

5 MAY 1961

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Industrial and Labour Developments in March 1961.N.B.- Each Section of this Report may be taken out separately.

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MARCH 1961.

12. Activities of External Services.

Meetings:

The Director of this Office participated at a Seminar on Trade Union Education convened by the Tata Institute of Social Sciences at Bombay on 30-31 March 1961.

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## Chapter 2. International and National Organisations

### 25. Wage-Earners' Organisations.

India - March 1961.

#### Draft Madhya Pradesh Trade Unions Regulations, 1961.

The Government of Madhya Pradesh published on 17 March 1961 the draft of Madhya Pradesh Trade Unions Regulations proposed to be made in exercise of the powers conferred under the Indian Trade Unions Act, 1926. The rules prescribe the procedure for registration of trade unions and deal inter alia with procedure for withdrawal or cancellation of certificate of registration, alteration of rules of trade unions, dissolution of trade unions, division of funds of trade unions consequent on dissolution of trade unions, audit of accounts of trade unions, procedure for entry in the list of approved unions, powers of approved unions, right of holding discussions with employees and employers on the premises of the undertaking, right of inspection of places in an undertaking, inspection of register, approved list of documents. The rules repeal the Madhya Pradesh Trade Unions Regulations, 1927, the Madhya Bharat Trade Unions Regulations, 1951, the Vindhya Pradesh Trade Unions Regulations, 1952, the Bhopal State Trade Unions Regulations, 1952 and the Rajasthan Trade Unions Regulations in their application to the Sironj region.

The draft regulations will be taken into consideration by the Government after 25 June 1961.

(Madhya Pradesh Gazette, Part IVB,  
17 March 1961, pp. 120-143 )

CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MARCH 1961.

31. General Economic Situation.

Provisional Figures of the 1961 Census:  
India's Population 436 Million: Literacy  
Percentage goes up from 16.6 per cent to  
23.7 Per cent.

Provisional figures relating to the Census of India 1961 were released by Shri Lal Bahadur Shastri, Union Home Minister at New Delhi on 27 March 1961.

These figures place India's total population at over 436 million, recording an increase of 21.49 per cent over the 1951 figures.

The exact figures announced today was 436,424,429 but this did not include the population of Manipur, NEFA, Nagaland and Sikkim where in certain pockets, it was stated, census operations had not been completed.

Shri Shastri said speaking at a Press Conference, that including the "probable population" of these areas, it would not be far wrong to put the total population of the entire country at about 438 million.

India's population in 1951, the Home Minister stated, was 359 million. It had risen between 1941 and 1951 by 13.3 per cent.

While analysing the provisional results, Shri Shastri said that the population in 1911 for the equivalent areas was about 250 million. The increase in population during the half century was 74 per cent.

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According to the census there were 224,957,948 males and 211,466,481 females; thus for every 1,000 men, it was stated, there were 940 women compared with 946 women in 1951.

Assam had recorded the highest decennial increase of 34.3 per cent and West Bengal came next with 32.94 per cent.

The States of Andhra, Bihar, Jammu and Kashmir, Madras, Mysore, Orissa and Uttar Pradesh registered an increase below the average of 21.49 per cent, while the population increase in Assam, Gujarat, Kerala, Madhya Pradesh, Maharashtra, Punjab, Rajasthan and West Bengal was above average. Geographically, the States on the north-east and north-west had shown big increases.

As regards literacy, it was stated that 23.7 per cent of the population was literate as against 16.6 per cent in 1951. Shri Shastri, however, explained that the effective literacy rate should be higher if the population in the age group 0.4 was excluded as was common practices.

The Chief Census Commissioner, Shri A.K. Mitra, who was present at the conference, was asked how the increase compared with the growth of population in other Asian countries. He said that Pakistan's population had risen by 24 per cent while no accurate idea of the rise in China was available.

According to a volume tabulating the provisional results of the census published today, there are six cities with a population above one million. They are Calcutta, Bombay, Delhi, Madras, Hyderabad and Ahmedabad.

Shri Mitra said the final and thoroughly-verified results of the census would be ready only by the end of 1963. The economic data collected as part of the operation would have been tabulated by then.

Analysis of Census figures.- Shri A. Mitra, Registrar-General, analysing the Census figures that while at the end of the current random checking now going on in the country, they would be in a position to estimate the percentage of error in the current census, he did not expect the Indian percentage error to be higher than in the West or on previous occasions. The margin of error in 1951, he noted, was 1.1 per cent while the comparable figures of U.S.A. and U.K. was respectively 1.3 and 1.4 per cent. The higher figures for these countries were due to their much larger urban populations where errors were more likely.

Dealing with the deteriorating sex-ratio, in his provisional report, the Registrar-General has said "no satisfactory argument has yet been offered in explanation of the slowly deteriorating sex-ratio in all parts of the country although this phenomenon has engaged attention ever since the census began to be taken".

The actual census count has exceeded even the upper limit of expectation of projections worked out in past years. According to the various projections, the population ~~xxx~~ in 1961 varied from 402 million to 431 million, the latter being the figures worked out by a Planning Commission expert committee headed by the Registrar-General and accepted for the Third Plan.

The actual count exceeded the expert committee estimates in Assam, Bihar, Madhya Pradesh, Orissa, Punjab, Rajasthan, West Bengal, Delhi and Himachal Pradesh, while it was below the estimate in six States - Andhra Pradesh, Kerala, Madras, Mysore, Uttar Pradesh and Jammu and Kashmir. The variation was highest in the case of Jammu and Kashmir State, 32.58 per cent below the estimate and in West Bengal ~~(9.52)~~ 17.78 per cent above the estimate.

From a study of the detailed percentage variations over the estimates in each State as also variations in the actual growth rates, the Registrar-General has suggested that Bihar might have sent out more males than females in search of livelihood outside the State while Assam, Punjab, West Bengal or Delhi had received more males than females from outside the State. The figures for Assam, Punjab, West Bengal and Delhi would also suggest that in all these areas immigration had also been in terms of families.

The ranking of the States in the percentage of their population to the total population has been the same as in 1951 except for West Bengal and Madras which have interchanged places. West Bengal with 8.81 per cent of the total Union population now occupies the fifth place while Madras 7.71 per cent now occupies the sixth place.

The percentage of the population in various States along with the percentage of their area in brackets are given below: Uttar Pradesh 16.90(10.06); Bihar 10.64(5.96); Maharashtra 9.05 (10.55); Andhra Pradesh 8.24(9.41); West Bengal 8.81(3.01); Madras 7.71(4.45); Madhya Pradesh 7.42(15.19); Mysore 5.40 (6.57); Gujerat 4.73(6.40); Punjab 4.65(4.18); Rajasthan 4.62 (11.72); Orissa 4.02(5.34); Kerala 3.87(1.33); Assam 2.72(4.18); Jammu and Kashmir 0.82(not available); Delhi 0.61(0.05); Himachal Pradesh 0.31(0.97); Tripura 0.26(0.36); Andaman and Nicobar Islands 0.01(not available) and Lacadive, Minicoy and Amindivi Islands 0.01 (not available).



The Registrar-General has said that the lowness of rate of growth in Madras is "a trifle baffling". He adds: "The increases during the decade in 11 out of 15 major States and more spectacularly in the Union territories, may pardonably conjure up a picture of a basin rapidly filling up, not only in the depressions like Gujerat, Madhya Pradesh, Orissa or Rajasthan, but even in the rim like Assam, West Bengal, Kerala, Maharashtra and Punjab. The increase in Assam beyond the average for India may reasonably be explained by immigration of labour into plantations, mines, oil areas, railway projects and road projects as well as immigration of both communities from East Pakistan. The increase in West Bengal may similarly be explained by the acknowledged influx of displaced persons from East Pakistan, Tibet, Nepal and other places, by the exceptional increase of population in centres of railway and communicational expansion, in the expanding industrial centres around Asansol and Calcutta, in the newly established industrial and multi-purpose project centres like Asansol, Durgapur, Damodar Valley Corporation and Mayurakshi basins, all of which have attracted immigrants from outside and the steady and appreciable perennial trickle of immigrants into the Calcutta industrial region".

Quicker Growth in 1951-61.- The population of India during the decade 1951-61 grew 61 per cent faster than the rate at which it grew between 1941-51. The rate for 1951-61 is 21.49, while that for the earlier decade was 13.34. Nine States contributed more than others to the unprecedented increase.

The rate of growth in these States, with the rate at which this rate of growth has risen during 1951-61 in brackets, is as follows:

Assam 34.30(77.9); Bihar 19.78(92.6); Gujerat 26.80(43.4); Madhya Pradesh 24.25(179.7); Orissa 19.94(212.5); Rajasthan 26.14(72.0); Uttar Pradesh 16.27(41.0); and West Bengal 32.94(149.2).

One hundred and eighty-three or 59 per cent of the 312 districts in fifteen States have registered an increase above 20.5 per cent in the decade. According to the Registrar-General a study of these variations suggests that although areas of high increase are fairly distributed all over the country, yet there are appreciable variations in the rates of growth among zones and States and even among well-defined areas within a State. The picture is more a mosaic than a uniform tone.

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Out of a total population of 436,424,429 (excluding the populations of Manipur, Nagaland and NEFA, where compilation is not yet complete) the rural population is 358,584,529 and urban population 77,839,900. This works out to a proportion of 82.66 and 17.38 respectively in 1951.

The sex-ratio of the urban population, with 1951 figures in brackets, is: Andhra 950(987); Assam 680(682); Bihar 809(842); Gujeraj 896(920); Jammu and Kashmir 847(not known); Kerala not known (990); Madhya Pradesh 853 (907); Madras 962 (986); Maharashtra 800(808); Mysore 912(914); Orissa 817(881); Punjab 813(812); Rajasthan 902(928); Uttar Pradesh 814(820); and West Bengal 700 (660).

The Registrar-General notes in his report that "while there has been a noticeable general decline in sex-ratio during 1951-61 in the urban population, there is a marked difference in sex-ratio between the three States of Andhra, Madras and Mysore in the south on the one hand, in none of which the sex-ratio goes down below 900, and the States north of these three on the other. This doubtless indicates differences in the growth and sociological structure of urban and areas of the South and North and suggests the greater stability or inertia whichever way one chooses to call it, in many behavioural patterns of urban areas in the South."

Kerala, Andhra and Rajasthan show fluctuations in sex-ratio between 1901 and 1961. Assam and Bihar show a stationary ratio in 1951 and 1961. Gujerat shows a slight deterioration while Madhya Pradesh, Madras, Maharashtra, Mysore, Orissa and Uttar Pradesh show an appreciable downward trend. Punjab and West Bengal have slightly improved their sex ratio over 1951.

There are recognisable geographical bands of territory where there are more than 100 females per 100 males. These may be divided into four distinct bands in each of which, districts of high ratio run almost contiguously.

The following are the provisional population figures with male and female population and density ratios:-

India 1961: Area: 1,127,345 sq. miles; Population: Total 436,424,429, males 224,957,948 and females 211,466,481; Variation 1951-61: 77,207,524; percentage variation 21.49; females per thousand males (figures for 1951 are in brackets) - 940 (946); density per square mile (figures for 1951 are in brackets) 384 (316).

The figures for Manipur, Nagaland and NEFA are not included in these figures. The figures of females per 1,000 and density figures exclude Jammu and Kashmir.

Andhra Pradesh: Area 106,052 square miles; total population 35,977,999; males 18,175,349, females 17,802,650; variation from 1951 to 1961, 4,862,740; percentage increase 15.53; females per thousand males 979(986); density per square mile 339(293).

Assam: Area 47,098 square miles; total population 11,860,059; males 6,318,229, females 5,541,830; variation from 1951 to 1961 3,029,527; percentage increase 34.30; females per thousand males 877(877); density per square mile 252(188).

Bihar: Area 67,198 square miles; total population 46,457,042; males 23,328,178, females 23,128,864; variation from 1951 to 1961 7,673,264; percentage increase 19.78; females per thousand males 991(990); density per square miles ~~252~~ 691(577).

Gujarat: Area 72,154 square miles; total population 20,621,283; males 10,656,470, females ~~20~~ 9,984,813; variation from 1951 to 1961 4,358,626; percentage increase 26.80; females per thousand males 939(952); density per square mile 286(225).

Jammu and Kashmir: Area not available; total population 3,583,586; males 1,902,902, females 1,680,683; variation from 1951 to 1961, 317,739; The last census in Jammu and Kashmir was held in 1941. For purpose of variation the mean of 1941-51 has been taken; percentage increase 9.73; females per thousand males 883(figures for 1951 not available); figures for density not available.

Kerala: Area 15,003 square miles; total population 16,875,199; males 8,345,897, females 8,529,302; variation from 1951 to 1961 3,326,081; percentage increase 24.55; females per thousand males 1,022 (1,028); density per square mile 1,125(903).

Madhya Pradesh: Area 171,210 square miles; total population 32,394,375; males 16,598,526, females 15,795,949; variation from 1951 to 1961, 6,322,738; percentage increase 24.25; females per thousand males 952(967); density per square mile 189(152).

Madras: Area 50,132 square miles; total population 33,650,917; males 16,918,454, females 16,735,463; variation from 1951 to 1961 353,870; percentage increase 11.73; females per thousand males 989(1,008); density per square mile 671 (601).

Maharashtra: Area 118,884 square miles; total population 39,504,294; males 20,419,059, females 19,085,235; variation from 1951 to 1961, 7,501,730; percentage increase 23.44; females per thousand males 935(941); density per square mile 332(269).

Mysore: Area 74,122 square miles; total population 23,547,081; males 12,021,248, females 11,525,833; variation from 1951 to 1961 4,145,125; percentage increase 21.36; females per thousand males 959(966); density per square mile 318(262).

Orissa: Area 60,162 square miles; total population 17,565,645; males 8,772,194, females 8,793,451; variation from 1951 to 1961 2,919,699; percentage increase 19.94; females per thousand males 1,002(1,022); density per square mile 292(243).

Punjab: Area 47,084 square miles; total population 20,298,151; males 10,866,910, females 9,431,241; variation from 1951 to 1961 4,163,261; percentage increase 25.80; females per thousand males 868(858); density per square mile 431 (343).

Rajasthan: Area 132,150 square miles; total population 20,146,173; males 10,558,138, females 9,588,035; variation from 1951 to 1961, 4,175,399; percentage increase 26.14; females per thousand males 908(921); density per square mile 152(121).

Uttar Pradesh: Area 113,454 square miles; total population 73,752,914; males 38,664,463, females 35,088,451; variation from 1951 to 1961, 10,537,172; percentage increase 16.67; females per thousand males 908(910); density per square mile 650(557).

West Bengal: Area 33,928 square miles; total population 39,967,634; males 18,611,085, females 16,356,549; variation from 1951 to 1961, 8,665,248; percentage increase 32.94; females per thousand males 879(865); density per square mile 1,031(775).

Literacy Rates.- The literacy rates per thousand in various States with the rate in 1951, given within brackets is as follows: Delhi 510(384); Kerala 462(407); Andaman and Nicobar Islands 336(258); Gujerat 303(231); Madras 302(208); Maharashtra 297(209); West Bengal 291(240); Assam 258(183); Mysore 253(193); Punjab 237(152); Tripura 222(131); Orissa 215(158); Andhra 208(131); Bihar 182(122); Uttar Pradesh 175(108); Madhya Pradesh 169(98); Rajasthan 147(89); Himachal Pradesh 146(77); and Jammu and Kashmir 107 (not available).

The provisional report records: ~~More~~ "More distressing has been the low progress of female literacy. Although for the whole of India the female literacy ratio is slightly more than fifty per cent of the general rate, yet there are substantial regions where female literacy is less than a quarter of the general rate, when we remember that even this low rate would have been still lower but for the higher rate in towns situated in these areas, the state of literacy can be properly comprehended."

(The Statesman, 28 March 1961;  
The Hindu Weekly Review,  
3 April 1961).

32. Public Finance and Fiscal Policy.

India - March 1961.

Central Budget for 1961-1962: Nominal Surplus of 2.7 Million Rupees: New Taxation to yield 600.70 Million Rupees: Finance Minister Reports New Dynamism in the Country.

Shri Morarji Desai, Union Finance Minister, presented to the Parliament on 28 February 1961, the Central Budget for 1961-62. Presenting the Budget, the Finance Minister reviewed the results of planned development and reported striking progress in many sectors.

The Budget estimates a revenue of 9629.20 million rupees and expenditure of 10235.20 million rupees leaving a deficit of 606 million rupees. New taxation proposals, mainly indirect taxes are estimated to bring in a revenue of 608.7 million rupees, resulting in a nominal surplus of 2.7 million rupees.

A summary of the final estimates is given below:-

<u>REVENUE</u>	<u>(In Millions Rupees)</u>		
	Budget 1960-61	Revised 1960-61	Budget 1961-62
Customs	1,625.0	1,630.0	( 1,640.0 + 292.7*
Union Excise Duties	3,796.1	3,949.8	( 4,062.4 + 286.0*
Corporation Tax	1,350.0	1,375.0	( 1,400.0 + 10.0*
Taxes on Income other than Corporation Tax.	529.4	405.2	( 502.1 + 20.0*
Estate Duty	1.0	0.9	0.9
Taxes on Wealth	70.0	75.0	70.0
Taxes on Railway Fares	1.1	(-) 1.2	-
Tax on Expenditure	9.0	9.0	8.0
Gift Tax	8.0	8.0	8.0
Opium	56.9	58.2	62.5
Interest	157.1	148.7	138.4
Administrative Services	8.4	9.9	9.7
Social and Developmental Services	523.5	514.6	470.0
Currency and Mint	572.2	578.5	606.3
Civil Works	30.4	33.8	37.5
Other Sources of Revenue	397.3	386.6	392.8
Posts and Telegraphs - Net contribution to General Revenues	4.7	4.6	7.7

Table continued:-  
REVENUES

(IN Million Rupees)

	Budget 1960-61	Revised 1960-61	Budget 1961-62
Railways - Net Contribution to General Revenues. -----	56.4	50.6	212.9
<b>TOTAL REVENUES.</b>	<b>9,196.5</b>	<b>9,237.2</b>	<b>(9,629.2 + 608.7*</b>

\* Effect of budget proposals.

EXPENDITURE

Collection of Taxes, Duties and other Principal Revenues. -----	328.1	322.0	304.6
Irrigation. -----	1.7	1.3	1.5
Debt Services. -----	745.9	723.5	819.0
Administrative Services -----	605.9	615.3	583.7
Social and Developmental Services -----	2,071.7	1,985.2	1,734.6
Currency and Mint. -----	102.7	108.7	119.6
Civil Works and Miscellaneous Public Improvements. -----	203.2	215.9	217.3
Pensions. -----	101.1	103.3	104.1
Miscellaneous -			
Expenditure on Displaced Persons -----	202.8	202.8	112.8
Other Expenditure -----	1,117.0	1,070.7	427.5
Grants to States, etc. -----	518.1	518.7	2,109.3
States' Share of Union Excise Duties -----	745.2	751.0	763.3
Extraordinary Items -----	337.5	288.2	108.7
Defence Services (Net). -----	2,722.6	2,667.2	2,829.2
<b>TOTAL EXPENDITURE.</b>	<b>9,803.5</b>	<b>9,573.8</b>	<b>10,235.2</b>
<b>Deficit (-)</b>	<b>(*) 607.0</b>	<b>(-) 336.6</b>	<b>(-) 606.0</b>
<b>Surplus (+)</b>			<b>(+) 608.7*</b>

\* Effect of budget proposals.

A brief review of Shri Desai's budget speech is given below:-

Ten Years of Planned Development. - The Finance Minister stated that with the close of the current year, the country shall be completing a decade of planned development and shall be launching on the Third Five Year Plan. The last 10 years had been a period of striking development in almost all sectors of the economy. Large investments had been made in agriculture, irrigation and power, major as well as medium and small industries, transport and social services. He ventured to think that despite various difficulties, "we have succeeded in creating a new dynamism in the economy. The public sector has gone forward and has taken on tasks which were entirely new. The private sector also has advanced considerably. All over the country - in the cities and in the towns as also in rural areas - one sees the beginnings of new developments in various directions."

The First Five Year Plan was a relatively modest effort, both in its scope and its dimensions. Though the Plan was fulfilled satisfactorily, it became clearer, even as this were proceeding with it, that unless this accelerated the tempo of development, it would not be possible to lift the people out of poverty. The Second Five Year Plan was, in consequence, a bolder and more ambitious one. It aimed at larger increases in production, investment and employment. It was conceived in terms of a long-term strategy of development. This objective was to develop in the country, at as early a date as possible machine-building capacity on a scale which would enable development to proceed without dependence on the import of capital goods. To achieve this, progress has to be made over a wide field - in the production of metals, particularly iron and steel, in the establishment of plants intended to produce heavy machinery, as well as in the development of the necessary techniques and skills. Even while this country is proceeding with the development of machine-building capacity, it has to strengthen the agricultural base and to provide for the other basic needs of the growing population.

Because of major difficulties in regard to resources, particularly external resources, it became necessary for to make certain adjustments in the Plan and to confine attention primarily to the fulfilment of what came to be described as the 'core' of the Second Five Year Plan. The target of outlay in the public sector was cut down from 48,000 million rupees to 45,000 million rupees. As the Second Five Year Plan drew to a close, it is expected to exceed the revised target and to attain an outlay of 46,000 million rupees. As a result of this effort at developmental planning over the last 10 years, industrial production has increased by about 66 per cent and agricultural production has gone up by about 53 per cent. "We have added substantially to the installed capacity for steel and for a number of engineering industries including machine-making. The chemical industries have also grown rapidly. At the same time, we have greatly strengthened the basic services and amenities such as fuel, power, transport and irrigation which provide the foundation for rapid economic growth."

During the Second Plan, the total additional taxation had been of the order of 10,400 million rupees of which nearly 8,000 million rupees were at the Centre. The resources arranged by mobilisation of private savings, mainly through loans, small savings and provident funds have yielded about 14,000 million rupees and the extent of deficit financing during the Plan period was expected to be about 11,000 million rupees as compared to 12,000 million rupees originally envisaged. This was satisfactory as far as it went. The country was now embarking on a bigger Plan and had to make a greater effort to direct ~~xxx~~ resources through channels which lead to greater development and progress.

Third Plan.— The Third Plan in its final shape was expected to emerge shortly. "At the last meeting of the National Development Council, we were confronted with a very difficult choice. On the one hand, our best estimates of resources that we could hope to mobilise lead us to the conclusion that outlays in the Plan should be limited to 75,000 million rupees. On the other hand, the programmes for which there was necessity and readiness to proceed added up to a higher figure. The Council has decided that for the purposes of physical planning, programmes with a ceiling of 80,000 million rupees should be prepared but the financial limit of 75,000 million rupees must be adhered to. The fact that we shall have larger programmes worked out will enable us to start on their execution as soon as resources are in sight. At the same time, we cannot and must not take on commitments beyond our resources. Through the Third Plan we shall have to be careful to see that reliance on what is popularly described as deficit financing is strictly limited. The size of the Plan, in other words, will depend upon our tax effort and our ability to mobilise savings. No one would be happier than I if we are in fact in a position to raise resources to a higher figure than the target of 75,000 million rupees."

The estimate of resources for the Third Plan postulated that the surpluses of various public enterprises should be available for financing the Plan. Besides Railways for which there were separate arrangements, Government had in the last decade invested large sums in various industrial undertakings in the public sector. It was of basic importance that these enterprises should function on sound commercial principles and should make adequate profits which can be ploughed back into further investments.

Apart from the limitations regarding internal finance, one had to bear in mind the crucial significance of external finance or foreign exchange in planning. The requirements of external assistance for the next five years as envisaged in the Draft Outline are of a very substantial order and he did not propose to exceed this limit. It was essential, in this context, that the country should reduce expenditure of foreign exchange in every conceivable direction and step up the level of exports. In the detailed phasing of the Plan, they shall have to ensure that the foreign exchange gap in terms of actual outgoings during the Third Plan, which was expected to be filled by external aid, did not exceed the estimates set out in the Draft Outline.

Economic Survey.— The Finance Minister then proceeded to review the economic trends during the current year. (This has already been covered by the summary of economic survey, Section 34, pp 8-18 of the report of this Office for February, 1961).



Financial Year 1960-1961.- The Finance Minister stated that the budget for the current year, as finally approved by Parliament, placed the revenue at 9196.5 million rupees and expenditure at 9803.5 million rupees, with the resultant revenue deficit of 607.0 million rupees. According to the present assessment, the revenue now was likely to amount to 9237.2 million rupees and expenditure to 9573.8 million rupees, leaving a deficit of 336.6 million rupees. The gross revenue showed an improvement of ~~401.3~~ 401.3 million rupees due mainly to better realisations of Union Excise Duties and Income-tax including Corporation Tax, but these improvements would be largely counter-balanced by the increase of 360.6 million rupees in the States' share of taxes.

Financial Year 1961-1962.- For the coming year, the existing level of taxation, Shri Desai said he was budgeting for a total revenue of 9629.2 million rupees and an expenditure of 10235.2 million rupees, leaving a deficit of 606.0 million rupees.

Capital Expenditure.- Excluding the adjustment for the transfer of assistance from the United States to the Special Development Fund, which was technically classified as capital expenditure, the current year's budget provided 3710 million rupees for capital outlay. The corresponding figure was now estimated at 4160 million rupees, an increase of 450 million rupees. On account of larger imports, particularly of wheat, the net expenditure on the purchase of foodgrains would increase by 304.8 million rupees. The requirements for the construction of border roads were likely to exceed the original estimate by 135 million rupees. An additional amount of 79.4 million rupees will be required for exploration of oil by the Oil and Natural Gas Commission, while payment of 82.7 million rupees had to be made to the World Bank under the Indus Water Treaty. These increases will be partly counter-balanced by shortfalls under certain other items of capital expenditure.

The corresponding provision for capital outlay next year was 4540 million rupees, showing an increase of 380 million rupees over the current year's revised estimate. This increase was spread over a number of heads and reflects the additional requirements in the first year of the Third Plan. Railways will be spending 363.8 million rupees more for their capital outlay but the net expenditure on purchase of foodgrains will go down by 260 million rupees. Of the other major increases, mention may be made of 77 million rupees under border roads, 84.6 million rupees for industrial development, 52 million rupees for the development of land acquired by the Delhi Administration and 28.5 million rupees for the construction of food storage godowns. In addition to the direct capital outlay just mentioned, the estimates provided 3560.7 million rupees this year and 4092.2 million rupees next year for loans to States and 1743.7 million rupees this year and 1706.0 million rupees next year for loans to other parties including Port Trusts, Government-owned Corporations and foreign Governments.

Provision had been included in the next year's estimates for a total expenditure of 9430 million rupees for implementing the Plan of which 1810 million rupees would be on revenue account and the balance of 7620 million rupees as capital outlay including loans. In addition, the Railways will provide 230 million rupees from their own resources. These estimates included a provision of 3520 million rupees for assistance to States, 900 million rupees in the Revenue budget and 2620 million rupees in the Capital budget. It was expected that the States will find 2000 million rupees from their own funds, thus making up an outlay of 5520 million rupees for the State Plans. The outlay on the Central portion of the Plan will aggregate to 6140 million rupees. In all, the total Plan outlay in the first year of the Third Plan both for the Centre and the States will be of the order of 11660 million rupees. In making these provisions, the government had borne in mind the need for proper and careful phasing. A substantial portion of the provision during the coming year related to the Second Plan projects which will be carried forward to the Third Plan ~~Planning~~ and a relatively modest provision had been made for the new projects which required much preparatory work.

Ways and Means.- The overall deficit for the current year was estimated in the original budget at 1530 million rupees. According to the present assessment, this deficit was now expected to come down to 150 million rupees. The improvement of 1380 million rupees was the result of a number of factors. The revenue deficit was now expected to go down by 270 million rupees. The revised procedure regarding the deposit of P.L. 480 funds with the Reserve Bank of India, accounted for investments in special securities of 2400 million rupees - 1080 million rupees on account of transfers from the State Bank of India and 1320 million rupees due to net fresh accruals. The opening cash balance exceeded the original estimate by 190 million rupees. This improvement of 2860 million rupees will be partly offset by an increase of 450 million rupees in capital expenditure mentioned earlier, decline of 840 million rupees in the net internal and external borrowings and worsening to the extent of 190 million rupees under other debt heads.

The Budget had assumed credit for market loans at 2500 million rupees including 250 million rupees from Prize Bonds. During the year, two loans were floated:  $3\frac{1}{2}$  per cent Bonds, 1966, and 4 per cent Loan, 1980 for a total sum of 1750 million rupees. Conversion facilities were also offered to the holders of 2-3/4 per cent Loan, 1960-62, ~~maturing during the year~~ 4 per cent Loan, 1960-70 and  $2\frac{1}{4}$  per cent Hyderabad Loan, 1955-60 maturing during the year. The total amount subscribed was 1807.0 million rupees including 746 million rupees by way of conversion. The Prize Bonds were expected to yield a sum of 125 million rupees by the end of the year.

In the budget for the coming year, the Minister had taken a credit for a gross market borrowing of 2350 million rupees. For small savings, he had taken a net credit of 1050 million rupees, representing an increase of 50 million rupees over the likely receipts this year. On the basis of the present assessment, the foreign assistance expected during the coming year was estimated at 4210 million rupees. The net investment of P.L. 480 Funds was likely to be of the order of 960 million rupees including the transfer of 360 million rupees from the moneys formerly deposited with the State Bank.

Thus, in brief, the overall budgetary position next year would be as follows. The revenue deficit at the existing level of taxation was expected to amount to 610 million rupees. Net capital outlay was estimated at 4540 million rupees, loans to State Governments and others at 5800 million rupees and debt repayments at 1670 million rupees. The total outgo of 12620 million rupees will be met to the extent of 2350 million rupees from public borrowings in India, 1050 million rupees from small savings, 4210 million rupees from foreign assistance, 1760 million rupees from loan recoveries, 960 million rupees from the investment of P.L. 480 Funds and 1040 million rupees from miscellaneous receipts, leaving an overall budgetary deficit of 1250 million rupees.

Tax proposals.— The Finance Minister then announced the following taxation proposals to meet this deficit:—

Small specific duty, part of it to be absorbed in the cost of manufacture on mill-made cotton and woollen yarn. Yield: 55.5 million rupees.

Duty of 5 to 15 per cent ad valorem on glass, glassware, china, porcelain, crockery (a lower rate for laboratory glassware). Yield: 16.0 million rupees.

Duty of 300 rupees per metric ton on sheets and circles and 10 per cent ad valorem on pipes and tubes of copper and zinc, Aluminium pipes and tubes to be brought in line. Yield: 8.0 million rupees.

Duty of 20 per cent ad valorem on air-conditioning machinery and refrigerators. A ceiling rate of 20 per cent ad valorem on wireless receiving sets valued at more than Rs. 300 each, concessional rates for cheaper sets; those valued up to Rs. 150 exempt. Yield: 8.3 million rupees.

Additional excise duty on mill-made silk fabrics in lieu of sales tax levied by the States.

Duty on hops.

Small specific duty on soda-ash, caustic soda and glycerine; duty of 15 per cent ad valorem on coal-tar, dyes, 10 per cent on patent or proprietary medicines not containing alcohol and 25 per cent on certain articles of cosmetic and toilet preparations. Yield: 18 million rupees.

Duty of 20 per cent ad valorem on cellophane and plastic powders and other semi-finished plastic material. Yield: 5.0 million rupees.

Revised rates.-

Betelnut: Duty increased by 80 nP. per kgm. Yield: 5.7 million rupees.

Unmanufactured tobacco: About 50 per cent increase in duty. Yield: 8.9 million rupees.

Certain textile manufactures: Ad valorem duty raised to 100 per cent. Yield: 6.8 million rupees.

Iron and Steel manufactures: Ad valorem duty increased to 50 per cent. Yield: 10 million rupees.

Machinery and components: Statutory rate of ad valorem duty raised by 5 per cent except on items on which there is a commitment under GATT: concessional rate of ad valorem duty given earlier for certain types of machinery raised by 5 per cent. Yield: 77.6 million rupees.

Spirits, wines and malt: Duty increased. Yield (including duty on hops): 2.4 million rupees.

Electrical and other Instruments, apparatus and appliances (not otherwise specified): Ad valorem duty raised by 10 per cent.

Railway material (for permanent way and rolling stock and components): Ad valorem duty raised by 5 per cent. Yield: 14.8 million rupees.

Ad valorem duty on residuary item of "all other articles not otherwise specified" falling under entry 87 of the Tariff Schedule raised by 10 per cent. Yield: 24.3 million rupees.

Newsprint: Duty raised to about 10 per cent ad valorem. Yield: 3.8 million rupees.

Tea: Export duty reduced by 9 nP. per kgm. (about 17 per cent). Loss in revenue: 20 million rupees.

Duty on loose tea increased by 3 nP. per kgm., rate on package tea reduced by 6 nP. per kgm. Yield: 19.8 million rupees.

Coffee: Duty increased by about 33 per cent. Yield: 3.8 million rupees.

Tobacco: Duty on stalks, structure of duty on air and flue-cured tobacco, cigarettes, cigars and cheroots simplified. Yield: 25.8 million rupees.

"Superior" kerosene: Duty increased by about 46 per cent to Rs.95.55 per kl. Yield: 28.4 million rupees.

Diesel: Unless otherwise specified, duty increased by Rs.28.15 per metric ton. Yield: 13.3 million rupees.

Rayon: Duty on yarn and on staple fibre increased by about 2/3. Yield: 16.9 million rupees.

Vegetable product: Duty increased by Rs.2.80 per quintal (100 kgm.). Yield: 8.0 million rupees.

Paints and varnishes: Duty raised by about 25 per cent.

Paper and paper boards: Duty raised by 36 to 59 per cent (no increase in duty on printing and writing paper). Yield from the above two items: 26.7 million rupees.

Cotton fabrics: Basic duty on Medium "A" grey fabrics raised by 25 per cent. Slightly higher excise levy on processed cloth. Yield: 47.2 million rupees.

Cycle rims: Concessions for smaller units producing cycle rims. Relief of 1.0 million rupees.

Direct Taxes.— Increase in rate of special surcharge of 5 per cent on earned income above 1,00,000 rupees to 10 per cent of the basic tax.

Tax on new bonus issues reduced from 30 per cent to 12-1/2 per cent.

Supertax on dividends paid on intercorporate investment, whether Indian or foreign, and whether on the majority basis or a minority basis, fixed at 20 per cent.

Tax on royalties received from Indian enterprises by foreign companies on agreements approved by the Central Government after 31 March, 1961, reduced to 50 per cent.

Entertainment expenses in the case of companies admitted within specified limits as expenditure for tax purposes.

Net effect of proposals.— The changes in the Customs duties will yield an additional revenue of 292.7 million rupees. Excluding the amount of 23 million rupees transferable to the States, Union Excise duties will bring in 286 million rupees. The minor changes in Income Tax and Corporation Tax were expected to yield an income of 30 million rupees. As a result of these proposals, an additional revenue of 608.7 million rupees will accrue to the Centre. This will completely wipe out the revenue deficit and give a nominal revenue surplus of 2.7 million rupees. The overall deficit will consequentially be reduced from 1250 million rupees to 640 million rupees and will be met by the expansion of Treasury Bills.

Conclusion.- In conclusion, Shri Desai stated: "The taxation proposals which I have just outlined will, no doubt, impose an additional burden on the people, though my aim has been to minimise its incidence on the weaker sections of the community. I would, however, have failed in my duty if, on the threshold of the Third Plan, I had called for a smaller effort. We have set ourselves the onerous task of raising the standard of living of our people and of speedily building up a self-sustaining economy. We are doing this with the willing consent of the people through democratic processes. There can be no respite from sweat and sacrifice.

"Our efforts in mobilising resources for the Second Plan have been impressive. By raising additional revenue of about 8000 million rupees through fresh taxation we have, over the five year period, not only met our entire revenue expenditure from our current income but have also financed capital expenditure to the extent of about 1300 million rupees from current surpluses. In addition, we have assisted the States by way of revenue grants of the order of 7000 million rupees, over and above their share of Income Tax and Union Excise Duties. At the same time, we have kept deficit financing well within the limits originally envisaged. I venture to submit that these are not insignificant achievements.

"Our objectives and targets during the Third Plan are more ambitious. Throughout the next five years, it must be our endeavour to keep the pressure on prices under check by raising additional revenues and mobilising savings so as to ensure that deficit financing is kept within the limit of 5500 million rupees envisaged in the Draft Outline. We are making a good beginning in this direction, in the first year of the Plan.

"We have chosen for ourselves certain social and economic goals. We must do our utmost to achieve them. This will mean hard work and sacrifices for some time to come. But there is promise of a rich reward in the shape of higher standards of living, more employment opportunities and a better socio-economic system. The tasks that we have undertaken are of great moment for the future of the country. We dare not falter at this crucial stage."

(Text of the Budget Speech received  
in this Office )

35. Productivity.

India - March 1961.

Modernisation of Textile Industry will cost Rs.1800 Million:  
Working Group's Report published: Government's Broad  
Agreement of Recommendations.

The report of the Working Group for the Cotton Textile Industry\*, appointed by the National Industrial Development Corporation of the Government of India, in 1959, with Shri D.S. Joshi, the then Textile Commissioner as chairman, and the Government's resolution broadly accepting the recommendations were placed before the Parliament on 29 March 1961.

The Working Group which was asked to study the rehabilitation and modernisation needs of the cotton textile industry, has recommended, a modest scheme of modernisation and rehabilitation estimated to cost 1,800 million rupees. Of this, 800 million rupees, it has suggested, could be raised by the industry itself out of its own resources and the balance should be provided by public financing institutions like the National Industrial Development Corporation, Industrial Finance Corporation or similar bodies set up for financing development of industries in the country. A brief review of the report is given below.

Level of modernisation.- One of the problems which the group had to consider was the level of modernisation. Its findings in this connection is that modernisation to the maximum possible extent is not feasible, because of the vast amount of finance involved and also because of the large percentage of the labour force that would be thrown out of employment. On the other hand, failure to modernise, it recognises, may bring about the very conditions of distress and unemployment in industry that labour is so anxious to avoid.

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\* Report of the Working Group for the Cotton Textile Industry, 1960. Appointed by the National Industrial Development Corporation. Government Central Press, Bombay. 1960. pp.102.

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The level of rehabilitation and modernisation from a national point of view should be governed by three factors: (1) the finance available, (2) the degree of labour displacement, and (3) the need to ensure a minimum standard of efficiency in all units. Taking these three factors into consideration, the working group maintains that there should be a minimum level of modernisation in all units - a level below which no unit should be allowed to exist. Mills which have reached or even exceeded this level of ~~modernisation~~ modernisation may also modernise further, provided they have the necessary financial resources and are in a position to accomplish modernisation by following the principles laid down at the Fifteenth Labour Conference.

The level of modernisation envisaged by the Working Group is a modest one which is nearer the minimum level. If the entire organised sector of the mill industry of the present size were to be set anew, according to the Working Group, the cost would be in the neighbourhood of 8,000 million rupees which may be taken as the desirable maximum. Since this has been ruled out in view of the limiting factors regarding both finance including foreign exchange and labour, the Working Group has estimated, in different ways, the cost of modernisation at a bare minimum level. Whichever way the problem is approached, the total figure reached is between 1,500 million rupees and 2,000 million rupees. The Working Group, therefore, considers that an estimate of about 1,800 million rupees would be a fair guide for the purpose of planning for finance for rehabilitation and modernisation. The programme would entail an annual expenditure of 300 million rupees to 350 million rupees during the third Five-Year Plan period.

Labour aspects of modernisation.- It is evident that any measures of modernisation must inevitably entail some steps towards rationalisation. Most of the representatives of labour who met the Working Group at different places have agreed in principle that rationalisation is a necessary step. It is only when the question of pace of rationalisation is considered with reference to particular centres that some differences came up. In this context, the experience of textile mills at Ahmedabad where with the help of enlightened policy it had been possible to achieve industrial peace which has brought about a degree of ~~rationalisation~~ rationalisation and higher productivity is worth mentioning. A similar development had taken place at Indore also. The Working Group, in the light of these factors and taking into view the conclusions on rationalisation adopted at the Fifteenth Indian Labour Conference, would strongly suggest agreements with labour being entered into so as to facilitate implementation in an atmosphere of mutual understanding and trust. It feels however, that even the conclusions of the Fifteenth Labour Conference have not perhaps been acted upon in many places. The working arrangement in Ahmedabad has been within the frame-work of these conclusions and quite substantial results have been achieved.



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Examining the question of reducing the surplus complement of labour to suit modernisation, the Working Group suggests that as far as possible, licences for new capacity issued on the ground of closure of units which should be scrapped voluntarily or compulsorily should be allowed at the same place or in the same centre or in the alternative in the same State in any other centre with the consent of the State Government concerned. On principle, the Working Group do not consider that allocation of additional capacity should be governed by the volume of surplus labour on account of rehabilitation and modernisation of the industry in each of the parts of the country. Over a six-year period, the natural wastage in the industry would be about 15 per cent of the total labour strength. The best way of arriving at appropriate work assignment is on the basis of work study and job evaluation taking into account the working conditions in each mill. The Group has on its assessment found that about 15 per cent of the labour strength are likely to be rendered surplus during the next five years as a result of rehabilitation and modernisation of the industry. It will help reduce the size of the problem of surplus labour if provision is made for suitable gratuity on superannuation. In addition, compensation by agreement may be provided for to achieve a further measure of rationalisation. If third shift working is resorted to to absorb the surplus workers, labour has to be assured of continuity of service in third shift and if third shift is discontinued, the obvious course is to restore status quo ante. The Working Group would suggest that as far as possible third shift working should be encouraged to enable a speedier rehabilitation and modernisation of at least some of the sections of the textile industry which require such a measure as a matter of urgency. Also, the time has come to cry a halt to any further recruitment of textile workers in the textile industry in the different centres as far as possible. A rigid Badli list should be maintained in each area and persons should be put in this list only through the employment exchange where it exists. Simultaneously the de-casualisation scheme should be applied so that one could take stock of the position to ensure that workers found surplus are found alternative jobs. The Working Group also recommends that some machinery should be devised as recommended by the Textile Enquiry Committee (1958) to settle questions of rationalisation unit by unit.

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In regard to management, enquiries and surveys conducted by Textile Commissioner's organisation have revealed cases of inefficiency in management in some sections of the industry. There have been also some cases of deliberate mismanagement with no consideration on the part of these managements either for the shareholders or for the workers. Such managements have no place in the industry. It is in the interests of the industry if such people can be weeded out so that the industry can be built on strong and stable foundations. The Working Group would suggest to the industry itself to re-model their managerial standards and improve them by collective thinking and pooling of knowledge. The method of selection for supervisory and managerial positions should also require toning up.

Machinery Requirements.- The Working Group has estimated the proportion of machinery which would have to be imported for the purpose of modernisation. At present, production of the indigenous textile machinery is of the value of about 100 million rupees to 120 million rupees per year. It is expected that at least 75 per cent of the machinery requirements at the end of the third Plan would be met by indigenous manufactures. Manufacture of automatic looms will be started shortly. Taking all these factors into consideration, the Group estimates that 600 million rupees worth of machinery would have to be imported during the third Plan period ending 31 March 1966 for the purpose of modernisation and rehabilitation. This is exclusive of spare parts for the existing machinery and components required by the indigenous manufacturers of textile machinery which are estimated to cost 230 million rupees.

Sources of Finance.- The Working Group calculates that, of the ~~estimated~~ estimated cost of 1,800 million rupees, the industry will be in a position to gather a maximum of 800 million rupees from its own resources, including borrowings from directors, banks, etc. The balance has to be found for the industry by way of loans from the National Industrial Development Corporation, the Industrial Finance Corporation and similar bodies. These financing institutions, it is recommended, should adopt a liberal loan policy. They might also issue sizable amounts by way of equity capital to mills.

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Closed and "Sick" Units.— The question of closed and "sick" units has been specially considered by the Group. At present, there are 39 mills accounting for a total capacity of 680,000 spindles and 11,170 looms, representing about 5 per cent of the total installed capacity of the industry, which are remaining closed. Out of these, 20 mills with 236,000 spindles and 2,900 looms are fit only to be scrapped and so cannot be revived. The question of rehabilitating and bringing back to life the remaining 19 mills, which account for 450,000 spindles and 8,200 looms, should be investigated. It is recommended that the law should be suitably amended so that, in the case of mills whose plant and machinery are irretrievably worn out and outmoded, compulsory scrapping may be enforced. The Working Group is of the view that some inducements should be offered for old units to go out of existence. For the purpose, it has suggested a "closure fund" for paying compensation at the rate of 10 rupees per spindle and 400 rupees per loom to such units. This amount should be ~~was~~ found by levying some kind of licence fee or premium on new licences for expansion. This is possible in its opinion because there will be need to license additional capacity in the industry during the third Plan period.

The minimum economic and workable unit of a textile mill, according to the Working Group, should have at least 12,000 spindles and 300 looms. While this is the absolute minimum, it suggests that the industry should, as far as possible go up to the level of 18,000 spindles and 400 looms in due course and a still higher stage of 25,000 spindles and 500 looms. In fact, the Group has recommended that as an experimental measure, five units with a capacity of 25,000 spindles and 500 looms each and equipped with upto-date types of machinery, including processing equipment, should be established for producing cloth largely, if not exclusively, for export. The total capital cost of each such unit is estimated at 20 million rupees. Each such unit should produce, on a three-shift basis, 15 million yards of cloth per annum, the major portion of which should be compulsorily exported. The necessary licence for establishing these units should be given to such entrepreneurs in the private sector as are willing to abide by these conditions. As regards finance for these units, it is suggested that, if the private investors do not respond to the extent necessary, the question of Government or public financing agencies contributing some specified percentage of the share capital should be considered. Highly rationalised spinning mills, which agree to all the terms and conditions regarding exports, may also be allowed to participate in the scheme, subject to adequate safeguards.

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Industrial Relations and Training Schemes.- Unless a continued and healthy atmosphere of mutual understanding is created between the labour and management, it will be difficult to attain useful results whatever be the improvements made in other directions. The Working Group considers that as a measure of utmost urgency the labour laws would require to be amended in those States where more than one union is recognised at present so that the management may jointly or severally negotiate a settlement only with one union as spokesman of the labour. In foreign countries visited by some of the members of the Working Group it has been found that many of the improvements on machine introduced in mills have been brought about by suggestions from the operatives. The Working Group would recommend the adoption of similar system of inviting suggestions from operatives with monetary inducements following the acceptance of the suggestions.

The Working Group is convinced that by and large, as a matter of policy, the industry has not as yet introduced the system of training of their workers. If proper training courses are started and if appropriate trainings are imparted, it will eventually be good to the industry as productivity will go up. A small percentage of the machines in the different sections may even be kept separately to provide the necessary training. The training of workers at plant level will improve the skill of workers and make them adapt themselves to working on modern machines and create better work consciousness.

The Working Group would suggest that there is a need for creating a healthy condition for the technical ~~personnel~~ cadre in the matter of promotions, etc., and instilling in them an assured feeling of security of service. High grade technicians actually serving in the industry should be enabled to serve in a panel in each centre so that weak units could draw on the advice of the panel ad hoc whenever such advice is necessary.

Government Decisions of Recommendations.- The Government, in a resolution has expressed broad agreement with the recommendations of the Working Group and accepted the vital need for modernisation of this important industry.

About the cost of the modernisation scheme, the resolution says: "The Government proposes to constantly review the position during the third Plan so as to expedite the pace of modernisation, rehabilitation and diversification of the industry".

The Government has also agreed with the Working Group that modernisation is not merely a question of installing the latest machinery and equipment but is a multi-phased problem which should be conditioned by the availability of finance, the degree of labour displacement and the need to ensure a minimum standard of efficiency in all units.

At the same time the resolution points out that the failure to effect timely modernisation will leave the industry, including labour, in a position of great disadvantage. It has, therefore, accepted the Working Group's proposal that the immediate objective should be the achievement of a minimum level of modernisation.

The Working Group has recommended the setting up of a suitable machinery which could analyse and help to resolve the problems of each individual mill in regard to rationalisation.

Causes of Closure.- The Government has accepted the need for such timely analysis and has decided to set up a suitable machinery for this purpose. It has also accepted the recommendation for the appointment of a textile mills standing advisory group or committee consisting of top-level representatives of management, labour and technicians to examine the causes of closure and the unsatisfactory nature of less efficiently run units.

The Government has accepted the proposal that five new units with a capacity of 25,000 spindles and 500 looms each and equipped with the latest machinery, including processing equipment, should be allowed to be set up for production of faultless quality cloth on automatic looms. This is subject to the condition that the entire or a large part of the output should be compulsory exported.

On the revival of closed mills, the group has suggested that simultaneously with the continual running of such units by authorised controllers of State Governments or the Central Government or any other suitable agencies there should be a process of compulsory liquidation so that the assets and liabilities of the old unit are available to labour, creditors, management and shareholders.

Although the Government has accepted the recommendation in principle, the resolution states that this problem bristles with practical difficulties and needs comprehensive examination.

The group has further pointed out that where rehabilitation of a unit is not worthwhile, it should be compulsorily scrapped and that the provisions of the Industries (Development and Regulation) Act may be suitably amended to ensure that in cases where the mills the scrapping is enforced, and such scrapped machinery is not utilized elsewhere. Government is in agreement with the Group in this matter.

Another important suggestion made by the group is the creation of a closure fund out of which payments can be made to scrapped units as compensation. The Government, however, feels that the creation and administration of such a fund will give rise to some practical difficulties. There is already a provision under the present regulations for the grant of retrenchment benefits to the workers of such units. However, this recommendation will be considered.

(The Hindustan Times, 30 March 1961).

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36. Wages.

India - March 1961.

Minimum Wages (Amendment) Bill, 1961.

Shri Gulzarilal Nanda, Minister for Labour and Employment, Government of India, introduced in the Rajya Sabha on 9 March 1961 a bill further to amend the Minimum Wages Act, 1948.

According to the Statement of Objects and Reasons of the Bill, section 3(1)(a) of the Minimum Wages Act 1948 provides that initial fixation of minimum rates of wages for the employments included in Parts I and II of the Schedule at the commencement of the Act shall be completed by a specified date (which has been extended from time to time, the last extended date being 31 December 1959) and also that, in the case of employments added to the Schedule by notification issued under section 27, the minimum rates of wages shall be fixed before the expiry of one year from the date of the final notification under that section. The urgency originally felt for completing the initial wage-fixation within a specified date no longer exists as the bulk of wage-fixation work has already been completed and the question now is one of extending the coverage of the Act to more and more employments in both the Central and State spheres. The Minimum Wages (Central) Advisory Board at its meeting held on the 4 August 1960 recommended that the time-limit for initial wage fixation should be done away with altogether. It is, therefore, proposed to amend clause (a) of sub-section (1) of section 3 and sub-section (1A) of that section for this purpose. Consequently the existing section 31 of the Act has been recast.

The other amendment proposed is that no minimum rates of wages shall be fixed or revised in respect of employees employed in a scheduled employment during the pendency of any dispute before a Tribunal over the rates of wages payable to such employees or during the period the award made by such Tribunal is in operation.

(The Gazette of India, Extraordinary,  
Part II, Sec. 2, 9 March 1961,  
pp. 113-117 ).

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Andhra Pradesh: Revised Minimum Rates of Wages for  
Employment in Stone-breaking and Stone-crushing  
Operations fixed.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Andhra Pradesh has fixed with effect from 30 March 1961 revised minimum rates of wages payable to different categories of employees employed in stone-breaking and stone-crushing operations including quarries in the State of Andhra Pradesh. The rates of wages vary from 3 rupees 50 naya paise per day or 91 rupees per month for drivers of heavy earth moving machinery to one rupee 75 naya paise per day or 45 rupees 50nP. per month for man mazdoor or man cooly. Children where employed shall be paid at 75 per cent of the rates fixed for adults. The rates of wages fixed for woman mazdoor or woman cooly are one rupee 50 naya paise per day or 39 rupees per month.

(G.O. MS No. 517 Home (Labour-II),  
14 March 1961, Andhra Pradesh Gazette,  
Part I, 30 March 1961, pp. 945-947 )

Andhra Pradesh: Minimum Rates of Wages for Employment  
in Building Operations Revised.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Andhra Pradesh has revised the minimum rates of wages payable to employees employed in the construction and maintenance of roads and in building operations. The revised rates of wages which are given below shall come into force with effect from 2 March 1961.

Employment in Building Operations

Category of employees.	All inclusive Minimum Wages			
	Zone I.		Zone II.	
	Per day	Per month.	Per day	Per month.
<b>Unskilled:</b>	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
(1) Man Mazdoor, Gangman Mazdoor, Thatcher.	1.75	45.50	1.50	39.00
(2) Woman Mazdoor, Gangwoman Mazdoor.	1.50	39.00	1.25	32.50
(3) Watchman or Chowkidar and Peon.	-	50.00	-	40.00
(4) Sweeper and Bhishty.	1.75	45.50	1.50	39.00
(5) Mukaddam.	2.00	52.00	1.75	45.50
<b>Semi-skilled:</b>				
(1) Second Class Mason.	2.50	65.00	2.00	52.00
(2) Second Class Carpenter or Assistant Carpenter.	2.50	65.00	2.00	52.00
(3) Second Class Blacksmith.	2.50	65.00	2.00	52.00
(4) Second Class Painter.	2.50	65.00	2.00	52.00
(5) Fitter for bending bars, for reinforcement.	2.50	65.00	2.00	52.00
(6) Tinker.	3.00	78.00	2.75	71.50
(7) Sawyer.	2.50	65.00	2.00	52.00
(8) Glazier.	2.50	65.00	2.00	52.00
(9) Brick Moulder.	2.50	65.00	2.00	52.00
(10) Pot tile turner.	2.50	65.00	2.00	-
(11) Brick and Lime Kilnman.	2.50	65.00	2.00	52.00
(12) Assistant Fitter.	2.50	65.00	2.00	52.00
<b>Skilled:</b>				
(1) First Class Mason.	3.25	84.50	2.75	71.50
(2) First Class Carpenter.	3.25	84.50	2.75	71.50
(3) First Class Blacksmith.	3.25	84.50	2.75	71.50
(4) First Class Painter.	3.25	84.50	2.75	71.50
(5) Mechanic.	3.25	84.50	2.75	71.50
(6) Stone Dresser.	3.00	78.00	2.75	71.50
(7) Pipe Fitter.	3.00	78.00	2.75	71.50
(8) Plumber Fitter.	3.00	78.00	2.75	71.50
(9) Tile Turner.	2.75	71.50	2.25	58.50
(10) Mason or Carpenter Maistry.	3.25	84.50	2.75	71.50
(11) Stone Cutter.	3.25	84.50	2.75	71.50
(12) Welder.	3.00	78.00	2.75	71.50
(13) Electrician (Licensed).	3.25	84.50	2.75	71.50
(14) Maistry or Works Maistry.	3.25	84.50	2.75	71.50

Table continued:-

Category of employees.

All inclusive Minimum Wages			
Zone I.		Zone II.	
Per day	Per month.	Per day	Per month.

Others:	Rs.nP.	Rs.nP.	Rs.nP.	Rs.nP.
(1) Clerks.	-	80.00	-	70.00
(2) Store Mate.	-	70.00	-	60.00
(3) Muster Clerk.	-	70.00	-	60.00
(4) Double Bullock-cart including the wages of cart-man.	6.00	156.00	5.00	130.00
(5) Single Bullock-cart including the wages of cart-man.	4.00	104.00	3.50	91.00

Employment in Construction and Maintenance of Roads:- Same rates as in building industry except for the following special categories:-

Pump and Engine Cleaner and Fireman.	2.00	52.00	1.75	45.50
Hammerman.	2.00	52.00	1.75	45.00
Drivers of Bull Dozers and Earth moving machinery.	-	91.00	-	85.00
Drivers of Pumps, Engines, Mortar-Mills, Lorries and Road Rollers.	-	80.00	-	75.00

- (1) Note:- Children where employed shall be paid wages at 75 per cent of the wages fixed for adults.
- (2) Note:- Zone I shall consist of District headquarters and first class municipalities and Zone II the rest of the State.

(G.O.Ms.No.518 Home(Labour-II), 11 February 1961,  
Andhra Pradesh Gazette, Part I, 2 March 1961,  
pp. 710-711 ).

Andhra Pradesh: Minimum Rates of Wages for Employment  
in Tobacco (including beedi making) Manufactory revised.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Andhra Pradesh has revised the minimum rates of wages payable to employees employed in tobacco (including beedi making) manufactory in the State. The minimum rates of wages which are given below shall come into force on 2 March 1961.

Tobacco Leaf Handling Industry.-Categories of workers and all inclusive minimum rates:-

- (i) Women workers (General Graders Stemers, etc.) - Rs. 1.75nP per day or Rs. 43.50 per month.
- (ii) Men workers (General) - Rs. 2.00 per day or Rs. 52.00 per month.
- (iii) Clerks - Rs. 80.00 per month.

Bidi Manufacture.- (Including Gharkhatha).

- (i) For rolling 1,000 big size Zadi Bidis in urban areas - Rs. 1.69nP.
- (ii) For rolling 1,000 big size Zadi Bidis in rural areas - Rs. 1.56 nP.
- (iii) For rolling 1,000 medium size Zadi Bidis in urban areas - Rs. 1.62 nP.
- (iv) For rolling 1,000 medium size Zadi Bidis in rural areas - Rs. 1.50 nP.
- (v) For rolling 1,000 sada bidis in urban areas - Rs. 1.37nP.
- (vi) For rolling 1,000 sada bidis in rural areas - Rs. 1.25nP.
- (vii) Tobacco distributor bidi sorter, bidi counter, leaves supplier, supervisor - Rs. 65.00 per month.
- (viii) Furnace man or Bhattiwala - Rs. 70.00 per month.
- (ix) Packers - Rs. 50.00 per month.
- (x) Watchman - Rs. 45.00 per month.
- (xi) Tray fillers - Rs. 50.00 per month.
- (xii) Clerks - Rs. 80.00 per month.
- (xiii) Accountants - Rs. 100.00 per month.

Note.- For the purposes of this notification urban areas shall consist of, Corporations, District Headquarters, Towns and First Class Municipalities and Rural areas the rest of the State.

Cigar Manufacture.-

- (i) For rolling 1,000 big size (Taxable) Cigars - Rs.2.75nP.
- (ii) For rolling 1,000 small size(non-Taxable)Cigars - Rs.2.25nP.
- (iii) Clerks - Rs.80.00 per month.

Manufactures of Zarda and Snuff.-

- (i) Woman workers (General) - Rs.1.60nP. per day or Rs.41.60nP. per month.
- (ii) Men workers(General) - Rs.2.00 per day or Rs.52.00 per month.
- (iii) Clerks - Rs.80.00 per month.
- (iv) Metal box makers - Rs.70.00 per month.

Manufacture of Cigarettes.-

- (i) Women workers(General) - Rs.2.25nP.per day or Rs.58.50nP. per month.
- (ii) Men Workers(General) - Rs.2.50nP.per day or Rs.65.00 per month.
- (iii) Clerks - Rs. 95.00 per month.

Note 1.- Children where employed shall be paid at 75 percent of the wages fixed for adults.

Note 2.- Wages have not been fixed for certain categories as a detailed categorisation was not possible as categories vary from factory to factory. However, ~~xxxx~~ no worker engaged in tobacco (including bidi making) manufactory shall get less than the wages fixed for general workers.

(G.O.Ms.No. 319, Home(Labour II), 11 February, 1961, Andhra Pradesh Gazette, Part I, 2 March 1961, pp. 711-712 )

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Minimum Wages (Bihar Amendment) Act, 1960 (No. III of 1961).

The Minimum Wages (Bihar Amendment) Bill, 1960 (vide page 17 of the report of this Office for October 1960) as passed by the Bihar Legislature received the assent of the President on 28 January 1961 and has been gazetted as Bihar Act No. III of 1961. The Act substitutes the words and figures "before the 31st day of December 1961" for the words and figures "before the 31st day of December 1959" occurring in sub-clause(i) of clause (a) of sub-section(i) of section 3 of the Minimum Wages Act, 1948.

(The Bihar Gazette, Extraordinary,  
1 March 1961, pp. 1-2 ).

Minimum Wages (Madhya Pradesh Amendment and Validation) Bill, 1961.

The Government of Madhya Pradesh published on 22 February 1961 the text of the Minimum Wages (Madhya Pradesh Amendment and Validation) Bill, 1961, to be introduced in the Legislative Assembly of the State.

According to the Statement of Objects and Reasons of the Bill, after the State's Reorganisation, it was necessary to bring about uniformity in the rates of minimum wages obtaining in different integrating units. Accordingly, the Madhya Pradesh Government initiated action and notified unified rates of wages in the scheduled employments. On account of certain procedural lacuna the Madhya Pradesh High Court has recently quashed the notifications fixing or revising these rates. This has created a vacuum rendering a large number of employees working in the scheduled employments helpless and unprotected.

Further the actual working in the Minimum Wages Act has brought to light certain other shortcomings rendering its enforcement in actual practice, difficult.

In order to remove the lacuna and short-comings noticed as also to validate the minimum rates already fixed and revised, it is necessary to amend the Minimum Wages Act in relation of its application to Madhya Pradesh. The present Amendment Bill is designed to meet this objective.

An amendment to section 3 sub-section(i) deletes the proviso to sub-clause (ii) of clause (a) of the Minimum Wages Act, 1948, and adds a new proviso to sub-clause (iii) providing that where for any reason the State Government has not fixed the minimum rates of wages in respect of any scheduled employment within the periods specified in sub-clauses(i), (ii) and (iii), it may, by notification, extend from time to time, the said periods by further period not exceeding three years in the aggregate in each case. Provision also is made that the State Government may, instead of fixing minimum rates of wages under sub-clauses (i), (ii) and (iii) for the whole State, fix such rates for a part of the State or for any specified class or classes of such employment or category or categories of employees in such employment in the whole State or part thereof.

A similar provision is added to sub-section 1A of Section 3 of the Act.

A new sub-section 1-B proposed to be added to section 3 of the Act provides that "the State Government may, at the time of review under clause (b) of that sub-section -

(a) fix the minimum rates of wages for the class or classes of such employment or category or categories of employees in such employment as were not in existence at the time of fixing the minimum rates under sub-section (1) or were in existence but when not covered by such fixation;

(b) fix the minimum rates of wages under clause (a) for the whole State or for such part thereof for which they were not fixed under sub-section (1) or extend the minimum rates fixed under sub-section (1) for any part of the State, to the whole State or any other part thereof;

(c) split up the class or classes of such employment or category or categories of employees in such employment or amalgamate the class or classes of such employment or category or categories of employees in such employment and revise the minimum rates of wages fixed in respect thereof under sub-section (1) "

Other amendments proposed deal inter alia with insertion of a new section 9A dealing with finality of orders constituting boards, committees, sub-committees, insertion of a new section 18B providing for the appointment of a chief Inspector who shall exercise such powers and perform such duties as may be prescribed, insertion of a new section 22G providing for the registration of certain scheduled employments, insertion of new section 27A providing for protection to persons acting under the Act, insertion of new section 27B providing for delegation of power exercisable by the State Government under sections 27 and 30 of the Act, insertion of new section 30A empowering the State Government to do anything not inconsistent with the provisions of the Act for the removal of difficulties, and validation of certain minimum rates of wages fixed or revised in respect of certain employments.

(Madhya Pradesh Gazette, Extraordinary,  
22 February 1961, pp. 453-461 ).



Punjab: Minimum Wages Act, 1948, to be extended to  
Certain Employments.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Punjab has given notice of its intention to include the following employments in Part I of the Schedule to the said Act for the purpose of fixation of minimum rates of wages for workers employed therein.

"21. Employment in -

- (i) metal rolling and re-rolling industry; and
- (ii) Brass, copper and Aluminium utensils making industry".

The proposal will be taken into consideration by the Government after 24 June 1961.

(Punjab Government Gazette, Part I,  
24 March 1961, page 896 )

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Uttar Pradesh: Minimum Rates of Wages for Certain  
Employments Revised.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Uttar Pradesh has revised as follows the minimum rates of wages in respect of employments specified hereunder.

Name of Employment	Minimum rates of wages Payable to an adult employee	
	(a) Where payments is on monthly basis.	(b) Where payments is otherwise.
	Rs.	Rs.
<b>PART I -</b>		
1. Employment in any rice mill, flour mill or dal mill.	40.00 per month.	1.50 per day.
2. Employment in Tea Plantations in district Dehra Dun only.	37.50 per month.	1.44 per day.
3. Employment in any oil Mill.	45.00 per month.	1.73 per day.
4. Employment in Tanneries and Leather Manufactory.	45.00 per month.	1.73 per day.
<b>PART II -</b>		
Employment in Agriculture -		
(i) In district comprising Varanasi and Gorakhpur Divisions, Sultanpur, Pratapgarh, Allahabad, Rae Bareilly, Faizabad, Bara Banki, Baharaich, Gonda, Banda, Hamirpur, Jalaun and Hilly area of Dehra Duh.	32.50 per month.	1.25 per day.
(ii) In the remaining districts (excepting Pauri-Garhwal, Tehri-Garhwal, Almora, Pithoragarh, Chamoli, Uttar Kashi and hilly area of Nainital of the State).	39.00 per month.	1.50 per day.

The minimum rates of wages mentioned in Part I may be made up of (i) basic wages, (ii) cost of living or dear food allowance, and (iii) the cash value of concessions in respect of supplies of essential commodities at concessional rates, where so authorised.

The minimum wages mentioned in Part II may be paid in cash or in kind, or partly in cash and partly in kind, so however that the total value of the wages shall in no case be less than the minimum prescribed.

Explanation - In computing minimum wage, payable to an employee, the money value of perquisites, if any, shall also be taken into account.

In all the abovementioned employments the wages payable to a child shall be two-third of the rates of wages payable to an adult employee.

These rates shall come into force with effect from the first day of May 1961.

(Notification No. 4268-(LL)/XXXVI-B-608(LL)-60 dated 16 March 1961; Government Gazette of Uttar Pradesh, Part I, 25 March 1961, page 457 )

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37. Salaries.

India - March 1961.

Increased Dearness Allowance for L.I.C. Employees.

According to an agreement reached between the Life Insurance Corporation of India and the All India Insurance Employees' Association and the All India Life Insurance Employees' Association, more than 31,000 employees of the Life Insurance Corporation, belonging to supervisory, clerical and subordinate categories, will get a uniform ad hoc increase of 15 rupees in the existing dearness allowance with retrospective effect from April 1960. According to the agreement, LIC has also agreed to start negotiations with the unions on the pay scales and other service conditions of employees, including merger of Dearness Allowance in basic salary, early in 1962.

(The Hindustan Times, 7 March 1961).

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Mysore: Government accepts Pay Committee's  
Recommendations.

The Government of Mysore has passed orders on the recommendations of the Pay Committee, which by and large, ensure a minimum immediate benefit from 11 rupees to 13 rupees (including the interim relief) to all employees drawing below 265 rupees with retrospective effect from 1 January 1961.

The immediate total extra cost involved in implementing the Government Order would be 35 million rupees per annum, including the grants-in-aid to the aided schools and those run by local bodies, and at the end of five or six years, it would be of the order of 60 million rupees per annum.

Of the total expenditure, 34 million rupees would benefit the non-gazetted employees. There are about 170,000 Government servants in the State excluding the employees in industrial concerns, work-charged establishments and local bodies.

The major reforms sanctioned in the Government Order are:

Merger of the dearness allowance with pay and consequent re-fixation of pay scales; introduction of a new scheme of dearness allowance and compensatory-cum-house rent allowance for all low-paid employees; increase in the rate of Dearness Allowance to pensioners from 6 rupees to 10 rupees per mensem, and fixation of minimum emoluments to clerks and Class IV servants ~~xxxxxx~~ of 90 rupees and 60 rupees respectively and improvement in the pay scales of technical personnel - working in departments in the light of latest conditions.

The Government Order has restricted the improvement in the present emoluments to comparatively low-paid employees, barring certain classes of technical personnel. A limited next-stage pay benefit has been extended to other employees also drawing not more than 500 rupees as on 1 January 1961. While evolving the new scales, the Government has kept in view the corresponding scales obtaining in Madras, particularly in the case of technical personnel.

Dearness Allowance.- Dearness Allowance will continue to be paid to all Government servants whose pay is below 300 rupees at the following rates: For those drawing a pay of 150 rupees and below 10 rupees per month; for 150 rupees and above but less than 300 rupees 20 rupees per month. Marginal benefits would be allowed to those drawing 300 rupees or above, but less than 319 rupees. The entire remuneration to higher paid Government servants would be in the form of pay with no separate Dearness Allowance.

Compensation-cumHouse Rent Allowance.- In Bangalore Corporation area, Government employees drawing 150 rupees and less get 8 rupees and others getting less than 320 rupees would be paid 10 rupees per month. Employees in other cities and towns with a population of 100,000 and above get all allowance of 5 rupees to those getting 150 rupees and below, and 7 rupees to those in the pay range of 150 rupees to 320 rupees. In regard to employees getting 150 rupees and less provided with rent-free quarters in Bangalore Corporation, they get 5 rupees and the higher cadre of employees 7 rupees. Those drawing 150 rupees and less residing in rent-free quarters in Bangalore Corporation area get 3 rupees and those between 150 rupees and 320 rupees 4 rupees per month.

All the Saturdays will be full working days in all Government offices excepting the second Saturday with effect from 1 April 1961. The number of closed holidays has been reduced from 17 to 15. Optional and regional holidays will be fixed at six instead of 11 at present. Casual leave has been reduced from 15 to 12 with immediate effect.

(The Deccan Herald, 3 March 1961).

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Chapter 4. Problems Peculiar to Certain  
Branches of the National Economy

42. Co-operation.

India - March 1961.

Madras Co-operative Societies Bill, 1961.

The Government of Madras published on 28 March 1961 the text of the Madras Co-operative Societies Bill, 1961, introduced in the Legislative Assembly of the State on 28 March 1961.

According to the Statement of Objects and Reasons of the Bill, the present Madras Co-operative Societies Act, 1932 (Madras Act VI of 1932), was enacted in 1932. Since then, the Co-operative movement has made remarkable progress in various directions. In keeping with this expansion, the association of the Government with the movement has also been significant. From the role of passive supporters, through financial subsidies, the Government have become active participants in the movement through contribution of share capital to Co-operative Societies.

The success of co-operative farming in certain foreign countries has set the pace for co-operative farming in this State also. A number of farming schemes have been included in the Plan for execution during the coming years. A need has arisen for defining and regulating the activities of the farming societies.

It is proposed to set up a Co-operative Tribunal to adjudicate on the decisions of the Registrar of Co-operative Societies in matters requiring judicial decisions.

In the working of the Madras Co-operative Societies Act during the last 28 years, certain practical difficulties have been encountered, especially in regard to the constitution and functioning of the general bodies and the committees and their supervision by the Registrar.

It is, therefore, proposed to bring forward a comprehensive legislation to repeal and re-enact the Madras Co-operative Societies Act, 1932 (Madras Act VI of 1932), with suitable modifications to achieve the objects referred to above and make its provisions applicable to the Kanyakumari district and the Shencottagh taluk of the Tirunelveli district and also to the territories specified in the Second Schedule to the Andhra Pradesh and Madras (Alteration of Boundaries) Act, 1959 (Central Act 56 of 1959).

(The Fort St. George Gazette, Extraordinary,  
28 March 1961, pp. 95-158).



Punjab: Review of Report on the Working of Co-operative Societies for the Year 1959-1960.

The Government of Punjab published on 24 March 1961 its review on the report of the working of the co-operative societies in Punjab State for the year ending 30 June 1960. According to the review during the year ending June 1960, the movement recorded around progress and maintained its tempo of expansion. The year was marked by several significant events. The Third All-India Seminar on Co-operative Sugar factories was held at Patiala in February, 1960. The Seminar was inaugurated by Shri S.K. Dey, Union Minister for Community Development and Co-operation. He exhorted the delegates to build up intrinsic strength of co-operative sugar mills, three of which had been working in co-operative sector in Punjab. The co-operative department participated in the World Agriculture Fair. The year was marked by the getting up of district co-operative unions and expansion of members education programme. The State took a lead by starting seminars at District level which proved useful for imparting knowledge and formulation of policies.

The total number of co-operative institutions in the beginning of the year under report was 27,401, which number rose to 29,856 at the close of the year. The Punjab leads all other States in India so far as the number of societies is concerned. The total membership increased from 1,572,169 to 1,828,659 and the working capital increased from 570.8 million rupees to 639.0 million rupees. There was an increase of over 68.2 million rupees in the working capital of co-operative societies of various kinds. This increase in the working capital was a direct reflection of the substantial increase in the business operations of Co-operative Institutions.

While the working capital of the co-operative institutions increased, there was also a corresponding increase in the owned capital of the institutions during the year under report. At the commencement of the year the total owned funds amounted to 161.6 million rupees. By the end of the year the owned funds had increased to 187.4 million rupees.

At the commencement of the year, out of a total of 20,898 inhabited villages in the integrated State of Punjab, 17,592 were within the fold of co-operative societies of various kinds. The corresponding figure at the end of the year was 19,082. A total of 1,490 new villages were brought within the fold of co-operatives during the year under report.

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The Jullundur Division was found to be much more advanced in co-operative activities than the other Divisions. This is mainly due to the fact that the movement had emanated in this division much earlier. Efforts are being made to develop the co-operatives in other divisions also.

During the year under report the field staff detected 157 cases of suspected embezzlement involving a total amount of 289,632 rupees. In 30 cases, prosecution proceedings were started while in other cases efforts have been made to recover the embezzled amounts by a normal process of law.

The training of the personnel of the Co-operative Department continued to receive attention at high priority. The co-operative training institutes at Jullundur and Patiala continued to function successfully. In the year 1959-60, the Punjab Co-operative Union opened 12 additional centres for the training of office bearers, committee members and members. During the year under report 1,361 office bearers, 3,629 committee members, 33,000 members and 7,740 members were trained. The Punjab Co-operative Union continued to publish the Punjab Co-operative Journal, a quarterly in English. A good deal of publicity was also done through the Departmental Publicity Van.

The Punjab State Co-operative Bank which emerged in 1958, as a result of the amalgamation of the Punjab and PEPSU State Co-operative Banks mentioned a satisfactory progress on the whole during the year. The total owned funds of the Bank increased from 6.66 million rupees to 8.33 million rupees. The substantial increase of 1.20 million rupees in share capital and sizeable allocation from profits to the various other funds were responsible for the increase in owned funds. The working capital of the State Co-operative Bank decreased considerably from 79.7 million rupees to 71.2 million rupees giving a fall of 8.54 million rupees. The decrease is mainly the result of the withdrawal of deposits to the tune of 11.2 million rupees by the central financing institutions, due to the growing demand for finance by the affiliated Societies with fast expanding membership. During the year under report, the State co-operative bank showed a profit of 0.62 million rupees as against 0.42 million rupees in the previous year.

The Punjab State Co-operative Land Mortgage Bank came into existence on 26 February 1958. Within a brief span of over two years, the finance scheme of the Bank has attracted the peasantry and has infused ~~scheme~~ in them a wave of enthusiasm for taking up agricultural development hitherto withheld for want of suitable finance ~~is~~ available to them for investment. The Bank continued to function satisfactorily.

The rate of interest charged by primary Agricultural Societies continued to vary from Society to Society. The following statement shows the rates of interest charged by the Agricultural Credit Societies at the end of the year under report:-

(i) 5 per cent or below	---	32
(ii) above 5 per cent but not exceeding $6\frac{1}{4}$ per cent.		309
(iii) above $6\frac{1}{4}$ per cent but not exceeding $7\frac{1}{2}$ per cent.		4,047
(iv) above $7\frac{1}{2}$ per cent but not exceeding $9-3/8$ per cent.	---	11,510
(v) over $9-3/8$ per cent.	---	1,209

The entire question of rate of interest to be charged at various levels by Co-operatives is under consideration and it is likely that in the near future there will be scaling down of rate of interest charged for agricultural purposes by Co-operatives from their members.

Agricultural Credit Societies.- In pursuance of the resolution of National Development Council, the future objective of the Agricultural Credit Societies is to perform multifunctions as Service Co-operative and play a major role in the increase of agricultural production. The main functions of the Service Co-operatives are to encourage thrift and saving, to provide short and medium term credit, to increase agricultural production by providing manure, fertilisers, improved seeds, insecticides, light machinery and other requisites for agricultural production and to provide storage and marketing facilities to its members. At the end of the year under report the total number of Service Co-operatives organised, was 5,091, out of which 3,725 were functioning as a result of conversion from existing Societies and 1,366 ~~may~~ from fresh registration. Out of 20,898 inhabited villages, they covered 6,192 villages. These societies had a membership of 434,865. The average membership of service co-operatives was nearly 85. There will be about 7,000 service societies in the State, by the close of 1960-61. This will leave about 13,000 co-operative credit societies for conversion into service co-operatives in the beginning of Third Plan. It is proposed to set up 1,000 new service co-operatives in the first 3 years of third Plan and convert 10,000 at the rate of 2,000 each year over a period of five years of the third Plan. Service Co-operatives are the best hope of rural Punjab and are claiming full attention.

One of the unique features of the agricultural credit movement of the Punjab has been existence of agricultural credit societies exclusively of Harijans. At the end of the Co-operative Year (end of June 1960), their number stood at 617.

The number of registered Co-operative Sugar Mills is 8 out of which the following three are functioning:-

- (1) Janta Co-operative Sugar Mills, Bhogpur (district Jullundur).
- (2) Haryana Co-operative Sugar Mills, Rohtak.
- (3) Panipat Co-operative Sugar Mills Ltd., Panipat, District Karnal.

The membership share capital, total cane crushed, mechanical efficiency of the plant and the recovery of sugar from the cane crushed have all registered a steady increase. The financial results of all these three Mills for the Co-operative Year under report indicate that previous losses incurred by them have been washed off to a great extent and there is every likelihood of their showing much better performance in the years to come. The Morinda and Batala Sugar Mills have signed agreements for the purchase of machinery and are likely to start <sup>from 1st</sup> 1961-62 crushing season.

The establishment of co-operative cold stores is a unique feature of the co-operative movement in Punjab State. The number of cold stores as on 30 June 1960, was 11. The membership of these stores has increased from 1,229 to 1,307. Similarly the owned funds have increased from 0.870 million rupees to 1.099 million rupees.

Industrial Co-operative Societies. - Industrial Co-operative Societies, continued to march ahead in all directions. The movement as a whole expanded in all spheres both in quality as well as in quantity. A far reaching decision was taken on 3 June 1960 to entrust the work relating to the supervision of the Industrial Co-operative Societies to a separate assistant registrar dealing exclusively with these Societies. The development of the industrial side with 2,927 industrial co-operatives functioning was equally satisfactory. The industrial co-operative societies continued to receive financial assistance in the form of loans, grants, and subsidies from central co-operative bank, cess fund scheme and khadi and village industrial boards. A scheme worth 0.51 million rupees was chalked out for the benefit of weavers in the co-operative fold. In addition to this, the Reserve Bank of India sanctioned an aggregate amount of 0.6 million rupees for the handloom weavers co-operative societies. This amount was given to the Weaver Societies at cheaper rate of interest than available to them from other financing institutions. In addition to this the Punjab handloom weavers apex co-operative society limited was also given a loan of ~~xx~~ 0.1 million rupees by the Reserve Bank of India. The all-India khadi and village industries commission has fixed the target of 87 societies for the Punjab State for the financial year 1959-60. Against this 219 Societies were organised there by exceeding the target by 132 Societies.

Labour and Construction Societies.- Another co-operative activity in which Punjab needs a special mention relates to labour co-operatives. Several labour co-operatives have given a good account of themselves in the execution of P.W.D. works against odds and completed them in record time. During the year under report the number of labour construction societies increased from 773 to 853. The membership of these Societies increased from 74,368 to 79,737.

Co-operative Farming Societies.- Co-operative farming has been among the main planks of the programme of co-operative development in this State. It is realised that it is only with joint co-operative farming that road lies open to the introduction of technical advances, and scientific improvements to the field of agriculture.

As on 30 June 1960, 817 co-operative farming societies (of the four types viz. 613 joint farming, 144 better farming, 30 collective farming and 30 tenant farming) were in existence. This State has a larger number of Farming Societies than any other State in India.

Transport Co-operatives.- There was a large increase in the number of transport co-operative societies because of Government's policy to give preference to the co-operative societies in the grant of Kacha route permits. The number of Societies rose from 307 to 357.

Co-operation and Women.- The Punjab is one of the few States in India which has continued to maintain a separate ~~branch~~ branch for women co-operatives, manned by a ~~xxx~~ separate women staff. The total number of societies is 798. On the whole Co-operative movement among women has been quite successful.

(Supplement to Punjab Government Gazette,  
24 March 1961, pp. 45-49 )

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## Chapter 5. Working Conditions and Living Standards.

### 56. Labour Administration.

India - March 1961.

#### Inspection of Mines in India: Report of the Chief Inspector of Mines for 1957\*.

The following information relating to the working of the Mines Act, 1952, is taken from the annual report of the Chief Inspector of Mines for 1957.

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

The number of mines under the Mines Act, which worked during the year was 3,599 consisting of 843 coal mines and 2,756 non-coal mines. The corresponding figures for the preceding year was 856 and 2,521 respectively.

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\* Annual Report of the Chief Inspector of Mines in India, 1957. (Manager of Publications, Delhi): pages 229: price Rs. 29.50 on P. or 45 sh.

Employment.- The average daily number of persons working in and about the mines regulated by the Mines Act in 1957 totalled 655,372. Compared to the preceding year employment in mines increased by about 4.3 per cent. The employment level registered an increase of about 19.4 per cent in 1957 as compared to 1951. The following table shows the corresponding figures of employment for the last five years classified by sex and place of work:-

Year	Under ground	Open workings		Surface		Total	Index
	Men	Men	Women	Men	Women		
1953 -	219,266	117,839	72,013	130,097	54,653	593,868	108.2
1954 -	214,620	110,948	63,760	128,264	50,662	568,254	103.5
1955 -	221,956	120,922	65,284	131,222	51,392	590,776	107.6
1956 -	229,049	138,241	74,436	135,522	51,333	628,581	114.5
1957 -	244,235	146,828	76,621	138,668	49,020	655,372	119.4

Increased employment has been reported both underground and in open workings as well on surface. The underground employment increased by above 6.6 per cent, opencast employment by 5.1 per cent and surface employment by about 0.5 per cent. Women formed about 19.2 per cent of the total employment in 1957 as against 20.0 per cent in 1956, 19.7 per cent in 1955 and 20.1 per cent in 1954. The increase in employment has thus been relatively less among women than among men.

Coal mines employed a little over seventeen thousand eight hundred workers more in 1957 than in the preceding year, the increase being roughly about five per cent. As in the last year the increase was mostly in underground labour and in opencast workings. However, there was a slight drop in surface employment as compared to last year. Among the various occupational groups increases were more marked among miners and loaders and skilled labour underground and unskilled labour ~~number~~ in open workings. ~~Among the~~ Miners and loaders both underground and in open workings numbered 127,869 in 1957 as against 118,329 in 1956 and 117,991 in 1955. The increase in employment was thus chiefly in productive labour. Sexwise the increase in employment was entirely among men, the number of women having further dropped from 45,950 in 1956 to 43,455 in 1957.

All the major coalfields except Orissa recorded increase in employment. The Raniganj Coalfield recorded an average daily employment of 122,713 workers in 1957 as against 112,894 in 1956. The increase in the Jharia field was small, the average daily employment in the field being 129,191 in 1957 as against 125,705 in 1956. Employment in the Bokaro field increased further from 21,320 in 1956 to 22,224 in 1957. Most of the other field recorded more or less stationary levels of employment while Madhya Pradesh witnessed a considerable increase.

Mica Mines employed about one thousand three hundred workers more in 1957 than in the preceding year, the increase being roughly about 4 per cent. The number of mica mines working has increased during the period from 849 in 1956 to 949 in 1957.

The increase in average daily employment in manganese mines as compared to 1956 was of the order of two hundred and sixtysix or about 0.2 per cent. The number of manganese mines which worked during the year was 735 against 680 in 1956.

Employment in the iron ore mines increased by about eight per cent during the year. The total number of mines which worked during the year was 161 as against 140 in 1956. The net increase in the employment in the industry was however nominal.

Compared to the last year the number of persons employed in gold mines decreased by about 800, the decrease being roughly about 4.4 per cent. As in the previous year the employment in the major gold mines remained more or less stationary. There was an overall increase of about three thousand one hundred in the number of workers employed in other mines. Employment in barytes, clay, gypsum, and stone mines experienced increases ranging from four hundred to one thousand workers. Employment situation in other mines remained somewhat stationary as compared to 1956.

Labour-management relations.— Labour-management relations in the coalfields recorded a mixed trend during the year under report and there was a general improvement in the situation in all the fields. The number of man-days lost due to strikes dropped considerably as compared to the preceding year. The relevant figures are given below:—

	Number of Man-Days Lost	
	1956	1957
Assam	25,988	3,054
Raniganj	779,855	50,229
Jharia	27,389	129,995
Other Bihar Fields	11,570	95,597
Orissa	-	124
Madhya Pradesh	124,683	725
Hyderabad	9,576	755
Vindhya Pradesh*	14,136	-
Total.	993,197	280,479

\* Now included in Madhya Pradesh.



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Absenteeism.- The percentage of absenteeism among colliery workers recorded a slight drop in 1957 as compared to the preceding year. The figures for the major fields are shown below:-

Year	Assam	Raniganj	Jharia	Orissa	Madhya Pradesh	Andhra (Hyderabad)	All Fields
1953 -	16.73	13.71	12.28	13.43	13.36	12.68	13.46
1954 -	18.51	12.57	12.70	13.79	13.08	10.10	13.30
1955 -	20.36	12.33	13.43	15.41	14.05	15.98	14.03
1956 -	21.07	12.79	13.07	14.42	13.18	14.73	13.83
1957 -	19.13	11.90	13.18	14.44	14.26	15.98	13.66

Output.- The ~~average~~ aggregate pit head value of minerals produced in the country amounted to 1160.6 million rupees in 1957 as against 1010.0 million rupees in 1956, 873.3 million rupees in 1955 and 740.0 million rupees in 1951.

The output of coal continued its rising tempo and recorded a new peak during the current year, the increase over the year 1956 being more than one tenth the output in that year. As compared to the 1951 output, the increase was a little over quarter of that.

Field-wise, the output of coal in Jharia was 14.69 million tons as against nearly 14.00 million tons in 1956 and accounted for slightly more than one third of the total production in the country, comparatively, the Raniganj field showed greater increase, the production in 1957 being about 14.92 million tons as against 12.79 million tons in 1956, and accounting for nearly 35 per cent of the country's output. Among the smaller fields, Bokaro produced 2,903,013 tons, Pench Valley 2,263,370 tons and Korea 1,651,695 tons.

Raisings were fairly high in the early months of the year, reaching a new high in May. The seasonal effects of monsoon then set in and output was again normal in November and reached the maximum as usual, in December. Comparatively, there was not much accumulation of stocks at pit head during the current year as in the preceding year. At the end of the year stocks were 3,234,315 tons as against 2,757,464 tons at the beginning of the year.

Despatches of coal, excluding coke, amounted to 37,588,675 tons as against 34,860,387 tons in the preceding year.

The amount of coal utilized for coke making at the collieries was 2,948,073 tons i.e. about 6.8 per cent, the corresponding figures for 1956 being 2,835,612 tons and 7 per cent, respectively. In addition, about 2,154,871 tons of coal i.e. about 5 per cent of the total was consumed within the collieries for boilers, attached power houses, etc. Wastages due to rain or fire are also included in this amount.

Collieries produced 276,611 tons of hard coke and 1,700,833 tons of soft coke during the year under review as compared to 276,227 tons of hard coke and 1,608,402 tons of soft coke in 1956. There was thus an overall increase of about 0.93 million tons in coke production in collieries. Despatches of coke from the collieries consisted of 275,521 tons of hard coke and 1,663,118 tons of soft coke. Of the rest 496 tons of Hard coke and 3,078 tons of soft coke were reported to have been consumed within the collieries. The stocks at the end of the year consisted of 16,218 tons of hard coke and 117,567 tons of soft coke.

The aggregate pit head value of coal produced during the year amounted to 790,848,381 rupees and that of hard coke and soft coke produced at the collieries was 10,761,715 rupees and 41,452,071 rupees respectively.

Output of coal per worker employed has increased further to 117 tons in 1957 from 111 tons in 1956 and 98 tons in 1951.

Production of mica increased by about 15 per cent over the 1956 output, and maintained the upward trend from 1955. The output of 164,489 cwts. however, was still about 16 per cent below the 1951 level of 194,976 cwts.

Besides the output of dressed mica, the returns showed an output of 35,586 cwts. of crude mica and 10,959 cwts. of waste mica as available.

Consignments of dressed mica amounted to 161,321 cwts. valued at 27.9 million rupees. Crude mica sold as such amounted to 28,516 cwts. valued at 890,915 rupees and sale of 10,661 cwts. of waste mica yielded a sum of 146,269 rupees.

Output of manganese ore registered a fall during the year 1957, the output being 1,713,015 tons as against 1,780,837 tons i.e. a fall of about 4 per cent of the 1956 output. The value of the output in 1957 was 139.0 million rupees as against 132.7 million rupees in 1956.

According to the Indian Bureau of Mines, the output of iron ore in 1957 was a little over 5 million tons as compared to 4.75 million tons in 1956, showing an increase of about 6.9 per cent. The value of the output in the current year stood at 434.34 million rupees, as compared to 378.19 million rupees in 1956.

The output of copper ore in 1957 was 403,929 tons as reported by the Indian Bureau of Mines showing an increase of about 3.9 percent over the 1956 output, and its value was 265.34 million rupees.

The output of gold continued to fall and was only 179,219(OZS) as compared to 209,247(OZS) in 1956 i.e. a fall of about 14 per cent and 226,475(OZS) in 1951 i.e. a fall of about 21 per cent. The value of output in 1957 was 51.24 million rupees as compared to 57.54 million rupees in 1956.

Mining conditions.- Of the total of 3,297 mines excluding atomic minerals which submitted returns for 1957, 1,016 or about 31 per cent were using mechanical or electrical power as against 26 per cent in 1956. They included 604 coal mines, 310 mica mines, 3 copper mines, 4 gold mines and 21 lime-stone mines.

The number of coal mines using electrical energy during the year under report was 419 as compared with 394 in 1956 and 364 in 1955. The aggregate horse-power of electrical plant used in the above mines increased from 265,491 in 1956 to 269,864 in 1957. The increase was due to the introduction of more electrical plants in mines which had already been utilising electrical power and to the introduction of electrical power to more mines during the year under review. During the year electrical plants were installed and brought into use in 25 additional coal mines.

The amount of coal raised from all collieries during 1957 in the Indian Union was 43,295,088 tons. Out of this amount, coal mines numbering 419 using electrical power accounted for the production of 41,502,837 which is about 95 per cent of the total raisings. The remaining coal mines numbering 403 which did not use electric power accounts for the production of 1,792,25 tons which is about 4.1 per cent of the total raisings.

According to the annual returns, the total amount of coal consumed in all the collieries during the year under review was 2,154,871 tons or little over 5 per cent of the total raising as compared to 2,241,313 tons or 5.7 per cent in 1956. Of the figure, the total amount of coal consumed by the collieries not using electricity was 332,156 tons which is about 15 per cent of the total coal consumed in all the collieries whereas the coal consumed by the collieries using electricity including the coal consumed at the power station supplying electrical energy to these collieries was 1,825,715 tons of which consumption for generation of electricity was about 135,993 tons.

It will thus be observed that in the mines using electric power the total consumption of coal including the colliery consumption at colliery power houses was about 4 per cent of raisings, whereas in the remaining mines the colliery consumption was 18 per cent of raisings.

The year under report showed an increase in the quantity of coal consumed in the collieries not using electricity. Besides the above coal mines, electrical energy was used in 125 metalliferous mines, with an aggregate horse-power of 100,585 as compared with 110 mines with an aggregate horse-power of 94,482 in 1956. These figures do not include mica mines using electricity. The number of mica mines using electricity during the year under review was 202 as compared with 173 in 1956.

In addition to above 419 coal mines, 125 metalliferous mines and 202 mica mines, where electricity was used during the year, 16 mines used electricity during the year for lighting purposes only.

The total number of coal cutting machines worked by electricity ~~in~~ was 573 as compared to 560 in 1956 and 527 in 1955.

The number of mechanical loaders in use in the coal mines was five in Hyderabad. For most of the year all of these were in operation. The total quantity of coal loaded by mechanical loaders amounted to 157,943 tons in 1957 as against 96,738 tons in 1956 and 121,751 tons in 1955.

On an average 92 mechanical conveyors were in operation in coal mines in 1957 as against 91 in 1956 and 88 in 1955. The number in use varied from 76 to 100 during the year. The highest aggregate length reported during the year was 34,520 feet. The total quantity of coal conveyed by mechanical conveyors was 1,738,493 tons in 1957 as against 1,380,110 tons in 1956.

The number of coal mines using mechanical ventilators was 181 in 1957 as against 167 in 1956 and 149 in 1955. The number of mechanical ventilators in use was 304 during the year under report as compared to 271 during the preceding year. As usual the majority of the mechanical ventilators were to be found in the States of Bihar and West Bengal where the number was 130 and 103 respectively.

The number of safety lamps in use in the coal mines was 56,605 of which 26,304 were of the electrical type and the rest of flame type. The number of lamps locked by magnetic means was 31,740 while the rest had lead-rivet or other arrangements for locking.

In the Kolar Gold-field, as in the previous year, air leg machines and chesel type tungstancar - vide tipped rods were in use development headings. In stops (other than breast stopes) raises winzes and other machines of the Jack hammer type were used.

Explosives.- The consumption figures of explosives and detonators in coal and non-coal mines for the year 1957 with comparative figures for the preceding two years are given below:-

Year	Coal			Non Coal			
	High Explosives (lbs.)	Permitted Explosives (lbs.)	Gunpowder (lbs.)	Detonators (nos.)	High Explosives (lbs.)	Gunpowder (lbs.)	Detonators (nos.)
1955 -	2,273	1,835	5,301	10,346	3,078	1,307	9,269
1956 -	2,275	2,614	4,870	12,357	3,956	1,968	11,154
1957 -	3,595	4,105	5,113	16,727	4,457	2,209	11,092

Accidents.- The year under report recorded an appreciable reduction in the number of accidents in mines and in the number of persons killed and injured. There were in all 223 fatal accidents and 3,618 serious accidents during the year involving 261 deaths and serious injuries to 3,732 persons.

Of the 261 persons killed, 166 were working under-ground, 66 in open-cast workings and 29 on surface. They included 14 women in open-workings and 6 on surface. Among the injured 2,602 were under-ground, 271 including 62 women were in open-workings and 801 including 95 women were on surface.

The coal mining industry which accounts for about two-thirds of the labour employed in all mines witnessed a continued improvement with a record of only 165 fatal accidents during the year as compared with 199 in 1956, 215 in 1955, 221 in 1954, 257 in 1953 and 293 in 1952. The number of deaths in the industry steadily declined from 353 in 1952 to 330 in 1953, 329 in 1954, 309 in 1955, 239 in 1956 and 182 in 1957. The incidence of fatal accidents in coal mining in 1957 was thus the lowest ever recorded during the past. The number of non-fatal injuries in coal mines had also recorded a decreased from 2,844 in 1956 to 2,762 in 1957.

The number of fatal accidents in gold mines slightly increased from 6 in 1956 to 7 in 1957. The number of accidental deaths however remained the same. Serious accidents on the other hand registered a considerable drop from 610 in 1956 to 325 in 1957. The number of persons seriously injured declined correspondingly from 625 to 338.

There was no fatal accident in copper mines, which normally have a high accidental rate. The number of non-fatal accidents also recorded a significant drop and the number of persons injured decreased from 303 to 256 as compared to preceding year.

Mica mines recorded an appreciable drop in the number of fatal accidents accompanied by a drop in the number of non-fatal accidents during the year. Manganese, Barytes and Iron Ore mines reported an increase in the number of fatal and decrease in the number of serious accidents. Other mines and quarries reported a drop in the number of both fatal and non-fatal accidents.

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

Classification	Number of fatal accidents.	Percentage to Total.
Mis-Adventure	104	46.63
Fault of Management	50	22.42
Fault of Subordinate Supervisory Staff.	44	19.73
Fault of Deceased	15	6.73
Fault of Co-worker	9	4.04
Faulty Material	1	0.45
	<u>223</u>	<u>100.00</u>

A classification of the fatal and serious accidents in 1957 according to causes is given below:-

Serial No.	Cause	Fatal Accidents			Serious Accidents	
		Number of Accidents.	Number of persons killed.	Number of persons seriously injured.	Number of Accidents.	Number of persons injured.
1.	Fall of roof	60	71	24	241	266
2.	(a) Fall of sides (Wall)	35	52	8	111	112
	(b) Fall of sides (Face)	10	12	1	40	40
3.	Rock-bursts	2	3	3	1	3
4.	Irruption of water	-	-	-	-	-
5.	Explosions, ignitions, etc.	1	1	-	1	1
6.	Explosives	15	17	8	33	42
7.	Electricity	7	7	-	9	9
8.	Suffocation by gases	2	2	-	-	-
9.	In Shafts	12	14	2	34	34
10.	Haulage - (a) A/G*	9	9	1	81	81
	(b) B/G*	24	25	2	288	288
11.	Underground Machinery	2	2	-	43	43
12.	Surface Machinery	3	3	1	30	31
13.	At railway sidings belonging to the mine	3	3	-	92	92
14.	Miscellaneous underground	11	11	1	1,785	1,794
15.	Miscellaneous surface	27	29	6	829	839
16.	Premature collapse of workings.	-	-	-	-	-
	<b>TOTAL</b>	<b>223</b>	<b>261</b>	<b>57</b>	<b>3,618</b>	<b>3,675</b>

\*A/G. Above ground. \*B/G. Below Ground.

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

Welfare activities in Coal Mines:  
 during 1957-58 ---- pp. 43-50 of the report of this Office for February 1959.  
 during 1958-1959 ---- pp. 90-95 of the report of this Office for January 1960.

Welfare activities in Mica Mines:  
 during 1957-1958 ---- pp. 51-56 of the report of this Office for February 1959.  
 during 1958-1959 ---- pp. 124-130 of the report of this Office for November-December 1959.

Inspections.- During the year 2,177 mines including few mines not covered by the Act, were inspected by the Officers of the Department of Mines as against 2,375 mines in 1956. The number of inspections made in 1957 totalled as follows:-

		Number of mines inspected.	Total No. of inspections.
Coal	----	848	5,236
Non-Coal	----	1,329	2,655
	TOTAL.	<u>2,177</u>	<u>7,891</u>

About 1,500 mines mostly small and including those since closed, could not be inspected during the year on account of the shortage of inspecting staff.

The causes and circumstances of almost all the fatal accidents which occurred during the year ~~under~~ and of a few of the preceding year which remained to be investigated, were all investigated. Some of the serious accidents of importance were also enquired into. Inspections were made at the invitation of mines owners, superintendents and managers of mines desirous of obtaining advice on safety matters. A large part of the time of the Inspectors was spent in investigating cases of actual or threatened damages to roads and dwellings arising from underground workings in mines, in dealing with under-ground fires in coal mines and in examining protective works against the risk of inundation.

During the year 646 prosecutions were instituted as compared with 543 during the preceding year.

Chapter 6. General Rights of Workers.

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

India - March 1961.

Payment of Wages (Bihar Amendment) Act, 1960 (No. IV of 1961).

The Payment of Wages (Bihar Amendment) Bill (vide page 52 of the report of this Office for October 1960) as passed by the Bihar Legislature received the assent of the President on 11 February 1961 and has been gazetted as Bihar Act No. IV of 1961. The Act adds a proviso to section 6 of the Payment of Wages Act, 1936 providing "that where the amount of any bonus payable to an employed person under the terms of employment or under any award or settlement or order of a Court, exceeds an amount equal to one-fourth of his earnings (exclusive of dearness allowance) for the year to which the bonus relates, such excess shall be paid to him or invested on his behalf in the manner prescribed".

(Bihar Gazette, Extraordinary,  
9 March 1961, pp. 1-2 ).



CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MARCH 1961.

81. Employment Situation.

Employment Exchanges: Working during December 1960.

General employment situation.- According to the Review of the principal activities of the Directorate-General of Employment and Training for the month of December 1960, a total of 243,540 applicants got registered for employment assistance in 301 employment exchanges during the month of December 1960. The number of applicants on the Live Register stood at 1,606,242 showing a rise of 23,712 as compared to the number of 1959. The number of employers who utilised the services of the employment exchanges during the month of December 1960 was 9,560 as against 9,916 in November 1960. The number of vacancies notified was 48,298 as against 47,550 during November 1960 - showing a rise of 748. The number of placements secured was 28,460 in December 1960 as against 25,624 in November 1960 - showing a rise of 2,792.

The employment situation in general was reported to have shown an upward trend in the States of Andhra Pradesh, Assam, Delhi, Madras, Orissa, Punjab, Uttar Pradesh and Jammu and Kashmir during the month of December 1960 as compared to that of the previous month, while a decline was reported in the States of Gujarat, Himachal Pradesh, Madhya Pradesh and Rajasthan. It remained static in the States of Bihar and Maharashtra.

Employment Assistance to Physically handicapped at Bombay.- During the quarter ended 31 December, 1960 the Employment Exchanges for Physically handicapped at Bombay registered 215 applicants. Fourteen were placed in employment and 11 vacancies were notified.

Shortages and Surpluses.- Shortage was experienced in respect of stenographers, nurses, midwives, compounders, doctors, trained teachers, engineers, skilled turners, electricians, laboratory technicians, accountants and physical training instructors. On the other hand surplus persisted in respect of clerks, untrained teachers, motor drivers, unskilled office workers and labourers.

Collection of Employment Market Information.- Employment Market Report in respect of Bhadravathi, Belgaum and Mysore for the quarter ended December 1959 and Guntur, Hyderabad and Kakinada for the quarter ended March 1960 were issued during December 1960. Reports on employment in the Public Sector in Assam State and ~~the~~ in Tripura were also issued by the State Directors.

Vocational Guidance and Employment Counselling.- Seven Vocational Guidance Sections were opened at Employment Exchanges, Almora, Bareilly, Gorakhpur, ~~Jammu~~ Jhansi, Warangal, Kakinada and North-Calcutta. The total number of such sections was 54 at the end of December 1960.

Deployment of retrenched employees.- The Central Employment Exchange rendered employment assistance to surplus/retrenched workers in various projects/establishments during the month as follows:-

	No. retrenched.	No. placed.	No. awaiting assistance.
Damodar Valley Corporation ---	82	81	427
Bhakra Nangal Project ---	-	-	12
Bhilai Steel Project ---	2,724	3	986
Special Cell of the Ministry of Home Affairs ----	4	14	Class I 16 Class II 229 Class III 5 Class IV -
			250

Consequent upon the introduction of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959, the monthly return SSR-1 rendered by Central Government establishments has been replaced to the quarterly return prescribed under the Act and a quarterly statement of vacancies in form SV. Similarly, the biennial return EM-7 has been replaced by an occupational return prescribed under the Act.

Identification and Classification of new Occupations.- The National Classification of Occupations issued by the Directorate General of Employment and Training contains over 3,000 occupations so far indentified in the country. Employment Officers ~~are~~ have been advised that in the event of their coming across an occupation which is not covered by the National Classification of Occupations, its full particulars should be furnished for incorporation in the National Classification of Occupations.

Opening of additional employment exchanges.- Seventeen additional Employment Exchanges were opened in Uttar Pradesh and Gujarat States, bringing the total number of employment exchanges at the end of December 1960 to 301.

(Review of the Principle Activities of the Directorate General of Employment and Training for the Month of December 1960: Ministry of Labour and Employment, Government of India, New Delhi )

83. Vocational Training.

India - March 1960.

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

According to the Review of the principle activities of the Directorate General of Employment and Training during the month of December 1960, there were 162 institutes for training of craftsmen, 73 undertakings imparting apprenticeship training, 14 centres holding evening classes for industrial workers. The total number of seats in all these centres and undertakings was 46,293 and the total number of persons undergoing training stood at 39,682.

Stores and Equipment.- Russian equipment machinery worth 18,658 rupees was reported as received during the month of December 1960 under the U.N.T.A.A.(I.L.O.) aid programme. Total value of aid received upto the end of December 1960 is 1,899,634 rupees.

(Review of the Principle Activities of the Directorate General of Employment and Training, during the Month of December 1960; Ministry of Labour and Employment, Government of India, New Delhi ).

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84. Vocational Rehabilitation of Disabled Persons.

India - March 1961.

Expert Committee Recommends Engineering Education  
for the Deaf and the Blind.

An expert committee, appointed by the Union Education Ministry, has recommended that training in engineering trades should be imparted to blind and deaf students in a few selected institutions on an experimental basis.

The committee, appointed by the National Advisory Council for the Education of the Handicapped, was asked to examine the existing training programmes for the institutions of the handicapped and suggest measures for their reorganisation in the light of employment opportunities.

(The Hindustan Times, 18 March 1961).

CHAPTER 9. SOCIAL SECURITY.

INDIA - MARCH 1961.

92. Legislation.

Employees' State Insurance Scheme extended to Certain Areas in Uttar Pradesh.

In exercise of the powers conferred under the Employees' State Insurance Act, 1948, the Central Government has appointed the 26th March 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 of the State of Uttar Pradesh, namely:-

1. The areas within the municipal and cantonment limits of Meerut and revenue villages of:
  - (i) Khurrampur;
  - (ii) Mustagabad Bukharpura;
  - (iii) Maliane; and
  - (iv) Dantal
 in pargana and tehsil Meerut-- district Meerut.
2. The areas within the municipal limits of Moradabad.
3. The areas within the Municipal limits of Firozabad, district Agra.

(Notification SO 639 dated 20 March 1961, the Gazette of India, Part II, Sec. 3, Sub-Sec. (ii), 25 March 1961, page 683 )

VIII. Maternity Benefits.

The Maternity Benefit Bill, 1960: Report of the Joint Committee presented to Lok Sabha.

The Central Government published on 17 February 1961 the report of the Joint Committee on the Bill to regulate the employment of women in certain establishments for certain periods before and after childbirth and ~~to~~ to provide for payment of maternity benefit to them, (vide pages 140-141 of the report of this Office for November-December 1960). The report was presented to the Lok Sabha on 17 February 1961 and the more important changes made by the Committee are the following:-

Clause 3 - Definitions.- The Committee feel that 'incentive bonus' should also be included in the definition of 'wages' given in this clause.

The Committee further feel that the definition of 'maternity benefit' should also be revised to bring it in consonance with the amendment made in sub-clause (3) of clause 5.

The clause has been amended accordingly.

Clause 5.- The Committee are of the opinion that the provision relating to the payment of maternity benefit should be more liberal.

The Committee have accordingly increased the minimum maternity benefit payable to a woman from 0.75nF to Rs.1/-.

They also feel that in calculating the average daily wage for giving maternity benefit only the wages drawn by the woman during the period of 3 months immediately preceding the date of delivery should be taken into account instead of a period of 12 months.

The Committee are of the view that the qualifying condition of employment for a period of 240 days during the 12 months immediately preceding the expected date of delivery to entitle a worker to maternity benefit is too rigorous and the period should be reduced to 160 actual workingdays inclusive of the period of "lay-off", if any.

The Committee further consider that where a woman dies during delivery of a child or during a period of six weeks immediately following the date of delivery, leaving behind the child, the ~~maternity~~ maternity benefit should be paid to the person nominated in the notice given under clause 6 or in the absence of such a nominee to her legal heir for the entire period of six weeks or if the child dies during the said period, the benefit should be paid upto and including the day of the death of the child.

The clause has been amended accordingly.

Clause 7 - Payment of Maternity Benefit in case of death of a Woman.- The Committee feel that the words 'during the period for which she is entitled to maternity benefit' are rather restrictive and the payment under this clause should be made even if a woman dies after the said period. Necessary change has been made in the clause accordingly.

The other amendment made in the clause is consequential to the amendment made in sub-clause (3) of clause 5.

Clause 12 - Dismissal during absence or pregnancy.- The Committee are of the view that the clause should be made more comprehensive so as to be applicable to cases of discharge also. They further think that acts which may constitute gross misconduct under sub-clause (2) should be prescribed by rules.

The Committee feel that the clause should further be amended to enable a woman who is deprived of maternity benefit or ~~maternity~~ medical bonus or both to prefer an appeal before a prescribed authority whose decision shall be final.

The clause has been amended accordingly, and also certain other consequential changes have been made in the clause.



Clause 26 - Power to exempt establishments.- The Committee are of the opinion that an establishment should not be entitled to exemption from the provisions of this Act because the working of the establishment is of a seasonal character. The Committee also feel that the appropriate Government should not be given a blanket power of granting exemption.

Parts (i) and (iii) of the clause have been omitted accordingly.

Clause 30 - Repeals.- The Committee feel that the Bombay Maternity Benefit Act, 1929, as in force in the Union Territory of Delhi should also stand repealed in relation to factories.

The clause has been amended accordingly.

Two minutes of dissent by some members of the Committee are appended to the report.

(The Gazette of India, Extraordinary,  
Part II, Sec. 2, 17 February 1961, pp. 7-31).

CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - MARCH 1961.

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

Metalliferous Mines Regulations, 1961.

The Central Government published on 11 March 1961 the text of the Metalliferous Mines Regulations, 1961, made in exercise of the powers conferred under the Mines Act, 1952. The rules which apply to every mine of whatever description other than a coal or an oil mine deal inter alia with returns, notices and records, examinations and certificates of competency and of fitness, qualifications of inspection and mine officials, duties and responsibilities of workmen, competent persons and officials, general requirements about mine plans and sections, means of access and egress, provisions relating to ladders and ladderways, transportation of men and materials, winding in shafts, haulage roadways, provisions relating to precautions in opencast workings, underground workings, workings under railways and roads, etc., precautions against dangers from fire, dust, gas and water, standards of ventilation, provisions relating to general lighting arrangements and safety lamps, explosives and shotfiring, general provisions about construction and maintenance of machinery, use of certain machinery belowground, precautions regarding moving parts of machinery, precautions against danger from poisonous substances, etc.

(Notification No. GSR 337, dated 18 October, 1960; the Gazette of India, Part II, Sec. 3, Sub-sec(i), 11 March 1961, pp. 360-457 ).

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

INDIA - MARCH 1961.

CHAPTER 3. ECONOMIC QUESTIONS.

Minimum Wages (Bihar Amendment) Act, 1960 (No. III of 1961)  
(The Bihar Gazette, Extraordinary, 1 March 1961, pp. 1-2).

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

Payment of Wages (Bihar Amendment) Act, 1960 (No. IV of 1961)  
(Bihar Gazette, Extraordinary, 9 March 1961, pp. 1-2).

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- \*(b) "Annual Report on the Working of the Indian Trade Union Act, 1926, in West Bengal for the year ending 31st March 1957": Government of West Bengal, Labour Department: Superintendent, Government Printing, West Bengal Government Press, Alipore, West Bengal, 1960. Price Rs. 20; £1.11s. 6d. pp. 305.
- (c) "Indian Trade Unions (A Survey)": By V.B. Karnik; Labour Education Service, 127, Mahatma Gandhi Road, Bombay-1; Rs. 15.

CHAPTER 3. ECONOMIC QUESTIONS.

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