

ESTIMATES COMMITTEE 1959-60

EIGHTY-FOURTH REPORT

(SECOND LOK SABHA)

MINISTRY OF LABOUR AND EMPLOYMENT

PART I

1. General Organisation
2. Chief Labour Commissioner
3. Chief Inspector of Mines
4. Chief Adviser, Factories



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

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CORRIGENDA

to

EIGHTY-FOURTH REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF LABOUR & EMPLOYMENT – PART I.

Page 1, para 3, line 4, *for 'is' read 'its'.*

Page 12, marginal heading, *for 'industries' read
'industries'.*

Page 23, Sr(6), line 1, *for 'Award' read 'Awards'.*

Page 23, Sr(6), line 2, *for 'Settlements' read
'settlements'.*

Page 23, Sr(7), line 1, *for 'state' read 'State'.*

Page 30, para 54, line 3 from bottom, *delete 'been'.*

Page 31, para 55, marginal heading, *for 'os' read 'of'.*

Page 46, para 82, line 2, *for 'function' read 'functions'.*

Page 51, para 89, Table column 3, against '(iii)
Class IV Officers', *for '26(61)' read '26(16)'.*

Page 54, line 6, *for 'influence' read 'influence'.*

Page 55, para 95, marginal heading, line 4, *for 'disease'
read 'diseases'.*

Page 84, Sr. No. 12, line 3, for 'actualy' read 'actually'.

Page 88, Sr. No. 32, line 10, for 'undertaking' read 'undertakings'.

Page 88, Sr. No. 33, lines 1-2, for 'verfiction' read 'verification'.

Page 88, Sr. No. 33(ii), line 4, for 'of' read 'to'.

Page 90, Sr. No. 42(ii), line 1, for 'related' read 'relates'.

Page 93, Sr. No. 56(ii), line 3, for 'magistrats' read 'magistrates'.

Page 95, Sr. No. 67(i), line 5, insert 'General' between 'Directorate' and 'of'.

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ESTIMATES COMMITTEE

1959-60

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Shri K. Ranganadham—*Under Secretary.*

*Elected with effect from 19th December, 1959 *vice* Shri Mathuradas Mathur resigned.

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee, to submit the report on their behalf, present this Eighty-fourth Report on the Ministry of Labour and Employment—Part I. The Report deals with General Organisation, Chief Labour Commissioner, Chief Inspector of Mines and Chief Adviser, Factories.

2. A statement showing an analysis of the recommendations contained in this report is also appended to the Report (Appendix XII).

3. The Committee wish to express their thanks to the Secretary of the Ministry of Labour and Employment and other officers of the Ministry for placing before them the material and information that they wanted in connection with the examination of the estimates.

H. C. DASAPPA,
Chairman,
Estimates Committee.

NEW DELHI-1;
The 7th April, 1960

The 18th Chaitra, 1882 (Saka)

I. INTRODUCTORY

A. Introduction

Our approach to labour problems rests on considerations which are related on the one hand to the requirements of the well-being of the working class and on the other to its vital contribution to the economic stability and progress of the country. The worker is the principal instrument in the achievement of economic progress. His co-operation will be an essential factor in creating an economic organisation in the country which will best subserve the needs of social justice. Certain rights and obligations are associated with this distinctive role. In a socialist democracy labour is a partner in the common task of development and should participate in it with enthusiasm.

B. Origin of the Ministry

2. The Ministry of Labour in its present form came into existence in April 1946 when the old Department of Labour was bifurcated into the Department of Labour and the Department of Works, Mines and Power. With the attainment of Independence, the Department was placed under the charge of a Cabinet Minister and it assumed the name of Ministry of Labour. In 1957, it was redesignated as the Ministry of Labour and Employment to 'stress the employment aspect of the responsibilities of the Ministry'.

C. Constitutional Obligations

3. The Constitution of India has laid down in respect of labour matters the following directive principles which are 'fundamental in the governance of the country':—

Directive Principles.

- (1) The State shall, in particular, direct its policy towards securing—
 - (i) that the citizens, men and women equally, have the right to an adequate means of livelihood;
 - (ii) that there is equal pay for equal work for both men and women;
 - (iii) that the health and strength of workers, men and women, and the tender age of children are not abused and that citizens are not forced by economic necessity to enter avocations unsuited to their age or strength.
- (2) The State shall, within the limits of its economic capacity and development, make effective

provision for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement, and in other cases of undeserved want.

- (3) The State shall make provision for securing just and humane conditions of work and for maternity relief.
- (4) The State shall endeavour to secure, by suitable legislation or economic organisation or in any other way, to all workers, agricultural, industrial or otherwise, work, a living wage, conditions of work ensuring a decent standard of life and full enjoyment of leisure and social and cultural opportunities . . .

D. Legislative Powers and Functions

4. The distribution of legislative powers as between the Union and the State Legislatures is governed by Article 246 of the Constitution. Subject to the provisions of this Article, the following legislative heads, relating to the principal matters of labour interest, are designed to define and delimit the respective areas of legislative competence of the Union and State Legislatures:—

I. Union List—

- (1) Participation in international conferences, associations and other bodies and implementing of decisions made thereat.
- (2) Regulation of labour and safety in mines and oil-fields.
- (3) Industrial disputes concerning Union employees.
- (4) Union agencies and institutions for
 - (a) Professional, vocational or technical training;
or
 - (b) the promotion of special studies or research.
- (5) Inquiries, surveys and statistics for the purpose of any of the matters in this list.

II. State List—

Relief of the disabled and unemployable.

III. Concurrent List—

- (1) Economic and social planning.

- (2) Trade unions; industrial and labour disputes.
- (3) Social security and social insurance; employment and unemployment.
- (4) Welfare of Labour including conditions of work, provident funds, employers' liability, workmen's compensation, invalidity and old age pensions, and maternity benefits.
- (5) Vocational and technical training of labour.
- (6) Factories.
- (7) Inquiries and statistics for purposes of any of the matters specified in the State List and the Concurrent List.

The responsibility of the Ministry of Labour and Employment in respect of the Union List is full and direct. The activities of the Ministry in regard to Concurrent subjects cover policy making, co-ordination, control and direction. Co-ordination is effected through a number of field agencies which the Ministry maintain primarily for the Union subjects.

5. The Second Five Year Plan refers in the following words to the principle of equal pay for equal work for both men and women:—

“The special cares and duties which fall to women necessarily place them under some handicap as industrial workers. Special provisions for protecting them are, therefore, made in various statutes but their effective implementation is essential.

* * *

The principle of equal pay for equal work needs to be more vigorously implemented and the tendency to scale down the jobs traditionally handled by women has to be guarded against.”

The Committee were informed that the Minimum Wages Central Advisory Board had recommended the principle underlying Article 39(d) of the Constitution of India to the State Governments and the employing Ministries of the Central Government. The ILO Convention No. 100 concerning equal remuneration for men and women workers for work of equal value has also been ratified by Government. Ratification carries responsibilities. *The Committee hope that such steps as are necessary to fulfil effectively those responsibilities will be taken early. Care should be taken to*

see that such measures do not lead to the reduction or elimination of women workers from industries where they are traditionally employed.

**Regulation
of labour
and safety in
oil-fields.**

6. *The Committee view with concern the absence of Rules/Regulations regarding working hours, rest days, safety and health of workers in oil-fields. The Committee find that their need was first pointed out to Government by the Royal Commission on Labour in India as early as in 1931. Surprisingly, no action was taken till 1957, when oil wells were brought within the purview of the Mines Act 1952. The Committee were informed that the Department of Mines was engaged in collection of information about Rules/Regulations etc. enforced in oil wells in foreign countries' for the purpose of preparing draft regulations applicable to the oil-fields in India. The recent accident at an oil well in Cambay, resulting in death of four technicians, underlines the necessity of framing such rules early. They suggest that the Ministry may expedite the framing of the Rules/Regulations which is already delayed and bring them into force without loss of time.*

**Industrial
Disputes
concerning
Union Employees.**

7. *'Industrial disputes concerning Union employees' is one of the direct responsibilities of the Union. Under the Industrial Disputes Act 1947 no establishments, employing Union industrial employees are outside the purview of the Ministry of Labour and Employment for handling of industrial disputes. The Ministries of Railways and Defence have however set up tripartite negotiating machinery for settling disputes which may arise in Railways/Defence undertakings. The Central Industrial Relations Machinery under the Ministry of Labour and Employment may be brought into picture only at a later stage if the disputes remain unsettled. The representative of the Ministry of Labour and Employment stated that so far the representative federations of the railway workers had not approached the Ministry for intervention in their negotiations. He considered that such a negotiating machinery set up by agreement could play a useful role in settling disputes. Accordingly, the Ministry of Labour and Employment had advised the other Ministries also to have such a machinery. The Committee suggest that an evaluation of the working of the extant tripartite negotiating machinery may be undertaken by the Ministry of Labour and Employment to see how far it had succeeded in its objectives and whether it could be emulated by the other Ministries of the Government of India. It may also be examined how far the extension of the arrangement to other employing Ministries would reduce the expenditure on the Central Industrial Relations Machinery under the Ministry.*

**Evaluation
of Negotiating
Machinery.**

8. 'Participation in international conferences, associations and other bodies and implementing of decisions made thereat' is another direct responsibility of the Union. The international conferences are attended by two government delegates, and one delegate each of the employers and workers. Besides, advisers not exceeding a certain number may also attend those conferences. The selection of non-government representatives is to be made in accordance with the provisions of Article 3(5) of the ILO Constitution which is reproduced below:—

Delegates for International Conferences etc. and verification of membership.

Article 3(5).—The members undertake to nominate non-government delegates and advisers chosen in agreement with the industrial organisations if such organisations exist, which are most representative of employers and work-people, as the case may be, in their respective countries.

The Central Organisations of employers are asked to furnish in consultation with the Ministry of Commerce and Industry an agreed panel of names of delegates and advisers whom they wish to sponsor. The principal workers' organisations are required to furnish an agreed panel of names for being chosen as delegates. Failing such agreement, the nominees of the most representative organisation are taken. The question as to which organisation was the most representative was often disputed. To avoid such controversies, a procedure detailed in Appendix I was evolved in consultation with the four workers' organisations to verify their membership. It involves several stages such as (i) compilation of lists of claimed membership and affiliation to the central organisation (ii) allowing them to raise objections thereon, (iii) spot verification including scrutiny of the objections (iv) circulation of verified claim lists to enable the organisations to raise objections (v) field scrutiny of the objections and (vi) resolving disputes arising out of the finally verified results.

Stages of verification.

9. This elaborate procedure has entailed the appointment of a large number of staff and as a result a marked increase in expenditure of the Chief Labour Commissioner's Organisation. Even then, the figures for 1957-58 were published only in 1959 and the work pertaining to 1958-59 was still in progress in January 1960. The representative of the Ministry acknowledged that the procedure was cumbersome but he did not see a way out due to existence of mutual suspicion amongst various organisations of workers. *The Committee consider this unfortunate and recommend that the procedure of verification of Trade Union Membership should be*

Review of procedure of verification of Trade Union Membership.

reviewed by Government from the point of view of its simplification and bringing about a reduction in the total expenditure involved and time required for it.

Surcharge for verification.

10. The Committee were informed that the total number of unions and membership claimed by the four all-India organisations as on 31.3.1958 was 2,996 and 33,35,227 respectively. The number of objections raised by the organisations in respect of claims furnished by the rival organisations was about 37 to 40% of the total number of unions claimed. This required physical spot verification of the membership figures by the verification officers at various centres in the country involving considerable amount of time and effort. *The Committee suggest that suitable charge may be levied by Government for the work of verification of the figures of membership of trade union organisations. Such a charge could also be related partly to the number of membership claimed which is not proved during verification.*

Separate indication of the expenditure in the budget.

11. *In order that Parliament may have an idea of the amount of expenditure involved in the work of verification of Trade Union Membership from year to year, the Committee suggest that details of this charge may be shown separately in the annual statement of demands for grants.*

E. Code of Discipline

12. The idea of a Code of Discipline was first mooted by the Union Labour Minister at the Indian Labour Conference held in 1957. He made a pointed reference to the prevalence of indiscipline and increasing number of strikes and lock-outs which had become a feature of industrial relations in the country and appealed to employers' and labour representatives to evolve a mutually agreed set of rules which would obviate recourse to such action. A tripartite committee was appointed by the Conference to draw up a Code, which a year later was given a final shape at the 16th Session of the Conference held in 1958 (Appendix II). The Code of Discipline has been ratified by the three central organisations of employers and the four central trade union bodies. The Code enjoins that all disputes and grievances should be settled through negotiations, conciliation and arbitration. It bans coercion, intimidation, victimisation, go-slow and strikes or lock-outs without notice. It provides that no unilateral action will be taken in any industrial matter and that disputes will be settled at the appropriate level through expeditious resort to the machinery provided for the purpose. It is too early to make an assessment of the success of the Code but such progress as is indicated by the following

statistics regarding the industrial disputes in the country augurs well for the success of the scheme:—

Period	Total No. of disputes	No. of workers involved	Man-days lost
1958—January to April	638	3,11,808	22,59,658
May to August	664	4,45,843	35,65,644
September to December	643	2,29,449	19,72,283
1959—January to April	650	2,92,686	14,91,620
May	194	97,062	8,16,115

The Committee welcome the idea of the Code of Discipline. They appreciate the significance of the Code which lies in the fact that it is not superimposed from above. It is voluntary in character and stems from the acceptance by the parties concerned of a common purpose of ensuring the country's economic progress and sharing the benefits of such progress in keeping with the principles of justice and equity. They are glad to note that the Code has secured its voluntary adoption by the all-India organisations of the employers and employees.

Voluntary
Nature of
the Scheme.

13. The Committee were informed that the public undertakings which were working in the form of companies or corporations had formally accepted the Code but the government departments like Railways and Defence had expressed some difficulty in its acceptance. The Defence Ministry appear to have taken their attitude because of security reasons. But the corporations and companies under the Ministry have evidently accepted the Code. There should be no difficulty in the Defence Ministry accepting the Code at least in the cases of all the establishments which do not produce arms and ammunitions. It was stated that the Railways claimed to conform to the Code in spirit but there were certain sections in it which they thought they would not be able to comply with in that form. *The Committee therefore suggest that the question of bringing the remaining governmental organisations within the purview of the Code may be pursued.*

Non-acceptance by
employing
Ministries of
Government.

II. PLAN OBJECTIVES

A. Introduction

First Five
Year Plan
Objectives.

14. The first Five Year Plan was drawn up in the context of a growing consciousness of the importance of industrial labour in the national economy. The programmes were formulated to secure 'constructive' industrial peace and harmonious relationship between employers and workers. The emphasis all along had been to avoid incidents leading to strikes and lock-outs. The workers' right of organisation and collective bargaining was accepted without reservation as a fundamental basis of the industrial relationship. Special stress was laid on mutual settlement of the problems of working conditions, rationalisation and productivity. A major portion of the benefits of higher productivity was contemplated to be absorbed in bettering living standards of workers. The Plan also defined the role of undertakings in public sector and indicated certain broad criteria regarding wages, working conditions, welfare, composition of the Board of Directors, fulfilment of legal obligations, workers' partnership in management, growth of healthy trade unionism, collective bargaining and mutual agreements. So far as working conditions and welfare amenities were concerned, it was envisaged that the public undertakings should set the pace and serve as models.

Second Five
Year Plan
Objectives.

15. Consistent with the major policy decision regarding acceptance of the socialist pattern of society, the Second Five Year Plan stressed the need for creation of industrial democracy as a 'pre-requisite for the establishment of a Socialist Society'. In regard to the role envisaged of the public undertakings in India, the Plan has enjoined upon the administrators handling such undertakings to be 'specially watchful of labour interests'. The Committee were informed that it was primarily for the employing organisations to conform to the objectives laid down in the Plan. The Ministry carried a 'general impression', that they were 'trying to conform' to those objectives. *The Committee stress the need for critically watching implementation of the plan objectives in general and those relating to the employer-employee relationship in the public undertakings in India in particular.*

B. Wages

16. The first Five Year Plan recommended that the wages in the public undertakings should not be less favourable than those prevailing in the neighbouring private enterprises. The Committee were informed that the Ministry had not made a detailed statistical study to establish what the relative wages were in the public undertakings and the neighbouring private enterprises. However, the general view of the Ministry was stated to be that the wages and other benefits offered by the public sector undertakings taken together, barring some exceptions, did not 'suffer in comparison with those offered by the private enterprises'. *The Committee consider that it would be interesting and useful if a comparative study is made of the levels of wages in both the public undertakings and the neighbouring private enterprises in relation to the cost of living index as well as the amenities provided in both the sectors.*

Study of level of wages in public and private sectors.

C. Wage Boards

17. The Second Plan has recommended that wage boards, consisting of equal representatives of employers and workers and an independent chairman should be instituted for individual industries in different areas. In pursuance of this recommendation, wage boards were set up for three industries, viz., cotton textiles, cement and sugar. The wage boards for cotton textiles and cement have submitted their reports. The terms of reference common to these three wage boards were the following:—

- (a) to determine the categories of employees (manual, clerical, supervisory etc.) who should be brought within the scope of the proposed wage fixation;
- (b) to work out a wage structure based on the principles of fair wages as set forth in the Report of the Committee on Fair Wages;
- (c) to bear in mind the desirability of extending the system of payment by results.

In evolving a wage structure, the Wage Boards were required in addition to the consideration relating to fair wages also to take into account:

- (i) the needs of the industry in a developing economy;
- (ii) the requirements of social justice; and
- (iii) the need for adjusting wage differentials in such a manner as to provide incentives to workers for advancing their skill.

In applying the system of payment by results the Boards were required to keep in view the need for fixing a minimum (fall-back) wage and also to safeguard against overwork and undue speed. The Committee were informed that the basic policy followed by the Ministry in deciding the appointment of a Wage Board for a particular industry was determined by the following considerations:—

- (a) Importance of the industry to the targets laid down in the Second Five Year Plan, both in respect of employment and production;
- (b) Urgency to improve production of export commodities for augmenting the foreign exchange resources;
- (c) Capacity of the industry *prima facie* to pay higher wages and scope for rationalising its wage structure;
- (d) Recommendations of the tripartite industrial committees concerned;
- (e) Views of the State Governments;
- (f) Ready availability of connected statistical data;
- (g) Stage of development of the industry concerned.

Setting up Wage Boards for more industries.

The representative of the Ministry informed the Committee that wage boards were not set up for more industries since Government desired to have experience of their working in the industries selected already. *The Committee are of the view that the wage boards have to play an important role in the matter of fixation of wages and emphasise the desirability of constituting them early in some more industries like plantations and jute. The Committee realise that the payment of wages cannot be unrelated to the out-turn and hope that labour on its part will play its due role in increasing production.*

The Committee consider that the large mass of material gathered by the wage boards already constituted could be analysed and sifted with a view to make available to the wage boards to be constituted hereafter for other industries all such portions of the material which are of common value in the determination of wages in those industries.

D. Workers' Participation in Management

Joint Management Councils.

18. The Second Five Year Plan recognised the need for closer association of workers with management and recommended the setting up of Councils of Management consisting of representatives of management, technicians and workers.

in the larger industrial establishments. The Committee were informed that the scheme was functioning in about 20 undertakings and that some more had promised its consideration. The slow progress of the scheme was attributed to 'lethargy' and 'resistance' on the part of the employers. The Committee are surprised to learn from the representative of the Ministry that its progress was unsatisfactory even in the public undertakings. *They are of the view that the question of establishing Joint Management Councils, especially, in the public undertakings should be vigorously pursued by the Ministry.*

19. *In the course of evidence the representative of the Ministry shared the view of the Committee that it would be desirable that only workers actually borne on the establishment of a factory should serve on the Joint Management Councils. It was found that in some cases they were not of the particular establishments. In order to ensure that the Joint Management Councils function effectively, the Committee consider it essential that the representatives of Labour on a Council must be the worker-employees of the establishment concerned, and not any one who is not in that particular establishment, for then the very object of the scheme will be defeated.*

Representatives of Workers on the Councils

E. Housing

20. The need to improve the appalling housing conditions of industrial population was first emphasised as early as 1919 by the Industrial Commission. Ten years later, *i.e.*, in 1929, the Royal Commission on Labour reiterated this need and made elaborate recommendations regarding provision of better types of houses with adequate space, ventilation and lighting, latrines, drainage and sanitary arrangements. The Labour Investigation Committee and the Health Survey and Development Committee, popularly known as the Bhore Committee, also drew pointed attention to the utter inadequacy of industrial housing. No doubt certain State Governments, some Local Bodies and a few enlightened employers had made sporadic efforts to improve the housing conditions of workers, but co-ordinated efforts in this regard were not made till after Independence. The Subsidised Industrial Housing Scheme came into operation in September, 1952. Out of about 78,000 houses sanctioned for construction by the different construction agencies, only about 43,000 houses were completed during the First Plan period. As a result of the reappraisal of the Second Plan, the target fixed for construction of houses is about 64,000. During the first three years of the Second Plan, construction of about 37,000 houses was sanctioned. The table below

Industrial Housing.

gives year-wise progress achieved by all the constructing agencies under the Subsidised Industrial Housing Scheme:

Year	No. of Houses sanctioned	No. of Houses completed	Amount provided (Rs. in lakhs)	Amount disbursed (Rs. in lakhs)
1952-53 . . .	19,164	275	900	133·42
1953-54 . . .	11,227	10,395	984	308·22
1954-55 . . .	22,931	14,450	1,100	418·80
1955-56 . . .	26,356	18,499	709	471·04
1956-57 . . .	12,167	10,520	795	332·28
1957-58 . . .	10,309	18,358	465	313·53
1958-59 . . .	15,187	10,603	533	441·05
1959-60* . . .	5,580	2,152	722	411·77
	1,22,921	85,252	6,08	2,830·11

The Committee are distressed to find that against the meagre sanction of 1,22,921 houses under the scheme only 85,252 have been completed during the period.

Compulsory housing for Workers in large scale industries.

21. With a view to enable the employers to build more houses for their workers, certain terms under the Scheme have been liberalised by increasing the quantum of loan assistance and the period of repayment. *The Committee regret to note that the progress reports received by the Ministry of Works, Housing and Supply so far have not revealed any substantial progress in this direction. They suggest that the feasibility of attaching a condition to a licence for an industry—at least in the case of a large scale industry—to the effect that a sufficient percentage of its workers would be provided with houses within a certain time may be examined by the Ministry in consultation with the Ministries of Commerce and Industry, and Works, Housing and Supply.*

Pattern of Housing Colonies:

22. While on the subject of Housing, the Committee wish to emphasise that segregation of the different classes of employees in the matter of providing houses in the industrial colonies and townships should be avoided. The Constitution confers equality of status to all the citizens and one of the important objectives before the country is to build up a class-less society. Any steps which would foster and perpetuate class-consciousness should therefore be avoided in planning. *The Committee are of the view*

*Figures relate to the period ending in September 1959.

that the interspersing of houses for different categories of employees in the same areas/blocks will serve to eliminate class-consciousness and caste prejudices, disguised or otherwise. Sharing of common amenities like schools, playgrounds, recreation centres, dispensaries, canteens, shopping centres etc. will tend to engender a feeling of belonging to a common family, among employees of the different categories serving in the same establishment.

F. Rationalisation

23. According to Shri V. V. Giri, "The aim of rationalisation is the production of the maximum results for the minimum expenditure of effort and resources. Its object is to ensure increased gains to the two partners in industry, employers and workers, and to the consumers and the community at large". Mahatma Gandhi, in an attempt to bring about agreement on rationalisation in the spinning department of the textile industry in Ahmedabad, enunciated three cardinal principles, viz.,

A Statutory
Central
Control
Board:

- (i) rationalisation should not create unemployment;
- (ii) additional work-load, if any, ought not to be such as to jeopardise the worker's health; and
- (iii) the profits of rationalisation should be equitably shared by management and labour.

To facilitate the progress of rationalisation, the First Five Year Plan laid down certain principles, which are reproduced in Appendix III. The Second Five Year Plan also emphasises strict adherence to those principles. In the context of growing unemployment and in the larger interests of a developing economy of the country, the Second Plan states:

"Rationalisation should be attempted when it does not lead to unemployment, is introduced in consultation with workers, and is effected after improving working conditions and guaranteeing a substantial share of gains to workers".

The Second Plan rightly points out that while the principle of rationalisation is accepted, difficulties in reaching at agreements over details arise at the unit level regarding, (a) apportionment of work load, (b) extent to which wages are to be increased in the event of increased work load, (c) extent of machinery which is obsolete and requires to be replaced, (d) enforcement of stricter standards of control over the installation of new machines and (e) retraining of retrenched workers and finding alternative

jobs for them. The Plan has suggested that these difficulties can be best settled by the parties after technical examination by independent experts. It has also recommended the appointment of a high power authority by the Central Government to deal with some special problems attendant on schemes of rationalisation which may have repercussions over more than one State. The Committee were informed that the matter had not been considered by Government but it could be studied whether there was need for it and in what form. *The Committee suggest that the feasibility of constituting a statutory Central Control Board for all the industries in which rationalisation has to be put into effect may be examined by Government.*

G. Workers' Education

24. A scheme for workers' education is undertaken by the Ministry 'to create a situation in which the ordinary worker, who has so far had little opportunity of perceiving and participating in the immense possibilities of growth through organised effort, is enabled to put in his best, in the interests of a higher standard of life for himself and increased prosperity of the country.' A semi-autonomous Central Board for Workers' Education has been constituted and all the work in connection with the implementation of the scheme during the plan period has been entrusted to it. Necessary funds are made available to this Board by the Central Government as grants-in-aid. The scheme, originally estimated to cost Rs. 60 lakhs and now brought down to Rs. 48 lakhs, is designed to operate in three stages indicated below:—

- (a) Selection and training of top-organisers and instructors known as Teacher-Administrators, who would be the whole-time employees of the Board.
- (b) Opening of Workers' Education Centres in different parts of the country and training batches of selected workers to be known as Worker-Teachers through the agency of trained Teacher-Administrators.
- (c) The Worker-Teachers on completion of the training will revert to their factories and conduct educational programmes on behalf of the Board for the rank and file of the workers on three or four days a week after working hours for which they would be paid a small monthly honorarium.

A batch of 57 Teacher-Administrators was given training for about seven months at Bombay during 1958. Arrangements are in hand for the training of Worker-Teachers at ten different centres in the country.

25. The actual expenditure on the scheme during the last three years and the revised estimates of the current year are indicated below: Large short-falls in expenditure.

Year	Budget	Actual Expenditure
1956-57	10,00,000	20,290
1957-58	10,00,000	19,981
1958-59	12,00,000	2,20,005
1959-60	9,29,000	9,29,000*

The main reason for non-utilisation of the amounts provided in the budget was stated to be late finalisation of the details of the scheme. *The Committee regret to observe that large amounts were successively provided in the budget of the scheme without any reasonable prospect of its implementation during the course of the year. They stress the need to effect better financial scrutiny in the Ministry so as to avoid recurrence of this nature and to expedite implementation of this important scheme during the remaining period of the Plan.*

H. Welfare

26. The Royal Commission on Labour in India considered the concept of labour welfare as 'one which must necessarily be elastic, bearing a somewhat different interpretation in one country from another, according to the different social customs, the degree of industrialisation and the educational development of the worker'. According to an ILO publication†, the term labour welfare includes such services, facilities and amenities as may be established in, or in the vicinity of, undertakings to enable the persons employed therein to perform their work in healthy and congenial surroundings. This has been somewhat further elaborated in the ILO recommendation concerning Welfare Facilities for Workers (No. 102) adopted at the 39th session of the International Labour Conference held in June, 1956. The term 'Welfare' as used in the recommendation includes (i) feeding facilities in or near the under-

General
Welfare and
Amenities.

*Revised estimate.

†I.L.O. Second Asian Regional Conference, January, 1950 Report II.

taking; (ii) rest and recreation facilities; and (iii) transportation to and from Work where ordinary public transport is inadequate or impracticable. *With the emergence of India as a Republic wedded to the idea of a Welfare State and a Socialist Pattern of Society, the Committee consider that efforts in this direction call for a special drive.* The Industrial Policy Resolution of 1956 has stressed the need to provide proper amenities and incentives and to improve the living and working conditions of workers in order to raise their standard of efficiency. The institution of labour welfare funds in coal and mica mines and of provident funds in major industries, the initiation of social security and industrial housing schemes and revision of the law regulating conditions of work are prominent among the measures taken to promote the welfare of the working Class.

Norms of Amenities in Public Sector.

27. As regards the existing comparative standards of general welfare amenities in the public and private sector undertakings, the Ministry were not in a position to give an idea in the absence of a comprehensive survey. So far as public sector was concerned, the role of the Ministry was stated to be to advise them to provide the necessary facilities. Two departmental sub-Committees [sub-Committee (medical) and sub-Committee (general)], consisting of the secretaries of some of the employing Ministries and presided over by the Labour Secretary, have been constituted by the Government of India for examining the question of providing welfare facilities to workers in the public undertakings. All questions relating to welfare measures are discussed at the meetings of these two sub-Committees and the conclusions reached are communicated to all the employing Ministries for necessary action. The representative of the Ministry stated that norms for the provision of amenities to the staff and workers of the public undertakings were not drawn up. *The Committee consider it desirable to lay down some norms for the provision of amenities to the staff and workers of the public undertakings and their families, such as housing, educational, medical and recreational facilities, compulsory insurance, pension etc. and suggest that the matter may be examined by Government.*

III. ORGANISATION OF THE MINISTRY

A. Introduction

28. The Organisation of the Ministry of Labour and Employment, as at present constituted, consists of four attached offices, nine subordinate offices, eight statutory bodies, three *ad hoc* bodies and a semi-autonomous organisation as shown below:—

Attached and
Subordinate
Offices of the
Ministry.

Attached Offices

- (i) Directorate General of Resettlement and Employment, New Delhi.
- (ii) Chief Labour Commissioner (Central) New Delhi.
- (iii) Chief Adviser, Factories, New Delhi.
- (iv) Director, Labour Bureau, Simla.

Subordinate Offices

- (v) Chief Inspector of Mines, Dhanbad.
- (vi) Central Government Industrial Tribunal, Dhanbad.
- (vii) Central Government Industrial Tribunal, Bombay.
- (viii) Labour Appellate Tribunal, Bombay (functioned till 31st May, 1959).
- (ix) Coal Mines Welfare Commissioner, Dhanbad.
- (x) Welfare Commissioner, Mica Mines Welfare Fund, Dhanbad.
- (xi) Chairman, Mica Mines Labour Welfare Fund Advisory Committee for Rajasthan, Jaipur.
- (xii) Chairman, Mica Mines Labour Welfare Fund Advisory Committee for Andhra, Nellore.
- (xiii) Additional Director, Gorakhpur Labour Organisation, Lucknow.

Statutory Bodies

- (xiv) Director General, Employees' State Insurance Corporation, New Delhi.
- (xv) Central Provident Fund Commissioner, New Delhi.
- (xvi) Coal Mines Provident Fund Commissioner, Dhanbad.

- (xvii) Controller of Emigrant Labour, Shillong.
- (xviii) Chairman, Dock Labour Board, Bombay.
- (xix) Chairman, Dock Labour Board, Calcutta.
- (xx) Chairman, Dock Labour Board, Madras.
- (xxi) President, Rescue Stations Committee, Dhanbad
(This organisation is being given Subordinate Office status with effect from 1st April 1960).

Ad-hoc Bodies

- (xxii) Chairman, Central Wage Board for Sugar Industry, Gorakhpur.
- (xxiii) Chairman, Central Wage Board for Cement Industry, Bombay (functioned till 31st December 1959).
- (xxiv) Chairman, Central Wage Board for Cotton Textile Industry, Bombay.

Semi-autonomous Organisation

- (xxv) Secretary, Central Board for Workers' Education, Nagpur.

B. Secretariat

(a) *Introduction*

Role of the
Secretariat
in Labour
Matters:

29. The Secretariat of the Ministry of Labour and Employment is the centre for consideration of all questions concerning labour as far as the Government of India are concerned. It is the central administrative machinery for the formulation of labour policy, for enforcement of labour laws and for promotion of labour welfare. The policy making activity covers subjects like closer co-operation between labour and management, better industrial relationship and increasing production. It co-ordinates the activities of the State Governments in the labour sphere. It also forms the Secretariat for the tripartite Labour Conferences and Committees connected with particular industries, convened by the Government of India and is the channel for India's participation in the activities of the International Labour Organisation.

(b) *Staff*

30. A statement showing the sanctioned strength (both permanent and temporary) of different categories of officers and staff in the Secretariat as on the 1st April, 1951, 1956 and 1959 is given in Appendix IV. The following analysis shows the comparative rise in the number of posts of the supervisory, non-supervisory and Class IV cadres and the

corresponding total expenditure on Pay and Allowances during the years 1951-52 to 1959-60:—

	Number of posts as on the 31st April of		
	1951 (1)	1956 (2)	1959 (3)
(A) <i>Category of posts</i>			
(i) <i>Supervisory (Gazetted)</i>			
Secretary, Joint Secretaries and Deputy Secretaries .	5	5	8
Under Secretaries .	4	7	9
Section Officers . . .	6*	14	38
Officers other than those enumerated above . . .	5	15	20
TOTAL	20	41	75
<i>Percentage increase of Col. (2) over (1) and Col. (3) over (2) .</i>		+105%	+83%
(ii) <i>Non-supervisory (non-gazetted)</i>			
<i>Class II and III posts</i>	104	184	274
<i>Percentage increase of Col. (2) over (1) and Col. (3) over (2)</i>	..	+77%	+49%
(iii) <i>Class IV Officers</i>	58	85	101
<i>Percentage increase of Col. (2) over (1) and Col. (3) over (2)</i>	..	+47%	+19%
(B) <i>Expenditure on Pay and Allowances during the corresponding financial year .</i>	Rs. 7,03,143	Rs. 11,48,945	Rs. 17,87,000†
<i>Percentage increase of Col. (2) over (1) and Col. (3) over (2)</i>	..	+63%	+55%

31. *The Committee observe that there has been a disproportionate rise in the number of posts borne on the supervisory and non-supervisory cadres in the Ministry (Secretariat) during the years 1951-52 to 1959-60. The Special Reorganisation Unit of the Ministry of Finance has not examined the strength of staff after 1952. The Committee recommend that a review of the present staff position and the other connected matters like O & M, work study etc. in respect of the Ministry of Labour and Employment (Secretariat), should be undertaken by the Special Reorganisation Unit in collaboration with the O & M Division.*

*Superintendents:

†Revised estimates.

Reduction in Class IV Establish-ment. 32. *The present strength of 26 Daftaries and 34 Peons for 28 sections in the Ministry (Secretariat) excluding those attached to the officers, appears to be excessive. The Committee suggest that the present strength of Daftaries and Peons in the Ministry may be revised in the proportion of 1 Daftary and 1 Peon for two sections, which should be the normal ratio.*

(c) *Workload*

Economy in strength and efficiency in work called for. 33. *The following statistics show the quantum of workload borne by the dealing staff (Section Officers, Assistants and Clerks) of the Ministry during the years 1956-57 to 1958-59. The average figures of percentage carry-over of receipts for the last quarter of the corresponding year as disclosed by the O & M Division in their 5th Annual Report (1958-59), are also juxtaposed for correct evaluation of the workload:*

Year	No. of the dealing staff	No. of Receipts	Average carry-over (i.e. percentage of 'primary' receipts in hand remaining undisposed of) for the last quarter
1956-57	150	1,40,020	23.5
1957-58	174	1,63,429	28.8
1958-59	212	1,86,769	31.1

The Committee observe from the above statement that the number of receipts have increased by 33 per cent during the years 1956-57 to 1958-59 while the total number of the dealing staff has increased by more than 40 per cent. Even then, there has been an increase of 7.6 per cent in the average annual carry-over of the primary receipts remaining undisposed of in the last quarter of the corresponding year. The Committee consider that these facts point to the necessity of launching a two pronged drive to effect economy and to improve the existing standard of efficiency in the Ministry.

C. Miscellaneous

(a) *Accommodation*

34. *The Study Groups of the Committee that visited some of the attached and subordinate offices of the Ministry noticed that a few of them were experiencing shortage of accommodation. The representative of the Ministry confirmed that the accommodation problem was extremely difficult. The Committee were surprised to learn that the Ministry had not drawn up any plan for construction of*

suitable office accommodation. They recommend that a suitable plan to provide accommodation to the attached and subordinate offices of the Ministry in Delhi and various parts of the country should be formulated and taken up early for execution. Such a plan should also include residential accommodation for the staff to the extent absolutely necessary.

(b) *Delegation of Powers*

35. The Directorate General of Resettlement and Employment although technically an attached office of the Ministry, 'functions as a Ministry dealing with subjects relating to employment and training' and the Director General is also *ex officio* Joint Secretary to Government. In the case of the other attached offices whose functions are largely technical the Ministry continue to perform the secretariat functions. Referring to the need for decentralising the functions of the Ministry the representative of the Ministry stated that certain proposals to delegate further powers to the Heads of the attached and subordinate offices under the Delegation of Financial Powers Rules, 1958 had been taken up with the Ministry of Finance. *The Committee suggest that the decision on these proposals may be expedited.*

IV. ORGANISATION OF THE CHIEF LABOUR COMMISSIONER

A. Introduction

36. The Royal Commission on Labour in India had advocated the appointment of a Labour Commissioner under each of the Provincial and Central Governments stating that the great majority of questions relating to labour administration could be dealt with in each Government by a single office. The Commission thought that, if suitably constituted, this office would be a considerable saving in personnel, an efficient instrument for administration and a valuable adjunct for the evolution of policy. The Commission recommended that the Central Labour Commissioner should have the status similar to that of the then Educational Commissioner to the Government of India. Following this recommendation, the Government of India appointed in 1945 a Chief Labour Commissioner under their control with a number of Regional Labour Commissioners. The organisations of the Supervisor of Railway Labour and Conciliation Officer (Railways) and the Labour Welfare Adviser, who were then functioning independently, were also amalgamated with the Chief Labour Commissioner's Organisation and the combined organisation came to be known as the Central Industrial Relations Machinery.

B. Functions

37. The main functions of the Organisation of Chief Labour Commissioner are given below:—

- (1) Conciliation, prevention and settlement of disputes under the Industrial Disputes Act.
- (2) Welfare, excluding welfare in Coal and Mica Mines for which separate organisations exist and statutory provisions under Factories Act and Mines Act.
- (3) Administration of labour laws to the extent to which administration is a central responsibility, except in so far separate machinery has been provided, *e.g.* the Chief Inspector of Mines.
- (4) Encouraging collective bargaining system and internal negotiating machinery in the industries falling under central sphere.

- (5) Verification of trade union membership figures of four all-India Labour organisations so as to afford data on which representation of various groups representing labour on committees may be fixed.
- (6) Watching implementation of Award of Industrial Tribunals and Settlements arrived at in conciliation proceedings and settlements registered by parties.
- (7) Keeping of liaison with state labour authorities and the heads/in charge of Government establishments.
- (8) To keep in touch with the employers' and employees' organisations.
- (9) Advising the Ministry of Labour and Employment and other employing Ministries in the day to day labour problems as arise in their respective spheres.

Besides the above suggestive functions, the following duties are also entrusted to the Organisation:

- (i) To look to adjuncts and functions arising out of the above.
- (ii) To examine reports of various Labour Officers numbering about 150 located in different industries in the country.
- (iii) To attend to committee work like Minimum Wages Joint Fixation and Revision Committee, Minimum Wages Advisory Board, Dock Labour Advisory Committee, provide secretariat and other assistance to various study groups from time to time, and to collect basic material for certain enquiries, etc.

In the Indian Labour Year Book 1957 it has further been stated that an important part of CLC's functions is to render assistance in the formation and maintenance of voluntary machinery and Works Committees in industrial establishments. *While the voluntary machinery should be allowed to retain its character, the Organisation should see to it that it remains active and fulfils its objectives.*

38. As regards the Works Committees and Unit Production Committees in the Central Government undertakings, the advice of the Chief Labour Commissioner is often sought by the employing Ministries on matters concerning

Works Committees in public undertakings.

their constitution, functions, dissolution, reconstitution etc. The representative of the Ministry stated during evidence that the Organisation saw to it that they were formed in accordance with the provisions of the law but that their functioning was left entirely with the management and labour. The Chief Labour Commissioner added that any interest evinced by Government in regard to their functioning would create a tendency on the part of the Labour to look to the government machinery for help and support. *The Committee, while generally agreeing with the approach of the Organisation to the above question, suggest that the undertakings may be required to furnish periodically reports about the functioning of the voluntary machinery and Works Committees. Apart from providing useful material for study, such a requirement would go some way in ensuring that the bodies function actually as envisaged.*

**Functions of
Works Com-
mittees.**

39. Under the Industrial Disputes Act, the functions of the Works Committee are to promote measures for securing and preserving amity and good relations between the employers and workmen and to that end to consider matters of common interest and endeavour to compose any material difference of opinion in respect of such matters. The Act as well as Rules are silent as regards the exact matters which are to be discussed by these committees. The representative of the Ministry stated during evidence that a sub-Committee of the Indian Labour Conference had considered that question and broadly laid down the division of functions between the Works Committees and trade unions. *The Committee suggest that the question of properly defining the scope of the Works Committees in consonance with the guiding principles drawn up by the tripartite committee of the Indian Labour Conference may be examined.*

40. One of the main functions of the Organisation is 'Prevention and settlement of trade disputes'. The Committee were informed that the general approach of the Conciliation Officers was 'to try to prevent disputes'. In practice, however, as their hands were full, they intervened only after a dispute was raised and brought to their notice. The Royal Commission on Labour has envisaged the existence of such officers to 'give an additional advantage in that they will be able to keep Government in close touch with disputes in their earlier stages'. The Second Five Year Plan has stressed the importance of preventive measures for achieving industrial peace in the following terms:—

“Greater emphasis should be placed on avoidance of disputes at all levels, including the last stage of mutual negotiations, namely conciliation. In

countries where the conciliation machinery has worked more successfully than in India, efforts are made by the Conciliator to keep in touch with trade union leaders and employers even when there are no disputes, and to discuss matters which are likely to cause conflict in future. Such discussions have considerable value in avoiding disputes and should be introduced in this country."

41. *The Committee consider it unfortunate that the role of prevention of disputes as originally conceived for the Organisation has not been given its due importance. If the Conciliation Officers undertook their work with understanding and appreciation of this aspect and dealt with a dispute at the initial stage with that approach, they may either prevent it completely or reduce it to some definite points requiring formal conciliation. The Committee wish to stress this important role of conciliation and recommend its adoption by the Organisation as originally contemplated.*

42. *The Committee have gathered an impression that there is some confusion in regard to the role of the Conciliation and Labour Officers in the matter of prevention of disputes. The duties of Labour Officers prescribed under Labour Officers (Central Pool) Recruitment and Conditions of Service Rules 1951 are shown in Appendix V. The representative of the Ministry stated during evidence that the above function was primarily the Labour Officers' job but he did not exclude the Conciliation Officers from doing it if they could be of some help. He added that since every Labour Officer was the employer's officer it depended on his personality and standing to bring round his employer to his view point in the matter of prevention of disputes. The Committee are of the view that the success of the institution of Labour Officers depends largely on the attitude and scope given to those officers to function impartially and in the interests of both the industry and the workers. They suggest that the roles assigned to the Conciliation and Labour Officers may be thoroughly reviewed and their functions and responsibilities in the matter of prevention of disputes clearly demarcated.*

Prevention of disputes — Demarcation of functions between Conciliation and Labour Officers.

43. *In order to enable the Conciliation Officers to undertake their functions efficiently and expeditiously and to devote sufficient time to the work of prevention of disputes, the Committee recommend that suitable transport facilities may be provided to them and to Labour Inspectors at least to those whose work necessitates much travelling in areas where normal transport is not easily available. This will obviate*

Transport facilities for Conciliation and Labour Inspectors.

the need for their having to depend on employers to provide transport facilities to go to out-of-the-way places.

**Welfare—
Role of
Labour
Inspectors.**

44. "Welfare, excluding welfare in coal and mica mines for which separate organisations exist and statutory provisions under Factories Act and Mines Act" is shown as one of the main functions of the Organisation. In practice, however, the Organisation does not initiate or organise any welfare activity. The Labour Inspectors do not have statutory powers to enforce welfare provisions of the Acts. They attend to these matters in the course of their normal inspections for enforcement of the labour laws. If the Labour Inspectors come across anything pertaining to welfare, they report the matter to the concerned inspecting agency for necessary action. The Committee had asked the Ministry to furnish figures of such suggestions made by the Labour Inspectors but the Ministry reiterated the above position without stating the figures. *The Committee fail to appreciate the real significance of this function which is regarded as one of the main functions of the Organisation. They consider that the question of assigning to this Organisation a definite role in the matter of welfare, the progress of which can be evaluated under some norms, needs examination.*

**Central
Machinery
for adminis-
tering non-
statutory
welfare in
the public
undertakings**

45. *The Committee suggest that the feasibility of administering the non-statutory welfare work in the public undertakings under the direct superintendence of the Chief Labour Commissioner and his regional officers may be examined in consultation with the concerned Ministries.*

**Central/ In-
dustrial Re-
lations
Machinery
to deal with
Industrial
Disputes in
the public
under-
takings.**

46. The Industrial Disputes Act 1947 provides for the machinery for the investigation and settlement of industrial disputes by negotiation, conciliation and arbitration. The Central Government is responsible under the Act for settlement of disputes in any industry carried on by or under their authority (meaning thereby agency functions) or in railways, oil-fields, mines, major ports, banks and insurance companies having branches in more than one State and also any industry the control of which vests with the Central Government under an enactment which the Central Government has specified under the Industrial Disputes Act 1947. Although it is within the legislative competence of the Central Government to bring 'Industries, the control of which by the Union is declared by Parliament by law to be expedient in the public interest', for the purpose of achieving uniformity in handling industrial and labour disputes, a majority of such undertakings are still within the purview of the State Governments. The representative of the Ministry stated during evidence that there was some opposition from the State Governments who desired the transfer of even some of the functions of the Central Industrial Relations Machinery

to them. One of the reasons advanced by the State Governments was that they, being on the spot, were in a better position to handle the industrial disputes since they were mostly interlinked with issues like law and order. *The Committee apprehend that the prevailing confusion, if allowed to continue any more, may vitiate the objective underlying Entry 52 in the List I—Union List of the Seventh Schedule of the Constitution. In order, therefore, to achieve uniformity and co-ordination in the administration of the labour laws in all the public undertakings irrespective of the fact whether they are departmentally run or statutory corporations and companies, the Committee consider it desirable to bring them within the purview of the Central Industrial Relations Machinery. They suggest that the matter may be examined early in consultation with the State Governments and the Law Ministry.*

C. Organisation and Staff

47. A Chart of the Organisation of the Chief Labour Commissioner is given in Appendix VI. The following analysis, based on the sanctioned strength (both permanent and temporary) of different categories of officers and staff in the Organisation as on the 1st April 1951, 1956, and 1959, shows the comparative rise in the number of posts of the supervisory, non-supervisory and Class IV cadres and the corresponding total expenditure on Pay and Allowances during the years 1951-52 to 1959-60:—

(Figures in brackets relate to the headquarters establishment of the Chief Labour Commissioner).

	Number of posts as on the 1st April of		
	1951	1956	1959
(A) <i>Category of Posts</i>			
(i) <i>Supervisory/Inspecting</i>			
Chief Labour Commissioner, Deputy Chief Labour Commissioner and Assistant Labour Commissioners	3(3)	4(4)	5(5)
Regional Labour Commissioners, Conciliation Officers	25(—)	21(—)	35(1)
Labour Inspectors and Junior Labour Inspectors	64(—) [■]	64(1)	112(2)
Section Officers and Superintendents [■]	4(2) [■]	10(4)	14(8)
Officers other than those enumerated above	2(2)	8(8)	8(8)
TOTAL	98(7)	107(17)	174(24)
Percentage increase	—	+9%(+143%)	+63%(+41%)

Number of posts as on the 1st April of

	1951	1956	1959
(ii) <i>Non-Supervisory</i>			
Class II and III posts . . .	214(47)	230(62)	293(71)
Percentage increase . . .	—	+7% (+32%)	+27% (+15%)
(iii) <i>Class IV Officers</i> . . .	132(16)	135(22)	169(24)
Percentage increase . . .	—	+2% (+38%)	+25% (+9%)
(B) <i>Expenditure on Pay and Allowances during the corresponding financial year</i> . . .	Rs. 11,05,213	Rs. 13,52,274	Rs. 18,47,300*
	(Rs. n.a.)	(Rs. 3,05,400)	(Rs. 4,27,200)*
Percentage increase . . .	—	+22%	+37% (+40%)

Redesignating Officers on verification work.

48. The following posts were created in the Organisation in 1958 for attending to the work of verification of trade union membership:—

Designation	No. of posts
Regional Labour Commissioner	1
Conciliation Officers	5
Labour Inspectors	18

The Regional Labour Commissioner is posted at the headquarters of the Chief Labour Commissioner while the remaining officers are posted in the regions. The duties of these officers are of an *ad hoc* nature, i.e. verification of trade union membership. Their designations indicate the cadre on which the posts are borne. *The Committee are of the view that the work of verification of membership of trade unions is a type of work distinct from the normal functions undertaken by the Organisation. They therefore suggest that the designation of the Regional Labour Commissioner and the other officers dealing with the work of verification may be suitably changed to conform to the nature of duties assigned to them.*

Abolition of the post of Welfare Adviser.

49. A post of Welfare Adviser was created in the Organisation in 1949 to advise the Chief Labour Commissioner on all matters relating to welfare of labour with special reference to the work of Labour Officers in the Central Government undertakings. Besides this post, there are posts of a Welfare Officer and six leave reserve Labour Officers who

*Revised estimates.

render general assistance to the Welfare Adviser. As already stated earlier, 'the Organisation does not initiate or organise any welfare activity'. As for the public undertakings under the Government of India, the amenities and welfare provisions are looked after by the Labour Officers. The employing Ministries exercise direct control over the Labour Officers and the Welfare Adviser 'exercises remote control and supervision over their work'. The Chief Labour Commissioner in one of his replies to the Committee stated that there would be better control and effective supervision if the Regional Labour Commissioners were required to supervise the work of the Labour Officers as part of their normal duties to which extent the work of the Welfare Adviser might be reduced. *The Committee recommend that the functions undertaken at present by the Welfare Adviser may be entrusted to the Regional Labour Commissioners and the post of the Welfare Adviser be abolished. Any residual work that may remain may be entrusted to the Deputy Chief Labour Commissioner.*

50. The Chief Labour Commissioner has proposed a reorganisation scheme stipulating appointment of Research Officers and Statisticians for the work of collection, collation and interpretation of statistical information and evaluation of the benefits of awards, settlements and enactments. *The Committee no doubt consider this to be an important work but since the Ministry have a full fledged Evaluation and Implementation Section for this work, they are not convinced about its necessity at two different levels. They are of the view that the additional work contemplated by the Chief Labour Commissioner should be managed by the existing officers under him by suitable adjustment of duties.*

Additional staff for evaluation work not necessary.

51. There are 7 posts of Daftaries and 14 posts of Peons in the central office of the Chief Labour Commissioner. *The number appears to be excessive. In this connection, the Committee invite attention to their observations made in para 32 of this report and suggest that the present strength of Daftaries and Peons may be revised in the proportion of one Daftary and one Peon for two sections.*

Reduction in Class IV Staff.

52. The Organisation has a separate O. & M. Section supervised by Assistant Labour Commissioner (Administration). The Chief Labour Commissioner stated during evidence that the Section was required to attend to the directions received from the Ministry and to furnish statistical *pro formae* from time to time. *The Committee do not quite appreciate the reasons stated for its separate existence, especially when it does not undertake O. & M. work in the true sense of the term. They suggest that the Section*

Abolition of O & M Section.

may be abolished, effecting economy thereby and its work transferred to Administration Section.

**O & M
Studies to
be under-
taken by the
Ministry.**

53. *In order to effect economy and to increase efficiency and output of work, the Committee suggest that systematic O. & M. studies vis-a-vis staff requirements of the central and regional offices of the Chief Labour Commissioner may be undertaken and followed up by the O. & M. Section of the Ministry.*

D. Activities

(a) Appellate Authority

**Decision on
Law Com-
mission's
Report.**

54. The working of the Industrial Disputes Act, 1947 as it originally stood revealed the need for a central appellate authority to review the divergent and sometimes conflicting decisions of the Industrial Tribunals set up by the Central and State Governments. As a result of the Industrial Disputes (Appellate Tribunal) Act, 1950, an Appellate Tribunal with four Benches at Calcutta, Bombay, Madras and Lucknow was constituted. As the working of the Tribunal was found unsatisfactory, the Act was repealed in 1956. The abolition of the Appellate Tribunal has resulted in a large increase in the number of cases going up in appeal to the Supreme Court. The Law Commission in their 14th Report have observed that the remedy lay in providing for an adequate right of appeal in industrial matters either by constituting tribunals of appeal under the labour legislation itself or by conferring a right of appeal to the High Court in suitable cases. The Committee understand that the matter was discussed by the Indian Labour Conference in their 17th Session held at Madras. It was decided that the views expressed in the Conference would be examined and a final decision taken by Government after placing the whole matter before the Standing Labour Committee. The matter was examined by the Standing Labour Committee in January 1960, but the question was deferred for further consideration. *The Committee consider that delay in arriving at a decision in this important matter is undesirable looking to the gravity of the situation as assessed by the Law Commission in their 14th Report, wherein they state as follows:—*

“The situation created by these large number of appeals admitted in labour matters causes concern in two respects. It has been the natural effect of clogging the work of the Supreme Court.... The graver aspect however of the

matter is that labour matters are being thrust upon a Court which has not the means or materials for adequately informing itself about the different aspects of the questions which arise in these appeals and therefore finds it difficult to do adequate justice. Equally grave are the delays caused by these appeals in the disposal of industrial matters which essentially need speedy disposal."

The Committee suggest that Government may take steps to expedite a decision on this long pending question in the light of the observations of the Law Commission with which the Committee agree.

(b) *Powers under the Payment of Wages Act*

55. The Committee were informed that the duties and powers with which the officers of the Organisation had been vested under the different enactments were considered satisfactory except in regard to the Payment of Wages Act where the Regional Labour Commissioner (C) and Conciliation Officers (C) exercised the powers of 'Inspector' in respect of railway and railway contractors' establishments not covered under the Factories Act. Due to the objections raised by the Ministry of Railways, the Labour Inspectors (Central) could not be declared 'Inspectors' under the Act. The Ministry of Railways issued instructions to the Railway Administrations etc. to the effect that the Labour Inspectors, even though not given any statutory powers under the Act, should be provided by the railway contractors and by the subordinate officials with full facilities for carrying out the inspections. *The Committee do not consider the informal arrangements made by the Ministry of Railways as satisfactory. They are unable to appreciate why there should be any opposition to proper recognition being accorded to an arrangement arising out of statutory requirements.* The representative of the Ministry agreed that the position needed to be set right. *They recommend that the Labour Inspectors should be declared as 'Inspectors' and the Regional Labour Commissioners (C) as 'Authority' under the Payment of Wages Act, 1936 in respect of railway and railway contractors' establishments.*

Declaration of Regional Labour Commissioners as 'Authority' and Labour inspectors as 'Inspectors' under the Payment of Wages Act (Railways).

(c) *Failure Reports*

56. The following statement shows the number of failure reports forwarded by the Conciliation Officers and the total number of disputes raised during the years 1956-57, 1957-58

and 1958-59 in respect of the central sphere undertakings:—

Year	Number of disputes raised,				No. of Failure Reports submitted by Conciliation Officers
	Strikes/ Lock-outs	Threats of Strikes/ Lock-outs	Disputes other than those stated in Cols. 2 & 3	Total of Cols. 2-4	
1	2	3	4	5	6
1956-57	352	195	2943	3490	67
1957-58	509	160	3622	4291	175
1958-59	413	206	3272	3891	425

The Committee observe that with an increase of 23 per cent. in the total number of disputes raised during 1956-57 and 1957-58, the failure reports have increased by 161 per cent. During 1958-59 the number of disputes has declined by 9 per cent. but the failure reports have shown a further rise of 143 per cent. The Committee suggest that the reasons for this unhealthy trend may be analysed and suitable remedial measures taken to arrest it.

Irregularities in Railway Establishments.

57. The following statement shows the number of irregularities relating to railway establishments detected by the officers of the Organisation under the provisions of the labour laws during the years 1956 to 1958:—

Act	Year		
	1955-56	1956-57	1957-58
1. Hours of Employment Regulations, 1951	15,593	13,208	18,578
2. Payment of Wages Act, 1936 (Railways)	13,181	19,682	16,610
3. Employment of Children Act, 1938 (Railways)	427	682	1,051

The Committee observe that the total number of irregularities detected during 1957-58 has shown an increase over the previous year except that in respect of the Payment of Wages Act, 1936 (Railways) it has decreased to some extent, although it is higher than in 1955-56. The fact that

a large number of irregularities relates to the railway establishments is a matter of concern. The Committee suggest that the matter may be taken up with the Ministry of Railways to explore the ways and means of finding out a satisfactory solution to the problem and to check the increasing trend of defaults.

(d) *Fall in number of inspections*

58. The total number of inspections carried out by the Labour Inspectors under the different labour laws during the years 1956 to 1958 is shown below:—

Enactment	No. of inspections carried out by Labour Inspectors		
	1956	1957	1958
1. Minimum Wages Act	1,515	1,826	1,875
2. Payment of Wages Act (Railways)	7,307	6,368	5,816
3. Payment of Wages Act (Mines)	4,781	4,258	3,506
4. Hours of Employment Regulations	7,207	5,796	4,974
5. Coal Mines Bonus Scheme	3,049	3,379	3,283
6. Employment of Children Act	3,762	4,851	4,548
7. Fair Wage Clause and CPWD Contractors Labour Regulations	1,728	1,465	1,519
TOTAL	29,349	27,943	25,521

The Committee regret to observe that the total number of inspections carried out by the Labour Inspectors has gone down from 29,349 in 1956 to 25,521 in 1958 even though there has been an increase in their strength. These facts point to the necessity of undertaking a detailed investigation to find out if there has been any slackening of effort on the part of the Inspectors and if so, the reasons thereof. The Committee also consider it desirable to fix a minimum number of inspectors for a prescribed period and to maintain an effective watch over the inspection diaries of the Inspectors.

(e) *Statutory Inspection Work*

59. The Study Group of the Committee that visited the office of the Regional Labour Commissioner, Bombay, were informed that the total number of inspections in respect of the Minimum Wages Act, 1948 carried out by the Labour Inspectors during 1958 was 122 as against 182 during the previous year. One of the reasons stated for the smaller

number of inspections during 1958 was their pre-occupation with the work of verification of trade union membership. The representative of the Ministry stated during evidence that during peak periods of work of verification of trade union membership, the normal administrative machinery was required to lend a helping hand. *The Committee would like to emphasise that the work of statutory inspection should not be subordinated to any other work. They suggest that the administrative requirements of the work of verification of trade union membership may be reassessed and its execution so phased that diversion of the staff from statutory inspection work may be avoided.*

(f) *Certification of Standing Orders*

60. In regard to the implementation of the Industrial Employment (Standing Orders) Act 1946, the Committee were informed that during 1956 to 1958, the Regional Labour Commissioners had certified 185 draft Standing Orders out of the total number of 355 received by them. Out of 1,470 industrial establishments in the central sphere covered by the Act, Standing Orders had been certified in respect of 1,091 establishments by the end of 1958. *The Committee consider it unfortunate that there should be such large arrears in the work of implementation of this Act so far as the central sphere is concerned and suggest that special efforts may be made to wipe off the arrears expeditiously.*

(g) *Appointment of women Welfare Officers*

61. A Committee set up in January, 1957 by Government for recommending amendments to the Welfare Officers' Rules recommended as follows:—

“With regard to the appointment of women welfare officers, the consensus of opinion was that where there was large number of women workers, it was desirable that women Welfare Officers should be appointed.”

A copy of the report of the Committee, which included the above recommendation was communicated to all State Governments. As a result of this the States of Madras and Kerala made a suitable provision in their Factories Rules for appointment of women Welfare Officers. No other State Government has taken action on the above recommendation. *The Committee consider it desirable to appoint women Welfare Officers in factories, mines and plantations having a large proportion of women workers. It is rather unfortunate that a majority of States have not complied with the above recommendation. They suggest that the question may be taken up by Government at the next Labour Ministers' Conference.*

V. ORGANISATION OF THE CHIEF INSPECTOR OF MINES

A. Introduction

62. The origin of the Mines Department may be traced to the year 1902, when the Government of India created a Bureau of Mines Inspection and appointed the then Specialist in Mining and Metallurgy in the Geological Survey of India as Chief Inspector of Mines in India to head the new Bureau. In 1904, the Bureau was renamed as the Department of Mines. In 1909, Dhanbad was made the headquarters of the Department. Before the enactment of the first Mines Act in 1901, the Inspectors of Mines acted on a purely advisory basis. Inspections were usually made on invitation and in all cases after prior arrangement. The main features of the first Mines Act were: (i) Inspectors were empowered to enter and inspect mines and to enquire into accidents etc., (ii) the employment of competent managers in mines was required (iii) the government was empowered to frame rules for regulating work in mines, and (iv) penalties were prescribed for the contravention of various provisions. The Mines Act was re-enacted in 1923 with new provisions relating to hours and limitation of employment. Rules were also framed for an examination which was prescribed for the *Sirdars* employed in mines. Although the 1923 Act had been amended from time to time in certain respects, the general frame work had remained unchanged until 1952 when it was considered necessary to include a large number of new provisions, dealing mainly with ambulance and other medical facilities, drinking water, payment of overtime wages, grant of leave with wages etc. The Mines Act, 1952 was brought into force with effect from the 1st July, 1952. In 1957, there were in the country nearly 850 coal mines employing over 3·7 lakh workmen and nearly 2800 metalliferous mines employing over 2·8 lakh workmen.

B. Functions

63. The Organisation of the Chief Inspector of Mines is charged with the following functions:

- (i) Enforcement of the Mines Act and the Regulations, Rules, Bye-laws etc. made thereunder;
- (ii) Investigation into mine accidents and into cases of explosions, inundations, fires in mines; and

taking suitable remedial measures to prevent recurrence of similar happenings;

- (iii) Inspections of mines and the mechanical and electrical installations thereof, with a view to ensuring safety of persons and prevention of dangerous occurrences in mines;
- (iv) Specifying conditions for working beneath rivers, reservoirs, built-up areas, roads etc. and for reduction/extraction of pillars etc. in mines;
- (v) Investigation of complaints regarding breach of statutory provisions in mines;
- (vi) Advising mine-owners, Government and local bodies on mining matters when required;
- (vii) Enforcement of the Mines Maternity Benefit Act, 1941 and Rules framed thereunder and of the Mines Creche Rules in mines other than coal mines.

64. Inspectors of Mines have been given certain responsibilities under the Coal Mines (Conservation and Safety) Act, 1952 regarding inspection and stowing operations and under the Land Acquisition (Mines) Act relating to restrictions on mining operations beneath Railways. The Organisation is also responsible for the Coal Mines Rescue Rules which provide for the establishment and maintenance of Rescue Stations in the coalfields and for the training of rescue workers.

Duplication of inspection work by the Chief Inspector of Mines and the Coal Board.

65. Under Section 13 of the Coal Mines (Conservation and Safety) Act, 1952, the Chief Inspector of Mines or any Inspector of Mines may, by order in writing addressed to the owner, agent or manager of a coal mine, require him to undertake protective measures, including stowing, which are considered necessary to ensure the safety of the mine or to prevent danger to human life. These powers are also exercisable by suitably qualified officers of the Coal Board, specified by Government in this behalf. Grant of assistance for stowing, whether for safety or for conservation and also whether undertaken voluntarily by a colliery or as a consequence of the orders issued on it by the Department of Mines/Coal Board, is the responsibility of the Coal Board. *Due to concurrent jurisdiction of the Ministries of Labour and Employment and Steel, Mines and Fuel in the matter of execution of the Act, two sets of officers are required to go to the same mines and inspect them for recommending the necessary measures, one from the point of view of safety and the other from that of conservation. The representative of*

the Ministry of Labour and Employment stated during evidence that there was duplication in the procedure followed by the two Organisations. To avoid that, the officers of the Chief Inspector of Mines were prepared to undertake inspection of mines both in respect of safety and conservation. The Committee understand that prior to 1954, the inspecting staff of the Coal Board had been working under the technical direction of the Chief Inspector of Mines. *The Committee do not see any justification for continuing such a dual agency for the same type of work and suggest that the question of avoiding such duplication of functions may be thoroughly examined to see how best the entire work of inspections, both in respect of safety and conservation, could be performed by a single administrative agency.*

66. The following table gives the number of mine workers in India during 1957 and 1958:—

Kind of Mines	Year	
	1957	1958
Coal	3,70,244	3,82,172
Mica	35,267	33,548
Manganese	1,10,214	86,857
Iron Ore	40,345	43,171
Gold	17,089	16,839
Lime-stone	32,754	39,520
Others	49,459	47,253
TOTAL	6,55,372	6,49,360

The Committee were informed that the total number of miners working in the mines, exempted from all the provisions of the Mines Act, excepting Sections 44, 45 and 46, was not available with the Ministry. The percentage of miners who are not covered by the Act and whose conditions of work, safety, health and welfare remain unregulated is, therefore, not known. The representative of the Ministry stated during evidence that where the Inspector of Mines had reasons to suspect that mining operations were carried beyond the limits for which the exemption applied, he paid visits to such exempted mines during his inspection work and took necessary action. Beyond this he did not think that it was possible to undertake any systematic inspection of exempted mines. *In the absence of any organised machinery to check the conditions governing the grant of exemptions to mines as specified in the Mines Act, 1952, the Committee suggest that a sample survey to assess the extent of*

Sample Survey of exempted mines:

fulfilment of conditions granting exemptions from all the provisions of the Mines Act, excepting sections 44, 45 and 46, may be undertaken by the Organisation of Chief Inspector of Mines.

C. Organisation and Staff

67. For purposes of administration, the country has been divided into ten inspection regions, each headed by a Regional Inspector of Mines. They are: (i) Sitarampur I, (ii) Sitarampur II, (iii) Dhanbad I, (iv) Dhanbad II, (v) Ramgarh, (vi) Kodarma, (vii) Ajmer, (viii) Parasia, (ix) Nellore, and (x) Oorgaum. The criteria adopted for having regional offices are: (i) number of mines and their situation; (ii) heavy concentration of mining activity in one locality; and (iii) size and type of mines and nature of mining. The organisational chart is given at Appendix VII. At the Headquarters, the Chief Inspector of Mines is assisted by Additional Chief Inspector, two Deputy Chief Inspectors, and other officers and clerical staff. The following analysis based on the sanctioned strength (both permanent and temporary) of different categories of officers and staff in the Organisation as on the 1st April, 1951, 1956 and 1959, shows the comparative rise in the number of posts of the supervisory/inspecting, and non-supervisory and Class IV cadres and the corresponding total expenditure on Pay and Allowances during 1951-52, 1956-57 and 1959-60:

	Number of posts as on the 1st April of		
	1951	1956	1959
(A) Category of posts			
(i) Supervisory/Inspecting			
— Chief Inspector, Additional Chief Inspector and Deputy Chief Inspectors	2	3	4
— Regional Inspectors, Inspectors of Mines and Assistant Inspectors	23	67	69
— Other inspecting officers	4	8	9
— Other supervisory officers	2	2	4
TOTAL	31	80	86

	1951	1956	1959
<i>Percentage increase</i>		+158%	+8%
(ii) <i>Non-supervisory Class II and III posts</i>	72	182	230
<i>Percentage increase</i>		+153%	+26%
(iii) <i>Technical staff</i>	24	48	52
<i>Percentage increase</i>		+100%	+9%
(iv) <i>Class IV Officers</i>	82	159	180
<i>Percentage increase</i>		+94%	+13%
(B) <i>Expenditure on Pay and Allowances during the corresponding financial year</i>	Rs. 6,57,813	Rs. 9,83,322	Rs. 13,89,400*
<i>Percentage increase</i>		+49%	+41%

*Revised estimates.

68. The Committee understand that a new post of Additional Chief Inspector of Mines was created in 1958 on a permanent basis. The representative of the Ministry stated during evidence that it was necessitated due to a large increase in the work of the Department which had been suitably apportioned between the Chief Inspector and Additional Chief Inspector. *The Committee are unable to see any justification for the post being created straightway on a permanent basis. They are of the view that a new post such as this should normally be created on a temporary basis. Its permanent need should be carefully assessed on its working for a reasonable period. The renewal of the temporary post from time to time would also provide occasions for a re-appraisal of the administrative efficiency resulting from the continuation of the post. The Committee suggest that the workload of Additional Chief Inspector of Mines may be examined vis-a-vis that of Chief Inspector of Mines to see if the permanent retention of the former post is fully justified.*

69. There is a temporary post of Inspector of Mines (Welfare) for enforcement of the provisions in the Mines Rules regarding Welfare Officers in mines. The representative of the Ministry stated during the evidence that most of the time of the officer was spent in the Headquarters to check up whether the Welfare Officers, stipulated under the Rules, were appointed by the mine owners or not. *The Committee do not see any justification for this post. They recommend that the post should be abolished and the work re-distributed among the existing staff.*

Abolition
of the post
of Assistant
Administrative
Officer.

70. Besides a post of Administrative Officer and four Superintendents in the Headquarters of Chief Inspector of Mines, there is a temporary post of Assistant Administrative Officer. The Additional Chief Inspector of Mines during evidence stated that the post was created to meet the overall increase in work due to an increase in the number of staff in the Organisation. The representative of the Ministry clarified that the work was originally done by P.A. to Chief Inspector of Mines whose designation had been changed to that of the post under reference. On verification of the above statement the Committee find that the designation of P. A. to Chief Inspector of Mines was changed to that of Administrative Officer on 26.5.1954 and not to that of Assistant Administrative Officer. *They do not see sufficient justification for the post of Assistant Administrative Officer and recommend that it should be abolished.*

shortage of
inspectors.

71. Due to an acute shortage of qualified personnel, 26 posts of Inspectors and 11 of Assistant Inspectors are lying vacant against the sanctioned strength of 43 Inspectors and 14 Assistant Inspectors. Giving reasons for not anticipating the requirement of personnel earlier, the representative of the Ministry stated during evidence that the target of production of 60 million tons in the Second Five Year Plan was known to them only in 1955. He acknowledged that it was futile to upgrade the pay-scales over and over again when there was an acute shortage of the qualified personnel. *The Committee regret to learn that the requirements of the total number of Inspectors of Mines were not visualised well in time to cope up with the target of production of coal as laid down in the Plan. They suggest that the minimum requirements of the technical personnel for the Organisation during the Third Plan may be assessed well in advance and the number of trainees suitably increased to meet the anticipated shortage in order to obviate similar difficulties in future.*

D. Budget Expenditure

Repeated
shortfalls.

72. The following statement gives figures of the budget estimates, actual expenditure and shortfall (inclusive of amount surrendered) during 1956-57 to 1959-60:—

Year	Budget Estimates	Actual Expenditure	Shortfall (inclusive of amount surrendered)
1956-57 .	24,40,000	12,41,000	11,99,000
1957-58 .	23,84,000	13,53,972	10,30,028
1958-59 .	23,04,000	14,70,535	8,33,465
1959-60 .	21,53,000	16,67,000*	4,86,000*

*Revised estimates and shortfall from budget grant.

The Committee were informed that the main reason for the shortfall was non-availability of qualified technical personnel. The representative of the Ministry acknowledged during evidence that the budget estimates were not framed on a realistic basis by the Organisation. *The Committee consider it highly unsatisfactory that large amounts have been provided in the budget of the Organisation from year to year without any regard to its capacity for usefully utilising them. The Committee stress the need for better financial scrutiny at all levels to avoid recurrence of this undesirable feature.*

E. Activities

73. The Committee were informed that the Mines Act, 1952, Rules and Regulations were enforced 'as strictly as possible with the staff at the disposal of the Department'. They were further informed that in an operation like mining, where the working places changed continuously, there was 'bound to be a fairly large number of recurring violations'. Some of the examples given to the Committee are reproduced below:—

**Bipartite
Safety
Committees.**

- (a) Inflammable gas has been detected at some place by an Inspector and the violation has been duly removed. With the advance of workings, however, inflammable gas may occur again the very next day.
- (b) During an inspection, the roof stone at some place has been found to be bad, and is dressed down in the presence of an Inspector. Due to subsequent weathering of rock, widening or heightening of the place, disturbance in the equilibrium of roof pressure etc., the roof at the place (or at other places) may become bad only a few days after the inspections.
- (c) A fencing is provided around a dangerous working, say a deep open-cast quarry. The fencing was quite in order at the time of an inspection, but only a day or two afterwards, it falls off its supports or is otherwise removed.

For effectively dealing with all such cases of violations, the Committee are of the view that inspections by Workmen's Inspectors would be of great assistance to supplement the task of the Organisation. They recommend that bipartite Safety Committees consisting of the representatives of labour and management may be formed early to ensure effective compliance of the safety measures and precautions.

Acquittals
and withdraw-
als.

74. The following statement gives the total number of prosecutions instituted under the Mines Act, 1952 and the number of cases punished, acquitted and withdrawn during each of the last three years:—

Particulars	Year		
	1956	1957	1958
(i) Prosecutions instituted	543	646	781
(ii) Judgements delivered	190*	234†	136**
(iii) Conviction obtained	26	174†	108
(iv) Acquittals	64	60	28
(v) Cases withdrawn]	22	22	34

In this connection, the Committee were informed that cases once instituted by the Organisation were not normally withdrawn. The most common reason for withdrawal of cases was that of 'some error in office noting etc. at the time of institution of the case'. Decision for launching or withdrawing a prosecution was taken only by Chief Inspector of Mines on the recommendation of Regional Inspectors|Deputy Chief Inspector concerned. The representative of the Ministry stated during evidence that in a majority of prosecutions, acquittals were due to improper collection and presentation of evidence by 'technical officers' who did not know the legal requirements. *The Committee are not convinced by the reasons given. This disturbing feature of the working of the Act calls for an investigation to ascertain how far the acquittals and withdrawals were due to the technical and administrative drawbacks in the Organisation and for suitable remedial measures.*

75. *From the statement of fines imposed by Courts for offences under the different sections of the Mines Act, 1952 (Appendix VIII) the Committee observe that the penalties are consistently low. During 1957 and 1958, out of 173 convictions obtained in respect of section 73 of the Mines Act, the fine imposed was less than Rs. 200 in as many as 131 cases. Similarly, under section 74(1), nine convictions were obtained, out of which not a single case was fined more than Rs. 1,000 and exceeded Rs. 300 only in three cases. The Committee consider it unfortunate that offences under the Mines Act are treated somewhat leniently. Needless to point out that a number of them are fraught with serious consequences and, therefore, the defaulters should be made to realise their responsibilities. The Committee are of opinion that offences involving*

*In a large number of cases, the hearings have been adjourned to await decision of the Supreme Court regarding validity of old regulations under the new Act.

**The remaining cases are still pending before the Court.

†Of these, 137 convictions were obtained during 1958.

serious risks to the lives of the workers, should be dealt with by ad hoc magistrates, who may have studied the actual working of the mines in all its ramifications. They suggest that the Act may be suitably amended to provide for adequate minimum punishment at least in case of a repetition of the same offence.

76. With the development of the mining industry all over the country, Mining Boards for each of the following States have been constituted under Section 12 of the Mines Act, 1952:—

Meetings of Mining Boards— never held.

- (1) Andhra Pradesh
- (2) Bihar
- (3) Madhya Pradesh
- (4) Mysore
- (5) Orissa
- (6) Rajasthan
- (7) West Bengal

The Committee are surprised to learn that none of the Mining Boards has met during the years 1956 to 1958. The representative of the Ministry stated during evidence that the Chairmen of the Boards who were generally Commissioners of the respective regions, considered it enough to circulate the proposals to the members of the Boards to ascertain their views. The Committee do not consider this as satisfactory. They are of the view that the procedure adopted by the Boards is not likely to fulfil the objectives for which they are constituted. They trust that the Mining Boards will meet at least twice in a year.

77. The following table gives the comparative figures of the death and serious injury rate in mines in India during the years 1951 to 1958:—

Safety of mines linked with training.

Year	Death Rate per 1000 persons employed	Serious Injury Rate per 1000 persons employed
1951	0.77	4.86
1952	0.81	6.95
1953	0.65	7.03
1954	0.72	7.90
1955	0.64	7.42
1956	0.53	6.80
1957	0.40	5.73
1958	0.76	5.68

The Committee were informed that the increase in the death rate during 1958 was due to Chinakuri explosion and Central Bhowra inundation. The increase in the serious injury rate noticed from 1951 to 1954 was stated to be due to 'more accurate reporting'. The classification of fatal accidents during 1956 as published in the Annual Report of the Chief Inspector of Mines shows that nearly 69 per cent. of the fatal accidents were due to misadventure and faults of workers. *The Committee consider that unless competent and trained workmen, operators and officials are available in mines, no programme of safety can make much headway. To ensure uninterrupted supply of trained personnel during the Third Plan, the Committee suggest that suitable schemes for the training of workmen, operators and officials may be formulated in collaboration with the employers in the mining industry, without delay.*

Publication of safety literature etc.

78. *The Committee would also like to stress the importance of undertaking publication of suitable safety literature, illustrated posters, placards, films etc. on the lines of similar activities undertaken by the Chief Adviser, Factories.*

Review of working of Public Sector Mines.

79. The mines in public sector are expected to set certain high standards of safety, working conditions etc. as generally expected of all the public undertakings. A Study Group of the Committee that visited Giridih found the following defects and deficiencies:

- (i) the standard of safety measures in some of its sections like Workshop, Fitting Shop, and Machine Shop was far from satisfactory;
- (ii) the Pit-head Bath which is expected to be at or near the mouth of the mine to enable the workers to have their baths immediately on their coming out of the mines was away from the pit shaft;
- (iii) the creche was far off both from the collieries and workers' homes and there was no transport facility for children to and from the creche;
- (iv) the workers' houses were small mud huts without any ventilation;
- (v) the hospital equipment and facilities were not modern and far from adequate; and
- (vi) the hospital was badly in need of an orthopaedic expert to deal with cases of accidents.

80. *All these instances point to the need of undertaking a review of the working of the mines in public sector so as to make them models in all respects. The Committee trust that the matter will receive due consideration by the Ministry of Steel, Mines and Fuel and the Ministry of Labour and Employment.*

F. Plan Scheme

81. A scheme called 'Barrier Survey Scheme' was sanctioned by Government in 1958 to determine the nature and extent of the barriers between the working of the adjacent mines in each seam and in each section of the seam in order to avoid accidents in coal mines arising from thinness of barriers. The total cost during the Second Plan period was brought down to Rs. 5.07 lakhs from the original estimated amount of Rs. 10.25 lakhs. The budget estimates for 1959-60 is Rs. 1,64,000. Field equipment and instruments worth about Rs. 86,900 for conducting the survey were procured but the survey has not been started due to non-availability of technical personnel. The question of revision of scales of pay to attract suitably qualified candidates was stated to be under examination of Government. The representative of the Ministry stated during evidence that it might be possible to offer higher grade to technical personnel to implement the scheme in the succeeding year. *The Committee consider it unfortunate that this important scheme included in the Second Five Year Plan has not made any headway. They recommend that vigorous steps should be taken to expedite its early implementation.*

VI. ORGANISATION OF THE CHIEF ADVISER, FACTORIES

A. Functions

**Technical
and
Information
Service:**

82. The Organisation of the Chief Adviser, Factories function as a properly organised service capable of advising all concerned on matters relating to the health, welfare and safety of workers. It deals with—

- (i) all questions relating to the administration of the Factories Act and the rules framed thereunder;
- (ii) training of Factory Inspectors and Safety Officers;
- (iii) industrial health;
- (iv) surveys of toxic hazards;
- (v) environmental problems in factories;
- (vi) studies relating to productivity and work and method studies;
- (vii) housing of industrial labour; and
- (viii) administration of safety, health and welfare schemes and the Dock Workers (Regulation of Employment) Act.

It functions as (a) Technical Service, and (b) Information Service. As a technical service, it tenders advice on all matters relating to construction, design and layout of factories; working conditions such as lighting, ventilation, control of dust and fumes; accident prevention and other safety precautions; canteens, creches, washing arrangements and other welfare amenities. As an information service, it collects up-to-date information on progressive measures adopted in the industrially advanced countries in respect of safety, health and welfare of industrial workers and disseminates such and other information in the form of pamphlets, leaflets, brochures, posters, sketches, charts etc. The Organisation administers the Indian Dock Labourers Act, 1934 and the Indian Dock Labourers Regulations, 1948 through the Inspectors, Dock Safety, at Calcutta, Bombay and Madras. It is also responsible for the setting up of the Central Labour Institute at Bombay and Regional Museums of Industrial Safety, Health and Welfare at Calcutta, Coimbatore and Kanpur.

B. Study of Occupational Hazards

83. The industrial workers are exposed to occupational hazards at their work places, apart from the normal health risks common to the community as a whole. While the latter are looked after by the services available to the community, there is, as yet, no well established agency to deal with the former. The available information regarding the incidence of occupational diseases is very limited. The only sources of data are: (i) returns and reports received on the working of the Workmen's Compensation Act, 1923 and the investigations conducted by the State Governments, public institutions etc. The available data as stated below even though scanty throws some light on the seriousness of the problem.

Occupational disease and name of State	Total number of cases report- ed during		No. of cases sustaining permanent/ temporary disability during		No. of fatalities during	
	1956	1957	1956	1957	1956	1957
<i>Silicosis</i>						
Mysore .	833	206	828	205	5	1
<i>Lead Poisoning</i>						
West Bengal .	6	..	..	..	..	..
Bihar .	12	..	..	..	..	--
<i>Other diseases</i>						
Kerala .	489	507	489	507	..	..
Madras .	2	..	..	..	..	--

The Committee were informed that the Organisation had surveyed four industries on all-India basis and nine on State basis. They include manufacture of dichromates, electric accumulators, pottery and ceramics, viscose rayon, refractories (Bihar), scissors and razors (Uttar Pradesh), D. D. T. (Delhi) and the mining industries of mica (Bihar), chromite and magnesite ore (Mysore). Besides these in-

industries, the Organisation has surveyed Mineral Factory (Kerala), Mica factories (Bihar) and textile industry (Ahmedabad-Bombay). The following industries have been earmarked for survey in 1960:—

- (i) Coal Mining (Bihar and Bengal)
- (ii) Coal Trimming (Calcutta Docks)
- (iii) Asbestos industry (all-India)
- (iv) Manganese mining (all-India)

The recommendations emanating from these surveys are published by the Organisation in Industrial Hygiene Survey Reports which are circulated widely all over the country especially to the State Governments.

Besides, the Organisation prepares model rules which are generally adopted by the State Governments under the Factories Act. The Committee are glad to note that a good start has been made during the last decade in surveying the occupational health hazards in industries in the country. *Looking to the industrial and technological development envisaged in the Third Plan, the Committee consider that the Organisation should lay stress on a systematic study of the hazards involved in various occupations and on education of workers and management in these matters, besides the normal investigations connected with the safety problems in industries.*

Follow up of Studies.

84. The Committee were informed that there is no machinery to maintain a follow up of the recommendations made by the Industrial Hygiene Team of the Organisation. Unless this is ensured, the efforts made by the Team are not likely to be fruitful. *The Committee suggest that the question of maintaining a regular follow up of the recommendations made by the Industrial Hygiene Team may be examined.*

Facilities for Survey to be provided by Statute.

85. The Committee were informed that the need for research in occupational health problems was discussed by the Employees' State Insurance Corporation. Suggestions were made that the Corporation should undertake to carry out research on physical and environmental conditions. While under Section 67 of the Employees' State Insurance Act, surveys could be carried out where there was reason to believe that the incidence of sickness was high, it was found difficult to undertake surveys on occupational health problems on that presumption. Either Section 67 of Employees' State Insurance Act has to be amended to enable the Corporation to undertake such surveys or a suitable provision has to be made in the Factories Act whereby the Central Government in consultation with the State Governments can notify the survey to be undertaken in a particular industry located in more than one State. Such a provision may make it incumbent on the occupiers of the factories to

render all assistance and require the workers to present themselves for medical examination. The Committee are glad to learn that this question was discussed at the Labour Ministers' Conference in their 16th Session held in New Delhi in January 1960 and that the following decision has been arrived at:—

“The Factories Act should be amended with a view to enabling all notified officers of the Chief Adviser, Factories, of the Central Labour Institute, of research organisations and of State Inspectorates to ask for and obtain information, inspection and other facilities for carrying out surveys, investigations and research on safety problems or problems connected with occupational diseases.”

In view of the importance and urgency of the problem, the Committee hope that the necessary amendment will be brought forward without undue loss of time.

86. *In order to undertake the above task speedily, economically and efficiently, the Committee consider that there should be co-ordination at the highest level between the Ministry of Health and the Ministry of Labour & Employment (i) to high light the problem of industrial hygiene, and (ii) to ensure through their respective State counterparts that the results of the studies are applied by the State factories concerned.*

Co-ordination
with Ministry
of Health.

C. Productivity Centre, Bombay

87. The Productivity Centre was set up in Bombay in 1955 as a result of the recommendations of the first ILO Productivity Mission. The Centre has conducted the following courses during the First Plan:

Productivity
Centre.

- (i) Refresher course in Industrial Engineering for teachers in engineering colleges.
- (ii) Community-wide Productivity Project (conducted at the request of the Federation of Gujarat Mills and Industries at Baroda).

- (iii) Productivity Project for engineering industries, Bombay (sponsored by the Engineering Association of India, Bombay).
- (iv) Work-study Project in Bombay State Road Transport Workshops, Poona. Nos. 1 and 2.

With the coming into existence of the National Productivity Council in 1958 and its Regional Directorates and network of local Productivity Councils, training courses are organised in Work Study, Production Control, Cost Control, Material Handling etc. The Council, in collaboration with local Productivity Councils and various institutions and organisations, organises and conducts training programmes for various levels of management in the subject of productivity. The Chief Adviser Factories stated that the National Productivity Council confined its work to 'promotional activities' in the field of productivity and for the purpose of conducting programmes in safety and work-study, it approached the Productivity Centre under the Organisation to render the necessary assistance. He considered that the work of the National Productivity Council and the Productivity Centre was of a complementary nature. The representative of the Ministry stated that the Productivity Centre was one of the agencies of the Productivity Council in its promotional activities. *The Committee suggest that the question whether the scheme of the Productivity Centre could function better as a limb of the National Productivity Council under the Ministry of Commerce & Industry may be examined by Government.*

D. Training within Industry

88. The Committee understand that training is not the primary function of the Organisation. However, the Organisation has undertaken administration of the scheme of Training Within Industry. The Chief Adviser, Factories stated during evidence that it was a 'tabloid form of leadership training' where the skills in instructing, leading and improving methods were imparted which had 'nothing to do with vocational training'. The scheme no doubt has attempted the much needed improvement over the traditional methods of imparting training to supervisors and instructors and has immense potentiality in future. *The Committee do not agree with the view that the Scheme of Training Within Industry bears no relation with the other vocational training programmes organised by the Directorate General of Resettlement and Employment. As a matter of fact, in the U. K. the Training Within Industry is an integral part of Department of Training which is also responsible*

for vocational training schemes. The Committee suggest that the question of transfer of the Scheme of Training Within Industry to the Directorate General of Resettlement and Employment, may be examined by the Ministry.

E. Organisation and Staff

89. Under the Chief Adviser, Factories, there are posts of a Joint Chief Adviser, four Deputy Chief Advisers and eleven Assistant Chief Advisers. The organisational chart is given in Appendix IX. The following analysis based on the sanctioned strength (both permanent and temporary) of different categories of officers and staff in the Organisation as on the 1st April, 1951, 1956 and 1959, shows the comparative rise in the number of posts of the supervisory/inspecting and non-supervisory and class IV cadres and the corresponding total expenditure on Pay and Allowances in the years 1951-52, 1956-57 and 1959-60:—

(Figures in brackets relate to the headquarters establishment of the Chief Adviser, Factories).

	Number of posts as on the 1st April of		
	1951	1956	1959
A Category of posts			
(i) Supervisory/Inspecting			
Chief Adviser, Factories, Joint Chief Adviser, Deputy Chief Advisers and Assistant Chief Advisers	4(4)	12(7)	17(11)
Inspectors and Productivity Officers	7(4)	8(5)	11(5)
Section Officers	1(1)	1(1)	2(2)
TOTAL	12(9)	21(13)	30(18)
<i>Percentage increase</i> . . . . .	..	+75% (+44%)	+43% (+38%)
(ii) Non-supervisory			
Class II & III Posts	20 (17)	40(26)	50(30)
<i>Percentage increase</i> . . . . .	..	+100% (+53%)	+25% (+15%)
Class II & III technical posts	4(4)	1 4(3)	4(3)
<i>Percentage increase</i> . . . . .	..	—(-25%)	..
(iii) Class IV Officers			
Class IV Officers	18(15)	26(61)	31(18)
<i>Percentage increase</i> . . . . .	..	+44% (+7%)	+19% (+13%)

	Number of posts as on the 1st April of		
	1951	1956	1959
B. Expenditure on Pay and Allowances during the corresponding financial year.	Rs. 2,26,919 (..)	Rs. 3,84,689 (Rs. 2,12,435)	Rs. 5,47,500* Rs. (2,86,800)*
Percentage increase	..	+69%(..)	+42% (+35%)

*Revised estimates.

Joint Chief Adviser. 90. The post of Joint Chief Adviser was created on a temporary basis in 1958 'to relieve the Chief Adviser from certain duties so that he can devote more time for organising the Central Labour Institute and the Regional Museums'. The Committee understand that the post had remained vacant for a long time. It was notified on the 19th February, 1960 to have been filled in by appointment of one of the Deputy Chief Advisers with effect from the 1st June, 1959 i.e. with retrospective effect. *The Committee are not convinced about its necessity considering that the Chief Adviser is assisted by four Deputy Advisers and eleven Assistant Advisers. In any case, they suggest that the post may be abolished as soon as a full fledged Director is appointed for the Central Labour Institute.*

F. Activities

State Factory Inspectors 91. The total number of factories in India has increased from 16,000 in 1948 to 37,483 in 1956. The following table gives figures of percentage of uninspected factories from 1948 to 1956:

year	Percentage of uninspected factories.
1948	17.4
1949	20.1
1950	15.8
1951	14.0
1952	17.3
1953	15.4
1954	13.5
1955	13.6
1956	21.2

The Committee view with concern the sharp rise in 1956 in the percentage of uninspected factories. Giving reasons for this the Chief Adviser, Factories stated that there was a big gap in the State cadres of the Factory Inspectors between the sanctioned strength and the actual number in

position. As the subject was primarily within the purview of the State Governments, it was taken up at the 16th Session of the Labour Ministers' Conference held in January 1960 where it was decided to upgrade the pay scales of the Factory Inspectors to the level of the corresponding posts in the State Public Works Departments. *The Committee hope that the State Governments will be persuaded to fill up the vacancies of the Factory Inspectors at an early date so that the percentage of uninspected factories can be substantially reduced.*

92. Under the Factories Act, 1948, statistics of injuries resulting from industrial accidents by reason of which persons affected are prevented from attending to work for a period of 48 hours or more immediately following the injury are compiled. The number and the frequency rates of fatal and non-fatal injuries in factories from 1952 to 1956 are given below:—

Year	Fatal injuries		Non-fatal injuries		Total injuries	
	Number	Frequency rate (No. of injuries per 100,000 man days worked)	Number	Frequency rate (No. of injuries per 100,000 man days worked)	Number	Frequency rate (No. of injuries per 100,000 man days worked)
1952 .	257	0·04	91,003	11·66	91,290	11·70
1953 .	256	0·04	93,431	13·56	93,687	13·60
1954 .	267	0·04	93,765	13·10	94,032	13·14
1955 .	274	0·03	1,16,010	14·98	1,16,284	15·01
1956 .	278	0·03	1,28,177	15·63	1,28,455	15·66

The Committee observe that the increase in the rate of non-fatal injuries in factories is alarmingly high. The representative of the Ministry stated that the question of accidents had been discussed at great length in the Labour Ministers' Conference where it was brought out that the percentage of injuries caused by machines was comparatively larger in India than in the U.K. and other countries which were highly mechanised. Besides the improvement to be effected in the pay scales of the Factory Inspectors, the Conference took a number of decisions, such as training in safety measures, safety propaganda etc. with a view

Decisions of the Conference of Labour Minister.

Augmenting the strength of the State Inspectorates to improving the safety conditions in factories. *The Committee suggest that the Ministry may use their good offices in following up the decisions taken by the State Ministers' Conference, specially in regard to the question of strengthening the State Factory Inspectorates which will have decisive influence on the other questions. In many States the receipts under the Factories Act far exceed the expenditure on the factory Inspection Service as may be seen from the figures given in Appendix X. The Committee trust that the suggestion for augmenting its strength would receive the needed response from the States.*

Inspectors to have powers of enquiry into accidents 93. The Committee were informed that there was no provision in the Factories Act to institute an inquiry into the accidents involving fatal or serious injuries to workers. The Committee understand that the question was discussed at the last Labour Ministers' Conference, where the following decision was taken:—

“Statutory provision should be made for enquiry into the more serious accidents with a view to ascertaining the causes and to taking suitable remedial and penal measures.”

The Committee suggest that the question of making a provision in the Factories Act for the Inspector to hold an enquiry in the factory in which an accident occurs may be expedited.

G. Central Labour Institute

94. The Central Labour Institute was a project included in the First Five Year Plan. It has been designed to function as a socio-economic laboratory and as a national institute dealing with the scientific study of industrial development in relation to the human factor. It is a Centre for specialised training in labour and allied problems and provides a common platform for all groups concerned with the well-being of labour and industry. The Institute comprises the following sections:

- (1) Museum of Industrial Safety, Health and Welfare,
- (2) Industrial Hygiene Laboratory,
- (3) Productivity Centre,
- (4) Training Within Industry Centre,
- (5) Industrial Physiology Section,
- (6) Industrial Psychology Section,
- (7) Library-cum-Information Centre, and
- (8) Training Centre.

Though the scope of the Central Labour Institute is wide, the various activities of the Institute have had necessarily to be limited or restricted to the field in which labour is intimately concerned and cover those spheres in which labour and management functions overlap. An amount of Rs. 44 lakhs has been provided in the Second Five Year Plan out of which Rs. 6.86 lakhs have been made in the budget estimates of 1959-60. The history of the building for the Institute at Bombay furnishes an example of lack of proper planning and co-ordination. The Government of Bombay made available free of cost a suitable plot of land for the Institute in Bombay. A site at Kurla in Bombay adjacent to the Santa Cruz Airport was selected after examining a number of alternative sites. The drawings were prepared in close consultation with the Civil Aviation Wing of the C.P.W.D. and construction work was started in 1955 after the Director General, Civil Aviation had officially issued a no objection certificate to the work being undertaken. After the work of construction had progressed sufficiently, the Ministry received an intimation from the Director General, Civil Aviation, Ministry of Communications on the 1st February, 1957 that the building of the Institute should be demolished for extending the runway at Santa Cruz airport 'in the larger public interest'. *The Committee regret to note that the building constructed for the Central Labour Institute at a cost of Rs. 6 lakhs had to be demolished resulting in infructuous expenditure. The incident points to the need of maintaining better co-ordination and advance planning in the execution of the plan schemes to avoid recurrence of such unfortunate situations.*

H. Information Services

95. The Organisation collects information on all measures adopted in foreign countries in respect of safety, health and welfare of workers. This is disseminated in the form of pamphlets, sketches, charts, leaflets, brochures, posters etc. A bulletin entitled 'Industrial Safety and Health Bulletin' is issued quarterly. The Organisation has also prepared a documentary film entitled 'Industrial Hygiene'. *The Committee suggest that production of short films showing the cause and effect of common occupational health hazards like silicosis, lead and chromic acid poisoning etc. and the precautions to be taken to avoid them may also be undertaken for exhibition to workers in the concerned industries.*

Films showing effects of occupational disease.

I. Indian Dock Labourers Act, 1934

(a) Reportable accidents

96. The following table gives the number of total reportable accidents, fatal and non-fatal which occurred in Calcutta, Bombay, Madras, Cochin and Vizagapatam during 1949 to 1958:—

Year	Fatal	Non-fatal	Total
1949	19	1,532	1,551
1950	18	1,891	1,909
1951	20	1,982	2,002
1952	18	2,441	2,459
1953	13	2,643	2,656
1954	16	2,684	2,700
1955	16	4,253	4,269
1956	22	4,687	4,709
1957	21	4,520	4,541
1958	19	3,770	3,789

The Committee observe that the number of non-fatal accidents in the docks of major ports (excluding Kandla) recorded a sharp increase during the years 1955 to 1957, compared to the previous years. Though the figure for 1958 has recorded an improvement, it is still very high. The Committee are of the view that special measures require to be taken at all the major ports to reduce the number of accidents.

(b) Inspections

97. *The Committee regret to note from the following table that the total number of days spent on inspection by the Inspectors of Dock Safety, Calcutta, Bombay and Madras have shown a decline from 395 days in 1953 to 310 days in 1957 and 278 in 1958:—*

Year	Number of days spent on inspection made by the Dock Safety Inspectorates, at			
	Calcutta	Bombay	Madras	Total
1953	148	131	116	395
1954	124	124	85	333
1955	111	126	125	362
1956	93	108	94	295
1957	95	101	105	301
1958	79	75	124	278

Inspection
Work no to
be neglected.

The Chief Adviser, Factories stated during evidence that the reduction was due to an increase in the 'office work' and other 'active work'. The reason for a smaller number of inspections made at Calcutta was stated to be due to the difficulty of its being a 'sprawling port', for inspite of this

difficulty, they had done better earlier. *The Committee are not convinced by this reason. They stress the need to ensure that the Inspectors devote their time primarily to the work of inspection. The increase in the office work and other active work should be dealt with suitably by adjusting the work among the clerical staff or by augmenting their strength, if necessary. The necessity of increasing the frequency of inspections assumes added importance in view of the sharp increase in the number of accidents referred to earlier.*

J. Housing for Dock Workers

98. As regards housing for the dock workers, the Committee were informed that the question of extending the Subsidised Industrial Housing Scheme for Industrial Workers to the dock workers was under consideration of Government for a long time. The Planning Commission were unable to agree to the proposal for the following reasons:—

Housing of
Dock Workers.

- (i) The Dock Labour Boards are statutory bodies and have been exempted from paying income-tax. Such bodies are excluded from the scope of the Subsidised Housing Scheme.
- (ii) Apart from labour employed by the Boards, there are workers employed by port authorities, contractors etc. If only workers of the Boards are covered by the scheme it would amount to discrimination.
- (iii) If the proposal is agreed to, there will be demand from labour in railways, transport, P & T etc. for the extension of the benefit of the scheme to them.
- (iv) The funds earmarked for the Subsidised Industrial Housing Scheme are limited.

The representative of the Ministry stated during evidence that a separate provision of Rs. 3 crores was proposed to be made in the Third Plan to provide housing to about 25 per cent of the total number of dock workers. Whether the provision of housing for dock workers should be made by extending the subsidised Industrial Housing Scheme to them, or whether there should be a separate provision for this, is a matter of detail which can be settled by the Ministry with the Planning Commission. *What the Committee are anxious to stress is that this basic amenity should not be denied to the dock workers. They suggest that the proposal to provide housing to at least 25 per cent of dock workers during the Third Plan may be finalised early and the necessary preparations for its implementation commenced without delay.*

K. Calcutta Dock Workers (Regulation and Employment) Scheme

Review of
Dock Workers
Scheme.

99. In May, 1959 the Government of India appointed a single member Inquiry Committee (i) to review the working of the Calcutta Dock Workers (Regulation of Employment) Scheme, 1956, (ii) to examine in particular the complaints received from different quarters about the administration of the Scheme and (iii) to make such recommendations to Government as the Committee may deem fit. It submitted its report on the 20th October, 1959. *The Committee regret to find from the report that serious administrative and financial irregularities were allowed to take place over a length of time resulting in all round inefficiency and waste.* The Dock Workers Scheme which incorporated the welcome principle of labour and employers having a voice in the decisions had been thwarted in its working by inadequate control and improper administration. The Committee were informed by the representative of the Ministry during evidence that the recommendations of the Inquiry Committee were accepted by Government. *They hope that the drawbacks pointed out by the Inquiry Committee will be set right in respect of the Calcutta Scheme and the working of the Schemes at Bombay and Madras reviewed, if necessary, in the light thereof.*

NEW DELHI-1;
The 7th April, 1960.
The 18th Caitra, 1882 (Saka).

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDICES

APPENDIX I

[Vide para 8]

The revised verification procedure as agreed to in the Indian Labour Conference held at Nainital in May 1958

The four Central Trade Union Organisations, viz. Indian National Trade Union Congress, All India Trade Union Congress, Hind Mazdoor Sabha and United Trade Unions Congress are requested to furnish a list of trade unions affiliated to them as on 31st March of that year in the prescribed proforma. Details to be furnished by the Organisations along with their claimed lists are—(i) Name and address of the union, (ii) Date of registration, (iii) Registration number and (iv) the name of Central Organisation and/or Federation, if any, to which affiliated and membership claimed against each union. On receipt, these lists are scrutinised in the Office of the Chief Labour Commissioner and discrepancies such as omission of registration numbers, date of registration and incorrect classification of industry are pointed out to the organisations concerned for rectification. A copy of the claimed lists of each of the four All India Organisations is made available to the other organisations and they are to raise objections, if any, in writing with regard to the claims furnished by their rival organisations. These objections generally challenge affiliation, membership claimed and registration of the unions affiliated to the rival organisations. The objections received from the organisations are scrutinised and circulated to the Regional Labour Commissioners concerned along with copies of the claimed lists furnished by the four All India Organisations. The procedure followed by the Regional Labour Commissioners briefly is as under:—

- (a) In the first instance they get the lists of claimed unions verified with the assistance of their staff from the records maintained by the Registrars of Trade Unions of the various State Governments. These Unions which are found to be unregistered and those which had failed to furnish their annual returns as required under the provisions of the Indian Trade Unions Act are scored out from the claimed lists. Membership as shown in the annual returns submitted by the claimed unions is then noted and verified

with the membership shown against each of the unions claimed by the All India Organisations.

- (b) In addition to all the objected unions which have to be subjected to physical/spot verification, they select, out of the registered ones, particularly those having wide variation between the figures claimed by the organisations and the figures shown by the Registrar's records for physical/spot verification.
- (c) A list of unions to be subjected to physical/spot verification in each State is drawn up and instructions are issued to the verifying officers to complete the verification as expeditiously as possible.

The detailed procedure followed by the verifying officers in this connection has been given in the instructions issued to the Regional Labour Commissioners. The physical/spot verification entails repeated visits to the offices of the trade unions, concerned as well as to the undertakings in which the members of the unions are employed. The spot verification is carried out at the place where the workers are employed by checking certain percentage of workers selected from the list of members of the union. This entails the verifying officers having to visit a large number of industrial undertakings as well as to the officers of the unions concerned. They furnish the verified lists in the prescribed proforma.

On receipt of the detailed verified membership lists from the Regional Labour Commissioners concerned, the same are very carefully scrutinised in the office of the Chief Labour Commissioner and discrepancies such as omissions, errors etc. noticed are pointed out to them in order to get them rectified. The lists, after rectification of defects etc., are then compiled in the Office of the Chief Labour Commissioner industry-wise and State-wise for each organisation. This entails making out as many as 180 statements. For example, the unions belonging to each of the four organisations in Andhra Pradesh have to be classified into 26 industries and similar action is also to be taken in respect of unions for preparing statements State-wise. The information thus collected is again compiled into comparative statements showing the claimed membership as well as verified membership in respect of each of the four organisations (i) industry-wise and (ii) State-wise. The information is also posted in the various registers maintained for this purpose and percentages of the strength of each of the organisation in each industry and in each State are then worked out.

The claimed lists showing the verification results against each of the unions claimed are then circulated in the prescribed proforma amongst the four All India Organisations and they are given an opportunity to raise objections against the verification results in respect of unions affiliated to their own organisation as well as other organisations. These objections on the verification results received are forwarded to the Regional Labour Commissioners concerned and they are asked to investigate and enquire into each of the objections raised. For this purpose, they have again to repeat the same process of verification as described in para 1 above. The replies to the objections received from the Regional Labour Commissioner are examined in the office of the Chief Labour Commissioner and a meeting consisting of one representative each of the four all India Organisations is then convened to resolve disputes arising out of verification. Those of the disputes which remain unsettled at that meeting are referred to the Ministry of Labour & Employment for necessary action which includes reference of such disputes to an independent agency (a tribunal etc.).

(ii) *Ad hoc verification*

The Chief Labour Commissioner's organisation has to carry out *ad hoc* verification for purposes of ascertaining the membership of various unions (not affiliated to any of the four All India trade union organisations and hence not covered by the general verification) in order to determine their representative character for giving them seats on various Development Councils, Committees etc. The procedure followed for this verification is similar to that followed in the case of general verification. In accordance with the decision taken by the Government in consultation with the four All India Trade Union Organisations, whenever a dispute arises about the membership strength of unions for purposes of granting them recognition, *ad hoc* verification of the unions concerned is conducted by the Chief Labour Commissioner's organisation in the case of unions falling in the Central Sphere. The procedure to be followed for this verification is more elaborate and instead of random sampling, checking of membership has to be more detailed.

APPENDIX II

[Vide para 12]

Code of Discipline in Industry

I. To maintain discipline in industry (both in public and private sectors)

There has to be (i) a just recognition by employers and workers of the rights and responsibilities of either party, as defined by the laws and agreements (including bipartite and tripartite agreements arrived at all levels from time to time) and (ii) a proper and willing discharge by either party of its obligations consequent on such recognition.

The Central and State Governments, on their part, will arrange to examine and set right any short-comings in the machinery they constitute for the administration of labour laws.

To ensure better discipline in industry—

II. Management & Union(s) agree

(i) that no unilateral action should be taken in connection with any industrial matter and that disputes should be settled at appropriate level;

(ii) that the existing machinery for settlement of disputes should be utilised with the utmost expedition;

(iii) that there should be no strike or lockout without notice;

(iv) that affirming their faith in democratic principles, they bind themselves to settle all future differences, disputes and grievances by mutual negotiation, conciliation and voluntary arbitration;

(v) that neither party will have recourse to

(a) coercion, (b) intimidation, (c) victimisation or (d) go-slow;

(vi) that they will avoid (a) litigation, (b) sitdown and stay in strikes and (c) lockouts;

(vii) that they will promote constructive co-operation between their representatives at all levels and as between workers themselves and abide by the spirit of agreements mutually entered into;

(viii) that they will establish, upon a mutually agreed basis, a grievance procedure which will ensure a speedy and full investigation leading to settlement;

(ix) that they will abide by various stages in the grievance procedure and take no arbitrary action which would by-pass this procedure and

(x) that they will educate the management personnel and workers regarding their obligations to each other.

III. *Management agree*

(i) not to increase work-loads unless agreed upon or settled otherwise;

(ii) not to support or encourage any unfair labour practice such as (a) interference with the right of employees to enroll or continue as union members, (b) discrimination, restraint or coercion against any employee because of recognised activity of trade unions and (c) victimisation of any employee and abuse of authority in any form;

(iii) to take prompt action for (a) settlement of grievances and (b) implementation of settlements awards, decisions and orders;

(iv) to display in conspicuous places in the undertaking the provisions of this Code in the local language(s);

(v) to distinguish between actions justifying immediate discharge and those where discharge must be preceded by a warning, reprimand, suspension or some other form of disciplinary action and to arrange that all such disciplinary action should be subject to an appeal through normal grievance procedure;

(vi) to take appropriate disciplinary action against its officers and members in cases where enquiries reveal that they were responsible for precipitate action by workers leading to indiscipline; and

(vii) to recognise the union in accordance with the criteria (Annexure I) evolved at the 16th Session of the Indian Labour Conference held in May, 1958.

IV. *Union(s) agree*

(i) not to engage in any form of physical duress;

(ii) not to permit demonstrations which are not peaceful and not to permit rowdiness in demonstration;

(iii) that their members will not engage or cause other employees to engage in any union activity during working hours, unless as provided for by law, agreement or practice;

(iv) to discourage unfair labour practices such as (a) negligence of duty, (b) careless operation, (c) damage to property, (d) interference with or disturbance to normal work and (e) insubordination;

(v) to take prompt action to implement awards, agreements, settlements and decisions;

(vi) to display in conspicuous places in the union offices, the provisions of this Code in the local language (s); and

(vii) to express disapproval and to take appropriate action against office-bearers and members for indulging in action against the spirit of this Code.

Annexure I

Criteria for Recognition of Unions

1. Where there is more than one union, a union claiming recognition should have been functioning for at least one year after registration.

Where there is only one union, this condition would not apply.

2. The membership of the union should cover at least 15% of the workers in the establishment concerned. Membership would be counted only of those who had paid their subscriptions for at least three months during the period of six months immediately preceding the reckoning.

3. A union may claim to be recognised as a representative union for an industry in a local area if it has a membership of at least 25% of the workers of that industry in that area.

4. When a union has been recognised, there should be no change in its position for a period of two years.

5. Where there are several unions in an industry or establishment, the one with the largest membership should be recognised.

6. A representative union for an industry in an area should have the right to represent the workers in all the establishments in the industry, but if a union of workers in a particular establishment has a membership of 50% or more of the workers of that establishment it should have the right to deal with matters of purely local interest such as, for instance, the handling of grievances pertaining to its own members. All other workers who are not members of that union might either operate through the representative Union for the industry or seek redress directly.

7. In the case of trade union federations which are not affiliated to any of the four central organisations of labour, the question of recognition would have to be dealt with separately.

8. Only unions which observed the Code of Discipline would be entitled to recognition.

APPENDIX III

[Vide Para 23]

Principles laid down in the First Five Year Plan to facilitate the progress of rationalisation*

- (i) Masters should be standardised, and work-loads fixed on the basis of technical investigations carried out by experts selected by the management and labour. Side by side working conditions should also be standardised. In the case of new machinery, a period of trial may be necessary before standardisation is effected;
- (ii) Wherever rationalisation is contemplated, fresh recruitment should be stopped and vacancies due to death and retirement should not be refilled;
- (iii) Surplus workers should be offered work in other Departments wherever possible without causing a break in service and without bringing down their emoluments as far as possible;
- (iv) Having regard to the position regarding raw materials, the state of the capital market, the availability of capital goods and the demand for the products of an industry, wherever the conditions of the industry permit, new machinery should be installed;
- (v) Gratuities should be offered as inducement to workers to retire voluntarily;
- (vi) Retrenchment should be effected from amongst persons who have been freshly employed;
- (vii) Where management and labour agree, the possibility of working for seven days in a week may be explored as a temporary measure;
- (viii) Workers thrown out of employment as a result of rationalisation should be offered facilities for retraining for alternative occupations. The period of such training may extend upto nine months. A training scheme should be jointly worked out by Government, employers and workers;

*First Five Year Plan, pp. 590-91.

- (ix) The maintenance of workers during the training period should be the responsibility of the management, whereas the cost of training should be borne by the Government;
- (x) Full use should be made of the possibilities of utilising surplus labour in various projects undertaken by Government;
- (xi) Incentives for sharing the gains of rationalisation through higher wages and a better standard of living should be provided. Where such gains are made through the additional efforts of workers, they should receive a share in the resulting benefit most of which should pass to workers where wages are below the living wage. Where there has been some capital investment by the management, this should be taken into account in distributing the workers' share. The object is to facilitate the workers attaining a living wage standard through acceptance of rationalisation.

APPENDIX IV

[Vide para 30]

Statement showing the sanctioned strength (both permanent and temporary) of different categories of Officers and Staff in the Ministry of Labour and Employment (Main Secretariat) as on 1-4-1951, 1-4-1956 and 1-4-1959.

Sl. No.	Categories of posts	Sanctioned strength as on 1-4-1951					Sanctioned strength as on 1-4-1956					Sanctioned strength as on 1-4-1959				
		Permt.	Tempy.	Total	Permt.	Tempy.	Total	Permt.	Tempy.	Total	Permt.	Tempy.	Total			
1		2	3	4	5	6	7	8	9	10	11					
<i>Gazetted Posts</i>																
1.	Secretary	1	1	..	1	1	..	1	1	1	..	1	1	1		
2.	Joint Secretary . . . . .	..	..	1	1	1	..	1	1	1	..	1	1	2
3.	Deputy Secretary . . . . .	..	2	1	3	3	..	3	3	3	..	3	2	5	
4.	Labour Employment Adviser . . . . .	..	..	..	..	..	..	..	..	..	..	..	1	1
5.	Labour Attache, Geneva . . . . .	..	..	..	..	..	..	..	..	..	..	..	1	1

6.	Under Secretaries/Director Labour Conference	3	1	4	5	7	5	4	9
7.	Assistant Economic Adviser	..	..	..	..	..	..	1	1
8.	Welfare Officer	..	..	..	..	..	..	1	1
9.	Chief Research Officer	..	..	..	..	..	..	1	1
10.	Assistant Secretary	..	..	..	..	..	..	..	..
11.	Actuary, Social Security	..	..	..	..	..	..	..	..
12.	Section Officers	..	..	10	4	14	10	28	38
13.	Superintendent	6	6	..	..	..	..	..	..
14.	Private Secretary to Labour Minister	..	1	1	..	1	..	1	1
15.	Assistant Private Secretary to Minister	..	1	1	1	1	1	..	1
16.	Private Secretary to Deputy Minister	..	..	..	1	1	1	1	1
17.	Private Secretary to Secretary	1	..	1	1	1	1	..	1
18.	Deputy Statistician	..	..	..	..	1	1	..	..
19.	Research Officer	..	1	..	4	3	7	4	10
20.	Librarian Grade I	1*	..	1	1	1

*Converted into a Gazetted Class II post from 5-11-1954.

	1	2	3	4	5	6	7	8	9	10	11
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21. Editor Kamgar							1	1			
22. Superintendent (Supernumerary) permanent post Class II Gazet- ted created from 1-1-56 to 26-3-59					1			1			
23. Director Labour Conference		1			1						
TOTAL		15	5	5	20	29	12	41	28	47	75

Non-gazetted Posts

1. Assistant-in-Charge				3	3						
2. Assistants		31	10	41	33	19	52	39	26	65	
3. Assistant/Class II/Clerks and Dv./ Upper Dv.						20	4	24	20	20	40 U.D.C.
4. Cashier						1		1	1		1
5. Lower Division Clerks		38	6	44	45	28	73	45	67	112	

6. Stenographers	7	4	11	9	3	12	5	12	17
7. Stenographer (Gr. II of C.S.S.) . . . . .	..	..	..	..	..	..	3	2	5
8. Stenotypist	3	4	7	3	3	3	6		
9. Hindi Assistant . . . . .	..	..	..	..	1	1	..	1	1
10. Hindi-cum-English Stenographer . . . . .	..	..	..	..	1	1	..	1	1
11. Hindi Steno-typist (Kamgar) . . . . .	..	..	..	..	1	1	..	1	1
12. Hindi L.D. Clerk	Nil	1	1	Nil	1	1	1	1	1
13. Sub-Editor, Kamgar . . . . .	..	..	..	..	1	1	..	..	..
14. Librarian Grade I	1	1	1	..	..	..	..	..	..
15. Librarian Grade III . . . . .	..	..	..	..	3	3	..	5	5
16. Economic Investigator Gr. I	1	1	2	1	1	1	1*	4	5
17. Economic Investigator Grade II . . . . .	..	..	..	1	3	4	1†	8	9
18. Acturial Assistant . . . . .	..	..	..	..	..	..	..	..	..
19. Acturial Investigator . . . . .	..	..	..	..	..	..	..	..	..
20. Gestetner Operator . . . . .	..	..	..	..	1	1	..	1	1
21. Staff Car Driver . . . . .	..	1	1	1	..	1	1	1	2

*Out of two permanent posts of Investigators Gr. I one post is transferred to D.L.B. Simla, w.e.f. 1-3-59 for statistical Unit, †Out of 5 permanent posts of Investigator Gr. II four posts are trans-

	1	2	3	4	5	6	7	8	9	10	11	
22. Computer	.	.	.	.	.	.	.	.	.	2	2	ferred to D.L.B., Simla w.e.f., 1-3-59 for Statistical Unit.
23. Hindi Stenographer				1	1							
24. 1st P.A. to Minister										1	1	
<i>Class IV Posts</i>												
25. Record Sorter/Daftry (Selection Grade)			2	2	3	3	3	3	3	..	3	(Daftries, Selection Grade)
26. Daftry (Ordinary Grade)			7	7	14	15	6	21	13	12	25	
27. Jamadar Class I & Class II			2	1	3	4	4	4	4	1	5	
28. Daffadar										..	..
29. Peon			30	7	37	38	17	55	38	17)	55)	(Leave reserve)
30. Sweeper				2	2	2	2	2	2	..	2	
31. Library Attendants										2	2	
32. Typist-Clerk-cum-Messenger at Geneva										1	1	
33. Peon (Supernumerary Permanent post)										*1	1	*post abolished w.e.f. 10-9-59.
	119	43	162	176	93	269	182	193	375			

APPENDIX V

[Vide para 42]

Duties of Labour Officers prescribed under Labour Officers (Central Pool) Recruitment and Conditions of Service Rules, 1951

11. Duties.—The duties of Labour Officers shall be as follows:—

- (i) to establish contacts and hold consultations with a view to maintaining harmonious relations between the management of the undertaking and workers;
- (ii) to bring to the notice of the management of the undertaking the grievances of workers, individual as well as collective, with a view to securing their expeditious redress and to act as a negotiating officer with trade unions;
- (iii) to study and understand the point of view of labour in order to help the management of the undertaking to shape and formulate labour policies and to interpret these policies to the workers in a language they can understand;
- (iv) to watch industrial relations with a view to using his influence in the event of a dispute arising between the management of the undertaking and workers and to help to bring about a settlement by conciliation and arbitration;
- (v) to deal with wage and employment matters by joint consultations with the management of the undertaking and workers' representative bodies;
- (vi) to exercise a restraining influence over workers going on illegal strikes and over managements declaring illegal lockouts, and to help in preventing anti-social activities;
- (vii) to maintain a neutral attitude during legal strikes or lockouts and to help in bringing about a peaceful settlement;
- (viii) to ensure fulfilment on the part of the management of the undertaking of obligations, statutory or otherwise, concerning the application of

provisions of the Factories Act, 1948 and the rules made thereunder, and to establish liaison with the Factory Inspector and the Medical Services concerning medical examinations of employees, health records, supervision of hazardous jobs, sick visiting and convalescence accident prevention and supervision of safety committees, systematic plant inspection, safety education, investigation of accidents, maternity benefits and workmen's compensation;

- (ix) to promote relations between management of the undertaking and workers which will ensure productive efficiency as well as amelioration in the working conditions and to help workers to adjust and adapt themselves to their working environments;
- (x) to encourage the formation of Works and Joint Production Committees, Co-operative Societies and Safety-First and Welfare Committees, and to supervise their work;
- (xi) to secure provision of amenities, such as canteens, shelters for rest, creches, adequate latrine facilities, drinking water, sickness and benevolent scheme payments, pension and superannuation funds, gratuity payments, granting of loans, and legal advice to workers;
- (xii) to help the management of the undertaking in regulating the grant of leave with wages and explain to the workers the provisions relating to leave with wages and other leave privileges and to guide the workers in the matter of submission of application for grant of leave for regulating authorised absence;
- (xiii) to secure welfare provisions, such as housing facilities, food stuffs, social and recreational facilities, sanitation advice on individual personnel problems and education of children;
- (xiv) to advise the management of the undertaking on questions relating to training of new starters, apprentices, workers on transfer and promotion, instructors and supervisors, supervision and control of notice-board and information bulletins to further education of workers and to encourage their attendance at Technical Institutes;
- (xv) to suggest measures which will serve to raise the standard of living of workers and in general promote their well-being.

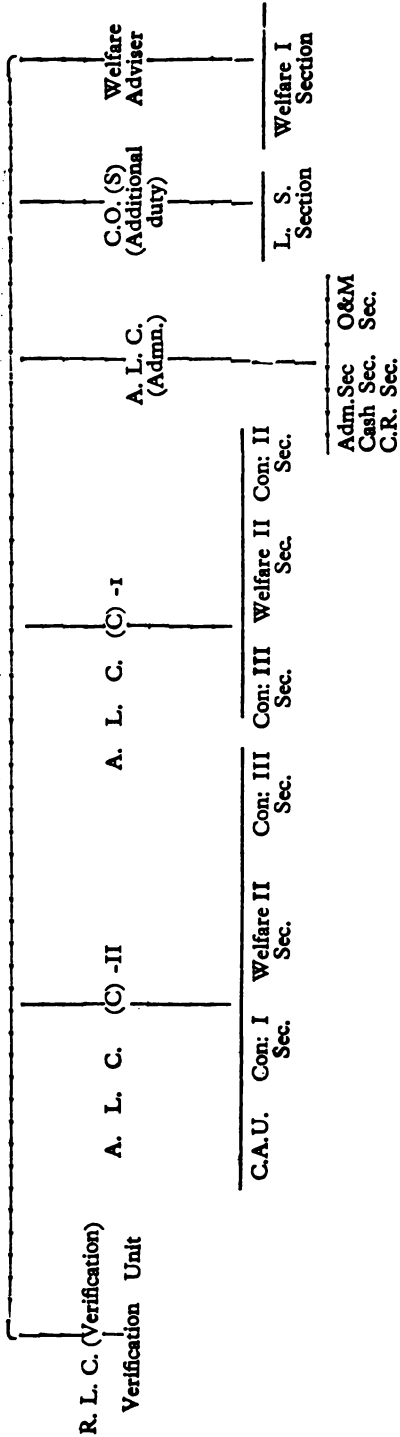
APPENDIX VI

(Vide Para 47)

Organisation of Chief Labour Commissioner

CHIEF LABOUR COMMISSIONER

DEPUTY CHIEF LABOUR COMMISSIONER



APPENDIX X

(Vide Para 92)

Statement showing income from licensing fees and expenditure incurred on the Factory Inspectorates in various States in 1953-54 and 1954-55

Sl. No.	Name of the State	Income from licen sing of facto- ries during 1953-54	Income from licensing of facto- ries during 1954-55	Expendi- ture on factories Inspection ser- vices during 1953-54	Expendi- ture on factories Inspection ser- vices during 1954-55
		Rs.	Rs.	Rs.	Rs.
1	West Bengal . . .	6,28,161	6,78,955	2,36,309	2,42,031
2	Assam	2,48,438	1,79,371	84,828	93,120
3	Andhra	2,42,122	..	3,89,717*	4,03,104
4	Madras	6,50,000	..	9,96,700†	10,03,736
5	Bihar	1,93,265	1,87,804	1,84,672	1,48,333
6	Orissa	40,577	65,704	31,914	32,864
7	Bombay	9,16,019	10,62,258	5,73,077	6,00,180
8	Uttar Pradesh . . .	4,45,792	..	2,91,008	2,78,000
9	Punjab	2,38,355	I	33,871	38,340
10	Madhya Pradesh . .	2,89,170	..	77,372	93,385
11	Saurashtra	53,509	72,192	32,000	38,149
12	Rajasthan	43,400	59,453	18,325	35,321
13	Madhya Bharat . . .	1,43,144	77,625	46,790	34,248
14	Travancore-Cochin .	2,34,370	..	49,657	50,376
15	PEPSU	51,166	31,213	18,476	25,694
16	Mysore	1,12,000	1,31,627	60,591	59,415
17	Hyderabad	2,07,908	1,02,734	95,000	1,53,354
18	Delhi@	78,511	76,549	34,308	..
19	Coorg	2,053	..	5,425	11,247
20	Bhopal	15,925	10,783	2,058	..
21	Kutch	4,700	..	9,000	..
22	Himachal Pradesh . .	..	393	..	..
23	Ajmer . . . . .	..	..	..	7,434

*Including expenditure on 57 assistant inspectors of labour and their office staff, whose duty is mainly to enforce the provisions of the Shop and Establishment Act.

†Including expenditure on 140 assistant inspectors of labour and their office staff, whose duty is mainly to enforce the provisions of the Shop and Establishment Act.

@Figures for 1953-54 include the income and expenditure of Ajmer.

APPENDIX XI

Statement showing the Summary of conclusions/recommendations

Serial No.	Ref. to Par No.	Summary of Conclusions/Recommendations
1	2	3
1	5	The Committee hope that such steps as are necessary to fulfil effectively the responsibilities emanating from the ratification of the ILO Convention No. 100 concerning equal remuneration for men and women workers for work of equal value will be taken early. Care should be taken to see that such measures do not lead to the reduction or elimination of women workers from industries where they are traditionally employed.
2	6	(i) The Committee view with concern the absence of Rules/Regulations regarding working hours, rest days, safety and health of workers in oil-fields. (ii) They suggest that the Ministry may expedite the framing of the Rules/Regulations which is already delayed and bring them into force without loss of time.
3	7	(i) The Committee suggest that an evaluation of the working of the extant tripartite negotiating machinery set up by the Ministries of Railways and Defence may be undertaken by the Ministry of Labour and Employment to see how far it had succeeded in its objectives and whether it could be emulated by the other Ministries of the Government of India. (ii) It may also be examined how far the extension of the arrangement to other employing Ministries would reduce the expenditure on the Central Industrial Relations Machinery under the Ministry.
4	9	(i) The Committee consider it unfortunate that a cumbersome procedure had to be adopted for verification of trade union membership due to existence of mutual suspicion amongst various organisations of workers.

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		(ii) They recommend that the procedure of verification of Trade Union Membership should be reviewed by Government from the point of view of its simplification and bringing about a reduction in the total expenditure involved and time required for it.
5	10	The Committee suggest that suitable charge may be levied by Government for the work of verification of the figures of membership of trade union organisations. Such a charge could also be related partly to the number of membership claimed which is not proved during verification.
6	11	In order that Parliament may have an idea of the amount of expenditure involved in the work of verification of Trade Union Membership from year to year, the Committee suggest that details of this charge may be shown separately in the annual statement of demands for grants.
7	13	The Committee suggest that the question of bringing the remaining Governmental organisations within the purview of the Code of Discipline may be pursued.
8	15	The Committee stress the need for critically watching implementation of the plan objectives in general and those relating to the employer-employee relationship in the public undertakings in India in particular.
9	16	The Committee consider that it would be interesting and useful if a comparative study is made of the levels of wages in both the public undertakings and the neighbouring private enterprises in relation to the cost of living index as well as the amenities provided in both the sectors.
10	17	(i) The Committee are of the view that the wage boards have to play an important role in the matter of fixation of wages and emphasise the desirability of constituting them early in some more industries like plantations and jute. The Committee realise that the payment of wages cannot be unrelated to the out-turn and hope that labour on its part will play its due role in increasing production. (ii) The Committee consider that the large mass of material gathered by the wage boards already constituted could be analysed and sifted with a view to make available to the wage boards to be constituted hereafter

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for other industries all such portions of the material which are of common value in determination of wages in those industries.

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The Committee are of the view that the question of establishing Joint Management Councils, especially, in the public undertakings should be vigorously pursued by the Ministry.

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In the course of evidence the representative of the Ministry shared the view of the Committee that it would be desirable that only workers actually borne on the establishment of a factory should serve on the Joint Management Council. It was found that in some cases they were not of the particular establishments. In order to ensure that the Joint Management Councils function effectively, the Committee consider it essential that the representatives of Labour on a Council must be the worker-employees of the establishment concerned, and not anyone who is not in that particular establishment, for then the very object of the scheme will be defeated.

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- (i) The Committee regret to note that the progress reports received by the Ministry of Works, Housing and Supply so far have not revealed any substantial progress in construction of houses for workers by the employers.
- (ii) They suggest that the feasibility of attaching a condition to a licence for an industry—at least in the case of a large scale industry—to the effect that a sufficient percentage of its workers would be provided with houses within a certain time, may be examined by the Ministry in consultation with the Ministries of Commerce and Industry and Works, Housing and Supply.

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The Committee are of the view that the interspersing of houses for different categories of employees in the same areas/blocks will serve to eliminate class consciousness and caste prejudices, disguised or otherwise. Sharing of common amenities like schools, playgrounds, recreation centres, dispensaries, canteens, shopping centres etc. will tend to engender a feeling of belonging to a common family, among employees of the different categories serving in the same establishment.

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The Committee suggest that the feasibility of constituting a statutory Central Control Board to deal with some

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		special problems attendant on schemes of rationalisation which may have repercussions over more than one State, for all the industries in which rationalisation has to be put into effect may be examined by Government.
16	25	<p>(i) The Committee regret to observe that large amounts were successively provided in the budget of the Workers' Education Scheme without any reasonable prospect of its implementation during the course of the year.</p> <p>(ii) They stress the need to effect better financial scrutiny in the Ministry so as to avoid recurrence of this nature and to expedite implementation of this important scheme during the remaining period of the Plan.</p>
17	26	With the emergence of India as a Republic wedded to the idea of a Welfare State and a Socialist Pattern of Society, the Committee consider that efforts in the direction of providing welfare facilities to the workers call for a special drive.
18	27	The Committee consider it desirable to lay down some norms for the provision of amenities to the staff and workers of the public undertakings and their families, such as housing, educational, medical and recreational facilities, compulsory insurance, pension etc. and suggest that the matter may be examined by Government.
19	31	<p>(i) The Committee observe that there has been a disproportionate rise in the number of posts borne on the supervisory and non-supervisory cadres in the Ministry (Secretariat) during the years 1951-52 to 1959-60.</p> <p>(ii) The Committee recommend that a review of the present staff position and the other connected matters like O. & M. work study etc. in respect of the Ministry of Labour and Employment (Secretariat), should be undertaken by the Special Reorganisation Unit in collaboration with the O. & M. Division.</p>
20	32	<p>(i) The present strength of 26 Daftaries and 24 Peons for 28 sections in the Ministry (Secretariat), excluding those attached to the officers, appears to be excessive.</p> <p>(ii) The Committee suggest that the present strength of Daftaries and Peons in the Ministry may be revised in the proportion of 1 Daftary and 1 Peon for two sections, which should be the normal ratio.</p>

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21	33	<p>(i) The Committee observe from the statement given in para 33 that the number of receipts in the Ministry (Secretariat) have increased by 33% during the years 1956-57 to 1958-59 while the total number of the dealing staff has increased by more than 40%. Even then, there has been an increase of 7.6% in the average annual carryover of the primary receipts remaining undisposed of in the last quarter of the corresponding year.</p> <p>(ii) The Committee consider that the above facts point to the necessity of launching a two pronged drive to effect economy and to improve the existing standard of efficiency in the Ministry.</p>
22	34	<p>(i) The Committee recommend that a suitable plan to provide accommodation to the attached and subordinate offices of the Ministry in Delhi and various parts of the country should be formulated and taken up early for execution.</p> <p>(ii) Such a plan should also include residential accommodation for the staff to the extent absolutely necessary.</p>
23	35	<p>The Committee suggest that the decision on the proposals made by the Ministry in regard to the further delegation of powers to the Heads of the attached and subordinate offices under the Delegation of Financial Powers Rules, 1958 may be expedited.</p>
24	37	<p>An important part of CLC's functions is to render assistance to the formation and maintenance of voluntary machinery and Works Committees in industrial establishments. While the voluntary machinery should be allowed to retain its character, the Organisation should see to it that it remains active and fulfils its objectives.</p>
25	38	<p>The Committee, while generally agreeing with the approach of the CLC's Organisation to the question of constitution, functioning, dissolution and reconstitution of the Works Committees, suggest that the undertakings may be required to furnish periodically reports about the functioning of the voluntary machinery and Works Committees. Apart from providing useful material for study, such a requirement would go some way in ensuring that the bodies function actually as envisaged.</p>

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26	39	The Committee suggest that the question of properly defining the scope of the Works Committees in consonance with the guiding principles drawn up by the tripartite committee of the Indian Labour Conference may be examined.
27	41	(i) The Committee consider it unfortunate that the role of prevention of disputes as originally conceived for the organisation of CLC has not been given its due importance. (ii) The Committee wish to stress this important role of conciliation and recommend its adoption by the CLC's Organisation as originally contemplated.
28	42	(i) The Committee have gathered an impression that there is some confusion in regard to the role of the Conciliation and Labour Officers in the matter of prevention of disputes. (ii) The Committee are of the view that the success of the institution of Labour Officers depends largely on the attitude and scope given to those officers to function impartially and in the interests of both the industry and the workers. (iii) They suggest that the roles assigned to the Conciliation and Labour Officers may be thoroughly reviewed and their functions and responsibilities in the matter of prevention of disputes clearly demarcated.
29	43	In order to enable the Conciliation Officers to undertake their functions efficiently and expeditiously and to devote sufficient time to the work of prevention of disputes, the Committee recommend that suitable transport facilities may be provided to them and to Labour Inspectors, at least to those whose work necessitates much travelling in areas where normal transport is not available. This will obviate the need for their having to depend on employers to provide transport facilities to go to out of the way places.
30	44	(i) The Committee fail to appreciate the real significance of the function of 'Welfare, excluding welfare in coal and mica mines for which separate organisations exist and statutory provision under Factories Act and Mines Act', which is regarded as one of the main functions of the CLC's Organisation.

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(ii) They consider that the question of assigning to the CLC's Organisation a definite role in the matter of welfare, the progress of which can be evaluated under some norms, needs examination.

31 45 The Committee suggest that the feasibility of administering the non-statutory welfare work in the public undertakings under the direct superintendence of the Chief Labour Commissioner and his regional officers may be examined in consultation with the concerned Ministries.

32 46 (i) The Committee apprehend that the prevailing confusion in regard to the handling of industrial and labour disputes in 'Industries the control of which by the Union is declared by Parliament by law to be expedient in the public interest', if allowed to continue any more may vitiate the underlying objective (Entry 52 in the List I—Union List of the Seventh Schedule of the Constitution). In order, therefore, to achieve uniformity and co-ordination in the administration of the labour laws in all the public undertaking irrespective of the fact whether they are departmentally run or statutory corporations and companies, the Committee consider it desirable to bring them within the purview of the Central Industrial Relations Machinery.

(ii) They suggest that the matter may be examined early in consultation with the State Governments and the Law Ministry.

33 48 (i) The Committee are of the view that the work of verification of membership of trade unions is a type of work distinct from the normal functions undertaken by the CLC's Organisation.

(ii) They therefore suggest that the designation of the Regional Labour Commissioner and the other Officers dealing with the work of verification in the CLC's Organisation may be suitably changed of conform to the nature of duties assigned to them.

34 49 The Committee recommend that the functions undertaken at present by the Welfare Adviser in the CLC's Organisation may be entrusted to the Regional Labour Commissioners and the post of the Welfare Adviser be abolished. Any residual work that may remain may be entrusted to the Deputy Chief Labour Commissioner.

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- 35 50 (i) The Committee no doubt consider the work of collection, collation and interpretation of statistical information and evaluation of the benefits of awards, settlements and enactments for which the CLC has proposed appointment of Research Officers to be an important work but since the Ministry have a full fledged Evaluation and Implementation Section for this work, they are not convinced about its necessity at two different levels.
- (ii) They are of the view that the additional work contemplated by the Chief Labour Commissioner should be managed by the existing officers under him by suitable adjustment of duties.
- 36 51 (i) There are 7 posts of Daftaries and 14 posts of Peons in the Central Office of the Chief Labour Commissioner. The number appears to be excessive.
- (ii) The Committee invite attention to their observations made in para 32 of this report and suggest that the present strength of Daftaries and Peons may be revised in the proportion of one Daftary and one Peon for two sections.
- 37 52 The Committee do not quite appreciate the reasons stated for the separate existence of the O & M Section in the CLC's Organisation, especially when it does not undertake O. & M. work in the true sense of the term. They suggest that the section may be abolished, effecting economy thereby and its work transferred to Administration Section.
- 38 53 In order to effect economy and to increase efficiency and output of work, the Committee suggest that systematic O. & M. studies *vis-a-vis* staff requirements of the central and regional offices of the Chief Labour Commissioner may be undertaken and followed up by the O. & M. Section of the Ministry of Labour and Employment.
- 39 54 (i) The Committee consider that delay in arriving at a decision in regard to the need to provide for an adequate right of appeal in industrial matters either by constituting tribunals of appeal under the labour legislation itself or by conferring a right of appeal to the High Court in suitable cases, is undesirable looking to the gravity of the situation as assessed by the Law Commission in their 14th Report.
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- (ii) The Committee suggest that Government may take steps to expedite a decision on this long pending question, in the light of the observations of the Law Commission with which the Committee agree.
- 40 55 (i) The Ministry of Railways have issued instructions to the Railway Administrations etc. to the effect that the Labour Inspectors, even though not given any statutory powers under the Act, should be provided by the Railway contractors and by the subordinate officials with full facilities for carrying out the inspections. The Committee do not consider the informal arrangements made by the Ministry of Railways as satisfactory. They are unable to appreciate why there should be any opposition to proper recognition being accorded to an arrangement arising out of statutory requirements.
- (ii) They recommend that the Labour Inspectors should be declared as 'Inspectors' and the Regional Labour Commissioners (C) as 'Authority' under the Payment of Wages Act 1936, in respect of Railway and Railway Contractors' establishments.
- 41 56 (i) The Committee observe that with an increase of 23% in the total number of disputes raised during 1956-57 and 1957-58 the failure reports forwarded by the Conciliation Officers have increased by 161%. During 1958-59 the number of disputes has declined by 9% but the failure reports have shown a further rise of 143%.
- (ii) The Committee suggest that the reasons for this unhealthy trend may be analysed and suitable remedial measures taken to arrest it.
- 42 57 (i) The Committee observe that the total number of irregularities detected by the officers of the CLC's Organisation during 1957-58 has shown an increase over the previous year except that in respect of the Payment of Wages Act, 1936 (Railways). It has decreased to some extent, although it is higher than in 1955-56.
- (ii) The fact that a large number of irregularities related to the railway establishments is a matter of concern.
- (iii) The Committee suggest that the matter may be taken up with the Ministry of Railways to explore the ways and means of finding out a satisfactory solution
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- to the problem and to check the increasing trend of defaults.
- 43 58 (i) The Committee regret to observe that the total number of inspections carried out by the Labour Inspectors of the CLC's Organisation has gone down from 29,349 in 1956 to 25,521 in 1958 even though the e has been an increase in their strength.
- (ii) These facts point to the necessity of undertaking a detailed investigation to find out if there has been any slackening of effort on the part of the Inspectors and if so, the reasons thereof.
- (iii) The Committee also consider it desirable to fix a minimum number of inspections for a prescribed period and to maintain an effective watch over the inspection diaries of the Inspectors.
- 44 59 (i) The Committee would like to emphasise that the work of statutory inspection by Labour Officers of the CLC's Organisation should not be subordinated to any other work.
- (ii) They suggest that the administrative requirements of the work of verification of trade union membership may be re-assessed and its execution so phased that diversion of the staff from statutory inspection work may be avoided.
- 45 60 The Committee consider it unfortunate that there should be such large arrears in the work of implementation of the Industrial Employment (Standing Orders) Act, 1946 so far as the central sphere is concerned and suggest that special efforts may be made to wipe off the arrears expeditiously.
- 46 61 (i) The Committee consider it desirable to appoint women welfare officers in factories, mines and plantations having a large proportion of women workers.
- (ii) It is rather unfortunate that a majority of States have not complied with the above recommendation. They suggest that the question may be taken up by Government at the next Labour Ministers' Conference.
- 47 65 (i) Due to concurrent jurisdiction of the Ministries of Labour and Employment and Steel, Mines and Fuel in the matter of execution of the Coal Mines (Conservation and Safety) Act, 1952, two sets of officers are required to go to the same mines and inspect them for recommending the necessary measures, one from the point of view of safety and the other from that of conservation.

- (ii) The Committee do not see any justification for continuing such a dual agency for the same type of work and suggest that the question of avoiding such duplication of functions may be thoroughly examined to see how best the entire work of inspections, both in respect of safety and conservation, could be performed by a single administrative agency.
- 48 66 In the absence of any organised machinery to check the conditions governing the grant of exemptions to mines as specified in the Mines Act, 1952, the Committee suggest that a sample survey to assess the extent of fulfilment of conditions granting exemptions from all the provisions of the Mines Act, excepting sections 44, 45 and 46 may be undertaken by the Organisation of Chief Inspector of Mines.
- 49 68 (i) A new post of Additional Chief Inspector of Mines was created in 1958 on a permanent basis. The Committee are unable to see any justification for the post being created straightaway on a permanent basis. They are of the view that a new post such as this should normally be created on a temporary basis. Its permanent need should be carefully assessed on its working for a reasonable period. The renewal of the temporary post from time to time would also provide occasions for a reappraisal of the administrative efficiency resulting from the continuation of the post.
- (ii) The Committee suggest that the workload of Additional Chief Inspector of Mines may be examined *vis-a-vis* that of Chief Inspector of Mines to see if the permanent retention of the former post is fully justified.
- 50 69 The Committee do not see any justification for the post of Inspector of Mines (Welfare) in the CIM's Organisation. They recommend that the post should be abolished and the work redistributed among the existing staff.
- 51 70 The Committee do not see sufficient justification for the post of Assistant Administrative Officer in the CIM's Organisation and recommend that it should be abolished.
- 52 71 (i) The Committee regret to learn that the requirements of the total number of Inspectors of Mines were not visualised well in time to cope up with target of production of coal as laid down in the Second Plan.

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- (ii) They suggest that the minimum requirements of the technical personnel for the Organisation during the Third Plan may be assessed well in advance and the number of trainees suitably increased to meet the anticipated shortage in order to obviate similar difficulties in future.
- 53 72 (i) The Committee consider it highly unsatisfactory that large amounts have been provided in the budget of the CIM's Organisation from year to year without any regard to its capacity for usefully utilising them.
- (ii) The Committee stress the need for better financial scrutiny at all levels to avoid recurrence of this undesirable feature.
- 54 73 The Committee are of the view that inspections by workmen's inspectors would be of great assistance to supplement the task of the CIM's Organisation. They recommend that bipartite safety committees consisting of the representatives of labour and management may be formed early to ensure effective compliance of the safety measures and precautions.
- 55 74 The Committee are not convinced by the reasons given for a large number of acquittals and withdrawals of cases instituted under the Mines Act, 1952/Rules and Regulations. This disturbing feature of the working of the Act calls for an investigation to ascertain how far the acquittals and withdrawals were due to the technical and administrative drawbacks in the Organisation and for suitable remedial measures.
- 56 75 (i) From the statement of fines imposed by Courts for offences under the different sections of the Mines Act, 1952 (Appendix VIII) the Committee observe that the penalties are consistently low. The Committee consider it unfortunate that offences under the Mines Act are treated somewhat leniently.
- (ii) The Committee are of opinion that offences involving serious risks to the lives of the workers, should be dealt with by *ad hoc* magistrats, who may have studied the actual working of the mines in all its ramifications.
- (iii) They suggest that the Act may be suitably amended to provide for adequate minimum punishment at least in case of a repetition of the same offence.

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- 57 76 (i) The Committee are surprised to learn that none of the Mining Boards constituted under Section 12 of the Mines Act, 1952 has met during the years 1956 to 1958.
- (ii) The Committee do not consider the procedure of seeking members' approval by circulation of papers as satisfactory. They are of the view that the procedure adopted by the Boards is not likely to fulfil the objectives for which they are constituted.
- (iii) They trust that the Mining Boards will meet at least twice in a year.
- 58 77 The Committee consider that unless competent and trained workmen, operators and officials are available in mines, no programme of safety can make much headway. To ensure uninterrupted supply of trained personnel during the Third Plan, the Committee suggest that suitable schemes for the training of workmen, operators and officials may be formulated in collaboration with the employers in the mining industry without delay.
- 59 78 The Committee would also like to stress the importance of undertaking publication of suitable safety literature, illustrated posters, placards, films, etc. by the CIM's Organisation on the lines of similar activities undertaken by the Chief Adviser, Factories.
- 60 80 The instances cited in para 79 point to the need of undertaking a review of the working of the mines in public sector so as to make them models in all respects. The Committee trust that the matter will receive due consideration by the Ministry of Steel, Mines and Fuel and the Ministry of Labour and Employment.
- 61 81 The Committee consider it unfortunate that the important Scheme of Barrier Survey included in the Second Five Year Plan has not made any headway. They recommend that vigorous steps should be taken by the CIM's Organisation to expedite its early implementation.
- 62 83 Looking to the industrial and technological development envisaged in the Third Plan, the Committee consider that the CAF's Organisation should lay stress on a systematic study of the hazards involved in various
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occupations and on education of workers and management in those matters, besides the normal investigations connected with the safety problems in industries.

- 63 84 The Committee suggest that the question of maintaining a regular follow-up of the recommendations made by the Industrial Hygiene Team of the CAF's Organisation may be examined.
- 64 85 In view of the importance and urgency of the problem of undertaking research and survey on physical and environmental conditions in industries, the Committee hope that the necessary amendment to the Employees' State Insurance Act or the Factories Act to enable the conduct of such surveys will be brought forward without undue loss of time.
- 65 86 In order to undertake research and survey on physical and environmental conditions speedily, economically and efficiently in industries where the incidence of sickness was high, the Committee consider that there should be co-ordination at the highest level between the Ministry of Health and the Ministry of Labour and Employment (i) to high light the problem of industrial hygiene and (ii) to ensure through their respective State counterparts that the results of the studies are applied by the State factories concerned.
- 66 87 The Committee suggest that the question whether the scheme of the Productivity Centre administered by the CAF's Organisation could function better as a limb of the National Productivity Council under the Ministry of Commerce and Industry, may be examined by Government.
- 67 88 (i) The Committee do not agree with the view that the Scheme of Training Within Industry administered by the CAF's Organisation bears no relation with the other vocational training programmes organised by the Directorate of Resettlement and Employment.
- (ii) The Committee suggest that the question of transfer of the Scheme of Training Within Industry to the

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- Directorate General of Resettlement and Employment, may be examined by the Ministry.
- 68 90 (i) The Committee are not convinced about the necessity of having the post of Joint Chief Adviser, Factories by the CAF's Organisation considering that the Chief Adviser is assisted by four Deputy Advisers and eleven Assistant Advisers.
- (ii) In any case, they suggest that the post may be abolished as soon as a full-fledged Director is appointed for the Central Labour Institute.
- 69 91 The Committee view with concern the sharp rise in 1956 in the percentage of uninspected factories.
- 70 92 (i) The Committee observe that the increase in the rate of non-fatal injuries in factories is alarmingly high.
- (ii) The Committee suggest that the Ministry may use their good offices in following up the decisions taken by the State Ministers' Conference, specially in regard to the question of strengthening the State Factory Inspectorates which will have decisive influence on the other questions.
- 71 93 The Committee suggest that the question of making a provision in the Factories Act for the Inspector to hold an enquiry in the factory in which an accident occurs may be expedited.
- 72 94 (i) The Committee regret to note that the building constructed for the Central Labour Institute at a cost of Rs. 6 lakhs had to be demolished resulting in infructuous expenditure.
- (ii) The incident points to the need of maintaining better co-ordination and advance planning in the execution of the plan schemes to avoid recurrence of such unfortunate situations.
- 73 95 The Committee suggest that production of short films showing the cause and effect of common occupational health hazards like silicosis, lead and chromic acid poisoning etc. and the precautions to be taken to avoid them may also be undertaken by the CAF's Organisation for exhibition to workers in the concerned industries.

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74	96	<p>(i) The Committee observe that the number of non-fatal accidents in the docks of major ports (excluding Kandla) recorded a sharp increase during the years 1955 to 1957, compared to the previous years. Though the figure for 1958 has recorded an improvement, it is still very high.</p> <p>(ii) The Committee are of the view that special measures require to be taken in all the major ports to reduce the number of accidents.</p>
75	97	<p>(i) The Committee regret to note from the table given in para 97 that the total number of days spent on inspection by the Inspectors of Dock Safety, Calcutta, Bombay and Madras have shown a decline from 395 days in 1953 to 310 days in 1957 and 278 in 1958.</p> <p>(ii) The Committee are not convinced by the reasons stated for the reduction in the number of days spent on inspection. They stress the need to ensure that the Inspectors devote their time primarily to the work of inspection.</p> <p>(iii) The increase in the office work and other active work should be dealt with suitably by adjusting the work among the clerical staff or by augmenting their strength, if necessary.</p> <p>(iv) The necessity of increasing the frequency of inspections assumes added importance in view of the sharp increase in the number of accidents referred to earlier.</p>
76	98	<p>The Committee stress that the basic amenity of housing should not be denied to the dock workers. They suggest that the proposal to provide housing to at least 25 per cent of dock workers during the Third Plan may be finalised early and the necessary preparations for its implementation commenced without delay.</p>
77	99	<p>(i) The Committee regret to find from the report of the single-member Inquiry Committee appointed by the Government of India to review the working of the Calcutta Dock Workers (Regulation of Employment) Scheme, 1956, that serious administrative and financial irregularities were allowed to take place over a length of time resulting in all round inefficiency and waste.</p>

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(ii) The Committee hope that the drawbacks pointed out by the Inquiry Committee will be set right in respect of the Calcutta Scheme and the working of the Scheme at Bombay and Madras reviewed, if necessary, in the light thereof.

APPENDIX XII

Analysis of recommendations contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving the organisation and working :

S. Nos. 1, 2, 6, 7, 8, 9, 10, 11, 12, 15, 16, 22, 23, 24, 25, 26, 27, 28, 29,
30, 31, 32, 33, 39, 40, 41, 42, 43, 44, 45, 48, 52, 53, 54, 55, 56, 57,
58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 69, 70, 71, 72, 73, 74, 75, 77.
TOTAL—55

B. Recommendations for improving and/or extending labour welfare activities in the country.

S. Nos. 13, 14, 17, 18, 46 and 76.

TOTAL—6

C. Recommendations for effecting economy (including those for augmenting income).

S. Nos. 3, 4, 5, 19, 20, 21, 34, 35, 36, 37, 38, 47, 49, 50, 51 and 68.
TOTAL—16

II. ANALYSIS OF MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY

Serial No.	No. as per summary of recommendations	Particulars
1	2	3
1	3	Examining how far the extension of the arrangement of tripartite negotiating machinery would reduce expenditure on the Industrial Relations Machinery.

1	2	3
2	4	Review of the procedure of verification of trade union membership from the point of view of its simplification and bringing about a reduction in the total expenditure involved and time required for it.
3	5	Levy of a suitable charge for the work of verification of the figures of membership of trade union organisations.
4	19	Review of the present staff position and other connected matters like O. & M., work study, etc. in respect of the Ministry (Secretariat) by the Special Reorganisation Unit in collaboration with the O. & M. Division.
5	20	Revision of the present strength of Daftaries and Peons in the Ministry in the proportion of one Daftary and one Peon for two sections.
6	21	The disproportionate rise in the number of staff and receipts on the one hand and an increase in the average annual carry-over of the primary receipts remaining undisposed of on the other, point to the necessity of launching a two-pronged drive to effect economy and to improve the standard of efficiency in the Ministry.
7	34	Abolition of the post of Welfare Adviser in the Chief Labour Commissioner's Organisation and entrusting his functions to the Regional Labour Commissioners and the Deputy Chief Labour Commissioner.
8	35	The additional work of collection, collation and interpretation of statistical information and evaluation of the benefits of awards, settlement and enactments for which the Chief Labour Commissioner has proposed appointment of Research Officers, should be managed by the existing staff by suitable adjustment of duties.
9	36	Revision of the present excessive strength of Daftaries and Peons in the central office of the Chief Labour Commissioner so as to provide one Daftary and one Peon for two sections.
10	37	Abolition of O. & M. Section in the Chief Labour Commissioner's Organisation and transfer of its work to Administration Section.
11	38	Effecting economy and increasing efficiency, by undertaking systematic O. & M. studies <i>vis-a-vis</i> staff requirements of the central and regional offices of the Chief Labour Commissioner by the O. & M. Section of the Ministry.

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12	47	Avoiding duplication of functions by officers of the Ministries of Labour & Employment and Steel, Mines and Fuel in the matter of inspection of mines from the point of view of safety and conservation and performing them by a single administrative agency.
13	49	Examining the workload of Additional Chief Inspector of Mines <i>vis-a-vis</i> of Chief Inspector of Mines to see if the permanent retention of the former post is fully justified.
14	50	Abolition of the post of Inspector of Mines (Welfare) in the Organisation of Chief Inspector of Mines and redistribution of the work among the existing staff.
15	51	Abolition of the post of Assistant Administrative Officer in the Organisation of Chief Inspector of Mines.
16	68	Abolition of the post of Joint Chief Adviser Factories as soon as a full-fledged Director is appointed for the Central Labour Institute.

LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-1

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
1.	Jain Book Agency, Connaught Place, New Delhi.	26.	The International Book Service, Deccan Gymkhana, Poona-4.	50.	Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
2.	Kitabistan, 17-A, Kamla Nehru Road, Allahabad.	27.	Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.	51.	S. Krishnaswamy & Co. P.C. Teppakulam, Tiruchirappalli-1.
3.	British Book Depot, 84, Hazratgani, Lucknow.	28.	City Booksellers, Sohanganj Street, Delhi.	52.	Hyderabad Book Depot, Abid Road (Gun Foundry), Hyderabad.
4.	Imperial Book Depot, 268, Main Street, Poona Camp.	29.	The National Law House, Near Indore General Library, Indore.	53.	M. Gulab Singh & Sons (P) Ltd., Press Area, Mathura Road, New Delhi.
5.	The Popular Book Depot (Regd.), Lamington Road, Bombay-7.	30.	Charles Lambert & Co., 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay.	54.	C. V. Venkatachala Iyer Near Railway Station, Chalakudi.
6.	H. Venkatarameiah & Sons, Vidyaniidhi Book Depot, New Statue Circle, Mysore.	31.	A. H. Wheeler & Co. (P) Ltd., 15, Elgin Road, Allahabad.	55.	The Chindambaram Provision Stores, Chidambaram.
7.	International Book House, Main Road, Trivandrum.	32.	M. S. R. Murthy & Co., Visakhapatnam.	56.	K. M. Agarwal & Sons. Railway Book Stall, Udairpur (Rajasthan).
8.	The Presidency Book Supplies, 8-C, Pycroft's Road, Triplicane, Madras-5.	33.	The Loyal Book Depot, Chhipi Tank, Meerut.	57.	The Swadesamitran Ltd. Mount Road, Madras-2.
9.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	34.	The Goods Compansion, Baroda.	58.	The Imperial Publishing Co., 3, Faiz Bazar, Daryaganj, Delhi-6.
10.	Book Centre, Opp. Patna College, Patna.	35.	University Publishers, Railway Road, Jullundur City.	59.	The High Commission of India Establishment Dettp. Aldwigh, London, W.C.2.
11.	J. M. Jaina & Brothers, Mori Gate, Delhi-6.	36.	Students Stores, Raghunath Bazar, Jammu-Tawi.	60.	Current Book Stores, Maruti Lane, Raghunath Dada Street, Bombay-1.
12.	The Cuttack Law Times Office, Cuttack-2.	37.	Amar Kitab Ghar, Diagonal Road, Jamshedpur-1.	61.	International Consultant Corporation, 48C, Marredpally (East), Secunderabad, 3 (A.P.)
13.	The New Book Depot, Connaught Place, New Delhi.	38.	Allied Traders, Motia Park, Bhopal.	62.	K. G. Asseervandam & Sons, Cloughpet, P. O. Ongoli, Guntur Dist. (Andhra).
14.	The New Book Depot, 79, The Mall, Simla.	39.	E. M. Gopalkrishna Kone, (Shri Gopal Mahal), North Chitrai Street, Madura.	63.	The New Order Book Co. Eills Bridge, Ahmedabad.
15.	The Central News Agency, 23/90, Connaught Circus, New Delhi.	40.	Friends Book House, M., U., Aligarh.	64.	The Triveni Publishers, Masulipatnam.
16.	Lok Milap, District Court Road, Bhavnagar.	41.	Modern Book House, 286 Jawahar Ganj, Jabalpur.	65.	Deccan Book Stall, Ferguson College Road, Poona-4.
17.	Reeves & Co., 29, Park Street, Calcutta-16.	42.	M. C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12.	66.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi-5.
18.	The New Book Depot, Modi No. 3, Nagpur.	43.	People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.	67.	'Bookland', 663, Madar Gate, Ajmer (Rajasthan).
19.	The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.	44.	W. Newman & Co., Ltd. 3, Old Court House Street, Calcutta.	68.	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi.
20.	The English Book Store, 7-L, Connaught Circus, New Delhi.	45.	Thacker Spink & Co. (1938) Private Ltd., 3, Esplanade East, Calcutta-1.	69.	Makkala Pustaka Press, Belamandira, Gandhinagar, Bangalore-9.
21.	Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.	46.	Hindustan Diary Publishers, Market Street, Secunderabad.	70.	Gandhi Samriti Trust, Bhavnagar.
22.	International Book House Private Ltd., 9, Ash Lane, Bombay.	47.	Laxmi Narain Agarwal, Hospital Road, Agra.		
23.	Lakshmi Book Store, 42, M. M. Queensway, New Delhi.	48.	Law Book Co., Sardar Patel Marg, Allahabad.		
24.	The Kalpana Publishers, Trichinopoly-3.	49.	D. B. Taraporevala & Sons Co. Private Ltd., 210, Dr. Naorji Road, Bombay-1.		
25.	S. K. Brothers, 15A/65, W.E.A., Karol Bagh, Delhi 3				