixed. Piece-rated workers were, however, allowed to work only when the goods shed was open and railway staff was on duty. Contractors working at eight stations reported that the workers employed by them on time-rate basis were working eight hours a day. Workers employed on two stations were required to work only seven hours a day. The working hours in the remaining two stations were not strictly fixed but it was reported by the contractors that their employees worked approximately eight hours a day.

According to the Hours of Employment Regulations the "Intensive" and the "Continuous" staff have to be granted rest for not less than 30 consecutive hours every week. "Essentially Intermittent" workers have to be granted rest for a minimum of 24 consecutive hours, including a full night, each week. Such of the staff as are excluded from the purview of the Regulations are required to be given rest for at least one period of 24 consecutive hours in each fortnight. Rest intervals for contractors' labour varied from one to four hours on those stations where the working hours were fixed. The period of rest was 1 hour at two stations; 2 hours at four stations; 3 hours at two stations and 4 hours at one station. In the remaining three stations the rest interval was not fixed and the workers took rest whenever there was no work.

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Nine out of thirteen contractors were working only one shift, i.e., the general day shift and the remaining four contractors were having two shifts per day. The contractor at Tiruchirappalli was normally working only one shift but in case of emergency he used to have second shift also. Amongst the contractors having two shifts only two stated that they changed the shifts. The period of changeover was not fixed even in those cases as it depended upon the mutual agreement between the workers concerned.

Six contractors reported that the railway authorities were exercising control over the working hours of contract labour whereas the remaining seven contractors reported that there was no such control. However, in practice the working hours of the workers employed on loading and unloading work were automatically regulated by the working hours of the goods sheds at different stations because the contract workers were required to work only under the supervision and guidance of the railway officials whose working hours were fixed. One contractor reported that the working hours of his workers were regulated by the labour inspector who used to check his records, etc., off and on.

Overtime.- Three contractors reported that they were taking overtime work from their workers. As regards payment for the overtime work, one of them was paying at the same rate as for the ordinary work in proportion to the number of extra hours worked. Another was paying half the amount of their daily wages. The third contractor was taking overtime work from his workers on piece-rate basis, and the wages earned by the workers for the overtime period amounted to more than their daily wage rates.

Weekly Rest.- Of the thirteen contractors ~~reported that they were not allowing weekly rest to their workers~~ only four allowed weekly rest to their workers. Three contractors allowed such weekly rest without pay whereas one allowed it with pay to those workers who had worked continuously for six days in a week and without pay to the remaining workers.

Leave and Holidays with Pay.- Of the thirteen contractors only three were giving some leave and/or holidays with pay to their workers. One of them was giving only one day's sick leave at his discretion. The third allowed sick leave on the production of a medical certificate but the period of such leave was not fixed. Of these three contractors, only two were giving festival or/and national holidays with pay to their workers. One was giving three festival holidays whereas the other was giving nine-half holidays in a year.

Welfare:-Housing.- Workers working at six out of twelve stations were provided some housing accommodation by their employers. At three stations the contractors provided free hutments for their workers. At two of these three places the plots for the construction of the hutments had been provided to the contractors by the railway authorities on rent. At two of the stations contractors hired some accommodation in the nearby locality and gave the same free to their workers. At the sixth station the contractor provided housing accommodation to his imported labour only. According to the terms of the contracts railway authorities were not responsible for providing any sleeping accommodation or cooking or washing facilities within the station premises for the workers of the contractors. They might, however, permit the workers to sleep and prepare meals on railway premises in places indicated to them by the ~~station~~ station staff, but such facilities might be withdrawn at any time by the station staff without assigning any reason.

Medical facilities.- First aid facilities were provided for the workers by all the thirteen contractors. Three contractors were meeting all medical expenses of their workers, if they were injured on duty. Three more contractors had made arrangements for the free treatment of minor ailments of their workers. Of these three only one contractor was giving free medical aid to the family members of his workers also.

Educational and Recreations Facilities.- None of the contractors had provided any educational or recreational facility for the workers.

Other facilities.- Three of the thirteen contractors either paid the transport charges to their workers, other than local ones, from their residences to the place of duty or made arrangements for their transport, whenever they required their services.

Workers employed by the contractors were allowed to make use of the water taps provided by the railway authorities either in goods-shed or nearby place. Some of the contractors were also employing a waterman for providing drinking water to their workers. One of the contractors arranged for a water tap near the hutments of his workers by making payment to the railway authorities.

Accidents.- Workers employed in the handling of goods were eligible for compensation in cases of accidents, according to the provisions of the Workmen's Compensation Act, 1923. According to the terms of their contracts the contractors were to indemnify the railway administrations against all claims which might be made against them under the Workmen's Compensation Act, 1923, or otherwise for ~~the~~ or in respect of any damages or compensation payable to any person in their employment. Of the thirteen contractors only one got his workers insured with an insurance company against accidents. Premium was paid by the contractors. Workers of the remaining contractors were not insured with any insurance company and in cases of accidents the contractors themselves were to pay compensation in accordance with the provisions of the Workmen's Compensation Act. Only one contractor reported one fatal accident during the year ended March 1959 and in this case he paid a compensation of 1,000 rupees.

Provision for Future.- None of the contractors had any scheme of provident fund, pension or gratuity for his workers.

Trade Unions.- Most of the workers employed by the contractors were unorganised. At one station, the workers had formed an independent union of their own. At another station, about 75 per cent of the workers were members of an employees' association.

Industrial Relations.- Most of the workers settled their grievances personally either with the contractor or his agent. At two stations where the workers were members of a union they used to approach their employers through their union for major grievances although minor grievances were settled personally with their employer.

Abolition of contract labour.- At the time of field investigations the loading and unloading work at three of the twelve selected stations was being done through departmental labour instead of contract labour. These stations were Bangalore, Hissar and Kanpur (one shed only). At Hissar, the work was being done through departmental labour since April 1959, and at Kanpur since May 1959. At Bangalore this work was being done through casual labour engaged by the Railway authorities since 7 July 1959. The railway authorities stated that they had to appoint extra staff for supervising the work of the workers employed by them. In spite of this extra cost ~~the work of~~ the railway authorities were of the view that the departmental system was in the long run more economical because the railway authorities had to pay less compensation for damages to goods as there was less pilferage due to stricter supervision by the additional railway staff.

At Nagpur, Kanpur (other two sheds) and Bangalore there was a proposal to entrust the loading and unloading work to the co-operative societies or unions of workers which had either been formed or were being formed. At Bangalore a co-operative society named the Bangalore City Labour Contract and Railway Transhipment Co-operative Society Limited, having a membership of 200 including 8 sympathisers or patrons, was formed in June 1959 under the supervision and guidance of the Officer on Special Duty appointed for the purpose by the Railway Board. The patrons contributed Rs.100.00 each and members Rs.10.00 each. The settlement of rates of payment was still under negotiations between the Co-operative Society and the Railway authorities. This cooperative society was formed on the lines on which the ~~Rail~~ Co-operative Society at Secunderabad was working. At Kanpur no co-operative society had been formed as yet. The railway authorities proposed to replace all the contractors by co-operative societies of workers rather than getting the work done by the departmental labour.

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(B) Contract Labour Employed for the Construction of Railway Lines, Bridges, Buildings, Etc.- As stated earlier, a list of 132 major projects was received from the Railway Administrations. It was decided to cover 25 per cent of them subject to a minimum of one project from each Railway. Of the 34 sampled construction projects thus covered, 25 related to the construction of lines, 5 to that of buildings, 3 to the remodelling of yards or workshops and one to the supply of building materials at the work site. At the time of actual field investigations two sampled projects had to be substituted by alternative projects - one due to the inaccessibility because of heavy rains and the other because the project had not been started by the contractor. It was discovered during the survey that contractors on certain projects were common as also there were more than one contractor on certain other projects. The total number of contractors relating to sampled projects was also 34. The information relating to these 34 contractors of 34 sampled projects is discussed below.

Employment: Jobs on which employed.- The survey revealed that contract labour was mainly employed on (i) earth-work required for laying down new or additional lines including construction of minor bridges or culverts (ii) construction of railway staff quarters, godowns, cabins and buildings for hospitals, offices, etc., (iii) remodelling of yards, workshops, etc., and (iv) supplying building material like stones, sand, etc.

System of Recruitment.- The system of recruitment differed from contractor to contractor. None of them utilized the services of any employment exchanges for the recruitment of his workers. Of the 34 contractors, 15 recruited their labour through their agents or sirdars; one through his existing workers; 5 either through their agents or existing workers; 8 directly; 4 through either agents or directly and the remaining one through agents or existing workers or directly.

Extent of Employment.- With a view to studying the seasonal variations in the employment position, it was decided to collect month-wise data for the period July 1958 to June 1959. The available data in respect of employment is presented in the table below:-

Month/Year	Number of Projects to which data relate*	Number of workers employed**		
		Men	Women	Total
July 1958 ----	6	475	40	515
August 1958 ----	8	603	139	742
September 1958--	9	851	225	1,076
October 1958----	16	2,076	657	2,733
November 1958--	22	2,700	1,076	3,776
December 1958--	23	3,153	1,081	4,234
January 1959 --	23	3,523	1,796	5,319
February 1959--	25	3,183	2,030	5,213
March 1959 ---	25	2,843	1,648	4,491
April 1959 ---	29	3,157	1,434	4,591
May 1959 ---	29	2,945	1,297	4,242
June 1959 ---	29	2,621	1,101	3,722

\* The reasons for difference in the number of units are that some of the projects were either not taken up in the month or the work on them had been completed or suspended because of rains or non-availability of materials.

\*\*Employment figures for piece-rated workers in respect of one contractor working from July 1958 to May 1959 are not included as the same were not available.

The percentage of women to the total labour employed on the projects was, for a greater part of the year, nearly one-third. According to the terms of the agreements entered into between the contractors and the Railway authorities, there was no ban on the employment of women labour by the contractors but they were, however, required to avoid as far as possible the employment of female labour in cantonment areas. According to the terms of agreements, the contractors were not permitted to employ any child below the age of 12 years.

Length of Service.- Majority of the workers employed by the contractors were casual in nature. The information about the length of service could not therefore be collected.

System of Payment.- Workers employed by the contractors on the sampled construction projects were paid either on time-rate or piece-rate basis. The earth work, required for laying down any new or additional line, was mostly done on piece-rate basis (only in one case it was done by time-rated workers). Other jobs on which piece-rated workers were employed were cutting of rocks, breaking of stones and sometimes blasting, masonry and carpentry. Blacksmith, driller, fitter, driver, painter, mechanic, bhisti, beldar, ohowkidar and cleaner were employed on time-rate basis.

Wages and Earnings.- Wage rates of some of the categories of workers are discussed below:

Workers employed on Time-rate basis: 1. Masons.- Twenty-four contractors employed masons on time-rate basis - twenty-two on daily basis and the remaining two on monthly basis. Their daily wages varied from Rs.2.50 to Rs.6.00 and monthly wages from Rs.175.00 to Rs.200.00.

2. Carpenters.- Only 17 contractors employed them on time-rate basis. Their daily wages varied from Rs.2.50 to Rs.6.00 but most of the contractors were paying between Rs.3.00 to Rs.4.50 per day.

3. Blacksmiths.- Only ten contractors employed them. Their daily wages varied between Rs.3.00 and Rs.5.50.

4. Painters.- Only two contractors employed them on time-rate basis. One of them was paying Rs.3.00 per day whereas the other paid Rs.5.00 per day.

5. Fitters.- Only five contractors employed them. Their daily wages varied between Rs.3.00 and Rs.5.50.

6. Drivers.- Only five contractors employed drivers. Their monthly wages varied between Rs.90.00 and Rs.130.00.

7. Mechanics.- Only one contractor employed mechanics. He was paying them between Rs.125.00 and Rs.150.00 per month, depending upon their skill.

8. Drillers.- Only one contractor appointed drillers on salaries ranging between Rs.120.00 and Rs.130.00 per month.

9. Blasters.- Only two contractors employed this category of workers on monthly basis. One of them paid Rs.120.00 per month whereas the other paid Rs.130.00 per month.

10. Mazdoors.- Male as well as female mazdoors were employed on time-rate basis by all the 34 contractors for doing miscellaneous jobs. Two contractors took earth-work also from them. The daily wages of male mazdoors varied between Rs.1.12 and Rs.2.25 and ~~from~~ ~~other~~ those of women mazdoors between Rs.0.75 and Rs.2.00. Mazdoors from other areas were employed only for doing earth-work and were getting more wages than the local ones. Their daily wages varied between Rs.2.00 and Rs.2.50.



11. Beldars (Helpers to Masons).- Only two contractors employed them on daily-basis. One of them was paying Rs.2.25 per day whereas the other paid wages between Rs.2.00 and Rs.2.50 per day.

12. Helpers to Blacksmiths.- Only one contractor employed them. Their wages ranged between Rs.1.50 and Rs.2.50 per day.

13. Cleaners.- Only three of the five contractors employing drivers employed ~~drivers~~ cleaners on lorries used for transporting building material. Their monthly wages varied between Rs.40.00 and Rs.75.00.

14. Chowkidars.- Only one contractor employed chowkidar at the rate of Rs.50.00 per month.

15. Bhistis.- Only one contractor was employing Bhisti on Rs.3.00 per day.

Workers employed on Piece-rate basis.- (1) Earth-Work.- Of the 34 contractors, 21 were having earth-work which included the jobs of cutting as well as embankment. Nineteen of them were getting this work done on piece-rate basis and the remaining two on time-rate basis. The rate of payment depended upon the nature of soil. The lowest rate for ordinary soil was Rs.12.50 per 1,000 cubic feet of earthwork and the highest rate for rock cutting was Rs.230.00 per 1,000 cubic feet. The rates for rock cutting were inclusive of blasting if required. One of the contractors was paying at the rate of Re.0.50 per 100 baskets. Sometimes the contractors had to bring earth from a distant place, so they used to employ bullock carts or lorries for the purpose. The rate for bullock carts varied from Rs.6.00 to Rs.9.00 per 100 cubic feet of earth. The rate per trip of lorry which generally contained 125 to 135 cubic feet of earth varied from Rs.1.75 to Rs.3.00 depending upon the distance. A worker working on piece-rate basis used to earn between Rs.2.00 and Rs.2.50 per day. The daily wages rates of time-rated workers doing this job have already been discussed under the category of Mazdoors.

(2) Stone-breaking.- Only one contractor was employing workers on piece-rates for this job and was paying them between Rs.12.00 and Rs.20.00 per 100 cubic feet depending upon the distance of the quarry.

(3) Masonry.- Only four contractors employed masons on piece-rate basis. The rate of payment varied from Rs.14.00 to Rs.70.00 per 100 cubic feet, according to the nature of work. For buildings the rate was Rs.14.00 per 100 cubic feet whereas for bridges the rate varied between Rs.35.00 and Rs.70.00 per 100 cubic feet.

(4) Carpentry.- Only one contractor was getting this work done on piece-rate basis and he was paying Rs.2.50 for a window or door frame.

No contractor paid separate dearness allowance to his workers. The rates discussed above were consolidated wages.

Money-value of concessions in kind.- Only six contractors gave some concession in kind to some of their workers. Four of them provided free food to their workers who were either imported or employed on monthly basis. The money-value of free food supplied to the workers varied between Rs.20.00 and Rs.60.00 per month. Of the four contractors, three were providing free food to their drivers, cleaners, mistries and mechanics and the remaining one to his carpenters and masons who were brought from outside. Of the remaining two contractors, one gave one dhoti of 4 yards and one upper cloth costing about Rs.10.00 to Rs.15.00 to his skilled workers on the occasion of pongal festival. To the unskilled male coolies same items of clothing costing between Rs.6.00 and Rs.7.00 were given. To female coolies one sari costing about Rs.12.00 was given. The other contractor was giving one coat worth Rs.18.00 for every twenty workers on Full-Moon day every month.

Retaining or Subsistence Allowance.- Of the 34 contractors, 8 were paying retaining or subsistence allowance only to their imported workers when no work was provided to them. One of them was paying full wages and another half wages. Two contractors were paying at the rate of Re.0.50 per day, and one at the rate of Rs.4.00 per week. The remaining three contractors were providing food to those workers who were retained for work during rainy season.

Advances.- Of the 34 contractors, only 18 were reported to be giving advances to their workers recruited locally or brought from outside. As regards imported labour, almost all of them got an advance before engagement. Usually, the advance to imported labour was given through the Sirdar at their home villages. The advances to the local labour were given only after engagement. These advances were given either for purchasing foodstuffs or meeting their household expenses. None of the contractors charged any interest on such advances. These advances were generally recovered from the wages of the workers in easy instalments. In case of imported labour, the advances were adjusted at the time of final settlement of their wages either on the expiry of the period of contract or completion of work.

Fines or Deductions.- From the available information it appears that none of the contractors working on the sampled projects imposed any fine on his workers or made any deduction from their wages.

Hours of Work, rest intervals, etc.- Daily Working hours.- At 12 projects the workers were employed on time-rate basis only and their daily working hours varied between 6 and 8. At seven projects earth work as well as other jobs were being done only on piece-rate basis. The workers at two of these projects had no fixed working hours; the daily working hours were 7 in two projects and 8 in the other projects. At the remaining 15 projects, workers were employed both on time-rate as well as piece-rate basis and the daily hours of work at 14 of the projects varied between 7 and 8 and were not fixed at the remaining project.

Shifts.- At all the sampled projects only one shift was worked.

Rest intervals.- At four projects there was no fixed rest interval whereas at the remaining thirty projects it was fixed and its duration varied from half an hour to four hours a day. One contractor working at one project allowed four hours' rest in a day. Another contractor who was executing three projects allowed  $3\frac{1}{2}$  hours' rest in summer and two hours' rest in winter to workers working at two projects and 5 hours' rest to local labour and five hours' rest to imported labour at the third project. Two contractors executing four projects allowed three hours' rest to their workers. Fifteen contractors working on fourteen projects were allowing two hours' rest interval. Four contractors working at four projects allowed  $1\frac{1}{2}$  hours' rest interval. Three contractors working on three projects allowed one hour's rest interval and five contractors working in one project were allowing only half an hour's rest interval to their workers.

Weekly hours.- The normal weekly hours of work varied between 36 and 56. These were 56 in one project, 49 in one project, 48 in twenty projects, 45 in three projects, 42 in five projects and 36 in one project. In the remaining three projects there were no fixed weekly hours of work.

Spreadover.- The daily spreadover for time-rated workers varied between 8 and  $11\frac{1}{2}$  hours and maximum spread-over for piece-rated workers was 12 hours.

Almost all the contractors reported that the railway authorities did not exercise any direct control over the working hours and conditions of work of their workers. The working hours of the workers employed by the contractors were, however, regulated indirectly because the work was generally executed in the presence of the railway staff, viz., inspector of works, etc., whose working hours were fixed.

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Overtime.- In cases where the workers were employed on piece-rate basis the question of overtime did not arise. Of the 17 contractors, who were employing workers on time-rated basis, only three, working on three projects, reported that their workers were sometimes working overtime. One of them was paying for the overtime work at the ordinary rates. Another was paying half the daily wages if the overtime work did not exceed four hours and full daily wages if the overtime work exceeded four hours. The third contractor, who was taking only one hour's extra work from his workers, was paying 25 per cent extra. Another contractor who was employing workers on time-rate as well as piece-rate basis was paying at the rate of Re.0.25 per hour for extra work done by the time-rated workers.

Weekly rest with pay.- Of the 34 contractors, only 16 allowed a weekly rest with pay to their time-rated workers. Fifteen were allowing such weekly-rest to those time-rated workers who had worked continuously for six days in a week whereas one contractor, who was executing two projects, allowed weekly rest to those time-rated workers who had worked continuously for 5½ days in a week. The remaining 18 contractors were not allowing any rest with pay.

Leave and Holidays with pay.- None of the contractors allowed any casual, sick or privilege leave with pay to his workers. Five of them, however, were allowing a few national or festival holidays with pay. One of them reported that he was allowing two national holidays in a year to his permanent workers only. Another contractor was giving two national and five festival holidays with pay to all his workers. The third contractor was giving six festival and national holidays with pay to his workers. The fourth contractor ~~stated~~ stated that no work was done on Holi and Diwali but those ~~working~~ workers who had worked continuously for six days prior to these festivals were allowed wages for these two days. The fifth contractor reported that he was using his discretion in giving such holidays to his workers employed on time-rate basis. As such the number was not fixed.

Welfare Facilities.- There were two types of workers working on sampled projects, viz., local and imported. The imported labour was generally getting more amenities as compared to local labour.

Housing facilities.- Of the 20 contractors employing imported labour on 25 projects, one did not provide any housing facilities to such labour, while 19 contractors working on 24 projects provided housing accommodation to such labour in the form of huts which were got constructed by the workers themselves from the materials supplied ~~by~~ free by the contractors. These hutments were generally constructed near the work sites with bamboos, tarpaulins, 'chatais', etc. No rent was charged for these hutments from the workers. One of the contractors also provided housing facilities to his local labour coming from distant places. Besides, three contractors, who were employing only local labour, provided housing facilities to some of their workers.

Medical Facilities.- Medical facilities had been provided by all the contractors, except one, working on the sampled projects. The extent of medical facilities, however, varied from contractor to contractor. All of them provided first aid. Some of them were, however, providing additional benefits. One contractor provided a dispensary under the charge of a doctor. Three contractors reported that they were meeting the hospital expenses of the workers whenever required. Another contractor used to reimburse the medical bills of his workers. Another contractor provided the services of a doctor and was also meeting the cost of medicines, etc., prescribed for the workers. One contractor was giving medicines free of cost to his workers and used to call the doctor whenever a worker was seriously injured on duty.

Transport Facilities.- Of the twenty contractors employing imported labour on 25 projects, 19 contractors working on 24 projects, were meeting the transport expenses incurred by such workers on coming to the work site from their respective areas. Of these, three contractors were meeting the expenses of one side only whereas the remaining 16 were paying the expenses of both sides provided they returned only after completing the work or completing the duration for which they were brought for work. One of these 16 contractors in addition to the transport charges, met also the food expenses incurred by such workers on the way.

Recreational Facilities.- Of the 34 contractors, only two reported that they were providing some recreational facilities to their workers. One of them arranged for sports whereas the other, in addition to sports, arranged for periodical dances also for the recreation of his workers.

Drinking Water and Sanitary Arrangements.- According to the terms of the agreements entered into between them and the Railway authorities, the contractors were required to arrange for their workers water fit for drinking and also for washing purposes. If the same was not available in the vicinity of the work site. They were also required to make proper sanitary arrangements for their workers. Of the 34 contractors, only six working on six projects made special arrangements to provide drinking water for their workers at the work-site. The remaining 28 contractors had not to make any arrangement for the supply of drinking water at the work-site because such water was available in the nearby places.

Other Facilities.- Of the 34 contractors, only six reported that they were providing some other facilities to their workers. Two of them used to bring ration, etc., from the market and supply the same at no-profit-no-loss basis to their workers. One contractor had installed an electric lamp post in the centre of huts where workers were residing. Three contractors provided rest shelters for their workers.

Accidents.- All the contractors working on the sampled projects reported that in case of accidents the labourers working with them were eligible for compensation in accordance with the provisions of the Workmen's Compensation Act, 1923. Only two contractors had got their workers insured with an insurance company against accidents. One of them, however, did not renew the insurance after March, 1959. Workers of the remaining thirtytwo contractors were not insured with any insurance company and in cases of accidents the whole amount of compensation had to be paid by the contractors themselves. During the calendar year 1958, there were only five non-fatal accidents and compensation amounting to Rs.182.12 nP. was paid in these cases.

Maternity Benefits.- There is no statutory provision for paying maternity benefits to women workers employed by the contractors of railway construction projects. Of the 34 contractors only one was paying maternity benefit to his women labourers. The amount paid varied between Rs.10.00 and Rs.20.00 per case.

Provision for Future.- None of the 34 contractors had provided any scheme of provident fund, pension or gratuity for his labour.

Industrial Relations.- Grievances of workers, if any, were settled either by the agent, ministry or the contractor himself. No other machinery existed for enquiring into the grievances of workers.

Trade Unions.- There were no organisations or trade unions among the workers employed by the contractors of sampled projects.

(Indian Labour ~~Quarterly~~ Journal, Vol.1, No.3,  
March 1960, pp. 252-272 ).

Mysore Beedi Industrial Premises (Regulation of Conditions of Work)  
Bill, 1959.

The Government of Mysore published on 31 March 1960, a Bill to regulate the conditions of work in beedi (indigenous cigarettes) industrial premises in the State of Mysore.

According to the Statement of Objects and Reasons of the Bill, in the working of the beedi industry in the State, it has been found that attempts are being made to deprive the employees in this industry of the protection and amenities contemplated by the various labour laws. It has become very difficult to establish that there is employer-employee relationship between the proprietors of beedi factories and their workers. As such, it has been found impracticable to enforce the labour laws. It is also found that there is a tendency on the part of the employers in this industry to resort to devices to circumvent the operation of the Factories Act, 1948 by splitting the factories into branches and also by carrying on the work through contract system so as to make it difficult for the workers to claim their rights and privileges under the various laws.

The beedi manufacturing premises are at present dirty, unhealthy, without proper ventilation, lighting and sanitation, with the result that the condition of workers is not satisfactory and below the normal standard of ~~health~~ health and sanitation. There is no system of regular working hours, no regular payment of wages, no holidays with wages, etc. The net result of all this is that the employees are working under unsatisfactory conditions.

With a view to eradicate these evils, it has become necessary to prohibit the manufacture of beedis except in places licensed for the purpose. Hence the Bill.

Provision has been made in the Bill for measures in respect of the working hours, weekly holidays, overtime, and leave with wages. The employment in a beedi ~~factory~~ factory of children, that is persons who have not completed fourteen years is prohibited, and the working at night in such premises of women, and young persons, that is ~~per~~ persons who have completed fourteen years of age but not completed eighteen years of age is also prohibited.

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The provisions of the Payment of Wages Act, 1936, the Industrial Disputes Act, 1947, and the Industrial Employment (Standing Orders) Act, 1956, have been made applicable to the workers in beedi industrial premises so as to enable them to derive the benefits accruing thereunder.

Hours of Work.— Working hours in beedi industrial premises are limited to nine a day and 48 a week, with an interval for rest of at least half an hour after five hours of work. Overtime wages are fixed at twice the ordinary rate of wages.

Annual leave with wages.— Every employee who has worked for a period of not less than two hundred and forty days in a beedi industrial premises during a calendar year shall be allowed in the subsequent calendar year, leave with wages for a number of days calculated: (i) in the case of an adult, at the rate of one day for every twenty days of work performed by him during the previous calendar year; (ii) in the case of a young person, at the rate of one day for every fifteen days of work performed by him during the previous calendar year.

Other provisions of the Bill deal inter alia with licensing of beedi industrial premises, inspection staff, provisions relating to health and welfare, offences and penalties.

(The Mysore Gazette, Part IV, Section 2A,  
31 March 1960, pp. 7-27 )



51. Hours of Work.

India - April 1960.

Working of the Hours of Employment Regulations  
(Railways) in 1958-1959.

Administration.- The total number of railway servants covered by the Regulations during the year under review was 1,156,923 as against 1,109,430 in the preceding year.

The Chief Labour Commissioner(C), the Deputy Chief Labour Commissioner(C), the Regional Labour Commissioners(C) and the Conciliation Officers (C) have been appointed as "Supervisors of Railway Labour" under the Indian Railways Act, 1890. They are assisted by the labour inspectors(C) who having no legal powers under the Act carry out the inspection work on behalf of the Regional Labour Commissioners in their respective jurisdictions. At the end of the year under review, there were six Regional Labour Commissioners, twenty one Conciliation Officers and eighty one labour inspectors spread all over the country.

Classification of Workers.- The peculiar nature of employment in Railways requiring service round-the-clock has necessitated classification of employees under different categories with varying hours of work and periodic rests. Rule 4 of the Railway Servants (Hours of Employment) Rules, 1951 empowers the General Managers of the Railways, to classify the railway servants under one or the other four categories, namely, (1) intensive, (2) continuous, (3) essentially intermittent, and (4) excluded. The number of employees, classified under these four categories and their percentage in relation to the total number of employees, etc., on the different Railways is given in the table below:-

Name of the Railway.	Intensive Number.	Continuous Number.	Intermittent Number.	Excluded Number.	Total Number.
Northern Railway --	242	117,193	19,739	78,074	215,248
North Eastern Railway--	352	58,152	10,146	11,320	77,970
Eastern Railway --	309	118,220	12,291	20,025	150,845
Central Railway --	472	139,276	23,322	71,586	234,656
Western Railway ---	397	100,767	20,699	29,322	151,185
Southern Railway --	489	110,783	17,626	35,221	164,119
South Eastern Railway--	218	94,856	12,266	55,560	162,900
<b>Total: 1958-1959.</b>	<b>2,479</b>	<b>737,247</b>	<b>116,089</b>	<b>301,108</b>	<b>1,156,923</b>
<b>1957-1958.</b>	<b>2,185</b>	<b>737,691</b>	<b>114,549</b>	<b>255,105</b>	<b>1,109,430</b>

**Enforcement: (i) Method of Inspection.**- The labour inspectors conduct ~~irregular~~ regular inspections for about 12 to 15 days in a month. They visit every railway establishment and carry out inspections under Hours of Employment Regulations, Payment of Wages Act, and Employment of Children Act. Minor irregularities, such as, nondisplay of Regulations, working beyond scheduled hours or during rest periods, non-maintenance of records regarding extra hours, instances of continuous night duty etc., are taken up directly by them with the concerned Railway Administration. Cases of wrong or doubtful classification and other major irregularities are referred by the inspecting officers to the Regional Labour Commissioners(C) for scrutiny and further action. Regional Labour Commissioners keep in close touch with the heads of railways and seek their co-operation in rectifying the irregularities detected by the inspecting officers. Quarterly meetings are held at the Divisional and General Managers' levels between the Officers of the Industrial Relations Machinery and the Railway authorities where outstanding issues and infringements are discussed and settled.

**(ii) Classification of Employees.**- As classification of railway servants under the Regulations is of primary importance to them, officers of the Industrial Relations Machinery continued to pay special attention in this matter. Cases of incorrect or doubtful classification of staff reported by the inspecting officers are scrutinised by the Regional Labour Commissioners, and thereafter submitted to the General Manager of the railway concerned for consideration and necessary action. Differences of opinion do arise in such cases between the Industrial Relations Machinery and the railway administration. In order to resolve them, joint inspections are sometimes carried out by the officers of the Industrial Relations Machinery and the railway officers and the matters are settled amicably. Out of 230 cases of re-classification referred to the railway administration, the administration accepted the suggestions of the inspecting officers in 90 cases and contested 12 cases. The remaining 128 cases were pending at the end of the year. During the same period, 239 cases were referred to the railway administration for the appointment of additional staff. In 77 cases additional staff was appointed and

23 cases were contested by the railway administration leaving 139 cases as pending for settlement. The proposals for re-classification and appointment of additional staff involve scrutiny at various stages. This explains the heavy pendency of cases at the end of the year.

(iii) Inspections and Irregularities.- During the year under report 4,592 establishments were inspected as against 4,974 during the year 1957-58. The number of irregularities detected were 23,010 as against 18,578 during the preceding year. The nature of irregularities detected and the number of such irregularities are shown in the table given below:-

Serial No.	Nature	Number	Percentage
1	Non-existence of rosters -----	6,159	26.77
2	Non-display of rosters -----	789	3.43
3	Out-of-date rosters -----	898	3.90
4	Illegible or otherwise defective rosters.	2,052	8.92
5	Non-display of regulations -----	812	3.55
6	Habitually working outside working hours.	1,890	8.21
7	Habitually working on rest days-----	1,135	4.93
8	Occasional working outside rest hours----	651	2.83
9	Occasional working on rest days -----	1,093	4.74
10	Working contrary to rosters -----	670	2.91
11	Performing continual night duty-----	552	1.53
12	Denial of compensatory - off in lieu of weekly rest foregone-----	909	3.96
13	Non-payment of overtime allowances-----	1,081	4.70
14	Non-maintenance of overtime registers----	1,435	6.24
15	Irregularities regarding maintenance of muster rolls and overtime registers----	543	2.36
16	Other irregularities -----	2,541	11.04
	Total.	23,010	100.00

(iv) Rectification of Irregularities.- All the irregularities detected by the officers of the Industrial Relations Machinery were taken up with the railway administration for rectification. Of the 23,010 infringements so taken up 10,491 or 46 per cent were rectified during the year as against 31 per cent during the preceding year. Of the balance, 37 were contested by the railway administration as against 135 during the preceding year. Of the irregularities rectified 64 per cent were rectified within 3 months, 25 percent between 3-6 months, 8 per cent between 6-9 months, 2 percent between 9-12 months and only one per cent after 12 months. To enable the railway administration to rectify the irregularities pending with them, the Regional Labour Commissioners continued to furnish quarterly

statements of cases as before. Only such cases were reported in these statements, which were ~~found~~ found pending for more than three months. In spite of these steps, the number of outstanding irregularities continued to be large, though there was some improvement during the year under review as compared to the preceding year.

( A review of the Working of Hours of Employment Regulations in Railways in 1957-1958 was included in the report of this Office for October 1959, Section 51, pp. 51-53 ).

(Indian Labour Journal, Vol.1, No.3, March 1950, pp. 272-276 ).

52. Workers' Welfare, Recreation and Workers' Education.

India - April 1960.

Punjab: First Workers' Education Centre set up.

At a joint meeting of employers, three all-India Trade Union Organisations and the State Labour Commissioner, held at Jagadhri on 17 April 1960, it was decided to set up the first workers' education centre for training of trade unionists in Punjab at Yamunanagar. The Chairman of the Central Board for Workers' Education, presided over the meeting.

(The Tribune, 19 April 1960).

56. Labour Administration.

India - April 1960.

Madras: State Assembly votes demand on Labour.

The Madras Legislative Assembly voted on 21 April 1960 the demands for grants for 'labour including factories' amounting to 5 million rupees.

Replying to the debate on the demand, Shri R. Venkataraman, Minister in charge of Labour stated that in 1960-61, the Labour Department was being reorganised into the Factory Section and the Labour Section. In the Factory Section, 10 inspectors of factories and 25 assistant inspectors of factories were to be appointed. They would be inspecting the factories in the State and each Inspector would cover about 150 factories. Thus, in Madras State, the I.L.O. standard would be introduced by 1960-61 itself in regard to the inspection of factories.

The Minister said the need for more intensified inspection of factories had been realised in view of the increasing number of accidents not only in Madras but also in other parts of the country. That was why a decision was taken at the States Ministers' Conference that the inspection organisation should be reorganised on more efficient lines. In consonance with that decision, the Madras Government had taken steps to effect reorganisation. The Government had also recently sanctioned special staff for the administration and enforcement of the Catering Establishment Act and other non-technical Acts that were now being enforced by the Factories Wing of the Labour Department. A separate Deputy Commissioner would be appointed for the administration of the non-technical Acts. All the labour officers in the State had been empowered to hear appeals against discharges with a view to securing to the worker quicker relief.

Shri Venkataraman referred to the code of discipline evolved by the Indian Labour Conference and the Standing Labour Committee and said that the State Government had appointed an Evaluation and Implementation Committee to see if the code of discipline was being properly implemented. The Government had also appointed a full-time officer of the rank of Assistant Commissioner of Labour to investigate breaches of the code and to undertake case studies in respect of strikes and lock-outs.

The Minimum Wages (State) Advisory Board recommended, the Minister said, extension of the facilities to sixteen additional employments. After considering the recommendations, the Government had passed orders extending the facilities to the salt pans, coir manufactories, match and fireworks factories, hosiery manufactories, cotton ginning and pressing and brick and tiles manufactories. Productivity councils had also been constituted. There was some misapprehension as to the function of the productivity council. It did not mean provision of more employment. Its function was to see that the available facilities were put to the maximum use. He expressed the hope that the managements and employees would give all help to enable the productivity councils to work successfully.

Proceeding, Shri Venkataraman said that, at present, facilities had been made available to 180,000 persons under the Employees' State Insurance Scheme. The Government's decision was that facilities under that scheme should be extended to the families of the workers after the entire workers in the State had been covered. Now that almost all workers had been covered, the Government had programmed to extend the facilities to their families by 1960-61. The extension would be made first in Coimbatore. About a hundred beds had been provided in the hospital in Madras and 25 beds in the T.B. Sanatorium in Tambaram. It had been arranged to build hospitals in Madurai and Coimbatore and preliminary steps had been taken in that regard.

(The Hindu, 22 April 1960).

Lok Sabha Votes Demands for Grants for Ministry of Labour and Employment: Minister indicates Wider Scope for Proposed Bonus Commission.

The Lok Sabha voted on 11 April 1960, the demands for grants for the Ministry of Labour and Employment for 1960-61.

Government's labour policy: Shri Nanda's speech.-

Initiating the debate, Shri Gulzari Lal Nanda, Union Minister for Labour and Employment stated that a ~~distinctive~~ distinctive feature about the Government's labour policy was that it was the outcome of deliberations of all the parties concerned, based on general agreement and built up over a time with the support and the consensus of opinion of all those concerned. It had been evolved in response to the needs and conditions of the times. It was therefore not a rigid policy. Whatever modifications had been made in the policy were also the result of agreements, almost unanimous consent of all the parties. It was a national policy acceptable to all. It was an asset which should not be dissipated lightheartedly. "I say this because I am sensing some danger to the maintenance and growth of this valuable tradition. There is an outcry in many places that industrial workers are being pampered and undue burdens are being cast on industry and because of things being done for them, ~~seeing these signs~~ costs are rising. The workers, seeing these signs, tell me they were not having a fair deal."

Workers' Wages.- Taking up in this connection the "very important issue of wages and prices", Shri Nanda felt that it was very unfair to <sup>blame</sup> become the workers for inflationary pressures or for an upward trend in prices. Shri Nanda added that workers in India had been losing consistently whenever the prices rose between 1939 to 1947 and the standard of living of workers had declined by 25 per cent. By 1951 they had just recovered the lost ground. By 1955 the real wages had increased by 13 per cent. But in 1956, the prices began to rise again and the workers also began to lose their gains until they were completely wiped out. The reason was well-known that their wages lagged behind the rising prices. In India, there was a considerable prolongation of the gap because of the time-lag due to adjudication proceedings. Further, dearness allowance was not paid to all on the basis of the cost of living adjustments. The majority of the workers did not have the benefit of automatic adjustment in dearness allowance on a sliding scale in relation to the cost of living. In most industries dearness allowance was only related to the basic wage. Shri Nanda also pointed out that when the prices of manufactured goods rose in recent years, they were not accompanied by any ~~less~~ rise in wages. "That is to say, wages have not been responsible in any measure for the increases that have occurred recently."



Continuing Shri Nanda said that it was wrongly assumed that while productivity had not risen, only workers' wages had risen. Even though productivity was not a simple concept, applying certain broad yardsticks, it may be found that while there had been an increase in real earnings during the period 1947 to 1957 of 30 per cent, against this, there was an increase in production per person, adjusted for price fluctuations, of 45 per cent. He emphasised that while it was obvious that the gains of increased productivity had been shared, it had "somewhat overstripped the ratio of increase in real wages".

Addressing himself to the two questions that arose out of what he had stated on wage policy, viz., that there should be a wage freeze and that wages should be linked with productivity, Shri Nanda said; " If all that I have said before has any weight or meaning, I need not now say that any talk of any kind of wage freeze is devoid of meaning. How will it be enforced is another question. So, let this cry be set at rest. In the first place, there is no justification at all and no ground has been created for considering this. If somebody suggests that I would ask him 'what is the justification'? Who would freeze it and how? All that Government can do is not to refer to adjudication, tribunals, wage boards etc., the question of wages or wage demands. But then would it create a better situation? Can we afford the unrest that will arise out of it? Can we afford to stop the increase in the wages of the workers and all that? Of course, it is not that there is going to be a ban on wage freeze or any other sort of ban on all the activities of the working class. So the conclusion that I draw is that it is good for the workers to have price stability. They should help in it to the utmost extent. But they are helpless. Price stability has to precede and all that has to be done about it is that they should assist, help and collaborate to the fullest extent."

Shri Nanda said that price stability must precede any talk of a wage freeze. But, it was clear that given goodwill and co-operation on both sides "we can get out of the working class much more" in terms of productivity. The workers had a very big stake in productivity. The stage was past when workers were opposing this.

The workers' response to rationalisation schemes had been satisfactory. They had accepted the basis for rationalisation with certain safeguards.

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The Debate.- Shri S.A. Dange, leader of the Communist group, welcomed Shri Nanda's statement that wage increase had not been the cause of price increase and that wages were lagging behind rising prices. He did not know how far he would be able to carry conviction on this point in a Cabinet where the power of finance was most dominant, in other words dominated by the power of capital.

The Pay Commission's recommendations were against the concept of minimum wages. The Commission's recommendations had brought out the fact that the Government had no uniform labour ~~its~~ policy. Whenever tripartite conventions were sought to be applied to the employing Ministries they were resisted, except when they were favourable to the Government. It was illogical to force the employees to accept conventions regarding rationalisation and additional workloads when the convention regarding minimum wage was repudiated by the Ministries concerned.

The Government employees, he said, <sup>were</sup> determined to fight out their case. The Government would have time till May to settle demands, failing which they would resort to direct action in June.

Shri Dange said wage boards did not form the best type of machinery for resolving wage disputes. The best course would be to allow the two parties to settle disputes among themselves. For this it would be necessary for the Government to enact some measure by which compulsory recognition of trade unions could be enforced on the employers. The second best arrangement would be constitution of a tripartite industrial machinery for every industry and trade.

Before the labour policy for the third Plan was enunciated there must be an upward revision of wages and dearness allowance.

Dr. G.S. Melkote (C-Mysore) said that more facilities should be made available to the workers to form co-operatives and every industry should be asked to set up a training centre for them.

Shri Ram Krishan Gupta (C-Punjab) suggested appointment of special labour benches in the Supreme Court and High Courts to expedite disposal of labour disputes.

Shri Naushir Bharucha (Ind.-Bombay) said that the Industries Development Regulation Act should be suitably amended to empower the Government to take over industrial concerns which were closed. He alleged that some employers deliberately resorted to closure to compel labour to accept lower wages.

Shri Bharucha said that the loopholes in the provident fund regulations should be removed to ensure that no scope was left to the employers to misappropriate the money of the workers in the provident funds.

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Shri Ramsingh Bhai Varma (C-Madhya Pradesh) referred to the decisions of the 16th Indian Labour Conference and accused Communists of going against some of the decisions to which they were a party.

Shri Kashinath Pandey (C-U.P.) said that before appealing to the labour for co-operation during the third Plan, they should be given adequate safeguards.

Shri N. Koshava (C-Mysore) wanted the Labour Ministry to be made more effective. It was a matter of serious concern, he said, that not enough progress had been made in providing shelter to workers.

Shri Rajendra Singh (Soc-Bihar) said ~~that~~ he would not go to the extent of saying that the Indian National Trade Union Congress was a "stooge" of the Government but it was clear that it got certain favours which were not legally due to it.

Shri Shibban Lal Saksena (Ind.-U.P.) wanted the recommendations of the second Pay Commission to be revised ~~next~~ to give a better deal to postal and railway workers.

Shri M. Palaniyandy (C-Madras) said the labour policies accepted in the first and second Five Year Plans had not been properly implemented. There had been no appreciable improvement in the settlement of disputes by voluntary arbitration.

Minister's reply to debate.— Replying to the debate, Shri Nanda disclosed that the Government was thinking of appointing an impartial, high-power bonus commission and to refer to it all matters which had a bearing on wage fixation, question of prices, productivity and cost of living. The results of technical investigations and studies made so far could be placed in their hands so that the Government could have some reliable guidance in all the matters referred to it.

He said that the payment of bonus came up at the end of every year and it always created a trail of bitterness. There was a general feeling at the Standing Labour Committees that something should be done about the question of bonus on a secure basis. The conclusion reached was that there could be a bonus commission to go into the whole matter and evolve some norms so that what one expected in a particular industry in particular conditions could be anticipated and there would be no scope for conflicts.

Shri Nanda said that another matter brought up before the Standing Labour Committee was in what form bonus should be paid. In view of the country's needs of development and investment it was asked whether some part could be received in some other form other than cash such as deferred payments. It was decided that this question should also be decided by the proposed commission.

He assured the House that the proposal to constitute a bonus commission was not conceived as a dilatory measure to delay the present claims of workers for bonus.

It was the Government's intention that the recommendations of the Textile Wage Board should take effect from the date visualised by the Board itself. Some time had already passed after Government's decision was announced. He hoped that the employers concerned would see their way to give effect to those recommendations. If there was to be any further delay the Government would have to consider the next step. He, however, hoped that the employers, who were men of "enlightened selfinterest" <sup>would</sup> see to it that the Board's decisions were carried out. He would not be able to say what might be the consequences if that were not done. "I may not be able to do anything immediately but this question of legislation on the one side and the action of the part of the workers, which they will be free to take if I cannot help them... That is very clear".

On the question of strike by Government employees on the issue of the Pay Commission's recommendations, Shri Nanda hoped that "this line" would not be pursued. In a democratic country workers were free to go on strike in some cases while in the case of certain others like Government employees they were not free to go on strike, bound as they were by a different kind of rules and regulations and principles applying to their conduct. They should pursue peaceful methods considering the fact that the people at large were groaning under the strain of the burdens cast on them by the Plan.

There was no interference by the Government with trade unions. In fact he had persuaded some States to abandon proposals to empower their labour officials to take certain actions which were normally reserved for the Government and courts.

He favoured elimination of rivalries and the emergence of strong trade unions both in the interests of the labour and the country.

As regards compulsory recognition, Shri Nanda said the attitude of the parties concerned had been against it. In fact he doubted whether even a 10th of the trade unions that were recognised would have been recognised had there been a law. Under the present arrangement the process might be somewhat delayed. The Government had been constantly persuading the employers in this direction. Recognition had been secured as a result of persuasion for some trade unions and efforts were continuing in respect of the others.

Code of Discipline.- Shri Nanda said that at the next meeting of the Evaluation Committee on implementation, he would consider the question of pressing some of the sanctions provided under the Code of Discipline against those who failed to abide by them.

He said it was not true that employers alone were guilty of non-adherence to the Code of Discipline. There were cases of central trade union organisations violating the Code. Attention of the organisations concerned was drawn to this and suitable action taken.

It was too early to judge the results of the Code. Though it had not brought about any immediate change in industrial relations, the results had not been altogether disappointing. There were no doubt some strains. There was nothing that could replace the present arrangement. If the Code failed, he would have nothing to do except keep on passing orders for tribunals which would mean delay. He could not contemplate such a situation with equanimity.

Shri Nanda said that certain methods relating to recognition had been worked out by his Ministry in the interest of trade unionism and the workers themselves. As he had stated earlier he was keen on strengthening the trade unions as they would ~~keep~~ help the workers and the country.

The Minister said that he was not content with the present relationship. The Code ~~is~~ was intended to carry industrial relations to a higher stage. Some way ought to be found through democratic methods to raise the status of the workers and make them partners in the industries.

Shri Nanda said the scheme of workers' participation in management of industries had been working satisfactorily. In 20 out of 23 establishments selected for this purpose the parties had emphatically declared that it had been successful and had not only improved industrial relations, but had improved efficiency and led to higher productivity. It had, therefore, been decided to extend this scheme to other units as rapidly as possible. Steps had also been taken to accelerate the workers' education programme.

He disagreed with the suggestion that the State Bank employees' dispute should not have been referred to adjudication as they were on strike. This was a narrow view. The workers had to be provided a way out to settle their disputes.

Shri Nanda said that the employers in the public sector werenot angels. Sometimes they had to be educated also.

When an assurance was sought that there should be no victimization of the striking State Bank employees, he had immediately agreed to it. He had also persuaded the management to concede the demand of the employees to set off the strike period against leave and they had agreed to it.

As regards the provident fund of the Calcutta Dock Labour Board, he said it was not true that there had been any defalcation or misappropriation as alleged by members. A very small fraction of the amount had been utilised for some urgent purpose, but was subsequently regularised. Whenever there was any violation of the rules by the employers, prompt action was taken. But these cases were few.

Shri Nanda said that some half a dozen Bills concerning labour and provident fund matters were under preparation. A Bill concerning the transport workers was ready and he hoped to have it enacted soon.

(The Statesman, 12 April 1960.  
Full Text of Shri Nanda's address  
opening the Debate, received in this  
Office )

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Working of the Ministry of Labour and Employment  
during 1959-1960\*.

According to the report on the work of the Ministry of Labour and Employment during 1959-1960, published in connection with Parliament discussions on the budget for 1960-1961, the year recorded significant developments in the field of industrial relations. The downward trend of industrial unrest has been arrested and the number of man-days lost due to work stoppages are on the decline. The Code of Discipline was gradually making itself felt. Its impact should be measured not so much in terms of reduction of work stoppages, which no doubt is important, but by the general industrial climate in the country. The Code had created an awareness among parties about their rights and responsibilities towards each other and provided a forum where they can iron out their differences. This had resulted in a greater understanding on both sides of each others' point of view as also of Government's labour policy.

The scheme of workers' education which made a modest beginning in 1958 had progressed both in terms of the centres opened as also the number of workers taking advantage of this scheme. The idea of associating workers with management through joint management council is also taking roots. The recent seminar organised by the Ministry testified to the usefulness of this experiment.

In the field of wages, the most important developments were: (i) The Report of the Central Pay Commission; (ii) the acceptance of the recommendations of the Cotton Textile Wage Board and the Cement Wage Board by Government; (iii) the adjustment of dearness allowance to the cost of living in the case of bank employees; (iv) the implementation of the recommendations of the Journalists' Wage Committee; (v) the extension of the Coal Award; and (vi) settlement of ~~bonus~~ bonus disputes in plantations etc. Information on wages so far was not sufficient to draw valid conclusions about the effect of these and other similar decisions on wage levels in the country. Steps were being taken to provide a firmer basis for wage statistics.

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\* Report 1959-1960: Ministry of Labour and Employment, pp.ii + 123.  
A copy of the report has been sent to Geneva under this Office  
Minute No. D.1 / 1034 / dated 14 May 1960.

To ensure adequate implementation of the Factories Act, it was decided in a recent conference to strengthen the inspectorates; similar steps will be taken to secure safer conditions of work in mines. The Employees' State Insurance Scheme was extended to 7 new centres covering 29,500 additional employees; 184,000 more family units were also covered for the purpose of medical aid.

While the number of new employment opportunities was on the increase, the level of unemployment continued to cause concern. Employment exchanges placed more people in jobs in 1959 than in the previous year. The second part of the report makes an assessment of the possible employment achievements in 1959-60. The analysis brings out that the backlog of unemployment at the end of the Second Plan will be higher than at the end of the First Plan. It is estimated at 7.5 to 8 million. New entrants to labour force during 1961-66 are estimated at 14.5 million. The current thinking is that the Third Plan should be so devised as to take care at least of the new entrants to labour force.

Mention has also been made of the growing activities of the Ministry in the field of employment and training. Employment market information is now being collected from 52 centres. Thirty-six new employment exchanges including three university employment bureaus were opened during the year under review. The number of seats for craftsmen was also increased by 27,498 to 38,032. The machinery set up in the Directorate General of Resettlement and Employment to take care of deployment of persons on projects which are nearing completion to areas where new projects are taken up continues to do useful work.

(The report reviews, in detail, the activities of the Ministry and the various departments under its jurisdiction. Since much of these have either been reported or likely to be covered in the annual reports relating to the activities of the various departments of the Ministry, only the more important features of this report are reviewed below.)

Introductory.- The report emphasises that labour policy cannot be conceived of, or operated in isolation; it has to be a part of the Government's general, economic and social policy. Any review of the Ministry's work has necessarily to be in terms of gains to labour in relation to the progress made by the economy. Two aspects of the economic situation in the country which have special import to labour are (i) the state of agricultural production, and (ii) the progress made by the country in the industrial field. The former is important because a large section of unorganised labour has to some extent helped agricultural production which in turn becomes the basis of real gains accruing to labour everywhere; the latter because the more unionised elements in the working class have an equal part to play in industrial and other production which is progressively gaining significance.



As the Economic Survey (1959-60) points out agricultural production 1958-59 was the highest on record, the index (base year ending June, 1950 - 100) for the year being 131 as compared to 115 in the previous year and 124 in 1956-57. The output of foodgrains in 1958-59 was 73.5 million tons i.e. 11 million tons more than in 1957-58. There was also considerable improvement in the output of commercial crops. In spite of the increases in foodgrains production, the food index in the All-India average consumer price index numbers rose roughly by about 7 points from 118 (average for 1958) to 125 (provisional average) in 1959. The index of industrial production (1951 - 100) had risen from 137.3 in 1957 to 139.7 in 1958. For the first ten months of 1959 the index works out to 149.4 i.e. an increase of nearly 7 per cent over the average for 1958. There has been a notable increase in the production of iron and steel and aluminium. These, between them, account for a little less than a third of the rise in the index of industrial production. The other industries which have contributed substantially to the rise are: rubber tyres, and tubes, electricity and coal. The output of several other industries such as superphosphate, rayon yarn, sewing machines, diesel engines, machine tools, electric lamps, electric fans, sulphuric acid, paint, paper and cement also showed a significant rise in 1959 as compared to the previous year. To the extent that these increases generated additional employment, there was an advantage to labour. But, in spite of these increases it would appear that the general All-India consumer price index showed an increase from 116 in 1958 to 122 (provisional) in 1959. The significance of this increase on the living standards, of the working class is difficult to judge in view of the unavoidable delays in securing adequate wage statistics.

The gains to labour in the last three years, therefore, have to be measured mainly in terms of the willingness of parties to come together and settle their problems in various tripartite committees. Though questions like bonus and profit sharing still require a solution, it is significant to note that voluntary agreements are entered into by parties on such controversial issues. In view of the importance that is duly given to the majority trade union in national and international conferences, the relative strength of unions had been one of the important areas of dispute between the unions. Government evolved an agreed arrangement for checking claims of rival unions. The unanimous acceptance by all trade unions of the scrutiny regarding their respective strengths by reached under this procedure is a matter of some satisfaction to Government. The present arrangement may perhaps be somewhat cumbersome but the goodwill shown towards each other by the contending groups will in due course provide a basis for simplifying verification. Obviously certain inherent limitations of the economy prevent better strides to be made in terms of standards of living, though there is a greater realisation on all sides that working and living conditions have to be improved to secure an enlargement of workers' productive effort. In regard to social security,

in addition to covering the families of workers, the coverage of the Employees' State Insurance Act itself has been extended to over 400,000 workers since the beginning of the Second Plan. The Employees' Provident Fund scheme has been extended to cover about a million more workers. The joint management councils have been set up and the workers' education programme was established on a firm footing. Though much more requires to be achieved, the progress in spite of difficult conditions is not insignificant.

Labour Legislation and Industrial Relations.- The volume of labour legislation in a country depends upon various factors, such as, its Constitution, the broad economic and social policies pursued by its Government for developing resources, the state of public consciousness on labour matters, the strength of trade movement in the country, etc. The feeling among employers that they could have less of labour laws and among the beneficiaries that full advantages of legislation do not accrue to labour because of shortcomings in implementation, has to be examined in this context. But without debating the merits of this question, the Second Plan accepted generally the policy of ~~going~~ going slow on new legislation and of securing fuller implementation of laws already in force. In all labour matters, much of such legislation has to be followed in its spirit by both sides and to secure this observance, Government has been using its tripartite machinery for settling controversial points on any proposed legislation. This practice has been pursued in the last four years. There has, however, been comparatively little encroachment on Parliament's time for enacting new labour laws. At the same time, positive steps to hammer out bi-partite and tri-partite agreements between employers and workers (bringing in Government whenever needed) have been on the increase. In the last year a few amendments in the Workmen's Compensation Act, 1923, the Mines Act, 1952 (details given later) were accepted by the Parliament while rules made under some acts have either been extended to areas where they were not applicable or somewhat amended. Considerable progress has been made in implementing bi-partite arrangements like the Code of Discipline, the Code of Conduct, and for securing adequate implementation of agreements, settlements and awards.

What has been the effect of this policy on industrial relations in the country? A welcome feature of the year under report is the substantial decrease in the number of mandays lost through work stoppages. As against 7.8 millions of mandays lost during 1958, the time-loss in 1959 was about 5.6 millions. Even this time loss is something which the country can ill afford, but it is heartening that the average for the last six months of the year 1959 was substantially lower than that of the first six months and also for the corresponding period in 1958. The recent Labour Ministers' meeting while taking note of this improvement decided to keep a closer watch on situation leading to work stoppages and to analyse for public comment the causes of all major strikes and lockouts.

In discussing the course of industrial disputes it may be pointed out that a large number of labour disputes falls within the purview of State Governments. There are only a few industries for which Central Government has administrative responsibility. Considering that a major portion of labour disputes is settled at the conciliation stage, and conciliation itself is a time consuming process, the number of conciliation officers was increased during the year. The Ministry set up a machinery for bringing together representatives of employing Ministries to consider points of dispute in public undertakings. This machinery has been functioning satisfactorily. The award of the Coal Tribunal, which was to have expired in the year under report, was extended further as a result of the Ministry's intervention. Major recommendations of the Working Journalists' Wage Board were accepted settling thereby a dispute of long standing. A clearer basis for fixing dearness allowance for bank employees was evolved. There was generally a widening of the scope of consultation between employers and trade unions as evidenced by the large number of bi-partite and tri-partite meetings held with different interests during the year.

The Labour Appellate Tribunal became functus officio in May 1959 after the disposal of cases pending before it. In the meanwhile, the Law Commission in its report suggested the revival of this body in order to decrease the current burden on the Supreme Court and High Courts because of appeals on industrial tribunals' decisions. While arrangements have been made informally by parties to the disputes to review the pending cases before the courts, under the Code of Discipline, the Law Commission's recommendation regarding the revival of the Appellate Tribunal has to be considered in case of formal recourse is to be had to higher seats of justice. This subject figured prominently in the recent tri-partite discussions but so far there has been no unanimity of views. Any action on such an important aspect of industrial relations machinery will have to be considered along with various other suggestions which have been made for changes in the current arrangements for maintaining peaceful industrial relations.

Government had always stressed the importance of timely advice to parties in matters which cause industrial disturbance. In this context, a welcome variation in the existing arrangements for settling industrial disputes made in two States needs to be noted. In those States Labour Commissioner's office, has been set up a small cell which operates well in advance of pressing in service of formal machinery. The arrangement is that in cases where an employer or workers have some problems which they think will lead to a dispute, good offices of the 'prevention cell' are requested for, and attempts made to settle points of difference. This aspect of securing industrial peace through avoidance of strife requires to be watched with interest with a view to modifying the approach for making it more effective as also extending it to other areas.

Code of Discipline and Conduct.- The code of discipline and its working received considerable attention at the hands of employers particularly and also in some public comment. The code itself has few new elements outside those which have been embodied in legislation but it symbolises Government's current policy to promote on a voluntary basis industrial peace with the co-operation of employees and workers. It is a policy which is in the line with a recommendation of the Second Plan to avoid adding to, and complicating, the existing system of labour legislation. One can quote statistics of time lost in industrial disputes in support of a claim that since the ~~introduction~~ introduction of the code, work stoppages have been on the decline, but even assuming the dangers in interpreting these statistics over short periods, there can be no two opinions about the value of better climate of industrial relations, which is slowly being created. There is an awareness among employers' and workers' organisations that an impartial agency will judge their action, investigate into complaints against them and bring them before the bar of public opinion if they are found in the wrong. The fact that each party accuses the other for the responsibility for a breach of code is perhaps an indication of its effectiveness. This is no mean achievement for a code which has absolutely no legal sanctions to it, existing or impending.

The following statistics on the working of the code till December 1959, i.e., for 18 months since its acceptance, are important:-

- (i) Breaches of the code: cases reported - 777.
- (ii) No action necessary after initial scrutiny 226 cases.
- (iii) Cases belonging to States - 180.
- (iv) Balance - 371.
- (v) Cases settled or breaches brought home to erring parties - 242.
- (vi) Percentage:  $\frac{242 \times 100}{371}$  65 %

No further interpretation of these statistics is called for.

Yet another aspect of industrial relations which was referred to in the Second Five Year Plan, division in trade union ranks, and to which a similar voluntary treatment was administered, was the evolution of inter-union Code of Conduct in May 1958 to regulate the relations between rival unions with a view to reducing inter-union rivalry. The working of the code also has been satisfactory as would be seen from the analysis which shows that in about 53 per cent of cases breaches of this code were brought home to the respective unions.

Joint Consultation.- Some related aspects of industrial relations ~~also~~ also require a mention. Works Committees, which are a statutory obligation, were reported to be functioning ineffectively. During the year under report Government undertook to investigate through a non-official agency the validity of otherwise of this claim. A detailed report was made on the functioning of works committees in one of the important industrial centres in the country. The report revealed that these committees have not been as ineffective as they have been made out to be. Indeed, in the establishments where they are being used, there is a demand from both employers and workers and even from trade unions connected with them that they should continue their good work. Analysis of the functioning of works committees in establishments within the jurisdiction of the Central Government points to the same conclusion. In a tri-partite committee appointed by the Indian Labour Conference this expert analysis was endorsed. The committee has suggested for the consideration of the Indian Labour Conference ~~this expert analysis~~ some specific demarcation of function which the works committees should take up and those where the trade unions should have the exclusive right to bargain collectively with the employer. It is hoped that once there is a clear appreciation of the functions of the works committees on all sides, their working will be more effective.

Co-operation between employers and workers was taken a stage further in the experiment of joint management councils set up in selected establishments on a voluntary basis. This constitutes a departure from traditional attitudes of employers and trade unions. As all such departures are accepted with some mental reservations, it was found in the initial stages a reluctance both on the sides of employers' and workers' organisations to make the experiment a success. The reluctance on the part of employers is perhaps natural; the way it found public expression was through the alleged incapacity of workers' representatives to understand management functions and the need to educate them for such responsibilities as the joint management councils devolves on them. On behalf of labour, the apprehension appears to be that the area of participation promised through these joint management councils was inadequate to meet workers' aspirations. It is regretted that the 50 units which employers in the public and private sectors voluntarily promised to offer for experimenting with joint councils have not been forthcoming in spite of repeated requests. Government,

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therefore, organised a meeting of employers' and workers' representatives in joint management councils already in operation to see the modifications that are necessary in order to give this approach a more constructive turn.

Government has all along maintained that the success of the country's Plans depends to a large extent on the understanding with which labour adjusts itself to new conditions and responds to the call for increased production. Workers' Education programme drafted for this purpose, has been operating with some measure of success during the year under report. Ten centres where work has been started to prepare worker-teachers who in turn, educate the rank and file, have already started functioning more or less in all stages. The programme is run with the full co-operation of all the employers' and workers' organisations. There is a continuous watch kept on the programme for making rapid strides, both intensive and extensive, within the limits of the resources available. Workers' Education Board, a semi-autonomous registered body, is operating the scheme. It is intended that side by side with the progress of imparting basic training to workers, some selected personnel from the working class, would be prepared for joint consultation in order to meet a part of employers' resistance to the setting up of joint councils and also for operating the existing councils with a greater measure of success.

Wages and Social Security.- As pointed out earlier, there is a basic difficulty in securing adequate wage data to determine the progress made by labour in real terms. In a large number of cases, settlements are reached at the conciliation stage in State Governments. There is no regular system yet of securing a periodic appraisal from State Governments based on the analysis of such settlements. In such a situation all that can be done is to take an overall view of events in certain important industries on the wage front. In the year under report, the wage structure of three industries, namely, cotton textiles, cement and sugar, was under examination by wage boards. In the iron and steel industry, the agreement between Tatas and their union has brought about some improvement in the wage scales. There was also a settlement of the wage and dearness allowance dispute in important textile centres in the South. No substantial change in the earnings of miners were reported during the year.

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A phased programme of applying Minimum Wages Act to employments in mines, not covered by the Minimum Wages Act, ~~tax employments~~ is under Government's examination. The minimum rates of wages were fixed or revised in some scheduled employments by the Central Government and in Bihar, Bombay, Delhi, Madras, Punjab, Rajasthan, and Uttar Pradesh. In plantations in Assam and West Bengal, the recommendations of the Minimum Wages Committees have been implemented.

Bonuses also on the whole remained at a moderate level. The recent agreement in Ahmedabad and the agreement in the tea ~~industry~~ industry in the Northern and North-Eastern regions to continue for later years the basis of bonus payments for 1953-56, require a mention.

During the year an important aspect of workers' earnings, namely, bonus, came in for authoritative judgment in the Supreme Court. The Court decided that the principles as laid down in the Labour Appellate Tribunal formula, were sufficiently flexible and equitable for their general application to industry. Whether this weighty pronouncement by itself is sufficient to remove the whole area of bonus disputes from the industrial scene remains to be seen. There are many complicating factors in the situation, the important one being the provision of replacement costs. The contending parties themselves have to come together to evolve for bonus formation the limits within which such provisions should be permitted. To help the process of reaching agreement, a study has been undertaken at the Ministry's instance by the National Council of Applied Economic Research on various aspects of replacement costs in some specified industries. The general principles coming out of this study will, it is hoped, be useful to secure a settlement on essentials.

Of equal importance are the two wage boards' reports recently submitted to Government. Both reports are unanimous in regard to the main recommendations though in one of them there is a complaint from employers' representatives that some processes essential for wage determination had not been completely gone through by the Board. The popularity of this manner of settling wage disputes can be seen from the fact that in two of our important exporting industries, namely, plantations and jute, there is a demand from both the sides for constituting a wage board to settle the structures of wages.

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In regard to social security it may be mentioned that the coverage of the Employees' State Scheme was widened; families of workers continued to get benefits under the scheme on a scale somewhat moderate than the one enjoyed by insured persons. The Employees' Provident Fund scheme now covers about 80 per cent of industrial workers. It is a happy thought that the Small-scale Industries Federation has recently agreed to accept the provident fund liabilities at a rate of 6-1/4 per cent in units having 20 or more persons. The extension of provident fund scheme to units so far uncovered is thus going according to schedule. The Second Plan recommended integration of social security benefits. Government got this question examined with the help of a Study Group which came to the conclusion that the existing basis of contributions was not sufficient to operate an integrated scheme and conversion of a part of the benefits into pensions. The delay in integration of social security provisions is thus linked with the decision on enhancing the rate of provident fund contribution from 6-1/4 per cent to 8-1/3 per cent. The process of examining the working of individual industries and deciding which of them can bear the additional burden necessarily takes time. There is also a reluctance of some of workers' organisations to convert the provident fund contributions into pensions. All these difficulties will be taken into account by Government and a decision on the subject will be taken after consulting the Indian Labour Conference.

Working Conditions.— The main responsibility for maintaining appropriate working conditions naturally is with employers, but the dictum "the best way is the safe way" does not appear to have been fully appreciated by some of them. The year under report has shown a small improvement in accident rate, though even with this improvement the rate is at a disconcertingly high level. To secure better implementation of legislation on working conditions, which ultimately has its effect on the rate of accidents, the strengthening of inspectorates was considered in the last Labour Ministers' Conference. The twin difficulties in this regard are (a) lack of adequate personnel and (b) insufficient incentives for those who take to inspection work. Steps will be taken in current year to overcome them.



In an economy where small-scale industries have to be encouraged as a matter of public policy, there is another angle from which the administration of legislation of the type of Factories Act requires to be viewed. Very often complaints are made that such protective legislation and the multiplicity of statements to be sent to different departments of Government impose undue burdens on a small entrepreneur. In a meeting which the Ministry recently had with the Small-scale Industries Federation, this question was fully discussed and the Federation has been assured that any legitimate difficulties that they bring forward will be viewed by Government with utmost sympathy. On a specific point regarding the reduction in the forms and statements there is already a working group set up by the Small-scale Industries Board, the report of which will receive due consideration.

It has become increasingly evident during the last year that labour's opposition to rationalisation has assumed a constructive form. Workers have shown a realisation that any improvement in their living conditions is intimately bound with ~~enlarging~~ enlarging output per unit of input. The discussion on the draft principles which Labour Ministry had drawn up for efficiency in production has also been taking a positive turn. In all this work the National Productivity Council which has been operating for the last 18 months has been working in close collaboration with the Labour Ministry. The educative work which the National Productivity Council is doing is considerably assisted by the productivity surveys undertaken by the Central Labour Institute. It is hoped that when the Institute starts operating on a full scale it will intensify its survey work which is so essential to industrial units for their better efficiency and also to the National Productivity Council for its educational activities.

Employment and Training. - One of the most difficult problem which the country faces has been to provide employment openings to all those who enter the labour force from year to year. The large population base, preponderance in the economy so far of self-employed persons and dependence on agriculture with its use of traditional methods of production introduce, apart from unemployment, a fair measure of under-employment in the system. In recent years growth in industrial production has not reflected itself in sufficient employment opportunities mainly because new industrial units have adopted techniques similar to those of countries which are short of labour.

Technological transformation is still proceeding in the transport sector. This displaces a large number of persons engaged in non-mechanised transport; additional transport equipments do not provide commensurate employment. In an economy where the standard of living is not increasing rapidly enough, room for engaging a larger proportion of persons in trading activity is limited. All these are manifestations of basic underdevelopment which characterises an economy mainly dependent on agriculture. Diversification of the production activity has thus become the core of our development process. The performance of the economy in terms of employment in recent years has to be viewed against this background.

Employment in the 1st and 2nd Plans.- Though unemployment in varying degrees has been in existence over a period of years, in drawing up and implementing earlier plans of development, other considerations have played a larger part. The First Plan being primarily designed to correct imbalances in the economy which had emerged from the war and post-war periods could not give sufficient prominence to the problem of unemployment. The final picture for the plan period was that the employment target as originally envisaged was more or less achieved. The target itself, it was recognised, was inadequate for accommodating an equivalent of even the new entrants to the labour force over the period. With the operation of the First Plan, therefore, the number of persons on the live registers of employment exchanges (the only regular source of information on trends in unemployment) went up significantly.

The Second Plan started with a backlog of unemployed estimated at 5.3 million and with the prospect of adding roughly 10 million new entrants to the labour force. Though the plan had indicated expansion of employment opportunities as one of its principal objectives, it was recognised that to absorb 15.3 million persons in economy was beyond the reach of the Plan as it emerged. While emphasising that the employment problem had to be looked at from the long-term point of view, the Plan aimed at preventing at least deterioration in the unemployment situation in the course of the five-year period. There was also the expectation that with irrigation facilities provided for in earlier years, development programmes for rural areas and the programmes for village and small industries, some measure of relief to the under-employed would be secured.

As the Plan progressed, the original outlay of 48,000 million rupees in the public sector and the expected investment in the private sector underwent a change in real terms. The combined effect of this change was to reduce employment opportunities roughly by two millions (from 10 millions as originally planned to 8 million). This revised target is likely to be realised. About 1.5 million persons would be absorbed in agriculture and allied occupations and of the balance of 6.5 million, it is estimated that the first four years of the Plan should have provided employment to 4.5 to 5 million. It is expected that the remaining employment opportunities would be created in the coming year.

Employment Situation - 1959.- The comparative position of the live registers of the employment exchanges for the last four years is shown the table below. While the rate of increase during 1959 has been somewhat lower than in the earlier year, the limitations on the employment exchange data are such that it would be difficult to draw precise conclusions from them. But, whatever, be the limitations, it is necessary to take note of increasing numbers on the live registers.

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December 1956	-----	758,503
December 1957	-----	922,099
December 1958	-----	1,183,299
December 1959	-----	1,420,901

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The situation in different industries can now be broadly described. The beginning of 1959 witnessed improvement in the cotton textile industry with which in the year 1958 was affected by closures. During the year under report, some gains were ~~recorded~~ recorded in employment and the improvement accruing thereby was maintained throughout the year. Old stocks with the mills were a disturbing feature in 1958 but these were cleared during 1959 even as production showed an increase. While there seems to be some curtailment in shift working, the overall employment situation in the cotton textile industry can be considered to have returned to normal. There were, however, difficulties of a temporary character in some textile centres. Engineering employment also had suffered in 1958 because of shortage of raw materials consequent on the difficult import situation. With increased production of steel, employment in the engineering industry appears to have picked up. The art silk industry which experienced some difficulties in 1958 had by the end of that year itself secured adequate supplies of raw materials, the employment position therein does not appear to have registered a significant change. Expansion in the output of coal and the increasing production of iron ore, etc., are factors which indicate that in the mining sector ~~some~~ additional employment should have been generated.

The plantation industry complained of closures in 1958 but no significant reports regarding reduction in employment in the industry came to Government's notice in 1959.

The above picture is necessarily in broad terms. There are considerable gaps in data over the whole area of employment and unemployment which are being gradually removed. There is now more information on the mechanism of employment generation and over the last few years the methods used for assessing employment effects have also been improving. The need for strengthening statistics in this field is recognised and it is hoped that over the next few years more precise assessment of the behaviour of the economy in terms of employment will be possible. The overall unemployment picture in the country has, therefore, to be built up by piecing together such information as could be obtained from different sources and bringing to bear upon it some measure of judgment. The scheme of Employment Market Information sponsored by the Ministry of Labour will provide another useful source of data. It will, however, take some time before a coordinated picture of employment market would emerge.

Important Activities of the D.G.R. & E.- Apart from employment assistance, the craftsmen training programmes and the allied work, an activity which is being developed since 1958 for redeployment requires to be specially noted. The need for this arises, once it is granted that (a) employment has to be found at increasing levels of productivity, and (b) the economy has to be prepared to take care of persons (i) who are surplus to requirements in a unit, or (ii) who are likely to be affected because of closure of establishments priced out of the market. These situations envisage labour mobility, geographical as well as occupational. In a vast country like India though employment in an industry as a whole may not go down, requirements of persons in regions where new units in an industry are developing will not be met by surpluses available in other centres. In all these cases apart from the human problem such displacement would entail, the skills developed in a region over a period of years go waste and the time required for training new recruits becomes a national loss. To tackle such a situation at least in regard to construction projects the National Development Council accepted the principle of setting up of a machinery at the Centre and in the States for coordinating shortages and surpluses of different categories of personnel affected by new projects undertaken and those at various stages of completion. Experience of this machinery at the Centre, though limited, has not been unhappy. With suitable expansion of this machinery it may be possible to facilitate (i) redeployment of personnel not required in the region, (ii) assessment of regional shortages and/or surpluses for reporting to a central agency, (iii) forecasting trends of employment in different industries for new skills required and organising suitable training or retraining programmes, and (iv) provision of short duration work places to persons suffering from frictional unemployment. Such organisation may in the first instance cater to the requirements of all industry

by having within it units for different industries but what may be ultimately necessary is a separate organisation for each industry. Government policy is to sponsor programmes of training craftsmen in various trades in which shortages are predominant. Before the commencement of the Second Plan, the capacity of this training programme was 10,534 seats. The sanctioned capacity was proposed to be expanded by creating 20,900 seats under the Second Plan. Taking account of the need for a large number of craftsmen in the country, the target of additional seats was subsequently revised to 30,000 and the expansion has been substantially achieved.

A programme for training apprentices has also been undertaken by the D.G.R. & E. as a part of the Second Plan. Under this scheme it was originally proposed to introduce 7,100 seats in various States. The progress in the introduction of seats has been rather slow. The question of legislation making it obligatory on the industry to train apprentices is under consideration.

Prospects for the Third Plan.- A picture for the Third Plan, though it is still far from precise, emerges from what has been stated above. As against the backlog at the end of the First Plan of 5.3 million unemployed, there will be a backlog of about 7.5 to 8 million to contend with at the end of the Second Plan. Estimates for new entrants to the labour force between 1961-66 worked out on different assumptions show that the most optimists of them places the numbers at about 14.5 million. It is, therefore, evident that to make a sizeable impact on the unemployment problem, the minimum objective must be to try to absorb at least an equivalent of new entrants to the labour force during the Third Plan. Any increase in the backlog of the unemployed from plan to plan is undoubtedly a matter for anxious consideration.

Unemployment affecting educated categories requires a separate mention though, as was observed in the Second Plan, the employment needs for this group cannot be viewed in isolation. Basically, the relief to educated unemployed will come only through quickening the process of development. Indeed, rapid development itself makes a large demand for the services of the educated and it is not surprising that in the midst of educated unemployment, one should find shortages of various kinds of technical personnel. Considerable expansion of technical education has taken place in the last 10 years and more especially since the beginning of the Second Plan, and the products of the new institutions will be available for the development envisaged in the Third Plan.



# Chapter 6. General Rights of Workers

## 63. Individual Contracts of Employment.

India - April 1960.

### Industrial Employment (Standing Orders) (Madras Amendment) Bill, 1960.

Shri R. Venkataraman, Minister-in-charge of Industries introduced in the Legislative Assembly of the State on 18 April 1960, a Bill to amend the Industrial Employment (Standing Orders) Act, 1946, in its application to the State of Madras.

According to the Statement of Objects and Reasons of the Bill, in section 2(c) of the Industrial Employment (Standing Orders) Act, 1946 (Central Act XX of 1946), the Certifying Officer is defined as "the Labour Commissioner wherever he exists, or in his absence, an officer appointed by the appropriate Government by notification in the Official Gazette to exercise in such area as may be specified in the notification the functions of a Certifying Officer under this Act". In this State, the Commissioner of Labour is functioning as the Certifying Officer under the Act. The Industrial Employment (Standing Orders) Act, 1946, applies to establishments wherein 100 or more workmen are employed. With the application of that Act to all factories as defined in the Factories Act, 1948 (Central Act 63 of 1948), about 4,546 additional factories will submit standing orders for certification. It is necessary and desirable that the certification of standing orders of all these factories is completed as expeditiously as possible. If the Commissioner of Labour alone were to be the Certifying Officer, it will take a long time to complete the work of certification. It is, therefore, necessary to amend the Act suitably making provision therein for appointment of additional officers as Certifying Officers.

There is at present no provision in the Act enabling the State Government to prescribe any fee for the certification of standing orders or for the modification thereof. As it is considered necessary to levy a small fee, it is proposed to amend section 15 of the Act suitably to empower the State Government to make rules prescribing the fee.

The Bill seeks to achieve the above objects.

(The Fort St. George Gazette, Part IVA,  
Extraordinary, 18 April 1960, pp. 157-159).

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Draft Mysore Industrial Employment (Standing Orders)  
Rules, 1960.

The Government of Mysore published on 14 April 1960 the draft of the Mysore Industrial Employment (Standing Orders) Rules, 1960, proposed to be made in exercise of the powers conferred under the Industrial Employment (Standing Orders) Act, 1946. The Rules prescribe the Model Standing Orders for the purpose of the Act and the procedure for the certification of Standing Orders. The Rules will be taken into consideration by the Government.

(The Mysore Gazette, Part IV, Section 1c,  
14 April 1960, pp. 779-799 ).

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64. Wage Protection and Labour Clauses in Employment  
Contracts with the Public Authorities.

India - April 1960.

Working of Payment of Wages Act, 1936, in Mines during  
1958.

During the year under review, 3,505 inspections were made and 10,180 irregularities were detected, as against 4,258 inspections and 16,742 irregularities during the preceding year. It will thus be observed that the number of inspections made have declined during the year as compared to the previous year. This may be due to the fact that a number of ~~mines~~ posts of labour inspectors remained vacant during the year under report. The Dhanbad region, where a large number of mines are concentrated, alone accounted for 5,323 irregularities, forming a little more than half of the total irregularities. A region-wise break-up of irregularities detected during 1958 according to their nature is given in the table below:-



Nature of Irregularities.	Regions						Total	
	Coimbatore	Madras	Dhambad	Bombay	Jabalpur	Kanpur.		
	1958	1958	1958	1958	1958	1958	1957	1958
Non-display of notices of date of payments and list of Acts or omissions. ---	20	534	614	64	523	14	2,117	1,769
Non-maintenance of registers.	23	575	601	86	280	41	1,479	1,606
Improper maintenance of registers.	2	468	1,925	26	155	4	5,970	2,580
Delayed payment of wages.	25	542	1,233	107	261	24	3,611	2,192
Non-payment of wages.	-	521	-	-	-	-	1,972	521
Unauthorised deductions.	-	10	4	-	3	11	69	28
Imposition of fines.	-	8	20	1	2	-	22	31
Deduction of loss & damage.	-	1	10	-	11	-	29	22
Recoveries of advance.	-	-	22	6	80	-	29	108
Others.	15	190	894	6	214	4	1,444	1,323
<b>Total.</b>	<b>85</b>	<b>2,849</b>	<b>5,323</b>	<b>296</b>	<b>1,529</b>	<b>98</b>	<b>16,742</b>	<b>10,180</b>

It will be observed from the table that this year also the irregularities in respect of "Improper maintenance of registers" were the highest forming about one fourth of the total (35.8 per cent in the year 1957). Irregularities regarding "Delayed payment of wages" formed 21.5 per cent as in the previous year. The fall in the total number of irregularities detected during the year under review is an indication of the vigilance of Inspectors and growing consciousness amongst the employers to comply with the provisions of law. It also indicates their growing interest towards the betterment of workers' lot.

In view of the prompt action taken by inspectors, the progress of rectification of irregularities was quite encouraging during the year 1958. Out of the total 10,180 irregularities detected, 7,588 irregularities were rectified as against 12,445 in the preceding year. Of these rectified irregularities, 66 per cent were rectified within 3 months, 20 per cent within 3 to 6 months, 9 per cent within 6 to 9 months and the remaining 5 per cent from 9 to 12 months. Only 2,590 irregularities were pending rectification at the end of the year as compared to previous year's figure of 4,273. Only two cases of irregularities detected were contested by the employers as against 24 in preceding year.

Under Section 15 of the Act, 111 applications for delayed payment of wages were filed during the year under review, as against 48 in the preceding year. Out of the 111 cases filed in the year 1958, 29 cases were decided in favour of employees, 11 cases were dismissed or dropped by the courts as the payments were subsequently made before the hearing and one case was dismissed for non-appearance. Seventy cases remained pending at the end of the year. The total amount awarded to the employees in respect of claims preferred was Rs.354,152.91 nP. as against Rs.59,857 in the preceding year. There was no case of illegal deductions during the year 1958.

Rule 18 of the Payment of Wages (Mines) Rules, 1956 enjoins upon every employer to submit an annual return giving details of the number of persons employed, total wages paid and deduction made on account of fines, damages etc. In all, 1,384 mines submitted these returns in the year under review as against 790 mines during the preceding year. The number of persons employed in mines submitting returns, was 497,367 of which 421,238 were men and 76,129 were women. The total wages paid during the year to all these workers were about 910 million rupees.

No prosecution was launched under the Act during the year under review.

The working of the Act has shown satisfactory progress during the year 1958 inspite of some practical difficulties like lack of transport facilities to Inspectors, inadequacy of the Inspection staff, lacuna in some provisions of the Act and Rules, which need early solution. The Act has, on the whole, been of great help to the workers in preventing mal-practices associated with the payment of wages. On account of regular inspections of the mines and follow-up action, the number of irregularities has declined as compared to the previous year.

(A similar review for 1957 was reported at Section 64, pp.30-31 of the report of this Office for June 1959).

(Indian Labour Journal, Vol.I, No.3,  
March 1960, pp. 280-283 ).

67. Conciliation and Arbitration.

India - April 1960.

Improvements to Negotiating Machinery in Railways:  
Discussions with Workers' Organisations.

In a Press Note issued on February 7, 1960, the Ministry of Railways says that the question of effecting improvements in the negotiating machinery in vogue on the railways, including provision for arbitration, was discussed at a meeting between the National Federation of Indian Railwaymen and the Railway Board on 6 February 1960. The Board explained that the Federation had been consulted in the past on certain matters affecting labour and it was decided that the Federation would continue to be consulted in matters of major policy affecting large bodies of railway staff before taking a final decision.

The question of provision of arbitration machinery at all levels was discussed and it was agreed that while the present procedure of arbitration at the Board level should continue, the subjects raised at various levels should be speedily settled ~~for~~ or brought up to higher level in the event of disagreement. It was also decided that whether a matter is sufficiently important to be referred to arbitration would be decided between the Railway Board and the National Federation of Indian Railwaymen by mutual discussion.

The Federation represented that the procedure of placing the award together with the reasons for any modification or rejection of it by Government before the appropriate legislature under the Industrial Disputes Act should also be made applicable to awards given by the tribunals set up under the permanent negotiating machinery terms. The Board promised to consider this matter.

(Indian Information, Vol. 3, No. 3,  
1 March 1960, pp. 97-98 )

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Coal Mines Prices Increased: Consequence of Increased  
Labour Cost.

According to a press report published on 3 April 1960, to compensate the coal industry for the additional incidence of cost it will have to bear as a result of implementation of the Das Gupta Award (for details see pp.79-85 of the report of this Office for the month of February 1960) and of the Mines (Amendment) Act, 1959 (for details see pp.120-122 of the report of this Office for the month of November-December 1959), and payment of enhanced dearness allowance to colliery workers consequent on an increase of more than 10 points in the All-India Consumer Price Index Number during July-December 1959. The Government of India has increased the price of coal by 81 nP. per ton and that of hard and soft coke by Re.1.08 per ton from 1 April 1960.

The increase of 81 nP. in the price of coal has been worked out as follows: (a) 6 nP. in respect of the Das Gupta Award; (b) 25 nP. to meet the higher expenditure arising out of implementation of the Mines (Amendment) Act; and (c) 50 nP. to cover the increased Dearness Allowance.

(The Statesman, 3 April 1960 )

CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.

INDIA - APRIL 1960.

71. Employees and Salaried Intellectual Workers.

Staff Councils set up in Ministries to improve Efficiency.

According to a press report published on 10 April 1960, staff councils elected by Government employees now function in each Union Ministry to discuss methods for improving the standards of work and conditions of service. The councils, formed on the lines of the British Whitley Councils, afford an opportunity to employers and employees to understand each other's point of view and settle questions at issue. Also the personal contract between officers and staff develops cordial relations between them and encourage the staff to take a keener interest in their work.

(The Statesman, 10 April 1960).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - APRIL 1960.

81. Employment Situation.

Employment Exchanges: Working during January 1960.

General employment situation.- According to the Review of activities of the Directorate General of Resettlement and Employment during the month of January 1960, the number of registrations decreased to 193,515 as against 220,310 of the previous month showing a fall of 26,795. The number of applicants on the Live Register stood at 1,425,589 at the end of January 1960 as against 1,420,901 of the previous month showing a rise of 4,688. The number of employers who utilised the services of employment exchanges decreased to 7,633 during the month as against 7,866 in December 1959. The number of vacancies notified was 33,214 as against 35,553 of the previous month showing a fall of 2,339. The number of placements was 22,106 during the month under review as against 21,858 during December 1959 showing a rise of 248. The number of submission made against the vacancies notified was 143,709 as against 155,670 during the month of December 1959 showing a fall of 11,961.

Employment situation in general in the States.- The overall employment situation as reported by the various State Directors of Employment showed an improvement as compared to previous month in the closing month of January 1960. States of Andhra Pradesh, Kerala, Madras, Madhya Pradesh and Uttar Pradesh, while a decline was observed in the States of Bihar, Bombay, Delhi, Orissa and Rajasthan. The employment situation was reported to have remained static in the States of Punjab and West Bengal.

Shortages and Surpluses of Manpower.- Shortage was widespread in respect of fast typists, experienced stenographers, midwives and nurses, accountants, trained teachers, draughtsmen and compounders, experienced engineers, doctors, electricians, laboratory technicians, X-Ray technicians, physical training instructors, skilled turners and moulders.

On the other hand surpluses persisted in respect of clerks, freshers from schools and colleges, unskilled office workers, unskilled labourers, motor drivers, untrained teachers and carpenters.

Collection of Employment Market Information.- Employment Market Reports relating to Bangalore (March 1959) and Ambala (June 1959) were published and distributed.

The 5th training course for Employment Officers from various States, in the collection of Employment Market Information was completed (from 11th to 27th January 1960), 16 officers attended.

Vocational Guidance.- One more Vocational Guidance Section was opened at Ernakulam, Kerala State, thus bringing the total to 19.

Employment Assistance to Physically Handicapped.- During the month the special office for disabled at Bombay registered 12 candidates. Of these 4 were blind, 6 were deaf and dumb and 2 were orthopedically handicapped. Eight (3 in Government and 5 in private establishments) were placed in employment of whom one was blind, 3 were deaf and dumb and 4 were orthopedically handicapped.

Deployment of retrenched persons.- The Central Coordination Unit rendered employment assistance to retrenched workers in various projects during the month under report as shown below:-

	<u>No. Placed.</u>	<u>No. Awaiting Assistance.</u>
Damodar Valley Corporation -----	214	800
Bhakra Nangal Project -----	-	46
Special Cell of Ministry of Home Affairs -----	24	120

Extension of the coverage of Employment Service.- Nine additional employment exchanges were opened during the month under report in the States of Bombay, Himachal Pradesh and Uttar Pradesh thus bringing the total number of employment exchanges functioning in the country at the end of the month to 257.

(Review of the activities of the Directorate General of Resettlement and Employment during January 1960; issued by the Directorate General of Resettlement and Employment, Ministry of Labour and Employment, Government of India, New Delhi ).



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Employment Exchanges (Compulsory Notification of Vacancies)  
Act, 1959, Comes into force.

In exercise of the powers conferred under the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 (vide page 74 of the report of this Office for September 1959), the Central Government has appointed the 1st day of May 1960 as the date on which the said Act shall come into force in all the States to which it extends and in the Union territories of Delhi, Himachal Pradesh, Manipur and Tripura.

(Notification No. GSR 382 dated  
1 April 1960; the Gazette of India,  
Extraordinary, Part II, Sec. 3,  
Sub-section (i), 1 April 1960,  
page 145 ).

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Employment Exchanges (Compulsory Notification of Vacancies)  
Rules, 1960.

The Central Government gazetted on 26 April 1960, the Employment Exchanges (Compulsory Notification of Vacancies) Rules, 1960, made in exercise of the powers conferred under the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 (vide page 74 of the report of this Office for September 1959). The rules prescribe inter alia the employment exchanges to which vacancies are to be notified, the form and manner of notification of vacancies, the time limit for the notification of vacancies and the returns to be submitted by the employers.

(Notification No. GSR 477 dated 26 April, 1960;  
the Gazette of India, Extraordinary,  
Part II, Sec. 3, Sub-section (i), 26 April 1960,  
pp. 181-184 ).

Study on Employment in Public Sector.

A detailed study made by the Union Labour and Employment\* Ministry has shown that the "share of employment in the public sector in India is still very low despite our planned economy and nationalisation of essential industries and services".

Employment in the public sector, according to the report released, works out to four per cent of the total working population as against 24.3 per cent in the U.K. and 12 per cent in the U.S.A. This gives a ratio of 1:25 for India, 1:4 for the U.K. and 1:8 for the U.S.A. A summary of the findings and conclusions of the report are given below.

As a result of our development programmes under the Second Five Year Plan, the level of employment in the country as a whole has undoubtedly shown a rising trend. This rise has been shared by both the private and the public sectors. A study has been made of the impact of the Second Plan on the employment in the public sector from 1 April 1956 to 31 March 1959. A simple questionnaire was issued to all establishments in the public sector asking for the total number employed by each one of them as on 31 March, 1956 (i.e. the end of the First Plan) and the corresponding number as on 31 December 1958. Out of 27,781 establishments addressed, returns were received from 23,653 representing 85.1 per cent of the total.

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\*Employment and Unemployment Studies: No.6, Employment in the Public Sector: National Employment Service, Ministry of Labour and Employment (D.G.R. & E.), New Delhi, November 1959, pp. 110.

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Employment in the reporting establishments increased from 4,529,000 at the end of March 1956 to 5,385,000 at the end of December 1958 or an increase of 856,000. This was shared by Central Government (183,000), State Governments (441,000), Quasi-Government establishments (155,000) and Local Bodies (77,000). Of the total increase, new establishments that came into existence during the Second Plan period reported employment of 330,000 at the end of December 1958. The total increase of employment in the public sector worked out to 18.9 percent during the period.

In Central Government, the largest increase took place in the railways in which employment increased from 1,026,000 in March 1956 to 1,108,000 in March 1958 or an increase of nearly 82,000. Administrative departments in Central Government provided additional jobs for about 45,000, Posts and Telegraphs for 37,000, educational ~~institutions~~ and scientific services for 10,000 and medical and health services for about 1,700. Activities connected with mining and quarrying generated additional employment for nearly 4,000 and the C.P.W.D. for 4,500 not counting those employed ~~directly~~ under contractors.

Under State Governments, the administrative offices reported an increase of 210,000 which included persons employed in community development and the national extension service, improvement of agriculture, social welfare, labour welfare etc. Expansion of educational and scientific services led to additional jobs for 67,000, medical and health services for 33,000, construction (not counting contractors' labour) for 93,800 and generation and distribution of electricity for 6,000 persons. The manufacturing sector led to additional employment for 11,000 persons.

In Quasi-Government undertakings, there was an increase of about 50,000 in the manufacturing sector, most of which was in iron and steel plants. Establishments (e.g. National Small Scale Industries Corporation, Village Industries Commission, etc.) which have been classified under the head "administrative" provided additional jobs for nearly 25,000. There was an increase in employment of 29,600 persons under Insurance which was mostly due to a shift of employment from the private to the public sector arising from the nationalisation of Life Insurance. Expansion of banking services also created new opportunities for 9,500. There was additional employment for 12,000 persons in the generation and distribution of electric energy.

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Municipalities and panchayats and other local bodies reported an increase of 77,000 persons. Of these 4,800 were identified as belonging to educational service, 1,600 to medical and health services and 5,300 to transport. A complete classification of the increase in employment in local bodies has not, however, been possible.

Analysing the additional employment in different industries and services in the public sector as a whole, over half the increase (484,000) occurred in 'services' which included the administrative offices, educational services, medical and health services and legal, community and personal services. Transport and communications including railways, road transport, posts and telegraphs and information and broadcasting led to additional employment for nearly 140,000. Employment generated in construction (not including Contractors' labour) provided jobs for over 100,000 of persons. This figure does not, however, represent the total employment generated in this activity as it does not include those who were employed by contractors. In addition there was a rise of employment to the tune of 58,000 in the manufacturing sector (which includes factories concerned with the manufacture of antibiotics, chemicals, fertilizers, insecticides, telephones, machine tools etc.), 34,000 in trade and commerce (includes Life Insurance Corporation where there was a shift of employment from the private to the public sector owing to nationalisation, State Bank of India, Industrial Finance Corporation etc.), 19,000 in electricity, gas, water supply and sanitary services and 11,000 in mining and quarrying (includes collieries, Oil and Natural Gas Commission and Indian Bureau of Mines).

Based on the returns received from the establishments in the public sector and after making allowance for employment in the defaulting establishments, it is estimated that the total number employed in the public sector as a whole was 6,225,000 at the end of 1958, of whom 2,065,000 were in Central Government, 2,714,000 in State Governments, 528,000 in Quasi-Government Establishments and 918,000 in Local Bodies.

Returns received from the public sector establishments for the quarter ended March 1959 indicate that there has been an increase of 2.4 per cent in employment during January - March 1959. Applying this rate of increase to the number employed in the public sector at the end of December 1958, the total employed at the end of March, 1959 can be estimated as 6,374,000. This figure does not, however, include the armed forces, staff employed in Indian Missions abroad, contract labour engaged on construction, extra departmental employees of the posts and telegraphs department, part-time staff employed by Government departments and the staff employed in aided institutions such as schools and hospitals.

Employment in the public sector works out to 4 per cent of the total working population in India. The corresponding percentage was 24.3 in Great Britain and 12.0 in the U.S.A. in 1950. This indicates that one out of 25 in the working population is engaged in the public sector in India as against one out of 4 in U.K. and one out of 8 in the U.S.A. Although these figures are not strictly comparable, it is clear that the share of employment in the public sector is still very low despite the planned economy and nationalisation of essential industries and services.

From the estimates made, it is observed that the total employment in the public sector increased from 5,235,000 in March 1956 to 6,374,000 in March 1959 or an increase of 1,139,000. This indicates that the growth of employment in the public sector has been at the rate of 6.8 per cent per annum during the first three years of the Second Plan.

Employment Policy. - Comparing the employment targets in the public sector during the Second Plan, it is observed that 44.7 per cent of the Plan target has been achieved during the first three years. This percentage would be certainly more if correct figures of employment in construction were available.

The Planning Commission recently estimated that, in both the private and the public sectors put together, 3 out of a revised target of 6.5 million jobs have been created during the first three years of the Second Plan. This comes to 46.1 per cent of the total employment target under the Plan. There is thus close correspondence between the achievements estimated by the Planning Commission in respect of total employment and the actuals observed in the public sector.

In interpreting the employment targets realised so far, it has to be kept in mind that some of the large investments made during the first half of the Plan will begin to mature in terms of employment in the second half of the Plan as borne by our experience in the first Five Year Plan. Despite the difficulties of foreign exchange and increase prices, it may be observed that the employment targets have been reached in a satisfactory manner during the first three years of the Plan period. It can be anticipated that during the remaining years of the Plan period, employment will be generated at an accelerated pace as a result of the multiplier effect of investments already made and also as a result of investments yet to be made.

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83. Vocational Training.

India - April 1960.

Labour Ministry's Training Scheme: Working during  
January 1960.

According to the Review of the activities of the Directorate General of Resettlement and Employment during the month of January 1960, there were 150 institutes for training of craftsmen; 3 Orientation Centres for educated unemployed; 53 undertakings imparting Apprenticeship Scheme and 10 centres holding evening classes for industrial workers. The total number of seats in all these centres and undertakings was 89,110, whereas the total number of persons undergoing training was 33,385.

Stores and Equipment.- Under the U.N.T.A.A.(I.L.O.) Air Programme 5,819.05 rupees was reported to have been received at various Training Centres and Institutes during the month raising the value to 13,397.49 rupees at the end of the month.

(Review of activities of the Directorate General of Resettlement and Employment during January 1960; issued by the Directorate General of Resettlement and Employment; Ministry of Labour and Employment, Government of India, New Delhi.)



## Chapter 9. Social Security

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### 93. Application.

India - April 1960.

#### VIII. Maternity Benefits

#### Working of the Maternity Benefits Acts during 1958.

The administration of the Maternity Benefit Acts is the responsibility of the factory inspectorate in various States. The Mines Maternity Benefit Act is administered in Coal Mines by Coal Mines Welfare Commissioner and in other mines by the Chief Inspector of Mines. Annual Reports on the working of the Acts prepared by the administering authorities show statistics relating to the number of women workers covered by the Acts, numbers of claims made, number of claims paid, the amount of benefit paid etc. These statistics are based on the number of establishments submitting returns and hence do not present the complete picture. During the year under report, the percentage of establishments covered by the State Acts varied from 40.0 in Madhya Pradesh to 100.0 in Bihar and Uttar Pradesh. The overall percentage of establishments submitting returns under the State Acts was 73.6. Under the Mines Maternity Benefit Act, this percentage was 59.2 for the Coal Mines and 51.6 per cent for other mines. In several industrial centres in the States women workers are covered by the integrated social insurance scheme framed under the Employees' State Insurance Act, 1948, and the State Maternity Acts cease to be operative in areas where the integrated social scheme framed under the Employees' State Insurance Act, 1948 is enforced. The Employees' State Insurance Act is gradually being introduced in more and more areas. The Statistics of Maternity Benefit paid under this Act have been presented separately in this article at the end.

It will be noted that the above factors do not allow any strict comparison of absolute figures from year to year. Therefore, in this article only certain ratio measures have been compared over the two years 1957 and 1958; but even in cases of these measures the above limitations should be kept in view while drawing any conclusions from the statistics presented.

The statistics regarding number of women covered and benefits paid is given in the following table:

Maternity Benefit paid in various States and Mines in 1958

States	No. of establishments covered by the Maternity Benefits Act.	No. of establishments submitting returns.	Average No. of women employed in establishments submitting returns.	No. of women who claimed maternity benefit.	No. of women who were paid maternity benefit in full or in part	No. of cases in which a bonus was given or maternity benefits was paid for miscarriage or death.	Total amount paid.	
					Total	From current year claim.		
Andhra Pradesh--	2,696	2,181	68,425	1,041	1,022	1,022	1	16,091
Assam --	470	246	82,563	17,897	17,335	-	21	1,547,666
Bihar --	256	256	9,479	668	687	635	7	95,467
Bombay --	4,251	2,794	50,011	2,125	2,219	1,744	5	69,743
Kerala --	1,129	860	157,771	23,923	23,328	-	1,582	1,367,970
Madhya Pradesh--	1,852	741	10,538	106	96	96	7	6,207
Madras --	2,022	1,950	47,647	1,872	1,193	1,193	565	78,253
Mysore			Returns not received					
Orissa --	125	89	2,521	81	76	69	-	6,340
Punjab --	310	282	3,317	2	2	2	-	204
Rajasthan --	194	90	1,957	46	17	17	-	890
Uttar Pradesh --	207	207	2,009	16	16	16	6	1,329
West Bengal* --	1,163	1,111	86,783	17,268	16,273	-	-	992,413
<b>Total.</b>	<b>14,675</b>	<b>10,807</b>	<b>523,021</b>	<b>65,045</b>	<b>62,264</b>	<b>4,794</b>	<b>2,194</b>	<b>4,182,573</b>
				<b>MINES</b>				
Coal --	843	499	27,997	2,481	2,643	2,541	-	108,475
Others --	2,610	1,346	55,217	5,788	5,772	5,522	620	218,301
<b>Total Mines-</b>	<b>3,453</b>	<b>1,845</b>	<b>83,214</b>	<b>8,269</b>	<b>8,415</b>	<b>8,063</b>	<b>620</b>	<b>326,776</b>

\* Unlike in 1957, the figures for 1958 in case of West Bengal include data for plantations.

The table below shows the percentage of women workers who claimed maternity benefit to the total number of women employed in establishments submitting returns and the average amount of benefit paid per case in the various States and Mines in 1957 and 1958:-

States	No. of claims made per 100 employed women		Average amount of benefit paid per case.	
	1957	1958	1957	1958
			<u>Rs.</u>	<u>Rs.</u>
Andhra Pradesh ---	0.8	1.5	28	16
Assam ---	20.1	21.7	92	89
Bihar ---	8.3	7.0	104	139
Bombay ---	4.5	4.2	35	31
Kerala ---	16.0	15.2	163	59
Madhya Pradesh ---	1.0	1.0	66	65
Madras ---	4.9	3.9	78	66
Mysore ---	9.9	N.R.	44	N.R.
Orissa ---	2.6	3.2	57	83
Punjab ---	-	0.06	-	102
Rajasthan ---	8.4	2.4	108	52
Uttar Pradesh ---	1.1	0.8	63	83
West Bengal* ---	5.0	20.0	129	61
Average ---	8.7	12.4	108	67
<u>MINES</u> ---				
Coal ---	11.3	8.9	42	41
Others ---	8.0	10.5	39	38
Average Mines ---	8.8	9.9	40	39

N.R.- Returns not received.

\* The sharp increase in number of claims made per 100 employed women in case of West Bengal is probably due to the inclusion of statistics relating to Plantations, unlike in 1957.

The following table gives statistics relating to maternity benefit paid under the Employees' State Insurance Act, 1948, during 1958:-

States	No. of women insured on 31 December 1957.	No. of women who claimed maternity benefit during the year 1958.	No. of claims accepted and paid either fully or partially during the year 1958.	Amount of benefit paid during the year 1958.
				<u>Rs.nP.</u>
Andhra Pradesh	3,838	319	318	42,879.67
Bombay	44,151	1,637	1,519	360,847.46
Kerala	6,103	779	693	79,425.23
Madras	15,499	2,277	1,566	229,286.69
Madhya Pradesh	5,527	664	438	58,811.88
Punjab	1,310	26	26	1,931.84
Rajasthan	1,822	234	163	14,766.05
Uttar Pradesh	2,011	31	29	3,429.70
West Bengal	4,047	492	446	44,699.58
Delhi	1,217	40	40	5,214.23
<b>Total</b>	<b>85,525</b>	<b>6,499</b>	<b>5,238</b>	<b>841,292.33</b>

(Indian Labour Journal, Vol.I, No.3,  
March 1960, pp. 276-280 )

VI. Compensation in case of Employment Injury or Occupational Disease.

Madras: State Legal Assistance to Workers.

The beneficial aspects of the Workmen's Compensation Act are sometimes nullified when the workmen being poor and illiterate find it difficult to put forth their claims for want of proper legal assistance before the Commissioner for Workmen's Compensation. The Government of Madras has therefore, taken a bold step in sanctioning a scheme for providing legal assistance at State cost to poor and deserving workers or their dependants for the conduct of cases under the Workmen's Compensation Act. A sum of 10 rupees per day of hearing subject to a maximum of 30 rupees for each case will be paid. In special cases provision has been made to exceed the maximum upto a total amount of 50 rupees per case. This scheme has been sanctioned for a period of one year and a provision of 1,000 rupees has been made for this purpose.

(Indian Labour Journal, Vol. I, No. 3,  
March 1960, page 306 ).

CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - APRIL 1960.

112. Legislation, Regulations, Official Safety and Health Codes.

Madhya Pradesh Boiler Inspection Rules, 1959.

The Government of Madhya Pradesh published on 22 April 1960, the Madhya Pradesh Boiler Inspection Rules, 1959, made in exercise of the powers conferred under the Indian Boilers Act, 1923. The rules deal inter alia with the qualifications and duties of the chief inspector and inspectors, administrative instructions for the registration of boilers, procedure for inspection of boilers, investigation of accidents to boilers, and procedure for appeals.

(Madhya Pradesh Gazette, Part IVA,  
22 April 1960, pp. 687-704 ).

Madhya Pradesh Economiser Rules, 1959.

The Government of Madhya Pradesh published on 22 April 1960, the Madhya Pradesh Economiser Act, 1959, made in exercise of the powers conferred under the Indian Boilers Act, 1923. The rules deal inter alia with the procedure for registration of economisers, investigation of accidents to economisers and procedure for filing of appeals.

(Madhya Pradesh Gazette, Part IVA,  
22 April 1960, pp. 704-709 ).

The Mysore Economiser Rules, 1959.

The Government of Mysore published on 28 April 1960, the Mysore Economiser Rules, 1959, made in exercise of the powers conferred under the Indian Boilers Act, 1923. The rules deal inter alia with the procedure for registration of economisers, administrative instructions for inspection, investigation of accidents to economisers and procedure for filing of appeals.

(Notification No. LLH69 FCB57  
dated 1 April 1960; the Mysore  
Gazette, Part IV, Sec. 10,  
28 April 1960, pp. 833-844).



LIST OF PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR APRIL, 1960.

INDIA - APRIL 1960.

CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF THE NATIONAL ECONOMY.

- (i) Bombay Khadi and Village Industries Act, 1960 (Act No. XIX of 1960) (Bombay Government Gazette, Part IV, 14 April 1960, pp. 161-170).
- (ii) Uttar Pradesh Khadi and Village Industries Board Act, 1960 (U.P. Act X of 1960) (Government Gazette of the Uttar Pradesh, Extraordinary, 26 April 1960, pp. 1-11).

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

- (a) The New Year Book 1960: Ed. by P.C. Sarkar; S.C.Sarkar & Sons Ltd., Calcutta-12; Rs.3.75.
- (b) New Patterns of Democracy in India: By Vera Micheles Dean; Oxford University Press, Bombay; Rs.17.50.

CHAPTER 3. ECONOMIC QUESTIONS.

- \*(a) National Sample Survey:
  - (1) No.22- Report on the Sample Survey of Manufacturing Industries,1952, pp.68.
  - (2) No.23 - Report on the Sample Survey of Manufacturing Industries,1953, pp.70.
  - (3) No. 24 - Report on Household retail trade,pp.28.  
Received from the Cabinet Secretariat, Government of India.
- \*(b) "Socio Economic Survey of Bilai Region" Part I,First sound, 1955-56. Issued by the Directorate of Economics and Statistics, Madhya Pradesh, pp.342.
- \*(c) "Seminar on Urban Community Development" - Master Plan for Hyderabad. Issued by the Indian Conference of Social Work, pp.148.
- \*(d) "Statistical Hand Book of the Indian Union,1958". Issued by the Central Statistical Organisation, Cabinet Secretariat, New Delhi, pp.189.
- \*(e) (i) Report of Indian Productivity Team - Small-Scale Industries in U.S.A., West Germany, Sweden and Japan"; pp.106.  
(ii) "N.P.C. Annual Report (1959-60)",pp.63.  
Published by the National Productivity Council, New Delhi.
- \*(f) "Labour Policy in Third Five Year Plan" - Memorandum by the Indian National Trade Union Congress, New Delhi, pp.56.

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\* Publications received in this Office.

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CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF THE  
NATIONAL ECONOMY.

- \* (a) Received from the Development Commissioner (Small-Scale Industries), Ministry of Commerce and Industry, New Delhi:
- (a) No. 12 "Combined Chrome and Vegetable Tannery", pp.11.
  - (b) No. 15 "Refining of Saltpetre", pp.10.
  - (c) No. 48 "Specialised Lady Shoe Production Units", pp.8.
  - (d) No.104 "Electric Motors(1 to 10 H.P.)", pp.16.
  - (e) No.108 "Chrome Pigments", pp.12.
  - (f) No.117 "Brushware", pp.16.
  - (g) No.127 "Sodium Silicate", pp.8.
  - (h) No.4(W) "Leather Footwear Industry(Western Region)", pp.59.
  - (i) No.34(S) "Cutlery"(Southern Region), pp.36.
  - (j) No.40(W) "Picking Bands and Leather belting(Western Region)", pp.50.
  - (k) No.42(S) "Plastic Goods Industry", pp.42.
- \* (b) Received from the Office of the Development Commissioner (Small-Scale Industries), Ministry of Commerce and Industry, New Delhi:-
- (a) Small Industry Scheme No.47 - Leather Goods Factory, pp.8.
  - (b) Small Industry Scheme No.49 - Specialised Gents' Shoe Production Unit, pp.8.
  - (c) Small Industry Scheme No.123 - Braided Cords and Tapes with Elastic Threads, pp.8.
  - (d) Small Industry Scheme No.124 - Picking Band Leather Straps, pp.8.
- (c) Problems of Food Production in an Underdeveloped Economy. The Indian Bureau of Parliamentary Studies, 16 Golf Link Road, New Delhi.
- (d) Report of Crop Loan Evaluation Committee (Part II: Case Studies): The Bombay State Co-operative Bank Ltd., Bombay-1; Rs.5.

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

- \* (a) "National Council of Women in India" - 14th Biennial Report, 1958 and 1959, pp.164.
- Inter- (b) National Law and the United Nations: By Quiney Wright; Asia Publishing House, Bombay; Rs.11.25.

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\* Publications received in this Office.

CHAPTER 8. MANPOWER PROBLEMS.

- \* (a) "Report 1959-60" of the Ministry of Rehabilitation, Government of India, pp.105.
- \* (b) Received from the Directorate of Economics and Statistics, Madhya Pradesh, of the following:
  - i) "An Enquiry into the Employment position of Registrants in Employment Exchange, Bhopal", pp.24.
  - ii) "Improvements of Labour Statistics", pp.127.
  - iii) "Hand Book on Training Facilities in Madhya Pradesh, 1958-59", pp. 120 + xx.

CHAPTER 9. SOCIAL SECURITY.

- \* "Report on the Working of the Employees' Provident Funds Scheme, 1958-59". Issued by the Central Board of Trustees, Employees' Provident Fund, Ministry of Labour and Employment, pp.16.

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\* Publications Received in this Office.