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INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

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on:

Industrial and Labour Developments in January 1960.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JANUARY 1960.

11. Political Situation and Administrative Action.

New Andhra Cabinet Formed.

Shri N. Sanjiva Reddy, Chief Minister, Andhra Pradesh, having resigned consequent upon his election as President of the Indian National Congress, a new Cabinet was sworn in at Hyderabad on 12 January 1960, with Shri D. Sanjivayya as Chief Minister. The Cabinet consists of 14 members. Among others, Shri N. Ramachandra Reddy was allotted the portfolios of Agriculture, Food, Food production, Marketing, Rural Indebtedness, Debt Relief and Labour.

(The Hindu, 13 January 1960).

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XVI Labour Ministers' Conference, New Delhi, 3-4 January 1960: Decision on Stricter Enforcement of Code of Discipline.

The 16th Labour Ministers' Conference was held at New Delhi on 3 and 4 January 1960, Shri G.L. Nanda, Union Minister of Labour and Employment presiding.

The Conference discussed the question of making the Code of Discipline in Industry applicable to independent workers' and employers' organisations which were not parties to the Code. State Labour Ministers generally agreed that if persuasion attempts to make such organisations abide by the Code failed, the Government should deny them recognition and the ~~benefits~~ benefits of adjudication, if permissible under law.

Among other decisions taken by the Conference to make the Code of Discipline more effective were to persuade trade unions to accept it before registering them under the Act and that a senior officer should supervise the implementation of the Code in each State.

It was also decided that all States should have adequate implementation machinery which should take cognizance of all violations of the Code and take action on them and the State Implementation Committees themselves should take the initiative in amicably settling industrial disputes ~~during the~~ pending before High Courts and the Supreme Court.

Most State Labour Ministers expressed the view that the Code had begun to have an impact on industrial relations although its stricter enforcement was necessary. The Code was evolved in May 1958.

The Conference decided that there should be no discrimination between the public and private sectors in the application of labour laws.

The managements of public undertakings, it was stressed, should not normally seek exemptions from labour laws or ask for other concessions not available to the private sector unless there was special justification for it.

The Conference expressed concern over the considerable increase in the rate of accidents, which had almost doubled in the last 20 years.

In view of a number of suggestions to prevent accidents and improve safety measures, the Conference decided to form a committee to make proposals to reorganise and strengthen the Factory Inspection Services and to provide education, training and research in safety and health problems.

It was also suggested that statutory provisions should be made for inquiry into the more serious accidents. The Factories' Act should be amended to provide for the appointment of safety officers in factories where the strength of labour exceeded the prescribed number or where the processes were of a particularly hazardous nature.

The Ministers agreed that rewards should be given to workers who suggested useful safety measures or were responsible for safety in their establishment. National awards should also be given to establishments which had good records in matters of safety.

The Conference was of the view that under the third Plan the Employees' State Insurance Scheme should be extended to all areas with an insurable population of 500 and above. At present the scheme is being implemented only in areas with an insurable population of 1,500 and above.

It was agreed that families of insured persons, who are now entitled only to medical care, should be provided hospital facilities during the third Plan. Necessary planning for family hospitalization should be taken in hand and a master plan for construction of hospitals should be prepared in consultation with State Governments.

In order to expedite construction of hospitals and dispensaries under the scheme, it was agreed that in addition to the Public Works Department, other agencies recognised by the State Governments might be entrusted with this work. The Conference also suggested that the possibility of having a T.B. hospital or a sanatorium in a centrally situated area to cater to the needs of more than one State should be examined.

Regarding the question of minimum wages, the Union Minister, Shri G.L. Nanda, said the Centre was not in favour of amending the Minimum Wages Act to provide for an extension of the time limit for fixing minimum wages in scheduled employments where this had not already been done. The statutory time limit expired on 31 December 1959.

The State Labour Ministers therefore agreed to consider Shri Nanda's suggestion that each State Government might undertake its own legislation to extend the date for fixing minimum wages in accordance with its own programme of action.

(A detailed report of the Conference will be included in the monthly report of this Office for February 1960).

(The Statesman, 4 and 5 January 1960).

XVIIIth Session of Standing Labour Committee, New Delhi,
5-6 January 1960.

The XVIIIth Session of the Standing Labour Committee was held at New Delhi on 5 and 6 January 1960, Shri G.L. Nanda, Union Minister for Labour and Employment presiding.

Among other matters, the Committee discussed a proposal for reviving the Labour Appellate Tribunal. The Indian National Trade Union Congress was strongly opposed to the proposal on the ground that its revival would not help expedite ~~expeditious~~ disposal of cases. The other three central trade union organisations - All-India Trade Union Congress, Hind Mazdoor Sabha and United Trade Union Congress - were in favour of the proposal.

There was considerable opposition from the State representatives, especially from West Bengal, Uttar Pradesh, Madhya Pradesh and Bihar. Bombay and Assam were, however, in favour of the proposal.

On behalf of the employers it was stated that they would welcome the revival of the Tribunal, as it would help reduce the number of cases that were going up in appeal to the Supreme Court. It was, however, made clear that if the workers' organisations and States were opposed to the revival of the Tribunal, the employers would not press for it.

The Committee recommended that a decision on the proposal to put wage boards on a statutory footing should be postponed. This would be in keeping with the general approach, it was pointed out, of encouraging voluntary arrangements to fix wages, etc.

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The Committee agreed that unanimous decisions of Wage Boards should be implemented by the parties concerned. If, however, there was delay in ~~implement~~ implementing such awards, the Government should take steps to give effect to them statutorily.

The Committee had a preliminary ~~discussion~~ discussion on the draft proposals relating to labour policies and programmes for inclusion in the third Five Year Plan, and decided that it should meet again on ~~Feb~~ 12 February and 13 February to finalise its draft proposals for submission to the Planning ~~Commission~~ Commission's Panel on Labour, likely to meet early in March.

(A detailed report of the proceedings of the Standing Labour Committee will be included in the report of this Office for February 1960).

(The Statesman, 6 and 7 January 1960).

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12. Activities of External Services.

India - January 1960.

Lectures:

(a) On 5 January 1960 the Director of this Office gave two lectures to the trainees attending the Second Training Course for Teacher-Administrators of the Workers' Education Centre, Calcutta. Subjects of his talks were: (a) "India and the ILO" and (b) The ILO - its antecedents and objectives.

(b) On 29 January 1960, the Director attended a session of Work Study Conference organised by Delhi Productivity Council.

(c) The Director attended the inaugural session of the Local Productivity Council held at New Delhi on 11 and 22 February 1960. The meeting was attended, among others by Shri Manubhai Shah, Union Minister for Industries, and Dr. Lokanathan, Chairman of the Governing Body of the N.P.C.

(d) The Director, by invitation of the Government of India, attended the inaugural meeting of the Fifth Session of the FAO Asia Pacific Forestry Commission held at New Delhi on 12 February 1960.

Contacts:

On 25 January 1960, the Director dined with the Acting High Commissioner of the United Kingdom and Mrs. James, to meet Mr. Harry Douglas, General Secretary of the Iron and Steel Trades Confederation, London and Mr. Frank Cousins, General Secretary of the Transport and General Workers' Union, London.

Visitors:

Among visitors to this Office during the period under review, were Mr. Eric Peterson, Personal Representative of Mr. Meany (AFL-CIO), Mr. D. Burgess, Labour Attache, American Embassy and Dr. Lee, Director of Technical Education, Government of New Zealand.

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14. Conventions and Recommendations.

India - January 1960.

Fifth Session of the Committee on Conventions, New Delhi,
5 January 1960.

The fifth session of the tripartite Committee on Conventions was held at New Delhi on 5 January 1960, Shri P.M. Menon, ICS., Secretary, Ministry of Labour and Employment presiding. Shri N.H. Tata represented employers and Shri G.D. Ambekar represented the workers.

Agenda.- The following were the items on the agenda:-

1. Action taken on the conclusions of the previous sessions.
2. Special provisions in the Conventions ratified by India.
3. Exemption clauses in the Conventions ratified by India.
4. Resolutions adopted by the International Labour Conference during the last five years.
5. Conventions and Recommendations adopted at the 43rd (June 1959) session of the International Labour Conference.
6. General Review of the position regarding ratification of I.L.O. Conventions.

A brief review of the notes prepared on the agenda is given below:-

i) Action taken on conclusions of previous sessions: (a) Convention No.99.- It had been decided that after amending the Minimum Wages Act, 1948, action for ratifying this Convention should be initiated in consultation with the Ministry of Law. The question of ratification of this Convention was examined in consultation with the Ministry of Law and the State Governments. Meanwhile a doubt arose as to whether the payment of wages entirely in kind as permissible under Section 11 of the Minimum Wages Act, 1948 is compatible with the relevant provision of the Convention which permits only partial payment in kind. A clarification was sought from the International Labour Office on this point which was of the view that the payment of wages fully in kind would not be compatible with the requirements and spirit of the I.L.O. Convention. The ratification of the Convention has, therefore, been deferred for the present.

(b) Convention No.42.- In accordance with the earlier decision, the Workmen's Compensation Act, 1923 had been amended, and the question of ratification of the Convention is being examined.

(c) Convention No.63.- The question of ratifying this Convention was examined in consultation with the Director, Labour Bureau and Chief Labour Commissioner who pointed out that (1) No regular arrangements exist at present for the collection of statistics on (a) hours of work actually worked in manufacturing and mining industries; (b) time rates of wages in the manufacturing and mining industries; (c) average earnings and hours actually worked in the Building and Construction industry; and (d) wages and hours of work in the agricultural sector; as required under the Convention, and ~~further~~ (2) Further, the proposed amendments for the Collection of Statistics (Labour) Rules do not in any way touch upon the various limitations. It has, therefore, been decided not to ratify this Convention at present.

(d) Convention No.102.- The position was examined by the Employees' State Insurance Corporation, which is of the view that the scheme does not as yet cover 50 per cent of all the workers employed in work places employing 20 persons or more - which is the minimum requirement for purposes of ratification. The I.L.O. has been informed that it would not be possible for the Government of India to ratify the Convention at present.

ii) Special Provisions in Conventions ratified in India.- The note on this subject examines the feasibility of amending the existing laws or enacting new ones so as to enable Government to draw up a phased programme with a view to implementing as many of the general provisions of the Conventions in question as possible ~~should be examined and a report placed before the Committee during this Session.~~ Accordingly, the following five Conventions which have been ratified by India on the strength of special provisions - which permit ratification on the basis of a restricted coverage and/or on a lower standard of compliance have been examined:- Convention (No.1); Convention (No.5); Convention (No.14); Convention (No.89); Convention (No. 90). ~~Respecting the~~

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Convention No.1.- The note concludes that although the 48-hour week is being generally conformed to by the Indian industries covered by the Factories Act, 1948, the Minimum Wages Act, 1948 and the Mines Act, 1952, the renoucement of the special provision would require the adoption of a uniform 48-hour week in all branches of industry referred to above. This would require (a) enactment of special legislation to cover employment in road transport (other than public motor transport) and inland waterways including the handling of goods at docks, quays and wharves; and (b) amendment to the Indian Railways Act with a view to providing a 48-hour week for continuous workers and essentially intermittent workers.

Convention No.5.- The note states that the relevant Indian labour laws (i.e. Factories Act, 1948, Mines Act, 1952 and the Employment of Children Act, 1938) do not permit the employment of children below 14. In fact the Mines Act and the Employment of Children Act go a step further and prohibit the employment of children below 15 years. But doing away with the special provision (Article 6) would make the provisions of the Convention applicable to industries, such as construction and transport (transport by road and inland waterways). This would necessitate enactment of fresh legislation prohibiting employment of children below 14 years in the construction and transport (transport by road and inland waterways) industries.

Convention No.14.- If this provision is to be dispensed with, legislation providing for a weekly day of rest in other industrial employments such as road transport (other than public motor transport) and the handling of goods at docks, quays, and wharves will have to be undertaken.

Convention No.89.- Renoucement of the special provision in this Convention would be possible only when a law prohibiting night work in the building and construction industry etc., is undertaken.

Convention No.90.- If the special provision in this Convention is to be dispensed with, it would be necessary to (1) undertake legislation prohibiting night work of young persons; (a) in the building and construction industry (defined as undertakings engaged in building and civil engineering work including constructional, repair, maintenance, alteration and demolition work); (b) road transport; and (c) handling of goods at airports; and (2) amend the Employment of Children Act for raising the maximum age limit from 17 to 18 years. Thus, the renoucement of the special provisions in the case of all these Conventions would require the enactment of legislation in respect of: (1) Building and Construction Industry: Prohibiting the night work of women and young persons and also the employment of children below 14; (2) Road Transport (other than public motor transport): Prohibiting the night work of women and the employment of children below 14 years and also providing for a 48-hour week with ~~with~~ a weekly day of rest; (3) Transport by inland Waterways - including handling of goods at docks, quays and wharves: Prohibiting night work of women and the employment of children below 14 years and providing for a 48-hour week with a weekly day of rest. In addition, the Indian Railways Act will have to be amended to reduce the working

hours to 48 per week for continuous workers and essentially intermittent workers. The Employment of Children Act will also have to be amended as to (a) raise the maximum age limit of young persons to 18 and also (b) extend the coverage to include handling of goods at airports.

Of the various industries referred to above, which require to be covered either by fresh legislation or amendment of the existing legislation so as to be brought in linewith the general provisions of the I.L.O. Conventions (as against the special provisions under which India has ratified them) there is at present a proposal to undertake legislation for motor transport workers. The Act when comes into being, is likely to provide for a 48-hour week with a weekly day of rest and also prohibit the employment of children below the age of 15. As regards other industries, it is not considered practicable to undertake any piecemeal legislation specifically for the purpose of denouncing the special provisions. The note therefore suggests that time is not yet ripe for India to renounce the special provisions on the strength of which she was able to ratify the Conventions under consideration. The whole question may be reviewed at a later date.

iii) Exemption Clauses in Conventions ratified by India.- This note examines the following 11 Conventions which contain exemption clauses:-

a) Convention No.1.- Sections 64(2)(b) and 65(2) of the Factories Act, 1948, provide for permanent and temporary exemptions. Section 39 of the Mines Act, 1952 gives the Central Government the power of exemption. As regards railways, Section 71C(4) of the Indian Railways Act, 1890, as amended in September, 1956, ~~permits~~ permits temporary exemptions of railway servants. It does not appear desirable to surrender the right to have recourse to Article 6 of the Convention, since the exemptions provided for under these Acts are for meeting such contingencies as emergencies involving serious risk to the safety of a factory, mine or railway or of the persons employed therein, accidents (actual or threatened), urgent repairs, exceptional pressure of work, etc. Also, all the three Acts lay down the maximum additional hours that may be worked and the amount of extra wages to be paid for overtime. Moreover, the rules framed under these Acts are ~~not~~ finalised only after consultation with employers' and workers' organisations.

b) Convention No.4.- Paragraph 2 of Article 2 of the Convention permits the duration of night to be fixed at ten hours instead of the general limit of twelve hours. This provision is not being utilised in India.

The other exemption provisions of this Convention (Articles 4, 6 and 7) are similar to those of Convention No.89 concerning night work of women employed in industry (Articles 4, 6 and 7).

c) Convention No.5.- The object of the clause of exemption in this Convention is to enable children under 14 years to attend technical schools. Work done in such institutions cannot be treated as employment. The Employment of Children Act, 1938, does not apply to any technical school established, aided or recognised by Government. Similarly workshops attached to public - institutions maintained for the purposes of education or training may be exempted from the provisions of the Factories Act. It does not appear desirable to renounce the right to have recourse to the exemption Article.

d) Convention No.6.- The exemptions provisions in the Convention have no application in the case of India as it does not apply to male young persons over 14 years of age.

e) Convention No.14.- The Factories Act, the Mines Act and the Indian Railways Act contain provisions (Sections 64 and 65 of the Factories Act, Section 39 of the Mines Act and Section 71D(3) of the Indian Railways Act) authorising the appropriate Government to make rules providing for the exemption of certain categories of workers or certain categories of factories and mines from the weekly rest provisions. It does not appear necessary to renounce the right to have recourse to the exemption Article of this Convention (Article 4) since under all the three Acts workers, who are deprived of their periods of rest, are entitled to get compensatory rest.

f) Convention No.29.- The extent to which the categories (of exemption) of labour are being utilised in India was explained in detail in the annual report, submitted to the I.L.O., for the year ending 30 June 1958. Ratification of this Convention has already placed certain restrictions on the State utilising the power available to it under Article 23(2) of the Indian Constitution, and it does not appear advisable for Government to wholly surrender that power by giving up the right to have recourse to the exempted types of compulsory labour.

g) Convention No.32.- The proviso to Regulation 16 of the Indian Dock Labourers Regulations, 1948, covers the exceptions envisaged in paragraphs (5)(a) and (b) of Article 3 of the Convention. According to paragraph (3) of Regulation I, the Regulations apply only to the major ports of Bombay, Madras, Calcutta, Cochin and Vishakhapatnam. Country crafts, barges or lighters are also excluded from the scope of the Regulations, 'ship' being defined under the Regulations as not including these small vessels.

Since exceptions from the standards laid down in the Convention regarding safe means of excess are allowed, under the Regulations, only in cases where the competent authority is satisfied that other means of access are being provided to an adequate extent or where the conditions are such that it is possible without undue risk to pass to and from the ship without the aid of any special appliances and since inland navigation is of minor importance in India, it does not appear desirable to surrender the right to take advantage of the exceptions allowed by the Convention.

h) Convention No.45.- The question of giving up the right of taking advantage of Article 3 of this Convention was recently examined, and it has been decided not to surrender this right, since even though no advantage is being taken of the exemption at present, the possibility of women being employed for health and welfare services underground in mines in future cannot be wholly ruled out.

i) Convention No.81.- The Convention provides for the maintenance of a system of labour inspection in industrial work-places. Paragraph 2 of Article 2, however, permits national laws or regulations to exempt mining and transport undertakings from the application of the Convention.

So far as mines are concerned, there is a well-organised system of inspection, and hence there is no difficulty in the way of the exemption provision being renounced.

In the case of transport undertakings, however, though adequate provision has already been made for proper inspection in the case of railways and major ports, the conditions of work are yet to be regulated on an All-India basis in so far as road, water and air transport are concerned. Hence it may not be desirable to renounce the exemption provision till such time as the proposed legislation for road transport workers is adopted.

While ratifying the Convention the Government of India excluded Part II dealing with labour inspection in commerce, from its acceptance of the Convention on the ground that though some of the State Governments had adopted legislation for regulating the conditions of work in shops and commercial establishments, there was no all-India legislation covering commercial establishments. Moreover, the extent and scope of legislation enacted by the State Governments varied from State to State. With a view to bringing about uniformity in the legislation adopted by the State Governments, the Government of India drafted a Departmental Bill and forwarded it to the State Governments requesting them to revise their legislation on the subject in accordance with the standards laid down in the Central Draft Bill. Those State Governments which had no legislation on the subject were also persuaded to enact legislation on the lines of the Central Bill. Such of the State Governments as have enacted legislation in respect of shops, etc., have made provision for the appointment of Inspectors. However, it does not appear desirable to bring Part II of the Convention within the scope of ratification, since, in the absence of all-India legislation in respect of commercial establishments, it would be difficult to enforce the provisions of the Convention on an all-India basis.

Article 29 permits a ratifying State to exempt specified areas or particular undertakings or occupations from the scope of the Convention. However, this exemption provision has not been taken advantage of in India in so far as labour inspection in industrial undertakings covered by the Factories Act are concerned.

j) Convention No.89.- Most of the exemption provisions of the Convention (except Articles 6 and 7) are being made use of in India. It does not appear necessary to give up the right of taking advantage of these provisions relating to exceptions, since the exemptions are granted only in consultation with the employers' and workers' organisations and in no case can women be employed between 10 P.M. and to 5 A.M.

k) Convention No.90.- The proviso to Section 3(2) of the Employment of Children Act empowers the competent authority to permit the employment during night of children under seventeen years of age but who have completed their fifteenth year as apprentices or for the purpose of receiving vocational training or in cases of emergencies of unforeseen character and when the public interest so requires. Under Section 5 of the Factories Act, Government may in any case of public emergency, by notification in the Official Gazette, exempt any factory from, inter alia, the provisions of Section 71(1) of the Act, which prohibits the employment of children during the night. These exemptions are granted only after consultation with the employers' and workers' organisations. These statutory provisions, however, have not been much utilised, e.g., no rules have yet been framed permitting the employment of children in cases of emergencies under the Employment of Children Act. Article 5 of the Convention has also not so far been taken advantage of. Even so, it does not appear advisable to give up the right to permit the employment of children when their own interest so demands or in cases of public emergencies or when public interest so requires.

The note concludes that it would not be practicable to do away with the exemptions for the present.

iv) Conventions and Recommendations adopted at the 43rd Session (1959) of the International Labour Conference.- This note examines the present position in India in respect of the following Conventions and Recommendations adopted at the 43rd Session of International Labour Conference.

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Convention No. 112.- Fishing, especially deep sea-fishing as an industry in India is still in a nascent stage and is unorganised in character. It is mostly carried on in coastal waters with countrycraft propelled by sails or oars. Fishing is generally done on an individual or family basis and the employer-employee relationship exists only to a small degree. Children of all ages, of families engaged in fishing as a profession, are often employed to assist their elders. In the present stage of development of the fishing industry in India, it would be difficult to enforce any provisions restricting the employment of children below 15 years of age in the fishing industry, as contemplated in the Convention.

Convention No. 113.- At present adequate facilities for medical examination of fishermen are not available in India. In the absence of these facilities and because of the present unorganised state of the industry, it will be difficult to enforce at this stage any system of regular medical examination of fishermen either prior to their employment on a fishing vessel, or periodically thereafter, as contemplated in the Convention.

Convention No. 114.- In India fishing is generally done on an individual or family basis and the employer-employee relationship exists only to a small degree. Also, at present fishing vessels are not registered in all the States; even in the one or two States where they are registered, no written agreements are entered into between the fishermen and the employer. In the present unorganised state of the industry, and in view of the illiteracy among fishermen, it would be difficult to enforce provisions requiring the employers and fishermen to enter into written agreement, contemplated in the Convention, at the time of fishermen's entry into employment.

Recommendation No. 112.- While enactments like the Factories Act, 1948, the Mines Act, 1952, and the Plantations Labour Act, 1951, contain elaborate provisions for safeguarding the health and safety of workers and for promoting their welfare, the Indian Law as it stands at present does not require compulsory provisions of occupational health services as a separate service by the employers. Such services have, however, been provided by a number of undertakings on a voluntary basis. In recent years there has been a steady and substantial growth in these services, particularly in the new industries which have been started recently. However, precise information regarding the extent to which the organisation, functions, etc., of such services, where they exist, meet the requirements of the Recommendation, is not available.

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The note states: "Subject to the views expressed by the State Government the Government of India do not propose to ratify Conventions Nos. 112, 113, and 114, concerning the minimum age for admission to employment as fishermen, the medical examination of fishermen and fishermen's Articles of agreement, respectively."

v) General Review of position of ratification of I.L.O. Conventions.— The International Labour Conference, in its ~~43rd~~ 45 Sessions held so far, has adopted 114 Conventions. Of these, India has ratified 25 Conventions. Although the purely numerical side of ratification does not make a good showing, real progress in the direction of application of international labour standards has to be measured differently. A country may not have ratified many Conventions for technical and other reasons, but still in actual practice it may adhere to the main principles embodied in the Conventions. An assessment of the real progress achieved in this field was made and an Article on the subject was published in the Indian Labour Gazette, Vol. XV, No. 10, April 1958. Further developments that have taken place since that date, are indicated in the following paragraphs.

Seven ~~are~~ more Conventions (Nos. 108-114) have been adopted since April 1958, of which three (Nos. 112, 113 and 114) are the most recently adopted ones (June 1959). These Conventions, which concern the working conditions of Fishermen, are currently under examination. Of the remaining four Conventions, two (Nos. 108 and 109) belong to the maritime group, one (No. 110) relates to the conditions of employment of plantation workers and the remaining one (No. 111) to discrimination in the field of employment and occupation. It has been decided not to ratify Conventions Nos. 108, 109 and 110. Convention No. 111 is proposed to be ratified shortly. Of the three Conventions Nos. 105, 106 and 107 adopted at the 40th Session of the International Labour Conference, Convention No. 107 concerning the Integration of Indigenous and Tribal Populations in Independent Countries has since been ratified. It has not been found practicable to ratify Conventions Nos. 105 and 106 for the reasons given below:—

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Convention No. 105 concerning the Abolition of Forced Labour envisages immediate and complete prohibition of forced or compulsory labour. While the Constitution of India prohibits traffic in human beings and begar and other similar forms of forced labour, the State is empowered to impose compulsory service for public purposes. The ratification of this Convention would prevent Government from requisitioning labour even in emergencies.

Convention No. 106 concerning Weekly Rest in Commerce and Offices provides for the grant of a weekly day of rest to all persons, including apprentices employed in trading and commercial establishments and offices. Although the Central Weekly Holidays Act, 1942, and the State laws relating to shops and commercial establishments incorporate the basic principles underlying the Convention, ~~their~~ their coverage is very much restricted as compared to the scope of the Convention.

During the same period, India has ratified two more Conventions, viz., Convention (No.88) concerning Employment Service and Convention (No.100) concerning Equal Remuneration for Equal Work - in addition to Convention No.107 referred to in the preceding paragraph. This raises the total number of Conventions ratified to 25. It has been decided to defer ratification of Conventions Nos.63 and 99 for reasons stated in the memorandum relating to item 1 on the agenda. The possibility of ratifying Convention (No.42) concerning Workmen's Compensation (Occupational Diseases) is, however, being examined.

Decisions - Action taken on the conclusions of the previous Sessions. - The position in respect of Convention No.63 concerning statistics of wages and hours of work should be reviewed again from the point of view of ratification.

Special provisions in the Conventions ratified by India. - The Committee agreed that time was not yet ripe for India to renounce the special provisions on the basis of which Conventions Nos. 1, 5, 14, 89 and 90 have been ratified. The Committee, however, recommended that the whole question should be reviewed at an appropriate time.

Exemption clauses in the Conventions ratified by India. - The Committee took note of the position explained in the memorandum and agreed that it would not be practicable to renounce the right to make use of the exemption provisions in Conventions Nos.1, 4 and 89, 5, 6 and 90, 14, 29, 32, 45, 81, 88, 100 and 107.

Regulations adopted by the International Labour Conference during the last five years. - The Committee took note of the information given in the Memorandum.

Conventions and Recommendations adopted at the 43rd Session (June 1959) of the International Labour Conference. - With regard to Conventions Nos. 112, 113 and 114 concerning the Minimum Age for Admission to Employment, Medical Examination and Articles of Agreement of Fishermen, the Committee recognised that the fishing industry in India is at present in a nascent stage. It is generally ~~being~~ being run on a family basis, and employer-employee relations have not yet developed to any significant extent. It would, therefore, not be feasible to ratify these Conventions at this stage.

Regarding Recommendation No. 112 concerning Occupational Health Services in Places of Employment, the Committee was not in favour of adopting any statutory measures for the provision of such services. It, however, recommended that efforts should be made to encourage the establishment of such services on a voluntary basis.

General Review of the position regarding ratification of I.L.O. Conventions.- (i) The Committee took note of the position explained in the Memorandum and recommended that a suitable chart indicating the present position in regard to Conventions ratified, Conventions not ratified and Conventions not applicable to India etc., should be prepared and made available to the members of the Committee. A similar chart should be prepared in respect of Recommendations also.

(ii) The Indian Government delegations to the International Labour Conferences should be briefed to explain fully Government of India's views in respect of the matters proposed to be covered by I.L.O. Conventions and Recommendations, when these instruments come up for discussion.

(Documents of the Fifth Session of the Committee on Conventions, and received in this Office).

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Chapter 2. International and National Organisations.

24. Non-Governmental Organisations (International, Regional and National) Other than Employers' and Workers' Trade Organisations.

India - January 1960.

Third Annual Session of All India Labour Economics Conference : Labour Reserve Service suggested.

The third All India Labour Economics Conference was inaugurated at Madras on 2 January 1960. Prof. P.C. Mahalanobis, Director of the Indian Statistical Institute was the chairman of the session. A review of the addresses delivered at the session is given below.

Peace in Industry: Shri Giri's address.- Inaugurating the Conference, Shri V.V. Giri, Governor of Uttar Pradesh, and President of the Conference, said that a major pre-requisite for industrial progress was the prevalence of industrial peace - a suitable climate in which the industries could thrive. Industrial peace did not merely signify the absence of industrial unrest, but the active presence of harmonious and good industrial relations generating amity and goodwill between the partners in an industry. Good industrial relations were indispensable for the successful industrialisation of any country.

If the tempo of economic progress was to be maintained in the closing period of the Second Five-Year Plan and during the Third and the subsequent plans to follow. Shri Giri said, there must be a definite and co-ordinated labour policy. The prime need of the hour was the development of key, large-scale, medium and small-scale and village industries, thereby increasing production and raising the standard of living of the people. If industries, in this country should make headway, the parties concerned must realise and understand the spirit of labour-management association.

"The employers' complaints are those relating to low productivity, growing indiscipline, soaring labour costs, unchecked absenteeism, constant industrial litigation and the existence of surplus labour. Workers' complaints include those relating to the inadequacy of wages, lack of incentives, excessive appropriation of profits by managements, unsatisfactory working conditions, etc. There may be some exaggeration on both sides, but, however, these complaints cannot be totally dismissed as frivolous because both sides are working ~~ix~~ at cross-purposes and at best in a few cases there may be only a 'cease-fire' friendship between them", he added.

Pleading for conceding to workers' representatives a voice in the control of the industrial system. Shri Giri said that in order to promote good industrial relations, there should be a full recognition of trade unions by employers. A joint standing machinery at all levels and in each unit of the industry should be established so that when any issues arose which might ultimately lead to strikes and lock-outs, the same might be avoided even at the early stages. It should be the endeavour of both sides to take the assistance of the conciliation machinery established by the Government when disputes were not settled at the level of joint standing machinery or through collective bargaining. Tripartite and bipartite bodies should be brought into existence consisting of representatives of employers, workers and the State when disputes remained unsolved. This machinery should not be merely an ad hoc one, but a permanent one with a technical expert who possessed knowledge of different industries in all their aspects attached to it. If the plan for the development of industries was to succeed, workers engaged in industrial undertakings should be provided with such conditions as would enable them to do their work using all their intelligence, skill, energy and enthusiasm, so that the work would be efficient and the output of their production both in quality and quantity, the highest.

Adverting to the position of the private and the public sectors in the country, Shri Giri said "the public sector and the private sector in industry have to continue for long without the one coming into conflict with the other. It is necessary also on the part of the Government of India, so long as they allow the private sector to exist in certain industries, that they should give it all the privileges which are given to the public sector and the conditions must be the same". The public sector must be an example to the private sector in all matters specially regarding conditions of service of the workers, their housing and other problems. So long as the private sector was prepared to conform itself to the principles laid down, they should have no feeling that they would be subjected to any unreasonable treatment, but that they would be allowed to run the industry, securing reasonable profits.

The problem of productivity had been engaging the attention of the country and unless this was scientifically handled, they might not be properly develop the country in the industrial sector, Shri Giri said. It was high time that the workers and employers effected a complete change in their outlook and attitude if production had to be improved both in quality and quantity. They should also remember that the results which accrued from such an increase could not be appropriated either by labour or by capital or by both, but should be fairly distributed between the participants in production and the general consumer.

Proposal for Labour Reserve Service.— Prof. Mahalanobis, in the course of his address observed that labour economics in the country should be oriented towards national planning. India could learn much from the highly developed economies in both capitalist and socialist countries. But India had adopted a planned economy with both the public and the private sectors working side by side. Conditions in India were therefore different in some important respects. It was accordingly essential that India should evolve its own policy in economic affairs.

In India, planning was being used to promote rapid industrial progress. The rate of investment had increased from about five per cent seven or eight years ago, to about 10 or 11 per cent and there had been some industrial growth. Both public and private sectors were working side by side. Labour was not well organised and Government was trying to give it increasing legislative and administrative protection. The trade union movement and Government policy had been both broadly on the same lines as in the highly developed capitalist countries. It was most desirable that labour should enjoy a high level of social security and should be free from fears of unemployment. It was however pertinent to enquire whether imitation of highly developed capitalist economies was the most effective means to this end, or whether new methods required to be developed to suit Indian conditions.

Changes in real earnings of factory workers could be compared with the per capita income and consumption expenditure of the country as a whole. Starting with a base of 100 in 1952 (the year in which real earnings had recovered to the pre-war level) the index of real earnings was 103.8 in 1956 and 102.2 in 1957 compared with an index of per capita consumption expenditure of 106.2 and 103.6 and an index of per capita income of 110.5 and 107.4 respectively in the same two years. The gain in real earnings of factory workers seemed to have been somewhat less than the general increase in the per capita income or consumption expenditure during the five years from 1952 to 1957.

The broad picture which emerges was fairly clear. The gain in real earnings was only about four or five per cent in the 18 years to 1957. A direct comparison of family budgets in 1941 and 1958-59 in the Asansol area would show that the per capita consumption expenditure of factory workers in 1958-59 was about the same as that in 1941. Statistics of the national income of India were, unfortunately, not sufficiently reliable or sensitive. But it was generally agreed that there had been an appreciable expansion of national economy since 1952. The available evidence, however, suggested that the real earnings of factory workers might have been slightly lagging behind the general increase in per capita income or consumption.

"Mere imitation of advanced capitalist countries", Prof. Mahalanobis said, "may not be enough in a mixed economy in an underdeveloped country. The lack of development itself gives rise to a timid outlook and uneasy feelings about the very idea of a rapid economic progress. Four years ago the Second Five-Year Plan was considered to be too ambitious. Last year there was much talk of a safe Third Five-Year Plan of a small size of fifty or sixty thousand million of rupees. Recently there has been a welcome change and an investment programme of ~~xxxxx~~ 100 thousand millions of rupees in the Third Plan is now receiving serious attention.

"There remains, however, a good deal of opposition; it found expression, for example, in the recent discussions on the target of steel for the Third Plan. The Perspective Planning Division of the Planning Commission has suggested a target of 10 million tons of steel ingots. Some would have only six or eight million tons. It is argued that the demand for steel would not justify the production of 10 million tons, and that there would be an unexportable surplus. It is pointed out that the intensity of capital investment is very high in steel, and considerable resources would unnecessarily be locked up instead of being deployed for more productive purposes. Bottlenecks in transport and in the supply of coking coal and raw materials, and shortage of trained personnel would prevent the fulfilment of the plan. Labour inefficiency and restrictive practices would hamper progress and lead to increasing costs.

"This is a typical dilemma in a mixed economy; it deserves consideration. Those who are in favour of a target of 10 million tons hold that in a planned economy the demand must be created simultaneously with the supply. There need not be any uncertainty in absorbing 10 millions tons of steel if the outlets - engineering and other industries consuming steel - are developed at the same time. In a planned economy, the target depends only on the limits of possibilities of physical realisation and of the mobilisation of the required financial resources. Market demand is scarcely relevant. Yet the proposal to install a second million ton steel plant had been dropped in the first five year plan because of the lack of market demand."

Prof. Mahalanobis said that in a planned economy it was much better to have a surplus capacity for steel than to face a serious shortage of supply. In about four years upto 1958, India imported about 4.7 million tons of steel at a cost of about 3,800 million rupees. For two million tons additional capacity of steel in the Third Five-Year Plan, the foreign exchange requirements would be only about 1,500 million rupees or if some auxiliary facilities for transport, mining, etc., were included, then it would come, at the most to about 2,500 million rupees. The actual expenditure in four years in importing steel was much greater. Long-term credit for the expansion of steel production could be secured more easily than for current imports of steel. Also, the surplus, if any, could be easily exported as long as Indian costs are lower (or if they are not lower, by giving, if necessary, an export subsidy). It may be also mentioned that U.S.A., U.K., etc., all have surplus capacity in steel.

"Finally, without 10 million tons of steel at the end of the Third Five-Year Plan, the economy would not become self-reliant; the volume of unemployment would increase and would have disastrous consequences. The decision has to be made in advance and now. Labour economists have a vested interest in pressing for a rapidly expanding economy; and that means pressing for a 10 million tons target of steel in the Third Five-Year Plan. The points regarding bottlenecks of transport, coking coal and raw materials or shortage of technical personnel are entirely relevant. The only remedy is to have more and better planning and more efficient implementation."

Labour Productivity.- Stating that labour productivity was stagnant and might be even decreasing, he said that there was general opposition to piece-rate wages or remuneration by results. This was the most difficult and yet the most urgent problem of labour economics in India. There was a good deal of general slackness and disinclination for hard work. There was distrust of the employers, and fears that piece-rate wages would not be equitable and would be used for unfair exploitation of labour in a market of chronic unemployment. There was a sense of security in appointments by time or in time scales. Trade unions in India were generally imitative of the methods of the highly developed countries without proper appreciation of the real interests of labour.

"It is also open to question whether, in the same way, the Government policy and labour legislation have not been too imitative of the highly developed countries, without proper appreciation of Indian conditions", he proceeded. "There can be no difference of opinion regarding the need of social security; minimum or fair wages; reasonable hours and conditions of work; accident, sickness, invalidity, maternity and old-age benefits; health care, educational and cultural facilities; and finally full employment and un-employment insurance. All this however depends entirely on increasing the national product as fast as possible. This is the real issue. So labour policy and legislation in India must promote the maximum rate of economic growth and the maximum utilisation of unemployed or underemployed labour."

In an underdeveloped country like India, Prof. Mahalanobis - said, there was an urgent need to make the whole social organisation more alert and efficient. There was no ready-made solution to copy. The attempt to introduce institutional forms well suited to advanced capitalist countries might some time defeat its own purpose. It was also often difficult or impossible to introduce methods in operation in socialist countries for lack of necessary political sanctions. Familiarity with economic theories suited to advanced western countries had acted as a thought barrier to economic progress in India; fortunately this had been broken through and India had developed a basic strategy of development and was already in the process of "taking off" on the way to a self-reliant economy. It seemed equally essential to evolve a labour policy suited to Indian conditions and needs.

"There may be great advantages, for example, in Government organisation of Labour Reserve service. A proposal for a National Service for students is already under consideration. I should suggest that a similar Labour Reserve service (LR) be set up to absorb such industrial workers as may be considered surplus and be ~~also~~ "laid off" by existing industrial enterprises at their discretion, and also to serve as a pool for other enterprises to draw upon, again, at their own discretion. The Labour Reserve Service (LR) would then act as a buffer against unemployment and would serve as a (perhaps socially more useful and psychologically more preferable) form of or substitute for unemployment insurance limited, however, in the first instance, to persons who are already factory workers. The responsibility would rest on Government to make the best use of the Labour Reserve. The workers admitted into Labour Reserve would receive, not the full, but a suitable part (say, between a half and three-quarters) of the emoluments they were receiving in their original posts; they would also be bound to take up whatever work they were offered by the LR authorities and if they refused they would have to leave the LR. It should be possible to recover an increasing part of the expenses out of productive work taken up by the LR. The balance of the cost may be met partly by a comparatively small (LR or unemployment insurance) levy on enterprises, partly by a direct contribution for each worker sent to LR by an enterprise and partly by Government out of its general income. An enterprise would send an employee to the LR only when the benefits accruing would be considered to be commensurate with the direct contribution. The LR would provide training of various kinds and would continually try to use the men for productive purposes. Workers in the LR would have an incentive to find better jobs at the earliest opportunity. In this way, conditions in at least an important part of the labour market, that is, among the factory workers, would approximate to labour conditions in the more advanced economies in both capitalist and socialist countries."

Labour Migration Bureau: Dr. Lokanathan's suggestion.- Dr. P.S. Lokanathan, addressing a Seminar at the Conference on "Full Employment in a Developing Economy" suggested the establishment of a Labour Migration Bureau, to make arrangements to move certain number of people from one region to other, if possible. He pointed out that both unemployment and under-employment existed in an acute form in backward areas. While special measures, including developing economic and social overheads and bringing industries into these areas, seemed to be necessary, there was also a need to take steps to migrate some people to other regions too.

Dr. Lokanathan said that there would be a backlog of seven million unemployed at the commencement of the Third Plan. During this Plan itself, they might be adding not less than 14 million to the labour force in the country. It has been estimated that in order to achieve full employment by the end of Third Plan, they should increase the volume of employment during the Plan period, by 23 to 25 million. Unemployment in India was a structural problem, which was bound up with the entire range of problems, associated with economic and social changes. The goal of full employment could be reached only by a series of planned efforts, lasting over a period of years. Unfortunately, the Second Plan's modest objective of ensuring against deterioration of unemployment had not been fulfilled. In India, they had to reconcile with two apparently contradictory facts. While the total number of job opportunities was failing to keep pace with the growing labour force, there was a shortage of skilled craftsmen and this would grow as they achieved the "take off" stage in their economic growth. Thus, the problem of full employment was a matter of social adjustment of the development skills, which would be in demand in a rapidly growing economy. Unemployment was really a part of the malady of a population fast growing and the lack of skills, which would make the increased population employable for socially purposive ends. A large part of the country's population (about 55 millions by the beginning of the Third Plan), a great number of people registered with the employment exchanges and a vast body of rural folk, were likely to become unemployable, in the context of modern technology. It was only a general state of dynamic economy growth that could, through a process of rather painful grinding, render them employable by the acquisition of skills, which could be achieved only through learning-by-doing. The Planning Commission was not unaware of the nature of the problem but failed to face up to its dimensions.

Dr. Lokanathan said that substantial increases in agricultural incomes through sizable increases in productivity in the whole of the rural sector, would create a large volume of employment in the rural areas, as also put life into them, which was more essential than the mere creation of job opportunities. It was possible to afford increasing employment opportunities through an intensive programme of agricultural improvement. The extent to which intensified agriculture and diversified production could create demand for more labour and provide employment opportunities in the rural sector had often been under-estimated. In addition, the promotion of village industry by the use of improved and appropriate tools would further increase employment. It was possible to make a combined attack on a massive scale over the twin problems of building up productive capital and creation of jobs by expanding activities in construction, in small factory buildings, industrial estates in rural areas, work sites, land reclamation etc. A surprisingly large share of real capital necessary for an industrial economy was created by construction. What was needed was the setting up of an organisation, specially for the purpose, with a network of local units. The question of financing these activities might appear to be staggering, but it might be expected that the bulk of the finance would come from the local communities themselves. In the shape of voluntary labour, compulsory levy of labour hours and some taxes. In the light of the analysis made by an expert, there were reasons to reconsider realistically the ~~technological~~ technological problems involved in the industrial development of under-developed countries.

Dr. Lokanathan said that he was in agreement with the expert in the warning against excessive mechanisation, in relation to scarcity of capital resources and a surplus of labour. "The economic system should be run in the interests of all citizens; if part of them were excluded from the production process, serious strains might occur in the longer run in the political and economic structure of the country."

Office-bearers for 1960.- Shri V.V.Giri and Dr.P.S.Lokanathan were elected President and Conference Chairman, respectively of the Indian Society of Labour Economics for 1960. Prof.R.K.Mukerji, Prof.Gyan Chand and Mr.K.P. Bhatnagar were elected as Vice-Presidents, Dr.S.D.Pumekar as Honorary Secretary and Dr.V.B. Singh as Associate Secretary.

(The Hindu, 3,4 and 5 January 1960).

28. Employers' Organisations.

India - January 1960.

All-India Businessmen's Convention, New Delhi,
24 January 1960.

An All-India Businessmen's Convention, organised by the Federation of Indian Chambers of Commerce and Industry, was held at New Delhi on 24 January 1960. About 4,000 businessmen, big and small, from all over the country attended the Convention. Among others, who addressed the Convention were Shri Jawaharlal Nehru, Prime Minister of India, Shri G.D. Birla, eminent industrialist and Shri M.M. Ruia, President of the Federation of Indian Chambers of Commerce and Industry.

Shri G.D. Birla's Speech.- In his address, Shri G.D. Birla appealed to the industrial community to be objective and patriotic-minded and not to look at problems that beset Indian industry in isolation, but from the point of view of the country's development and progress as a whole.

Referring to the small trader, Shri Birla said that he was the kingpin of the entire business community. In every village, the small shop-owner was the hub of the entire village's social and cultural life and the people of the village looked to him for information, ideas and inspiration. The village bania, Shri Birla added, with proper organisation, could be a very powerful influence for the future of India.

Shri Birla pointed out that the Government itself was conscious of the need for reform as was clear from the drive launched by it recently to streamline the administrative machinery and procedures. But any improvements thus effected were bound to be neutralised by new laws and regulations, he said. The Government should stop enacting fresh legislation in this behalf. Otherwise chaos was inevitable and the progressive "march of India would be ruined". Apart from the direct discouragement which a complicated system of industrial, commercial and labour legislation offered to initiative and enterprise, it also caused considerable harassment to business men with the result that avenues of corruption became multiplied.

Address of the President of F.I.C.C.I.- Addressing the Convention, Shri Madanmohan Ruia, President of the Federation of Indian Chambers of Commerce and Industry, called upon the business men to do their best not only for raising the standard of living but also for improving the industrial might of the nation. He ~~said~~ said that the business community, despite its own difficulties resulting from the "unrealistic" policies of the Central and State Governments in the fields of taxation, industrial policy, labour legislation and foreign trade, should be prepared to make sacrifices in the cause of the nation. Stating that all-round expansion of production could not be induced "merely by a complex system of controls and heavy rates of taxation", the Federation president said: "We are not against legislation or taxation as such for, as law-abiding citizens, we fully appreciate the necessity for useful laws and useful expenditure by the State to build up social capital. But the basic approach of our ~~legislation~~ legislators should be reorientated to a policy of expansion".

Shri Ruia said that the two-fold duty before them was to persuade Government to adopt policies which made business less irksome and to promote a spirit of enterprise in young men.

He referred to the significant expansion in the installed capacity of established industries and continuous rise in production, and said that if costs were kept down and the problem of shortage of raw materials tackled, "we can look forward to a period when the non-traditional items will account for a substantial share in our export trade".

Prime Minister's speech: Shri Nehru in his speech, told business men that, irrespective of the criticism levelled against co-operative farming, he would suggest that for speedy industrialisation co-operatives to be introduced, even in small industries.

While agreeing that there were controls and high taxation, he said present conditions in the country warranted controls. Business men looked at things from their own viewpoint, but he could not agree to a few people making all the profits while the bulk of the people underwent hardships. Asking them to change their mode of thought, he said in modern times ideas travelled faster than man's ingenuity. While countries in the West had directly been influenced by industrialisation, India and China were still struggling to reach what in the USA was called a "high consumption society". Though India was rapidly trying to industrialise itself, a majority of the people had yet to feel its effects.

Concluding his speech, the Prime Minister referred to criticism against co-operative farming. In India, he said, there was so much fragmentation of land that it was not possible to introduce machine on farms. But the co-operative system among small industries would pave the way for rapid industrialisation. Enough food was being grown but the demand for consumer goods had increased so much that there was not enough to go round. It was wrong to say that industrialisation resulted in unemployment, he said, for he was not aware of any industrialised country where there was mass unemployment.

(The Hindustan Times, 25 January, 1960;
The Times of India, 25 January 1960;
The Statesman, 26 January, 1960.)

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Chapter 3. Economic Questions.

34. Economic Planning, Control and Development.

India - January 1960.

Advisory Committee for Petroleum Products constituted.

By a Resolution dated 14 January 1960, the Ministry of Steel, Mines and Fuel, Government of India, has constituted a Committee to advise on problems of common interest concerning petroleum products, and, in particular, problems pertaining to patterns of demand, supply, distribution and consumption of these products. The Committee will consist of 15 members with Shri K.D. Malaviya, Minister for Mines and oil as chairman.

The terms of reference of this Committee will be inter alia, the following:-

- (a) Preparation of forward estimates, productwise and then area-wise, of consumption of various petroleum products with periodical revision, at least once a year if not once in six months, of such forward estimates.
- (b) Determination, from time to time, of the extent of likely deficit regarding particular products for the country as a whole, and in particular areas, after taking into account the likely effect of plans in other spheres of the economy and the effectiveness of measures to curb or discourage consumption of such deficit products.
- (c) Examination of ways and means to reduce, or eliminate surplus in any particular products through increase in their consumption or exports or development of potential new uses for such products (or the distillate concerned).
- (d) Preparation of productwise forward estimates of refinery production, and periodical review and assessment of actual production so as to suggest ways and means of reaching the realisable product pattern best suited to the consumption pattern in the country, including modifications in existing specifications with due regard to quality control and safety.

(e) Determination, first on freight basis, of the area of economic supply for each refinery (existing and future) and, after assessing the relative deficits and surpluses of each product in the area which could be linked to the refinery concerned, examination of further adjustments in actual supply areas to reduce such deficits or surpluses while avoiding cross haulage.

(f) Assessment of the changing pattern of imports to meet such overall deficits and yet to minimize actual outgo of foreign exchange, and of improvements that may be needed in existing port facilities for handling of petroleum products.

(g) Ways and means to ensure fullest utilisation of Indian flag ocean-going and coastal tankers to reduce outgo of foreign exchange on freight.

(h) Assessment of the needs of tanks wagons and other railway facilities to meet, in time, the movement requirements for petroleum products and, also, the possibility of having product pipelines to relieve the Railways on sections on which particularly heavy petroleum traffic can be anticipated.

(i) Any other particular matter regarding refining and distribution of petroleum products that Government, on their own or on suggestion made by the Committee, may from time to time include in the terms of reference.

(Gazette of India, Part I, Sec.1,
23 January 1960, page 21)

Study Team constituted to formulate a Scheme for Rural-Cum-Urban Projects on an Agro-Industrial Base.

A Resolution dated 18 January 1960 of the Ministry of Community Development and Co-operation, Government of India, published on 6 February 1960, states that, in the Second Five Year Plan it has been envisaged that during 1951-61 urban population would increase by 33 per cent, a rate of urbanisation somewhat higher than the decade 1931-41. The Foodgrains Enquiry Committee headed by Shri Asoka Mehta also observed that in recent years the urban population in India has increased at an annual rate more than twice as large as that shown by the total population. Having regard to this rising trend in urban population, creation of new centres of small scale industrial production closely coordinated with rural development is fundamental to national development, for in no other way can the present occupational imbalance between agriculture and industry, between village and town, be corrected. With the development of power resources and communications and the growth of small scale industries, the scope for establishing Rural-cum-Urban Township at the Block Headquarters has steadily increased. About 600 blocks would be entering Stage III during the Third Plan Period of which 100 block headquarters may be taken up for further development as rural-cum-urban Townships.

The Government of India has, therefore, decided to set up a Study team for the purpose of touring some selected Block Headquarters in order to examine the various facets of the problem and to formulate a scheme for rural-cum-urban projects on an agro-industrial base.

The team will consist of six members with Shri B. Mukherjee, Joint Secretary, Ministry of Community Development and Co-operation as chairman. The terms of reference of the Study team will be as follows:-

- (1) To examine the trend of growth of population in a few selected Block Headquarters.
- (2) To examine the precise nature of the requirements in terms of the objective developments which have taken place and the different ways in which these might be approached.
- (3) To frame a type scheme to be taken up in the proposed Urban-cum-rural units for generating additional employment opportunities on an Agro-industrial base.

(The Gazette of India, Part I, Sec.1,
6 February 1960, pp. 46-47).

Co-ordination Body set up for Steel Plants Development.

The Government of India has decided to set up a committee to co-ordinate the work of various organisations engaged in the detailed planning of the expansion of three steelworks in the public sector.

The committee will consist of the General Managers of the three Steel plants at Rourkela, Bhilai and Durgapur and a representative each of the Departments of Mines and Fuel and Iron and Steel. The General Manager (Construction Division) of the Hindustan Steel Ltd., and the Iron and ~~Steel Controller~~ Steel Controller of the Government of India will also be members of the committee. The representative of the department of Iron and Steel will be the convener of the committee.

The committee has been set up to plan the economic expansion of the three steelworks with a view to securing the timely production of various categories of steel for which additional demands are likely to arise during and immediately after the third Plan period.

(The Statesman, 3 January 1960).

Outlay of 2,320 Million Rupees Proposed:
Recommendations of Small Scale Industries
Board.

The Small Scale Industries Board held its two-day session in New Delhi on 22 January 1960. Shri Manubhai Shah, Minister for Industry presided over the meeting of the Board. The meeting was attended by Ministers from several States. The Board, among other things, recommended an allocation of 2,320 million rupees for small-scale industries during the third Plan, as against 610 million rupees provided in the second Plan. The proposed allocation of 2,320 million rupees will be made up of provision for technical assistance, such as common service facilities centres, rural workshops, prototype centres, Central Small-Scale Industries Organisation, etc., training schemes, factory accommodation, including industrial estates, financial assistance in the shape of loans and participation in equity capital, marketing schemes, organisational assistance, like industrial co-operatives, raw material depots and power subsidy, facilitating dispersal of industrial growth and Central and State small-industries corporations.

The Board felt that hogradly the Plan should aim at an intensive campaign for rapid industrialisation, especially of the underdeveloped areas, with emphasis on dispersal and modern small-scale production methods. It urged relaxation of 500,000 rupees limit now laid down for fixed capital for small-scale units in the case of certain specified ancillary units.

The Board noted with satisfaction that the second Plan target of 160,000 new jobs in the small-scale industrial sector had been exceeded within the first four years. It was of the view that in the third Plan the employment potential would be at least ~~720,000~~ 720,000.

The Board recommended that there should be provision for 1,000 common service facilities shops and a minimum of three well-equipped tool rooms in each State, besides expansion of machine-tools mobile van activities.

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The Board decided that one proto-type centre should be organised in every State during the third Plan period. It accepted a recommendation that a Central Industrial Extension Training Institute should be started and felt that this should be done in the second Plan period itself.

The need for a more concerted effort in promoting industrial co-operatives in large numbers was underlined. The Board recommended that nearly 500 industrial estates should be set up during the third Plan at a cost of 500 million rupees.

The Board felt that credit assistance to the tune of 3,000 million rupees to 3,500 million rupees should be given to small industries in the third Plan. Of this, 500 million rupees should be under the State Aid to Industries Act.

The Board recommended that a part of equity capital should be made available to the Government to set up about 1,000 well-planned small-scale industrial concerns to be set up by entrepreneurs in underdeveloped areas and that a provision of 100 million rupees should be made for the same.

(The Statesman, 23 January 1960).

U.S. Steel Mission to India: Likelihood of a Fourth Plant during the Third Plan.

A five-man American Steel Mission, under the leadership of Mr. John Young of the U.S. Steel Corporation arrived in India on 2 February 1960, with a view to assess the progress of the U.S. programme of training Indian engineers, and to study the growth and the overall economic and other aspects of the steel industry. Although no official approach has so far been made for a possible U.S. participation in the setting up of a fourth steel plant during the third Plan, it has been known for some time that both India and the U.S.A. are not averse to such participation. Its findings may be helpful in promoting the U.S. steel industry's participation in the public sector. There has been a longstanding proposal to set up a fourth steel plant at Bokaro during the Third Plan.

Meanwhile, the need for setting up a fourth steel plant with the extension in the existing units in the next Plan has been emphasised by the findings of the National Council of Applied Economic Research, which recently undertook a study of the whole problem.

(The Statesman, 4 February 1960).

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Steel Demand ^{will} to be always in Excess of Supply:
Findings of National Research Council.

The National Council of Applied Economic Research published a report entitled "Steel Demand and Appraisal" on 3 February 1960, which has come to the conclusion that the demand for various types of steel will always be in excess of the supply in the next ten years despite all the extension programmes.

The Council has estimated the requirements of steel in India for 1960-61, 1965-66 and 1970-71 at 3.6, 7.2 and 12.9 million tons of finished steel or 4.8, 9.6 and 17.1 million tons of ingots respectively.

Although it has been planned to instal plants with a capacity of producing 4.6 million tons of finished steel by the end of the second Plan, the Council is of the view that the actual production in 1960-61, taking into account the lag in the scheduled programme, may come up to about 2.6 million tons only.

Growing Demand.- When the production of the existing plants comes up to the full capacity of 4.6 million tons within the first two years of the third Plan, the demand is likely to go up to five million tons. The gap will have to be filled by extension of the existing units or installation of new ones in the third Plan. But by the time the finished steel becomes available the requirements as estimated will have gone up by 7.2 million tons.

(The Statesman, 4 February 1960)

35. Productivity.

India - January 1960.

Incentive Award for Sindri Workers: Agreement reached between Management and Workers' Union.

According to a recent agreement concluded between the management and workers' union of the Sindri Fertiliser Factory, the workers will get an "incentive award on production" for 1958-59 on a sliding scale vary^{ing} from 120 rupees to 315 rupees. Workers who had completed one year's service on 31 December 1959, and whose basic salary did not exceed 500 rupees would be entitled to the benefits.

The award will be calculated on basic pay and dearness allowance on the following basis: up to basic pay of Rs.50 - $1\frac{2}{5}$ times of basic pay and dearness allowance; from Rs.51 to Rs.100 - $1\frac{1}{3}$ times; and from Rs.101 onwards but not exceeding Rs.500 - $1\frac{1}{5}$ times.

This award will cost about 1.6 million rupees.

(The Hindustan Times, 18 January 1960).

36. Wages.India - January 1960.Punjab: Minimum Rates of Wages fixed for Employment
under Local Authorities.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Punjab has with effect from 31 December 1959 fixed the following minimum rates of wages for employment under local authorities in the State.

Designation.	Basic wages excluding dearness and other allowances.
	<u>Rs. Per Mensem</u>
1. Deputy Rangee	60
2. Nurses	60
3. Vaid	80
4. House keeper	60
5. Dispenser	75
6. Chageman	80
7. Mechanic	80
8. Assistant Mechanic	50
9. Tracer	60
10. Patwari	50
11. Time Keeper	30
12. Distribution Inspector	60
13. Engine Drivers	60
14. Turner and Molder	60
15. Forester	30
16. Lady Health Visitors	100
17. Technical Assistants	80
18. Vaccination Superintendent	80
19. Labour Assistant	50
20. Boiler Man	50
21. Cinema Operator	60

Designation.

Basic wages excluding
dearness and other
allowances.

<u>ELECTRICITY DEPARTMENT</u>		<u>Rs. Per Mensem</u>
22. Distribution Superintendent	---	90
23. Main Superintendent	---	50
24. Street Lighting Inspector	---	60
25. Cable Joiner	---	60
26. Mains and Labour Foreman	---	80
27. Telephone Mechanic	---	50
28. Lineman	---	50
29. Assistant Lineman	---	40
30. Meter Inspector	---	75
31. Head Lineman	---	60
32. Electrician	---	60
33. Switch Board Operator	---	60
34. Electrician Assistant	---	100
35. Mechanical Foreman	---	100
36. Fitter and Driver	---	50
37. Oilers	---	30
38. Head Work Mistri	---	60
39. Head Wireman	---	60
40. Labour Assistant	---	50
41. Pipe Fitter	---	50
42. Heater and Boiler Repairer	---	50

Besides, the minimum wages mentioned above, these employees should be given dearness allowance at all places and Simla compensatory allowance to employees working at Simla at Punjab Government rates.

The basic wage rates and the dearness allowance calculated above shall be paid by each local authority in addition to other special or local allowances, if any, already being paid by the local authority.

Note:- The rates fixed above are the minimum rates and will in no way affect any employee who may be getting higher rates already.

(Notification No. 10637-3 Lab. II-59/20325
dated 31 December 1959, Punjab Government
Gazette, Extraordinary, 31 December 1959,
pp. 2088-2089).

Rajasthan Minimum Wages Rules, 1959.

In exercise of the powers conferred by section 30 of the Minimum Wages Act, 1948, the Government of Rajasthan has framed the above Rules. The Rules have been divided into seven chapters and inter alia, deal with the terms of office of the members of the advisory board and committee; summoning of witnesses by the board or committee and production of documents; computation of the cash value of wages paid in kind; payment of wages, hours of work and holidays; form of wages registers and records, claims and scale of costs in proceedings under the Act, etc. These Rules will repeal the Rajasthan Government Minimum Wages Rules, 1951 and the State of Ajmer Minimum Wages Rules, 1950 and all other rules corresponding to these rules in force in any part of the State of Rajasthan.

(Indian Labour Journal, Vol.I, No.1,
January 1960, page 37).

37. Salaries.

India - January 1960.

Andhra Pradesh: Pay Committee recommends removal of Disparity in Pay-scales.

According to Part II of the Report of the Andhra Pradesh Pay Committee (For Part I Section 12 of the report of this Office for June 1959), which relates to the employees of local bodies, the qualifications for appointment to posts in local bodies should be the same as those prescribed for corresponding posts in the Government. The most important recommendation of the Committee is one for removing the disparity in the scales of pay between local bodies and Government employees. In view of the fact that most of the local bodies may not be in a position to meet with their existing resources the additional cost resulting from the implementation of the recommendations, the Committee is of the view that they should take steps to increase their resources.

The revision of pay scales excluding the cost on account of salaries of teachers of local bodies involves an extra amount of 6.037 million rupees.

The licence inspectors of District Boards, having the same qualifications as health inspectors in the Government, have been given the same scale as health inspectors. Health assistants in the Andhra area in the grade of Rs.45-75 will get a revised grade of Rs.50-2-64-3-85 and those in the grade of Rs.45-85 will get a grade of Rs.50-3-92-4-100. Compounders who are matriculates will be placed in the grade of Rs.50-120. For others, suitable scales have been proposed.

For medical officers possessing the M.B.B.S. Degree the scale of Rs.250-500 has been suggested - the same as in the Government; for persons with L.M.P. or G.C.I.M. qualifications Rs.180-7 $\frac{1}{2}$ -210-10-290-15-350; for L.I.M., Ayurvedic Vaidis and Unani Tabeebs with recognised qualifications Rs.150-7 $\frac{1}{2}$ -210-10-250 and for those not holding any of these qualifications Rs.90-4-110-5-150-7 $\frac{1}{2}$ -180. The Committee recommended that the rural medical practitioners may be paid a uniform subsidy in the Andhra area of Rs.90 per month.

Scales of Clerks. - It was suggested that the upper division clerks in the Hyderabad and Secunderabad Corporations should get Rs.90-4-100-5-150-7 $\frac{1}{2}$ -180 (they are at present in the grade of Rs.105-170). For upper division clerks working under other local bodies, the scale will be as in the Government, namely, Rs.90-4-110-5-150, as against the present scale of Rs.70-100 and still lower scales. The supervisory allowance of Rs.5 or 10 in some cases will be discontinued and merged in refixing the pay.

For lower division clerks, a pay scale of Rs.50-120, as in the Government, has been proposed. Graduates will be started with Rs.62, while the holders of Diploma in Commerce with Rs.56.

Class IV employees will get a grade of Rs.26-40, as under Government. For those in the grade of Rs.22-30 or Rs.24.35 and in the grade of Rs.30-50 or Rs.35-45, the scales of Rs.30-45 and Rs.41-65 respectively have been suggested. Technical employees in the grades of Rs.40-50 and Rs.40-60 will have the grades of Rs.41-65 and Rs.60-85 respectively.

Revised allowances. - The Dearness Allowance ranges from Rs.30 for those drawing Rs.44-50 to Rs.75 for those getting Rs.500. In the place of the present city allowance and the house rent allowance, employees drawing up to Rs.200 per month and working in cities with a population of over 100,000, will draw compensatory allowance as follows: Rs.4 for those drawing Rs.1-49, Rs.8 for those getting Rs.50-500 and Rs.10 for the salary range Rs.101-200. The compensatory allowance will not be admissible to employees who are provided with free quarters and those provided with quarters at concessional rates of rent will get an allowance at one half of the rates mentioned.

(The Hindu, 2 January 1960).

38. Housing.

India - January 1960.

L.I.C. Loans to Co-operatives and Policyholders for
House Building.

The Chairman of the Life Insurance Corporation announced on 4 January 1960, the decision of the Corporation to advance three types of loans for house-building - loans to apex co-operative housing finance societies, to individual policyholders and to housing co-operatives of workers belonging to a public limited company.

Shri P.A. Gopalakrishnan, Chairman of the Corporation, announcing the decision today said that loans will be advanced only to apex-co-operative housing finance societies. In this case repayment of principal and interest is to be guaranteed by respective State Governments.

At present only two States, Bombay and Madras, have such societies. Other State Governments are expected to set up similar societies.

Introduction of this scheme, however, will not interfere with the Corporation's policy of granting loans to State Governments for housing schemes.

Due to legal hurdles, the Corporation has abandoned, for the time being at least, its original move to advance loans to primary co-operatives as well. The only exception in this regard will be in case of workers of public limited companies. The companies concerned will be asked to guarantee principal and interest.

The maximum loan will be 70 per cent of the value of the property and the loans will carry interest at the rate of not less than $6\frac{1}{2}$ per cent per annum, with a rebate of $\frac{1}{2}$ per cent for punctual repayment. The term of loan will not exceed 20 years.

In the case of individuals, the Corporation has decided to grant loans to policyholders in Bombay, Calcutta, Madras, Delhi and Hyderabad. These loans will be against freehold or leasehold properties. The maximum amount of loan will be 70 per cent of the value of the property and the maximum period 20 years. The minimum amount of loan will be 20,000 rupees and the maximum 100,000 rupees.

The loans will be granted to individuals holding policies which have been in force for at least five years, and where they are endowment assurance policies maturing not later than the due date of repayment of the loan. The loan will carry an interest of 7 per cent per annum, with a rebate of $\frac{1}{2}$ per cent for prompt payment. The rate of interest is fixed at 7 per cent - which may be considered rather high - to cover the enormous administrative expense involved in administering these loans.

(The Statesman, 5 January 1960).

Slow Progress of Industrial Housing Schemes:
Tripartite Conference held at Madras.

A tripartite conference of representatives of employers, workers and Government was held at Madras on 29 January 1960, to discuss all matters relating to the housing of industrial workers in the private sector. It was the third conference of the kind held in last one and a half years.

Shri R. Venkataraman, State Minister for Industries and Labour, who presided placed a few facts before the conference. A sum of 450 million rupees, he said, had been set apart in the Second Five-Year Plan for industrial housing schemes. Out of it, 290 million rupees had been allotted to the State Governments and co-operatives and 160 million rupees to private employers allocated on an all-India basis in the order of applications received. The allocation for the States and co-operatives was distributed State-wise, and it amounted to 7.51 million rupees for the Madras State. Since they had exceeded the amount, they had been given, as a result of persistent representation to the Government of India, an additional allotment of nearly 2 million rupees bringing the total allocation to Madras to 9.489 million rupees.

So far as the allocation to private employers was concerned, the Minister said that he was sorry to report that their performance in this State was poor. Only a sum of 0.922 million rupees had been drawn by the Madras State. He did not want to give the figures of other States lest the criticism of employers would become more bitter. But he should state that the private employers in Madras had not taken advantage of the facilities offered for building houses for workers. Only 552 houses had been built by private employers.

Employers' view.- During the discussion, the employers put forward their difficulties in launching upon housing schemes and stressed the need for greater financial aid for such schemes. They also laid stress on the desirability of giving income-tax concessions by way of relief to implement housing schemes and pointed out that if the cost of housing exceeded the financial requirements of the schemes, the additional amount expended should be met by the Government.

Workers' view.- The labour representatives expressed disappointment that no satisfactory progress had been made by private employers, despite persuasion by the Government, to provide housing for the workers and felt that legislation was necessary to compel managements to undertake schemes. The rent fixed, they urged, should be related to the capacity of the worker to pay and not to the return on capital invested on houses. Under no circumstances should the rent be more than 10 per cent of the pay of a worker.

(The Hindu, 3 January 1960)*

39. International Economic Relations.

India - January 1960.

Trade Pact between India and Yugoslavia Signed.

A three year trade and payment pact, besides a credit agreement was signed between India and Yugoslavia on 21 January 1960. The credit agreement provides for a credit line by Yugoslavia to India of \$ 40 million for purchases of capital goods, heavy electrical and other equipment and ships for projects included in the third Five Year Plan.

Besides traditional goods, India will export to Yugoslavia items like textiles, woollen fabrics, leather manufactures, plastic goods, sports goods, linoleum, textile machinery and accessories, spectacle frames, fountain-pens and light engineering goods including sewing machines.

Imports from Yugoslavia to India will mainly consist of essential machinery items like textile machines and automatic looms, complete installations and plans, heavy chemicals, electric instruments, meters, transformers, cine projects, underground power and telephone cables.

The agreement is effective from 1 January 1960. The last agreement of 1956 expired on 31 December last.

(The Statesman, 22 January 1960)

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

INDIA - JANUARY 1960.

41. Agriculture.

Working of the Plantations Labour Act, 1951, for the
Year 1958.

Hours of Employment.- The Plantations Labour Act fixes the maximum weekly hours of work for adults at 54 and for adolescents and children at 40. It has also prescribed the daily hours of work, spreadover and the time for rest intervals. The available information shows that normal weekly hours of work were 24 in Bihar, and between 39 and 51 in Uttar Pradesh. In Madras, one plantation worked up to 42 hours a week; 2 between 42 and 45 hours per week; 218 between 45 and 48 hours per week and 12 more than 48 hours a week. In Himachal Pradesh, normal weekly working hours for adults were 48 and for children 24.

Leave with Wages.- The Act provides for grant of leave with wages at the rate of one day for every twenty days of work for adults. For young persons the rate is one day for every 15 days worked. The number of workers who were granted leave was 1,853 in Bihar, 76,718 in Madras, 2,010 in Uttar Pradesh and 8 in Himachal Pradesh. Leave with wages was being granted in almost all the tea gardens in Tripura.

Health and Welfare.- The important provisions of the Act in respect of health relate to (i) supply of drinking water; (ii) provision of housing and medical facilities; (iii) establishment of canteens; (iv) maintenance of creches; (v) appointment of welfare officers. The extent to which some of these provisions were implemented in different States is briefly given below:-

In Bihar, the Act covered 12 tea estates which employed about 700 workers during 1958. A qualified doctor was appointed as a Certifying Surgeon for purposes of examining and certifying young persons to obtain fitness certificates for employment in tea plantations. Drinking water was supplied through water carriers and this system worked quite satisfactorily. Medical facilities were available for workers in a dispensary at Plandu and at the Government dispensary at Ormanjhi. This arrangement ordinarily met the requirements of the workers. However, for the treatment of serious cases the employers had made arrangements with the authorities of Sadar Hospital or S.P.G. Mission Hospital, Ranchi. Such cases were transported to the Hospital in company's car, and expenses on account of treatment were borne by the company. Sheds (used as creches) were in existence in most of the estates and managements were instructed to provide furniture and to employ attendants. Education was imparted to children of workers free of cost at a primary school at Plandu. Workers in some of the plantations were provided with umbrellas also. In Kerala canteens, creches, recreational facilities, etc., were provided in most of the plantations. Schools were run by some of the large estates.

In order to help small planters to find funds for providing houses to their workers, loans were given under the Plantation Labour Housing Scheme included in the Second Five Year Plan. Eight planters took advantage of the loan and constructed 42 houses for the workers. A sum of 32,800 rupees was disbursed as loan to them. Besides the 42 houses constructed with loan assistance, about 4,000 houses were constructed by the employers during the year under review. Medical facilities were provided to the workers by the major planting concerns, which maintained well-equipped group-hospitals and dispensaries under qualified medical officers. In Madras, there were 261 plantations employing 77,538 workers during the year under review. Thirty four garden hospitals existed in the plantations in the State. Thirty six schemes for the provision of medical facilities were received by the State Government and in all 48 schemes in respect of 80 plantations including the schemes received during 1957 were approved by the State Government. All the estates had made provision for the supply of drinking water.

The Advisory Board constituted for consultations in regard to matters relating to housing of plantation workers met in March 1958, and considered the suggestions of the Government of India in regard to certain modifications to the plan of houses to be constructed under the Labour Housing Scheme. The State Government approved the Board's recommendations on the modifications suggested by the Government of India. Four housing schemes for plantation labour were approved during the year. To help the small planters to discharge their obligation in regard to the provision of houses for the plantation workers Government sanctioned loans to the extent of 181,440 rupees to six planters for the construction of 107 houses, which were nearing completion at the end of 1958. A sum of 45,360 rupees representing the first instalment of the loan was disbursed to the planters during March 1958. In Punjab, 26 tea plantations in District Kangra were covered by the Plantation Labour Act, 1951. The Advisory Committee constituted for implementing the provisions of the Plantation Labour Act, 1951, and the Punjab Plantation Labour Rules, 1956, met at Palampur on 5 November 1958. The Committee agreed that every estate covered by the Act should engage a whole-time or part-time doctor or hakim who should visit the tea plantation at

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~~or part-time doctor or hakim who should visit the tea plantation at least once a week to provide medical assistance or treatment to the workers.~~ The Committee also decided that the weekly holidays should be given with wages and that maternity leave should be allowed as provided in the Act and the Rules made thereunder. The Committee also agreed that a mobile van should be purchased by the Punjab Government out of the grants made available by the Tea Board, for the provision of recreational facilities to the workers. In Uttar Pradesh, the Act covered 17 plantations employing 2,283 workers. Of these, 9 provided garden dispensaries under qualified doctors. In addition to this, there were 3 garden hospitals. Canteens existed only in four plantations. Ten plantations maintained creches. Milk, cradles, soap, oil towels, etc., were supplied in most of the creches. In West Bengal, the Medical Advisory Board constituted under rule 31 of the West Bengal Plantations Labour Rules, 1956 held 2 meetings during the year and discussed a proposal for the establishment of a T.E. Hospital in the tea district. It was decided to prepare a nurses training scheme. The Board also discussed the incidence of leprosy cases in plantation areas and decided that one leprosy medical officer be appointed whose duty would be to supervise the treatment of leprosy cases in his area and to train medical officers in different garden hospitals for the treatment of leprosy. The Advisory Board constituted under rule 57 of the West Bengal Plantations Labour Rules, 1956, for consultation in regard to matters connected with housing held 3 meetings during the year. The Board inter-alia, discussed standards of accommodation and specifications of houses to be constructed for plantation workers. In all 3,637 houses were built during the year under report. Medical facilities were available in majority of gardens. These were in the shape of hospitals and dispensaries. In Tripura, 50 tea plantations came within the scope of the Plantations Labour Act, 1951. Approximately 10,000 workers were employed in these tea gardens. Medical facilities were available in almost all the estates. Facilities regarding free education for children of labourers up to primary standard were provided in all the estates. The housing accommodation provided to workers was not according to prescribed standards.

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

State	Sickness Allowance		Maternity Allowance	
	No. of workers who received the benefit.	Amount paid (Rs.)	No. of workers who received the benefit.	Amount paid (Rs.)
Bihar --	1	25	1	58
Madras--	N.A.	N.A.	7,326	418,394
Uttar Pradesh.	1,341	10,355	180	9,089

N.A.- Not Available.

Enforcement.- In Kerala, the Chief Inspector of Plantations and his staff inspected 228 plantations during the year devoting special attention to housing, medical facilities, etc. In Madras, the Commissioner of Labour and Director of Employment continued to be in charge of the administration and enforcement of the provisions of the Plantations Labour Act, 1951 and the Madras Plantations Labour Rules, 1955. In all 261 inspections were made during 1958. The Inspectors of Plantations in Uttar Pradesh made 44 regular and casual inspections.

The above review excludes Assam and Mysore, information from which had not been received.

(Indian Labour Journal, Vol. I, No. 1, January 1960, pp. 34-36)

Annual Report on the Working of the Tea Districts
Emigrant Labour Act for the Year ending 30 September
1957.

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According to the annual report on the working of the Tea Districts Emigrant Labour Act for the year ending 30 September 1957, the Tea Districts Emigrant Labour Rules, 1933 were amended during the year to effect some minor changes and some new rules were added. Rule 29A was framed in order to make provision for feeding sheds in the depots of Local Forwarding Agents. This would provide facilities for the workers to take food under hygienic conditions. A new Rule providing for supply of rice, milk and sugar to infants in transit was inserted in various State Rules framed under the Act. Hitherto infants were not entitled to any ration.

Rule 1 of Bengal Rules framed under the Tea Districts Emigrant Labour Act was also amended so as to make Bengal Rules applicable to the territories transferred to the State of West Bengal consequent on reorganisation of the States.

General conditions.- During the year under review, the output, in Assam and Cachar declined by 33.8 million pounds as compared with the corresponding period of the previous year, whilst the total North Indian crop during the same period showed a short-fall of 54 million pounds.

The standard of quality from Assam in 1957 has been generally below last year's due chiefly to the unfavourable weather conditions which prevailed in this district. The

Second Flush manufacture from this district was on the whole disappointing and only a limited number of teas were forthcoming with really good liquors. Tip, however, was fully maintained on last year's and leaf appearance in general was of a good standard, reflecting careful manufacture.

¹ Annual Report on the Working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the Year ending the 30th September 1957: Assam Government Press, Shillong, 1959, pp.64, Price Rs.3-3lnP. or 5s.

Recruitment.- The recruitment of labour for Assam tea gardens was carried on from the States of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa, all of which are controlled emigration areas. During the year under report 3,809 assisted emigrants along with 1,563 members of their families were recruited from these States. The corresponding figures for the last year were 8,863 and 3,659 respectively. In addition to the above, 615 adult workers with 97 minors and dependants who were classified as 'non-assisted emigrants' for their having worked in Assam within the two preceding years, were also recruited. Statewise distribution of the workers emigrating into Assam is as below:-

State.	Adult workers.	Minors and other dependants.
Andhra Pradesh	93	56
Bihar	1,683	614
Madhya Pradesh	810	260
Orissa	1,836	730
Total.	4,422	1,660

All these emigrants were recruited through depots of licensed local forwarding agents functioning on behalf of different 'employing interests'. The Tea Districts Labour Association was the largest 'employing interests', alone accounting for the recruitment of 5,995 souls. At the beginning of the year 9 depots of the local forwarding agents under the Association were functioning in different States. The other 'employing interests' were Assam Frontier and Budla Beta Tea Company Limited (managed by Messrs. Shaw Wallace and Company Limited), and Namdang and Makum Assam Tea Company Limited, (Ranchi Emigration Agency), functioning through their depots, one each at Ranchi.

During the year 31 local forwarding agents' licenses were granted for recruitment of labourers in the controlled emigration areas, and 23 were renewed locally by the District Magistrates. No application for license was refused and no license is reported to have been cancelled.

As usual recruitment was carried on under the sardari system, but 114 souls were recruited otherwise, than by sardari system by deputation of recruiters by the gardens. During the year sardars recruited an average of 11.71 adults per sardar, as against 10.97 of the last year. The average cost of recruiting one person by the Tea Districts Labour Association during the year under report and the two preceding years is as below:-

	Rs.
Year ending 30 September 1957	141.38
Year ending 30 September 1956	139.40
Year ending 30 September 1955	130.54

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As before, recruitment was restricted by many employers to married couples only. The result of this policy was that many labourers falsely described themselves as married couples before the Local Forwarding Agents in order to migrate to Assam. Some of them were subsequently found out by the garden managers and they reported 4 such cases during the year. In two of these cases the recruiting Sardars were convicted to pay a fine of Rs.40.00 each, in default imprisonment for one month, under section 32 of the Act for assisting married women to proceed to Assam without the consent of their husbands. In one case the labourers concerned were repatriated as no legal action was possible, and the fourth case is under investigation. Controller's field staff in the course of checking trains had detected 1,172 cases of illicit recruitment. These figures give only a small percentage of the cases of illicit recruitment as only a part of the train could be checked at a time. Due to shortage of staff and casualties amongst them trains could be checked only for a few days in the year. These cases were taken up with the tea estates and the version of tea garden managers was accepted and this resulted in regularising 213 cases and emigrant labour cess was realised.

Forwarding.- During the year under report also the Tea Districts Labour Association was the only forwarding organisation. The Tea Districts Labour Association forwarded 6,084 souls as against 14,167 in the last year. There were 81 cases of sickness in transit, out of which 10 died. Of these 81 cases there were 2 cases of conjunctivitis, 13 of malaria, 7 of influenza, 6 of diarrhoea, 4 of dysentery, 1 of small-pox, 1 of pneumonia, 5 of broncho pneumonia, 2 of chicken pox and 40 cases of other diseases. Of the 10 cases of death, 2 died of malaria, 1 of pneumonia, 1 of broncho pneumonia and 6 from other causes. The matter regarding intensification of medical care in transit was taken up with the Tea Districts Labour Association who readily co-operated by issuing strict orders to the local forwarding agents and forwarding agents to get proper medical check up in all cases. This directive of the Tea Districts Labour Association ensured better care of the sick persons in transit. Moreover, Controller also personally checked these arrangements during the visit to the depots.

At the beginning of the year 10 depots of local forwarding agents were functioning in addition to 11 transit depots on the prescribed routes. Four of the depots of the local forwarding agents were also functioning as transit depots.

Emigration certificates.- As in the previous year emigrant labour cess was fixed under sub-section 3 of section 5 of the Tea Districts Emigrant Labour Act at 5 rupees in respect of the entry into Assam of each assisted emigrant during the year ending 30 September 1957. The rate of cess for the year being the same as for the previous year, all certificates of emigration valid during the preceding year continued to remain so under Government of India Rule 24 and there was no occasion for return of any certificates to the office by employing interests. A total of 9,886 emigration certificates were made available to the employing interest for use during the year. Out of this stock in their hands 3,733 certificates were actually used, leaving a balance of 6,093 certificates in their hands. Thus, the actual closing balance of five-rupee certificates was 15,032 (9939 + 6093). The managers of tea estates reported arrival of a number of assisted emigrants on their tea estates without emigration certificates and Controller's field staff also detected cases of assisted emigrants entering Assam without emigration certificates and on this account 213 emigration certificates had to be issued, ^{and} only 5 emigration certificates were cancelled.

Labour on tea estates.- The statement appended to the report gives the statistics of adult labourers (working and non-working) and children living on tea estates in Assam in 375 tea estates including out gardens out of 617 tea estates from whom returns were called for. The Statement shows that at the end of the year the working population living on tea estates was 339,638. Of these, 169,457 were men, 145,407 women and 24,774 children.

Dependents of workers who formed the non-working population, at the end of the year, were calculated at 397,926. The mean annual strength of labour force was 342,358. The Statement also shows that during the year 24,609 workers (men, women and children) entered in to employment (accession) against 30,050 who went out of employment (separation).

Wages.- According to another statement giving statistics of monthly wages and earnings of settled labourers (resident on tea estates) and of Faltu or Basti (casual) labourers, in Assam Valley the average monthly cash earnings of men, women and children living on tea estates (resident) were Rs.47.48nP., Rs.41.42nP. and Rs.25.01 nP. respectively. Similarly, in Surma Valley the corresponding figures were Rs.32.35 nP., Rs.27.86 nP. and Rs.18.43 nP. respectively. The average monthly cash earnings of Faltu or Basti labourers on Assam Valley gardens were Rs.35.41 nP., Rs.34.30 nP. and Rs.19.62 nP. for men, women and children respectively. In Surma Valley the corresponding figures were Rs.23.86 nP., Rs.21.44 nP., ~~and~~ and Rs.13.89 nP. respectively. Last year the corresponding figures for workers (resident) on tea estates were Rs.46.12 nP., Rs.40.60 nP., and Rs.24.96 nP. respectively in Assam Valley and Rs.33.60 nP., Rs.28.22 nP. and Rs.18.06 nP. respectively in Surma Valley and those of Faltu or Basti (casual) workers in Assam Valley were Rs.35.27 nP., Rs.33.96nP. and Rs.19.61 nP. respectively and Rs.23.08nP., Rs.19.14nP. and Rs.11.39nP. in Surma Valley.

Maternity benefit continued to be paid according to the provisions of Assam Maternity Benefit Act, payable at the rate of Rs.8.41 nP. and Rs.3.03 nP. per week in Assam Valley and Surma Valley respectively. Sickness allowance also continued to be paid as before. The annual entitlement remained at 14 working days, ~~Sundays~~ Sundays and paid holidays being excluded. Prosperity bonus was also paid. As a subsidiary occupation besides land cultivation, cattle and poultry rearing and kitchen gardening were popular among the workers. The high percentage of absenteeism, which is peculiar to the plantation industry could be ascribed largely to the subsidiary occupations of the workers.

Absenteeism.- The table below gives the percentage of absenteeism among settled and casual tea estates workers in Assam during the year under review as compared with those of the previous year:-

	Total No. of workers.	Average daily working strength.	Percentage of absenteeism.
Settled Labourers:-			
1955-56	413,145	332,393	19.5
1956-57	330,567	271,884	17.7
Casual Labourers:-			
1955-56	66,445	47,670	28.3
1956-57	46,113	33,403	27.6

Vital Statistics.- Vital statistics show a predominance of ~~xxx~~ birth over deaths (9,118 deaths, against 33,459 births). The birth rate was 45.67 as compared with 12.45 deaths per thousand during the year.

Education.- There were 532 primary schools in Assam tea gardens of which 9 were 'A' class 48 'B' class and 475 'C' class schools. 'A' class schools are purely Government schools managed and controlled by the Education Department. The 'B' class schools are maintained by garden authorities with the help of a monthly grant from the State. 'C' class schools are purely private, maintained and managed entirely by the garden authorities. The total enrolment in these schools was 27,423 on the 31 March 1957. The number of scholarships available for the children of the tea labour and ex-tea garden labour from the State revenue is 12 for Primary, 5 for middle vernacular and 6 for Middle English classes of the value of Rs.5, Rs.6 and Rs.7 respectively.

Repatriation.- Eighteen thousand two hundred and fortyseven emigrants and members of their families were repatriated during the year under report by the employers for various reasons, the details of which are given below. Corresponding figures for the last year were 15,312. Out of 18,247 souls repatriated 8,163 were emigrants labourers and 10,084 members of their families.

	Emigrants.	Members of their families.
After completion of 3 years(Section 7 of the Act).....	8,048	9,992
Families of deceased emigrant labour(Section 9 of the Act).	27	33
On dismissal (Section 8 of the Act).....	3	-
On application to the employer:-		
(a) Ill health	11	4
(b) Unsuitable for garden work	9	3
(c) Mental deficiency	2	3
(d) At labourers' own request	63	49
TOTAL.	8,163	10,084
	18,247	

Of these, 15,927 emigrants and members of their families were repatriated through the Tea Districts Labour Association who made necessary arrangements for rest and feeding and medical facilities during their homeward journey. The labourers who were otherwise repatriated were paid by the employers the cost of return journey for themselves and members of their families and subsistence allowance at the rate of Rs.1.50 NP. per adult and 00.75 NP. for children per day for the days required for the labourers to travel from the tea districts to their homes. There was no case during the year when Controller had to make arrangements for repatriating workers from his own funds.

During the same period 22,596 emigrant labourers and members of their families were reported not to have exercised the right of repatriation and to have executed the agreements in form 'J' postponing or waiving their right of repatriation, as against 21,301 in the last year.

There were instances where Controller had to draw the attention of the employers to the provisions of the Act relating to repatriation and in all cases the employers acted promptly.

There were no proceedings relating to repatriation during the year.

Finance.- In the exercise of the powers conferred by sub-section(3) of the Section 5 of the Tea Districts Emigrant Labour Act (XXII of 1932) the Central Government fixed rupees five as the rate of emigrant labour cess to be levied in respect of the entry into Assam of each assisted emigrant for the year commencing on the 1 October 1956 and ending on 30 September 1957.

The opening cash balance of the Emigrant Labour Fund on the 1 October 1956 was Rs.28,544.96 nP. Receipts under various heads during the year amounted to Rs.68,505.80nP. as against the estimated budget provision for Rs.82,525.00nP. Rs. 20,085.00 nP. was received on account of Emigrant Labour Cess and Rs.8,874.00 nP. as interest. The total receipts also included Rs.1,000.00nP. received on maturity of a fixed deposit, Rs.5,444.00 nP. on account of Fund's contribution to the Contributory Provident Fund and also a sum of Rs.12,556.97 nP. standing in the suspense account being the amount of undisbursed bonus to repatriated workers.

The total expenditure during the year was Rs.79,481.33nP. as against the budget of Rs.82,235.00 nP. The saving of Rs.17,870.53 nP. may be generally ascribed to the economy measures adopted. The year closed with a cash balance of Rs.17,569.43 nP.

42. Co-operation.

India - January 1960.

Andhra Pradesh: Recommendations of Special Committee on Co-operative Farming published.

The Special Committee, appointed by the Andhra Pradesh Government, under the chairmanship of Shri K.N. Anantaraman, Member of the Board of Revenue, on co-operative farming, has recommended to the Government that co-operative joint farming could be taken up as an experimental measure on about 65,000 acres of land under the management of the field labour co-operative societies.

The Committee has expressed the view that co-operative farming societies may take any of the three forms - co-operative better farming societies (similar to the service co-operatives), co-operative joint farming society, A type, and co-operative joint farming society B type. It is suggested that in a village, where a multi-purpose co-operative society existed, there is need for a better farming society. Co-operative joint farming societies of the B type can be organised on Government and temple lands.

Admission into a co-operative farming society should be voluntary. Membership of a better co-operative farming society should be thrown open to owners and tenants, while that of the co-operative joint farming society, A should be open to owners, who agree to pool their land and entrust them to the management of the co-operative society.

The scheme can be extended to tenants with occupancy rights, provided that they obtain the consent of the owners of land. Membership of a co-operative joint farming society, B type, may be open to such landless agriculturists and other persons who own less than one acre of wet or five acres of dry land. Landowners, contributing land, should agree to remain in the pool for at least a period of five years.

The total extent of a co-operative joint farming society may be ordinarily 100 acres of wet and 500 acres of dry land. The ownership dividend payable to individual members of a co-operative joint farming society, A type, may be in proportion to the value of land pooled by them and fixed at a percentage of gross income and made a charge against the society.

(The Hindu, 5 January 1960)

43. Handicrafts.

India - January 1960.

Madhya Pradesh Khadi and Village Industries Act, 1959
(Madhya Pradesh Act No. 2 of 1960).

The Government of Madhya Pradesh gazetted on 8 January 1960, the text of the Madhya Pradesh Khadi and Village Industries Act, 1959, of the Madhya Pradesh Legislature. The Act which received the assent of the President on 4 January 1960 provides for the proper organisation, development and regulations of khadi and village industries in the State. The term 'village industries' has been defined to mean all or any of the industries specified in the schedule to the Act and includes any other industry deemed to be specified in the schedule by reason of a notification under section 3 of the Act. The schedule includes the following industries: Bee-keeping; Cottage Match Industry; Cottage Pottery Industry; Cottage Soap Industry; Flaying, curing and tanning of hides and skins and ancillary industries connected with the same and cottage industries; Ghani Oil Industry; Hand-made paper; Manufacture of cane-gur and Khandsari; Palm-gur making and other palm products industry; Processing of cereals and pulses; Fibre other than coir; and Blacksmithy and carpentry.

(Madhya Pradesh Gazette, Part IVB,
8 January 1960, pp. 11-25).

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All India Handloom Weavers' Congress, Lucknow,
2-3 January 1960: Opposition to introduction
of Powerlooms.

The annual seminar of the All India Handloom Weavers' Congress was held at Patna from 2 and 3 January 1960. Dr. B. Sampurnanand, Chief Minister, Uttar Pradesh, inaugurated the Conference and Shri N.G. Ranga presided.

In the course of his presidential address, Shri Ranga criticised the policy of the Government of India towards handlooms. He said: "I wish to sound a note of warning to the Government not to proceed with its reactionary policy of misleading weavers into the so-called co-operative powerloom enterprises.

"It is not fair to 10 million weavers who would be thrown out of the industry if powerlooms come to produce all the cloth needed from this sector as envisaged by the Kanungo Committee when it is admitted by the Planning Commission itself that for the next 20 years even educated youth cannot be provided with full employment, not to speak of others. This move of the ~~next~~ Government is as vicious as the one to huddle together peasants into co-operative farms."

Shri Ranga appealed to State Governments and weavers not to fall a prey to the Central Government's policy regarding powerloom co-operatives and said Madras and Andhra Pradesh had already opposed it.

Calling for a reorientation of the handloom policy, Shri Ranga said the Government should adopt a positive plan to help weavers, protect them against exploitation by employers, and provide them with yarn at reasonable prices and protected markets.

Shri Ranga said a bold and foolproof policy should be devised and implemented in consultation with a statutory Handloom Commission.

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Opening the conference, Dr. Sampurnanand said a policy could be devised under which the entire domestic requirements of cloth could be met by handlooms while mills could be utilised for producing cloth for export and for manufacturing those varieties which required mass production. Under this policy consumers would have to pay more for some time but after 10 or 12 years prices would come down. The public should be prepared to make this sacrifice because apart from the various advantages from the growth of this industry the colossal problem of unemployment could be relieved to a great extent, he added.

Decisions.- The Congress urged the Government of India to abandon its policy of increasing the number of powerlooms.

A resolution passed at the open session of the Congress asked the Government to assure that 10 million weavers in the country would be enabled to obtain full employment and higher remuneration on the basis of the improved handloom.

The Congress also asked the Government of India to subsidise either fully or partially the losses sustained in the sale of yarn and cloth by the apex weavers' co-operative societies.

It demanded the introduction of a scheme of price support for handloom cloth and suggested that Government should purchase the surplus cloth whenever there was a prolonged slackness or slump in the handloom market.

By another resolution the Congress suggested the opening of an adequate number of co-operative spinning mills in every State to be owned by handloom co-operatives to meet the demand of yarn for the handloom industry.

It also suggested the building of at least 15 "weavers' colonies in every State and five in each Union territory during the Third Five-Year Plan."

Another resolution requested the Government of India to convert the All-India Handloom Board into a Statutory Board by enacting necessary legislation.

(The Hindu, 14 January 1960).

44. Merchant Marine and Fisheries.

India - January 1960.

Seamen to get higher Wages: Agreement reached
between Shipowners and Seafarers.

An agreement was signed at Bombay recently between shipowners and the National Union of Seafarers, by virtue of which ratings on ocean-going vessels will be paid 13.50 rupees more a month from 1 January 1960. According to the Board this agreement would benefit more than 40,000 Indian seamen, amounting to approximately 7 million rupees a year.

The agreement also covers hours of work, payment of overtime and national holidays. The weekly hours of work for saloon crews have been fixed at 63, for watch keepers 56 and for day workers 50.

(The Hindustan Times, 2 January 1960).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - JANUARY 1960.

50. General.

Working Conditions of Contract Labour in Ports.

The Labour Bureau conducted recently a survey of working conditions of contract labour in the three major ports of Calcutta, Bombay and Madras. The results of the survey are given below.

In all 125 contractors out of 647 in all the three ports in all the categories were covered. The distribution of these sampled contractors among the three ports and according to categories is given below:

Category of Contractor.	Bombay	Calcutta	Madras	Total
1	2	3	4	5
Chipping and Painting ...	11	6	4	21
Coaling ...	9	4	3	16
Ship Repairing ...	2	2	2	6
Owner of Boats and barges...	-	15	-	15
Others ...	30	11	26	67
Total.	52	38	35	125

Two sets of questionnaires - one to be filled by the principal employer in respect of direct as well as contract labour and the other to be filled in by the individual contractor were prepared. The questionnaire in respect of individual contractors was, however, filled in by the field Investigators themselves with reference to the books of the contractor. Information was obtained from all the sub-contractors employed by sampled contractors. The field investigations were launched in October 1958; therefore, the employed data related to the 5 calendar years 1953-1957. The information regarding wages, earnings, etc., relates to the actual period of the enquiry, i.e., 1958-59.

Employment.- Contract labour was mainly employed on construction, repairs, additions or alterations to buildings, sheds, jetties, roads, railways, drains, docks, etc., loading and unloading of steel, coal, grains, seeds, etc., painting and colour washing and ship repairing. The majority of the contractors recruited their workers directly. In Bombay, 8 of the 11 sampled chipping and painting contractors recruited their labour from the pool of such workers formed according to an agreement entered into between the contractors' association and the Bombay Dock Workers' Union representing the painting and chipping workers. The remaining three contractors, who were not members of the contractors' association, reported that they recruited their workers through sarangs. All the nine sampled coal contractors also recruited their labour from the pool of coal labour formed according to an agreement arrived at between the coal bunkering firms and the Bombay Dock Workers' Union representing the coal labour. Of the remaining 32 sampled contractors, 16 recruited their workers directly, 9 through their existing workers, 2 directly as well as through their existing workers, and 4 through sirdars and agents. One contractor did not follow any particular method of recruitment.

Of the 38 sampled contractors in Calcutta, 16 recruited their workers directly; 6 through existing workers; 8 through agents or sirdars and 4 through employment exchanges or existing workers. The remaining 7 contractors did not follow any particular method of recruitment. In this port there were labour supplier contractors also whose job was simply to supply labour to the Port Commissioners at the approved rates. The Port Commissioners had no hand in the recruitment of such workers and the contractors were free to recruit their workers, in whatever way they liked. These workers were, however, required to work under the direct supervision and control of the Port authorities.

In Madras port, direct recruitment was common amongst 19 out of 35 sampled contractors. Thirteen contractors recruited their workers through agents or sirdars, one through employment exchanges and the remaining two contractors recruited their labour directly as well as through sirdars and agents.

Statistics of employment of contract labour, as collected from 125 sampled contractors during the field investigation, are presented in the table below. It will be seen that the contract labour in Calcutta was more than in Bombay and Madras. Sex-wise distribution showed that women labour accounted for less than one per cent of the total labour employed through contractors although the percentage of women to the total contract labour was comparatively high in Madras Port. Child labour was not employed by any of the contractors.

Year	Bombay		Calcutta		Madras		Total	
	No. of contrac- tors to which data relate.	Total No. of workers employed.	No. of Con- tractors to which data relate.	Total No. of workers employed.	No. of con- tractors to which data relate.	Total No. of workers employed.	No. of Con- tractors to which data relate.	Total No. of workers employed.
1	2	3	4	5	6	7	8	9
1953 ..	17	1,482	15	8,707	18	1,333	50	11,522
1954 ..	28	1,877	16	8,841	22	1,704	66	12,422
1955 ..	28	2,506	21	10,955	25	2,153	74	15,614
1956 ..	37	2,926	24	12,591	33	2,338	94	17,855
1957 ..	40	3,065	28	12,974	31	2,303	99	18,342

According to figures relating to port-wise distribution of contract labour in 1957 according to the category of contractor they were employed with the most important employers of contract labour were ship repairing contractors in all ports and also owners of barges and boats, etc., in Calcutta. No women labour was employed by the chipping and painting and ship repairing contractors and owners of boats and barges.

Information available on length of service in respect of 11,966 workers, i.e., 65.2 per cent of the total employed through sampled contractors, shows that, 1600 or 13.4 per cent had service of less than one year; 29.6 per cent had service of one year or more but less than five years; 11.9 per cent had service of five years or more but less than ten years and the remaining 45.1 per cent had service of ten years or more. Of 5,397 workers having service of ten years or more, 4,206 workers or 77.9 per cent were employed by the ship repairing contractors and 1,013 or 18.8 per cent by the owners of barges and boats.

Wages and earnings.- From the available information it appears that wage rates, etc., of contract labour were fixed by the contractors themselves and the port authorities had no control either over the fixation or payment of wages to the contract labour. It has, however, been reported by the Commissioners for the Port of Calcutta that when work is given out on contract, the contractors, under the terms of the contract, have to abide by all Acts pertaining to labour and are required to pay at rates not less favourable than those commonly recognised by employees and are subject to the approval of the heads of the departments. In case of supplies of labour, rates of wages for various categories are approved and the contractors whose rates are accepted by the Commissioners, are required to pay wages to the workers at the approved rates. There is, however, no machinery whereby the Commissioners can ensure prompt and just payment of wages to the workers employed through contractors. Some of the important categories of workers are discussed below:-

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Chipping and Painting Labour.- Chipping and painting work was done by contract labour in all the three ports and different categories of workers were employed for doing the same. In Bombay, wages of painters and chippers were being paid according to the agreement entered into between the Chipping and painting contractors of Bombay and the Bombay Dock Workers' Union representing the chipping and painting workers in the Bombay Port. Their basic wages varied from Rs.2.12 to Rs.2.62 per day. They were also getting a dearness allowance of Rs.1.87 per day. Some other jobs, e.g., cleaning, washing, painting, etc., were done on operational or contract basis. The piece wages and dearness allowance for cleaning and washing or painting were Rs.2.37 and 1.87 per operation respectively. In Calcutta consolidated wages of painters varied from Rs.2.12 to Rs.2.87 per day. Consolidated wages of ~~painters varied from~~ ~~Rs~~ chippers varied from Rs.2.25 to Rs.2.87 per day although chipping sardars were getting Rs.3.50 per day. In Madras, consolidated wages of painters varied between Rs.3.00 and Rs.4.00 per day. Mast painters were, however, getting Rs.7.00 per day. The total daily wages of chippers ranged between Rs.3.00 and Rs.4.00.

Coaling Labour.- In Bombay, wages of workers employed for loading and unloading of coal were governed by the agreement entered into between the coal bunkering firms and the Bombay Dock Workers' Union representing coal workers. Piece rate wages were Rs.4.00 and Rs.5.37 per ton for day and night shifts respectively. The firms had, however, guaranteed minimum basic wages and dearness allowance per shift. These varied from Rs.4.25 to Rs.5.50 and Rs.2.00 to Rs.2.25 respectively. Thus, the minimum guaranteed consolidated wages per shift varied from Rs.6.25 to Rs.7.75. On behalf of the workers also, a minimum output of 2 and 1-1/2 tons per worker per day and night shift respectively had been guaranteed. In Calcutta, rates for loading, dumping, trimming, etc., ranged between Re.0.78 and Rs.1.25 per ton. Some of the contractors were paying Rs.2.25 per day shift and Rs.3.25 per night shift. In Madras, the wages of coal workers were paid according to an agreement entered into between the employers' association and the union representing the workers. Workers loading on ship side were getting Rs.2.25 per day shift and Rs.2.62 per night shift.

Ship Repairing Labour.- The ship repairing labour was employed by those firms which were not only repairing ships, but also manufacturing tugs, launches, boats, etc. Their categories differed from port to port. However, wage structure of common categories of workers are: Carpenters - Their total wages varied from Rs.4.00 to Rs.7.75 in Bombay; and Rs.3.28 to Rs.8.05 in Calcutta. In Madras they were Rs.97.00 per month. Fitters - They were getting Rs.4.00 to Rs.7.75 per day in Bombay and between Rs.2.53 and Rs.6.12 in Calcutta. In Madras their monthly wages varied between Rs.83.00 and Rs.110.00. Mazdoors - Their daily consolidated wages varied from Rs.3.41 to Rs.4.05 in Bombay and Rs.2.35 to Rs.5.28 in Calcutta. In Madras they were getting basic wages ranging between Rs.1.05 and Rs.1.31 per day and dearness allowance at the rate of Re. 0.19 per point over 100 in the Madras Cost of Living Index Number for working class.

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One contractor in Bombay paid wages as per award applicable to him. The workers were classified into skilled, semi-skilled and unskilled categories. The skilled workers had three grades viz., Rs. 60 - 100, Rs. 100 - 150 and Rs. 150 - 200. Semi-skilled workers had two grades viz., Rs. 35 - 50 and Rs. 50 - 60. The wages of unskilled workers were in the grade of Rs. 30 - 37.

Boat Labour.- It was employed in Calcutta only for transporting goods, specially jute goods. Most of the jute mills have their own boats and barges for doing this job. Manjhees employed through some of these owners were paid monthly basic wages ranging between Rs. 35.67 and Rs. 80.00 and a dearness allowance ranging between Rs. 23.00 and Rs. 32.50. Some of them were being paid consolidated wages ranging between Rs. 69.00 and Rs. 110.00 per month. Some of them were being paid wages between Rs. 241.00 and Rs. 339.00 per month depending upon the capacity of boat but in such cases they had to pay to dandis. Dandis were getting monthly basic wages ranging between ~~Rs. 25.00 and Rs. 32.50 per month~~ ~~Some of them were being paid consolidated wages~~ Rs. 25.00 and Rs. 50.00 and a dearness allowance ranging between Rs. 23.00 and Rs. 32.50 per month. Some of them were paid consolidated wages ranging between Rs. 55.00 and Rs. 60.00 per month. Sarangs employed by the owners of boats and barges were getting wages between ~~Rs. 25.00 and Rs. 52.50~~ Rs. 69.00 and Rs. 145.00 besides a dearness allowance ranging between Rs. 25.00 and Rs. 32.50 per month. One of the owners was paying dearness allowance at 40 per cent of first hundred rupees and 20 per cent on the second hundred rupees subject to a minimum of Rs. 30.00 per month.

Others - (1) Mazdoors.- They were employed in all the three ports by contractors. In Bombay, their basic wages varied from Rs. 1.16 to Rs. 5.00 per day. Apart from that they were getting dearness allowance as per Textile Award. In Calcutta and Madras they were getting consolidated wages between Rs. 1.87 and Rs. 3.50 and Rs. 1.50 and Rs. 2.50 per day respectively. Mazdoors were also engaged on monthly basis by contractors and their consolidated wages varied between Rs. 30.00 and Rs. 130.00 both in Bombay and Calcutta. In Madras, such Mazdoors were getting only Rs. 49.00 per month although they were getting in addition to this monthly wages piece-rates varying between Re. 0.37 and Re. 0.62 per ton of load carried.

Women labour was employed by contractors in Madras only and their total wages varied from Re. 1.00 to Rs. 1.50 per day.

Muccadams, i.e., headman or gangmen were employed in all the ports by contractors and their wages differed from port to port. These varied from Rs. 2.00 to Rs. 5.00 per day in Bombay apart from the dearness allowance as per Textile Award, from Rs. 2.00 to Rs. 3.50 per day consolidated in Calcutta and from Rs. 15.00 to Rs. 58.00 per month in addition to extra payment at the rate of Re. 0.37 to Re. 0.62 per ton of load carried in Madras.

Helpers were also employed in all the ports by the contractors and their total daily wages varied between Rs.1.25 and Rs.1.75 in Bombay and Rs.1.50 and Rs.2.50 in Madras and were Rs.50.00 per month in Calcutta.

(ii) Carpenters.- Carpenters were employed in all the ports by the contractors. The wages of such carpenters varied from Rs.1.75 to Rs.8.00 per day apart from the dearness allowance as per Textile Award in Bombay, Rs.2.50 to Rs.4.00 per day consolidated in Madras and were Rs. 3.75 per day consolidated in Calcutta.

(iii) Painters.- Available information shows that no painter was employed by contractors in Calcutta. The daily total wages of contract painters varied from Rs.3.50 to Rs.4.50 in Bombay and from Rs.2.00 to Rs.3.00 in Madras. In Bombay one of the contractors was paying piece-rate wages at the rate of Rs.4.50 per 100 sq.ft.

(iv) Masons.- Masons were employed in all the ports. Masons employed through contractors were getting wages between Rs.1.75 and Rs.8.00 per day apart from the dearness allowance as per Textile Award in Bombay and between Rs.3.00 and Rs.4.25 consolidated per day in Madras. They were getting Rs. 52.00 per month as basic wages and a dearness allowance of Rs.40.00 per month in Calcutta.

(v) Plumbers.- They were employed by contractors of Bombay and Calcutta only. Their total daily wages ranged between Rs.4.50 and Rs.6.00 in Bombay and Rs.2.25 and Rs.3.75 in Calcutta.

(vi) Khalasis.- Khalasis were employed in all the ports by contractors and their total daily wages were Rs.4.00 in Bombay, Rs.2.25 in Calcutta and varied between Rs.3.50 and Rs.6.00 in Madras.

(vii) Blacksmiths.- The consolidated wages of blacksmiths employed by contractors were Rs.3.75 per day in Calcutta whereas in Bombay their basic wages varied from Rs.1.75 to Rs.6.00 per day. Apart from the basic wages the latter were getting dearness allowance as per Textile Award.

(viii) Markers.- This category of labour was employed by contractors in all the ports and their wages differed from place to place. In Bombay, they were getting basic wages of Rs.1.62 to Rs.2.81 per day apart from dearness allowance according to the Textile Award. In Calcutta their total wages were Rs.65.00 per month. In Madras they were getting Rs.2.50 per day consolidated.

(ix) Watchmen.- Watchmen were employed in all the ports by contractors. Total wages of watchmen were Rs.3.00 per day in Bombay and Rs.2.50 per day in Calcutta. In Madras they were getting basic wages ranging ~~from~~ between Rs.1.50 and Rs.2.50 per day and dearness allowance at the rate of Re.0.21 per point over 100 of the Madras Consumer Price Index Number. In Madras, some of the contractors paid consolidated monthly wages ranging from Rs.28.00 to Rs.50.00

The above description relates to the categories of workers employed by the contractors only. A comparative study of wages and earnings of some of the categories of workers employed directly by the Calcutta port as well as by the contractors in that port has also been made. Similar comparable information was not available in respect of other ports. The wages of some of the categories are given in the following table.

Serial No.	Category of Workers	Contract Direct/Labour		
		Labour	Basic Wages	Dearness allowance
		Consolidated wages per day.	per month.	per month.
		Rs.nP.	Rs.nP.	Rs.nP.
1	Mazdoor	1.69	33.00	45.00
2	Bellowsman	1.69	33.00	45.00
3	Mason	3.75	50.00	45.00
4	Carpenter	3.75	50.00	45.00
5	Blacksmith	3.75	50.00	45.00
6	Khalasi	2.25	33.00	45.00
7	Plumbing Khalasi	2.25	33.00	45.00
8	Sweeper	2.25	33.00	45.00
9	Plumbing Mistry	3.75	62.00	55.00
10	Tindal	2.62	40-2-60	45.00 to
		(on an average)		50.00
11	Viceman	3.75	54.00	47.00

Dearness Allowance.- All the three port trust authorities were paying a minimum dearness allowance of Rs.45.00 per month including an interim relief of Rs.5.00 to the labour employed directly by them. As regards contractors all of them were not paying separate dearness allowance to their workers. Chipping and painting labour were getting a dearness allowance of Rs.1.87 per shift in addition to basic wages in Bombay. In Calcutta and Madras such labour was not getting any separate dearness allowance.

In the agreement between the coal bunkering firms of Bombay and the Bombay Dock Workers' Union, the guaranteed minimum shift wages had two components viz., basic wages and dearness allowance although the workers were in fact paid according to the consolidated piece rates.

An overwhelming majority of ship-repairing labour was getting separate dearness allowance in all the three ports. One of the ship-repairing contractors in Calcutta was paying dearness allowance as awarded by the Major Engineering Tribunal in its award of 1958 and the second one was paying at the rate of Rs.1.19 per day and stated that he would also soon pay as per the same award. According to this award a minimum dearness allowance of Rs.36.00 per month is paid to those workers whose pay is upto Rs.50.00 per month; and increases by slabs to Rs.65.00 per month for those getting upto Rs.250.00 per month. In Bombay one of the ship repairing contractors was paying a fixed dearness allowance of Rs.2.25 per day and the other was paying it according to one of the two alternative scales, laid down by him in this connection, whichever was more advantageous to workers. One of this scale was the same as is laid down in the textile award. According to this the rate was 1.9 pies per day per point of rise above 105 in the Bombay Cost of Living Index Number.

If the index number rose above 325, an increase of 5, 7½ and 10 per cent was given when the index was between 325 to 335, between 335 to 350 and above 350 respectively. According to the alternative scale the rate of payment was one per cent of daily wages per each two points by which the Bombay Consumer Price Index Number exceeded 100. In Madras only one ship repairing contractor was paying dearness allowance to his workers. It was at the rate of Re.0.19 per point over 100 points of the Madras Cost of Living Index Number for working class.

An overwhelming majority of boat labour in Calcutta was also getting dearness allowance. The rates of dearness allowance were different for different types of ~~boat~~ boat labour. The dearness allowance paid to 'manjhees' and 'dandis' varied from Rs.23.00 to Rs.32.50 per month. Some of the other types were getting 40 per cent of wages on the first hundred rupees and twenty per cent on the second hundred rupees subject to a minimum of Rs.30 per month. Dearness allowance of other types of boat labour varied from Rs.23.00 to Rs.32.50 per month, most of them getting Rs.25.00 per month.

In case of labour employed by contractors belonging to 'other' category, only a few contractors were paying separate dearness allowance. In Bombay, three contractors were paying dearness allowance to such workers. One of them was paying according to the Textile Award. The other two were paying according to one of the two alternative methods discussed above in the case of a ship repairing ~~contractor~~ contractor in Bombay. In Calcutta, only two contractors belonging to 'other' category were paying dearness allowance. One of them was paying Rs.55.00 per month to labour employed permanently only and the other was paying Rs.40.00 per month to masons only. In Madras, only one such contractor was paying dearness allowance at the rate of Re.0.21 per point over 100 points of the Madras consumer price index number to his watchmen and Re.0.44 per rupee of wages to workers engaged in loading cotton bales.

Other cash allowances.- In all the three ports direct labour was getting some cash allowance besides the dearness allowance. House rent and compensatory allowance were also paid at varying rates. A minimum compensatory allowance (City) of Rs.7.50 per month and a house rent allowance of Rs.10.00 per month were paid in Bombay. In Calcutta a house allowance of Rs.10.00 per month and a compensatory allowance of Rs.5.00 per month were paid. A minimum of Rs.7.00 as house rent allowance and Rs.3.00 as compensatory allowance was paid in Madras.

As regards contract labour, some of the contractors in Bombay were paying an allowance in cash to their labourers. For instance, chipping, painting and coal employees who worked inside the stream were paid 'stream bhattas' at the rate of Re.0.75 per man per shift. Those painting the 'debusa' were also paid extra allowance at the rate of Re.1.00 per operation. Kathiwalas and paint mixer were also getting an extra allowance of Re.0.75 per man per operation, subject to certain conditions. Coal morpias were also getting Rs.1.50 per day as morpia allowance. Besides, the coaling firms were setting aside an amount of Re.0.50 per ton for coal bunkered by them and this amount was being given to workers who had bunkered the same. One contractor in Bombay was paying actual tram or railway fare to his workers. In Calcutta, manjhees (boat labour) were getting some ~~allowances~~ ~~in the shape of trip allowance or Calcutta allowance~~ other cash allowances in the shape of trip allowance or Calcutta allowance.

The rate of Calcutta allowance varied from Rs.5.00 to Rs.6.00 per month. The trip allowance in case of one owner of boats was paid at the rate of Rs.0.50 per registered ton of the boat per trip. In another case it was paid at the rate of 1 per cent of the freight earned by the boat. The third owner paid trip allowance to manjhees if the journey was completed well in time. The amount was ~~paid~~ not fixed. In case of another owner, each of the crews of the launches working in Calcutta for harbour duty was also getting Rs.5.00 per month. In Madras, some of the contractors were paying trip allowance to lorry drivers and cleaners so as to encourage them to perform more trips. Cleaners were getting this allowance at the rate of Re.1.00 per day whereas the rate ~~of~~ for drivers varied between Rs.1.75 and Rs.2.00 per day. Cart drivers were getting Rs.3.00 to Rs.5.00 per week. Some of the contractors were also paying 'bhatta' to their workers. The rate varied from Re.0.50 to Rs.1.00 per wagon and in some cases it was paid at the rate of Re.0.50 per day. One of the contractors was paying night allowance to his workers at the rate of Re.0.25 for a mazdoor and Re.0.50 for a mistry per night. One contractor was paying Re.1.00 as house rent to mistry and also mistry allowance ranging from Rs.30.00 to Rs.60.00 per steamer depending upon ~~the~~ its tonnage. Another contractor was paying Re.0.50 per day to each worker as bus charges.

In all the ports some categories of direct workers were provided free uniforms, but the number of clothes and its periodicity differed from port to port and even within the port for different categories. It is not possible to give an exact idea of its money value .

As regards contractors, only a few were giving some concessions in kind to their workers. In Calcutta, three contractors gave coal, utensils, etc., to their workers and its value varied from Rs.2.00 to Rs.9.00 per month. In Madras, only two contractors were giving something in kind to their workers. One of them was giving two dhoties and one saree once a year and its value was Rs.21.50. The other contractor provided free uniforms, etc., to drivers and cleaners and the annual value was Rs.24.00.

Only 16 contractors paid retaining or subsistence allowance to their workers when no work was provided to them. The rate of retaining allowance varied from Re.0.75 to Rs.1.50 per day. Four contractors paid at the rate of Re.0.50 per day; three at the rate of Re.0.75, Rs.1.25 and Rs.1.50 per day respectively. Two contractors paid full wages to all the workers even when there was no work for them whereas another contractor paid only to some of them. One coaling contractor was giving free rations to his workers through sub-contractors, when no work was provided to them. One contractor paid Rs.25.00 per month to mistries and another paid retaining allowance at the rate of Rs.2.50 per gang consisting of 4 persons. Three contractors were paying 50 per cent of the basic wages, plus dearness allowance. Generally, no conditions were attached to the payment of this allowance.

Bonus.- No bonus was paid to the labour employed directly by the Port authorities. Amongst contractors only 17 paid bonus to their workers. Four contractors paid yearly bonus equivalent to one month's wages; one paid 1½ months' wages and another paid two months' wages. Another contractor paid annual bonus equal to 25 per cent of the annual earnings including overtime. Five chipping and painting contractors paid Rs.65.00 to chipping and painting workers and Rs.106.00 to tindals. This bonus was paid only if a worker happened to work with the same contractor for at least 40 days in a year in the rotation. Production bonus was paid by one of the contractors. The rate varied as it was linked either with the time saved or amount of work done depending upon the nature of job. Another contractor paid bonus according to the Full Bench Formula. One more paid bonus according to his working profits. The amount of bonus varied from one-fourth to full one month's wages average basic pay. If the profit was less than Rs.150,000 in any year no such bonus was paid. Workers who had not completed 100 days' attendance in the year were not paid any bonus by him. The information about the rates of bonus paid by two of the contractors was not available. In addition to the above contractors all the nine coaling contractors of Bombay paid output bonus to their workers at the rate of half a rupee for every 100 tons of coal or part thereof bunkered to a vessel.

Advances.- The system of giving advances to direct workers was not prevalent in ports. Amongst the contractors, only 50 were giving advances to their workers after engagement. Generally the casual workers were not paid any advance. In some cases, the amount of advance was given to mistries, who in turn distributed that amount to their workers. The advances were given either for purchasing food-stuffs or meeting the expenses of marriages, funerals, house repairs, sickness, etc. In all cases no interest was charged. The recovery of these advances was done in easy instalments out of the wages of the workers. However, six contractors realised the advances in one instalment only.

Fines and Deductions.- The system of imposing fines was not prevalent amongst most of the contractors. Two contractors in Bombay and 5 in Calcutta imposed fines. In Bombay out of the two contractors, one imposed fines for misconduct in accordance with the Standing Orders framed by him for his workers engaged on his regular work, and the other as per provisions of the Payment of Wages Act. Fine in the latter case was utilised for the benefit of the workers through the fines fund. All the five contractors who imposed fines in Calcutta were owners of boats and barges. These contractors imposed fines on manjhees for loss or damage of cargo due to negligence during transit.

Hours of Work, Rest Interval, etc.- The daily hours of work for direct labour were regulated by the Factories Act, Minimum Wages Act and regulations enforced by the Port authorities from time to time. The normal daily hours of work were limited to 8 per day and 48 per week. Shift system was prevalent only in a few departments of the ports. Some shifts were of 8 hours with no interval and some of 9 hours with one hour interval. The duration of both the night shifts engaged in cargo handling operations in the ports of Calcutta was fixed at 8 hours each while in Bombay their duration was 8 and $6\frac{1}{2}$ hours. In Madras port, the second and third shifts were of $6\frac{1}{2}$ hours each. For other categories of workers the night shifts varied from $6\frac{1}{2}$ to 8 hours in different ports. Only one port engaged labour through contractors. Their working hours were the same as for others.

As regards contractors, a majority of them had only one shift. Thirteen contractors worked in double shifts and 24 in three shifts. Fifteen of the contractors were owners of boats and barges and had no fixed working hours due to uncertainty of their work. The chipping and painting workers in all the three ports generally worked in shifts. The working hours of chipping and painting workers of Bombay were regulated by virtue of an agreement between the chipping and painting employers' association and the union representing the workers. The first shift was of 8 hours excluding rest interval of an hour. The second and third shifts were of 6 hours each excluding a rest interval of $\frac{1}{2}$ hour in each shift. The coal workers of Bombay worked in two shifts and their working hours were also regulated by similar agreement between the coal bunkering firms and the union representing coal workers. The normal daily hours of work of the first and second shifts were of 9 and $6\frac{1}{2}$ hours respectively. The normal daily hours of work in case of single shift workers ranged from 6 to $8\frac{1}{2}$ hours but majority of them observed 8 hours shift. The working hours where two shifts were being worked varied from 6 to $10\frac{1}{2}$ hours each but majority of the contractors had 8 hours shift. The normal daily hours of work for contractors working on three shifts basis varied between 6 and 8 hours each, but ~~most~~ most of them worked for 8 hours in the first, 6 hours in the second and $6\frac{1}{2}$ hours in the third shift. Daily spreadover of single shift varied from 6 to 10 hours and that of rest interval from nil to 3 hours but mostly the contractors had 9 hours spreadover with one hour rest interval. Daily spreadover where two or three shifts were worked varied from 7 to 12 hours and rest interval from nil to 2 hours.

Twenty out of 37 contractors working in shifts stated that they had a system of changeover of shifts. Two contractors changed them every week and 12 every fortnight. In respect of the remaining 6 contractors the period of changeover of shifts was not fixed.

Overtime.- The rate of overtime payment for the direct workers differed from port to port. In Bombay and Madras ports workers covered by the Factories Act and Minimum Wages Act were paid for work done in excess of 9 hours a day or 48 hours a week at double the ordinary rates of wages. The rate of overtime allowance for work in excess of scheduled hours but less than 9 hours in a day was $1\frac{1}{2}$ times the basic pay and dearness pay in Bombay and at ordinary rates in Madras port. The direct workers of Calcutta port whose scales of pay did not rise over Rs.220 were eligible at the rate of $\frac{2}{240}$ of the gross wages per every hour of over-time work done beyond nine hours on any day or 48 hours in a week.

Amongst contractors, only 44 reported that their workers were required to work overtime occasionally. The duration of overtime work generally varied between one and four hours. Though all the contractors paid extra wages for overtime work, there was no uniformity in such payment. Ten contractors paid overtime at double the ordinary rate of payment; 9 paid at $1\frac{1}{2}$ times the ordinary rates; 2 at $1\frac{1}{4}$ times the ordinary rates; 13 at ordinary rate and one paid half the extra daily wages for the extra work up to 3 hours and full extra daily wages if the overtime work was 4 hours or more. The remaining 9 contractors were making extra payment to their piece-rated workers at the rate of Rs.1.25 per ton for day shift and Rs.1.75 per ton per night shift over the normal rates.

Weekly Day of Rest.- The direct workers enjoyed weekly day of rest in all the three ports. So far as contract labour was concerned only 51 contractors granted weekly holidays to their workers. Three of them gave such rest only to their permanent workers.

Leave and Holidays with Pay.- The practice of granting leave and holidays with pay to direct workers existed in all the three ports. The class IV staff of Calcutta Port, non-scheduled permanent employees of Bombay port and artisans and labourers of Madras port were entitled to earned leave at full pay for $\frac{1}{11}$ th of the period spent on duty and on half pay for 20 days for every year of service. The non-scheduled permanent employees of Bombay port were also eligible for 10 days' casual leave in a year. No casual leave was admissible to non-scheduled temporary employees. The number of national and festival holidays varied for different categories of workers. It also differed from port to port. The class IV employees of Calcutta port enjoyed 20 holidays whereas the non-scheduled employees of Bombay port were eligible only for 12 holidays. In the port of Madras, the employees on the scheduled of artisans and labourers got 10 holidays, 'A' category workers 8 holidays, 'B' category 2 holidays and 'C' category workers did not enjoy any holiday with pay.

Amongst the contractors, only 39 allowed leave and holidays with pay to their workers. There was no uniformity in the period of leave and holidays with pay. In the case of two contractors, there was no fixed period of leave or holidays. Generally, casual contract workers were not allowed any leave and holidays with pay. The chipping and painting workers in all the three ports and coal workers of Bombay port, being casual, did not enjoy any leave and holidays with pay. However, at Bombay port, the chipping and painting and coal workers were given extra wages if they worked on Bombay Port Trust Holidays. The details of various types of leave granted to contract labour are given below:-

Casual Leave.- Seventeen contractors granted such leave. Six allowed for 7 days, 5 for 12 days and 2 for 10 days. The remaining four contractors granted such leave for 2, 3, 5 and 15 days respectively. Conditions of eligibility differed from contractor to contractor but generally, permanent workers with one year's service were eligible for casual leave.

Sick Leave.- Twenty-eight contractors allowed such leave to their workers. The period of leave varied from 7 to 21 days. Twelve contractors granted leave up to 15 days, 4 up to 12 days, 3 up to 7 days, one up to 10 days and one up to 21 days. The period of leave was not fixed in respect of the remaining 7 contractors. The sick leave was generally granted to regular workers or those who had completed one year's service. Three contractors paid only half-pay plus dearness allowance during the period of leave.

Privilege or Earned Leave.- Only 30 contractors were giving privilege leave to their workers. The period of leave ranged between 10 and 30 days. Four contractors granted leave up to 30 days; 1 up to 25 days; 1 up to 21 days; 9 up to 15 days; 5 up to 14 days; 4 up to 12 days and 1 up to 10 days. Two contractors granted leave as per the Factories Act. Two ship repairing contractors allowed 10 days or more as per Second Omnibus Engineering Tribunal Award, 1950. In respect of one contractor the number of days allowed was not fixed.

National and Festival Holidays.- Only 36 contractors granted such holidays ranging from 2 to 14 days in a year.

Welfare: Housing.- The direct workers in all the three ports were eligible for housing accommodation. The Bombay Port Trust provided houses for 2,417 Class III and Class IV employees with families and 1,082 single workmen. They have also planned for the construction of 928 self-contained two roomed tenements for labourers out of which 544 units have already been completed. In addition, they have sanctioned construction of 160 units for railway gangmen. Certain categories of staff were eligible for rent free quarters, others paid either the fixed concessional rent or particular quarters or 10 per cent of their basic pay whichever was less.

The Calcutta Port Commissioners provided rent free quarters to nearly 11,575 class IV employees. These workers were housed in 9,004 units consisting of 8,981 one-roomed tenements, 22 Halls and one barrack. Satisfactory arrangements existed for sanitary services and water supply. The Madras Port Trust had only 67 units, out of which 29 were one-roomed tenements, 6 two-roomed tenements and 32 three-roomed tenements. The exact number of workers living in these units at the time of ~~enquiry~~ enquiry was not available. Rent was charged at the rate of 10 per cent of pay from the occupants.

As regards contractors, only 7 had provided houses to their workers. The houses were either thatched 'kachha' or semi-puccas type. They were either obtained on hire or constructed at the work site. The question of providing housing accommodation by owners of boats and barges did not arise as the workers ~~living~~ lived on the boats and barges. The contractors, however, also provided rent free houses. Sanitation and water supply were also provided for in them.

Medical Aid.- As regards contractors, only 38 provided free medical aid to their workers. The standard of aid, however, differed from unit to unit.

Only three contractors provided educational facilities to the children of their workers in the form of payment of school fees. ~~Recreational~~ Recreational facilities were provided only by 5 contractors consisting of annual sports and showed films on hygiene, social vices, etc., to their workers. Facilities for indoor games were provided only by two contractors.

Only 10 contractors provided canteens for their workers, and 11, rest shelters.

Accidents.- The direct labour in all the three ports was eligible for full benefits in case of accidents in accordance with the Workmen's Compensation Act, 1923. The labour supplied to the Port authorities by the contractors was also entitled to compensation in case of accidents in accordance with the Workmen's Compensation Act. However, if the contractor did not pay such compensation to his workers in case of accidents, the amount was paid as compensation by the Port authorities and was recovered from the amount due to the contractor.

As regards contract labour all the contractors stated that they were paying due compensation in case of accidents to their workers. To avoid the risk of compensation twenty contractors got their workers insured. Workers of 7 contractors enjoyed the benefits provided under the Employees' State Insurance Schemes. Only 39 contractors reported about accidents during 1957. Details regarding the number of accidents, number of accidents compensated and the total amount paid as compensation during the said period are given below:-

Type of Labour.	No. of Accidents			No. of - compen- sated cases.	Amount of compensation paid.
	Fatal.	Non-Fatal.	Total.		
1	2	3	4	5	6
					Rs. nP.
Contract	8	3,072	3,080	553	60,939.64

Social Security.- Maternity benefits existed for direct women labour in all the three ports. They were entitled to maternity leave on full pay and allowances for a period not exceeding three months. Employment of women was not common among contractors. Only eight contractors employed women workers and seven of them did not pay any maternity benefits. Women working with one contractor were covered by the Employees' State Insurance Scheme and as such they enjoyed the benefits provided under the Scheme.

Provident fund facility existed in all the three ports for direct labour. The rates of contributions by employer and employees were similar only in two ports. In the ports of Bombay and Calcutta direct labour contributed at a fixed rate of $8\frac{1}{2}$ per cent of their pay plus half dearness pay. In Madras while there was no fixed rate of contribution, workers could contribute any amount subject to a minimum of $8\frac{1}{2}$ per cent of their pay plus half dearness pay. Permanency was the criterion for becoming a member of the fund. In Calcutta port, temporary workers could also join the fund on completion of two years' service.

As regards contractors only 18 provided provident fund facilities. In case of contract labour the rates of workers' contribution varied from $6\frac{1}{4}$ per cent to 10 per cent of their pay. In respect of 16 contractors the rate of contribution was $6\frac{1}{4}$ per cent, whereas the workers of the remaining two contractors contributed $8\frac{1}{3}$ per cent and 10 per cent respectively. The employers also contributed an equal amount. On paper the worker who had put in one year's continuous service was entitled to the benefit of the provident fund but in actual practice only permanent workers could get the benefit of the fund. The accumulations were paid either at the time of retirement or leaving the service. At the time of final payment the amount of Employers' share was adjusted according to length of service of each individual worker.

In addition to provident fund benefits, direct labour in ports was eligible for special contribution or gratuity at the rate of $\frac{1}{8}$ month's pay for each completed year of service subject to a maximum of 15 months' pay. However, in Calcutta port certain categories of direct labour were eligible to receive special contribution only if they exercised the option of subscribing at the rate of 8 annas a month. The special contribution was not admissible to such of the employees as had opted to subscribe to the provident fund at the rate of 8-1/3 per cent. This advantage would be removed with the implementation of the proposed amendments to the Contributory Provident Fund Rules.

Out of 125 contractors only 30 or 24.0 per cent of the total paid gratuity to their labour. The chipping and painting workers of 11 contractors in Bombay were given gratuity benefit according to the terms of the agreement arrived at between their union and the chipping and painting employers' association. According to the ~~basic wages for each year of service provided they had worked for~~ agreement, workers were entitled to gratuity at the rate of $\frac{1}{8}$ month's basic wages for each year of service provided they had worked for at least 200 days in a year. One contractor had no regular gratuity scheme but used to make ex-gratia payments to deserving workers. Two contractors had gratuity schemes in the past but at the time of enquiry they had no such scheme. The remaining eight contractors paid $\frac{1}{8}$ month's basic pay as gratuity to their workers for every year of completed service. One contractor of Madras paid gratuity to his workers at the rate of one month's salary whereas nine contractors of Bombay paid gratuity at the rate of 62 nP. per ton of coal bunkered in a year. This amount was distributed among the workers on the basis of manshifts worked.

None of the contractors paid pension to their workers.

Industrial Relations.- In all the three ports, labour welfare/labour relation officers had been appointed for maintaining cordial relations between the management and the workers and for promoting the welfare of the workers. A set procedure had been laid down for the removal of their grievances which they could express either verbally or in writing through proper channel right up to the Chairman of the Port. However, in the port of Madras, in addition to the labour welfare officer a works committee, consisting of 20 members, 10 representing employer and 10 elected by employees, was also functioning for settling the general grievances of workers. This machinery was, however, not available to contract labour.

As regards contractors, only 25 had some machinery or set procedure. Managements of 5 contractors had appointed Labour Officers for the redressal of grievances of their workers. Five contractors used to settle the grievances of the workers through their unions. Ten chipping and painting contractors of Bombay had Standing Committee, consisting of two nominees each of the employers' association and the employees. Its decisions were final and binding on both the parties. The remaining 5 contractors had works committees for the redressal of the grievances of their workers. Those contractors, who had no such machinery, settled the disputes and grievance of their workers personally.

Trade unions were functioning for direct as well as contract workers in all the three ports. For direct labour there were 13 unions - 7 in Bombay and 3 each in Calcutta and Madras. All of them were registered under the Trade Unions Act but of these only 8 were recognised. The workers employed through contractors were members either of the composite unions having direct as well as contract workers as members or had formed separate unions of their own. The number of unions having contract workers as members was 31 - 9 in Bombay, 19 in Calcutta and 3 in Madras. Workers of six contractors at Calcutta and two at Madras had formed exclusive unions for themselves in each unit. The membership of the remaining unions was, however, open to the workers of more than one contractor. Workers of 42 contractors were members of one or the other union. The actual membership figures of these unions were not available.

Examples of Abolition of Contract System. - The contract labour in all the three ports was employed on jobs which were of casual or intermittent nature. In Bombay and Calcutta ports, loading and unloading of import as well as export cargoes were done by the labour employed either by the Port Trust or Dock Labour Board, whereas in Madras port no labour was employed by the Port Trust for loading export cargo on ships. This work was done by the exporters themselves or through contractors as the Port had not sufficient storage accommodation. However, in case of import cargo the Port Trust got the work of unloading through the labour employed by them. The Port Trust authorities would be taking up loading work of export cargo as soon as they were able to increase the storing facilities. In Calcutta port, labour supplied by contractors for trimming was taken over by the Port Authorities as direct employees of the port. The contract system in buoy yard of the workshops was ~~also~~ also abolished.

(Indian Labour Gazette, Vol. I, No. 1,
January 1960, pp. 1-32).

Labour Conditions in Jute Industry: Report of Employers'
Organisation.

The following information concerning conditions of labour of member-mills of the Indian Jute Mills Association is based on the report of the Association for 1958^{*}.

General Labour Situation.- During the year, there were no general strikes by the unions on political issues, although this had been a feature of the three previous years. The influence of politics on the labour movement, however, continued to be evident and almost all the unions were controlled by one or other of the political organisations. Attempts were made by some of the rival unions to organise joint action on some issues but the desire to preserve individual identity on political lines proved to be a stronger force. Most of the jute mill unions were affiliated to the I.N.T.U.C. and the A.I.T.U.C., which owned allegiance respectively to the Congress and the Communist parties. Mill unions were also organised by the two other central unions, namely the U.T.U.C. and H.M.S., but these were very few and had only a small influence in restricted areas. In the absence of any reliable information about the membership of the different unions it was not possible to gauge properly their influence and following. In recent years both the I.N.T.U.C. and the B.P.T.U.C. (the local organisation of the A.I.T.U.C.) have been taking a greater interest in works committees and the success of their nominees in works committee elections gave some indication of their respective following amongst jute mill workers. Of the total number of work committee members more than one third did not belong to any union. Of the remaining number more than half have been elected on the I.N.T.U.C. ticket, the rest belonging mostly to the B.P.T.U.C. ticket, with a sprinkling of followers of the other two central trade unions. There was greater activity by the I.N.T.U.C. unions during the year and this helped them to retain their hold on the works committees which were already under their influence and also to make some further gains. The unions belonging to the A.I.T.U.C. were also active and made some significant gains in works committee elections held during the year.

* Indian Jute Mills Association. Report of the Committee for the Year Ended 31 December 1958. (1959. pp.XVIII ↓ 246).

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All the major conditions of service such as wages, dearness allowance, holidays with pay, etc., continued to be governed by the Third Omnibus Jute Tribunal Award. There were, however, a number of disputes involving individual or groups of workers regarding inter-departmental transfers, supersession, leave and holidays, workloads, calculation of gratuity, disciplinary action, etc. These were mostly settled by the Labour Departments of the mills concerned, in many cases in collaboration with the Association's Area Labour Officers. In some cases, settlements were recorded in bipartite agreements. A number of disputes were also taken up by the Labour Directorate resulting in tripartite agreements. Some of the important matters covered by these agreements were the transfer of workers to other mills following the closure of a mill, terms of resumption of work after strikes, filling-up of permanent vacancies, adjustment of workloads after reorganisation of work, etc. The mill level unions showed a greater desire to settle disputes by direct negotiation and they were a party to most of the bipartite settlements. At the tripartite level the representatives of both the mill union and the central union represented the workers, while the management was represented by representatives of the mill concerned and the Association's Labour Department.

Some of the unsettled disputes were referred to different tribunals and labour courts by the Government of West Bengal. Reference to the labour courts related mostly to dismissal cases. The awards in six cases were, however, based on settlements reached between the parties while proceedings were pending. B

The number of man-hours lost due to strikes and lockouts was less than in 1957 and was the lowest since 1952.

Closure of mills.— Four uneconomic mills closed down during the year, but with the transfer of loom hours to other mills the overall production of the industry was maintained and alternative employment was offered to most of the affected workers of the closed ~~mill~~ units. Though the unions strongly opposed any retrenchment, claims for retrenchment compensation were made on behalf of some workers of the affected mills irrespective of the fact that there was work for them in other mills.

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The question of closure of jute mills was also discussed by the Ad-hoc Committee on Rationalisation in Jute Mills set up by the Government of West Bengal in 1957. In accordance with the decision of the Industrial Committee on Jute the Ad-hoc Committee was converted into the Special Committee on Jute with the additional duty of watching the implementation of the decisions of the Industrial Committee. Many meetings of the Special Committee on Jute were held during the year and after protracted discussions the following agreement was reached in connection with rationalisation and closure of jute mills:

1. In accordance with the policy laid down in the First and Second Five Year Plans and the guiding principles as evolved by the Fifteenth Indian Labour Conference that rationalisation should not involve any involuntary ~~retrenchment~~ retrenchment, rationalisation in the jute industry was to be effected through natural wastage.

2. A jute mill before closing down should give six weeks' notice to the workers concerned. The State Government should also be notified eight weeks in advance so that appropriate arrangements could be made for reabsorption of displaced workers through proper distribution of loom hours, etc.

3. In the event of closure of a jute mill and transfer of workers to other mills, the employers and the employees should adhere to the following principles:-

- (a) Guarantee of continuity of service for all permanent ~~employees~~ workmen.
- (b) Quarters at the disposal of the mills for the workmen and their families, if available, at the prevailing rent.
- (c) Failing (b) and in the event of the new place of employment being more than 3 miles by road from the mill closing down, Rs.5 per month for one year or Rs.50 as a lump sum should be paid to tide over any difficulty about house accommodation. The distance for the purpose should be counted between the mill gates.
- (d) Free transport for the workmen, their families and personal belongings.
- (e) Full payment of the day of shifting which should be treated as a normal working day.

(f) Loan from the Provident Fund account to those workmen who applied for it so far as it was permissible under the Provident Fund Rules.

4. In the event of any workman being unwilling to accept alternative employment in a new mill involving loss of earnings, he should be paid retrenchment compensation and other dues.

5. In the event of closures, budlis who have qualified for compensation under the provisions of the Industrial Disputes Act should receive compensation or alternative employment as above.

6. Nothing in the above should operate to the prejudice of the rights of either party under the law.

The Labour supply position during the year was on the whole satisfactory. During the summer months, however, the budli lists were exhausted in many mills and casual labour had to be employed to meet the seasonal shortage.

The Association's Labour Department.— There has been an expansion of the activities of the Association's Labour Department since its inception twenty-one years ago due to the growing volume of labour laws and the development of multiple trade union. Considerable time has had to be devoted to the handling of industrial disputes by holding direct negotiations with the workers' representatives or attending conciliation meetings at the Labour Directorate. Much time has also to be spent in lengthy adjudication proceedings when disputes are referred to the Tribunal. Simultaneously, it has become increasingly necessary for the Association's Labour Department to develop public relations through contacts with the different Central and State Government departments, District Government officials, the Labour and Factories Directorate, officers of the Employees State Insurance Corporation, the Provident Fund Department of the Government of India, Trade Union leaders, and various other organisations connected with industrial relations and labour welfare.

In order to maintain uniformity in the matter of the labour policy, the Association's Labour Department has endeavoured to keep the mills informed of the implications of the various labour laws and awards. The Association's Group Labour Officers, in constant touch with the Mill Labour Officers and the Managers as well as with the labour and union leaders, have helped to develop a channel of communication between the Association and the members in all developments in the field of industrial relations.

The Association's Labour Department is at present composed of the Labour Adviser, a Deputy Labour Adviser and six Group Labour Officers in charge of the six areas into which the West Bengal jute area is geographically divided for the functional convenience of the department.

As ~~the~~ in past years, the Association's Labour Officers in the area were kept particularly busy attending to the day to day complaints lodged by workers and unions at the different "Night Offices". The Labour Directorate also forwarded a number of complaints to the Association's Labour Department for preliminary investigation and comment. These complaints were taken up with the managements concerned and the position was then explained to the complainants. Where the workers still remained dissatisfied and the complaints developed into disputes these were further discussed in bipartite conferences, the representatives of the mills concerned participating in the discussions. The disputes taken up by the Labour Directorate were discussed in tripartite conferences. Almost invariably the Association's Labour Officers attended such tripartite conferences, together with the representatives of the mills concerned. It is the practice of the Labour Directorate to take up disputes from any registered union and, as there are innumerable unit level unions, a large number of tripartite conferences had to be held to deal with these disputes. While such conferences help to resolve disputes to some extent the representative character of the unions has tended to remain confined to small section of the workers. The contacts established at the Night Offices both with workers and the various unions, however, had the overall effect of disseminating information regarding the Association's labour policy, clarifying misunderstandings and counteracting rumours.

During~~the~~ strikes and labour troubles the Association's Labour Department took an active part in bringing about settlements by keeping in touch with the management, workers and the Labour Directorate. The Labour Officers also attended many Works Committee meetings in different mills by invitation and helped to remove misunderstandings.

When, in spite of lengthy and protracted bipartite and tripartite negotiations, it was not possible to come to any settlement, resulting in the reference of the dispute to adjudication, the Labour Adviser and the Deputy Labour Adviser of the Association, at the request of the mills, took charge of the cases either by appearing before the tribunal themselves, especially when the issues affected the industry as a whole, or in conjunction with the Association's Solicitors whenever necessary. Considerable time had to be devoted to the lengthy proceedings before Tribunals and Labour Courts by the Association's Labour Department.

There were extensive welfare activities during the year which were organised both on a group basis and in individual mills. In addition to games and sports, a variety of other types of entertainment programmes were arranged to suit the diverse tastes of all sections of the workers. Apart from being fully in charge of the Association's welfare centres, the area Labour Officers took an active part in organising mill and group welfare activities. Details regarding the welfare activities of the year are given elsewhere in this section of the Report.

Considerable time and attention had also to be given by the officers of the Association's Labour Department to their work as inspectors under the Working Time Agreement.

Strikes and Lockouts.- The number of strikes and lockouts in the jute industry and the consequent loss of man hours in each of the past ten years is given below:-

Year		Number of strikes and/or lockouts.	Man hours lost.
1949	--	16	4,256,345
1950	--	18	3,299,548
1951	--	6	426,431
1952	--	22	1,114,178
1953	--	71	4,231,857
1954	--	15	2,551,496
1955	--	63	3,409,916
1956	--	39	6,602,875
1957	--	15	2,123,115
1958	--	15	1,516,893

The total time-loss owing to stoppage of work during the year under review recorded a decrease over the previous year although the number of disputes remained the same. An analysis of the stoppages reveals that there were seven stoppages during the first quarter, four stoppages during the second quarter, three stoppages during the third quarter and only one small stoppage during the last quarter of the year. Out of these fifteen stoppages, ten concerned the entire body of workers and in the other five cases only a section of the workers was involved. All the stoppages excepting one were of short duration. Protests against the issue of charge sheets were responsible for 7 work stoppages during the year. Disputes relating to workload were responsible for 3 stoppages during the year. The remaining 5 stoppages were brought about by miscellaneous factors.

Works Committees.- Due to the expiry of the term of Office of the works committees, fresh elections were held in twenty-seven mills during the year. The trade union organisations affiliated to different political parties continued to take a keen interest in these elections and a number of candidates were elected on the nomination of various unions. Independent candidates, however, still constitute a majority of the workers' representatives in the works committees.

Although some workers' representatives preferred to bring in their sponsoring trade unions in resolving any issues, the works committees in general maintained their undisputed position as an important bipartite agency for joint discussions at the unit level. Matters relating to interpretation of awards and statutes, wage rates, discipline, penal actions, retiral benefits, transfer, promotion, working schedule, production problems, housing, sanitation, etc., generally came up for discussion in the works committee meetings and it was possible to resolve many disputes through this channel. Furthermore, in spite of the fact that in times of serious trouble the workers' representatives generally failed to judge a situation dispassionately, they proved to be a very useful medium in interpreting the reaction of the workers to any change.

Absenteeism.- The following table shows the extent of absenteeism in the mills due to sickness:-

Sickness Statistics from January to December 1958.

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
Number of persons absent due to sickness as percentages to total number of persons employed.	14.07	14.16	13.77	12.25	14.30	12.92	13.11	13.24	13.99	10.75	12.36	12.57
Average period of absence per sick person(days).	5.13	4.86	4.86	5.65	6.12	5.63	5.59	4.73	5.07	4.91	5.04	5.27
Average period of per capita absenteeism of all workers employed (days).	0.72	0.69	0.67	0.69	0.87	0.73	0.73	0.63	0.71	0.53	0.62	0.66

Workers' participation in Management.- In regard to the Government's measures to promote workers' participation in management in selected units, the Committee of the Association, while recognising that there were no units in the jute industry which completely fulfilled these requirements, nevertheless felt that the Association should co-operate with the Government of India in this scheme by selecting two mills in which the required experiments in workers' participation in management might be tried out. Two member mills of the Association, namely, Kankmarrah and Bally volunteered to experiment with the scheme. At the beginning of the year representatives of both these mills attended a Seminar on Labour Management Co-operation held in New Delhi under the auspices of the Ministry of Labour and Employment, Government of India. In accordance with the recommendations of this Seminar joint councils were set up in these mills. In the absence of any recognised union Kankmarrah Mills found it difficult to select workers' representatives to be included in the joint council. After protracted discussions the two rival unions agreed to merge into one and the Company accorded recognition to it. A joint council was then set up, the workers' representatives being nominated by the union. Matters relating to the revision of working hours, improvement in the quality and supply of material etc., were discussed by the joint council and some of the recommendations were implemented.

In the case of Bally Mills, difficulties were also experienced in the setting up of a joint council, due to the existence of two rival unions. The management carried on negotiations with the two unions and it was finally agreed that one of the unions would nominate 4 members (one of them being an official of a union who is not a worker of the mill) and the other would nominate two members on the joint council. Two standing sub-committees were set up by the joint council, one for the administration of welfare measures and the other for the allotment of quarters in the workers' colony. It was agreed that "a suggestion scheme" would also be introduced after information on this subject had been collected from places where the scheme had already been tried out. Matters relating to internal discipline, improvement of the canteen, setting up of a reference library, introduction of double shift working etc., were some of the subjects discussed at different meetings of the Joint Council held during the year.

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

India - January 1960.

Report on the Activities financed from the Coal Mines
Labour Welfare Fund for the Year 1958-1959.

The Government of India published on 23 January 1960 the report on the activities financed from the Coal Mines Labour Welfare Fund for the year 1958-59 together with a statement of the accounts for the year 1958-59. A brief summary of the report is given below.

The year under review was marked by the opening of two more regional hospitals with attached maternity and child welfare centres, the conversion of the regional hospital, Searsole into a T.B. Hospital, the implementation of the feeder adult education centre scheme, the running of tailoring classes for the dependents of the victims of Chinakuri Colliery accidents and by the organising of the first special train for coal miners.

Hospitals and Other Medical Facilities: Central Hospital, Dhanbad.- The hospital whose bed strength had been increased to 250 from the previous year entered the eighth year of its existence and continued to render useful service to the colliery workers suffering from various kinds of diseases. The average daily number of in-patients treated in the hospital during the year was 266 against 250 during the previous year. A total of 26,567 patients were treated in the different departments of the hospital during the year.

Central Hospital, Asansol.- The second Central hospital of the Fund at Kalla, Asansol in the Raniganj Coalfield which started functioning from April 1955 was completing the 4th year of its existence. The average daily number of in-patients treated in the hospital during the year was 260 against 237 during the previous year.

Due to heavy influx of patients, the scheme of expansion of the hospital from its existing bed strength of 165 to 250 beds was sanctioned by Government. Construction of additional buildings was started. Sanction of the Government was also issued to a scheme of setting up a Deep X'ray Therapy Section with necessary accessories at the hospital for providing facilities of deep X'ray therapy and radium treatment. A total of 28,074 patients were treated in the different departments of the hospital.

Regional Hospitals.- The five regional hospitals-cum-maternity and child welfare centres which had been established previously at Katras and Tisra in the Jharia coalfield and at Chora and Searsole in the Raniganj coalfield and Jamai in the Pench Valley coalfield continued to render useful service. The 30 bed regional hospital-cum-maternity and child welfare centre at Naisarai in the Ramgarh-Karanpura coalfield was opened by the Union Deputy Minister for Labour on the 6 December 1958. The O.P.B. of the hospital started functioning from the 1 August 1958. The indoor department of the 18 bed regional hospital at Dhanpuri in the Vindhya Pradesh Coalfield started functioning from the 15 August 1958. The O.P.D. was functioning from the previous year. The out-door department of the regional hospital, Phusro in the Bokaro Coalfield also started functioning during the year. A total of 29,574 patients were treated at the various Regional Hospitals of the Fund during the year.

Maternity and Child Welfare Centres.- Besides the centres attached to the regional hospitals, a Centre is run by the Fund at Jatachappa in the Pench Valley Coalfield. The Fund has appointed lady health visitors in the Chanda, Talohar and Sambalpur Coalfields for Maternity work in those areas.

Maternity and child welfare services were also rendered by the Jharia and Asansol Mines Boards of Health for which the Fund was paying an annual grant of 50,000 rupees to each of the Boards. For similar arrangement in the Hazaribagh Coalfield Mines sanction of Government was obtained for payment of a grant-in-aid to the Hazaribagh Mines Board.

Payment of the annual grant-in-aid of 1,000 rupees for maintenance of the 10 bed Maternity Block at the Government Hospital, Chanda for treatment of colliery cases in the area was continued.

Anti-T.B. Measures.- To afford treatment facilities to colliery workers suffering from T.B. the Organisation has been running two 12 bedded T.B. clinics one at Katras in the Jharia Coalfield and the other at Searsole in the Raniganj Coalfield. The regional hospital section of the hospital-cum-maternity centre at Searsole was converted into a 25 bed T.B. Hospital during the year, the maternity wing being kept with provision of six beds each for general and maternity and child welfare cases. The total number of patients treated at the Katras T.B. Clinic was 413 and that at the Searsole Clinic 237.

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In addition to aforesaid facilities, 67 beds were also reserved by the Fund in various Recognised Sanatoria for treatment of colliery T.B. patients.

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

A pilot scheme of domiciliary treatment to coal mine workers suffering from T.B. in the coalfields of Bihar and West Bengal who could not get admission either in the T.B. Clinics or at the beds reserved by the Fund was introduced during the year. Besides arrangement for free treatment of the patients at the centres opened under the scheme, a grant-in-aid for special diet upto a maximum ~~expense~~ of 50 rupees per month per patient and a subsistence allowance not exceeding 50 rupees per month to his dependents ~~and~~ if he happened to be the only earning member of the Family were being paid for a maximum period of six months. The scheme was put into operation from 1 August 1958. Treatment of a total of 300 patients was provided ~~from~~ for under the scheme. Assessment of the cases treated under the domiciliary T.B. treatment scheme revealed results of quite an encouraging nature.

Dispensaries.- At the two dispensaries run by the Fund, one at the Bhuli Township in the Jharia Coalfield and the other at Mugma in the Mugma Coalfield, a total of 13,230 and 5,088 new cases respectively were treated. As the mobile medical unit provided in the Mugma Coalfield was not found to be rendering useful service, it was transferred to the Damua area of the Pench Valley Coalfield.

Ayurvedic Dispensaries.- With the opening of two Ayurvedic Dispensaries in the Ramgarh-Karanpura Coalfield one at Dakra-Buk-Buka in August 1958 and the other at Central Saunda in November 1958, the Organisation was running seven Ayurvedic Dispensaries. They were found to be ~~very~~ very popular. A total of 26,400 patients were treated at the various dispensaries.

Family Counselling.- Family counselling centres were run at the two Central Hospitals and four Regional Hospitals in the Jharia and Raniganj Coalfield. Twelve hundred and twenty-five cases were attended to. Sterilization was done in 133 cases.

Family planning lectures and demonstrations were also given to mothers in all the 32 maternity and child welfare centres run by the Jharia Mines Board of Health. The field workers of the women's welfare section continued wide propaganda on the advantages of family planning among the women ~~and~~ folk.

Leprosy Relief.- The additional ten bed ward at the Tetulmari Leprosy Hospital constructed at the cost of the Fund for treatment of colliery leper cases started functioning from 15 August 1958. With the provision of these additional beds, the Fund was maintaining a total of 46 beds for treatment of leper cases for which recurring grant was being paid by the Fund.

Anti-Malaria operations.- Malaria control operations were continued in the Coalfields of Jharia, Hazaribagh, Raniganj, PENCH Valley, Korca, Chanda, Margherita, Talcher, Sambalpur and Singareni Collieries. The main programme is spraying of residual insecticides in the Coalfields with a view to destroying anopheline mosquitoes which carry the disease. Two rounds of spray at a dose of 100 of surface were given in all Coalfields except Margherita where due to its long transmission season three rounds were given. Thirty-five teams with 97 stirrup pumps were engaged in spraying. About 740 collieries and 500 adjoining villages were sprayed during the year protecting a population of about one million.

Eight thousand four hundred and eighty-seven persons were given blanketting treatment, 1053 persons received suppressive treatment and 31 cases were given curative treatment. The treatment of curative cases had been based only on microscopical positive findings.

Diagnostic facilities to colliery Medical Officers were continued. Eight thousand five hundred and sixty-five blood slides were examined and 108 out of them were only found to be positive.

In most of the areas, spleen, parasite and infant parasite examinations were completed and in some areas they were still being continued. Out of 28,155 children examined for spleen, 229 were found to be positive. Spleen survey was carried out amongst the children between two to ten years of age. Out of 13,135 ~~more~~ blood slides examined for parasitological examination 25 were found positive. Out of 1916 slides from infants examined microscopically for parasite, only 4 were found to be positive.

Educational and recreational facilities.-Miners' Institute.- For providing educational and recreational facilities to colliery workers, their children and other dependents, miners' institutes, each comprising a centre for the welfare of women and children and adult education centre and a children's park are established in the various coalfields. With the completion of three miners' institutes buildings during the year 49 miners' institute buildings had been constructed by the Fund.

Women's Welfare Centres.- Up to the end of the previous year 52 centres had been established in the various coalfields. During the year under review three more centres started functioning at Chanch (Mugma Coalfield), Newton Chickli (PENCH Valley Coalfield) and Yellandu (Andhra Pradesh Coalfield).

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The centres continued to provide elementary education to workers' children upto Class II standard. The children attending the centres are given bath in the morning by the Aya of the centre. They are then dressed with garments supplied free by the Organisation. Healthy and interesting games are played at all the centres. Milk and tiffin continued to be distributed to the children attending the women's welfare centres in the various coalfields every working day. Chura, Gur, Kismis and UNICEF milk powder were supplied to them. Medical check-up of children's health continued at all the centres. The health of the children was checked up quarterly during the year by the Medical Officers of the Organisation. The average health of the children was found satisfactory.

Besides training in handicrafts like sewing, tailoring, embroidery, repair of garments, etc., literacy classes are also held for women at all the centres. A total of 704 women attended the literacy and craft classes upto 31 March 1959 in all the centres (excepting those in Andhra Pradesh). The total number of women declared literate upto that date was 467. All the centres have been provided with a Sewing Machine each and other materials for handicraft work.

Adult Education Centres.- Up to the end of 1957-58, fifty-three adult education centres had been established. During 1958-59 three more centres started functioning at Chanch, Newton Chickli and Yellandu. Eight hundred and twenty-six adults were made literate during the year. The total number of adults made literate upto 31 March 1959 was 6,313.

Primary Schools.- Monthly grants-in-aid were continued to three schools in Talcher, four schools in Andhra Pradesh and one school each in Korea, Assam and Darjeeling coalfields. The Advisory Committee decided at its meeting held in March 1959 that the assistance to schools be continued upto 31 March 1960. A non-recurring grant of 500 rupees was sanctioned for payment to the Kharkharee Colliery School for purchase of furniture and equipment.

Training of Welfare Personnel.- The scheme for the training of welfare personnel was implemented ~~xxxxxx~~ during the year at the Bhuli Township. The scheme envisages training of personnel for organising multifarious welfare activities for labour of coal and other industries. The centre was opened on the 2 August 1958. The first course of training was completed on 31 January 1959. Fifty-one students sat for the examination. Nine of them passed in first division, 24 in second division and 10 in third division. The second course of training commenced from 1 March 1959 with 47 trainees.

Feeder Adult Education Centre.- With a view to expanding adult education activities, a scheme of feeder adult education centre was introduced during the year. Under the scheme 35 Feeder Centres were to be opened in accommodation made available by colliery owners, in the midst of workers' colonies. All the 35 centres were opened during the year - 12 in Jharia, 8 in Raniganj, 2 each in Giridih, Mugma, Ramgarh-Karanpura and Panch Valley, one each in Assam, Vindhya Pradesh and Korea and 4 in Andhra Pradesh. As there was a growing demand for such centres which were very popular, a proposal for opening 100 additional centres was approved by the Advisory Committee.

Other amenities:- Co-operative movement in Coalfields.- The drive initiated by the Organisation to spread co-operative movement in the coalfields and thus ameliorate the ~~social~~ social and economic condition of coal miners and free them from the ~~clutches~~ clutches of usurious money-lenders was being continued. As a result of the drive many new Co-operatives were ~~formed~~ formed with the active co-operation of the State Co-operative authorities concerned. In order to place the Societies on sound footing and to ensure their smooth functioning the Organisation was making every effort for securing the maximum co-operation of the colliery management, the State Co-operative authorities and others. A scheme for payment of non-recurring grant of 67 rupees from the Fund to each newly organised Co-operative Society towards the preliminary cost of establishment was introduced towards the end of the year. Up to 31 March 1959, eight Societies were paid the grant.

Centre for imparting training in tailoring to dependents of the victims of the Chinakuri Accident.- A centre for imparting training in tailoring to the widows and other female dependents of the victims of the Chinakuri accident was started at the Fund's Multi-purpose Institute at Chinakuri from February, 1959. The training classes were being financed from out of the donations received from various sources. Fifteen female dependents offered to undergo the training and they were admitted. A sewing machine was provided to each. Each of the trainees was being paid a stipend at the rate of 30 rupees per month during the training period. The trainees would be allowed to have the machine after completion of the training in order to enable them to earn a living.

Excursion-cum-Study Tour for coal miners.- With a view to providing an opportunity to the coal miners to visit important places in the country, arrangements were made for a special train with 500 miners, to visit Lucknow, Haridwar, Bhakra Nangal, New Delhi, Mathura, Agra, Varanasi, Tata Nagar and Puri.

The statement of accounts shows that receipts amounted to 35.106 million rupees including an opening balance of 31.923 million rupees; expenditure during the year amounted to 5.823 million rupees leaving a closing balance of 29.283 million rupees.

(The Gazette of India, Part II-Sec.3-Sub-section(ii)
23 January 1960, pp. 383-388)

59. Social Research.

India - January 1960.

XIth Session of the Indian Conference of Social Work,
Hyderabad, 27-31 December 1959.

The XIth session of the Indian Conference of Social Work was held at Hyderabad from 27 to 31 December 1959, Shri V.V. Giri, Governor of Uttar Pradesh presiding. Shri V.K.R. Menon, Director of this Office, attended the Conference on behalf of the I.L.O. and was the chairman of Panel No. I on "A Social Policy for India".

Role of Social Workers: Shri Giri's Address.- In the course of his presidential address, Shri V.V. Giri urged the social workers in the country to consider it their sacred duty to instil among the people an awareness of national solidarity. He added that during the dozen years of its existence, the Indian Conference of Social Work had done much good work. Many social welfare institutions and those established to meet the needs of the mentally and physically handicapped owed their existence to its pioneering efforts.

Shri Giri said that with the State entering the field as the main social welfare agency, a possible question might arise whether non-official organisations could play a useful part. The answer was an emphatic "yes". "In fact", said Shri Giri, "we have to-day to shoulder a greater measure of responsibility in the execution of the various welfare programmes". It was not possible for the Government alone to tackle the many problems facing the people completely and effectively.

Shri Giri referred to the plea that the conference had put forward for a separate Ministry of Social Welfare and said it was gratifying to note that several State Governments had now constituted a separate Ministry. All social welfare service organisations should collaborate in their work and while each one of them had contributed towards the welfare of the community, there was not the required co-ordination in their activities, with the result that there was much over-lapping of the work done.

Shri Giri said that the need for professional social work had been realised sufficiently in recent years and more and more social work institutions were coming up. The honorary workers and voluntary agencies had done much but it could not be denied that honorary social workers, save in the case of a few, were not in a position to devote their whole time to this work. Therefore, it was necessary to establish institutions to train personnel, so that a sense of mission could be combined with an idea of earning their livelihood in them.

Shri Giri referred to the difference in the courses and training provided in the various social work schools and said it would be very advantageous, if standardised programmes were made and uniform courses were adopted. Refresher ~~courses~~ ~~xxxxxx~~ and orientation courses should also be opened, he said.

added that
He said, the setting up of a cadre of social workers suggested by the conference would be highly useful.

Secretary's Report.- In her report for the years 1958 and 1959, Shrimati Mary Clubwala Jadhav, Honorary General Secretary, of the Indian Conference of Social Work, said that the first training course for housing managers-cum-community organisers extending for six months ended on 15 June 1959. It was proposed to start the second course in December 1959, but the Bombay Government grant having been sanctioned only in that month the course had to be postponed.

The Secretary said that the idea regarding orientation course for voluntary workers was gaining in strength and several organisations were conducting courses for various categories of workers.

Reports of Group.- The Conference divided into panels, sections, sub-committees and workshops to consider various subjects. The reports of these groups were presented and adopted at the final plenary session of the Conference. A brief review of the more important of the reports is given below:-

Section I. Social Welfare Legislation.- The Section recommended that preventive measures for juvenile delinquency should be adopted than merely curative methods, ^{and} that children should be made to adjust with various difficult situations in the home, than in an institution. For this purpose, various facilities should be made available to strengthen the family and the Home. It is further recommended that ^{the} cases of children who are victims of circumstances, more administrative measures should be used than legal. It also recommended that there should be a model children's Act on All India basis for giving guidance to all the States: each State may have a separate legislation for children based on the model Children's Act. Vigorous efforts should be made to create public opinion in favour of Social Welfare Legislation.

Section II. Family Welfare Services.- The Section suggested that family welfare agency being a technical service, wherever possible, schools of social work should take initiative in starting such agencies. A trained social workers with the knowledge of family welfare work should be attached to every community development projects. In rural community development projects, it is advisable that the mukhasevika should have some orientation courses in family welfare work to enable her to recognise problems of the family so as to refer them to the appropriate agencies. It was recommended that organisations like the All India Women's Council, Young Women's Christians Association, Bombay Provincial Women's Council and other women's organisations should give a lead in starting hostels for working mothers with the financial aid from the Central Social Work Welfare Board. Marriage counselling should be developed as a specific service in the community under trained personnel. It is also necessary that the Central Social Welfare Board makes a distinction between social services and social welfare services so that family welfare services are not mixed up with essential services like schools, health units, etc.

Section III. Services for Physically Handicapped.- The Section's report emphasised that in regard to the medical aspect of rehabilitation two aspects have to be borne in mind, viz., prevention and rehabilitation. Prevention can best be achieved by early detection, prompt treatment and parent education. In order to give comprehensive facilities for all conditions of handicaps it recommended that (a) specialised ophthalmic, E.N.T. and orthopedic (including speech therapy) outpatients clinics be attached to general and teaching hospitals; (b) Municipal dais and health visitors be trained to become handicap-minded and to undertake the work of prevention by parent education, prompt reference to hospitals and other means; (c) Orthopedic workshops for manufacturing prostheses and artificial limbs be attached to all orthopedic departments of general hospitals; and (d) eye banks be established at least in the capital cities of all States.

In regard to education, equal facilities with the able bodied should be provided through special day schools, and separate sections attached to ordinary day schools for such children as can benefit by integrated education. Training courses for teachers of the blind, the deaf and the dumb should be organised. With a view to giving an orientation to all teachers, education of the handicapped should be included as a subject in the syllabus of teachers training courses.

The Section suggested that in view of the need for providing facilities for training and employment for the handicapped in various occupations, non-residential industrial workshops should be set up. Such workshops should be started preferably by voluntary agencies. The Government should support such ventures to the extent necessary. The co-operation of all employers in the country was necessary for the absorption of handicapped persons in suitable employment. As the largest single employer, Government should give a lead in this matter. It was also recommended that Central and State Governments should employ in every Department, a minimum number of handicapped persons; necessary relaxation being made for this purpose in the rules relating to physical fitness. In order to facilitate placement in employment, special employment exchanges for the handicapped should be established in every state as part of the existing National Employment Service. And studies should be made of the occupational specifications and training requirements of jobs suited to various types of handicaps, in order to enable vocational training to be co-related with physical disability as well as employment opportunity.

Panel I. Social Policy for India.- The Panel emphasised that the need for a well thought out policy was even more prominent in the social than in most other fields and urged a flexible system of priorities. "Broadly a flexible form of priority can be devised by treating the problem in two categories - long term and short term. The latter should include, inter alia, such fields where a country-wide coverage should be feasible within a reasonable measure of time. In such fields any differential treatment as between different states or regions might well create new and more complicated problems."

The Section urged priority in regard to preventable rather than to curative measures in the context of present conditions. "Finances expended in this field, being in the form of a sound investment and not an outright expenditure, should not, therefore, be grudged. A considerable degree of planning and research are needed in this field. If it is agreed that the observations quoted above do apply to a considerable extent in India, it will be obvious that doubled or even greater efforts will be needed during the period of the Third Five Year Plan and intensive preparatory work has to be done well in advance."

In so far as the national goal was one of achieving a classless society with equality of opportunity, the Panel recommended that "we must work for a programme of services which would help every handicapped section of the society to secure this access to opportunities for its own all-sided development. A programme of complete and comprehensive social security can ensure that at least the material conditions which make for equality of opportunities are created and every handicapped individual is given the special services required to enable him to utilize the opportunities available in society. The handicaps can be physical, mental, social or economic and the services will be oriented to meet the particular needs of the individual concerned. A complete programme of social security would provide for the service of:

- i) income maintenance service - in the nature of insurances as well as public assistance;
- ii) education for all up to at least a particular level;
- iii) comprehensive health services;

Such a programme of complete and comprehensive social security is judged to be immediately unattainable with the resources available to the country. It would, therefore, have to be regarded as a long term objective. Already, some of these measures are being provided for certain sections as, e.g., organised labour, which involve no direct cost on the public exchequer. Such measures, incidentally, serve as valuable pilot projects in the context of the long term measures. Immediately, it might also be important to use part of our resources to provide services to groups and communities who have traditionally been deprived of even such opportunities as were available to the other sections of the community. Gradually, as resources become available the criteria used for identifying such groups will be broadened until every individual who is in need of special assistance is able to obtain it. The special facilities provided for the scheduled castes, scheduled tribes and backward classes have to be viewed in this light. If they are so viewed, then the problem about which the social workers should be concerned is not one of how and when to remove the special facilities that are made available to certain groups, but rather one of how and when to extend the number of groups to which they are made available until they cover the entire needy population."

Apart from the programme for the traditionally under-privileged groups in the community, there was also a need for services for the normal community. One set of services that may be specially emphasised in this area were the services for the welfare of children. The future well being of the community depends upon the services that were made available to children for developing into a healthy, educated and socially responsible citizenry. Programmes of pre-primary and primary education, organised recreation, school health services, infant and child health services, etc., are a must even as a matter of judicious investment.

While the needs of the under-privileged groups in the community and of children may have to be specially attended to, the needs of the socially, physically and mentally handicapped individuals cannot be neglected. It was obvious that the entire number of blind, deaf, crippled, mentally retarded, or even of the orphaned, widowed and aged persons cannot be materially covered by programmes of state assistance. But this cannot be an excuse for their complete neglect either. Increasing facilities will have to be provided for their care, education and rehabilitation.

Stressing the importance of co-ordination, the Panel stated that co-ordination had to be achieved not only in state agencies but in the voluntary sector also. It had to operate at all levels of work right from a small town to the nation and to act in the field of common interest ultimately leading to a coherent action.

The Panel also underlined the importance of training. "It is the general feeling that training programmes in this field should be intensified considerably and, further, that the persons so trained should be properly utilized."

It also recommended that in regard to relation between voluntary and official agencies, as a guiding principle, it may be said that voluntary agencies have to feel the needs of the community, take up work and, without dependency on government, pilot the project. Further, the division could be based on a basic factor that certain action which needs countrywide, unified action has to be left to the state. The statutory measures, for instance, like the field of social defence have to be left to the state authorities. Given minimum standards of work, voluntary agencies should have full freedom to act in other fields.

Panel II. Co-ordination of Social Work.- The Panel urged that the Indian Conference of Social Work which set the objective of co-ordination before itself since its inception in 1947 should intensify efforts to bring about close co-operation and co-ordination between voluntary organisations at national, state and local levels.

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As a preliminary step towards the achievement of the objective of co-ordination, the Indian Conference of Social Work should concentrate on the following services: (a) Liaison; (b) Information exchange; (c) Research; (d) Creation of public opinion; (e) Securing necessary legislation; (f) Working for implementation of Social legislation and common programmes; (g) Study difficulties of the member agencies and find solutions to them through co-operative and joint action; (h) Creation of atmosphere in which member agencies can function better. The Panel also reiterated the Conference's previous recommendation that a Ministry of Social Welfare be set up at the Centre (a) to consolidate clearly identifiable welfare schemes which are now scattered in various Ministries under one portfolio, and (b) to co-ordinate the working of welfare schemes with that of other allied social welfare schemes. This pattern should be followed at the states and local levels, and necessary revision in the structure and function of the existing Social Welfare Departments should be carried out for the purpose.

Sub-Committee I. Co-operation in the III Five Year Plan for Social Welfare.— The Sub-Committee felt that the voluntary agencies could play an important part in the following areas: (i) filling gaps in the existing welfare services; breaking ground, establishing the need for new services, undertaking pilot and pioneering schemes; (ii) undertaking research and surveys in areas where the extent and the nature of social problems had to be ascertained. Also undertaking training programmes to man the various welfare programmes; (iii) helping the implementation of the Government schemes by acting in an advisory capacity; (iv) it would also be possible for some voluntary agencies that have established ~~firm~~ standing in a specific welfare field to implement projects on behalf of the Government; (v) it was felt that ~~agencies~~ agencies run on caste or communal basis may be allowed to function, far as they did not interfere with the national social policy. It is necessary to check narrow parochial outlook in them and encourage them to adopt themselves to a secular outlook in their work; and (vi) voluntary agencies could play an important part in creating community awareness of needs and consciousness of a higher standard of living. It was agreed that the voluntary agencies and State agencies must work in partnership and with due appreciation of each other's respective contribution. Where voluntary agencies were languishing for lack of funds, Government agencies could aid their functioning by Grants-in-aid Programmes. It was felt that considerable improvement was needed in the procedure of applying and receiving grants.

It was suggested that the Government has to accept major responsibility for ensuring adequate standards of service for Government and voluntary agencies. In order to ensure co-operation and acceptance of such standards by voluntary agencies, it was considered important to associate them closely in the task of evolving standards of service. It was emphasised that care has to be taken in determining the nature and competence in specialised areas, of voluntary agencies while selection of their personnel on Advisory ~~Committee~~ Bodies. The Committee was in favour of the practice of entrusting existing voluntary organisations of standing in a particular welfare field with the execution of projects under various Government schemes, with the financial resources coming from the Government. It was emphasised that such experimental projects must be allowed to function without undue intervention from the Government. The results of such experiments should prove very useful to the Government in the planning and implementation of various programmes.

Sub-Committee II: Training Programme for Workers at Various Levels.- The Sub-Committee reviewed the existing facilities for training in the country. It was felt that wide diversions in the various aspects of the training programme had developed during the last one decade. This included thirteen training institutes with two year training, four with one year training, one with six months training at graduate level and four institutions offering training at graduate level with varying durations and two universities offering courses leading to Bachelor Degree of Social Work. In addition, there are in existence different training courses for specific fields like labour welfare and industrial relations, Tribal Welfare and national extension and community development. It was unanimously agreed that social welfare personnel at all levels should have common content of social work training in terms of the understanding of common human needs and social problems in addition to the knowledge and skills of social work. It was, at the same time, felt that there was a need for detailed study of the existing jobs in the field of social welfare in order to determine the social work content of these jobs. After considerable discussion, it was decided that training in social work ~~work~~ should be at two levels, namely, (i) social welfare jobs at the field level requiring basic social work knowledge and skills, but not intensive; and (ii) social welfare jobs which require in addition to the basic social work knowledge and skill, intensive knowledge and skill in a specialised field or administrative and supervisory knowledge and skills. Recommendations were, accordingly made in regard to the content and duration of the training programmes and requirements of admission.

Workshop on Social Research.- The workshop suggested that due to lack of statistical data and research material in the welfare field, a research department should be created with full-time research personnel under the auspices of the Indian Conference of Social Work and Social Welfare Board. They should be able to collect data from UNESCO regarding comparable projects in South East Asia and in turn keep UNESCO informed how research projects are engaged in by Indian Conference of Social Work and Social Welfare Board; besides they should serve as a clearing house for information on all research projects conducted in Schools of Social Work and to work as a co-ordinating and advisory body on such projects when and if called for. It felt that the universities and schools of social work should take more and more interest in social research by undertaking independent studies.

Election of Office-bearers.- Dr. B. Gopala Reddi, Union Minister for Revenue and Civil Expenditure, was elected President of the Indian Conference of Social Work for the years 1960-62. Shrimathi Mary Clubewala Jadhav was reelected as General Secretary.

(Documents of the Conference received
in this Office;
The Hindu, 28, and 31 December 1959).

Chapter 6. General Rights of Workers.

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

India - January 1960.

Madras: Working of the Payment of Wages Act, 1936,
during the Year 1958*.

Application.- The Payment of Wages Act applies to the payment of wages to persons employed in all factories as defined in the Factories Act including those notified as Factories under section 85(i) of the Factories Act, 1948 and to the persons employed upon any Railway by a Railway Administration or by a person fulfilling a contract, with a Railway Administration. The Act has also been extended and made applicable to all classes of persons employed in plantations and in motor omnibus services in the State. The Act is not applicable to persons whose wages exceed 400 rupees in a wage period.

During the year under report the Act was applicable to 5,343, factories covered by the Factories Act, 1948; 3,678 plantations and 201 omnibus services establishments of which 5,061 factories and 201 omnibus services establishments were in commission. All the factories and establishments which were in commission have fixed wage periods. Out of 3,678 plantations covered by the Act, only 263 plantations were covered by the Plantations Labour Act, 1951 and all the plantations covered by the Plantations Labour Act have fixed wage period.

* Government of Madras: Report on the Working of the Payment of Wages Act, 1936, in the State of Madras for the Year 1958: Printed by the Controller of Stationery and Printing, Madras, 1959: pp.40: Price, 95 naya Paise.

Returns: A. Factories.- Out of 5,343 factories on the registers, 5,081 factories were in commission during the year of which 4,521 submitted the annual returns in time. B. Plantations.- Out of a total of 3,678 plantations covered by the Payment of Wages Act, only 201 plantations submitted the returns. C. Omnibus Services.- Out of 189 establishments, 133 establishments submitted the returns.

Total wages paid.- The average number of persons employed during the year in factories and industrial establishments from which returns were received were 307,964 in factories, 63,029 in plantations and 3,217 in omnibus services. The gross wages paid were 315,680,115.15 rupees in factories, 35,605,122.05 rupees in plantations and 3,584,421.33 rupees in omnibus services.

A sum of 147,419,923.85 rupees was paid as basic wages to the workers employed in factories and nearly an equal amount, i.e., 135,756,085.80 rupees was paid as Dearness Allowance and other allowances, ~~217,221~~ 2,172,216.50 rupees was paid as arrears of wages to workers during the year.

The total wage bill of workers in all the industries in the State increased by 24 per cent. The annual wage of an industrial worker was 1,025 rupees as against 868 rupees in 1957, and 852 rupees in 1956.

Deduction from wages.- The deductions made from the wages of the workers, the number of cases and the amount so deducted during the year under report are shown below:

Nature of deductions.	Number of cases.	Amount. Rs. nP.
I. Factories:		
(a) 'Fines'	75,682	29,624 00
(b) 'Damage or Loss' of goods.	16,041	6,028 22
(c) For 'Breach of Contract'.	5,841	30,716 08
Total.	97,564	66,366 30
II. Plantations:		
(a) Fines	503	711 50
(b) Damage or loss of goods.	272	441 13
(c) For Breach of Contract.	39	16 61
Total.	814	1,189 24

Inspection and Prosecution.- Factories and other industrial establishments to which the provisions of the Act were applicable were inspected by the Inspectors of Factories, Inspectors of Plantations and Assistant Inspectors of Labour along with their regular inspections under the other Acts (i.e., Factories Act or Plantations Labour Act, etc.). Special visits were also made by the Inspectors to enquire into complaints of non-payment of wages, delayed payment of wages and unauthorised deductions from the wages of workers.

Prosecutions.- During the year under report, thirty prosecutions were launched against the paymasters for their failure to submit annual returns for the year 1957, for non-maintenance of registers and for their failure to display the required notices; and twenty-nine cases were disposed of. A sum of 375 rupees was realized as fines.

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES
OF WORKERS.

INDIA - JANUARY 1960.

71. Employees and Salaried Intellectual Workers.

Annual Meeting of the Association of Scientific Workers:
Prime Minister's Address.

The Annual Meeting of the Association of Scientific Workers was held at Bombay on 4 January 1960, under the chairmanship of Shri P.C. Mahalanobis. Among others, Shri Jawaharlal Nehru, Prime Minister of India, addressed the meeting.

Addressing the Conference, Shri Nehru said that he was a "little hurt" when he came to know that "some of our best scientists" preferred to remain abroad and even settle down in foreign countries because of "inducements and better scientific facilities", for work. The Prime Minister said that India was, perhaps, not in a position to offer these Indian scientists abroad the inducements and facilities for scientific work other countries could afford. But this should not mean that they should prefer to stay abroad. India, he said, wanted to progress fast making the best use of the technological developments and in this every Indian scientist should assist his country.

Referring to the question of trade unions for scientific workers, the Prime Minister said this was a subject requiring "careful consideration and discussion". He could not say anything off hand. The Government, wanted to give greater recognition to scientific workers. Their number was increasing day by day and they were finding adequate work to do. The important question was how to improve the quality aspect of scientific workers.

Presidential address.- Shri P.C. Mahalanobis, in his presidential address called upon the Central and State Governments to give the Association official recognition as it could and should play an important role in the advancement of science and technology in India.

The Association had begun its work with high hopes just before independence but there had since been a gradual decline in its membership and activities. "In the discussions at the executive committee we felt that either a fresh start has to be made with a clear programme suited to the needs of India, or the Association should now be voluntarily wound up", he added.

Professor Mahalanobis said that the Government was the biggest employer of scientific workers and it was "not enough to have the passive goodwill of the Government" for the Association.

"I am confident that the Government would take a favourable view and not only give official recognition to the Association but also give it adequate moral and financial support to function in an efficient manner. I also submit that it would be of great help to set up a machinery for joint discussions between what may be called the 'official side' and the 'staff side' on the model of Whitley Councils".

(The Statesman, 5 January 1960).

Madras: Working of the Madras Shops and Establishments Act for 1958*.

The following information on the working of the Madras Shops and Establishments Act, 1947, for the year 1958 is taken from the Madras Government's administration report on the working of the Act.

Extent and application.- The Madras Shops and Establishments Act, 1947, continued to be in force in the city of Madras, in the Municipal areas, in Class I Panchayats and also in some special areas notified by the Government. The provisions of the said Act was extended in the Municipalities of Nagarcoil, Colacbel, Padmanabhapuram, Kuzhithurai and Shencottah with effect from 15 August 1958.

Inspections.- There were 152,767 shops, 5,948 commercial establishments, 16,876 restaurants, 425 theatres and 10 other places of public amusement or entertainments covered by the Act in Madras State including Kanyakumari district and Shencottah taluk of Tirunelveli district. The total number of persons employed in those establishments is 218,040. During the year 634,397 regular, 4,700 surprise, 16,608 holiday and 3,223 special visits were made by assistant inspectors of labour.

Prosecutions.- At the beginning of the year, there were about 20 prosecutions pending in Courts. Six hundred and sixty-two prosecutions were sanctioned both by the Chief Inspector of Factories and the Commissioner for Workmen's Compensation, Madras, during the year for the infringement of the provisions of the Madras Shops and Establishments Act, 1947. Out of 682 prosecutions pending in the Courts during the year, 634 ended in conviction. Only 12 cases ended in acquittal. In two cases, the Government granted withdrawal of the prosecution already launched in Courts in view of the fact that the accused could not be apprehended even after the issue of non-bailable warrants and also after taking action under sections 87 and 88 of the Criminal Procedure Code. There were 33 cases pending in Courts for disposal at the close of the year. A sum of 8,272.00 rupees was realised as fines by the Courts.

* Administration Report on the Working of the Madras Shops and Establishments Act for the Year 1958: Government of Madras, 1959: Printed by the Controller of Stationery and Printing, Madras, 1959, pp.19; Price 65 naya paise.

Appeals.- The following statement shows the number of appeals entertained under various sections of the Act: -

	Under Chapter V of the Act - Section 24 and rule 8.	Under Section 41 of the Act.	Under Section 51 of the Act.
1. Number of applications pending on 1 January 1958.	-	180	6
2. Number of applications received during the year 1958.	-	564	8
3. Total.	-	<u>744</u>	<u>14</u>
4. Number disposed of during the year.	-	<u>578</u>	<u>13</u>
5. Number pending to be disposed of during the year.	-	166	1

One thousand eight hundred and eighty-nine cases of disputes were settled by assistant labour inspectors during the year.

Exemptions.- The Government granted one permanent exemption and seven temporary exemptions during this year under the Madras Shops and Establishments Act, 1947. The Commissioner of Labour, Madras, granted exemptions under the said Act in exercise of the powers ~~entrusted~~ delegated to him by the Government in this regard, in respect of all shops and establishments situated in the respective areas concerned for 27 important fairs and festivals celebrated in various parts of the State and also ordered the suspension of the operation of the Madras Shops and Establishments Act in 12 cases in respect of all the stalls situated within the exhibition grounds.

All establishments run by the Life Insurance Corporation of India have been permanently exempted from all the provisions of the Act.

Supply and Demand for School Teachers: D.G.R. & E. Study
published.

A study on the supply and demand for school teachers as revealed by employment exchange statistics, was recently carried out in the Statistical Unit of the Manpower Division of the Directorate of Employment Exchanges and with the help of the Director of Training and Employment in the Delhi State and his Officers.

A brief ~~summary~~ review of the results of the Study is given in Section 81, pp. 121-123 of this Report.

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - JANUARY 1960.

81. Employment Situation.

The Constitution (Eighth Amendment) Act, 1959.

The Bill to amend the Constitution of India (vide page 150 of the report of this Office for November-December 1959) as passed by Parliament received the assent of the President on 5 January 1960 and has been gazetted as the Constitution (Eighth Amendment) Act, 1959. The Act continues the reservation of seats for the Scheduled Castes and Scheduled Tribes and the representation of the Anglo-Indian community by nomination in the House of the People and the Legislative Assemblies of the States for a further period of ten years.

(The Gazette of India, Extraordinary,
Part II, Sec.1, 6 January 1960, page 1).

Bombay Relief Undertakings (Special Provisions)
(Amendment) Act, 1959 (Bombay Act I of 1960).

The Government of Bombay gazetted on 14 January 1960 the text of the Bombay Relief Undertaking (Special Provisions) (Amendment) Act, 1959, as passed by the Bombay Legislature. The Act which received the assent of the President on 9 January 1960 amends the Bombay Relief Undertakings (Special Provisions) Act, 1958 (vide page 65 of the report of this Office for December 1958) to empower the State Government "to conduct, or to provide loan, guarantee or financial assistance for the conduct of certain industrial undertakings as a measure of preventing unemployment or of unemployment relief". The Act repeals the Bombay Undertakings (Special Provisions) (Amendment) Ordinance, 1959 (vide page 157 of the report of this Office for November-December 1959).

(Bombay Government Gazette, Part IV,
14 January 1960, pp. 9-10).

Employment Exchanges: Working during October 1959.

General employment situation.- According to the Review of work done by the Directorate General of Resettlement and Employment during the month of October 1959, registrations at employment exchanges declined to 181,262 from 228,417 during the preceding month, showing a fall of 47,155. The number of employers who utilised the services of employment exchanges also recorded a decrease from 7,743 to 7,256. The number of vacancies notified recorded a consequential fall of 2,713 and stood at 30,780. The number of placements showed a decrease of 2,639 and was 21,343 during the month under review. The Live Register also showed a decrease of 6,966 and stood at 1,401,937 at the end of October.

Widespread shortages continued to persist in respect of stenographers, fast typists, trained teachers, compounders, midwives and nurses. Shortage in respect of civil draughtsmen and overseers, civil engineers, electricians and cooks was also fairly widespread. A good number of exchanges reported shortage in respect of accountants, crafts-instructors, fitter (General), laboratory assistants, health visitors and physical training instructors.

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, watchmen and sweepers.

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

		<u>September 1959.</u>	<u>October 1959.</u>
Registrations	-----	228,417	181,262
Placings	-----	23,982	21,343

Register of unemployed.- In keeping with fall in registrations the number of applicants on the Live Register of the employment exchanges which was continuously on the increase since December 1958, marked a fall of 6,966 and was 1,401,937 on the last day of October 1959. The decrease in the Live Register was shared by most of the States but was particularly marked in Uttar Pradesh (4,888), Punjab (3,972), Bombay (3,699), Delhi (3,135), Madras (2,885) and Rajasthan (2,034). On the other hand, a significant increase was noticed in Bihar (6,407), Andhra Pradesh (4,155) and Kerala (3,372). In all 27,907 persons who had declared themselves to be employed or self employed 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 31 October 1959.</u>
1. Industrial supervisory	13,155
2. Skilled and semi-skilled	99,758
3. Clerical	355,696
4. Educational	75,067
5. Domestic Service	50,807
6. Unskilled	738,219
7. Others	69,235
Total.	<u>1,401,937</u>

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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	2,344	279	43,469
2. Ex-service Personnel	4,643	808	29,139
3. Scheduled Castes	25,033	2,878	166,370
4. Scheduled Tribes	2,599	526	20,407
*5. Anglo-Indians	314	22	565
*6. Educated applicants	203,188	26,999	451,641
7. Women	13,147	1,654	104,740

*Figures relate to the quarter July-September 1959.

Collection of Employment Market Information.- The fourth meeting of the Technical Working Group on employment market information was held on the 30 October 1959, when the progress made so far in the collection of employment market information was reviewed and ways of filling gaps in employment statistics were considered.

Vocational Guidance and Employment Counselling.- The third training course in Vocational Guidance for Employment Officers continued during the month. The Director of Employment Exchanges presided over the deliberations of the Fourth All India Educational and Vocational Guidance Conference held at Patna from 20 to 22 October 1959.

Central Co-ordinating Section: Damodar Valley Corporation.- Out of 5,430 workers declared surplus in the Damodar Valley Corporation upto the end of October 1959, 4,146 workers have been secured alternative employment. One hundred ninety-nine surplus workers are awaiting offers of appointment from different employers. Alternative employment is yet to be secured for 857 workers.

Hirakud Dam Project.- Out of 6,457 workers declared surplus upto the end of October 1959, 724 workers have been secured alternative employment. There are still 66 surplus workers for whom alternative employment is to be found. Twenty class IV surplus employees were selected for appointment under the Superintendent of Post Offices, Sambalpur.

Bhakra Nangal Dam.- Out of 2,262 workers declared surplus upto 25 October 1959, 180 workers have been secured alternative employment. Alternative employment is yet to be secured for 70 surplus workers.

Adjustments of Retrenched employees of the Central Government Establishments.- Fiftythree Central Government employees were reported to the Special Cell during October 1959. Fiftyone surplus employees were found alternative employment. Fiftyfour candidates were awaiting offers of appointment from various Ministries and Departments. Fortytwo candidates are still borne on the register of the Special Cell.

Ex-Bharat Mill Workers, Hubli.- Arrangements are being made by the Director of Employment Service, Mysore, to find alternative jobs for a number 88 workers who are being retrenched on account of the liquidation of Bharat Mill, Hubli.

The total number of employment exchanges functioning in the country at the end of October 1959, was 240.

(Review of the Work done by the Directorate General of Resettlement and Employment during the Month of October 1959; issued by the Directorate General of Resettlement and Employment, Ministry of Labour and Employment, Government of India, New Delhi).

Working of the Madras Dock Labour Board for the
Year 1958-1959.

The Madras Dock Labour Board, responsible for the administration of the Madras Dock Workers (Regulation of Employment) Scheme 1956 consisted of 4 representatives each of the Government and Dock workers and 2 representatives each of the shipping companies and Madras Stevedores' Association. As in the past, all important matters were referred to the respective Sub-Committees constituted by the Board and their recommendations were generally accepted.

On the recommendations of the Piece Rate Committee, constituted by the Central Government, the system of piece-rate working had been introduced in the Port of Madras with effect from 1 March 1958. During the year under review, this system worked satisfactorily and as a result of this the average earnings of the workers increased very considerably.

The employment position deteriorated appreciably during the year under review due to a fall in the trade passing through the Port and due to the prevalence of piece-rates system.

The Gang Composition Committee, which submitted its report during the year under review, recommended the formation of 126 gangs (consisting of 1 tindal and 9 mazdoors in each) for the three shifts in order to ensure an effective working of the piece-rate scheme. The formation of gangs was, however, deferred due to certain administrative difficulties.

At the beginning of the year under review, the general levy stood at 35 per cent and the welfare levy at 10 per cent. The general levy had to be raised to 40 per cent with effect from 1 August 1958 and to 50 per cent with effect from 1 October 1958 in an attempt to balance the budget. From 1 April 1959 the general levy has been raised to 100 per cent.

During the year under review, eight holidays were declared for the dock workers. Leave wages for the various categories viz., mazdoors, winchmen, tindals and foremen were fixed at Rs.3.28 nP., Rs.3.78 nP., Rs.4.28 nP., and Rs.4.76 nP. respectively. The Board sanctioned to all the reserve pool workers an ad hoc interim relief of Rs.5.00 with retrospective effect from 1 July 1958 to 28 February 1959. The same benefit was extended to the staff also.

The dispensary facilities provided by the Madras Dock Labour Board were the same as in the previous year. The average attendance was 80 workers per day. No progress could be made regarding the housing scheme for the dock workers as no loan or subsidy was received from the Central Government.

During the year under review, 587 cases were received by the labour officer and 585 cases were disposed of. Except for a 10 day strike by the dock workers in June, 1958 in response to the call of the All India Port and Dock Workers' Federation, the labour situation was normal.

The balance sheet of the Board as on 31 March 1959, shows that the year closed with a deficit of 310,251 rupees. This was mainly due to a cut in the rate of levy during the last few months of the year, which The steep rise in the attendance allowance and minimum guaranteed wages paid during the last few months of the year, which could not be anticipated, was another reason contributing to the heavy deficit. As a result, the surplus of 1957-58 viz., 202,575 rupees was wiped out leaving a balance of 107,676 rupees to be adjusted in future years.

The excess of income over expenditure in the welfare fund account during the year was 92,183. The amount standing to the credit of the welfare fund at the end of the year was 785,064 rupees. The total amount disbursed to the workers during the year in the form of wages, attendance wages, guaranteed minimum wages, subsistence allowance, holiday wages, leave wages, ad hoc interim relief, providence fund contribution and compensation under Workmen's Compensation Act, was 3,209,128 rupees.

(Indian Labour ~~Secret~~ Journal, Vol. I, No. 1,
January 1960, pp. 32-33).

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Supply and Demand for School Teachers: D.G.R. & E. Study
published*.

A study on the supply and demand for school teachers as revealed by employment exchange statistics, was recently carried out in the Statistical Exchange and Unit of the Manpower Division of the Directorate of Employment Exchanges and with the help of the Director of Training and Employment in the Delhi State and his Officers. A brief review of the results of the study is given below.

Scope.- The present study of the demand and supply of teachers is based on employment exchange data in respect of high, middle and elementary school teachers for the period January 1955 to November 1957. Although the registration of applicants and the notification of vacancies is voluntary and some teachers also fail to declare their correct employment status, the employment exchange statistics are probably indicative of the trends and characteristics of current supply and demand.

The study is divided into two parts - Part I deals with an analysis of data collected from Exchanges on a regular basis and Part II contains the results of a special enquiry into the registration details of about 1300 teachers registered with the Delhi Exchange.

Part I. Data received from all exchanges.- Of the 886,000 persons seeking employment assistance through employment exchanges at the end of November 1957, about 34,000 (3.8 per cent) were registered for the job of teachers; 55 per cent were untrained and 47 per cent were trained. About 74 per cent of the registered teachers were males and 26 per cent females. Teaching is a popular profession among women registrants and a larger percentage of them are trained.

* Employment and Unemployment Studies No.2: National Employment Service, Ministry of Labour and Employment (D.G.R. & E.): A Study on the Supply and Demand for School Teachers, New Delhi, January 1958; pp.39.

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With regard to the availability of registered trained teachers, four States are well supplied, they are: the Punjab (5292), Madras (3833), Kerala (1709) and Andhra (1499). In Manipur, Assam, Tripura, Himachal Pradesh, Orissa, Madhya Pradesh, West Bengal and Rajasthan a dearth of trained teachers seems to exist. Ninetyfive per cent of the trained women teachers are ~~located~~ located in 6 States Madras, the Punjab, Kerala, Delhi, Mysore and Andhra.

Of the registered trained teachers 11 per cent (1668) were graduates desirous of teaching in high and higher secondary schools, 28 per cent (4499) wanted jobs as middle school teachers and 61 per cent were competing for jobs in the elementary/primary schools.

The supply of teachers on the register exhibits a seasonal bias, reaching the peak point in July after the declaration of examination results and touching the lowest ebb just before the end of the academic year - February to April.

Although the number of both trained and untrained registered teachers showed a rise during the period, the rate of increase has, surprisingly, been higher in the case of trained teachers.

Prima facie the number of trained teachers registered with the exchanges may appear to be large, but considering the total output of teachers in the country the number of those seeking employment assistance through the exchanges is not disturbingly large. It is also interesting to note that since 1954 the supply of trained teachers has formed an ever increasing proportion of the available manpower at exchanges; this ratio having trebled itself during the period. This may be due partly to increase output of teachers and partly to the increasing popularity of exchanges among this class of job seekers.

With regard to the demand for teachers, the statistics reveal that, on an average, 1376 vacancies for teachers have been notified every month during 1957. The exchanges successfully filled 70 per cent of them. The percentage was highest in Kerala (94.8). The demands in Assam, Himachal Pradesh, Delhi, West Bengal and Tripura were very limited.

The number of vacancies for teachers notified to the exchanges has been declining since 1955 both in absolute numbers as also in relation to total vacancies notified to them.

A quantitative idea of the demand and supply position can be had from the number of vacancies for teachers per 100 applicants registered for jobs in this field. According to this study the demand position is not satisfactory in Andhra, Delhi, Kerala, Madras, Mysore, Punjab, Uttar Pradesh, and West Bengal. In fact the position has not shown any signs of improvement even during 1957. A shortage of teachers has been noticed in Madhya Pradesh (where vacancies were 18 times the number of available trained teachers), Rajasthan, Orissa and Bombay. Taking the country as a whole, however, there were only 12.6 vacancies available per 100 applicants.

Shortage is considerable in the case of high school teachers but is less acute in the case of other two categories.

It is interesting that the shortage of teachers, as revealed by exchange data, has not made itself felt to the same extent as the shortage of overseers, draughtsmen and mechanics.

Only 2.8 percent of the registered teachers were willing to move for a job anywhere in India. They expected a monthly salary of 125 rupees (males) and 100 rupees (females).

The N.S.S. found that among those registered at the Delhi exchange in September 1953, 36 per cent of the the applicants in the educational group were not willing to leave the town and work as village school teachers.

Part II. Study in Delhi Exchange.- Of the teachers with the Delhi Exchange 97 per cent were trained. Only 10 out of the 1315 teachers had declared themselves to be employed persons. Of the trained teachers about 49 per cent were females.

A total of 78.2 per cent of the teachers had been on the live register for less than 6 months and a little less than 8 per cent were seeking employment for one year or more.

A total of 59 per cent of the teachers were between 20 and 25 years of age; a little over 28 percent were between 25-35 years; 10 per cent below 20 years; and only 2.6 per cent were above 35 years.

Two thirds of the teachers had not been employed as teachers after receiving training. In the other three groups (less than one year's employment; one to two years and two to five years) the balance of one third was evenly distributed.

One out of every two applicants obtained a professional degree or diploma in the year 1957. One third of the teachers obtained it in 1955 and 1956.

A little more than half of the trained teachers were arts' graduates, 35 per cent matriculates and 4 per cent were science graduates.

About 6 per cent of the trained teachers had obtained a first class in their matriculation or higher examination; 33 per cent second class and 61 per cent ~~in~~ a third class.

Unemployed teachers holding M.A. degrees had mostly qualified in Economics, Hindi, History and Political Science. Combinations most popular amongst unemployed B.As. were Economics - Political Science, Economics - Hindi and Political Science - Hindi.

Physics-Chemistry and Physics-Mathematics were the only two popular combinations among Science graduate teachers. ~~and~~ No B.Sc. female teacher was available.

Of the total number of registered graduate teachers 54 per cent had been submitted for employment. Of those who had not been submitted only 39 per cent had been on the Live Register for more than three months but none for six months or more. The incidence of not being submitted owing to lack of demand and suitability inspite of being longest on the register, was rather heavy amongst the B.A's who constituted 74 per cent of this group.

Three fourths of the teachers expected an income of 101 rupees to 150 rupees per month, 7 per cent were willing to accept even less than 100 rupees per month.

17 per cent of the registered teachers were said to be willing to move anywhere in the country for a job. The highest mobility was amongst high school male teachers and was almost ~~in~~ nil in the case of female applicants.

An examination of the demands received at the Delhi exchange revealed a great dearth of trained teachers, who were in possession of a 1st or 2nd Class Masters' degree. There was also an acute shortage of science teachers, both among males and females. Female teachers for Mathematics and persons (males and females) qualified to teach Physics and Chemistry seem to be in short supply all over the country as all-India circulation of these vacancies failed to produce results.



Working of Calcutta Dock Labour Board: Stray Criticism
by Enquiry Committee.

The Single-Member Committee set up in May 1959 to review the working of the Calcutta Dock Labour Board (vide Section 81, page 79 of the report of this Office for May 1959), has in its report*, charged the Board with bungling, inefficiency, and negligence. One of its two main recommendations is amendment of the Dock Labour Board scheme to provide for supercession of the Board.

The Dock Labour Board, on which are representatives of the Government, labour and stevedores (as employers), has, the report says, gradually tended to become a centre for bargaining of various interests instead of arriving at and implementing decisions taken through mutual consultation. The report suggests that the scope of the Board's activities should be restricted, if need be. The minutes of Board meetings should include only decisions and not discussions.

If the Board had suffered any financial strain, it was caused mainly by the "wrong" decision to take upon itself the responsibility for payment to workers which belonged to the stevedores under their statutory obligations. The committee has pointedly referred to the dock workers' welfare fund scheme, which has not yet been created. The Board's decision to set apart 750,000 rupees for the workers' welfare and then to recover the money from shipping companies is against the scheme's provisions. It ~~incates~~ levies and favours employers at the cost of shipping companies, the committee thinks.

inflates the

* Report of a Single-Member Committee appointed on May 9, 1959, to Review the Working of the Calcutta Dock Workers (Regulation of Employment) Scheme, 1955: Ministry of Labour and Employment, Government of India: Printed and Published by the Manager of Publications, Delhi, 1959; pp.64.

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"While borrowing for revenue expenditure is wrong, borrowing against securities, some of which are purchased with provident fund accumulation of workers and office staff, is a crime. So is mortgaging of securities bought with money earmarked for capital expenditure". The Board, it is noted, has indulged in all sorts of irregularities. It has been balancing budgets by raising overdrafts since 1957, the overdrawn amount standing at 447,105 rupees on 11 July 1959. The Board's "extra-curricular activities" have exhausted its fund, rendering it incapable of undertaking its ~~inexp~~ statutory obligations. The committee, therefore, has recommended that if funds are not considered adequate the levy should be increased.

Avoidable Waste.- The Committee has cited many instances of infructuous expenditure and avoidable waste. One such instance relates to a hospital building, completed in February this year at a cost of 650,000 rupees. This hospital is still lying unused. Another case is the appointment by the Board of a firm of efficiency experts to improve the Board's efficiency at a cost of 15,000 rupees. Its recommendations were not implemented. The report says: "Forethought-planning and co-ordination would have given better results".

In its criticism of stevedores, the committee says: "Employers on the administrative body are averse to undertaking any expenditure which they cannot pass on to the shipping companies". If employer-employee relationship is to improve the Calcutta docks, the stevedores should do for their employees what a private employer does voluntarily and in accordance with the requirements of the law.

The committee has also referred to irregularities in the working of the office staff. Complaints regarding delays in payment of wages and incorrect payment ~~of wages~~ are on the increase, the reason being mismanagement in the wages section. The provision for injury leave has been misused. A case is mentioned where a worker has been granted injury leave for three months with full pay for minor bruises on the fingers. The system of "rampant" overtime payment has encouraged inefficiency. Even in the provident fund section, where there is no rush of work, employees earn overtime. The committee has recommended that overtime should go but service conditions of employees should be improved in so far as confirmation and promotions are concerned.

Another important recommendation relates to stevedores. The committee has observed that members of the Master Stevedore Association and the Calcutta Stevedore Association are the only registered stevedores in Calcutta and they enjoy a monopoly of stevedoring in the Calcutta docks. It has been suggested that the Board should arrange for the registration, as required by the scheme, of more stevedores as soon as possible.

83. Vocational Training.

India - January 1960.

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

According to the Review of Work done by the Directorate General of Resettlement and Employment during October 1959, the number of craftsmen trainees on the roll of various training institutes and centres on 31 October 1959, was 15,778. There were 13,941 trainees (including 26 women) in engineering trades and 1,837 (including 791 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 October 1959, was 2,353 of whom 2,031 were undergoing training in engineering trades and 322 (including 145 women) in non-engineering trades.

National Apprenticeship Training Scheme.- A total of 516 apprentices trainees were undergoing training under the National Apprenticeship Training Scheme at the end of the month under review.

Evening Classes for Industrial Workers' Scheme.- A total of 517 persons were undergoing training under the Evening Classes for Industrial Workers' Scheme at the end of month under review.

Work and Orientation Centres for the Educated Unemployed.- In all, 162 persons were undergoing training in the Work and Orientation Centres for the educated unemployed.

The following table gives the total number of training institutes and centres and the number of persons undergoing training as on 31 October 1959:

<u>Number of Training Institutes and Centres.</u>	<u>Number of Seats Available.</u>	<u>Number of Persons Undergoing Training.</u>
140	32,152	18,133

Stores and Equipment.- T.C.M. equipment worth 2,302.27 rupees was reported as received at the Training Centres and Institutes concerned during the October 1959, raising the total value of the aid received upto 31 October 1959, to approximately 5.0397 million rupees.

Russian equipment under the U.N. Technical Assistance Programme worth approximately 20,371.20 rupees was reported to have been received at the various Training Centres and Institutes during the month of October 1959. Total amount of aid so far received under this comes to 1,305,521.72 rupees approximately.

Supply orders amounting to 3,969.21 rupees have been placed on various firms during the month of October 1959, for Central ~~Inst~~ Training Institute's Koni and Aundh.

(Review of Work done by the Directorate General of Resettlement and Employment during the Month of October 1959; issued by the Directorate General of Resettlement and Employment, ~~Ministry~~ Ministry of Labour and Employment, Government of India, New Delhi).

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Legislation for Compulsory Apprenticeship Training
to be introduced: Minister's Statement.

Speaking at the annual day function of the Training School-cum-Workshop at Bhopal, on 14 January 1960, Shri Manubhai Shah, Union Industries Minister said that the Government of India had decided to introduce legislation in the ensuing session of Parliament making it compulsory for private industrial concerns to impart technical training in different vocations to a certain percentage of their workers. Compulsory training would be imparted under the Apprentice Training Scheme and the percentage of workers to be trained by each industrial concern would be determined by the Government in consultation with the ~~concern~~ industrial concerns.

Shri Shah said that it was proposed to train about a million technical personnel from the ordinary artisans to top class engineers during the Third ~~Five~~ Five-Year Plan.

(The Times of India, 16 January 1960).

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CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - JANUARY 1960.

114. Inspections.

Working of the Indian Dock Labourers Act, 1934 and the Indian Dock Labourers Regulations, 1948 during 1958.

The office of the Chief Adviser Factories recently published its Annual Report for the year 1958 on the working of the Indian Dock Labourers Act, 1934 and the Indian Dock Labourers' Regulation 1948*, which deals, among other things, with accidents and dangerous occurrences at ports and the number of accidents in relation to the number of persons employed on boardships. The salient features of the report are reviewed below.

Accidents and dangerous occurrences.- During the year 1958 the total number of 'reportable' accidents notified in the five ports of Calcutta, Bombay, Madras, Cochin and Vizagapatam was 3,789 including 19 fatal accidents as against 4,541 with 21 fatal during 1957. The total figure represents a decrease to the extent of 16.56 per cent in the accidents rate. This figure is also the lowest since 1955.

'HANDLING OF CARGO' continued to account for the highest number of accidents. The figure was 1,235 including one fatal accident. "HANDLING OF ARTICLES OTHER THAN CARGO" accounted for another 522 without a fatality. The reduction in the number of accidents under both these heads compared to figures for 1957 was 348. However, expressed as the percentage, the figure of 46.37 per cent for 1958 is almost the same as for 1957, owing to the overall reduction in the number of accident this year as compared to the previous year. A large number of these accidents are caused due to the handling of steel and other unwieldy cargo.

* Annual Report for the Year 1958 on the Working of the Indian Dock Labourers Act, 1934 and the Indian Dock Labourers Regulations, 1948, published by the Office of the Chief Adviser Factories, Ministry of Labour and Employment, Government of India, New Delhi, 1959, pp. 29.

Realising the need for more mechanised handling of such cargo the Port authorities have recently provided at wharf areas a number of mobile cranes and other mechanical handling equipment.

'STRUCK BY FALLING BODY' continued to account for the second highest number of accidents, the figure being 684 (18.05 per cent) with 6 fatalities as compared to 891 (19.6 per cent) with same number of fatalities in the previous year. Reduction of 207 (23.1 per cent) in the number of accidents under this head was due mainly to decrease in the number of accidents of this nature in the Coal Dock at the Calcutta Port, figure being 380 compared to 531 for the previous year. This shows that these accidents are avoidable if the containers are not overfilled and hoisting and lowering of cargo is done cautiously.

There were 447 accidents under the head "STEPPING ON OR STRIKING AGAINST OBJECTS" and they constituted 11.8 per cent of the total. The corresponding figure for 1957 was 574 constituting 12.64 per cent.

There were 384 accidents (10.14 per cent) including 8 fatalities, under the head 'PERSONS FALLING', with corresponding figures for 1957 being 431 (9.49 per cent) and 11. Although this represents a decrease in the number of accidents, both fatal and non-fatal, the high number of fatalities suggests that accidents under this cause can be very serious when persons fall down the hatches. There is need for more adequate supervision to ensure that the hatches of ships, when not in use, are either securely covered or properly fenced to prevent workers from falling through the openings.

Accidents under the head 'LIFTING MACHINERY' have this year too formed only a very insignificant proportion of the total number of accidents. The number of accidents was 22 (0.58 per cent).

Dangerous Occurrences.- According to regulation 12 of the Indian Dock Labourers Regulations 1948, the following classes of dangerous occurrences are reportable, irrespective of whether personal injury is caused or not:

- (i) Collapse or failure of lifting machinery;
- (ii) Breakage of ropes, chains or other appliances used in raising or lowering of persons or goods; and
- (iii) Collapse or failure of means of access to or from a ship.

In 1958, the total number of 'reportable' dangerous occurrences notified in the five ports of Calcutta, Bombay, Madras, Cochin and Vizagapatam was 123. The corresponding figure for 1957 was 131, thus showing a decrease to the extent of 6.1 per cent.

'Non-reportable' Accidents and Dangerous Occurrences.- The accidents and dangerous occurrences under this category are technically considered as 'non-reportable' because either the persons injured or the lifting machinery involved were not connected with the "processes" as defined under regulation 2(g) of the Indian Dock Labourers Regulations 1948 or the persons injured though covered by the definition of "worker" were incapacitated for a period of less than 48 hours.

During the 1958, 2,385 'non-reportable' accidents and dangerous occurrences with 9 fatalities were reported from the ports of Calcutta, Bombay, Madras, Cochin and Vizagapatam. The corresponding figures for 1957 were 2,985 and 23. This shows a decrease of 600 in the total number of incidents and 14 in the number of fatalities over the figures for 1957. Though it is not a statutory responsibility to report these accidents and occurrences, the decrease in their number ~~is~~ for the second year in succession is significant from the point of ~~view~~ the overall improvement.

Accidents in relation to the number of persons employed and volume of cargo handled.- According to the report, 4,946,654 manshifts were worked during 1958 in the Ports of Calcutta, Bombay, Madras, Cochin and Vizagapatam as against 5,744,612 manshifts worked in 1957. A total tonnage of 17,483,446 (excluding bulk oil import and bunkering) was handled at the five Ports during 1958 as against 20,523,929 tons in 1957. There has been a decrease in the total number of accidents on board ships during 1958 as compared to 1957, the decrease being 259 or 10.6 per cent. But there has been a greater decrease in the total manshifts worked during the year, and therefore, the overall accident frequency rate has risen from 5.29 in 1957 to 5.49 in 1958.

The rate of accidents in terms of ~~manxix~~ 100,000 tons of cargo handled, increased from 11.86 in 1957 to 12.45 in 1958. The Madras Port which was showing the highest rate has recorded a substantial decrease from 33 in 1957 to 24.77 in 1958.

Prosecutions.- During the year, four prosecutions cases were instituted for breach of the Regulations - one each at the Ports of Calcutta, Bombay, Madras and Vizagapatam. No prosecution was taken up at Cochin and Kandla.

A prosecution case, which was instituted at Calcutta during the year 1957 against a stevedoring firm and their deck foreman for breach of regulation 55(2), was decided this year. The accused had failed to adequately secure a hatch beam on a ship as a result of which it got displaced and caused death of one worker and serious injuries to two other workers. The accused was acquitted.

Welfare facilities.- The Dock Labour Boards have taken up a programme of housing for their registered workers and during the year 560 tenements have been constructed and allotted to the workers. The Calcutta Dock Labour Board has completed construction of 60-bed hospital and only installation of equipment remains to be done. The Board has also plans to build a housing colony, for which necessary land has already been acquired. The Board also proposes to construct a canteen in the dock area. The Madras Dock Labour Board has provided a dispensary.

Besides the facilities provided by the Dock Labour Boards, the facilities provided in the dock areas by the port authorities have also been augmented. At Madras port water coolers have been installed at a number of places in the docks. It is also proposed to construct canteen and rest sheds in the dock area. Water coolers are also proposed to be installed by the port authorities at Cochin and Vizagapatam.

Dock Safety Section at the Central Labour Institute.- As a part of the proposals under the First and Second Five-Year Plans the Government of India is setting up Central Labour Institute at Bombay which would be engaged in various activities concerning industrial development as relating to the human factor. The Institute will comprise a Museum of Industrial Safety, Health and Welfare, an Industrial Hygiene Laboratory, a Training Centre, a Library-cum-Information Centre and the sections on Industrial Psychology and Occupational Physiology. The T.W.I. Centre and the Productivity Centre which have been set up in Bombay with the assistance of I.L.O. will also form parts of the proposed Institute.

Compliance with the Regulations.- Total number of contraventions of the Indian Dock Labourers Regulations per 1000 ships inspected was 592 for the year 1958 as compared to 612 for the previous year, thus showing an improvement in the standard of compliance by ships. There has been improvement in compliance with regulation 16 (safe means of access to ships), regulation 18 (access between dock and hold), regulations 21 and 22 (marking and maintenance of hatch beams and coverings) and regulation 38 (fencing of motors, winches, etc.). There has, however, been an increase in the number of contraventions per 1000 ships inspected in respect of regulations 27 to 35 relating to testing, examination and annealing of lifting machinery and gear and maintenance of registers and certificates. The number of ships per 1000 ships inspected on which these regulations were contravened was 398.5 during the year 1958 as against 339 during the previous year. Inspectors have been advised to enforce proper compliance with these regulations by follow-up inspection ~~visits~~ visits to those ships where the contraventions have been noticed.

LIST OF PRINCIPAL LAWS PROMULGATED DURING THE
PERIOD COVERED BY THE REPORT FOR JANUARY 1960.

INDIA - JANUARY 1960.

CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF THE
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CHAPTER 8. MANPOWER PROBLEMS.

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