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Industrial and Labour Developments in July 1959.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JULY 1959.

11. Political Situation and Administrative Action.

Orissa Cabinet Expanded: Eight new Ministers
Sworn in.

Eight more ministers were sworn in at Puri on 14 July 1959 as members of the Congress, Ganatantra Parishad Coalition Cabinet in Orissa, bringing the total strength of the Cabinet to 11 (vide Section 11 page 1 of the report of this Office for May 1959).

Shri R.B. Misra, will now be among others, incharge of the portfolios of tribal and rural welfare and labour.

(The Hindustan Times, 16 July 1959).

12. Activities of External Services.

India - July 1959.

Conferences:

The Director of this Office, Shri V.K.R. Menon, attended the Indian Labour Conference held at Madras on 27 July 1959.

Special Assignment:

On the request of the Labour Minister, the Director-General agreed that the Director of this Office mediate in the dispute between the workers and management of the National and Grindlay's Bank Ltd., Earlier the Director's name had been referred to both the parties who had agreed to accept him as a Mediator.

Chapter 2. International and National
Organisations

25. Wage-Earners' Organisations.

India - July 1959.

INTUC is the Largest Central Trade Union Body:
Results of Government Scrutiny.

According to a report in the Indian Worker, Vol.VII, No.41, dated 13 July 1959, it is authoratively learnt that as a result of the scrutiny conducted by the Government of India into the membership of the four central trade union organisations, the INTUC is found to be the largest single representative trade union organisation of the country, its membership (898,527) exceeding all the other three organisations' put together. "This explodes the communist-controlled AITUC myth claiming to be the most representative trade union organisation.

"It will be recalled that a lot of clamour was put forth by the AITUC in this connection and they had put a fantastic claim of larger membership than the INTUC. As against their claim for 1,400,141 membership, their verified membership has fallen to 515,306. This showed an exaggeration to the point of 171.7 per cent. Whereas according to the Government's scrutiny the INTUC's membership was 176.3 per cent more than the AITUC's membership.

"It will also be recalled that the AITUC lodged a protest at the recently held ILO conference against the representation of the INTUC as the largest trade union organisation on the ILO. This claim was, however, rejected at the conference in Geneva.

The account of claimed and verified membership of the four central trade union organisations given in table below:-

| Organisations. | Claimed. | Verified. |
|----------------|-----------|-----------|
| INTUC | 1,380,249 | 898,527 |
| AITUC | 1,400,141 | 515,306 |
| HMS | 357,859 | 184,084 |
| UTUC | 196,978 | 80,345 |

Reasons given by the Government for differences between the claimed and verified membership are non-submission of annual returns for 1957-58; refusal to show records; unregistered unions, cancellation of registrations; defunct unions; affiliation to other organisations or their affiliation was not properly known; and non-verification due to want of proper address and other reasons."

(Indian Workers, Vol.VII, No.41, 13 July 1959, page 1).

5

Congress Party to Work in Labour Field through INTUC:
A.I.C.C.'s Circular.

The All-India Congress Committee in a circular to Pradesh Congress committees has revealed that it proposes to start a labour wing in the AICC to study the various aspects of the labour in the country and bring about better relation between the AICC and the INTUC in the labour field.

In this connection, a coordination committee has been proposed to be set up consisting of the President and Secretary of the INTUC, President and Secretary of the PCCs, Labour Minister and such other persons who may be co-opted. This is with a view to establishing complete accord between the Congress organisation and the INTUC and promoting to the utmost extent possible the activities of the INTUC.

The accepted basis for this according to the AICC will be as follows:-

(a) The Congress organisation and Congressmen can work in the labour field only through the INTUC;

(b) No rival or independent units would be formed by the Congressmen outside the INTUC. There should be no direct participation in labour activity by the Congress organisation or the Congressmen except through the INTUC;

(c) Congressmen seeking to enter the labour field must do so only through the INTUC;

(d) Any Congressman who has created an organisation outside the INTUC should now immediately bring it within the fold of the INTUC and agree to any decision of the INTUC regarding the way in which this organisation has to be dealt with;

(e) Every Congressman seeking to do work in the labour field should get ~~the~~ fullest opportunity for participation in the labour movement through the INTUC;

(f) Those who are engaged in the INTUC work should make their contribution towards Congress activities in the manner desired or required by the Congress organisations;

(g) It was decided that various complaints regarding conflict between the Congress organisation and the INTUC in different places should be dealt with expeditiously by the coordination committee. The PCC should take the necessary action against those Congressmen who are found to be in the wrong in regard to their attitude towards the INTUC in a particular place; the INTUC should similarly deal with their own workers who interest themselves in the group functioning of the Congress organisation in a particular area;

(h) It should be the duty of the Congress organisation to help the INTUC workers to the best of their ability. Similarly, it is desired the INTUC workers should do their best to strengthen the Congress in their area. The Congressmen should not interfere with the working of the INTUC organisation from outside. They should, of course, actively participate in the INTUC activities under their discipline. In turn, the INTUC workers were expected not to involve themselves in any way with any particular group within the Congress;

(i) The INTUC workers were not to hold any office in the Congress organisation unless invited to do so as a special case;

(j) In regard to municipal activities, the INTUC workers should not stand for municipal elections unless invited to do so by the local Congress committee. The Congress committee, however, should make it a point to suggest suitable candidates for municipal elections in predominantly labour areas. A list of such predominantly labour areas should be prepared by the PCCs in consultation with the INTUC;

(k) Joint meetings of important Congress and INTUC workers at the Pradesh level should be held from time to time in order to deal with local problems.

(Note.- It may be mentioned that in Madras, the Tamilnad Congress Committee, the regional body of the A.I.C.C., had a separate central labour organisation, i.e., Tamilnad Congress Committee (Labour Wing), even though there was a separate State INTUC).

(The Indian Worker, Vol.VII, No.36, 8 June 1959, page 11.)

7

H.M.S. and U.T.U.C. Agree on Joint Front Against
A.I.T.U.C.

According to the Special Correspondent of the Hindustan Times, New Delhi, an understanding has been recently reached between the Hind Mazdoor Sabha and the United Trade Union Congress marking a significant development in the trade union movement in India.

While Hind Mazdoor Sabha is jointly run by the Praja Socialist Party and the Socialist Party, United Trade Union Congress is controlled by Leftist splinter parties such as the Revolutionary Socialist Party, the Revolutionary Communist Party, the Peasants and Workers Party and the Bolshevik Party. The 'get together' is likely to have a healthy effect in the political field also, as these parties are at loggerheads these days.

The main significance of the understanding lies in the fact that the two central trade union organisations will now be able to present a joint front against the communist-run All-India Trade Union Congress which has of late been making serious inroads in their membership. Ordinarily, a worker owing allegiance to these Left organisations is likely to go to the Communist camp than to the moderate Indian National Trade Union Congress.

The next step, according to trade unionists, will be to reach some sort of general understanding with Indian National Trade Union Congress to prevent Communist infiltration of unions.

In spite of sharp differences of policy between the three non-Communist trade union organisations there has been a growing realisation that they would have to work in greater co-operation if communist control of unions is to be prevented. So far as the understanding between Hind Mazdoor Sabha and United Trade Union Congress is concerned its main objective is to avoid inter-organisational rivalry.

One of the measures which has been actively canvassed for some time is demarcation of spheres of influence between the non-Communist trade unions. It has been felt that where there is a strong union belonging to one of them which can hold its own against the communist union others should not muscle in as their presence tends to divide non-Communist workers into warring camps and benefits the Communists.

One of the advantages of the understanding, according to trade union sources, will be that it will arrest the decline in the membership of Hind Mazdoor Sabha and United Trade Union Congress. The membership of former has fallen from 233,990 in 1957 to 184,084 in 1958. The United Trade Union Congress membership now stands at about 80,000.

Hind Mazdoor Sabha has also decided to step up its efforts to expand the membership of its newly-formed federations of workers in jute, sugar and metal industries. To train the requisite number of workers, training camps are to be held soon in Bihar, Delhi and Punjab.

(The Hindustan Times, 14 July 1959).

9

Chapter 3. Economic questions.

34. Economic Planning, Control and Development.

India - July 1959.

Techno-Economic Survey of Bihar: Rs.6,000 Million
Third Plan Suggested.

The National Council of Applied Economic Research has recommended an investment of 6000 million rupees during the third Five Year Plan period for the economic development of Bihar. This, the Council hopes, will bring about the much-needed "structural balance" in the economy of the State. If the recommendations of the Council are implemented it is estimated that the State's income will rise by 22 per cent at the end of the third Plan.

The National Council was approached by the Bihar Government to make a techno-economic survey of the State and recommend measures for the integrated development of the State.

The Council made a detailed study of the State's economy and has made extensive recommendations covering industry, mining, transport and communications, housing, forestry, agriculture, raw material requirements, power supply, manpower and education.

Besides recommending the expansion of the existing industries it has suggested the establishment of 27 new industries on a big scale. Prominent among these are: alloy steels, structural shop, electric motor and generator plant, sulphur and sulphuric acid plant, caustic soda plant, etc.

The Council says the State's irrigational potential of 16 million acres must be fully utilised by the end of the third Plan and the highest priority should be given to flood control. It says an increase of 80 per cent in food production and 300 per cent in commercial crops should be aimed at the end of the third Plan.

The Council feels that if its recommendations are implemented there will be an increase in the per capita income of 22 per cent at the end of the third Plan as compared to 1961. The high rate of increased income will be mainly due to the fact that a larger proportion of the total investment will be in the agricultural sector where the net return on capital invested is high.

The investment of this scale is expected to increase the employment potential of the State by 1.2 million.

The Council has suggested that investment of 6,000 million rupees should be distributed as follows: Agriculture 1,350 million rupees; Irrigation 1,280 million rupees; power operation 450 million rupees; Industry and minerals 880 million rupees; transport and communication 740 million rupees and social services 1,300 million rupees.

The Council feels that if its suggestions were followed up (1) the State's agricultural production will be stabilised and self-sufficiency in foodgrain achieved; (2) enough agricultural raw materials to sustain a higher rate of growth of industry will be produced; and (3) a firm "infrastructure" of social and economic overheads for future industrial growth will be built up.

Resources position.- Referring to the resources position the Council says out of 6,000 million rupees, 1,200 million rupees will be the share of the private sector. As against the requirements of 4,800 million rupees in the public sector, the State can hope to raise 800 million rupees to 950 million rupees during the third Plan period. If the Centre is willing to contribute in the ratio of 2:1, the total resources available will be 2,700 million rupees to 2,800 million rupees. There will be thus be still a shortfall of 2,000 million rupees. The Council suggests that certain schemes be taken up by the Centre itself so that the gap will be narrowed further.

In this connection the Council suggests that all possibilities of promoting ~~private~~ private investments have to be explored. Private investment rather than public should be relied upon especially in the industrial sector.

If the target of 6,000 million rupees cannot be raised in five years time the Council recommends the programme be phased over a period of seven years.

(The Statesman, 25 June 1959).

11

Small-Scale Steel Plants on Chinese Model:
Experiment suggested.

The Indian Steel delegation which visited China recently has recommended that a few small steel plants should be constructed in measure India as an "experimental measure."

A summary of the delegation's report to the Government of India, which was released in New Delhi on 24 July 1959, said that there was scope in this country for setting up some modern small-size blast furnaces and "side-blown converters" in certain areas. "Some of the features of the small plants seen in China could be incorporated in the small plants to be put up in such areas", the report added.

The delegation visited China in March-April last to study the working of her iron and steel industry, especially of small steel units. The delegation, during its three-week stay, visited a number of representative works in several parts of China, including Peking and Shanghai.

The report said that while the economy and efficiency should continue to be important factors in deciding the size and location of iron and steel plants in India, there was scope to set up some small-size plants in areas where conditions were favourable for their development.

"The delegation has recommended that the design and construction of a few small blast furnaces and converters be taken in hand as an experimental measure in areas which are likely to be favourable for the location of such plants. The delegation considers that the construction of a few such small plants entirely from Indian designs and with Indian material would give confidence to designers and construction engineers in this country."

The Chinese experiment.- The report said that until 1957 the People's Government of China either rehabilitated the existing units, principally in Anshan, or expanded the steel industry by putting up modern units. It was only in 1958 that the need was felt to step up steel production sharply which necessitated the adoption of "unconventional methods".

"The reason given for stepping up production sharply in 1958 was that it was necessary to meet the sudden spurt in demand for agricultural implements required for the fulfilment of the agricultural plan. Agricultural implements were required all over the country, but steel was produced only in three or four centres. Even if the capacity of the existing units were increased to meet the demand, it would have been difficult to transport the steel products to the agricultural implements to different points of consumption."

The report said that the biggest bottleneck in China had been communication. For a country over three times the size of India, the railway mileage was only about half of that of India. Even this small mileage was all confined to the eastern part of the country, one half of the total mileage being in the north-east. In this set of circumstances, China had to look for improvisation and adoption of what otherwise appeared to be uneconomic and unconventional methods.

About "native furnaces", the report said that these furnaces were built in hundreds of thousands all over the countryside. They took only a few days to build and produced iron which was acceptable for the limited purpose in view. But once the immediate demand was met and other methods, more economic and less wasteful of resources, could be adopted, these "native furnaces" were abandoned. At present there were hardly any such furnaces producing iron in China.

The report said that China had some peculiar features which would encourage continued production of iron and steel in small works of modern design, although the costs of production in such works were higher. Railway communication being poor, the transport of raw materials into large steel works and of finished products away from these steel works to centres of consumption of that country was difficult. This handicap had to be overcome by having iron and steel works dispersed all over the country.

In China, unlike in India, iron ore and coal were found almost in all the 25 provinces. In addition to the traditional sources of supply, new iron ore mines were being developed in a number of places.

The report said that the reserves of iron ore in China were currently estimated at over 12,000 million tons. The reserves of coal, found in nearly every province, were estimated at 1,000,000 million tons.

"It is in these circumstances that the construction of small furnaces and of small steel plants of relatively more modern design has been encountered all over the country. At the same time, the authorities are conscious of the advantages, both in the cost of production and in the efficiency of operation, of large and modern works. That is why giant steel works like those in Wuban and Paotow are being built at the same time. Further, the development is towards greater mechanisation and modernisation of the small works".

The report said that the ultimate objective was to have in China, in a few years' time, large steel bases like Anshan. Wuban and Paotow, each producing more than three million tons of steel. There would also be a number of integrated small and medium steel works of 200,000 tons to 1,000,000 tons annual capacity.

(The Statesman, 25 July 1959).

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14

Replacement Costs in Industry: Compulsory Fund
Recommended.

The National Council of Applied Economic Research has recommended a compulsory rehabilitation fund for every company to provide for the rising costs of replacing assets.

The Council, which recently undertook a study of replacement cost in industry at the request of the steering group on wages set up by the Union Labour Ministry, has in its report stated that for reasons of inadequate finance, companies are holding on to old machinery and assets even after the expiry of their technical life and are postponing replacement.

In its opinion if industries are to stick to their old machinery for this reason, then the Indian exports will run the risk of losing the international market. It suggests that in the larger interest of the country, it should be made obligatory on every company to create a price rehabilitation fund by means of a compulsory deduction of a prescribed amount, in addition to normal depreciation, from the gross profits before any appropriations are made for dividends to share-holders or bonus to workers.

The Council's study has shown that many Indian companies do not make a provision for the rising market prices of replacement of their assets, as a result of which depreciation (which is the annual loss in the value of fixed capital such as machinery and buildings) is under-estimated and the net profits are over-estimated.

It finds that in many wage disputes though the necessity of creating such a fund is realised by both labour and management, the controversy centres on the mode of calculating the amount which should be allowed under this head. Accordingly, the Council has suggested several convenient methods of calculating it.

The Council suggests that an adequate charge on current revenue for depreciation of assets should be considered by all companies as the only sound method of financing their replacement needs and keeping their capital intact.

Its study has revealed that there are companies which in some years do not charge depreciation on their fixed assets. The need to provide depreciation, it points out, is obvious if the soundness of a company is to be maintained.

There being at present no legal obligation on a company to provide for depreciation, the lacuna can best be removed by amending the Companies Act, 1957, to make depreciation a compulsory charge for every company, it further suggests.

The Council has come to the conclusion that the existing depreciation formula followed by most companies in India is unsound and should be discarded. It recommends that the depreciation should be calculated as a fixed percentage of the original cost instead of the written down value of the asset.

(The Hindustan Times, 11 July, 1959).

U.S.S.R. Offers Rs.1,800 Million Aid for India's
Third Five Year Plan.

The U.S.S.R. has offered 1,500 million roubles aid (1,800 million rupees) for India's Third Five Year Plan and the offer has been accepted by the Government of India.

A Press Communique issued by the Ministry of Finance Department of Economic Affairs on 29 July 1959 said: "When Shri Swaran Singh, Minister of Steel, Mines and Fuel, and Shri Manubhai Shah, Minister of Industry, were in Moscow recently discussions took place between them and members of the Soviet Government on the question of external assistance for India's economic development.

"Following these discussions and in order to help in meeting India's needs, the Soviet Union have made an initial offer of a fresh credit of 1,500 million roubles (about 1,800 million rupees) to be utilised towards the implementation of the Third Five Year Plan and the Government of India have gratefully accepted this welcome offer of assistance.

"Further discussions in regard to this and to Soviet aid generally will take place in the near future."

(The Statesman, 30 July 1959).

17

Indian Industries asked to reduce Costs.

Indian industries are being asked by the Government of India to review their cost structure with a view to reducing costs and make Indian goods competitive in foreign markets.

In a note for the Central Advisory Council of Industries held recently, the Ministry of Commerce and Industry has gone into the question of export promotion and has suggested the formation of associations of manufacturers of same or similar goods so as to boost exports.

Such an association should carry out a survey of the export potential of its members who should be categorised into two categories of participating group or members directly participating in exports and the non-participating group, who might not directly participate in exports but who would provide aid and assistance to those who did export.

The association should undertake a study of both prices and merchandising techniques and schemes suitable to each industry should be evolved providing for reduction in sale prices to competitive levels and for advertising and sales propaganda to secure the acceptance of Indian products in international markets.

The Hindustan Times, 4 July 1959).

35. Productivity.

India - July 1959.

Two-and-a-Half Times Increase in Productivity in
Cement Industry during 1946-1956: Employers'
Study.

Productivity in India's cement industry increased by 2-1/2 times between 1946 and 1956 mainly due to an increase in the extent of mechanization and expansion in the average size of plants.

This is stated in a study on "Financial Trends and Productivity in the Cement Industry" prepared by the Association of Indian Trade and Industry, Bombay.

The study, based on a financial analysis of the annual reports of 15 companies which owned, in 1957, 29 cement manufacturing plants, comprising over 90 per cent of national production of cement, says that the production in the Indian cement industry increased from 1.2 million tons in 1937 to about 2.1 million tons in 1944 and 6.4 million tons in 1958.

Referring to the second Plan cement production target of 12 million tons by the 1961 the study says: "In view of the fall in the demand for cement in recent years, consequent upon the steep increase in the excise duty from 5 rupees per ton to 20 rupees per ton in 1957 and again to 24 rupees per ton in 1958, the development programme of the industry has received a setback".

Increase in Income.- The total income of the Indian cement companies covered by the study increased from 30.8 million rupees in 1957 to 373.4 million rupees in 1957.

Discussing the reserves position of the industry, the study says that since 1943, the industry is subjected to price regulation as a result of which "the prices of the industry's products have not been allowed to exceed moderate levels, and it has not seen even one prosperous year comparable with some of those which the cotton textile and other industries had during the war and post-war periods".

The cement industry, therefore, did not have the opportunity to accumulate reserves to the same extent as other industries in the country. In 1956, the cement industry's accumulated reserves (excluding capitalised reserves) were about 44 per cent of its ordinary paid-up capital (including bonus shares) and premium on shares as against 165 per cent in the case of iron and steel, 121 per cent in cotton textiles, 99 per cent in paper, 91 per cent in jute textiles, 89 per cent in sugar and 29 per cent in electricity.

The proportion of internal sources for financing the acquisition of assets since 1938 was lower in the cement industry than in other leading industries at 36.8 per cent of the total capital funds brought in (1938-1957), as against 60.7 per cent in the case of iron and steel (1938-55), as against 41.5 per cent in paper (1938-1954), 64.5 per cent in cotton textiles (1938-1955), 57.5 per cent in jute textiles (1938-1955), and 46.3 per cent in sugar (1938-1954).

(The Hindustan Times, 12 July 1959).

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36. Wages.

India - July 1959.

Madras: Minimum Rates of Wages for Employment in Oil Mills fixed.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Madras has fixed, with effect from 1 July 1959, the following minimum rates of wages to the different classes of employees in employment in any oil mill:-

| Class of employees. | Minimum rates of wages. | |
|---------------------|-------------------------|----------------|
| | Rs. | NP. |
| 1. Boiler men ----- | 2 | 00 per day. |
| 2. Mechanics ----- | 1 | 50 do. |
| 3. Rotary men ----- | 1 | 50 do. |
| 4. Peons ----- | 1 | 25 do. |
| 5. Crushers ----- | 1 | 25 do. |
| 6. Attender ----- | 35 | 00 per mensem. |
| 7. Clerks ----- | 50 | 00 do. |

(Notification No. SRO No. A-3968 of 1959, G.O. Ms. No. 2492, Industries, Labour and Co-operation (Labour) dated 22 June 1959, the Fort St. George Gazette, Part I, 8 July 1959, page 953).

Promotion of Class IV Railway Employees:
Recommendations of Staff Promotion Committee
Accepted.

According to a press report published on 21 July 1959, the Union Government have accepted the recommendations of the Railway Class IV Staff Promotion Committee, appointed in May 1957, to examine the existing channels of promotion as well as to find new ones for Class IV railwaymen.

The Committee has recommended that employees for whom there are no avenues of promotion at present should be transferred to other departments of higher grades should be created in their own departments. Grouping of posts so as to form larger units has also been recommended in order to avoid dead ends which at present occur in certain categories. Both these recommendations have been accepted.

Besides, no direct recruitment will be made to higher grades in Class IV except in certain special circumstances.

Junior Class III posts such as those of clerks, material checkers, store clerks and issuers, cabinmen, shunting jamadars and brickmen will, in future, be filled wholly by promotion.

In regard to clerical posts in the 60 - 130 rupees and 60 - 150 rupees grades such as those of commercial clerks, ticket collectors, office clerks and train clerks the proportion of posts available to Class IV employees for promotion will be raised from 10 per cent as at present to 15 per cent.

Class IV staff, whose minimum pay does not exceed 60 rupees a month, total 0.654 million rupees out of the 1.054 million rupees on the pay rolls of the Railway Ministry.

(The Hindustan Times, 21 July 1959).

37. Salaries.

India - July 1959.

Bonus for Life Insurance Corporation Staff:
Agreement finalised.

Reference is invited to Section 37, page 13 of the report of this Office for June 1959, wherein the conclusion of a provisional agreement on bonus and some other issues between the management and staff of the Life Insurance Corporation was reported. The five-year bonus agreement was formally signed by both the parties on 2 July 1959 at Bombay.

The immediate effect of the agreement, whose period of operation is from January 1957 to December 1961 would be the disbursement of about 10 million rupees as bonus for two years, 1957 and 1958, to the employees all over the country.

(The Amrita Bazar Patrika, 3 July 1959).

38. Housing.

India - July 1959.

Increase Subsidy for Slum Clearance: Central Government's Decision.

The Government of India has decided to increase the subsidy to the States for slum clearance work from 25 to 37-1/2 per cent of the approved cost.

Announcing this a Press release says the Centre will also give 37-1/2 per cent as loan to the States. The States will meet 25 per cent of the cost.

The decision has been taken on the recommendation of the third conference of Housing Ministers held in Darjeeling in October 1958 (vide Section 38, pp.23-28 of the report of this Office for October 1958).

It has further been decided that assistance should at present be confined to slum clearance in Bombay, Calcutta, Madras, Delhi, Kanpur and Ahmedabad, and that the enhanced rate of Central subsidy should ordinarily be available only for projects in these cities.

In exception^{al} cases, however, the Union Government will ~~granting~~ consider the question of granting subsidy at the increased rate for projects in other cities and towns also. Central assistance to the States for slum clearance projects will be about 38.7 million rupees in 1959, and the increased rate of subsidy will be available for projects already being implemented or to be undertaken during the remaining period of the Plan.

The Government has accepted the recommendation of the conference that in selecting areas for slum clearance preference should be given to areas where sweepers predominate.

Socio-Economic Survey.- Among other suggestions accepted are the following: The State Governments should expedite steps to acquire slum areas and land needed for rehousing slum dwellers; projects should be based on socio-economic surveys of selected areas. A high-power committee with representatives of all interests concerned should be entrusted with the work, with local bodies co-ordinating and supervising the implementation of the schemes. The services of voluntary organisations should be utilised and participation of slum dwellers sought. Where slum clearance is not possible slum improvement should be tried.

If a slum dweller cannot pay even the subsidised rent and is averse to taking open developed plots, a skeletal house with a roof on pillars and a minimum floor area of 204 Sq.ft. (which could later be converted, into a living room and another multi-purpose room) could be provided at a monthly rent of about eight rupees. This should be in addition to a bathing platform and a latrine with roof and door shutters. The occupant will have to do the panelling or walling, and put in doors and windows and enclose the bathing platform himself.

The Government has rejected the suggestion that transfer of tenements or open developed plots to slum dwellers should be on a leasehold basis.

(The Statesman, 27 July 1959).

Allotment of Workers' Houses: Government's Decision.

The Union Government has decided that 75 per cent of houses constructed in the subsidised industrial housing scheme will be allotted on the basis of model rules framed by them if there is a dispute on allotment.

The allotment will be made by a managing committee having an equal number of representatives of workers and employers and an official chairman.

If there is disagreement, allotment will be made on the basis of subsidised housing allotment rules framed by the Government. The managing committee, however, will be empowered to allot ten per cent of the houses out of turn and another 15 per cent will be allotted by the employer at his discretion.

(The Hindustan Times, 13 July 1959).

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

INDIA - JULY 1959.

41. Agriculture.

Co-operative Farming on State Levels: Rajasthan
Committee's Recommendation.

A high-power official committee appointed by the Rajasthan Government to examine the question of introducing co-operative farming on Government lands and the lands to be obtained through the imposition of a ceiling on existing holdings of agricultural lands, in its report, has recommended the formation of a co-operative tenant farming society.

Under such a society the holding is divided into small units, each of which is leased out to an individual tenant cultivator, who is a member of the society. The whole area is cultivated according to a plan laid out by the society, but the manner of execution is left to the discretion of each tenant.

While each tenant pays a fixed rent for his holding, the produce of the holding is his own and entirely at his disposal. Ownership does not vest in individuals, but in the society itself, the rights of the individual being restricted to discretion to implement the plan of production drawn up by the society.

Higher Output.- The co-operative tenant farming society provides for improved production and management, inasmuch as a plan is to be formulated by the society in this behalf, though its execution in part is left to the discretion of each individual tenant.

This system, according to the report, while ensuring all the advantages of a co-operative organization, gives some satisfaction to the human urge for individual ownership and incentive. Further, co-operation to be successful has to be evolved from within and cannot be superimposed; the scheme that should be set up should, therefore, be not only acceptable, but highly attractive.

In the opinion of the committee, the co-operative tenant farming society would be the most readily acceptable form, but there should be no objection to the trial of other methods also if a demand is made in that behalf by any locality or group.

(The Statesman, 2 July 1959).

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43. Handicrafts.

India - July 1959.

Financing of Small Industries: Hyderabad Seminar
suggests Guarantee of Loans.

An all-India Seminar on financing of small industries held at Hyderabad on 20-23 July 1959, has expressed the view that a system of guarantee of loans to small industries would enable the financial institutions to enlarge their activities in the field. The four-day seminar, sponsored by the Reserve Bank of India, was attended by officers of the Central and State Governments, financial experts, representatives of banks and associations of industries.

The seminar suggested that principal features of the scheme should be that the guarantees should apply to banks and that the guarantee should ordinarily be up to a maximum of 50 per cent but might in some cases be higher, not exceeding 75 per cent, both for working capital loans and equipment loans.

The guaranteeing authority, it was suggested, should be an organ of a State Government or a central institution linked with and operated through the Reserve Bank. Where it was an apex bank that undertook the risk, the guaranteeing authority should be the State Government.

The seminar was of the view that the information available to small enterprises regarding the fields into which they could venture with reasonable chances of success was not adequate. It suggested that the agencies providing such information should supply it on an integrated basis to cover the data on marketing prospects, production techniques, training facilities, raw material supplies and financial facilities.

Another suggestion made by the seminar was that arrangements should be made for regular supply of raw materials especially those which for one reason or other were in short supply. In this regard it suggested the setting up of more raw material depots by the Government and wherever possible by co-operative societies.

It expressed the view, that besides setting up industrial estates the Government should mark out the industrial areas in which adequate electric power was supplied on a planned basis to help solve the problem of factory accommodation. It was also suggested that the State Governments might consider affording of financial facilities for construction of factory premises similar to those given to co-operative housing societies.

The seminar was of opinion that the difficulty in the field of marketing small-scale industries was not so much inadequacy of demand as delay in receiving payments for goods supplied. It, therefore, suggested that such delays should be avoided by the purchasers - Government and the larger industries.

The seminar, while recognising the need for change in the attitude and policies of financial institutions, expressed the view that the solution lay in a larger measure in increasing the credit worthiness of the small-scale industries.

(The Hindustan Times, 25 July 1959).

44. Merchant Marine and Fisheries.

India - July 1959.

Development of Ship Repair Industry: Inquiry Committee
urges Facilities in India.

The Ship Repair Committee set up by the Government of India to inquire into the existing facilities for ship repair in Indian ports has urged the Government and port authorities to accept the principle that it is part of their responsibility to provide for the requirements of the ship repair industry. The Committee which was headed by Shri O.V. Alagesan, former Deputy Minister for Transport and Railways was set up by the Government to inquire into and report on the existing ship repair facilities in Indian ports and the improvements and expansion required in such facilities.

"It would be unwise", the Committee declares, "for any country to rely on another country for the provision of repair facilities and in times of emergency such reliance may prove dangerous".

The ship repair industry, the Committee says, is of vital importance to a country from the foreign exchange point of view. Apart from saving foreign exchange which is used by national ships needing repairs in foreign ports, the industry directly earns foreign exchange to the extent its services are made available to foreign-owned ships.

It is equally important, according to the Committee, that the ship repair industry should be so organised as to be able to survive against competition. Ship repair costs form an important part of the total operational costs of a ship. An uneconomic ship repair industry would, therefore, adversely affect the competitive strength of national shipping as against shipping of other countries.

The Committee visited various ports and principal ship repair works in the country and met representatives of the interests concerned before drawing up its recommendations.

Basic Requirements.— Listing the basic requirements, of the industry, the report states that there should be well-organised workshops situated on the water-front, preferably near the docks; adequate provision of dry docks; suitable repair berths situated in protected waters; availability of essential spares and materials in time; an efficient and trained labour force and easier Customs procedures.

The ideal condition, according to the Committee, would be that where the complex of workshop, dock and repair berth facilities is under unified ownership or control to ensure ready availability. This was the case in many foreign ports. Even when the facilities are controlled by different authorities, it should be seen to it that each of them is adequate to meet all demands.

Indian shipping companies incur an expenditure of approximately 25 million rupees per year on repairs and this is expected to be doubled when the total tonnage increases to 1.5 million gross by the end of the third Plan. The Committee also expects an increase in the income from foreign lines and the total turnover of the industry is expected to reach 100 million rupees to 150 million rupees annually.

"The possibility of attracting more work from foreign lines, however, depends on the provision of better overall repair facilities in Indian ports so as to enable the industry in India to make competitive quotations."

The consequence of the rising cost of ship repairs in India is a gradual but unmistakable diversion of ship repair work from Indian to foreign ports. Therefore the deficiencies which now contribute to higher costs in India should be removed. Since many of these are beyond the control of ship repairers, it is necessary that the Government and the various authorities concerned should consider each of such factors with a view to finding appropriate solutions. The provision of facilities for ship repair work, where no separate facilities exist, is as much a part of the legitimate functions of the port as the provision of cargo-birth, crane, water and bunkering facilities and dredging. There will be no real solution for the problems of the ship repair industry until this is recognised by the Government and the port authorities.

Dry Docks.- With regard to the provision of more dry docks, the report states that if the Committee's recommendations regarding provision of facilities and better management of dry docks in Calcutta and Bombay are implemented, there would be no need to consider the construction of additional dry docks for merchant ships in these two ports at present. It, however, recommends that new dry docks should be constructed, preferably at Visakhapatnam and Cochin.

The target for repairing berths should be the provision of 12 fully equipped berths at both Calcutta and Bombay. At Visakhapatnam, Madras and Cochin, one of the new berths should be equipped as a repair berth.

The Government should encourage modernisation of privately-owned owned workshops. A scheme of financial assistance on favourable terms could be considered.

The Committee is of the view that it is necessary to form an all-India organisation of ship repairers and shipbuilders. The Government should encourage the formation of such an organisation and should give recognition to it.

The report also recommends the setting up of an all-India advisory body with representatives of ship repairers, shipbuilders, shipowners, major ports and the Government departments concerned. This body, which may be presided over by the Union Minister for Transport and Communications, should advise the Government on all matters pertaining to the industry as a whole. Until ship repair facilities are improved for at other major ports, there is scope for local committees only at Calcutta and Bombay.

(The Statesman, 20 July 1959).

33

Vizagapatam Dock Workers(Regulation of Employment)
Scheme 1959.

The Government of India published on 11 July 1959 the text of the Vizagapatam Dock Workers(Regulation of Employment) Scheme, 1959, made in exercise of the powers conferred under the Dock Workers (Regulation of Employment) Act, 1948. The Scheme deals inter alia with the constitution, functions, responsibilities and duties of the Vizagapatam Dock Labour Board, responsibilities and duties of the executive officer, functions of the administrative body, maintenance of registers and classification of workers in registers, procedure for promotion of and transfer of workers, guaranteed minimum wages and attendance allowances of workers, obligations of registered dock workers and registered employers, wages, allowances and other conditions of service of certain class of workers, and disciplinary procedure.

(Notification No.S.O. 1575 dated
11 July 1959, the Gazette of India,
Part II, Sec.3, Sub-Sec. ii,
11 July 1959, pp. 1752-1774).

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Inland Waterways in India: Committee's suggestions
for Improvement.

The Inland Water Transport Committee, whose report has been received by the Government of India, has recommended that the Central Government should assume responsibility for improving and maintaining all important waterways in the country. "Inland watertransport", the Committee point out, "has a great part to play in the transport system of our country, provided it is properly organised and placed on a sound footing."

The Committee of engineers, inland water transport operators and administrators, headed by Shri B.K.Gokhale, Chairman, Tungabhadra Board, was appointed in 1957 and its terms of reference were: (i) to review the part played by inland water transport in the transport system of the country; (ii) to advise on measures for the increased utilisation of inland water transport including movement of bulk commodities; (iii) to examine the prospects of increasing and extending river and canal services, and to suggest steps necessary for effective co-ordination between the railways and inland waterways including financial participation, appropriate allocation of traffic and arrangements for through booking; (iv) to consider the organisation of an efficient country boat service on a co-operative basis; (v) to suggest whether any special organisation is necessary to execute the schemes and how they should be financed; and (vi) to make recommendations regarding important waterways to be declared as National Waterways as envisaged in the Constitution.

The Committee has recommended an allocation of 500 million rupees in the Third Five-Year Plan for the development of inland water transport.

While reviewing the history of inland water transport in India, the Committee points out that its continued decline is in some ways peculiar to this country.

Even in the 19th century plans were prepared in India for development of waterways, but the Government of the day did not pay adequate attention as they were greatly interested in helping private railway companies whose dividends they had guaranteed. As a result of this policy, water transport had been put out of business except in certain selected regions. Another factor that proved provided disastrous to water transport was the guiding principle of balancing the expenditure by revenue ~~in~~ from tolls. Factors such as reduced depths, restricted river training schemes, lack of dredging and un-co-ordinated construction of railways have continued to contribute towards the decline of water transport.

Though there were some multipurpose projects before Independence, the application of the concept of unified development of river basins as a whole was made possible only after Independence. In the conditions of India, irrigation must continue to be one of the most important uses of river schemes, but the navigational aspect should receive full weightage in river development schemes.

Central Body suggested.- In this connection the report mentions the view of the Central Water and Power Commission which considered that unified multi-purpose development of rivers would make vast stretches navigable and by inter-connecting some of these rivers a network of waterways from coast to coast could be prepared. The Committee has given its opinion against immediately taking up the projects for direct services from coast to coast and from the North to the South. These projects may be taken up after the implementation of the various multi-purpose projects in the next 30 years in the light of the traffic conditions prevailing then. Meanwhile, navigation locks should be provided in all dams.

While emphasising that before the development of waterways can be seriously undertaken, it is necessary to arrest the further deterioration of waterways, the Committee is of the opinion that one of the chief causes of deterioration of inland water transport has been lack of a technical organisation for planning and supervision of execution of works intended for development of inland water transport.

The Committee has recommended the creation of special technical wings in the Ministry of Transport and Communications and in the Central Water and Power Commission under the Ministry of Irrigation and Power.

While commending the co-ordination that exists between the railways and inland water transport in North-East India, the Committee has expressed a hope that such co-ordination would be extended to other regions as well. The Committee is, however, of the opinion that in the present state of development of inland water transport, there is little justification for financial participation by the railways.

The existing facilities for training of Masters, serangs and drivers, etc., need to be improved.

A concerted drive is necessary to make people water-minded. Encouragement of water sports, regattas, yacht clubs and organisation of boat races have been suggested.

Country Boats.- The Committee has appreciated the role played by country boats and is of the view that despite their slow speed, country boats do perform an active service to the community. The Committee is in favour of giving facilities for the proper development of country boats. In areas to which there is no other means of access and where self-propelled craft are unable to ply, the country boat has a considerable part to play.

The report recommends that co-operative societies of boat-owners should be organised and encouraged to manufacture country boats and run regular organised services. The Committee does not see any advantage in mechanising existing country boats but has recommended that the system of towing country boats by mechanised tugs be introduced on a co-operative basis. Removal of restrictions of any kind on country boat operation by ferry contractors or by the levy of excessive tolls has been suggested.

Ferry Services.- The existing ferry services in the country, except railway ferries and State-managed services in one or two States, have not been found suitable by the Committee. It has been recommended that State Governments should run ferry services on all important rivers until they are bridged. Ferry rights should not be auctioned to the highest bidders. It has also been recommended that Port authorities at major ports like Bombay, Calcutta and Madras be persuaded to organise ferry and harbour excursion services. It has further been suggested the railways should extend their existing ferry services.

The Committee has found little justification for recommending any waterways in India as a National Waterway. It has, however, been urged that the Government of India should assume responsibility for improving and maintaining all important waterways.

New Projects.- The Committee has recommended a number of development projects, costing a total of 670 million rupees and suggested that these should be further examined by the technical organisations whose establishment has been urged in the report.

Among the projects are the aerial and hydrographic surveys of the Brahmaputra river, terminal facilities at places like Pandu and Dhubri, ship-repairing and dry-docking facilities in Assam, maintenance of the Hijli Tidal Canal in West Bengal, improvement of terminal facilities on the Hooghly, development of a boat basin in Chitpur Canal and improvement of the delta canals in Orissa.

The Committee has found little justification for developing and improving the Buckingham Canal and its linking with Madras harbour. Some experimental dredging with a view to ascertaining the possibility of maintaining existing navigable depths in the Canal has, however, been recommended.

Inland Water Transport in Kerala.- The importance of the inland water transport system in Kerala has been emphasised and improvement of the West Coast Canal between Cochin and Quilon, construction of locks between Punani and Chetwayi and extension of the West Coast Canal from Badagara upto Mahe have been recommended. The Committee has found great scope for development of inland water transport in their region to facilitate imports and exports through Cochin ports.

The link between Mangalore and Coondapur connecting ~~number~~ numerous backwaters on the West Coast in the Mysore State has also been recommended.

(The Hindu, 21 July 1959;
The Hindustan Times, 21 July 1959).

Development of Fishing Industry: Offshore Fishing Stations at Tuticorin and Cochin set up.

With a view to give a fillip to development of the marine fishing industry the Government of India has with effect from 1 April 1959 set up an Offshore Fishing Station each at Tuticorin and Cochin with the following objectives:-

- (i) to carry out exploratory work in respect of -
 - (a) the charting of fishing grounds;
 - (b) the determination of the type of fish available;
 - (c) the examination of the type of fish available;
 - (d) the preservation and storage of fish at the Cold Storage Plant and Ice Factory;
 - (e) the assessment of the suitability of different types of fishing vessels;
 - (f) the assessment of the suitability of different types of fishing gear and equipment, especially nets;
- (ii) to train personnel for fishing operations on modern lines;

(iii) to test the commercial possibilities of deep sea fishing and make available the requisite data and information to those concerned so as to help and guide the expansion of the fishing industry.

The Government has also set up advisory Committees to ensure proper working of the stations and to secure greater co-ordination between the Central Fisheries Department, the Port Trust, the ^{naval} Vassal-Authorities, the trade and the fisheries department of the State.

(The ~~Rest~~ Gazette of India, Part I,
Sec.1, 11 July 1959, pp. 156-157).

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Chapter 5. Working Conditions and Living Standards.

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

India - July 1959.

Welfare Fund for Calcutta Dock Labour: Rates of Levy.

Three special meetings of the Calcutta Dock Labour Board were held during March-April and it was resolved that subject to the approval of the Central Government where necessary, the rates of levy and contributions to the welfare fund be fixed at the following rates from 1 May 1959:-

(a) General levy.- Seventy per cent of the gross wages in respect of workers on the reserve pool register, other than tally clerks, and 55 per cent of gross wages in respect of workers on the monthly register.

(b) Levy for Tally Clerks.- Nineteen per cent of gross wages payable to the tally clerks in the Reserve Pool Register.

(c) Contributions to Welfare Fund.- Five per cent of the gross wages in respect of reserve pool workers and monthly workers.

(Indian Labour Gazette, Vol. XVI, No. 12,
June 1959, pp. 994-995).

57. Family Budgets Including Nutrition.

India - July 1959.

Nutritional Status of Bombay's Industrial Population:
Survey by Government.

A survey of families of industrial workers in a mill areas in Greater Bombay was carried out recently by the Department of Nutrition of the Government of Bombay and a report published. ("Report on the Diet and Nutrition studies in an Industrial Area (Kurla, Bombay)").

The dietary data of the individual families, selected at random, was collected by the questionnaire-cum-weighing method. The nutritional status was assessed by the clinical examination of the individual members of the families, covered by the diet study.

According to the report, the average dietary intake as well as the nutritional status of this industrial population is not satisfactory. Although the diet is adequate in caloric yield i.e. quantitatively, it needs to be improved qualitatively, by inclusion of more protective foods. The main symptoms of deficiency, particularly among women and children, are indicative of generalised undernourishment, hypovitaminosis-A and iron deficiency.

Based on the existing conditions, the report recommends welfare measures, such as the distribution of skim milk powder to mothers and children, vitamin tablets to malnourished patients, improvement in the snacks, or midday meals served in the mill canteens and well-organised nutrition education programme for the workers and their families. The report will prove valuable to organisations and executives concerned with the improvement of industrial nutrition in the country.

(Labour Gazette, June 1959).

59. Social Research

India - July 1959

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National Council for Women's Education to be set up.

On the recommendation of the National Committee on Women's Education the Government of India has decided to set up a National Council for Women's Education to discharge the functions specified below, viz., (a) to advise Government on issues relating to the education of girls at school level and of adult women; (b) to suggest policies, programmes, targets and priorities for the expansion and improvement of the education of girls and women in the fields stated at (a); (c) to suggest measures for utilising to the best voluntary effort in the field of education of girls and women as in (a); (d) to suggest suitable measures for educating public opinion, in favour of the education of girls and women; (e) to assess the progress achieved from time to time, and suggest measures for evaluation of work done/being done and for watching the progress of implementation; and (f) to recommend collection of specific data on problems relating to the education of girls and women and to recommend sample surveys and research projects and/or Seminars as may be deemed necessary from time to time.

The Council shall have the following powers: (a) the Council will serve as an advisory body; (b) the Council may entrust any of its detailed work to appropriate sub-Committees reporting to it. These sub-Committees would ordinarily consist of the members of the Council, but when necessary it would be open to the Council to co-opt non-member experts also on its sub-Committees; and (c) the National Council can take due advantage of the co-operation of all the State Councils that may be established by State Governments in due course.

The Council will consist of 14 nominees of State Governments, one member of Central Advisory Board of Education, two members of Parliament, one representative each of Planning Commission, Ministry of Community Development and Co-operation, Ministry of Health, and Ministry of Labour, two representatives of Ministry of Education and one representative of the Centrally Administrative areas. Representatives of various Advisory or Statutory Bodies of the Ministry who are likely to be concerned may be invited by the Ministry to attend specific meetings of Council whenever deemed necessary. An Official of the Ministry will be its Secretary. He may be one of the representatives of the Ministry of Education on the Council.

The Headquarters of the Council shall be at New Delhi.

(The Gazette of India, Part I,
Sec.1, 18 July 1959, pp.164-165).

National Commission for Child Welfare Suggested:
Recommendations of Study Team for Social Welfare.

The team for the study of social welfare and welfare of backward classes set up by the Committee on Plan Projects, submitted its report to the Government on 9 July 1959, which has recommended, among other things, the setting up of a National Commission for Child Welfare to improve the pattern of child welfare services and to draft an integrated national programme as part of the Third Five-Year Plan. The team was appointed in May last year with Shrimati Ramula Ray, M.P., as leader. The other members of the team were Prof. M.S. Gore, Shri H.G. Heda, M.P., Thakur Phool Singh, Shri R.L. Jangde M.P., Mrs. Sarojini Vardappan and Shri J.L.Lall.

The team visited 111 welfare extension projects, 280 voluntary institutions in the field of social welfare and 127 organisations connected with the welfare of backward classes.

The recommendations of the team have been based on the concept that the family is the basic unit around which all welfare programmes should be built.

The team has recommended that welfare of children, especially the children of lower income groups, should receive the first priority. Special attention given to children in the slum areas would be effective in keeping down the number of children needing care and treatment as juvenile delinquents. Child welfare legislation should be enacted in all States with some measure of uniformity.

The team feels that there is need for a conscious effort towards building up the attitude of social service in youth. Therefore it has welcomed the proposal being considered by the Ministry of Education, for having a programme of social service training for university youth. It has suggested that this training should form a part of the curriculum in the graduate courses of studies and thus be an obligatory condition for the award of degrees.

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Reorientation of Craft Programmes.- A major recommendation is the reorientation of the craft programmes so that they are directly related to domestic needs. Centres should not be multiplied unless their economic potentialities are clearly established in terms of the availability of raw materials, marketing facilities, etc.

Tribal Welfare.- The broad priorities in the field of tribal welfare should be economic development and communications, education and public health. The team has recommended the restoration and preservation of the land rights of the tribal communities and the introduction of scientific farming.

Administration of Services.- The team has made detailed recommendations regarding the administration of the services and co-ordination of the agencies handling them. While the part played by voluntary social workers must continue, the team has emphasised the importance of employing trained personnel in the different fields of welfare. A major recommendation is that there should be a cadre of social welfare personnel, with minimum standards of recruitment, and which will ensure better security and opportunities for the staff and better standards of service for the beneficiaries. Field work should be an integral part of the various training programmes.

Reorganisation of Central Board.- The team has given detailed suggestions regarding the reorganisation of the Central Social Welfare Board and State Boards. The Central Social Welfare Board should be constituted as a statutory autonomous body. The executive responsibility for looking after the projects and for the administration of the grants-in-aid programmes should be delegated to the State boards which would thus become a full-fledged executive machinery at the State level for the administration of welfare programmes.

(The Hindu, 10 July 1959).

Social Vices Among Tea Estates Labour:
Results of Tea Board Survey .

According to a pilot survey conducted by the Tea Board to enquire into the social and economic conditions of the the plantation labour recently, illiteracy, addiction to alcohol and tobacco and other similar sociological problems eat into the very core of the social structure of the tea plantation labour in Assam and West Bengal.

The gardens of Assam, which may give a representative character as well as an idea about the tea gardens of North India, were selected for the survey during the slack season.

While the average income of men and women in the tea gardens has increased by about 597 per cent in case of men and by about 681 per cent in case of the women in course of the last 18/19 years, the overall literacy per centage stands at about 11.55 per cent, the literacy among the women being the lowest, about 1.10 per cent and that among the men is 20.6 per cent. Among the adolescents the literacy percentage is about 19.79 while that of the children children is about 17.92 per cent.

The proportion of liquor addicts, which is causing concern, it is distressing to note, is the highest about 80 per cent - in the lowest expenditure-level while the lowest proportion of 63.49 per cent occurs in the highest expenditure-level and the next higher proportion of 64.29 per cent occurs in the immediately preceding expenditure-level. Thus, there appears to be not much truth in the impression in certain quarters that if the labourers are given more cash money they tend to spend almost the entire amount on liquor.

Incidence of drinking among men and women is high among all sections of labourers irrespective of their economic condition. While addiction to liquor seems to be universal and is more of a social or environmental habit, the practically wholesale indulgence in liquor, 'hadia' - covering not only adolescents but also children of ages less than 15-is certainly disturbing.

While the percentage of expenditure on education is alarmingly low, about 0.38 per cent, the average expenditure on liquor in the lowest expenditure level is as high as 9.39 per cent and that on food is about 62.2 per cent. Again the expenditure on conventional necessities, mainly tobacco, beetal leaf etc., is about 9.28 per cent. The average expenditure on social and religious ceremonies, is about 2.4 per cent but the major portion of this is spent on drinking and amusements, sometimes leading to sociological maladies. Smoking habit among the children of 6 to 15 is predominant about 2.72 per cent smoke heavily while about 49.04 per cent of the children are alcohol addicts. The per centage of adolescent smoker is about 29.41.

Although unemployment among the tea gardens is not very acute so far as the adults and the women are concerned, it needs attention in case of the adolescents, and unless provision of facilities for technical and vocational training for absorbing them is made, the report continues, they will be a posing problem.

(Amrita Bazar Patrika, 28 July 1959).

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Chapter 6. General Rights of Workers.

67. Conciliation and Arbitration.

India - July 1959.

Industrial Disputes in India during 1958 .

The Indian Labour Gazette, Vol.XVI, No.12, June 1959, reviews industrial disputes in India during 1958, based on statistics collected from all the reorganised States and Union Territories. For practical reasons only such work-stoppages, whether a strike or a lock-out, involving 10 or more workers, have been covered. The information covers all the economic sectors; but the coverage may be unsatisfactory for the unorganised sectors like construction, commerce, services etc., as the primary data are collected on a voluntary basis.

Time-loss in manufacturing industries.- The severity rates of industrial unrest in manufacturing industries for the year 1957 and 1958 is shown below:-

| Year | Total No. of man-days worked in (000's). | Total No. of man-days lost in (000's) | Severity rate man-days lost per 100,000 Man-days scheduled to work | Index No. (Base, 1951 = 100) of | |
|------|--|---------------------------------------|--|---------------------------------|---------------|
| | | | | Mandays lost | Severity rate |
| 1957 | 975,868 | 3,923 | 400 | 145 | 94 |
| 1958 | N.A. | 4,046 | N.A. | 150 | N.A. |

N.A. - Not Available.

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The figures for the previous years have been given at page 58 of the report of this Office for July 1958. The figures for years earlier to 1957 are not, however, strictly comparable because of the change in the geographical coverage of the statistics of work-stoppages and also because of the inclusion of estimated figures of "man-days worked" by factories not submitting returns under the Factoris Act. Subject to these limitations it will appear from the indices of severity rates that industrial relations in the manufacturing industries improved considerably in 1957 as compared to earlier two years. The severity-rate for 1958 cannot be compiled in the absence of the figures of "man-days worked" but taking only the indices of "man-days lost" it will appear that industrial relations in the manufacturing industries were only slightly worse than in 1957.

Taking all the economic sectors (not manufacturing industries alone) it will appear that though fewer industrial disputes occurred in 1958 as compared to 1957, the number of workers involved and man-days lost were more in 1958, the geographical coverage remaining the same. In 1958, there were 1,524 disputes as compared to 1,630 in 1957, thus recording a decrease by 6.5 per cent. The number of workers involved increased from 889,371 in 1957 to 928,566 in 1958, i.e., by 4.4 per cent. The increase in time-loss was much more significant from 6,429,319 man-days in 1957 to 7,797,585 mandays in 1958, i.e., by 21.3 per cent. It follows that the average time-loss per dispute was considerably higher in 1958 as compared to 1957 (3,944 man-days in 1957 and 5,117 man-days in 1958). The average number of workers involved per dispute increased from 548 in 1957 to 609 in 1958 and average duration of dispute from 7.2 to 8.4.

During the year, an important event in the field of industrial relations was the ratification of the Code of Discipline in Industries (as adopted by the Standing Labour Committee in October 1957 and as amended by the Indian Labour Conference at the 16th Session held in May 1958) by the four all-India Organisations of workers and three all-India Organisations of Employers. The ratification of the Code appeared to have a considerable effect in lowering down the tempo of industrial unrest in the country during the latter part of the year, as will be seen from the following statistics for the two halves of 1958:-

| | No. of disputes. | No. of Workers' involved. | No. of Man- days lost. |
|------------------------|---------------------|------------------------------|---------------------------|
| 1st half of 1958 | 781 | 504,440 | 4,701,136 |
| 2nd half of 1958 | 790 | 436,297 | 3,096,449 |

Disputes in which lock-out was declared at any stage accounted for 33.7 per cent of the total time-loss in all industrial disputes during the year 1958 although by number they formed only 8.0 per cent. The average time-loss per dispute of this type was 21,469 man-days as against the average time-loss of 3,690 per strike. The time-loss due to lock-outs was high in West Bengal, Madras, Kerala, Bombay and Bihar during the year under review. As compared to the previous year, the time-loss due to lock-outs decreased in Assam, Kerala, Madhya Pradesh, Madras, Orissa and Uttar Pradesh. In 1958, there was no lock-out in Assam and Punjab. Bihar and Bombay registered higher time-loss in 1958 although the number of lock-outs was less as compared to 1957. The average time-loss per lock-out, increased in Andhra, Bihar, Bombay, Mysore, West Bengal and Tripura and decreased in other States.

Statewise Analysis of Disputes.- The statistics of industrial disputes by States is shown in the following table:-

| State | 1958 | | | | Incidence of Time-loss in the Manufacturing Sector during 1957 | | |
|----------------------------|------------------|--------------------------|-----------------------|------------------------|--|------------------|---|
| | No. of Disputes. | No. of Workers Involved. | No. of Man-days Lost. | Time-loss per Dispute. | Man-days Worked | Mandays Lost | Man-days Lost as per cent time of Man-days Scheduled to Work. |
| Andhra .. | 59 | 25,121 | 99,742 | 1,691 | 43,547,182 | 115,359 | 0.26 |
| Assam .. | 24 | 17,826 | 67,132 | 2,797 | 15,276,287 | 4,394 | 0.03 |
| Bihar .. | 138 | 86,237 | 977,110 | 7,081 | 49,891,612 | 370,026 | 0.74 |
| Bombay .. | 254 | 228,160 | 1324,741 | 5,216 | 287,247,833 | 677,909 | 0.24 |
| Jammu & Kashmir. | 2 | 440 | 4,560 | 2,280 | - | - | - |
| Kerala .. | 209 | 109,479 | 1073,753 | 5,138 | 41,012,320 | 799,319 | 1.91 |
| Madhya Pradesh. | 60 | 18,069 | 151,300 | 2,522 | 36,831,845 | 124,616 | 0.34 |
| Madras .. | 237 | 90,765 | 742,964 | 3,135 | 87,048,196 | 681,771 | 0.78 |
| Mysore .. | 72 | 41,745 | 416,260 | 5,782 | 35,938,968 | 140,447 | 0.39 |
| Orissa .. | 12 | 8,490 | 156,268 | 13,022 | 7,139,081 | 23,176 | 0.33 |
| Punjab .. | 14 | 3,958 | 10,148 | 725 | 25,655,385 | 6,060 | 0.02 |
| Rajasthan.. | 25 | 6,491 | 78,512 | 3,140 | 51,448,670 | 10,208 | 0.02 |
| Uttar Pradesh. | 101 | 15,910 | 114,942 | 1,138 | 80,467,866 | 217,073 | 0.27 |
| West Bengal. | 269 | 264,706 | 2536,247 | 9,428 | 195,811,808 | 734,867 | 0.37 |
| Andaman & Nicobar Islands. | 2 | 2,126 | 19,188 | 9,594 | 776,665 | - | - |
| Delhi .. | 44 | 10,603 | 20,264 | 461 | 17,074,668 | 16,999 | 0.10 |
| Tripura .. | 2 | 442 | 4,454 | 2,227 | 462,846 | 167 | 0.04 |
| Total.. | 1,524 | 928,566 | 7797,585 | 5,117 | 975,868,420 | 3,922,831 | 0.40 |

It is seen that, as in the preceding year, West Bengal, Bombay, Madras and Kerala accounted for a major portion of the industrial disputes in the country during the year under review as well. The four States accounted for 63.6 per cent of the total number of disputes, 88.6 per cent of the total number of workers involved and 74.7 per cent of the total loss of man-days. West Bengal recorded the highest average time-loss per dispute i.e., 9,428 man-days. In Bihar, Mysore and Bombay also average time-loss per dispute was high, being 5,781, and 5,216 man-days respectively. As compared to 1957, the States of Bihar, Bombay, Kerala, Madras, Mysore, Punjab, Rajasthan, West Bengal and Tripura registered higher time-losses during the year 1958.

Severity-rates provide a better basis of comparison instead of the absolute figures of man-days lost. Such severity rates for the manufacturing industries sector for 1957 are presented in the last column of the table. It will be seen that taking all the States together man-days lost formed only 0.4 per cent of man-days available for work in manufacturing industries. It will also appear that in the States of Bombay and West Bengal, which recorded a large time-loss the severity rate was actually lower than the overall average for all States. The severity rate was substantially high in Kerala, Madras and Bihar.

Classification by industries.— The following table shows the disputes classified according to Industry:—

| Industry. | 1958 | | | Man-days Lost as Per-cent of Man-days Scheduled to Work. |
|---|---------------------|--------------------------------|-----------------------------|---|
| | No. of Disputes. | No. of Workers Involved. | No. of Man-days Lost. | |
| O. Agriculture and Allied Activities: | 110 | 133,663 | 985,314 | - |
| 1. Plantations | 99 | 130,147 | 946,070 | 0.13 |
| 2. Others | 11 | 3,516 | 37,244 | - |
| I - Mining & Quarrying:..... | 155 | 79,294 | 643,531 | - |
| 1. Coal..... | 71 | 31,083 | 254,527 | 0.53 |
| 2. Others..... | 84 | 48,211 | 389,004 | 0.54 |
| II-III- Manufacturing:..... | 860 | 460,812 | 4,045,889 | 0.40 |
| 1. Sugar Mills | 11 | 4,958 | 25,103 | 0.13 |
| 2. Hydrogenated Oil Industry | 1 | 300 | 23,400 | 0.49 |
| 3. Bidi Industry | 51 | 25,802 | 288,697 | 9.21 |
| 4. Cigarette | 9 | 6,503 | 10,518 | 0.03 |
| 5. Cotton Mills | 172 | 194,907 | 1,024,810 | 0.58 |
| 6. Jute Mills..... | 20 | 42,233 | 275,652 | 0.52 |
| 7. Silk Mills..... | 25 | 3,565 | 15,032 | 0.06 |
| 8. Woollen Mills..... | 4 | 773 | 12,353 | 0.39 |
| 9. Coir Factories..... | 12 | 5,299 | 29,729 | 0.38 |
| 10. Paper Mills | 9 | 3,804 | 65,963 | 0.91 |
| 11. Leather & Leather Products..... | 15 | 4,134 | 7,004 | 0.01 |
| 12. Heavy Chemicals | 7 | 455 | 1,862 | 1.31 |
| 13. Matches | 12 | 2,379 | 8,115 | 0.35 |
| 14. Cement | 4 | 387 | 3,307 | 0.38 |
| 15. Mica Industries..... | 10 | 1,516 | 11,582 | 0.02 |
| 16. Engineering (Except Iron & Steel).. | 154 | 50,654 | 778,668 | 0.18 |
| 17. Iron & Steel | 55 | 64,222 | 771,924 | 0.77 |
| 18. Others | 239 | 47,921 | 692,170 | 0.33 |
| IV - Construction | 30 | 29,969 | 423,501 | - |
| V - Electricity, Gas, Water and Sanitary Services. | 96 | 45,433 | 271,889 | - |
| VI - Commerce : | 65 | 10,165 | 13,632 | - |
| 1. Wholesale and Retail Trade | 3 | 183 | 88 | - |
| 2. Banking and Insurance | 61 | 9,963 | 13,282 | - |
| 3. Others | 1 | 19 | 262 | - |
| VII - Transport, Storage and Communication: | 79 | 146,544 | 1,265,284 | - |
| 1. Docks and Ports..... | 37 | 114,232 | 792,082 | - |
| 2. Railways (Excluding Workshops which which go under Manufacturing)..... | 11 | 3,452 | 50,909 | 0.04 |
| 3. Others..... | 31 | 28,860 | 422,293 | - |
| VIII - Services | 17 | 2,569 | 6,509 | - |
| IX - Miscellaneous | 112 | 20,117 | 144,036 | - |
| TOTAL. | 1,524 | 928,566 | 7,797,585 | - |

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It will be seen that about 51.9 percent of the total time-loss was accounted for by disputes in the manufacturing sector during 1958. Among the other sectors, Agriculture and Allied Activities accounted for 12.6 per cent of the total time-loss, Mining and Quarrying 8.3 per cent, Construction 5.4 per cent, Electricity, Gas, Water and Sanitary Services 3.4 per cent, Commerce 0.2 per cent, Transport, Storage and Communications 16.3 per cent, Services 0.1 per cent, and the Miscellaneous Group 1.8 per cent. In the manufacturing sector, the highest time-loss was recorded in the Cotton Mill Industry, followed by Engineering (except Iron and Steel) and Iron and Steel Industry. These industries accounted for 25.3 per cent, 19.2 per cent and 19.1 per cent respectively of the total time-loss in the manufacturing sector. In the group Transport, Storage and Communications 62.6 per cent of the time-loss was caused by the strikes in the various Docks and Ports in the country. As compared to the preceding year, the time-loss increased in all the sectors of economic activities except for Mining and Quarrying, Commerce and Miscellaneous Groups. The increase in time-loss was most marked in Transport, Storage and Communications.

Severity rates for the year 1957 for different industries are given in the last column of the table. Apart from the various manufacturing industries, it has been possible to compile such rates for plantations, mines and railways only because for other industries it is not possible to calculate reliable figures of man-days available for work. The severity rate of time-loss due to industrial disputes was higher in Mining industries (0.53 per cent of the total time available for work) than in the Manufacturing industries (0.40 per cent of the total time available for work). Among the Manufacturing Industries it was particularly high in the Bidi-industry (2.21 per cent) because of widespread strikes in Aurangabad and Dhulian of Murshadabad District of West Bengal. The rate was also high in Chemicals (1.31 per cent), Paper Industry (0.91 per cent), Iron and Steel (0.77 per cent), Cotton Textile (0.58 per cent) and Jute Textiles (0.52 per cent).

Duration of Disputes.— Terminated disputes classified by duration during 1958 is shown below:—

| Duration. | No. of Terminated Disputes. | Percentage to Total | |
|----------------------------------|-----------------------------|---------------------|-------|
| | | 1958 | 1957 |
| A day or less | 528 | 35.6 | 36.6 |
| More than a day upto 5 days.... | 461 | 31.0 | 30.0 |
| More than 5 days upto 10 days.. | 170 | 11.4 | 12.5 |
| More than 10 days upto 20 days.. | 138 | 9.3 | 9.3 |
| More than 20 days upto 30 days.. | 74 | 5.0 | 4.4 |
| More than 30 days | 114 | 7.7 | 7.1 |
| Not known | 5 | - | - |
| TOTAL. | 1,490 | 100.0 | 100.0 |

N.B.- Percentages given in the above table are based on the disputes for which the relevant information is available.

A large number of disputes constituting 81 per cent of the total for which the relevant information was available, involved less than 500 workers. Only 9.4 per cent of the work-stoppages involved 1,000 or more workers. More of these work-stoppages accounted for larger time-losses, as can be normally expected. About 93.5 per cent of the work-stoppages accounted for a time-loss of less than 10,000 man-days.

Disputes according to causes.- The following statement shows the cause-wise break-up of disputes in 1958:-

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| Cause. | 1958 | | | | | |
|-------------------------|------------------|----------------------|-------------------|---------------------|------------------|----------------------|
| | No. of Disputes. | | Workers Involved. | | Man-days Lost | |
| | Number | Percentage to Total. | Number | Percentage to Total | Number | Percentage to Total. |
| Wages & Allowances..... | 464 | 30.5 | 340,608 | 36.8 | 3,100,576 | 39.8 |
| Bonus | 173 | 11.5 | 115,209 | 12.4 | 1,046,921 | 13.4 |
| Personnel | 443 | 29.2 | 204,921 | 22.2 | 2,191,225 | 28.1 |
| Retrenchment..... | 53 | 3.8 | 14,879 | 1.6 | 102,140 | 1.3 |
| Leave & Hours of Work.. | 47 | 3.2 | 23,856 | 2.6 | 74,811 | 1.0 |
| Others | 331 | 21.8 | 227,133 | 24.4 | 1,275,846 | 16.4 |
| Not Known..... | 10 | - | 1,960 | - | 6,066 | - |
| TOTAL. | 1,524 | 100.0 | 828,566 | 100.0 | 7,797,585 | 100.0 |

N.B.- Percentages given in the above table are based on the disputes for which the relevant information is available.

Results of disputes.- By "result" is meant the extent to which the employees demands were met. Thus, the result is judged from the point of view of employers for the purpose of these statistics. Of the total number of disputes for which the relevant information was available, 28.1 per cent were unsuccessful from the employees' point of view, 52.3 per cent were decided in their favour and another about 15.9 per cent resulted in their favour partially. In about twenty-four per cent of the disputes, work was resumed without any final decision having been reached. In such cases the matter might have been under further negotiation or under reference to an industrial tribunal, etc. It will be seen that the percentage of disputes which were either successful, partially successful or indefinite was slightly higher, when compared to the position of the previous year. The percentage of "Unsuccessful" cases decreased. The percentage of workers involved and time-loss in unsuccessful disputes declined from 32.1 per cent and 27.2 per cent respectively in 1957 to 21.4 and 22.9 per cent respectively in 1958. This percentage in 1958 increased sharply in case of "Indefinite" disputes when compared to the year 1957.

Normal employment: Size of the Units affected.- The number of workers normally employed is taken to be the number of workers employed on the last regular working day of the month preceding to the one in which the work-stoppages took place - excluding workers employed on special item of work not normally carried on by the employer. It was observed that about 61.2 per cent of the disputes involved units employing 100 or more workers during the year under review. The units employing 1,000 or more workers were responsible for about 18.5 per cent of the disputes involving 79.0 per cent of total workers and 77.9 per cent of the total time-loss.

Method of Settlement and Results.- Slightly more than 50 per cent of the disputes, for which relevant information was available, terminated as a result of intervention by Government. The number of disputes terminating through mutual settlement formed about 25 per cent of the total and those which terminated on the basis of voluntary resumption of work also formed slightly less than 25 per cent of the total. Most of the cases of voluntary resumption of work by the employees were unsuccessful or indefinite from the point of view of workers, whereas a large proportion of disputes terminating through the conciliation and mediation by Government was successful or partially successful from the point of view of employees. In the case of disputes terminating through mutual settlement also, a large proportion was successful or partially successful from the point of view of workers.

Disputes in Central Sphere Undertakings.- In this sphere the Industrial Relations Machinery of the Central Government is the competent authority for intervention in the events of industrial unrest. This includes all Central Government owned establishments, Railways, Ports, Banks and Insurance Companies, Mines and Oil Fields. Disputes in this sphere accounted for 18.7 per cent of the total number of disputes, 23.4 per cent of the total number of workers involved, and 20.0 per cent of the total number of man-days lost. During the preceding year, these percentages were 16.7, 18.3 and 21.7 respectively. During the year under review 54.4 per cent of the total disputes in the Central Sphere occurred in the Mining sector involving, 36.5 per cent of the total number of workers and 41.2 per cent of total man-days lost in the central sphere. The highest man-days lost and the number of workers involved in disputes in the Central Sphere were in Ports, claiming 50.9 per cent and 52.6 per cent respectively, of the corresponding totals. Although in the Banking and Insurance sector the number of disputes were significant but the number of employees involved and man-days lost were comparatively low. As compared to 1957, time-loss decreased in all the sectors of the central sphere except Ports and Railways. Taking the overall position, the number of disputes, workers involved and man-days lost increased by 4.8 per cent, 33.3 per cent and 11.8 per cent respectively during 1958, as compared to the previous year, in the Central Sphere.

(For a review of industrial disputes in India during 1957, please see Section 67, pp. 51-58 of the report of this Office for July 1958).

(Indian Labour Gazette, Vol. XVI, No. 12, June 1959, pp. 951-968).

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Industrial Disputes (Bihar Amendment) Act, 1959
(Bihar Act XX of 1959).

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The Government of Bihar gazetted on 7 July 1959 the text of the Industrial Disputes (Bihar Amendment) Act, 1959, as passed by the Bihar Legislature and which received the assent of the President on 29 May 1959. The Amendment Act introduces a new clause (aa) after section 7A(a) of the Act providing for the appointment of to Tribunals of District Judges or Additional District Judges with a service of not less than three years. Such appointments should be made in consultation with the High Court of the State in which the Tribunal has its usual place of sitting.

(Bihar Gazette, Extraordinary,
7 July 1959, pp. 1-2).

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Emphasis on Out-of-Court Settlement of Disputes:
Conference of State Labour Officials.

The first meeting of State Officials concerned with the implementation and evaluation of labour laws, awards and agreements, held at Madras on 28 July 1959, agreed that every effort should be made to bring about out-of-court settlement of industrial disputes pending in courts.

To avoid unnecessary litigation, the meeting also agreed that fullest use should be made of the machinery set up by the Central Organisation of Employers and Workers to screen cases before they are taken to the courts.

The Officials agreed that tripartite implementation and evaluation committees should be set up at the State level, and where considered necessary, at the local level also. These committees should be fully representative of the interests in the State or the local area.

The code of discipline in industry, the officials agreed, should be extended as early as possible to all independent employers and trade unions on a voluntary basis and this question should be taken up with them individually.

It was also agreed that the code of discipline should figure prominently in workers' education.

The meeting, among others, was addressed by Shri Gulzarilal Nanda, Union Labour Minister, who said, that the success of the new approach depended on understanding, realisation of the obligations and the creation of a proper atmosphere and tradition by all concerned.

(The Hindustan Times, 28 July 1959).

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Chapter 7. Problems peculiar to certain categories
of Workers.

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

India - July 1959.

Punjab: Government Servants debarred from Strikes.

At a meeting of the State Cabinet held at Chandigarh on 8 July 1959, to consider amendments in the service condition rules of the Government employees, it was decided to debar them from resorting to strike. Another change prohibits Government personnel from joining any association of theirs which is not approved within six months of its formation. The modifications are based on the Central Government rules. Their need was felt during the two-year-old strike by the patwaris which unhinged the village administration for a while.

(The Hindustan Times, 9 July 1959).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - JULY 1959.

81. Employment Situation.

Vocational Training for Educated Unemployed: Two Camps
to be opened in Madras.

The Government of India has approved the proposal of the Madras Government to set up two work and orientation centres for the educated unemployed in the State. The places chosen are Coimbatore and Madurai and the scheme will come into effect from November 1959.

The total estimated cost of the scheme is 1,057.8 million rupees. For each unit, the non-recurring expenditure will be 426.9 million rupees and the recurring expenditure 102.0 million rupees.

The purpose of the centre is to give vocational training in certain select trades for the educated unemployed so that they could after training set up small trades independently.

In each unit, it is proposed to admit 100 students and they will be given training in cabinet making, welding, carpentry, sheet-metal works, wiring and in fitters' job.

A similar work and orientation centre will start functioning in the City in August, 1960.

(The Hindu, 19 June 1959).

Employment Exchanges: Working during April 1959.

General employment situation.- According to the review of work done by the Directorate-General of Resettlement and Employment, during the month of April 1959, 197,538 employment seekers were registered for employment assistance during April 1959, as against 163,386-showing an increase of 34,153. Due to the comparative increase in the number of registrations, the Live Register rose by 19,338 and stood at 1,236,988 at the end of month. The number of vacancies notified to exchanges was 41,896 as against 33,641 - showing a rise of 8,255. The number of placements effected during the month was 22,575 as against 17,860 of the previous month - showing a rise of 4,716.

Widespread shortages continued to persist in respect of experienced stenographers, fast typists, trained teachers, compounders, midwives and nurses. Shortage in respect of draughtsmen (Civil), overseers, Hindi typists, accountants, turners and fitters (general) was also fairly widespread.

Widespread surpluses continued to exist in respect of clerks, untrained teachers, freshers from schools and colleges, motor drivers, unskilled office workers and unskilled labourers. A fairly large number of exchanges reported an excess of supply in respect of carpenters, tailors, chowkidars and sweepers.

Registrations and placings.- The following table compares registrations and placings during the months of March and April 1959:-

| | <u>March 1959.</u> | <u>April 1959.</u> |
|---------------------|--------------------|--------------------|
| Registrations ----- | 163,386 | 197,538 |
| Placings ----- | 17,860 | 22,575 |

E-2

Register of unemployed.- The number of persons seeking employment assistance through the agency of the employment exchanges on the last day of April 1959, was 1,236,988 which was 19,338 more than the figures at the close of the previous month. The increase in the Live Register was shared by most of the States, but was particularly marked in Uttar Pradesh (12,313), Bombay (3,423), Madras (2,914) and Rajasthan (2,890). On the other hand, a fall in the Live Register was significant in the State of Bihar (4,152), Kerala (2,341), Mysore (1,776) and Madhya Pradesh (1,170). In all 25,457 employed and self-employed persons of whom 716 were women remained on the Live Register of the employment exchanges at the end of the month under report.

The following table shows the occupation-wise position of the Live Register:-

| <u>Occupation.</u> | <u>Number on Live Register as on 30 April 1959.</u> |
|-----------------------------------|---|
| 1. Industrial Supervisory ----- | 9,178 |
| 2. Skilled and semi-skilled ----- | 96,660 |
| 3. Clerical ----- | 314,829 |
| 4. Educational ----- | 55,660 |
| 5. Domestic ----- | 49,382 |
| 6. Unskilled ----- | 652,971 |
| 7. Others ----- | 58,308 |
| TOTAL. | <u>1,236,988</u> |

Employment position of special categories of workers.- The following table shows the employment position of special categories of applicants during the month under report:-

| <u>Category.</u> | <u>Registrations.</u> | <u>Placings.</u> | <u>Number on Live Register.</u> |
|-------------------------------|-----------------------|------------------|---------------------------------|
| 1. Displaced persons ----- | 4,049 | 563 | 44,608 |
| 2. Ex-service personnel ----- | 4,816 | 812 | 20,356 |
| 3. Scheduled Castes ----- | 26,105 | 3,182 | 139,843 |
| 4. Scheduled tribes ----- | 3,028 | 368 | 23,156 |
| *5. Anglo-Indians ----- | 206 | 19 | 491 |
| *6. Educated applicants ----- | 134,439 | 20,517 | 360,211 |

*Figures relate to the quarter January-March 1959.

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Employment Market Information.- Preliminary steps have been taken to commence the collection of employment market information in Jammu and Kashmir State and proposals for the introduction of the scheme were discussed with the State Government Officials.

Returns were obtained from nearly 16,500 establishments in the public sector throughout the country. Based on these returns an examination is being made of the impact of the Second Plan on the employment generated in the public sector.

Central Co-ordination Section: Damodar Valley Corporation.- Out of 4,606 workers declared surplus in the Damodar Valley Corporation upto the end of April 1959, 3,971 have been secured alternative employment. A total of 208 surplus workers are awaiting offers of appointment from different employment exchanges.

Adjustment of Retrenched employees of Central Government Establishments.- A total of 6 surplus employees were reported to the Special Cell during April 1959. Six surplus employees were placed in employment and 4 are awaiting offers of appointment. Thirty-one candidates are on the register of the Special Cell.

Kaisers Engineers & Overseas Corporation.- During the month 1,096 workers were released bringing the total number of retrenched workers to 16,411, of whom 8,670 are registered with the Jamshedpur Exchange. About 1,500 workers are to be released by the Kaisers Engineers & Overseas Corporation authorities by the end of June 1959.

Ex-trainees of Bharat Sewak Samaj.- During The remaining 10 ex-trainees have been sponsored by the Employment Exchange (Technical Section), Sabzimandi, Delhi, to the Chief Soil Survey Officer, Indian Agricultural Research Institute for appointment against the posts of Surveyors. The Indian Agricultural Research Institute authorities have been requested to kindly consider their cases sympathetically and appoint as many as possible.

Central Tractor Organisation.- The Recruiting Team of the Oil and Natural Gas Commission, Dehradun visited Delhi and interviewed surplus candidates of the Central Tractor Organisation for appointment under the Commission. Results of selection is, however, awaited.

Expansion of employment service.- The number of employment exchanges functioning in the country at the end of April 1959 was 228, according to the information received in this Directorate General till 14 May 1959.

(A Review of Work Done by the Directorate-General of Resettlement and Employment during the Month of April 1959, issued by the D.G.R. & E., Ministry of Labour and Employment, Government of India, New Delhi).

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U.P.: Increase in Employment Opportunities:
Results of a Survey published.

According to a press report published on 4 July 1959, there has been an increase of 11.2 per cent in employment opportunities in the public sector, including Central and State establishments during the period from 1 April 1956 to December 1958 in Uttar Pradesh.

This is the finding of a special survey conducted by the State Directorate of Training and Employment "to assess additional employment generated in the public sector" during the second Plan period.

The total number of employees in the public sector in the State on the date of commencement of the Plan was 642,549. It rose to 714,705 by the end of December 1958.

The greatest numerical increase of 34,958 was in the services. Next came transport (14,630) and constructions (11,502). The rise was also not insignificant under trade and commerce (4,154), manufacturing (4,120), Mining and Quarrying (1,737).

The largest increase was registered in the administrative departments of the State and quasi-Government establishments and medical and health services. Administrative departments of the State Government provided 11,053 jobs, educational services both of technical and non-technical character 6,117 and medical and health services 4,733.

Additional employment opportunities were also afforded by Departments connected with sugarcane, development, land settlement, and consolidation.

Under transport and communications, 9,142 persons were absorbed by the railways and 2,810 persons by the Uttar Pradesh Government Roadways. Opening of new railway establishments gave employment to 5,229 persons while the Posts and Telegraphs establishments reported an increase of 2,425 employees.

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New establishments under the Public Works Department accounted for the employment of 6,896 persons out of a total of 11,502 jobs under construction units since 1956.

Increase in employment under trade and commerce has been mostly due to a steep rise in appointments under insurance. As many as 27 new offices of the Life Insurance Corporation were opened in various parts of the State giving extra employment to 3,570 persons.

Increase in the mining group has been mostly due to large number of appointments under the Oil and Natural Gas Commission.

The State Government blanket factories also expanded employment in manufacturing. Expansion programme of the Survey of India units in various parts of the State, greater employment in the offices of the Accountant-General and setting up of Zila Prishads also contributed to a major portion of the rise in employment under the Central and State Governments.

The survey has not taken into account short-term employments that existed between April 1956 and December 1958.

There were about 3,500 establishments in the public sector in Uttar Pradesh at the time the survey was carried out. Information was collected from 3,360, that is, 96 per cent of them.

(The Statesman, 4 July 1959).

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83. Vocational Training.

India - July 1959.

T.W.I. in Government Offices: Methods of Instruction
and Training.

Reference is invited to pp. 47-51 of the report of this Office for June 1959, wherein the article "Supervisory Training in Government Offices: Experiment in Union Ministry of Labour and Employment", appearing in the May 1959 issue of the Indian Labour Gazette, was reviewed. The following is a review of the concluding portion of the article which appeared in the June 1959 issue of the Indian Labour Gazette.

Methods of Instruction.- The demonstrations in the Instruction programme showed why instructions sometimes fail and how successful instruction can be given. The following are some of the important conclusions arrived at ~~the~~ by the Groups:-

- (i) No instruction should be given till the supervisor is clear as to what is wanted;
- (ii) Supervisors should pay special attention to the initial training on the job of new men as the attitude they form during their early days will have a lasting effect;
- (iii) A little time spent in helping and guiding a subordinate will save a lot of time later, even though it may sometimes appear easier to do a job oneself than to instruct a man to do it or to re-do-it;
- (iv) Supervisors should dissuade their non-technical staff from being contented with the routine disposal of a case and should encourage them to acquire a general appreciation of the subjects they handle;

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- (v) Instruction by asking for suggestions, or by discussion or by saying "shall we work it this way" is likely to be more fruitful in the case of an experienced employee;
 - (vi) Supervisors should develop the habit of discussing important and difficult problems with their immediate subordinates and their immediate seniors with a view to settling a method of approach for tackling the problem;
 - (vii) When a junior supervisor is asked by a senior to speak on a case, the former should welcome it as an opportunity to create a favourable impression about his ability;
 - (viii) In correcting errors, tone and attitude are important, and the supervisor should adopt a positive and helpful approach;
 - (ix) A supervisor should not be sarcastic and should not show impatience at the failure of a man to grasp what is being put across;
 - (x) In trying to improve the performance of subordinates (i.e. in trying to help them to get over redediable defects) it would be good to fix dates by which improvements should be brought about, and then work to that end;
 - (xi) Imperfect interpretation of an instruction will lead to misunderstandings and trouble and it is important to ensure complete understanding of any instruction; and
 - (xii) Time could be saved by preparing standard break-downs made up of stages and key points, for items of work such as arrangements for periodic meetings, arrangements for periodic training courses, procedure for amendment of labour laws or rules, scrutiny of requests for cycle advances or for loans from Provident Funds, handling of requisitions for office equipments, etc.

Training.- During the discussion at the end of every training programme the supervisors have been freely expressing their views and making suggestions on various aspects of training. The more important of these may be summarised as follows:-

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- (i) The training programmes should be presented to senior officers also;
 - (ii) Training should be imparted to all the supervisory staff;
 - (iii) Groups of members drawn from different offices of the Ministry are better than groups formed from one and the same office;
 - (iv) Trained supervisors should be brought together periodically for group discussions;
 - (v) The programmes should be extended to other Government offices;
 - (vi) Non-supervisory staff should be given training in rules and regulations, method improvements, conduct and behaviour etc.; and
 - (vii) there should be rewards for outstanding improvements.

The general conclusion has been that supervisors must strive to acquire a high degree of supervisory skill by conscious practice on day to day work, and that senior officers should help and encourage them in this. This accounts for the suggestion made by several groups of supervisors, both senior and junior, that the training programmes should be presented to senior officers also. In fact, it is only the immediate senior who can effectively stimulate the junior supervisor to adopt good supervisory practices, in the face of the stress and strain of daily work.

Results of training.- Training of existing supervisors in supervisory skills is an uphill task and results, particularly in administrative offices of Government, will not be spectacular and will be difficult to measure.

As supervisors form a link in the chain of administration, any training given to them will have effect on themselves, on their staff and on the Department as a whole.

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Benefits to the Supervisors.- The first and the most direct beneficiaries of the training are the trained supervisors themselves, because it helps them personally to become aware of their responsibilities. In general, the training had helped them to improving their general out look, acquire self-discipline, mould the attitude of the staff, devote more time for planning, understand each other's difficulties etc.

Benefits to the staff.- With regard to the benefit that the staff derives from the training, the views of the participants are that there are reasonable chances of improvement for weaker members and better understanding and cooperation between the supervisors and their staff.

Benefits to the Department.- The Department is greatly benefited by the training because the training programmes show why instructions sometime fail and how by giving better instructions better work can be secured. It also helps to change the attitude of the supervisors resulting in initiative through anticipation and analysis, adoption of systematic principles and simplification of essential work etc.

(Indian Labour Gazette, Vol.XVI, No.12,
June 1959, pp. 968-977).

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Labour Ministry's Training Scheme: Working during
April 1959.

According to the Review of Work Done by the Directorate-General of Resettlement and Employment during the month of April 1959, the number of craftsman trainees on the roll of various training institutes and centres on 30 April 1959 was 24,645. There were 22,808 trainees (including 49 women) in engineering trades and 1,737 (including 78 women) in non-engineering trades.

Training of Displaced Persons.- The total number of displaced persons undergoing training in engineering and non-engineering trades at the end of April 1959, was 2,917 of whom 2,128 were undergoing training in engineering trades and 789 (including 132 women) in non-engineering trades.

Training of Supervisors and Instructors.- A total of 369 supervisors and instructors were receiving training at the Central Training Institute for Instructors, Koni-Dilaspur and Central Training Institute at Aundh at the end of the month.

Training of Women Craft Instructors.- Under the scheme for the training of women craft instructors at the Industrial Training Institute for Women, New Delhi, 31 women instructors trainees were receiving training at the end of month under review.

National Apprenticeship Training Scheme.- A total of 535 apprentices trainees were undergoing training under the National Apprenticeship Training Scheme at the end of Month under review.

Evening Classes for Industrial Workers' Scheme.- In all 568 persons were undergoing training under the evening classes for industrial workers' scheme at the end of month under review.

The following table gives the total number of training institutes and centres and the number of persons (including displaced persons) undergoing training as on 30 April 1959:-

| <u>Number of Training Institutes and Centres.</u> | <u>Number of Seats Sanctioned.</u> | <u>Number of Persons Undergoing Training.</u> |
|---|------------------------------------|---|
| 133 | 55,284 | 27,562 |

Shifting of Central Training Institute, Aundh to Bombay.- Necessary plans for the Hostel, Administrative Block and Dispensary have been finally approved. Estimates for the Hostel Building have also been prepared. Issue of expenditure sanction by the Ministry of Works Housing and Supply is awaited.

Stores and Equipment.- The T.C.M. equipment worth approximately 1,978.82 rupees was reported to have been received at Centres and Institutes during April 1959, raising the total value of the aid receive upto 30 April 1959 to 2.9191 million rupees.

Russian equipment worth approximately 108,433.20 rupees was reported to have been received at the various training centres and institutes during the month of April 1959. Total amount of aid so far received under this aid comes to 685,226.20 rupees approximately.

(A Review of Work done by the Directorate-General of Resettlement and Employment during the Month of April 1959, issued by the D.G.R.& E., Ministry of Labour and Employment, Government of India, New Delhi).

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Chapter 9. Social Security.

93. Application.

India - July 1959.

II. Medical Care.

Employees' State Insurance Scheme: Progress of Extension of Medical Benefit to Families of Insured Workers.

It was stated during question-time in the Lok Sabha on 8 May 1959, that all the State Governments has agreed in principle to extend the medical benefits under the Employees' State Insurance Scheme to the families of insured persons. The centres where such facilities were already are available in the various States are given below:-

Andhra Pradesh: Hyderabad, Secunderabad, Visakapatnam, Chittivasa, Nellimaria, Eluru, Vijayawada, Mangalagiri, and Guntur.

Assam: Gauhati, Tinsukhia, Makum, Dhubri and Dibrugarh.

Bihar: Patna, Monghyr, Katihar and Samastipur.

Madhya Pradesh: Indore, Jabalpur, Gwalior, Burhampur, Ujjain and Ratlam.

Mysore: Bangalore.

Punjab: Ambala, Amritsar (Chhehrata and Verka) Batala, Bhiwani, Jagadhri, Abdullapur (Yammanagar), Jullundur and Ludhiana.

Rajasthan: Jaipur, Jodhpur, Bikaner, Pali-Marwar, Bhilwara, Beawar and Sawai-Madhopur.

Most of the remaining areas were likely to get this facility during the current year and the rest before the close of the Second Plan period.

(Indian Labour Gazette, Vol. XVI, No. 12,
June 1959, pp. 997-998).

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

In exercise of the powers conferred under the Employees' State Insurance Act, 1948 (34 of 1948), the Central Government has appointed the 12 July 1959, as the date on which the provisions of Chapter IV (except sections 44 and 45 which have already been brought into force), Chapter V and Chapter VI (except sub-section (1) of section 76 and sections 77, 78 and 79 and 81 which have already been brought into force) of the Said Act shall come into force in the following areas in the State of Kerala, namely:-

I. The areas within the limits of Kozhikode municipal town ~~town~~ and the revenue villages of:-

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|---------------------|-------------------|-----------------------|
| (a) Annaserri, | (b) Elathur, | (c) Thalakuathur, |
| (d) Makkade, | (e) Thamarasseri, | (f) Padinchattummuri, |
| (g) Karuvattur, | (h) Edakkad, | (i) Karuvasseri, |
| (j) Vengeri, | (k) Nedungottur, | (l) Kottuli, |
| (m) Chevayur, | (n) Chelavur, | (o) Paravancherri, |
| (p) Nellicode, | (q) Nallalam, | (r) Olavanna, |
| (s) Kodal, | (t) Naduvattom, | (u) Meenchanda, |
| (v) Cheruvamur, and | (w) Beypore. | |

in Kozhikode taluk in the Kozhikode district.

II. The areas within the limits of Feroke panchayat and the revenue villages of:-

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|---------------------|------------------|----------------|
| (a) Feroke, | (b) Alinnilam, | (c) Velipuram, |
| (d) Kadalundi, | (e) Nallur, | (f) Mannur, |
| (g) Ramanattukara, | (h) Vallikunnam, | (i) Chelambra, |
| (j) Parappanangadi, | (k) Naduva, and | (l) Pallichal. |

in the Ernad taluk in the Kozhikode district.

(Notification S.O.1515 dated 27 June 1959,
Part II, Section 3, sub-sec.ii, dated
4 July 1959, pp. 1711-1712).

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CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - JULY 1959.

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

Coal Mines Rescue Rules, 1959.

The Government of India published on 25 July 1959 the Coal Mines Rescue Rules, 1959, made in exercise of the powers conferred under the Mines Act, 1952. The rules deal inter alia with the constitution and procedure of Rescue Station Committee, procedure for imposition and recovery of excise duty, establishment of rescue stations and conduct of rescue work, organisation and equipment in mines and minimum apparatus and equipment to be kept at each rescue station. The rules repeal the Coal Mines Rescue Rules, 1939.

(The Gazette of India, Part II,
Sec.3, Sub-Sec.1, 25 July 1959,
pp. 1082-1097).

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LIST OF PRINCIPAL LAWS PROMULGATED DURING THE
PERIOD COVERED BY THE REPORT FOR JULY 1959.

INDIA - JULY 1959.

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

Industrial Disputes (Bihar Amendment) Act, 1959
(Bihar Act XX of 1959). (Bihar Gazette, Extraordinary,
7 July 1959, pp. 1-2).

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 - 2) "Twentysixth annual report 1958", pp.149.
- * (b) "Report for the Year 1958", Vol.I (pp.264) and Vol.II(pp.108)
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- (d) The Coconut Atlas of India: Indian Central Coconut Committee, Ernakulam; Rs.15.
- (e) Co-operative Farming: By Jawaharlal Nehru, C.Rajagopalachari, J.P.Narayan and Others; Democratic Research Centre, Bombay; Rs.3.

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

- * (a) "Indian Labour Statistics". Issued by the Labour Bureau, Ministry of Labour and Employment, pp.147. (2 copies sent to Geneva vide this Office Minute No.D.1/1432/59 dated 27 July 1959).
- * (b) "Annual Report of the Chief Inspector of Mines in India for the Year ending 31 December 1956". pp.328.
- (c) General Education and Indian Universities: By G.D.Parikh (Asia Publishing House, Bombay, Rs.10.50).
- (d) A Directory of Social Welfare Agencies in Madhya Pradesh State: Directorate of Panchayats and Social Welfare, M.P., Indore.

CHAPTER 8. MANPOWER PROBLEMS.

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- * (b) Received from the Cabinet Secretariat, Government of India: National ~~1) the~~ Sample Survey:-
 - 1) No.16 - Report on employment and unemployment, Ninth Round: Preliminary, May-November 1955. pp.239.
 - 2) No.17 - Report on Sample Survey of Employment in Calcutta, 1953, pp.127.

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