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Industrial and labour developments in May 1961

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MAY 1961.

11. Political Situation and Administrative Action.

Nineteenth Session of the Standing Labour Committee,
New Delhi, 28 April 1961: Tripartite Standing Committee
on Safety to be set up: Joint Management Councils Scheme
to be Extended: Proposal for an Institute of Labour
Relations Research Approved.

The 19th session of the Standing Labour Committee was held at New Delhi on 28 April 1961, Shri G.L. Nanda, Union Minister for Labour and Employment presiding.

Agenda.— The following were the items of the agenda before meeting:

1. Action taken on the main conclusions/recommendations of the last session of the Standing Labour Committee;
2. Industrial accidents;
3. Sanctions under the Code of Discipline;
4. Extension of the Scheme of Joint Management Councils;
5. The extent to which tripartite decisions would be binding on the parties concerned;
6. Amendment of sections 79 and 80 of the Factories Act, 1948, to provide for grant of leave according to exigencies of work in the factory and rate of payment for the period of leave;
7. Functioning of Works Committees;
8. Additional measures for protection against victimisation;
9. Amendment of the Indian Trade Unions Act, 1926, to provide for resolution of the disputes among rival office bearers of a trade union;
10. Abolition of Rickshaw Pulling.
11. Organisation of All-India tours for industrial workers.

- 12. Workers' Education Scheme;
- 13. A review of the working of the Code of Discipline and implementation machinery.
- 14. Determination of the period of functioning of a union in a unit for the purpose of recognition under the Code of Discipline;
- 15. Proposal for establishing an Institute of Labour relations Research; and
- 16. Procedure for verification of membership of unions for the purpose of recognition under the Code of Discipline.

A brief review of the memoranda prepared by the Ministry of Labour and Employment relating to the more important items of the agenda is given below:

a) Action on Report of the Committee on Conventions (Fifth Session, January 1960).- The fifth session of the Committee on Conventions recommended that I.L.O. Convention No. 63 concerning Statistics of Wages and Hours of Work should be examined from the point of view of ratification. The Convention has been, accordingly, reexamined and it has been decided not to ratify the Convention for the present as it is still not possible for India to comply with all its provisions. The position will be explained to the Committee on Conventions at its next meeting.

b) Functioning of Works Committees.- The 17th Session of the Indian Labour Conference held at Madras in July 1959 recommended that a small tripartite committee should be set up to examine the material on the subject of works committees made available to the Conference, and draw up "guiding principles" relating to the composition and functioning, etc. of such committees. In pursuance of this recommendation, a Tripartite Committee was set up. The Committee met in New Delhi in November 1959 and arrived at certain conclusions regarding the constitution and functioning of works committees.

The Committee agreed that it was not practicable to draw up an exhaustive list of the functions of Works Committees. There should be some flexibility of approach for the system to work properly. Illustrative lists of items as given below which the Works Committee should normally deal with and those which it should not normally deal with were drawn up and approved.

I. Illustrative list of items which Works Committees will normally deal with.

1. Conditions of work such as ventilation, lighting, temperature and sanitation including latrines and urinals.
2. Amenities such as drinking water, canteens, dining rooms, creches, rest rooms, medical and health services.
3. Safety and accident prevention, occupational diseases and protective equipment.
4. Adjustment of festival and national holidays.
5. Administration of welfare and fine funds.
6. Educational and recreational activities such as libraries, reading rooms, cinema shows, sports, games, picnic parties community welfare and celebrations.
7. Promotion of thrift and savings.
8. Implementation and review of decisions arrived at meetings of Works Committees.

II. List of items which the Works Committee will not normally deal with.

1. Wages and allowances.
2. Bonus and profit sharing schemes.
3. Rationalisation and matters connected with the fixation of workload.
4. Matters connected with the fixation of standard labour force.
5. Programmes of Planning and development.
6. Matters connected with retrenchment and layoff.
7. Victimization for trade union activities.
8. Provident Fund, gratuity schemes and other retiring benefits.
9. Quantum of leave and national and festival holidays.
10. Incentive schemes.
11. Housing and transport services.

The Committee agreed that no change was called for in the existing statutory provisions in the Industrial Disputes Act limiting the number of workmen to 100 for the purpose of the formation of a Works Committee. It was also agreed that no change in the existing provisions of the Industrial Disputes Act or Rules regarding the number of members of the Works Committee was necessary. As regards the number of representatives it was felt that at times the management found it difficult to produce equal number of representatives as that of workers. But as, however, this was permissible even under the existing rules, no change therein was recommended.

It was considered that the workers' representatives on the Works Committees should be elected by the workers without the constituencies being divided between workers who are members of a Union and those who are not members of a Union. The existing provisions regarding representation of different departments or sections should be continued.

It was agreed that the present provision in the Central Industrial Disputes Rules regarding the compulsory rotation of the office of the Chairman between employers and workers should be removed. At the same time it was felt that the workers' representatives should not be barred from holding that office, if suitable persons were available from their side. It was agreed that for the next three years, the Chairman should be from the management side, who should, as far as possible, be the head of the organisation or factory. It was also decided that the position should be reviewed after three years.

It was agreed that the present provision i.e. having a meeting at least once in a quarter needed no change. Meetings should be held more frequently if necessary.

It was agreed that the Secretary of the Works Committee should have the privilege of putting up notice regarding the work of the Works Committee on the notice board of the establishment.

The question was raised whether works committees should be established in commercial establishments also and not in factories only. It was pointed out that according to the existing provisions in the Act, Commercial establishments might form the Works Committees whenever required.

c) Additional Measures of Protection against Victimization in the Industrial Disputes Act, 1947.— The Seventeenth Session of the Indian Labour Conference, July 1959, made the

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following recommendation: "The existing legal provisions on the subject of victimisation contained in the Industrial Disputes Act, the Bombay Industrial Relations Act and the Proposed Madhya Pradesh Labour Relations Bill should also be examined with a view to providing further protection against any possible victimisation, if necessary. The organisations would also give further thought to the problem and forward their suggestions to the Government of India for decision by the Standing Labour Committee or the Indian Labour Conference."

Apart from the Central Act, there are three State Acts, viz. the U.P. Industrial Disputes Act, the Bombay Industrial Relations Act, and the Madhya Pradesh Industrial Relations Act for settlement of industrial disputes. Of these, the State Acts of Maharashtra and Gujarat (previously Bombay State) and Madhya Pradesh have certain provisions regarding protection against victimisation. As far the Industrial Disputes Act is concerned the relevant provisions are contained in Section 33. A statement indicating the Central and State provisions in the matter was forwarded to all State Governments and Administrations as well as the Central organisations of workers and employers for their comments as to whether any further protection to workers against any possible victimisation was called for. The comments received are briefly described below:

The consensus of opinion of employers' organisations is against the further liberalisation of the provisions in the Central Act as the existing safeguards against victimisation are deemed to be quite adequate. A suggestion has even been made that if at all any modification is required, it should be in the direction of restricting rather than enlarging the existing protection in the Industrial Disputes Act, 1947. It has also been suggested that clause (b) to section 33(2) of the Industrial Disputes Act, 1947 should be deleted as it is thought to be a premium for misconduct.

The workers' organisations have expressed themselves in favour of further liberalisation of the provisions. One of them has taken the view that none of the existing provisions in the Central or State enactments give adequate protection to workmen against victimisation.

The views of the State Governments are divided though most of them seem to be of the view that the existing provisions in the Industrial Disputes Act are adequate.

d) Amendment to the Trade Unions Act, 1926, in Regard to Resolution of Disputes Among Rival Officials of Trade Unions.- In the memorandum on amendment to the Indian Trade Unions Act, 1926, it has been suggested that the Standing Labour Committee may consider the suggestions to amend the Indian Trade Unions Act so as to authorise the Registrar of Trade Unions to decide disputes about election of office-bearers of Trade Unions and that his orders should be final. The Government of Bihar has since written to say that a similar question had been under the consideration of the State Government and it was also placed before the Bihar Central (Standing) Labour Advisory Board. In pursuance of the Board's recommendation, a set of draft elections rules have been framed by the State Government. The State Government considers that framing of a set of election rules would be of help to the Registrar in exercising the additional power proposed to be conferred on him under the memorandum quoted above. The Committee may consider the suggestion along with the proposed amendment to the Indian Trade Unions Act.

e) Abolition of Rickshaw Pulling.- The Labour Ministers' Conference at its 12th Session held on the 3rd to 5th November 1955 considered the question of elimination of rickshaw pulling and recommended that rickshaw pulling should be abolished gradually and where such abolition was not possible, suitable regulations governing the conditions of work, medical examination, etc., of rickshaw pullers should be enforced on the lines of model regulations to be framed by the Central Government for the guidance of the State Governments; and pending total abolition, no fresh licence for rickshaws should be issued. The State Governments were advised in November 1955 that a phased programme for the abolition of rickshaw pulling might be drawn up and followed comprising inter-alia, the following measures:-

- i. prescribing the period over which the rickshaws hand-pulled and cycle-driven, are expected to give satisfactory service, and prohibiting the use of such vehicles after the completion of their life period;
- ii. Non-issue of fresh licences for new vehicles and also for new rickshaw pullers.
- iii. Specification and allocation of areas in which particular rickshaws could be plied and gradual reduction of the specified area from year to year according to the phased programme.

The State Governments were also asked to intimate the action taken by them in the matter. Subsequently model draft regulations concerning the licensing of hand and cycle rickshaws for adoption by State Governments with such modifications as may be considered necessary to suit local conditions, were prepared and sent to the State Governments in July 1956.

The implementation of the suggestions made by the Labour Ministers' Conference rests with the State Governments, which will have to examine the question with due regard to all the relevant factors, such as providing alternative employment to rickshaw pullers and alternative cheap conveyance for the poorer sections of the community. Most of the State Governments where rickshaw plying is in vogue, are examining the question with reference to the existing laws in the States dealing with the subject. Many State Governments feel that as the abolition of rickshaw pulling will be done only gradually, the rickshaw pullers should be enabled to get absorbed in other vocations automatically.

According to the available information for the year 1956 the total number of rickshaw pullers in the country was 120205. Among States, Mysore was having the minimum number viz. 266, and next came Bombay with 621. West Bengal was having the maximum viz, 40,306 and next to it was Andhra Pradesh, 23,839, Punjab, 15,746, Madhya Pradesh, 11,473 and Orissa, 11,284. The replies so far received from some of the State Governments indicate as follows the action taken by them:-

Bihar and Orissa.- The State Government has already incorporated many of the provisions of the Draft Model Regulations in State By-laws framed under the Bihar and Orissa Municipal Act 1922 and the question of incorporating some other suggestions was under their consideration.

Punjab.- The State Government has already framed Model By-laws for the Regulation and Control of Hand and Cycle Rickshaws which were published in Local Government Department Notification dated 26 August 1952.

Bombay.- The State Government has issued certain instructions to Commissioners Nagpur and Aurangabad Divisions on the subject.

Andhra Pradesh.— The Andhra Government has issued instructions to the licensing authorities in the State G.O. MS. 2537 dated 30 October 1958 to the effect that the life of each rickshaw should be fixed at 10 years from the date of its first registration and that every year 10% reduction should be effected from out of the total number of rickshaws but only those rickshaws should be eliminated whose life exceeds 10 years. Instructions were also issued to the effect that driving licenses should be issued to the extent of double the number of rickshaws registered.

Uttar Pradesh.— The State has issued Model By-laws for the Regulation and Control of Hand and Cycle Rickshaw Plying for hire or kept for private use in November 1958.

Madras.— Licensing authorities have been instructed that no new hand pulled rickshaws or cycle rickshaws should be licensed either in the city of Madras or in the Mofussil, in addition to the existing number of licensed vehicles.

Existing rickshaws when they become old and no longer roadworthy should not be replaced by new ones.

In respect of hand rickshaws no new rickshaw puller should be licensed either in the city of Madras or in the mofussil, and in respect of cycle rickshaws drivers should be licensed to the extent necessary at the rate of 2 drivers per vehicle.

Mysore.— Orders were issued on 20th January 1960 sanctioning rules for abolition of rickshaw pulling in the Bellary City.

The All India Cycle Rickshaw Owners Association, Rajamundry had suggested that a Commission might be constituted to look into the whole question of abolition of rickshaw pulling. Besides the arguments relating to the unemployment which might be caused by the abolition of cycle rickshaws and of cycle rickshaw being less strenuous and harmful than the hand pulled rickshaws, the Federation had mentioned about the Judgement delivered by the Allahabad High Court on the Writ Petition of the Kanpur Rickshaw Owners against the Kanpur Municipal Board.

In this Judgement (Judgement dated the 11th September 1959 passed in original jurisdiction of the High Court of Judicature Allahabad) the learned High Court came to the conclusion that the decision of the Municipal Board, Kanpur, to limit the number of rickshaws plying within the municipal limits for the purpose of solving the traffic problems in Kanpur is an unreasonable restriction on the citizens' right to carry on trade of plying rickshaw for

hiring and violates Article 19(I)(g) of the Constitution. The High Court also held that the decision to reserve all the licences for old rickshaw owners and drivers and to refuse licences to new comers, is discriminatory and violates Article 14 of the Constitution.

The Administrator, Municipal Board, Kanpur, however, filed a special appeal against the judgement. The special appeal was, however, allowed on preliminary grounds and the merits of the policy were not discussed in the judgement. The judgement dated 11th September 1959 is therefore no longer effective. A fresh writ petition has been filed by certain Rickshaw Owners of Kanpur challenging Government policy of gradual abolition of rickshaw pulling as outlined in the model By-laws framed by the Government of Uttar Pradesh. The fresh Writ Petition has been filed against the Municipal Board Kanpur, but the State Government has made itself a party by moving an application before the High Court and is contesting the writ. Further developments in the matter are awaited from the Uttar Pradesh Government. In the meanwhile the U.P. Government has decided that in the absence of any mandatory Order of the High Court to the contrary, the existing orders regarding model bye-laws for the regulation and control of rickshaws should hold good, and should, therefore, be implemented. Accordingly a circular has been issued on 10 August 1960 in which Municipal Boards, which have not yet adopted the new model bye-laws, have been asked to adopt them.

f) Workers' Education.— The memorandum reviews the progress of the workers' education scheme of the Government of India and States that the attitude of workers generally as reflected in the number of applications received for admission to the worker-teacher training course, has been, except in Dhanbad, highly encouraging. Workers from outlying areas have shown great eagerness to join the Course. Instances are not lacking of workers from such areas attending the course, the expenditure on their boarding and lodging being met by themselves or their unions. The trainees, once they have^{been} admitted to the worker-teacher training course and have had time to adjust themselves to the new atmosphere, have shown positive interest in the studies and evinced keenness to derive the maximum benefits from them. Most of them, no doubt, possess some educational background and in many cases, even some experience in trade union matters. They have formed themselves into Old Boys' Associations at several places and meet periodically to discuss their problems under the guidance of the Regional Administrative Officer and the Teacher-Administrators.

The position as regards the trainees at the Primary Centres (unit level classes) who generally have little or no education, leaves scope for improvement. While in a majority of the Centres on the ground, the workers have exhibited enthusiasm and interest, a certain degree of indifference has been noticed in the remaining cases. The fact that the workers have to attend classes during their leisure hours after the day's work, which can particularly be arduous in certain industries, as in coal mines, perhaps accounts to some extent for the lack of interest. Besides changes in shifts bring in complications about the class hours. Above all, workers at this level do not seem to fully appreciate the benefit of education for itself. The tendency among them is to look for immediate economic benefit as a result of the training. Nevertheless, thanks to the efforts of the Regional Administrative Officers, Teacher-Administrators and Worker-Teacher, all supported by the respective trade unions and employers, the results so far may be characterised as encouraging. With the employment of audio-visual aids more extensively and the provision of suitable literature, the situation will improve gradually but steadily.

The attitude of employers as a whole has been positive and helpful, based as it is on an intelligent appreciation of the scope and potentialities of the scheme. They have responded generously, particularly in the matter of accommodation and equipment for Primary Centres (unit level classes). A few even provide free snacks and tea and articles of stationery to the trainees in those Centres. Instances are not lacking where individual employers have allowed the unit level trainees, a portion of their time off from work for attending classes. But at the same time in certain areas, and particularly so in the Calcutta and Alwaye (Kerala) areas, the response has been disappointing and considerable difficulty is being experienced in procuring accommodation for unit level classes in or about the factory premises.

With a few exceptions the problem of securing the release of selected workers for the worker-teacher training course continues to be somewhat difficult to a lesser or greater extent in almost all the regions. The position is particularly unsatisfactory in the coal-mining areas around Dhanbad. A feeling has been noticed all over the country, (which has in fact been given expression to in some quarters) among individual employers that since they pay release-time wages they should have a more controlling voice in selecting candidates for admission to the Course. It is not as if employers were

not given any voice at all. They are given the opportunity to have their say about each candidate, and it is left to the local committee, on which employers' representatives also sit, to make the final selection after taking into account the employer's observations about the suitability of the candidate. To allow employers a more decisive role in the matter would not be in accord with the very principles on which the entire Scheme is based and would, for obvious reasons, be detrimental to the success of the Scheme.

In conclusion it is suggested that the employers' associations and Central Trade Union organisations should write to their constituent bodies, particularly those in Bengal, Bihar and Kerala, impressing upon them once again the need for their active co-operation in the working of the Scheme and in particular requesting (i) trade unions to be more prompt in sponsoring trainees for the worker-teacher training course in consultation with the management; (ii) employers to be more prompt in relieving workers selected by the Local Committee for the worker-teacher training course and in paying them release time wages; (iii) employers to provide accommodation and other class-room facilities for unit level classes; and (iv) trade unions to take all possible steps to ensure regular attendance at the unit level classes.

The 18th Session of the Standing Labour Committees recommended diversification of the Workers' Education Programme of the Central Board for Workers' Education and the association of Workers' representatives in the activities at the various levels and towards this end make an effective use of the various workers organisations by giving them suitable assistance. Another recommendation was that management training in labour matters should also receive increasing attention.

The need for diversification of the Workers' Education Programme has already been recognised. The Expert Committee on Workers' Education whose recommendations form the basis for the constitution of the Central Board for Workers' Education and its present activities envisaged at the very beginning the need for single session conferences and part-time classes for specified categories of workers and Trade Union officials, in addition to the regular long term courses conducted

by the Board. In pursuance of that recommendation special ~~regular~~ courses have already been prepared for members of Works Committees and Joint Management Councils and these are being implemented in those areas where Works Committees or Joint Management Councils as the case may be, are in existence. The first course for Works Committee members was held in the Kandri Manganese Mines of the Central Province Manganese Ores (P) Ltd. near Nagpur during January 1961.

The Central Board for Workers' Education also intends to formulate and conduct similar special short-term courses for different categories of trade union officials covering particular aspects of trade union activities and human relations in industry. Though a definite syllabus for this has not been drawn up, it is intended that such courses will cover subjects like collective bargaining, wage fixation, trade union organisation and administration including the holding of meetings and maintenance of union accounts, balance sheet reading, cooperative movement, etc. The Central Board for Workers' Education has always realised the importance of associating to the maximum extent, trade unions with the programmes at various levels and also the need for promoting workers' education programme directly under their auspices. Trade Union representatives figure prominently in all the Standing and Ad-Hoc Committees constituted by the Board from time to time. Trade Union officials largely from the middle and unit levels are also admitted to all the three levels of training of the Board either on whole time or part-time basis. Even in the top level course, that is, the Teacher Administrators' Course, several of the classes, seminars, debates, etc., are entrusted to persons of standing from the Trade Union Movement. The trainees are also in the course of their practical training attached wholetime to trade unions for about a month. At the regional level also, the services of trade union officials are availed of as far as possible in the shape of guest lectures or special invitees to conduct classes or to preside over seminars, debates, etc. The candidates for unions wherever they exist, the final selection of course resting with the local committee which also includes representatives of trade unions. The position at the unit level is also more or less similar. In some places unit level classes are held in trade union premises.

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With a view to promoting educational programmes directly under the auspices of trade unions, the Central Board for Workers' education is making grants-in-aid to trade unions undertaking to organise such courses on approved lines.

Regarding management training in labour matters, the Central Board for Workers' Education has decided to hold joint classes for educating members of Works Committees and Joint Management Councils. This decision will be implemented soon by the Board. Besides the Board, there are some other agencies too which are doing work in that direction. The National Productivity Council and the various Local Productivity Councils under it, organise courses, talks, conferences, seminars and symposia, film shows etc. on the subjects of Industrial Relations, Job Relations, Wage Incentives, Works Committees, Workers' Participation in Management, Trade Unions' Role in Productivity, Wage Administration, Human Relations, Safety and Welfare, Accidents and Their Prevention, etc. In-country-teams on Industrial Relations and Labour Welfare have been sponsored by some of the Local Productivity Councils. The N.P.C. has a proposal to send a team on labour relations abroad for training. All these matters may be considered as providing some training to management personnel in the labour field. The Chief Adviser of Factories under the auspices of its Productivity Centre organises from time to time works studies where the participants who are mostly from the management side get training in the assessment of work-loads.

To step up the scheme for middle management personnel it is proposed to appoint a Subcommittee of the Central Board for Workers' Education with the following terms of reference:-

"The Sub-Committee will consider and make recommendations as to the ways and means of promoting education, for the middle management personnel, in the field of human relations in industry. The Committee will in particular examine the feasibility of widening the scope of the activities of the Central Board for Workers' Education and entrusting to it the responsibility to formulate and run education programmes for the benefit of of the personnel in question. The Committee will also make detailed recommendations as to the nature of the programmes to be undertaken and the scope and contents of the syllabus."

The matter is being placed before the Governing Body of the Central Board for Workers' Education in its next meeting.

g) Working of the Code of Discipline and Implementation Machinery.— The memorandum reviews the working of the Code of Discipline* in the Central and State spheres. The assessment brings out the fact that the Code has taken root and the principles embodied therein are gradually seeping down the rank and file. The Code is exercising a restraining influence on the parties in their relations towards each other; the initial doubts have been dispelled and the inertia is gradually turning into enthusiasm. The educative influence of the Code is having its impact. The faith of the parties in the voluntary approach is increasing and a desire to settle the disputes under the aegis of the Code, instead of fighting them out in law courts, is growing. The Code is ~~being~~^{being} increasingly invoked both by employers and workers which shows that an awareness about their obligations under the Code has been created. The resistance to accept and make amends for transgressions of labour enactments and awards, when pointed out, and to avoid repetition of breaches of the Code has been wearing down. It is noteworthy that those who were hesitant and sceptical about the Code in the beginning have now realised its usefulness and do not hesitate to seek its assistance.

The significant and steady decline in the number of mandays lost since the enforcement of the Code bears ample testimony for its success in reducing industrial strife. The following figures of mandays lost as a result of work-stoppages speak for themselves:

(Figures in Lakhs)

<u>First half of</u>		<u>Second half of</u>	
1958	47	1958**	31
1959	31	1959	25
1960	29	1960	19

* This has been reviewed separately in Section 67, pp-77-86 of this report.

** Code of Discipline came into operation from June 1958.

Some points which have arisen during the course of implementation of the Code are mentioned below for the consideration of the Committee:-

(1) It has been represented that all State Implementation Committees have not been constituted in consultation with Central Employers' and Workers' Organisations. In most cases only local organisations were consulted while in some nominations were made directly by State Governments. It has, therefore, been suggested that the employers' and workers' representatives on State Committees should be nominated by the respective Central Organisations from their local affiliates.

There is considerable force in this suggestion. As it is through the Central Organisations that Implementation of the Code is secured it is necessary that their representatives within the State are appointed members of Implementation Committees. Obviously, only those Central Organisations will have a right of representation which have a substantial following in the concerned States. If the above proposal is accepted it is suggested that it may be adopted by State Governments and when they reconstitute their committees.

(2) One of the Central Employers' Organisations has represented that State Implementation Committees should not assume the functions of conciliation machinery or promote out-of-court settlements of disputes pending before the Labour Courts. In its view the function of an Implementation Committee to compel or induce the parties to arrive at a settlement. The Committee should be concerned only with an enquiry into the reasons why a breach of the Code has taken place and to fix, the responsibility for it.

The restrictions to the functions of the Implementation Committees, suggested above, are not desirable. It is one of the primary functions of these committees to bring about industrial peace by ensuring compliance of the provisions of the Code. If, for this purpose, a Committee brings round the contending parties and effects a settlement its efforts need appreciation. Similarly, as required by the Code, the Committee can, indeed should, bring about out-of-court settlements to reduce tension. The State Governments will themselves ensure that there is no overlapping between the functions of their Implementation and Conciliation Machinery. The suggestion need not, therefore, be accepted.

(3) The Central Organisations have yet to play their full role under the Code. The present practice of explaining away the conduct of their members or defending their action, needs to be given up.

(4) The Central Organisations of Employers and Workers' should make suitable arrangements for promptly attending to the correspondence of the Implementation Machinery. They should obtain quick replies from the member units and while forwarding them to the Implementation Machinery should offer their own assessment of the position; mere acting as a post office is of no help. The Organisations should also suitably organise and empower themselves to ensure that their writ runs effectively. They should also not feel hesitant - as they have been so far in applying sanctions against erring members.

(5) To ensure prompt and proper attention to complaints it is essential that they should be dealt with at appropriate levels. For instance, individual grievances should first go through the grievance procedure and then to the conciliation machinery. Similarly requests for recognition should first be made to the managements. Implementation Machinery should normally be approached only after other avenues of settlement have been exhausted. It is also necessary that State sphere cases should invariably be reported to the concerned State Implementation Machinery. Baseless, vague and exaggerated complaints, whose number at present is very large, must be avoided. The Central Organisations must issue necessary instructions to their members in this regard.

(6) Not all the Screening Committees set up by Employers' and Workers' Organisations are working effectively. The Workers Organisations lag behind considerably in this respect; except Hind Mazdoor Sabha, none of them has furnished any information about the working of its committee during 1959 and 1960. The Employers' Federation of India is also reluctant to supply information about the number of cases in which its Committees' advice not to file appeals was accepted by its members. In the absence of this information an assessment of the effectiveness of the Screening Committees is not possible. The Standing Labour Committees ~~is not~~ may, therefore, like to impress upon the Central Organisations the need for vitalising their Screening Committees and for supplying the requisite statistical information to Government.

(7) The need for publicising the Code widely has been emphasised many a time. It is reported that its principles and more so its spirit, has not fully permeated down to all levels. The middle management, particularly, is not adequately educated in this respect. The Central Organisations must take effective steps in this direction.

h) Institute of Labour Relations Research.- There are at present a number of organisations, agencies, etc. which are engaged in what may be broadly termed as research on labour matters. Certain departments of Governments, universities and other teaching institutions, other semi-Government and private agencies and individuals have conducted and are conducting, from time to time, surveys and enquiries on specified problems and are also studying specific subjects in the course of their work. Particular mention in this connection may be made of the Labour Bureau of the Ministry of Labour and Employment which has conducted studies and investigations on several specific research problems with a view to furnishing data to the Government for the formulation of labour policy. These studies or investigations were only ad-hoc in nature and lacked the essential characteristics of true research. Some of the other agencies may have, no doubt, done useful work on certain specified problems, but the essential feature of the work done by almost all these agencies is that the work was done on ad-hoc basis. However good in itself, this work was not purposive. Purposeful research programmes have to be initiated so that results come in a large measure within a period of time. There might be some duplication as well in the work of the existing agencies and this overlapping has to be avoided. Recently the Research Programme Committee of the Planning Commission has paid attention to the co-ordination of research on economic problems so as to fill the gaps in essential information. Their attention has, however, been mostly directed towards economic problems other than labour.

The Conference on Labour Research at a meeting held in September 1960 recommended that a Central Committee on Labour Research should be set up to (a) survey the work that is being done by the existing agencies, (b) take measures to stimulate and develop research, (c) lay-down priorities in regard to future research programmes and (d) ensure proper co-ordination of labour research work and effective dissemination of the results of such research. The question of constituting this Committee is under the consideration of Government.

It is not intended that research being done by various agencies - Government, Semi-Government and private including universities and teaching institutions should be discontinued. In fact, some of the agencies might require to be strengthened in order to carry on specified duties.

There is thus need for setting up a Central Institute for Labour Research. The proposed institute will, inter alia, (i) co-ordinate the research work being done by other existing agencies so as to avoid overlapping, (ii) chalk out a programme of purposeful research in order to fill up the gaps in the existing data and also to make the results on specified matters available to Government within a period of time, and (iii) will undertake studies on its own on subjects which require sustained research over a long period or on subjects which require to be studied by an independent body equipped with qualified staff to undertake the work. The Institute will keep itself in close touch with the I.L.O.'s International Institute for Labour Studies so as to make maximum use of the opportunities made available by the latter for new research.

The Central Committee proposed to be set up to ensure proper co-ordination of labour research will work in close liaison with the proposed Central Institute for Labour Research.

Conclusions and Recommendations

1. Industrial Accidents.-i) While noting the progress of action taken on the recommendations of the Labour Ministers' Conference held in January 1960 regarding Safety and prevention of accidents, the Committee urged that there was need for more vigorous and sustained efforts by all concerned to prevent accidents. Employers and workers agreed to extend their full co-operation on programmes aimed at promoting greater safety.

ii) Safety Councils should be set up at the National and State levels. Among other functions, these Councils would organise campaigns aimed at promotion of greater safety. The activities of these Councils would cover all sectors of employment other than mines. A scheme giving the details regarding the composition and functions of these Councils would be drawn up after taking into account the practice in other countries, and circulated for comments before it is finalised.

iii). A Tripartite Standing Committee on Safety should also be set up to deal with matters relating to safety.

iv) The possibility of securing co-operation and assistance from the Employees' State Insurance Corporation in this regard should also be explored.

2. Sanctions Under the Code of Discipline.- It was agreed that the question of adoption of additional sanctions might be considered later in the light of further experience of the working of the Code.

3. Extension of the Scheme of Joint Management Councils.- The following proposals were approved: i) The Workers' and Employers' Organisations should extend their fullest co-operation in the promotion and implementation of the scheme. ii) The Organisations should send to the Ministry of Labour and Employment names of suitable units from amongst their affiliates where the Joint Management Councils could be set up. iii) State Government should set up suitable machinery as recommended by the Seminar on Labour-Management Co-operation held in New Delhi in March 1960. iv) Efforts should be made to set up as early as practicable, Joint Management Councils in public and private sector undertakings where a recognised union is functioning and where relations are harmonious.

4. The Extent to Which Tripartite Decisions would be Binding on the Parties Concerned.- i) Unanimous conclusions and agreed recommendations of Tripartite Conferences and Committees would be treated as commitments by the parties to implement them. ii) Where a party feels that it cannot commit itself without further consulting its constituents on any particular matter, it might reserve its position on that issue. In such cases the final views of the party concerned should be communicated to the Ministry of Labour and Employment within the specified time. iii) If real and substantial difficulties which a party could not anticipate at the time of accepting a recommendations, come to light, the matter could be brought up again by it before the Conference/Committee for reconsideration.

5. Proposal for Amendment of Sections 80 and 79(8) of the Factories Act, 1948.- At the instance of the employers' representatives, the consideration of the proposals contained in the Memorandum concerning amendment of the Factories Act was deferred.

6. Functioning of Works Committees.- The recommendations made by the Tripartite Committee on Works Committees set up by the 17th Session of the Indian Labour Conference were considered. It was agreed that the existing position in the matter of representation of workers on the works committees should not be changed for the present. The other recommendations made by the Tripartite Committee

regarding functions, composition of the Works Committees, etc. were endorsed.

7. Additional Measures for Protection Against Victimization.- i) At the instance of employers it was agreed that the subject should be considered further at a meeting of the workers' and employers' representatives to be convened shortly for considering the terms of reference of the Bonus Commission or at the next Session of the Indian Labour Conference to be held some time in September 1961. ii). It was agreed that cases of a victimisation should be referred to arbitration.

8. Amendment of the Indian Trade Unions Act, 1926 to Provide for Resolution of Disputes Among Rival Office-Bearers of a Trade Union.- It was considered that the matter needed some further examination, and should be brought up for discussion at the next session of the Standing Committee/Indian Labour Conference. Meanwhile the existing position in the matter should continue.

9. Abolition of Rickshaw Pulling.- It was agreed that the matter should be left to the State Governments to decide in the light of conditions obtaining in each State.

10. Organisation of All-India Tours for Industrial Workers.- i) The idea of organising All-India tours for industrial workers was welcomed. It was, however, considered that to begin with such tours should be confined to workers covered by the Workers' Education Programme, and part of the expenses met by the Workers' Education Board. ii) Employers' representatives also agreed to make a reasonable voluntary contribution towards the financing of such tours.

11. Workers' Education Scheme.- The Committee urged that the Workers' and Employers' Organisations should extend their full co-operation in the working of the Scheme. Some of the specific recommendations made by the Committee in this connection were: i) trade unions should be more prompt in sponsoring trainees for the Worker-Teacher Training Course in consultation with the management; ii) employers should be more prompt in relieving workers selected by the Local Committee for the Worker-Teacher training course and in paying them release-time wages; iii) employers should provide accommodation and other class-room facilities for unit level classes; and iv) trade unions should take all possible steps to ensure regular attendance of trainees sponsored by them at the unit level classes.

21.

12. Review of the Working of the Code of Discipline and Implementation Machinery.- i) State Implementation Committees should be constituted in consultation with the Central Employers' and Workers' Organisations wherever they have affiliates in the States concerned. ii) The Organisations should take steps to vitalise the Screening machinery set up by them. They should also extend their full co-operation by supplying the requisite statistical information to Government, to enable them to make a proper assessment of the effectiveness of this machinery. iii) It was considered that in a large number of cases the principles embodied in the Code had not yet fully permeated down to all levels, particularly, the middle management, and that the Central Employers' Organisations and managements should take effective steps in this direction. iv) It was agreed that the existing machinery provided for the redress of grievances should be fully utilised in all cases and that hunger strikes should be particularly avoided.

13. Determination of the Period of Functioning of a Union in a Unit for the Purpose of Recognition Under the Code of Discipline.- It was agreed that in the case of branches of a union recognised under the Code as a representative union for the industry, one year qualifying period need not be insisted upon for granting recognition to the branch union at the unit level, provided it satisfied the prescribed membership qualification, and was operating in the same local area and in the same industry as the representative union.

14. Proposal for Establishing an Institute of Labour Relations Research.- The broad outline of the proposal contained in the memorandum concerning establishment of the Labour Research Institute was approved. It was agreed that the proposed Co-ordinating Committee on Labour Research should work out and settle the details regarding the setting up of the proposed institute.

15. Procedure for Verification of Membership of Unions for the Purpose of Recognition under the Code of Discipline.- It was agreed that (i) the existing procedure for verification of membership of unions should continue and (ii) verification work in respect of membership as on 31st March 1961 need not be done in view of the coming General Elections.

General.- i) The question of the composition of the Bonus Commission was discussed. On behalf of all the employers, Shri N.M. Tata and Shri Bharat Ram urged that one representative each from the workers' and employers' side might be associated with the Commission as members.

Shri Ambekar agreed with the suggestion. The representatives of other workers' organisations, however, desired that the Commission should be adequately enlarged with a view to ensuring that the recommendations of the Commission were acceptable to all parties.

Shri Ambekar pointed out that it was necessary that the Commission should be a compact Body and his organisation would therefore insist on one representative each for the employers' and employees' side. However, it would not go beyond two. This was generally acceptable to all except the representative of the AIMO who wanted time to consult his organisation.

It was agreed that the meeting of the workers' and employers' representatives and of the State Governments, who may feel interested, may be convened by about the middle of May 1961 to finalise the terms of reference of the Commission.

ii) The employers' representatives raised the question of non-official advisers who might be permitted to attend tripartite meetings. It was agreed that the organisations might be permitted to bring non-official advisers equal to the number of official advisers.

Next Meeting of Committee

It was tentatively agreed that the next session of the Indian Labour Conference would be held in Mysore some time in September 1961.

(Documents of the Standing Labour
Committee received in this Office).

12. Activities of External Services.

India - May 1961.

Meetings

The Director attended the first meeting of the Labour Ministry's Committee on Labour Management Co-operation of which he is a member, held at New Delhi on 1 May 1961, under the Chairmanship of the Labour Minister.

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Chapter 3. Economic Questions.

34. Economic Planning, Control and Development.

India - May 1961.

Problems of Salt Industry: Government's Decisions on Salt Committee's Recommendations Published.

The Central Government by a Resolution dated 3 May 1961 (Ministry of Commerce and Industry) published its decision on the conclusions and recommendations made by the Committee appointed to conduct a comprehensive survey to ascertain correct facts and data relating to different aspects and problems of the salt industry, and devise measures to eliminate disparities or anomalies, if any, detrimental to the growth of the industry. The Committee was set up in January 1958 under the Chairmanship of Shri Manubhai Shah, Minister for Industry, with the following terms of reference:-

1. To assess the production of large, medium and small scale manufacturers of salt;
2. To review the concessions allowed to salt manufacturers with a view to ascertain whether and to what extent such concessions have helped in the development of salt industry;
3. To find out whether small manufacturers of salt experience any practical difficulties calling for assistance;
4. To examine whether the statutory provisions such as those in the Minimum Wages Act can be made use of to help the labour employed in the salt industry;
5. To assess the progress made in recent years in the organisation of cooperatives in the salt industry and other matters allied to it with a view to encourage the growth of co-operative societies for the manufacture of salt;
6. To examine the existing system of quality control of salt keeping in view the difficulties of manufacturers and the requirements of the consumers including those of the salt based industries and the export markets;
7. To make recommendations in regard to the above matters and for the development of salt industry generally.

The Committee submitted its final reports in July 1958. The report contains 39 recommendations and conclusions,

2.

which are as under:-

Summary of conclusions and recommendations

1. Production of caustic soda and soda ash in the country is expected to increase very rapidly in the next few years and these two industries may require nearly a million tons of salt by 1961 and 2 million tons by 1966. Taking into account other industrial requirements such as food processing, fish preservation, treatment of hides and skins, etc., the total demand for salt for all industrial purposes by 1961 and 1966 may be of the order of 1.1 million and 2.5 million tons respectively. Therefore, before long, far from having over-production of salt, special efforts may be needed to increase the production still further.
2. It is necessary to provide chemical industries with salt of an appropriate high degree of purity; therefore, production of salt of as high a purity as possible for industrial requirements should be encouraged.
3. There has been a fairly steady increase in the production of salt by large scale manufacturers during the last 10 years.
4. Medium-size works (between 10 and 100 acres) have not played an important part in the growth of the salt industry during the last 10 years.
5. In the small scale sector (works up to 10 acres) increased production of salt has taken place mainly in unlicensed works during the last 10 years and this increase has been phenomenal.
6. The cost of production of salt per maund varies only in a limited way between works of different sizes under similar natural conditions.
7. Production of salt for the same unit of area may vary between a range of as much as 1 to 10 in different parts of the country owing to the difference in climatic and other natural factors.
8. The co-operative movement has not made any great headway in the salt industry during the last 10 years in spite of the cess concession and other encouragement on the part of Government.
9. Apart from ordinary edible salt, it is necessary to provide for production of special varieties of salt for special purposes e.g. table salt, iodised salt, and salt of special grades and special specification required for the dairy and food industries.

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- 10. All manufacturers producing salt for trading purposes, regardless of the area worked, should come under a licensing and registration system. Works of more than 10 acres should be licensed and those with an area of 10 acres or less registered.
- 11. A uniform system of licensing and registration should be evolved and made applicable to all manufacturers in the country and conditions of licence and registration kept simple and unambiguous.
- 12. Salt Cess should be levied on a graded basis, the first 5,000 maunds of a year's production of every salt factory to be exempt from levy of cess altogether, the next 10,000 maunds to be subject to cess at 50% of the prescribed rate, and the rest of the production to be charged cess at the full prescribed rate. Entire production of Cooperative Societies of salt manufacturers should be exempt from cess.
- 13. The above scale of graded cess levy will be applicable to all salt works, licensed or registered.
- 14. Rules for levy and collection of cess under the proposed system of licensing and registration should be drawn up by the Salt Department.
- 15. Government salt works should pay cess at the same rate as private works.
- 16. An autonomous Central Salt Board should be set up for sanctioning and executing schemes relating to development works of the Salt Department. This Board should also be entrusted with the responsibility for welfare schemes for salt labour as also for the grant of financial help in the form of loans to salt manufacturers.
- 17. Special assistance should be given to salt manufacturers in the matter of export of salt and a committee should be set up to draw up a suitable scheme for export promotion.
- 18. Government lands should ordinarily be leased out for manufacture of salt for a period of 99 years and the term of the existing lease should be extended to this period of 99 years.
- 19. No further assignment fee should be charged for Government salt lands leased for manufacture of salt in the event of a transfer of lease from one party to another or extension of an existing lease.
- 20. A Salt Development Credit Fund to be administered by the proposed Central Salt Board should be instituted for giving loans to co-operatives as well as other deserving manufacturers of Salt.

21. To facilitate formation of economic holdings and realignment on scientific lines, salt lands belonging to Government should as far as possible be assigned to licensees already working on contiguous areas.
22. The State Governments should be requested to take steps to ensure payment of a fair wage to all labour employed in the salt industry and as far as possible enforce the provisions of current labour laws in the industry.
23. The Salt Department should have a "Labour Cell" and a "Statistical Cell".
24. A Salt Labour Welfare Fund should be constituted and administered by the proposed Central Salt Board to improve the condition of labour employed in the salt industry.
25. Co-operative societies of salt manufacturers should be given loans from the proposed Salt Development Credit Fund and be also eligible for grants from the Salt Department. They should be given Government lands in preference to other manufacturers and on concessional terms. They should also be afforded assistance in other ways, e.g. through a training programme in cooperation, maintenance by the Salt Department of a pool of personnel capable of giving guidance to such societies, active association of a trained official with the working of a newly organised society in the initial stages.
26. Model uniform by-laws for co-operative societies of salt manufacturers should be drawn up for adoption throughout the country.
27. Consolidation of contiguous small works into larger and more economic units and their realignment on scientific lines should be encouraged, particularly by inducing licensees to organise themselves into cooperative societies.
28. All manufacturers of salt in the country should try to obtain the I.S.I. standard of 96% NaCl for edible use. However, there should be no rigid enforcement of any prescribed quality standard. The Salt Department should give help and guidance in the matter of quality to salt producers at all stages of manufacture. Educative propaganda should be carried out by the Salt Department with a view to creating a demand for, and securing production of, good quality salt in the country. Steps should be taken to ensure that no export of salt below the specifications agreed to between exporters and foreign purchasers takes place in any instance.

- 29. For some time, new licences should not ordinarily be issued in areas already having excess production of salt. In areas where production of salt is not developed, further production should be encouraged.
- 30. Large-scale salt manufacturers should be encouraged to effect recovery of by-products of salt. No royalty should be charged on such by-products.
- 31. Salt should be included as a scheduled industry under the Industries (Development and Regulation) Act of 1951 and other provisions of that Act should also be given effect to as early as possible.
- 32. The I.S.I. may be requested to draw up a revised standard for salt required for hide curing having regard to the standards laid down in other countries.
- 33. The annual administration report of the Salt Department should be made available to the public. These reports as well as the annual reports of the proposed Central Salt Board should be laid before the Parliament every year.
- 34. No new manufacture of salt by private parties should be permitted within a distance of 10 miles from the periphery of the Government salt works at Kharagoda. In the case of Sambhar, the present restrictions on the manufacture of salt on lands surplus to the requirements of the Hindustan Salt Company should be withdrawn and salt manufacture by private parties permitted outside the Sambhar area. Pachbadra, Luni and Phalodi areas should also be thrown open to private manufacturers after these areas have been handed over to the State Government by the Salt Department on a suitable adjustment of annual rental.
- 35. Sale of salt by weight should be adopted throughout the country.
- 36. The Salt Department may examine the possibility of an arrangement under which it would certify, after necessary test and inspection on receipt of a request from the party concerned, that a consignment of salt to be shipped to Calcutta from the West Coast or Tuticorin conforms to a particular quality standard.
- 37. The Salt Department should see that the weighing scales kept at the Salkia Salt Golahs are maintained in a proper state of repair.
- 38. The zonal scheme for distribution of salt should continue. The Salt Department should examine the possibility of reducing the number of zones.

6.

39. A common pattern of levy of charges payable by the lessés of salt lands belonging to the Central or State Governments should be adopted for the whole country. The ground rent should not exceed Rs.2/- per acre. Other levies like royalty, wherever in existence, should be abolished.

The Government of India has considered the recommendations and conclusions of the Salt Committee.

- i. The Government accepts recommendations Nos. 1, 2, 29, 30 and 34. A plan will have to be drawn up for increasing the production of different varieties of salt taking into consideration the existing conditions of production in different regions. Production of all by-products of salt will also have to be encouraged as an integral part of the manufacturing programme under such a plan.
- ii. Conclusions 3 to 8 are in the nature of a statement of the existing position and have been noted.
- iii. Regarding recommendation No. 9, Government has directed the Salt Commission to assess the demands for different varieties of salt for special purposes e.g. table salt, iodised salt and salt of special grades and special specifications for the dairy and food industry. Efforts will have to be directed for production of special salt as per estimate of demands.
- iv. The Government accepts the recommendations 10 and 11. However, it may be necessary to study further whether salt works with an area of 10 acres or less should be licensed or registered and to adopt a procedure which would be simpler to operate.
- v. Regarding recommendations 12 to 15, it is felt that the present cess structure may be allowed to continue as it is, for some time, as it may be possible to reduce many of the drawbacks of unscientific production, quality, unsatisfactory condition of labour etc. in the existing unlicensed sector by implementing several recommendations of the Committee. However, the Government proposes to take steps to amend the present Act enabling it to revise cess structure, on lines similar to the recommendations made by the Committee as and when necessary, after reviewing the position of the Salt Industry from time to time. Government accepts recommendation No. 15 and suitable steps have been taken to implement the same. Government also broadly agree with recommendation No. 39 and State Governments have already been addressed in the matter.

7.

- vi. Recommendations 16, 20 and 24 are being accepted and necessary steps are being taken to set up an autonomous Central Salt Board for the purpose and functions mentioned under these recommendations. However, Government does not think it necessary to have two separate funds, viz. Salt Development Credit Fund and a Salt Labour Welfare Fund as recommended by the Committee but one "Salt Development Fund" may be established under the Act as per the recommendations of the Committee regarding the creation of these two Funds. Such a Salt Development Fund could be operated by the Central Salt Board for all the objectives contained in recommendations of the Committee.
- vii. As the State Trading Corporation is being entrusted with the work of promoting exports of Salt, no action need be taken on recommendation No. 17.
- viii. The Government accepts recommendations No. 21, 25, 26, 27, 33, 35 and 37. Suitable steps will be taken to implement these recommendations. Government wants to lay special stress on the need for encouraging and establishing cooperatives for the manufacture of salt and would like to give all possible help to foster development of salt cooperatives. The Government accepts the recommendation of the Committee that the real solution of small scale salt manufacturers is to organise themselves into cooperatives so as to produce more salt of better quality at lesser cost. This will also enable them to stand in competition with large scale manufacturers and help them to improve the conditions of labour in the small salt works. The Salt Cooperatives will continue to enjoy exemption from cess as at present.
- ix. The Government accepts recommendation No. 18 but would like to limit the period of lease to 20 years. Renewal of such leases for a further period of 20 years could be considered on merits at appropriate time, on such terms and conditions as Government may decide. Government also accepts recommendation No. 19 except in respect of those salt works which did not pay any fees at the time of current assignment.
- x. Regarding recommendations Nos. 28, 32 and 36 in respect of quality and standard of salt, Government accepts the recommendations and are already taking steps in that direction. The recommendations of the Committee regarding the quality of salt for export purposes must be rigidly enforced. Gradual steps may also be taken to improve the quality and standard of salt produced in the country, where in small, medium, cooperative or large scale salt works.

- xi. The Government wants to draw the attention of all the salt manufacturers, particularly the small scale salt manufacturers, regarding the Committee's recommendation No. 22. State Governments are being especially requested to take steps to ensure payment of fair wages to all labour employed in the salt industry. The Salt Department has been looking after the labour questions and has been maintaining statistical data regarding the salt industry and further steps will be taken to look after these aspects in a more comprehensive manner.
- xii. The Government accepts recommendation No. 23 and suitable steps will be taken in that direction.
- xiii. As salt is already being looked after under the Central Excise and Salt Act, 1944, and the Salt Cess Act, 1953, Government does not see the need for the present to bring 'Salt' under the Industries (Development and Regulation) Act, 1951. Regarding recommendation 38, Government has already taken several steps to reduce the number of zones and rationalise the distribution.

(The Gazette of India, Part I Sec. I,
13 May 1961, pp. 120-122.)

36. Wages

India - May 1961.

West Bengal: Minimum Rates of Wages for Employment in Flour Mills in Certain Territories Revised

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of West Bengal has revised the minimum rates of wages payable to employees employed in flour mills in the territories transferred from Bihar to West Bengal as specified below:

Schedule

(1 day = 8 working hours; 1 week = 6 working days; and 1 month = 26 working days)

1. The following shall be the minimum rates of wages and dearness allowance per month payable to the employees employed in flour mills in the transferred territories in West Bengal:

	Basic Wage	Dearness Allowance	Total
	Rs. nP.	Rs. nP.	Rs. nP.
(a) Unskilled workers -			
Monthly rate	30.00	25.00	55.00
Daily rate	1.08	00.89	1.98
(B) Semiskilled Workers -			
Monthly rate	37.00	27.00	64.00
Daily rate	1.32	00.98	2.30
(C) Skilled workers -			
Monthly rate	55.00	27.50	82.50
Daily rate	1.97	00.98	2.95
(D) Clerks -			
Monthly rate	60.00	27.50	87.50
Daily rate	2.14	00.98	3.12
(E) Apprentices shall be paid at two-thirds of daily rates plus full dearness allowance.			

2. The rate of dearness allowance shall correspond to the average consumers' price index number for the year 1957, as published by the competent authority appointed under clause (c) of section 2 of the Minimum Wages Act, 1948 (XII of 1948).

Dearness allowance shall vary only when there will be a change in the consumers' price index number by 10 points. The rate of variation shall be to the extent of Re 1 per ten point.

3. All other benefits at present enjoyed shall be continued.

(Notification No. 1941LW/LW/2W-36/59 dated 12 April 1961, The Calcutta Gazettee, Part I, 11 May 1961, p. 1530.)

Uttar Pradesh: Minimum Rates of Wages for Employment in Tobacco (Including bidi making) Manufactory Revised.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Uttar Pradesh has revised the minimum rates of wages payable to employees employed in any tobacco (including bidi making) manufactory as specified below:

- (A) Bidi making - piece-rated employees - Re 1.50 nP per thousand bidis.
Time-rated adult employee - Rs.36 per month or Re.1.40 nP per day.
- (B) Tobacco manufactory -

	Where payment is on monthly basis	Where payment is otherwise
Time-rated adult employee	Rs.37.50	Rs.1.44 per day.

2. The minimum time-rates of wages specified above may be made up of (i) basic wages, (ii) cost living or dear food allowance, and (iii) the cash value of concessions in respect of supplies of essential commodities at concession rates, where so authorised.

3. The wages payable to a time-rate child employee shall be two-third of the rates of wages payable to a time-rated adult employee.

4. These rates shall come into force with effect from 1st day of June 1961.

(Notification No. 1172/LL/XXXVI-B-606(22)-60 dated 27 April 1961, Uttar Pradesh Gazette, Part I, 6 May 1961, p. 780.)

Cotton Textile Workers (Central Wage Board Recommendations)
Bill, 1961

Shri Gulzarilal Nanda, Minister for Labour and Employment, Government of India, introduced in the Rajya Sabha on 1 May 1961 a Bill to provide for the implementation of the recommendations of the Central Wage Board as respects the basic wages or salary payable to certain persons employed in textile establishments (vide pages 57-63 of the report of this Office for March 1960) and for matters connected therewith.

According to the Statement of Objects and Reasons of the Bill, by the Resolution No. WB-1(3) dated the 30th March 1957, the Government of India constituted a Central Wage Board for the cotton textile industry. The report of the Wage Board was received by the Government on the 1st December 1959. A majority of the textile establishments have implemented the recommendations of the Board in regard to the increase in wages of manual workers and revision of pay scales of clerks employed therein; but there are still some textile establishments which have not implemented these recommendations. The object of the Bill is to secure the implementation of the Board's recommendations regarding the aforesaid matters even in respect of the textile establishments which have not so far implemented the recommendations.

Notes on Clauses

Clause 3 entitles the manual workers and clerks employed in textile establishments to have their basic wages or basic salaries, as the case may be, calculated and paid in accordance with the recommendations of the Wage Board.

Clause 4 prescribes a special procedure for the recovery of amount due to manual workers and clerks in pursuance of the provisions of the Bill. The aggrieved manual worker or clerk, without prejudice to any other mode of recovery, may make an application to the State Government for recovery of the amount due to him and if the State Government or such authority as the State Government may specify in this behalf is satisfied that any amount is due to the applicant, it shall issue a certificate for that amount to the Collector and the Collector shall proceed to recover the amount in the same manner as an arrear of land revenue. Questions, if any, regarding the amount due to the manual workers or clerk will be referred to a Labour Court by the State Government and the amount found due by the Labour Court or the Industrial Tribunal may be recovered in the manner described above.

4.

Clause 5 provides that the provisions of the proposed legislation shall have effect notwithstanding anything inconsistent in the terms of any award, agreement or contract of service.

The clause also protects any higher basic wages or a more favourable scale of salary to which any manual worker or clerk may be entitled immediately before the 1st day of January 1960 and prevents withdrawal or curtailment of any other amenities or benefits to which they are entitled under the terms of any award, contract of service or otherwise.

Clause 6 restricts claims for further revision of the basic wages and salaries for a period of five years from the 1st day of January 1960. The clause also provides that any strike or lockout for the revision of such wages and salaries during the said period shall be deemed to be illegal.

Clause 7, Subclause (1) of this clause takes away from the purview of this legislation textile establishments which are at present closed down or which had been or are under enquiry under section 15 of the Industries (Development and Regulation) Act, 1951, or in respect of which an order was made under section 18A of that Act and is in force. There is no point in applying the provisions of the legislation to establishments which have closed down. As regards the establishments which are under enquiry or in respect of which an enquiry has been made under the said section 15 or in respect of which an order has been made under the said section 18A, it was felt that unless their financial position was examined the provisions should not be made applicable. The legislation has also not been made applicable to establishments falling under clause 7(1)(d) or falling under clause 7(2). Power has, however, been taken to apply the provisions of this legislation to all such establishments if the circumstances as stated in sub-clause (3) of this clause warrant such application.

Clause 8 empowers the Central Government to exempt from the operation of the proposed legislation such of the establishments as are not in a position to implement the recommendations of the Central Wage Board due to financial and other relevant circumstances.

The schedule to the Bill gives the recommendations of the Central Wage Board.

(The Gazette of India, Extraordinary, Part II
Section 2, 1 May 1961, pp. 535-544).

Chapter 4. Problems peculiar to Certain Branches of

42. Co-operation the National Economy.

India - May 1961.

Maharashtra Co-operative Societies Act, 1960
(Maharashtra Act No. XXIV of 1961)

The Maharashtra Co-operative Societies Bill (vide page 33 of the report of this Office for October 1960) as passed by the Maharashtra Legislature received the assent of the President on 4 May 1961 and has been gazetted as Maharashtra Act No. XXIV of 1961. The Act consolidates and amends the law relating to co-operative societies in the State of Maharashtra.

(Maharashtra Government Gazette,
Part IV, 18 May 1961, pp. 130-192).

43. Handicrafts

INDIA - May 1961

Development of Handloom Industry: Government's Decisions on Recommendations of Working Group published.

The Government of India published on 5 May 1961 its decisions on the recommendations of the Working Group set up in December 1958 to assess the progress made by the handloom industry and to make recommendations for its further development. The Working Group (under the chairmanship of Shri V. Subramanian, Secretary, All India Handloom Board) was also asked to evaluate the schemes for conversion of handlooms into powerlooms as well as the handloom Industry's programme in the Community Development Areas.

The Groupment which submitted a unanimous report to the Government has come to the conclusion that Government's policy of encouraging co-operative forms of organisations for the handloom industry is sound and has recommended that this policy should be pursued for the future also. The Government accepts this recommendation fully and proposes to continue this policy for purposes of financial and other assistance to the handloom industry during the Third Five Year Plan period. At the same time Government hopes that the State Governments would carefully consider the Working Group's recommendations for rendering assistance to the Weavers outside the co-operative fold through the State Finance Corporations. While noting with satisfaction the progress made in the formation of weavers co-operative societies, the Working Group has pointed out certain weaknesses and shortcomings in the co-operative structure, which require rectification. Recommendations have also been made for strengthening the share capital structure of the existing co-operative societies, for reviving dormant societies, for adequate and competent managerial staff, etc. These recommendations have been accepted in principle but the details of implementation are under examination. The pattern of assistance to the co-operatives provides for financial assistance for supervisory and managerial/technical staff.

The Government of India agrees with the Working Group that the scheme of rebate on sales of handloom cloth has contributed a good deal to the increase in the sale of handloom cloth and that it will have to be continued for some time. However, it cannot continue as a permanent form of subsidy to the industry. It was with this

objective that Government decided to effect a gradual reduction in the rate of rebate from six nP. in the rupee to five nP. in the first instance so that the funds thus saved could be diverted to other more important developmental schemes, which will, in the long run, be of far greater advantage to the industry. This policy will continue to govern Government's approach to this scheme during the Third Five Year Plan period.

The Working Group has made various observations regarding marketing of handloom cloth through sales depots, mobile vans and publicity. These recommendations will be kept in view while examining the schemes of State Governments.

The Working Group has referred to the need for Weavers Co-operative Societies getting their credit requirements from institutional sources and has suggested that the difficulties besetting the smooth flow of credit should be removed. The scheme of extending credit through the Reserve Bank was introduced only recently, Government are convinced that by and large marketing credit should be obtained through the Reserve Bank and other institutional agencies who will be requested to investigate the difficulties and adopt measures which would result in a smooth flow of credit to the co-operatives. The Reserve Bank have already agreed in principle to extend financial assistance to Apex Societies for the purchase of yarn at concessional rates of interest under Section 17(2)(bb) of the Reserve Bank of India Act. They are also conducting seminars with a view to find out the defects in the existing system.

The Working Group has rightly emphasised the need for implementation by all the State Governments of schemes for collection of basic statistical data. In a dispersed industry like the handloom industry, this statistical data are of vital importance and Government hopes that the State Governments would set in motion the necessary machinery for this purpose.

The Group has recommended that constant research should be undertaken in the Institutes of Handloom Technology and in the Weavers Service Centres to design the best and cheapest models of improved appliances for the handloom industry. The Government accepts these recommendations. The Institutes and the Service Centres are already engaged in conducting research in various aspects of the handloom industry and they will no doubt keep this recommendation in view while formulating their research programme.

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS

INDIA - MAY 1961.

50. General

Delhi Shops and Establishments (Amendment) Act, 1961 (No. 21 of 1961)

The Delhi Shops and Establishments (Amendment) Bill (vide p. 95 of the report of this Office for November-December 1960) as passed by Parliament received the assent of the President on 14 May 1961 and has been gazetted as Act No. 21 of 1961. The Amendment Act substitutes a new section for the existing section 15 dealing with opening and closing hours of shops and commercial establishments. The new section empowers the Government to fix different opening and closing hours for different classes of shops or commercial establishments or for different areas or for different times of the year. The Amendment Act also includes certain amendments of a clarificatory or consequential nature.

(The Gazette of India, Extraordinary, Part II
Section I, 16 May 1961. pp. 193-195)

Labour Conditions in Potteries and Ceramic Industry

The Labour Bureau, Government of India, has published the results of a survey it conducted in March 1960 as labour conditions in potteries and ceramic industry. The data relating to various aspects of labour conditions, as collected during the course of this enquiry in respect of 47 sampled units are reviewed below.

Employment.- The total number of workers in the industry, as estimated on the basis of the data collected during the enquiry, was 19,634. Out of this, 18,431 or 94.1 per cent. of the workers were employed directly while the remaining 1,203 workers or 5.9 per cent. were employed through contractors. Contract labour was employed only in Bombay, Madhya Pradesh, West Bengal and 'Rest of India' Regions, its percentage to total labour in these regions being 22.4, 1.7, 1.1 and 3.9 respectively.

Contract labour was generally employed for unloading of raw materials, and for jobs like glazing, packing, and other miscellaneous jobs. In the regions of Madhya Pradesh and West Bengal, the entire contract labour was engaged and paid through contractors while in the 'Rest of India' region and in certain units of Bombay region, it was employed through contractors but was paid directly. In 2 sampled units of West Bengal region, no control was exercised by the managements on the working conditions of contract labour while in the remaining units (employing contract labour), the managements exercised some control over the wages of contract labour.

All the sampled units, excepting one unit in the 'Rest of India' region had classified their workers into 'Permanent', 'Temporary', 'Casual' and 'Badli'. Out of 18431 workers employed directly by the different units, 12,896 or 70.0 per cent. were permanent, 2,874 or 15.6 per cent. were temporary, 900 or 4.9 per cent. were casual and 1,587 or 8.6 per cent. were Badli. For 174 workers (0.9 per cent.) there was no classification into Permanent and Temporary. Among the different regions, it will be seen that the percentage of permanent workers was the highest in Madhya Pradesh region, being 88.8 per cent. and was the lowest in the 'Rest of India' region, being 53.0 per cent. In the remaining four regions, viz., Bombay Delhi, West Bengal and Andhra the percentage of permanent workers was 88.3, 66.1, 61.9 and 52.5 respectively.

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Employment of females was reported in all the regions, their percentage to total direct labour being 11.9 per cent. The percentage of female workers was the highest in the Andhra Pradesh region being 26.4 per cent and the lowest in the 'Rest of India' region being 2.2 only. In the remaining four regions viz., Bombay, Delhi, Madhya Pradesh and West Bengal, the percentage of female workers was 25.6, 3.6, 9.7 and 8.9 respectively. Females were generally engaged for carrying raw material, semi-finished and finished products within the factory and for other unskilled jobs like glazing, sorting and grinding. Employment of children was found to be negligible in the sampled units.

Absenteeism.— The annual rate of absenteeism was 12.0 per cent. for the industry as a whole. The annual rate of absenteeism was the highest in Andhra Pradesh region being 17.6 per cent. and the lowest in Delhi region being 6.9 per cent. In the remaining regions, viz., Bombay, Madhya Pradesh, West Bengal and 'Rest of India', the annual rate of absenteeism was 12.2, 11.6, 13.6 and 9.5 per cent. respectively.

Labour Turn-over.— The yearly rate of accession for the industry as a whole was 40.2 per cent. Among the different regions, the yearly rate of accessions was the highest in the Delhi region, being 142.0 per cent. and was the lowest in the Madhya Pradesh region being 19.1 per cent. The yearly rate of separations was also highest in the Delhi region, being 119.1 per cent. and the lowest in the Madhya Pradesh region being 12.0 per cent. The high rates of accessions and separations in the Delhi region may be due to the high percentage of temporary workers, which accounted for 32.5 per cent. of total workers employed in that region.

Recruitment and Training.— Workers were generally recruited directly by the managements in most of the units, the managements also sought the help of employment exchanges and existing workers. Apprenticeship Schemes for workers existed in 7 units.

Wages and Earnings.— Data relating to basic wages/scales and total earnings of workers in selected occupations in the potteries and ceramic industry were collected during the course of the enquiry. A brief analysis of the wages and earnings data for the month of December 1959 in respect of 15 numerically important occupations is given below. It may be mentioned that workers employed in different grades of an occupation have been grouped together for the purpose of calculating average daily earnings e.g. the categories of fitters, Asstt. fitters, fitters Grade I and Grade II have been grouped together under the occupation "fitters".

3.

A brief analysis of basic wage rates/range and average daily earnings of workers in different occupations is given below:-

Engine Driver.- Engine drivers were engaged on time-rates only in the regions of Bombay, Delhi, West Bengal and 'Rest of India'. The average daily earnings of Engine Drivers were Rs. 2.89 in the two regions of Bombay and Delhi, Such earnings were highest in West Bengal region i.e. Rs.3.55. In the 'Rest of India' region, the daily earnings of Engine Drivers were Rs. 3.43 while for the industry as a whole, the average came to Rs.2.97 per day.

Jigger/Cups and Saucers makers/crucible makers.- Jiggers were employed on time-rates as well as on piece-rates in the regions of Andhra, Bombay, Delhi and 'Rest of India'. The daily earnings of Jiggers were the same in the regions of Andhra Pradesh and Delhi being Rs. 2.40 and were the highest in West Bengal region, being Rs.2.72. The average daily earnings in Bombay and 'Rest of India' regions were Rs. 2.50 and 1.84 respectively. For the industry as a whole, the daily earnings of such workers came to Rs.2.41.

Fire-man/Asstt. Fireman.- Firemen were employed on time-rates in all the regions. Their average daily earnings were the highest in the Madhya Pradesh region being Rs. 3.39 and the lowest in the Delhi region being Rs.2.31. In the remaining four regions, these varied from Rs. 2.07 to Rs. 3.29 while for the industry as a whole the figure came to Rs. 2.77

Caster.- Casters were employed on time-rates as well as on piece-rates in all the regions excepting Andhra Pradesh. The average daily earnings varied from Rs. 1.80 to Rs.3.91 in the different regions and were Rs.2.87 for the industry as a whole.

Turner.- Turners were engaged on time-rates as well as on piece-rates in all the regions excepting Andhra Pradesh. The average daily earnings varied from Rs.2.11 to Rs. 4.57 and were Rs. 3.67 for the industry as a whole.

Grinders.- Grinders were generally employed on time-rates in some units of West Bengal, they were engaged on piece-rates as well. The employment of 'grinders' was not reported in the Delhi region. Their average daily earnings varied from Rs. 1.70 to Rs. 3.00 in the different regions and were Rs. 1.82 for the industry as a whole.

Black-Smith/Asstt. Black-Smith/Black-Smith Grades I and II.- Black-smiths were engaged on time-rates only in all the regions. Their average daily earnings were Rs.3.32 for the industry as compared to Rs.2.08, Rs. 2.95, Rs.3.32, Rs.3.41, Rs.3.52 and Rs. 4.31 in the 'Rest of India', Andhra Pradesh, West Bengal, Madhya Pradesh, Bombay and Delhi regions respectively.

Finisher.- The average daily earnings of finishers, who were employed on time-rates as well as on piece-rates, were Rs. 1.90, Rs.2.00, Rs.2.15, Rs.2.18 and Rs.4.11 in the 'Rest of India', Andhra Pradesh, Bombay, Delhi, West Bengal and Madhya Pradesh regions respectively as compared to Rs. 2.55 for the industry as a whole.

Moulders/Polishers.- The average daily earnings of moulders and polishers, who were engaged both on time-rates as well as piece rates, were Rs.1.89, Rs.2.20, Rs.3.06 Rs.3.35, Rs.4.37 and Rs.5.29 in the 'Rest of India', Delhi, Madhya Pradesh, Bombay, West Bengal and Andhra Pradesh regions respectively as compared to Rs.3.29 for the industry as a whole.

Sagger Maker.- Sagger makers were engaged only in the regions of West Bengal, 'Rest of India', Delhi and Bombay. The average daily earnings of Sagger Makers in the above regions were Rs.1.55, Rs.1.65, Rs.2.23 and Rs.2.66 respectively as compared to Rs. 1.82 for the industry as a whole.

Carpenter/Asstt.Carpenter/Carpenters Grades I & II.- The average daily earnings of carpenters, who were engaged on time-rates average only, varied from Rs.2.91 to Rs.4.52 in the different regions and were Rs.3.90 for the industry as a whole.

Fitters/Asstt.Fitters.- Fitters were engaged on time-rates in all the regions. Their average daily earnings varied from Rs.2.78 to Rs.3.90 in the different regions and were Rs.3.37 for the industry as a whole.

Mason/Asstt.Mason.- Masons were engaged on time-rates only in all the regions. The average daily earnings of Masons varied from Rs. 2.27 to Rs.3.87 in the different regions and were Rs. 3.40 for the industry as a whole.

Glazers.- Glazers were generally engaged on time-rates but in some units of Andhra Pradesh region, their employment on piece-rates was reported as well. Their average daily earnings varied from Rs. 1.62 to Rs.3.57 in the different regions and were Rs.2.13 for the industry as a whole.

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Mazdoors- Mazdoors were generally engaged for unskilled jobs and were employed on time-rates. In one unit of Bombay region, they were also employed on piece-rates. The average daily earnings of Mazdoors varied from Rs. 1.45 to Rs.2.61 in the different regions and were Rs.2.26 for the industry as a whole.

Dearness Allowance.- In addition to basic wages, dearness allowances was paid to workers in 19 units. In certain units, dearness allowance was paid separately only to certain categories of workers such as permanent workers and daily-rated workers while the remaining categories in these units, received consolidated wages. In 14 units dearness allowance was paid at a flat rate and it varied from Rs.0.44 to Rs.1.87 per day and from Rs.13 to Rs.36 per month. In one more unit, the rate of dearness allowance was Rs.1.12 per day for unskilled workers while skilled and semi-skilled workers were paid at the rate of 12½ per cent. of basic wages. In 2 more units, this allowance was linked with the local cost of living index numbers and the maximum dearness allowance payable was Rs.1.15 per day for daily-rated workers and Rs.30 per month for monthly-rated workers. In the remaining 2 units dearness allowance varied with the income groups.

Bonus.- Details regarding the different types of bonuses paid to workers in the sampled units are given below:-

Attendance Bonus- Attendance bonus was paid to workers in 2 units only. In one unit, was paid at the rate of Rs.2 per month to those workers who had attended on all days in the month. In the other unit, the rate was 1 anna per day for those workers, who did not absent themselves for more than 2 days in a month.

Puja/Festival Bonus - Puja/Festival bonus was paid to workers in 6 units. The rate at which this bonus was paid varied from 10 days' wages to 1 month's wages in 3 units. In another unit, such bonus was paid to all workers at the rate of 8½ per cent. of total earnings. Of the remaining 2 units, permanent workers in one unit got this bonus at the rate of 3½ months' basic wages after completing 240 days attendance in a year while in the second unit, bonus at the rate of 3 day's earnings for permanent workers and 2 days' earnings of temporary workers was paid at the end of each month.

Annual Bonus - Annual Bonus was paid to workers in 2 units only. In one unit, bonus at the rate of one month's wages was paid to all permanent workers, while in the second unit, bonus at the rate of 3½ months' wages was paid to all workers who had 120 days' attendance in a year. Workers having more than 30 days' attendance in the latter unit also got proportionate bonus.

6.

Incentive Bonus.- The system of paying incentive bonus existed in 4 units. In one unit, the rate at which bonus was paid varied from 1 per cent. to 50 per cent. of basic wages and was paid on the basis of the number of "1st Class" articles manufactured. The details regarding bonus in the remaining 3 units were not available.

Production Bonus.- Production bonus was paid to workers in 2 units only. In one unit, such bonus, was paid as per managements discretion and the rate varied from Rs.3 to Rs.18 per month. In the second unit, this bonus was paid in accordance with a scheme which had been in operation in the unit since May 1949. The scheme provided for payment of a lumpsum amount for each range of output. The bonus was paid at a certain rate of direct workers and at a reduced rate for indirect workers. For the purpose of working out a rate for direct and indirect workers, the amount for each works was allocated between these categories in proportion to 100 per cent. wages for direct workers and 66.6 per cent. for indirect workers.

Profit Bonus.- Profit bonus was paid to workers in 14 units. The rate at which this bonus was paid varied from unit to unit. In 2 units, bonus at the rate of 5 months' basic wages and in one unit at the rate of 26 days' basic wages was paid to all permanent workers. In 3 units, bonus at the rate of 1 month's basic wages was paid to all workers. In 2 more units, bonus at 5/48th of the total annual earnings was paid to those workers who had 75 days' attendance in the bonus year. In 2 more units, bonus equivalent to one month's salary was paid to those workers who had 225 days' attendance in a year and proportionate bonus was paid to those with less attendance. Of the remaining 4 units, one unit granted this bonus equivalent to 1½ months' basic pay to monthly-rated workers while another unit granted this bonus at the rate of 1 month's pay to monthly-rated workers and 4 week's pay to daily-rated workers. In the third unit, bonus equivalent to 1/5th of the basic earnings was paid to all workers while in the remaining unit, the rate was not available.

Working conditions.- Of the 47 units surveyed, 45 worked for 8 hours a day and 48 hours a week. The remaining 2 units worked for 7½ hours and 8½ hours on week days and 4½ hours and 5½ hours respectively on Saturday. The weekly hours of work thus came to 42 in the former unit and 48 in the latter. The daily hours of work for children in these 2 units were 4 and 4½ respectively. The rest interval in the various units varied from half-an-hour to two hours a day.

7.

Night shifts were worked by 23 units. In 17 units, workers had 3 shifts while in the remaining 6 units, the number of shifts varied from 2 to 7. The period of change-over of shifts was fortnightly or monthly in the case of 5 units while it was weekly in the remaining units. Night shifts were worked regularly in 17 units, while in 16 units these were worked occasionally. In 2 units, an extra allowance of Rs.2 to Rs.3 per month was paid to firemen, engaged in night shifts.

Weekly-off with pay was allowed to certain categories of workers in 20 units only. Generally weekly-off with pay was allowed only to monthly-rated workers.

Leave and Holidays with Pay.- Casual leave was granted to workers in 11 units. The period of leave varied from 5 to 15 days per year.

Sick leave was granted to workers in 19 units. In 8 units, sick leave, as admissible under the Employees' State Insurance Scheme, was granted to all workers. In units, 15 days' sick leave per year was allowed only to permanent workers. In one unit, permanent workers were allowed 24 days' sick leave on full pay and 24 days' sick leave on half pay while in another unit, 10 days' sick leave on half pay was allowed to permanent workers only. Of the remaining 6 units, 5 units allowed 3 to 7 days and sixth unit allowed sick leave at half rates in genuine cases but the period of leave was not fixed.

Earned leave was granted to workers in 44 units. In 32 units earned leave was granted at the rate of 1 day for every 20 days worked; in one unit it was granted at the rate of 1 day for every 14 days worked and in another unit at the rate of 1 day for every 11 days worked to monthly-rated workers only. In 4 more units, daily-rated workers got earned leave at the rate of 1 day for every 20 days worked but monthly rated workers got leave varying from 20 to 30 days per year. Four more units allowed earned leave varying from 10 to 18 days per year to certain categories of workers only. In the remaining 2 units, workers got 30 days' leave in a year as per an agreement with the managements but these 30 days' leave also included National and Festival Holidays.

National Holidays were allowed to workers in 36 units while festival holidays were allowed in 30 units. The period of national and festival holidays varied from 2 to 13 and 1 to 12 respectively in the various units. In certain units, these holidays were allowed only to permanent workers while in others, all workers were allowed these holidays.

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Housing and Welfare.— Houses had been provided to certain workers by 28 units. The houses provided were pucca in 15 units and kutcha in 4 units. In the remaining 9 units, there were partly kutcha and partly pucca. Sanitary arrangements existed in 18 units, while arrangements for water supply had been made in 26 units. The houses provided to workers were rent-free in the case of 21 units while rent was charged in 7 units. The amount of rent varied in the different units. In one unit, the rent varied from -/10/- to Rs.10 per month while in another unit it varied from -/12/- to Rs.10 per month according to the type of accommodation provided. In 3 more units, the rent varied from Rs.3/9/- to Rs.6 per month. In another unit, the rent ~~varied from~~ was charged at the rate of Rs.10/- per month or at the rate of 10 per cent of the salary of the workers, whichever was less. In the remaining unit, rent at the rate of Rs.3 per month was charged from workers drawing Rs.60 and above and Rs.2 from others.

Medical facilities in some form or the other existed in all the units excepting one.

Educational facilities had been provided to workers' children in 6 big units. Besides free education for the children of the employees, the managements were donating a good amount every year for sports, tours and excursions etc. for the school children. Free conveyance was also provided to the school children.

Recreational facilities had been provided for the workers in 13 units. Rest shelters for workers had been provided in 10 units. Canteens for workers had been provided in 19 units.

Only 11 units had maintained creches for workers' children. In 4 units, free milk was supplied to workers' children while in 3 units only cradles and toys were provided. Grainshops were maintained by 2 big units only. In one unit, the grainshop was run by the workers' co-operative store while in the other unit, it was run by the management. Wheat and rice were sold to the employees and their dependants at concessional rate in one of the units. Co-operative/credit societies existed in 5 units. In 3 units, credit societies were maintained while in 1 unit, a co-operative store was run by the workers. In one big unit, a Welfare and Benefit Fund Scheme, purely financed by the management, existed for the employees. Under this scheme, interest-free loans were advanced to the employees to the extent of Rs.5,000 per year. Ex-gratia help was also given to the employees for meeting the medical expenses and for the loss of wages due to sickness, etc.

56. Labour Administration.

India - MAY 1961.

Inspection of Mines in India: Annual Report of the Chief
Inspector of Mines in India for the year ending 31st December
1958*

The following information relating to the Working of the Mines Act, 1952, is taken from the annual report of the Chief Inspector of Mines for 1958.

Application.- Generally speaking, mines of kankar, murrum, laterite, boulder, gravel, shingle, ordinary sand (not including moulding sand, glass sand and other mineral sands), ordinary clay (not including kaolin, china clay, white clay or fire clay), building stone, road metal, earth, fullers earth and limestone continued to remain exempted from all the provisions of the Mines Act, 1952 excepting the provisions contained in Section 44, 45 and 46, so long as the depth of open-cast excavations measured from their highest to their lowest points did not exceed 20 feet, number of persons employed on any day did not exceed 50 and no explosives were used. A few specified stone and limestone mines, however, have been brought under the purview of the Act, as also those workings which extend belowground. Small prospecting excavations were also outside the purview of the Act, excepting Sections 44, 45 and 46 so long as they did not employ more than 20 persons, no part of the excavation extended below ground and the depth of excavation did not exceed fifty feet in the case of coal and 20 feet in the case of non-coal mines. Borings and oil-wells were brought under the provisions of the Act during latter part of the year under report.

The number of mines under the Mines Act, which worked during the year was 3,464 comprising of 854 coal mines and 2,610 non-coal mines, as against 3,599 mines (843 coal and 2,756 non-coal mines) in 1957.

Employment.- The average daily number of persons working in and about the mines regulated by the Mines Act, 1952 in the year 1958 was 649,360. Compared to the preceding year's employment of 655,372, there was a drop of about 6,000 workers in the overall figure of employment. The fall was mostly in the open workings and to some extent in the surface female workers category.

The table below shows the corresponding figures of employment for the last five years classified by sex and place of work.

* Annual Report of The Chief Inspector of Mines in India for the year ending 31st December, 1958. The Manager of Publications, Civil Lines, Delhi. pp. 416. Price: Rs.19=00 or 29 sh. 6d.

Average Daily Number of Persons Employed.

Year	Underground	Open Cast Workings		Surface		Total	Index
	Men	Men	Women	Men	Women		
1954	214,620	110,948	63,760	128,264	50,662	568,254	103.5
1955	221,956	120,922	65,284	131,222	51,392	590,776	107.6
1956	229,049	138,241	74,436	135,522	51,333	628,581	114.5
1957	244,235	146,828	76,621	138,668	49,020	655,372	119.4
1958	252,415	139,124	72,044	139,981	45,796	649,360	118.3

While increased employment has been noticed in the employment of men both underground and on surface (though the increase has not been significant in the latter case), there has been a significant fall in the employment of women (both in open workings and on surface) as also of men in open workings. The proportion of women in the total labour force thus fell from about 20 per cent. in 1957 to about 18 per cent. in the current year.

The number of coal mines submitting annual returns increased from 822 in 1957 to 837 in 1958. There has been a corresponding increase in the average daily employment to the tune of about 12,000 workers, most of which (about 9,000) was in underground workings, the rest of the increase being accounted for in the open-workings. Occupationwise, the increase ~~being as usual~~ was as usual predominant in the miners and leaders (both underground and open-workings) groups (about 7,000). Sexwise, the increase has been entirely in the case of men (about 14,000); in fact, in the case of women, there has been a further drop of about 2,000 workers, chiefly due to the decrease in the surface employment by about 2,400. Almost all the major coalfields recorded an increase in employment (to some extent due to the increase in the number of mines), that in the Raniganj Field being the highest (of the order of 6,000 workers).

Compared to the preceding year's figure of 735 reporting mines, this year there were only 619 mines and the level of average daily employment consequently fell down by about 24,000. The decrease in employment has been mostly in open-cast workings (where, in fact, the major portion of this mineral is raised). In almost all states, there has been a reduction in the number of mines as compared to last year, that in Andhra Pradesh being the highest both in absolute (42) and in percentage (50 per cent.). Consequently, the fall in employment has also been proportionately higher than in the other States (mostly due to non-reporting).

Consequent upon the fall in the number of mines from 949 in 1957 to 868 in 1958, the level of average daily employment during the current year came down to about 33,500 (roughly the same level as was registered in 1956 with 847 mines working). Compared to the preceding year there was a fall of about 1,700 workers in employment. There was considerable reduction of employment in the open-workings (about 1,400). Occupation-wise, the decrease was predominant in the 'Miners' group (about 1,100). In Bihar and Rajasthan, two of the Principal states producing this mineral, there was considerable decrease (of 27 and 53 respectively) in the number of reporting mines as compared to the preceding year which was responsible for a decrease about 850 and 750 workers respectively in the average daily employment.

The increasing trend in the employment in Iron-Ore mines continued in the current year also, the increase this year being of the order of about 2,800 workers. The apparent increase however does not represent the correct increase as a large mine which did not submit its report last year, did so this year and as such the real increase in employment is much less than what the figures for the last years 1957 and 1958 reflect.

Labour Situation.- Labour-management relations were in general quite satisfactory during the year under review and there was a general improvement in all the fields. The year 1958 also saw further reduction in the number of man-days lost due to strikes and lock-outs, as shown in the following table:-

Field	No. of Man-days Lost.	
	1957	1958
Assam	3,054	23,046
Raniganj	50,229	66,162
Jharia	129,995	42,982
Rest of Bihar	95,597	63,650
Orissa	124	-
Madhya Pradesh	725	7,134
Andhra Pradesh	755	1,585
Bombay	-	5,559
	<u>280,479</u>	<u>21,118</u>

The percentage of absenteeism (absenteeism being defined as to include absence due to sickness, accident, leave, etc. and excludes absence due to strikes, lockouts or maternity leave) among colliery workers registered a further fall in 1958. The figures for the major fields are given below:

Year	Assam	Raniganj	Jharia	Orissa	M.P.	Andhra Pradesh (Hyderabad)	All fields
1955	20.36	12.33	13.45	15.41	14.05	15.98	14.03
1956	21.07	12.79	13.07	14.42	13.18	14.73	13.83
1957	19.13	11.90	13.18	14.44	14.26	15.98	13.66
1958	17.93	12.18	12.84	13.23	12.69	16.55	13.21

Output:- The aggregate pit head value of coal raised amounted to Rs.855.82 million as against Rs.790.85 million last year. According to the estimates of Indian Bureau of Mines, the aggregate pit head value of other minerals stood at Rs.463.42 million as against Rs.464.58 million in 1957, showing a slight decrease.

The output of coal continued its rising tempo and recorded a new peak during the current year. The increase over the preceding year was however only of the order of 1.93 million tons, which is considerably less than about 4 million tons increase in 1957.

Field-wise, the output of coal in Jharia was 14.97 million tons as against 14.69 million tons in 1957 and accounted for slightly less than one third of the total production in the country. Comparatively, the Raniganj field showed greater increase, the production in 1958 being about 15.55 million tons as against 14.92 in 1957, and accounting for nearly 35 per cent of the country's output. Among the smaller fields, Bokaro produced 2,929,436 tons, Pench Valley 2,319,383 tons, Korea 1,779,595 tons and Andhra Pradesh 2,116,567 tons.

Raisings were fairly high in the early months of the year. The seasonal effects of monsoon resulted in a fall in output during that period and the maximum as usual was reached in December. Comparatively, there was lesser accumulation of stocks at pit head during the current year than in the preceding year. At the end of the year ~~XXXX~~ stocks were 2,718,783 tons as against ~~3,234,315~~ 3,234,315 tons at the beginning of the year.

Despatches of coal, excluding coke amounted to 40,187,609 tons as against 37,588,675 tons in the preceding year.

The amount of coal utilised for coke making at the collieries was 3,180,153 tons i.e. about 7 per cent of the total output, the corresponding figures for 1957 being 2,948,073 tons and 6.8 per cent respectively. In addition, about 2,163,342 tons of coal i.e. about 4.8 per cent of the total production was consumed within the collieries for boilers, attached power houses, etc.

Collieries produced 355,093 tons of hard coke and 1,787,940 tons of soft coke during the year under review as compared to 276,611 tons of hard coke and 1,700,833 tons of soft coke in 1957. There was thus an overall increase of about 1.65 million tons in coke production in collieries. Despatches of coke from the collieries consisted of 359,701 tons of hard coke and 1,801,686 tons of soft coke. Of the rest 971 tons of hard coke and 2,846 tons of soft coke were reported to have been consumed within the collieries. The stocks at the end of the year consisted of 8,901 tons of hard coke and 90,071 tons of soft coke.

The aggregate pit head value of coal produced during the year amounted to Rs.855,948 and that of hard coke and soft coke produced at the collieries was Rs.14,063,031 and Rs.44,137,947 respectively.

Output of coal per worker employed increased further to 118 tons in 1958 from 117 tons in 1957 and 98 tons in 1958.

The output figures in respect of some of the major minerals are shown in the table below:-

Year	Coal (Tons)	Mica(a) (cwts.)	Manganese (tons)	Iron-Ore (tons)	Copper-Ore (tons)	Gold (fine ozs.)
1954	36880810	104477	1396208	4234123	342403	239162
1955	38225959	132126	1583538	4652940	353,054	210880
1956	39280148	142580	1780837	4750456	388,987	209247
1957	43295088	164489	1713015	5073996	403,929	179219
1958	45226767	126180	1233491	6032857	404,970	186634

Mining Conditions: Of the total of 3,169 mines (excluding mines in respect of atomic minerals) submitting returns for the year 1958, 979 or about 31 per cent were using mechanical or electrical power as against 1016 (31 per cent of the total) mines in 1957. These include 618 (nearly 75 per cent of the total) coal mines, 274 (32 per cent of the total) mica mines, 26 (20 per cent of the total) limestone mines, 25 (4 per cent of the total) manganese mines and 12 (8 per cent of the total) iron ore mines. All the gold and copper mines (4 each in number) reported to have been worked during the year were mechanized.

The number of coal mines using electrical energy during the year under report was 449 as compared to 419 in 1957 and 394 in 1956. The aggregate horse-power of electrical plant used in the above mines increased from 269,864 in 1957 to 294,476 in 1958. The increase was due to the introduction of more electrical plants in mines which had already been utilising electrical power and to the introduction of electrical power to more mines during the year under review. During the year, ~~electrical~~ ~~mines~~ ~~mines~~ ~~mines~~ electrical plants were installed and brought into use in 30 additional coal mines.

The amount of coal raised from all collieries during 1958 in the Indian Union was 45,226,767 tons. Out of this amount, coal mines numbering 449 using electrical power accounted for the production of 41,680,951 which is about 92 per cent of the total raisings. The remaining coal mines numbering 388 which did not use electric power accounted for the production of 3,545,816 tons which is about 8 per cent of the total raisings.

According to the annual returns, the total amount of coal consumed in all the collieries during the year under review was 2,154,342 tons or about 4.8 per cent of the total raisings as compared to 2,154,871 tons or about 5 per cent of the total raisings in 1957. Of this figure the total amount of coal consumed by the collieries not using electricity was 379,001 tons which is about 18 per cent of ~~the~~ the total coal consumed in all the collieries whereas the coal consumed by the collieries using electricity including ~~the coal consumed at the power stations supplying electrical energy to these collieries~~ the coal consumed at the power stations supplying electrical energy to these collieries was 1,784,341 tons of which consumption for generation of electricity was about 146,707 tons.

It will thus be observed that in the mines using electric power the total consumption of coal including the colliery consumption at colliery power houses was about 4 per cent of raisings, whereas in the remaining mines the colliery consumption was 11 per cent of raisings.

The year under report showed an increase in the quantity of coal consumed in the collieries not using electricity. Besides the above coal mines, electrical energy was used in 127 metalliferous mines, with an aggregate horse-power of 103,688 as compared to 125 mines with an aggregate horse-power of 100,585 in 1957. These figures do not include mica mines using electricity. The number of mica mines using electricity during the year under review was 217 as compared with 202 in 1957.

In addition to the above 449 coal mines, 127 metalliferous mines and 217 mica mines, where electricity was used during the year, 10 mines used electricity during the year for lighting purposes only.

The total number of coal cutting machines worked by electricity was 584 as compared to 573 in 1957 and 560 in 1956.

On an average 67 mechanical conveyors were in use in coal mines in 1958 as against 92 in 1957 and 91 in 1956. The number in use varied from about 54 to 80 during the course of the year. The highest aggregate length reported for any month during the year was 9,978 metres in January which was slightly less than the preceding year's figure of 10,522 metres. The total quantity of coal conveyed was considerably lower than the last year's quantity, the actual figures being 1.50 million tons in 1958 and 1.74 million tons in 1957.

The number of coal mines using ventilators was 195 in 1958 as against 181 in 1957 and 167 in 1956. The number of mechanical ventilators in use was 323 during the year under report as compared to 304 during the preceding year. As usual the majority of the mechanical ventilators were to be found in the States of Bihar and West Bengal where the number was 124 and 122 respectively.

The number of safety lamps in use in the coal mines was 57,942 of which 30,552 were of the electrical type and the rest of flame type. The number of lamps locked by magnetic means was 26,087 and by lead rivets 11,652 while the rest had other arrangements for locking.

Explosives:- The consumption figures of explosives and detonators in coal and non-coal mines for the year 1958 with comparative figures for the preceding seven years are given below:-

(all figures in thousands)

Year	Coal				Non-Coal		
	High explo-sives (lbs.)	Per-mitted Explo-sives (lbs.)	Gun-powder (lbs.)	Detona-tors (nos.)	High Explo-sives (lbs)	Gun-pow-der (lbs)	Deto-nators (Nos.)
1956	2275	2614	3870	12357	3956	1968	11154
1957	3595	4105	5113	16727	4457	2209	11092
1958	4459	8422	5069	15216	5013	1978	13350*

*Includes 645 saw dust cartridges soaked in liquid oxygen.

Accidents:- The year under report saw the reversal of the downward trend existing till 1957 in the number of accidents and in the number of persons killed and injured in the mining industry. In all, there were 277 fatal and 3,805 serious accidents during 1958 resulting in 504 deaths and serious injuries to 3,925 persons.

The abnormal increase in the number of persons killed was due to the two major disasters at Chinakuri & Central Bhowra Collieries involving 176 and 23 deaths respectively. On the whole there was significant increase in the occurrence of both fatal and serious accidents as also in the number of deaths and number of persons seriously injured in 1958 as compared to the previous year.

This increase in fatalities and the slight drop in employment together contributed to almost doubling the death rate per 1,000 persons employed as compared to the preceding year while comparatively, the serious injury rate registered a lesser increase.

Of the 504 persons killed, 412 (including 1 woman) were killed underground, 57 (including 15 women) in opencast workings and 35 (including 4 women) on surface. Among the seriously injured, 2,787 received serious injuries underground, 317 (including 77 women) in opencast workings and 831 (including 87 women) on surface.

Coal mines, which accounted for about 60 percent of the total labour force in the mining industry, gave rise to roughly about $\frac{5}{8}$ th of the fatal as also of serious accidents of the total number. The proportion of the number of resultant deaths however was well over $\frac{4}{5}$ th of the total, while that of serious injuries was slightly less than $\frac{5}{8}$ th of the total number. Among the rest, manganese mining in respect of fatal accidents and gold, copper and limestone mining in respect of serious accidents gave rise to considerable number of accidents.

Excluding the two major accidents of Central Bhowra and Chinakuri which were unusual both in occurrence and magnitude, the number of deaths resulting from fatal accidents was 221, which was still significantly above the 1957 level. Relatively, the number of serious accidents recorded only a smaller increase, the actual number being 2,797 as against 2,678 in 1957. The same was the case in respect of seriously injured persons, their number being 2,885 as against 2,762 in 1957 and 2,844 in 1956.

There was thus an overall increase in the number of accidents and resultant casualties in all the major coalfields during the year 1958. In the Raniganj field

itself, the number of fatal and serious accidents increased from 48 and 954 in 1957 to 74 and 731 respectively in 1958. The major accident at Chinakuri was mainly responsible for the abnormally high number of 251 deaths as against 56 in 1957 in this field. The accident at Central Bhowra was responsible similarly for the increase in the number of deaths in the Jharia-field.

In respect of gold mines, while the number of fatal accidents and the number of deaths resulting therein remained stationary at the same level as in 1957 viz. 7 and 8 respectively, there was a slight increase in both the number of serious accidents and seriously injured persons; the actual numbers being 365 and 367 in 1958 as against 325 and 338 respectively in 1957.

There were 4 fatal accidents in copper mines (3 in the Singhbhum District of Bihar and one in Rajasthan) resulting in one death each. There was a slight decrease in the number of serious accidents and seriously injured persons in 1958 as compared to those in 1957, the actual figures being 222 and 223 in 1958 as against 255 and 256 in 1957.

In the manganese mines there was a general fall in the occurrence of accidents during the year under review. However, the position was quite the opposite in the mica mines where both the fatal and serious accidents and their resultant casualties increased considerably over the last year's figures.

As usual, all fatal accidents have been investigated by the officers of the Mines Department and the responsibility in each case has been fixed. The following table classifies the fatal accidents which occurred during the year according to the responsibility as determined:

Classification	No. of fatal accidents	Percentage to total
Mis-adventure	148	53.43
Fault of Management	47	16.96
Fault of Subordinate Supervisory staff)	45	16.24
Fault of Deceased	25	9.03
Fault of Co-worker	12	4.33
	277	100.00

The table below gives the classification of fatal and serious accidents by causes:

Cause	Fatal Accidents			Serious Accidents	
	No. of accidents	No. of persons killed	No. of seriously injured	No. of accidents	No. of injured
Fall of roof	73	83	18	244	261
Fall of Sides-					
(a) Walls	49	65	20	128	129
(b) Face	5	5	-	77	79
Rock-bursts	1	2	-	-	-
Irruption of Water	3	25	-	-	-
Explosions, Ignitions, etc.	2	177	7	-	-
Explosives	16	17	5	63	88
Electricity	3	3	-	10	10
Suffocation by Gases	2	2	-	-	-
In-shafts	16	17	1	52	61
Haulage -					
(a) Above-ground	10	10	1	116	118
(b) Below-ground	40	41	1	345	345
Underground Machinery	4	4	-	60	60
Surface Machinery	6	6	-	59	59
At Railway Sidings Belonging to mines	6	6	-	87	88
Miscellaneous underground	17	17	-	1,731	1,736
Miscellaneous surface	24	24	1	833	837
Total:	277	504	54	3,805	3,871

Welfare Measures and Medical Facilities.

The report gives an account of the welfare facilities connected with health, sanitation and medical relief, primarily in coal mines and mica mines. These activities have already been reviewed in monthly reports of this office, references to which are given below:-

- Welfare activities in coal mines during 1958-59: pp.90-95 of the report of this office for January 1960.
- Welfare activities in Mica mines during 1958-59: pp.124-130 of the report of the office for November-December 1959.
- Welfare activities during 1959-60: pp. 38-40 of the report for October 1960.

Inspection:- During the year 2,766 mines including a few mines not covered by the Act, were inspected by the Officers of the Department of Mines as against 2,177 mines in 1957. The number of inspections made in 1958 totalled as follows:-

	No. of mines inspected	No. of total inspections
COAL	847	4,829
NON-COAL. .. .	1,919	2,849
Total:	2,766	7,678*

* In addition to these, 334 inspections were made in respect of the Medical & Sanitary aspects by the Labour Inspectors. The rest of the mines, mostly small sized, could not be inspected during the year on account of the shortage of inspecting staff.

The causes and circumstances of almost all the fatal accidents which occurred during the year and of a

few of the preceding year which remained to be investigated, were all investigated. Some of the serious accidents of importance were also enquired into. Inspections were made at the invitation of mines owners, Superintendents and Managers of mines desirous of obtaining advice on safety matters. A large part of the time of the Inspectors was spent in investigating cases of actual or threatened damages to roads and dwellings arising from underground fires in coal mines and in examining protective works against the risk of inundation.

During the year 779 prosecutions were instituted as compared with 646 prosecutions in the previous year.

(Annual Report of the Chief Inspector of
Mines in India for the year ending 31st
December 1958)

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Work of the Ministry of Labour and Employment
during the year 1960-61*

In connection with Parliament discussions on the demands for grants of the Ministry of Labour and Employment, the Ministry has just published a report on its activities during 1960-61. Unlike previous years, this year's report is in two volumes. The first volume relates to the activities of the Ministry in the fields of labour relations, wages, working conditions, social security, etc. The second volume covers employment and training and the work of the Directorate General of Employment and Training. A brief review of the first volume of the report is given below:

General labour situation: The labour situation in the country was on the whole satisfactory during 1960 and showed improvement over the previous year. There was, however, a set back in July when sections of the Central Government employees were on strike for five days.

The number of man-days lost due to strikes and lock-outs from January to December 1960 was 4.76 millions (provisional) as against 5.6 millions and 7.8 millions for the same period in 1959 and 1958 respectively. The number of disputes in the years 1958, 1959 and 1960 was 1,524, 1,531, and 1,240 (provisional) respectively. Taking half-yearly figures, the total number of man-days lost in the second half of 1960 was 1.7 million as compared to 2.4 million during the second half of 1959; during the first half of 1960, the total number of man-days lost was 3.0 million (provisional) as compared to 3.2 million during the corresponding period in 1959.

Central Government employees' strike: A joint Council of Action formed by the All India Railwaymen's Federation, the National Federation of P & T Employees, the All India Defence Workers' Federation and the Confederation of Central Government Employees' sponsored a strike in July 1960. The issues raised by the Joint Council related to the recommendations of the Central Pay Commission. The two main demands were:

- (i) Fixation of a need-based minimum wage at Rs.125; and
- (ii) Linking of dearness allowance with the cost of living index.

The strike, commenced on the midnight of 11 July 1960 and lasted for five days. About 500000 employees participated. There were at least 135 cases of sabotage and

*Report 1960-61 (Volume I): Ministry of Labour and Employment, pp.91.

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more than 200 cases of intimidation and obstruction during the strike and about 19,000 people were arrested. The strike was called off unconditionally on 16 July 1960. There was a call for a sympathetic general strike on 14 July 1960 by the AITUC, HMS and UTUC. This strike also failed.

The Government promulgated an Ordinance banning strikes in essential services and providing for penalties for illegal strikes and for instigating or inciting such strikes. With a view to avoiding similar strikes in future, the Government after detailed discussion in Parliament and in the 18th Indian Labour Conference has under consideration proposals which include setting up of suitable negotiating machinery at various levels on the model of Whitley Councils with provision for arbitration of disputes not settled mutually. The aim is to create conditions in which strikes in essential services like railways, P.&T., Defence installations and by the civil servants are rendered superfluous. In order, however, to forestall possibilities of anti-national action it is also proposed to make such strikes illegal.

The situation arising out of closures of industrial establishments was comparatively less serious during the year under report than in 1958 and 1959. The textile industry particularly showed an increase in its working strength as some of the units which had closed down in 1959 resumed work in 1960. Engineering industries which were affected because of inadequate maintenance imports in 1958 enjoyed a better spell in the last two years.

Code of discipline: The Code of Discipline continued to exercise its restraining influence on industrial unrest by promoting awareness of mutual obligations among the parties. The tripartite implementation committees at the Centre and in the States have been responsible for bringing about settlements in a number of complicated disputes. There is increasing readiness on the part of employers and workers to invoke the provisions of the Code to secure redress of grievances. While a part of the reduction in the number of man-days lost through work stoppages could be attributed to the effective working of the Code, the new area where the Implementation and Evaluation Machinery is making steady headway is in preventing precipitate action on either side. The machinery succeeded in averting a number of strikes and lockouts and in easing situations which might have led to work stoppages. In 71 per cent, as against 65 per cent last year, of the cases where the Central Evaluation and Implementation Committee proposed action, breaches were brought to the notice of parties and acts of commission and omission set right.

3.

The success in the out-of-court settlements attempted in pursuance of the Code by the Implementation Machinery at the Centre increased from 41 per cent in 1959 to 54 per cent in 1960. There was no substantial change in this regard in the State Implementation Machinery. The Code of Conduct has been able to achieve a similar success. The National Productivity Council organised a meeting of important employers and trade union leaders to consider how the employers and workers could co-operate in securing higher productivity at the unit level and, also to settle principles on which the gains of productivity could be shared. The Code of Efficiency and Welfare which had been sponsored last year by the Labour Ministry but had then encountered heavy weather secured considerable support at this conference. It is proposed to draw up a code in the light of the discussions in the National Productivity Council and of the information supplied to the Ministry by employers' and workers' organisations on the content of the code.

Wages: During the year under report there was revision of wages in two important industries on the basis of recommendations made by Tripartite Wage Boards. Similar Boards were also set up for two more industries. The present position with regard to Wage Boards for different industries is as follows:

- (a) Cotton textiles.- Recommendations of the Textile Wage Board have been implemented by the cotton textile mills in most of the States. The State Governments concerned are making efforts to secure implementation also in the mills where the recommendations have not been given effect to so far.
- (b) Cement.- The recommendations of the Cement Wage Board have been implemented by many cement factories. The remaining units are working out the details of implementation in consultation with the labour unions. On the suggestion of the Cement Wage Board, the Government of India decided that a study of work-loads might be carried out in a few selected factories. The C.A.F.'s Organisation is accordingly conducting these studies.

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- (c) Sugar industry.- The Wage Board for sugar industry has submitted its report. A Government resolution accepting the recommendations and requesting the parties to implement them has been issued.
 - (d) Jute industry.- A Central Wage Board for the jute industry was set up in August 1960. Pending submission of its final Report the Board has submitted its recommendations on the workers' demands for interim relief and the industry has been requested to implement them.
 - (e) Plantations.- A Central Wage Board has been set up for the tea plantations industry. Similar Boards for coffee and rubber are to be set up shortly.

Working Journalists Wage Committee.- The State Government are responsible for the implementation of the recommendations of the Committee. From reports so far received there have not been many complaints about non-implementation.

Bonus for plantation workers: Bonus for the years 1953-56 was generally paid to the workers in the tea gardens of Assam, West Bengal and Tripura in accordance with the terms of the agreement signed at New Delhi on 8th January 1956. It was decided at a meeting of the Bonus Sub-Committee of the Industrial Committee on Plantations that in the absence of any other agreement between an employer and his workers the Delhi Agreement would be followed for payment of bonus for the years 1957 and 1958 in Assam and West Bengal.

The question of bonus for 1959 and subsequent years is under the consideration of the Bonus Sub-Committee in the light of a formula suggested by the employers' representatives on the Committee for payment of bonus for the years 1959 to 1963.

Bonus Commission.- On a recommendation made by the Standing Labour Committee it has been decided to set up a Bonus Commission to go into the question of bonus in its various aspects. Its composition and terms of reference are being finalised in consultation with the employers' and workers' representatives.

All-India wage census.- Of the 44 industries covered by the wage census, primary tabulation in respect of 41 industries and secondary tabulation for 38 industries has been completed. Efforts are being made to complete the remaining work by March 1961. Preparation of reports will be taken up after the tabulation work is over.

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Central Minimum Wages Advisory Board.- The Central Minimum Wages Advisory Board, which met in August 1960, considered and approved some proposals concerning the amendment of the Minimum Wages Act.

During the year an important aspect of bonus, viz. the relationship of bonus to living wage, came up for decision in the Supreme Court. The Court observed that it would be inadvisable and inexpedient to put a ceiling on the award of bonus and that it could not be said that no award for bonus could be sustained once the living wage standard had been reached. The question should be decided taking into account the circumstances of each case. About the computation of the living wage, the Court said: "as the social conscience of the general community becomes more alive and active, as the welfare policy of the State takes a more dynamic form, as the national economy progresses from stage to stage, and as under the growing strength of the trade union movement collective bargaining enters the field, the wage structure ceases to be a purely arithmetical problem". The Court has thus accepted a dynamic concept for the 'living wage' of the type mentioned in the Constitution. Another development was the settlement of the question of bonus to be paid to tea garden workers of Assam, West Bengal and Tripura for the years 1957 and 1958. The findings of the committee appointed in 1957 to evolve a wage structure and a formula for the payment of bonus for plantation workers in the State of Kerala, were published during the year. The report by the National Council of Applied Economic Research on various aspects of replacement costs in some specified industries was made public.

Social Security.- The Employees' State Insurance Act now covers about 1.6 millions of workers in 112 centres. Roughly a third of the number have been covered with families. During the year under report, insured persons suffering from malignant diseases were able to secure cash assistance and medical treatment extended upto a period of one year. Artificial dentures, limbs, etc., are provided free of cost. The Employees' Provident Fund Scheme has been extended to cover units with the lower employment limit of 20 persons.

Welfare of coal miners.- The Coal Mines Labour Welfare Fund was constituted in 1944 by levying a cess on all coal and coke despatched from collieries. The present rate of cess is 49:21 nP. per metric tonne. The total income of the Fund is being allocated into two Accounts - The Housing Account and the General Welfare Account. The Fund continues to maintain steady progress in all spheres of its activities.

The income of the Fund during 1960-61 is expected to be about rupees 1.81 million. It is estimated that a sum of rupees 1.60 million will be spent on general welfare and housing during the year.

Welfare of mica miners.- The Mica Mines Labour Welfare Fund constituted under the Mica Mines Labour Welfare Fund Act is intended to provide educational, recreational and other welfare amenities to workers in mica mines.

The Act provides for the levy of a custom duty on all mica exported from India upto a maximum rate of $6\frac{1}{4}$ per cent ad valorem. The present rate is $2\frac{1}{2}$ per cent ad valorem. During the year under report the Fund continued to make steady progress in its activities.

Accidents in mines.- The following set of figures indicate the position regarding accidents in coal and non-coal mines during 1960:

	<u>Coal Mines</u>	<u>Non-Coal Mines</u>
(i) (a) No. of fatal accidents	195	73
(b) No. of persons killed	250	81
(c) No. of persons seriously injured	32	20
(ii) (a) No. of serious accidents	3,034	776
(b) No. of persons seriously injured	3,080	791

The question of safety in mines is being kept constantly under review. Measures that need to be taken in regard to prevention of dust, ventilation, lighting, etc. in mines are being probed into currently by Technical Committee appointed for the purpose. Services of two mining experts from the U.S.S.R. were secured under the assistance programme of the I.L.O. to advise Government on various aspects of safety in mines.

Education and Training.- The workers' education programme which was launched in 1958 has been making steady progress under a semi-autonomous board - The Central Board for Workers' Education. The working of the Board was examined during the year under report by an I.L.O. expert who, while appreciating the work done by the Board, has made useful suggestions for improving the various stages of the programme of training. In 1960 two more centres were set up, one at Madras and the other at Yamunanagar (Punjab) bringing the total number of centres to 12. Apart from the normal programme of work, the Board organised (a) in May last year a Seminar on Creative Education under the guidance of a U.K. Expert, Dr. (Miss) M.A. Payne, and (b) recently a Seminar on the functioning of Works Committees and the programme to be drawn up for training the members of Works Committees in the effective discharge of their duties. The response to these was encouraging. The Board proposes to undertake similar activities in future. It is at present engaged in preparing literature in

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different languages for expanding its activities.

A building for the Central Labour Institute is to be constructed at Sion, Bombay at an estimated cost of about rupees 3 million. Work on the filling of the low-lying area and pile foundation has been completed and construction is in progress. Pending construction of the building the Safety Centre has been set up on a temporary basis in the Old Victoria Mills compound. Display of exhibits in sections such as wood working, docks and boilers has been completed and display work in some other sections e.g., electrical, printing, etc., is in progress.

Of the other sections of the Central Labour Institute, the Industrial Hygiene Laboratory has already been functioning at New Delhi for a long time. The laboratory is now being set up in temporary rented premises in Bombay. The Productivity and T.W.I. Centres have been functioning in rented premises in Bombay since 1955. A section on Industrial Physiology has also been recently added.

During the year the T.W.I. Centre offered two Training-Within-Industry projects. In each 11 training officers from the public and private sectors participated. The T.W.I. Centre has so far trained 217 training officers from various establishments. They have in turn trained about 40,000 supervisors in T.W.I. Programmes on job instruction, job methods and job relations.

Two new programmes - one on Discussion Leading and the other on Job Safety - were developed by the Centre during the year. Programmes on Discussion Leading were offered to the second batch of the teacher-administrators of the Central Board of Workers' Education in February at Calcutta; to the members of the Air India International and Indian Air Force in June at Bombay; and to the members of the managements of industrial establishments in Bombay in August. The programme on Job Safety was presented to an experimental group comprising training officers and experts in the field from industrial establishments in Bombay on 26 and 27 September 1960.

The sixth Factory Inspectors' Training Course started at New Delhi on 3 October 1960. The programme in Delhi was completed on 15 October 1960. Thereafter the inspectors were taken to Bombay and Calcutta for two weeks at each place for visiting a number of factories. They were able to cover a good cross-section of industry from the point of view of health, safety and welfare of workers. The course concluded on 12 November 1960 at Calcutta. Fourteen inspectors from various States attended the Course.

The Inspector, Dock Safety, Bombay, delivered three lectures on "Safety in Dock Work" to two batches of the

supervisory staff of the Bombay Port Trust.

Two officers from the Organisation of the Chief Adviser, Factories, who were selected by the National Productivity Council for training productivity in the United States of America for the year 1959 successfully completed their training and resumed duties. Another officer from that Organisation has been sent to the United States of America for training under the same programme for the year 1960.

The third Course under the Welfare Personnel Training Institute, Bhuli, commenced on 2 November 1959. Out of 32 trainees admitted to the course 31 were declared successful. The fourth course with 21 trainees started on 1 August 1960.

Thirty officers of the Central and State Governments were selected for training for Short Term Social Work Course under the Calcutta University.

Technical assistance.- Experts: The expert in the field of 'Industrial Engineering' who had come to India towards the end of 1958 under the I.L.O. Expanded Programme of Technical Assistance continued his work during the year 1960 also. In addition, three I.L.O. experts - one in 'Productivity' and two in 'Mines Safety' arrived during the year.

The following two projects were approved last year for being financed from the Special Projects Fund of the United Nations:-

- (a) Central Training Institute for Instructors in Calcutta;
- (b) Regional Labour Institutes for training, education and research in labour problems at Calcutta, Kanpur and Madras.

The Plan of Operation for the first project was signed on 26 February and that for the second on 6 October 1960. The I.L.O. would be the operative agency.

The Ministry availed of training facilities abroad under the I.L.O. Expanded Programme of Technical Assistance, Colombo Plan, Point Four Programme, UNESCO Project etc. In all 50 trainees were sent to different countries for training in trade unionism, labour administration, workers' education, co-operation, vocational rehabilitation, employment market information, etc.

During the year under review, the Ministry also rendered technical assistance to countries in South-East Asia under the I.L.O. Expanded Programme of Technical Assistance and the Colombo Plan. Under the I.L.O. Programme training facilities were provided in vocational guidance of the disabled, workers' education, small scale industries and social security to four officers - two from Philippines, one from Iraq and one from Burma.

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Under the Colombo Plan, facilities were arranged in 'Factory Inspection' for one official of the Nepal Industrial Development Corporation.

An I.L.O. Asian Regional Training Course in Social Security Administration was organised in co-operation with the Government of India and the International Social Security Association, in New Delhi, from 1 to 30 November 1960. About 30 persons from different Asian countries participated in the training course.

Emigrant labour.- Two thousand one hundred and ninety assisted emigrants with 829 minors and other dependants were recruited during the year for the tea estates in Assam from the States of Bihar, Orissa, and Madhya Pradesh through the Tea Districts Labour Association. During the same period, 12,396 emigrant labourers and members of their families were sent back to their homes at employers' cost. As in the last year, some employers also recruited labour by surreptitious means in order to evade obligations under the Act, and 2,180 cases of illicit recruitment were detected. In order to bring such labourers within the purview of the Tea Districts Emigrant Labour Act, for purposes of entitlement to benefits enjoyed by emigrant labourers, 465 cases were regularised and emigrant labour cess was realised after due enquiry.

The Tea Districts Labour Association stopped its activities from 1 September 1960. The policy of recruitment of labour for Assam tea gardens was reviewed at the third meeting of the 9th session of the Industrial Committee on Plantations held on 3 August 1960. It was decided that no fresh recruitment should be made from outside the State, except with the permission of the Central Government and movement of labour from surplus to deficit areas within Assam should be encouraged with the help of a special Employment Exchange through grant of suitable incentives by employers. It was also decided that after the closure of the Tea Districts Labour Association, workers should be repatriated from a central place in Assam and sent with escorts to convenient places in each recruiting State. Subsistence allowance for such workers should be raised from Rs.1.50 per adult and Re.0.75 per child to Rs.2.50 and Rs.1.75 respectively. The industry also agreed to maintain four rest houses at Katihar, Ranchi, Gauhati and Vizianagaram.

Necessary action is being taken to implement these decisions. Steps are also being taken to amend the Tea Districts Emigrant Labour Act suitably.

The annual report on the working of the Indian Dock Labourers Act 1934 for the year 1959 was published during

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the year under review. The total number of reportable accidents notified during 1959 in the five ports of Calcutta, Bombay, Madras, Cochin and Visakhapatnam was 3805 including 17 fatal as against 3789 including 19 fatal in 1958. Eighteen accidents without any fatality were reported from Kandla port.

Legislation.- In the field of labour legislation, a number of amendments to existing enactments were carried out either for plugging loopholes in the existing legislation or for getting them implemented more effectively. The Indian Trade Unions Act, 1926 and the Plantations Labour Act, 1951, were amended and the scope of the Employees' Provident Funds Act was extended to cover small establishments employing a minimum of 20 workers. There is a proposal to further amend the Workmen's Compensation Act. Two bills, the Motor Transport Workers Bill 1960, and the Maternity Benefit Bill 1960 are before Parliament. The former when enacted will regulate matters like hours of work, spreadover, overtime, leave with wages, etc., in motor transport undertakings; the latter mainly seeks to reduce the disparities in benefits under the different Maternity Benefit Acts in the country.

Labour surveys.- The report points out that work in the field of labour was to a considerable extent hampered because of inadequate information. The Second Plan had sanctioned a number of surveys for strengthening ~~our~~ statistical base. It is intended that in the Third Plan increased allocations will be made for bridging the gap between the information required and the information available for framing firm labour policies. Three important enquiries undertaken in the Second Plan were the Second Agricultural Labour Enquiry, the Wage Census and the Family Budget Surveys which would form the basis of consumer price index numbers. The Third Plan will continue to provide impetus to labour research through the normal Government channels and also by encouraging research by competent organisations outside Government. It is with the latter object in view that a Conference of research workers in the field of labour was convened in September last year. The Conference came to the conclusion that it would be necessary to have an agency (i) to co-ordinate labour research undertaken in the country, and at the same time (ii) to sponsor cooperative research in the field of labour by all agencies interested in such work. In accepting the recommendations of that Conference Government will soon be setting up a representative organisation for labour research to which the State Governments, Employers' organisations, Workers' organisations, Universities and other research institutions will be invited. Suitable provision has been made for financing such research in the Third Five Year Plan. The Research Programme Committee of the Planning Commission is also evincing keen interest in sponsoring labour research through the sub-committee specifically appointed for this purpose. All these steps will help to promote better understanding of

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labour problems in the country in future.

(Note :The second part of the report dealing with the work of the Directorate-General of Employment and Training is reviewed at section 81, pp. 92-111 of this report.)

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Chapter 6. General Rights of Workers.

63. Individual Contracts of Employment.

India - May 1961.

Industrial Employment (Standing Orders) Amendment Act, 1961
(No. 16 of 1961)

The Industrial Employment (Standing Orders) Amendment Bill (vide p. 107 of the report of this Office for November-December 1960) as passed by Parliament received the assent of the President on 2 May 1961 and has been gazetted as Central Act No. 16 of 1961.

The Industrial Employment (Standing Orders) Act, 1946 as now amended by Act No. 16 of 1961 applies to every industrial establishment wherein one hundred or more workmen are employed, or were employed on any day of the preceding twelve months. The appropriate Government may, after giving not less than two months' notice of its intention so to do, by notification in the Official Gazette, apply the provisions of this Act to any industrial establishment employing such number of persons less than one hundred as may be specified in the notification. Nothing in this Act shall apply to any industry to which the provisions of Chapter VII of the Bombay Industrial Relations Act, 1946 apply or to any industrial establishment to which the provisions of the Madhya Pradesh Industrial Workmen (Standing Orders) Act, 1959 apply.

A new section 14A empowers the Central Government to delegate powers exercisable by it to any officer or authority specified in the notification. A new subsection (3) added to section 15 of the Act provides that every rule made by the Central Government under this section shall be laid as soon as may be after it is made, before each House of Parliament while it is in session for a total period of thirty days which may be comprised in one session or in two successive sessions, and if, before the expiry of the session in which it is so laid or the session immediately following, both Houses agree in making any modification in the rule or both Houses agree that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be; so however that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.

(The Gazette of India, Extraordinary,
Part II Sec. I., 3 May 1961, pp.175-177).

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

India - May 1961

Punjab: Review on the Annual Report on the Working of
the Payment of Wages Act, 1936, in the State during
the year 1959.

The Government of Punjab published on 26 May 1961 its review on the annual report on the working of the Payment of Wages Act, 1936, in the State during the year 1959. According to the review, the Payment of Wages Act continued to be applicable to factories registered under the Factories Act, 1948, and to all classes of persons employed in industrial establishments in the whole of the State. The Punjab Payment of Wages Rules, 1937, continued to regulate the procedure regarding the imposition of fines deductions from wages and advances to the employed persons governed by the provisions of the said Act and no amendments thereto were made during the year under report.

The registered factories numbering 1,354 and industrial establishments numbering 2,047 submitted their annual returns and during the year under review on an average 39,239 persons were employed daily in factories and 8,544 in industrial establishments. A total of 1990 factories did not submit their returns. One hundred and seventythree factories were either closed or did not start working for very long period during the year under report.

The wages paid to workers in factories and industrial establishments amounted to 4,20,01,078 rupees and 57,31,788 rupees respectively, whereas during the previous year the wages paid to workers to 1,530 factories and 2,042 industrial establishments amounted to 6,96,95,974 rupees and 57,27,426 rupees respectively.

As for the various deductions made from the wages of the workers working in factories and industrial establishments, there were 5 cases of fines, 59 cases of deductions on account of damages or loss and 40 cases of deductions on account of breaches of contracts, and the deductions amounted to Rs.9.50 nP., Rs.25.80 nP. and Rs.12.75 nP., respectively. These amounts were credited to the Workers' Welfare Fund.

A total of 3,572 complaints regarding non-payments/ delayed payments of wages of the employees of the registered factories and industrial establishments were received during the year under review while 202 such complaints were pending from the previous year bringing the total to 3,774, as against 5,785 complaints during the last year. Out of these, 3,651 complaints were disposed of leaving a balance of 123 at the close of the year.

Two prosecutions were launched for various offences under the Act and the rules framed thereunder as against 4 during the preceding year. These cases were pending with the Courts at the close of the year.

All the Commissioners under the Workmen's Compensation Act, the Land Acquisition Officer, Ambala, S.D.O.s., Kulu, Bhiwani and various other Sub-Divisional Officers and Tehsildars in the State continued to function as Commissioners under the Act within their respective jurisdictions during the year under report.

Two hundred and fortytwo inspections were carried out by the Inspectorate staff to check up the implementation of the various provisions of the Act and the rules framed thereunder in the registered factories while 27,284 inspections were carried out in industrial establishments for the same purpose as compared with 526 and 51,266 inspections, respectively, carried out during the previous year.

(Supplement II, Punjab Government Gazette, No. 21, 26 May 1961, pp. 101-102.)

67. Conciliation and Arbitration.

India - May 1961.

Conclusions of the Fifth Meeting of the Central Implementation and Evaluation Committee.

The fifth meeting of the Central Implementation and Evaluation Committee was held on 1 March 1961 at New Delhi. The following are conclusions arrived at.

Abolition of contract system in coal raising in the quarry of Charu Khas Colliery.- The All India Organisation of Industrial Employers was requested to get the recommendation of the Committee implemented urgently by its affiliate. If the contract system is not abolished soon by the management, necessary sanctions may be applied against it.

Abolition of contract system in Kustore Burragarh Colliery.- The Committee noted with regret that the management could not so far make it possible to discuss the matter with the union's representative. It requested the Employers' Federation of India to ensure that the Committee's recommendations are implemented immediately by its affiliate and that such delays do not take place in future.

It may be clarified to all Central Employers' organisations that reference of the question of the abolition of contract system in coal industry to a Court of Enquiry does not invalidate the earlier decision of the Industrial Committee on Coal Mining requiring managements not to extend the contract system to any new category of work and if it has been so extended in any case after August 1966, to rectify the position.

The Committee desired that the Central Employers' organisations should ensure that the above decision of the Industrial Committee on Coal Mining is implemented effectively by their affiliates.

Procedure for verification of membership of unions for the purpose of recognition under the Code of Discipline.- It was decided that this question may be discussed in the Standing Labour Committee.

Operation of the Code of Discipline in Public Sector Undertakings.- Some of the representatives of the Central Workers' Organisations desired that the code of Discipline should be accepted by the Railways also.

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General.- As the representatives of employers' and workers' organisations represented that the implementation machinery in States was not working effectively, it was decided to review the working of the Code of Discipline and the implementation machinery in States at the next meeting of the Standing Labour Committee.

If an establishment has not accepted the Code of Discipline its workers would not be answerable for its violation by them, and vice-versa.

The Central Organisation should secure effective enforcement of the Code of Discipline by their affiliates. They should not hesitate to apply necessary sanctions, as laid down under the Code against erring members.

While recognising that in the inquiries so far held into certain major strikes casual relationship that exists between various acts and incidents has been maintained and responsibility for breaches of the Code fixed in the light of the whole set of circumstances and not isolated acts of parties, it was decided to reiterate this for the guidance of all future inquiry officers.

(Indian Labour Journal, Vol. II,
No.5, May 1961, pp. 414-416.)

Code of Discipline in Industry: Review
of work during the period June 1958 -
February 1961

A review of the working of the Code of Discipline in Industry during the period June 1958 - February 1961 and of the evaluation and implementation machinery in the Central and State spheres is contained in a note prepared for the 19th session of the Standing Labour Committee (vide Section 11, pp. 1-22 of this report). A review of the note is given below:

(A) Central sphere: Extent of application.- In the Central sphere the Code of Discipline is applicable to all industrial undertakings - both in public and private sectors - in respect of which the Central Government is the appropriate Government under the Industrial Disputes Act, except banks, insurance companies, ports and the railways. The Life Insurance Corporation and Port Trusts are expected to convey their acceptance shortly. Banks and General Insurance Council have unfortunately not yet fallen in line despite repeated efforts; they are still considering the matter. The railways do not feel the necessity of adopting the Code as in their opinion its main objectives are secured through their long established procedures and conventions.

Central Evaluation and Implementation Machinery: The Central Evaluation and Implementation Division, in the Ministry of Labour, under the charge of a Joint Secretary, continued to deal with the cases of non-implementation of labour enactments, awards, Code of Discipline, etc. To make on-the-spot enquiries and to deal more promptly with cases of breach of the Code in mines in the Eastern Region, a Regional Labour Commissioner (Implementation) was appointed at Dhanbad in October 1959. His appointment has been more than justified; it has created confidence in parties, cases are being investigated more quickly and minor breaches are being dealt with on the spot. He has been able to bring about settlements in some complicated cases.

The Central Implementation and Evaluation Committee, which consists of equal representatives of employers and workers with Union Labour Minister as chairman, has so far held five meetings. Besides taking policy decisions on the Code and non-implementation problems, the Committee has considered individual cases of infringement of the Code and fixed responsibilities on the parties; notable of these cases are the strikes in Premier Automobiles Ltd., Bombay and the Calcutta Tramways Co., Calcutta.

Assessment of the working of the Code: General appreciation.- In the Central sphere, as in the State sphere, the Code has met with an appreciable measure of success. It has created an awareness amongst the parties of their rights and responsibilities towards each other in industrial relations. It is exercising a restraining influence both on employers and workers; the erring parties have been put on the defensive and made careful in committing a second breach. The Code is being increasingly invoked which shows that the faith of the parties in the voluntary approach is developing. The usefulness of the Code in creating harmonious industrial relations is being gradually realised. To quote an example: one of the largest coal mining concerns which was previously luke-warm towards the Code, adopted a grievance procedure at the instance of the Evaluation and Implementation Division and effected improvements in its personnel administration. Not long thereafter it reported in its Annual Report: "With the introduction of the two-tier system and the grievance procedure, there has been a distinct improvement in the relations between the management and the labour".

Statistical assessment.- From June 1958 when the Code was enforced till the end of February 1961, the Central Evaluation and Implementation Division received 2,806 complaints. Of these, 1575 (or 56%) related to State sphere undertakings which were dealt with through the concerned State Implementation Machinery and 1231 related to the Central sphere. 263 (or 21%) complaints in the Central sphere were either only endorsements or did not otherwise require action under the Code. Of the remaining 968 cases, investigations were completed in 90%, and the allegations were substantiated on enquiry (68% of the cases were substantiated) breaches were either set right or were successfully brought home to erring parties. The fact that in such a large number of cases voluntary approach has succeeded, speaks much for the Code.

The organisation-wise and breach-wise details of cases in which breaches were substantiated on enquiry are given below:

Responsibility of employers:

Nature of Breach	Employers affiliated to			Independent Employers	Total
	E.F.I	A.I.O.I.E.	A.I.M.O.		
Unfair labour practices, e.g., victimisation, harassment, etc.	11	15	-	27	53
Non-implementation of awards, agreements, enactments, etc.	81	44	-	129	254
Non-recognition of unions.	1	-	-	1	2
Unilateral action including retrenchment	1	5	-	-	6
Lock-out without notice	-	3	-	3	6
Others, e.g., non-establishment of grievance procedure	3	7	-	2	12
Total:	97	74	-	162	333

Responsibility of workers:

Nature of Breach	Unions affiliated to				Independent Unions	Total
	INTUC	AITUC	HMS	UTUC		
Strike without notice	49	40	19	3	31	142
Unfair labour practices, i.e., negligence of duty, insubordination, etc.	8	14	4	-	4	30
Coercion, intimidation etc.	7	10	1	1	3	22
Rowdyism in demonstration.	14	8	-	-	4	26
Recourse to violence.	15	10	4	-	4	33
Unilateral action, non-cooperation in settlement of disputes etc.	4	1	1	1	-	7
Total:	97	83	29	5	46	260

Impact of Code on Industrial Relations.- The healthy influence created by the Code on industrial relations is amply demonstrated by the following figures of man-days

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lost as a result of work-stoppages in Central sphere undertakings:-

<u>Year</u>	<u>Man-days lost</u> (in millions)
1958	1.55
1959	0.85
1960	0.53 (Provisional)

In coal mines, where industrial unrest in the past was more pronounced, the improvement is very marked. As against 0.32 million man-days lost in 1959, only 0.12 million man-days were lost in these mines in 1960.

The above statistics are no doubt valuable as indicative of the progress made by the Code; but they do not convey its full impact on industrial relations. The voluntary approach is being appreciated, introspection is developing, amends are being made by setting right omissions and promises extended to be careful in future.

Public Sector and the Code.- The Code does not make any distinction between public and private sectors. The special problems of the public sector were, however, considered at a Public Sector Conference held in January 1959 when it was decided that the Code would apply to all companies and corporations in the public sector except banks, Life Insurance Corporation and Defence undertakings. At a meeting held in February 1961 the Code has also been extended to all Government departmental undertakings covered under the Industrial Disputes Act. The Code is being applied as effectively in public sector undertakings, which have come within its orbit, as in the private sector. An idea about the number of complaints under the Code relating to public and private sector undertakings in the Central sphere so far received by the Division, and action taken thereon can be had from the following table:

(from June 1958 to February 1961)

	No. of complaints requiring action by the Division	No. where investigations were completed			No. under investigation.
		Not substantiated on enquiry	Mutually settled	Breaches brought home to guilty parties or implemented/ settled	
	1	2	3	4	5

Against Employers

Public sector	127 (100)	53 (41)	14 (11)	25 (19)	35 (29)
Private sector	548 (100)	205 (40)	30 (5)	264 (46)	49 (9)
Total	675	258	44	289	84

Against workers

Public sector	95 (100)	3 (3)	5 (5)	83 (88)	4 (4)
Private sector	198 (100)	18 (9)	9 (5)	163 (82)	8 (4)
Total	293	21	14	246	12

N.B. Figures in brackets indicate percentage to total.

Difficulties experienced.- The Code has not been free from criticism. But, apart from the fact that there are bound to be critics of any new and unconventional approach the criticisms about the Code have unfortunately been either mis-informed or hasty. The organisations which complain that the Code is not working effectively generally measure its success with reference to what they are not able to get out of it, no matter how unreasonable or unjustified their demands may be. The benefits secured to them under the Code are ignored or the view point of the other party is not appreciated. Some organisations feel that the Code is a one way street through which only their rights should flow and passage to their obligations under it should be barred. This attitude is unhelpful and, though the number of critics has declined, there is need for a positive approach to the Code by the employers' and workers' organisations.

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There is a general tendency on the part of central organisations to defend the action of their members, or, which is worse, to simply pass on the comments of their affiliates to the charges against them without considering the matter dispassionately. This tendency needs to be discouraged for central organisations have to play a pivotal role in the implementation of the Code. They should not feel hesitant in applying sanctions against erring members. So far not much has been done in this direction. Only one central workers' organisation - INTUC - has taken the bold step of disaffiliating three of its member-unions for infringements of the Code. The employers' organisations particularly lag behind in this respect. The experimental stage of the Code is over and it is desirable that a strict compliance of the Code should now be ensured. The central organisations should so organise and strengthen themselves that their writ runs through effectively.

The question of bringing independent employers and unions within the pale of the Code needs consideration. While the Central Evaluation and Implementation Division has succeeded in persuading 51 independent workers' organisations and 31 independent employers' organisations to accept the Code, the number of independent units which are still outside the orbit of the Code is much large. The additional sanction of denying Government assistance to units which do not accept the Code despite persuasion would go a long way in improving the position, if it is accepted by the Standing Labour Committee.

There is also a tendency amongst the parties to approach the implementation machinery without first utilising appropriate avenues of settlement of disputes. Proper authorities are not addressed to in the first instance by the parties with the result that delay occurs in the disposal of cases. Individual complaints, for instance, must invariably be first gone through the grievance procedure, if it exists in a unit; otherwise they should be referred to the Conciliation Officer. The implementation machinery should normally be brought into the picture only after efforts to settle disputes at appropriate levels have failed. Similarly, State sphere cases must invariably be referred to State implementation machinery.

A large number of complaints (32%) have not been substantiated on enquiry. In many cases, wild, vague and exaggerated allegations are made. Investigation of these cases results in avoidable waste of time and energy at all levels. The central organisations must, therefore, ensure that their constituents report only genuine grievances; if any member is found to be in the habit of sending baseless allegations, suitable action should be taken against it under the Code.

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(B) States: General appreciation.- The State Governments have generally reported that the Code has evoked a sense of responsibility among employers and employees who have begun to think in terms of peaceful settlement of their differences rather than of resorting to illegal and unconstitutional methods. In West Bengal there has been an increase in the number of bi-partite agreements in respect of cases pending before tribunals. Reports from a few States also show that the Code has not aroused the same interest all round. In Punjab there has been a tendency among the parties to point out, and some times exaggerate, the violations committed by other parties and to either observe silence or not to admit the violations committed, by them. What seems to be lacking is that the central organisations of employers and workers, in some cases, instead of persuading their members to admit their fault attempt to defend them. In certain cases these organisations are found to have little hold on their members. The Government of Punjab feels that the working of the Code can be made effective only when the organisations change their policy and extend greater co-operation to the implementation machinery. In Orissa, the Code has not yet fully permeated to the rank and file of the workers but the State Government are making an intensive effort to publish the Code. In West Bengal though the Code has had a healthy impact on industrial relations it has not yet effectively permeated to the plant level.

Implementation units.- Implementation units are functioning in all States. In six of them (viz., Andhra Pradesh, Kerala, Madras, Mysore, Punjab and Rajasthan) Implementation Officers have been appointed exclusively for the implementation of the Code; in the remaining 13 States, the Director of Industries, Labour Commissioner or some other Government officials looks after the implementation work in addition to other duties.

Implementation committees.- Tripartite implementation committees have been set up in all States except Jammu and Kashmir where the labour problems are few. In ten States (viz., Andhra Pradesh, Bihar, Gujarat, Kerala, Maharashtra, Madhya Pradesh, Orissa, Punjab, Rajasthan and Uttar Pradesh) the implementation committees are presided over by the State Labour Ministers or the Deputy Labour Minister and in three States (viz., Madras, Mysore and West Bengal) the committees are presided over by the State Labour Commission. In Assam, Delhi, Manipur and Tripura, an M.L.A., chairman, Advisory Board, Principal Engineering Officer and Labour Secretary respectively preside over the committee's meetings.

Preventive action.- During the year under review the State implementation machineries took steps to prevent strikes, lock-outs and other major troubles. In Delhi, due to prompt action by the implementation unit a strike by Delhi Transport Undertaking employees was averted. The Evaluation and Implementation Division in Madhya Pradesh keeps a close liaison with the industrial relations machinery. Whenever a case comes to its notice which is likely to result in work stoppages, timely advice is given to parties concerned to refrain from precipitate action. Four strikes in Assam, 85 in Madras and 3 in Orissa were called off due to the efforts of the implementation machinery in these States. In Punjab, the field staff has been instructed to take adequate steps for the prevention and settlement of disputes instead of intervening at the time of their occurrence. As a result of the timely intervention by the West Bengal implementation machinery - 2 strikes in jute and cotton mills and one general strike by municipal employees, were averted.

Non-recognition of unions.- 18 complains of non-recognition of unions by employers were received by the implementation machineries in Andhra Pradesh, Assam, Delhi, Madhya Pradesh, Orissa and West Bengal. Of these, 3 complaints were not substantiated on enquiry, in 2 recognition was granted to unions and the remaining 13 were under investigation. Besides, recognition was granted to six unions in Punjab, (the total number of cases received in this regard by the Punjab Government has not been intimated).

Out-of-court settlement.- Efforts for out-of-court settlement were made by the implementation machineries in Kerala, Madras and Punjab in 2, 29 and 2 cases respectively but only 6 cases in Madras and one in Punjab could be settled. Efforts to bring about settlement did not succeed in 2 cases in Madras and one in Punjab; the remaining 23 cases were under negotiation. The Government of Punjab feels that there has been very little achievement in respect of out-of-court settlement because usually the parties who go in for appeal are reluctant to enter into any discussion on this point. The Government of West Bengal has reported that though the necessity for out-of-court settlement was impressed on the parties in the meetings of the State implementation committee, none of the employers'/workers' organisations came forward for such settlements.

Voluntary arbitration.- The State Governments issued instructions to their field staff to persuade the parties to accept voluntary arbitration to settle their disputes in the event of failure of conciliation. To encourage

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voluntary arbitration, the Governments of Madras and West Bengal, have drawn up panels of arbitrators in consultation with the parties concerned. In Andhra Pradesh, Delhi, Kerala, Madras and Orissa, parties were requested in 264 cases to accept voluntary arbitration; they did so in 18 cases. Voluntary arbitration was accepted by the parties in 7 cases in Punjab and 3 in West Bengal. According to reports sent by State Governments voluntary arbitration was refused mostly by the employers, although there were few instances where the workers also refused to accept voluntary arbitration to settle their disputes.

Adoption of the Code by independent organisations of workers and employers.— Steps were taken by all State implementation units to extend the Code to independent employers' and workers' organisations. In Andhra Pradesh the State Labour Minister convened a meeting of the representatives of employers' and workers' organisations and appealed to them to abide by the provisions of the Code. A letter for acceptance of the Code was also sent to all independent employers and unions. The implementation unit in Assam convened a meeting of all independent employers' and workers' organisations where the implications of the case were explained. One workers' union accepted the Code. The implementation unit in Delhi addressed about 350 independent employers and unions to accept the Code. In Himachal Pradesh there are no organisations of employers but most of the independent employers accepted the Code. Workers' unions functioning in the territory also conveyed their acceptance of the Code. In Kerala special seminars were held at District Headquarters to which employers' and workers' organisations were invited and the salient features of the Code explained to them. 3 independent employers and 5 workers' unions in Kerala and 41 independent employers and 169 workers' unions in Madras accorded their acceptance of the Code. In Madhya Pradesh new trade unions were persuaded to accept the Code before registration - 15 independent employers and 17 workers' unions accepted the Code during the year under review. The Government of Orissa has stated that as the sanctions proposed under the Code are meant only for affiliated unions, no action has been taken against the independent trade unions. Unless sanctions are prescribed against them, it may not be possible to ensure the fullest implementation of the Code. It has suggested that breaches should be given wide publicity among all employers and daily newspapers. Employers of new concerns should be asked to accept the Code while granting licence under the Factories Act. or at the time of renewal of licence where they have already been granted.

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In Punjab though independent employers and unions were addressed to accept the Code, the response in this respect was not encouraging particularly from the employers. There was a tendency among them to put in their own conditions to ratify the Code. In West Bengal though some independent units have accepted the Code, a few unions made it conditional on their first being granted recognition by the management.

69. Co-operation and Participation of Industrial Organisations in the Social and Economic Organisation.

INDIA - May 1961

First Meeting of Committee on Labour-Management Co-operation, New Delhi, 1 May 1961.

The first meeting of the Committee on Labour-Management Co-operation met in New Delhi on 1 May 1961, under the chairmanship of Shri F.L. Nanda, Union Minister for Labour and Employment. The following were on the agenda of the meeting:

- 1) Review of the deliberations of the Conference for wider application of the scheme in the public sector (vide Section 69, p. 43 of the report of this office for February 1961).
- 2) Review of a brief report on the working of Joint Management Councils in units wherein studies were made (~~copy enclosed~~).
- 3) Members' suggestions for further extension of the scheme.

A review of the working of the joint management councils so far, placed before the meeting, stated that joint management councils have not been functioning for a sufficient length of time to make an evaluation of their impact possible. Nevertheless, the experience everywhere had been that better industrial relations prevailed after the introduction of joint councils. In many units productivity had increased, albeit slightly. Workers' earnings had improved; the labour force had become more stable; and the working results indicated better profits. However, it was not possible to isolate the various factors responsible for improvement; nor to say to what extent, if at all, the improvements were the result of the introduction of schemes of workers participation. The review made a few suggestions regarding the scheme of joint management councils, which are given below.

(1) Joint management councils may be encouraged in industrial undertakings irrespective of the size of the undertaking. It is probably in smaller units that the scheme can function better as a closer association of the management with the workers is easier to achieve.

(2) The chairmanship of the joint management council may be vested in the manager of the undertaking for some time to come. In present day conditions it is only the manager who can command the necessary respect and who could ensure that joint council meetings are conducted in an orderly manner. Besides, in regard to several matters that come up for discussion the manager can give necessary explanations and guide the council to make relevant decisions. In regard to minor matters the manager may be in a position to issue the necessary orders or instructions on the spot.

(3) Meetings of joint councils may be held regularly irrespective whether or not there are adequate agenda subjects. Consultations may be had even on matters that appear to be trivial and of minor consequence so that the workers' representatives will have the feeling that they are being taken more and more into confidence. Informal exchange of views can be had and some information on the working of the undertaking given to the workers' representatives even if no specific requests have been made for such information.

(4) In the joint management councils parity should always be maintained between management and labour representatives. Although apparently there is no harm in workers' representatives being more in number than management representatives, it is possible that misunderstandings may later on arise. Unanimous decisions reached in a council where both management and workers have equal representation have better sanctity and appeal.

(5) Efforts should be intensified to make the scheme more broad-based so far as workers are concerned. This could be done by educating the rank and file of the workers about the essential contents of the scheme and by persuading them to make suggestions for improved working.

(6) In case it is not possible either for the employer or workers to accept a unanimous decision of the joint management council there should be a practice that at the next meeting of the council the party concerned should place before the joint management council the reasons why it was not possible for it to give effect to council's decisions.

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Discussions:- During the discussions, Shri Jatin Chakravarty (worker) pointed out that complete reports on the working of joint councils in all undertakings which have set up joint management councils have not been circulated. He mentioned that if, as suggested by the second Labour Management Seminar, a special officer had been appointed exclusively for the purpose he could have drawn up detailed reports on the working of the joint management councils. It was explained that one of the decisions of the Conference relating to the public sector was that a special officer should be appointed for the public sector. Steps are being taken by the Ministry of Labour and Employment to implement this recommendation. It was also explained that an officer has been appointed in the Ministry for looking after this work although it is not exclusively on this. The Chairman emphasised the need for adequate arrangements at the Centre. He stated that there has to be constant evaluation and constant observation of the working of the scheme. He suggested that the management of each undertaking in which joint management council has been set up should designate some one to look after the joint councils; and so should the union. Every quarter a report on the working of the joint council should be furnished to the Ministry jointly by the persons so designated. The Officer of the Ministry should also make an assessment every three months.

Shri Jatin Chakravarty recalled the earlier proposal that special machinery should be set up for this purpose at State level and suggested that such reports should be prepared through the State level machinery also. The Chairman stated that he would write again to the State Governments in pursuance of the recent discussions at the Labour Ministers Conference and the Standing Labour Committee emphasising once again the need for appointing a whole time officer in States where at present none exists.

It was decided that the reports on the working of Joint Management Councils in each undertaking should be circulated among the members of the Committee on Joint Management Co-operation and the Unions and the Managements concerned.

Shri V.K.R. Menon emphasised the need for circulating available information. He also expressed satisfaction about labour-management councils dealing with productivity problems at the plant level. He stated that

the I.L.O. Mission could help in the matter of production and productivity problems faced by joint management councils through their experts. Shri H.D. Shourie suggested that the productivity committee at the plant level should be a sub-committee of the joint management council.

Discussion on item I of the agenda, namely, Joint Management Councils in the Public Sector, mainly centred round the acceptance of the Code of Discipline in public undertakings.

Main Conclusions:- The management of each undertaking in which a joint management council has been set up should designate some one to look after the joint councils and so should the union. Every three months persons so designated should prepare and furnish to Government a joint report on the working of the council. An officer of the Ministry of Labour and Employment should also make an assessment every three months.

The Special cell for Joint Management Councils set up at the Centre should be adequately strengthened.

The Labour Minister should write to the State Governments in pursuance of the discussions at the Labour Ministers Conference and the Standing Labour Committee requesting them to appoint a whole time officer wherever there is none at present.

Government should consider the proposal to undertake a study about absenteeism to find out whether increase in absenteeism is due to the workers taking more leisure.

The reports on the working of the joint management councils in each undertaking should be circulated among the members of the Committee on Joint Management Co-operation and Unions and the management concerned.

It was decided that wherever joint management councils have been set up they should meet regularly every month whether there was any agenda or not. Information and productivity could be constant items on the agenda.

The central organisations of employers and workers concerned should examine the reasons for joint management councils in some undertakings stopping to function.

The question of rotating the chairmanship of joint management councils between the management and workers' representatives could be left to be decided by each council.

Difficulties regarding implementation of unanimous decisions of joint management councils could be overcome if management associated with the joint councils is a high level executive.

The Workers' Education Board should take up a special programme for educating workers about their role in joint management councils.

A brochure covering 15 to 20 pages should be prepared setting forth briefly the principles, constitution, functions and working of joint management councils. The brochure should be printed in regional languages also.

(Documents of the meeting received in this office).

CHAPTER 8

MANPOWER PROBLEMS

81. Employment Situation

India - May 1961

Review of the Work of the Directorate-General of
Employment and Training in 1960-61*

Employment Assistance to Registrants: At the beginning of the Second Five Year Plan, there were 135 employment exchanges in the country. Out of the physical target of 190 additional exchanges during the Second Plan period, 166 have already started functioning bringing the total number of employment exchanges in the country to 301 at the end of 1960 as against 248 at the end of December 1959. It is proposed ultimately to have at least one Employment Exchange in each administrative district. In addition to these, 30 Employment Information and Assistance Bureaux were planned to be set up during the year on a pilot basis in community development blocks in different States with a view to serving the rural population. Of them 26 have already been sanctioned and the remaining 4 are expected to be sanctioned before the end of the Second Plan period.

Employment exchanges have been separately set up to cater to the needs of special types of employment-seekers and to meet special types of demands. These are the following:

(a) Project Employment Exchanges. With a view to co-ordinating speedy development of surplus workers on the completion of various national projects and supplying trained manpower where needed, nine project employment exchanges which had been opened at important project sites, continued to function during the year.

(b) Colliery Exchanges. In order to minimise the hardship caused by retrenchment and at the same time to meet demands for experienced workers in collieries, five special exchanges in coal field areas have been established on an experimental basis at Jharia (Bihar), Raniganj (West Bengal), Mahendragarh, Burhar and Junnardeo (M.P.).

(c) Employment Exchange for Physically Handicapped.

In collaboration with the Ministry of Education, a pilot employment exchange for the physically handicapped has been set up at Bombay as part of the National Employment Service. During 1960, 68 handicapped persons were placed through this pilot office. The cases of those already placed in employment were also regularly followed up with a view to ensuring that they had been suitably resettled. Two more special employment exchanges for the physically handicapped, one at Delhi and the other at Madras, are being opened during the current year.

(d) Special Employment Exchange for Domestic

Servants. The question of opening, on a pilot basis, a special employment exchange for the domestic workers was considered at the Indian Labour Conference at its Madras Session in July, 1959, when a draft scheme prepared by the D.G.E. & T. for the purpose was approved. Accordingly, a pilot office was established in New Delhi, in November 1959. For the purpose of collecting basic data relating to terms and conditions of employment of domestic workers, as also for investigating complaints, a labour inspector has been posted at this exchange by the Delhi Administration. The data so collected is reviewed periodically by the Advisory Committee attached to this employment exchange.

(e) University Employment Bureaux.

Having felt the need for some suitable arrangement whereby university students would, on their own campus, be brought in touch with the employment market, five university employment bureaux (Delhi, Kerala, Calcutta, Banaras and Aligarh) were set up on a pilot basis. Besides giving employment assistance to the extent possible, these bureaux provide to the alumni information with regard to employment opportunities and the types of careers open to them. Extensive vocational guidance is also provided. The working of these pilot bureaux is being reviewed so as to make them an integral part of the guidance and placement system in the country. The scheme is proposed to be extended to other universities during the third Five-Year Plan.

The employment exchanges registered 27,32,548 and placed 3,05,553 applicants in jobs during 1960, as against 24,71,596 and 2,71,131 respectively during the year 1959. The monthly average number of vacancies notified to the employment exchanges during the year was 43,361 as compared to 35,366 in 1959. The monthly

average number of vacancies notified to the employment exchanges during the year was 43,361 as compared to 35,366 in 1959. The monthly average number of employers using the exchanges was 8,807 showing an increase of 1,331 over the average for 1959. The increase in the number of employers using the exchanges as well as in the number of vacancies notified during the current year may in part be attributed to the enforcement of the Employment Exchanges (Compulsory Notification of Vacancies) Act from 1 May 1960. As a result of the enforcement of this Act, it has been observed that the vacancies notified during the period June to December, 1960, has more than doubled as compared to the corresponding period of 1959 in so far as the private sector is concerned; the number of vacancies notified by the private sector during the period June to December 1960 being 62,034 as compared to 29,293 during the corresponding months in 1959. The following table gives the number of vacancies notified by different types of employers:

Type of employer	Monthly average of vacancies notified during	
	1959	1960
Central Government	8,450	10,084
State Governments	18,416	21,311
Quasi-Government & Local Bodies	4,432	4,878
Private employers	4,063	7,088
Total:	35,366	43,361

The number of persons seeking employment assistance through the employment exchanges continued to show a rising trend as in the earlier years. The live register of employment exchanges which was 14,20,901 at the end of 1959 stood at 16,06,242 at the end of 1960, recording an increase of 1,85,341 or 11.5 per cent. The rate of growth of live register during the year has shown a definite downward trend as the percentage increase in the live register from 1958 to 1959 was as high as 20.0

per cent. A part of the increase in the live register is accounted for by the opening of a number of new employment exchanges during the year. In addition to this factor, a part of the rise is no doubt indicative of some increase in the number of unemployed due to the additions to the labour force and the natural population growth. The following table gives the percentage distribution of applicants on the live register as at the end of December 1960 by broad occupational groups:-

	<u>Per cent.</u>
(i) Professional, technical and related workers	4.4
(ii) Administrative, executive and managerial workers	0.2
(iii) Clerical, sales & related workers	5.8
(iv) Agricultural, dairy & related workers	0.5
(v) Miners, quarrymen and related workers	0.2
(vi) Workers in transport and communication occupations	2.2
(vii) Craftsmen and production process workers	7.0
(viii) Service workers (e.g. cooks, chowkidars, sweepers, etc.)	4.4
(ix) Labourers with work experience not elsewhere classified	5.7
(x) Persons without professional or occupational training or previous work experience	69.6
Total:	<u>100.0</u>

The largest single group which accounted for 69.6 per cent of the Live Register was constituted of young persons without professional or occupational training or previous work experience. Professional, technical and related workers and clerical, sales and related workers each accounted for about 5 per cent of the live register.

The distribution of registrants by their industrial origin gives an idea of the extent to which the persons who register at exchanges are rendered surplus and secure intermittent employment in the various industries. The registrations during 1960 showed that 55.8 per cent

of the applicants were new entrants to the labour market, 14.0 per cent were from agriculture ~~(indicating the extent of rural urban migration to some extent)~~ and 11.5 per cent came from the services. 4.1 per cent were employed in manufacturing industries and 3.6 per cent in the construction industry prior to their registration.

Most of the applicants on the live register of the employment exchanges were young persons who had entered the employment market for the first time. Their distribution by age groups showed that as many as 77.0 per cent were below 25 years of age.

As against 5,20,330 vacancies notified to the employment exchanges during the period January to December 1960, the employment exchanges were able to fill 3,05,553 or 59 per cent of them. The main reason due to which the employment exchanges were not in a position to fill all the vacancies notified to them appears to be a general shortage of technically qualified, highly skilled and experienced persons for whom demands were placed.

Employment Problems of Special Groups:

(a) Educated Unemployed: In consonance with the general increase in the live register, the number of educated applicants (matriculates and above), also moved up. The live register in respect of this category increased from 4,33,111 at the end of December, 1959 to 5,07,220 at the end of December 1960. Of them 46,584 were graduates. A majority of persons belonging to this group are seeking white-collar jobs. In its second meeting held in September 1960 the Central Committee on Employment recommended that matriculates may be given preference in the matter of training and employment in skilled and semi-skilled jobs in industry as experience of some industrial employers in the country was that such persons make good craftsmen. In order to divert the youth to vocations in which there is a demand in the employment market, vocational guidance and counselling sections are being set up at more employment exchanges.

(b) Scheduled Caste/Tribe Applicants: - The number of Scheduled Caste/Tribe applicants on the live register of the employment exchanges at the end of December 1959 was 1,91,064. The number increased to 2,00,510 at the end

of December 1960. The average number of placements per month in respect of such applicants increased from 3,654 in 1959 to 3,928 in 1960. 3,74,037 Scheduled Caste/Tribe applicants registered during the period January to December 1960, and 12.5 per cent of them were placed in employment as against 11 per cent of the rest of the applicants.

(c) Women:- The employment exchange data clearly shows that the number of women entering the employment market is on the increase. The monthly average number of registrations in respect of them increased from 13,867 during 1959 to 14,807 during 1960. The number of women placed in employment also increased from a monthly average of 1,470 during 1959 to 1,740 during 1960. Women applicants seeking employment assistance at the exchanges at the end of December 1960 numbered 1,21,124. This figure was 14% higher than that for 1959.

Compulsory Notification of Vacancies. The Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 (31 of 1959) came into force on 1 May 1960. Under the Act, all employers in the public sector and those in the private sector employing 25 or more persons are required to notify vacancies to the employment exchanges before filling them. Rules under the Act were also framed and issued. Although it is too early to judge the full impact of the Act on the volume of employment openings made available to the registrants of employment exchanges, the rising trend in the number of vacancies notified and submissions made consequentially are already apparent.

Utilisation of Employment Exchanges. Utilisation of employment exchanges for purposes of recruitment marked notable expansion during the year. Full utilisation of the exchanges was already being made for recruitment to Central and State Government vacancies. Working arrangements were arrived at during the year with many quasi-government and statutory bodies including the Employees State Insurance Corporation, the Life Insurance Corporation of India, the Hindustan Steel Limited, the Oil & Natural Gas Commission and the Indian Refineries Limited for canalising recruitment through the Employment Service. Under an agreement

reached in the Projects Co-ordination Committee of the Ministry of Commerce and Industry, all public sector undertakings under that Ministry are also utilising the Employment Exchanges for purposes of recruitment. It has also been possible to place in apprenticeship/employment a large number of ex-trainees of the industrial training institutes in establishments like the steel plants.

Employment Market Information: Under the employment market information scheme, at the beginning of the year under report, information regarding employment had been collected from the whole of the public sector in the country, viz., all establishments under the Central and State Governments, quasi-Government organisations and local bodies, and quarterly reports issued. A report showing trends in employment in the public sector during the first three years of the Second Five Year Plan had also been issued. In regard to the private sector, the collection of employment information had commenced in 51 employment market areas in different States at the end of December 1959. By the end of December 1960, the number of areas in which study of employment in the private sector was undertaken increased to 126. The target is to commence collection of information from private sector establishments in 152 employment market areas during the Second Plan period. The programme is expected to be extended to cover the whole country during the Third Plan period.

Employment Market Information relating to public and private sectors: Whereas in January 1959, only about 2,800 establishments had been located and addressed for reporting changes in employment, as many as 32,333 establishments were addressed in March 1960 for reporting changes in employment. Similarly, the percentage of response also increased from about 85 per cent during the enquiry in January 1959 to 96.4 per cent in the enquiry conducted in March 1960. On the basis of employment information thus collected, estimates have been made in regard to the generation of additional employment in the public sector during the course of the first four years of the Second Plan, i.e. 31st March 1956 to 31st March 1960. The position in respect of the growth of employment in different branches of the public sector during this period is given in the table below:

Branch of the Public Sector	Total estimated employment on		Increase	
	31-3-56 (in lakhs)	31-3-60	No.	Per cent.
Central Government	18.59	20.16	1.57	8.4
State Governments	22.65	28.57	5.92	26.1
Quasi-Government	3.68	6.89	3.21	87.2
Local Bodies	7.43	10.96	3.53	47.5
Total:	52.35	66.58	14.23	27.2

It would be observed from the above table that the total estimated employment in the public sector in the country (excluding Jammu and Kashmir and N.E.F.A.) at the end of March 1960 was 66.58 lakhs as compared to only 52.35 lakhs at the end of March 1956 and that the increase of 14.23 lakhs or 27.2 per cent was shared by all branches of the public sector, viz., Central Government, State Governments, quasi-Government establishments and local bodies.

Comprehensive information in regard to employment in the private sector in the country in a manner similar to that in the public sector is not available. While establishments employing 25 or more workers and coming within the purview of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959, have started rendering the prescribed employment returns, information in respect of establishments employing a smaller number of workers is available at present only in respect of 51 employment market areas. Quarterly employment market reports are being issued for these areas. The number of such areas is expected to be 152 by the end of the Second Five Year Plan. When the major employment market areas in the country are brought within the compass of this study, it would be possible to indicate trends in employment in the private sector also.

Data available from 51 employment market areas spread over different States revealed that in the first quarter of 1960, employment in the private sector increased by 4.8 per cent. Quarterly reports received from 23,426

private establishments spread over these areas showed that the number of employees in them increased from 1.39 million at the end of December 1959 to 1.46 million at the end of March 1960. Employment in manufacturing industries increased by 8.1 per cent in trade and commerce by 0.4 per cent and in other industries and services by 1.4 per cent. The following table gives the details:

Industry	No. of reporting establishments.	No. of employees (in thousands)		Increase per cent.
		December 1959	March 1960	
Manufacturing	10,255	712.4	769.9	8.1
Trade and Commerce	4,513	73.4	73.7	0.4
Other industries and services	8,658	604.5	613.2	1.4
Total:	23,426	1390.3	1456.8	4.8

This was a continuation of the trend during the previous quarter. Information regarding subsequent quarters of the year is being collected and processed. It may be stated that these studies do not include at present self-employed persons, agricultural workers and employees in establishments of less than 5 persons.

Manpower Studies and Surveys: Various studies and surveys were undertaken with a view to examining these and other aspects of the problem relating to employment and unemployment. The more important of these related to: (1) a State-wise analysis of employment trends and practices; (2) employment pattern survey of the alumni of Delhi University; (3) All-India pattern of graduate unemployment; (4) educational and training requirements; and (5) employment in Delhi, April 1956- March 1959.

Vocational guidance and employment counselling: Vocational guidance and employment counselling is provided through special sections of the employment exchanges known as vocational guidance sections which are staffed by employment officers specially trained for the purpose. So far these sections have been set up at 72 exchanges. The proposal of the Third Plan is to extend this activity to 100 more employment exchanges.

The following figures relate to the guidance activities conducted during the period April 1960 to December 1960 by Vocational Guidance sections set up at employment exchanges. It may be pointed out that the sections started functioning at different times during the period:-

1. No. of applicants in guided in Group	1,53,670
2. No. of group guidance programmes conducted at employment exchanges and other institutions	9,227
3. No. of applicants who were given occupational information individually	50,836
4. No. of applicants guided individually at employment exchanges	8,637

The work of the vocational guidance sections in employment exchanges is co-ordinated and supervised by vocational guidance units at State Directorates of Employment. During the year under report, vocational guidance units were established in four States, namely, Andhra Pradesh, Bihar, Punjab and Uttar Pradesh. Similar units will be set up in other States during the Third Plan period.

Deployment of Surplus Personnel: A Central Co-ordinating Unit was set up in the D.G.E. & T. in 1956 to facilitate orderly absorption of skilled manpower rendered surplus on the completion of projects both in the public and private sectors. This unit has been working in close collaboration with the Ministries concerned with the administration of the projects, the State Co-ordinating Units and the special exchanges set up at the project sites to deal with recruitment, retrenchment and other manpower problems relating to the projects. During 1960, bulk requirements were made by Defence Services Ordnance Installations, Border Road Development Board, Oil Refineries,

Oil and Natural Gas Commission, Neyveli Lignite Corporation, Heavy Engineering Corporation, Ranchi, and Heavy Electricals, Bhopal when alternative employment was provided to workers rendered surplus from Damodar Valley Corporation, Hirakud and Bhakra Dams, Bhilai and Rourkela Steel Plants and other projects. So far, out of 54,000 workers rendered surplus from various projects, alternative employment has been offered to more than 23,000. The remaining left project areas on receipt of retrenchment benefits indicating that they had no desire to avail themselves of assistance for alternative employment.

The ~~development~~ of deployment of surplus personnel presents a continuing problem which arises as the various projects are near completion. The problem is being currently faced when certain phases of work have been completed at Bhilai, Rourkela and Durgapur Steel Plants, ports of Vishakhapatnam, and Calcutta, Railway Electrification installations on Eastern and South Eastern Railways, Coal Washeries under the National Coal Development Corporation, Barrage and Canal Systems under the Damodar Valley Corporation, Bhakra Dam, Nangal Fertilizers and other projects. The surplus personnel are being considered for suitable employment against the expanding manpower requirements of other national undertakings included in the Third Five Year Plan as well as those of the private sector in the expanding economy.

In order to deal with a similar problem arising from the economy drive in Central Government departments and to arrange for the re-absorption of employees declared surplus to requirements, a special cell was set up by the Ministry of Home Affairs in the D.G.E. & T. So far, 2,285 Central Government employees have been declared surplus to the requirements of the Ministries of whom 1,598 have been placed in alternative employment, 687 employees living outside Delhi are still awaiting re-absorption and they are being considered against suitable vacancies arising in Central Government Departments. Most of these persons had previously worked in the Ministry of Rehabilitation and were declared surplus after payment of compensation to displaced persons were declared surplus.

Requirements of Craftsmen: The Working Group on Technical Education and Vocational Training set up by the Planning Commission had prepared an estimate of the requirements of craftsmen during the Third Plan on the basis of information available to them. Subsequently, based on the outlays of

for the Third Plan finally indicated to them by the Planning Commission, the various Ministries have made assessments of their manpower requirements for the Third Plan period. The demand for craftsmen as estimated by the Working Group and as indicated in the revised estimates received from the Ministries are reproduced in the Table below:-

(in lakhs)

	Report of the W.G.T.E. & VT.			Revised Estimates		
	Private Sector	Public Sector	Total	Private Sector	Public Sector	Total
Engineering Trades	4.0	3.5	7.5	4.7	3.4	8.1
Non-Engineering Trades	1.0	2.5	3.5	1.3	3.3	4.6
Total:	5.0	6.0	11.0	6.0	6.7	12.7

It will be observed that of the total requirement of 1.27 million craftsmen during the Third Plan, .81 million will be in engineering trades and .46 ~~lakh~~ million in non-engineering trades.

These requirements for craftsmen may be checked by using the ratio of engineers to craftsmen worked out by the Working Group. Broadly, the Group estimated that against 45,000 engineering graduates 1.1 million craftsmen would be required, giving a ratio of 24.4 or roughly 25 craftsmen to one engineering graduate. The demand for engineering graduates now estimated by the Ministries in the ~~neighbourhood~~ neighbourhood of 51,000. ~~On~~ On this basis, the number of craftsmen required would be about ~~1.25~~ 1.25 million, an estimate which is quite close to the estimate independently reached by the Ministries. For engineering trades, the Working Group determined a ratio of 17 craftsmen to one engineer. The requirements of craftsmen in engineering trades would thus come to .87 million as against .81 million now estimated by the Ministries. It would therefore be safe to conclude that roughly about .8 million of craftsmen in the engineering trades would be required during the Third Plan period.

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It is difficult to make an assessment of the probable extent of supply of skilled workers during the Plan period because of the different methods by which skilled workers and artisans are trained. A major portion of supply comes out of persons who join as un-skilled labour and gradually acquire skill in the course of their work. This is true both in the small and medium-scale establishments and also in large establishments. Another large body of persons manages to get skill from relatives or friends, e.g., father to son, brother to brother, and so on. This happens mostly in the self-employed sector. There are, in addition, training programmes in the Central Government Ministries like Defence, Railways, Posts and Telegraphs and in some other public sector industries besides programmes for training in non-engineering and other trades by the Khadi and Village Industries Commission, the Industries Deptts. of the State Governments. While, therefore, the total requirements for craftsmen are of the order of 1.27 million, additional institutional arrangements for training are required to be made for a much smaller number.

It is proposed, roughly, to double the existing number of industrial training institutes for craftsmen under the Directorate-General of Employment and Training, during the Third Plan. The number of seats will be increased from about 47,000 to over one lakh by the end of the 3rd year of the Third Plan. On the basis of the facilities now available, as also the proposed progressive increase in training capacity during the Third Plan, it would appear that roughly about .2 million craftsmen will be available from these institutions during the Third Plan period. Most of them will be trained in engineering trades in which the skill requirements are high.

The remaining demand for craftsmen in engineering trades as well as in non-engineering trades will have largely to be met by other methods of training referred to earlier. Training in skills that are peculiar to an industry will be provided within the industry itself through in-plant training programmes.

A big task lies ahead in the matter of craftsmen training; a task made complicated by lack of sufficient physical facilities for imparting formal training on the one hand and insufficiency of teaching personnel on the

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other. While the first difficulty is tied up with the import of equipment from abroad involving foreign exchange, sufficient arrangements are being made well in advance for training of instructors with the help of aid from the Special Projects Fund of the U.N. The requirements of trained instructors during the Third Plan have been assessed at 8,500.

Craftsmen training schemes: The programme of expansion under this scheme continued during the year 1960 and as many as 3,632 additional seats were sanctioned bringing the total sanctioned seating capacity to 42,136. This was achieved partly by expanding existing institutes and partly by establishing new institutes. Fullest use of equipment and buildings has been ensured by working the institutes in double shifts, resulting in substantial economy of funds. The number of new institutes established during the year is 18. Total number of additional seats sanctioned during the Second Plan is 31,602. This registers an increase of 1,602 seats over the target of 30,000 fixed under the Second Plan. During the year 12,943 trained persons actually passed out.

The training of craftsmen being directly linked to economic development has been accorded the required priority under the Third Five Year Plan. The programme for Third Plan envisages the introduction of about 58,000 additional seats, thereby raising the total seating capacity to a little over 100,000 at the end of the plan.

The total additional institutes likely to be established during the Third Plan will be about 152, thus bringing the number of institutions to 318 by the end of the Third Plan.

Side by side with the expansion of seating capacity efforts were directed towards raising the quality of training and ensuring the uniformity of standards in accordance with the suggestions made from time to time by the National Council for Training in Vocational Trades.

One of the difficulties experienced in equipping the industrial training institutes to the required standard is that of equipment which has necessarily to be procured from abroad. Foreign exchange to the extent of Rs.3.2 million was allocated during the year for this purpose. Equipment worth Rs.32,000 and Rs. .57 million was received during the year under the T.C.M. and I.L.O. Aid Programmes respectively. The total aid so far received is Rs.3.4 million from T.C.M. and Rs.1.33 million from I.L.O.

All round difficulty was continued to be experienced in obtaining facilities in industrial establishments for placing trainees for in-plant training, after completion of 18 months' institutional training. As the problem is expected to become more acute with the progressive increase of seating capacity in the Third and subsequent plans, a provision has been made in the draft principles drawn up and approved by N.C.T.V.T. for enacting a suitable legislation on apprenticeship training.

Nationality

Training of Craft Instructors: In this regard, the seating capacity of the Central Training Institute at Koni-Bilaspur (M.P.), now being shifted to Calcutta, was 258, out of which 58 seats were transferred to Central Training Institute, Kanpur from January 1961. The seating capacity of the Central Training Institute at Aundh (Poona), to be shifted to Bombay, continued to be 144 as at the end of last year. In addition to these two institutes, a new institute was established at Kanpur (U.P.) in January 1961 with a seating capacity of 152. Of these, 58 seats are those transferred from Koni-Bilaspur. The total seating capacity at present under this scheme is therefore 512 i.e., an increase of 110 seats during the year under review. The total number of instructors who passed from the Institutes at Koni and Aundh (Poona) during the year was 732 bringing the total number so far trained to 3,809.

The requirements of trained instructors during the Third Plan have been assessed at 8,500. While in the case of Instructors' Training Institutes expansion is possible with the local resources, the position is different in the case of Central Training Institutes. While the buildings, hand tools and some indigenous manufactured machine tools and equipment, electric power and other ancilliary services required for these institutes can be provided locally, the technical experts to serve as instructors to start with, and other machinery and equipment must necessarily be procured from abroad. There is an acute shortage of technical men with necessary skills and experience as they find better prospects in the industry owing to the rapid industrialisation that is taking place. Further, personnel with the required industrial experience and also knowledge of teaching training techniques are not available in the country. Efforts for obtaining the required assistance under the various foreign aid programmes continued to be made during the year. While the programme of expansion tentatively drawn up for the Third

Five Year Plan, envisages the raising of total seating capacity in such institutes from 544 to 1,780 at the end of the Third Plan, involving the setting up of three more institutes at (Madras, Ludhiana and Hyderabad), the success of the programme will depend to a considerable extent upon how far the efforts directed towards the procurement of foreign assistance are successful.

U.N. Special Fund agreed to assist in the form of a team of experts (14 in number) and equipment worth 365,000 U.S. dollars for the reorganisation of the Central Training Institutes, Koni-Bilaspur and its establishment at Calcutta and a plan of operations in this behalf was signed between the U.N. Special Fund and the Government of India on 26th February 1960; and the I.L.O. as the Executing Agency.

In addition to this an integrated scheme for similar assistance in the establishment of four more Central Training Institutes (Kanpur, Madras, Ludhiana and Hyderabad) and for the supply of six experts for advising in other fields of vocational training was forwarded to the Special Fund in July 1960.

The question of assistance from the T.C.M. for the establishment of a C.T.I. has been under consideration for the past several years. In May 1956 an Agreement was signed by the T.C.M. with the Government of India for the provision of the services of ten experts for the purpose. For various reasons it had however not been possible for the T.C.M. authorities to provide these experts. Negotiations for assistance in this direction were resumed with the local T.C.M. authorities during the year and a detailed project was forwarded to them. The project envisages assistance in the shape of a team of 14 trade experts and equipment worth Rs. one million for the reorganisation of the Central Training Institute, Aundh (Poona) with an attached Instructors' Training Institute on sound lines and its establishment at Bombay with an enhanced seating capacity of 250. The attached Instructors' Training Institute is proposed to be started at Bombay from February 1962, and Central Training Institute from July 1962. An initial agreement for the supply of the services of a Chief Adviser for the Institute was signed between the T.C.M. and the Government of India in June 1960. Agreements for the services of other experts and supply of equipment are expected to be concluded during the course of next year.

National Apprenticeship Training Scheme: The Training and Employment Services Organisation Committee (Shiva Rao Committee) recommended that (i) in addition to the short-term in-plant training to be provided under workshop conditions in factories to those who complete successfully their training in the institutes, steps should be taken for the organisation of full-length apprenticeship programme; (ii) efforts should be made to encourage employers through voluntary methods to take in apprentices, as much of the success of such a programme would necessarily depend on the co-operation of industry; and (iii) if, however, voluntary methods do not succeed, the Government may enact necessary legislation. The recommendations of this Committee were generally approved by Government. Accordingly, a scheme called the National Apprenticeship Training Scheme was prepared in consultation with the Indian Engineering Association, Calcutta. This was for implementation on a voluntary basis. The scheme provided for direct financial and other assistance to the employers. A very modest target of 7,100 apprentices was fixed for the Second Plan period. This was later reduced to 3,000. But, in spite of continuous efforts by the officers of the States and the Centre, it has been possible to place only 1,215 apprentices against a sanction of 2,691 seats.

Voluntary measures having failed, the question of enactment of an appropriate Apprenticeship Act to regulate and control the training of apprentices in industry has been engaging the attention of the Government of India and the State Governments, for quite some time past. Accordingly, the matter was discussed with the representatives of the Employers' Federation of India, the All India Organisations of Industrial Employers and the All India Manufacturers Organisations on 27 April 1960 and 4 August 1960. The representatives of all these organisations agreed that legislation should be undertaken not only for regulating the training programmes in industry, but also for ensuring the training of adequate numbers to meet the felt needs of the country. It was, however, considered that the proposed provisions should be examined in detail with a view to removing difficulties in administering the programme and achieving the required objective. A Special Committee consisting of the representatives of the three organisations and the Ministry of Labour and Employment was accordingly formed under the chairmanship of the Minister of Industry to propose such amendments and make such suggestions as may be necessary. Further action to frame suitable legislation on apprenticeship training on the basis of the draft principles as approved by this Committee

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is under consideration of the Government of India. In brief, the purpose of the proposed legislation will be (1) to regulate the programmes of practical training in industry in such a way as to conform to the standards, syllabuses, period of training, etc. prescribed by the Central Apprenticeship Council and (2) to utilise ~~max~~ fully the facilities available in industry for imparting practical training.

Other Training Schemes: (a) Evening classes for industrial Workers: During the year 1960, 540 seats were sanctioned under this scheme bringing the total number of seats to 2,142. This scheme has proved quite popular amongst the industrial workers and it is accordingly proposed to expand it further by adding 9,150 seats during the Third Five Year Plan bringing the total to 11,292 by the end of the Third Five Year Plan.

(b) Scheme for Training Displaced Persons: Consequent upon the policy of the Government to wind up gradually the activities of the Ministry of Rehabilitation, the work relating to the training centres for displaced persons in the Western Region was transferred to the D.G.E. & T. from 23 May 1958. These Centres have since been reorganised on the pattern of the Instructor Training Institutes under the Craftsmen Training Scheme and at present there are 1,812 seats available for the training of such persons in Maharashtra, Punjab, Gujarat, and Delhi. These seats will be converted into regular seats under the Craftsmen Training Scheme from the beginning of the Third Five Year Plan. The work relating to the training of displaced persons in the Eastern Region was also transferred to the D.G.E. & T. from 1 October 1960. The centres in this region comprising West Bengal, Assam and Orissa will also be brought, in stages, on the pattern obtaining under the Craftsmen Training Scheme and all the existing seats numbering 998 will be converted into regular seats under that scheme by the end of 1964.

(c) Work and Orientation Centres for Educated Unemployed: On the recommendation of the Study Group on Educated Unemployed, it was decided to set up three pilot work & orientation centres at Kalamassery (Kerala, Kalyani (West Bengal) and Delhi. By October 1958, two batches had completed training at Kalamassery and Delhi; and at ~~Delhi~~ Kalyani the first batch was still under training.

The experience of the batches which had completed training at Kalamassery and Delhi revealed that the trainees were anxious to acquire at least that much of skill which is provided in Instructor Training Institutes. In the absence of adequate skill in a trade it had not been possible for them to establish independent business. This necessitated the revision of the scheme in some essential details. The revised scheme inter alia provided for the establishment of W. & O. Centres as sections of Instructor Training Institutes, a full course of 18 months' trade training, and provision of business management instructions in collaboration with the Small-Scale Industries Organisation. The centres at Kalamassery and Delhi under the original scheme were therefore not continued beyond February 1959. The Government of West Bengal while appreciating the reasons for modifying the scheme, expressed their desire to give a full chance of experimentation to the original scheme in that State. It was explained that Bengal being a highly industrialised area the problem there was quite different from the other States. This Centre was therefore extended from time to time and the present sanction is upto 31 March 1961. The success achieved by the experiment in West Bengal is being reviewed in order to decide about its continuance or otherwise beyond the year.

Under the revised scheme establishment of 9 (nine) more centres was approved during the year bringing the number to 25 with a total seating capacity of 2,504. Of these, only 13 centres have, however, started functioning so far. 891 trainees are undergoing training in these centres at present against a total seating capacity of 1,300. The question of establishment of remaining centres has been dropped by the States concerned.

The progress of the scheme was reviewed at the meeting with the State Representatives in August, 1960 and the general feeling expressed was that training in business management and entrepreneurship might be given to such of the craftsmen trainees as are interested in taking such training and that there was no need to have a combined course. It was accordingly decided that the work & orientation centres already started should be closed down after the existing batches had completed their courses and that no separate work & orientation centres should be started under the Third Five Year Plan. It was also agreed that suitable arrangements should be made for the

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imparting of instructions in business management, accounts etc. to those trainees of the industrial training institutes who were otherwise qualified and desirous of receiving such instructions. This question is under consideration in consultation with the Small-Scale Industries Organisation.

83. Vocational Training.

India - May 1961.

National Council for Training in Vocational Trades
Members informed of ILO's information and Research
Centre

In a circular letter the Directorate General of Employment and Training, Ministry of Labour and Employment has informed to all members of the National Council for Training in Vocational Trades of the setting up by the I.L.O. in collaboration with the Council of Europe, of the International Vocational Training Information and Research Centre at Geneva (c.f. Headquarters minute No. CIRF 2-0 of 23.III.1961).

Chapter 9. Social Security

92. LEGISLATION

India - May 1961

Employees' Provident Funds Act, 1952, extended to Hotels, Restaurants, Petroleum Production and Petroleum refining industries.

In exercise of the powers conferred under the Employees' Provident Funds Act, 1952, the Central Government has decided that with effect from 30 June 1961 the said Act shall apply to the following classes of establishments in each of which 20 or more persons are employed, namely -

- (1) Hotels
- (2) Restaurants

(Notification GSR 704 dated 16 May 1961)

The Central Government has also directed that with effect from 30 June 1961 the following industries shall be added to Schedule I of the Employees' Provident Fund Act, 1952:

- (1) Petroleum or natural gas exploration, prospecting, drilling or production
- (2) Petroleum or natural gas refining.

(Notification GSR 705 dated 16 May 1961)

By another notification GSR 706 dated 16 May 1961 the Central Government has decided that with effect from 30 June 1961 the Employees' Provident Funds Act, 1952, shall apply to every establishment engaged in the storage or transport or distribution of petroleum or natural gas or products of either petroleum or natural gas and employing 20 or more persons.

(The Gazette of India, Part II, Sec. 3, sub-section (1), 20 May 1961, pp. 797-798).

Old Age Pension Bill, 1961: Non-official Bill introduced in Parliament.

Shri Aurobindo Ghosal (Forward Bloc - West Bengal) Member, Lok Sabha, introduced in Lok Sabha on 5 May 1961 a Bill to provide for the payment of pension to the aged and disabled citizens of India. According to the Statement of Objects and Reasons of the Bill in India the case of the destitutes, due to old age who have neither any source of income of their own, nor have any near relative to support them needs special attention. They are compelled by circumstances either to subsist on alms or have to die in misery. Now-a-days they have become more insecure with the disintegration of joint family system and increase in the numbers of the unemployed. The Bill, is, therefore, intended to provide for payment of pension to the aged and disabled citizens of India.

The term "disabled person" has been defined to mean any blind person or any person of 40 years of age who has lost both the hands or the feet. "Old age" has been defined to mean "60 years of age in the case of a male person and 50 years of age in the case of a female person. The Bill provides that every person of old age or a disabled person shall be entitled to a pension from the Government at the rate of rupees one hundred per month, if, (i) he is an Indian citizen for at least 10 years upto the date of the receipt of any sum on account of pension; (ii) he is incapable of earning his or her livelihood; and (iii) he is not maintained by any of his relatives; friends or charitable or religious institutions.

A fund shall be created from the Government grant under the name "National Assistance Fund". A National Assistance Board consisting of 15 members nominated by the Government shall administer the National Assistance Fund.

The professional beggars, mendicants and persons maintained at any poor house or at any charitable or religious institution shall not be entitled to receive any pension under this Act.

(The Gazette of India, Extraordinary, Part II, Sec. 2, 5 May 1961, pp. 626-629).

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CHAPTER 11
OCCUPATIONAL SAFETY & HEALTH

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

INDIA - May 1961

Coal Mines (Conservation and Safety) Amendment Act, 1961
(No. 24 of 1961).

The Government of India gazetted on 18 May 1961 the text of the Coal Mines (Conservation and Safety) Amendment Act, 1961, as passed by Parliament and which received the assent of the President on 17 May 1961.

Section 8 of the Act empowers the Central Government to levy and collect excise duties not exceeding one rupee per ton on all coal raised and despatched and on all coke manufactured and despatched from the collieries in India. The Amendment Act substitutes the words "not exceeding four rupees per ton" for the words "not exceeding one rupee per ton" concurring in section 8, sub-section (i) clause (c).

Other amendments are of a minor or consequential nature.

(The Gazette of India, Part II, Sec. I,
Extraordinary, 18 May 1961, pp. 201-202).

LIST OF PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR MAY 1961.

INDIA - MAY 1961

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

Maharashtra Co-operative Societies Act, 1960 (No. XXIV of 1961) (Maharashtra Government Gazette, Part IV, 18 May 1961, pp. 130-192).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

Delhi Shops and Establishments (Amendment) Act, 1961 (No. 21 of 1961) (Gazette of India Extraordinary Part II Section I, 16 May 1961 pp 193-195).

CHAPTER 6. GENERAL RIGHTS OF WORKERS

Industrial Employment (Standing Orders) Amendment Act, 1961 (No. 16 of 1961) (Gazette of India, Extraordinary, Part II, Section I, 3 May 1961, pp 175-177).

CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

Coal Mines (Conservation and Safety) Amendment Act, 1961 (No. 24 of 1961) (Gazette of India, Part II, Section I, Extraordinary, 18 May 1961, pp 201-202.)

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