

INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

60112

Industrial and Labour Developments in September,
1963.

N.B.-Each Section of this Report may be taken out Separately.

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - SEPTEMBER 1963.

11. Political Situation and Administrative Action.

New Appointments in the Central Cabinet.

The President of India appointed on 21 September 1963:

Shri H.C. Dassappa, Minister of Railways; and
Shri B.R. Bhagat, Minister of State for Planning.

According to a Presidential order issued on 1 September 1963, Shri Jaisukhlal Hathi, Minister in charge of the Departments of Supply and Technical Development, will also function temporarily as Minister of State in the Ministry of Labour and Employment.

(The Statesman, 22 September 1963;
The Times of India, 5 September 1963).

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12. Activities of External Services.

India - September 1963.

Meetings:

On 16 September 1963 the Director attended a meeting at the Planning Commission to discuss proposals regarding the Centre for Advanced Management Service to Public Enterprises (CAMPSE). Present at the meeting were Professor P.S. Thacker, Planning Commission, Mr. A.K. Ghosh, Secretary and Mr. L.S. Chandrakant of the Ministry of Scientific Research and Cultural Affairs, Mr. P.M. Menon, Secretary, and another representative from the Ministry of Labour, Mr. Thomas from UNTAB, Mr. B.S. Vernekar, Director of NITIE, Mr. S. Dembicki (ILO) and Mr. R.L. Mitchell (ILO).

13. Press and Opinion - India - July-September 1963.

In addition to the attached clippings the following references to the work of the I.L.O. appeared in Indian journals received in this Office.

1. Asian Labour, September 1963, Vol. XI, No. 1: (a) In an article on "ICFTU Women Workers' Conference" a reference is made to the ratification by all countries of I.L. Convention 111.
2. (b) Under the ICFTU News, a reference is made to the situation of working women in a developing world, one of the items on the agenda of the 48th I.L. Conference, discussed by the Consultative Committee on Women Workers' Problems of ICFTU held recently at Brussels.
- (c) Another news item contains the statement of the General Secretary of ICFTU deploring Japan's failure to ratify I.L. Convention No. 87.
2. Commerce, 11 May 1963: Contains an article on "Structure and Activities of the ILO: Mr. David A. Morse calls for Re-Examination".
3. Commerce, 28 September 1963: Under its column 'News in Brief' publishes a note on the ILO Preparatory Technical Conference on Employment to be held in Geneva, September-October 1963.
4. The Indian Textile Journal, September 1963: Under its columns "Trade Letters" publishes the agenda of the 7th Session of the ILO Textile Committee, Geneva, May 1963, the speeches made by the employers' delegates and the work done by them.
5. Labour Industrial India, September 1963: In an article on Productivity, a reference is made to the work of the ILO Productivity Team which visited in India in 1952 in a foot-note to the article.
6. Labour Gazette, Bombay, August 1963: Contains an article summarising the proceedings of the 47th Session of the International Labour Conference.
7. Madras Information, September 1963: In an article on "Emergency and Productivity in Industry" a reference is made to the contribution of the ILO Productivity Team in attaining optimum production and productivity.
8. Survey, September 1963: (Indian Institute of Social Welfare and Business Management): Under its columns "Gleaning" quotes figures from an ILO Survey of average unemployment percentages in the Western hemisphere from 1954-1960.

Chapter 2. International and National Organisations

25. Wage-Earners' Organisations.

India - September 1963.

Maharashtra: Annual Report on the Working of Indian Trade Unions Act, 1926, for the Year 1960-61.*

According to the annual report on the working of the Indian Trade Unions Act, 1926, in the State of Maharashtra during the year ending 31 March 1961, there were 1861 registered trade unions in the State of Bombay at the end of the year 1959-60 and during the year under review 272 unions were registered. Thus there were in all 2,133 unions on the register during the year 1960-61. Out of these 2,133 unions the records of 491 registered trade unions were transferred to Gujarat State on 1 May 1960 in view of bifurcation of Bombay State into Gujarat and Maharashtra States. The registration of 220 unions was cancelled during the year 1960-61 under section 10(b) of the Indian Trade Unions Act for failure to submit their respective annual returns of accounts as required under section 28 of the said Act. The registration of two unions, was cancelled under section 10(a) of the Act on a request made by the unions. The dissolution of one union viz., Lloyds Bank Ltd., Staff Union was registered during the year under report. The records of two unions viz., (i) All India Defence Medical Association (Civilian) and (ii) Madhya Pradesh Bank Employees' Association, Nagpur were transferred to Madhya Pradesh State. Thus there were 1,417 registered trade unions at the end of the year 1960-61.

Of these 1,417 unions 1,144 unions submitted their returns for the year 1960-61 by 6 November 1961. After scrutiny only 844 returns which were in order in material particulars have been accepted for the purpose of this report. The registration of 144 unions was cancelled on 6 November 1961 for failure to submit annual returns for the year 1960-61 as required under Section 28 of the Act. The registration of Bank of Nagpur Employees Union (Vidarbha Region) and Goodwill Cine Workers Co-operative Union was cancelled under section 10(a) of the Act on 29 April and 4 May 1961 respectively on the request made by them in that behalf. The records of Rashtriya Mangnese Khadan Prantik Kamgar Sangh was transferred to Madhya Pradesh State on 29 July 1961. The dissolution of one union namely Godfrey Phillips India Ltd. Executive Staff Association, Bombay was registered under section 27(1) of the Act on 12 August 1961.

* Government of Maharashtra: Annual Administration Report on the Working of the Indian Trade Unions Act, 1926 (For the Year 1960-61); printed by the Manager, Government Central Press, Bombay, 1963; Price Rs. 3.36np. or 5s. 6d.; pp. 685.

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The statistical information contained in 844 annual returns¹ found to be in order and they have been accepted for the purpose of the report. The annual returns of 300 unions were found to be defective in respect of certain details and hence they have been excluded from the report. The remaining 129 unions have also been excluded from the report. Out of the 844 unions whose annual returns are accepted for the purpose of this report, 811 are State ~~unions~~ ~~The total membership~~ Unions (included 7 federations) and 33 (which includes 4 federations) are Central Unions.

The total membership as reported by 833 unions (excluding 11 federations) included in the report was 554,915 at the beginning of the year and 578,073 at the end of the year 1960-61. The number of members who joined the unions during the year was 159,827 while the number of members who left the unions during the year was 136,669. Thus the net increase in the membership of these unions is 23,158. The average membership of the unions included in the report which stood at 1,351 in the year 1949-50 considerably declined in the last few years and was 694 at the end of the year 1960-61. The total membership of all the 1,402 unions (excluding 15 federations) at the end of the year 1960-61 was 980,234 as compared with the total approximate membership of 965,638 of 1,359 unions (excluding 14 federations) at the end of the year 1959-60.

The total income of 833 unions (excluding 11 federations) during the year under report was Rs. 2,873,033 with a balance of Rs. 3,182,729 at the beginning of the year, while the total expenditure for the year was Rs. 2,500,388 with the balance of Rs. 3,555,374 at the end of the year. Three unions maintained Political Funds and collected Rs. 2,442 during the year under review. They had an opening balance of Rs. 12,001 and a closing balance of Rs. 14,443 in their Political Fund accounts. They did not however incur any expenditure during the year under review.

The total income of 11 federations (7 State and 4 Central) was Rs. 32,356 during the year under report with a balance of Rs. 21,196 at the beginning of the year, while their ~~expen~~ total expenditure during the year was Rs. 28,606 with a balance of Rs. 24,946 at the end of the year.

Growth of trade unions and their membership. - The number of unions on the register showed decrease during the year under report. This may be due to the transfer of records of 491 unions to New Gujarat State. During the year 1960-61, 272 unions were registered bringing the total number of registered Trade Unions to 1,417 at the end of the year. The number of registered trade unions during the year is lower than the corresponding figures for the year 1959-60. This may be probably due to the bifurcation of the State. The following table gives information regarding the growth in the number of registered Trade Unions in the State since 1949-50:-

Year ending 31 March.	No. of registered Unions at the beginning of the year.	No. of Unions registered during the year.	No. of Unions whose registration was cancelled or withdrawn during the year.	No. of registered unions at the end of the year.
1949-50 --	442	221	82	581
1950-51 --	581	155	101	635
1951-52 --	635	158	121	672
1952-53 --	672	145	105	712
1953-54 --	712	197	97	812
1954-55 --	812	211	111	912
1955-56 --	912	270	114	1,038
1956-57 --	1,038	665 *	134	1,599
1957-58 --	1,599	363	253	1,699
1958-59 --	1,699	317	267	1,749
1959-60 --	1,749	343	231	1,861&
1960-61 --	1,861&&	272	225 **	1,417

* This number includes 423 registered unions from the merged areas of Vidarbha, Marathwada, Saurashtra and Kutch brought on the register of this state as a result of the re-organisation of states in November 1956.

& The number includes 488 registered unions whose records are transferred to New Gujarat State on 1 May 1960.

&& This number includes 491 registered unions whose records are transferred to Gujarat State.

** This number includes 2 cancellation under section 10(a) 1 dissolution and 2 transfer of records to Madhya Pradesh State.

Of the 272 Trade Unions registered under the Act during the year under review, 83 were from the "Manufacturing" group, 78 from "Services" group, 51 from the "Activities not Adequately Described" group, 22 from the "Commerce" group, 19 from "Transport" and "Communication" (other than workshop) group, 6 from "Electricity, Gas, Water and Sanitary Services" group, 4 from "Agriculture, Forestry, Fishing", etc. group, 6 from "Mining Quarrying" group and 3 from "Construction" group.

The following table gives the classification of 1402 registered Trade Unions (excluding 15 federations) and their membership according to industrial groups as on 31 March 1961:-

(Please see table on the next page)

Group.	Number of registered Unions.	Membership (latest available).
0. Agriculture, Forestry, Fishing, etc.	32	5,237
1. Mining and Quarrying.	20	16,039
2-3. Manufacturing.	482	406,216
4. Construction.	17	3,794
5. Electricity, Gas, Water and Sanitary Services.	46	11,515
6. Commerce.	162	48,872
7. Transport and Communications (other than Workshops).	122	322,576
8. Services.	516	85,029
9. Activities Not Adequately Described.	205	79,958
	<u>1,402*</u>	<u>980,234</u>

* This excludes 15 Federations.

The available information regarding the geographical distribution of Trade Union Membership in the State shows that unions in Greater Bombay had 71.77 per cent. of the total membership of 1402 unions while Poona, Nagpur, Sholapur, Ahmednagar and Thana Districts accounted for 5.12, 3.98, 3.55, 2.77 and 1.58 per cent. respectively of the total membership.

Out of the 1402 registered trade unions (excluding 15 federations) shown in the following table 500 unions were in Greater Bombay, 163 unions were in Poona District, 100 unions in Nagpur district, 39 unions in Sholapur District, 72 unions in Ahmednagar District and 50 unions in Thana District. The table below gives the number of registered Trade Unions and their membership classified according to Districts in the State of Maharashtra as on 31 March 1961.

(Please see table on the next page)

Serial No.	Name of the District.	No. of registered Unions.	Membership (latest available).
1.	Pombay.	500	703,542
2.	Thana.	50	15,472
3.	Kolaba.	8	2,734
4.	Ratnagiri.	7	1,735
5.	Nasik.	78	14,363
6.	Dhulia.	22	6,114
7.	Jalgaon.	60	11,362
8.	Ahmednagar.	72	27,113
9.	Poona.	163	50,139
10.	Satara.	35	13,565
11.	Sangli.	19	4,024
12.	Sholapur.	39	34,789
13.	Kolhapur.	82	13,576
14.	Aurangabad.	27	8,392
15.	Parbhani.	3	147
16.	Bhir.	6	269
17.	Nanded.	12	5,820
18.	Krishnagar Osmanabad.	7	325
19.	Buldhana.	16	1,342
20.	Akola.	19	6,941
21.	Amravati.	17	4,387
22.	Yectmal.	8	796
23.	Wardha.	23	6,561
24.	Nagpur.	100	38,999
25.	Bhandara.	13	3,905
26.	Chanda.	16	3,822
		Total.1,402*	980,234

* This excludes 15 federations .

Of the 1,417 registered trade unions at the end of the year under review 1366 unions (including 7 federations) were state unions and 51 unions (including 8 federations) were Central Unions. The following table shows the variation in the membership of registered trade unions in the State since 1949-50:-

(Please see table on the next page)

Year.	Number of registered unions.	Number of unions included in the report.	Total membership of Unions (Shown in the column 3)			Average Membership per unions included in report.	Percentage of Female members to total membership.
			Males.	Females.	Total.		
1	2	3	4	5	6	7	8
1949-50.	581	383	484,396	29,924	521,467 *	1,361	5.74
1950-51.	635	392	421,196	28,523	449,719	1,141	6.34
1951-52.	672	408	411,384	26,876	440,507 *	1,080	6.10
1952-53.	712	448	510,131	31,123	541,254	1,208	5.75
1953-54.	812	481	384,893	31,163	416,696 *	866	7.48
1954-55.	912	518	360,969	33,928	395,597 *	764	8.58
1955-56.	1,068	607	371,312	32,760	404,072	666	8.10
1956-57.	1,599	859	443,180	37,364	480,544	559	7.78
1957-58.	1,699	1,030 **	553,354	47,298	601,964	584	7.86
1958-59.	1,749	1,031	564,861	48,804	613,465	595	7.96
1959-60.	1,373	825 **	568,913	48,370	617,283	748	7.83
1960-61.	1,417	833 **	532,615	45,458	578,073	694	7.85

* Details regarding sex are not available in certain cases.

** This number excludes federations.

above
It will be seen from the table that the average membership shows decrease this year and during the year under report it stood at 694. This is due to the fact, as already said above, that the number of trade unions registered gone down in view of bifurcation of States on 1 May 1960.

Frequency distribution of unions according to the rate of subscription.- All the registered unions were requested to furnish information regarding the number of members paying subscriptions at different rates. Out of the 833 unions (excluding 11 federations) 701 unions have only one rate of subscription while remaining 132 unions (64 from Commerce, 29 from Manufacturing, 18 from services, 15 from Transport and Communications, 5 from Activities Not Adequately Described group and 3 from Electricity, Gas, Water and Sanitary Services groups) have different rates of subscription either according to pay or occupation. In the majority of cases the rate of subscription is 25nP. per month. The rates of subscription are either monthly, six monthly or yearly and they vary from 12 naye paise to Rs.6 per month. The mode of subscription in case of 129 unions is either quarterly, six monthly or yearly and in such cases the rate of monthly subscription is computed by dividing the actual rate of subscription by 3, 6, and 12 respectively. The following table shows the distribution of membership according to the rate of subscription per month:-

(Please see table on the next page)

Rate of subscription per month.	Number of members.	Percentage to total membership.
12 naye paise or less	33,255	5.75
More than 12 naye paise but upto 25 naye paise.	200,208	34.63
More than 25 naye paise but upto 50 naye paise.	317,237	54.88
More than 50 naye paise but upto Re.1.	15,646	2.71
Over rupee one.	11,747	2.03
	<u>578,073</u>	<u>100.00</u>

It will be seen from the above table that out of the total membership of 578,073 of 833 unions, 317,237 members i.e. 54.88 per cent. paid membership fees of more than 25 nP. and upto 50 nP. per month and 200,208 members i.e. 34.63 per cent. paid subscription of more than 12 nP. but upto 25 nP. per month while only 11,747 members i.e. 2.03 per cent. paid monthly subscription over Rupee one.

State Unions.- There were in all these 962 States unions in the Private Sector, 301 unions in the State Sphere of Public Sector and 96 unions in the Central Sphere of Public Sector on the register during the year under report. Out of which the returns of 574 unions in the Private Sector, 176 unions in the State Sphere of the Public Sector and 54 unions in the Central Sphere of the Public Sector are accepted for the report purpose.

Female Membership.- The number of unions having female membership was 275 in the Private Sector, 112 in the State Sphere of Public Sector and 26 in the Central Sphere of Public Sector with a membership of 30,417, 9,113 and 956 respectively.

Income of State Unions.- The total income of 574 state unions in the Private Sector, 176 State unions in the State Sphere of Public Sector and 54 State Unions in the Central Sphere of Public Sector amounted to Rs.1,978,359, Rs.382,158 and Rs. 98,569 respectively whereas the corresponding figures of total expenditure were Rs. 1,639,011, Rs. 340,481 and Rs. 89,179 respectively. The general fund of these unions which was Rs. 2,216,037, Rs. 350,439 and Rs.145,564 respectively at the beginning of the year stood at Rs. 2,555,385 and Rs.392,116 and Rs.155,054 respectively at the end of the year under review.

(Please see table on the next page)

State Unions

Item of Income.	Private Sector		Central Sphere of Public Sector.		State Sphere of Public Sector.	
	Amount of Income.	Percentage to total income.	Amount of income.	Percentage to total income.	Amount of income.	Percentage to total income.
1	2	3	4	5	6	7
	<u>Rs.</u>		<u>Rs.</u>		<u>Rs.</u>	
Contribution from members.	1,451,713	73.38	70,745	71.77	314,538	82.30
Donations.	325,119	16.43	20,762	21.06	56,274	14.72
Sale of periodicals, books, rules, etc.	6,861	0.35	500	0.51	637	0.17
Interest on investments.	23,143	1.17	543	0.55	1,194	0.31
Income from miscellaneous Sources.	171,523	8.67	6,019	6.11	9,517	2.50
Total.	1,978,359	100.00	98,569	100.00	382,158	100.00

From the above table it will be observed that the contribution from members was the main source of income in case of all the three divisions of unions. Of the total contribution of Rs.1,451,713 an amount of Rs.1,277,738 was actually received from the members and Rs.75,631 was in arrears for three months or less, Rs.48,057 was in arrears for more than three months but upto six months and Rs.50,287 was in arrears for more than six months in case of the unions in Private Sector. Similarly in case of the unions in the State Sphere of Public Sector the contribution actually received was Rs.225,891 while the contribution in arrears was Rs.33,470 for three months or less Rs.47,409 for more than three months but upto six months and Rs.7,766 for more than six months. In respect of the unions in the Central Sphere of the Public Sector the contribution actually received was of Rs.48,040 whereas the contribution in arrears was Rs. 6,138 for three months or less, Rs.3,778 was for more than three months but upto six months and Rs.12,789 for more than six months. Donations was the next source of income to all the three divisions of the unions and it comprised of 16.43 per cent. of the total income in respect of the unions in Private Sector, 14.72 per cent. of the total income in case of the unions in the State Sphere of Public Sector and 21.06 per cent. of the total income for the unions in the Central Sphere of the Public Sector.

Expenditure of the State Unions.- The table below gives the distribution of the aggregate expenditure of the State unions in Private Sector, State Unions in the State Sphere of Public Sector and of the State Unions in the Central Sphere of the Public Sector over various items:-

(Please see table on the next page)

Item of Expenditure.	Private Sector.		State Sphere of Public Sector.		Central Sphere of Public Sector.	
	Amount of expenditure incurred.	Percentage to total expenditure.	Amount of expenditure incurred.	Percentage to total expenditure.	Amount of expenditure.	Percentage to total expenditure.
1	2	3	4	5	6	7
	<u>Rs.</u>		<u>Rs.</u>		<u>Rs.</u>	
1. Salaries, allowances, and expenses of officers.	397,051	24.23	83,937	24.64	13,013	14.59
2. Salaries, allowances, and expenses of establishment including rents, rates, taxes and stationery, printing and postage.	520,540	31.76	80,883	23.76	26,600	29.83
3. Auditors Fees.	10,141	00.62	1,502	0.44	911	1.02
4. Legal Expenses.	112,997	06.89	14,775	4.34	4,333	4.86
5. Expenses in conducting trade disputes.	66,359	4.05	10,354	3.04	3,977	4.46
6. Compensation paid to members for the loss arising out of trade disputes.	10,232	0.62	11,122	3.27	730	0.82
7. Funeral, old age, sickness, unemployment benefits, etc.	16,369	1.00	4,473	1.31	1,035	1.16
8. Cost of publishing periodicals.	5,912	0.36	3,885	1.14	326	0.36
9. Educational, Social and Religious benefits.	14,008	0.85	3,389	1.00	363	0.41
10. Expenses incurred under section 15(j) of the Act.	135,155	8.25	6,804	2.00	13,351	14.97
11. Other Expenses.	350,247	21.37	119,357	35.06	24,540	27.52
Total.	1,639,011	100.00	340,481	100.00	89,170	100.00

The above table reveals that an amount of Rs. 917,591 representing 55.99 per cent. of the total expenditure of Rs. 1,639,011 was spent on salaries and expenses of officers and establishment in respect of the unions in the Private Sector. The other expenses which included meeting and propaganda expenses irrecoverable unpaid subscription, depreciation written off, etc., amounted to Rs. 350,247 or 21.37 per cent. of the total expenditure. The expenditure on account of establishment charges of the unions thus covered 77.36 per cent. of the total expenditure. The expenditure on other items such as expenses towards educational, social and religious benefits, expenses in conducting trade disputes, expenses for payment of compensation to members for loss arising out of trade disputes, legal expenses etc., represented 22.54 per cent. of the total expenditure.

State Federations.- There were seven State Federations, namely (1) The Vidarbha Bank Employees' Federation, Nagpur, (2) Madhya Pradesh Provincial Primary Teachers' Federation, Amravati, (3) Provincial Federation of Secondary School Teachers' Association, Nagpur, (4) The Municipal Primary Teachers' Federation, Brihan Mumbai, (5) Vidarbha Local Bodies Employees' Federation, (6) Federation of Western India Cine Employees', Bombay, and (7) Maharashtra Prantik Marketing Hamal Mapari Federation, Shrirampur, registered under the Indian Trade Unions Act, 1925 at the end of the year 1960-61.

These federations are classified according to revised classification. Of the seven federations one federation viz., (1) The Vidarbha Bank Employees' Federation, Nagpur is classified under the "Commerce" group, 5 federations viz. (1) Madhya Pradesh Provincial Primary Teachers' Federation, (2) Provincial Federation of Secondary School Teachers' Association, (3) The Municipal Primary Teachers' Federation, (4) Federation of Western India Cine Employees', and (5) Vidarbha Local Bodies Employees' Federation, are classified in the "Services" group, and one Federation viz., Maharashtra Prantik Marketing Hamal Mapari Federation is classified in the group "Activities not adequately Described".

The assets of one federation in the "Commerce" group were made up of cash amounting to Rs.597 and the other assets amounting to Rs.1,165. The federation had general fund of Rs.1,552 and other liabilities amounting to Rs.210. Out of the total income of Rs.3,499 during the year under report, Rs.1,641 were collected by way of contributions, Rs.1,229 were collected by way of donations and Rs.2,629 were collected from miscellaneous sources. The federation incurred an expenditure of Rs.2,499 during the year out of which Rs.1,605 were spent on the administration only.

The assets of 5 federations in the "Services" group were made up of cash amounting to Rs.10,133 and other assets amounted to Rs.6,604. The federations had general fund of Rs.6,996 and other liabilities of Rs.7,741. The main source of income of federations was donation from members which amounted to Rs.7,493. The contribution from members amounted to Rs.7,178 out of the total income of Rs.16,184. The federation incurred an expenditure of Rs.17,816 and Rs.12,216 were spent on administration only.

The assets of one federation in the group "Activities not Adequately Described" were made up of the cash amounting to Rs.2 whereas the other assets amounted to Rs.nil. The general fund of the federation accounted for Rs.2 while the other liabilities was Rs.nil. The main source of income of the federation was income from the miscellaneous sources which amounted to Rs.55 out of the total income of Rs.75. The contribution received from members was Rs.10 and Rs.10 was received by way of donations. The federation incurred an expenditure of Rs.73 and the whole amount was spent on administration only.

Affiliation of State Unions.- Available information regarding the affiliation of the State Unions to the All India Organisations of Labour shows that out of 574 state unions in the Private Sector, 62 unions were affiliated to the Indian National Trade Union Congress, 47 unions were affiliated to All India Trade Union Congress, 22 Unions to Hind Mazdoor Sabha and 24 Unions to Bharatiya Mazdoor Sangh. Out of the 176 state Unions in the state sphere of Public Sector 17 unions were affiliated to Indian National Trade Union Congress, 12 unions to Hind Mazdoor Sabha, 7 unions to All India Trade Union Congress, 6 unions to Bharatiya Mazdoor Sangh and one union to United Trade Union Congress. Of the 54 unions in the Central Sphere of Public Sector only 2 unions were affiliated to Indian National Trade Union Congress and 5 unions to Hind Mazdoor Sabha.

Central Unions.- As already said above the Central Unions are classified in three parts, viz., (1) Central Unions in the Private Sector, (2) Central Unions in the State Sphere of a Public Sector, and (3) Central Unions in the Central Sphere of Public Sector.

Out of the 43 Central Unions (excluding 8 Central Federations) 24 unions were classified in the Private Sector and 19 unions in the Central Sphere of Public Sector. There was however, no union classified so far in the State Sphere of Public Sector.

Out of the 24 unions in the Private Sector the statistics of 18 unions have been included in this report. Similarly of the 19 unions in the Central Sphere of Public Sector the returns of 11 unions are accepted for the report purpose. The registration of one union in the Public Sector viz., the Reserve Bank D Class Employees' Union, Bombay was cancelled on 6 November 1961 for failure to submit annual return for the year under review. The records of one union viz., All India Defence Medical Association (Civilian) from this Sector is transferred to Madhya Pradesh State during the year under report.

The membership of the unions in Private Sector which was 11,295 at the beginning of the year increased to 11,980 at the end of the year under review. The membership of the unions in the Central Sphere of Public Sector which was 140,919 at the beginning of the year however decreased to 103,714 at the end of the year, under review.

The increase in the membership of the Central Unions in the Private Sector was mainly due to increase in the membership of 'Manufacturing', 'Transport and Communication' (Other than workshops) and 'Activities not Adequately Described' groups. The increase in the 'Manufacturing' group was due to the increase in the membership of the Petroleum Workmen's Union, Bombay. The increase in the 'Transport and Communication' (Other than Workshops) group was due to the increase in the membership of the Maritime Union of India, Bombay and the increase in the group 'Activities not Adequately Described' was due to the increase in the membership of Hindustan Lever Employees' Union, Bombay.

The decrease in the membership of the Unions in the Central Sphere of Public Sector was due to the decrease in the membership of State Bank of India Employees' Union, Bombay Circle, Bombay in the 'Commerce' group and the decrease in 'Transport and Communications' (Other than Workshops) group was due to the Western Railway Employees' Union, Bombay.

Income of Central Unions.- The total income of the 18 unions in Private Sector was Rs.174,352 and the total expenditure was Rs.165,642 with the result that the General Fund of the unions which was Rs.241,412 at the beginning of the year increased to Rs.250,122 at the end of the year under review. The total income of the 11 unions in the Central Sphere of Public Sector was Rs.239,595 and the total expenditure amounted to Rs.236,075. The general fund of the unions which was Rs.229,177 at beginning of the year decreased to Rs.202,697 at the end of the year under review.

The main source of income of the unions in the Private Sector was contributions from members. Out of the total contribution of Rs. 141,756 an amount of Rs. 103,966 was actually received from the members, Rs.2,573 were in arrears for three months or less, Rs.2,065 were in arrears for more than three months but not more than six months, and Rs.33,152 were in arrears far more than six months. The donations received by unions amounted to Rs.11,436 i.e., 6.56 per cent. of the total income while the income from miscellaneous sources was Rs.18,390 i.e. 10.55 per cent. of the total income. The main source of income of the Unions in the Central Sphere of Public Sector was also contribution from members. Out of the total contributions of Rs.224,934 an amount of Rs.147,838 was actually received from the members, Rs.37,302 were in arrears for three months or less, Rs.31,799 were in arrears for more than three months but not more than six months and Rs.7,995 were in arrears for more than six months. The donations received by the unions amounted to Rs.3,661 i.e. 1.53 per cent. of the total income and the income from miscellaneous sources was Rs.8,626 i.e. 3.60 percent. of the total income.

Expenditure of Central Unions.- Out of the total expenditure of Rs.165,642 the unions in the Private Sector spent an amount of Rs.111,118 on salaries, allowances, and expenses of officers and establishment representing 67.08 per cent. of the total expenditure. Other miscellaneous expenses which included expenses on meeting and propaganda expenses, irrecoverable subscriptions and depreciation written off amounted to Rs.26,650 or 16.09 per cent. of the total expenditure. Thus the total expenditure on administration amounted to Rs.137,768 or 83.17 per cent. of the total expenditure. An amount of Rs.13,033 or ~~8.17 per cent.~~ 7.87 per cent. of the total expenditure was spent on expenses incurred under section 15(j) of the Act while Rs.2,118 and Rs.1,659 were spent on legal expenses and in conducting trade disputes respectively.

The total expenditure incurred by 11 unions in the Central Sphere of the Public Sector amounted to Rs.266,075. Out of the total expenditure an amount of Rs.100,713 was spent on salaries, allowances and expenses of officers and establishment representing 37.85 per cent. of the total expenditure. Other miscellaneous expenses which included meeting and propaganda expenses, irrecoverable subscription, and depreciation written off amounted to Rs. 137,639 or 51.73 per cent. of the total expenditure. Thus the total expenditure, on administration amounted to Rs.238,352 or 89.58 per cent. of the total expenditure. An amount of Rs. 16,522 or 6.21 per cent. of the total expenditure was spent on expenses incurred under section 15(j) of the Act while Rs. 2,550 and Rs.1,319 were spent on legal expenses and expenses in conducting trade disputes respectively.

Central Federations.- There were eight Central Federations namely (1) Federation of Bank Employees, Bombay, (2) Federation of the Bank of India Staff Union, Bombay, (3) All India Bank of Baroda Employees' Federation, Bombay, (4) All India Federation of New India Assurance Company Ltd. Employees' Union, Bombay, (5) All India Life Insurance Employees Association, Bombay, (6) Federation of Press Trust of India Employees' Union, Bombay, (7) All India Voltas and Volkart Employees' Federation, Bombay, and (8) Samyukta Kamgar Sangh (Federation), Lasalgaon.

These federations are classified according to revised classification. Of the eight federations five federations namely (1) Federation of the Bank of India Staff Union, (2) Federation of Bank Employees' Bombay, (3) All India Bank of Baroda Employees' Federation, (4) All India Federation of New India Assurance Co. Ltd. Employees' Union, and (5) All India Life Insurance Employees' Association, are classified in 'Commerce' group and the remaining three federations namely, (1) Federation of Press Trust of India Employees' Union, (2) All India Voltas and Volkart Employees' Federation, and (3) Samyukta Kamgar Sangh (Federation) are classified in group 'Activities not Adequately Described'.

Of the federations returns of four federations are accepted for year the report purpose. Information regarding income, expenditure, opening and closing balances, etc., of the four federations is given in the Statement in Form 'B' appended to the report.

The assets of the federations in 'Commerce' group comprised of cash amounting to Rs.12,484 unpaid subscription due to Rs.3,856 and other assets to Rs.2,110 out of the total assets of Rs.21,779. The federations had a general fund of Rs.13,375 and other liabilities amounting to Rs.8,404. The main source of income of federations was contributions from members which amounted to Rs.10,629. Out of the total income of Rs.11,052 the expenditure of the federations was Rs.7,199 during the year under report. Of the total expenditure Rs.4,686 is spent on administration.

The federations in the 'Activities not Adequately described' group had cash in hand or in banks of Rs.924 and other assets of Rs.846. The federations had a general fund of Rs.1,021 and other liabilities of Rs.769. The main source of income of the federations was contribution from members which amounted to Rs.1,453. Out of the total income of Rs.1,546 the total expenditure of the federations was Rs.1,019. Almost all amount was spent on administration only.

Affiliation of Central Unions.- Available information regarding the affiliation of Central Unions in Private Sector and the Central Unions in the Central Sphere of the Public Sector to the All India Organisations of Labour is given in the following table:-

Name of the Central Organisation of Labour.	Private Sector.		Central Sphere of Public Sector.	
	No. of Unions reporting as on 31 March 1961 of the unions mentioned in Column No.2.	Total strength as on 31 March 1961 of the unions mentioned in Column No.4.	No. of Unions reporting as on 31 March 1961 of the unions mentioned in Column No.4.	Total strength as on 31 March 1961 of the unions mentioned in Column No.4.
1	2	3	4	5
Indian National Trade Union Congress.	1	1,560	1	26
Hind Mazdoor Sabha.	3	2,206	2	94,964
All India Trade Union Congress.	2	4,121	-	-
Eharatiya Mazdoor Sangh.	1	39	-	-
Not affiliated.	6	2,708	4	1,596
Affiliation not known.	5	1,346	4	7,128
Total.	18	11,980	11	103,714

Chapter 3. Economic Questions

34. Economic Planning, Control and Development.

India - September 1963.

Report on Contractual Saving in Urban India published by the National Council of Applied Economic Research.

The National Council of Applied Economic Research has recently published the findings of a study on Contractual Saving in Urban India. This study is a companion volume to an earlier study on Urban Income and Saving published in 1962. According to this report there is wide scope in India for increasing the total volume of household saving in the urban sector, both by extending the coverage of contractual savers and by increasing the amount saved in life insurance and provident funds. In the case of provident fund contributions, there exists a possibility of stepping up savings among employees up to an income level of Rs.3,000 and to a lesser extent among employees with an income between Rs.3,000 and Rs.10,000. In the case of life insurance, there is scope for increasing insurance payments from all self-employed households and employees up to an income level of Rs.5,000.

It is estimated that if efforts could be made to increase life insurance coverage by 10 per cent. at all income levels, it is possible to step up insurance payments by about Rs.280 million in the short run. The study shows that there is little competition between insurance payments and contributions to provident funds at any income level and that the degree of substitutability between contractual saving as a whole and saving in all other forms taken together is far from complete, at least up to an income level of Rs.10,000.

Contractual saving (i.e. payments towards life insurance and contribution towards provident funds) even in Urban India is confined to a relatively small proportion of households. Only 16 per cent. of households among the urban household sector are insured, while 28 per cent. of all urban households contribute to provident funds. The average premium paid by a household is of the order of Rs.44 for the entire urban household sector. If, however, only those households making some premium payments are considered (i.e., insured households alone are taken into account) the average premium payment works out to Rs.282.

The urban household sector as a whole is currently utilising about 2.4 per cent. of income towards insurance payments. However, if attention is confined to insured urban households alone nearly 5 per cent. of their income seems to be devoted to insurance payments. The distribution of aggregate insurance payments by income indicates that the top 5 per cent. of households with Rs.10,000 or more income account for about 38 per cent. of the total premium payments. However, the contribution of the middle income class (Rs.3,000 - Rs.9,999) is quite substantial; there are about 13 per cent. of all urban households in this income group and their share in total premium payments is 44 per cent. Approximately 86 per cent. of urban households have incomes below Rs.3,000, but their share in aggregate premium payments is only 18 per cent.

Uninsured households are present in all income groups. They are, however, predominant among the low income groups as should be expected. On the average 90 per cent. of households upto an income level of Rs.3,000 and 48 per cent. in the income range of Rs.3,000 - Rs.9,999 are uninsured.

Contributions to provident funds are relatively more widespread than payments to life insurance. About 28 per cent. of all urban households contribute to provident funds. If attention is confined to employee households alone (government as well as private), 45 per cent. of these seem to be covered by provident funds.

For the urban household sector as a whole, Rs.50 - Rs.99 is the modal class of provident fund contributions. About 80 per cent. of the contributors make payments under Rs.150. The average per-household contribution (employee's only) works out at Rs.36, if all urban households are taken into account and to Rs.130, if only those contributing to provident funds are considered.

Provident fund payments are more equally distributed among the different income classes than insurance payments. The share in aggregate provident fund payments of the under Rs.3,000 income group, which contains about 86 per cent. of all urban households is 43 per cent., ~~of all~~ against the 18 per cent. share in aggregate insurance premium payments of the same class.

The top income class (Rs.10,000 or more income), contains about 1.5 per cent. of households but accounts for about 17 per cent. of aggregate provident fund payments; the share of this group in aggregate insurance payments is much higher than (about 38 per cent.).

The proportion of households covered by provident funds is very much higher for Government employees than for private employees; 72 per cent. of households headed by Government employees contribute to provident funds whereas only 33 per cent. of private employees do so. The amount of contribution (relative to income) made by a government employee is also higher, on the average, than that made by a private employee.

Occupation-wise, the clerical group (white collar workers) contains the highest proportion (86 per cent.) of households contributing to provident funds. More than a third of the service and blue collar workers (skilled, semi-skilled and unskilled workers) also contribute to provident funds.

The main reason for a relatively small number of contributors among other occupational groups - particularly the top occupation groups - is that they contain a significant proportion of self-employed households who cannot contribute to provident funds.

It may be noted that there was no great urge to contribute to provident fund in the case of Government employees until recently since they were entitled to pension.

(The Economic Times, 6 September 1953).

Withdrawal of Compulsory Deposit Scheme except in
relation to Income-Tax Payers: Finance Minister's
statement in Lok Sabha.

Shri T.T. Krishnamachari, Union Finance Minister, stated in the Lok Sabha on 21 September 1963, that the Government of India has decided to withdraw the Compulsory Deposit Scheme except in relation to income-tax payers. Consequently, no compulsory deposits will now be recoverable from employees drawing an annual salary of Rs.1,500 or above but who are not subject to income-tax.

The deposits already made will be refunded with interest at four per cent. per annum to be calculated from the first of the month immediately following the month in which the deposit was made to the end of the month immediately preceding the month in which it is repaid.

The Finance Minister explained that to withdraw the scheme in respect of income-tax payers also would mean greater hardship to them because what they were paying ~~are~~ as refundable deposits would then become part of outright tax.

For the other three categories of tax-payers - agriculturists, sales-tax payers and urban property holders - the scheme was being given up without having been in force at all, the Finance Minister added. This, he explained, had been done in the light of the views expressed by State Governments which felt that the enforcement of Compulsory Deposit Scheme would cause numerous administrative and other difficulties.

He pointed out that the substantial loss of revenue as a result of the withdrawal of ~~Community~~ Compulsory Deposit Scheme was likely to be made up by an increase in voluntary savings, which had already shown a remarkable spurt.

Shri T.T. Krishnamachari also announced a relaxation of the Gold Control Order under which it will now be possible for gold-smiths to convert "existing gold ornaments in excess of a purity of 14-carat into ornaments of like purity". But he pointed out that new ornaments from primary gold would continue to be of 14-carat purity only, and that the Government stood by the long-term objectives of gold control.

(The Statesman, 22 September 1963)

36. Wages.

India - September 1963.

Report of the Wage Board for Jute Industry published:
Higher Wages for Workers Recommended.

Shri R.K. Malviya, Deputy Union Labour Minister placed on the table of the Lok Sabha on 21 September 1963, the Report of the Central Wage Board for Jute Industry. The following are some of the important recommendations made by the Wage Board.

(1) The total minimum wages in the jute mills in West Bengal at the working class consumer price index number of 425 for Calcutta (base year 1939 equals 100) should be Rs.81 a month. It should consist of (1) basic wage, (2) Wage Board increment, and (3) variable dearness allowance.

(2) The existing eight basic wage groups in the jute mills in West Bengal should be reduced to the following three groups: (a) Basic wages of all workers within the existing wage groups I to IV, namely, Rs.34.67, Rs.35.75, Rs.36.84 and Rs.37.92 should be equated and fixed at Rs.40.17; (b) basic wages of workers within the wage groups of V to VII, namely, Rs.39.00, Rs.40.09, and Rs.41.17 should be equated within the and fixed at Rs.41.17; and (c) basic wages of workers in the wage group VIII, namely, of workers who are now at Rs.42.25 and above, will be more or less the same, namely, Rs.42.25 and above.

(3) The rate for the double (pair) loom weavers should be 80 per cent. instead of the present 75 per cent. of the basic wages on the production of the two looms.

(4) In addition to the basic wages, all categories of workers (except the clerical staff whose case has been dealt with separately) should be paid an increase of Rs.8.33 a month inclusive of the interim relief of Rs.3.42 a month. This increase should be shown as a separate item "Wage Board increment", in case of all categories of workers. The Wage Board increment should be treated as a part of the basic wage for purposes like bonus, provident fund, etc.

(5) The present dearness allowance of Rs.32.50 should be considered as the one fixed at the working class consumer price index number of 425 for Calcutta (base year 1939 equals 100). The dearness allowance should be a variable one and the rate of increase or decrease should be 20np. for a rise or fall of each point in the average working class consumer price index number for Calcutta. The dearness allowance should be revised every six months in the months of February and August on the basis of the average consumer price index number of the previous half-years - July to December and January to June, respectively.

All the categories of workers, except the clerical staff in jute mills outside West Bengal, should be paid Rs.8.53 a month inclusive of the interim relief of Rs.3.42 as the "Wage Board increment". The revised scales of pay of the clerical staff in jute mills in West Bengal (after merging the "Wage Board increment" of Rs.8.33) should be as follows:-

Grade II	----	Rs. 77-4-137
Grade I	----	Rs. 92-5-162-7 $\frac{1}{2}$ -207
S.B.Grade	----	Rs. 152-10-222
S.A.Grade	----	Rs. 222-10-322

When accepted by the Central Government, the new wage structure will come into force with retrospective effect from 1 July 1963, and be effective until 31 December 1967. Wages will be paid at the new rates as early as possible, and not later than the wages for the week ended 2 November. The difference in emoluments between the new and the old wages from 1 July till the date from which the new scale is actually introduced will have to be paid on or before 23 November. The bonus for this year is to be paid on or before 12 October.

(6) No contract labour should be employed in connection with manual work in the jute mills. Even when contract labour is employed, the principal employer should be liable for payment of wages to the contract labour and it should be the principal employers' responsibility to see that all laws relating to labour are fully implemented.

(The Times of India, 21 September 1963).

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

INDIA - SEPTEMBER 1963.

41. Agriculture.

Kerala Land Reforms Bill, 1963.

The Government of Kerala published on 15 September 1963 the text of the Kerala Land Reforms Bill, 1963, proposed to be introduced in the Legislative Assembly of the State. According to the Statement of Objects and Reasons of the Bill, the Kerala Agrarian Relations Act, 1960 (Act 4 of 1961) which sought to introduce comprehensive land reforms in this State, received the assent of the President on 21 January 1961 and some of the provisions of the Act were brought into force with effect from 15 February 1961. Subsequently, in its judgment dated 5 December 1961, on certain writ petitions filed against the Act from the Kasaragod area, the Supreme Court struck down the Act as unconstitutional in its application to the ryotwari lands of Hosdrug and Kasaragod taluks. Thereupon, the Government enacted the Kerala Ryotwari Tenants and Kudikidappukars Protection Act, 1962, for the temporary protection of tenants in those taluks. Later, in November 1962 in its judgments on some writ petitions, the Kerala High Court also declared the Act null and void in its application to the ryotwari lands of the Malabar area and the majority of the lands of the Travancore area. Following these judgments, the Kerala Tenants and Kudikidappukars Protection Act, 1963 was enacted giving temporary protection to tenants in the matter of eviction and recovery of arrears of rent. This interim legislation, which applied to the entire State, repealed the Kerala Ryotwari Tenants and Kudikidappukars Protection Act, 1962 and in view of the need for a comprehensive and uniform legislation for the entire State, also suspended the operation of the Kerala Agrarian Relations Act, 1960.

Since then, the Government examined the provisions of the Kerala Agrarian Relations Act, 1960 in the light of the judgments of the Supreme Court and the Kerala High Court and of the various objections raised against the Act in the writ petitions on which the courts did not make any pronouncements. They also considered the large number of representations received by them suggesting amendments to the Act and took into account the anomalies and practical difficulties noticed in the course of its implementation.

As a result of the examination, Government came to the conclusion that the Kerala Agrarian Relations Act required amendment in many important respects. Considering the nature and volume of the amendments contemplated, Government considered that a mere amending legislation would not be sufficient and that it would be more appropriate to enact a fresh legislation replacing the existing Act.

Accordingly, the Kerala Land Reforms Bill, 1963 has been drafted. In drafting the Bill, the Government has kept in view the broad objectives of land reforms as laid down by the Planning Commission and the basic aims of the Kerala Agrarian Relations Act. The Government has also been guided by the fact that, as far as practicable, the legislation should be fair and equitable to the various interests who will be affected by it and that it should be capable of smooth implementation without at the same time, casting an undue financial burden on the State.

A summary of the salient provisions of the Bill is given below.

The Bill provides among other things for a uniform ceiling limit of 12 standard acres for a family of five members and for an unmarried person.

Every additional member, in excess of five, in a family, will be allowed extra one standard acre, subject to an overall maximum of 20 standard acres. It is also provided that the ceiling shall in no case be less than 15 acres or more than 36 acres in extent.

The standard acre has been fixed on a district-wise basis for 10 classes of land taking into account the net annual income from land.

The Bill, contains 122 clauses, as against 86 in the old Agrarian Relations Act.

Categories of land included for the purpose of exemption from the ceiling are those under the management of the Court of Wards, Kayal Padasekharas (reclaimed backwater lands) in Kuttanad and pepper and arecanut gardens. The Government seek to take power to exempt lands required for bona fide plantation, industrial or commercial purposes, besides lands required for dairy and cattle breeding farms.

Compensation to Owners.- Provision is made for compensation to owners of the lands surrendered in excess of the ceiling area at eight and one-third times the net annual income from the lands. Lands thus surrendered will be assigned in accordance with the order of priority laid down in the Bill, after reserving the extent necessary for public purposes.

According to the priorities, holdings in which there are Kudikidappukars would be assigned as far as possible to such Kudikidappukars. Out of the remaining area 50 per cent. would be assigned to landless agriculture labour, 25 per cent. to small-holders and other landlords not entitled to resume lands and the remaining 25 per cent. to cultivators who do not possess more than five standard acres.

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Fixity of Tenure.- The Bill confers fixity of tenure on the tenants, while at the same time giving a limited right of resumption to the landlords. The right of resumption, however, will not be available against the tenants entitled to fixity of tenure immediately before January 21, 1961 under the law then in force.

Fair Rent.- Uniform rates of fair rent applicable throughout the State are prescribed for different classes of land. This provision will, however, not apply to lands held by religious charitable and educational institutions.

Landlords are given the right to sue for eviction of tenants, failing to pay rent for two consecutive years. Cultivating tenants are to be given the right to purchase the rights of landowners and intermediaries in the holding straightaway by application to the Land Tribunal. If the owners happened to be religious, charitable or educational institutions, they will have option to vest their interests in the Government in consideration of payment of an annuity. The cultivating tenants have to pay a price equal to the 16 times their rent in addition to the value of structures of a permanent nature on the holdings.

It has been estimated that if all religious, charitable and educational institutions, which will have the benefit of payment of a perpetual annuity, opt to vest their interests in Government, the total annual recurring expenditure to the Government would be about Rs.5 millions. Of this, 4.7 million rupees represent the rents collected by the Hindu religious institutions and the balance by churches, mosques and educational and charitable institutions. Taking fair rent, which ranges from one-eighth to one-fourth of the gross produce roughly as 17½ per cent. of the gross produce, the net recurring annual loss to the Government would be about 3.5 million rupees.

Surplus Land.- The extent of surplus land has been estimated at 245,000 acres and the compensation payable as 450 million rupees. As a portion of surplus land will be reserved by the Government for public purposes, it is considered that the total purchase price obtained by the Government from assignment of surplus land will not fully cover the total compensation payable to persons surrendering the lands. This is expected to have repercussions on the State's ways and means position and also by way of interest charges, especially as there would be a time-lag between assumption of excess lands and their assignment to eligible persons. It is assumed that the Government would have to incur an annual expenditure of over 500,000 rupees on an average during the first five years of implementation of the Bill.

The Bill provides that no tenancy shall be created in future, exceptions being made in the case of minors, widows, unmarried women, serving members of the Armed Forces and the physically and mentally handicapped.

Land Tribunals.- Land Tribunals and a Land Board are to be constituted for administering the provisions. An Agricultural Rehabilitation Fund is also to be set up, with Central and State Government grants and loans for rendering assistance to persons affected by the legislation.

The statement of objects and reasons appended to the Bill explained that the Government had kept in view the broad objectives of land reforms, as laid down by the Planning Commission and the basic aims of the suspended Kerala Agrarian Relations Act. It said that the Government were also guided by the fact that the legislation should be fair and equitable to all interests concerned and that it should be capable of smooth implementation, without imposing any undue financial burden on the State.

Regarding Clause 84 of the Bill in regard to compensation to persons surrendering land in excess of the ceiling area, the financial memorandum of the Bill says that the extent of surplus land has been very roughly estimated as 245,000 acres and the compensation payable in respect of them as 450 million rupees.

For implementation of the provisions of the Bill, it is estimated that the Government may have to incur on an average an annual expenditure of over 500,000 rupees during the first five years.

(The Kerala Gazette, Extraordinary, 15 September 1963, pp. 1-106; The Hindu, 17 September 1963).

70th Annual Conference of the United Planters' Association
of South India, Coonoor, 10 September 1963.

The 70th annual meeting of the United Planters' Association of South India (UPASI) was held at Coonoor on 10 September 1963. The conference was inaugurated by Shri Manubhai Shah, Union Minister for International Trade and presided over by Shri U.K. Lakshman Gowda, President of UPASI. Among others, Shri S.F. Sinha, chairman, Indian Tea Association of Calcutta and Dr. Rama Varma, Chairman of the Rubber Board addressed the conference.

Presidential address.- In his presidential address, Shri U.K. Lakshman Gowda, dealt at length with the importance of the plantation industry and the various problems confronting it. He said that the plantation industry in India has earned for the nation during the past 15 years foreign exchange worth 20,950 million rupees. This earning involved very little of outgo by way of payments for the machinery or of equipment or raw materials which were estimated at about 3 percent. of the export value. It must have been this impressive record of steady and substantial earnings of foreign exchange that led the Board of Trade to conclude that for many years to come traditional exports, among which plantation crops form so large a part, will be the mainstay of India's export effort. The President said that it was the planters' belief that their industry could play a bigger role than it has so far done. It was essential for export promotion that plantation production ~~that~~ should increase, quality should improve and cost must come down. If output does not increase at a rate sufficient to meet the demands of the markets that the industry tries to build by promotional efforts, it will be the competitors who will reap the benefit. The industry cannot long hold the popularity of the produce in any market without improved quality. Besides, it must produce them at a lower cost than any of the competitors.

The plantation industry in India, Shri Gowda said, was ~~controlled~~ confronted with obsolescence in planting material in the same manner as manufacturing industries find in machinery and equipment. The manufacturing ~~industries~~ and engineering industries were given the benefit of development rebate and accelerated depreciation benefits which were not available to the planting industry. The industry has evolved tea plants by vegetative propagation which would yield over 3,000 lbs., compared with the South Indian average of 986 lbs. an acre. If the present plant population could be replaced entirely with new ones, a substantial addition to the present crop could be made. In coffee and rubber, similar advances have been made in the development of planting material. But replanting the ~~existing~~ existing low-yielding areas by improved plants called for a large outlay from which no return could be expected for several years. Uprooting currently-producing plants involved a total loss of income to the grower. Besides, the field assets were not allowed depreciation and replanting was a replacement of consumed capital. There was a natural reluctance to invest money in a venture which took seven or eight years to give a return.

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To redress these various drags on investment in replanting, he urged for the grant of a subsidy to the industry.

Regarding export promotion, the President pointed out that the plantation industry needed a variety of equipment and items of machinery which were available to its competitors abroad and were not available to it on grounds of the foreign exchange shortage, non-inclusion in import allotments or that licences have been granted for manufacturing similar items in India. He urged that the ability of the plantation industry to compete in the world market should not be undermined for reasons like encouraging indigenous manufacturers of machinery and other items of supplies because the development of all industries depended on the country's export earnings.

The President said that in 1947-48, the total earnings from all plantations and hill crops were 642.4 million rupees. In 1962-63, these crops earned 1,666.1 million rupees. In 1947 South India alone produced 44.5 million kilograms of tea, 16,054 tonnes of coffee and 16,712 tonnes of rubber. Last year, production was 82.2 million kilograms of tea, about 55,000 tonnes of coffee and 31,367 tonnes of rubber. Increased output of this order has strained the industry's factory and transport facilities and considerable improvisation and over-use have caused some fall in quality. Every increase in crop output ~~by like~~ from the fields must be matched by like increase in processing, storing and handling facilities. The industry was faced with the problem of finding the additional funds for extensive capital renovation and replacement and sufficient allocation of foreign exchange for necessary imports. Very little was left after taxation and the industry was forced by law to hasten the implementation of labour welfare measures with no consideration for the availability of resources. He said that it was a question of priorities and to determine such priorities, there must be some coordination between the different ministries and the State Governments concerned.

Speaking about modernisation of the industry the President pointed out that industry stood in need of a vigorous rehabilitation programme which involves modernisation, removal of obsolescence and expansion of productive areas and processing facilities. The industry was starved of finance by being taxed without allowing for self-generation of resources. Depreciation of fixed assets was not allowed. Past reserves where they were free and liquid were now fully pressed into service as working capital and were not available for long-term investment in development. Without speedy and extensive development, the demands made by the export promotion drive could not be met.

Regarding the burdens on the industry, the President said that the industry's labour costs were high, which it could ill afford. The average share of wage bills in estate cost was around 42 per cent. Further elaborating this point Shri Gowda said, housing, medical aid, educational facilities, maternity benefits, sickness benefits and care of infants are statutory obligations laid on plantation employers. The mounting cost of these items on an average tea estate amounts to 25 per cent. of the wage bill. The capital costs of housing, medical and other facilities are so high that they may in some cases even equal the original capital invested on the property and on which return

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to the shareholder is calculated. The industry's ability to compete, an essential requirement of any export promotion policy is undermined by a rigid and burdensome labour policy. Costly welfare measures and higher wage rates are being grafted on to employment practices half a century old. Absenteeism continues to be an intractable problem. Man-days lost through absenteeism in plantations exceed 20 per cent. a total waste for everyone. Many workers stop work when they reach their accustomed level of earning. Wage increases for raising the standard of living lose all meaning if it merely results in increased absenteeism. Appropriation out of available profits for investment in comparatively non-productive assets like labour welfare amenities places a heavy drag on plantation development. In the last eight years, the reporting members of the UPASI spent 36 million rupees on housing alone. The industry cannot find the money to maintain this level of expenditure in future. Bonus as currently paid does nothing to contribute to greater productivity, better standard of living for labour or promotion of industrial peace. It is hoped that the Bonus Commission will throw its weight in favour of a rational linkage between individual efforts and the system of bonus payment.

Shri S.P. Sinha, chairman, Indian Tea Association of Calcutta, addressing the conference of the United Planters' Association of South India, stated that, if employment and production in the tea industry were to be maintained at the present level, the marginal tea companies must be kept in business, and it could not be so if wages were to be raised to a high level that only companies of average profitability and above could afford to pay them. Wages in an agricultural labour intensive industry, such as tea, are by far the major element in the cost of production and, therefore, an increase in wages has a major impact on the ability of the industry to continue in business.

Shri Sinha hoped that the Tea Wage Board, which had accumulated vast statistics from estates, would study them carefully. No decision should be taken before making a full scientific investigation of the principles upon which wages should be fixed throughout India and relating their principles to the facts.

Dr. Rama Varma, Chairman of the Rubber Board, addressing the general session, complained that the Board was greatly handicapped because of the reluctance of the planters to furnish it with adequate information on the various aspects of the industry. In the rubber industry, where the scope for mechanisation was limited, labour had a significant role to play. Science alone could help the plantation industry in solving the problems of providing higher wages and better amenities to labour without cutting into the profits, he added.

(The Capital, 12 September 1963;
The Economic Times, 12 September 1963;
The Hindu, 13 September 1963).

44. Merchant Marine and Fisheries.

India - September 1963.

Unemployment Problem of Indian Seamen Solved:
Waiting Period reduced.

According to a news item in the Times of India, 24 September 1963, unemployment among Indian seamen registered in Bombay has almost ended. For the first time in the history of recruitment in this port, the problem of finding jobs for seafarers has been eased to the extent of reducing the period of waiting ashore, in a vast majority of cases, to less than four months. The higher categories of seamen are in a even better position. They get re-engaged soon after signing off.

Of the 32,000 seamen registered at the Seamen's Employment Office, nearly 21,000 are under articles any day now. In other words, there are nearly 21,000 jobs available at a given moment against the 32,000 men available for them.

Such is the demand that the Government of India has decided to increase the intake of trained at the seamen's training establishments in Calcutta, Visakhapatnam and Navlakhi. The number of engine-room trainees will be raised from 25 to 42 from 1 October 1963. The number of deck trainees, ~~will be~~ too, may be increased. There is no training for saloon seamen.

(The Times of India, 24 September 1963).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - SEPTEMBER 1963.

50. General.

Review of Labour and Economic Events during 1962-63.

An article under the title "Sixteenth Year of Independence" has been published in the Indian Labour Journal, September 1963, ^{at} reviews the main developments during the year 1962-63, in the field of labour and other connected matters. In the sphere of labour, the main events were: Adoption of Industrial Truce Resolution; schemes for Consumers' Co-operatives for industrial workers; setting up of Emergency Production Committees; award of the Desai Tribunal on Reserve Bank of India and its workmen; the interim wage increases recommended by the Wage Boards set up for tea, coffee and rubber plantations, iron and steel and coal mining industries, the healthy and restraining influence of the Code of Discipline, enactment of new labour Acts in the Central and State spheres, sustained progress in the field of Workers' Education, progressive extension of the social insurance and provident fund schemes, introduction of the scheme of Workers' Participation in Management to more undertakings and the introduction of Compulsory Deposit Scheme. While some of these were the results of the emergency, most of them were the outcome of the determined pursuit of the establishment established policies.

Production.- The statistics for the entire period under review are not available. However, if figures of the first half of 1962-63 are any indicators, industrial production continued to increase. During the period April-September, 1962 production of steel, coal, aluminium, railway wagons and machinetools was substantially higher than for the corresponding period in the previous year. In fact the overall industrial production in the country during the period was 7.2 per cent., higher than in the corresponding period 1961-62.

Employment and Training.- During the year 1962-63 the Directorate General of Employment and Training, besides performing its normal functions, took certain specific steps to meet the needs of the National Emergency in regard to employment and training. Close liaison was maintained with the Defence Authorities for facilitating recruitment to the Armed Forces and other defence establishments through the Employment Service. The National Labour Corps was organised to meet the defence requirements for unskilled labour and three units were raised during the year. With a view to meeting the demand for technical personnel in the defence establishments an accelerated training programme was also organised. During the year under review four new University Employment Information and Assistance Bureaux and one Special Exchange for the physically handicapped were set up. At the

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end of the year, 362 Employment Exchanges were functioning. In comparison to the previous year more applicants were registered in Employment Exchanges and more placements were effected.

National Income.- According to the provisional estimates of the Central Statistical Organisation the national income of India in real terms recorded a rise of 2.2 per cent. in 1961-62 over 1960-61. These estimates are based on the trends disclosed by the current available data. There was a slight fall of 0.3 per cent. in the net contribution from agriculture during the year 1961-62 over the previous year. This fall was, however, more than off-set by an increase in other sectors, and thus the overall position reflected a rise of 3.8 per cent. in 1961-62 over 1960-61.

Wages.- The question of wage fixation for workers, especially of those in the major industries, has been under constant review of the Government. The Second Five Year Plan recommended the setting up of Central Wage Boards as the most suitable method of settling wage disputes where large areas of industry were concerned. The total number of Wage Boards for coal and iron and steel industries, and tea, coffee and rubber plantations have unanimously recommended the grant of interim relief to workers. These recommendations have been accepted by the Government, and the employers have been asked to implement them.

On a recommendation of the Central Minimum Wages Advisory Board and the Industrial Committee on Mines other than Coal, employments in gypsum, barytes and bauxite mines were added to the list of scheduled employments under the Minimum Wages Act, 1948. Minimum rates of wages were notified in respect of employments in the construction or maintenance of roads or in building operations in collieries.

During the period under review the first all-India Report on Occupational Wage Survey covering 44 major manufacturing, mining and plantation industries was published. The Survey is the first of its kind ever conducted in India.

The Award of the Tribunal consisting of Shri K.T. Desai in the dispute relating to employees of the Reserve Bank of India was published in September 1962. Twenty-two issues concerning Class II and Class III staff and twenty-three issues concerning Class IV staff were referred to the Tribunal for adjudication. The Tribunal fixed the separate pay scales for Class II, III and IV staff. It also recommended payment of special pay to certain categories of Class III and IV staff and prescribed the scale of payment of dearness allowance. Besides matters relating to pay, it made certain recommendations concerning other issues such as house rent allowance, travelling and halting allowance, more liberal gratuity benefits, medical facilities and minimum age of retirement.

An agreement was also arrived at between the Life Insurance Corporation and its employees over the question of scales of pay, dearness allowance, provident fund, bonus, etc. The agreement was for a period of 5 years and became effective from 1 January, 1962.

Industrial Relations.- Some progress was made during the year to bring into the fold of the Code new sectors of employment not covered earlier. The Code of Discipline is being implemented by all companies, corporations and departmental undertakings in the public sector except the Life Insurance Corporation, State Bank of India, Reserve Bank of India, Port Trust, Railways and the Defence Undertakings. The State Bank of India, Life Insurance Corporation and Port Trust have accepted the Code with certain clarifications but the organisations of their employees have not yet done so. They are being persuaded to accept the Code with these clarifications. The Reserve Bank of India has accepted the Code in principle and would adopt it after the Code has been made applicable to commercial banks and the State Bank. The Ministry of Railways drafted a Code to suit their requirements but it has not been accepted by their employees organisations. The Defence undertakings have also framed draft Code to suit their special needs; these are under consideration of the Defence Ministry.

The Works Committees play in an important role in maintaining industrial harmony at the undertaking level. Under the Industrial Disputes Act, 1947 every unit employing 100 or more workers is required to form a Works Committee. The number of Works Committees actually formed and functioning during the year 1962 in the States was 2,047 and in addition there were 871 (Provisional) in the Central sphere undertakings.

During the year a new and significant procedure was adopted for dealing with threatened work-stoppages. This procedure required the parties to get in touch with the concerned Labour Minister and inform him telegraphically about their intended action. The State Labour Departments were requested to look into such complaints expeditiously. With this arrangement, in nearly 80 per cent. of the cases work-stoppages were averted as a result of suitable action taken on the basis of advance intimation. The voluntary means adopted for checking work-stoppages gained further strength from the comprehensive resolution on Industrial Truce adopted unanimously by the Central Organisations of employers and workers in November, 1962. The Resolution, inter alia, laid stress on constructive co-operation between the managements and workers and recommended maximum recourse to voluntary arbitration for settlement of industrial disputes. All complaints pertaining to dismissal, discharge, victimisation and retrenchment of individual workmen, not settled mutually, were henceforth to be settled through arbitration.

For this purpose, officers of the Industrial Relations Machinery were, if the parties agreed, to serve as arbitrators. The Industrial Truce Resolution ushered in a new era in the field of industrial relations inasmuch as, apart from ensuring the steps for maintenance of industrial peace, higher production and defence efforts, it placed a new responsibility on the shoulders of the conciliation officers. In the past, the Officers of the Central Industrial Relations Machinery persuaded the parties to have recourse to voluntary arbitration but did not themselves act as arbitrators. Since the adoption of the Industrial Truce Resolution it has been possible for the conciliation officers to popularise voluntary arbitration as an expeditious means of settlement of industrial disputes.

In the field of industrial disputes, the number of man-days lost declined abruptly in the month of November, 1962. In December 1962, January and February 1963, the monthly rate of loss of man-days was about a sixth of the monthly average for the corresponding period of the previous year which itself was a remarkably good period from the point of view of industrial peace. This stretch of four months constitutes the most peaceful period in the industrial history of India.

Workers' Education.- The three-tier programmes of Workers' Education envisages training of top-level instructors - called Teacher-Administrators, training of Worker-Teachers and training of the rank and file of the workers. The scheme was launched with the avowed object of creating, over a period of time, despite lack of general education, of a well informed, constructive and responsible-minded industrial labour force capable of organising and running trade unions on sound lines without lending themselves to exploitation by extraneous interests. The Central Board for Workers' Education has so far set up 14 regional workers' education centres. Four of these centres ~~were~~ are residential. A centre at Bourkela is expected to start functioning shortly. Six sub-regional centres have also been opened. The Board has so far arranged three teacher-administrator courses in which 135 teacher-administrators have been trained. Audio-visual equipment in the form of film projectors was also supplied to all regional centres. The syllabi for all the three courses viz., the workers' training course, the worker-teachers' course and the teacher-administrators' course have been modified recently to make the worker-oriented.

The Central Board for Workers' Education organised two seminars in 1962 with the object of acquainting employers and workers with the philosophy and technique of Joint Management Councils. These seminars helped in strengthening the faith in the essential soundness of labour management co-operation and in renewing the confidence which is so essential for its successful working.

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Joint Management Councils.- One remarkable result of setting up Joint Councils has been a closer understanding between the managements and the workers in regard to several aspects of their day-to-day relationship. Both managements and workers have now better appreciation of the difficulties and problems of one another. While managements have become more sympathetic to the workers, their problems and their views, the workers are now more willing, ~~and~~ may even eager, to do better in raising productivity. The efforts to extend the scheme of workers' participation in management were continued. All State Governments, except Assam, Gujarat, and Jammu and Kashmir, have set up special cells to implement the scheme. Joint Management Councils are functioning in 53 units, 16 in the public sector and 37 in the private sector. A Tripartite Committee on Labour-Management Co-operation has also been set up by the Rajasthan Government to review the progress of the scheme and to recommend measures for its extension. Steps have also been taken to strengthen the machinery at the Centre. Evaluation studies on the working of the Joint Management Councils in respect of 7 units were completed during the year under review besides the 23 units studied in 1961-62. These ~~unit~~ studies have revealed better industrial relations, a more stable labour force, increased productivity, reduction in waste, better profits and, above all, a closer understanding between the management and the workers in varying degrees in most of the units in which Joint Management Councils have worked successfully.

Productivity Movement.- A T.W.I. Project exclusively for the three Steel Plants and Sindri Unit of the Fertiliser Corporation of India commenced at Ranchi from 2 July 1962. The Job Instruction, Job Method and Job Relation Institutes have been completed. There are six Regional Directorates at Bombay, Bangalore, Calcutta, Kanpur, Madras and Ludhiana. These are manned by experts in the fields of Industrial Engineering, Industrial Management and Industrial Relations. These Directorates coordinate the training activities of (Local Productivity Councils) and are also helped by experts provided by the U.S. aid and the I.L.O. At present, there are 48 specialists of which 8 are from foreign countries, the remaining being from the National Productivity Council. Five more foreign specialists are expected to join shortly. There are 45 Local Productivity Councils in existence with a total membership of 4,500. Training activities of National Productivity Council have continued to expand. These programmes now cover a wide range and cater to the needs of all levels of industrial personnel. During the year 1962-63, 184 training courses (with participation of 3,000 persons) and 46 seminars, conferences, etc., (with participation of 3,025 persons) were organised. Encouraged by the success of these programmes, the National Productivity Council developed six new training courses. The Council also organised an All-India Conference of Productivity Personnel at Delhi in May 1962 in which about 100 eminent persons drawn from various fields of industry connected with productivity participated. With a view to conducting research in productivity subjects, the N.P.C. has now undertaken work on such techniques as Grievance Procedure, Job Evaluation and Incentives. The field work is almost complete and a final report is expected shortly. Foreign training continued to be an important part of the N.P.C. training programmes. During 1962,

the N.P.C. sponsored 60 trainees and six teams comprising 49 persons for training abroad. As a member of the Asian Productivity Organisation, India continued to take a leading part in its activities.

To implement the directives on production, as contained in the Industrial Truce Resolution of November 3, 1962, and to organise the drive for maximising production through labour-managements collaboration, an Emergency Production Committee was set up at the Centre during the year. The Ministries of Labour and Employment, Steel and Heavy Industries, Economic and Defence Coordination, Defence, Commerce and Industry and the National Productivity Council are represented on this Committee. Emergency Production Committees have been set up at the State level in all States and also in a number of individual enterprises. In many cases, the existing Works Committees have been set up at the State level in all States and also in a number of individual enterprises. In many cases entrusted with the Emergency Production Committee's work. A special unit has been created in the Union Ministry of Labour and Employment to deal with the work of the Emergency Production Committee and a broad plan of Action has been evolved. The principal planks of this plan are: working extra shifts, extra hours and on Sundays and holidays, reduction in absenteeism and labour turnover, Utilisation of idle installed capacity, increasing productivity and reduction in costs. Even within the short time that the Committee has functioned, the response received from the employers' and workers' organisations has been encouraging.

Labour Legislation.- In the field of labour legislation, the Workmen's Compensation (Amendment) Bill, 1962, as passed by the Parliament, received the assent of the President on 19 December 1962. The amending Act, inter alia, extends the scope of the Act to cover persons getting up to Rs. 500 per month. The Payment of Wages Act, 1936 was amended in December 1962 through the Defence of India Act, 1962, to authorise deductions from workers' wages, on their written authorisation or the written authorisation of the president or the secretary of the registered trade unions of which they are members, for contributions to the National Defence Fund and the approved Defence Savings Schemes. The Working Journalists (Amendment) Act, 1962 received the assent of the President on the 19 December 1962. The Amendment Act, inter alia, provides for the payment of gratuity, appointment of a Wage Board for fixing or revising the rates of wages and powers and procedures of the Board. The Industrial Employment (Standing Orders) Amendment Bill, 1963, which seeks to amend the Industrial Employment (Standing Orders) Act, 1946 was introduced in the Rajya Sabha on 18 March 1963. The main object of the amendment Bill is to provide that the model standing orders framed by the appropriate Government will be operative in establishments until such time as separate standing orders are certified under the Act. The Jammu and Kashmir Shops and Commercial Establishments Act, 1960 was brought into force with effect from 1 August 1962.

Social Security.- In the field of social security, the Employees' State Insurance Scheme by the end of March 1963, had been extended to about 1.865 millions industrial workers in various centres spread over all the States (except Gujarat) and the Union Territories Territory of Delhi. About 1.515 million family units of insured persons were also covered in all these States except West Bengal. During the period 1 April to 31 December 1962, the Scheme was extended to Rumbakonam, Pudukottai, Namanasamudram, Erode, Pollachi, outskirts of Tirupur and Madurai in Madras, Renigunta in Andhra Pradesh, Narasingarh in Orissa, and Panipat, Patiala, Rajpura and Chandigarh in Punjab. The number of additional workers covered was 10,250 bringing the total coverage to about 1.875 million in 139 centres. The total number of family units of employees so far covered is about 1.567 million consisting of about 6.689 million additional beneficiaries. Under the Scheme workers are entitled to various benefits. During the period under review the procedure concerning payment of claims during the Emergency was liberalised with effect from 1 December 1962. To meet the increasing expenditure on benefits being provided to the insured persons and their families, the rates of employers' special contribution in the implemented areas were enhanced from 1-1/4 per cent. to 2-1/2 per cent. of the wage bill with effect from 1 April 1962. The decisions taken on the recommendations contained in the Report of the Mudaliar Commission on the working of the Scheme are being implemented. The programmes for the Third Plan period include the extension of the Scheme to all centres with an insurable population of 500 and above, and coverage of the families of insured workers.

The Employees' Provident Funds Act, 1952 is being gradually extended to more industries. The number of industries covered by the end of December 1962 was 70. In four industries, namely, (i) cigarettes; (ii) electrical, mechanical or general engineering products; (iii) iron and steel; and (iv) paper (other than hand made paper), the rate of contribution was enhanced to 8 per cent. from 1 January 1963 in all factories employing 50 or more persons. The question of a similar enhancement in certain other industries is also being examined.

The Coal Mines Provident Fund Scheme framed in 1948 was first applied to the coal mines of West Bengal and Bihar and later progressively extended by stages to the coal mines in other States. Separate schemes were prepared for the coal mines in Andhra Pradesh and Rajasthan and applied to these mines from 1 October 1955. The number of collieries covered under the Act and the Schemes framed thereunder was 1,225 and the actual number of subscribers to the Fund was about 0.451 millions on 31 December 1962. The rate of contribution was enhanced with effect from 1 October 1962 from 6 1/2 per cent. to 8 per cent. of a worker's total emoluments in all coal mines. A Special Reserve Fund was set up in December 1962, by transferring a sum of 0.5 million rupees from the Reserve Account (Forfeiture) for making payment to out-going members or their nominees/heirs in cases where the employers had failed to deposit in full or in part the provident fund contributions recovered from the workers and also their own contributions. A number of improvements were also effected in the scheme during the year

mainly to provide for (i) the refund of provident fund accumulations by cash at colliery offices or at such other places as may be approved by the Chairman of the Board of Trustees, (ii) the grant of non-recoverable advances to members from their accumulations for the purpose of buying share of Consumers' Cooperative Societies, and (iii) relating membership of the Fund to the fulfilment of prescribed attendance qualifications which have been liberalised.

There are four Coal Mines Bonus Schemes in operation in different regions. The total number of collieries covered by the schemes as on 31 December 1962 was 829.

Health and Safety.- The question of safety in mines has constantly been kept under review and measures aimed at improvement of safety have been taken from time to time. One such measure undertaken during the year was the organisation of Safety Weeks. These Safety Weeks were of great help in enlisting the cooperation of mines-managements for improving safety standards and in undertaking safety propaganda through posters, talks, film-shows and other audio-visual means. They have resulted in making both the mine-managements and workers more safety-conscious. A National Mines Safety Council is being set up to promote safety in mines by education and propaganda through audio-visual means. Steps are also being taken for the setting up of a Mines Safety Equipment Advisory Board.

A special Committee has been constituted to draw up a scheme for giving awards to group of workers and individuals in factories and establishments where absenteeism goes down and efficiency goes up. The Committee is also to consider, inter alia, a scheme for the institution of National Safety Awards. At present there are no statutory regulations concerning safety in construction work. It is proposed to have separate legislation on safety in this sector. Details regarding the proposal are being worked out in consultation with the interests concerned.

Housing.- The total number of houses constructed under the various schemes up to 31 March 1962 was 237,000 and the expenditure incurred was about 1,390 million rupees. During 1962-63, 310 million rupees were allocated for the various housing schemes (210 million rupees by the Central Government and 100 million rupees by the L.I.C.). About 20,000 new houses were sanctioned and nearly 18,000 houses completed up to 31 December 1962. In view of the emergency, the housing allocation is expected to be reduced.

A Working Group on Plantations Labour Housing was set up in August 1962 to go into the whole question of finance available for construction of workers' houses in plantations and to recommend ways and means for ensuring speedy completion of the housing programme. The Working Group is at work and has visited some typical plantations in Assam and South India and met the representatives of planters and plantation workers in West Bengal, Assam and South India. Discussions were also held with the Governments of Madras, West Bengal and Assam.

The Coal Mines Labour Welfare Organisation, under the first scheme of construction of an experimental township constructed a total number of 2,153 houses. Under the Subsidy Scheme of the Fund, the number of houses constructed by the colliery owners was 1,638. Out of the 4,069 houses sanctioned for construction under the Subsidy-cum-loan Scheme, 2,080 houses were reported to have been constructed and 103 were under construction up to 31 March 1963. Under the New Housing Scheme, envisaging construction of 30,000 houses at the cost of the Fund, 27,861 houses were either completed or were at different stages of construction up to 31 March 1963. Under the Low Cost Housing Scheme envisaging construction of 100,000 houses during the Third Five Year Plan period, 161 houses were completed and 3,271 houses and 7 barracks were under construction in various coalfields up to 31 March 1963. In addition to above, a scheme called "Build Your Own House" was introduced by the Organisation. Under this scheme, a sum of Rs. 325.00 is being paid as subsidy to each of those workers who intend to build their own houses on land owned by them in the neighbouring villages. Under this scheme 8 houses were sanctioned for construction during the year under review.

Tripartite Committees, etc. - The twentieth session of the Standing Labour Committee held in New Delhi on 17 October 1962 recommended that cases of alleged victimisation should be referred to arbitration to the utmost extent possible, adjudication being resorted to only where arbitration was not possible. A tripartite meeting on Labour-Management Relations in Coal Mines was held on 5 May 1962, to consider labour-management relations and the law and order situation in coal mines. The meeting decided that the managements and unions in coal mines should improve their relations and set right all lapses within a period of six months. The fourth session of the Industrial Committee on Cement met in New Delhi on 15 September 1962. The Committee recommended the setting up of a small Tripartite-Sub-Committee to consider the question of undertaking work-load studies in other cement factories. The fifth meeting of the Central Minimum Wages Advisory Board was held in New Delhi on 28 September 1962. Its recommendations mainly related to certain proposals for amending the Minimum Wages Act 1948. The third session of the Industrial Committee on Mines other than Coal Mines was held in New Delhi on 3 October 1962. It approved the proposal to extend the Minimum Wages Act, 1948 to all non-coal mines in three stages.

(The Indian Labour Journal, Vol. IV, No. 9,
September 1963, pp. 886-895).

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Andhra Pradesh: Working of the Mica Mines Labour Welfare
FUND, Nellore.

The Mica Labour Welfare Fund is financed by cess, levied on all mica exported, at the rate of 2.5 per cent., ad-valorem. The Fund has been constituted with a view to providing to the mica miners educational, medical, recreational, housing facilities, etc. An Advisory Committee consisting of two representatives each of the Central Government, mica mine labourers, and mica mine owners and one member each of the State Government and the Regional Labour Commissioner (Vizag.) with the Collector of Nellore District as the Chairman of the Advisory Committee has been constituted to advise upon the measures to be undertaken for the welfare of the mica mine labourers. The Collector is also the head of the department in respect of the Mica Mines Labour Welfare Fund (Andhra Pradesh), Nellore.

Two Welfare Inspectors with headquarters at Kalichedu have been appointed to look to the actual implementation of the various welfare measures on the spot. Besides, the Secretary of the Mica Mines Labour Welfare Fund Organisation inspects the various instructions twice a week to supervise the various activities. The Secretary and the two Welfare Inspectors are ex-officio Inspectors of Mines who are authorised to see that the mine managements provide the necessary amenities to the labourers on the surface in accordance with the provisions of the Indian Mines Act. The Chairman, Vice-Chairman and the Secretary of the Fund are the chief executives of the Fund.

The Mica Mines Labour Welfare Fund Organisation maintains one fourteen-bedded Base Hospital at Kalichedu; three static dispensaries at Talpur, Sydapuram and Utukur; one Ayurvedic Dispensary at Kalichedu; one Mobile Dispensary; Six Elementary Schools; one High School at Kalichedu; and one Middle School at Talpur; one Carpentry Centre at Kalichedu and two Ladies Sections of Community Centres at Kalichedu and Utukur with knitting, sewing and embroidery classes. Besides, the Fund is also maintaining a number of recreational clubs, radio rooms, bhajan mandalies, boarding homes, etc. Various activities organised by the Fund are given below.

Base Hospital, Kalichedu.- This is the central hospital in the mining area with fourteen beds. An X-ray plant purchased at a cost of about Rs.42,000.00 will shortly be installed to examine the T.B. patients. Proposals are pending for the construction of a 16-bedded T.B. ward at Kalichedu for the benefit of the mica miners suffering from tuberculosis. One of the Assistant Surgeons of the hospital, has been deputed to undergo training in domiciliary treatment of T.B. On completion of his training and installation of the X-ray plant, the Scheme of Domiciliary Treatment of T.B. Patients are proposed to be introduced in the mining area. In-patients of the hospital receive their diet at the cost of the Fund. All complicated cases reported at the various static dispensaries at Utukur, Sydapuram and Talpur are referred to this hospital for treatment.

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Static Dispensaries.- Three static dispensaries at Talupur, Sydapuram and Utakur are being maintained by this Organisation for the benefit of mica mine labourers. All general cases of diseases are treated at these hospitals and difficult and complicated cases are referred to the Base Hospital, Kalichedu.

Mobile Dispensary, Kalichedu.- Besides the Base Hospital at Kalichedu and the three Static Dispensaries mentioned above, this Organisation maintains one mobile dispensary with its headquarters at Kalichedu mainly to serve the mica miners who do not have a dispensary within a radius of three miles from their miners. It is equipped with a jeep and a trailer. One doctor and compounder visit the mines according to a fixed weekly programme and treat the patients. One Ayurvedic dispensary was set up during 1961, for the treatment of the patients. This dispensary is at present located at Kalichedu and is popular among the mica miners.

Treatment of Tuberculosis.- Tuberculosis and silicosis are the most prominent diseases by which the mica mine labourers are generally affected. To combat these diseases, several schemes have been introduced. An Assistant Surgeon of the Base Hospital, Kalichedu has been deputed for training in domiciliary treatment of Tuberculosis and on completion of his training and on installation of X-ray plant, the scheme of domiciliary treatment of T.B. patients will be introduced in the mining area. The construction of a T.B. ward with 16 beds is under consideration. Special medicines for treatment of T.B., like P.A.S. tablets, Hydrazide, D.H.S., injections, etc., are purchased and supplied to the dispensaries every year on indents from medical officers. Eleven beds are reserved in the T.B. Hospital, Nellore for the exclusive use of mica mine labourers. The reservation charges are at the rate of Rs.100.00 per bed per month and the charges are paid for the actual number of days the beds are occupied. The reservations are being utilised to the maximum benefit of mica mine labourers. Admissions are being made to the reserved beds strictly according to the seniority of their registration in this Office.

Financial Assistance for patients suffering from T.B. and Silicosis.- Travelling allowance is paid to the mica mine labourers suffering from T.B. and who receive treatment at the T.B. Hospital, Nellore at the rate admissible to a Class IV servant. They are entitled to diet charges at the rate of Rs.1.31p. per day. Under the domiciliary treatment of T.B. which is sanctioned for this Organisation, the following financial assistance is allowed:

- (i) Treatment of 50 patients at Rs.20.00 per month per patient for a period of six months.
- (ii) Grant-in-aid for special diet at the rate of Rs.50.00 per month per mica mine worker.
- (iii) Subsistence allowance to such workers up to a maximum of Rs.50.00 per patient per month where the patient happens to be the only earning member of the family. This will be in addition to the grant-in-aid specified in item (ii).

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The concession of travelling allowance allowed to T.B. patients has since been extended to mica miners suffering from silicosis. It is also proposed to grant a subsistence allowance of Rs.50.00 per patient undergoing treatment in T.B. Hospital, Nellore, where patient happens to be the only earning member of the family for a period of six months or till such time as he gets employment whichever is earlier.

When a mica miner is injured in a mine accident, he is removed to a hospital by a mobile dispensary jeep and hire charges are collected. The Assistant Surgeons conduct medical examination of the students studying in the elementary schools, middle schools and high schools maintained by the Organisation once a year. It is proposed to purchase an 'Odelca' Camera at a cost of Rs.40,000.00 for the X-ray plant already purchased, so that a periodical mass X-ray of mica miners may be undertaken. The Assistant Surgeons hold classes for First-Aid Training for the mica mine labourers once a year and thus train the mica labourers in first aid training.

Maternity and Child Welfare.- Four maternity centres are attached to the four static hospitals at Kalichedu, Talupur, Utukur and Sydapuram. The maternity centres are under the charge of qualified midwives, and one lady health visitor is also appointed to supervise the work of the midwives and to do propaganda work on family planning. The midwives conduct house-to-house visits in the villages in their jurisdiction according to a fixed programme and advise the pregnant and nursing mothers regarding post-natal and ante-natal care. They distribute milk made out of the milk powder supplied by the District Health Officer, Nellore. The jaggery required for this purpose is supplied by this Organisation. The Lady health visitor conducts classes every week at the maternity centre.

Educational and Boarding Facilities.- This Organisation maintains one high school at Kalichedu. It was originally a middle school and was upgraded to that of a high school in 1959. In this school preference in admission is given to students who are promoted from the middle school, Talupur and six elementary schools maintained by the Organisation. A middle school was started at Talupur during the year 1961 and is progressing well. The High School, Kalichedu and Middle School, Talupur are thriving well and the labourers are taking maximum benefit from these schools.

This Organisation has been maintaining two boarding homes one at Kalichedu and the other at Sydapuram for the benefit of the children of mica miners who are studying in the high school at Kalichedu and Z.P. High School at Sydapuram. In order to improve the strength of the high school at Kalichedu, the boarding home at Sydapuram has been abolished from the current year and the budget provision for the boarding home at Kalichedu has been enhanced. All children of mica mine labourers who reside at places beyond 1½ miles from the high school and who are studying in the high school at Kalichedu are eligible for admission into the boarding home at Kalichedu. The boarders are given tiffin according to an ad-hoc time-table fixed in the morning, and two meals in the midday and the night. The boarders are provided with lanterns, mats, mirrors, etc., at the cost of the Fund. These boarding homes provide necessary incentive to the labourers to send their children to the school for secondary education.

The organisation maintains six elementary schools at Kalichedu, Talupur, Palamani, Jogipalli, Tellabodu and Kattubadipalli. There is one night school attached to the Elementary School, Kalichedu. These schools are carrying out a literary drive among the illiterate labourers and their children. Several welfare amenities such as supply of books, slates, shoes, clothes, combs and mirrors are provided for the students of Elementary Schools and High School, Kalichedu and Middle School, Talupur. The children are also given mid-day meals every day. This scheme is a welcome relief in the mining area and in a way serves as an incentive for the illiterate mica miners to send their children to schools. The Scheme is organised departmentally without the agency of middle men or contractors.

Scholarships are granted to workers' children who study in middle schools, high schools, and colleges according to the rates prescribed by the Government of Andhra Pradesh. Several students are benefited by this Scheme. The Organisation undertakes the supply of dresses to the school children of mica miners studying in the elementary schools. Books, Slates, handbags and chappals are also supplied to the labourers. One Carpentry Centre at Kalichedu for men and two Community Centres for women at Kalichedu and Utukur are being maintained by this Organisation. The Carpentry Section provides instructions in carpentry while the Community Centres for women provide instructions in sewing, knitting, and embroidery. The men labourers learn carpentry while the women labourers learn handicrafts during their leisure hours. These centres have also been functioning successfully.

Recreational Facilities.- There are seventeen recreation clubs equipped with games, articles for the benefit of labourers and they make full use of the clubs. Annual Sports are conducted and labourers from all parts of the mining area participate in these sports. Prize articles worth about Rs.2,000.00 are being distributed to winners and runners-up every year. Seventeen radios are installed at various parts of the mining area for the benefit of the mica mine labourers and their children. The radio sets are being supplied by the Broadcasting Department of the State Government.

Financial Assistance.- The following scheme of financial assistance is extended to the dependants of labourers who die in mine accidents: (i) A lump sum grant of Rs.100.00 together with a monthly allowance of Rs.10.00 up to a period of three years is granted to the wife of a mica mine labourer who dies in a mine accident. (ii) A lump sum grant of Rs.100.00 to the dependent parents of a labourer who dies in a mine accident. (iii) The children of such deceased labourers are eligible for monthly scholarships.

The children of such labourers are also allowed the concession of mid-day meals, boarding homes, dresses, scholarships, etc.

Housing Facilities.- There are three types of housing facilities for the mica mine labourers. (1) Subsidised housing scheme. (2) Construction of cheap houses. (3) Financial assistance for construction of houses under "Build your own house" Scheme. The mine management managers were exhorted to take the maximum advantage of the above scheme and provide housing facilities for the mica mines labourers. There are two kinds of schemes for sinking of wells in the mining area, viz., (i) Sinking of wells under the Subsidised Wells Scheme; (ii) Sinking of wells entirely at the cost of the fund. Under the Subsidised Wells Scheme the manager of a mica mine has to sink a well at a spot to be approved by the health authorities and according to the specification stipulated. Seventy-five per cent. of the cost of construction of the well or Rs.2,000.00 which ever is less is paid to the manager of the well mines on subsidy basis. Where there are no applications from the mine managers for sinking of wells on subsidy basis, the Mica Mines Labour Welfare Fund undertakes to sink wells entirely at its own cost.

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Conditions of Work in Carpet Weaving Industry:
Results of an Enquiry undertaken by Labour Bureau.

The Labour Bureau undertook in 1962 a survey into labour conditions of workers employed in carpet-weaving industry, which brings the information of the two earlier surveys conducted in 1945 and 1955 upto date. The present enquiry was conducted both in factory and cottage units. The following is a review of the enquiry which has been published in the September issue of the Indian Labour Journal.

Sampling Design - (a) Factory Sector.- There were 76 units in the frame. In view of the concentration of units in the States of Jammu and Kashmir, Madras and Uttar Pradesh these States were treated as separate (Strata) regions. The units falling in the remaining States, viz., Andhra Pradesh, Maharashtra, Madhya Pradesh, Mysore, Punjab and Rajasthan were clubbed together to form the 'Rest of India' region. Factories located in these regions were further stratified into three employment-size groups, viz., 1-50, 51-150 and above 150. Within the regions, units were selected on a random sampling basis in accordance with varying sampling fractions for different employment groups subject to a minimum of two units from each State. The sampled units on this basis came to 34. Details regarding the total number of units in the frame and the number of units sampled out regionwise are given in the following table:-

Employment Group.	Region I J & K		Region II Madras		Region III (U.P.)		Region IV (Rest of India)		All India	
	Total No. of units in the frame.	No. of samp- led units. in the units. in the frame.	Total No. of units in the units. in the frame.	No. of samp- led units. in the units. in the frame.	Total No. of units in the units. in the frame.	No. of Samp- led units. in the units. in the frame.	Total No. of units in the units. in the frame.	No. of Samp- led units. in the units. in the frame.	Total No. of units in the units. in the frame.	No. of Sampled units.
1	2	3	4	5	6	7	8	9	10	11
I. 1-50 ..	3	2	30	7	7	2	19	10	59	21
II. 51-150..	7	3	1	1	1	1	1	1	10	6
III. Above 150.	3	3	-	-	2	2	2	2	7	7
All Groups.	13	8	31	8	10	5	22	13	76	34

Thus the actual number of sampled units covered was 33.

(b) Cottage Sector.- In view of the peculiar circumstances prevailing at each centre, different procedures were adopted for preparing the frame and selecting the samples at: (i) Mirzapur, (ii) Bhadohi, (iii) Agra, (iv) Amritsar, and (v) Srinagar.

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In all 78 cottage units - 74 engaged in carpet weaving and the remaining 4 units in the manufacture of cotton durries, were covered.

Data relates to various aspects of labour conditions as collected during the course of the enquiry, in respect of 33 sampled factory units and 78 cottage units. The estimates for the factory sector of the industry as a whole as well as for different region in respect of employment, length of service, absenteeism, labour turnover and average daily earnings have been worked out by blowing up the actual figures on the basis of the sampling fraction separately in respect of each region. The findings of the survey are given below separately in respect of factory and cottage sectors.

Factory Sector: Employment Status of Direct Labour.- Of the 4,964 direct workers, 1,186 workers or 23.9 per cent. were permanent, 2,281 workers or 46.0 per cent. were temporary, 22 workers or 0.4 per cent. were trainees, probationers, etc., and 1,474 workers or 29.7 per cent. were casual workers. The percentage of badli workers to the total direct labour was negligible as only 1 such worker was reported to be employed in Uttar Pradesh region. Region-wise break-up shows that the percentage of permanent workers to the total labour was the highest (96.6) in Uttar Pradesh and the lowest (1.0) in Madras. In Jammu and Kashmir and the 'Rest of India' regions, their percentages to the total labour were 2.0 and 27.4 respectively. The casual labour was reported to be employed only in two regions, their viz., Jammu and Kashmir and the 'Rest of India' wherein their percentages to the respective total labour were 60.3 and 10.2 respectively. The trainees, probationers, etc., who were reported to be employed in Jammu and Kashmir and Uttar Pradesh accounted for only 0.9 and 0.2 per cent., of the labour respectively. Employment group-wise break up shows that the percentage of permanent workers to the total labour was much higher (38.2) in larger factories viz., Employment Group 'Above 150' than in small (16.2) and medium sized factories (12.5). The percentage of casual workers to the total labour was the highest (48.9) in medium-sized factories and the lowest (6.9) in smaller factories. As regards badli workers and trainees, probationers, etc., they were reported to be employed only in factories employing more than 150 workers. None of the units had introduced any scheme for regulating the employment of casual and badli labour.

Piece-rated and Time-rated.- Piece-rate system was very much in vogue in this industry throughout the country. Workers employed on piece-rate basis accounted for as much as 71.3 per cent. of the total direct labour. The most important job done on piece-rate basis was weaving. Piece-rated workers in Madras, Jammu and Kashmir and the 'Rest of India' regions accounted for 98.1, 78.5 and 72.3 per cent. respectively of the total labour. In Uttar Pradesh, however, since the job of weaving was not done inside the factory premises but was usually done at various cottage establishments scattered throughout the State on contract basis, the employment within the sampled factories was only 940 of which only 254 workers or 27.0 per cent. were employed on piece-rate basis. Employment group-wise break-up shows that the percentage of piece-rated workers to the total labour was the highest (80.2) in the group '1-50' and the lowest (62.4) in group '51-150' workers in the group 'Above 150' it was 69.1.

Employment of Women and Children.- Of the 5,098 workers employed directly as well as by contractors, 4,379 workers or 85.9 per cent. were men, 317 workers or 6.2 per cent. were women and the remaining 402 workers or 7.9 per cent. were children. Region-wise break-up shows that women workers were employed in Madras, Uttar Pradesh and the 'Rest of India' regions. Their percentages to the total labour varied from 4.5 in Uttar Pradesh to 18.1 in Madras. Children who were employed only in Jammu and Kashmir accounted for 17.4 per cent. of the total labour. Employment group-wise break-up shows that the percentage of women workers to the total labour was the highest (12.9) in Employment group '1-50' and the lowest (2.5) in the Employment group 'above 150'. Children were employed in all the three employment groups and their percentages to the total labour varied from 0.4 in Employment Group '1-50' to 21.3 in Employment group '51-150'. None of the contractors in the sampled factories employed woman or child labour.

Women were generally employed on jobs like reeling, winding or opening of yarn and bobbin winding in the winding department and for making of bundles of yarn, making of woollen balls from hanks and also in the making of weft in the wool and weft opening department, etc. Some of the important reasons for employing women were delicate & sensitive nature of work, greater efficiency for certain types of work, low wages etc. In Madras region women workers were employed only on piece-rate basis whereas in Uttar Pradesh region, most of the women workers were employed on time-rate basis. In the 'Rest of India' region they were employed on piece-rate basis in the Employment group '1-50' and on time-rate basis, in Employment group 'above 150'. Though the employment of children is forbidden in factories registered under the Factories Act, 1948, they were found working in weaving departments in registered factories in Jammu and Kashmir where they were employed to help the head weavers (or master weavers) in the filling of knots. In order to supplement the meagre earnings of their parents they were compelled to take such jobs at such an early age. The argument generally put forward by the employers for employing children was that they could be given training only when they were young.

Recruitment.- Workers in all the 33 units covered were recruited directly by the managements at the gates. In addition to this method of recruitment, they were recruited through Employment Exchanges in 3 units and through existing workers in 8 units.

Training.- Scheme of apprenticeship and training were in existence only in 3 units one each in U.P. (Group III), Jammu & Kashmir (Group II) and 'Rest of India' region (Group I). The period of training varied from 1 month in the 'Rest of India' region to 12 months in Jammu & Kashmir. In the 'Rest of India' region where the training period was only 1 month, no remuneration was paid to trainees, whereas in other two regions, viz., Uttar Pradesh and Jammu and Kashmir, the rates of remuneration varied from Re.0.12 per day to Rs.100 per month. The number of persons who received training during the calendar year 1961 was 22.

Length of Service.- As many as 45.5 per cent. of the total workers had less than one year's service at their credit. Of these, 89.0 per cent. were temporary workers and the remaining 11.0 per cent. were permanent. The percentage of those workers who had put in service of 10 years or more, to the total labour was 13.9. Of such workers, 86.6 per cent. were permanent and the remaining temporary. The percentages of those workers, who had put in 1 to 5 years' and 5 to 10 years' service shows to the total labour were 19.5 and 18.1 respectively. Region-wise break-up shows that in all regions except U.P., majority of the workers had less than 5 years' service at their credit. The percentages of such workers to the total labour were 56.4 in Jammu and Kashmir, 96.7 in Madras and 87.8 in the 'Rest of India' region. In Uttar Pradesh, however, a majority (75.8 per cent) had service of 5 years or more. Employment group-wise break-up shows that workers having less than 5 years' service at their credit accounted for a higher percentage (88.1) of the total labour in the units of group '1 to 50' as compared to percentages of 43.8 and 43.6 in factories belonging to groups '51-150' and 'above 150' respectively.

Absenteeism.- All-India average rate of absenteeism in the industry for the year 1961 was 11.5. Figures of absenteeism do not show much variation from month to month; the lowest rate (10.4) was in the month of January and August and the highest rate (13.2) in April. Region-wise break-up shows that the rate of absenteeism was the highest (18.9) in Madras and the lowest (7.5) in Uttar Pradesh. Employment group-wise break-up shows that the rate of absenteeism was the lowest (7.1) in the employment group 'Above 150' and the highest (18.3) in the Employment Group '51-150'. In the Employment group '1-50' the rate of absenteeism was 14.3. In most of the units the main causes of absenteeism were sickness, social and ~~ceremonies~~, religious ceremonies, marriages and domestic work, agricultural operations, etc. A few units, however, reported that their workers were habitual absentees. None of the units in Madras and Jammu and Kashmir had taken any step to reduce the rate of absenteeism amongst their workers. In U.P. and 'Rest of India' regions 3 units had introduced a system of paying rewards to those workers who did not absent themselves for more than 2 or 3 days in a month.

Labour Turnover.- During the year 1961 the all-India average rates of accessions and separations were 4.6 per cent. and 3.3 per cent. respectively. Region-wise break-up shows that the average rate of accessions was the highest (10.5 per cent) in Madras and the lowest (2.4 per cent.) in Uttar Pradesh. The average rate of separations was also the highest (10.2 per cent) in Madras but the lowest (0.6 per cent) in Jammu and Kashmir. The reason for greater instability of labour in Madras was low wages. Employment group-wise break-up shows that both these rates were the highest (6.2 per cent.) accessions and 6.0 percent. separations in group '1 to 50' whereas the lowest rate of accessions (1.9 per cent.) was in group '50 to 150' and that of separations (1.3 per cent.) was in group 'Above 150'.

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Wages and Earnings.- Uttar Pradesh was the only region where seven important categories of workers viz., dyers, washers, clippers, designers, carvers, mazdoors and wool-openers were employed on time-rate basis. Weavers who formed the backbone of this industry were reported to be employed only on piece-rate basis in all the regions. The other important categories of workers employed on piece-rate basis were dyers (Jammu and Kashmir and 'Rest of India'), clippers (Uttar Pradesh), winders ('Rest of India' region) carvers and wool openers (Uttar Pradesh).

Designers, who were employed in all the regions, were the highest paid workers in this industry. Taking all the Employment groups together the average daily earnings ranged between Rs.2.10 and Rs.5.15. Next came weavers whose monthly earnings varied from Rs.22.13 to Rs.64.63. Next came dyers and who were employed on time-rate basis in Madras and Uttar Pradesh and on piece-rate basis in Jammu and Kashmir and the 'Rest of India' regions. Their average earnings were Rs.2.04 per day in Uttar Pradesh, Rs.1.45 per day in Madras, Rs.199.71 per month in Jammu and Kashmir and Rs.71.09 per month in 'Rest of India' region. The monthly earnings of winders who were reported to be employed only in the 'Rest of India' region were only Rs.22.50. The earnings of the lowest paid male workers ranged from between Rs.0.96 (in Group II of Jammu and Kashmir) and Rs.1.92 (in group III of 'Rest of India' region). Earnings of the lowest paid female workers varied from Rs.1.20 (in Group II of Uttar Pradesh) to Rs.1.55 (in Group I of the same region). Since the jobs on which male and female workers were employed were different, their earnings were not comparable.

Dearness Allowance. - Of the 33 units, only 5-4 in Uttar Pradesh, and 1 in Jammu and Kashmir - paid separate dearness allowance to their workers. Of these, 4 units - 3 in Uttar Pradesh and the Jammu and Kashmir unit - linked it to the income of workers whereas in the remaining unit in Uttar Pradesh the amount of dearness allowance was not fixed but discretionary. In the former cases the actual amount of dearness allowance ranged from Rs.18.00 per month upwards. In the latter case the minimum and maximum amounts of dearness allowance were Rs.5.00 and Rs.10.00 per month respectively.

Other Cash Allowances and Concessions in Kind.- Only 2 units in Uttar Pradesh (Group III) paid some cash allowance and/or concessions in kind to their workers. One of them paid grain allowance at the rate of Rs.8.00 per month to all its workers. In addition to this, uniforms, umbrellas and shirts, etc., costing about Rs.70.00 per annum per worker were also supplied to a few workers. The other unit provided uniforms only to peons, watch and ward staff, etc.

Profit Bonus.- Only 6 units - 2 each in Jammu and Kashmir (Group III), Uttar Pradesh (Groups II and III) and 'Rest of India' region (Groups I and II) paid in 1961 ^{profit} bonus for the year 1960. The amount of bonus varied from 1 to 3 months wages. In Jammu and Kashmir one unit paid 3 months' wages as bonus to its time-rated staff whereas the other unit distributed Rs.3,000 amongs its master-weavers, their assistants, designers and talim writers according to the proportion of wages earned by them and to workers other than weavers it paid bonus at the rate of one month's salary. Both the units in Uttar Pradesh paid such bonus to all categories of workers provided they had put in 3 months' attendances in one case and 12 months' service in the other case. The amount of bonus was $1\frac{1}{2}$ months' basic wages in one case and $8\frac{1}{3}$ per cent. of the annual earnings in the other case. In the 'Rest of India' region one unit paid such bonus to all workers whereas the other paid it only to those weavers and their assistants who had completed at least 240 attendances. The amount of bonus was $8\frac{1}{3}$ per cent. of the annual earnings in one case and one month's average earnings in the other case.

Production Bonus.- Only 1 unit in Uttar Pradesh (Group I) paid every month production bonus at the rate of 37 np. per square yard of weaving to those monthly-rated workers who had completed one year's service.

Attendance Bonus.- Only 3 units - 2 in Uttar Pradesh (Groups I and II) and 1 in 'Rest of India' region (Group II) paid such bonus to their workers. In Uttar Pradesh the unit paying production bonus paid monthly attendance bonus also at the rate of Re.1.00 per month fortnight to all those weavers who were not absent for more than 3 days in a fortnight. The other unit in Uttar Pradesh (Group II) paid, in addition to the profit bonus, a monthly attendance bonus to its weavers at the rate of Rs.3.00 per month provided they were not absent for more than 3 days in a month. The unit in the 'Rest of India' region - which was paying profit bonus also paid Rs.9.00 per month as attendance bonus to its weavers for their full attendance.

Annual Bonus.- Only 2 units in Group I - one each in Madras and 'Rest of India' regions paid such bonus at the rate of 3 months' wages and $8\frac{1}{3}$ per cent of the annual earnings during 1961 respectively. The unit in Madras paid such bonus only to those time-rated workers who had completed one year's service whereas the unit in the 'Rest of India' region paid it to all its workers on pro-rata basis. These 2 units, however, did not pay any othertype of bonus to their workers.

Working Conditions: Hours of Work.- Of the 33 units, as many as 25 were reported to be working for 8 hours a day and 48 hours a week; 3 observed less than 8 hours a day and 48 hours a week, whereas the remaining 5 units observed more than 8 hours a day and 48 hours a week. The rest interval varied from $\frac{1}{2}$ hour to 3 hours a day.

Shifts.- Of the 33 units, as many as 31 worked only one shift a day. The remaining two units - 1 each in Uttar Pradesh and the 'Rest of India' Region, however, observed two shifts a day. Both the shifts in the Uttar Pradesh unit were worked during the day whereas the unit in the 'Rest of India' region had a night shift also. The change-over of shift in this unit was made every week. No concession was given to workers when employed in night shift.

Weekly-off with Pay.- Weekly-off with pay was allowed to all workers only in 2 of the 33 units covered. In one of them this privilege was given only to those workers who had worked continuously for six days in a week whereas the other unit had not imposed any such condition. Fourteen more units, however, allowed weekly-off with pay only to certain categories of workers. Of these 5 units allowed it only to their time-rated workers, two units only to their permanent workers, 3 units only to their monthly-rated workers whereas the remaining 4 units allowed it only to certain categories of workers, viz., designers, script writers, chowkidars, etc.

Casual Leave.- Casual leave varying from 7 to 15 days was allowed to workers in 4 units only. In one unit it was allowed to all those workers who had put in one year's service. Another unit allowed to its permanent and temporary workers only. Of the remaining two units, one allowed such leave to all its time-rated workers whereas the other allowed only to its monthly-rated workers.

Sick Leave.- Sick leave was allowed to certain categories of workers in 4 units. The number of days allowed varied from 7 to 15 in a year. In addition to these four units, one unit gave sickness benefits to its workers as per the Employees' State Insurance Scheme. Two of the four units allowed 15 days' sick leave - one to all workers while the other one to its time-rated workers. In one unit permanent workers were allowed such leave upto one week. In the remaining unit such leave was granted at the discretion of the management.

Earned Leave.- Earned leave was allowed to workers in 17 units. In 7 units, the workers were allowed such leave according to the provisions contained in the Factories Act, 1948. In one unit temporary workers were allowed earned leave as per the provisions of the Factories Act, 1948 while the permanent workers were allowed 30 days in a year. In another unit weavers and designers were allowed such leave up to 15 and 30 days respectively in a year. In three units only those time-rated workers who had put in one year's service were allowed such leave upto 15 days in a year. In one unit only designers and talim writers were entitled to 15 days earned leave in a year. In two units - all workers in one unit whereas only permanent workers in the other - were allowed leave upto 14 days in a year. In the remaining two units workers - both permanent and temporary in one unit whereas only permanent workers in the other unit were entitled after one year's service to 30 days' leave in a year.

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National Holidays.- National holidays with pay were allowed to workers in 19 units. The number of such holidays was 2 in 10 units and 3 in the remaining 9 units.

Festival Holidays.- Fifteen units allowed 5 to 19 festival holidays with wages to their workers. Six units granted such holidays to all the workers; 1 unit to all workers except watch and ward staff; 6 units only to their time-rated workers whereas in the remaining 2 units such holidays were granted only to a few categories of workers.

Welfare; Housing Facilities.- Housing facilities for workers existed only in 8 units (5 in Group I, 1 in Group II and 2 in Group III) and the percentage of direct labour housed was 2.3. Mostly the houses provided were single-room puccas building with sanitary arrangements. However, in one unit in the 'Rest of India' region, 10 workers were accommodated in three rooms. In one unit of Uttar Pradesh workers were provided with rent free quarters, with free electricity and water of facilities costing about Rs.10.00 per month. Only one unit in Madras charged a monthly rent of Rs.2.50 per month unit.

Medical Facilities.- Medical facilities in some form or the other existed in 16 units (6 in Group I, 4 in Group II and 6 in Group III). Of these, 11 units - 2 in Madras, 4 in Jammu and Kashmir, 2 in Uttar Pradesh and 3 in the 'Rest of India' region maintained only first-aid boxes. One unit in Uttar Pradesh had provided a dispensary only with a qualified doctor for its workers; one unit each in Jammu and Kashmir and the 'Rest of India' region were reimbursing the medical expenses of their workers; one unit in the 'Rest of India' region was covered by the Employees' State Insurance Scheme whereas the remaining one unit in addition to the first-aid box, had arranged for free Homeopathic treatment for its workers.

Educational Facilities.- Except one unit in Madras, none had provided any educational facility for the children of its workers. In this unit permanent workers were given a sum of Rs.30.00 per year towards the educational expenditure of their children.

Recreational Facilities.- Only three units - 1 in Jammu and Kashmir and 2 in Uttar Pradesh had provided some facilities for the recreation of their workers. One of them had provided a club with facilities for sports etc., for the benefit of its workers. Another unit had provided play-grounds and also used to arrange for occasional film shows for the benefit of its workers. In the third unit, the workers were given a lumpsum grant of Rs.350 per annum towards the expenses incurred on excursion parties conducted by the workers.

Drinking Water.- Drinking water facilities were provided to workers in all the units covered.

Community Baths and Washing Places.- Bathing and washing facilities, in one form or the other, existed only in 11 units. Bathrooms existed only in 2 units whereas the remaining 9 units had provided either water taps or tanks or both for washing and bathing purposes.

Latrines and Urinals.- Latrines and urinals were provided in all the factories.

Canteens and Creches.- None of the units covered had provided any canteen or creche for the benefit of its workers and their children.

Accidents.- Three units - 1 in Uttar Pradesh (Group II) and 2 in the 'Rest of India' region (Group I) - reported the occurrence of 2 non-fatal accidents involving 5 workers. Of these, two were compensated - one by the Employees' State Insurance Corporation and the other by the employer himself. The amount of compensation paid by the Employees' State Insurance Corporation was not known but the amount of compensation paid by the employer was Rs.116.10.

Maternity Benefits.- Female workers were employed in 17 units (11 in Group I and 3 each in Groups II and III). Of these, only one unit in Group III allowed maternity leave for a period of 2 months at full wages to the eligible female workers. Arrangements for the treatment of maternity cases by sending such cases to the hospital on the recommendations of the Company's doctor also existed in this unit. During the years 1961 three female workers were paid maternity benefit amounting to Rs.213.00.

Provident Fund.- Provident Fund schemes existed in 12 units (7 in Group I, and 1 in Group II and 4 in Group III). Of these, 10 units (6 in Group I, 1 in Group II and 3 in Group III) were covered by the Employees' Provident Funds Scheme 1952 whereas the remaining two units (one each in Group I and Group III) had framed their own schemes. All the workers with one year's continuous service or 240 days' attendances were eligible to become members of the Provident Funds Scheme in all the units except one where only permanent and monthly-rated workers were eligible to become members. The rates of contribution for employees as well as employers in all the 12 units were 6½ per cent. of wages.

Gratuity.- Only 1 unit in Madras (Group I) paid gratuity at the rate of 15 days' wages for each completed year of service only to its permanent and monthly-rated workers.

Pension.- None of the units covered had introduced any schemes of pension. However, one unit in Uttar Pradesh (Group I) paid Rs.5.00 per month to one of its old workers.

Industrial Relations: Standing Orders.- Two units - 1 each in group III of Uttar Pradesh and 'Rest of India' regions had framed Standing Orders and had got the same certified by the Certifying Officer.

Works Committee .- Only in 2 units - 1 each in Group III of Jammu and Kashmir and Uttar Pradesh regions Works Committees, consisting of equal number of representatives of workers and managements, were formed to promote harmonious relations between the employees and employers.

Grievance Procedure.- There was no regular grievance procedure in any of the of the units covered. Mostly the grievances of the workers, if any, were got redressed by direct personal representation to the management by the aggrieved. However, in one unit workers got their grievances redressed through the Works Committee. In two other units, grievances of the workers, if any, were taken up by the trade unions with the managements and got redressed.

Trade Unions.- Workers in 7 units (1 each in Group I and Group II and 5 in Group III) had organised themselves into trade unions. Of these, only five trade unions were registered and recognised by the managements. With the exception of one union which was affiliated to the Indian National Trade Union Congress, no other union was affiliated to any All-India Trade Union Federation. Four trade unions in Jammu and Kashmir, were, however, affiliated to the Central Labour Union of Jammu and Kashmir.

Cottage Sector: Employment.- Women workers were employed only on piece-rate basis (for opening Khukroes) and that too in Agra Centre only. They constituted 20.8 per cent. of the total workers in that centre. Children were employed at Srinagar, Mirzapur and Bhadohi centres. Their percentage to the total labour varied from 1.3 in Mirzapur to 57.9 in Srinagar. In all centres except Srinagar workers were employed only on piece-rate basis. In Srinagar the percentage of time-rated workers to the total labour was 85.1.

Centre	No. of units covered.	Piece-rated workers.	Time-rated workers.	Total	Average No. of workers per loom.
Mirzapur ---	25	114	1	114	5
Bhadohi ---	15	43	-	43	3
Agra ---	4	53	-	53	13
Amritsar ---	3	13	-	13	4
Srinagar ---	33	17	97	114	3.5

* Each unit had one loom.

Recruitment.- Weavers who constituted the bulk of the labourforce in the cottage units were recruited locally by the loom-owners/master-weavers themselves. Other workers were also recruited locally by them. In Agra, a few workers were recruited through existing workers also. In Srinagar by apprentices who were engaged in big numbers, used to become employees of the units after necessary training.

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Apprenticeship.- No regular system of apprenticeship was reported to exist in any of the units in Mirzapur, Bhadohi and Agra centres. The reasons put forward by the employers for not initiating boys into this profession of weaving were inadequate and dwindling returns for such skill. In 2 of the 3 units at Amritsar, apprenticeship system was reported to exist. Such scheme was, however, subsidised by a big carpet company. There were 10 apprentices undergoing training in this unit at the time of visit and they were paid a daily wage of Rs.1.50 per head. The period of training varied from 6 months to 2 years according to the ability and aptitude of the apprentices. In Srinagar, the system of apprenticeship existed in 7 out of 33 units covered during the course of the survey. At the time of visit only 9 apprentices were undergoing training. The period ranged between 3 months and 2 years. During the first 3 months no payment was made to the apprentices; thereafter the remuneration ranged between 12 np. and 62 np. per head per day depending upon the period of training put in by them. On completion of one year's apprenticeship, if the trainees acquired good proficiency in weaving and remained with the units, they were paid even Rs.1.50 per day which compared reasonably well with the daily wage rates of time-rated weavers in such cottage units.

Wages and Earnings.- The wage rates of workers employed in the Cottage Sector units of the carpet weaving industry differed from centre to centre. The actual daily and monthly earnings of workers could not be worked out for want of proper records. Approximate earnings have, however, been worked out on the basis of approximate figures of total payments made to the workers. Centre-wise position is given below:-

Mirzapur.- Under the Minimum Wages Act, 1948, the Government of Uttar Pradesh had fixed the in 1959 minimum rates of 84 np. and Rs.1.10 per dehari (6,000 knots or stitches) for weaving plain and designed woollen carpets respectively. The master-weavers who used to take work on contract basis from the manufacturers were paid at the aforesaid rates. In addition to such payment the master-weavers also got some commission on every completed piece of carpet at the rates fixed by the manufacturers. In turn, the master-weavers also used to pay the same rates to their assistants. A weaver generally used to earn between Rs.1.00 to Rs.1.50 on each working day of 9 to 10 hours by weaving $1\frac{1}{2}$ to $1\frac{3}{4}$ deharis of plain carpet or 1 to $1\frac{1}{3}$ deharis of designed carpet. Some of the manufacturers as well as the Quality Marking Association of Uttar Pradesh had estimated that the normal daily output of a weaver was between 2 and 3 deharis and therefore, on an average he was earning more than Rs.2.50 per day.

Bhadohi.- At this centre also, piece-rates of weavers were governed by the minimum rates of wages fixed by the Uttar Pradesh Government. As reported by the weavers, their average daily output in respect of plain and designed carpets varied from 1 to $1\frac{3}{4}$ and 1 to $1\frac{1}{2}$ deharis respectively thereby enabling them to earn 84 np. to Rs.1.65 per day.

Agra.- For weaving durries, the weavers were generally paid at the rate of 50 np. per square yard or Rs.2.00 for a full durrie of size $6\frac{1}{2}' \times 3\frac{3}{4}'$. According to these rates a weaver used to earn on an average Rs.2.00 to Rs.3.00 per day. The openers of khukrees were paid at the rate of 31 np. to 75 np. per thread bundle of 10 lbs. depending upon the quality of the yarn. At this rate they could earn 75 np. to Re.1.00 per day.

Amritsar.- The piece-rates for weaving the designed woollen carpets at this centre were 28 np. to 30 np. per 1,000 knots, i.e. Rs.1.38 to Rs.1.80 per dehari as compared to Rs.1.10 in Uttar Pradesh. The average daily earnings of weavers in the 3 units covered worked out to Rs.2.62 which were higher than the earnings in other centres, i.e., Re.1.00 to Rs.1.50 in Mirzapur and Re.0.84 to Rs.1.65 in Bhadohi. One of the reasons for higher wages at this centre was the shortage of weavers.

Srinagar.- The daily wages of male weavers employed on time rate basis varied from Re.1.00 to Rs.2.75, whereas the daily wages of boy apprentices varied from 12 np. to Rs.2.50 depending upon the skill acquired by them. The wage rates of weavers employed on piece-rates varied from Rs.8.50 to Rs.10.00 per sqyard. of carpet, the most common rate being Rs.8.62 per sq. yard. Their average daily earnings varied from Rs.2.00 to Rs.2.87 depending upon their output which also ranged between $\frac{1}{3}$ and $\frac{1}{5}$ of a sq. yard.

None of the units covered paid any separate dearness allowance or any other cash allowance to its workers. They also did not give any concession in kind to their workers. None of the units covered, except 1 in Amritsar, paid any kind of bonus to its workers. In the Amritsar unit, all the 5 workers were paid bonus in 1961 at the rate of one month's average earnings during 1960.

Working Conditions; Hours of Work, etc.- No rigid timings of work or rest intervals were observed by cottage units all over India. All of them worked only one shift during day time. A good number of the units reported that they worked from sun-rise to sun-set. Generally workers also did not object to such lengthy working hours because they were paid on piece-rates and they were interested in more wages. Centre-wise information as collected during the course of the enquiry is discussed below:-

(a) Mirzapur.- The working hours varied from $7\frac{1}{2}$ to $11\frac{1}{2}$ hours a day with a rest interval of half an hour to 2 hours. In a majority of the units workers used to work for 10 hours or more. Generally, the work was done between 6.00 A.M. and 6.00 P.M. throughout the year. However, a few units reported a lesser spread over (11 hours) during winter.

(b) Bhadohi.- The number of working hours varied from 7 to 11 with a rest interval of 1 to 2 hours. Most of the units worked for 8 hours a day between 8.00 A.M. and 6.00 P.M.

(c) Agra.- Generally the workers did not observe any fixed timings.

(d) Amritsar.- In all the 3 units workers used to work for 8 hours a day between 8.00 A.M. and 5.00 P.M. with a rest interval of one hour from 12 noon to 1.00 P.M.

(e) Srinagar.- The number of working hours varied from 8½ to 11 with a rest interval of 1 hour only.

Overtime.- The carpet weaving was being carried on during day time at all the centres selected for the survey. The question of taking over-time work did not arise as the normal working hours themselves were pretty long for time-rated as well as piece-rated workers.

Weekly off.- Workers at Mirzapur and Bhadohi centres did not observe any weekly off as the work was done on piece-rate basis and workers were interested in more earnings. The workers were, however, found idle during the period when the work in hand finished but orders were awaited. In all the 33 units covered at Srinagar weekly-off was observed. Three of them, however, closed for two days in a week. In the units at Agra and Amritsar centres only one weekly-off was allowed to workers.

Conditions with regard to cleanliness, ventilation and overcrowding were not satisfactory at any of the centres specially at Srinagar where the entire localities in which looms were situated were extremely dirty. The sanitary conditions of the working places were also equally bad.

Welfare Facilities.- Almost at all the centres covered, the welfare facilities provided for the benefit of workers in cottage units were almost negligible. Whatever welfare facilities were provided are discussed below:-

(1) Medical Facilities.- Free Medical facilities were provided to workers of only 12 units - 11 in Mirzapur and 1 in Amritsar. At Mirzapur, since the dispensary which the workers could make use of was far away from their residences, they did not avail of such facilities.

(2) Drinking Water.- Drinking water facilities in the form of taps, wells, earthen pots, etc., were provided by 7 out of 23 units in Mirzapur; 3 out of 15 units in Bhadohi; 17 out of 33 units in Srinagar and all the units in Agra(4) and Amritsar (3).

(3) Latrines and Urinals.- None of the covered units at Mirzapur and Bhadohi centres had provided any latrine and/or urinal for the use of its workers. At Agra, urinals were provided in 2 units and latrine only in 1 unit. No separate arrangements had been made for women though they were also employed in these units. Two out of 3 units covered at Amritsar had provided latrines as well as urinals for their workers. In Srinagar 17 out of 33 units covered had provided latrines for the use of their workers.

No other welfare facility was provided by any of the units for its workers.

Punjab Shops and Commercial Establishments (Amendment)
Bill, 1963.

The Government of Punjab published on 9 September 1963 the text of the Punjab Shops and Commercial Establishments (Amendment) Bill, 1963, introduced in the Legislative Council of the State on 9 September 1963. According to the Statement of Objects and Reasons of the Bill, the Punjab Shops and Commercial Establishments Act was enacted in the year 1958 and was enforced in the State with effect from 1 June 1958. Since its enforcement a few defects have been come to light which it is proposed to remove by suitable amendments. It has been observed that some provisions of the Act have introduced an element of rigidity in its enforcement. This very often results in difficult situations especially in emergencies which call for prompt decisions. For instance, at present only the Government can relax application of the provisions of the Act. The delay inherent in this procedure very often defeats the object of relaxation. Similarly the language of certain provisions of the Act is such that it can be interpreted in more than one way. This to some extent has made to confusion in the enforcement of the Act and provided loopholes for evasion of its various provisions. It has been further observed that there are quite a number of establishments which needed to be exempted permanently from certain provisions/all provisions of the Act but they were not exempted probably because the legislature could not visualise all such cases at the time the Act was passed. Likewise no provision for cognizance of offences was made in the Act as is usually done in Acts of this type. The idea appears to have been to do the needful by making necessary provision in the rules, which is not in order.

It is, therefore, considered desirable to make comprehensive amendments to the Punjab Shops and Commercial Establishments Act, 1958, as per draft Amendment Bill.

The following are some of the principal amendments proposed to be made to the Act.

For sub-section(1) of section 8 of the principal Act, the following sub-section shall be substituted, namely:-

"(1) Subject to the provisions of section 6, no employee, except a chaukidar, watchman or guard, shall be allowed to work in an establishment for more than five hours before he has had an interval for rest of at least half an hour;

Provided that Government may by notification fix such interval for rest in respect of any class of establishments for the whole of the State or any part thereof as it may consider necessary."

For section 9 of the principal Act, the following shall be substituted, namely:-

9. "Government shall by notification fix the opening and closing hours of all classes of establishments; and different opening and closing hours may be fixed for different classes of establishments and for different areas:

Provided that Government may allow an establishment attached to a factory to observe such opening and closing hours as the Government may direct."

For section 12 of the principal Act, the following section shall be substituted, namely:-

12. "Every employee in an establishment shall be allowed -

(a) a holiday with wages on the Independence Day, Republic Day and Mahatma Gandhi's Birthday; and

(b) three other holidays with wages in a year in connection with such festivals as Government may declare from time to time by notification;

Provided that an employee required to work on any such holiday shall be paid remuneration at double the rate of his normal wages calculated by the hour."

In Section 14 of the principal Act,-

(1) in sub-section (1),-

(i) for clause (a), the following clause shall be substituted, namely:-

"(a) Every employee who has been in employment for not less than twenty days in a year shall be entitled to one day's earned leave for every such twenty days;

Provided that a young person shall be entitled to one day's earned leave for every fifteen days of employment during the year"; and

(ii) in clause (b), the words "even if he has not worked for the entire period, specified in the said clause entitling him to earned leave" shall be omitted;

(2) in clause (a) of sub-section (3), for the words "under this section" the words "under this section and the off days in a week referred to in section 11" and shall be substituted; and

(3) for sub-section (4), the following sub-section shall be substituted, namely:-

"(4) Notwithstanding anything contained in the foregoing sub-sections, every employee in an establishment shall be allowed with wages seven days casual leave and seven days sick leave in a year."

For sub-section (1) of section 15 of the principal Act, the following sub-section shall be substituted, namely:-

"(1) Any person employed in or about an establishment for a period of fifteen days or more shall receive, for every off day in a week referred to in section 11, wages at the rate of not less than the average daily wages earned by him for the days on which he worked during the week immediately preceding every such off day."

Section 24 of the principal Act shall be omitted.

To sub-section (1) of section 30 of the principal Act, the following proviso shall be added, namely:-

"Provided that nothing in this sub-section shall apply to an establishment which is engaged in the treatment or care of the sick, the infirm, the destitute or the mentally unfirt."

After section 33 of the principal Act, the following section shall be inserted, namely:-

"33A. No court shall take cognizance of any offense punishable under this Act or any rule made thereunder or of the abetment of, or attempt to commit, such offence, save on a complaint made by the employee concerned or by such officer as may be authorised in writing in this behalf by the State Government."

(Punjab Government Gazette, Extraordinary,
9 September 1963, pp. 1001-1006)

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

India - September 1963.

Annual Report on the Activities financed from the Mica Mines
Labour Welfare Fund during the Year 1962-63.

The Ministry of Labour and Employment, Government of India, published on 21 September 1963, the report of the activities financed from the Mica Mines Labour Welfare Fund during the year ending 31 March 1963, together with a statement of accounts for that year. A brief account of the activities is given below.

General.- The Mica Mines Labour Welfare Fund constituted under the Mica Mines Labour Welfare Fund Act, 1946 (22 of 1946), is intended to provide educational, recreational and other welfare amenities to the labour employed in the mica mining industry.

The Act provides for the levy of a duty of customs on all mica exported from India upto a maximum rate of $6\frac{1}{2}$ per cent. ad valorem. The present rate is $2\frac{1}{2}$ per cent.

The collections are allocated for expenditure on welfare measures among the various Mica-producing areas in proportion to their average production.

Improvement of Medical Facilities:-(a) Hospitals.- The bed strength of Central Hospital at Karma (Bihar) has been raised from 70 to 100. Besides this, a 15-bed hospital at Tisri Tierra (Bihar) and a 14-bed hospital at Kalichedu (Andhra Pradesh) cater to the medical needs of the mica miners. The construction of a 30-bed hospital at Gangapur (Rajasthan) has been completed and the construction of a 50-bed T.B. hospital as an adjustment to the Central Hospital, Karma is in progress. A T.B. ward of 16 beds is to be added as an adjunct to the Hospital at Kalichedu.

(b) Other medical Facilities.- Other medical institutions set up by the Fund comprise 5 static dispensaries, 3 mobile medical units, 3 ayurvedic dispensaries, 2 maternity and child welfare centres and 5 community centres in Bihar; 3 static dispensaries, one mobile dispensary, 1 ayurvedic dispensary and 4 maternity centres in Andhra Pradesh; and 9 dispensary-cum-maternity and child welfare centres, 5 mobile medical units, 12 ayurvedic dispensaries and 4 multipurpose centres in Rajasthan.

Establishment of a Health Promotion Centre in Mica fields of Bihar has been sanctioned. The Centre will do periodically medical checkup of mica miners and their families to detect, in early stages, diseases occupational and otherwise.

Ten beds in the T.B. Sanatorium at Ranchi and Eleven beds in T.B. Hospital, Nellore have been reserved for the exclusive use of the mica miners and their families. Arrangements was made for treatment of mica miners of Bihar suffering from leprosy at the Tetulmari Leprosy Hospital. The Fund makes grants-in-aid to these institutions for the reservation of beds.

(c) Assistance to T.B. Patients.- A subsistence allowance at Rs.50 p.m. is being granted to the dependents of mica miners who are under treatment in the T.B. ward attached to the Central Hospital, Karma or at the T.B. Sanatorium, Ranchi. The scheme of domiciliary treatment of the T.B. and silicosis patients was also continued. The patients attending the out-door department of T.B. Hospital, Nellore were granted travelling allowance. A Rehabilitation-cum-convalescence Home has been set up in Bihar for workers cured of T.B.

(d) Training.- The mica miners in Andhra Pradesh are being trained in first aid.

Educational Facilities.- Seven multi-purpose institutes, each with an Adult Education Centre and a Women's Welfare Centre, provide educational and recreational facilities to workers in Bihar. Training in handicrafts like sewing and knitting is given to women attending the centres. Each institute serves as a training-cum-production centre. One community centre is functioning in Andhra Pradesh where male workers learn carpentry in their leisure time. In 2 women's centres in Andhra Pradesh and 8 centres in Rajasthan, girls and women workers are taught tailoring, stitching, etc. Educational facilities for miner's children are being provided in 6 primary schools, 7 community centres and 6 feeder centres in Bihar; 2 primary schools, one middle school and 25 adult education Centres in Rajasthan; and 6 primary schools, one High School and one Middle School in Andhra Pradesh.

In all the schools in Andhra Pradesh, children are provided with facilities like free mid-day meals, milk, books, slates, clothing, bags and chappals. Milk and snacks are provided to the miner's children attending the multi-purpose institutes in Bihar. Mid-day meals, books, slates and other stationery articles are supplied to the school-going children of mica miners in Rajasthan.

Two boarding houses in Bihar and two in Andhra Pradesh are being run for the children of mica miners studying in schools and colleges.

Scholarships are granted to the children of mica miners studying in schools and colleges in Bihar and Rajasthan, such scholarships are granted for both general and technical education.

Recreational Facilities.- Three mobile cinema units, 2 in Bihar and one in Rajasthan, give free shows in different mining centres; 18 Radio sets in Bihar; 18 in Andhra Pradesh and 25 in Rajasthan provide recreation to mica miners and their families. In Bihar the recreational facilities are provided at Multi-purpose Community and Foeder Centres. Out-door and in-door recreational facilities are also provided at the centres and sub-centres in Rajasthan. Bhajan parties and recreational clubs have also been set up in different mining areas.

Drinking water facilities.- Twenty-nine well - 25 in Bihar and 4 in Andhra Pradesh have been constructed by the Fund. Ten additional wells, 3 in Bihar and 7 in Andhra Pradesh have been sunk under the Subsidy Scheme, according to which the mine owners who sink wells get a subsidy equal to Rs.7,500 per well or 75 percent. of the cost of construction, whichever is less. The construction of 4 more wells under this scheme is in progress in Andhra Pradesh. A dam has also been constructed in Bihar.

Housing Facilities;- (i) Low Cost Housing Scheme.- As there was no response to the various earlier housing schemes introduced from 1953, a low-cost housing scheme for construction of 500 low cost houses costing about Rs.1,300 each, was sanctioned in July 1962, for Bihar region. The houses constructed at the cost of the Fund will be handed over to mine owners who besides being responsible for their maintenance will pay nominal rent of Re.1 to Rs.2 per month per house and allot the houses free of rent to the mica miners.

(ii) Departmental Colonies.- In addition to the above scheme construction of two departmental colonies of 50 houses each - each house costing Rs.2,500 is nearing completion in Bihar at Dhorakola and Jorasimar at the cost of the Fund. Five more similar colonies are proposed to be built in Bihar. These houses will be let out to mica miners free of rent through mine owners who will pay nominal rent to the Fund.

(iii) A 'Build Your Own House' Scheme is also under consideration. The scheme envisages financial assistance in the form of cash or building material to the mica miners to the extent of Rs.325 for the purpose of improving their village houses. Technical assistance in the matter of will be provided by the Fund.

The Statement of Accounts appended to the report shows receipts amounting to 23.281 million rupees including an opening balance of 20.462 million rupees; expenditure amounted to 2.609 million rupees leaving a closing balance of 20.672 million rupees.

(Notification SO 2708 dated 10 September 1963; the Gazette of India, Part II, Sec. 3, sub-sec(ii), 21 September 1963, pp. 3442-3444).

Iron Ore Mines Labour Welfare Cess Rules, 1963.

The Central Government published on 28 September 1963 the text of the Iron Ore Mines Welfare Cess Rules, 1963, made in exercise of the powers conferred under the Iron Ore Mines Labour Welfare Cess Act, 1961. The Rules which came into force on 1 October 1963, deal inter alia with composition of advisory committees and sub-committees, their term of office, their remuneration, procedure relating to meetings, powers of advisory committees, grants and welfare standards, assessment and recovery of cess and maintenance of accounts.

(Notification GSR 1534 dated 20 September 1963,
The Gazette of India, Part II, Sec. 3, Sub-sec. (i),
28 September, 1963, pp. 1796-1812).

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53. Women's Work.

India - September 1963.

Employment of Women in Industry.

An article on "Women in Industry" has appeared in the September issue of the Indian Labour Journal. The article deals with employment of women and their working conditions in various countries such as U.K., France, U.S.A. and India. The following information relates to India.

In India, the women participated in economic activities of the country from the early stages of our social life. In the field of industry women took part in various jobs as early as the second half of the nineteenth century. The working conditions of women required statutory protection and in 1890 the Government of India appointed a Commission to look into, inter alia, the grievances of women employed in factories. The Factories Act 1881 as amended in 1891 regulated for the first time working hours, rest intervals, etc., for women workers. The ratification of I.L.O. Conventions, relating to night work of women and employment of women working under ground, by India was yet another step towards improvement of their working conditions. Besides measures taken for implementing the I.L.O. Conventions, various other measures concerning maternity benefits, protection and welfare of women workers were adopted which gave impetus to their employment in industries. The effect of World Wars and the participation of women in the national movement have no less helped them to attain a new status in the society. The upward trend in the employment of women is noticed from 1951 onwards which may be due to wider employment opportunities as a result of developmental planning. The proportion of women in the labour force in relation to the total female population which had been decreasing steadily during the first half of the century rose again from 23 to 28 per cent. between 1951 and 1961. The following table illustrates their position:-

(Please see table on the next page)

Year	Percentage of women Population (Total Population = 100).	Percentage of women workers to total women population (Total women Population = 100).	Percentage of women workers to total workers (Men and Women = 100).
1901	-- 49.3	31.7	33.5
1911	-- 49.1	33.7	34.5
1921	-- 48.9	32.7	34.0
1931	-- 48.9	27.6	31.2
1951	-- 48.6	23.3	29.0
1961	--- 48.5	28.0	31.6

Source: Census of India, 1961, pp. 395, 401.

The following table shows the average daily employment of women in the factories from 1950 to 1961:-
(in thousands)

Year	Total No. of employees.	No. of Women Employees.	Percentage of Women to Total.
1950	-- 2504.4	281.9	11.25
1951	-- 2536.5	290.0	11.43
1952	-- 2561.5	278.4	10.84
1953	-- 2528.0	269.9	10.67
1954	-- 2589.8	285.2	11.01
1955	-- 2690.4	295.1	10.96
1956	-- 2882.3	301.4	10.45
1957	-- 3074.1	346.1	11.26
1958	-- 3102.2	343.9	11.08
1959	-- 3216.9	345.1	10.73
1960(P)	-- 3367.7	367.3	10.90
1961(P)	-- 3496.7	372.1	10.64

Source:- Statistical Abstracts, 1961, pp. 563; Indian Labour Statistics 1963, pp. 24-25.
Figures for 1960 and 1961 are based on the returns received in Labour Bureau Simla till June 1963.

It would appear from the table above that the long term trend in women's employment in factories during the period 1955-1961 has been upward except for a slight set back in 1958 and 1959. The total employment in 1961 was 372,000 as against 282,000 in 1950 which represents an increase of about 32 per cent. However, the proportion of women to the total working force has not been constant indicating thereby that the increase in their number did not take place in the same proportion as the total expansion in the employment opportunities. The percentage of women to total employees generally constituted about 11 per cent. This picture aggregating all industries may not give correct idea of the position as differing from one industry to the other.

Table below illustrates the employment of women in
 Factory Industries in 1950, 1955 and 1961:-
 (in thousands)

Name of the Industry.	1950	1955	1961 (P)
Processes Allied to Agriculture-			
Total Employees	83.7	102.9	119.3
Women Employees	35.0	43.3	49.5
Percentage	41.9	42.1	41.6
Food Except Beverages-			
Total Employees	319.4	336.7	473.4
Women Employees	58.6	58.7	106.0
Percentage	18.4	17.5	22.8
Tobacco-			
Total Employees	108.3	134.1	136.2
Women Employees	45.7	57.3	84.2
Percentage	0.3	32.7	61.0
Wood & Cork Except Furniture-			
Total Employees	22.0	27.6	39.2
Women Employees	1.9	2.3	3.1
Percentage	8.5	8.2	8.2
Textiles-			
Total Employees	1020.2	1043.2	1143.8
Women Employees	103.8	84.0	68.0
Percentage	10.2	8.1	5.9
Paper and Paper Products-			
Total Employees	20.0	25.3	39.8
Women Employees	1.1	1.1	1.5
Percentage	5.3	4.2	3.7
Chemicals & Chemical Products-			
Total Employees	63.7	85.9	133.3
Women Employees	8.7	16.3	14.5
Percentage	13.6	19.0	10.9
Non-metallic Mineral Products-			
Total Employees	106.0	100.3	168.9
Women Employees	14.8	15.0	23.2
Percentage	14.0	14.9	13.7
Basic Metal Industries-			
Total Employees	93.7	95.3	150.2
Women Employees	6.4	6.0	4.8
Percentage	6.8	6.3	3.2
Miscellaneous-			
Total Employees	107.6	129.3	111.2
Women Employees	3.1	5.0	7.7
Percentage	2.9	3.9	6.9

The trends in women's employment in the different industrial groups are not uniform. In some cases, their employment level has been more or less stationary over the period 1950-61, in other cases it has been increasing, and in still other cases there has been an actual decline.

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There has been an increase in women's employment in two industrial groups viz., food except beverages and tobacco. It is also significant that women's employment in textiles, paper and paper products, chemical and chemical products and basic metal industries has gone down.

Another important organised sector which provides considerable employment to women workers is mining and quarrying. There has been a net increase of 9,800 or 10.2 per cent. in the employment of women in mining and quarrying over a period of 12 years. The peak of employment of women in mines was reached during 1953 when the figures stood at 127,000. This was largely due to substantial increase in the employment of women in iron ore. Other changes are that women's employment in coal mining, manganese and mica has gone down. There are various reasons for decline in their number but mainly the introduction of screening plants in coal mines, installation of automatic machinery for lifting mica from the surface to the factory, accommodation difficulties for single and unattached women, prohibition of work for women during night, fixation of high minimum wages for women workers employed in cutting mica into 'waste rounds' and statutory obligations are responsible for their decline in employment.

Plantations provide considerable employment to women in the country. The percentage of women workers in the total tea plantations labour force in Assam has shown a slightly upward trend from 1951-52 onwards. There is, however, a substantial decline in women's employment from 248,000 in 1950-51 to 145,000 in 1958-59 which is of the order of 41.6 per cent. This has to be seen in the context of the decline in the overall employment of both males and females from 521,000 in 1950-51 to 303,000 in 1958-59 which also constitutes about 42 per cent.

Legislative Measures for the Welfare of Women.- In the field of protective legislation Labour Acts in India prohibit the employment of women during night and in certain dangerous occupations. The Factories Act 1948, prohibits the employment of women between 7 P.M. and 6 A.M. Restrictions have also been laid down on employment in certain dangerous occupations. The Mines Act 1952 prohibits the employment of women below ground and during nights. Every woman employed in a mine above ground is allowed an interval of not less than 11 consecutive hours between the termination of employment on any one day and the commencement of the next period of employment. The Factories Act and the Mines Act authorise the appropriate Government to fix the maximum load that may be lifted by women in order to safeguard them against the danger arising out of lifting of heavy weights. The Mines Act authorises the Central Government to make regulations for prohibiting, restricting or regulating the employment of women in mines or in any class of mines or in any particular kind of labour which are attended by danger to life, safety or health of women workers. Separate bathing and washing facilities for women have been provided. The maintenance of creches for the use of children below the age of six is obligatory in factories and plantations where 50 or more women are employed.

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The Mines Act authorises the Central Government to frame rules requiring employers to maintain creches in any mine wherein women are employed. Maternity protection to women employed in factories was provided in India by the Acts passed by the State Governments. In order to reduce disparities a Central Maternity Benefit Act has been enacted in 1961. The Act applies to every establishment being a factory, mine or plantation, except those factories or establishments to which the provisions of Employees' State Insurance Act, 1948 apply for the time being. It repeals when applied to mines, the Mines Maternity Benefit Act, 1941 and the Bombay Maternity Benefit Act, 1929 as in force in the union territory of Delhi in its application to factories situated in that territory. The main provisions of the Act relate to (i) the eligibility conditions, (ii) the period for which the benefit is paid, and (iii) the rate of benefit. Apart from the Central Maternity Benefit Act, 1961, which provides for the payment of a medical bonus of twenty-five rupees, some State Acts also provide for additional benefits such as free medical aid, maternity bonus, provision of creches, additional rest intervals, etc.

Trade Unions.- The number of women trade union members has been increasing steadily. During 1947-48, the percentage of women trade union members was 6.2 out of the total trade union membership of 1,663,000. By 1959-60, they constituted 10 per cent. out of the total membership of 3,923,000. Among the major industry groups, the number of women trade union members (workmen's unions) was the highest in Agriculture and Allied Industries (170,706) followed by Plantations (168,876) and Manufacturing (135,314).

The question of reduction in disparities in wages paid to men and women workers in industry has been one of the major objectives of wage policy since the country has attained Independence. Article 39 of the Constitution of India lays down that there should be equal pay for equal work between men and women. One of the major recommendations of the Fair Wages Committee was that "where employment is on piece-rates or where the work done by men and women is demonstrably identical no differentiation should be made between men and women workers regarding the wages payable". Similarly, the Central Advisory Board set up under the Minimum Wages Act, 1948, recommended in 1956 that the principle of equal pay for equal work should be complied with and that there should be no discrimination in wages on grounds of sex. In recent years, wage fixing authorities have endeavoured to implement the above principle in some of the important organised industries. According to a Survey conducted by the Labour Bureau in 1958-59, the disparity in average daily earnings between men and women workers was, in many cases, not very significant. In the factory industries, and in plantations, the average earnings of men workers were higher than those of women, either because of the wage rates for women were lower (as in plantation industries) or due to a larger number of women being employed in the lower paid occupations in certain industries (such as Wrapper/Packet-Maker in Tobacco Curing, Box Filler in Match Factories, and Sheller and Peeler in Cashewnut factories). On the other hand, the average earnings of women workers were higher in several occupations in Heavy and Fine Chemicals, Soap Factories, Tobacco Curing Works and in Manganese Mines.

The policy initiated by the Government during the Second Five-Year Plan continues to be pursued during the Third Plan period also. The Plan provided that women should be protected against injurious work, should receive maternity benefits, and work places should provide crèche facilities for children. The Nursing mothers should be entitled to paid rest intervals for feeding infants. The principle of 'equal pay for equal work' needs to be more vigorously implemented and the tendency to scale down the jobs traditionally handled by women has to be guarded against. Training facilities should be provided for them so that they can compete for higher jobs. In addition, the possibility of increasing opportunities for their part time employment should also be explored.

(The Indian Labour Journal, Vol.IV, No.9,
September 1963, pp. 895-917).

56. Labour Administration.

India - September 1963.

Organisation and the Functions of the Office of the Chief Adviser Factories.

The Organisation of the Chief Adviser Factories was set up in the year 1945 to function as an integrated service to advise Government, industry and other interests concerned on matters relating to health, welfare and safety of industrial workers. The Organisation deals with questions relating to the administration of the Factories Act and the rules framed thereunder, training of Factory Inspectors, industrial health, and environmental problems including health hazards in factories.

In recent years owing to the emphasis on industrialisation, the field of activities of the Organisation has been gradually expanding. To meet the need of an agency so designed as to afford facilities for the scientific study of the various aspects of industrial development as relating to the human factor, this Organisation has been entrusted with the work of setting up of the Central Labour Institute at Bombay and the Regional Labour Institutes at Calcutta, Madras and Kanpur. The buildings for the four Institutes are under construction and considerable technical and scientific equipment for the Institutes has been obtained under the various technical aid programmes.

The work of this Organisation may be broadly divided into three categories:-

- (a) legislative measures;
- (b) technical services; and
- (c) information service.

The details of these categories are furnished below.

Legislative Measures.- The Organisation did all the preliminary work in the preparation of the Bill relating to the Factories Act, 1948, and in order to bring a measure of uniformity in regard to the Factory Rules in the States, prepared Model Rules for the guidance of the State Governments.

Following the acceptance of the I.L.O. Convention No.32 (Revised) concerning protection against accidents of workers employed in loading and unloading ships, the Indian Dock Labourers Regulations 1948 were framed. The Regulations apply to the major ports in India. For the administration of the Regulations, three Dock Safety Inspectorates were set up in the year 1948, one each at Calcutta, Bombay and Madras. As the regulations cover only the safety aspects of the dock workers engaged in loading and unloading ships and does not cover health and welfare of the dock workers as well as safety of other dock

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workers at the ports, a comprehensive scheme was framed. This scheme, called the Dock Workers (Safety, Health and Welfare) Scheme, 1961, came into force from the 1st October 1961.

Technical Service.- Advice is rendered to State Governments on all matters relating to construction, design and layout of factories; working conditions such as safety, health and welfare; and welfare amenities such as canteens, creches, washing arrangements. Blue-prints of model canteens and creches have been prepared. A brochure on low-cost housing has been published giving type designs of housing suitable for the various regions in the country.

On the training side, seven training courses for the benefit of the State Government Factory Inspectors have so far been held and about 128 Inspectors from different States have received training in various aspects of factory inspection.

Conferences of the Chief Inspectors of Factories of State Governments are organised from time to time where practical difficulties found in the working of the Factories Act are discussed and amendments to the Act to make it more effective are suggested. So far 15 Conferences of Chief Inspectors of Factories have been held.

In order to assess working environments in industry with a view to eliminate health hazards, an Industrial Hygiene Service was created in 1949. This unit has been carrying out comprehensive surveys covering both the medical and environmental aspects of health hazards in the various industries. The recommendations made on the basis of such surveys are brought to the attention of the parties concerned to improve working conditions in factories. The Government of India have recently advised the State Governments to set up Industrial Hygiene Laboratories for the purpose of checking environmental conditions in factories.

Information Service.- Up-to-date information is collected on all measures adopted in other countries in respect of safety, health and welfare of workers. This is disseminated in the form of pamphlets, brochures, posters, etc. Since 1958, a quarterly bulletin called the Industrial Safety and Health Bulletin is issued for the benefit of Factory Inspection Services and the industry.

With the assistance provided by this Organisation four documentary films entitled:

Industrial Safety;
Industry Hygiene;
Dust the Killer; and
Productivity - Key to Prosperity.

have been prepared and released by the Films Division of the Ministry of Information and Broadcasting. The following films have also been produced with the T.C.M. aid: viz., Safety in Woodworking Machinery; Safety in Metal Working Machinery; Safety in Dock Work.

Accidents in Factories.- India which for ages has been a predominantly agricultural country is being rapidly industrialised so as to provide facilities for productive employment for her growing population. The rapid pace of industrialisation that the implementation of the successive Five-Year Plans has brought about is something phenomenal. Today there are many new industries spread all over the country and more and more of them are fast springing up.

The need for prevention of accidents to workers was considered by the Conference of Labour Ministers held in the year 1960 and the Conference made detailed recommendations to ensure more effective compliance with statutory provisions relating to safety and also suggested various measures to encourage and stimulate research by official and non-official agencies and for securing co-operation of voluntary agencies in a national campaign for accident prevention. As recommended by the Conference, a scheme for rewards on safety suggestions has been prepared and forwarded to State Governments for adoption. The object of the scheme is to stimulate interest of industrial workers in accident prevention and to secure practical suggestions and ideas on safety. Another scheme has been prepared for National Awards which would be granted to factories which achieve outstanding safety performance. Further, as recommended by the Conference, an Advisory Committee on Machine/Guarding has been set up for the purpose of co-ordinating research work on industrial safety carried out by industry and various official and voluntary organisations and also to ascertain whether imported and new machines manufactured in the country are provided with adequate guards.

To stimulate interest of the management and workers in safety, a Conference on Industrial Safety is being planned to be convened some time during this year. Further a National Safety Council is proposed to be set up for organising campaigns aimed at promotion of greater safety.

(The Indian Labour Journal, Vol. IV, No. 9,
September 1963, pp. 918-921).

58. Absenteeism and Labour Turnover.

India - September 1963.

Absenteeism among Industrial Workers during 1962.

The level of absenteeism reached a new high in several major industries during 1962, according to figures recently released by the Labour Bureau, Government of India. The extent to which absenteeism went up in 1962 can be seen from the following table, which also sets out, for the purpose of comparison, figures for selected previous years.

Industry/Centre.	1951	1955	1958	1961	1962
1. Cotton Textile					
(a) Bombay.	12.7	8.2	7.0	11.9	11.3
(b) Ahmedabad.	8.3	6.8	7.1	N.A.	8.4
(c) Sholapur.	18.7	18.0	13.6	14.7	15.3
(d) Madras.	8.9	6.6	7.4	7.7	7.8
(e) Coimbatore.	10.0	9.9	12.3	12.0	12.8
(f) Kanpur.	12.0	12.8	13.1	15.1	27.4
(g) Mysore.	11.8	11.5	17.9	20.9	27.3
2. Woollen Textile					
Kanpur.	13.2	10.6	8.5	8.6	8.1
3. Iron and Steel.	11.0	11.4	14.0	12.7	12.3
4. Engineering					
(a) Bombay.	13.9	15.6	14.5	12.7	13.9
(b) West Bengal.	10.1	12.8	12.2	13.3	13.2
5. Cement.	11.8	11.7	11.9	13.8	13.5
6. Match.	10.5	10.6	11.6	13.2	12.7
7. Leather Industry					
Kanpur.	7.8	10.1	9.4	N.A.	N.A.
8. Coal Mining.	13.3	14.0	13.2	13.5	13.0
9. Plantations					
Mysore.	18.3	16.9	20.5	20.2	21.5

N.A. - Not Available.

Sources:- (1) Indian Labour Statistics
(2) Monthly Abstract of Statistics.

The figures of absenteeism shown in the table above represent the proportion of man-shifts lost due to absence (attributable to causes other than strikes or lockouts) to the corresponding total man-shifts scheduled to work. The yearly average percentages are only simple averages of monthly rates of absenteeism for the twelve months of the calendar year.

Taking the period between 1951 and 1962 as a whole, the incidence of absenteeism, far from decreasing, appears to be on the increase in several industries. This has occurred inspite of the marked improvement in the material conditions of workers during this period.

Causes of Absenteeism.- Information regarding the causes of absenteeism in a few industries is available for the period under review. The causes have been analysed under four main heads in respect of the years 1951-52, 1955-56, 1961 and 1962.

Cause	Year	Cotton Textiles (Madras State).	Woollen Textiles & (Dhariwal)	Iron Steel.	Cement	Matches
(1) Sickness or Accidents.	1951-52	2.7	0.6	2.2	2.8	4.0
	(2) Social or Religious. 1955-56	2.9	0.4	1.9	3.3	4.2
	1961	4.4	1.5	4.3	3.6	5.3
	1962	4.7	3.0	4.3	2.7	4.7
(2) Social or Religious.	1951-52	1.0	0.1	0.7	1.9	0.6
	1955-56	2.1	-	0.7	1.4	0.2
	1961	1.9	-	1.5	1.1	0.1
	1962	2.0	-	1.4	0.5	0.1
(3) Leave other than Holidays.	1951-52	4.8	4.2	5.5	5.0	3.6
	1955-56	3.7	3.6	5.5	5.6	2.3
	1961	4.0	7.7	5.3	5.7	3.8
	1962	3.9	7.5	5.3	5.3	3.6
(4) Other Causes.	1951-52	1.1	2.1	2.8	1.5	2.7
	1955-56	2.2	1.1	3.3	1.4	3.4
	1961	1.3	1.4	1.8	3.4	4.0
	1962	1.4	1.4	1.6	2.4	3.1
(5) All Causes.	1951-52	9.6	7.0	11.2	11.2	10.9
	1955-56	10.9	5.1	11.4	12.1	10.1
	1961	11.6	10.6	12.7	13.8	13.2
	1962	12.0	11.9	12.6	10.9	11.4

Sources: (1) The Indian Labour Year Book. (2) Indian Labour Journal.

An analysis of the figures in the above table shows that the absence due to "Sickness or Accidents" and "Leave other than Holidays" accounted for bulk of the total days lost in all the industries.

(Industrial Bulletin, Vol. IX, No. 17, 1 September, 1963, published by the Employers' Federation of India, Bombay).

CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES
OF WORKERS.

INDIA - SEPTEMBER 1963.

71. Employees and Salaried Intellectual Workers.

Uttar Pradesh: Retirement age of Government employees
raised to 58.

The age of retirement of employees of the Uttar Pradesh Government has been raised from 55 to 58 years. But there is a proviso that after an employee has attained the age of 55 he will be free to retire at his request and he may be retired should the Government feel that way. A notice of three months for the purpose will be required from either side. It has been clarified that the decision of the State Government to raise the retirement age would not affect those ministerial employees, the superannuation age of whom had already been fixed at 60. Nor would it affect the scientific and technical personnel whose services could be retained even after they had crossed the age of 58.

(The Hindu, 20 September 1963).

Gujarat: Government Servants Dearness Allowance Merged
with Salaries.

The Government of Gujarat has decided to merge about 70 to 75 per cent. of dearness allowance of its employees drawing pay up to Rs.300 in their basic salaries.

In the case of employees whose pay exceeds Rs.300, full dearness allowance will be merged in the basic salaries.

This will come into force from 1 October 1961.

(The Hindustan Times, 23 September 1961).

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - SEPTEMBER 1963.

81. Employment Situation.

Employment of Women in Industry.

An article on "Women in Industry" has appeared in the September issue of the Indian Labour Journal. The article deals with employment of women and their working conditions in various countries such as U.K., France, U.S.A. and India.

(For details please see section 53, pp. 65-70 of this Report).

A Project of Expanded Educational Facilities for the
Blind to be undertaken.

The Union Education Ministry proposes to launch a project of expanded educational facilities for blind children in the country and also train blind adults in farming. Blind children will be taken to regular primary schools and given education along with sighted children. At present there are 100 residential schools with approximately 4,500 blind children. The project aims at providing education ~~along with~~ to 9,000 blind children within seven years beginning from July 1964.

Two international agencies are co-operating with the Education Ministry in launching this programme which is intended to be a model for other countries in the Asian region. They are the American Federation of Overseas Blind and the Royal Commonwealth Society for the Blind.

In addition to the integrated scheme of education of the blind, it is proposed to start five institutes for training blind adults in agriculture.

(The Hindustan Times, 25 September 1963).

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Symposium on Manpower Policy under Five Year Plans,
Bangalore, 11 September 1963.

A symposium on Manpower Policy under Five Year Plans was held at Bangalore on 11 September 1963. Shri B.D. Jatti, Finance Minister of Mysore State presided.

these Addressing the symposium Shri B.D. Jatti, said trained personnel were a fundamental need for implementing ~~our~~ India's Plans and thus manpower planning had a vital position in ~~our~~ Plans. Manpower resources had to be assessed taking the country as a whole and it had to be done for every category of employment. This work was being done by the Perspective Planning Division. Also, the Central Applied Manpower Research Institute was established to reassess the forecasts in the light of experience.

The Mysore Government constituted a Manpower Committee in 1957 and it had made surveys under several categories like engineering and health. Its reports were being finalised and sent to the departments and it was also in close touch with the Central Institute, Shri Jatti said.

Stressing the unreliability of any definite forecast, Shri Jatti pointed out how even though the Tungabhadra project was completed, its waters could not be utilised by the farmers because they did not dig up the feeder channels. May be the farmers were ignorant or that they did not realise the economic opportunities, but even that should have been thought of by the Government, Shri Jatti added.

Shri M.D. Shivannajappa, a participant, pleaded ~~that~~ for a pragmatic labour policy as an adjunct to the manpower policy. In his opinion, the progressive labour policy of ~~the~~ our Government had increased the labour cost without any increase in productivity and thus placed our industries at a disadvantage in the competitive international market. He felt that the comparatively well-off industrial labourer with first-class medical attention was more active in reproduction of his kind than in realising his responsibilities.

(The Deccan Herald, 12 September 1963).

Employment Exchanges: Working during August 1963.

According to the Review on the principal activities of the Directorate-General of Employment and Training for the month of August 1963, the position of registrations, placements, live registers, vacancies notified and employers using employment exchanges during the month under review was as follows:-

Item.	July 1963	August 1963	Increase or Decrease (+) or (-)
Registrations.	466,157	371,371	- 94,786
Placements.	45,320	47,202	+ 1,882
Live Register.	2,743,780	2,737,629	- 6,151
Vacancies Notified.	77,765	81,285*	+ 3,520
Employers using Exchanges.	14,165	13,721	- 434

* Includes 1,608 vacancies notified by private employers falling within the purview of the Employment Exchanges(Compulsory Notification of Vacancies)Act,1959 against which submission action was not required. The corresponding figure includes in July 1963, is 1,479.

Shortages and Surpluses.- Shortage was reported in respect of typists, stenographers, doctors, draughtsmen, engineers, trained teachers, overseers, accountants, nurses, midwives, compounders and electricians, while surpluses were reported in respect of clerks, untrained teachers, unskilled office workers and unskilled labourers.

Collecting of Employment Market Information.- At the end of August 1963, employment market area studies were in progress in 227 areas in different States.

All India Quarterly Report on Shortage Occupations(No.6) relating to the quarter ended 31 March,1963 was issued during the month.

Vocational Guidance and Employment Counselling.- Report on the two phases of Aptitude testing programme conducted in Delhi during July 1963 was prepared, and distributed.

Gorakhpur Labour Organisation.- During August 1963, the Labour Depot at Gorakhpur despatched 1,145 workers to various worksites.

Deployment of Surplus/Retrenched Personnel.- During the month of August 1963, 10 persons retrenched from the various river valley projects, steel projects and government establishments were registered and 123 persons were found employment. A detailed statement showing the number of retrenched persons registered and placed and the number of persons awaiting assistance is given below:-

Name of the Project.	No. awaiting assistance at the end of July, 1963.	No. retrenched during the month.	No. of persons (including those left voluntarily) registered during the month for employment assistance.	No. replaced during the month.	No. left including no. for employment assistance.	No. awaiting assistance at the end of the month.
1	2	3	4	5	6	7
1. Damodar Valley Corporation.	258	-	-	13	8	237
2. Bhakra Nangal Project.	11	5	5	-	4	12
3. Bhilai Steel Project.	2917	-	-	92	154	2671
4. Durgapur Steel Project.	(Information not available)					
5. Special Cell of the Ministry of Home Affairs.	1225	5	5	18	-	1212*
Total.	4958	10	10	123	215	4630

Note: Total of columns 2 and 4 is equal to the total of columns 5, 6 and 7.
* Out of these 63 are class II and 1149 are Class III.

(Review on the Principal Activities of the Directorate-General of Employment and Training for the Month of August 1963; Issued by the Ministry of Labour and Employment (D.G.E. & T.), Government of India, New Delhi.)

83. Vocational Training.

India - September 1963.

Expansion of Technical Education Facilities:
Part-time Engineering Courses to be started.

Under the new scheme initiated by the Union Ministry of Scientific Research and Cultural Affairs, 2,500 industrial employees will be able to take advantage every year of part-time diploma courses to be started at 25 polytechnics. Another 480 workers will be admitted every year at 16 new centres to be opened for part-time diploma courses in metallurgy.

For further promotion, diploma holders in industry will be able to take the engineering degree by joining coaching classes which have now been opened at 20 centres.

Besides meeting the legitimate aspirations of industrial workers, these steps will also augment technical manpower and raise the number of annual admissions to diploma courses to 50,000 by 1965-66. Similarly, admissions to engineering courses will rise to about 23,000 by the end of the third Plan. Special two-year technicians' courses have been formulated and these will be introduced at about 30 polytechnics to train middle-level technicians. A similar two-year course has been devised to train technicians for defence production. It will give boys with higher secondary qualifications specialised training in particular production jobs so that in their own limited field the trainees are as good as engineers.

(The Statesman, 23 September 1963).

Labour Ministry's Training Scheme: Working during August 1963.

According to the Review of the Principal Activities of the Directorate-General of Employment and Training for the month of August 1963, there were 282 institutes for training of craftsmen, 73 undertakings imparting apprenticeship training and 21 Centres holding part-time classes of industrial workers. The total number of seats stood at 79,148 and the total number of persons undergoing training was 71,529.

Craftsmen Training Scheme.- During the month of August, 1963, 2,304 seats under the Craftsmen Training Scheme and 700 seats under the Part-time courses for Industrial Workers were sanctioned for introduction during the Third Five Year Plan. The progressive total number of seats sanctioned so far is given as under:-

1. Craftsmen Training Scheme.	58,734 seats.
2. National Apprenticeship Training Scheme.	2,787 seats.
3. Part-time courses for Industrial Workers.	3,445 seats.
4. Number of new Industrial Training Institutes sanctioned.	144

Equipment.- ~~During the month of August, 1963,~~ Central 2,304 seats under the Training Institutes for Instructors at Calcutta, Kanpur, Madras, Hyderabad, Ludhiana and Bombay are being assisted by foreign aid programmes. These Projects are functioning under Craftsmen Instructors Training Scheme and are being aided by Special Fund Project of the U.N.O. except the one at Bombay, which is being helped by the Aid Agency of the United States. The progressive receipt position of equipment upto August 1963 is tabulated below:-

Name of Centre.	Value of Equipment stipulated in the Aid (In million rupees)	Value of Equipment received upto August 1963 (In million Rupees)
C.T.I., Calcutta.	1.738	1.650
C.T.I., Kanpur.	1.390	1.209
C.T.I., Madras.	1.390	0.800
C.T.I., Hyderabad.	1.390	0.267
C.T.I., Ludhiana.	1.390	0.088
C.T.I., Bombay.	1.704	1.426

(Review of the Principal Activities of the Directorate-General of Employment and Training for the Month of August 1963; Issued by the Ministry of Labour and Employment (D.G.E. & T.), Government of India, New Delhi).

Chapter 9. Social Security

92. Legislation.

India - September 1963.

Review of Progress made by the Employees' State Insurance Scheme upto 1963.

The following is a brief review of the progress made by the Employees' State Insurance Scheme upto March 1963, which has appeared in the September 1963 issue of the Indian Labour Journal:-

It was on 24 February, 1952 that the Employees' State Insurance Act was implemented simultaneously in Kanpur, and Delhi - two industrial centres chosen for implementing the scheme of Social Security. The number of workers involved was 150,000 in the two centres. With a view to meeting criticism of the employers that the employers in implemented areas might be subjected to a competitive handicap if they were to pay the contributions under the Employees' State Insurance Act when other employers in non-implemented areas were exempted from paying any contribution under the Act, the Act was amended in 1951 to impose a small levy on employers even in non-implemented area.

During the succeeding year 1953, the scheme was implemented in 7 industrial areas in Punjab covering about 30,000 more workers. In 1954, the Scheme was extended to Greater Bombay benefiting about 500,000 workers. Next year implementation of scheme in Calcutta ~~about~~ and Howrah covered other 200,000 who came within the orbit of the scheme. Since then the scheme has been implemented in large number of industrial areas in all States except Gujarat where it is likely to be extended shortly after the completion of capital construction of hospitals and dispensaries. While the initial endeavour in the earlier stages naturally was to extend the coverage as much as possible, efforts during the last few years have been made to make an all-out attempt to enlarge the benefits available to the insured persons. The medical care provided to the insured persons is of a comprehensive character and includes specialist services, full hospitalisation, ambulance service, X-ray and pathology investigation, provision of modern drugs, supply of artificial limbs, artificial dentures for employment injury cases provision of spectacles for the impairment of vision due to employment injury.

Medical care has also been extended to the families of the insured persons in most of the States where the Government have been able to make requisite arrangements. The members of the families are given full medical care short of hospitalisation where the State Governments are in a position to undertake such a responsibility.

In order that the insured person may get necessary medical benefit of the required standard, greater attention was paid to the construction of hospitals and dispensaries under the Employees' State Insurance Scheme throughout the country. Four hospitals at Bombay (M.G.M. hospital), Madras, Bangalore and Kanpur have been constructed for the exclusive use of the insured persons with a final capacity of 600 beds, 363 beds, 300 beds and 212 beds respectively. Besides, the construction of other hospitals at Indore (Madhya Pradesh), Worli in Bombay (Maharashtra); Chaudhwar (Orissa) Kurnathatty and Bally, Bankura, Serampore, Uluberia in Calcutta (West Bengal) and other places is already under hand. It has been decided to construct a hospital at Vishakhapatnam and a cottage hospital each at Warrangal, Vijayavada and Adoni (Andhra Pradesh). Dispensaries have also been constructed at many places for giving out-door treatment exclusively to the insured persons.

Up to 31 March, 1963 there were 421 dispensaries and 2,307 panel doctors working under the Schemes. A total number of 3,569 beds have been reserved/provided in the hospitals for the indoor treatment of the insured persons.

The scheme has been extended to 151 centres up to March, 1963 covering 2,335,000 insured persons and medical care is provided to 8,255,000 beneficiaries. The cash benefit is provided for sickness, maternity, disablement and dependants' benefit to the dependants of insured persons who meet with death due to employment injury and the payment is made through the offices scattered all over the country. There are 15 Regional Officers within various states besides 288 Local Offices, Sub-local offices and Pay Offices. Some indication of the magnitude of the Corporation's activities may be had from the fact that during the year 1962-65, the Corporation disbursed a sum of 40,977 million rupees by way of cash benefits to the insured workers and spent 0.274 million rupees for grant of other types of cash and miscellaneous benefits to them. In addition, 11.934 million rupees have been set aside for meeting periodical payments (i) to insured persons who have been partially or totally disabled and (ii) to the dependants of the insured persons who died as a result of employment injuries. Further 47.224 million rupees were incurred towards Corporation's share of the cost of medical care of the insured persons and their families.

The benefits have been enhanced wherever it is possible. The rate of maternity benefit which originally was half of the average daily wages of the insured woman was subsequently increased to a sum equivalent to the full average daily wage. The insured persons suffering from T.B., Leprosy, Mental and Malignant diseases and suffering from Fractures of lower extremity (non-employment injury cases) are now entitled to Extended Sickness Benefit for a period of 309 days at reduced rate after payment of ordinary sickness benefit for 56 days at full rate. This facility has also been extended to cases of rare and peculiar reaction of certain drugs. Cash benefits are remitted liberally to the insured person by money order at the cost of the Corporation if the insured person so desired.

In view of the experience gained during the working of the scheme so far, a comprehensive set of amendments to the Act was approved by the Corporation and is under consideration of the Central Government.

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Employees' Provident Funds Act, 1952, extended to employees
of Distilling and Rectifying of Spirits.

A notification dated 26 September 1963 of the Ministry of Labour and Employment says that whereas the Central Government is of opinion that a provident fund scheme should be framed under the Employees' Provident Funds Act, 1952, in respect of the employees of the distilling and rectifying of spirits (not falling under industrial and power alcohol) and blending of spirits industry, in exercise of the powers conferred by sub-section (1) of section 4 of the Employees' Provident Funds Act, 1952, the Central Government directs that with effect from 31 October 1963, the said industry shall be added to Schedule I to the Said Act.

(Notification G.S.R. 1605 dated 26 September 1963,
the Gazette of India, Part II, Sec. 3, sub-sec. (1),
5 October 1963, page 1880).

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Employees' Provident Funds Scheme; Increased Rate
of Subscription applied to Certain Factories.

A notification dated 18 September 1963 of the Ministry of Labour and Employment says that in exercise of the powers conferred by the first proviso to sub-section (1) of section 6 of the Employees' Provident Funds Act, 1952, the Central Government, after making necessary enquiry into the matter, has specified every establishment which is a factory engaged in the manufacture ~~turing~~ of ~~the~~ any of the items mentioned in the Schedule below, and in which fifty or more persons are employed, as an establishment to which the said proviso shall apply with effect from 31 October, 1963.

Schedule: 1. Textiles (made wholly or in part of artificial silk and wool). 2. Matches. 3. Edible oils and fats, other than vanaspati. 4. Rubber and rubber products. 5. Electricity including the generation, transmission and distribution thereof. 6. Tea. 7. Printing (other than printing industry) relating to newspaper establishments as defined in the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955, including the process of composing ~~types~~ types for printing, printing by letter press, lithography, photogravure or other similar process or book-binding. 8. Glass. 9. Stone-ware pipes. 10. Sanitary wares. 11. Electrical porcelain insulators of high and low tension. 12. Refractories. 13. Tiles. 14. Heavy and fine chemicals, excluding fertilizers but including the following:- (i) Turpentine, (ii) Rosin, (iii) Medical and pharmaceutical preparations, (iv) Toilet preparations, (v) Soaps, (vi) Inks, (vii) Intermediates, dyes, colour lakes and toners, (viii) Fatty acids, and (ix) Oxygen, acetylene, and carbon-dioxide gases industry. 15. Indigo. 16. Non-edible vegetable and animal oils and fats. 17. Mineral oil refining industry.

(The proviso to section 6 sub-section (1) of the Act dealing with subscription inserts a new proviso empowering the Central Government to substitute the words 'eight per cent' for the words 'six percent' and a quarter per cent'.)

By another notification dated 18 September 1963, the Central Government, after making necessary enquiry into the matter, has specified every newspaper establishment, as defined in clause (d) of section 2 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 (45 of 1955), in which fifty or more persons are employed, as an establishment to which the said proviso shall apply with effect from 31 October, 1963.

(Notifications GSR 1532 and 1533, dated 18 September 1963, the Gazette of India, Part II, Sec. 3(1), dated 28 September 1963, pp. 1795-1796).

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Employees' Provident Funds (Amendment) Act, 1963
(No. 28 of 1963).

The Employees' Provident Funds Bill (vide pages 90-92 of the report of this Office for June 1963) as passed by Parliament received the assent of the President on 7 September 1963 and has been gasetted as Act No.28 of 1963.

The Amendment Act extends the benefits of the principal Act to employees employed by or through a contractor and enables the employer to recover the contributions from the contractor. Other important amendments relate to -

(i) extending the benefit of protection from attachment of provident fund to certain employees exempted from the operation of the Schemes who are at present not entitled to such protection;

(ii) substituting for the definition of the term 'manufacture', the definition of the term 'manufacture' and 'manufacturing process' on the lines of the comprehensive definition of the term 'manufacturing process' embodied in the Factories Act, 1948;

(iii) making detailed provisions of the constitution of a Central Board of Trustees for administering the Employees' Provident Fund and also for recruitment of certain officers of the Employees' Provident Fund Organisation by the Central Government in consultation with the Union Public Service Commission;

(iv) empowering the Central, Deputy and Regional Provident Fund Commissioners to determine the provident fund dues and other charges recoverable from an establishment and conferring on Provident Fund Inspectors powers of search and seizure for the proper implementation of the Act;

(v) prescribing uniform conditions for all cases of exemptions permitted under the Act from the operation of the Scheme;

(vi) providing for the transfer and acceptance of provident fund accumulations from the Employees' Provident Fund to a recognised provident fund and vice versa where an employee leaves one fund and joins another.

(The Gazette of India, Extraordinary, Part II, Sec.1,
7 September 1963, pp. 299-308).

LIST OF THE PRINCIPAL LAWS PROMULGATED DURING
THE PERIOD COVERED BY THE REPORT FOR SEPTEMBER
1963.

INDIA - SEPTEMBER 1963.

CHAPTER 9. SOCIAL SECURITY.

Employees' Provident Funds (Amendment) Act, 1963
(No. 28 of 1963) (The Gazette of India, Extraordinary,
Part II, Sec. 1, 7 September 1963, pp. 299-308).

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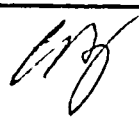
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13.5.64

David