

MINUTE SHEET

~~Mr. Shearer~~
~~Mr. Ross~~
Mr. Wynne-Roberts

28
25/6 *Van Warmelo*
Please discuss with Coop - A

Your attention is invited to the June 1964 report of the India Branch Office (p.19) in which mention is made of a statement of Mr. S.K.Dey, Union Minister for Co-operation, that a National Institute on Co-operative Management for higher level personnel, covering both officials and non-officials, is to be set up.

I would suggest to explore, together with CO-OP the possibility of initiating technical cooperation with the proposed Institute either under EPTA or Special Fund arrangements. As for the latter possibility, I should mention that so far the Special Fund has not been prepared to finance projects with a significant cooperative element.

It is now I believe I've got a recent letter from Cohen

14.6.65

W. van Warmelo
W. van Warmelo

Mr. Grizet (on return)

Jonges 9/8/65

Please refer to my minute above. May we discuss please

20.7.65

28
W. van Warmelo
W. van Warmelo
W. van Warmelo

I am ready to discuss this at any time suitable to you
Jonges

9/8/65

~~W. van Warmelo~~

INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

Industrial and Labour Development in June 1964.

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

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I.L.O. REGISTRY-GENEVA

13 AUG 1964

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JUNE 1964.

11. Political Situation and Administrative
Action.

New Central Cabinet Formed.

The new Union Cabinet, headed by Shri Lal Bahadur Shastri, who had been elected Leader of the Congress Party in Parliament on the death of Shri Jawaharlal Nehru, assumed office on 9 June 1964. Shri ~~H~~ The Minister of Labour and Employment is Shri D. Sanjivayya while Shri R.D. Malaviya is the Deputy Minister.

The names of Cabinet Ministers and Ministers of State are given below:-

Cabinet Ministers:

1. Shri Lal Bahadur Shastri: Prime Minister and Minister of Atomic Energy.
2. Shri Gulzarilal Nanda: Minister of Home Affairs.
3. Shri T.T. Krishnamachari: Minister of Finance.
4. Shrimathi Indira Gandhi: Minister of Information and Broadcasting.
5. Shri Swaran Singh: Minister of Foreign Affairs.
6. Shri S.K. Patil: Minister of Railways.
7. Shri Ashok Kumar Sen: Minister of Law and Social Security.
8. Shri Y.B. Chavan: Minister of Defence.
9. Shri Sanjiva Reddy: Minister of Steel and Mines.
10. Shri C. Subramanian: Minister of Food and Agriculture.
11. Shri Humayun Kabir: Minister of Petroleum and Chemicals.
12. Shri Satyanarayan Sinha: Minister of Parliamentary Affairs and Communications.
13. Shri H.C. Dasappa: Minister of Industry and Supply.
14. Shri M.C. Chagla: Minister of Education.
15. Shri D. Sanjivayya: Minister of Labour and Employment.
16. Shri Mahavir Tyagi: Minister of Rehabilitation.

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Ministers of State:

1. Shri Mehr Chand Khanna: Minister of Works and Housing.
2. Shri Manubhai Shah: Minister of Commerce (including Textiles and Jute).
3. Shri Nityanand Kannungo: Minister of Civil Aviation.
4. Shri Raj Bahadur: Minister of Transport.
5. Shri S.K. Dey: Minister of Community Development and Cooperation.
6. Shrimathi (Dr.) Sushila Nayyar: Minister of Health.
7. Shri Jaisukhlal Hathi: Minister of State in the Ministry of Home Affairs.
8. Shrimathi Lakshmi Menon: Minister of State in the Ministry of External Affairs.
9. Shri Raguramiah: Minister of Supply in the Ministry of Industry.
10. Shri O.V. Alagesan: Minister of State in the Ministry of Petroleum and Chemicals.
11. Dr. Ram Subhag Singh: Minister of State in the Ministry of Railways.
12. Shri R.M. Hajarnavis: Minister of Cultural Affairs.
13. Dr. K.L. Rao: Minister of Irrigation and Power.
14. Shri B.R. Bhagat: Minister of Planning and Minister of State for Finance.
15. Shri A.M. Thomas: Minister of Defence Production.
16. Shri T.N. Singh: Minister of State in the Ministry of Industry and Supply.

(The Hindustan Times, 10 June and
19 July 1964)

Samyukta Socialist Party Formed.

A new party named Samyukta Socialist Party has been formed with the merger of the Praja Socialist and Socialist Parties. Shri S.M. Joshi and Shri Raj Narain have been elected Chairman and General Secretary respectively.

The new party aims "to achieve by democratic and peaceful means, a socialist society, free from social, political and economic exploitation of man by man and of nation by nation".

(The National Herald, 8 June 1964).

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12. Activities of External Services.

India - June 1964.

Visits:

a) The Director of this Office visited Bombay on 12 May 1964 and attended a meeting of the All India Trade Test and Prize Distribution Function organised by the Government of India at C.T.I., Bombay.

He also had discussions with Mr. Wynne Roberts and Mr. Varnekar, Principal, NITIE and Mr. Dembicki, Chief Adviser.

b) On 5 June 1964, the Director visited Chandigarh and addressed Trainee Officers undergoing a training course in Workers' Education Programme under the auspices of the Department of Commerce, University of Panjab.

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13. Press and Opinion.

India - June 1964.

In addition to the attached clippings, the following references to the work of the ILO appeared in Indian Journals, received in this Office during the period under review.

1. The March issue of "Survey" publishes an abridged version of 'Vocational Training for Blind Youth', that appeared in I.L.R.
2. The Technical Assistance Newsletter February-March 1964 publishes a newsitem about the tour of some Fellows to Japan, which was arranged by I.L.O.
3. The Commerce dated 21 March 1964 publishes a newsitem on "ILO and Automation".
4. The February-March issue of "Hind Mazdoor" under its column 'International News' publishes a newsitem on "Programme against Apartheid" and also "ILO and Public Servants".
5. The Special issue of "Oceanite" in its editorial mentions about the "Bodmer Report".
6. The same issue publishes an article on "Social Security for Merchant Navy Officers". There is a detailed reference about ILO Conventions on the subject.
7. The same issue of the Journal contains an article "India and ILO Maritime Conventions".
8. In the same issue of the Journal there is a reference about the convening of the Second ILO Asian Maritime Conference and also about ILO Conventions.
9. The Third Kerala Circle Conference of Posts and Telegraphs employees Unions' Souvenir publishes an article entitled "The International Labour Organisation and Posts and Telegraphs' Employees" by the Director of this Office.

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10. The April 1964 issue of the Indian Textile Journal publishes a note on the death of Sir Guildhaume-Myrddin Evans.

11. The 1st May 1964 issue of "Industrial Bulletin" contains an I.L.O. Press Release 'Mr. David Morse on Labour Relations and Income Policies'.

12. The April-May 1964 issue of "Asian Labour" publishes the I.C.F.T.U. Board Resolutions which contains an item against South Africa.

13. The 20 May 1964 issue of "Trade Union Record" publishes extracts from the W.F.T.U.'s letter to the ILO dated January 1964.

14. The 30 May 1964 issue of "Indian Finance" contains a review of the Report of the International Labour Organisation Committee of Experts on the Applications of Conventions and Recommendations.

15. April-June 1964 issue of "Newsletter" publishes a talk on Apprenticeship Training delivered at the Seminar on "Training Organised by Bombay Productivity Council by Mr. R.J.Percy" the ILO Expert attached to the Central Training Institute, Bombay.

16. The 1 June, 1964 issue of "Indian Worker" publishes 'ILO's Condolence Message on the death of Shri Jawaharlal Nehru'.

17. The same journal dated 8 June 1964 publishes the agenda of the 48th Session of the International Labour Conference.

18. The same issue of the Journal publishes I.C.F.T.U. complaint to ILO against the Government of Upper Volta for violation of Trade Unions Rights.

19. The same Journal in its issue dated 30 March publishes a report about the withdrawal of South Africa from I.L.O.

20. The same issue of the 'Indian Worker' contains a newsitem about the visit of Mr. T.J. Grinevald to the INTUC Office on 25 March 1964.

25. Wage-Earners' Organisations.

India - June 1964.

U.P.: Working of Indian Trade Unions Act
(XVI of 1926) for the Year 1960-1961.

According to the annual Report[†] on the working of the Indian Trade Unions in Uttar Pradesh for the year 1960-61, the year started with 1083 registered trade unions in the State. One hundred eleven unions were registered during the year under report and the registrations of 135 unions were cancelled. The number of registered trade unions was on 31 March 1961 therefore stood at 1059. Out of these trade unions (including 14 Federations) only 883 trade unions (including 10 Federations) submitted their annual returns for the year 1960-61. The remaining 176 trade unions were removed from the Register of Trade Unions on different dates.

Growth of Trade Unions Movement.- There was an upward trend in the growth of Trade Union movement during the period 1951-52 to 1960-61. Out of 873 trade unions submitting returns, eight unions did not report their membership figures. Thus the total membership of 865 trade unions which submitted their Annual Returns and reported membership figures comes to 331,058 bringing the average membership per union to 383.

Out of 865 unions only 155 unions reported female membership ranging from 1 - 348. The number of registered trade unions at the end of 1960-61 was largest in ~~Jaunpur~~ (207). The districts of Lucknow, Meerut, Agra, Varanasi, and Allahabad were next in importance having 86, 84, 67, 58 and 54 unions respectively.

* Annual Report on the Working of the Indian Trade Unions Act (XVI of 1926) in the State of Uttar Pradesh for the Year 1960-61: Allahabad: Superintendent Printing and Stationery, Uttar Pradesh, India, 1964. Price Rs. 6.00. pp. 87.

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Fortysix of the remaining districts had each less than 50 registered trade unions. The largest number of Annual Returns for the year 1960-61 was received from the registered trade unions of Kanpur.

Trade Unions and their Membership.-

About 58 per cent. of the trade unions have each a membership of less than 150 persons. Their total membership being only 9.4 per cent. of all workers constituting the trade unions with in the State; 12 per cent. of the unions have each a membership ranging between 500 - 1000 persons; 5.4 per cent. having each a membership ranging between 1000 - 5000 persons and only 0.5 per cent. having each a membership of more than 5000 persons.

Financial Position.- The General Fund as well as the liabilities of the trade unions have increased as compared to the preceeding year. This increase may be taken as a sign of the increased activities of the unions in the State. During the year under report, 180 unions have reported closing balance of General Fund exceeding Rs.1000 and 135 unions had cash balance exceeding Rs.1000. Twenty-three registered trade unions reported cash balances exceeding Rs.5000 as on 31 March 1961. Twentyone trade unions have reported deficit balances at the close of 1960-61 ranging from Rs.14 to Rs.1608. The most important source of income of trade unions is subscription from members. The figures for the years 1958-59, 1959-60 and 1960-61 were Rs.667,253, Rs.768,524 and Rs.906,834, respectively. It was due to increase in the trade union membership and also the amendment of Indian Trade Unions Act whereby the minimum subscription of members was raised to Rs.3 per year.

Inspections and Enquiries.- During the year under review 550 inspections and 912 enquiries were conducted as against 556 inspections and 570 enquiries during the previous year. Enquiries generally related to complaints made by members and office bearers of unions with regard to misappropriation of funds, irregularities in elections, dissolutions and amalgamation of unions, complaints against new registrations and defaulting trade unions. Regular inspections have helped the trade unions in developing in healthy and democratic lines.

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Out of 912 enquiries 77 were conducted on the receipt of complaints, 40 complaints related to election controversy, 8 to registration of unions, 21 to mismanagement of funds and eight complaints were of miscellaneous nature. Out of 40 complaints relating to elections 4 were found to have no force and in the remaining 36 cases, either re-elections were advised or compromises were effected between the parties. Out of 8 complaints against registration of unions, 7 were found to be without force and in one case the registration of the union complained against was refused. Similarly 19 complaints out of 21 regarding mismanagement of funds were found to be false while in two cases administrative action was taken.

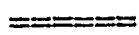
Payment of Cash Benefits.- Out of 626 trade unions 16 trade unions reported to have paid death benefits ranging from Rs.45 to Rs.166, the total amount of death benefits paid being Rs. 916; 21 unions reported to have paid strike benefits ranging from Re.1 to Rs.219, the total amount of strike benefits ranging from came to Rs.519; 42 trade unions reported to have paid unemployment benefits ranging from Rs.5 to Rs.2,787, the total amount of unemployment benefits being Rs.5,076; 39 trade unions paid sickness, accident benefits to their members ranging from Rs.3 to Rs.275, the total amount of such benefits being Rs.4,036; 9 unions paid old age benefits which calculated to Rs.385; 33 trade unions reported to have given financial assistance to their members in other forms and the amount of these benefits ranged from Re.0.50 to Rs.504, the total amount paid in this way being Rs.3,016.

Settlement of Industrial Disputes.- Six hundred and thirteen trade unions reported to have made representations of the grievances of their members direct to employers. The total number of cases so represented was reported to be 10,196 of which relief was reported to have been obtained in 7,226 cases. Five hundred and thirtytwo unions reported to have represented their cases numbering 5,216 to the State Labour Department, in which relief was reported to have been obtained in 3,009 cases. One hundred and six trade unions reported to have represented their cases numbering 329 to agencies other than those mentioned above and reported to have obtained relief in 163 cases.

Publications and Enquiries.- Fourteen trade unions reported to have published their newspapers and 32 unions reported to have taken up statistical investigations on the working and living conditions of workers and their housing problems.

Other Welfare Measures.- Sixtythree trade unions reported to have provided for indoor and outdoor games for their members; 13 unions reported to have started Employees' Cooperative Stores; 19 unions reported to have opened schools for their members and 102 unions reported to have given other educational benefits; 93 unions provided for medical aid to their members; 16 unions reported to have opened libraries for the use of their members; 62 trade unions reported to have given financial help to their members when they badly stood in need of it; 156 unions organised Drama and music programmes for their members.

Type of Membership.- Six hundred and sixteen unions reported to have honorary members, the total of such members being 2,224; 22,241. The number of such members in individual union ranged from 1 to 16.



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29. International Co-operation.

India - June 1964.

India gets \$ 90 Million I.D.A. Credit.

The International Development Association has extended a credit equivalent to \$ 90 million to India for the purpose of expansion of selected lines of capital goods production.

The credit will assist companies manufacturing commercial vehicles, industrial machinery and construction equipment to make fuller use of existing capacity and to produce more goods, by enabling them to import components and materials on a larger scale than has been possible up to now because of foreign exchange shortage. In the industries, directly affected the I.D.A. credit is expected to increase the output by 30 per cent. in the current financial year. The proceeds of the I.D.A. credit will be made available to the participating firms and agencies through a regular import licensing procedure of the Government of India. About \$ 75 million will finance imported components, materials and balancing equipment for factories producing trucks and buses, machine tools, cutting tools, heavy construction equipment, electrical equipment, and similar items of capital equipment. The balance will finance import of equipment and spares for heavy earth moving and construction equipments and transporters to move the equipment from one project site to another.

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The credit is for a term of 50 years. Repayment of principal will begin from 15 November 1974, after a ten year grace period. Thereafter, one per cent. of the principal will be repayable annually for 10 years and three per cent. annually in the final 30 years. The credit is free of interest, but a service charge of three-quarters of one per cent. per annum on the amount withdrawn and outstanding will be made to meet I.D.A.'s administrative costs.

(The Hindustan Times, 11 June 1964).

34. Economic Planning, Control and Development.

India - June 1964.

Conference of Chief Ministers of States:
Cut in Expenditure to Curb Rising Prices.

At a conference of State Chief Ministers' Conference held at New Delhi from 24-26 June 1964, it was decided, among other matters, to cut the Central Government's expenditure by 700 million rupees, to curb the rising price spiral. The Finance Minister, Shri T.T. Krishnamachari, appealed to the States to cut down those items of expenditure which did not contribute to economic growth. He even suggested cuts in the expenditure on relief and rehabilitation. "We cannot avoid expenditure. Yet we cannot afford to be very generous", he added.

The Prime Minister, Shri Lal Bahadur Shastri, stressed the importance of co-operatives in keeping prices in check. He assured the States that the Centre would be willing to meet all their "reasonable demands."

(The Statesman, 27 June 1964)

Unit Trust Scheme Introduced from
1 July 1964.

The Unit Trust of India set up in 1963 (vide page 33, section 34, of the Report of this Office for December 1963) to afford the small investor a means of acquiring share in the growing prosperity of the country and to mobilise internal resources as an auxiliary to the Indian Investment Centre which helps find external resources began work from 1 July 1964, when Units of the face value of Rs.10 were put on the market.

(The Statesman, 11 June 1964 and
1 July 1964)

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

INDIA - JUNE 1964.

41. Agriculture.

Recommendations of the Land Reforms
Implementation Committee: High level
Committees to be set up in States.

A meeting of the Land Reforms Implementation Committee was held at New Delhi on 25 June 1964, to take early steps to complete the land reform programme as speedily as possible. The meeting was presided over by Shri G.L. Nanda and attended, among others, by Shri C. Subramanian, Food and Agriculture Minister, Shri Asoka Mehta, Deputy Chairman of the Planning Commission, Shri Shriman Narayan, member in charge of agriculture, and Chief Ministers of some of the States.

The committee made the following suggestions:-

Each State should appoint a special officer assisted by such staff as may be necessary to implement the programme according to a fixed schedule to be drawn up by the State Government.

There should also be a high-level committee in each State which should review the progress of implementation periodically, say, every six months so that timely steps are taken to fill the gaps that may come to notice.

The States should be requested to report to the Centre every six months the progress made in implementing land reform measures. It should be ensured that tenant-cultivators are given necessary financial assistance to enable them to take part fully in production programmes.

As a large number of tenants were cultivating land on oral leases, they were often unable to assert their rights as they could not prove their possession. It is desirable that early steps should be taken to prepare a record of tenancies where this is not being done at present and to revise it where it obtains to remove the deficiencies.

~~area which was~~ It was pointed out that a sizable area which was being claimed under personal cultivation was in practice cultivated through informal tenancies and the actual cultivators were not in a position to avail themselves of the package of improved practices, affecting agricultural production.

It would be necessary, it was felt, to lay down norms of efficient management and cultivation which landowners should be required to observe in respect of lands claimed ~~estimated~~ under personal cultivation; where the norms were not fulfilled the States should have the right to take over management of such lands.

(The Statesman, 26 June 1964)

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42. Co-operation.

India - June 1964.

Conference of Registrars of Cooperative Societies, Hyderabad, 17 June 1964:
State Trading through Cooperatives
proposed.

The annual conference of registrars of cooperative societies which was held at Hyderabad on 17 June 1964, recommended, among other things, that co-operatives be utilised as the sole agency for State Trading and in the procurement of grain, the procurement operations being carried out by marketing societies on a commission basis. It also proposed a high-powered commission to suggest ways to develop a sound co-operatives marketing speedily. It said the time had also come for co-operatives to undertake the manufacture of fertilisers, power tools and insecticides. Reservation for co-operatives of a percentage of future licences for food and other agricultural processing factories was also proposed.

The conference recommended master plans for each district for the development of a co-operative processing industry and such secondary industries as would manufacture power alcohol, paper, textiles, solvents and rice bran oil. It said the State Governments should consider exemption of marketing co-operatives from sales tax on members' produce and the levy system imposed on the paddy and rice trade. To help marketing societies to buy outright the produce of their members, particularly the small growers, Government contribution to a special price fluctuation fund at the State marketing society level was recommended.

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Reviewing the progress of co-operative farming in the first three years of the third Plan, the conference said greater emphasis should be laid in the future on the qualitative aspect of the programme, and suggested that the staff of the agriculture and animal husbandry departments be more effectively associated with the programme.

The Conference was of the opinion that the co-operatives should be able to play a major role in holding the price line and they should handle a substantial portion of the marketed surplus. The conference felt that co-operative marketing should be linked with consumer co-operatives. It said that outright purchases should be resorted to in order to help those who had small farms. It recommended that credit facilities should be given to co-operatives marketing societies by the Reserve Bank as well as the State Bank.

It said that co-operatives should be the agency for the distribution of agricultural credit. Only in areas, where co-operatives were weak should Government give taccavi loans but this should not continue for more than three to five years.

The conference came to the conclusion that in backward areas co-operatives required larger financial assistance. The conference endorsed the proposal for more consumer co-operatives to cover all cities and towns with a population of 50,000 or more. It favoured a national federation of consumer co-operatives.

(The Statesman, 18 and 21 June 1964).

19

Training in Cooperative Management
Institute to be set up.

Addressing the Cooperation Ministers' Conference, in Hyderabad on 19 June 1964, Shri S.K. Dey, Union Minister for Co-operation, said that cooperation as a sector in the Economy and as a balancing force between public and private sectors was being worked out. He disclosed that a National Institute on Cooperative Management for higher level personnel, covering both officials and non-officials would be set up. Co-operation must begin to get independent of Government control. He stressed the need for building up Federal Organisations of different facets of cooperative movement. Regarding consumer cooperatives he said that ultimately, it was the efficiency of these cooperatives and service in competition with others that mattered.

(The Hindu, 2 June, 1964)

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

India - June 1964.

Labour Conditions in the Shellac Industry*.

An article on the working conditions of labour in the Shellac Industry has been published in the Indian Labour Journal, June 1964. The following is a brief review of this article.

Introduction.- The Labour Bureau undertook a study in May-June 1963 in the working conditions of workers of Shellac Industry. The number of registered factories and cottage establishments which had worked during the year 1961 was 12 and 169 respectively. These were considered as frame for the enquiry.

Sampling Design: Factory Sector.- The factories were scattered in 8 States. For the purpose of sampling, each State was treated as a separate stratum. On the basis of employment data, factories in each stratum were classified into three groups, viz., '1 to 50', '51-100', and 'above 100'. Within each stratum and employment-size group the samples were drawn on a random sampling basis in accordance with varying sampling fractions subject to a minimum of 2 units from each group in each stratum. For presenting the results the States were classified into four regions, viz., (1) Bihar, (2) West Bengal, (3) Madhya Pradesh, and (4) 'Rest of India' comprising Assam, Gujarat, Maharashtra, Orissa and Uttar Pradesh. Of the 120 units in the frame, 36 were selected for the enquiry. Of these, 14 units were found either closed or belonging to some other industry group. Thirteen of them could be substituted as for the remaining one unit no substitute was available.

* Indian Labour Journal, Vol.V, No.6, June 1964, pp. 449-481.

Thus, 35 units were finally covered.

Cottage Sector.- The total number of units in the frame was 169. State-wise distribution of units in the frame as well as units selected for field investigations is given below:-

State	No. of units in the frame.	No. of units selected for field investigation.
Bihar	42	10
West Bengal	89	20
Madhya Pradesh	23	6
Maharashtra	9	2
Uttar Pradesh	6	2
Total.	169	40

During the course of the field investigation a good number of units were found closed due to slump in the industry. Consequently the substitution of sampled units had to be resorted to on a large scale. In spite of substitutions only 39 out of 40 units could be covered, as no substitute was available for the remaining unit. The units had stopped working because of an unprecedented slump in the industry; but because of the impetus given by the State Trading Corporation some of the units continued producing seedlac.

Employment: Direct and Contract Labour.- None of the covered units employed any contract labour. The total number of estimated workers was about 6,100.

Employment of Women and Children.- None of the covered units employed any child labour. Employment of women was, however, quite common. They accounted for as much as 28 per cent. of the total labour. Region-wise break-up shows that the percentage of women workers to the total labour was the highest (63) in Madhya Pradesh and the lowest (20) in Bihar.

Employment Status.- Permanent, temporary and casual workers accounted for about 23, 64 and 14 per cent. of the total labour respectively. No badli (substitute) worker or apprentice, trainee or probationer was employed. Region-wise break-up shows that permanent workers were employed in two regions only, viz., Madhya Pradesh and West Bengal. Casual workers were employed only in two regions, viz., Bihar and West Bengal where their percentage to the total labour were about 5 and 21 respectively. Employment group-wise break-up shows that this percentage was higher (20) for the group 'Above 100' as compared to that (7) in the lowest group '1-50'. The units in the employment group '51-100' did not employ any casual labour.

Piece-rated and Time-rated Workers.- Piece-rate system was as much in vogue as time-rate system as workers under the former system accounted for as much as 44 per cent. of the total labour. Region-wise break-up shows that the percentages of piece-rated workers to the total labour were comparatively higher in Bihar (80) and 'Rest of India' region (78) as compared to those in Madhya Pradesh (24) and West Bengal (29). Employment group-wise break-up shows that the piece-rated workers were employed more in units belonging to groups '1-50' and '51-100' as compared to the units belonging to the group 'Above 100'.

Recruitment.- Almost all the covered units recruited their workers directly at the gate. Recruitment through existing workers of the units was also prevalent in Bihar and Madhya Pradesh. Only one unit in employment group 'Above 100' in West Bengal recruited some of its workers through employment exchange and advertisements. Except two units - one each in employment group '51-100' and 'Above 100' - none of the covered units had prescribed any medical examination for its workers prior to their recruitment. All the units except 7 - one each in Bihar and 'Rest of India' regions and 5 in West Bengal - gave preference to the relatives of their workers in the matter of recruitment.

Training.- None of the covered units had introduced any scheme for imparting training to its workers.

Length of Service.- About 69 per cent. of the workers had less than 1 year's service. Of these 97 per cent. were temporary and the remaining were permanent. On the other hand, workers who had put in service of 10 years or more accounted for only 20 per cent. of the total labour. Of these, about 2 per cent. were temporary and the remaining 98 per cent. were permanent.

Absenteeism.- The over all rates of absenteeism for the industry varied from 11 in January, 1963 to 18 in June, 1962. The monthly average of the entire period (1 April 1962 to 31 March 1963) was about 13. The rate of absenteeism was uniformly high in all the regions during May and June 1962.

Labour turnover.- The average monthly rates of accessions and separations for the 12 months, ending on 31 March 1963 were quite high, being about 22 and 23 respectively. The maximum and minimum rates of accessions were estimated at 31 (in September) and 12 (in November) respectively. The maximum and minimum rates of separations were about 32 (in November) and 19 (in September and October) respectively. These rates would have been still higher but for the low rates in bigger units in West Bengal. The rate of accessions was the highest (about 35) in 'Rest of India' region and the lowest (about 15) in West Bengal. The rate of separations was the highest (39) in Bihar and the lowest (15) in West Bengal.

Wages and Earnings.- Data relating to wage-rates, various components of total earnings and average daily earnings in respect of various categories of workers employed directly by the sampled units were collected for the last wage-period preceding the 31 of March 1963. The average earnings of Watchmen were the highest (Rs.4.07). This was due to their very high earnings in one unit in the employment group 'Above 100' in West Bengal. Further, since Crushers and Rang Kariyas were not engaged by this unit, their all-India earnings worked out to be low.

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As regards piece-rated workers, the average daily earnings of Karigars engaged on Bhattas for manufacturing Shellac were the highest (Rs.2.90). The lowest paid workers were Male and Female Mazdoors in all the regions. In none of the regions they were paid either any separate cash allowance or concessions in kind. The lowest paid male workers were in Bihar whereas the lowest paid female workers were in Madhya Pradesh.

Dearness Allowance.- Of the 35 units, only 1 unit in employment group 'Above 100' in West Bengal paid separate dearness allowance to its workers. In the aforesaid unit, all workers were paid dearness allowance at a flat rate of Rs. 1.75 per day.

Other Cash Allowances.- None of the units, except one in West Bengal (Group 'Above 100') paid any other cash allowance to its workers. The said unit in West Bengal paid nightshift allowance at the rate of basic pay for all the Sundays falling in the month.

Bonus.- Only two units in West Bengal - one each in employment group '51-100' and 'Above 100' - paid some kind of bonus to their workers. The unit in employment group 'Above 100' paid profit-sharing bonus for the year 1961-62 at the rate of 5 months' basic pay to 647 permanent workers who had completed atleast one year's service. The other unit paid puja bonus for the year 1961-62 only to 2 of its workers., viz., Watchman and Machine driver at a flat rate of Rs.15.00 each.

Working Conditions: Hours of Work.- The daily hours of work for the general shift were 8 in 28 units; $7\frac{1}{2}$ in 4 units; 7 in 2 units and 6 in the remaining unit. The duration of rest interval varied from $\frac{1}{2}$ to $3\frac{1}{2}$ hours, the most common being of 2 hours. Certain categories of piece-rated workers whose work was of continuous nature did not take any rest interval. In three of the 28 units having 8 hours' daily work, the daily hours of work for women workers and washers were less than 8. The weekly hours of work varied from 36 to 48.

Shifts.- All the units, except one in West Bengal worked only one shift a day. In the said unit in West Bengal, besides a general shift, there were 3 shifts a day and all categories of workers worked in night shift also by weekly rotation. When a worker got his turn to work in the night shift, he was paid night shift allowance.

Weekly-off with Pay.- All the covered units, excepting 1 unit (in Bihar), observed weekly off. Of these, only 4 units - one each in Bihar, Assam, Orissa and West Bengal - allowed it with wages, the remaining 30 units allowing it without wages. The unit in Bihar allowed it to all workers without any condition whereas the unit in Assam allowed it only to those workers who were present on the preceding and succeeding days to the weekly-off. The unit in Orissa allowed it only to their Watch and Ward Staff and Mistries, whereas the unit in West Bengal allowed it only to its Watch and Ward Staff and Machine drivers.

Leave and Holidays with Pay: Casual Leave.- Only 1 unit in West Bengal allowed casual leave upto 7 days in a year to all its ~~workers~~ permanent workers but not more than 4 days at a time.

Sick Leave.- The aforesaid unit in West Bengal also allowed to its permanent workers sick leave at half pay upto 15 days in a year on production of medical certificate.

Earned Leave.- Only 8 units - 1 each in Bihar and Madhya Pradesh and 3 each in West Bengal and 'Rest of India' regions - granted earned leave to their workers as per the provisions of the Factories Act, 1948. In practice, workers in none of the units, except in one unit in West Bengal, became entitled to such leave as they could not complete 240 days' continuous service with their respective establishments since the units used to close down very frequently.

National Holidays with Pay.- As many as 22 units gave 1 to 3 national holidays with pay to their workers. Of these, 15 units gave 2 such holidays. Two of the units gave such holidays only to their Watch and Ward staff while all the time-rated workers were eligible for these holidays in the remaining units. In two units, however, only those who attended to work on the preceding and succeeding days to such holidays would get paid for the holiday, while in 2 other units workers with one month's service only got paid national holidays.

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Festival Holiday with Pay.- Only 10 units - 4 in Bihar and 3 each in Madhya Pradesh and 'Rest of India' regions - allowed to their workers 1 to 27 festival holidays with pay in a year. In five of these ten cases, such holidays with pay were allowed only on certain conditions. Two of them allowed these only to their Watch and Ward staff; two other units allowed these to those workers who were present on the preceding and succeeding days to the holidays concerned whereas the remaining unit allowed such holidays with pay only to those workers who had put in at least one month's service.

Medical Facilities.- Of the 35 units, only 23 maintained first-aid boxes. In addition to the first-aid facilities, 5 units had provided some other medical facilities, for their workers. Two of them had made available the services of qualified doctors for their workers. Two more units had provided dispensaries with qualified doctors and ambulance rooms. For serious cases which could not be treated at dispensaries one of them had reserved two beds in a local hospital for its workers. The remaining unit was reimbursing the medical expenses of its workers.

Housing Facilities.- Of the 35 units, only 7 provided some residential accommodation to their workers. The total number of houses provided by these units was 83 - 50 pucca and 33 semi-pucca type. Of the 468 workers employed by these 7 units, only 147 workers or about 31 per cent. were accommodated in these quarters. None of these units charged any rent for the quarters occupied by workers but only 2 of them had provided sanitary arrangements in these quarters.

Transport Facilities.- None of the covered units provided either any transport facility or granted any conveyance allowance to its workers.

Educational and Recreational Facilities.- None of the covered units had provided any educational or recreational facility for its workers.

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Drinking Water.- All the units covered had made some arrangements for the supply of drinking water to their workers. Such water was supplied in earthen pitchers in some units.

Urinals and Latrines.- Of the 35 units, 12 had provided urinals as well as latrines, 1 only urinals, 11 only latrines, whereas the remaining 11 units had not provided either latrines or urinals for the use of their workers. The latter category argued that their workers were in the habit of making use of the open space rather than closed door facilities. The units employing female workers had provided separate latrines/urinals for such workers. In some units, where the managements had provided latrines and urinals in accordance with statutory provisions, workers did not make use of them as they preferred open space.

Community Baths and Washing Places.- Only 7 units had provided such facilities for their workers.

Rest Shelters.- Of the 35 units, only 5 had provided such facilities for their workers. In one more unit the workers used the dining hall for taking rest.

Creches.- These were not maintained in any of the sampled units.

Canteens.- There were no canteens in any of the units excepting one where the management was supplying sweets and snacks to their workers at subsidised rates.

Grain Shops.- None of the units was running any grain-shop for the benefit of its workers.

Co-operative Society.- Only one unit had organised a credit co-operative society for its workers.

Welfare Fund.- None of the units had created any welfare fund for financing the welfare or housing facilities.

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Accidents and Workmen's Compensation.- No accidents were reported by any of the units covered except 1 unit in West Bengal which was incidentally reported to be the only mechanised unit in the industry. This unit reported altogether 41 accidents - of which 3 were categorised as serious and the remaining minor - involving as many workers during the year ending on 31 March 1963. Compensation amounting to Rs. 5,000.00 and Rs. 900.00 were paid to the workers involved in 3 serious and 38 minor accidents respectively. These accidents were said to be mainly of cuts and burns. Though all safety measures were being taken by the unit concerned for preventing the accidents, the accidents did take place due to the fact that almost all operations being mechanised required utmost vigilance which workers sometimes failed to exercise. Two units in Uttar Pradesh had organised Suraksha Samitis, on the advice of the Chief Inspector of Factories, for looking after protection, cleanliness, etc. Each such committee consisted of 9 representatives - 7 of workers and 2 of managements.

Occupational Diseases.- None of the units reported the occurrence of any occupational disease.

Maternity Benefit.- All units except one employed women workers. Of these, only 1 unit in employment group 'Above 100' in West Bengal had made arrangements for the treatment of maternity cases in its dispensary whereas the remaining units had made no arrangements for the treatment of maternity cases. During the year ending on 31 March 1963, only in one case maternity benefit was claimed and an amount of Rs. 200.00 was paid in that case.

Provident Fund Facilities.- Only 8 units - 2 in Madhya Pradesh and 6 in West Bengal - had introduced Provident Fund Schemes for the benefit of their workers. The provisions of all the Schemes were in accordance with those of the Employees' Provident Fund Scheme framed under the Employees' Provident Fund Act, 1952. In these units the actual number of workers who were members of the Provident Fund Schemes as on 31 March 1963, was only 668. Of these, as many as 575 belonged to one single unit in employment group 'Above 100' in West Bengal. Two more units in Uttar Pradesh had not introduced such Schemes since they were awaiting the decision of Government of their application for exemption.

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Gratuity.- Only 1 unit in West Bengal (employment group 'Above 100') paid gratuity to its workers in accordance with an agreement with the Workers' Union. According to this agreement those workers who had put in a minimum service of 5 years were entitled to gratuity at the following rates on involuntary termination of their services:-

Period of Service	Rate of Payment of Gratuity			
Upto 5 years	--	Nil		
5-10 years	--	7 days' basic wages per year		of service
10-15 "	--	10 days'	"	"
15-20 "	--	12 days'	"	"
20-25 "	--	15 days'	"	"
Over 25 Years	--	17½ days'	"	"

(Basic wages to be calculated at the average basic wage of previous 5 years)

Pension.- None of the units granted pension to its workers.

Trade Unions.- Workers in this industry were not much organised as only in 4 units (1 in West Bengal and the remaining 3 in the 'Rest of India' region) they were having trade unions of their own. In the unit in West Bengal, workers had 2 unions whereas in the remaining 3 units, they had one union each. All the 5 unions were registered but the employers had recognised only 3 of them. As regards membership of these unions it could not be known for one of the two unrecognised unions whereas for other four unions it varied from 50 per cent. in Maharashtra to 100 per cent. in Uttar Pradesh. As regards their affiliation with all India Organisations 2 were affiliated to the INTUC, one each to the AITUC and HMS whereas the remaining one had no such affiliation.

Works Committees.- ~~Works~~ Only 2 units - one each in Bihar and West Bengal - had set up such Committees consisting of equal representatives of workers and managements for discussing matters relating to workers' grievances and settling minor cases of disputes, etc.

Standing Orders.- Of the 35 units, only 5 - 3 in Bihar and 2 in West Bengal - had framed standing orders for regulating the conditions of service of their workers. Three of them had got these certified.

Labour Officer.- Only one unit in West Bengal had appointed Labour Welfare Officer to look after the grievances of workers, their welfare and to educate them regarding safety measures, etc.

Grievance Procedure.- None of the units had laid down regular grievance procedure for redressing the grievances of its workers. In all the units except 2 - one each in Bihar and West Bengal - the grievances of workers were dealt with by the managements themselves. The unit in Bihar settled such disputes with the help of the Works Committee whereas the unit in West Bengal settled these with the help of the Labour Officer. All the units reported that the existing arrangements for redressing the grievances of workers were working satisfactorily.

Work Stoppages.- As reported by the units covered there was neither a strike, nor a lock-out during the year ending on 31 March 1963 though there were about 28 closures in 10 units - 1 in Bihar, 6 in West Bengal and 3 in 'Rest of India' region. In these closures the number of workers laid off, either in full or in part, varied between 3 and 86. The main reasons for such closures were shortage of raw materials, depression in the market, etc. In 1 or 2 cases work was stopped due to heavy rain or mechanical breakdown. It may not be out of point to mention that continuity of work in this industry depended upon the seasonal availability of raw materials, market demand for products, capacity to store the raw materials and finished products, etc. Thus in fact most of the units which did not report lay-off of workers during the period in question had actually stopped the work and retrenched their workers till the raw material for the next season was available to them.

Cottage Sector: Employment.- Details regarding the number of men, women and children employed on time-rate and piece-rate basis in the 39 cottage units covered during the course of the survey at the time of visit (i.e. May to August, 1963) are shown in the following table:-

Serial No.	State	Total Number of Workers				Total estimated No. of Workers.
		Men	Women	Children	Total	
1.	Bihar	50 (54.3)	42 (45.7)	-	92 (100.0)	387
2.	Madhya Pradesh	61 (44.9)	75 (55.1)	-	136 (100.0)	517
3.	Maharashtra	6 (28.6)	15 (71.4)	-	21 (100.0)	95
4.	Uttar Pradesh	6 (66.7)	3 (33.3)	-	9 (100.0)	54
5.	West Bengal	208 (57.5)	152 (42.0)	2 (0.5)	362 (100.0)	1,323
Total.		331 (53.4)	287 (46.3)	2 (0.3)	620 (100.0)	2,376

Note:- Figures within brackets denote the percentages to the total given in col. No.6.

Employment of Women and Children.-

Employment of children was almost non-existent as only one unit in West Bengal reported employing 2 children on time-rate basis. As regards women workers they accounted for 46 per cent. of the total labour employed in the cottage units covered during the course of the survey. The percentages of women to the total labour varied from 33.3 in Uttar Pradesh to 71.4 in Maharashtra.

Piece-rated and Time-rated Workers.-

52.4 per cent. of the workers were employed on time-rated basis and the remaining 47.6 per cent. on piece-rate basis. State-wise comparison shows that both the systems were prevalent in all the States except Maharashtra and Uttar Pradesh, where the workers were employed either only on time-rate or only on piece-rate basis. Women workers were mostly employed on time-rate basis. Their percentages to the total time-rated and piece-rated workers were 64.3 and 26.4 respectively.

Recruitment and Training.- A majority of the workers were recruited directly by the employers at the gate. However a few employers recruited some additional workers through their existing workers. None of the units covered had any system of apprenticeship as most of the jobs in this industry did not require much skill.

Earnings.- The highest paid worker in this industry was Karigar, who with the assistance of Belvaiya and Phirvaiya manufactured Shellac from seedlac on the Bhatta (furnace). He was generally responsible for bringing his own team-mates. The entire team of 3 workers worked on bhatta continuously till the specified amount of work, say, ~~cevere~~ manufactured of 1 maund of shellac was completed. None of the units covered in Maharashtra reported the manufacture of shellac. The rates of payment for manufacturing 1 maund of shellac in the remaining States varied from Rs.5.50 in Bihar, Madhya Pradesh and West Bengal to Rs.6.00 in Uttar Pradesh. The Karigars collected the amount every day from their employers and after retaining half the amount for themselves distributed the rest amongst Belvaiyas and Phirvaiyas. The wages of Karigars varied from Rs.2.50 in Bihar and Madhya Pradesh to Rs.2.75 in Uttar Pradesh and West Bengal, whereas those of Balvaiyas and Phirvaiyas varied from Rs.1.75 in Madhya Pradesh to Rs.2.19 in Uttar Pradesh and Re.1.00 in Bihar and West Bengal to Rs.1.25 in Madhya Pradesh respectively. Since these workers produced almost 1 maund of shellac every day, their approximate daily earnings were almost the same.

Majumdars.- They were employed in Bihar and West Bengal for doing the jobs of crushing and washing stick-lac on piece-rate basis. Their approximate daily earnings were lower in West Bengal (Rs.1.50 to Rs.1.75) as compared to those in Bihar Rs.1.75 to Rs.2.00. In West Bengal they were employed on time-rate basis also, their daily wages being Rs.1.37 to Rs.1.50.

Rangharaiyas.- Their job was to wash the crushed stick lac and they were generally employed on piece-rate wages which varied from Re.0.50 to 1.00 per maund of lac washed. Their approximate daily earnings varied from Rs.1.50 in Bihar (for some workers), Uttar Pradesh and West Bengal to Rs.2.00 in Madhya Pradesh and Rs.2.50 in respect of some workers in Bihar. In Bihar and Madhya Pradesh, such workers were employed on time-rate wages also which varied from Rs.1.25 to Rs.1.50 per day.

Chakrahis(Grinders or crushers of stick lac).- They were employed only on piece-rate wages and their normal daily earnings varied from Re.1.00 in Uttar Pradesh to Rs.1.75 in Bihar, but in rare cases in Madhya Pradesh these worked out to Rs.2.00.

Dhanahis (Seed-lac cleaners/winnowers).-

They formed another important category of workers in the preparation of seed lac. All the five States employed them on piece-rate basis. Three States, viz., Bihar, Madhya Pradesh and Maharashtra employed them on time-rated basis also. In all these States the wages of such time-rated workers were Re.1.00 except for a few workers in Madhya Pradesh whose wages were only Re.0.75 per day. The approximate daily earnings of similar categories of workers employed on piece-rate basis varied from Re.0.94 to Rs.1.25 in Bihar, and Rs.1.25 to Rs.1.38 in West Bengal whereas in Madhya Pradesh ~~these were~~ and Uttar Pradesh these were Rs.1.25 and Re.1.00 respectively.

Male Mazdoors.- They got Rs.1.25 in Bihar, Re.1.00 to Rs.1.50 in Madhya Pradesh, Rs.1.50 in Maharashtra and Rs.1.25 to Rs.1.50 in West Bengal.

Female Mazdoors or Kamins.- They got Re.1.00 per day in Maharashtra and Re.0.75 to Rs.1.12 per day in West Bengal. A majority of the units in West Bengal paid Rs.1.12 per day to their female mazdoors. Only at Tulin they were paid Re.0.75 per day as wages plus Re.0.12 as tea allowance.

Dearness Allowance and Other Cash Allowances.- None of the units paid any separate dearness allowance to its workers. As regards other cash allowances only 4 units in West Bengal paid Re.0.12 per day as tea allowance to each female worker.

Bonus.- None of the units paid any kind of bonus to its workers.

Working Conditions: Hours of Work, Rest Interval and Shifts.- All the units worked only one shift a day. They had, however, staggered the timings of work in respect of certain categories of workers like Bhatta workers, women workers, etc. ~~State-wise information regarding number of hours worked, rest-intervals, weekly hours of work, etc., is given below.~~ It may be observed that rest interval was allowed to workers other than Bhatta workers who did not have rest intervals as the nature of their work required continuity without any break.

Bihar.- The hours of work varied from 5 to 8 per day, the most common working hours per day and per week being 8 and 48 respectively. The rest interval and the daily spreadover varied from 1/2 hour to 3 hours, and 7½ to 9 hours respectively.

Madhya Pradesh.- The normal hours of work varied between 8 and 9 per day, the most common being 8 per day and 48 per week. The rest interval varied from 1 to 3 hours and the daily spreadover from 9 to 10 hours.

Maharashtra.- Both the units covered had fixed daily and weekly hours of work as 8 and 49 respectively. As regards the duration of the rest intervals it was 1 hour in one unit and 1½ hours in the other. Consequently the daily spreadover was 9 hours in one unit and 9½ hours in the other.

Uttar Pradesh.- The only unit covered worked for 7 hours in day and 42 hours in a week, with a rest interval of 1 hour and a daily spreadover of 8 hours for all workers except those engaged on Bhattas for whom there was no rest interval as they were required to work continuously without a break for 7 hours.

West Bengal.- The normal daily and weekly hours of work varied from 6 to 8 and 36 to 48 respectively, the most common being 8 hours per day and 48 hours per week. The rest-interval varied from 1/2 hours to 2 hours with a daily spreadover of 6 to 10 hours. As already mentioned, Bhatta workers had no rest-interval as they had to work continuously.

Weekly-Off.- All the 39 units covered observed weekly-off. Except two units - one each in Bihar and West Bengal - none paid wages for such weekly-offs. The unit in Bihar gave full day's wages whereas the unit in West Bengal gave only half day's wages for such weekly-offs. In both the units such benefit was, however, given only to the time-rated workers.

Leave and Holidays with Pay.- 'No work pay' was the general rule prevalent in the units covered during the course of the survey. However, 4 units (2 each in Bihar and Madhya Pradesh) gave 2 to 7 festival/national holidays with pay to their workers. Of the 2 units in Bihar one gave such facilities only to its time-rated workers.

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General conditions regarding ventilation, temperature, overcrowding, etc., were not good.

Drinking Water.- All the units covered had provided drinking water facilities to their workers. They had provided either wells or hand pumps or water tanks or earthen pitchers for storing water at the work sites.

Medical Facilities.- None of the units covered had provided any medical facilities for its workers. The employer of one unit in Bihar, however, reported that he reimbursed the medical expenses incurred by his workers on their treatment.

Latrines and Urinals.- Except three units - one each in Bihar, Madhya Pradesh and Uttar Pradesh - none had provided any latrine or urinal for the use of its workers.

No other welfare facility was provided by any of the units covered.

(Indian Labour Journal, Vol. V, No. 6,
June 1964, pp. 449-481).

56. Labour Administration.

India - June 1964.

Results of a Survey on Living Standards of Middle Class Families: Average Family Incomes Estimated Less than Rs. 250 .

According to an official survey, carried out for the first time on a national scale in 1958-59, the average incomes of middle class families in the country range from Rs.200 to Rs.250 per month and their expenditure is generally in excess of their incomes. The survey was conducted with the twin aims of (a) facilitating construction of middle class cost of living indices and (b) ascertaining conditions and levels of living of middle class families.

Approximately 36,000 middle class families in 45 selected cities and towns are covered by the survey which says that 12 per cent. of their income is spent on clothing, bedding, footwear and headwear, while housing and household requisites take away 14 per cent.

In major cities, middle class families spend relatively more on housing, household requisites and less on food, beverages etc., fuel and light, the survey released today says.

According to the survey there are about 2½ million families in urban areas and they constitute about one-seventh of the total number of families, the report says. The average size of a family is mostly between four and five. It increases with income and is about twice as high in the top income groups as in the bottom groups. The size is somewhat larger in the southern and western regions than the eastern and northern ones. The larger cities generally have smaller families than the smaller cities. The principal economic activity ~~are engaged is public~~ in which middle class employees are engaged is public services, the next important being teaching. In terms of occupation, clerical workers predominate followed by teachers.

Income Distribution.- In regard to income distribution, the conclusion is drawn that in most of the cities and towns 99 per cent. of the families have incomes of less than Rs.1,000 per month, about 94 per cent. of less than Rs.500, about five to six per cent. of less than Rs.75 per month. The largest concentration appears to be in the range of Rs.150-200. In major cities viz., Bombay, Calcutta, Delhi and Madras about $4\frac{1}{2}$ per cent. have incomes exceeding Rs.1,000 per month and about 16 to 17 per cent. more than Rs.500 per month. In a majority of centres, the average incomes of middle class families range from Rs.200 to 250 per month. In bigger cities and expensive places, such as hill stations, incomes are larger and exceed Rs.350 per month in Bombay, Calcutta and Delhi.

A comparison of the average incomes and expenditures of the middle class families with those of working class families in the same cities shows that the average income/expenditure of the former is about two to three times that of the latter. The income and expenditure of the lower middle class which are roughly about half the overall level may, therefore, be regarded as slightly higher up, if at all in comparison to the working class.

Compared to the working class, the middle class population shows a distinctive expenditure pattern even at the same level of income. The bottom 25 per cent. of the middle class whose incomes are comparable to those of the working class spend about 50 per cent. of their resources on food, 20 per cent. on fuel, housing and clothing and 20 per cent. on miscellaneous items such as education, etc.

The working class families spend comparatively more on food and correspondingly less on other items. On the other hand, the lower middle class families seem to still conform in their expenditure pattern to traditional values attached to better housing, clothing, education, medical and personal care, a feature distinguishing them from the working class population.

Chapter 6. General Rights of
Workers

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67. Conciliation and Arbitration.

India - June 1964.

Some Aspects of Industrial Relations*.

An article on some aspects of industrial relations has been published in the Indian Labour Journal, June 1964. The following is a brief review of the article.

Introduction.- In the field of industrial relations, the cooperation between all sections in industry and creation of good conditions of work are essential for productive efficiency and industrial progress. Industrial relations today are largely determined by the conditions of the industrial revolution and continue changing as the economic system evolves. These depend on the pattern of society, economic system and political set-up which differ from country to country.

The economic and social consequences of the World Wars were mainly responsible for the realisation of the importance of industrial peace and revision of State policy towards industrial relations. The leading nations of the world were forced to mobilize their military and industrial resources. The inter-dependence of the defence and industrial resources was greater than ever before. This required cooperation of the workers with the management and as a result a new labour policy was evolved. Right to collective bargaining was granted to workers. Industrial boards and committees were set up giving representation to workers, employers and the Government.

* Indian Labour Journal, Vol. V, No.6, June 1964, pp. 431-439.

Characteristics of Industrial

Relations.- The term industry is used in its widest sense to include agriculture, plantation, and other types of production, the heavy industries, manufacturing, building and other construction, wholesale or retail trade, banking, transportation and any service or calling. It covers manual, clerical and technical workers. It is mainly concerned with relations between the parties in industry. The problems like wages, working conditions and conditions of employment give rise to such relationships. The emphasis is on relations - human relations in the process of production. The term industrial relations thus explains relationship between employees and management which stem directly or indirectly from union employer relationship. Such relationship may be either in organised or unorganised plants. Generally, three sets of characteristics are analysed in defining labour-management relationship. These are as given below:-

- (i) the forces (economic, social, psychological or political) that determine the policy decisions and actions of management on the one hand and union officials on the other;
- (ii) the structure of power relationships within management and within the union;
- (iii) the balance of power between union and management.

It should be possible to classify observations of human, economic and political behaviour with reference to these three categories. The first of these categories of analysis is called "the forces influencing decision making". These are of two kinds: factors relating to framework within which decisions are made and factors stemming from the prevailing structure of attitudes, reactions and beliefs. The remaining two categories relating to existing power relationships are termed "the structure of power".

Its objective.- The objective of industrial relations is to facilitate production and to safeguard the interest of labour and management by securing their cooperation. The main problems are not strikes and lockouts but the regulation of working conditions and the promotion of better understanding between management and work-people. The objectives may be roughly divided into four:-

- (i) improving the economic conditions of workers in the existing state of industrial management and political government;
- (ii) control by the State over industries to regulate production and industrial relations;
- (iii) socialization or nationalization of industries by making the State itself the employer; and
- (iv) vesting the proprietorship of the industries in the workers.

The I.L.O. Asian Regional Conference in its Labour Management Relations Committee held that there are certain fundamental principles as objectives of social policy in governing industrial relations. The first of these principles is that "good labour management relations depend on employers and trade unions being able to deal with their mutual problems freely, independently and responsibility responsibly". The Committee emphasised the need for management to acquire a fuller understanding of human factor in production and the importance of appropriate methods of employee's selection, promotion and training, wage administration, work rules and labour discipline, lay off and dismissal procedures, measures designed to improve the system of supervision in regard to job relations, methods in improvement, safety and job instruction and to development in plant communications; wherever possible appointment of a trained specialised staff to assist in developing sound management policies and practices in labour and personnel relations.

Classification into Types.- In order to understand the dynamics of industrial relations, it is postulated that the labour management types conform broadly to patterns and that some types constitute generating centres which have a profound influence on other types. The types fall into three general categories:-

- (1) Generating types which have a direct influence on other types;
- (2) Satellite types which are dependent to some extent on generating types; and
- (3) Semi-isolated types which are more or less self covered.

Generating Types.- These types of relationships represent great concentration of power. The parties determine the wages, working conditions and conditions of employment of employees in basic industries through collective bargaining and negotiations. Employers and unions in the same or related industries are influenced in their relationships directly or indirectly by the decisions reached in these great labour management-nerve-centres. These are called centres of concentrated power generating types. In order to determine the structure of power in labour-management relationships throughout the country, it is necessary to find out where these concentrations of power are, how the power relationship is developed into a workable arrangement between the parties and the nature and extent of the influence of such centres of power.

Satellite Types.- The next is the relationship of satellite types to the generating types. There are several different variations of satellite types which adjust in this fashion to generating types where the dependent industry has to follow the main or the important unit. The dependent position in the industry tends to adjust to a climate created in bigger units.

Semi-isolated Types.- Finally, recognition is given to a category which is described as Semi-skilled type in terms of the economy as a whole or the extent of the market. These do not constitute nerve centres or power concentrations. Their influence on labour-management relationship is not very great. At the same time they are not influenced significantly by what happens in the generating types. The relationships between the union and the management are more or less self sufficient.

Importance of Attitudes in Industry.- Psychological approach in the field of industrial relations implies the material and social environment to which the worker adopts himself while he is at work. Problems like industrial fatigue, environment, job evaluation and merit rating, improvement in training methods, hours of work and arrangement of such hours, the relations of sickness and accidents to the material and psychological environment, finding the job for the person and the person for the job, time and motion study and the measurement and improvement of employees' attitudes and morale are involved.

Fatigue is important in industry not to the extent that it involves psychological changes in the muscles or feelings of boredom on the part of the employees but, rather to the extent that it involves on a long or short term basis, a reduction in the employees' efficiency on the job. It has its effect upon quantity and quality of work, increase of accidents, organic and psychological changes. Industrial circumstances like the long hours of work, monotony of work methods, inadequate lighting, heating and ventilation, lack of visual adaptability to the job, faulty machine design, faulty posture, noise and a few personal factors create fatigue symptoms. Greater emotional susceptibility occupies the mind when fatigued. Workers are moved to tears or laughter, less balanced emotionally, more likely to suffer from wounded self esteem, with easier yielding to fear or irrational stubbornness which may give effect to industrial unrest at times.

No human being can be considered apart from his environment and no human being is independent of his environment, for good or ill, each of us is affected by conditions external to our bodies and then to our minds. The work has to be done in an environment where light, temperature, air, noise, etc., play an important part. Both material and psychological environment in which the workers earn their living can stimulate or depress, help or thwart determining the relations between the workers and the management. Environmental grievances have thus an important bearing on industrial relations.

Finding the job for the person and the person for the job and a planning for the minimum exertion of human energy for maximum of output help in keeping sound industrial relations. These problems have both direct and indirect bearing upon the working of the factory. There are various tests, which ensure individual differences in job qualification. Problems of industry are, no doubt, eased to a great extent if proper man has been placed for a job suited to him. Similarly the purpose of time and motion study is to establish a reasonable speed of work or standard of output to which work-people should be able to conform, and it is, therefore, closely linked with the idea of "fair days" work. Difference of opinion about speed of work is a frequent cause of friction between management and workmen. Time studies as such are of value both to management and workmen and harmonious relations are established between them if standards of output are fixed by mutual agreement.

Incentives in industry are usually considered under two general heads financial and non-financial. There should be sufficient motivation in industry. Both financial and non-financial incentives should be introduced to keep the morale of the workers. According to the economists' simple assumptions about human motivation and behaviour, happiness is achieved through satisfaction of economic want and the optimum is reached with maximization of pecuniary gain with maximum effort. An incentive system of wage payment, recognition of good work, a fair system of promotion and job security, all lead to an attitude of mind on the part of employees which helps in a satisfactory performance of job and maintaining good industrial relations.

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Increasing attention is being given in many countries to job evaluation and merit rating, the first being concerned with the grading of jobs and second with the grading of individual work-people. Many examples can be found throughout industry, of jobs, which, for historical and other reasons, are graded and paid more highly than other jobs requiring equal or superior effort and paid more skill. The purpose of job evaluation is to assess the qualities required by each job, and then try to bring grading and pay into line with the results of the evaluations. These adjustments create resistance by work-people whose jobs have been down-graded and the changes may have to be made gradually over a considerable time. Merit rating has become a permanent part of an employee's record which may be used by management in subsequent promotion, demotion, transfer or lay off. Both these methods prevent grievances and improve job performance. Slocombe has suggested that workers to be rated should work together in deciding upon the content of the merit rating chart.

Lastly, attitudes and morale carry a strong force in maintaining industrial peace. Workers' morale is affected under the circumstances which govern their working conditions; supervision, wage revision and wage payment methods, etc. It would be mentioned that the workers attitudes are often made up of a combination of attitudes towards different aspects of the total situation. A judicious use of attitude scales and of techniques now available will aid in the solution of many problems pertaining to industrial relations. The departments in which unsatisfactory relations exist can be located. The policies that are not satisfactory to employees can be identified. The workers' reaction to such topics as method of wage payment, insurance programmes, and plans for promotion and transfer can be determined. The attitude survey is of real value in the solution of such problems and has become a powerful tool of management in the prevention of industrial disputes.

Labour Movement as underlying Force in Shaping the Course of Industrial Relations.

The most important single force in shaping the course of industrial relations has been the organised labour movement. It expanded rapidly after the middle of the 19th century and penetrated into new industries and occupations winning adherents among the various sections of the working class population. By the first decade of the twentieth century organised labour was not only firmly established in the industrialised countries of the Western World but had also achieved status and influence in some of the Asian countries. Whatever might have been the factors behind the origin of labour movement, its purpose soon became that of improving human relations in industry by protecting the status of labour against the arbitrary acts of management. Labour organisations gradually became the main instrument through which the workers expressed not only their desires for improvement in their working and living conditions but also for playing effective role in determining the policies of management. The traditional concept of trade union functions which was to defend the workers rights and interests against the employers developed broader attitude towards the development of the part or industry as a whole. Trade unions enhanced job security of employees, increased workers' participation in decisions affecting the terms and conditions of their employment and given labour a dignified field role in community development. Wherever labour movement has taken roots the methods and purposes of industrial relations have been revolutionised. The collective agreement has replaced the individual bargaining. The status of organised labour movement has been well established where labour succeeded in mobilizing public opinion and consequently its political strength. Sometimes labour movements have also used their political power to seek the solution of many of the problems of industrial relations by the passage of appropriate legislation.

Personnel Management an Aid to Sound Industrial Relations.

Fair dealing by management with the workers is essential for the establishment and maintenance of sound industrial relations. It should permeate the whole hierarchy of management. Personnel management includes the management of office, technical and supervisory staff as well as manual workers. Personnel management developed as a specialised function only after the human problems of industrial organisation have been studied. The purpose of personnel

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management is to promote the productive efficiency by securing the best cooperation of the workers. This is possible only by securing sound cooperative relations and cultivating a team spirit between employers and work people and among the work people themselves. Efficiency and the well being of the individual are emphasized in defining personnel management as the maintenance of relationships "upon a basis which, by consideration of the well being of the individual, enables all those engaged in the undertaking to make their maximum personal contribution to the effective working of that undertaking". Specialisation is essential in big as well as in small industrial undertakings as personnel officers can help to bridge the gulf between top management and the rank and file. The human aspects of production are generally considered before executive decisions are taken. In small industrial units the managing director or the works manager usually deal with personnel policy, and on the other hand in large undertakings, there are advantages in appointing a personnel officer with assistants to formulate personnel policy and take part in its application. Personnel officer, in addition to advisory, consultative and coordinating functions may also have live responsibilities with executive authority. For example, he may be in charge of employment, training, welfare, recreation, sickness, benefit schemes and old age pensions. A personnel department is interested in everything which affects the relations between the workers and the management.

Joint Consultation.— Consultation in one or the other form takes place in all undertakings. This ranges from informal talks with the individual workers through system by which representatives of the workers, sometimes shop stewards can put their point of view before the management from time to time to regulate regular formal representative meetings of works councils or voluntary works committees. Two main types of industrial councils developed during and since the First World War were, firstly statutory works councils whose scope and functions were defined by legislation and secondly voluntary works committees or councils set up by mutual agreement between workers and employers. The main functions of the works councils as laid down in the laws are: cooperation with the management in the promotion of the industrial efficiency, promotion of industrial peace, supervision of the execution of collective agreements, prevention of accidents, promotion of works hygiene, cooperation in the administration

of welfare schemes, etc. At the outset, the works councils were a source of additional friction and disturbance in industrial relations but as the evolutionary wave ebbed they came increasingly to serve rather as a stabilising factor. Their effective power depends mainly upon the broad economic factors which determine the relative bargaining strength of labour and capital. In particular they are dependent on the power of trade unions which stand behind them.

Consultation at the factory is a two way relationship. Workers' representatives can interpret the attitude and ideas of the workers to management as well as provide a channel of communications from management to workers. The range of subjects covered is wide and includes positive measures for increasing production, welfare arrangements which increase production directly, ensure greater satisfaction among the work-people, formulation and revision of works rules, removal of grievances, improvement of health and safety measures, etc. Nevertheless joint consultation is of great value in promoting industrial peace and efficiency at the plant level.

The Human Approach.- The issues involved in the problems of industrial relations are humane and complex. At times the interests of labour and management conflict. Labour looks at jobs from the worker's view point while the employer has a different end in view. Jobs have psychological and sociological dimensions as well as economic aspects and involve the expectations and desires. The 'market mechanism' rarely solves the problems of industrial relations and hence 'non-market' means such as collective bargaining and labour legislation are needed to work out answers. Industrial relations thus involve attempts to arrive at workable solutions between conflicting objectives and values - "between incentive and economic security, between discipline and industrial democracy, between authority and freedom, between bargaining and cooperation". In a dynamic society changes continue occurring between various interests and groups and people give their best only when they are given recognition and are treated like human beings.

What industrial democracy requires is the dignity and development of the individual into a civilized man. Good industrial relations thus require freedom from domination, regimentation and arbitrary authority. Peace and goodwill are associated with plenty and prosperity, and they imply not only freedom from strikes and lockouts but constructive cooperation in day to day relations.

(Indian Labour Journal, Vol.V, No.6,
June 1964, pp. 431-439).

U.P.: Slow Progress of Arbitration Scheme reported.

According to survey made by the Labour Commissioner's Office, Kanpur, the scheme of voluntary arbitration has not made much headway in the State. The survey says that employers still feel shy of arbitration and the efforts so far made by the Labour Commissioner's office have not resulted in any spectacular success. It calls for a positive change in the attitude of employers and emphasised that unless they are arbitration-minded "it would not be possible for the scheme to make any real success".

It points out that while the principle of arbitration in preference to adjudication is acceptable to organisations of employers and employees the ~~resist any~~ tendency of employers has been resist any such settlement of conciliation proceedings. They prefer to enter into some settlement when a dispute has been referred to a labour court or industrial tribunal for adjudication.

The number of cases in which arbitration had been agreed to in 1961, 1962 and 1963 was 29, 40 and 81 respectively. As against this, the number of cases referred to adjudication during these years stood at 752, 884 and 773 respectively.

(The Times of India, 28 June, 1964).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - JUNE 1964.

71. Employees and Salaried Intellectual
Workers.

Mysore: Dearness Allowance for Government
Employees Increased.

The Mysore Government has announced an increase in the rates of dearness allowance to all its employees, effective from 1 April 1964.

The additional dearness allowance in all places will be: Rs.15 per month to those who draw basic pay of Rs.115; Rs.22.50 to those drawing a basic pay of Rs.115 or above but below Rs.225; difference between Rs.276.50 and basic pay would be the marginal adjustment to those drawing basic pay of Rs.235 or above but below Rs.261.50 per mensem; Rs.15 to those drawing basic pay of Rs.261.50 or above but below Rs.326 in City or Corporation areas and below Rs.336 per month in non-City areas; difference between Rs.400 and their basic pay plus pre-1961 dearness allowance would be the marginal adjustment to those drawing basic pay of Rs.326 or above but below Rs.340 per month in City or Corporation areas or Rs.336 or above but below Rs.350 in non-City areas.

An additional dearness allowance of five rupees per month over the existing rates is also sanctioned to the members of work-charged establishments and the whole-time Government servants paid from the contingencies from 1 April 1964.

(The Deccan Herald, 18 June 1964).

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - JUNE 1964.

81. Employment Situation.

Employment Exchanges: Working during April 1964.

According to the Review of the principal activities of the Directorate General of Employment and Training for the month of April 1964, the following was the position of registration, recruitment, live register, vacancies notified and employers using employment exchanges:-

Item	March 1964	April 1964	Increase (+) or decrease (-)
Registrations.	321,229	326,329	+ 5,100
Placements.	45,078	42,782	- 2,296
Live Register.	2,452,853	2,457,806	+ 4,953
Vacancies Notified	76,785	77,835	+ 1,050
Employers using Exchanges.	13,317	13,406	+ 89

Shortage and Surpluses.- Shortages were reported during the month of April 1964 in respect of Engineers, doctors, nurses, compounders, midwives, overseers, draughtsmen, electricians, fitters, turners, accountants, trained teachers, fast typists and stenographers, while surpluses were reported in respect of clerks, untrained teachers, unskilled office workers and unskilled labourers.

Vocational Guidance and Employment Counselling.- Two emp^l more vocational guidance sections have been set up in the employment exchanges at Bhuj-Kutch (Gujrat) and Narnaul (Punjab) bringing the total number of Vocational Guidance Sections in the Employment Exchanges to 123.

Collection of Employment Market Information.- At the end of April 1964, employment market area studies were in progress in 238 areas,

in different States.

Deployment of surplus and retrenched personnel.- During the month under review 179 persons were retrenched from the various river valley projects; 104 were registered and 416 placed in employment. A detailed statement showing the number of persons retrenched, number registered, placed and the number of persons awaiting employment assistance is given in the following table:-

Name of Project.	No. Awaiting assistance at the end of March, 1964.	No. Retrenched during the month.	No. of retrenched person- nel (including those left voluntarily registered during the month for employ- ment assis- tance.	No. placed during the month.	No. left cat- ing no desire for assist- ance.	No. awaiting assistance at the end of the month.
1	2	3	4	5	6	7
1. Damodar Valley Corp- ration.	190	4	4	3	-	191
2. Bhakra Nangal Project.	47	8	8	1	12	42
3. Bhilai Steel Project.	1822	-	87	403	90	1416
4. Durgapur Steel Project.	331	-	-	2	167	162
5. Special Cell of Ministry of Home Affairs.	347	5	5	7	5	340*
Total.	2,737	17	104	416	274	2,151

*Class II - 57; Class III & IV - 283.

Note:- Total of Columns 2 and 4 is equal to the total of columns 5, 6 and 7.

Gorakhpur Labour Organisations.- During the month of April 1964, the Gorakhpur Labour Depot despatched 1,568 workers to various work sites.

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Opening of additional employment exchanges.- Two employment exchanges were opened, one each in the States of Assam and Gujerat during the month of April 1964, thus bringing the total of employment exchanges to 377 at the end of April 1964.

(Review of the Principal Activities of the Directorate-General of Employment and Training for the Month of April 1964: Issued by the D.G.E. & T., Ministry of Labour and Employment, Government of India, New Delhi).

Employment for 25 Million People to be
Generated during Fourth Plan.

The labour and employment division of the Planning Commission has suggested that the Fourth Plan should generate employment for 23 to 25 million people. The division has estimated that India's labour force will grow to 23 million in the fourth Plan period. In addition, the Plan should provide for the absorption of two million more people, a part of the current backlog of unemployment.

The division has placed unemployment at the beginning of the third Plan at 6.5 million. This is expected to rise by 1 million to 1.5 million during this Plan period. But since the original target of 14 million laid down in the third Plan is itself short of the total requirement of 17 million, the unemployment backlog will really be of the order of 10 to 11 million at the end of the third Plan.

Taking the view that the present percentage of unemployment is not an unusually disturbing factor considering the country's development, the division has only proposed covering of a part of the current backlog. On the basis of statistics provided by the Registrar-General's working group, the labour force estimates for the third, fourth and fifth Plans have been placed at 16.9, 22.5 and 28.5 million, respectively.

Assuming that the fourth Plan is likely to generate employment opportunities of the order of 19 million outside agriculture, the division has proposed a financial outlay of 240,000 million rupees.

(The Statesman, 23 June 1964).

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83. Vocational Training.

India - June 1964.

Labour Ministry's Training Schemes:
Working during April 1964.

According to the Review of the principal activities of the Directorate General of Employment and Training for the Month of April 1964, there were 283 institutes for training craftsmen, 21 centres holding part-time classes for industrial workers. The total number of seats stood at 80,685 and the total number of persons undergoing training was 62,469.

Sanction of seats under the training schemes.- During the month of April 1964, 2,936 seats under the Craftsmen Training Scheme and 1,600 seats under Apprentices Scheme were sanctioned for introduction during the 3rd Five Year Plan. The progressive total number of seats sanctioned so far is as under:-

i) Craftsmen Training Scheme	—	63,194 seats.
ii) National Apprenticeship Scheme (including seats under Apprentices Act).	—	4,387 seats.
iii) Part-time courses for industrial workers.	—	3,645 seats.
iv) Number of new Industrial Training Institutes Sanctioned.		154

Equipment.- Central Training Institute for Instructors at Calcutta, Kanpur, Madras, Hyderabad, Ludhiana and Bombay are being assisted by foreign aid programmes. The Projects functioning under Craftsman Instructors, Training Scheme are being aided by Special Fund Programme of the United Nations Organisation except the one at Bombay, which is being assisted by the Agency for International Development of the United States. The progressive receipt position of equipment upto April 1964 is given below:-

Name of Centre.	Value of Aid. (In Millions)	Receipt March, 1964.	Received during April, 1964.	Total receipts upto April, 1964.
(1)	(2)	(3)	(4)	(5)
Central Training Institute, Kanpur.	1.390	1.267	0.044	1.311
Central Training Institute, Madras.	1.390	1.345	0.019	1.364
Central Training Institute, Hyderabad.	1.390	1.212	0.097	1.309
Central Training Institute, Ludhiana.	1.390	1.176	0.127	1.303
Central Training Institute, Bombay.	1.740	1.453	0.042	1.495

The Central Training Institute, Calcutta, have received all the equipment indented for. Out of the saving of previous Project Implementation Order two fresh Project Implementation Orders amounting to \$ 28,000 have been issued but the equipments are still awaited.

Apprentices Act, 1961.- The number of apprentices undergoing training under the Apprentices Act was 8,343* at the end of March, 1964 of which 6,012 were full-term apprentices and 2,331 short-term apprentices.

(* Figures are provisional).

(Review of the Principal Activities of the Directorate General of Employment and Training for the Month of April 1964: Issued by the D.G.E. & T.; Ministry of Labour and Employment, Government of India, New Delhi).

92. Legislation.

India - June 1964.

West Bengal: Scheme for Free Medical Aid
for Government Employees and their Families
introduced.

The Government of West Bengal has decided to introduce with effect from 1 July 1964, a scheme for free medical treatment for its Government employees and their family members in any Government hospital. The scheme which will cost 17.5 million rupees will benefit all the 218,000 employees of the State Government and their families.

Besides, every employee of the West Bengal Government will be entitled to cash payment against any registered medical practitioner's consultation fee and cost of medicines outside hospital, upto a ceiling of 75 rupees per year. For such reimbursement the doctor's consultation certificate as also medicine purchase cash memo would be required to be produced by an employee.

The Government servant would be free to choose his own registered practitioner allopathic, homoeopathic or ayurvedic - for medical consultation. Gradually, the Health Department would try to empanel doctors for such purpose. On account of the doctors' visit 4 rupees will be reimbursed for each consultation.

In addition, a special benefit is sought to be given to employees drawing a pay below 200 rupees per month. This will go to those eye patients for whom spectacles have been advised by qualified medical practitioners or hospitals.

The Government will reimburse towards the actual cost of spectacles for those categories of comparatively low-paid Government servants a monetary aid upto a maximum of 10 rupees per capita once in three years.

This benefit is exclusively for Government servants.

The medical benefits are proposed to be extended to Government servants irrespective of their status - temporary or permanent.

(The Amrita Bazar Patrika,
16 June 1964).

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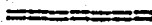
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