

INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

Industrial and Labour Developments in November-December, 1961.

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

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12. Activities of External Services.

India - November-December 1961.

(a) Visitors

On 11 November 1961, Hon. George L Weaver, Assistant Secretary for Labour for International Affairs, Department of Labour, U.S.A., called on the Director of this Office.

(b) Meetings and Conferences

During the period under review the Director of this Office participated in the following meetings and Conferences:

- (i) A seminar on 'utilisation of human resources in industry', held at New Delhi on 31 October 1961 under the auspices of the National Productivity Council.
- (ii) A meeting of the Technical Sub-Committee on Labour Problems of the Research Programme Committee of the Planning Commission held at New Delhi on 4 December 1961.
- (iii) The biennial Conference of the Afro-Asian Organisation for Economic Cooperation held at New Delhi from 11-15 December 1961.
- (iv) A meeting of the Steering Committee of the UNESCO Research Centre on Social and Economic Development in Southern Asia held at Delhi on 11 and 12 December 1961.

(o) Lectures

- (i) On 9 December 1961 the Director of this Office inaugurated a seminar on industrial relations organised by the Delhi Productivity Council.
- (ii) On 16 December 1961 the Director delivered the valedictory address at the closing of the ICFTU Asian seminar on Trade Union Research held at the ICFTU Trade Union College, Calcutta from 27 November to 16 December 1961.
- (iii) On 27 December 1961 the Director addressed the General Council Meeting of the 11th Annual Conference of the United Schools Organisation of India held at New Delhi.

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CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - NOVEMBER-DECEMBER 1961.

21. United Nations and Specialised Agencies.

UN-ECAFE Seminar on Industrial Estates, Madras,
1 November 1961.

An eleven-day Seminar on Industrial Estates organised jointly by the United Nations and the Economic Commission for Asia and Far East (ECAFE) was held at Madras on 1 November 1961. The seminar which was attended by representatives from twenty-two countries, was inaugurated by Shri Manubhai Shah, Union Minister of Industry. Shri M. Shaktavatsalam, Home Minister of Madras presided.

Shri Manubhai Shah, in his address, said that the modern mechanised small industry was the "most potent tool for the rapid industrialisation and the industrial estates had proved to be the most useful, economic and the best method of developing small industries.

The Union Minister also referred to the programme of starting functional estates, co-operative estates and assisted industrial estates managed by joint stock companies and said that there was a great social philosophy behind the development of small industries and industrial estates. If the economic emancipation of the masses in countries of Asia and Africa was to be achieved, development of small industries through small entrepreneurs was a "must", he said.

Addressing the delegates, U Nyun, Executive Secretary of the ECAFE, said that in the newly developing countries of the region, the greatest challenge today was how to accelerate economic growth and to improve the standards of living rapidly. The achievement of these objectives called for creative thinking, and positive institutional approaches to the problems involved. One of the most recent additions to the institutional techniques evolved was the wide-spread establishment of industrial estates. He discussed the role of these estates in promoting industrial development and some of the problems connected with the setting up of these institutions, and expressed the hope that the deliberations of the Seminar would help not only in clarifying the basic issues of policy involved, but also in formulating specific measures that should be taken either at the national or international level to speed up development in the field.

The Seminar, among other things, emphasised the need for co-ordinating industrial estate projects with programmes of broader scope. It considered that industrial estate should be planned as a part of economic and social development programmes at the local, regional or national levels.

The Seminar was of the view that there was considerable scope for international and regional co-operation in the field of industrial estates and that the countries which had gained experience in this programme should assist others in accelerating the development. It specifically recommended that study tours and observation teams should be organised for the benefit of the countries, who were new in this field and that research centres and institutions should be requested to help developing countries in drawing up norms for lay-outs factory designs, etc. The seminar recommended that the UN and other such international agencies might be requested to undertake detailed studies of specific problems of small industries and industrial estates like financial and industrial estates like arrangements, promotion of ancillaries, problems of industrial estates in rural areas and administration and management problems.

Regional Planes.- It suggested regional plane panels of experts might be constituted by the UN and the ECAFE to examine specific aspects of the development of industrial estates in the region.

Regarding policies of admission to industrial estates, the seminar considered that both existing and new industries should be eligible for admission. Preference could be given to new types of production as against traditional ones and to industries which earned foreign exchange. It emphasised that big concerns should not be permitted to gain foothold in estates for small-scale industries whether by direct or indirect investment or control.

The seminar noted that in the countries of the ECAFE region financing for industrial estates was almost entirely done by Government agencies and recommended that banking institutions as well as insurance companies should be induced to take up financing of industrial estates. If necessary Governments might stand guarantee for such institutional loans. ~~facilities.~~

The seminar recognised that provision of social overheads in the industrial estates and in their vicinity was an important factor in the success of the estate. These overheads would include housing, transport, schools, hospitals, canteen and recreational facilities.

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It considered that an essential prerequisite for planning industrial estates was that there should be a formulation of Government policy regarding the purpose, type and geographical distribution of the estates to be set up. Within the framework of such a policy certain surveys should be undertaken for ascertaining the feasibility prerequisites and industrial growth prospects of each proposed estate.

(The Hindu, 2 November 1961;
The Hindustan Times, 13 November 1961).

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22. Regional Governmental Organisations.

India - November-December 1961.

Asian Regional Miners' Conference: ILO urged for a
Probe into Mines.

The Asian Regional Miners' Conference was held in New Delhi on 6 December 1961. The ILO was represented by the Director of this Office. The Meeting among other things appealed to the International Labour Organisation to convene a conference to examine the social consequences of the present situation in the mining industry other than coal. A resolution adopted by the Conference urged that this conference should plan long-term remedies to relieve the hardships caused by constant fluctuation in the demand for various minerals.

For promotion of the interests of mineworkers of Asia, the conference decided to form an Asian regional organisation as a unit of the Miners' International Federation.

(For details and documents, please see this Office minute F.6/3356/61 dated 14 December 1961).

(The Hindustan Times, 10 December 1961).

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25. Employers' Organizations.

India - November/December 1961.

Conference of Afro-Asian Organisation for Economic
Cooperation, New Delhi, 11-15 December 1961.

The Conference of Afro-Asian Organisation for Economic Cooperation began in New Delhi on 11 December 1961, Mr. Mohammed Roushdy of UAR, presiding. The Conference was inaugurated by Shri Jawaharlal Nehru, the Prime Minister of India. Delegates from 23 countries and observers from six others attended the Meeting. The ILO was represented by the Director of this Office.

Shri Nehru, in his address, focussed attention on the technological gap separating the developed nations from the less developed ones, and pleaded for a concerted effort in the Afro-Asian region to bring about an economic balance in the world. To achieve this it was equally important for the less developed nations to plan for reconstruction because only thus would they be able to put their limited resources to best use. Planning, he said, was the essence of any development, particularly so in the less developed countries. Planning would also lead to co-operation in the Afro-Asian region in the sense that they could depend on each other's experience and know-how.

Mr. Mohammed Roushdy, President of the Conference said that their first duty was to strengthen the economic relations among the countries in the region on a larger scale. He was conscious of the presence of the "many and varied" obstacles but even these might have common characteristics since to a large measure these were historical and geographical in character.

(For details and documents, see this Office minute F.23/3471/61 dated 23 December 1961).

(The Statesman, 12 December, 1961).

Annual General Meeting of Associated Chambers of Commerce,
Calcutta, 2 December 1961: Prime Minister stresses Non-
Ideological Approach to Development.

The annual general meeting of the Associated Chambers of Commerce of India was held at Calcutta on 2 December 1961. The meeting, which was presided over by the President of the Associated Chambers, Mr. N. Stenhouse, was inaugurated by the Prime Minister.

Prime Minister's address.- Shri Jawaharlal Nehru, the Prime Minister, in his address expressed himself in broad agreement with the view that shortages of foreign exchange, power and transport were the three principal brakes on industrial development in India today. He indicated that an effort would be made to find larger resources for the development of power than earmarked in the Third Plan.

Urging business men to view their problems in the wider perspective of a changing India, he thought ideological considerations would interfere very little if one came down to "brass tacks of development".

Recalling his experience as chairman of the National Planning Committee constituted by the Congress before the Second World War, he said that the initial theoretical differences among the many different interests represented had given way to broad agreement once it came to decide how physical targets of production were to be met.

Similarly, consultations with held with many experts from within the country and abroad had revealed large areas of agreement in respect of the immediate tasks facing India, notwithstanding ideological predilections.

Expressing his appreciation of the Associated Chambers support for the objectives of Indian planning, as reflected in the president Stenhouse's speech, Shri Nehru said that it was difficult to conceive any other approach to economic development, if one wished to achieve results quickly and with very limited resources.

No plan was perfect being based on estimates and projections, and he described the First Five-Year Plan as a jump in the dark because it was drawn up on the basis of very inadequate information about the economy. It was a useful exercise, however, because it trained Indians to think and work in terms of planned targets.

The Second Plan was conceived much better than with the advantage of greater information about the economy and country's resources, existing and potential. The period of the Second Plan witnessed further improvements in the technique and instruments of planning.

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As a consequence, the end result in the shape of the Third Plan document represented a well-balanced and carefully worked out scheme of priorities with adequate regard to internal consistencies, and interdependence of development schemes.

Achievements.- Commenting on the achievements of ten years of planning, there was no doubt in his mind, he said, that there had been a marked improvement in the standard of living particularly in the rural areas of the country. Travelling from village to village, he came away with a general impression that the peasant was better fed and better clothed and to a limited extent, better housed than before. Even more promising for the future of the country was the rapid spread of education in the countryside with schools coming up everywhere. The penetration of modern ideas into the village ~~thru~~ through education, Shri Nehru said, had a tremendous human significance. In the awakened countryside the villager had broken with the past and had taken to modern equipment and modern methods in a big way. Hence, the demand for fertilisers was all the time outpacing the rapid increase in supply.

Describing the change in the countryside as "remarkable and revolutionary", Shri Nehru had no doubt that it would make a tremendous difference to the country's agricultural production. Moreover, it would have a dynamic effect on industry as growing modernisation and prosperity of the village enlarged the market for industrial products.

If only power could be brought to the village even more rapidly widespread changes would result. He cited in this connection the example of ~~many~~ several areas in the country where small industries had developed spectacularly, the upsurge being restrained only by the shortage of power. The energy and drive of millions of farmers and of thousands of small-scale entrepreneurs indicated, Shri Nehru said, "a certain basic vitality in India".

Shortages.- The Prime Minister agreed that the shortages hampering industrial growth particularly in power and transport should be remedied to the fullest extent possible. He reminded ~~business men~~ business men, however, that the resources were limited and the difficulties facing the country many and varied. In this context he recalled the comment of those sceptics who had doubted whether the big power plants planned in the early fiftys would have a secure demand. Events had proved these doubts ridiculous and he felt sure that it was "equally ridiculous" to question whether the country would be able to use all the steel she produced. "Sky is the limit as far as power and steel are concerned", he added.

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The generous provision made for development of power and transport capacity in the Third Plan was an earnest of the Government's determination to do the maximum possible to meet fundamental requirements of industrial growth.

Industrial Growth.- The Prime Minister pointed out to a significant difference between industrial growth in India and developing countries at the present time and that achieved in the West in the eighteenth and nineteenth centuries. Economic advance had taken place there before democracy had taken root. Throughout the difficult years of growth the vote was confined to a small fraction of the population. No wonder therefore, economic advance had borne down heavily on the workers because they had then no share in political power.

The process had been reversed in India where political power had come to people in advance of economic growth. It was no use telling people in a democratic set-up that their aspirations for a better life would be met in 15 or 20 years. Difficult pressures were thus generated for immediate benefits to the detriment of long-term economic goals.

Every developing country had to reckon with the climate of the age - a climate in which the people demanded political freedom, social security and welfare benefits as a matter of right. Any country that failed to fulfil these primary urges "will come to grief as many have done in Asia and elsewhere in the last ten years."

New Hope.- In this age of science and technology, the country's future depends upon its young scientists and engineers. India was fortunate in the fund of talent available in the country particularly among young men in their twenties and thirties. "That gives me more hope than anything else in India", Shri Nehru said.

Presidential address.- Mr. N. Stenhouse in his presidential address struck a note of optimism about the long-term export potential that would undoubtedly be open to India in the large and growing markets of Europe after Britain's entry into E.C.M. He emphasised that whether or not Britain joined the European Common Market did not alter the fact that Indian exporters must in any event improve their export competitiveness as well as arrangements for marketing and after-sales service. He added that while the security of the British market, to which India was accustomed, was naturally welcome, he was against being "too insistent on this if by some mutual compromise we can secure an entry into the markets of Europe".

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In a comprehensive review of the problems before trade and industry, Mr. Stenhouse discussed the foreign exchange position which he described as "the most single serious obstacle preventing industrial expansion and development".

Acknowledging that the foreign exchange shortage would persist for some years, Mr. Stenhouse advocated the giving of the highest priority to the industry already existing and licensed, to enable units to work to the maximum capacity.

Second in his scheme of priorities were industries for import substitution, and he gave the third place to those manufacturing for export. Last in his list were industries requiring foreign exchange for modernisation of plant to improve their competitive capacity in international markets.

Turning to India's export prospects, he emphasised that the "trade" was more important from the long stand point than "aid". He conceded that a material expansion of exports could come only for the newer industries, because the scope for developing the export of the traditional items like jute, cotton textiles, and tea was limited by the world demand and severe competition from other countries.

Reduce unit costs.- He urged industry, both new and established, to export "at least a part of its production" as it would otherwise be impossible for the country to provide for the growing requirements of a rapidly expanding economy.

Stressing that price, and not quality, was the main hindrance to increasing exports, Mr. Stenhouse disagreed with the Prime Minister's view that the country must strive to earn more from exports. He pleaded that the right answer was to improve productivity and production not only to reduce unit costs but also to increase supplies, both to the internal market and for export, which if necessary, could be made at cost.

Calling for a Government contribution to the export drive, he urged that tax exemptions might be considered in respect of new or increased exports arising from fresh capital investment by a company. Expressing appreciation of export incentives already granted, he thought their value could be increased if speedier administration was ensured so that benefits flowed more swiftly to the more active exporters.

The country's future development was so greatly dependent on exports that it warranted the formation of a separate ministry, he said. "It should have the power to co-ordinate and, if necessary, to subordinate the policies and programmes of other ministries to the overriding necessity of improving and putting on a sound basis the country's balance of trade."

Transport shortage.- ~~Netto~~ foreign exchange, Mr. Stenhouse held that transport and power shortages were the most serious brakes on industrial development. There were examples throughout the country to prove that priorities accorded to railways and power had not "been sufficiently high to meet the demand".

The short-fall in railway capacity had created a host of problems, the most serious, being the congestion in the industrial area surrounding Bengal, Bihar coalfields. As a result, large quantities of goods had to move over roads totally inadequate to carry the traffic.

The situation, he feared, would be greatly worsened when the inadequate railway system of the area felt the full impact of the traffic arising from the expansion of the steel industry envisaged in the Third Plan. He felt that there was room for improving the efficiency of Indian Railways, notwithstanding the very substantial increase in traffic handled in the last five years.

Power shortage.- The power crisis, he said, was even more disturbing because there was no alternative to electric power for most modern industry. Dislocation of production from power shortage had become increasingly frequent in the last two or three years. A more alarming aspect of the situation was the extent to which new expansion or new industry was being prevented because of the inability to supply power.

In a brief reference to industrial relations, Mr. Stenhouse commented on the heartening decrease in the number of and effect of disputes. He commended the Labour Ministry for a new emphasis in its thinking on the linking of wages with productivity.

He hoped that the Bonus Commission and the Wage Board would reflect this approach to the difficult problems of remuneration and costs. He urged them to bear in mind that increased costs would jeopardise export prospects and also inhibit the accumulation of reserves for future development.

Taxation policies.— Taxation policies were only briefly mentioned by Mr. Stenhouse, who commended the Government for broadening the tax base through indirect taxes. He urged the Government to continue with this policy and, at the same time, give some relief from the heavy burden of direct tax. With the present incidence of tax, savings were impossible on the scale required for a developing economy.

In a reference to the Third Plan, he urged flexibility to permit adjustments which might become necessary. The five years covered by the Third Plan formed a transition period between the underdeveloped economy of today and the self-generating economy envisaged by the end of the Fifth Plan.

It was immaterial which sector developed a given part of the new industrial India. The real test was how quickly and how effectively the task was carried out. The interests represented by the Association had "sober confidence" in the long-term future and prosperity of India and were all "deeply committed" to play their respective parts for the realisation of the hopes and aspirations of the Indian people.

(The Economic Times, 3 December 1961).

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CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - NOVEMBER-DECEMBER 1961.

31. General Economic Situation.

Labour turnover in Textile Industry: Labour Ministry's study published.

According to the special correspondent of 'The Hindustan Times', a study made by the Union Labour Ministry has shown that on the basis of the normal turnover, the intake of production process workers in the textile industry would be about 46,500 a year. These calculations do not take into account the expansion programmes of the industry.

About 15,500 of them will be recruited by promotion from lower jobs and about 31,000 would be new entrants. Of the latter, about 10,000 would require no institutional training for entry to the industry but the remainder will have to be provided with technical training for 6 to 12 months in case of about 2,000 and 12 to 18 months for others.

The survey, which was financed from funds placed at the disposal of the Government by the Ford Foundation, has shown that, in addition to institutional training, inplant training facilities for a period of 3 to 6 months would have to be provided to 25,000 people every year.

The cotton textile industry provides employment to about 900,000 of people. The inquiry has revealed that in the production processes of textile mills, there is "apparently no place for illiterates or graduates."

"Although for as many as 66 occupations (accounting for 50.66 per cent of total employment) literacy is considered as the minimum qualification by the employers, they are of the view that it is desirable over a period of time to replace merely literates with workers having higher qualifications", the report says.

Recruitment.- The inquiry was confined to workers performing semi-skilled and skilled occupations, including jobbers. The study has revealed that there are 130 occupations in the production processes in textile mills. Of these, direct recruitment takes place for 60 occupations though 44 of them are also open to promotion from lower jobs. The inquiry showed that normal chances of promotion for workers in the textile industry are bright.

Out of the 60 occupations where direct recruitment can take place, inplant training is considered necessary for 52. The survey has recommended that in planning training programmes for textile workers, the institutions concerned should give intensive training in the working of textile machinery and textile technology for a period of 12 to 18 months ~~following~~ followed by on-the-job training for three to 12 months.

After making a detailed assessment of educational requirements for employment in the textile industry, the survey has this to say: "Employers were inclined to agree that when occupations were open to direct recruitment at higher grades, the workers should be at least of middle standard, but preferably be matriculates irrespective of whether they come by promotion from lower jobs or by direct recruitment from technical training institutions.

"While there may be differences in the skill of different workmen in any occupation from the point of view of laying down standard for training, the objective, it seems to be generally agreed, is to equip the trainees with adequate knowledge of the occupation to be able to perform the basic tasks with average skill and not with ideal or desirable skills."

Rationalisation.- After referring to the changes in the occupational pattern taking place in the textile industry, the report has suggested a separate study on rationalisation and automation. "New processes of mercorising and sanforising ~~etc~~ are coming up. Hand finishing is being replaced by machine-fishing. Similar changes are taking place in the dye-house in the direction of more and more mechanised processes. The result is that some occupations are gradually disappearing and new occupations are being created to replace them."

According to the survey, a new entrepreneur desirous of starting a textile mill can recruit 32.46 per cent of his labour force direct, the only qualifications required for them being that they should possess good physical strength and are preferably literates. Another 38.70 per cent might at some risk be also recruited direct from the open market. But it would be essential to obtain 18.11 per cent of trained workers from the existing units.

(The Hindustan Times, 31 December 1961).

35. Productivity.

India - November-December 1961.

Seminar on Utilisation of Human Resources in Industry,
New Delhi, 1 November 1961.

A seminar on utilisation of human resources in industry which was organised by the National Productivity Council and led by a team of U.S. experts, was inaugurated by Dr.C.D. Deshmukh on 1 November 1961. Dr. Deshmukh, in his inaugural address, said that the work of both public and private services had increased manifold but private services had been able to shoulder them better. Although the work of public services was more onerous, the guidance they received did not show any sign of improvement because politics had interfered. He said the atmosphere of productivity was very much better today than five or ten years ago. One could confidently assert that this was because of the "good sense" shown by employers and employees and the sympathetic guidance of the State authorities.

Dr. P.S. Lokanathan, Chairman of the Governing Body of the National Productivity Council, who also addressed the seminar said that the objects of the seminar were to provide an opportunity for the free exchange of ideas and experiences, on policies and procedures adopted for proper, fuller and efficient utilisation of personnel at all levels between the representatives of top Indian management and trade union leaders, to provide a thorough understanding of the role of management; and to help the participation participants to know how problems of employer-employee relations were tackled in the USA.

Mr. Saul M. Silverstein, leader of the seminar team on behalf of the U.S. management, said increase in production was the No.1 responsibility of the management. A combination of the factors such as sincerity and enthusiasm and patience and understanding were essential for increased production.

(The Statesman, 2 November 1961).

35. Wages.

India - November-December 1961.

Government sets up Bonus Commission: Terms of Reference announced.

On 7 December 1961, Shri Abid Ali, Deputy Minister for Labour, laid on the table of the Rajya Sabha a copy of the Government's resolution setting up a Bonus Commission to study the question of bonus to workers in industrial establishments and to make suitable recommendations.

Besides, the chairman, Shri R. Meher, the Commission will consist of Shri M. Govinda Reddy, M.P., and Dr. B.N. Ganguli, Director, Delhi School of Economics (independent members); Shri S.R. Vasavada and Shri S.A. Dange, M.P., (representing workers); Shri N. Dandekar and Shri D. Sandilya (representing employers).

Shri Sandilya, Joint Secretary, Ministry of Commerce, will represent employers so far as public sector establishments are concerned. The Commission will have its headquarters in Bombay.

Terms of reference.- The following are the terms of reference of the Commission:

(1) To define the concept of bonus and to consider, in relation to industrial employments, the question of payment of bonus based on profits and recommend principles for the computation of such bonus and methods of payment. (The term "industrial employments" will include employment in the private sector and in establishments in the public sector not departmentally run and which compete with establishments in the private sector).

(2) To determine the extent to which the quantum of bonus should be influenced by the prevailing level of remuneration.

(3) (a) To determine what the prior charges should be in different circumstances and how they should be calculated. (b) To determine the conditions under which bonus payments should be made unit-wise, industry-wise, and industry-cum-region-wise.

(4) To consider whether the bonus due to workers, beyond a specified amount, should be paid in the form of national savings certificates or in any other form.

(5) To consider whether there should be lower limits irrespective of losses in particular establishments, and upper limits for distribution in one year and, if so, the manner of carrying forward profits and losses over a prescribed period.

(6) To suggest appropriate machinery and methods for the settlement of bonus disputes.

(7) To make such other recommendations regarding matters concerning bonus that might be placed before the commission on an agreed basis by the employers' (including the public sector) and the workers' representatives.

(The Times of India, 8 December 1961).

(The Gazette of India, Part I, Sec.1,
16 December 1961, page 285).

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Wage Board for Steel Industry constituted.

Shri Abid Ali, Deputy Minister for Labour and Employment, told the Lok Sabha on 24 November 1961, that it had been decided by the Government to constitute a wage board for the iron and steel industry with Shri G.K. Shinde, an ex-Chief Justice of the former Madhya Bharat High Court, as chairman, and 6 other members including Messrs Michael John and Gopeshwar representing workers.

The Deputy Minister said that the terms of reference of the Board were being finalised.

(The Times of India, 25 November 1961).

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38. Housing.

India - November-December 1961.

Conference of State Housing Ministers, Bhubaneswar,
15 November 1961.

The three-day State Housing Ministers' Conference was held at Bhubaneswar on 15 November 1961. Shri B. Gopala Reddi, Union Minister for Works, Housing and Supply presided.

Shri Reddi, in his address, reviewed the progress so far made in the field of housing and expressed satisfaction over the past performance. He said the net investment in housing, in public and private sectors, was appreciably larger than was possible in the first two Plans and, in respect of the specific housing schemes for the weaker sections of the community, the Third Plan provision of 1,420 million rupees was a marked improvement on the Second Plan figures of 840 million rupees.

Referring to slum clearance, Shri Reddi said that if there was any scheme which was difficult of implementation, it was slum clearance and efforts must be directed towards mastering it. We had also to see to it that the purpose of slum clearance was not lost sight of.

In a reference to rural housing programme and the difficulties in the way of implementing the village housing projects scheme, Shri Reddi said, the village housing projects scheme was difficult for the same reason that the slum clearance scheme was difficult, both required for their successful implementation an appreciation of the needs of the people who were to be benefited under the two schemes.

The Conference has recommended that a phased programme for construction of houses during the third Plan period, including annual plans, should be formulated by the State Governments. It also recommended that a consolidated quarterly statement showing progress of construction under various schemes should be sent by the State Governments to the Centre.

Emphasising the need for provision of better houses for villagers, the conference recommended that the village housing projects programme should be recast and included in the category of Centrally sponsored schemes.

On provision of houses for industrial workers, the conference was of the view that while compulsion in construction of houses by employers for their workers need not be resorted to immediately, a draft enabling legislation should be prepared so as to ensure that employers build houses for their workers. The conference, also recommended that construction activity in the co-operative sector should be stepped up by encouraging formulation of new housing co-operatives.

Quantum of Loans.- The conference recommended that the quantum of building loan under the village housing projects scheme should be raised by 80 per cent of the estimated cost instead of 66-2/3 per cent as at present, subject to a maximum loan of 4,000 rupees. It was agreed that the State Governments might utilize a fourth of their annual allocation under the scheme for providing streets and roads and for acquisition and re-development of land in the selected villages. The cost of the services, however, should be kept as low as possible.

It was also suggested that the rural housing cells set up by the State Governments should be strengthened so that adequate technical guidance was available to the villagers for construction of houses. There should also be coordination of rural housing activities at the State, district and block levels to enable proper development of villages.

The recommendations regarding low and middle income group housing schemes aimed at encouraging houses for the weaker sections of the community. It was suggested that Life Insurance Corporation funds to the extent of 60 million rupees be earmarked for the low-income group persons, whose annual emoluments did not exceed 6,000 rupees.

Rental Housing.- It was also recommended that persons with incomes not exceeding 2,400 rupees a year should be provided with rental housing by the State Governments, housing boards and other public authorities. This rental housing should be subsidised by the Centre to the extent of 25 per cent of the cost.

A number of recommendations were made regarding tax relief on newly constructed low-cost housing, utilisation of Life Insurance funds and modification of building by-laws of local bodies to facilitate construction of low-cost houses.

The conference welcomed the proposal to set up a Central housing board as envisaged in the third Plan and hoped that the State Governments would set up similar boards in their territories.

(The Hindu, 17 November 1961;
The Hindustan Times, 20 November 1961).

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

INDIA - NOVEMBER-DECEMBER 1961.

41. Agriculture.

Working of the Plantations Labour Act, 1951 for the Year 1960.

An article on the working of the Plantations Labour Act, 1951, for the year 1960, was published in the Indian Labour Journal, November 1961. The following is brief review of this article.

Employment.- The total number of estates/plantations covered by the Plantations Labour Act, 1951 and average daily labour on books in these/plantations in various States is given below:-

State/Union Territory.	No. of Estates/Plantations.	Average daily labour on books.
Assam	660	480,983 *
Bihar	12	441 **
Kerala	425	N.A.
Madras	267	71,684 @
Mysore	272 £	21,163 £
Punjab	17	1,271 £
Uttar Pradesh	15	1,892
West Bengal	281	167,243
Himachal Pradesh	1	58
Tripura	47	11,000 (Approx).

* The figures relate to 639 estates from which returns were received.
 ** Only 5 plantations worked during the year, and figures are in respect of five plantations.
 @ Includes estimated number of workers employed in plantations not submitting returns.
 £ The figures relates to plantations submitting returns.

Hours of Employment.- The Plantations Labour Act, 1951 fixed the maximum weekly hours of work for adults at 54 and for adolescents and children at 40. It has also prescribed the daily hours of work, their spreadover, and the time for rest intervals. The available information shows that normal weekly hours of work were 24 in Bihar, between 42 to 48 hours in Madras and about 48 hours in Mysore. In Punjab, normal working hours per-week were 54 for adults and for 40 for adolescents and children. In the Uttar Pradesh, weekly hours actually worked varied from 39 to 51 and in Himachal Pradesh normal working hours for adults were 48 per week and for children 24. In Tripura, workers did not work for more than 36 hours per week in the plantations.

Leave with Wages.- The Act provides for the grant of leave with wages at the rate of one day for every twenty days worked for adults and one day for 15 days worked for young persons. The number of workers who were granted leave was 460,163 in Assam; 1,065 in Bihar; 68,194 in Madras; 21,467 in Mysore; 2,046 in Uttar Pradesh and 196,056 in West Bengal.

Health.- The important provisions of the Act in respect of Health relate to: (i) supply of drinking water, (ii) arrangements for conservancy, and (iii) provision of medical facilities.

Sickness and Maternity Benefits.- Under section 32 of the Plantations Labour Act, the State Governments are empowered to frame rules in regard to sickness and maternity allowances. Available information regarding the number of workers who obtained these allowances during the year 1960 is given in the table below:-

State	Sickness Allowance		Maternity Allowance	
	No. of workers who received the benefit.	Amount paid.	No. of women workers who received the benefit.	Amount paid.
		Rs.		Rs.
Assam	---	Not Available	44,459 *	4,264,698
Madras	---	---	5,422	391,400
Mysore	---	8,598	2,282	128,266
Uttar Pradesh	---	1,367	174	8,919
West Bengal	---	94,689	17,694	1,389,989

* Claims.

Enforcement.- In Assam, 306 inspections were made during the year under review. The defects and deficiencies found in the course of the inspections were communicated to the managements concerned. Penal action was authorised in accordance with the provision of section 39 of the Plantations Labour Act, 1951 by the Chief Inspector in 10 cases. Proceedings were kept in abeyance in one case on the employers' furnishing a written undertaking to remove deficiencies. One case was withdrawn due to an out-of-court settlement arrived at between the parties. One case was disposed of by the Court, and the other cases were pending at the end of the year. In Bihar, all the plantations were inspected by the Inspector concerned. In Kerala, the Chief Inspector of Plantations inspected 260 plantations during the year, paying special attention to housing accommodation and medical facilities, while the Inspectors of Plantations made frequent visit to the plantations with a view to the proper and efficient administration of the Plantations Labour Act and Kerala Plantations Labour Rules. The total number of inspections conducted by the Inspectors of Plantations was 3,416. The main irregularities noticed were inadequate provision of housing and medical facilities, etc. In Madras, Inspectors visited all the plantations during the year and the Chief Inspector of Plantations, Madras also inspected 40 estates during the period. In Uttar Pradesh, as many as 59 inspections were carried out by the Inspector of Plantations to see the implementation of the various provisions, of the Plantations Labour Act, 1951 and the Rules made thereunder. The main irregularities related to non-distribution of blankets, non-approval of the source of drinking water, non-availability of medical facilities, non-maintenance of proper leave, attendance and other records. The employers were asked to remove the deficiencies and report compliance within a specified time. The defaulting employers were prosecuted and as many as 15 prosecutions were launched during the year. Out of these 4 cases were decided. In West Bengal, 299 inspections were carried out by the Inspectors, and after inspections necessary directions were given to the managements to remove the irregularities detected by the Inspectors. In Tripura, 80 inspections were made and the requirements of the Act were explained to the managements of the tea estates by the Chief Inspector and Inspectors under the Plantations Labour Act.

(The Indian Labour Journal, Vol. II, No. 11,
November 1961, pp. 1063-1068).

42. Co-operation.

India - November-December 1961.

Recommendations of Working Group on Panchayats and Co-operatives: Close Coordination urged.

The Working Group on Panchayats and Co-operatives which was headed by Shri S.D. Migra, Parliamentary Secretary, Ministry of Community Development and Cooperation, recently submitted its report to the Government. In its report the Working Group has expressed the view that consistent with the preservation of the autonomous and business character of the co-operatives, there must be the largest measure of co-ordination between panchayati raj institutions and co-operative organisations. The group observes that while certain organisational devices and procedures can be evolved for avoiding conflicts, what is really necessary is continuous collaboration between the two.

By way of general remarks, the report says that the idea that a co-operative form of organisation is a business organisation but with a very large social content is not universally realised. "In some cases", says the report, "the emphasis is entirely on the social content without realising that the co-operative has to run as a business enterprise. On the other hand, there is emphasis on the voluntary character and business aspect of the co-operative without taking into account its role as an instrument of rural development and for bringing about a socialist pattern of society."

The voluntary character and autonomy of co-operative institutions should be preserved and fostered to the maximum extent possible. At the same time local authorities should certainly assume a great deal of responsibility for the strengthening and promotion of co-operative enterprises within their areas. The panchayati raj institutions should not, however, be in a position to interfere with the business activities of the co-operative institutions any more than the Government itself would be justified in interfering with their affairs.

In the sphere of agriculture, the group does not consider it desirable to demarcate the functions of the panchayats and the co-operatives into watertight compartments as even in regions where co-operation has progressed. It does not generally cover the more than 50 to 60 per cent of the cultivating families. It has, therefore, laid down that "functions which can be run on business principles should generally be handed over to the co-operative, while those which involve a heavy element of subsidy should be retained by the panchayat."

With regard to village industries (specially agro-industries) the group has recommended that panchayats will have to provide active encouragement in the form of promotion of artisans' co-operatives.

On the question of promotion of fisheries, the group advocates that the panchayat should lease out tanks which belong to it to fishermen's co-operatives where they exist without calling for competitive tenders.

In the interest of co-ordination, the group has recommended that the panchayat as a body and the entire managing committee of the co-operative should meet at least once a quarter "to thrash out common problems". These meetings should be informal in character. The group feels that while the autonomy of the village co-operative has to be accepted, the supreme authority in a village, namely, the gram sabha, should certainly have a right to discuss matters relating to service co-operatives in so far as they affect the economic development of the area.

Statutory Powers.- At the zila parishad level, the group feels that the appropriate machinery for co-ordination is a functional sub-committee on which the chairman of all the district level co-operative organisations should be represented. This functional sub-committee should discuss the general progress of the co-operative movement within the district and suggestions for improvement should be passed on to the assistant registrar and the appropriate district level co-operative bodies. The report says that there is no special advantage in the zila parishad having a right of representation on the district co-operative institutions but it may send a representative to the district co-operative union.

The report discusses in detail the question of participation in share capital of co-operatives by panchayati raj institutions and has emphasised that "the federal character of the co-operative movement can only be reinforced if participation share-capital by the State is indirect."

(The Hindustan Times, 23 October 1961).

44. Merchant Marine and Fisheries.

India - November-December 1961.

Merchant Shipping (Certificates of Competency) Rules, 1961.

The Government of India gazetted on 23 December 1961 the text of the Merchant Shipping (Certificates of Competency) Rules, 1961, made in exercise of the powers conferred under the Merchant Shipping Act, 1958. The rules provide that a certificate of competency for any grade shall be in the appropriate form set out in the Schedule to the rules and that all certificates in any one grade shall be numbered serially and prefixed by identifying letters allotted by the Director General of Shipping. The Rules further provide that every certificate shall be made in duplicate, the original delivered to the person entitled to it and the duplicate kept in the office of the Director General, a note of all orders referred to in section 82 of the Act being entered in the duplicate copy.

(Notification GSR 1510 dated 18 December 1961, the Gazette of India, Part II, Sec. 3, Sub-sec. (i), 23 December 1961, pp. 1859-1876).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - NOVEMBER-DECEMBER 1961.

50. General.

Working Conditions of Contract Labour in Building and
Construction Industry.

On the recommendations of the Planning Commission in the Second Five Year Plan, the Labour Bureau undertook a Survey in Building and Construction Industry, the results of which are summarised in an article published in the Indian Labour Journal, Vol.II, No.11, November 1961. The following is a brief review of this article.

For the purpose of this survey it was decided to group the building and constructional activities in the following four categories:

- (i) Projects of the Central Public Works Department;
- (ii) Projects of the State Public Works Departments;
- (iii) Dams undertaken by the Ministry of Irrigation and Power, Government of India; and
- (iv) Private constructional activities in certain urban areas.

The number of contractors covered on all the 24 sampled Central Public Works Department projects was 57. Of the 80 sampled projects in State Public Works Departments only 76 could be covered because four of them had either been completed or work on them was not taken up due to some reason or other. On these 76 projects, 194 contracts were covered.

Employment.- The employment in Building and Construction Industry was subject to seasonal variations which were the result of the climatic conditions. During the rainy season building activity was more or less at a stand-still, particularly on the construction of bridges over rivers since the rivers were in floods and work was not feasible. The employment also went down during the agricultural season, viz., harvesting and sowing. The estimated employment data (actual where it was not possible to estimate) in respect of different categories of constructional activities are presented below:-

(A) Central Public Works Department Projects.- The All India estimated average daily employment during the year 1959 worked out to 14,994.

(B) State Public Works Department Projects.- An all-India estimate was not possible. The actual employment on the last working day of December 1959 in the projects covered was 31,413. This figure relates to 159 out of 194 contractors covered under the survey.

(C) Dams.- An all-India estimate was not possible. The dam-wise employment, however, is given below:-

The estimated average daily employment at Nagarjunsagar and Chambal during the year 1959 worked out to 14,500 and 27,884 respectively. The average daily employment at Koyna, Rihand, Hirakud and Kosi was 3,788, 5,879, 1,911 and 3,042 respectively.

(D) Private Constructional Activities in Urban Areas.- No estimation was possible. The number of workers employed on the last working day of December 1959 by 53 out of 56 contractors covered under the survey was 6,553.

Employment of Women and Children.- During the course of the survey it was observed that due to the poor economic conditions generally the entire family of the unskilled worker placed its services at the disposal of the contractor who too employed them gladly as they were available on lesser wages. Women and children were, however, employed on lighter jobs, such as loading and unloading, stone-breaking, etc. According to the terms of the contract entered into between the contractors and authorities executing the projects, there was no ban on the employment of women labour by the contractors except in the cantonment areas. According to the terms of their Agreements, the contractors were not permitted to employ any child below the age of 12 years. On Hirakud Dam the percentage of women labour to the total force labour force was found to be the highest (39.7 per cent).

System of Recruitment.- The most common method of recruiting labour, specially the unskilled, was through agents/jamadars. Of the 357 contractors covered under the survey, 122 recruited their workers directly; 125 through agents/jamadars; 19 through existing workers; 5 through associations/unions of workers; one through labour co-operative and the remaining 84 adopted a combination of the aforesaid methods. According to the terms of their Agreements of Contract the contractors executing State P.W.D. Projects in Jammu and Kashmir were required to engage only State subject.

Advances.- It was observed that the practice of giving advances to the workers either directly or through agents/jamadars was mainly responsible for the exploitation of labour. By taking only a few rupees as advance, the workers were almost tied up with the contractors with the result that the contractors could command wages at a lower rate.

Wages and Earnings.- In accordance with the provisions of the Minimum Wages Act, 1948, appropriate Governments have fixed the minimum rates of wages, for the workers engaged by them on "Road construction of building operations" and "stone-breaking or stone-crushing". These rates are different in different States and sometimes for different areas in the same State. The rates vary between 2 rupees to 9 rupees per day for skilled workers and 0.50 rupees to 3 rupees for Mazdoor.

Dearness Allowance.- Of the 357 contractors, only 5 paid separate dearness allowance to their workers. Of these two were working on dams, one on State P.W.D. project and the remaining two on private construction projects. On dams, one contractor was paying 20 rupees per month to lorry and cement concrete mixer drivers and the other was paying it only to his permanent mechanics. The rate of payment in the latter case was 60 per cent on the first hundred rupees and 20 per cent on the subsequent slabs of hundred rupees of their wages. The contractor working on State P.W.D. projects was paying it at the rate of 55 rupees per month to his permanent workers only, on private construction projects, one contractor was paying at the rate of Rs.0.50 per day only to his masons whereas the other was paying it to all his workers as per Third Omnibus Engineering Tribunal Award. The monthly rates of payment as per Award were:-

Pay Range	Dearness Allowance
	Rs.
Upto Rs. 50.00	36.00
Rs.51.00 to Rs. 100.00	47.00
Rs.101.00 to Rs.150.00	53.00
Rs.151.00 to Rs.200.00	59.00
Rs.201.00 to Rs.250.00	65.00

Other Cash Allowances.- Of the 357 contractors, only 8 were paying some other cash allowances to their workers. Of these 2 contractors, working on C.P.W.D. projects, were paying cash allowance ranging between Rs.1.25 and Rs.4.00 per day to some of their workers. On State P.W.D. projects only two contractors paid conveyance allowance ranging between Re.0.25 and Rs.0.50 per day to those workers who came to the work-site from the town proper which was distant from the work-site. On dams one contractor was paying Rs.20.00 per month as local (compensatory) allowance to his pump, lorry and concrete mixture-mixer drivers only. The remaining three contractors engaged on private projects were paying cash allowance ranging between Rs.0.37 and Re.1.00 per day for food to their drivers and cleaners only.

Money value of Concessions given in kind.- Of the 357 contractors, only 12 - one working on C.P.W.D. projects, 9 working on State P.W.D. projects and one each on Dam and Private construction projects - gave some concession in kind to some of their workers. Such concessions were in the form of free food, tea, fuel, etc. The money value of free food given by 9 contractors varied from Rs.30.00 to Rs.50.00 per head per month. The money value of free food and tea given by one contractor was Rs.90.00 per month. Another contractor was providing only one cup of tea daily to all his workers. The remaining one contractor was supplying kerosene oil and firewood free of charge to his outside workers only.

Retaining or Subsistence Allowance.- Of the 357 contractors only 13 - one working on C.P.W.D. projects, 8 on State P.W.D. projects, 3 on dams and one on private project - were paying retaining or subsistence allowance to their workers when no work was provided to them. Of these one paid full wages to all his workers; 5 full wages only to their non-casual workers and 2 half wages only to their non-casual workers. Of the remaining five contractors four were providing free food and one was paying a very nominal retaining allowance to their workers.

Working Conditions: Daily Working Hours.- The daily hours of work for workers employed in the workshop were regulated by the Factories Act. Their normal daily hours of work were limited to 8 per day and 48 per week. The working hours of workers engaged on 'road construction or building operations' and 'stone breaking or stone-crushing' are regulated by the Minimum Wages Act, according to which the maximum daily hours of work are not to exceed 9 for adults and 4-1/2 for children. The weekly hours of work are also not to exceed 48. The daily spreadover is also not to exceed 12 hours. In actual practice, due to the shortage of the inspecting staff the provisions of the Minimum Wages Act were not being enforced properly in respect of the workers employed by contractors. ~~as men~~ Children (below 15 years of age) were also reported to ~~the workers~~ be working for the same number of hours as adults.

Weekly Hours of Work.- The normal weekly hours of work varied from 36 to 91 per week. Majority of the contractors reported 48 hours per week. Some of the contractors reported less than 48 hours per week.

Rest Intervals.- Majority of the workers used to take some rest, the duration of which varied from half an hour to 7 hours a day. The period of rest was, however, lesser in winter as compared to that in summer months. The spreadover for time-rated workers was lesser as compared to that for piece-rated workers.

Overtime.- Of the 357 contractors, 154 (16 working on C.P.W.D. projects, 89 on State P.W.D. projects, 22 on Dams and 27 on Private Projects) were taking overtime work from their workers on extra payment for the same. Of these, 55 contractors were paying ordinary rates; one 1-1/4 times the ordinary rates of wages; nine 1-1/2 times the ordinary rates of wages; 50 double the ordinary rates of wages for the overtime work. Of the remaining 39 contractors, 18 had fixed the rate of payment on hourly basis, which varied from Re.0.12 to Re.1.00 per hour for different categories of workers and 21 had no fixed rate of payment.

Weekly Rest with Pay.- Of the 357 contractors, 66 (43 working on C.P.W.D.) projects, 19 on State P.W.D. Projects, one on Dams, and 3 on Private Projects) reported that they were giving weekly rest with wages to their workers. Of these one allowed such rest to all his workers; 63 only to those workers who were either permanent or had worked continuously for the six preceding days in the week and the remaining two only with half wages. Another three contractors working on Dams were giving only fortnightly rest with wages to their workers.

Leave and Holidays with Pay.- No work no pay was the prevailing rule for the casual workers who formed a bulk of the total employment in Building and Construction Industry. Of the 357 contractors only 15 allowed casual leave ranging between 7 and 15 days in a year to their non-casual workers.

Sick Leave.- Of the 357 contractors only 14 allowed sick leave to their workers. Of these only one contractor extended this facility to his casual workers. The number of such leave was, however, not to exceed 7 days in a year. As regards the non-casual workers, the period of such leave varied from 6 to 30 days in a year in respect of 11 contractors; one contractor was allowing one day's sick leave for every 22 days of work and the remaining two contractors had not fixed the period of such leave.

Privilege Leave.- Of the 357 contractors 21 allowed this kind of leave only to their non-casual workers. The period of such leave varied from 10 to 30 days in a year in respect of 17 contractors and ~~fix~~ was not fixed in respect of the remaining 4 contractors.

National and Festival Holidays with Pay.- Of the 357 contractors only 88 allowed such holidays ranging between 1 and 15 days in a year to their workers. It was, however, observed that casual workers seldom got full wages for these holidays. If the contractors were pleased with their workers they used to give something to them either in cash or in kind for celebrating the festivals but wages as such were not paid.

Welfare.- The working and living conditions of labour in Building and Construction Industry were found to be very much below the desirable standards. The Central Public Works Department has no doubt made elaborate provisions in their Model Rules for the Protection of Health and Sanitary Arrangements for Workers Employed by the C.P.W.D. or its Contractors. The State Governments were also advised to adopt similar rules. It was, however, observed that these rules remained almost a dead letter in Central as well as State public works undertaken by the contractors. As regards the Dams, the Agreements entered into between the contractors and the dam authorities contained a clause according to which the contractors were obliged to provide certain amenities to their workers such as hutments, arrangements for sanitation and conservancy, drinking water, etc., and it was observed that such amenities were generally provided. The contractors executing Private Construction Works were not obliged to provide any facility for their workers.

Medical Aid.- Of the 357 contractors covered, 326 were providing medical aid in one form or the other to their workers. Of these only 14 contractors were either running their own dispensaries with qualified doctors or had simply contracted the services of qualified doctors who used to pay periodical visits to the labour camps and the remaining 312 contractors were maintaining first-aid boxes at the work-site and meeting the expenses of hospitalisation of those workers who fell ill or were seriously injured on duty.

Housing.- Of the 357 contractors, 197 provided housing facilities to their workers in the form of huts. These hutments were generally constructed by the workers themselves from material supplied free of cost by the contractors. The contractors did not charge any rent for these hutments. Of these, 43 contractors had provided such hutments only to their outside labour; one only to his skilled workers and one only to his noncasual(permanent) workers. Another 12 contractors had hired houses in the neighbourhood of the work site for the residential purposes of their workers and charged no rent from the workers.

Transport Facilities.- Of the 357 contractors, 89 provided either free transport or compensated the transportation expenses incurred by their workers. Of these, 30 contractors met the transport expenses incurred by the workers only on coming to the work-site from their houses homes; 38 contractors paid the expenses of return journey also, provided the workers left their jobs either on completion of the work or on the expiry of the period for which they were brought. Another eighteen contractors had arranged for free transport, viz., trucks, jeeps, etc., for their workers, for coming to and going back from the place of work. Of the remaining three contractors two compensated transportation expenses to the extent of one day's wages and the last one paid the actual expenses incurred by his workers daily in coming to and going from the work site to their places of stay.

Recreational Facilities.- Of the 357 contractors only 7 (3 working on State P.W.D. Projects and 4 on dams) had arranged for some recreational facilities such as cinema shows, games, radio sets, etc., for their workers.

Accidents.- According to the terms of their contracts, the contractors were required to inform the executing authorities about the accident and the authorities were empowered to deduct the amounts of compensation payable, according to the provisions of Workmen's Compensation Act, in such cases to workers or their dependents from the amounts payable to contractors. This amount was refunded in case the contractor has already paid the same to the workers or their dependents. It was, however, observed that the contractors generally avoided the reporting of even fatal accidents by negotiating with the near relatives of the deceased so that they might not prefer any claim against them to the executing authorities.

Maternity Benefit.- It was observed that the contractors rarely gave maternity benefits to their female workers. The available information reveals that of the 357 contractors, 270 employed female labour and of these only five contractors (3 working on C.P.W.D. projects and one each on State P.W.D. projects and Dams) used to give some benefit to their female workers.

Trade Unions.- The unskilled workers employed in this industry were mostly unorganised. Skilled workers, had, however, formed unions at several places. Of the 357 contractors, only 29 reported that some of their workers were union members of some union.

Industrial Relations.- Generally, the grievances of workers were settled by the contractors themselves with the help of their agents or jamadars. The Dam authorities, however, appointed Public Relations Officers in order to look after the welfare of all the workers engaged on the dams. Of the 50 contractors only 2 had appointed their own Welfare Officers to look into the grievances of their workers. The C.P.W.D. authorities had appointed Labour Officers for looking into the welfare of the workers engaged in C.P.W.D. projects but it was observed that they were unable to cope with the work involved as their number was inadequate. In respect of the State and Private construction projects, no such persons were appointed. Only 8 contractors working on State P.W.D. projects had laid down some procedure for attending to the grievances of their workers. Of these 2 contractors had appointed Welfare Officers to look into the grievances of their workers; one had formed a Council of the workers for redressing their grievances; and the remaining five contractors were redressing the grievances of their skilled workers through their association which used to supply such skilled workers to them.

(Indian Labour Journal, Vol. II, No. 11,
November 1961, pp. 1053-1053).

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

India - November-December 1961.

Report on the Activities financed from the Coal Mines
Labour Welfare Fund for the Year 1960-1961 *.

The following information about welfare activities in coal mines is taken from the annual report of the Coal Mines Labour Welfare Fund, for the year 1960-61, issued by the Ministry of Labour and Employment.

Income and expenditure.- The rate of cess on all despatches of coal and coke, the main source of income of the Fund, continued to be 37.5 nP. per ton until 31 December 1960 and from 1 January 1961 it was increased to 50 nP. per ton (49.21 nP. per metric tonne) the maximum leviable under the Coal Mines Labour Welfare Fund Act. The total income during the year which came to 19.846 million rupees was apportioned between the General Welfare Account and the Housing Account of the Fund in the ratio of 6 : 31. The share of the General Welfare Fund Account was 3.295 million rupees and that of Housing Account 16.551 million rupees. The total expenditure was 16.551 million rupees (8.968 million rupees in the General Welfare Account and 7.383 million rupees in the Housing Account). The above increase in the rate of cess from 1 January 1961 was found necessary to provide more money for construction of houses for colliery workers, improvement of water supply and provision of other welfare measures.

* Government of India, Ministry of Labour and Employment: Coal Mines Labour Welfare Organisation: Report on the Activities of the Coal Mines Labour Welfare Fund 1960-61; pp. 19.

Medical facilities and hospitals.- Medical facilities on an extensive scale, one of the most outstanding achievements of the Fund, continued to be provided by the Organisation. The facilities provided inter alia include provision and maintenance of hospitals, maternity and child welfare centres, T.B. treatment facilities, dispensary services including Ayurvedic dispensaries, etc. The progress with regard to these is summarised below in brief.

Central Hospital, Dhanbad.- This 250 bedded modern hospital staffed and equipped to render all types of specialists diagnosis and treatment to colliery workers and their dependents has been functioning since 1951 and has completed nine years of its existence. The average daily number of in-patients treated in the hospital during the year was 333 against 302 during the previous year.

During the year under report two thousand two hundred and thirty eight operations were done. Plaster of paris was applied in 1,412 cases, Anaesthesia was given in 1,396 cases and the number of pathological investigations done during the year was 44,542. The number of patients X-rayed was 8,560 and that screened 208.

Central Hospital, Asansol.- The other Central Hospital of the Fund at Kalla in the Raniganj Coalfield which was started in the year 1955 entered the sixth year of its existence. The average daily number of in-patients treated in the hospital during the year was 228, against 256 during the previous year. Expansion of this hospital to 250 beds was almost complete. Construction of residences had already been completed and that of additional wards was nearing completion.

Two thousand eight hundred and sixty seven operations were done at this hospital during the year under review. Plaster of Paris was applied in 1,036 cases. The number of pathological investigations was 43,093. The number of patients who were X-rayed and screened was 9,492 and 1,274 respectively.

A Blood Bank on modern lines for the benefits of colliery patients needing blood transfusion started functioning at the Central Hospital, Asansol under a Blood Transfusion Officer. At this Bank 39,310 cc of blood were collected. The blood stored at the Bank caters also to the needs of the other Medical institutions of the Fund. Storage facilities are also provided at the Central Hospital, Dhanbad. Blood is collected from free volunteers and also purchased from donors at the rate of 10 rupees per bleeding of 250 cc plus 1 rupee for refreshment.

Each Central Hospital has a social worker attached to it who attends to the personal needs of the patients for their correspondence, private matters, etc.

At the Rehabilitation Centres attached to the two Central Hospitals a total number of 17,051 patients were treated. The treatment given included active exercises, infra-red and ultra-violet rays, electrical stimulation, massage, paraffin bath and occupational therapy.

In spite of the fact that the bed strength in the two Central Hospitals had been increased to 250, it was found that the number was inadequate to meet the demand on these hospitals. A proposal to raise the bed strength to 300 at each of these two hospitals has been approved by Government in principle.

Regional Hospitals.- Eight regional hospitals-cum-maternity and child welfare centres continued to function during the year under report.

The regional hospital and T.B. clinic at Searsole was converted into a 50 bedded T.B. hospital to provide more beds. Work on the different buildings of the regional hospital at Kurasia in the Madhya Pradesh Coalfield was started and the construction of the main hospital buildings at Phusro in the Bokaro field was well in progress. Proposals for the establishment of three more regional hospitals in the Raniganj Coalfield and one each in Jharia and Andhra Pradesh Coalfields have been approved by the Government.

Maternity and Child Welfare Centres.- A maternity and child welfare centre is attached to each of the Regional Hospitals. In the coalfields of Bihar and West Bengal about 50 centres continued to be run through the Jharia and Asansol Mines Board of Health and the Hazaribagh Mines Board by payment of annual grant-in-aid from the Coal Mines Labour Welfare Fund which covered the major portion of expenditure incurred by the Boards on their running. The centre at Jatachappa in the Madhya Pradesh Coalfield run by the Organisation also continued to function. A maternity block of 10 beds constructed at the cost of the Fund attached to the Government hospital at Chanda for Chanda Coalfield was maintained by the Fund. Two centres were run by the Organisation in each of the Orissa and Andhra Pradesh Coalfields. Steps were also taken to provide one centre in Assam.

Anti T.B. Measures.- The total number of beds provided by the Fund for treatment of T.B. patients were increased to 62 (12 beds at Katras in the Jharia Coalfield and 50 at Searsole in Raniganj Coalfield) by converting the Regional Hospital at Searsole into a 50 bedded T.B. Hospital. Provision of 25 additional beds at the T.B. Clinic, Katras was also approved by Government.

In addition to the above, a total of 86 beds were also reserved by the Fund in various Sanatoria for treatment of colliery patients.

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For providing further facilities for indoor treatment, construction of two 100 bedded T.B. Blocks as adjuncts to the two Central Hospitals, Dhabbad and Asansol was sanctioned by Government and construction of some of the ancillary buildings was also started. Proposals for setting up a T.B. clinic with a 12 bedded ward attached to each of the Regional Hospitals at Naisarai and Phusro in the Hazaribagh Coalfields and Jamai in the Pench Valley Coalfield were approved in principle and detailed estimates were under preparation.

The scheme for payment of subsistence allowance at a rate not exceeding 50 rupees per month to the dependents of T.B. patients undergoing treatment as in-patients at the Fund's T.B. Clinics or at the beds reserved by the Fund at various sanatoria was continued during the year under report.

Domiliary T.B. Treatment Scheme, which was introduced on an experimental measure in August 1958 and subsequently extended to provide treatment for 1,000 patients in the coalfields of Bihar and West Bengal and 41 patients in the Madhya Pradesh and Rajasthan Coalfields, continued to yield very good results. During the year, the Scheme was also extended to the coalfields in Andhra Pradesh, Chanda and Assam with provision for treatment of 95 patients in all. The main features of the scheme viz., free supply of medicines at an estimated cost of 40 rupees per patient per month, payment of grant-in-aid for special diet upto 50 rupees per patient per month for a period not exceeding six months, payment of subsistence allowance up to 50 rupees per month in respect of each patient where he happened to be the only earning member of the family, continued to be maintained during the year. A net work of Chemotherapy Centres were set up throughout the coalfields where T.B. patients were examined and given all the necessary drugs free of cost.

At the Convalescent Home at Dhuli, training for the 4th batch of cured T.B. Patients was completed and training for the 5th batch started. Besides free supply of necessary medicines required for such convalescent person, training in the crafts of garment making and basket making was also given to each person and a monthly stipend at the rate of 30 rupees per month per head given for a period of three months.

Finding that disabled colliery workers from various collieries had not been provided with facilities for training in crafts, it was decided to admit disabled colliery workers also at the above Convalescent Home if seats remained vacant after admission of discharged T.B. patients.

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Dispensaries.- The two static dispensaries run by the Fund at Bhuli and Mugma treated a total number of 13,397 patients during the year.

The two mobile medical units provided by the Fund in the Damua area of the Panch Valley Coalfield and the Karanpura-Ramgarh Coalfield were maintained and rendered useful service to colliery workers in the interior having no proper facilities nearby for medical aid.

In addition to Central Hospitals, Regional Hospitals, T.B. Clinics, Maternity and Child Welfare Centres and Dispensaries providing allopathic line of treatment, the Organisation also maintained thirteen Ayurvedic Dispensaries in the various coalfields. During the year 1960, 88 applications for financial assistance were received and 69 dispensaries were found conforming to standards. Assistance totalling 506,894.74 rupees was sanctioned.

The scheme of financial assistance to collieries under which the Organisation pays grants-in-aid to colliery owners who maintain dispensary services according to the minimum standards prescribed for rendering improved medical aid to their workers, continued to be maintained during the year under review. Under this scheme financial aid to the extent of the amount of the cess at the rate of eight pias per ton recovered in respect of coal or coke despatches from the colliery concerned after deduction of the proportionate cost of collection or the amount spent on the ~~maintaining~~ maintenance of the dispensary whichever is less is paid to the management.

X-ray facilities.- In both the Central Hospitals and a few of the regional hospitals run by the Organisations, X'ray plants had long been provided. The question of provision of X'ray plants in the other regional hospitals also engaged serious attention and the units were expected to be in position at least in some of them ere long. During the year under report, under the scheme of supply of X'ray plants to colliery hospitals at the cost of the Coal Mines Labour Welfare Organisation, three more plants were supplied, one each to the hospitals at Kustore, Jamadoba, and Bhowara, making the total number of plants supplied so far under this scheme eight.

Ambulance vans.- The Fund has provided ambulance vans to the Central and Regional Hospitals for carrying patients. The number of patients carried and miles run by the ambulance vans is given below:-

Hospital	Patients carried	Miles run
Central Hospital Dhanbad. --	263	4,919 (for 9 months)
Central Hospital Asansol. --	1,132	10,214
Regional Hospital, Katras. --	233	9,619
Regional Hospital, Tisra. --	207	9,538
Regional Hospital, Naisarai. --	237	10,434

The ambulance vans at Katras and Tisra were also used in connection with Dominicalary T.B. Treatment Scheme.

Family counselling.- Family counselling centres were run at the Central and Regional Hospitals of the Fund. Five thousand eight hundred and seven cases were attended to. Sterilisation was done on 293 cases. In order to provide incentive to colliery employees, a scheme for payment of cash @ 15 rupees per head in the case of male and 25 rupees per head in the case of female who underwent sterilization operation was introduced.

Leprosy relief.- Incidence of leprosy in the Coalfields is not inconsiderable and to provide facilities for treatment to colliery leper cases, wards have been provided at the cost of the Fund at the Tetulmari and Asansol Leprosy Hospitals which are run by the Dhanbad District Leprosy Relief Association and the Asansol Leprosy Board respectively. Twenty two beds are available at the former and 24 at the latter. The wards have been equipped and electrified at the Fund's cost. Recurring grant is being paid to the associations for treatment of cases. Further eight beds have also been arranged in another Leprosy Hospital in Raniganj Coalfield.

Residential home for children.- With a view to protecting from infection the coal miners' children whose parents are suffering from infectious diseases like Leprosy and T.B. and who have not been segregated and are living with their families the Coal Mines Labour Welfare Fund Organisation has set up a Residential Home at the Bhuli Township for those children in the age group of 6-14 years. It was opened on 6 September 1960 with 12 children on the opening date. The children admitted at the Home are provided with nourishing food, education and recreation.

Treatment for Cancer.- Arrangements has been made for payment of an allowance at the rate of 5 rupees per day per patient to the colliery workers suffering from cancer and other ailments requiring radium or deep X'ray treatment who are sent to the Patna Medical College Hospital by the medical authorities of the Fund and who fail to secure immediate admission, to enable such patients to meet expenses like house rent, diet charges and cost of conveyance from the date of arrival at Patna to the date of admission into an indoor ward of the Medical College Hospital.

Anti-malaria operations.- The malaria control work, the first major project undertaken by the Organisation from its very inception, entered into its sixteenth year of systematic operation. Anti-larval work, in the form of drainage work, clean weeding etc., was carried out in all the coalfields before commencement of residual insecticidal spraying. About 765 collieries and 527 adjoining villages were sprayed with insecticide during the year protecting a population of about 1,236,100.

Three thousand seven hundred and eighty two persons received anti-malarial drugs during the year. Microscopic examination of blood slides of fever cases to study degree of parasitaemia revealed that out of a total of 7,684 blood slides received for examination from various coalfields, the total number of slides found positive was 192. Entomological observations on the density of anopheline mosquitoes were carried out. As a result, it was observed that the density was low in all the areas. Spleen, parasite and infant parasite examinations were carried out as usual.

In recognition of the good work done, the Malaria Unit of the Organisation was awarded a certificate of merit for 1958-59 by the National Society of Malaria and Other Mosquito Borne Diseases. The Unit is now engaged in the most important phase of its activities of eradication programme.

Two microscopes were supplied to Tipong and Namdong Colliery Dispensaries in Assam Coalfields for facilitating examination of Malaria cases.

Many cases of filariasis among the coal mining population were reported. The Organisation, therefore, introduced a pilot survey scheme to assess the actual extent of the disease and plan ways and means of its eradication from the coalfield areas. The survey team is working under a Filaria Officer. The survey in the Jharia Coalfield was completed and the team started similar survey work in the Raniganj Coalfield during the year. Examination in micro-filaria of blood was carried out.

Educational and recreational facilities.- To the chain of Miners' Institutes set up by this Organisation, one more was added at Samla Kendra Colliery in the West Bengal Coalfield on 18 August 1960. These Institutes, each comprising of an Adult Education Section and a women-cum-Children's Welfare and Education Section have been established by this Organisation in the different coalfields for providing educational and recreational facilities to colliery workers and their dependents. Fifty six such Institutes were functioning in different coalfields at the close of the year under report.

Women's Welfare-cum-Children's education centres.- Sixty Women's Welfare-cum-Children's education centres were functioning in Multi-purposes Institutes and in accommodation offered by colliery owners. Nine Feeder Adult Education Centres for Women were also opened. The Centres continued to provide elementary education to workers' children upto Class II standard. Healthy and interesting games were played at all the centres. Free supply of milk and tiffin continued to be distributed amongst the children attending the Women's Welfare Centres. Medical check up of children's health attending the ~~we~~ continued to be done at all the centres. The health of the children was checked quarterly during the year by the Medical Officer of the Organisation and the same was found on the whole satisfactory. Where the deficiency was found conspicuous, they were given the necessary course for "set-up".

Besides training in handicrafts like sewing, tailoring, embroidery, repair of garments etc., literacy classes were also held for women at all the centres as usual. The total number of women turned literate upto 31 March 1961 was 1,146. All the centres have been provided with a sewing machine each and the other materials required for handicraft work.

Adult education centres.- Sixty-one Adult Education Centres were functioning in the various coalfields. During the year 1,816 adults were made literate making the total number of adults literate at the close of the year under review 9,268. A small library containing about 400 books was being maintained at each Centre and the same was being used by a large number of persons. Study tours and excursions to places of interest were arranged. Visits and study tours were arranged, and the centres organised various cultural activities and sports. For providing increased facilities for Adult Education the scheme of opening Feeder Adult Education Centres which was introduced about two years ago, has been working very successfully. One hundred thirteen centres have so far been functioning under this scheme and necessary action to add more to this was taken.

Primary Schools.- Monthly grants-in-aid were continued to three schools in Talcher, four schools in Andhra Pradesh and one school each in Korea, Assam and Darjeeling Coalfields. In addition to this non-recurring grants-in-aid amounting to 7,048 rupees were sanctioned for payment to six schools situated in the coalfield areas for purchase of furniture and educational equipment. To augment the facilities for primary education for the children of colliery workers, a proposal under which the Fund would pay a non-recurring grant to the extent of 6,000 rupees for the construction of additional school buildings in each case in the coalfield area was under consideration in consultation with the different State Governments concerned. As an incentive and encouragement to greater efforts, the Organisation continued paying scholarships to the wards of colliery workers who were meritorious in their studies. A sum of 17,740 rupees was paid as scholarship during the year.

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Training of Welfare personnel.- The training course for the third batch of 35 trainees at the Welfare Personnel Training Institute, Bhuli which had commenced from November, 1959 was completed. Training of the fourth batch which was started from 1 August 1960 with 21 trainees was completed in January 1961. Twenty trainees were declared successful. It was decided to wind up the training Institute with the close of the last training referred to above.

Boarding House for children of coal miners.- Sanction of the Government was received for the establishment of three Boarding Houses one each in Bihar and Madhya Pradesh and West Bengal Coalfields for the use of children of colliery workers studying in High Schools. Necessary action was in hand to open them at places where they would be most useful. The question of opening more of such boarding houses including one in the Assam Coalfield was under consideration.

Games and sports.- A total sum of 50,900 rupees was spent on organising games and sports for colliery workers in the different Coalfields. Besides this, the first All-India Coalfield Football Tournament was also conducted during the year under report and a sum of 9,000 rupees was spent for the purpose. As in the previous years, the Second All-India Coalfield Sports was held on the 26 February 1961 at the Lodna Colliery Ground in which 220 athletes from different States participated.

Enforcement of statutory provisions.- The Coal Mines Pithead Bath Rules, 1946 continued to be administered by the Coal Mines Labour Welfare Organisation. Under the Rules it is obligatory to provide Pithead Bath at every coal mine whose monthly output during the previous calendar year exceeded 500 tons. Exemption from the provision of Pithead Bath is granted in case of those mines the resources of which are likely to be exhausted within the next three years. The total number of collieries where Pithead Bath had been completed was 225 and those of collieries where they were under construction, was 80.

Under the existing rules for the provision of creches in mines the owner or agent or manager of every mine in which not less than 50 women workers had been employed on any one day of the preceding twelve months was required to provide a creche. Supply of diet to children at the creches is now compulsory. The Creches became more popular and the attendance of children also increased. A total number of 392 creches was completed and 61 were under construction.

Prosecution.- For contravention of the Coal Mines Pithead Bath Rules and Mines Creche Rules, 104 prosecutions were launched during the year.

Maternity benefit.- The Mines Maternity Act and Rules made thereunder continued to be administered by the Coal Mines Labour Welfare Organisation. During the year maternity benefit was paid by the employers in a total of 1,823 cases.

Workman's Compensation.- With a view to getting the settlement expedited, the members of the Inspectorate Staff of the Organisation followed up cases of accidents in coal mines which involved payment of compensation. Out of a total of 6,510 cases reported, 6,014 were followed up during the year. A total of 5,255 cases were admitted and 770 were not. Payment was made in 3,008 cases.

Housing.- Under the Fund's first scheme of construction of experimental township, the Organisation constructed in all 1,566 houses at Bhuli, 48 houses at Bijoy Nagar, 219 houses at Bokaro, 160 houses at Kargali, 50 at Giridih, 50 at Bhurkunda and 40 at Kurasia.

Under the Old Subsidy Scheme of the Fund envisaging payment of subsidy to colliery owners at the rate of 20 per cent of the cost of the construction, the number of houses constructed were 1,638 up to the end of the year.

Under the subsidy-cum-loan scheme, which provides for payment of a subsidy of 25 per cent and loan of 37-1/2 per cent of the cost, 2,060 houses were completed and 103 houses were under construction on 31 March 1961. Sums of 150,991.47 rupees and 159,131.00 rupees had been paid as subsidy and loan under the scheme upto 31 March 1961.

Under the New Housing Scheme of the Fund which provides for construction of 30,000 houses by the Fund at a cost of more than 100 million rupees, at the close of the year under report, 13,525 houses were in different stages of construction at 296 collieries. An expenditure of 14,610,842 rupees had been incurred on the New Housing Scheme upto 31 March 1961.

Government sanctioned a sum of 6,000 rupees during the year for construction of 30 kutchha houses on an experimental basis in the Assam Coalfield and allotment was made to Messrs Assam Railways and Trading Company.

A scheme to construct cheap houses of a semi-permanent nature costing about 1,100 rupees per house at the rate of 20,000 houses per year during the Third Five Year Plan period was formulated and was under examination by Government. The fulfillment of this ambitious scheme which aims at the construction of ~~xxx~~ 100,000 houses of this type is sure to go a long way in alleviating the acute housing conditions of workers in the coal industry.

Water Supply.- One hundred and sixty wells on fifty per cent subsidy basis have been sanctioned by the Fund so far in different coalfields. Most of them were either completed or under construction.

Other amenities: Death benefits.- The scheme for grant of financial assistance to the widows and school-going children of colliery workers who meet with death as a result of fatal accidents at collieries at the following rates was in operation during the year. Under the scheme a monthly allowance of 10 rupees per month to the widow of the deceased worker for a period of two years and a scholarship of 5 rupees per month to each of the children of the deceased worker attending schools for a period of three years were being paid. A total sum of 15,300 rupees was sanctioned during the year for payment to 57 widows and 9 school-going children.

Co-operative movement in coalfields.- As a result of the drive launched by the Organisation since 1958 to free the coal miners from the ~~un~~ clutches of unscrupulous money lenders, the Co-operative movements gained momentum and became increasingly popular. A total of 147 co-operative societies have been registered and were functioning in the various coalfields. The non-recurring grant @ 67 rupees per society for meeting the preliminary establishment cost was paid to a total number of 51 societies. A sum of 450,000 rupees was sanctioned out of the Coal Mines Labour Welfare Fund for extending credit facilities at a low rate of interest to colliery employees' co-operative societies through the Co-operative Banks in the States of Bihar, Madhya Pradesh, Andhra Pradesh and Maharashtra. Sanction of grant in respect of other coalfields was awaited. With a view to expediting financing aid to the Societies, a scheme of liberalised advance of loans direct to the societies was under consideration.

Holiday home for coal miners.- The Holiday Home set up at Rajgir on an experimental basis was becoming popular. Batches of workers were sent to the Holiday Home. ~~But~~ On their way back they were also shown places of interest in Bihar.

Rehabilitation and convalescent home.- In addition to facilities provided at the Rehabilitation Centres of the two Central Hospitals, the Centre opened at Jamadoba for providing facilities of training in handicrafts like tailoring and basket making to partially disabled colliery workers continued to function.

For the establishment of two Rehabilitation-cum-Convalescent Homes one for Bihar and West Bengal and the other for Madhya Pradesh, sites were selected by the respective Committees set up for the purpose.

The Organisation has made arrangements with the Artificial Limb Centre, Poona for the supply of artificial limbs to colliery workers whose limbs had to be amputated as a result of colliery accidents. Under this scheme 12 amputees were provided with artificial limbs at the cost of the Organisation during the year under report.

For educating and teaching crafts to the visually handicapped colliery workers and their children to enable them to lead a more purposeful life for which a Blind School has been set up at the Bhuli Township by the Dhanbad Blind Relief Society, the question of payment of suitable non-recurring grants to the above Society was taken up by the Organisation. The payment of grants has also since been sanctioned by Government.

Excursion-cum-study-tour.- In order to provide the colliery workers the opportunity to visit important places in the country, an excursion-cum-study tour was being arranged every year from 1959 by running a Special Train. The Third Special Train carrying over 600 coal miners including 40 women workers left Dhanbad on 26 March 1961 and returned on 13 April 1961. The workers visited Benaras, Ayodhya, Lucknow, Hardwar, Bhakra-Nangal, Delhi, Mathura, Agra, Gwalior, Harpalpur, Visakapattam and Puri along with other places. At Delhi they got an opportunity to meet the President of India, the Prime Minister and the Deputy Labour Minister.

(The activities of the Organisation for the year 1959-60 was reviewed at pages 32-39 of the report of this Office for July 1961).

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Scheme for Provision of Educational Facilities to
Children of Government Employees.

In accordance with the recommendations of the Second Pay Commission, the Government of India has drawn up a scheme for providing special facilities for the education of children of Central Government employees who are spread all over the country and other floating population.

Under the scheme grants will be given to a few selected schools in 27 Indian cities where the scheme will operate initially. These schools are expected to add sections in which the media of teaching will be Hindi and/or English and prepare the students who are children of Central Government employees for the examination of the Central Board of Secondary Education in Ajmer which is being reorganised and transferred to Delhi. Admissions to these special sections will be given first to the children of Central Government employees and other floating population.

As Delhi has problems of considerable magnitude in the matter of education of children of Government employees, two new schools, sponsored by the External Affairs Ministry, are being established. These schools, one for boys and the other for girls, will primarily cater to the educational needs of children of Central Government employees in the foreign service but unutilised capacity is likely to be made available to the children of other Central Government employees.

Hostel facilities.- With a view to giving more facilities, the Government of India proposes to give grants to the selected schools in the 27 cities for the provision of hostel accommodation to the children of Central Government employees. If in any of these schools hostel facilities already exist, the schools will be asked to reserve a portion for the children of Central Government employees. While no lodging charges may be collected from children of Central Government employees residing in hostels, mess charges will be subsidised on a graded scale. Amounts recoverable for mess charges of each child of a Central Government employee is likely to be as follows: From children of employees drawing up to ₹25 rupees per month Rs.7.50; up to Rs.225 Rs.12.50; and up to Rs.349 Rs.20. Children of employees drawing above Rs.349 a month may be asked to pay full mess charges.

(The Hindustan Times, 27 November 1961).

Leave facilities liberalised for industrial Employees
in Government Departments.

In accordance with the recommendations of the Second Pay Commission the Government of India have liberalised leave facilities for more than 175,000 of industrial employees in Government departments other than Railways. These include benefits of sick leave on full pay, leave on half-pay on medical certificate, extraordinary leave, maternity leave and casual leave.

(The Hindustan Times, 27 November 1961).

Iron Ore Mines Labour Welfare Cess Bill, 1961.

Shri Gulzarilal Nanda, Union Minister for Labour and Employment, Government of India, introduced in the Lok Sabha on 28 November 1961 a Bill to provide for the levy and collection of a cess on iron ore for the financing of activities to promote the welfare of Labour employed in the iron ore mining industry.

According to the Statement of Objects and Reasons of the Bill, the living conditions of labour employed in the iron ore mining industry are not satisfactory. A Working Group set up in 1956, which included representatives of employers and workers, while commenting on the unsatisfactory labour conditions in mines surveyed by them, recommended that a welfare fund financed by a special cess should be set up on the pattern of the Coal Mines Labour Welfare Fund or the Mica Mines Labour Welfare Fund. This recommendation has also been supported by the tripartite Industrial Committee on mines other than coal, which included representatives of State Governments. It is not the intention to take over completely the responsibility of the employers in the matter of provision of welfare facilities, but it is proposed to levy a cess on all iron ore produced and to utilize the proceeds of the cess for providing labour employed in the iron ore mines with welfare facilities comparable to those now being provided in the coal and mica mines. The Bill seeks to give effect to these proposals.

The Bill provides for the levy and collection as a cess on all iron ore produced in any mine, a duty of excise at such rate not exceeding fifty naye paise per metric tonne of iron ore as the Central Government may, from time to time, fix by notification in the Official Gazette.

An amount equivalent to the proceeds of the duty levied under this Act, reduced by the cost of collection as determined by the Central Government, together with any income from investment of the said amount and any other moneys received by the Central Government for the purposes of this Act, shall, after due appropriation made by Parliament by law, be utilised by the Central Government to meet the expenditure incurred in connection with measures which, in the opinion of that Government, are necessary or expedient to promote the welfare of labour employed in the iron ore mining industry; and in particular,- (a) to defray the cost of measures for the benefit of labour employed in the iron ore mining industry directed towards - (i) the improvement of public health and sanitation, the prevention of disease and the provision and improvement of medical facilities, (ii) the provision and improvement of water supplies and facilities for washing, (iii) the provision and improvement of educational facilities, (iv) the improvement of standards of living including housing and nutrition, the amelioration of social conditions and the provision of recreational facilities, and (v) the provision of transport to and from work.

Provision is made for the constitution of Advisory Committees, one each for the principal iron producing States, to advise the Central Government on such matters arising out of the administration of this Act as may be referred to it by that Government, including matters relating to the application of the amount of cess or of any other moneys referred to above. Each Advisory Committee shall include an equal number of members representing Government, the owners of iron ore mines and workmen employed in the iron ore mining industry and that at least one member of each such committee shall be a woman.

The Central Government may appoint Inspectors, Welfare Administrators and such other officers and staff as it thinks necessary for the purposes of the measure.

The Central Government shall, as soon as may be, after the end of each financial year cause to be published in the Official Gazette a report giving an account of its activities financed under this Act during the previous financial year, together with a statement of accounts.

(The Gazette of India, Extraordinary,
Part II, Sec. 2, 28 November 1961,
pp. 851-857).

The Iron Ore Mines Labour Welfare Cess Act, 1961
(No. 58 of 1961).

The Iron Ore Mines Labour Welfare Cess Bill, 1961 (vide p 51-5) of this report) as passed by Parliament received the assent of the President on 19 December 1961 and been gazetted as Act No. 58 of 1961. The Act provides for the levy and collection of a cess on iron ore for the financing of activities to promote the welfare of labour employed in the iron ore mining industry.

(The Gazette of India, Extraordinary,
Part II, Sec. 1, 20 December 1961,
pp. 669-673).

63. Individual Contracts of Employment.

India - November-December 1961.

Contract Labour in Coal Mines: Abolition of system suggested.

Abolition of the system of employment of labour by or through contractors in the coalmining industry, except in seven categories of work, has been suggested by Shri L.P. Dave, who inquired into the question of contract labour in coalmines.

The abolition could be done without impairing productivity, Shri Dave said.

The single-member court of inquiry has held that in all processes directly connected with the raising and despatch of coal and manufacture and despatch of coke, contract labour should be abolished as early as possible, and in any case not later than 30 September 1962 except in the seven exempted categories.

The representatives of the workers' and employers' organisations had reached an agreement and presented it to the court in October last that the system of contract labour should be abolished in the coal industry, subject to exemptions in seven categories.

Shri Dave has suggested that the industry might take steps to abolish contract system by slabs, the first slab to come into operation on 1 March 1962, the second on 30 June 1962 and the last on 30 September 1962. Steps should be taken to gradually abolish contract labour in the exempted categories also wherever possible, he added.

(The Statesman, 28 December 1961).

Mysore Industrial Employment (Standing Orders) Rules, 1961.

The Government of Mysore gazetted on 2 November 1961 the text of the Mysore Industrial Employment (Standing Orders) Rules, 1961, made in exercise of the powers conferred under the Industrial Employment (Standing Orders) Act, 1946. The rules prescribe the model standing orders for the purposes of the Act and provide that five copies of the draft standing orders which an employer proposes to adopt for his industrial establishment shall be forwarded by him by registered post to the Commissioner of Labour in Mysore, Bangalore. The rules further prescribe the particulars of workmen for purposes of section 3 sub-section (3) of the Act and the procedure for the certification of the standing orders. The rules repeal the Mysore Industrial Employment (Standing Orders) Rules, 1951, in force in Mysore area and other rules in force in certain areas in the State.

(Notification No. LLM. 336 LBW57 dated
21 October 1961, the Mysore Gazette, Part IV-i-c(ii)
dated 2 November 1961, pp. 2035-2056).

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

India - November-December 1961.

Payment of Wages (Maharashtra Amendment) Act, 1961
(Maharashtra Act No. XLII of 1961).

The Government of Maharashtra gazetted on 12 October 1961 the text of the Payment of Wages (Maharashtra Amendment) Act of the Maharashtra Legislature which received the assent of the President on 4 October 1961. The Amendment Act adds the following clause to section 7 sub-section 2 of the Payment of Wages Act, 1936, dealing with deduction which may be made from wages

"(1) deductions made, with the consent of the person employed, for contribution towards any public charitable purpose which the State Government may by notification in the Official Gazette specify in that behalf".

(Maharashtra Government Gazette, Part IV, 12 October 1961, pp. 388-389).

67. Conciliation and Arbitration.

India - November-December 1961.

Industrial Disputes in India During 1960.

The following statement present the index number of industrial unrest for the years, 1958, 1959 and 1960 for manufacturing industries, plantations, coal mines and ports:

Year	Figures relating to Manufacturing Sector			
	Total No. of man-days lost (in 000's).	Total No. of man-days worked (in 000's).	Severity rate of man-days lost per 100,000 of man-days available for work.	Index number of Industrial unrest Base (1951 - 100).
<u>(a) Manufacturing Sector</u>				
1958	-- 4,056	973,684	414	97
1959	-- 4,314	@ 1,021,040	421	99
1960	-- 4,913	N.A.	N.A.	N.A.
<u>(b) Plantations</u>				
1958	-- 946	360,682*	262	1,637 £
1959	-- 136	360,682*	38	237 £
1960	-- 168	N.A.	N.A.	N.A.
<u>(c) Coal Mines</u>				
1958	-- 255	111,574	228	71
1959	-- 328	111,927	292	91
1960	-- 129	117,414	110	34
<u>(d) Ports</u>				
1958	-- 792	16,925	4,470	1,637
1959	-- 26	(a) 16,925	153	(b) 56
1960	-- 30	N.A.	N.A.	N.A.

@ Inclusive of estimated man-days worked for Mysore and Jammu and Kashmir as no figures are available.
 * As the figures of man-days worked for 1957-59 are not available, 1958 figures for man-days worked for all-India have been repeated.
 £ These are only estimated vide (*) and hence provisional.
 (a) As the figures of man-days worked for 1959 are not available, 1958 figures as has been repeated.
 (b) This is only an estimate vide (a) and hence provisional.
 N.A. Not Available.

It may be noted that the figures for 1958, 1959 and 1960 are not strictly comparable with those for earlier years, because of the change in the geographical coverage of the statistics of work-stoppages. Prior to 1957, the statistics used to cover only the Part 'A' States and Delhi and Ajmer. Only since 1957 the coverage has been extended to all India.

The industrial relations in the manufacturing sector showed gradual deterioration during the period 1957-59. In Plantations and Ports, the situation had improved markedly in 1959 as compared to the preceding two years. Industrial relations in Coal Mines in 1960 had shown marked improvement over 1959.

The following table shows details regarding industrial disputes for all sectors Statewise during 1959 and 1960:-

State	1959			1960		
	No. of disputes.	Workers involved.	Man-days lost.	No. of disputes.	Workers involved.	Man-days lost.
Andhra Pradesh -	90	42,405	334,794	70	32,603	234,096
Assam -	27	15,019	39,918	29	17,016	76,045
Bihar -	127	47,288	323,888	91	29,465	200,654
Bombay(£) -	299	199,681	664,244	288	293,074	1,054,036
Jammu & Kashmir -	9	443	3,101	4	274	27,590
Kerala -	128	35,402	293,262	242	157,355	1,057,519
Madhya Pradesh -	67	15,555	200,302	84	34,871	136,627
Mysore -	78	56,274	311,265	80	24,181	42,812
Madras -	200	86,788	1,053,257	211	190,304	750,189
Orissa -	10	13,757	454,827	9	14,396	111,680
Punjab -	21	4,258	11,479	15	3,580	54,633
Rajasthan -	29	7,320	103,427	24	6,077	28,317
Uttar Pradesh -	80	14,817	152,900	60	22,563	83,265
West Bengal -	330	142,767	1,642,735	311	153,878	2606,698
Andaman & Nicobar Islands -	4	1,730	5,013	6	1,470	39,059
Delhi -	26	8,780	27,966	30	1,761	11,735
Himachal Pradesh -	1	110	660	1	-	-
Tripura -	5	1,222	10,100	-	-	-
Total.	1,531	693,616	6,633,148	1,556	982,868	6,614,956

£ Figures are for the composite Bombay State upto 30 April 1960 and for Maharashtra State only for the rest of the year. No returns were received from the State of Gujarat since its formation.

It may be noted that the total number of disputes, workers involved and man-days lost increased in 1960 as compared to 1959 by 1.6 per cent, 41.7 per cent and 15.7 per cent respectively. There was also a rise in the average time-loss per dispute and average number of workers involved per dispute, but there was a decrease in the average duration of disputes in 1960, as shown in the table below:-

Item.	1959	1960
Average time-loss per dispute (Man-days).-	3,679	4,187
Average number of workers involved per dispute.	- 453	632
Average duration of dispute (Days).	- 8.1	8.6

In 1960 West Bengal, 'Bombay' (Maharashtra), Madras and Kerala together accounted for 67.6 per cent of the total number of disputes, 80.8 per cent of the total number of workers involved and 83.9 per cent of the total number of man-days lost. The average time-loss per dispute was the highest in the State of Orissa (12,409 man-days). As compared to 1959, the States of West Bengal, Jammu and Kashmir, Andaman and Nicobar Island, Kerala, Bombay, Punjab and Assam registered higher time-losses during the year 1960.

The severity rates for the manufacturing industries sector for 1959 by States are presented in the last column of the table. Similar figures for 1960 could not be calculated because of non-availability of state-wise figures of man-days worked during the year. It will be seen that during 1959 taking all the States together per 100,000 man-days available for work in manufacturing industries, 421 man-days were lost due to industrial disputes. Among the States, this rate was higher in Orissa (5,003). It will be observed that in the State of West Bengal which recorded highest time-loss, the severity rate was actually lower than that in Orissa, Madras, Andaman and Nicobar Islands and Kerala which recorded comparatively lower time-loss.

Analysis by lock-outs.- Out of 1,556 disputes reported during the year, lock-outs were declared at some stage or other in 119 cases involving 99,118 workers, with a time-loss of 1,817,364 man-days. It will be observed that the disputes in which lock-out was declared at any stage accounted for 27.9 per cent of the total time-loss in all industrial disputes during the year 1960. Although by number they formed only 7.6 per cent the average time-loss per dispute of this type was 15,272 man-days as against the average time-loss of 3,259 man-days for 'strikes'. The highest number of lock-outs was reported from West Bengal which accounted for 69.4 per cent of the total time-loss due to lock-outs. The maximum time-loss due to lock-outs was also recorded in West Bengal. In 1960 there was no lock-out only in Himachal Pradesh and Andaman and Nicobar Islands. The average time-loss per lock-out increased in the States of West Bengal, Bihar, Bombay, Jammu and Kashmir, Assam, Rajasthan, Andhra Pradesh, Madhya Pradesh, Orissa and Punjab and decreased in other States.

Analysis by Industries.- The Manufacturing sector accounted for 75.3 per cent of the total time-loss during the year 1960. Among other sectors, services accounted for 6.3 per cent of total time-loss, Commerce accounted for 3.8 per cent, Mining and Quarrying 3.6 percent, Construction 3.0 per cent, Activities not adequately described 2.9 per cent, Agriculture, Forestry and Fishing 2.6 per cent, and Electricity, Gas, Water and Sanitary Service 1.1 per cent. In the Manufacturing sector, highest time-loss was recorded by Jute, Mills Industry, followed by Cotton Mills, Iron and Steel and 'Bidi' Industries. About 55 per cent of the total time-loss in the Mining and Quarrying Group was recorded in Coal Mines. As compared to the preceding year, the time-loss increased in Services, Commerce, Construction, Activities not adequately described and Agriculture, Forestry and Fishing groups and decreased in other major groups of industries.

Analysis by causes.- For classifying the work-stoppages involving a number of causes and demands according to the specified categories of causes, the immediate cause leading to the work-stoppage is taken into account. If there are a number of immediate causes, only the most important among them is taken into account. The statistics of industrial disputes, classified by causes as above, for the years 1959 and 1960 are presented in the following table:-

Cause	1959			1960		
	No. of disputes.	No. of workers involved.	No. of man-days lost.	No. of disputes.	No. of workers involved.	No. of man-days lost.
Wages and Allowances.-	405	138,009	1,054,611	559	454,527	2,564,442
Bonus.	153	96,941	512,027	159	51,912	427,111
Personnel.	382	142,883	1,346,795	331	119,911	1,279,372
Retrenchment.	53	13,471	263,105	40	12,420	85,638
Leave and Hours of Work.	55	26,124	29,173	36	18,943	23,309
Others.	444	261,166	2,311,438	381	310,364	2,089,052
Not Known.	39	15,028	115,999	50	14,791	45,031
TOTAL.	1,631	693,616	5,633,148	1,556	982,868	6,514,955

Disputes relating to "Wages and Allowances" were highest in number followed at a distance by those relating to "Personnel". They together formed, in total of the cases for which relative information was available, 59.1 per cent of the disputes, 59.3 per cent of total workers involved and 59.4 per cent of total man-days lost. The corresponding percentages for 1959 for the same causes were 52.6, 41.4 and 43.5 respectively. It will be seen on further analysis, that there was a decrease in the percentages of disputes, workers involved and man-days lost due to "Personnel", "Retrenchment", "Leave and Hours of Work" and "Others" in 1960 as compared to 1959.

Compared to 1959 the percentages of workers involved and man-days lost, in case of 'Bonus' decreased and considerably increased in case of "Wages and Allowance" in 1960.

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Analysis by results.- The statistics taken of disputes which terminated during the year are shown in the table below classified according to results. For the purpose of the statistics, result is judged from the point of view of employees, i.e., to what extent their demands were met.

Results.	1959			1960		
	No. of Disputes.	No. of Workers involved.	No. of Man-days lost.	No. of Disputes.	No. of Workers involved.	No. of Man-days lost.
Successful. --	329	126,888	850,262	457	254,612	1,730,590
Partially Successful.--	195	58,838	713,536	152	85,952	624,323
Unsuccessful. --	448	258,883	1,415,884	421	277,096	1,577,814
Indefinite. --	416	191,605	1,776,351	350	303,869	1,266,526
Not Known. --	106	27,546	527,928	149	57,429	1,149,488
Total. --	1,494	663,760	5,281,961	1,529	978,958	6,348,541

Of the total number of terminated disputes in 1960 for which relevant information was available, 33.1 per cent were successful, 11.0 per cent were partially successful and 30.5 per cent were unsuccessful from the point of view of employees. In 25.4 per cent of the disputes, work was resumed without any final decision having been reached. In such cases the matter might have been under further negotiation or under reference to an Industrial Tribunal, etc. As compared to the previous year, the percentages of disputes which were 'partially successful' and 'indefinite' decreased and those for 'successful' and 'Unsuccessful' increased. The percentages of workers involved and time-loss in 'successful' disputes increased from 19.9 and 17.9 in 1959 to 27.6 and 33.3 respectively in 1960.

Analysis by duration.- Duration represents the potential working days during the course of work-stoppage and does not include Sundays and other scheduled holidays. About 57 per cent of the work-stoppages which terminated in 1960 and for which relevant information was available lasted for less than 5 days. The disputes continuing for a month or more accounted for only about 7.9 per cent of all the disputes for which relevant information was available. The percentage of disputes with duration 'More than 10 days upto 20 days' has increased considerably to 20.2 in 1960 as compared to 6.6 in 1959. There was decrease in the percentages relating to the groups 'A' day or less', 'More than a day upto 5 days', 'More than 5 days upto 10 days', 'More than 10 days upto 20 days' and 'more than 20 days'.

Analysis by normal employment size of unit affected.- About 64.8 per cent of the disputes involved units employing 100 or more workers during the year under review. The units employing 1,000 or more workers were responsible for about 20.1 per cent of disputes involving 77.3 per cent of total workers and 65.0 per cent of total time-loss.

Analysis of method of settlement and results.- The disputes which terminated as a result of Government intervention formed 44.5 per cent of the total for which relevant information was available. About 23.1 per cent of the total number of disputes terminated through mutual negotiation, in 29.3 per cent of the disputes the workers had resumed their duties voluntarily and 3.1 per cent of the disputes terminated due to other reasons i.e. Government banning the strikes, etc. Most of the cases of voluntary resumption of work by the employees were unsuccessful or indefinite from the point of view of the workers, whereas a large proportion of disputes terminating through conciliation and ~~mediation~~ mediation by Government was successful or partially successful from the point of view of the employees. In case of disputes terminating through mutual settlement also, a large proportion was successful or partially successful from workers' point of view.

Analysis by workers involved and time-loss.- A large number of disputes constituting 77.4 per cent of the total for which relevant information was available, involved less than 500 workers. Only 11.4 per cent of work-stoppages involved 1,000 or more workers. Most of these work-stoppages accounted for larger time-loss, as can be normally expected. About 92.4 per cent of the work-stoppages accounted for a time-loss of less than 10,000 man-days. Only 1.9 per cent of the disputes resulted in a time-loss of 50,000 or more man-days.

Analysis of disputes in Central Sphere Undertakings.- The Industrial Relations Machinery of the Central Government is the competent authority for intervention in the events of industrial unrest in this sphere. The statistics include all Central Government establishments, Ports, Banks and Insurance Companies, Mines and Oil Fields. Disputes in this sphere accounted for 16.2 per cent of the total number of disputes, 21.7 per cent of the total number of workers involved and 8.6 per cent of the total number of man-days lost. During the preceding year the percentages were 19.9, 19.7 and 15.1 respectively. During the year under review, 40.1 per cent of the total number of disputes in the Central Sphere occurred in the Mining Sector involving 23.0 per cent of the total number of workers involved and 41.9 per cent of the total man-days lost in the Central Sphere. Although in the Banking and Insurance Sector the number of disputes and the number of workers involved were comparatively small, the man-days lost were as high as 38.0 per cent.

Compared to the preceding year, in the Banking and Insurance Sector, although the number of disputes decreased, the number of workers involved and man-days lost increased significantly. In ports the number of disputes, workers involved and man-days lost decreased sharply when compared with the preceding year. In other sectors, the variation in the number of disputes and the time-loss was not so marked.

Analysis of disputes by wages and production lost.- The information regarding wages and value of production lost is incomplete. Out of 1,556 disputes reported in 1960, the relevant information was available only for 996 and 534 cases respectively. There was a wage-loss of 17.5 million rupees and a lost of production amounting to about 48.6 million rupees.

A review of the Industrial Disputes in India during 1959, was reviewed in the report of this Office for October 1960, pp. 53-59.

(Indian Labour Journal, Vol. II, No. 11, November 1961, pp. 1027-1052).

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Industrial Disputes (West Bengal Amendment) Act, 1961
(West Bengal Act XXV of 1961).

The Industrial Disputes (West Bengal Amendment) Bill (vide page 42 of the report of this Office for February 1961) as passed by the West Bengal Legislature received the assent of the President on 17 November 1961 and has been gazetted as West Bengal Act XXV of 1961. The Amendment Act adds the following item to the first schedule to the Industrial Disputes Act, 1947:

"11. Oxygen and acetylene".

(The Calcutta Gazette, Extraordinary,
17 November 1961, page 2919).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.

INDIA - NOVEMBER-DECEMBER 1961.

71. Employees and Salaried Intellectual Workers.

Rajasthan: New Pay Scales for Low Paid Government Employees announced.

The Government of Rajasthan announced on 6 November 1961 new scales of pay which benefit 70,000 of its low paid employees. The new scheme which becomes effective from 1 September 1961, introduces selection grades for employees getting upto 335 rupees. In every cadre, 10 per cent of the posts will be reserved for the selected category and persons which with 15 years of total service and five years in the post will be eligible for selection. About 15,000 employees will benefit from this measure immediately, the selection grade for the lowest paid being 60 rupees to 80 rupees as against 45 rupees to 70 rupees for general employees. The total emoluments for a person who has put in 15 years of service may thus be 90 rupees. For police constables, it will be 100 rupees.

Agriculture extension officers will now get total maximum emoluments of 485 rupees, and when promoted to the Rajasthan agriculture service the grade will be from 285 rupees to 800 rupees. Seventy-five per cent of the higher posts will be filled by promotion of extension officers.

The Rajasthan administrative service grades have also been upgraded, to range from 285 rupees to 800 rupees. Senior scales will begin at 550 rupees and end at 950 rupees.

One single running scale, ranging from 75 rupees to 150 rupees has been provided for craftsman and technicians, with a higher initial pay and advance increments for educated and formally trained persons.

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Instead of the existing nine pay scales for teachers, with posts sanctioned in each separately, only three have been created. A trained matriculate will now get 108 rupees as initial total emoluments, a trained graduate 150 rupees, and senior teachers with post-graduate qualifications will start at 245 rupees and go up to 485 rupees. The maximum has thus been raised by 50 rupees.

Pay scales for music and art teachers and physical instructors have also been improved.

At present, free education is provided to children of employees with a basic pay of 250 rupees or less and house rent is allowed at 10 per cent instead of 7-1/2 per cent in some large towns. Under the new pattern, employees with a salary of 320 rupees or less will be eligible for the same benefits.

Dearness allowance will be 10 rupees for salaries below 150 rupees and 20 rupees for 150 rupees to 300 rupees. The allowance will be merged with basic pay.

Improvements in pension benefits have also been provided for and the rate of gratuity has been increased for 9/20 to 10/20 of the emoluments.

(The Hindustan Times, 7 November, 1961).

73. Officials and Public Employees of National, Regional and Local Administrations, of Nationalised Undertakings Or Undertakings Managed with the Participation of the Public Authorities.

India - November-December 1961.

West Bengal: Revised Pay Scales for Government Employees approved.

The State Government of West Bengal had appointed a Pay Committee in November 1959 with Shri B. Das Gupta as chairman. The Committee had its first meeting on 4 and 5 January 1960. The report of the Committee was submitted to the State Government on 4 August 1961.

The Government announced its decision accepting most of the recommendations of the Pay Committee and revising the pay scales of its employees on 22 September 1961.

The implementation of the revised scales of pay which are to have effect from 1 April 1961, will involve an extra expenditure of 60 million rupees in the ultimate stage and 30 million rupees for the first year only.

The Government statement while explaining the reasons for some modifications of the Committee recommendations inter alia says:-

"The Pay Committee in making their recommendations regarding the pay scales of the various services and posts under the Government followed certain basic principles. These principles were considered by the Government and their findings were as follows:-

- (a) The general principle recommended by the Pay Committee, viz., integration of the Dearness Allowance with the basic pay for all appointments be accepted.

It was noted, however, that if in future the cost of living went up substantially over the existing level and continued at that high level for an appreciable period without any indication of falling, the question of granting an additional Dearness Allowance over and above the pay scales now adopted would be considered at the appropriate time.

(b) The present incumbents of posts who were drawing pay plus Dearness Allowance in excess of 1,100 rupees per month may, if they so desire, continue in the same arrangement, the Dearness Allowance being treated as personal allowance. Where their pay fixed in the new scales was lower than the aggregate of the pay and the Dearness Allowance they were drawing in the old scales, they would be entitled to a personal allowance to cover the difference in the total emoluments. This personal allowance would in both cases be absorbed in future increments.

(c) The scales of pay for posts which now carry total emoluments (basic salary and Dearness Allowance) above 1,100 rupees per month be so revised that the new scales of pay would be broadly comparable to the existing scales plus Dearness Allowance. This is indicated in the last column of the statement.

It was felt that any appreciable diminution in the total emoluments now admissible to the officers would not be desirable, if suitable persons were in future to be attracted and retained in Government Service.

(d) With regard to special pays now being given to certain officers, the recommendations of the Pay Committee be reviewed by appropriate authorities unless in any group of cases such special pays have been incorporated in providing for the new scales of pay for these officers.

(e) The recommendations of the Pay Committee regarding the ad hoc compensatory allowance such as House Rent Allowance in lieu of free quarters, etc., be reviewed by the appropriate authorities later on.

(f) The recommendations of the Pay Committee that "the allowances for expensiveness of living in an area should be discontinued" be accepted, but the existing recipients be protected by being allowed to draw the existing allowances until they are transferred to other localities or vacate the posts.

The recommendations of the Pay Committee that "the allowance for unhealthiness of locality should be discontinued in the Duars and Terai areas" be accepted, through the existing recipients in these areas may continue to draw the existing allowance.

(g) Where special qualifications were required for certain posts and there was difficulty in securing suitable recruits on the scales of pay recommended by the Pay Committee for such posts, higher initial pay be granted on the revised scales or higher scales of pay altogether be devised for such posts. Such cases would, however, require Cabinet approval and would be decided in the light of circumstances then prevailing.

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(h) The recommendations of the Pay Committee for fixing initial pays in the new time-scales be accepted subject to certain modifications."

Amenities.- The Pay Committee recommended and the Government have decided that the following amenities and facilities be given to the Government servants, viz.-

(a) House Rent Allowance.- At present House Rent Allowance is paid to Government servants stationed in -

(i) Calcutta (i.e., the areas within the limits of the jurisdiction of the Calcutta Corporation including the areas which were previously under the now-defunct Tollygunge Municipality).

(ii) South Suburban Municipal areas.

(iii) Garden Reach Municipal areas.

The Government have accepted the recommendation that the present House Allowance Rules be extended to the areas within the limits of the jurisdiction of Howrah Municipality and that the House Rent Allowance of Government servants in inferior service be raised from 4 rupees to 5 rupees per mensem.

(b) Winter Allowance.- Government servants on pay upto 400 rupees per mensem (with marginal adjustments up to 500 rupees per mensem) employed in the hill sections of the Darjeeling district should be paid a winter allowance on the scales as indicated below:-

Pay range. Rs.	Amount of allowance per month. Rs.
Upto 100	50
101-200	75
201-400	100
Above 400 but below 500	Marginal only.

The allowance should be paid on the 1 October each year to Government servants of the above classes posted in the hill areas of the Darjeeling district and expected to remain posted there during the ensuing winter.

(c) Travel Concessions.- Calcutta is now the dominant centre in the social and economic life of the State. The geographical features of the State are also such that some districts are now difficult of access, with the result that transfer to such districts has become unpopular. In order to allow relief in such cases, the Government have decided that Government servants who are liable to transfer in the normal course of their service and whose places of work are at a distance of 250 miles and above from Calcutta, should, while enjoying leave on average pay at places outside the headquarters, be allowed for journeys out and back from the places of their work, actual railway fare of the class to which they are entitled for self and the family subject to certain specified conditions.

(d) Medical Facilities.- Provisions should be made for -

(i) domiciliary and out-patient treatment of Government servants and their families; and

(ii) also for hospitalisation whenever necessary, including maternity cases.

For effective implementation of the scheme in Calcutta, it is proposed that -

(a) requisite number of clinics with adequate number of medical officers should be set up in the different parts of Calcutta; and

(b) 500 beds for Government servants and their families in Calcutta (with about 200 extra beds for patients sent from outlying areas for specialist treatment) should be set up in or around Calcutta in one separate hospital or more.

Government servants in other areas should have the same facilities through the existing Government hospitals, health centres or clinics.

(e) Canteen Facilities.- Free accommodation should be provided, where possible, for canteens to be run on co-operative basis by the staff themselves.

(f) Miscellaneous Amenities.- The following welfare measures should be adopted, viz:-

(i) Promotion of Co-operative Societies (both credit and consumers) the administration helping the Societies by giving them accommodation, where available at nominal rent.

(ii) Promotion of cultural and recreational activities such as sports, games, dramatic performances, etc.

The revised scales of pay for all categories of Government servants as accepted by the Government are given below:-

Name of Services or Posts. Existing Scales (including basic pay, dearness and food allowances). Scales proposed by the Pay Committee. Scales accepted by Government.

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	Rs.	Rs.	Rs.
1. Class IV Staff:			
(a) Peons, Orderlies. --	57-62	60-75	Approved
(b) Excise Peons, Forest Guards, etc. --	60-70	65-85	Approved
(c) Police Constables and Jail Warders. --	75-100	80-105	80-110
(d) Excise Petty Officers --	70-85	80-105	80-110
2. Clerical Establishment:			
(a) Lower Grade Clerks -			
(i) In offices outside the Secretariat. --	100-145) 100-180) 115-200)	125-200	Approved
(ii) Secretariat. --	125-235	125-200	134-200 150-250
(b) Upper Grade Clerks -			
(i) In offices outside the Secretariat. --	180-235 200-270 200-470	200-300 200-300 225-475	Approved Approved Approved
(ii) Secretariat. --			
(c) Higher Supervisory Posts -			
(i) In offices outside the Secretariat -			
(a) Smaller Offices. --	285-365) 255-310) 200-310) 200-255) 175-310) 245-310) 230-295) 225-280) 200-255)	250-400	Approved
(b) Bigger Offices (such as the offices of Director of Public Instruction, Director of Health Services, etc.)	365-470) 340-445) 310-420)	350-525	Approved
(ii) Secretariat -			
Junior Head Assistants. --	270-541	350-525	Approved
Senior Head Assistants. --	541-658	500-700	Approved
(d) Typists. --	100-180) 115-200)	125-200	Approved

with Grade 1 posts at 10 per cent of the cadre on Rs. 200-300 in offices where there are separate cadres for typists and where recruitment is made through the Public Service Commission. In other offices, the typists should be included in the cadre of the clerical establishment.

Name of Services or Posts.	Existing Scales (including basic pay, dearness and food allowances).	Scales proposed by the Pay Committee.	Scales accepted by Government.
	Rs.	Rs.	Rs.
(e) Stenographers.	-- 145-235 175-340 310-420 365-529	175-325) 200-400) 300-450) 400-600)	Approved
3. Non-Clerical Establishment -			
Nurses, Grade III.	-- 65-130	65-140	Approved
Assistant Sub-Inspector of Police.	105-160	110-170	125-200
Assistant Revenue Officers.	-- 100-180	125-200	Approved
Under-graduate Teachers in Educational Institutions.	-- 100-180	125-200	Approved
Deputy Forest Rangers:			
Foresters.	-- 100-180	125-200	Approved
Laboratory Assistants, Compounders, Sanitary Inspectors, Vaccinators, etc.	-- 100-180	125-200	Approved
Nurses, Grade II.	-- 100-200	125-200	Approved
Agricultural Inspectors	-- 115-200)	125-200	Approved
Food Production Assistants	-- 120-180)		
Overseers, Field Assistants, etc., in the Department of Agriculture and Food production.	135-180)	Trained-125-200 Untrained-100-140	Approved
Demonstrators, Fieldmen.	-- 85-125)		
Union Agricultural Assistants	-- 85-125)		
Gram Sevak, Gram Sevikas in the Department of Community Development and Extension Services.	-- 115-200	125-200	Approved
Auditors, Co-operative Societies.	145-230	125-200	150-250
Circle Inspectors, Estate Acquisition.	125-235	125-200	150-250
Kanungos, Grade III.	-- 125-235	125-200	150-250
Thana Health Visitors, Lady House Keepers, Social Workers, etc.	145-255	150-230	Approved
Junior Land Reforms Officers.	-- 175-310	175-325	Approved
Kanungos, Grade I.	-- 175-310)		
Kanungos, Grade II.	-- 145-255)	175-325	Approved
Revenue Officers.	-- 145-255	175-325	Approved
Nurses Grade I.	-- 150-300	175-325	Approved
Forest Rangers.	-- 145-285	175-325	Approved
Sub-Inspectors of Police.	-- 195-305	175-325	200-325
Teaching Staff in Educational Institutions -			
(a) Trained graduates in Arts or Science.	-- 173-310	173-325	Approved
(b) Trained graduates with Honours or Master's Degree.	-- 180-420	200-400	225-475
Inspectors of Co-operative Societies.	200-365	200-400	Approved

Name of Services or Posts.	Existing Scales (including basic pay, dearness and food allowances).	Scales proposed by the Pay Committee.	Scale accepted by Government.
	Rs.	Rs.	Rs.
Overseers and Overseers Estimators in Engineering Establishments.	175-310	200-400	Approved
X-Ray Technicians,	200-365	335	200-365
Sanitary Inspectors, etc.	Approved	200-400	Approved
Non-Gazetted Medical Officers((Licentiate).	175-395	80-105	80-110
Veterinary Assistant Surgeons.	Approved		175-310
Non-Gazetted Medical Officers (M.B.B.S. or M.M.F.S.).	230-445	225-475	Approved
Inspectors of Police.	365-470	350-525	Approved
Sub-divisional Agricultural Officers, etc.	200-365	200-400	250-550
Inspectors of Veterinary Services.	310-529	350-550	Approved
4. Gazette Establishment:			
Labour Officers; District Auditors; Cooperative Societies; Co-operative Development Officers; District Compensation Officers, etc.	285-529	250-550	Approved
Lecturers in Government Colleges.	255-588	175-650	Approved
Research Staff in River Research Institute.	255-520	275-650	Approved
Commercial Tax Officers, Grade II.) Agricultural Income Tax Officers,) Grade II.)	255-529	250-550	275-850
Inspectors of Excise.)	Section grade 3 per cent of the cadre, on 588.		
West Bengal Junior Civil Service.	255-529	275-600	Approved
	Section grade 3 per cent of the cadre on 588.		
Medical Officers (Gazetted), Basic Grade.	310-764	300-750	300-800
Superintendents of Agriculture; Assistant Registrars, Cooperative Societies; Superintendents of Fisheries; Assistant Directors of Industries; District Veterinary Officers; Assistant Labour Commissioners, etc.	310-881 310-734	300-900 300-750	Approved
Deputy Superintendents of Police.	310-881	300-900	Approved
	Selection grade 3 per cent of the cadre on 999.		
West Bengal Civil Service (Executive).	310-999	325-1,000	325-1,000
	Selection grade 3 per cent of the cadre on 1,175.		Selection grade 3 per cent of the cadre on 1,175.

Name of Services or Posts.	Existing Scales (including basis pay, dearness and food allowances).	Scales Proposed by the Pay Committee.	Scales accepted by Government.
	<u>Rs.</u>	<u>Rs.</u>	<u>Rs.</u>
Superintendents of Excise;) Commercial Tax Officers,) Grade I; Agricultural Income) Tax Officers, Grade I;) Assistant Engineers in Engi-) neering Establishments.)	310-999 Selection grade at 3 per cent of the cadre on 1,175.	325-1,000	Approved
Education Service - Assistant Professors.	310-881	325-1,000	Approved
Higher Agricultural Service; Higher Veterinary Service; Deputy Labour Commissioners; Deputy Directors of Industries, etc.	420-1,410	400-1,250	400-1,350
Higher Education Service.	420-1,410	400-1,250	500-1,500
Deputy Commissioners of Excise. Assistant Commissioners, Commercial Taxes.	646-1,410) 420-1,410)		
Assistant Commissioners, Agriculture Income Taxes.	470-1,175)	700-1,250	700-1,350
Executive Engineers in Engineering Establishments.	586-1,410)		
Medical Officers (Gazetted) Selection Grade.	705-1,410	700-1,250	800-1,350
Deputy Administrator-General and Official Trustee.	1,175-1,469	1,100-1,400	1,150-1,450
Director of Fire Service.	1,175-1,469	1,100-1,400	1,150-1,450
Associate Professors, Bengal Engineering College.	1,175-1,469)		
Director of Fisheries.	1,175-1,586)		
Superintendent, Indian Botanic Garden.	1,175-1,528)	1,100-1,400	1,150-1,450
Principal, Polytechnic School.	705-1,410		
Chief Electric Inspector.	1,175-1,528)	1,300-1,600)	
Chief Inspector of Boilers;	1,175-1,528)	1,100-1,400)	
Chief Inspector of Factories;	1,175-1,528)	1,100-1,400)	
Inspector-General of Registration.	1,175-1,528)	1,100-1,400)	
Associate Professors, Bengal Engineering College.	1,175-1,763) 1,293-1,469)	1,300-1,600) 1,100-1,400)	1,300-1,600
Proctor, Bengal Engineering College.	1,293-1,469)	1,100-1,400)	
Commissioner Commercial Taxes.	1,528-1,863)	1,300-1,600)	1,500-1,800
Commissioner Agricultural Income Tax.	1,528-1,863)	1,300-1,600)	1,500-1,800
Director, Veterinary Service.	1,528-1,863)	1,300-1,600)	1,500-1,800
Commissioner of Excise.	1,528-1,863)	1,300-1,600)	1,500-1,800
Director State Statistical Bureau.	1,528-1,863)	1,300-1,600)	1,500-1,800
Director of Mines.	1,528-1,863)	1,300-1,600)	1,500-1,800
Inspector-General of Prisons.	1,175-1,863	1,100-1,400	1,500-1,800

Name of Services or Posts.	Existing Scales (including basic pay, dearness and food, allowances).	Scales proposed by the Pay Committee.	Scales accepted by Government.
	Rs.	Rs.	Rs.
Inspector General of Police Official Receiver; Official Assignee; Deputy Superintendent and Legal Rememberancer; Public Prosecutor; Health Service (Special Selection Grade).	1,410-1,863)		
Director, National Employment Service.)		
Conservators of Forests.	1,528-1,163)	1,300-1,600)	1,500 -1,800
Superintending Engineers.))	
Director of Publicity.	1,410-1,763))	
Director, Dairy Development and ex-officio Milk Commissioner.	1,410-1,813))	
Additional Directors of Industries. Administrator-General and Official Trustees.	(a))	1,500-1,800)	1,600-1,800
Director, River Research Institute.	1,528-2,053)		
Professors, Bengal Engineering College.	1,704-2,113)	1,500-1,800)	1,800-2,000
Director, Agriculture and Food Production))		
Conservator-General of Forests.	1,645-1,862)		
Director of Industries.)	1,800-2,000)	Approved
Director of Public Instruction))		
Chief Engineers.	2,063-2,263)		
Principal, Bengal Engineering College.	1,863-2,400)	1,800-2,000)	2,000-2,250

(a) One of the posts is held by an I.A.S. Officer on his grade pay plus special pay of Rs. 200. The other draws a personal scale 650-1,500 plus dearness allowance, i.e., 764-1,763.

(Amrita Bazar Patrika,
23 September 1981).

Uttar Pradesh: Pension Rules liberalised.

According to a 'Times of India' news-item, important retirement benefits will accrue to U.P. Government employees under the new liberalised pension rules, modelled on a scheme of the Union Government.

The salient features of the liberalised pension rules are: While the amount of pension remains the same under the civil service regulations, a Government employee will get on retirement, instead of the Government contribution to the Contributory Provident Fund, a gratuity equivalent to half a month's emoluments at the time of superannuation for every completed year of qualifying service.

The amount equivalent to this gratuity will be deducted from the amount of pension admissible under the rules, in the same manner in which the pension equivalent of the Government contribution to the contributory provident fund is deducted at present.

Temporary employees. - All temporary Government employees shall subscribe to the general provident fund at the prescribed rates. No employee, confirmed in a permanent pensionable post after 1 April 1961, shall subscribe to the contributory provident pension fund.

All employees who were subscribing to the contributory provident fund pension fund shall have to subscribe to the general provident fund, if they opt for the liberalised pension rules.

Assets and liabilities of such employees will be transferred to the general provident fund from the contributory provident pension fund.

No Government employee can join both the funds. The U.P. Contributory Provident Fund Pension Insurance Rules, 1948, will cease to apply to the existing insurants from the date on which they opt for the U.P. Liberalised Pension Rules, 1961.

(The Times of India, 24 September, 1961).

Andhra Pradesh: Government Servants Pay Scale Revised:
Merger of Dearness Allowance with Basic Pay.

Shri D. Sanjivayya, Chief Minister of Andhra, announced at a Press Conference in Hyderabad on 14 October 1961, the State Government proposals for the merger of the dearness allowance with basic pay and revision of the scales of pay of the various officers, both gazetted and non-gazetted.

Shri Sanjivayya said that the proposals would take effect from 1 November 1961. They involved an additional financial burden of about 22.5 million rupees per annum. The Chief Minister also said that the dearness allowance to pensioners had been increased from 6 rupees to 10 rupees for those drawing pensions upto 100 rupees, with marginal adjustments upto 110 rupees. He added that these proposals would also apply to full-time servants of local bodies and aided educational institutions.

In addition to the merger of the dearness allowance with the basic pay, an additional dearness allowance will be paid at the rate of 10 rupees for basic pay below 100 rupees and 20 rupees for those drawing less than 300 rupees, with marginal adjustments upto 319 rupees. No officer drawing 320 rupees and more would hereafter be entitled to any dearness allowance.

The Chief Minister announced that compensatory allowances paid to employees, residing in Hyderabad and Secunderabad, had been revised to 6 Rupees for those, drawing less than 75 Rupees, 10 rupees for those drawing between 75 Rupees and 150 Rupees, and 15 Rupees between 150 and 300 Rupees. The former rates ranged from 4 Rupees to Rs.10 upto a basic salary of 200 Rupees. The Government has also decided to sanction a compensatory allowance of 6 rupees for a basic pay upto 75 rupees, 8 rupees upto 100 rupees, 10 rupees upto 150 rupees, and 12 rupees upto 300 rupees, for officials working in towns of over 200,000 population. It would become applicable to Masulipatam, Eluru, Kurnool, Visakhapatnam, Rakinada, Rajahmundry, Guntur, Nellore, Vijayawada and Warangal. It had also been decided to grant a compensatory allowance of 3 rupees to employees drawing up to 100 rupees, and 5 rupees for those drawing upto 200 rupees in all municipal towns in Telengana and municipal towns in Andhra.

Revised rates.- The following are the revised scales of pay, the original scales are given in brackets:-

Chairman of the Public Service Commission Rs.2,250(Rs.2,000);
 Members of the Public Service Commission Rs.1,750(Rs.1,500);
 Secretary of the Public Services Commission Rs.900-50-1,200
 (Rs.800 to Rs.1,200); Deputy Secretaries to Government Rs.900-30-
 1,200 (Rs.700 to Rs.1,000); Joint Secretary, Legislative Council
 Rs.900-50-1,200 (Rs.850-50-1,000); Assistant Secretaries to
 Government Rs.550-40-750-50-800 (Rs. 400 to 800); Secretary of the
 Legislative Assembly and Registrar of the High Court Rs.1,400-50-
 1,500-50-1,800 (Rs. 1,400-100/2-1,800); Chief Engineers, Director
 of ~~Makka~~ Public Health, Director of Agriculture, Chief Conservator
 of Forests, and Registrar of Co-operative Societies Rs.1,250-50-
 1,600 (Rs.1,250-125/2-1,600); Director of Animal Husbandry
 Rs.1,100-50-1,400 (the present officer draws a personal salary);
 Director of Treasury and Accounts Rs.1,100-50-1,300 (Rs.1,000-100/2-
 1,200); District Judges Rs.1,100-5-1,600-50-1,800(Rs.1,000 to 1,800);
 Superintending Engineers and Conservator of Forests Rs.1,100-50-
 1,300 (Rs.1,000-100/2-1,200); Executive Engineers and Civil Surgeons
 Rs.500-40-1,000 (Rs. 500-50/2-850); Deputy Director of Agriculture,
 Regional Deputy Director of Animal Husbandry Rs.500-30-550-40-850
 (Rs.420 to 750); Deputy Collectors, Commercial Tax Officers, Deputy
 Superintendents of Police, Health Officers, Jail Superintendents
 and District Munsifs Rs.375-25-500-30-800 (Rs. 500 to 700,
 Rs.280 to 650 and Rs.250 to 600); Assistant Engineers, Assistant
 Conservator of Forests Rs.350-20-450-25-750 (Rs.250 to 600);
 District Agricultural Officers, District Veterinary Officers,
 Deputy Registrar of Co-operative Societies, District Educational
 Officers, Lecturers and Gazetted Headmasters and Assistant Civil
 Surgeons Rs. 325-20-425-25-700, with a selection grade of Rs.500 to
 800 for Assistant Surgeons (Rs.250 to 600 and Rs.250 to 500);
 Tahsildars, Block Development Officers, Secretariat Superintendents,
 Deputy Commercial Tax Officers, Assistant Treasury Officers, Judicial
 Second Class Magistrates, Assistant Public Prosecutors, First Grade,
 District Employment Officers, and District Fire Officers Rs.250-20-
 450-25-500 (Rs.200 to 400, and Rs.200 to 300); and Inspectors of
 Police Rs. 250 to Rs.450 (Rs. 200 to 350). Junior Co-operative
 Inspectors Rs.100-4-120-5-150 (Rs.62-120); Junior Engineers Rs.250-15-
 400 (Rs.200-300); Agricultural Assistants Rs.200-10-250-15-400
 (Rs.150-300); Forest Rangers Rs.180-7/1/2-210-10-300-15-375;
~~Rxxxx~~ Veterinary Assistant Surgeons Rs.220-10-290-15-425(Rs.180-350);
 District Inspectors of Local Fund Accounts Rs.200-10-250-15-400
 (Rs.150-300); Attenders Rs.60-1-70-2-80 (Rs.32-1-50); Secondary
 Grade Teachers Rs.80-4-100-5-145 (Rs.50-120); Higher Grade Teachers
 Rs.65-2-95 (Rs.35-60); Lower Grade Teachers Rs.55-1-65-2-75(Rs.30-45)
 and Police Constables Rs.60-2-90 (Rs.32-1-50).

Scales of pay for certain other categories, like upper division clerks, etc. have also been revised.

According to an official spokesman the new pay scales were much better than those in Madras, Mysore and Kerala. A better maximum has been given and the increments were higher than before. Within a period of 10 or 12 years, the employees would reach the maximum, as against 16 years to 18 years previously.

The spokesman said that the biggest increase had been given to doctors and engineers in the revised scales of pay. No gazetted officer, drawing more than 1,000 rupees got an increase, except the Chairman and members of the Public Service Commission, who were given smaller scales of pay than their counterparts at Madras, when Andhra State was formed, for the reason that it was a small State.

The official spokesman estimated the net benefit to the Non-Gazetted Officers to range from 4 rupees to 10 rupees. The E.G.Os need not be disappointed if there had been no striking increase in their emoluments, for what was contemplated was the merger of the dearness allowance with basic pay. Only a few years ago the salaries were increased on the recommendations of the State Pay Committee.

(The Hindu, 15 October 1961).

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74. Indigenous Labour.

India - November-December 1961.

Scheduled Tribes Commission Recommended Separate Ministry
for Tribal Affairs.

In a report presented to the Lok Sabha on 20 November 1961, Shri U.N. Dhebar, who headed the Commission on Scheduled tribes appointed in April 1960, has recommended the appointment of a separate Minister under the Union Home Minister for a period of 10 years to supervise the implementation of programmes for the welfare of the tribal population of the country.

The 499-page report expresses the unanimous opinion that while the constitutional provisions intended to protect the interests of the tribal population are considered to be sufficiently adequate, the actual implementation has lagged behind. It notes that the powers of the State Governments are not specifically defined, with the result that no effective measures have been taken to carry out a concerted plan of action to improve the lot of the tribals.

The Commission, among other things, has suggested a four-point programme for the advancement of the tribal people. This includes: Protection of the tribal rights in hand, protection of rights in forests including grazing rights, protection from exploitation by money-lenders and protection of their way of life.

The Commission has recommended extension of the benefit of the Fifth Schedule to the Union Territories. An additional 58,897 sq. miles with a population of 4,500,000 has been suggested by the Commission for inclusion as scheduled areas.

(The Statesman, 21 November 1961).

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - NOVEMBER-DECEMBER 1961.

81. Employment Situation.

Employment Exchanges: Working during August 1961.

Employment situation.- According to the Review of the activities of the Directorate General of Employment and Training during the month of August 1961, 307,249 registrants got themselves registered in the month against 353,175 during the month of July 1961, showing a fall of 45,927. A total of 1,880,745 registrants were on the Live Register of the employment exchanges in the country at the end of August 1961 against 1,844,279 of the preceding month, showing a rise of 36,467. The number of employers using the services of employment exchanges was 10,842 during the month under review as against 11,269 of the previous month, showing a decrease of 427. The number of placements effected in the month of August 1961 was 38,200 as against 39,740 during the ensuing month, showing a fall of 1,540. The number of vacancies notified during the month under report was 56,786 as against 64,474 in the month of July 1961, showing a fall of 7,688.

Shortages and Surpluses.- Shortage was reported in respect of typists, stenographers, nurses, midwives, compounding, doctors, health visitors, trained teachers, engineers, skilled turners, electricians, laboratory technicians and physical training instructors, while surpluses were in respect of clerks, untrained teachers, motor drivers, unskilled office workers and unskilled labourers.

Collection of Employment Market Information.- All India report on employment in the public sector for the quarter ended September 1960, was issued.

The 10th Training Course for Employment Officers from Andhra Pradesh, Kerala, Madras and Mysore States in the collection of Employment Market Information was conducted at Bangalore from 16 to 26 August 1961.

Central Employment Exchange Unit.- The Central Employment Exchange (Special Cell) rendered employment assistance to retrenched workers in various projects and establishments during the month as follows:-

	No. Retrenched.	No. Placed.	No. awaiting Assistance.
Damodar Valley Corporation	30	29	596
Ehakra Nangal Project	29	-	29
Bhilai Steel Project	-	316	3,758
Durgapur Steel Project	28	81	599
Chambal Hydel & Irrigation Scheme, M.P.	41	-	114
Special Cell of the Ministry of -- Home Affairs.	61	78	
		Class I & II	244
		Class III	322
		Class IV	72
			<u>638</u>

Recognition of Diploma in Civil and Rural Engineering awarded by the National Council for Rural Education.- The Government of India have decided, in consultation with the Union Public Service Commission, to accord recognition to the Diploma in Civil Rural Engineering Services awarded by the National Council for Rural Higher Education as equivalent to the first degree of a recognised University for purposes of appointment to services and posts under them.

Participation in Community Development Projects and National Extension Service.- It has been decided that employment exchanges should submit a quarterly report on employment assistance activities in relation to Community Development Projects and National Extension Service in their areas to the State Directors of Employment who will forward to the Directorate General of Employment and Training a consolidated report.

Opening of Additional Employment Exchanges.- In all 317 employment exchanges were functioning in the country at the end of August 1961.

(Review on the activities of the Directorate General of Employment and Training during the Month of August 1961: Ministry of Labour and Employment, Government of India, New Delhi).

Dock Workers (Regulation of Employment) Amendment Bill, 1961.

Shri Gulzarilal Nanda, Minister for Labour and Employment, Government of India, introduced in the Lok Sabha on 2 December 1961 a Bill further to amend the Dock Workers (Regulation of Employment) Act, 1948.

According to the Statement of Objects and Reasons of the Bill, section 5 of the Dock Workers (Regulation of Employment) Act, 1948 provides for framing a scheme for the registration of dock workers with a view to ensuring greater regularity of employment and for regulating the employment of dock workers. Clause (j) of sub-section (2) of that section provides that a scheme itself may constitute an authority which may be a body corporate for the administration of the scheme. It is proposed that the Act itself should contain provisions for the setting up of autonomous Dock Labour Boards for the administration of schemes framed under the Act for a port or a group of ports. The Bill makes such a provision. The Bill further provides for the audit of accounts of Dock Labour Boards, for the issue of directions by Government to the Boards, for inquiry into the working of the Boards and for their supersession in certain contingencies.

Section 3(2)(a) of the Act provides for the registration of dock workers and for the imposition of a registration fee. It is proposed to provide for the registration of employers as well and for the imposition of a registration fee in respect of them.

Section 5(2) of the Act provides for an Advisory Committee consisting of not more than 15 members. It is considered necessary that all the Dock Labour Boards should have representation on the Advisory Committee and that Shipping Companies should also have representation on the Advisory Committee. The number of members of the Advisory Committee has to be determined by taking into account all the relevant factors and it is proposed that the statutory restriction with regard to the number of members should be removed. It is accordingly proposed to amend section 5 of the Act to provide for all these matters.

Opportunity has been taken to make certain other formal and consequential amendments in the Act.

(The Gazette of India, Extraordinary,
Part II, Sec. 3, 2 December 1961,
pp. 884-891).

83. Vocational Training.

India - November-December 1961.

Labour Ministry's Training Scheme: Working during August 1961.

According to the Review on the activities of the Directorate General of Employment and Training during the month of August 1961, there were 166 institutes for the training of craftsmen, 15 work orientation centres for educated unemployed, 99 undertakings imparting apprenticeship training and 15 centres holding evening classes for industrial workers. The total number of seats in all these centres and undertakings was 51,705 and the total number of persons undergoing training stood at 42,634.

Stores and Equipment.- The total aid received remained 1.9072 million rupees.

Under the United Nations Special Fund Programme material and equipment valued at 1.224 million rupees was reported as received at Central Training Institute, Calcutta during the month of August 1961.

(Review on the activities of the Directorate General of Employment and Training during the Month of August 1961: Ministry of Labour and Employment, Government of India, New Delhi).

Rehabilitation of Physically Handicapped: Advisory Councils suggested.

The first national seminar on the training and employment of the physically-handicapped which concluded its meeting at Bangalore on 22 December 1961, has recommended the setting up of special units by the Central and State Governments to deal with all aspects of education, training and rehabilitation of handicapped persons. It has also suggested that State Advisory Councils for the education of the handicapped be set up on the lines of the National Advisory Council.

The seminar has said that the object of training should be to equip the physically-handicapped with the basic knowledge and skills necessary for social integration and economic independence.

The other important recommendations of the seminar include the establishment of a Central Institute to prepare a compendium of occupations for the handicapped persons, sample survey throughout the country to find out the incidence of various handicapped conditions and instructions by the Central Government for reserving a percentage of vacancies in the Central services and public sector undertakings for the physically-handicapped persons.

The seminar stressed the need of rehabilitation of the physically-handicapped belonging to rural areas in those areas alone by providing suitable occupations.

The seminar also has drawn up lists of occupations, including cottage industries, rural occupations and engineering trades, in which training could be given to the blind, the deaf and the ~~and~~ orthopaedically-handicapped.

It has also suggested that prevocational training be given to those persons and that this training be, as far as possible, given in the normal vocational institutions.

Special Employment Exchanges.- The seminar welcomed the scheme to open special employment exchanges and suggested that such exchanges should be established in every State during the current ~~plan~~ Plan period. It has also suggested that officers at these exchanges should be specially trained to understand the conditions of the physically-handicapped persons.

Noting that a variety of services is necessary for the total rehabilitation of the physically-handicapped, the seminar recommended that the Central and State Governments, local bodies and voluntary agencies should co-ordinate their efforts. For this purpose, the seminar has drawn up a list of functions, which should be undertaken by the Government of India, State Governments, local bodies and voluntary agencies respectively. It has also suggested that voluntary agencies should take up research in the problems of the physically-handicapped persons.

The seminar has emphasised the need for uniform standards throughout the country for the training of the handicapped. For this purpose, it has recommended that the Government of India should prepare a uniform syllabus for teachers' training institutions for the blind and the deaf and also prepare suitable text-books for the blind and the deaf. To improve the conditions of the teachers of the handicapped. The seminar has suggested that the pay and service conditions of these teachers should be on the same level as in other secondary schools and that these teachers be given five advance increments.

The seminar has also suggested that liberal financial assistance be given to voluntary agencies to develop training facilities.

Another important recommendation is that the Government of India should formulate a common sign language and a manual alphabet for various languages.

Other recommendations include that the State Governments, local bodies and voluntary agencies should establish suitable institutions for training the blind in rural occupations; that special training be given to facilitate the socio-psychological adjustment of the blind and the deaf and that all medical college hospitals in every State should have orthopaedic, physical medicine and rehabilitation departments with prosthetic workshops and supply prosthetic aids at reasonable prices and free in deserving cases.

Zonal training centres for the deaf.- The seminar also suggested that the physically-handicapped persons should be included in the national apprenticeship scheme. The seminar welcomed the Government of India's scheme to establish a training centre for the adult deaf at Hyderabad and suggested that similar zonal training centres should be set up. It recommended that the same life insurance facilities, as are given to the deaf others, should be given to deaf; that the maximum age of the admission of the deaf to schools be raised to 12 years and an expert committee be set up by the Government of India to go into the question and suggest what means of communication other than the oral method, should be used for the deaf.

The seminar was attended by about 100 delegates, representing the Central and State Governments, employers' organisations, trade unions and a number of voluntary organisations, dealing with the education, training and rehabilitation of the physically-handicapped. Shri N.D.J. Rao, Deputy Secretary, Ministry of Education, who is also the Director of the Seminar, presided.

(The Hindu, 23 December 1951).

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Training College for Management Personnel Proposed.

The Central Committee on Administration has suggested the immediate establishment by the Central Government of a training college for its management personnel. The duration of the training at the Central College is likely to be a year, and it is expected that over the years a ~~new~~ managerial class will emerge from among the bureaucrats and technicians entering the portals of that institutions. The proposed college will be in addition to, and distinct from, the two all-India institutes of management which are being set up with the help of the Ford Foundation and ILO at Calcutta and Bombay. These institutes will deal more with management problems than the training of managers, and they will be oriented towards the problem of labour-management relationship.

Meanwhile, the Government is also taking steps to set up an even more comprehensive institution in this connection - an Institute of Applied Manpower Research. This institute will provide a "broad perspective" of the requirement of trained manpower for economic development, and offer expert advice on how to arrange the training programmes.

(The Statesman, 10 November 1961).

Apprentices Bill discussed in Rajya Sabha.

In the discussion on the Apprentices Bill in the Rajya Sabha on 29 November 1961, Shri Gulzarilal Nanda, Union Minister for Labour and Employment, told the House that the Government would be able to put through the apprenticeships programme in co-operation with industry. He did not accept an Independent member, Shri Sudhir Ghosh's suggestion that the Bill should guarantee employment to every apprentice who completed his training, and the House rejected an amendment to the Bill to this effect sought to be made by the member. Shri Nanda was hopeful of such training having no unemployment problem. Their number and courses would be so regulated by the tripartite councils provided for in the Bill that the requirements of the industry of skilled personnel would be met.

Training Plan.- Moving for adoption of the Bill, Shri Nanda told the House facilities for the training of craftsmen were being expanded so that their number would go up from 40,000 at the end of the second Plan to 100000 by the end of the third Plan and the Bill would enable these trainees, as well as others to obtain in-plant training. Standards would be prescribed for apprenticeships.

Shri Nanda said that the earlier apprenticeship scheme, worked on a voluntary basis, had not been a success. Employers had themselves agreed to legislation.

Shri Sudhir Ghosh, deplored the "element of compulsion", involved in making industries take in apprentices. In his view, the problem was not so much the reluctance of employers to provide training as the lack of an organised programme.

Shri Arjun Arora (C-U.P.) who, too, felt that the number of apprentices being limited, the Government should be able to guarantee them employment, suggested as an alternative some unemployment relief till they were suitably placed.

Shri Nanda said that it would be wrong to compel industries to employ these people after their training. When the trainees acquired proficiency, there should be no difficulty in their obtaining employment.

(The Statesman, 30 November 1961).

The Apprentices Act, 1961 (No. 52 of 1961).

The Apprentices Bill, 1961 (vide pages 115-116 of the report of this Office for September-October 1961) ^{and the previous page of this report} as passed by Parliament received the assent of the President on 12 December 1961 and has been gazetted as Act No.52 of 1961. The Act provides for the regulation and control of training of apprentices in trades and for matters connected therewith.

The Act makes it obligatory on all employers to whom a requisition is made by the Government to train apprentices if the Government makes available to them such additional facilities and financial assistance as are considered necessary by the Apprenticeship Adviser to be appointed under the Act.

The Act defines the qualifications of apprentices, their obligations and the obligations of employers as also the powers of the authorities to be constituted under the Act. A person shall not be qualified for being engaged as an apprentice to undergo apprenticeship training in any designated trade, unless he (a) is not less than fourteen years of age, and (b) satisfies such standards of education and physical fitness as may be prescribed. Different standards may be prescribed in relation to apprenticeship training in different designated trades.

No person shall be engaged as an apprentice to undergo apprenticeship training in a designated trade unless (a) such person or if he is a minor, his guardian has entered into a contract of apprenticeship with the employer, and (b) the contract of apprenticeship has been registered with the Apprenticeship Adviser. Every contract of apprenticeship may contain such terms and conditions as may be agreed to by the parties to the contract.

The period of apprenticeship training, which shall be specified in the contract of apprenticeship, shall be as follows: (a) in the case of apprentices who, having undergone institutional training in a school or other institution recognised by the National Council, have passed the trade tests conducted by that Council, the period of apprenticeship training shall be such as may be determined by that Council; (b) in the case of other apprentices, the period of apprenticeship training shall be such as may be prescribed. The contract of apprenticeship shall terminate on the expiry of the period of apprenticeship training.

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The Central Government after consulting the Central Apprenticeship Council shall, by order in the Official Gazette, determine for each designated trade the ratio of apprentices to workers other than unskilled workers in that trade.

Every employer shall make suitable arrangements in his workshop for imparting a course of practical training to every apprentice engaged by him in accordance with the programme approved by the Apprenticeship Advisers. The Central Apprenticeship Adviser shall be given all reasonable facilities for access to each such apprentice with a view to test his work and to ensure that the practical training is being imparted in accordance with the approved programme. The State Apprenticeship Adviser shall also be given such facilities in respect of apprentices undergoing training in establishments in relation to which the appropriate Government is the State Government.

The syllabus of, and the equipment to be utilised for, practical training including basic training shall be such as may be approved by the Central Government in consultation with the Central Apprenticeship Council.

Obligations of Employers.— Every employer shall have the following obligations in relation to an apprentice, namely: (a) to provide the apprentice with the training in his trade in accordance with the provisions of this Act, and the rules made thereunder; (b) if the employer is not himself qualified in the trade, to ensure that a person duly qualified is placed in charge of the training of the apprentice; and (c) to carry out his obligations under the contract of apprenticeship.

Obligations of Apprentices.— Every apprentice undergoing apprenticeship training shall have the following obligations, namely: (a) to learn his trade conscientiously and diligently and endeavour to qualify himself as a skilled craftsman before the expiry of the period of training; (b) to attend practical and instructional classes regularly; (c) to carry out all lawful orders of his employer and superiors in the establishment; and (d) to carry out his obligations under the contract of apprenticeship.

Conditions of Work.— The weekly and daily hours of work of an apprentice while undergoing practical training in a workshop shall be such as may be prescribed. An apprentice shall be entitled to such leave as may be prescribed and to such holidays as are observed in the establishment in which he is undergoing training.

Where any apprentices are undergoing training in a factory, the provisions of Chapters III, IV and V of the Factories Act, 1948, shall apply in relation to the health, safety and welfare of the apprentices as if they were workers within the meaning of that Act and when any apprentices are undergoing training in a mine, the provisions of Chapter V of the Mines Act, 1952, shall apply in relation to the health and safety of the apprentices as if they were persons employed in the mine.

Compensation.- If personal injury is caused to an apprentice by accident arising out of and in the course of his training as an apprentice, his employer shall be liable to pay compensation which shall be determined and paid, so far as may be, in accordance with the provisions of the Workmen's Compensation Act, 1923, subject to the modifications specified in the Schedule.

Settlement of Disputes.- Any disagreement or dispute between an employer and an apprentice arising out of the contract of apprenticeship shall be referred to the Apprenticeship Adviser for decision. Any person aggrieved by the decision of the Apprenticeship Adviser may, within thirty days from the date of communication to him of such decision, prefer an appeal against the decision to the Apprenticeship Council, and the decision of the Apprenticeship Adviser shall be final.

Every apprentice who has completed the period of training shall appear for a test to be conducted by the National Council to determine his proficiency in the designated trade in which he has served his apprenticeship, and every apprentice who passes the test shall be granted a certificate of proficiency in the trade by the National Council.

Authorities.- The Act provides for the appointment of the following authorities namely : (a) The National Council, (b) The Central Apprenticeship Council, (c) The State Council, (d) The State Apprenticeship Council, (e) The Central Apprenticeship Adviser, and (f) The State Apprenticeship Adviser.

Other provisions of the Act deal inter alia with the Constitution of Councils, powers of the Central Apprenticeship Adviser, offences and penalties, cognizance of offences and power to make rules.

The Act repeals the Apprentices Act, 1850.

(The Gazette of India, Extraordinary,
Part II, Sec.1, 13 December 1961,
pp. 625-642).

CHAPTER 9. SOCIAL SECURITY.

INDIA - NOVEMBER-DECEMBER 1961.

92. Legislation.

VIII. Maternity Benefits.

The Maternity Benefits Act, 1961 (No. 53 of 1961).

The Maternity Benefit Bill (vide pages 140-141 of the report of this Office for November-December 1960 and pp. 68-70 of the report of this Office for March 1961) as passed by Parliament received the assent of the President on 12 December 1961 and has been gazetted as Central Act No. 53 of 1961. The Act regulates the employment of women in certain establishments for certain periods before and after childbirth and provides for maternity benefit and certain other benefits. The salient provisions of the Act are summarised below.

Extent and Commencement.- The Act extends to the whole of India except the State of Jammu and Kashmir; and shall come into force on such date as may be notified in this behalf in the Official Gazette, (a) in relation to mines in the territories to which this Act extends, by the Central Government; and (b) in relation to other establishments in a State, by the State Government.

Application.- The Act applies, in the first instance, to every establishment being a factory, mine or plantation including any such establishment belonging to Government. The State Government may, with the approval of the Central Government, after giving not less than two months' notice of its intention of so doing, by notification in the Official Gazette, declare that all or any of the provisions of this Act shall apply also to any other establishment or class of establishments, industrial, commercial, agricultural or otherwise. Nothing contained in this Act shall apply to any factory or other establishment to which the provisions of the Employees' State Insurance Act, 1948, apply for the time being.

Prohibition of employment of Women.- No employer shall knowingly employ a woman in any establishment during the six weeks immediately following the day of her delivery or her miscarriage. No woman shall work in any establishment during the six weeks immediately following the day of her delivery or her miscarriage. It also provides that a woman, on her request, will not be employed on arduous work during the period of one month immediately preceding the period of six weeks, before the date of her expected delivery, and any period during the said period of six weeks for which the pregnant woman does not avail of leave of absence.

Every woman shall be entitled to, and her employer shall be liable for, the payment of maternity benefit at the rate of the average daily wage for the period of her actual absence immediately preceding and including the day of her delivery and for the six weeks immediately following that day. The average daily wage means the average of the woman's wages payable to her for the days on which she has worked during the period of three calendar months immediately preceding the date from which she absents herself on account of maternity, or one rupee a day, whichever is higher. The qualifying condition is employment for 160 days in the twelve months immediately preceding the expected date of delivery. This qualifying period shall not apply to a woman who has immigrated into the State of Assam and was pregnant at the time of the immigration.

Medical Bonus.- Every woman entitled to maternity benefit under this Act shall also be entitled to receive from her employer a medical bonus of twenty-five rupees, if not pre-natal confinement and post-natal care is provided for by the employer free of charge.

In case of miscarriage, a woman shall, on production of such proof as may be prescribed, be entitled to leave with wages at the rate of maternity benefit, for a period of six weeks immediately following the day of her miscarriage.

A woman suffering from illness arising out of pregnancy, delivery, premature birth of child or miscarriage shall, on production of such proof as may be prescribed, be entitled, in addition to the period of absence allowed to her to leave with wages at the rate of maternity benefit for a maximum period of one month.

Nursing Breaks.- Every woman delivered of a child who returns to duty after such delivery shall, in addition to the interval for rest allowed to her, be allowed in the course of her daily work two breaks of the prescribed duration for nursing the child until the child attains the age of fifteen months.

Section 12 prohibits dismissal of a woman during or on account of absence on maternity leave and ensures that the conditions of service will not be varied to her disadvantage during her absence. It also provides that a woman shall not be deprived of the maternity benefit to which she may be entitled, on account of dismissal at any time during her pregnancy, except in cases of dismissal for gross misconduct.

Section 18 provides that if a woman works in any establishment after she has been permitted by her employer to absent herself under the provisions of the Act for any period during such authorised absence, she shall forfeit her claim to the maternity benefit for such period.

Sections 29 and 30 provide for the repeal of the provisions of the Plantations Labour Act, 1951, relating to maternity benefit and the Mines Maternity Benefit Act, 1941 and the provisions of the Bombay Maternity Benefit Act, 1929 in its application to factories situated in the Union territory of Delhi.

Other provisions of the Act deal inter alia with powers and duties of inspectors, cognizance of offences punishable under the Act, power to exempt establishments, and power to make rules.

(The Gazette of India, Extraordinary,
Part II, Sec. 1, 13 December 1961,
pp. 643-654).

92. Legislation.

India - November-December 1961.

Annual Report on the Working of the Employees' Provident Funds Schemes for the Year 1960-1961.

According to the annual Report on the Working of the Employees' Provident Funds Scheme for the year ending 31 March 1961, the Employees' Provident Funds Act 1952, had covered 47 industries by the close of the period under review, the recent additions during the year being Mica factories, Mica mines, Plywood industry, Automobile servicing and repairing industry, Cane farms owned by the proprietor of a sugar factory and Rice, Dal(pulses) and Flour milling industries. A list of the industries so far covered is given below:

- (1) Cement. (2) Cigarettes. (3) Electrical, Mechanical or general engineering products. (4) Iron and Steel. (5) Paper. (6) Textiles. (7) Edible oils and fats. (8) Sugar. (9) Rubber and rubber products. (10) Electricity, including the generation, transmission and distribution thereof. (11) Tea (except in the State of Assam where the Government of Assam have instituted a separate provident funds scheme for the Industry including plantations). (12) Tea Plantations (other than the tea plantations in the State of Assam). (13) Printing, including the process of composing types for printing, printing by letter press, lithography, photogravure or other similar process of book-binding but excluding printing presses, covered under 'newspaper establishments' to which the Employees' Provident Funds Act has separately been extended under Section 15 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955. (14) Stoneware Pipes. (15) Sanitary Wares. (16) Electrical porcelain insulators of high and low tension. (17) Refractories. (18) Tiles. (19) Match factories having a production of over 500,000 gross boxes of matches a year. (20) Sheet glass factories, glass shell factories and other glass factories having an installed capacity of over 600 tons per month. (21) Heavy and fine chemicals, including (i) fertilizers, (ii) Turpentine, (iii) Rosin, (iv) Medical and Pharmaceutical preparations, (v) Toilet preparations, (vi) Soaps, (vii) Inks, (viii) Intermediates, dyes, colour lakes and toners, (ix) Fatty acids, and (x) Oxygen acetylene and carbon dioxide gases industry (The Act was actually enforced in this industry with effect from 21 July 1957). (22) Indigo. (23) Lac including shellac.

- (24) Non-edible vegetable and animal oils and fats. (25) Newspaper establishments. (26) Mineral oil refining industry. (27) Coffee Plantations. (28) Rubber Plantations. (29) Cardamom Plantations. (30) Pepper Plantations. (31) Iron Ore Mines. (32) Limestone Mines. (33) Manganese Mines. (34) Gold Mines. (35) Industrial Power Alcohol Industry. (36) Asbestos Cement Sheets Industry. (37) Coffee Curing Establishments. (38) Biscuit making industry including composite units making biscuits and products such as bread, confectionery and milk and milk powder. (39) Road Motor Transport establishments. (40) Mica Factories. (41) Mica Mines. (42) Plywood industry. ~~(43) Plywood industry.~~ (43) Automobile Servicing and Repairing Industry. (44) Cane farm owned by a Sugar Factory. (45) Rice Milling Industry. (46) Dal Milling Industry. (47) Flour Milling Industry. (48) Starch Industry. (49) Hotels. (50) Restaurants. (51) Petroleum or natural gas exploration, prospecting, drilling or production industry. (52) Petroleum or natural gas refining industry. (53) Storage or transport or distribution of petroleum or natural gas or products of either petroleum or natural gas. (54) Cinemas including preview theatres. (55) Film Studios. (56) Film production concerns. (57) Distribution concerns dealing with exposed films. (58) Film processing laboratories. (59) Leather and leather products industry.

The Act now applies to an establishment employing 20 or more persons. It does not, however, apply to any establishment registered under the Co-operative Societies Act, 1912 or any other law relating to Co-operative Societies, if the establishment employs less than fifty persons and works without the aid of power. It is estimated that the lowering of the employment limit from 50 to 20 may cover in due course an additional 200,000 of employees in about 8,000 establishments. Since the amendment of the Act till the end of March 1961 nearly 4,000 additional establishments and 111,000 additional subscribers have been covered mainly as a result of this amendment.

Recent amendments of the Scheme.- (a) Till now a member could get an advance to meet expenses in connection with his serious or prolonged illness or that of a member of his family and for financing his life insurance policy. With effect from the 2 April 1960, the Scheme has been amended enabling a member to get a non-refundable advance for the purchase of a dwelling site or for construction of a dwelling house or for allotment of a tenement, constructed or to be constructed, under the Subsidised Housing Scheme for Industrial Workers.

(b) Hitherto, a member who had withdrawn the full amount standing to his credit on retirement on account of permanent and total incapacity for work due to bodily or mental infirmity, had been debarred from becoming a member of the Fund again. The Scheme has been amended with effect from the 24th December, 1960, enabling such an employee to re-enrol as a member of the Fund.

(c) An employee employed by a contractor in any operation not directly connected with any manufacturing process carried on in a factory or in an establishment was not eligible to become a member of the Fund. The Scheme has been amended with effect from the 10th December 1960 whereby the principal employer has been made responsible for complying with the provisions of the Act and the Scheme in respect of an employee, employed by, or through, a contractor in, or in connection with the work of an establishment.

Eligibility for membership of the Fund.- An employee in a covered establishment other than an excluded employee is eligible for membership of the Fund provided his basic wages including dearness allowance, retaining allowance and cash value of food concession (if any) do not exceed 500 rupees per month. An individual whose emoluments exceed 500 rupees per month subsequent to his becoming a member of the Fund can contribute ad valorem if he so desires and his employer agrees. The qualifying period for membership of the Fund continues to be one year's continuous service or 240 days' actual work during a period of 12 months or less. The number of subscribers increased steadily from about 2,700,000 as in the last year to nearly 3,000,000.

Contributions.- The rate of contribution by members continues to be 4-1/4 per cent of basic wages, dearness allowance, retaining allowance and cash value of any food concession. An equivalent sum is contributed by the employer. A member may if he so desires voluntarily contribute as his own share upto 8-1/3 per cent; the contribution of the employer in such a case remains restricted to 6-1/4 per cent. During the year, about 32,000 members were thus contributing voluntarily at a higher rate. Total contributions received during the year inclusive of past accumulations received in cash amounted to 203 million rupees as against 163.6 million rupees received during the previous year.

Enhancement of rate of contributions.- The proposal to increase the rate of contribution from 6-1/4 per cent to 8-1/3 per cent in respect of the four of the six industries initially covered under the Act has been referred by Government to a specially constituted Technical Committee under Bombay for holding an investigation as to which of these industries are unable to bear the additional financial burden. The report in respect of four industries, viz., Paper, Cigarettes, Electrical, mechanical or general engineering products, and Iron and Steel was received by Government in June 1961 and is being studied.

Special Reserve Fund.- Government had issued instructions approving the Board's suggestion that a Special Reserve Fund be created by an initial transfer of 2 million rupees from the Reserve and Forfeiture Account of the Fund to relieve distress where provident fund contributions were not paid up by the employers. It was the view of the labour members of the Board that obligation of payment in such cases should not be met solely out of the Reserve and Forfeiture Account. Payments from the Fund were restricted to cases of superannuation, total and permanent disability and death. It was found in practice that Special Reserve Fund was not being utilised to the desired extent and very recently Government have issued further instructions liberalizing the conditions for payment from the Special Reserve Fund. As a result, payments will be permissible in all the circumstances in which accumulations are payable to a member or his nominee/heir. In such cases, the amount already paid by an employer will be paid to the worker immediately with interest thereon and the 'balance due' representing the amount not paid by the employer, will be paid to the worker concerned from the Special Reserve Fund as follows:-

- (i) 80 per cent of the 'balance due' shall be paid to the member or his nominee/heir immediately.
- (ii) Another 15 per cent of the 'balance due' shall be paid to the member or his nominee/heir on recovery of 50 per cent of the provident fund contributions defaulted by, and recoverable from, the employer.
- (iii) The remaining 5 per cent shall be paid on recovery of the entire amount due from the employer.
- (iv) Interest payable on the instalments paid as stated above will be paid at the usual rates along with the last instalment.

During the year a sum of 15,000 rupees only had been paid to the members or their nominees/heirs out of the Special Reserve Fund. It is expected that with the liberalization of the conditions the tempo of payments from the Special Reserve Fund will increase hereafter. It is also proposed to amend the Act, to empower and enable a Regional Commissioner to assess the contributions of a member where the employer does not submit the necessary returns.

Administration.- The Organisation operates through a Central Office at New Delhi (which is also the Headquarters of the Central Provident Fund Commissioner and Chief Executive Officer of the Board) with fifteen regional offices, one in each State (except in the State of Jammu and Kashmir) and one at Delhi. On the bifurcation of the State of Bombay a separate regional office for the State of Gujarat started functioning at Ahmedabad with effect from the 1st September, 1960. The Central Provident Fund Commissioner also functions as a link between the Central Board of Trustees, subscribers, Employers' and Employees' Organisations on the one hand, and the Central Government of the other. Full time Regional Provident Fund Commissioners function in Maharashtra, West Bengal, Madras, Kerala and Mysore States. With the increase of work in the regional offices, part-time Commissioners have been replaced by whole time officers in the States of Uttar Pradesh and Bihar. The respective Labour Commissioners of the remaining States are performing the duties of the Regional Commissioners.

Inspections.- The inspectorate staff who are entrusted inter alia with the enforcement of the provisions of the Scheme and the recovery of the correct dues from the employers, constitute the eyes and the ears of the Organisation. At the end of March, 1961 as many as 62 Inspectors (Grades I & II) were in position in the various regions. A total of 1,425 and 15,342 inspections were carried out in exempted and unexempted establishments respectively. Apart from the normal inspections, the field staff were also required to inspect a large number of uncovered establishments to ascertain whether they could be covered. The field staff also devoted time to instruct the staff of the newly covered establishments in the provisions of the Act and the Scheme, and preparation of various returns. They also paid special attention to matters connected with the recovery of dues and with the conducting of prosecutions.

Investments.- These funds are invested exclusively in the Central Government securities 4 or 5 times in a month through the Reserve Bank of India, which is also entrusted with the safe custody of these securities.

Refunds.- From the inception till the close of the year, the Organisation had paid out about 145 million rupees by way of total refunds to members on final payments involving about 430,000 claims.

Forfeitures.- Where the employer's contribution is not payable to the subscriber in full, the unpaid part together with interest is credited to the Forfeiture Account of the Fund. During the year 1960-61 a sum of 1.597 million rupees was received by the Fund on this account as against 1.398 million rupees received during the preceding year.

Coverage.- The number of unexempted establishments covered under the Scheme and the subscribers working in such establishments recorded an enormous increase during the year as below:-

Year ending.	No. of unexempted establishments covered.	No. of subscribers.
31-3-60	6,551	1.666 millions.
31-3-61	11,192	1.793 millions.

The number of establishments covered on voluntary basis rose to 115 from last year's 95.

Public Undertakings.- Establishments employing 50 or more persons having completed three years of their existence and engaged in notified industries belonging to Government or Local Authorities werebrought under the Act, with effect from 18 May 1958. The implementation of the Act in these establishments posed certain difficulties not faced in the private sector.

Advances and Loans.- Advances for payment towards a policy of life insurance of a member are permitted under the Scheme. A total of 35,764 members (as against 31,000 members last year) availed of this facility and a sum of 2.24 million rupees (as against 1.874 million rupees last year) was withdrawn by the members during a year. Non-recoverable advances are also granted for purchase of a dwelling site or for construction of a dwelling house, privately, or, under subsidised Housing Scheme for Industrial Workers. A sum of 0.43 million rupees was advanced during the year in about 434 such like cases. Certain amendments to the rules have been suggested to Government so that larger number of subscribers might avail of this benefit.

A provision was made in the Scheme in May, 1959 enabling a member of the Fund to take an advance not exceeding three months' basic wages or his own share of contribution whichever is less, to defray the medical expenses for his serious or prolonged illness or that of a member of his family. As was apprehended at the time the matter was being mooted, this concession was abused. Hence the Board's decision in October 1960 to constitute special medical boards. Loans aggregating 12.5 million rupees have been paid during the year to defray medical expenses in 83,400 cases as against 10.5 million rupees loaned in 66,119 cases last year. This matter is under further consideration of the Board.

Exempted establishments.- The table given below shows the extent of coverage, number of employees and subscribers in exempted establishments:-

Year ended.	No. of exempted establishments.	No. of employees.	No. of subscribers.	Percentage of membership.
31-3-60 --	822	1,196,000	1,035,000	87
31-3-61 --	941	1,317,000	1,136,000	86

Prosecutions.- In addition to recovery of overdues as arrears of land revenue, a more deterrent measure, viz., prosecution is launched against a defaulting employer. The position as regards cases filed, disposed of, pending, etc., till the end of the year is shown below:-

Launched		Disposed of	Pending in Courts	Pending with State Governments for sanction
2,239	Convicted	971	545	166
	Acquitted	100		
	* Withdrawn	605		
	Dismissed/ discharged	18		
2,239		1,694	545	166

* Withdrawn mainly on payment of dues along with incidental expenses in case of first offence of an employer or due to non-applicability of the Act in view of certain High Courts' decisions, etc.

Income and Expenditure.- The expenses of administration are met NOT from the provident fund account nor even from the interest thereon but from special levies called the Administrative and Inspection charges, collected from the employers of non-exempted and exempted establishments at the rate of 3 per cent and 3/4 per cent respectively on the total amount of monthly provident fund contributions.

The total income from Administrative and Inspection charges for the year 1960-61 is given below:-

(In Million Rupees)		
	Income	Expenditure
(a) Administrative and Inspection charges. -----	7.236	
(b) Interest on investment -----	0.483	
(c) Damages realised on delayed remittances of Administrative and Inspection charges. ----	0.003	
	<u>7.722</u>	<u>5.524 *</u>

* Estimated.

(Report on the Working of the Employees' Provident Funds Scheme, 1960-1961, Government of India, Ministry of Labour and Employment: Issued by the Central Board of Trustees, Employees' Provident Fund. pp.26).

Scheme to Provide Unemployment Relief to Workers.

Shri Gulzarilal Nanda, Union Minister for Labour and Employment, discussed with the Labour Ministers of Maharashtra, Madhya Pradesh and Rajasthan, on 4 November 1961, at New Delhi, a scheme for the setting up of an employment relief fund mainly to give assistance to workers thrown out of employment as a result of closures of industrial units. The scheme envisages assistance in cases of closures where there is no likelihood of an early reopening of the units concerned. The assistance in such cases, it is proposed, will be to the tune of 50 per cent of the basic pay of the affected worker for a maximum period of six months. Besides giving relief to workers affected by closures of undertakings, the scheme, it is understood, provides for help to workers to train themselves for alternative occupations.

The proposals made by the State Ministers are expected to be finalised by the end of this month and then placed before the next meeting of the tripartite Standing Labour Committee.

(The Hindustan Times, 5 November 1961).

Indian Railways (Second Amendment) Bill, 1961.

Shri Jagjivan Ram, Union Minister for Railways introduced in the Lok Sabha on 28 November 1961 a Bill to further amend the Indian Railways Act, 1930. According to the Statement of Objects and Reasons of the Bill, under section 82A of the Indian Railways Act, 1930, the maximum liability of the railway administration for loss occasioned by the death of a passenger dying as a result of a railway accident and for personal injury and loss of property is limited to 10,000 rupees in respect of any one person. In view of the present increased cost of living and the per capita income, it is proposed to raise this limit to 20,000 rupees.

Section 82H of the Act provides that the right to claim compensation under section 82A does not affect the right to claim compensation under the Workmen's Compensation Act or any other law for the time being in force. This has been interpreted to mean that, in respect of the same accident, claims may be made for compensation under the Railways Act as well as under the Workmen's Compensation Act or any other law. Prima facie, there seems to be no reason why compensation should be paid under more than one law especially when the railway has assumed liability whether there is negligence on the part of the railway or not and also when the maximum limit of liability is to be increased to 20,000 rupees. It is accordingly proposed to restrict the right to claim compensation under any one of the laws referred to above. This does not, however, affect the right to claim compensation under any contract or scheme or policy of insurance.

The Bill is intended to give effect to the above proposals. Opportunity has also been taken to make certain other amendments of a formal nature.

(The Gazette of India, Extraordinary,
Part II, Sec. 2, 28 November 1961,
pp. 847-849).

Conditions of Service for Certain Occupational Diseases
under the Workmen's Compensation Act, 1923, specified.

In pursuance of sub-section(2) of section 3 of the Workmen's Compensation Act, 1923 (8of 1925), the Central Government hereby specified that, in relation to the disease specified in column(1) of the table below, a workman whilst in the service of one or more employers in any employment specified in the corresponding entry in column (2) of that table should have been employed for such continuous period as is specified against each column(3) thereof:-

(1) Disease	(2) Employment	(3) Period
Silicosis	-- Any employment involving exposure to the inhalation of dust containing silica.	Five years
Coal Miners' Pneumoconiosis	-- Any employment in coal mining.	Seven years
Asbestosis	-- Any employment in - (i) the production of (a) fibre cement materials; or (b) asbestos mill board; or (ii) the processing of ores containing asbestos.	Three years
Bagassosis	-- Any employment in the production of bagasse mill board or other articles from bagasse.	Three years.

(Notification No. SO 2971 dated 9 December 1961,
the Gazette of India, Part II, Sec.3, Sub-sec.(ii),
15 December 1961, page 3239)

Madhya Pradesh: Employees' State Insurance Scheme
extended to Certain Areas in the State.

In exercise of the powers conferred under the Employees' State Insurance Act, 1948, the Central Government has appointed 3 December 1961, as the date on which the provisions of Chapter IV (except sections 44 and 45 which have already been brought into force), Chapter V and Chapter VI (except sub-section (1) of section 76 and sections 77, 78, 79 and 81 which have already been brought into force) of the said Act shall come into force in the following areas in the State of Madhya Pradesh, namely:-

The areas within the municipal limits of Satna and the following revenue villages:-

- (i) Kema Fothar (siding); (ii) Ghoordang; (iii) Ramhangawa;
- (iv) Sagma; and (v) Dhawari

in Tehsil Raghurajnagar, district Satna.

(The Gazette of India, Part II, Sec. 3,
Sub-Sec. (ii), 2 December 1961, page 3085).

Kerala: Employees' State Insurance Scheme extended to
Certain Areas in the State.

In exercise of the powers conferred under the Employees' State Insurance Act, 1948, the Central Government has appointed 17 December 1961, as the date on which the provisions of Chapter IV (except sections 44 and 45 which have already been brought into force) and Chapters V and VI (except sub-section (1) of section 76 and sections 77, 78, 79 and 81 which have already been brought into force) of the said Act shall come into force in the following areas of the State of Kerala, namely:-

The areas within the municipal limits of Perumbavoor and the revenue villages of:-

A.(1) Koovappadi; (2) Elshumadu; (3) Kalady; (4) Ankamali; (5) Majjappra; (6) Chowwara; (7) Sreemoolanagaram; and (8) Kuruppampadi
in Alwaye taluk;

B.(1) Kayamangalam; (2) Asamanoor; (3) Vazhakulam; (4) Vengoor; (5) Mazhuvannoor; and (6) Venkola
in Kunnathund taluk in the Ernakulam district.

(The Gazette of India, Part II, Sec. 3, sub-sec. (ii), 16 December 1961, page 3238).

Mysore Employees' State Insurance (Medical Benefit -
Treatment at Clinics of Medical Practitioners) Rules,
1961.

The Government of Mysore gazetted on 2 November 1961, the text of the Mysore Employees' State Insurance (Medical Benefit- Treatment at Clinics of Medical Practitioners) Rules, 1961, made in exercise of the powers conferred under the Employees' State Insurance Act, 1948. The rules deal inter alia with the scale of medical benefit to be provided to insured persons, provision of general medical services to insured persons by insurance medical practitioners, preparation of the Medical List by the Director of Medical Services, conditions of service of full-time insurance medical officers and subordinate staff, provision of hospital services, provisions relating to investigations, disputes, appeals, etc., and provisions relating to medical benefit to families.

(Notification No. PLM 92 LS161 dated 31 October 1961, the Mysore Gazette, Part IV-1c(ii), 2 November 1961, pp. 2099-2127).

94. International Agreements.

India - November-December 1961.

V. Old-Age Insurance Benefits.

Uttar Pradesh: Grant of Old-Age Pension: Upper Age Limit to be reduced.

Presiding over a meeting of the State Old-Age Pension Advisory Committee at Lucknow on 26 December 1961, the Chief Minister of Uttar Pradesh, Shri C.B. Gupta announced that the State Government has decided to reduce from 70 to 65 years the upper age limit for the grant of old-age pensions.

The Chief Minister also said that the Government had accepted a number of important amendments liberalising the pension rules to a great extent.

The amended rules now enable a destitute to get his pension even when his nearest living relations do not support him. A monthly income of up to 10 rupees will not debar retired Government servants from getting the old age pension.

Similarly, the existence of a wife will not debar an applicant in getting this benefit, unless the income of the wife is sufficient to maintain both herself and her husband.

At present, old-age pension of 15 rupees per month is being given to about 6,500 people all over ~~the~~ the State.

(The Statesman, 27 December 1961).

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Chapter 11 Occupational Safety & Health.

115. Research, Investigation, Study.

India - November-December 1961.

Occupational Health Services in Coal Mines Urged:
Results of a Survey.

A Committee appointed by the Government of India to make a survey of occupational diseases (silicosis, cellulitis, miner's nystagmus) prevalent among miners and suggest suitable preventive measures, has recently published its report. The report among other things, has recommended introduction of a comprehensive occupational health services in all coal mines especially those employing over 1,000 workers.

The Committee after its survey found that coal miner's pneumoconiosis of the lungs was attributable to the inhalation of coal dust. An incidence of 18.8 per cent was found on radiological examination.

The Committee in its report has said that "there can be little doubt that coal miners' pneumoconiosis present a problem in occupational health in India". The problem is "likely to show its gravity only when certification of cases is carried and the cost in terms of compensation is known".

The report says: "The disease has been shown to be one due to the inhalation of coal dust. But since all the factors which may make coal dust a hazard are not yet known, as also the safe levels of dust concentration are not yet fully established, it can very safely be said that in dust suppression lies its ultimate control and prevention. Extensive detailed studies are, however, still needed to arrive at 'approval levels' for mine engineers engaged on dust suppression. Introduction of a system of periodic medical examinations appears to us a quick and most economical method in the prevention of pneumoconiosis next to the use of dust suppression methods. Such examinations are common in all coal mining countries."

The Committee has said that "more effective suppression of dust at source and improvement of thermal environmental conditions and general ventilation is necessary". In its view "water infusion, wet cutting and the use of sprays have their legitimate place in substantially reducing dust concentrations". In conclusion the Committee wants a more thorough ~~enforcement~~ enforcement of existing mining regulations.

(The Hindustan Times, 6 November 1961).

LIST OF PRINCIPAL LAES PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR NOVEMBER-DECEMBER 1961.

INDIA - NOVEMBER-DECEMBER 1961.

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- (ii) Industrial Disputes (West Bengal Amendment) Act, 1961 (West Bengal Act XIV of 1961) (Calcutta Gazette, Extraordinary, 17 November 1961, page 2919).

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The Apprentices Act, 1961 (No. 52 of 1961) (Gazette of India, Extraordinary, Part II, Sec. 1, 13 December 1961, pp. 625-642).

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