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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MAY - JUNE 1960.

11. Political Situation and Administrative Action.

Bombay State Bifurcated into Two States of Maharashtra and Gujerat on Linguistic Basis.

Two new linguistic States of Maharashtra and Gujerat were formed on 1 May 1960, out of the composite Bombay State. Bombay is the capital of the State of Maharashtra, while Ahmedabad is the capital of Gujerat.

Shri Y.B. Chavan, the Chief Minister of the erstwhile Bombay State is the Chief Minister of Maharashtra and Shri Shantilal H. Shah continues to be the Minister in charge of Law, Judiciary and Labour. Dr. Jivaraj Mehta is the Chief Minister of Gujerat and Shri Batubhai Adani, the Minister in charge of labour.

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Labour Policy in Third Five Year Plan: Recommendations of
the Third Meeting of Standing Labour Committee .

The third meeting of the 18th session of the Standing Labour Committee (for the two earlier meetings see section 11, pp. 5-28 of the report of this Office for February 1960 and Section 11, pp.3-8 of the report of this Office for March 1960, respectively) was held on 26 and 27 April 1960. The main conclusions and recommendations adopted at the meeting are the following:-

I. Worker Participation in Management.- Worker Participation in Management scheme which has been operating successfully in some selected units, should be extended to as many establishments as possible. To intensify the drive for extension of the scheme, the existing arrangements at the Centre should be strengthened. Suitable machinery should also be created at the State level for this purpose.

II. Workers' Education.- While it was agreed that the programme of workers' education should be intensified in the Third Five Year Plan, workers' representatives felt that, apart from the current activity undertaken by the Central Board of Workers' Education, there was need for diversifying the workers' education programme and associating workers' representatives with it at various levels. Trade Unions could play an important role in this field. In considering such diversification, the Board should explore how far, in some of these diversified programmes, more effective use could be made of workers' organisations with suitable assistance from the Board. Some of the workers' representatives pointed out that the question of management training in labour matters should also receive increasing attention.

III. Social Security.- (i) The consensus of opinion was in favour of the proposal made in the Memorandum that the integrated social security scheme, recommended by the Study Group, should be implemented during the Third Five Year Plan, subject to such modifications as might become necessary as a result of consultations with the workers' and employers' organisations.

(ii) The Employers' representatives made a reference to the proposal concerning enhancement of the rate of contribution to the provident fund from 6-1/4 to 8-1/3 per cent. After some discussion, it was agreed that a Technical Committee which should recommend the industries where the proposed enhanced rate of contribution could be introduced straightaway should be appointed. To begin with, the Technical Committee should undertake investigations in respect of the following 4 of the six industries initially covered under the Employees' Provident Fund Act, 1952: (1) Cigarettes. (2) Paper. (3) Iron and Steel. (4) Electrical, mechanical or general engineering products.

(iii) It was suggested that 'Family Planning' should be increasingly brought within the scope of the programmes under the Employees' State Insurance Scheme.

(iv) The workers' representatives suggested that while considering the question of implementation of the integrated social security scheme, recommended by the Study Group on Social Security, Government should also examine the question of introducing schemes relating to compulsory life insurance for industrial workers. The question of permitting workers to finance life insurance policies from the Fund under the Integrated Scheme should also be examined.

(v) The coverage of the Employees' Provident Fund Scheme should be extended to commercial establishments also.

IV. Working Conditions. - (i) Steps should be taken to ensure effective implementation of the existing statutory provisions concerning working conditions.

(ii) The Committee noted with concern that rate of accidents has been on the increase during the last few years. It was urged that greater attention should be paid to the problem of safety, and workers and employers should extend their full co-operation in any programme intended to promote greater safety. There was need to study the problem in detail with a view to improving safety devices and promoting greater safety. It was suggested that relevant data regarding all aspects of safety should be collected, and analysed and the whole subject of safety discussed in a comprehensive manner in a Safety Conference which should be convened for the purpose. The proposed Conference should cover all industries/occupations other than mines.

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(iii) While there was general agreement on the point that the system of contract labour should be abolished progressively, it was recognised that it may not be possible to do away with the system completely. It was urged that steps should be taken to implement the various recommendations made in the Second Five Year Plan regarding gradual abolition of contract labour, wherever feasible, securing for such labour, conditions and protection enjoyed by other workers, etc. Other suggestions made were (a) the programme of studies being undertaken, pursuant to the recommendation made in the Second Five Year Plan, to ascertain the extent and nature of the problem of contract labour, should cover coal mines and plantations also (b) workers' and employers' representatives should, as far as possible, be associated with these studies and (c) agencies like co-operatives should be encouraged to take up functions of contractors. Such co-operatives were functioning in a number of States. It was suggested that a study should be made of the experience gained in the working of such co-operatives with a view to eliminating possible mal-practices in the functioning of these co-operatives.

V. Industrial Housing.- While noting the steps taken recently by Government by way of liberalising the procedures and the terms of assistance under the Industrial Housing Scheme, the Committee felt that the progress of the scheme so far had not been quite satisfactory and urged that steps should be taken to ensure speedy progress in future. The specific suggestions made in this connection were -

(i) the existing legislation in different States relating to land acquisition should be suitably amended, wherever not already done, with a view to eliminating procedural delays in acquisition of land, etc.;

(ii) the administration of the Departments of Co-operation in the States should be improved with a view to ensuring speedy progress so far as co-operative housing schemes are concerned;

(iii) there was need to study the problem of Industrial Housing in detail with a view to formulating steps for ensuring better progress of the Industrial Housing Scheme. It was suggested that relevant material relating to the various aspects of industrial housing should be collected and the views of the State Governments on how further progress can be made in the field of housing, obtained. Thereafter the whole subject of Industrial Housing should be discussed in a comprehensive manner at the next session of the Indian Labour Conference.

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VI. Labour Research.- The organisations agreed to send their proposals concerning programme for Labour Research during the Third Five Year Plan period.

Creation of a Special Reserve Fund.- The meeting also discussed a proposal for the creation of a Special Reserve Fund for meeting claims of outgoing members of the Employees' Provident Fund or their nominees or heirs, when the employers have not paid in full the amount of provident fund contributions, has been under consideration. In such cases the out-going members, or their nominees/heirs in the event of their death, can be paid only to the extent provident fund dues have been paid by the employers. In cases where the employers have failed to transfer the past accumulations in the provident fund for one reason or the other, the employees cannot be paid even their own share of contributions until the same are realised from the employers. This entails considerable hardship to the employees concerned and to their nominees and heirs in the event of their death. In order to mitigate this hardship, it is considered necessary that a Special Reserve Fund should be created in order to make payment of provident fund dues to the employees concerned in such cases.

The proposal was discussed by the Central Board of Trustees, Employees' Provident Fund at three meetings. The Board agreed that a Special Reserve Fund should be created and that to begin with it should be made available in the following cases: (a) On retirement on superannuation at or after 55 years. (b) On the death of the subscriber. (c) In the case of total permanent disability certified by a Medical Board set up by the Board of Trustees (and not by any registered medical practitioner, in view of widespread abuse).

The Central Board of Trustees, Employees' Provident Fund could not, however, reach any decision regarding the sources from which to finance the proposed Special Reserve Fund and it was decided at the last meeting of the Board, held on the 30 March 1960, that the matter should be placed before a Tri-partite Conference.

At the end of December 1959, the total amount of provident fund dues in default was about 35.7 million rupees. Necessary prosecutions and recovery proceedings have been launched for recovery of this amount. It is considered that on creation of a Reserve Fund a sum of about 1.8 million rupees will have to be paid immediately to members who have already retired and thereafter a sum of about 0.9 million rupees may have to be paid yearly to out-going members from the proposed Reserve Fund.

It is proposed to pay only half the total amount due to workers representing their own full contributions. Another quarter will be paid when half the arrears are recovered from the employers. When more than half the arrears are recovered, payment will be made towards the last quarter in proportion to the recovery of the arrears. Adequate funds to meet claims to this extent have, therefore, to be provided in the Reserve Fund Account.

The question of financing the proposed Reserve Fund has been examined and it is felt the Fund can be financed from the following two sources:-

- (i) Reserve and Forfeiture Account of the Employees' Provident Fund.
- (ii) Reduction in the rate of interest payable to the subscribers of the Employees' Provident Fund.

As regards Reserve and Forfeiture Account, it is at present utilised for the following purposes:-

- (i) For meeting money order commission on remittances to outgoing members, their nominees/heirs.
- (ii) For giving assistance in emergent cases where no or inadequate deposits have been made by the employers.

It is proposed to utilise the amounts for the following additional purposes as recommended by the Central Board of Trustees:-

- (i) Ad hoc payment of a sum of 30 rupees to a person producing a succession certificate for establishment of his claim to the accumulations of a deceased member of the Fund.
- (ii) Payment of a sum not exceeding 100 rupees in the event of death of a member whose accumulations in the Fund do not exceed 1,000 rupees.

The balance in the Reserve and Forfeiture Account at the end of December 1959 was 4.336 million rupees. During 1958-59 and 1959-60 (upto December 1959) the amount forfeited was 1.177 million rupees and 0.982 million rupees respectively from which 0.322 million rupees and 0.307 million rupees were spent during these years respectively on existing welfare measures as in para 5 above. It is estimated that in future the yearly forfeiture may amount to about 1 million rupees to 1.1 million rupees while the expenditure on existing and additional welfare measures may be 0.6 million rupees to 0.7 million rupees. It is, therefore, considered that a sum of about 2 million rupees can be transferred from the accumulations in the Reserve and Forfeiture Account to the Special Reserve Fund, but no amount can be paid regularly from the Reserve and Forfeiture Account to the proposed Reserve Fund.

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The subscribers of the Employees' Provident Fund were allowed interest at the rate of 3.75 per cent on their accumulations last year. The same rate of interest has been recommended by the Board for the current year. A reduction in the rate of interest by 0.25 per cent is estimated to provide a sum of 1.5 million rupees per year for feeding the proposed Reserve Fund. While reduction of 0.25 per cent in the rate of interest will not involve appreciable hardship to the workers, it will provide adequate funds for feeding the Reserve Fund regularly from which it would be possible to pay the outgoing members or their heirs or nominees, in cases where provident fund dues have fallen in arrears.

It was also suggested at the meetings of the Central Board of Trustees that some amount from the Administration Account of the Employees' Provident Fund may be utilised for this purpose. The Administration Account is intended to meet expenses of administration and under the existing provisions of the Scheme it is not possible to divert any amount from this Account, to the proposed Reserve Fund.

The only source to finance the Reserve Fund regularly is by reduction in the rate of interest payable to the workers by a small margin, say 0.25 per cent. The workers' representatives in the Central Board of Trustees, Employees' Provident Fund are strongly opposed to this course and at the last meeting of the Board it was decided that the matter should be referred to a Tripartite Conference.

The Standing Labour Committee accepted generally the proposal. It was recommended further that workers should in no case be deprived of the money contributed by them to their provident funds. The proposed Fund may be started by utilising a suitable sum from the Reserve and Forfeiture Account. Possibilities should also be explored of securing a better yield from the investment of provident funds. The increased revenue that becomes available from this rearrangement of investment should be utilised for financing the proposed Fund for such time as might be necessary. The Committee was of the view that the rate of interest being allowed to workers at present on their provident fund accumulations should not be reduced for the purpose of financing the Fund for the present. In case, however, the two sources mentioned above are found inadequate for the purpose of operating the Fund, some or all of the welfare measures now financed from the Reserve and Forfeiture Account may have to be discontinued, and the position should be reviewed again at a tripartite meeting with a view to examining afresh the question of reduction of the rate of interest.

(Main Conclusions/Recommendations of the 3rd Meeting of the 18th Session of the Standing Labour Committee, received in this Office).

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12. Activities of External Services.

India - May - June 1960.

Visitors

Visitors to this Office during the period under review included Mr. R.M. Lyman of Headquarters and Mr. Quednau, Chief, Training, Special Fund.

Publications

During the month 'Handloom Weaving Industry in India with Special Reference to Madras State' and 'Recent Developments in Certain Aspects of Indian Economy - V' were brought out by this Office.

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14. Conventions and Recommendations.

India - May - June 1960.

Ratification of I.L. Convention No.110 concerning Plantations
Data on Plantation Crops to be Collected.

The Union Labour Ministry is understood to have decided to undertake a fact-finding enquiry to collect information regarding plantations other than tea, coffee, rubber and cinchona to enable them to decide whether the ILO Convention on plantations should be ratified.

The inquiry will seek to ascertain among other things (a) the total area of land used exclusively or mainly for cultivation of crops other than coffee, rubber, tea and cinchona, (b) the size of individual holdings in respect of each crop, (c) the total number of hired workers employed in respect of each crop and (d) whether the employment is regular or continuous.

The ILO Convention on conditions of employment of plantation workers covers subjects like recruitment of workers, wages, holidays with pay, maternity protection, rent, compensation, housing, medical care and the right to organise and collective bargaining.

While the term "plantations" covers in India only coffee, tea, rubber and cinchona, the ILO Convention also includes other crops like sugarcane, bananas, cocoa, coconuts, groundnuts, cotton, tobacco, fibres, citrus, palm oil and pineapple. The Convention, however, stipulates that before any of these crops could be brought under the term "plantations" and the Convention, the plantations must regularly employ hired labour; the crops should be produced for commercial purposes and the plantation holdings should not be small ones producing for local consumption only.

The Government of India see no difficulty in ratifying the Convention to cover coffee, tea, rubber and cinchona as these are already covered by the Plantation Labour Act. As regards other commercial crops they do not have enough data regarding the extent and duration of employment.

The present enquiry will enable the Government to decide whether on the facts ascertained these crops could be excluded from the scope of the Convention without attracting the charge of violation of the Convention.

(The Hindu, 28 May 1960).

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Chapter 2. International and National Organisations

25. Wage-Earners' Organisations.

India - May - June 1960.

Madras: Working of the Indian Trade Unions Act, 1926,
for the Year 1958-1959.

Number of Unions.- According to the annual report on the Working of the Indian Trade Unions Act 1926 in Madras for the year ending 31 March 1959, there were 817 unions on the registers at the beginning of the year and 232 trade unions were registered during the year. Of these 1,049 trade unions, the registration of 92 unions was cancelled during the year and two unions were dissolved. Two unions were also amalgamated during the year. There were therefore 953 unions on the registers at the end of the year under report.

Out of the 953 unions which were on the registers at the end of the year, one union was dissolved and the registration of five unions was cancelled after 31 March 1959. Out of the 947 unions 671 unions submitted their annual returns on or before the due date as against 556 unions out of 817 in the previous year. Eighty-seven unions have submitted their returns after the last due date as against 109 such unions during the last year.

Membership.- The figures of membership at the end of the year as furnished by 754 unions are given below:-

- (1) Membership in Unions of Workers -- 334,680.
- (2) Membership in Union of Employers - Twenty-one sugar mills.
- (3) Membership in federations - Fifty-five Unions.

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The corresponding figures of membership of the 665 unions which submitted their returns for the previous year ending on 31 March 1958 are given below:-

- (1) Membership in Unions of Workers - 315,900.
- (2) Membership in Unions of employers - Eighteen sugar mills.
- (3) Membership in federations - Forty-four unions.

The closing balance shown in the general fund account of the 757 ~~unions~~ trade unions ~~which submitted annual returns this year~~ which submitted annual returns this year was 1,263,860.62 rupees as against the balance of 1,096,290.49 rupees as shown by the 665 trade unions which submitted the annual returns during the previous year 1957-58.

There were seven unions of agricultural workers at the end of the year. Five of them submitted their annual returns. The total number of members in these five unions ~~at~~ at the end of the year was 546.

(Government of Madras G.O. No.4590,
dated 28 November 1959).

Fourth Annual Convention of the National Federation
of Indian Railwaymen, Mysore, 27-30 May 1960.

The Fourth Annual Convention of the National Federation of Indian Railwaymen was held at Mysore from 27-30 May 1960. The Convention was presided over by Shri S.R. Vasavada, President of the Federation and inaugurated by Shri Jagjivan Ram, the Union Railway Minister. Shri Khandubhai Desai, was the chief guest.

The Convention by a resolution on labour policy in the public sector urged Government to set up joint consultative machinery at all level to settle disputes by mutual discussions. It further suggested that if industrial differences ~~can not~~ ^{could} be ironed out by mutual consultation, they should be settled by arbitration, the arbitrator's award being binding on both parties.

Railway Minister's address: Workers asked to eschew agitational approach. Shri Jagjivan Ram, the Union Railway Minister, in his inaugural address said that demands on the railways were growing rapidly. At the end of the First Five-Year Plan, Indian Railways moved a total freight of 114 million tons. At the end of the Second Plan the tonnage was estimated to go upto 162 million, and at the end of the Third Plan, it was anticipated that it would increase to 235 millions and more. Coupled with the increasing passenger traffic, and other special movements, calls on the railways' resources were heavy and all those must be effectively met or else, the country's progress would be badly retarded. He was, however, sure that the Railwaymen had the required skill and strength to meet the challenge and that they would shoulder the heavy responsibility with cheer and determination and make their valuable contribution towards building up a high level of national economy.

Continuing, the Railway Minister said that the Ministry of Railways had been following, for some years, a progressive policy in regard to the welfare of the staff, spending as much as 110 million rupees per year from revenue account compared to less than 60 million rupees in 1956-57. Efforts were being made to provide better living conditions, as well as recreational and medical facilities.

The Union Minister stated that the initial cost of implementation of the Pay Commission's recommendations, which had already been accepted by the Government, would work out approximately to 130 million rupees per annum in respect of railway employees and would progressively increase in the coming years.

Shri Jagjivan Ram said that in additions to the major recommendations on which the Government's decision had already been announced, the Pay Commission had made a number of others on various matters concerning the conditions of service of the Central Government employees. Those recommendations were being examined by the Government, and decisions on them would be taken after full consideration of all aspects. In the implementation of such decisions as involved modification or revision of pay scales, some anomalies would inevitably arise. In this context he would like to refer to the facilities already given to the Federation to discuss with the Railway Board details of implementation of the Pay Commission's recommendations within the framework of the Government's decisions already announced and, subject to minor adjustments, considered necessary to remove the anomalies. The Railway Board had already conveyed to the Federation that all questions relating to staff matters would be considered by them with the most sympathy. He was happy to learn that there were cordial and useful meetings between the Railway Board and the National Federation of Indian Railwaymen on 9 and 10 May and a considerable ground had been covered. It was this method of discussion round the table rather than an agitational approach that would succeed in resolving differences between the railway employees and the railway administration.

Referring to the problem of safety in railway travel, the Union Minister said it was gratifying to note that concerted efforts of the staff were proving fructuous, inasmuch as the year 1959-60 had been free from major disasters.

President's speech.- Shri S.R. Vasavada, President of the Federation appealed to the Government to accept the principle of arbitration in settling disputes with its employees so that workers might be assured of justice.

Acceptance of arbitration was perfectly in keeping with the policy laid down in the Second Five-Year Plan, Shri Vasavada said. It was also the most valuable right for which the workers and their organisations must live and, if necessary, fight.

Shri Vasavada said he failed to understand the present policy of the Government in regard to maintaining ~~sound~~ sound and amicable industrial relations. There had been instances ~~which~~ when the Government had conceded the demands of the workers only after they indulged in wild agitations. Such a method adopted by any Government was bound to create a feeling among workers that they would not get their dues unless they agitated and resorted to coercion.

Referring to the Pay Commission's report, Shri Vasavada regretted that instead of accepting in toto the recommendations contained therein, the Government had attempted to accept the report piecemeal. The Government was a party before the Pay Commission and having placed its case before the Commission, it should have accepted it as an award of arbitration, he said.

Shri Vasavada announced that the Railway Board had since agreed to hold consultations with the National Federation on all questions arising out of the implementation of the Pay Commission's report and a sub-committee of the Federation was in consultation with the Railway Board. He expressed the hope that the negotiations would be fruitful.

Shri Vasavada said that continuous agitation on the part of workers for getting their demands conceded resulted in harm to productivity. "A feeling of discontent overpowers them and they lose heart in their work. Instead of continuing this position of tension and help create an army of discontented workers, is it not better for the public sector to accept and abide by the code of discipline, whereby all disputes are settled by negotiations and arbitration and allow no occasion to arise for either party to resort to means which may endanger industrial peace and goodwill?"

Stressing the need for eliminating force from the field of industrial relations. Shri Vasavada said if industrial peace was not maintained the industry, whether in the public or the private sector, was bound to suffer and with it the workers would also suffer.

Government's labour policy criticised.- Shri A.P. Sharma, General Secretary, in his report criticised the labour policy of the Government as "confusing". The report complained that the whole administration suffered from the lack of a coherent labour policy set to achieve a definite purpose. The ad hoc and indefinite labour policy of the Railway Ministry had helped only the undemocratic forces in the Railway Trade Union movement. Projections of many political parties had entered the trade union movement and they had been trying to exploit the railwaymen for political ends and not for genuine trade union purposes.

The report expressed concern at the administration's hastening to yield to coercive methods and "acts of rowdysim" shown by a section of railwaymen while being indifferent to the peaceful and constitutional means adopted by the workers in pursuance of their just and reasonable demands. The so-called production and station committees being formed by the administration by passing the organised labour, developed amongst the employees undesirable and fissiparous tendencies.

The report emphasised that proper industrial relationship had been difficult to maintain and solution of industrial problems had been made more difficult by the administrators of public undertakings confusing themselves with the Government of the State. As long as some clear distinction was not drawn between the Government of the ~~publi~~ State and the management of the public undertakings none of the industrial problems in the public undertakings was going to be solved satisfactorily. The General Secretary complained that the Government had failed to evolve a uniform policy for the private and public sectors. There was no reason as to why, the labour policies in these two wings of the industry should suffer. The Government which insisted upon the private sector to accept arbitration, refused to apply the same principles to the public sector. The Government did not take the same steps in the public undertakings as in the private sector for the implementation of the labour laws. The result had been that the benefits of the laws of the land were not allowed to ~~reach~~ reach the workers.

Resolutions: Pay Commission's Report. The Convention's resolution on the Pay Commission, inter alia, stated that in the face of the rising prices, wage increases ~~granted~~ granted by the Commission, ~~and were~~ inadequate as they would get further affected in their real terms unless the rise in prices was arrested and brought down to a reasonable level and hence, urged the Government to take immediate steps to effectively control the prices, especially of food articles, if necessary, even by subsidising them. Resolutions were also passed urging the Government, while accepting the wage increase recommended by the Commission, to bring down prices of food articles, to implement fully, the improvements in wages and working conditions as suggested by the Commission, and to remove the anomalies and discrepancies in the allotment of pay scales.

Government's labour policy. A resolution on the subject stated that reorientation of the labour policy in the public sector was an immediate necessity. It urged the Government to set up a well defined and effective joint consultation machinery at all levels, the settlement of all industrial differences by mutual discussion, failing which by recourse to arbitration, the taking of steps to secure full and proper implementation of all labour laws, the abolition of staff councils, productive committees and station committees, to agree to deal with only one agency on behalf of the employees, i.e., trade unions, and allow the employees' full participation in the administration.

Incentive scheme.- The Convention approved in principle the incentive scheme, proposed by the Railway Administration for introduction in the workshops and allied organisations on the Indian Railways, by means of another resolution.

Office bearers.- Shri S.R. Vasavada was unanimously re-elected President of the National Federation of Indian Railwaymen; Shri A.P. Sharma was re-elected General Secretary.

(The Hindu, 30 May 1960 and
1 June 1960).

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27. Salaried Employees' Organisations.

India - May - June 1960.

All-India Newspaper Employees' Federation to be formed.

The first All-India Convention of Newspaper Employees which met in New Delhi on 28 and 29 May 1960, decided to form an All-India Newspaper Employees' Federation. Over 50 delegates from all parts of the country attended the meeting.

Shri H.L. Parwana, who presided over the function, and Shri B.R. Vats of the Delhi Union of Journalists, who addressed the Conference emphasised that there was no conflict between the organisations of journalists and non-journalists, because there was no clash of interests. Both should work in co-operation, they added.

(The Statesman, 29 and 30 May 1960).

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Chapter 3. Economic Questions

34. Economic Planning, Control and Development.

India - May - June 1960.

Indo-U.S.A. Food Agreement concluded: 1500 Shiploads of Foodgrains in Next 4 Years.

According to an agreement signed at Washington between U.S.A. and India on 4 May 1960, U.S.A. will send 1500 shiploads of wheat and rice (16 million metric tons of wheat and one million metric tons of rice) over the next four years to meet harvest deficits and build up a reserve. This will mean, on the average, shipping more than a shipload of wheat each day during the four-year period - a total of 1,500 shiploads according to official figures.

For these commodities, plus some shipping costs, India will pay the U.S.A. 1,276 million dollars in rupees.

The White House in a press statement said this was the first agreement specifically designed to help a country to establish substantial food reserves. Twelve million tons will be devoted to meeting India's annual food deficit of three million tons and the remaining five million tons will go into Indian silos and warehouses.

Of the rupees India will pay 1,076 million dollars worth will be made available to India for economic development projects, half as loans and half as grants. The remaining 200 million dollars worth will be used to pay U.S. expenses abroad and finance other U.S. programmes including development of foreign markets for U.S. agricultural commodities.

(The Statesman, 5 May 1960).

Techno-Economic Survey of Madras State: Investment of Rs. 20,000 Million in the Next 10 Years envisaged.

The National Council of Applied Economic Research, which conducted a techno-economic survey of Madras State, has come to the conclusion that the development pattern in the future will "necessarily be dominated by the growth of industries, as agriculture being already very well developed, offers very little scope either for increasing productivity or for providing more employment".

According to the report, by 1971, Madras would be able to secure a substantial increase in the standard of living of its people and the economy will "generate a sufficient volume of savings so as to sustain a fairly high rate of economic growth".

The programme of development envisaged during the next ten years in the report puts down the total investment at 20,000 million rupees, with the following break-up: Primary sector - 2,000 million rupees; industry - 5,000 million rupees; transport - 3,500 million rupees; power - 1,500 million rupees; housing, education and health - 8,000 million rupees.

The report states that Madras State has a relatively diversified pattern of economic activity with a well-developed agriculture, widespread industrial activity and good transport and communications. The characteristic feature of the economy, however, is the high pressure of population on limited resources which has led naturally to severe unemployment, both in the rural and urban areas. The crux of the problem, therefore, is to diversify and expand the economic activities in a suitable way, so that not only unemployment is reduced to a minimum but new jobs are created at a high technological level, so that the average per capita output of 230 rupees (1956), which is lower than the all-India level of 261 rupees (1956), is raised.

In order to facilitate and speed up such industrial expansion, it is necessary to expand the transport facilities and the availability of power. Thus, the strategy of action suggested by the National Council is to plan for the co-ordinated expansion of all the three sectors - primary, secondary and tertiary - with a definite and deliberate emphasis on the growth of industries.

It is with this development pattern in view, that the programme of action suggested for the next decade (1961-71) is made. It is assumed that Madras State will keep pace with the all-India rate of growth suggested in the Second Plan, i.e., doubling of the National Income of 1956 by 1971. Taking the capital-output ratio to be a little less than 3:1 suggested for India as a whole, because of the need of comparatively lower capital investment both in agriculture and industry, the total investment needed to double the State income of 7,300 million rupees in 1956, will be of the order of 20,000 million rupees. As there is close resemblance between the all-India pattern and the Madras pattern of economic activity, tertiary income may be assumed to increase at a slightly lower rate than total income (95 per cent - an increase of 2,780 million rupees), leaving an increase of 4,500 million rupees to be obtained from the primary and secondary sectors.

Based on the above analysis of economic growth and the proportion in which the various sectors of economy have to contribute thereto, the Council has made the following important recommendations regarding the development of industry, agriculture and other sectors of the economy.

Large and Small Industries.- According to the Council, the approach to the industrial growth of Madras should include a ~~rather~~ vigorous programme for the development of large-scale industries. The Council feels that it is the relatively small number of large-scale units in Madras that makes its industrial development compare very unfavourably with Bombay or West Bengal. The establishment of large units will not only serve as a nucleus from which improved technology will spread but will ~~also~~ also help to develop other ancillary units. In the next five years, the report affirms, Madras can expect to have three such leaders: the Neyveli industrial complex comprising the chemical and the engineering industry; the Salem complex centred around iron, steel and aluminium industries; and the Tuticorin complex based on chemicals and fisheries.

The Council has, however, emphasised that the development of large-scale industries should not be ~~largely~~ carried out to the exclusion of small-scale industries but rather that both small-scale and large-scale industries should grow side by side with the large-scale industry as the base.

Based on an analysis of the availability of mineral resources, skilled labour and the existence of a large population which constitutes a growing market for consumer goods, the Council is of the view that emphasis should be laid more on the non-resource based industry. Unlike physical resource industries like textiles, sugar and oil, these industries, according to the Council, will increase income and employment directly and will open up the scope for many ancillary industries. The Council, therefore, recommends both engineering (metal based) and chemical industries specially. The development of physical resources based on consumer goods industries is also important because of their high employment potential.

After technical appraisal, the Council has recommended the creation of additional capacity in Madras State for the following engineering goods industries: Ball and roller bearings (one million ~~tons~~ units); bolts, nuts and rivets (6,000 tons); shot and chilled iron (1,000 tons); tea processing machinery, power station equipment; industrial gas cylinders; industrial blowers; air compressors; machine tools; diesel engines; power transformers (1 million KVA); electric fans (100,000 units) ACSR conductors (5,000 tons).

In addition to the above-mentioned new units, the Council has suggested substantial expansion of capacity in the following engineering industries: Bicycles; machine screws; railway wagons; steel pipes and tubes; structural fabrication; metal containers; sugar mill machinery; automobiles and accessories; pistons and piston rings; power driven pumps, dry batteries; storage batteries, galvanized and barbed wires; textile machinery; agricultural tractors and enamel wares.

It has recommended doubling the installed capacity in respect of the following engineering industries; automobiles and trucks; motor cycles; vehicular type of diesel engines; electric motors; abrasives; small tools and distribution transformers.

According to the National Council, one of the weaknesses of the engineering industry in the State is inadequacy of intermediate processing facilities such as foundries and forges. To overcome this obstacle to the growth of the engineering industries, the Council has suggested the manufacture of grey iron castings; malleable iron castings; steel castings; steel forgings; steel press work, aluminium castings; electrical steel sheets, re-rolled steel and alloy; tool and special steel. The Council considers Salem to be the best location for rolling and re-rolling, Madurai for malleable iron castings, Coimbatore for grey iron castings and Madras for the rest of the above items.

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The Council's recommendations in regard to chemical and allied industries include doubling the existing capacity of cement production by 1971 and increasing the installed capacity of the following ~~units~~ articles: 2,000 tons of domestic and sanitary ware and tiles at Ranipet or Neyveli; 2,000 tons of insulators at Neyveli; 25,000 tons of refractories; 250 tons of carborundum refractories and crucibles at Tiruchirappalli or Salem; 20,000 tons of sheet glass at Salem; 1,000 tons of neutral and Pyrex-glass at Madras and 350 tons of optical glass at Madras. It has suggested that the possibility of manufacture of calcium carbide from carbonised briquettes instead of charcoal and calcium carbonate from lime-stone needs further investigation.

Having regard to the rapid expansion in the country's requirements of caustic soda, the Council recommends doubling the capacity of the two caustic soda plants in Madras. The Council considers a soda ash plant (there is no factory producing this at present in the State) to produce 200 tons of soda ash per day very feasible.

Since Madras produces a large quantity of salt, the Council suggests the establishment of a plant for extracting such chemicals as potassium chloride, bromide and gypsum from bittern (the thick liquor left behind after the salt crystals are separated from brine) with an annual capacity of utilising 60,000 tons of bitterns. The first plant with a capacity of 20,000 tons of bitterns is recommended to be set up at Tuticorin.

Utilisation of Forest Resources. - The most important industrial possibilities based on resources available from the forests are pulp and paper, paper board, hard board, particle board and wattle bark extract. Having regard to the increasing demand for various varieties of paper, the Council is of the view that there is scope for making writing, printing and wrapping paper in the State. Based on the supply of bamboo, wattle, blue gum and sugarcane bagasse (waste paper as an alternative) a 15,000 ton plant for making wrapping paper at Mettur Dam, a 15,000 ton plant for the manufacture of rayon pulp and paper pulp at Bhavanisagar, a 25,000 ton plant for making printing and wrapping paper at Nellikuppam or Neyveli and a 6,000 tons plant for paper board are recommended by the Council.

With the availability of urea, formaldehyde and phenol-formaldehyde from domestic sources, two plants for manufacturing particle board each with an annual capacity of 4,500 tons could be ~~installed~~ established at Kodaikanal using wattle bark from the plantations in that area. According to the Council, there is scope for setting up two plants for the manufacture of hard board each with an annual capacity of 6,000 tons in the Nilgiris. To synchronise with the output of wattle bark from the new wattle plantations, two 4,500 tons annual capacity plants for manufacturing wattle bark extract are recommended by the Council either in the Nilgiris or in Kodaikanal.

Production of Sugar.- In regard to sugar production, the Council recommends an additional crushing capacity of 15,000 tons per day including 5,000 tons licensed during the Second Plan in 15 plants.

Iron and Steel.- After a careful examination of the economics of iron and steel production in the State, the Council recommends a capacity of 30,000 tons of pig iron at Salem and Coimbatore and a capacity of 200,000 tons of steel at Salem.

In regard to small-scale industries, the Council is of the view that their importance lies in their large employment potential. But due emphasis needs to be laid on a gradual technological transformation in the industries.

Small Industries.- On the basis of an evaluation of the existing resources and demand, the Council recommends a scheme to develop 42 small-scale industries (267 units) with a proposed investment of 60 million rupees and an employment potential of 11,350. Important among these small-scale industries are leather goods, fruits and vegetable preservation, confectionery, hosiery and readymade garments, agricultural implements, cycle parts and accessories, scientific instruments, textile mill parts, surgical instruments, radio accessories and parts, automobile parts, sport goods, etc.

The report also recommends the establishment of an Industrial Investment Trust to accept contributions from individuals for investing in profitable enterprises, an Industrial Consultants' Organisation to make techno-economic evaluations of potential for industrial development and a consortium of various financial agencies to give financial help to new undertakings.

Agriculture.- Agriculture, still being the most important occupation, contributing 45 per cent to State income and engaging 60 per cent of the total working force in 1956, has to be developed to the maximum extent possible. Its development is crucial in two ways: (1) It has to feed not only an additional 12 million mouths in 1971 but has to meet the increasing demand for food arising from growing urbanisation. (2) It has to provide the raw materials for a number of consumer goods industries like textiles, sugar, leather and vegetable oils whose growth is a sine qua for providing employment to many. But the highly developed nature of agriculture with a large area under irrigation and improved practices, offers little scope for further development except through more intensive cultivation. Changing the crop pattern to raise more of the high-value crops will also become necessary in future to bear the increasing cost of irrigation by the end of the Fourth Plan period, when the State would have tapped all its water resources.

The various developmental measures to be taken in 1956-71 (like the use of improved seeds, plant protection, etc.) are expected to raise the value of the agricultural output by 67 per cent. Income from other primary activities like mining, fishing and animal husbandry, is also expected to ~~grow~~ grow more rapidly. In all, the additional net primary output in 1971 may be 2,150 million rupees, i.e., 65 percent over the 1956 level.

Power Supply.- Improvement in the transport and power position becomes very necessary if the industrial programme recommended by the Council is to be successfully carried out. The power bottleneck poses a serious problem. The Council believes that for a State like Madras, its power policy should be based on creating surplus power rather than merely be content with catching up with its demand. The Council is of the view that notwithstanding the rapid generation of power in the Third Plan, there is every possibility of a continuing and recurring deficit in power supply. Madras would start the Third Plan with a heavy deficit of power and with a very large unsatisfied demand, the extent of which has been estimated at about 2,230 million units. At the end of the Third Plan period, this deficit seems likely to continue in the same magnitude.

According to the Council, the demand for power would increase from 3,232 million units in 1959-60 to 4,776 million units in 1960-61 and to 9,513 million units in 1965-66. In other words, the total demand will double itself in five years between 1960-61 and 1965-66. The development of power contemplated by the Madras State Electricity Board during the Third Plan, i.e., from the present installed capacity of 530,000 KW to about one million KW excluding the 500,000 KW which Neyveli is expected to make available, will just enable the Madras Government to meet the additional requirements which arise from the development of agriculture, industry, transport and so on. Unfortunately, even this rapid development may not enable the State Government to remove the present restrictions which are the result of deficit to the extent of 2,230 million units.

The Council is of the view that the Government has to tackle the problem of meeting its ~~power~~ power requirements by further investment in the Third Plan, if possible, and by seeking to get additional power from the neighbouring States, or by establishing a nuclear power station in the quickest possible time.

Transport.- Transport facilities in Madras need to be strengthened very much in future because of the necessity to import many raw materials, coal, iron and steel to feed the non-resource based industries and also because industrial output from Madras is destined for markets all over India and outside India as well. The most important consideration is the physical availability and on time and the regularity of supply of the raw materials and semi-finished products required by industry. The objectives to be kept in view in expanding and improving the transport system are (1) Improvement in railways, particularly by strengthening the construction and eliminating breaks in gauges to provide cheaper access to semi-finished products of other States. The line capacity between Madras and Vijayawada needs urgent expansion. (2) Road construction and improvement of bridges to facilitate distribution of manufactured products to the North Indian markets. (3) Construction modernisation and improvement of port facilities for both coastal and overseas maritime traffic. The report recommends an investment outlay of 3,500 million rupees for transport development for the period 1961-71.

Opportunities for Employment.- The important problem being unemployment, the emphasis in all the developmental measures should be to open up as much of opportunities for new jobs as possible. It is found that the addition to manpower supply during the next 15 years will be of the order of 2.8 million. The new jobs created during the same period, if the proposed outlay of 20,000 million rupees is invested, will be around two million. It is clear that the problem will continue to plague the economy even after 1971.

Private Sector.- This vast development effort calls for planned needs, proper allocation of resources, correct phasing of expenditure, and co-ordination of development in all these sectors. This requires a careful study of the existing resources and improvement in planning techniques. The State Government must play a dominant role in promoting economic development not only by extending all facilities to the private sector which has a crucial role to play in the future but imposing on itself many activities which will strengthen the overhead facilities and provide a base for quick industrial growth. A State Development Agency has been suggested by the Council for co-ordinating the efforts of different departments, for disseminating information and giving guidance.

It is expected that the value of net output will go up from 7,300 million rupees to 14,720 million rupees and that the per capita income would go up from 230 rupees to 365 rupees in 1971. The average ~~permanently~~ productivity per worker is expected to go up from 1,300 rupees to 1,700 rupees. This investment would create about two million additional jobs. It is believed that by 1971, Madras will be able to secure a substantial increase in the standards of living of its people and that the economy will generate a sufficient volume of savings so as to sustain a fairly high rate of economic growth.

(The Hindu, 8 June 1960).

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Seventh Evaluation Report on the Community Development Programme.

According to the seventh evaluation report of the Programme Evaluation Organisation, there are "lights and shades in the picture of the Community Development programme in actual operation. The shades predominate and one gathers the impression of an inadequately co-ordinated endeavour, governmental rather than popular in character, and sustained more by hope than achievement". People's attitudes and reactions in most of the Community Development Blocks, it adds, are not yet generally favourable to the success and growth of the development programme.

It is an evaluation of the Community Development programme in all its aspects, an evaluation of the 1958-59 rabi crop campaign in selected States, case studies of successful panchayats and co-operatives and an analysis of some aspects of rural unemployment.

The current evaluation study by the Programme Evaluation Organisation has been described as a "first step in the direction of a comprehensive evaluation of the Community Development programme."

It is a tentative study based on a quick survey of the progress in 18 selected blocks and covers all important aspects of the programme, i.e., agriculture, animal husbandry, organisation of supply, co-operation, village industries, health, education, social education, democratic decentralisation and people's contribution and attitudes.

In none of these spheres does the year 1959-60 show any outstanding achievement in the blocks. There has been progress in some fields and in a few blocks, just as there has been some stagnation in other fields and blocks. On the whole, the general level of achievement is still low and far from adequate.

Among the agricultural problems considered most important by the people and the officials, lack of irrigation facilities is the first, followed by pests and diseases, soil erosion, floods and a few other problems. Measures taken to tackle these show neither the same order of consistency of efforts among the blocks nor a comparable level of achievement.

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The irrigation programme seems, however, to have forged ahead in most blocks simultaneously with the extension of cultivation to new areas. On an average, the irrigated area per block went up during the period by 36 per cent and its proportion to cultivated area by 3.4 per cent.

Improved agricultural practices seem to be spreading very slowly. Among the reasons for the slow progress are shortage of supplies, lack of irrigation and shortage and delay in the supply of fertilisers. Demonstration has continued to be the main extension technique followed in the block areas. The evidence gathered on the trend of agricultural production has not been sufficient to establish an all-round increase in crop yield.

There has been a steady increase in the popularity of artificial insemination in many blocks. There seems to be considerable scope, however, for extension effort in educating villagers and in wearing down their resistance to desirable changes in the methods for securing breed improvement. The progress in fodder cultivation has been very uneven and mainly confined to the northern and the western parts of the country. The progress in respect of other schemes of animal husbandry has been very slow.

The distribution of fertilisers, insecticides, improved seeds and implements leaves considerable scope for improvement in almost all the blocks in one or more respects. There are only two blocks which have not reported shortcomings in the distribution of supplies.

The blocks have not yet been able to administer the functions of supply and distribution which are still handled by State departments and, except in the case of fertilisers, the blocks have not yet fully succeeded in entrusting the work to co-operatives.

In some blocks new crafts have been introduced during the block period. The general approach to the development of village industries has been to make arrangements for providing training in arts and crafts, offering technical guidance, organising facilities for procuring raw materials and equipment, ~~development~~ developing or extending sources of credit to the artisans and helping them in marketing their products. The training of artisans is a very common activity of the blocks. It has, however, been noticed that in some blocks many persons join these centres for the sake of the stipend only and do not follow the trade or the craft later on.

Among important health problems, inadequacy of suitable drinking water is considered the most important in ten blocks. Next in order of importance are the existence of insanitary and unhygienic conditions in villages, the lack of latrines and the inadequacy of medical aid.

In three of 18 blocks studied, the water supply position is now fairly satisfactory as a result of the construction and renovation of an adequate number of drinking water wells.

Health education still lags behind with the result that the assistance available with the blocks has not been utilised in many cases because of lack of people's participation. In some blocks, full use of drinking water wells, hospitals and dispensaries is not made, nor are they properly maintained.

Installation of drainage and inoculation and vaccination have also in some areas to fight against prevailing superstitions and ignorance. The programme of latrine construction has faced a similar obstacle in most areas.

Schools in 73 villages spread over 15 blocks showed an improvement in attendance over the previous year. Wide variations, however, exist from block to block. In most blocks there is a slight improvement in the attendance of Harijan children in schools. Attempts to attract increasing numbers of Harijan children to Primary schools in the rural areas have not produced outstanding results.

In 16 out of 17 blocks no extra efforts have been made to provide recreational facilities in schools. In some blocks sports and other equipment, obtained some times with the help of a 50 per cent subsidy, have not been properly maintained. Most schools do not have recreational facilities and other amenities. Besides, materials once supplied were not regularly replaced and in many cases have become unusable.

The survey reveals that in a majority of blocks, the teachers in the village schools have not been given training in the philosophy and the working of the Community Development programme. In most of them, they have not shown much interest in these programmes and ~~xxx~~ in a few cases they do not have even faith. "This is a pity as the village school teachers can be a large source of energy and enthusiasm for the Community Development programme."

Community Sense.- The central purpose of the social education programme is to inculcate in the rural people community sense, corporate outlook and social consciousness. This is done through the organisation of social institutions such as community centres, women's organisations, youth clubs etc. The percentage of villages which have such institutions is still very low.

In December 1959, the selected blocks had an average of one community centre for roughly 5,000 people, one women's organisation for about 7,500 and one youth club for about 5,300 persons. Nearly 60 per cent of the social education institutions organised up to December 1959 by the older blocks are either inactive or defunct. This high rate of mortality is found uniformly among the three types of social education institutions and is a matter of serious concern as it shows the magnitude of wasted efforts. The reasons for this state of affairs need to be investigated.

Despite assistance given to community centres in the form of free or subsidised supply of newspapers, sports material, radio sets, furniture, etc., these centres seem to have failed in many blocks to strike roots. In one block all women's organisations are inactive. In several others 14 per cent to 70 per cent of them are almost defunct. In one block 75 per cent of the community centres are reportedly not making any contribution to the social life in the villages. In another, radio sets are mostly idle or have been monopolized by certain persons.

Reports from a number of blocks indicate that the adult literacy programme is liked by villagers. Inadequate funds seem to be one of the main difficulties in a further extension of this programme.

By 1959, all States had not only passed panchayat Acts but also set up panchayats over most parts. Some States have also undertaken the revision of old panchayat Acts in the light of their new requirements.

The States which have implemented or propose to implement the recommendations of the Balwantrai Mehta Committee report, are agreed on the need for village panchayats but have not in all cases accepted its recommendations for setting up statutory bodies at district and block levels.

In the last report it was stated that at the panchayat level "it is the officials who really do the job." There has been little improvement in the situation in most blocks. Reports from a few blocks suggest that the panchayats are taking an active interest in planning. A large number of other blocks, however, present a picture of inadequate participation by the panchayats in planning work and of ineffective functioning by them in general.

In 1958-59 there has been a general increase in the number and membership of co-operatives of all types. Their working capital, owned capital, deposits and business all record a significant increase in 1958-59. It is only the marketing co-operatives, however, that show general improvement in number and working. Unfortunately, they are numerically the least important.

People's Attitude.- The only aspect of people's participation of any importance in the execution of the Community Development programme is their contribution in cash and kind towards the cost of development projects. An attempt has, therefore, been made to assess the nature and extent of such contribution in the blocks under study.

Since the progress in respect of specific projects has been made conditional on the availability of requisite contribution and since the fulfilment of targets of expenditure has been the usual criterion of success in many cases, there has been a tendency to inflate the extent of people's contribution. In extreme cases, the inflation has been sufficient to enable a project to be executed practically within the funds made available by the Government.

The average amount contributed by the people per block as well as per capita record a significant increase in 1958-59. The average increase per block was of the order of 48.5 per cent. This increase, however, does not tell the whole story.

It has been reported that in some of the blocks, the authorities had used all means of persuasion to realise the requisite amount of people's contribution. There have also been reports of inflation of estimates. Sometimes this inflation is due to the inclusion among the public projects of items of work of individual or private benefit. In very few blocks have there been instances of public work or development programmes of common benefit undertaken by the people without any financial or administrative sponsorship from the blocks.

The people's attitudes and reactions in most of the Community Development blocks are not yet generally favourable to the success and growth of the programme. The majority of the villagers do not regard it as their own programme and seem to rely mainly on the Government for effecting the development of the rural areas. The basic philosophy and approach of the Community Development programmes are inadequately subscribed to by the people.

The Rabi Campaign.- To assess its impact upon farming practices the Rabi crop campaign was evaluated by the Programme Evaluation Organisation in the Punjab, Uttar Pradesh and Rajasthan. The campaign seemsto have achieved some success in organising the necessary supplies. One of the findings of the study is that to bring about a rapid increase in agricultural output the Government will have, in the circumstances of the rural economy, to rely very largely on institutional agencies for the distribution of seeds, fertilisers, finance etc., to the farmers.

Moreover, the campaign would leave a permanent ~~mark~~ mark if its experience is used to convert what were necessarily ad hoc arrangements into permanent alternations. The impressions about some other aspects of the campaign are, however, not so favourable. In all the three States it remained, more or less, an official affair.

Another shortcoming was the unevenness of its tempo. It was not maintained adequately over the full season. Again, the impact of the campaign was felt unevenly in different parts of each State. However, it reached all categories of cultivators ~~xxxx~~ and all the sponsored practices showed improvement in the current year. But the progress made varied from item to ~~xxxx~~ item. The results of the campaign suggest first, that it should be followed by more campaigns but, secondly, the succeeding campaigns should be more selective in respect of the empahsis on different practices. These practices, usually the new and unfamiliar ones, should receive relatively greater attention than others.

Different factors, e.g., inadequate ~~supply~~ supply, lack of finance, etc., interfered with the extension of different improved practices. From the available data, the Programme Evaluation Organisation could not come to any definite conclusion, one way or the other, about the effect of the campaign on the yield. The variations in yields are not due only to the differences in the adoption of improved practices.

The Studies.- Aware of the value of intensive case of studies of limited aspects of the Community Development programme, the Programme Evaluation Organisation has studied a number of selected successful panchayats and co-operatives to find out the causes of their success. According to it, most of these panchayats have good records in respect of municipal functions, e.g., street-lighting, primary education, sanitation, supply of drinking water, etc. But the best of them ~~seems~~ seems to be indifferent about the anner in which accounts are kept. The panchayats have worked successfully, though in the majority of them the leadership is multiple.

Most of these panchayats carry on their business in the proper way. But the people hardly take any interest in their day-to-day working, even where under the law, the panchayats have to inform the Gaon Sabha periodically of their achievement and financial ~~position~~ position.

The successful working of the selected panchayats is ascribed to their favourable situation as regards communication and contact with towns, prosperity of the villagers and helpful leadership.

A similar study of selected co-operative societies shows that they owe their success to their location, economic resources and business operations and the conclusion is that the co-operative movement has a better chance of success, if it forms part of the overall planned development of the areas where the societies are located.

Despite the existence of factions in the villages, some of the societies and panchayats have succeeded, mainly because of good leadership. In some instances, however, there is an inverse relationship between leadership and the members' interest. The stronger the leadership, the weaker is the sense of responsibility among the members.

The case studies also reveal a number of shortcomings. Some societies cover small proportions of the village house-holds. Not one of them has linked its loan disbursement to the production programme of the borrowers, not are the loan operations tied to the marketing of the produce by the borrowers.

Rural Unemployment.- The Report has a chapter dealing with some aspects of rural unemployment. One of the findings of this study is that chronic or perennial unemployment is twice as large in magnitude as the extra seasonal unemployment among cultivators and agricultural labourers, and three times or so among artisans. It concludes that the rural unemployment situation cannot be eased by the movement of persons from farms to crafts. In fact, during the past several decades the movement has been in the opposite directions.

The report underlines the fact that rural arts and crafts will have to "expand greatly to absorb even a fraction of the unemployed among cultivators and agricultural labourers". Nor is there much scope for the cultivator to employ his spare time on nonfarm activities. The chapter also gives some estimates of disguised unemployment.

(The Hindustan Times, 11 June 1960).

National Conference on Community Development Criticises
Report on Evaluation.

The National Conference of Community Development expressed on 12 June 1960, its "unhappiness" that an attempt should have been made to evaluate the community development programme, which now extended to over three thousand blocks, by a study of as few as eighteen of them. The Conference was discussing the seventh report of the Programme Evaluation Organisation.

The Conference said that the selection of the blocks had not been done on any scientific basis. The nearness of a block to the programme evaluation officers' headquarters seemed to have been the major criterion rather than the representativeness of a particular block.

The Conference said that it felt "intrigued" by the contradictory findings of the Programme Evaluation Organisation in regard to food production. On the one hand, the report stated that various measures which would be appropriately taken for increasing food production, namely, bringing increased areas under cultivation, increased irrigation facilities, improved seeds and fertilisers had shown notable progress in areas covered by the study, while on the other, it observed that there was not sufficient evidence to conclude that production in those areas had increased.

The Conference was of the opinion that it would be extremely unrealistic to draw any conclusion on the basis of such an "inadequate unrepresentative study".

The Conference recommended that a special committee be set up by the Government of India to examine the adequacy of the Programme Evaluation Organisation to meet current needs of the evaluation of this vital programme.

A proper, effective organisation, the Conference felt, should be built up so that any study that is made should produce an independent and representative report based on scientific data to be of use to workers in the field in improving their work.

Participating in the discussion, the chairman of the Programme Evaluation Organisation, Shri D. Ghosh, recognised the validity of the observations made by the Conference. He agreed to make the necessary amendments in the report which would clearly indicate that the study was not an "evaluation of the community development programme as a whole".

(The National Herald, 13 June 1960).

CHAPTER 3. ECONOMIC QUESTIONS

INDIA - MAY-JUNE 1960

36. Wages

Bihar: Minimum Wages fixed for Employment in Brick Laying

In exercise of the powers conferred under the Minimum Wages Act, 1948, and after considering the advice of the Committee appointed for the purpose of fixing minimum rates of wages for employment in brick laying, the Government of Bihar has by a notification dated 14 April 1960 fixed the following minimum rates of wages payable to different categories of employees employed in the said employment.

- 1. Brick Moulders (inclusive of cutting earth, Kneading earth, watering earth and carrying earth to Parria) Rs.4.50 N.P. per 1000.
- 2. Loading of bricks in Bhatha Rs.2 per 1000
- 3. Unloading of bricks from Bhatha Rs.1.75 N.P. per 1000
- 4. Mistri Rs.65 per month
or
Rs.2.50 Np per day
- 5. Unskilled Mazdoors Rs.1.50 N.P. per day

<u>Serial No.</u>	<u>Name of category of employees in Chimneys</u>	<u>Minimum rates of wages</u>
(1)	(2)	(3)
1.	Brick Moulders (exclusive of cutting earth, Kneading earth, watering earth and carrying earth to Parria).	Rs.3.50 N.P. per 1000
2.	Brick Moulders (exclusive of cutting earth, Kneading earth, watering earth, and carrying earth to Pugmill)	Rs.2.50 N.P. per 1000
3.	Loading of bricks	Rs.1.75 N.P. per day
4.	Unloading of bricks	Rs.1.62 N.P. per day

(1)	(2)	(3)
5. Fireman		Rs.70 per month
6. Coalman		Rs.52 per month or Rs.2 per day
7. Fire Khalasi		Rs.60 per month
8. Mate (over all Supervisor and Mistri)		Rs.90 per month
9. Munshi		Rs.75 per month
10. Chaukidar		Rs.1.75 N.P. per day or Rs.45 per month
11. Rubbishman		Rs.1.75 N.P. per day or Rs.45 per month
12. Unskilled workers		Rs.1.75 N.P. per day or Rs.45 per month

(Notification No.VI/W 3-1010/60 L 3753 dated 14 April 1960,
The Bihar Gazette, Part II, 11 May 1960, p.1774)

Madhya Pradesh: 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 Madhya Pradesh has given notice of its intention to add to Part I of the Schedule under the said Act the employments specified below:

- (1) Employment in any cotton-ginning and pressing factory.
- (2) Employment in potteries.
- (3) Employment in any printing press
- (4) Employment in lime works.

The proposal will be taken into consideration by the Government after 10 September 1960.

(Madhya Pradesh Gazette, Part I, 10 June 1960,
p.672)

Draft Madhya Pradesh Payment of Wages Rules, 1960

The Government of Madhya Pradesh published on 1 July 1960 the draft of Madhya Pradesh Payment of Wages Rules, 1960, proposed to be made in exercise of the powers conferred under the Payment of Wages Act, 1936. The rules prescribe inter alia the forms of various registers to be maintained, the procedure for the imposition of fines, the conditions subject to which deductions may be made, the extent to which advances against wages may be made, the scale of costs which may be allowed in proceedings under the Act, the amounts of court fees payable in proceedings, and procedure for claims out of deductions from wages or delay in payment of wages. The draft rules will be taken into consideration by the Government after 3 October 1960.

(Madhya Pradesh Gazette, 1 July 1960, Part IVA,
pp.805-826)

Mysore: Proposals for Minimum Rates of Wages in Certain
Employments published

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Mysore has published on 14 May 1960 the draft of notifications fixing minimum rates of wages payable to employees in certain employments the details of which are given below:

(1) Cashewnut Industry

Class of Employees	Minimum rates of Wages (All inclusive rates)
I <u>Piece Rates</u>	
1. Shellers	9 nP. per lb.
2. Shellers (Machine)	8 nP. per lb.
3. Peelers	9 nP. per lb.
4. Peeling Pieces	4 nP. per lb.
II <u>Time Rates</u>	
1. Graders	Rs.1.36 per day
2. Roasters	Rs.2.28 do
3. Tinkers	Rs.2.87 do
4. Stencillers)	Rs.2.40 do
Packers)	
5. Bag Carriers)	Rs.2.30 do
Oil Bath Roasters)	
Drivers)	
Yard Workers)	
III Watchmen, Peons, Office Boys, Attenders	Rs.2 per day
IV Office Staff)	Rs.75 per month
Clerks, Typists, Stenogra- phers, Cashiers, Store-keepers)	

(2) Printing Presses in the State of Mysore other than Bombay Area

<u>Class of Employees</u> (1)	<u>Minimum rates of wages</u> (All inclusive rates) (2)
I. Highly skilled.-	
1. Manager)	Rs.4 per day
2. Foreman)	
3. Chargeman)	
II. Skilled.-	
1. Compositor)	Rs.2.50 nP per day
2. Printer)	
3. Binder)	
4. Mono-caster)	
5. Type-caster)	
6. Block-maker)	
7. Process engraver)	
8. Proof Reader)	
9. Mono/Lino operator)	
10. Cylinderman)	
11. Treadle Pressman/Platemán)	
12. Ruling feeder)	
III. Semi-skilled.-	
1. Letterpress Feeder)	Rs. 2 per day
2. Checker)	
3. Packer)	
4. Perforator)	
5. Cutter/Sewer/Folder)	
6. Sewing Machineman)	
7. Apprentice)	
8. Asst. to skilled worker)	
IV. Unskilled.-	
1. Peon/Watchmen Office boy)	Rs.1.75 nP. per day
2. Sweeper)	
3. Cleaner)	
V. Office staff.-	
Clerk, Typist, Stenographer,)	Rs.75 per mensem
Cashier, Store-keeper)	

(3) Printing Press industry in Bombay Area

<u>Class of employees</u>	<u>Minimum rates of wages</u> (All inclusive rates)
I. Highly skilled-	
1. Manager)	
2. Foreman)	
3. Chageman)	Rs.4 per day
II. Skilled.-	
1. Compositor)	
2. Printer)	
3. Binder)	
4. Mono-easter)	
5. Type-caster)	
6. Block-maker)	
7. Process engraver)	Rs.2.50 nP per day.
8. Proof Reader)	
9. Mono/Lino operator)	
10. Cylinderman)	
11. Treadle Pressman/Plateman)	
12. Ruling feeder)	
III. Semi-skilled.-	
1. Letter Press Feeder)	
2. Checker)	
3. Packer)	
4. Perforator)	
5. Cutter/Sewer/Folder)	Rs.2 per day
6. Sewing Machineman)	
7. Apprentice)	
8. Asst. to skilled worker)	
IV. Unskilled.-	
1. Peon/Watchman/Office boy)	
2. Sweeper)	Rs.1.75nP per day
3. Cleaner)	
V. Office staff.-	
Clerk, Typist, Stenographer,)	Rs.75 per mensem
Cashier, Store-keeper)	

(4) Cotton Ginning and Pressing Manufactory

<u>Class of employees</u>	<u>Minimum rates of wages</u> (All inclusive rates)
I. Highly Skilled -	
1 Foreman)	Rs. 3.00 per day.
2 Chargeman)	
II. Skilled -	
1 Boilerman)	Rs. 2.00 per day.
2 Valveman (Pressman))	
3 Openerman)	
4 Engine Driver)	
5 Fitter)	
6 Turner)	
7 Cobbler)	
8 Carpenter)	
9 Blacksmith)	
10 Mechanic)	
III. Semi-Skilled -	
1 Fireman)	Rs. 1.75 per day.
2 Roll cutter)	
3 Number marker)	
4 Finishing Man)	
5 Apprentice)	
6 Assistant to skilled worker)	
7 Oilman)	
IV. Un-Skilled -	
1 Mukkadam)	Rs. 1.50 per day.
2 Ginman)	
3 Watchman, Peon, Office boy)	
4 Sweeper)	
5 Employees engaged in picking, cleaning of kappas)	
V. Office Staff -	
1 Clerk)	Rs. 75 per month.
2 Typist)	
3 Stenographer)	
4 Cashier)	
5 Store-Keeper.)	

(5) Tile Industry

<u>Class of Employees</u>	<u>Minimum rates of Wages</u> (All inclusive rates)
I. High Skilled -	
1 Manager)	Rs. 4 per day.
2 Foreman)	
3 Chargeman)	
II. Skilled -	
1 Burner, Fireman)	Rs. 2-25 per day.
2 Fitter)	
3 Blacksmith)	
4 Machinist)	
5 Turner)	
6 Tile Moulder)	
7 Carpenter)	
8 Mason)	
9 Wheel Turner)	
III. Semi-Skilled -	
1 Die-Operator)	Rs. 1-75 per day.
2 Pan Mill Attender)	
3 Winch Operator)	
4 Pug Mill Attender)	
5 De-Airing Attender)	
6 Tile Receiver)	
7 Finger Car Operator)	
8 Mould Operator)	
9 Ridge Tile Receiver)	
10 Setter)	
11 Sorter)	
12 Stacker)	
13 Firewood Splitter)	
14 Apprentice and Assistant to Skilled Worker)	
IV. Unskilled -	
1 Truck Pusher)	Rs. 1-50 per day.
2 Spade Worker)	
3 Block Cutter)	
4 Measurer and Mixer)	
5 Clay Carrier)	
6 Feeder)	
7 Conveyor and Spew Belt Cleaner and Attender)	
8 Slab Polisher)	
9 Slab Cutter)	
10 Slab Placer and Remover)	
11 Tile Remover)	
12 Tile Placer)	
13 Trimmer and Polisher)	
14 Loader and Unloader)	
15 Mazdoor)	
16 Sweeper)	
17 Watchman)	
18 Attender, Peon)	
V. Official Staff -	
Clerk, Typist, Stenographer, Cabbier,)	

(6) Cardamom Malais and Cardamom Gardens in the State of Mysore
Other than Coorg District -

<u>Class of Employees</u>		<u>Minimum Rates of Wages</u> (All inclusive rates)
1. Men	--	Re. 1.38 per day
2. Women	--	Re. 1.04 per day
3. Adolescents	--	Re. 0.87 per day
4. Children	--	Re. 0.69 per day

(7) Cardamom Malais and Cardamom Gardens in Coorg District -

<u>Class of Employees</u>		<u>Minimum Rates of Wages</u> (All inclusive rates)
1. Men	---	Re. 1.38 per day
2. Women	---	Re. 1.04 per day
3. Adolescents	---	Re. 0.87 per day
4. Children	---	Re. 0.69 per day

(8) Salt Pan Industry in Bombay Area -

<u>Class of Employees</u>		<u>Minimum Rates of Wages</u> (All inclusive rates)
1. Salt Manufacturer	---	Re. 1.75 per day
2. Mud Worker	---	Re. 1.50 per day

(9) Salt Pan Industry in the State of Mysore other than Bombay area -

<u>Class of Employees</u>		<u>Minimum Rates of Wages</u> (All inclusive rates)
1. Salt Manufacturer	---	Re. 1.75 per day
2. Mud Worker	---	Re. 1.50 per day

(10) Textiles (Silk Industry) -

<u>Class of Employees</u>	<u>Minimum rates of Wages</u> (All inclusive rates)
I. Highly Skilled -	
1 Manager) Rs. 4 per day.
2 Foreman	
II. Skilled -	
1 Weaver) Rs. 2-50 nP. per day.
2 Warper	
3 Winder	
4 Doubler	
5 Twister	
6 Drawer	
7 Dyer	
III. Semi-Skilled -	
1 Silk cleaner) Rs. 2 per day.
2 Silk Waste cleaner	
3 Finisher	
4 Folder	
5 Cuccoon Sorter	
6 Ironer	
7 Knotter	
IV. Unskilled -	
1 Reeler) Rs. 1-75 nP. per day.
2 Cooker	
3 Hank-maker	
4 Packer	
5 Wrapper	
6 Skeiner	
7 Mazdoor	
8 Peons, Watchmen, Office Boy, Sweepers.	
V. Office Staff -	
1 Clerk) Rs. 75 per mensem.
2 Typist	
3 Stenographer	
4 Cashier	
5 Store-keeper	

(11) Automobile Engineering including servicing and repairing work -

<u>Class of Employees</u>	<u>Minimum Rates of Wages</u> (All inclusive rates)
I. Highly Skilled -	
1 Foreman) Rs. 4 per day.
2 Chargemen	
II. Skilled -	
1 Turner) Rs. 2.75 nP. per day.
2 Mechanic	
3 Welder	
4 Electrician	
5 Carpenter	
6 Painter	
7 Blacksmith	
8 Fitter	
9 Moulder	
III. Semi-Skilled -	
1 Finker) Rs. 2.35 nP. per day.
2 Asst. to skilled workers	
3 Apprentice	
4 Hammerman	
5 Oilman	
IV. Unskilled -	
1 Helper/Cleaner) Rs. 2 per day.
2 Watchman	
3 Peon	
4 Office Boy	
V. Office Staff -	
1 Clerk) Rs. 75 per mensam.
2 Typist	
3 Stenographer	
4 Cashier	
5 Store-keeper	

(12) Foundry with or without attached machine shafts -

<u>Class of Employees</u>	<u>Minimum rates of Wages</u> (All inclusive rates)
I. Highly Skilled -	
1 Foreman) Rs. 4-00 per day.
2 Chargeman	
II. Skilled -	
1 Core-maker) Rs. 2-75 per day.
2 Moulder	
3 Pattern-maker	
4 Driller	
5 Turner	
6 Machinist	
7 Fitter	
8 Welder	
9 Blacksmith	
10 Carpenter	
11 Painter	
12 Mechanic	
III. Semi-Skilled -	
1 Grinder) Rs. 2-35 perday.
2 Stone cutter	
3 Fireman/Gupolaman	
4 Oilman	
IV. Un-Skilled -	
1 Peon/Watchman/Office Boy) Rs. 2-00 per day.
2 Cleaner	
3 Mazdoor	
V. Office Staff -	
1 Clerk) Rs. 75-00 per mensem.
2 Typist	
3 Stenographer	
4 Cashier	
5 Storekeeper	

(13) Residential Hotels and Eating Houses -

<u>Class of Employees</u>		<u>Minimum rates of Wages</u> (All inclusive rates)
I	Manager	-- Rs. 4-00 per day.
II	Cook) -- Rs. 2-50 per day.
	Sweetmeat maker	
III	Coffee/Tea Maker/Server/ Supplier/Waiter/Bearer/ Butler	-- Rs. 2-00 per day.
IV	(1) Cleaner) -- Rs. 1-75 per day.
	(2) Grinder	
	(3) Peon/Watchman	
	(4) Sweeper	
	(5) Office boy	
	(6) Helper	
V	Clerk, Typist, Stenographer, Cashier, Store-keeper.	-- Rs. 75-00 per month.

N.B.- Where free food and lodging are provided a sum of Re.1 (Rupee one only) per day may be set off against the above minimum wages payable to the workers.

The proposals will be taken into consideration by the Government after 14 July 1960.

(The Mysore Gazette, Extraordinary, Part IV-dc,
14 May 1960, pp. 1-22).

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Working of the Minimum Wages Act, 1948, during the
Year 1956*.

Advisory Boards- Advisory Boards envisaged under the Act were functioning at the Centre and in all States except Punjab and Assam. A proposal to constitute such a board was under consideration in Mysore. Two meetings of the Minimum Wages Advisory Committee for Central Government undertakings were held during 1956, at which the revision of minimum rates of wages in certain employments in the Central sphere and general principles to be adopted for fixation and revision of minimum wages were discussed. In regard to the latter, the Committee was of ~~the~~ the view that the principles could only be finalised with the help of statistics relating to family budgets and cost of living.

The third meeting of the Central Advisory Board set up under Section 8 of the Act was held in September 1956. One of the principal recommendations adopted at this meeting was that 'there should be provision for weekly day of rest with wages in the case of employments in Part I of the Schedule (to the Act) and that State Governments which had not made provision on the above lines should amend their rules,' should be adhered to. The Board also suggested that the Central Government should draw up a list of industries which were considered desirable for further inclusion in the Schedule and bring it up-to-date in the light of labour policy laid down in the Second Five Year Plan and place it before the Advisory Board at its next meeting.

Employments covered.- The details of employment figures of workmen in scheduled employments under the Act in various States is given in the report. The data furnished is, however, incomplete, as many employers have not furnished returns.

* Report on the Working of the Minimum Wages Act, 1948, for the Year 1956 (Labour Bureau, Ministry of Labour and Employment, Government of India. Publication No.40. Published by the Manager of Publications, Civil Lines, Delhi, 1959); pp.74, price Rs.5.75.

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Extension to Additional Employments.- The statement given below shows the extension of the provisions of the Act to additional employment by the appropriate Governments during 1956:-

Madhya Pradesh	Cotton ginning and pressing. Printing Press.
Punjab	Foundries with or without machine shops. Private Presses.
Kerala	Salt Pans, Water transport, other than motor boat transport.
Rajasthan	Gota Kinari industry. Printing Presses. Textile industry. Wool cleaning, pressing and baling.

Fixation of Minimum Wages.- The report gives State-wise and employment-wise minimum rates of wages fixed during 1956. The position as at the end of the year under review was that minimum rates of wages had been fixed for all employments covered by Part I of the Schedule to the Act in the various States except for local authorities in Assam and the erstwhile Hyderabad State, woollen carpet and shawl weaving establishments in Uttar Pradesh and public motor transport in the former Hyderabad State. Minimum rates of wages for agricultural workers had been fixed in all the States except Madras and Kerala (Travancore-Cochin area). In most of these States, wages in agriculture had been fixed for a part of the State only for or for farms above a certain size.

Principles evolved.- The minimum wages committees appointed by various State Governments for recommending the rates of minimum wages to be fixed under the Minimum Wages Act, 1948 have considered the following factors: needs of workers, prevailing wage rates, cost of living, nature of work, size of family, paying capacity of the industry, etc. Available details are given below:-

The Minimum Wages Committees appointed by the Government of Bombay adopted the cost of minimum subsistence as a guide for fixing the minimum rates of wages for scheduled employments. The size of the family for fixing minimum wage rates was taken at three consumption units, viz., worker, his wife and two children. In the absence of direct, adequate and accurate data regarding the financial position of most of the establishments, large and small, as also the cost of living in large parts of the State, evidence supplied by the more thorough deliberations of the Industrial Court, Bombay, (especially in the Cotton Textile Industry) were utilized. Prevailing rates of wages not only in the industry under reference, but also in allied industries, were considered. The State was divided into various zones on the basis partly of population and partly of industrial development.

It was felt that the purpose of the minimum wage legislation would be served to the best possible extent if an amount which was double that of the calculated cost of living for August, 1959 was prescribed as the 'minimum wage' under the Act, for certain employments. In the case of other employments, however, it was felt that the minimum basic wages awarded by the Industrial Court for the cotton textile workers plus an equal amount as the cost of living allowance would be fair both to employers and employees, and would serve the purposes of the Act as well. After taking into consideration the skill, hazard, arduousness, responsibility and other factors involved in the different occupations, these were classified as skilled, semi-skilled and unskilled and minimum wages fixed for these broad categories.

In the Punjab, a few family budgets were examined for fixing minimum wages. The Minimum Wages Committee for Local Authorities in this State decided that "the subsistence plus level" should be adopted as the basis of the 'minimum living wage' in Punjab.

The Minimum Wages (Tea Plantations) Committee, West Bengal agreed with the Fair Wages Committee that the 'minimum wage' must provide not merely for the bare ~~subsistence~~ sustenance of life, but also for the preservation of efficiency of the worker by providing for some measure of education, medical requirements and other amenities. It conducted family budget enquiries among workers employed in tea plantations in the State, examined the size of the family, number of earners, expenditure on various items like food, fuel and lighting, clothing, house-hold requisites, conventional necessities, etc., and recommended minimum rates of wages to be fixed for this employment.

The Minimum Wages Committees in Travancore-Cochin also conducted family budget enquiries for the purpose of recommending minimum wage rates.

Hours of Work.- Section 13 of the Act empowers the appropriate Governments to fix, for any scheduled employment in respect of which minimum rates of wages have been fixed, the number of hours of which may constitute a normal working day and Section 30(g) of the Act empowers them to frame rules for this purpose. Under the Minimum Wages (Central) Rules, 1950, the normal daily hours of work for adults have been fixed at 9 with a spread-over of 12. The daily hours of work for children have been fixed at 4-1/2. The rules framed by the various State Governments contain similar provisions regarding daily hours of work.

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Overtime Wages.- Section 14 of the Act provides that where an employee in any scheduled employment, in respect of which minimum rates of wages have been fixed, works on any day in excess of the number of hours constituting a normal working day, he should be paid for the excess hours worked at the overtime rate fixed under the Act or under any law of the appropriate Government for the time being in force, whichever is higher. Rule 25 of the Minimum Wages (Central) Rules, 1950 provides that, where a worker works for more than 9 hours on any day or for more than 48 hours in any week, he would be entitled to wages (including dearness allowance, etc.) in respect of overtime at the rate of 1-1/2 times the ordinary rate of wages in the case of employment in Agriculture and at double the ordinary rate of wages in the case of any other scheduled employment. The Rules framed by some of the State Governments, viz., Andhra, Assam, Bihar, Bombay, Delhi, Kerala, Madhya Pradesh, Mysore, Orissa, Punjab and Tripura on this subject are similar to the Central Rules. But, there are a few States which have made ~~no~~ no such provision in their Rules. ~~But, there are~~ For example, the Government of Uttar Pradesh did not propose to make any provision about overtime wages as it felt that the Factories Act, 1948 and the U.P. Shops and Commercial Establishments Act, 1947 afforded sufficient protection in this matter to the undertakings coming within their purview and as regards other undertakings, they felt that it would be difficult to implement the provisions.

In the second meeting of the Minimum Wages Central Advisory Board held ~~under~~ during April 1954, it was recommended that the State Rules should provide for the payment of overtime work and where such a provision had not already been made, the State Rules should be amended suitably.

Weekly Holidays.- Under Section 13(b) of the Act, the appropriate Governments are authorised to provide for a weekly day of rest with pay for employees or any class of them in any scheduled employment, in respect of which minimum rates of wages have been fixed. Section 30(f) of the Act empowers the appropriate Governments to frame necessary Rules for the purpose. Section 13(c) of the Act provides for payment for work on a day of rest at a rate not less than the overtime rate. The Minimum Wages Central Advisory Board at its second and third meetings held during April 1954 and September 1956 respectively, recommended that there should be a provision for weekly day of rest with wages in the case of employments in Part I of the Schedule and that the State Governments, which had not made such a provision, should amend their Rules accordingly. The resolution passed at the second meeting was brought to the notice of the State Governments, but there was no unanimity of opinion amongst them on this subject. According to the available information, provision for a weekly paid holiday has been made by the Central Government and the Governments of Assam, Hyderabad (erstwhile), Kerala, Madhya Pradesh (Madhya Bharat Region), Mysore, Punjab (including PEPSU), Rajasthan, Uttar Pradesh, Delhi and Tripura. Though the Rules framed by the Governments of Bihar, Bombay and Madras provide for a weekly day of rest, they do not provide for payment ~~of~~ for that day. The West Bengal Minimum Wages Rules do not provide for a weekly day of rest.

Enforcement.- The position continues to be the same as indicated in the previous year's report. On 31 December, 1956, there were 6 Regional Labour Commissioners, 15 Conciliation Officers, 56 Labour Inspectors and one Junior Labour Inspector under the control of the Chief Labour Commissioner (Central). These officers are responsible for the enforcement of the Act in their respective jurisdictions, in addition to their ~~other~~ other duties. The following table gives the information in regard to the number of inspections made by these officers and the number of irregularities detected by them in the course of these inspections for the year 1954-56:-

Region	No. of Inspections made in 1956.	No. of Irregularities deducted in 1956.
Bombay	171	1,043
Calcutta	80	760
Dhanbad	582	12,573
Kanpur	238 220	1,117
Madras	242 254	1,962
Nagpur	519	2,096
TOTAL.	1,826	19,551

A greater number of inspections were carried out during 1956 as compared to the preceding year and the year 1954. The number of irregularities detected during 1956 was 19,551 as against 8,495 in 1955 and 4,169 in 1954. Out of the total irregularities detected in 1956, Dhanbad region alone accounted for 12,573 forming 64 per cent of the total. During the previous ~~year~~ two years, the largest number of irregularities detected were in the Nagpur Region.

The largest number of irregularities (8,869) in 1956 forming 45.4 per cent of the total, related to non-grant of weekly paid holiday followed by irregularities (3,284) about the non-payment of wages which constituted 16.8 per cent of the total. The other irregularities in order of importance during 1956 were, non-maintenance and improper maintenance of registers (9.2 per cent), non-issue of wage slips (8.7 per cent), short payment of wages (6.4 per cent), and non-display of notices (5.7 per cent). During 1955, 22.4 per cent of the irregularities related to ~~non-maintenance~~ non-maintenance and improper maintenance of registers and 18.7 per cent to non-display of notices showing minimum rates of wages. Although the number of irregularities detected in 1956 was considerable, recourse was taken to penal provisions in a comparatively few cases only. The general policy in this regard has been to get the irregularities rectified by persuasion rather than by prosecution. It was only in extreme cases where the employers were found unreasonable and adamant that prosecutions were launched.

The following statement shows the number of inspections made in the States during 1956:-

State	Number of inspections made in 1956
Andhra	2,492
Bihar	2,211
Bombay	1,157 (excluding the added areas)
Kerala	12,668
Madhya Pradesh	794 (excluding Madhya Bharat)
Madras	6,231
Orissa	1,060
Punjab	1,328
Rajasthan	973
Uttar Pradesh	9,876
West Bengal	175
Delhi	1,481
Tripura	66
Total.	<u>40,512</u>

A total of 387 prosecutions and convictions were launched in 1956 by the various State Governments for non-compliance with the provisions of the Act. Most of the contraventions related to non-display of notices, non-maintenance of registers and non-submission of returns. During the year under review, an amount of 2,466 rupees was imposed as fine in 83 cases, compared to a fine of 4,053 rupees in 109 cases during the preceding year.

Difficulties of implementation in agriculture and in other employments.- The report states that implementation of the Minimum Wages Act in the agricultural employment is beset with difficulties. As has already been pointed out earlier, minimum wages have been fixed for agricultural employment only by a few States and even in these States for certain districts or for big farms only. Some of the problems encountered by the State Governments who have fixed minimum wages for this employment are as below:-

The Government of Bihar stated: "Agricultural workers cannot be classified according to the degree of skill and the only basis of classification is the duration of employment. The immense diversity existing in different areas in respect of the nature of contract or agreement between the employers and employees, the mode of payment of wages and traditional privileges enjoyed by the workers are all the outcome of old conventions. It is, therefore, difficult to ~~implement~~ implement the minimum rates of wages fixed in this employment. Moreover, under-employment, low wages and indebtedness, which are the lot of these workers, are primarily responsible for their low standard of living. They are also unorganised and unionism has not yet developed among this class of workers. There are other impediments also. For example, attached workers are heavily indebted to their employers. When workers demand the statutorily fixed wages, they are asked to repay the loans immediately. Records and registers are also not properly maintained".

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The Government of Bombay noticed that the minimum rates of wages fixed for children in the agricultural employment (being high) adversely affected their employment. In the Ajmer area of Rajasthan, it is difficult to enforce provisions contained in Section 18 (relating to maintenance of records and registers) of the Act in respect of agricultural employment as a majority of land holders are illiterate and their holdings are very small. It was, therefore, suggested that those agriculturists alone who hold 40 acres of land or more should be required to maintain registers and records as prescribed under Section 18 of the Act. In the old Mysore State, some difficulty was experienced in enforcing the Act due to inadequate inspection staff. The Government of Madhya Pradesh reported that the enforcement of the provision relating to hours of work in Agriculture was rather unrealistic because the workers had to act as night watchmen of the crop, apart from their normal work. The State Government was also not in favour of the maintenance of ~~the~~ all the registers and records by the employers.

Similarly difficulties were experienced by the State Governments in ~~enforcing~~ enforcing the provisions of the Act in employments other than Agriculture as well. In Andhra, for instance, the minimum rates of wages ~~fixed~~ fixed for workers employed in the Tobacco (including Bidi making) manufactory were quashed by the Madras High Court and the appeal filed by the Andhra Government in this regard was dismissed by the Andhra Pradesh High Court due to the lack of a continuing Authority. By a recent amendment of Section 3(i)(a) of the Act, this difficulty has been removed and the State Government is now considering re-fixation of wages in this employment. The Governments of Bihar, Madras and Orissa experienced difficulty in implementing the Act in the employment in Road construction and Building operations due to the shifting character of many units in this industry. In Bombay, some difficulty was experienced in enforcing the Act in the employment in Public motor transport, specially in the case of owners plying one or two vehicles and having no fixed working places, because workers were generally not available. It was also noticed in this State that bidi factories in some towns had closed down and had shifted to places where a lower rate of wages had been fixed by the State Government.

Considering the country as a whole, there are wide inter-State disparities in the minimum rates of wages fixed. There are again disparities in the wages fixed by the Central Government for some of the scheduled employments carried on by the different employing Ministries. It was, therefore, decided ~~that~~ at the meeting of the Minimum Wages Central Advisory Board held in April 1954 and at the Labour Ministers' Conference in November 1954 that difficulties arising out of inter-State disparities should be solved by appointing committees consisting of the representatives of the States concerned and the Central Government to consider these problems. The Government is adopting this procedure as far as possible.

(A similar review ~~of~~ for 1955 was reported at Section 36, pp. 17-23 of the report of this Office for February 1958).



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Kerala: The Minimum Wages (Kerala Amendment) Bill, 1960.

The Government of Kerala published on 18 June 1960, the text of the Minimum Wages (Kerala Amendment) Bill, 1960, proposed to be introduced in the Legislative Assembly of the State.

The Statement of Objects and Reasons of the Bill declares that according to Section 3(1)(a) of the Minimum Wages Act, 1948, the minimum rates of wages in respect of employments specified in Part I and Part II of the Schedule to the Act have to be fixed before 31 December 1959.

The minimum rates of wages in respect of employments specified in Part II of the Schedule were fixed by the Government within the time specified in Section 3. But a notification fixing the minimum rates of wages for employees in the Malabar area was declared by the High Court to be invalid. Therefore, it has become necessary to fix afresh the minimum wages in respect of such cases. But the time specified for the initial fixation of the minimum wages is already over. It is therefore necessary to amend the section extending the time for fixing the minimum wages suitably.

As regards the employments specified in Part I of the Schedule, the minimum rates of wages in respect of all such employments in the State have been fixed. However it is possible that some categories of workers might have been left out while fixing the minimum rates. Since Section 3 of the Act has to be amended, opportunity is availed of to extend the time for fixing the minimum rates of wages in respect of employments specified in Part I also, so that if there has been any such omission, the minimum rates of wages in respect of such employments also can be fixed.

It is proposed to extend the time for fixing the minimum rates of wages up to 31 March 1961, and the Government is proposed to be empowered to extend the time further up to 31 March 1962, or any earlier date. The amendments are to apply to the fixation of minimum rates of wages in respect of scheduled employments in the State sphere.

The Bill seeks to amend the Minimum Wages Act for the above purposes.

(Kerala Gazette, Extraordinary,
Vol. V, No. 43, 18 June 1960, pp. 1-2)

Andhra Pradesh Minimum Wages Rules, 1960.

The Government of Andhra Pradesh published on 30 June 1960, the Andhra Pradesh Minimum Wages Rules, 1960, made in exercise of the powers conferred under the Minimum Wages Act, 1948. The rules deal inter alia with terms of office of members of the Committee and the Board, procedure at meetings of the Committee or the Board, summoning of witnesses by the Committee and the Board and production of documents, computation and payment of wages, hours of work and holidays, procedure for claims under the Act, and scale of costs in proceeding under the Act. The rules repeal the Andhra Minimum Wages Rules, 1954, and the Hyderabad Minimum Wages Rules, 1951.

(G.O. Ms.No.1286 Home(Labour-I)
dated 1 June 1960; The Andhra Pradesh
Gazette, Rules Supplement to Part II,
30 June 1960, pp. 290-315)

West Bengal Payment of Wages (Procedure) Rules, 1960.

The Government of West Bengal published on 30 June 1960, the West Bengal Payment of Wages (Procedure) Rules, 1960, made in exercise of the powers conferred under the Payment of Wages Act, 1936, and in supersession of the Bengal Payment of Wages (Procedure) Rules, 1940. The rules deals inter alia with the procedure for claims out of deductions from wages or delay in payment of wages, the form of application for directions by authority, presentation of documents to the authority, appearance of parties, record of proceedings and procedure for appeal against direction made by authority.

(Notification No. 3357L. W/LW/1R-14/59,
dated 11 June 1960; the Calcutta Gazette,
Part I, 30 June 1960, pp. 2264-2270).

Report of the Central Wage Board on Cotton Textile Industry:
Progress of Implementation.

Decision has been taken in several States to implement the recommendations of the Wage Board on Cotton Textile Industry (vide Section 36, pp.57-63 of the report of this Office for March 1960).

Bombay.- The Millowners' Association, Bombay, and the Rashtriya Mill Mazdoor Sangh, the representative workers' union, reached an agreement on 4 May 1960 over the recommendations of the Wage Board regarding wage increase.

As a result of this agreement, all the textile workers in Greater Bombay will get their first increase of 8 rupees for the month of May on the pay day in June, and the arrears of wage increase for the first four months of this year, in July.

Ahmedabad.- A similar agreement had been entered into by the Millowners' Association and the Textile Labour Association of Ahmedabad on 23 May for the implementation of the recommendations of the Cotton Textile Wage Board. The recommendations will be given effect to retrospectively from 1 January last.

Madhya Pradesh.- On 5 May 1960, the Textile mills at Indore, Ujjain, Ratlam and Dewas employing 35,000 workers, announced their decision to implement the recommendation. The one remaining mill, employing 7,000 workers also agreed to the implementation on 28 May 1960.

Rajasthan.- An agreement was signed on 27 May 1960, between the Rajasthan Textile Millowners' Association and the State Branch of the INTUC at Jaipur to ~~implement~~ implement the recommendations of the Wage Board. Besides two committees had been formed, one to report on the work-load and the other on the dearness allowance to be given to textile workers. It had also been agreed that there would be no retrenchment. The recommendations would cover about 15,000 textile mill labourers in the State.

(MOA Notes and News, Vol.III, No.5, May 1960,
pp. 205-207;
The Indian Textile Journal, Vol.LXX, No.836,
May 1960, page 457;
The Hindustan Times, 29 May 1960;
The Statesman, 30 May 1960)

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37. Salaries.

India - May - June 1960.

Mysore: Committee set up to enquire into Pay and Service Conditions of Government Employees.

The Government of Mysore announced on 9 May 1960 the constitution of a five-member official Committee to review the existing pay structure and other service conditions of the State Government employees in the light of conditions now prevailing and to make suitable recommendations regarding the pay structure and other emoluments, due regard being given to the financial resources of the State. The Committee will also take into consideration the recent decision granting interim relief (of Rs.5) to the State employees and other pension benefits.

(The Hindu, 10 May 1960).

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Madras: Government Accepts Pay Commission's Recommendations.

The Government of Madras, after considering the revised scales of pay recommended by the Madras Pay Commission, as well as its other recommendations, has decided to accept all the main recommendations. The revised scales of pay and other benefits are to be given effect to from the salary for June 1960, to be drawn on 1 July 1960. The minimum emoluments of any Government servant under the revised scales will be 60 rupees a month.

The financial implications of the several recommendations in regard to the revision in the scales of pay, upgrading of posts, retirement benefits, increased rate of house rent allowance, etc., made by the Commission and accepted by the Government, work out ~~at~~ to 70.4 million rupees, per annum.

The immediate cost in the coming full year is expected to be of the order of 50 million rupees. "A commitment of this order" the Government states in an official note announcing the decision, "is the utmost that could be undertaken by the Government in the present context of their resources and the present demands on them of the Second Plan expenditure and the higher order of out-lay anticipated in the Third Plan".

Minimum Remuneration.- The Pay Commission has recommended a minimum wage of 60 rupees for an employee drawn from the working classes such as a Last Grade Government servant, with reference to the average working class cost of living index for Madras City, the general rise in the standards of living and the available resources of the State Government. It has proposed that 60 rupees should be the minimum remuneration and no Government employee should get less than that. Similarly, for middle class employees such ~~as~~ as clerks in "white collar" jobs, the Commission has recommended a minimum remuneration of 100 rupees per mensem. Government has carefully ~~examined~~ considered these recommendations in all their implications and has accepted them.

Dearness Allowance.- The dearness allowance as a compensating factor for the rise in the cost of living was sanctioned for the first time in 1941. The present rates of dearness allowance are a result of the increases given from time to time and they have, therefore, become disproportionately large in relation to the basic pay. The Pay Commission has taken the view that a system in which this balancing factor bears no relation to the basic pay can no longer be considered a sound structure. It has, therefore, recommended that the bulk of the dearness allowance should hereafter be merged with the pay the revised dearness allowance being only a relatively small ~~balancing~~ balancing factor which can be directly related to the cost of living index. Since this is the view taken by the Second Central Pay Commission also, the State Pay Commission has recommended revised rates of dearness allowance in line with the rates recommended for the Central Government employees. These rates are 10 rupees up to a basic pay of 150 rupees and above, and below 300 rupees. There will be no dearness allowance for employees drawing more than 300 rupees as basis pay though there will be marginal adjustments in the case of those drawing pay between 300 rupees and 320 rupees. The Government has accepted this recommendation.

The revised pay scales have, therefore, to be understood as representing firstly a formal increase due to the absorption of the bulk of the dearness allowance with pay and secondly, a real increase representing the improvement of the revised scales over the existing scales. A like-for-like comparison can, therefore, be made only between the total emoluments in both cases.

Pay Structure.- In devising the actual scales of pay, the Commission's aim has been to evolve as few scales as are strictly necessary to reflect the principle that different grades carrying roughly the same level of responsibility should receive the same basic pay. Over 500 scales now operating, which have evolved over the years, have been simplified to 100 standard scales by the Commission. Many of the time scales now in existence which are unduly long, have been considerably abridged so that employees at various levels would hereafter reach their maximum emoluments much sooner in their career and will ~~have~~ have the benefit of the higher maximum in the revised scales for longer periods. This will improve their retirement prospects also. Higher rates of increment have been generally provided in later stages in keeping with the increased domestic commitments of the employees at that stage. Overlapping of scales between promotion posts and feeder posts have been reduced to the minimum thereby ensuring real monetary increases on promotion.

In evolving the new pay structure, the Commission has given a special place to technical staff serving in the various development departments of Government and has given a substantial order of increase to these personnel. The Government fully shares the anxiety of the Commission to ensure more satisfactory levels of remuneration for technical staff engaged in nation-building activities. Accordingly, it accepted without any change the large increases recommended to these categories of staff. The following table will show the revised scales recommended by the Commission and accepted by the Government for the key staff in the main development departments:-

Name of Department and post.	Existing Scale.	New Scale.	Increase in Total emoluments at -	
	Rs.	Rs.	Minimum Rs.	Maximum Rs.
Public Works Department:				
Supervisors	100-5-150-10-250	150-5-175-10-225 150-5-175-10-225 15-375.	29	58
Junior Engineers	150-10-250	225-15-375	44	58
Assistant Engineers	250-30/2-380- 40/2-500	350-25-650	21	80
Medical Department:				
Pharmacists (Compounders)	45-2-85	90-4-110-3-140	16	24
Nurses	85-5-150	140-5-220	24	39
Civil Assistant Surgeons.	200-25/2-400	300-15-450-25-575	60	105
Public Health Department:				
Maternity Assistants	40-3-55-1-70	80-3-110-2-120	12	19
Health Inspectors	60-3-90-4-130	100-5-200	11	42
Health Officers (Medical Graduates).	250-25/2-450-50/2- -600	450-25-800	133	115
Agricultural Department:				
Fieldmen Grade II	45-2-55-1-60	90-3-105-4-125	16	36
Demonstrators	135-5-170-10-270	200-10-250-15-400	36	60
Animal Husbandry Department:				
Stockmen	60-3-105	100-4-120-3-150	11	22
Veterinary Assistant Surgeons.	150-5-200-10-300	225-10-275-15-425	44	55
Fisheries Department:				
Assistant Inspectors	60-3-90-5-100	125-5-175	36	54
Inspectors	120-5-160-10-220	175-10-225-15-375	29	93
Assistant Directors	250-30/2-260- 40/2-500	350-25-650	57	80
Industries Department:				
Extension Officers (Industries).	100-5-150-10-250	150-5-175-10-225- 15-375	29	58

Basic Staff.- Based on the ~~minimum~~ minima of 60 rupees for an unskilled employee and 100 rupees for a white-collared worker, the Commission has suggested and the Government has accepted the following revised scales for the staff who are common to all offices:-

	Existing Scale	New Scale	Increase in Total emoluments at:	
	Rs.	Rs.	Minimum Rs.	Maximum Rs.
Last Grade Government Servants--	18-1-25	50-1-60	7	9
Lower Grade Division Clerks --	45-3-60-2-90	90-4-110-3-140	16	19
Upper Division Clerks --	80-5-110-3-125 - 80-5-110	125-5-175	14	23 41
Police:				
Police Constables --	30- $\frac{1}{2}$ (A)-40	65-1-70-2-90	9	22
Head Constables --	40-1-50-EB-2-60	85-2-105	17	16
Sub-Inspectors --	80-3-95-4-115 -EB-2-135-EB-3-150.	140-5-220	29	39

Teachers.- Within the resources available, the Commission has tried its best to suggest improvements in the emoluments of teachers of all grades employed under all agencies. Apart from the low scales of pay, the most serious grievance of teachers so far has been the disparity in emoluments among teachers employed under different agencies such as Government, Local Bodies and Aided institutions. The Commission has considered that this disparity cannot be upheld on any rational basis and will have to go. It has therefore recommended revised scales of pay which would be applicable uniformly to all classes of teachers. Government has accepted this recommendation.

Category				
Lower Elementary Grade Teachers.	--	23-1-35	55-1-70	6 9
Higher Elementary Grade Teachers.				
Government	--	30-1-50		9 11
Local Bodies	--	30-1-45	65-1-70-2-90	9 16
Aided	--	30- $\frac{1}{2}$ -33		9 31
Secondary Grade Teachers:				
Government	--	45-3-60-2-90		16 19
Local Bodies	--	45-2-85	90-4-110-3-140	16 24
Aided	--	45-2-85		16 24
School Assistants:				
Government	--	85-5-125-10-175		24 39
Local Bodies	--	75-5-145	140-5-180-10-250	34 75
Aided	--	75-5-145		34 75

Similarly higher scales have been prescribed for teaching staff of Colleges and Technical institutions.

Industrial Workers.- The Commission was specifically asked to suggest revised scales of pay for industrial employees of Government such as those employed in the State Transport, Government Press and Public Works Highways and Agricultural Engineering Workshops. The Commission has given due regard to the representation made by the concerned workers themselves and suggested revised scales which would give the same order of increase as that given to other comparable staff.

Name of Department and post.	Existing Scale.	New Scale.	Increase in total emoluments at	
	<u>Rs.</u>	<u>Rs.</u>	<u>Minimum</u> <u>Rs.</u>	<u>Maximum</u> <u>Rs.</u>
State Transport:				
Cleaners	20-1-35	55-1-70	10	9
Conductors	30-2-50	70-2-90	18	11
Drivers	40-2-60	80-2-100	12	11
Government Press:				
Junior Binders, etc.	30-2-50	70-2-100	14	21
Senior Binders, etc.	40-2-60-EB-2-70	80-3-110	12	9
Junior Mechanics, etc.	35-2-55-1-65	70-2-90-3-105	9	9
Hand Compositors.	40-2-60-3-75	80-3-110	12	4
Public Works Workshops:				
Magdoors	20-1-30	50-1-60	5	4
Highways:				
ToolBoys, Oilmen, etc.	15-1-25	50-1-60 50-1-60	10	9
Agricultural Engineering Workshops:				
Foremen, etc.	40-2-60	80-2-100	12	11

Retirement Benefits.- One of the main attractions of Government service has always been the availability of a reasonable provision in retirement. The non-industrial employees of Government are now either under the Pension Scheme or the Contributory Provident Fund Pension Scheme. The drawback of the Pension Scheme is that there is no provision whatsoever for the family in the event of the death of the Government servant in harness or immediately after retirement. The scheme was therefore modified by the Cabinet Salaries Committee 1946, and the Contributory Provident Fund Pension Scheme was drawn up and applied to all employees who entered service after 1 April 1950. Under this scheme the pension is calculated on the basis of one-fourth of the average basic emoluments and in lieu of the reduction in pension, Government will contribute to the Provident Fund 9 pies in the rupee of the basic pay of the employee. The employee should also contribute a minimum of one anna in the rupee and should compulsorily insure himself from out of his subscription. The amount in the Provident Fund will be paid to the employee on his retirement.

The Commission has reviewed the working of the scheme and has recommended that it should be replaced by a simpler scheme, which while avoiding many of the defects now noticed in its practical feature, viz., the assurance of a lumpsum payment to the employee or to his family on his retirement or death. In this view, it has recommended the adoption of the Liberalised Pension Scheme in force for Central Government employees. The essence of the Liberalised Pension Scheme is the provision of a gratuity which is payable to every Government servant on retirement or on his death if earlier, provided a certain minimum of qualifying service is put in. In addition to the gratuity, the scheme provides for the payment of a recurring pension to the family in the event of the death of the employee after he has completed 20 years of qualifying service. This recurring payment will be made for 10 years after the death of the employee or for 5 years after the due date of retirement, whichever is less.

It may be pointed out that the absorption of the bulk of the dearness allowance with pay will substantially improve the retirement benefits of the employees particularly in the lower levels such as Last Grade Government Servants, Police Constables, Lower Division Clerks, Higher and Secondary Grade teachers, etc. This is because pension is calculated on the basis of the average pay which excludes the dearness allowance. For a Last Grade Government servant, the new basic pay is 278 per cent of ~~new basic pay~~ the existing pay. For Lower ~~Division~~ Grade Teachers in Government schools, it is 239 per cent of the present basic pay. For Police Constables and Higher Grade Teachers, it will be 217 per cent of the present basic pay. For Lower Division Clerks and Secondary Grade teachers, it will be 200 per cent. For Upper Division Clerks, it will be 158 per cent. The increases in pension will be of a corresponding order.

In view of the significant increase in the rate of pension which will accrue to employees retiring under the revised scales, there will be large disparities between the pensions drawn by employees who have already retired and those who will be retiring in future. This will cause much heat-burning amongst existing pensioners who are already hit hard by the increase in the cost of living. The Commission has therefore recommended for the favourable consideration of Government an enhancement of the temporary increase now being given to pensioners from 6 rupees to 10 rupees for all pensioners drawing a pension of 100 rupees or less. Though pensioners do not come within the scope of the general revision of pay, Government has accepted this recommendation. The benefit of this increase will naturally not be available to employees who retire on the new scales of pay.

The Commission has made two other important recommendations in regard to retirement benefits. Firstly, the Commission has felt that all continuous temporary service rendered in a regular capacity should count in full for pension. Secondly, the Commission has recommended that holders of scientific and technical posts with research and post-graduate qualifications, doctors and judicial officers who enter Government service above the age of 25 may be allowed to add for qualifying service one-fourth of the actual length of service limited to a maximum of 5 years or the period by which their age at the time of retirement exceeded 25 years whichever is less. The Government has accepted both these recommendations.

House Rent Allowance.- There are now two schemes of House Rent Allowance in force. The Madras House Allowance scheme is applicable to Government servants serving in the City, Gazetted as well as non-Gazetted, who draw a pay exceeding 150 rupees in a scale which is in force both in the City and in the mofussil. The Commission has not suggested any change in the scheme except raising the limit for eligibility to 200 rupees in view of the higher revised scales of pay. The second scheme is the Madras House Rent Allowance scheme which is applicable to all Government servants drawing a pay not exceeding 150 rupees. The Commission has recommended the extension of this scheme to all employees in Madras City who would be getting a pay up to 500 rupees in the new scale. In effect this would mean that the scheme is extended for the first time to cover all non-Gazetted Government servants and also junior Gazetted Officers. The Government have accepted the recommendation to extend the scheme to all the employees in Madras City up to a pay limit of 500 rupees. Along with the extension of the coverage of the scheme, the Commission has recommended higher rates of House Rent Allowance as follows:-

Pay Limit.	Rate of House Rent Allowance.
Below a pay of Rs. 90 -----	Rs. 10
Between Rs.90 and Rs. 300 -----	Rs. 15
Between Rs.300 and Rs.500 -----	Rs. 20

This would mean that Last Grade Government Servants and similar categories will get an increase of 3 rupees per mensem while Lower Division Clerks and similar categories will get an increase ranging from 3 rupees to 6 rupees. Persons getting a pay between 200 rupees and 500 rupees in the new scales and who are not eligible for this allowance now, will be getting 15 rupees or 20 rupees for the first time. Government has accepted this recommendation.

Regarding mofussil employees, the Commission has recommended the extension of the scheme to all employees getting a pay up to 300 rupees in the new scale in the bigger Municipalities (included in Group II), such as Madurai, Coimbatore, Tiruchirappalli, Salem, Vellore, etc., but have not suggested any changes in the rates of House Rent Allowance. There is to be no change either in the rates or in the coverage for other employees in the mofussil. The Government has accepted these recommendations.

Number of Holidays.- The Commission has also drawn attention to the complaint that the number of holidays for Government employees in this country is far too many. In line with the recommendations of the Second Central Pay Commission, it has suggested that the number of closed holidays may be reduced from 26 at present to 15 in a year. The employees may in addition be allowed three optional religious holidays. The limit for eligibility for casual leave will also be reduced from 15 to 12 days in a calendar year. The Commission has pointed out that the total number of hours of work in Madras State is lower than those in most of the other State Governments. It has, therefore, suggested that the hours of work may be altered as from 10-30 A.M. to 5 P.M. with half-an-hour break for lunch. Government has accepted these recommendations. These changes will be given effect to as early as possible.

(The Hindu, 21 June 1960).

38. Housing.

India - May - June 1960.

National Sample Survey Preliminary Report on Housing
Conditions in India.

The National Sample Survey in its seventh round (October 1953 - March 1954) collected data on housing conditions and facilities in India. A preliminary report based on the data has been published recently*. The report is based on data collected from 4181 rural sample households in 945 sample villages and 1713 urban sample households in 441 sample blocks of 53 sample towns and the four cities of Bombay, Calcutta, Delhi and Madras. A summary of the main results of the survey is given below:-

Number of persons and number of rooms per household.- In rural India 33.99 and 32.30 per cent households live in one room and two rooms respectively. The percentages of one-member and two-member households however are 7.55 and 9.41 for rural India. In urban sector 43.64 per cent and 28.16 per cent households live in one room and two rooms respectively, but there are only 15.81 per cent one-member and 11.49 per cent two-member households. The percentage of households possessing more than 6 rooms is 3.79 for rural sector and 5.55 for urban sector.

Average number of persons per room.- Of the rural households, 26.61 per cent and of the urban households, 23.33 per cent have more than 3 persons per room. 8.41 per cent ~~more~~ of the rural households, and 9.71 per cent of the urban households have less than 1 person per room.

* The National Sample Survey Seventh Round: October 1953 - March 1954, Number 26. A Preliminary Report on Housing Condition. Issued by The Cabinet Secretariat: Government of India and published by the Manager of Publications, Civil Lines, Delhi-8. pp. VI + 69.

Household floor space.- Of the rural households 14.96 and of the urban households 25.94 per cent occupy 100 square feet or less each. 11.97 per cent of the rural households and 7.05 per cent of the urban households possess more than 900 square feet each.

Floor space per person.- Such rural households whose members enjoy up to 50 square feet of floor space per head constitute 14.25 per cent of the total. For urban sector that percentage is 21.14. Up to 100 square feet of floor space is enjoyed by 38.47 per cent of rural and 45.82 per cent of urban households. Of the rural households 8.33 per cent and of the urban households 7.86 per cent have per person a floor space above 300 square feet. The average floor space per household in rural and urban sectors are respectively 99.49 and 85.69 square feet.

Household occupation and accommodation.- In rural sector 54.00 per cent of agricultural labour households as against 16.34 per cent of farmer households live in single rooms. In urban areas 65.57 per cent of manual worker households as against 26.32 per cent for office worker households live in single rooms. Further, 70.65 per cent of the office worker households and 94.58 per cent of the manual worker households occupy 500 square feet or less each. In rural areas, the proportion of farmer and agricultural labour households occupying 500 square feet of floor space or less are 54.78 and 84.58 per cent respectively. 53.67 per cent of manual worker households in urban area and 26.96 per cent agricultural labour households in rural areas occupy 100 square feet of floor space or less each.

Drinking Water Supply and Sanitary Facilities.- Of the rural population 71.86 per cent and of the urban population 42.35 per cent have wells as their source of drinking water. Tubewells are the source of drinking water for 3.13 per cent of the rural and 6.99 per cent of the urban population. Only 0.30 per cent of the rural, but 42.14 per cent of the urban population get tap water supply for drinking. The rest of the households gets their supply of drinking water from tanks, rivers, lakes, etc.

Only 4.88 per cent of the rural households have built-up latrines; in urban areas 56.37 percent of households use built-up latrines. 21.43 per cent of the urban households have these latrines for their exclusive use while 34.94 per cent use them in common with other households.

Types of Materials of Houses.- Of the rural households 84.55 per cent and of the urban households 44.35 per cent have mud plinths. At the other end, 12.25 per cent of the rural and 53.25 per cent ~~of~~ of the urban households have plinths made of bricks or stones. Mud and bamboo are used predominantly in construction of walls in rural areas and 83.18 per cent of households have such walls. Of the rural households 15.46 per cent have brick or stone walls. In urban areas, 55.17 per cent of the households have brick or stone walls and 42.16 per cent have mud or bamboo walls. Of the rural households 69.64 per cent and of the urban households 32.85 per cent have roofs made of straw or mud tiles (mud khola) and 4.07 and 29.50 per cent of households in rural and urban areas respectively have pucca roof. A combination of mud, bamboo and ~~g~~tar has been considered as all kutcha type and of stones, bricks and mortar considered as all pucca type. Of rural households 63.35 per cent and of the urban households 24.49 per cent live in all kutcha structures, and 2.66 percent of the rural and 27.64 per cent of the urban households live in all pucca structures. Of the agricultural labour households 73.78 per cent and of the manual workers households 34.36 per cent live in all kutcha structures. In the rural area of all the households spending less than 51 rupees a month, only 1.64 per cent occupy pucca houses. The comparative figure for urban area is 23.24 per cent.

Subsidised Industrial Housing Scheme: Liberalisation
ensures 100 per cent Aid.

An industrial worker is now assured of 100 per cent of the finances he would require for building a house under the subsidised industrial housing scheme according to an official Press release.

This has been made possible by liberalising the financial aid available under the scheme and by amending the Employees' Provident Fund Scheme. The loan quantum under the subsidised industrial housing scheme has been increased from 50 per cent to 65 per cent of the approved cost of a house, which, along with the subsidy of 25 per cent will meet 90 per cent of the cost.

With the amendment of the Employees' Provident Fund Scheme, a worker can obtain the balance of 10 per cent from his contributions to the fund as a non-refundable advance.

It is expected that these facilities will provide sufficient inducement to industrial workers to set up co-operatives for building houses for themselves. Under the scheme, financial aid is made available to the approved agencies, viz., co-operative societies of industrial workers, private employers, State Governments, statutory housing boards and municipal bodies.

(The Tribune, 21 May 1960).

Rural Housing: Central Loan Assistance Raised.

The Government of India has taken decisions on the recommendations of the Housing Ministers' Conference held in Hyderabad last November (vide Section 38, pp.78-82 of the report of this Office for November 1959), regarding the Village Housing projects scheme.

The Government has decided, says an official note, to increase the quantum of loan assistance under the scheme from 50 per cent to 66-2/3 per cent of the cost of construction of a house, subject to a maximum loan of 2,000 rupees. Hitherto, the maximum loan available was 1,500 rupees.

The decision in increasing the loan assistance to 66-2/3 per cent has been taken as it was represented to the Government that the average villager found it difficult to contribute 50 per cent of the cost of a house and also that the unskilled labour that a villager himself or his family members could normally provide for the construction of a house did not amount to more than 30 per cent in terms of the cost. The Government expects that this decision will give an impetus to the rural housing programme.

The Government has agreed with the recommendation of the Housing Ministers' Conference that the State Governments should be allowed to utilise up to 15 per cent of the loan available to them, under the scheme, to provide loans to villagers for the improvement of their houses.

The Government has also accepted the recommendation of the conference that in the case of States with a large rural population, Central aid to the State rural housing cells should be raised to 50,000 rupees per annum. Hitherto, the bigger States received aid up to 40,000 rupees and the smaller ones up to 35,000 rupees. The State rural housing cells are the agency for implementing the village housing programme. They supply designs and lay-outs according to the requirements of villagers and afford them such technical assistance as is necessary.

The Government has decided that the research-and-training centres already set up under the village housing projects scheme should continue during the Third Plan period. These centres have been set up for the purpose of promoting research in the improvement of local building materials and construction techniques for village housing, and for the training of technical personnel required for implementing the projects.

The recommendation of the Conference that the Government of India should bear 50 per cent of the cost of roads and drains in selected villages as outright subsidy has not been accepted. The Government, however, has suggested to the States that, for the present, the funds available with community development blocks should be utilised to the extent possible for the construction of roads and drains.

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

INDIA - MAY - JUNE 1960.

41. Agriculture.

Mysore Prevention of Fragmentation and Consolidation of
Holdings Bill, 1960.

The Government of Mysore published on 2 June 1960, the Mysore Prevention of Fragmentation and Consolidation of Holdings Bill, 1960, to be introduced in the Legislative Assembly of the State. According to the Statement of Objects and Reasons of the Bill, at present the Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947, is in force in the Bombay Area and the Hyderabad Consolidation of Holdings and Prevention of Fragmentation Act, 1955, is in force in the Hyderabad, area.

Both the First Five Year Plan and the Second Five Year Plan have emphasised that in all States, programmes for consolidation of holdings should be expanded and pursued with vigour. It is considered necessary to have a uniform Law relating to prevention of fragmentation and consolidation of holdings applicable throughout the new State of Mysore. Hence this Bill.

The main features of the Bill are:-

(1) A plot of Land of less extent than appropriate standard area which is not profitable for cultivation is considered a fragment.

(2) Future fragmentation of Lands is prevented.

(3) Every holder will be given a compact area equivalent in value to what he held before in the scattered fields.

(4) Transfers or partitions which would result in creation of a fragment are prohibited.

(5) During consolidation proceedings, nobody will become landless however small his holdings may be, and big holders will not get enlarged holdings.

(6) Any owner of fragment can transfer such fragment to the owner of contiguous survey number on payment of compensation determined by the Deputy Commissioner. If the contiguous owner refuses to take it, he can transfer it to the State Government.

(7) If a holding is burdened with lease, mortgage, debt or other encumbrances, such encumbrance shall be transferred therefrom and attach itself to the holding allotted to the original owner thereof in the scheme.

(The Mysore Gazette, Part IV-Section 2A, 2 June, 1960, pp. 225-246) .

Maharashtra: Scheme for Distribution of Waste Land for Landless Agriculturists.

Shri V.P. Naik, Minister for Revenue, Maharashtra State stated at a press conference on 17 June 1960, that nearly 54,500 acres of waste land will be distributed among 4,500 families of landless agriculturists in six districts of Maharashtra before 25 June 1960. The six districts are West Khandesh, East Khandesh, Ahmednagar, Poona, Nasik and Kolhapur. An amount of 2,650,000 rupees would be spent by the Government, by way of loans and subsidies, on the rehabilitation of those to whom the waste land was allotted.

For the ~~expenditure~~ expeditious distribution of the land, three Government departments - Agriculture, Revenue and Social Welfare - have drawn up a coordinated plan.

Land allotment would be from ten to 16 acres per family. The allottees will not have transferable rights. While the distribution of land is expected to be completed by 25 June efforts are also being made to give the allottees all the necessary help in the form of seed, agricultural implements and bullocks, by the end of the first week of July.

The Revenue Minister stated that with the experience gained in the distribution of land in the six districts, it should be possible to carry out similar work in the other parts of the State as quickly as possible.

The Minister stated that the Government had decided to treat the six districts as "pilot" districts for the land distribution scheme. Coordinating committees were being formed at the district level to facilitate the distribution of loans and subsidies and to enable the allottees to cultivate their land even during the current season.

(Times of India, 18 June 1960).

43. Handicrafts.

India - May - June 1960.

U.P. Co-ordinated Development of Industrial Co-operatives suggested.

The Uttar Pradesh Co-ordination Committee for Industries suggested on 21 April 1960 that various all-India organisations, State boards and departments engaged in industrial development should have an integrated pattern of work to avoid duplication and overlapping.

The Committee felt that the pooling of resources would accelerate the implementation of industrial programme.

It was recommended that the State Khadi and Village Industries Board should be persuaded to co-ordinate its activities with other agencies in the development of village industries in the Community Development areas of the State.

Another recommendation of the Committee was for the establishment of a number of small co-operative industrial colonies in rural areas. These areas should consist of 15 to 20 small industrial units catering to rural requirements.

The Committee approved of a suggestion that a committee might be constituted at the directorate level to conduct the affairs of industrial estates, including determination of priorities for industries to be set up and taking measures to speed up the commissioning of the estates.

(The Hindustan Times, 23 April 1960)

44. Merchant Marine and Fisheries.

India - May - June 1960.

Adoption of System of Payment by Results in Ports:
Enquiry Committee appointed.

A Resolution dated 12 May 1960 of the Ministry of Transport and Communications, Government of India, states that in November 1956, the Government of India appointed Shri P.C. Chaudhuri, I.C.S., as Officer on Special Duty, to undertake an enquiry into certain demands of Port labour. Government's decisions on his Report were announced on 20 July 1958 (vide pages 39-43 of the report of this Office for August 1958). In paragraph 9 of that Resolution, Government agreed that the feasibility of payment by results to Tally Clerks, shed staff, stackers, mobile crane drivers and wagon loaders and unloaders wherever they are provided by the major ports, should be examined with expedition and also suggested that, with this object in view, the Bombay Port Trust should extend the scope of certain investigations already initiated by them. In the light of subsequent developments, Government has reviewed the matter further and has decided to set up a Committee of five members with Shri F. Jeejeebhoy, as Chairman, to examine ~~further~~ the feasibility of introducing a system of payment by results to these categories.

The Committee will be required (a) to examine the feasibility of extending the system of payment by results to those categories of employees of the Port Trusts of Bombay and Madras which are mentioned in paragraph 9 of the Resolution referred to above, and (b) to devise suitable schemes for payment by results to the categories in respect of which such payment is considered feasible. The Committee has been requested to make every effort to complete its work and submit its report within six months.

(The Gazette of India, Extraordinary, Part I, Sec.1,
14 May 1960, page 805).

Development of Four Intermediate Ports Recommended.

The four intermediate ports of Tuticorin, Mangalore, Paradip and Porbandar have been recommended for development as all-weather ports with modern facilities at a total cost of 377.6 million rupees by the Intermediate Ports Development Committee appointed by the Government of India.

The Committee has recommended the development of Tuticorin (Madras) at a cost of 102.7 million rupees and of Mangalore (Mysore) at a cost of 127 million rupees as first priority works. Paradip (Orissa) and Porbandar (Gujerat) have been named second priority works at a cost of 95.4 million rupees and 52.5 million rupees respectively.

The Committee has recommended development works for 21 intermediate ports round the large coastline of India, including a few minor ports which, in its opinion, should be developed as intermediate ports.

The Committee with Shri H.P. Mathrani, Development Adviser and Joint Secretary in the Ministry of Transport and Communications, as Chairman, was asked to select suitable intermediate ports for intensive development in the order of priority and to determine the extent of development required at these ports, taking into account the broad national considerations as well as the regional requirements, engineering aspects and traffic potential of the hinterland and the transport cost.

In its report, which is now being considered by the Ministry of Transport and Communications, the Committee has underlined the need for developing additional capacity at ports to cope with the growing volume of cargo to be handled, particularly in view of the expected increase in the exports of iron ore.

According to the Committee's estimate, iron ore exports from India will rise to 15 million tons a year by 1966-67 as against 2.8 million tons in 1959-60. It would, therefore, be desirable, in its opinion, to plan the development of ports for the next five to 10 years for handling 15 million tons of iron ore cargo.

In its view, the development recommended in respect of intermediate ports, together with the development of the major port of Visakhapatnam, would help create this capacity.

The Committee has recommended that besides Mangalore and ~~Paradip~~ Paradip, Kakinada and Masulipatam in Andhra Pradesh, Cuddalore in Madras, Karwar in Mysore and Redi in Maharashtra should be developed for handling iron ore exports to the extent of 4.5 million tons.

The capacity for handling iron ore exports in respect of the intermediate ports recommended by the Committee is: Paradip - 0.25 to 0.5 million tons; Masulipatam - 0.3 million tons; Kakinada - 0.2 million tons; Cuddalore - 0.5 million tons; Mangalore - 2 Million tons (provided this port is found suitable for not less than 34 feet draft) and Redi - 0.5 million tons.

The Committee which visited all the intermediate ports has also recommended that Neendakara in Kerala State should be developed as an intermediate port to cater for about 0.4 million tons of traffic a year, considering the traffic which originates from the Quilon region. It has recommended first priority development works for this port at an estimated cost of 9.250 million rupees.

In regard to Paradip, which is already being used as a lighterage port (that is, cargo being taken to steamers standing in stream by light vessels) it has recommended it should be developed for handling 0.25 million tons for the present iron ore traffic.

The Committee has said that it may be necessary to provide an all-weather port at Paradip together with a railway line from Cuttack to Paradip when the traffic reaches 0.55 million tons a year. For handling 0.25 million tons traffic, the Committee considers that works costing 9.9 million rupees should be given priority. As the traffic increases, certain additional works will have to be provided at a cost of 5.530 million rupees.

The Committee has estimated a traffic of one million tons a year at Tuticorin by the end of 1964-65. For this traffic, it considers a deep-sea harbour there necessary. Pending the decision of the Government of India regarding Tuticorin's future as an all-weather port, the Committee has suggested certain normal development works which, in its opinion, are necessary if the port is to continue as a lighterage port even for a few years. These works are estimated to cost 2.7 million rupees.

The Committee expects a traffic of 0.35 million tons at Porbandar by the end of the third Plan.

The construction of an all-weather port would cost 52.5 million rupees and in the Committee's view, for a trade of 0.35 million tons there would not be economic justification for the development of the port into an all-weather port. It has, therefore, suggested that as the bulk of the expected increase in traffic is in valuable commodities such as cement and soda ash, it may be economical to convert this port into an all-weather port when there are indications of its rising to about 0.5 million ~~xxxxxxxxxxxx~~ tons a year.

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MAY - JUNE 1960.

50. General.

Motor Transport Workers Bill, 1960.

Shri Gulzarilal Nanda, Minister for Labour and Employment, Government of India, introduced in the Lok Sabha on 29 April 1960 a Bill to provide for the welfare of motor transport workers and to regulate the conditions of their work.

According to the Statement of Objects and Reasons of the Bill, there are at present certain enactments like the Motor Vehicles Act, 1959 and the Factories Act, 1948 which cover certain sections of motor transport workers and certain aspects of their conditions of employment. There is, however, no independent legislation applicable to motor transport workers as a whole or for regulating the various aspects of their conditions of employment, work and wages. It is considered desirable to have a separate legislative measure for motor transport workers which would cover matters like medical facilities, welfare facilities, hours of work, spread-over, rest periods, overtime, annual leave with pay, etc., on the analogy of similar enactments for workers in factories, mines and plantations. The present Bill is intended to achieve this object.

The main provisions of the Bill are summarised below.

Scope.- The proposed enactment will apply to every motor transport undertaking employing ten or more motor transport workers. However, the State Government has been empowered to apply this measure to any motor transport undertaking employing less than ten but not less than five motor transport workers.

Registration of Undertakings.- The State Government is required to classify the services run by every motor transport undertaking into (1) city service, (2) long distance passenger service, and (3) long distance freight service. Every employer of a motor transport undertaking is required to have the undertaking registered under the provisions of the Bill.

Inspecting Staff.- Clauses 5 to 8 of the Bill deal with the powers of chief inspector, inspectors and duties of certifying surgeons and the facilities to be afforded to inspectors.

Welfare and Health.- Clauses 9 to 13 of the Bill specify the minimum facilities for welfare and health that the employers will have to provide for motor transport workers. These facilities relate to provision of canteens in every undertaking employing 100 or more workers, provision of rest rooms in undertakings where workers are required to stay on duty at night, supply of uniforms, raincoats and other like amenities for protection against rain or cold, medical facilities and first-aid facilities.

Hours of Work.- No adult motor transport worker engaged in any city service shall be required or allowed to work for more than eight hours in any day and forty-eight hours in any week. The hours of work of such motor transport workers shall be so arranged that inclusive of interval for rest they shall not spread-over more than ten-and-a-half hours in any day.

No adult motor transport worker engaged in any long distance passenger service shall be required or allowed to work for more than nine hours in any day and forty-eight hours in any week. The aforesaid period of forty-eight hours may, with the approval of the prescribed authority, be increased to fifty-four hours. The hours of work of such motor transport workers shall be so arranged that inclusive of interval for rest they shall not spread-over more than twelve hours in any day and sixty-three hours in any week. The aforesaid period of sixty-three hours may, with the approval of the prescribed authority, be increased to seventy-two hours.

No adult motor transport worker engaged in any long distance freight service shall be required or allowed to work for more than nine hours in any day or forty-eight hours in any week. The aforesaid period of nine hours may, with the approval of the prescribed authority, be increased to ten hours. The hours of work of such motor transport workers shall be so arranged that inclusive of interval for rest they shall not spread over more than twelve hours in any day and two hundred and fifty-two hours in a period of four weeks. The aforesaid period of twelve hours may, with the approval of the prescribed authority, be increased to fourteen hours.

No adolescent between 15 and 18 years of age shall be employed or required to work as a motor transport worker in any motor transport undertaking:(a) for more than six hours a day including rest interval of half-an-hour; (b) between the hours of 10 P.M. and 5 A.M.

The hours of work in relation to adult motor transport workers on each day shall be so fixed that no period of work shall exceed five hours and that no such motor transport worker shall work for more than five hours before he has had an interval for rest for at least half-an-hour.

Weekly Rest.- The State Government may, make rules providing for a day of rest in every period of seven days, which shall be allowed to all motor transport workers.

Employment of Young Persons.- Clauses 23 to 26 contain special provisions regarding employment of children and adolescents in view of their tender age. Employment of children (i.e. persons below 15 years of age) in any motor transport undertaking is prohibited while adolescents can be employed subject to certain specified conditions.

Clause 27 provides for the application of the Payment of Wages Act, 1936 to motor transport workers. This will ensure that the wages of the workers are paid in time without unauthorised deductions. Clause 28 provides for payment of extra wages to motor transport workers for overtime work. Clauses 29 and 30 provide for the grant of annual leave with wages to motor transport workers on the lines provided for in the Factories Act, 1948. Clause 39 ensures that where a motor transport worker is entitled to benefits which are more ~~advantageous~~ favourable than those provided for in the Bill, he shall continue to enjoy those benefits.

Clause 40 provides for exemptions from the provisions of the Bill in certain cases.

Kerala Shops and Commercial Establishments Bill, 1960.

The Government of Kerala published on 16 June 1960 the text of the Kerala Shops and Commercial Establishments Bill, 1960, proposed to be introduced in the Legislative Assembly of the State. According to the Statement of Objects and Reasons of the Bill, the Law relating to the regulation of conditions of work and employment in shops, commercial establishments, restaurants, theatres and other establishments in force in the State is contained in the Travancore-Cochin Shops and Establishments Act, 1125 and the Madras Shops and Establishments Act, 1947. It is considered necessary to have a uniform law on the subject applicable to the whole State. The Bill seeks to achieve the above object.

The salient provisions of the Bill are summarised below:-

Hours of work.- Hours of work of employees in shops and commercial establishments are fixed at eight a day and 48 per week with an interval for rest of one hour per every four hours work. Overtime wages are fixed at twice the ordinary rate of wages and the period of work including rest interval shall not be spread over more than 10-1/2 hours and in any day. Provision is made for a paid weekly holiday to be allowed to every employee in an establishment.

Holidays and Leave.- Every employee in an establishment is entitled, after twelve months' continuous service in that establishment, to holidays with wages for a period of 12 days, in the subsequent period of twelve months, provided that such holidays with wages may be accumulated up to a maximum period of twenty-four days.

Every employee in an establishment is also entitled during every twelve months of continuous service (a) to leave with wages for a period not exceeding 12 days on the ground of any sickness incurred or accident sustained by him and (b) to casual leave with wages for a period not exceeding 12 days on any reasonable ground.

Wages.- The Government is empowered to extend the Payment of Wages Bill, 1936, to the payment of wages of employees in establishments.

Notice of dismissal.- No employer shall dispense with the services of an employee employed continuously for a period of not less than six months, except for a reasonable cause and without giving such employee at least one month's ~~xxx~~ notice or wages in lieu of such notice, provided however that such notice shall not be necessary where the services of such employee are dispensed with on a charge of misconduct supported by satisfactory evidence recorded at an inquiry held for the purpose.

Employment of children and women.- No child under 14 years of age shall be required or allowed to work in any establishment except as an apprentice in such employment as may be specified by the Government.

No woman or any person who has not attained the age of seventeen years shall be required or allowed to work whether as an employee or otherwise in any establishment before 6 A.M. or after 7 P.M.

Other provisions of the Bill relate to ~~main~~ health and safety, enforcement and inspection, offences, penalties and procedure.

(Kerala Gazette, Extraordinary,
Vol.V, No.42, 16 June 1960, pp.1-12).

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

India - May - June - 1960.

Special Fund to be set up for P and T Employees
Labour Welfare.

Addressing the meeting of the Post and Telegraphs Advisory Board at New Delhi on 12 May 1960, Shri V. Shankar, Director-General, Post and Telegraphs, stated the Government of India has agreed to the setting up of a special fund for the welfare of employees of the Posts and Telegraphs department. The Government will contribute 700,000 rupees every year to the fund, which will be non-lapsing.

The purpose of the fund is to meet expenditure mainly on welfare measures which are not covered by the existing activities.

The fund will also be designed to meet the cost of construction of sports fields and their maintenance, financial aid to recreation clubs, community centres and sports, clubs and educational institutions of the P and T staff. The fund will also be utilised for meeting the cost of all-India and regional sports as also for the organisation of cultural activities and holiday camps.

The rules of the fund also provide for emergency relief to employees.

The fund will be administered by committees to be set up both at the headquarters and in the regions.

(The Statesman, 13 May 1960).

57. Family Budgets Including Nutrition.

Attendance and Labour Turnover.

India - May - June 1960.

Some Characteristics of the Economically Active Population:
Results of National Sample Survey.

A report entitled "Some Characteristics of the Economically Active Population", based on the data collected by the National Sample Survey (NSS) from the fourth to the seventh round between April 1952 and March 1954*, gives for the first time some characteristics of the population and of the labour force on an all-India basis, with breakdowns for rural and urban areas, different rural population zones and different size classes of towns. The main findings of the Survey are given below.

Household size.- The average all-India NSS household size is 5.0, being 5.1 in the rural and 4.6 in the urban sector. In the rural sector, west population zone shows the largest household size of 5.3 and central zone the smallest household size of 4.8. In the urban sector, the household size tends to decrease with rising population size class of towns; household size thus falls from 4.7 in towns with population below 15 thousand to 4.1 in big cities. But the smaller household size in the urban sector appears to be rather due to the changed occupational structure than to urbanisation as such.

* The National Sample Survey - Number 14: Report on some Characteristics of the Economically Active Population: Issued by the Cabinet Secretariat: Government of India: Published by the Manager of Publications, Civil Lines, Delhi-8; pp. x + 224.

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The average household size is generally larger among Muslims than among other religion groups, about 5.5 in the rural sector and 5.0 in the urban. For caste groups among the Hindus, middle caste households have the largest household size of 5.3 in the rural sector, while the upper and lower caste households have the largest household size of 4.6 in the urban sector. Household occupation cultivator returned the largest household size of 5.8 in the rural sector. Household occupation administrative and professional services show comparatively small household sizes of 4.5 and 4.7 in the rural and urban sectors respectively. Household occupations agricultural labour and manufacture of food products show the smallest household size of 4.2-4.3, if the minor households of which too few came in the sample are left out of account.

The household size is seen to increase with the household expenditure. In the household expenditure group of Rs.1-50 per month, the average household size is 3.2 in the rural sector and 2.4 in the urban sector: the size rises beyond ten in both the sectors for the household expenditure group of Rs.501-above.

Household occupation.- The household occupation is defined as the primary occupation of the principal earner of the household. In the rural sector, household occupation cultivator claims by far the major proportion, 40.0 percent; agricultural labour comes next with 19.1 per cent. In the urban sector, household occupation administrative and professional services claims 34.3 per cent of the households, trade and commerce group coming next with 13.8 per cent. In all-India combined sectors, 33.4 per cent of the households reported household occupation cultivator, 16.2 per cent agricultural labour, and 12.6 per cent administrative and professional services. In the rural sector, the distribution of household occupations among the six population ~~exhaustive~~ zones does not show any marked variation. In the urban sector, the proportion of households with household occupation administrative and professional services increases from 26.7 per cent in the smaller sized town to 45.5 per cent in the big cities.

Occupational immobility - Index of Inertia.- A very high degree of association between the household occupation and the occupations of the other gainfully employed persons in the household was observed. To measure the occupational immobility within the household for the different household occupation groups, an "Index of Inertia" was developed by expressing the number of employed persons in the household occupation as a percentage of the total number of employed persons in the household, leaving out of count the principal earner of the household. The overall inertia was higher in the rural than in the urban sector. Agricultural labour, share-cropper and cultivator among the agricultural occupations, and manufacturer of textiles and manufacturer of food products among the non-agricultural occupations show high inertia;

the lowest inertia is shown by farmers among the agricultural occupations and by transport and communication services among the non-agricultural occupations. The administrative and professional services show comparatively low inertia in the rural sector but a high one in the urban sector.

Household religion and caste.- In all-India, Hindu households constitute 86.1 per cent of ~~the~~ all households, 88.0 per cent in the rural sector and 77.4 per cent in the urban sector. As between rural population zones and urban size classes of towns, Hindu households are relatively more numerous in central zone and in the small towns and cities. Among Hindus, lower caste households constitute 46.1 per cent in the rural sector, 39.4 per cent in the urban sector and 45.1 per cent in all-India combined sector. A comparatively high proportion of upper caste Hindu households appears in the urban sector. A good deal of variation in the percentage of Hindu households by caste groups is observed between the rural population zones and the urban size classes of towns.

Age distribution.- As compared to Census 1951, the population age distributions obtained from the various NSS rounds show a higher proportion of population in the age group 0-14 and a lower proportion in the age group 65-above. This disparity between the Census and NSS age distributions cannot be explained by the exclusion of non-household population in the NSS or by differential bias in age reporting between the Census and the NSS. Missing of persons in tender ages by the Census is indicated. In the NSS, apart from listing of detailed demographic particulars of the household members, a good deal of other auxiliary information is also collected about them, so that by association with such auxiliary information, the chances of persons being missed are minimised.

According to NSS, about 40.7 per cent of the population are in the age group 0-14, 44.9 per cent in the age group 15-44, 11.9 per cent in the age group 45-64 and 2.4 per cent in the age group 65-above. In the earlier three age groups, the sex ratio (taken in this Report as the number of males per 100 females) is higher; but the position is reversed in the age group 65-above. As compared to the more developed countries, a much higher proportion of population is in the preparatory age group 0-14 in India. This is typical of the less developed countries and involves a proportionately ~~higher~~ bigger investment and depreciation in human capital. In the rural sector again, comparatively large concentration of persons in the age group 0-14 is observed. Against 41.2 per cent of the population below age 15 in the rural sector, only 38.0 per cent appear in the urban. In the working age group 15-64, the proportions of male population are 56.0 and 60.6 per cent in the rural and urban sectors respectively. Among the rural population zones, the minimum proportion of population in the tender ages 0-11 is observed in the south and the maximum in north-west zone. The big cities return the maximum proportion of males in the working age group.

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Economic status and marital status.- Earners and earning dependants constitute about 45.3 per cent of the population, their sex-wise distribution being 58.8 per cent for males and 31.4 per cent for females. While the proportion of earners is slightly lower in the urban sector than in the rural, the proportion of earning dependants in the urban sector is less than half of that in the rural sector. A good deal of difference in the proportion of earning dependants is observed between the Census and the NSS, apparently from classification of a substantial proportion of unpaid household labour, especially females, as non-earning dependants in the Census. The non-earning dependants preponderate among single persons; this is naturally tied up with age. In the rural sector, a markedly higher proportion of female earning dependants is registered in all the three marital status groups; this is explained by the greater opportunities for participation in household enterprise available in the rural sector. It is interesting that the proportion of female earners reported among the married in the rural sector was about double of that in the urban; but in the widowed marital status there was hardly any rural-urban differential in the proportion of earners. The proportion of earners among females was again much higher in the widowed marital status as compared to the married one.

Labour force.- In what follows, persons who furnish the supply of labour for the production of goods and services, whether as employers, own account workers, employees or unpaid household labour, that is the gainfully employed, and the unemployed who are willing to be included in any of the above four categories will be taken to constitute the labour force. The data on the gainfully employed population obtained from the NSS were compared with those built up from Census 1951 results. Except for urban males, the NSS proportions of gainfully employed were higher than the Census. Of the total population, according to the NSS, 44.4 per cent in all-India combined sector, 45.9 per cent in the rural and 36.2 per cent in the urban sector, are in the labour force. Of the males, about 58.5 per cent in all-India, 59.0 per cent in the rural and 55.4 per cent in the urban sector, and of the females, 29.7 per cent in all-India, 32.3 per cent in the rural and 15.0 per cent in the urban sector, are in the labour force.

Considerable variations in the labour force proportions are observed between the rural population zones and the urban size classes of towns. While 56.8 to 59.6 per cent of males are in the labour force in the other population zones, a distinctly higher proportion, about 62.4 per cent of males appear, in the labour force in central zone. In the urban sector, the proportion of males in the labour force remains more or less steady in the different size classes of towns, but was significantly higher in the big cities. For females, the proportions in the labour force are more spread out, rural central zone having the highest proportion 44.9 per cent, and north zone the lowest 25.9 per cent. The female labour force proportion falls very markedly by urban size class, from 20.4 per cent for towns with population below 15 thousand to 7.2 per cent in big cities. The proportion of male employees increases sharply in big cities and proportion of female employees generally decreases over the size classes of towns.

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The proportion of unemployed population, especially those seeking employment for the first time, is seen generally to decrease from NSS 6th to 7th round. These rounds were not specially designed for unemployment surveys, and the unemployed proportions brought out should be taken with a good deal of reserve.

Labour force participation in age groups.- In all-India combined sectors, about 9.9 per cent of the population in the age group 0-14, 12.5 per cent of males and 7.1 per cent of females, are in the labour force; urban labour force participation by this preparatory age group was less than half the rural. In the young adult age group 15-44, about 70.8 per cent of the total population, 92.4 per cent of males and 48.5 per cent of females, and in the late adult age group 45-64 about 65.3 per cent of the population, 90.4 per cent of males and 38.8 per cent of females, appear in the labour force. The labour force proportion falls to 31.6 per cent in the old age group 65-above, 43.2 per cent for males and 12.3 per cent for females. The proportion of females in the labour force is higher in India than in the more developed countries; but this is due to the more extensive participation of females as unpaid household labour.

Average age and duration of activity status.- For the gainfully employed, particularly among males, the average present age in each activity status is ~~slightly~~ slightly higher in the urban sector than in the rural. Among the gainfully employed, the employers and own account workers have higher average ages (42.4 and 37.5 years respectively) than employees (31.6 years) and the unpaid household labour (26.4 years) the lowest. The average age of family members in domestic work is much higher for females (29.6 years) than for males (18.1 years), which reflects the essential difference between the sexes in the nature of participation in domestic work.

For all gainfully employed persons, the average duration in the current status is 13.9 years, employers having average duration of 16.8 years, own account workers 17.3 years, employees 12.2 years, and the unpaid household labour 10.8 years. The duration in each activity status is slightly lower in the urban than in the rural sector. Female employees and unpaid household labour have higher average durations than males, indicating perhaps not so much of earlier entry into the labour force as greater immobility. Female employers and own account workers have, however, lower average durations. For all gainfully employed persons, the average age at entry in the current activity status, taken as the difference between average present age and average duration in the status, is 19.0 years for males and 18.1 years for females. Employers have the highest average age of entry (25.6 years), own account workers (20.2 years), employees (19.4 years) and unpaid household labour the lowest (15.6 years).

Working life expectancy.- The working life expectancy was calculated at six typical ages on the basis of Census 1951 life table mortality and NSS are specific labour force proportions. It is seen that an Indian male aged 15, having a total expectation of future life of 36.2 years, may expect a further working life of 32.6 years only and males aged 65 with total expectation of 8.2 years of life, had an expectation of 4.4 years of working life. As against this, a female aged 15 with a total expectation of future life of 36.6 years could be expected to be in the labour force for another 16.1 years; and a female aged 65 with a total expectation of life of 9.3 years would be expected to be in the labour force for one year more only. The altogether different pattern for females probably results from the different nature of participation in and general loose attachment with the labour force.

Industry and occupation.- The industry-occupation of each gainfully employed person was taken in detail in the NSS schedule. For convenience of presentation the individual industries and occupations were, however, suitably grouped later at the analysis stage. For the rural sector, the ordering of the industry groups adopted, in regard to the employment, is (1) production of cereals (76.6 per cent), followed by (2) forestry, fishery, livestock (5.2 per cent), (3) professional services, (4) other manufacturing, and (5) trade and commerce (2.3 per cent). Similar ordering of the industries for the urban sector is (1) production of cereals (19.9 per cent), (2) professional services (15.4 per cent), (3) trade and commerce (14.0 per cent), followed by (4) manufacture of textiles and (5) other manufacturing. In the rural sector, the employed females show a slightly different pattern with higher proportions of employment in production of cereals and manufacture of textiles.

For the rural sector, the ordering of the occupation groups adopted, in regard to the proportion of persons following them, is (1) cultivators (46.0 per cent), (2) agricultural labour (22.5 per cent), followed by (3) forestry, fishery, live-stock workers, and (4) share-croppers (4.8 per cent). Similar ordering of occupations for the urban sector, is (1) operatives and artisans (15.0 per cent), (2) administrative and technical workers (11.6 per cent), (3) agricultural labour (10.8 per cent), followed by (4) peons, cleaners, scavengers, (5) unskilled labour and cultivators, and (6) retailers (7.1 per cent). The diversification and wider spread of the gainfully employed in different branches of the economy in the urban sector are quite obvious. A comparatively high proportion of agricultural labour is reported among employed females in both the sectors. In the rural sector, of the occupation groups adopted, agricultural labour accounts for the highest proportion of the gainfully employed persons in south zone; the proportion of agricultural labour is lowest in north-west zone.

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This proportion decreases from 14.8 per cent in towns with population below 15 thousand to 0.3 per cent in the big cities. In the urban sector, administrative and professional services claim from 23.2 per cent of the gainfully employed in towns with population below 15 thousand to 49.1 per cent in the big cities.

The occupational distribution within the leading industry groups is also of interest. In the rural sector, of the persons engaged in the production of cereals, 61.3 per cent are cultivators, 26.7 per cent agricultural labour and 6.2 per cent share-croppers. In the urban ~~sector~~ sector, of the persons employed in professional services, 23.3 per cent are washermen, barbers, cooks, 20.9 per cent unskilled labour, 17.8 per cent peons, cleaners, scavengers, 16.4 per cent on administrative and technical jobs, 9.9 per cent in ~~task~~ teaching and 5.8 per cent in medical work.

Days of work.- For all gainfully employed, the average days of work were about 18 a month in the rural and 23 in the urban sector, being higher for males than for females. In the rural sector, the agricultural labour had, in a month, a distinctly lower number of days of work in the primary occupation (14 days), as compared to the share-croppers, cultivators and farmers (18-20 days). In the urban sector, while the agricultural labour had the same lowest number of average days of work (14 days) in the primary occupation, the administrative services had the highest average days of work (25 days). In the rural sector, as between zones, the highest number of total days of work was reported by north zone (26 days), the total days for other zones varying from 20 to 24 days. In the urban sector, the variation in the total days of work was smaller, ranging from 23 days in towns with population below 15 thousand to 25 days in the big cities.

Of all the gainfully employed, 55.0 per cent in the rural and 78.9 per cent in the urban sector had 20 or more days of work a month: the proportion for males was higher, 64.2 per cent in rural and 82.9 per cent in the urban sector. Of persons in administrative and professional services, 92.7 per cent reported 20 or more days of work in the urban sector. Of the gainfully employed, 43.6 per cent in the rural and 62.0 per cent in the urban sector had 25 or more days of work a month.

Taking all gainfully employed persons, less than 10 days' work a month was reported by 26.7 per cent in the rural sector and 9.7 per cent in the urban sector: this points to a basic difference in the pattern of employment between the rural and urban sectors.

Similar difference is observed between the sexes: as against 41.0 per cent of the rural females and 21.1 per cent of the urban females, only 18.4 per cent of the rural males and 6.7 per cent of the urban males, among the gainfully employed, reported less than 10 days of work a month. The agricultural labour showed a uniformly high proportion with less than 10 days of work a month, 36.8 per cent in the rural and 31.9 per cent in the urban sector. Otherwise the urban sector generally showed lower proportions with less than 10 days of work a month for the different occupation groups; the administrative and technical personnel, in this sector, for example, had only 3.3 per cent in this category.

For each days of work group in the primary occupation, the days of work in the secondary occupation are fewer in the urban sector as compared to the rural sector; also fewer for females as compared to males. The average days of work a month in subsidiary occupations were 4.4 in the rural and 1.5 in the urban sector. The very restricted scope available to persons in administrative and technical jobs to engage in subsidiary occupations was reflected in the addition of only one day of work spent on subsidiary occupations in their case as against five days in the case of cultivators.

Intensity of employment.- Taking all the occupations together, 69.4 per cent in the rural sector and 78.4 per cent in the urban sector reported full intensity of employment. It is important to note that in the rural sector a substantially higher proportion reported full intensity of employment than that reporting 20 or more days of work a month, while in the urban sector the two proportions were of the same level. This clearly points to the wide gap in the concepts of what constitutes full employment between the rural and urban sectors.

Of all employed persons in the rural sector, 12.8 per cent had intensity of employment quarter or less, 9.2 per cent among males and 20.2 per cent among females. As compared to this, in the urban sector, only 6.4 per cent of all employed persons, 5.5 per cent among males and 10.9 per cent among females, had intensity of employment quarter or less. In the rural sector, occupation group manufacturer of food products showed the maximum proportion with intensity of employment quarter or less, and the farmers the minimum.

Reasons for under-employment.- An analysis, by the reasons of under-employment, of those reporting less than full intensity of employment, showed that the reasons (1) lack of materials and equipment; (2) fall in demand; (3) slack, and (4) off seasons accounted for 48.7 per cent and 52.5 per cent of under-employment in the rural and urban sectors respectively. Own illness similarly occasioned 9.0 and 8.7 per cent, and other reasons 42.3 and 38.8 per cent, less than full intensity of employment in the rural and urban sectors respectively. The analysis by reasons suggests that roughly half the labour time not utilised at full intensity of employment belongs to real under-employment: an assumption that the reasons did not get mixed up in concept and classification is involved, and this finding should be treated as ~~textin~~ tentative.

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There was no marked sex differential in regard to the reason own illness; but domestic reason was reported, as expected, by a higher proportion of females.

Average monthly income.- In the rural sector, the average monthly income of the employed persons reporting any income was Rs.37, Rs.45 for males and Rs.21 for females; in the urban sector, similar average monthly income was Rs.65, Rs.72 for males and Rs.25 for females. In the rural sector, of all the occupation groups adopted, farmer return the highest monthly income (Rs.227) and agricultural labour the lowest (Rs.16); cultivators and share-croppers report average incomes of Rs.79 and Rs.50 respectively. Among males in the urban sector, of the occupation groups adopted, wholesalers and financial operators (Rs.153) and those in administrative and technical work (Rs.133) have the highest income; on the other ~~xx~~ end of the scale come those in agricultural labour (Rs.19) with minimum income. The disparity in incomes was quite high between the sexes, except for the agricultural labour. For all the occupations taken together, the average income of females was 47 per cent of the ~~sex~~ average income of males in the rural sector, and 35 per cent in the urban sector. Among the industry groups taken, the highest monthly income (Rs.181) was returned by production of money crops, jute and cotton, in the rural sector; in the urban sector, the highest income (Rs.104) was returned by public services.

The average monthly incomes of the gainfully employed persons were reported as Rs.37 and Rs.65 for the rural and urban sectors respectively. Applying the respective proportions of the gainfully employed, the average monthly per capita income works out to Rs.17 in the rural sector and Rs.22 in the urban sector. These average incomes relate to principal occupations and do not include imputed values of labour not exchanged, and it should be clear from the way they are derived that they are very rough and tentative.

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Chapter 6. General Rights of Workers.

63. Individual Contracts of Employment.

India - May - June 1960.

The Jammu and Kashmir Industrial Employment
(Standing Orders) Act, 1960.

The Jammu and Kashmir Industrial Employment (Standing Orders) Act, 1960, published on 24 March 1960, requires the employers in industrial establishments formally to define conditions of employment under them. The Act mainly provides for the submission of draft Standing Orders, conditions for certification of Standing Orders, operation of Standing Orders, duration and modification of Standing Orders, and other procedural matters, etc.

(Indian Labour Journal, Vol. I, No. 6,
June 1960, page 625).

67. Conciliation and Arbitration.

India - May - June 1960.

Amendments to Industrial Disputes Act, 1947: Committee's
Recommendations accepted by Government.

It was stated in reply to a question during 1960 Budget session of the Parliament that the Government of India has accepted the recommendations made by the Committee appointed by the Standing Labour Committee for amendment of the Industrial Disputes Act. The important recommendations are:-

- (1) Disputes in the Cantonment Boards to be included in the Central Sphere.
- (2) The ~~term~~ term "industry" to be amended so as to cover professional establishments.
- (3) Air Transport to be specified as a permanent ~~public~~ public utility service.
- (4) Section 7 to be amended so as to enable persons qualified for appointment to Industrial Tribunals to be eligible for appointment to Labour Courts also.
- (5) The appropriate Government should be empowered to amend, or add to, a reference for adjudication.
- (6) Strikes or lock outs should be prohibited during arbitration proceedings.

(Indian Labour Journal, Vol.I, No.6,
June 1960, page 645)

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

India - May - June 1960.

Seminar on Labour-Management Relations: Measures Suggested for Extending Scheme.

The unanimous view that the scheme of labour participation in management through Joint Management Councils, inspite of its slow progress so far, had great potentialities for promoting industrial peace in the country and should, therefore, be extended to more units, was expressed by the Seminar on Labour-Management Co-operation, held on 8 and 9 March 1960.

The Seminar was attended by representatives of Central Ministries, State Governments, Central Organisations of Workers and Employers and of units where Joint Management Councils have been established.

The Union Labour Minister, Shri G.L. Nanda, who presided over the Seminar, said that the deliberations made them feel confident that the scheme of labour participation in management had promise of moving forward and yielding good results. The scheme should no longer be regarded as being in a pilot stage; it should now be launched on a bigger scale. He believed that this would help solve many of the problems in the field of industrial relations.

The Seminar was of the view that suitable machinery should be set up at the Central and regional levels to ensure that the Joint Management Councils functioned effectively and that the scheme was rapidly extended to more units. It was agreed that a tripartite committee should be constituted at the Centre to review from time to time the progress of the scheme of Labour Participation in Management and to sort out difficulties in the functioning of Joint Councils. An officer should be appointed to secure information from units which had introduced the scheme and to disseminate such information to other units. There should be similar machinery at the State level.

The Seminar felt that there was no need to resort to legislative action for implementing the scheme of Labour Participation in Management. It was of the view that a scheme of this kind would succeed only if it were carried out on a voluntary basis.

The Seminar also laid down certain criteria for assessing the results of the scheme in units where it had been introduced. In this connection, stress was laid ~~down~~ on increase in productivity as an important criterion for judging the success of the scheme.

On the question whether the functions of the Joint Management Councils should be expanded, the Seminar was of the view that no change was necessary at present.

It was ~~felt~~ felt that there should be proper delegation of powers to lower levels of management if the decisions reached by the Joint Management Councils were to be properly implemented.

(Press Note dated 9 March 1960, issued
by the Government of India)

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MAY - JUNE 1960.

81. Employment Situation.

Employment Exchanges: Working during February 1960.

General employment situation.- According to the Review of the activities of the Directorate General of Resettlement and Employment during the month of February 1960, 175,591 persons were registered for employment assistance as against 193,515 in the previous month - showing a fall of 17,924. The number of applicants on the Live Register stood at 1,400,965 at the end of February 1960 as against 1,425,589 in the previous month - showing a fall of 24,624. The number of employers who used the employment exchanges remained static and was 7,635 in February 1960. The number of vacancies notified was 32,959 in the month of February as against 33,214 in the month of January 1960. The number of placements effected during the month was 22,256 as against 22,106 - showing a rise of 150.

The employment situation in general is reported to have improved in the States of Bihar, Delhi, Kerala and Punjab and remained static in the States of Andhra Pradesh, Bombay, Madras, and Rajasthan but deteriorated in the States of Madhya Pradesh, Mysore, Orissa, Uttar Pradesh and West Bengal as compared to the previous month.

Shortages and Surpluses of manpower.- Shortage was reported in respect of fast typists, stenographers, midwives, nurses, compounders, civil draughtsmen, overseers and trained teachers, experienced engineers, doctors, skilled turners, electricians, general mechanics, librarians, laboratory technicians, accountants, physical training instructors and moulders. On the other hand surpluses were widespread in respect of clerks, unskilled office workers, unskilled labourers, motor drivers and untrained teachers.

Collection of Employment Market Information.- Employment market reports relating to Allahabad (March '59), Lucknow (March '59), Nagpur (June '59), Bangalore (June '59), Asansol (June '59) and Delhi (Sept. '59) were issued. Reports showing the employment situation in the public sector during the quarter ended June 1959, relating to Madhya Pradesh and Madras were also issued.

Vocational Guidance and Employment Counselling.- In all 11 Vocational Guidance Sections were opened during the month, namely at Poona, Patiala, Hissar, Amritsar, Vijayawada, Karnal, Guntur, Meerut, Agra, Allahabad and Kanpur bringing the total number to 30.

Deployment of retrenched workers.- The Central Coordination Unit rendered employment assistance to retrenched workers in various Projects and Establishments during the month of February 1960 as shown below:-

		Number Retrenched.	Number Placed.	Number Awaiting Assistance.
1. Damodar Valley Corporation	--	58	112	771
2. Hirakud Dam Project	--	-	-	-
3. Bhakra Nangal Project	--	-	-	-
4. Special Cell of the Ministry of Home Affairs.	--	281	61	309

Opening of Additional Employment Exchanges.- Three more employment exchanges started functioning in the State of Bombay thus bringing the total number of employment exchanges to 258 at the end of February 1960.

(Review of the Activities of the Directorate-General of Resettlement and Employment, during February 1960; Ministry of Labour and Employment, Government of India, New Delhi).

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Employment Exchanges: Working During March 1960.

General Employment Situation.- According to the Review of the work done by the Directorate-General of Resettlement and Employment during the month of March 1960, the number of registrations effected at exchanges was 185,310 as against 175,591 in the previous month - showing a rise of 9,719. The number of applicants on the Live Register stood at 1,387,525 as against 1,400,965 during February 1960 showing a decrease of 13,440 at the end of March 1960. The number of employers who utilised the services of the employment exchanges was 7,832 as against 7,635 in the last month showing a rise of 197. The number of vacancies notified was 35,759 as against 32,959 during February 1960 showing a rise of 2,800. The number of placements effected during the month was 22,430 as against 22,356 - a rise of 174.

The overall employment situation as reported by the various State Directors of Employment did not show any appreciable improvement as compared to that of previous month. The States of Assam, Orissa, Punjab, Uttar Pradesh and West Bengal showed a slight improvement, while decline was observed in the States of Kerala, Madhya Pradesh, Rajasthan and Tripura. The Employment situation was reported to have remained static in the States of Andhra, Bihar, Bombay and Madras.

Shortages and surpluses of manpower.- Shortage was reported in respect of stenographers, midwives, nurses, compounders, civil draughtsmen, overseers, trained teachers, electricians, laboratory technicians and accountants. On the other hand, widespread surpluses were reported by employment exchanges in respect of clerks, unskilled office workers, labourers, motor drivers, untrained teachers, carpenters and tailors.

Employment Market Information.- An all India report on employment in the public sector during the first three years of the Second Plan was circulated. Employment Market Reports relating to Gauhati (March and June '59), Nagpur (Sept. '59), Indore (Sept. '59), and Meerut (Dec. '58) and March '59) were issued. Report showing employment in the public sector during the quarter ended 31 March 1959 relating to Kerala State was also issued.

Vocational Guidance and Employment Counselling Sections.- Ten more Vocational Guidance Sections were opened during the month at Baroda, Ahmedabad, Amravati, Aurangabad, Bhavnagar, Kolhapur, Barakpur, Asansol, Siligiri and Bharampur bringing the total number of Vocational Guidance Units functioning to 40.

Employment Assistance to Physically Handicapped.- During the quarter ended January 1960 to March 1960, 40 physically handicapped persons got registered for employment assistance at the Bombay office of the disabled, out of which 12 are blind, 9 are deaf and dumb and 19 are orthopaedically handicapped. Twentyone vacancies were secured. Twenty candidates were placed in employment, out of which 2 were blind, 7 were deaf and dumb and 11 were orthopaedically handicapped. The number of applicants on the Live Register was 181 at the end of the quarter ended March 1960.

Employment of retrenched workers.- The Central Coordinating Unit rendered employment assistance during the month to the following retrenched workers in various projects and establishments:-

	Number Retrenched.	Number Placed.	Number Awaiting Assistance.
1. Damodar Valley Corporation	-- 144	95	854
2. Hirakud Dam Project	-- -	-	-
3. Bhakra Nangal Project	-- -	1	32
4. Special Cell of the Ministry of Home Affairs.	-- 688	51	1,554

Employment Exchange Procedure.- During the month instructions on the undermentioned subjects connected with employment exchanges policy and procedure were issued:-

Priority of Displaced Persons from East Pakistan for submission against Central Government vacancies outside the Eastern Zone.- The Ministry of Home Affairs decided that the concession in regard to granting priority III to displaced persons from East Pakistan for absorption against Central Government outside the Eastern Zone should be extended for a further period of one year with effect from 9 February 1960.

Central Government employees declared surplus by Economy Units.- Consequent upon the ban imposed on recruitment to posts which are not connected with the Plan or which are not required for security purposes, Government of India have also decided that all Ministries and Departments should scrutinise their staff position and hand over their surplus staff to a Central Pool of Employees. The arrangements that are already functioning in Delhi for the past two years by which details of surplus Central Government employees are furnished to the Special Cell of the Directorate General of Resettlement and Employment and these employees are offered against suitable Central Government vacancies, have been extended to cover surplus personnel outside Delhi also.

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Detailed instructions were issued to all employment exchanges in regard to the procedure they should follow in the matter of providing alternative employment to Central Government employees declared surplus, including the large number of employees of Ministry of Rehabilitation who are being declared surplus, consequent upon the general winding up of this Ministry.

Scheduled Caste and Scheduled Tribes applicants moving from one area to another.- The question as to whether or not persons belonging to Scheduled Castes and Tribes should be treated as such when they move from one area to another was considered and it has been decided that a person who by virtue of being a resident in the localities specified in the President's Order is a member of the Scheduled Caste and Tribe, as the case may be, does not lose that character merely by going to another area and State temporarily in search of employment. So long as such a person meets the conditions specified in the President's Orders, he is eligible for appointment to posts reserved for Scheduled Castes and tribes. Such an applicant should, therefore, be duly registered at the Employment Exchanges even if these Exchanges are situated ~~outside~~ outside the areas of the candidate's normal residence and should be duly considered by all Exchanges for submission against reserved vacancies.

Grant of non-objection certificate to educationally qualified.- In consultation with the Ministry of Home Affairs, it was agreed that educationally qualified chowkidars, sweepers, and farashes may be registered at employment exchanges on production of 'No-objection Certificate' from their employing departments for consideration for posts of peons.

Opening of New Employment Exchanges.- Thirteen additional employment exchanges were opened in the States of Madhya Pradesh, Mysore, Orissa and Rajasthan during the month under report, bringing the total number of employment exchanges functioning to 274.

(Review of the Activities of the Directorate-General of Resettlement and Employment during the month of March 1960; Ministry of Labour and Employment, Government of India, New Delhi).

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Replacement of Gorakhpur Labour: Suggestions of
Informal Parliament Committee.

The ten-member Informal Committee of Parliament on Gorakhpur Labour with Union Deputy Minister for Labour as its Chairman, set up in September 1959 to work out a Scheme for implementing the decision to ~~submit~~ abolish the Gorakhpur Labour Organisation (vide Section 81, page 70 of the report of this Office for September 1959) has recommended that the Gorakhpur Labour Organisation and the Coal-field Recruiting Organisation should be replaced by a system which has been envisaged in its report. The Committee has suggested that the recruiting functions of the Gorakhpur Labour Organisation should be brought directly under the control of Directorate General of Resettlement and Employment of the Ministry of Labour and Employment. The welfare work of the Coalfield Recruiting Organisation of work-sites should be entrusted to the Coal Mines Welfare Fund Organisation, a statutory body of the Labour Ministry.

The Committee has specified the functions which the Directorate General of Resettlement and Employment should take over. These include the recruitment and medical examination of Gorakhpur labour seeking employment in collieries, proper maintenance of the existing Collecting Centre at Gorakhpur where the workers are kept before they are sent to the coalfields, as also the record office until such time as is possible to extend this facility to all workers at work-sites and maintenance of the labour hospitals at Gorakhpur.

So far as the welfare activities at work-sites are concerned, the Committee has recommended that a tripartite Committee, with wide powers to carry them effectively should be set up by the Coal Mines Welfare Fund Organisation. It has also recommended that a Welfare Officer should be appointed by the Coal Mines Labour Organisation to look after all mine workers in his sector. The camps at work-sites where workers are lodged should be known as workers' hostels and accommodation in them should be made available to such local workers who live without family at work-sites and wish to join the hostel.

Any Gorakhpur Labour desiring to live outside the hostel should be permitted to do so. Gorakhpur Labour should be free to bring their families to work-sites. All workers whether local or outsider should be treated equally.

Gorakhpur Labour preferred short term employment with freedom to go and return as and when they like. The Committee has therefore recommended that whoever desires to become permanent should be made permanent.

(Indian Labour Journal, Vol.I, No.6,
June 1960, pp. 648-649)

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Conference of Vice-Chancellors approve National Service
Scheme for Students.

A Conference of Vice-Chancellors of Indian Universities which met in Poona on 15 and 16 June 1960, unanimously recommended the introduction of compulsory national service for students for one year between the higher secondary or pre-university stages. It whole-heartedly approved of the "broad approach and general principles" embodied in the report of the Deshmukh Committee on national service by students (vide Section 81, pp.119-122 of the report of this Office for February 1960).

The Conference was in agreement with the view that an additional year between the higher secondary/pre-university and university stages in the educational span was essential in order to develop maturity in students and to impart discipline, practical training, a co-operative spirit and a national outlook.

Stating that it placed greater emphasis on the educational aspect of the scheme and on its implementation by educationists, the Conference recommended to the Government of India that details of the scheme should be worked out with the greatest care. Appropriate steps should also be taken to train the personnel required for the implementation of a scheme of such "importance and magnitude". The Conference urged the Government of India to secure the consent and co-operation of all concerned before launching the scheme on a national scale.

Dr. K.L. Shrimali, Union Minister for Education, who addressed the Conference, strongly defended the National Service Scheme. But, he said, it was not the Government's intention to hustle the scheme through "nor has the Government any ulterior political consideration".

He added; "The scheme should be accepted or rejected on its merits; it must be justified on educational grounds and in the context of our national needs and requirements."

Dr. Shrimali said an inter-Ministerial working group has been set up to work out details involved in the formulation and implementation of the scheme, which was recommended by the Deshmukh Committee.

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One criticism against the National Service Scheme, Dr. Shrimali said, was that at a time when the country was in the process of rapid economic development it was wasteful to add an additional year of national service to the educational span. This criticism, he said, was based, on the assumption that matriculates and graduates of universities were in such great demand that it would retard the progress of development if their term of education was prolonged. But facts were otherwise.

Dr. Shrimali said at the commencement of the third Plan it was estimated that there would be a backlog of 750,000 educated unemployed. In addition, it was estimated that another 1,700,000 of this category would enter the labour force during the third Plan. It would be thus necessary to create nearly 2,500,000 of employment opportunities during this period to eradicate educated unemployment.

It had been estimated that with a Plan of the size of 100,000 million rupees only 1,750,000 educated people were likely to be employed, leaving a backlog of 750,000 at the beginning of the fourth Plan.

Surveys of unemployment at the district level indicated that a significant proportion of those registered as unemployed were educated young men ranging from the middle courses in school education to the first or the second year of college. The number in this group was increasing rapidly as education expanded in rural areas.

"With this situation in view", Dr. Shrimali said, "It is for your serious consideration whether it would not be a better national investment to keep the boys and girls engaged for another year in nation-building activities rather than allow them to remain without work with the inevitable feeling of despondency and frustration leading to all sorts of anti-social and disruptive activities. It is true that the scheme of National Service will provide only a palliative but we should not forget that from the psychological point of view 17 plus is the age of crucial importance and if we can keep youth of this age group engaged in productive and constructive work for a year it may change their whole outlook and may make them more self-reliant and better equipped to face the realities of life".

Dr. Shrimali said the main justification of the scheme must be in terms of its educational character and value and it was for the Vice-Chancellors to examine carefully and to pronounce upon the educational value of the scheme and decide upon its priority and urgency in the realities of the situation.

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"It is clear to me", he said, "that boys and girls who enter our universities in ever-increasing numbers from year to year are not mature enough for higher education nor do they possess qualities of character and proper awareness of the world outside which adequate schooling at the secondary stage imparts to young people in more advanced countries. Perhaps nowhere in the world do students enter universities at ~~the~~ as young an age as they do in India. The Deshmukh Committee ~~it~~has, therefore, proposed an additional year of national service between the school and university stage in order to complete the education of matriculates and to prepare them for entry into university or employment."

Dr. Shrimali said the argument that the scheme, especially its compulsory character, would lead to regimentation did not take into account the fact that in a planned society one had to work within a certain social framework and, therefore, some restriction on individual freedom was inevitable.

He said that there was a growing tendency among educated youth to expect all benefits from society without having any desire or obligation to serve the community.

It had also been said, the Education Minister went on, that while there might be need for compulsory national service during war, there was no justification for it in peace time.

"It is true that there is no grave emergency in our country at present but we should not be too complacent specially when we find that our frontiers are no longer safe and inviolable. The inner strength of the country must be built up for peace-time activities and also for any emergency which the country may have to face. In the long run the country's greatest strength depends on the discipline and determination of its people and especially the character and patriotism of its youth".

(The Statesman, 16 and 18 June 1960;
The Times of India, 18 June 1960.)

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83. Vocational Training.

India - May - June 1960.

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

According to the Review of the activities of the Directorate General of Resettlement and Employment during the month of February 1960, there were 151 institutes for training of craftsmen, 4 Orientation Centres for educated unemployed, 54 undertakings imparting Apprenticeship Scheme and 10 centres holding evening classes for industrial workers. The total number of seats in all these centres and undertakings was 39,342 whereas the total number of persons undergoing training was 33,817.

Stores and Equipment.- Under the T.C.A. aid programme, equipment worth 3,700 rupees was reported as received at the various Training Centres and Institutes during February 1960 raising the total value of the aid received upto 29 February 1960 to 3,045,500 rupees approximately.

Equipment worth 3,857.15 rupees was reported as received under the U.N.T.A.A. (I.L.O.) Aid Programme at the various Training Institutes and Centres during the February 1960 which raised the value of aid received upto 29 February 1960 to 1,341,254.64 rupees.

(Review of the Activities of the Directorate
General of Resettlement and Employment during
February 1960; Ministry of Labour and Employment,
Government of India, New Delhi).

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

According to the Review of the activities of the Directorate General of Resettlement and Employment during the month of March 1960, there were 151 institutes for training of craftsmen, 5 Orientation Centres for educated unemployed, 57 undertakings imparting Apprenticeship Scheme and 11 centres holding evening classes for industrial workers. The total number of seats in all these centres and undertakings was 39,678, whereas the total number of persons undergoing training was ~~39,678~~ 34,088.

Stores and equipment.- Under the T.C.A. aid programme no further receipts were reported during the month. The value of equipment received till the end of February 1960 remained unchanged. Russian equipment worth 53,537.2 rupees was reported as received under the U.N.T.A.A.(I.L.O.) aid programme during the month raising the total value of aid received upto 31 March 1960 to 1,594,591.85 rupees.

(Review of the activities of the Directorate
General of Resettlement and Employment,
during the month of March 1960; Ministry of
Labour and Employment, Government of India,
New Delhi).

The Supply of Craftsmen: Results of D.G.R. & E. Study
Published.

The Directorate of Employment Exchanges published recently, the results of a study on the supply of craftsmen registered with employment exchanges. The following is a brief summary of this Report *:-

The study was made with a view to collecting details regarding the age, general education, previous experience and occupational preference of craftsmen on the Live Registers of Employment Exchanges in 31 trades in which training facilities are provided by the Industrial Training Institutes organised by the Directorate General of Resettlement and Employment. A sample of 11,172 craftsmen from the Live Registers of 196 exchanges was chosen for this purpose which constituted 25 per cent of the applicants in these trades. In order to make a comparative study of those who had been found employment vis-a-vis those who remained unemployed, particulars of all persons placed in employment during the three months, June to August 1958 (numbering 1,429), were also collected and analysed.

Trade-wise distribution of craftsmen.- The largest number of applicants (7,978) were registered as carpenters, followed by fitters (5,535), automobile mechanics (3,625) and electricians (3,177). The number of turners, welders, wiremen, blacksmiths and overseers (civil) varied between 2,000 to 3,000 whereas the number of draughtsmen (civil), painters, plumbers and sheet metal workers ranged between 1,000 and 2,000. Next to them, viz., between 500 to 1,000 were found moulders, machinists, steam and internal combustion engine mechanics, radio mechanics, surveyors, linesmen and draughtsmen (mechanical). Less than 500 persons were registered for work as sign writers, wireless operators, refrigeration mechanics, electroplaters, instrument mechanics, metal grinders, watch and clock repairers, pattern makers (wood), tractor mechanics, tool makers, and stationary engine drivers (steam).

* The Supply of Craftsmen (A Study of Craftsmen registered with Employment Exchanges): Employment and Unemployment studies No.5: National Employment Service, Ministry of Labour and Employment (D.G.R. & E.), New Delhi, September 1959. pp. 52.*

West Bengal had a large number of craftsmen on the Live Register in practically all trades. Uttar Pradesh came next in so far as the overall supply of craftsmen was concerned. Delhi had a large number of draughtsmen (civil and mechanical) and overseers. Nearly 50 per cent of the linesmen were concentrated in the State of Kerala. The supply of grinders was poor in all States excepting West Bengal and Bihar. Instrument Mechanics and Tool Makers were available in very small numbers except in West Bengal and Uttar Pradesh.

Characteristics of the Craftsmen registered with Exchanges.-
 Analysed by age groups, 62.3 per cent of registrants were below 25 years, 29.8 per cent between 25 to 35 years, and 7.9 per cent were 35 years and above. About two-thirds of the applicants below 25 years were new entrants to the labour market. Marked variation existed in the age composition between trade and trade.

9.4 per cent of all craftsmen were illiterate, while 29.3 per cent had passed matriculation or higher examinations. Among D.G.R. & E. trainees on the Live Register, none were illiterate and 56.3 per cent were matriculates or above. Broadly speaking, a good general education has helped craftsmen in securing employment in preference to those less educationally qualified. A progressive raising of the educational level of craftsmen appears to be desirable.

Technical Training - Institutional.- Only 50 per cent of all the craftsmen on the Live Register possessed certificates of institutional training in the trade in which they were registered and only 10 per cent of the registrants had certificates indicating that they had received in-plant or apprenticeship training. Thus a large percentage of those on the Live Register seem to have acquired skill by other methods. Among those who possessed certificates of institutional training, the large majority (85 per cent) had certificates awarded by Government authorities. The number of Government certificate holders from institutions outside the purview of the National Council for Training in Vocational trades (through D.G.R. & E.) exceeded those within its purview. A trade-wise analysis of the registrants with certificates of institutional training revealed that the percentage of certificate holders was high among - overseers (civil) (95.6 per cent), draftsmen (mechanical) (91.8 per cent), draftsmen (civil) (87.7 per cent), surveyors (79.2 per cent), pattern makers (76.7 per cent), radio mechanics (76.6 per cent), and wireless operators (75.2 per cent). ~~This~~ The high percentage of certificate holders in these trades is indicative of the fact that the possession of a certificate is generally accepted as a condition precedent to employment in most of them.

Apprenticeship or In-plant Training.- A trade-wise analysis of the position shows that the percentage of persons who had been given apprenticeship or in-plant training was somewhat greater among refrigeration mechanics (21.1 per cent of those with certificates) machinists (19.5 per cent), radio mechanics (17.9 per cent), turners (17.4 per cent), electricians (15.6 per cent), mechanics (steam/I.C. engine) (14.9 per cent), and tractor mechanics (14.8 per cent).

Of the persons who had apprenticeship or in-plant training, 9.5 per cent had spent less than six months on such training, 42.1 per cent devoted six months to one year, 21.0 per cent from one year to two years, 14.2 per cent from two to three years and the remaining 13.2 per cent had undergone apprenticeship for a period of three years or over.

New entrants to the employment market.- The total number of new entrants to the employment market was 41.4 per cent. The percentage varied widely from one trade to another. While their proportion was high among overseers (84 per cent), draftsmen (mechanical) (81 per cent), draftsmen (civil) (79 per cent), surveyors (65 per cent), radio mechanics (62 per cent) and pattern makers (61 per cent), it was low in the case of painters (17 per cent), watch and clock repairers (18 per cent), metal grinders (19 per cent), signwriters (20 per cent), carpenters (21 per cent), and plumbers (24 per cent). In the remaining trades the percentages varied between 25 to 60 per cent.

Persons seeking Government employment only.- At the time of registration 10 out of every hundred craftsmen declared that they should be considered for Government appointments only. The percentage was much higher in the case of employed persons of whom 23 per cent sought Government employment only. That quite a fair proportion of craftsmen are seeking Government jobs only, shows that either they are not actually unemployed or are in a position to wait till they get a job of their own choice. The percentage of applicants desiring Government jobs was the highest among overseers (21 per cent), draftsmen (civil), turners, wiremen, signwriters (14 per cent each), plumbers and carpenters (12 per cent each).

Period of unemployment.- On the basis of the statements made by the applicants at the time of registration it was found that 51.3 per cent of the applicants had been unemployed for less than six months, 18.0 per cent from six months to one year and the remaining 30.7 per cent had been unemployed for one year or more, on the date of registration at the Exchange. A comparison of the period of unemployment of craftsmen in general vis-a-vis D.G.R. & E. ~~craftsmen~~ trainees shows that whereas 15.4 per cent of the former are stated to have remained unemployed for two years and over, among the D.G.R. & E. craftsmen only 9.4 per cent had so reported. The period of unemployment was less than six months in the ~~max~~ case of 61 per cent of the D.G.R. & E. trainees. The following table presents the position:-

Period of unemployment of craftsmen on the Live Register (Percentage)

All Trades	Less than six months.	Six months but less than one year.	one year but less than two years.	Two years and over.	Total
All Craftsmen on Live Register.....	51.3	18.0	15.3	15.4	100
DGR & E trainees on Live Register.....	61.1	14.5	15.0	9.4	100

Period of registration.- The duration for which the applicants had remained on the Live Registers of the Employment Exchanges up to the date of the enquiry is given in the table below:-

Duration of registration of craftsmen on the Live Register (Percentage)

All Trades	Less than six months.	Six months but less than one year.	One year but less than two years.	Two years and over.	Total
All Craftsmen on Live Register.....	66.2	16.7	11.1	6.0	100
DGR & E trainees on Live Register.....	64.1	18.5	15.0	2.4	100

It will be seen that 82.9 per cent of the applicants had been on the Live Register for less than a year. Trade-wise, 90 per cent of the Overseers, 81.0 per cent of the tractor mechanics and more than 70 per cent of draftsmen (civil and mechanical), stationary engine drivers (steam), tool makers and instrument mechanics were registered for a period of less than six months. A comparison between all craftsmen and the D.G.R. & E. trainees shows that only 2.4 per cent of the latter have been on the Live Registers of the Exchanges for two years and over as against 6.0 per cent in the case of all the craftsmen.

Placement in Employment.- During the three months June to August, 1958, 1,429 craftsmen from the 31 grades under study were placed by the Employment Exchanges. The following table shows the number of persons placed in each trade:-

Trade	No. placed.
Blacksmith	78
Carpenter	215
Draughtsman(Civil)	105
Draughtsman(mech.)	35
Electrician	116
Electroplater	3
Fitter (General)	170
Grinder(Metal)	6
Linesmen	9
Machinist	57
Mechanic (Automobile)	81
Mechanic (Instrument)	8
Mechanic (Radio)	30
Mechanic (Refrigeration)	19
Mechanic (Steam/I.C.E.)	17
Mechanic (Tractor)	Nil
Moulder(Foundry)	25
Overseer(Civil)	85
Painter (Woodwork/Housespray)	30
Pattern maker(wood)	3
Plumber	24
Sheet Metal worker	33
Signwriter	18
Stationary Engine Driver(Steam)	1
Surveyor	25
Tool Maker	Nil
Turner	133
Watch and Clock repairer	2
Welder	35
Wireless operator	2
Wireman	64
Total.	1,429

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CHAPTER 9. SOCIAL SECURITY.

INDIA - MAY - JUNE 1960.

91. Pre-legislation Measures.

Employees' Provident Funds Act, 1952: Technical Committee
Appointed to consider question of Enhancement of Contribution
Rate.

A Resolution dated 10 May 1960 of the Ministry of Labour and Employment, Government of India, says that the Government of India has had under consideration the question of enhancement of the rate of contribution under the Employees' Provident Funds Act, 1952, from 6-1/4 per cent to 8-1/3 per cent in pursuance of the recommendations made in the Second Five Year Plan. Doubts have been expressed whether all the industries and employments covered under the Act will be in a position to bear the burden of the additional contribution. It is, therefore, necessary to ascertain through expert assessment whether there are industries or employments which cannot bear the additional burden. The Government has therefore set up a technical committee consisting of four persons with Shri M.R. Meher as Chairman for this purpose. The Committee consists of a representative each of employers and workers. The employers' and workers' organisations will be requested to nominate an additional expert in respect of each industry when it is taken up for investigations by the Committee.

The following will be the terms of reference of the Committee:-

- (a) to assess for each industry or employment the financial burden involved in the enhancement of the rate of contribution from 6-1/4 per cent to 8-1/3 per cent of the basic wages and dearness allowance, including the cash value of any food concession, payable to the employees;

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- (b) to examine which, if any, of the industries and employments, are not capable of bearing the additional burden, having regard to the state of profits in the industries or employments and the possibility of creating financial difficulties that might prejudice their stability, and
 - (c) to recommend to Government which of the industries or employments are in a position to introduce the enhanced rate of contributions straightaway;

Explanation:

- (i) In conducting investigations regarding the financial burden involved and the capacity of a particular industry or employment to bear the same, the Committee should take into consideration gratuity or other similar retirement benefits available to the employees of all or some of the units in that industry or employment.
- (ii) In making its recommendations to Government the Committee should see whether enhancement in the rate of contribution to the Employees' Provident Fund will threaten the existence of the smaller or weaker units to any appreciable extent.

The Committee will, in the first instance, undertake investigations in respect of the six industries initially covered under the Employees' Provident Funds Act, 1952, namely:-

- (1) Cement;
- (2) Cigarettes;
- (3) Electrical, mechanical or general engineering products;
- (4) Iron and Steel;
- (5) Paper; and
- (6) Textiles (made wholly or in part of cotton or wool or jute or silk, whether natural or artificial).

To begin with, the Committee should commence its investigation in respect of the industries other than Cement and Textiles, which latter should be taken up for investigation after the others have been dealt with.

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Madras: Pension Scheme for Teachers extended.

The Government of Madras has extended the scheme for grant of pension to teachers in elementary schools and certain categories of teachers in secondary schools with effect from 1 April 1955.

In 1958, the Government extended the scheme to teachers in secondary schools, training schools and special schools with effect from 1 April 1958. Representations were received, that teachers in secondary schools, special schools and training schools to whom the scheme was extended from 1 April 1958, might also be given pension from 1 April 1955. The Government examined the question and has agreed that the pension scheme be extended to all categories of trained teachers, whether working in recognised elementary, secondary, training or special schools with effect from 1 April 1955, subject to the condition that payment of pension to the categories of teachers to whom the scheme was originally extended from 1 April 1958, will commence only from 1 April 1958, without any claim for back pension.

(The Hindu, 14 May 1960).

92. Legislation.

India - May - June 1960.

Employees' Provident Funds Act, 1952, extended to
Automobile Repairing and Servicing Industry.

In exercise of the powers conferred under the Employees' Provident Funds Act, 1952, the Central Government has added with effect from 30 June 1960 the automobile repairing and servicing industry to schedule I of the said Act.

(Notification No. GSR 683 dated 9 June 1960,
the Gazette of India, Part II, Sec. 3,
Sub-section (i), 18 June 1960, page 951).

Assam Employees' State Insurance (Medical Benefit) Rules, 1958.

The Government of Assam published on 29 June 1960, the Assam Employees' State Insurance (Medical Benefit) Rules, 1958, made in exercise of the powers conferred under the Employees' State Insurance Act, 1948. The rules deal inter alia with establishment of State insurance dispensaries and provision of medical benefit where there are no State insurance dispensaries, allotment of insured persons, procedure for obtaining medical benefit, scale of medical benefit, conditions of service, full-time insurance medical officer and allowances for other insurance medical officers, maintenance of medical and surgical equipment, scale of medical benefit to families of insured persons, and provision of general medical service.

(Notification No. G.R. 46/57/86 dated
20 June 1960; the Assam Gazette,
Part IIA, 29 June 1960, pp. 2122-2127).

93. Application.

India - May - June 1960.

V. Old-Age Benefits.

Working of the Employees' Provident Funds Scheme
during the Year 1958-1959.

The Employees' Provident Fund Scheme, framed under the Employees' Provident Funds Act, 1952, applied to 39 industries as in March 1959. During 1958-59, the scheme was extended to biscuit making industry including composite units making biscuits and products such as bread confectionery, milk and milk powder and road motor transport establishments. The scheme covered 6,260 unexempted establishments with a total membership of 1,521,316 subscribers.

The total sum realised as provident fund contributions during the year under review inclusive of past ~~accumulations~~ accumulations recovered (in cash) stood at 145.9 million rupees. The total income accrued to the fund on account of administrative and inspection charges, during the year was 5,726,000 rupees and expenditure incurred was 2,939,000 rupees. The balance on this account was invested in Central Government securities and income earned thereon was credited to the account of the organisation. The provident fund contributions were, as usual, invested in Government securities such as, National Plan Savings Certificates, medium and long-dated securities. The total amount invested up to the end of the year was 591.5 million rupees including securities worth 103.2 million rupees received as past accumulations from covered establishments.

During the year under review, over eighty thousand claims involving about 30 million rupees were finally paid.

As in the previous year, the members were paid 3-3/4 per cent compound interest on the opening balances of their provident fund accumulations during the year.

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Inspection and Enforcement.- In all 1,490 cases for recovery of unpaid amounts were initiated during the year, out of which 1,072 cases were disposed of. Apart from the prosecutions, 1,881 cases involving about 20 million rupees of overdues were referred to the Certificate officers in all the regions during the year for recovery as arrears of land revenue. Against these and overdues of the precedings years ~~recovered~~ recoveries aggregating about 9,876,000 rupees were effected. At the close of year under report, 1,141 revenue recovery cases were pending involving a sum of about 21.9 million rupees.

During the year, the scheme was amended to enable members to draw temporary advances from the Fund for treatment of serious or prolonged illness of the subscribers themselves or members of their families. By another amendment the Act was extended to establishments belonging to Government or local bodies and thereby placing private and public undertakings on an equal footing so far as application of the Act was concerned.

(Indian Labour ~~Survey~~ Journal, Vol. I, No. 6,
June 1960, pp. 621-623).

Report on the Working of the Employees' Provident Funds
Scheme for the Year 1958-1959*.

According to the report of the Central Board of Trustees of the Employees' Provident Fund Schemes for the year ending 31 March 1959, attention was mainly devoted during the period under review towards consolidating the schemes. During the year the following improvements were effected:-

- (a) Advances from the Fund for serious illness of a member were occasionally being granted under Central Government's ad hoc directions. A specific provision has now been introduced in the Scheme, enabling grant of a temporary advance to a member, to pay expenses in connection with the serious or prolonged illness of the subscriber or a member of his family.
- (b) The scheme has now been amended permitting an employee to contribute, as his own share, upto 8-1/3 per cent of his basic wages and dearness allowance.
- (c) The Planning Commission recommended in the Second Five Year Plan that the labour laws should apply to public undertakings also. The Act has been amended so that establishments owned by Government or local authority engaged in any of the scheduled industries now come under ~~the~~ its purview.
- (d) The Scheme has also been amended to extend the benefits of the Act to workers employed by a contractor in an operation directly connected with any manufacturing process.
- (e) Another amendment of the Scheme entitles a member, who has not attained the age of 55 years at the time of leaving his service, to receive the full accumulations if he attains that age before withdrawal of his provident fund.
- (f) On the application of the Scheme to an establishment, the transfer of past accumulations in the shape of giltedged securities was being accepted as per the provisions of the Scheme, at ~~the~~ the face value of the securities. Where securities had been purchased below par, the transfer resulted in gratuitous profit to the employers, etc., as also involved added immediate liability for the Fund in case of securities quoting at a discount. The Scheme was amended during the period under review and the securities are now accepted only at their purchase value.

* Report of the Working of the Employees' Provident Funds Scheme 1958-59: Government of India, Ministry of Labour and Employment: Issued by The Central Board of Trustees, Employees' Provident Fund; pp.16.

Contributions.- Total amount of contributions received during the year ending 31 March 1959, inclusive of past accumulations recovered (in cash) stood at 145.9 million rupees.

Interest.- As in the previous year 3-3/4 per cent compound rate off the opening balance of the provident fund accumulations of the members was declared for the year under report. The amount of interest earned each year on investments is given below:

(In Million Rupees)

1952-54	-----	1.339
1954-55	-----	3.075
1955-56	-----	4.742
1956-57	-----	7.077
1957-58	-----	10.909
1958-59	-----	15.803

Investments.- During the year 1958-59, a sum of 129 million rupees was invested in the ~~same~~ securities, as against 110.5 million rupees during the year 1957-58. As at the close of 31 March 1959, 591.5 million rupees stood invested including securities worth 103.2 million rupees received as past accumulations from covered establishments.

Coverage.- During the year, there was an appreciable increase in the number of subscribers in unexempted establishments, i.e., those covered under the statutory scheme. The number of such establishments has also gone up as will be evident from the following table:-

Year ending.	No. of un-exempted establishments.	No. of subscribers.
31-3-58	5,787	1,393,475
31-3-59	6,260	1,521,316*
Increase	473	127,841

* These constitute 78 per cent of the employees in these establishments.

Fifty-three establishments with about 3,000 subscribers were covered on a voluntary basis.

Advances and Loans.- Loan aggregating 1.265 million rupees were sanctioned to defray expenses in 6,855 cases of serious illness of subscribers and members of their families. Advances, within the limit of their contributions, were also sanctioned as a special case to the workers rendered unemployed without any compensation as a result of factories closing down. Loans are given much more freely to the workers in exempted establishments according to their own rules.

A member is also permitted to finance his life insurance policy out of his provident fund amount. A total of 26,100 members availed of this facility and a sum of 1.521 million rupees was advanced for the purpose during the year.

Prosecutions.- The table below shows the position as regards prosecutions till the 31 March 1959.

Total Number of Prosecutions			
Launched.	Disposed of	Pending in Courts.	Pending with State Governments for Sanction.
	Convicted	603	
	Acquited	57	
	*Withdrawn	401	
	Dismissed/ Discharged	11	
1,490	1,072	418	172

*Withdrawn mainly on payment of dues along with incidental expenses in case of first offenders, or due to non-applicability of the Act according to certain High Court decisions.

Apart from the prosecutions, 1,881 cases involving about ~~more~~ 20 million rupees of overdues were referred to the Certificate Officers in all the regions, during the year, for recovery as arrears of land revenue. Against these and the overdues of the preceding years, recoveries aggregating about 9.876 million rupees were effected. At the close of the year under report 1,141 revenue recovery cases were pending involving a sum of about 21.9 million rupees.

Exempted establishments.- The power to grant exemption to establishments even in the Central Government sphere has been delegated to the State Governments. Conditions are imposed in these exempted establishments in order to safeguard the workers' interests. The more important of these conditions are:-

- (a) investment, exclusively, in Central Government securities
- (b) vesting the fund in a board of ~~taxes~~ trustees with equal representations for workers
- (c) expenses of the administration to be met by the employer and not charged against the fund, etc.

On failure to comply with these conditions, the exemption granted is cancelled and the employers/trustees are required to transfer the due accumulations to the statutory fund.

The following figures show the number of exempted establishments and the number of subscribers, etc.:-

Year ending	No. of exempted establishments.	No. of employees.	No. of subscribers.	Percentage of membership.
31-3-58	741	1,188,000	1,034,000	87
31-3-59	764	1,182,000	1,022,000	86

The position in respect of these 'exempted' funds during the year is shown below:-

	(In Million Rupees)
(a) Balance in hand as on 1 April 1958	14.0*
(b) Provident Fund Contributions due	152.9
(c) Contributions received (excluding other receipts of 70.7 million rupees, such as interest earned on investments, refund of loans, etc.).	150.2
(d) Investments made in Central Government Securities.	128.5
(e) Amount paid to employees on account of final settlement and loans.	91.9
(f) Balance in hand as on 31 March 1959.	15.4*

*Note.- Represents the amount to be paid for investments ordered, the authorised fluid cash to meet terminal claims of provident funds and loans, etc.

The position of total investments made by these 'exempted' funds as on 31 March 1959 is detailed below:-

	(In Million Rupees)
(a) Total investments made in Central Government Securities.	702.6
(b) Earlier investments made in securities other than Central Government.	21.7
(c) Amount already invested in business or elsewhere-	9.6

Income and Expenditure.- The total income from Administrative and Inspection charges, on investment of these funds and penal damages for the year 1958-59 is given below:-

	(In Million Rupees)	
	Income	Expenditure
(a) Administrative and Inspection charges.	5.458	2.939
(b) Interest on Investments.	0.262	
(c) Damages realised on delayed remittance of Administrative Inspection charges.	0.006	
Total.	5.726	2.939

A comparative table showing income and expenditure from inception till 1957-58 is given below:-

	Income, Administrative and Inspection charges	Interest on investments	Penal damages	Total	Expenditure
	(In Million Rupees)				
1952-53	0.423	--	--	0.423	0.357
1953-54	3.046	--	--	3.046	1.554
1954-55	2.568	--	--	2.568	2.029
1955-56	2.739	0.055	0.006	2.800	1.903
1956-57	3.355	0.091	0.003	3.449	2.044
1957-58	4.774	0.155	0.003	4.932	2.497

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CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - MAY - JUNE 1960.

121. Special Information.

Operation of Jute Mill Industry: Association Chairman's
Suggestions.

The Chairman of the Special Committee on Jute appointed by the West Bengal Government has made some recommendations which if implemented, would greatly benefit the jute mill workers of West Bengal. In the absence of an agreement between employers and employees, represented by trade unions, the Chairman, Shri M.G. Banerjee, has submitted his proposals to the Government.

One of the major suggestions is understood to be that there should be three workers per loom up to 1961-62. Of the 66,000 looms, 15,000, it is learnt, are worked at present on the two-loom basis. Implementation of the suggestion would mean that about 192,000 workers would be made permanent.

It is stated that there are a few mills in West Bengal where badli workers number more than 50 per cent. It has been recommended that the badli list should be "frozen". No new name should be included in the list until all the badli workers have been permanently absorbed.

The Chairman is understood to have suggested 58 years as the superannuation age for men and 55 years for women, subject to the discretion of employers if extensions are sought.

The Committee was first appointed in 1957 on an ad hoc basis with representatives of employers, employees and the Government. It was later made a special committee on the recommendation of the Industrial Committee on Jute.

The Labour Minister, Shri Abdus Sattar, has invited the Indian Jute Mills Association and the four Central Trade Union organisations (BPNTUC, BPTUC, HMS, and UTUC) to send their representatives to a tripartite conference shortly to consider the question of implementation of Shri Manerjee's proposals.

(The Statesman, 13 May 1960).

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