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No.1(13)/67-NCL
Government of India
National Commission on Labour
D-27, South Extension Part II,

New Delhi-3. dated the 11th Dec. 67.

To

The Chairman and Members of the
National Commission on Labour.

Subject:- Seventh meeting of the National Commission
on Labour.

Sir,

In continuation of Commission's letter of even number
dated the 6th December, 1967, I am directed to say that in view
of postponement of the Commission's visit to Trivandrum from
21st to 25th December, 1967. the seventh meeting of the Commission
scheduled to be held at Trivandrum on 21st December, will now be
held in the Commission's office at D-25-B, South Extension, Part II,
New Delhi-3. on the 3rd January, 1968. at 3.00. P.M.

Yours faithfully,

(P.D. Gaiha)
Joint Director.

Pr. p.u. on 11/1/68

LD

noted.

Mr Jain

~~Pl. note & return~~

13.12

NATIONAL COMMISSION ON LABOUR

SEVENTH MEETING

NEW DELHI - 3RD JANUARY, 1968.

A G E N D A

1. Confirmation of the record of decisions of the fifth and sixth meetings;
 2. Progress report of the work done in the Commission since its last meeting held on the 25th September, 1967;
 3. Setting up of Committees/Study groups;
 4. Consideration of a note circulated by Member-Secretary to all Members on the 4th December, 1967;
 5. Any other matter with permission of the Chairman.
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No.1/16/68-NCL(C)
Government of India
National Commission on Labour
D-27, South Extension, Part II, New Delhi-3.

Dated the 28th February, 1968.

To

The Chairman and all Members
of the Commission.

Subject:- Eighth meeting of the National Commission
on Labour - New Delhi - 11th March, 1968.

Sir,

I am directed to say that the eighth meeting of the Commission will be held in the Commission's Office at D-25-B, South Extension Part II, New Delhi on the 11th March, 1968 at 11.00 A.M., as was intimated earlier in the Commission's letter No.7/25/67-NCL(C), dated the 23rd January, 1968.

2. The agenda of the meeting will be as follows:-

- (1) Confirmation of the record of decisions of the seventh meeting.
- (2) Meeting with Shri G.D. Birla - 11.00 A.M. - 12.00 Noon.
- (3) Meeting with representatives of Shri Ram Centre for Industrial Relations, New Delhi - 12.00 Noon - 1.00 P.M.

3. A copy of memorandum received from Shri Ram Centre for Industrial Relations in reply to the Commission's Questionnaire with a list of points for elucidation, which will be discussed with the representatives of the Centre, is enclosed.

4. In this connection attention is invited to Member Secretary's d.o. letter No.1(16)/68-NCL(C), dated the 13th February, 1968.

Yours faithfully,

P.D. Gaiha
(P.D. Gaiha)
Director (Adm.)

Copy forwarded to:-

- 1. Special Assistant/Private Secretary to the Chairman.
- 2. All Officers and Units of the Commission.

P.D. Gaiha
(P.D. Gaiha)
Director (Adm.)

Record of Decisions of the Seventh meeting of
the National Commission on Labour held at
New Delhi on the 3rd January, 1968 at 3.00 P.M.

The Seventh meeting of the National Commission on Labour was held in D-25-B; South Extension Part II, New Delhi-3 at 3.00 P.M. on the 3rd January, 1968. The following were present:-

1. Dr. P.B. Gajendragadkar Chairman
2. Dr. Baljit Singh Member
3. Dr. Bharat Ram Member
4. Mr. B.C. Ganguli Member
5. Mr. Manohar Potwal Member
6. Mr. R.K. Malviya Member
7. Mr. P.R. Ramakrishnan Member
8. Mr. G. Ramanujam Member
9. Mr. Naval H. Tata Member
10. Mr. S.R. Vasavada Member
11. Mr. B.N. Datar Member-Secretary

The following Members could not attend the meeting:-

1. Mr. S.A. Dange
2. Mr. Ramananda Das
3. Dr. B.N. Ganguli
4. Mr. D.C. Kothari
5. Mr. Raja Ram Shastri

Item No.1: Confirmation of the record of decisions of
the 5th and 6th meetings of the Commission.

The record should be confirmed.

Item No.2: Progress report of the work done in the Commission since its last meeting held on the 25th September, 1967.

- (i) The papers on labour engaged in quarries, mica labour (Annexure A) should be referred to the Indian Mining Association and to the Federations of labour engaged in mining work for comments before they are considered in the Commission;
- (ii) Arrangement should be made to get a paper on labour in manganese mining prepared;
- (iii) The paper on power-loom industry should be referred to the Textile Commissioner, the Indian Cotton Mills Federation and the Federations of workers engaged in the cotton textile industry;
- (iv) On small scale industries, no Seminar need be arranged. The material available in the 1961 Census volumes should be analysed. The following sources of information should also be studied:-
- (a) the studies undertaken by the Research Programme Committee of the Planning Commission;
 - (b) Information available with the Small Scale Industries Board.
- After the paper is prepared, it should be sent for comments to the Planning Commission, the Small Scale Industries Board, the Federation of Small Scale Industries and the State Governments.
- (v) A study of labour cooperatives and labour engaged in factories run by cooperatives should be undertaken.

Item No.3: Setting up of Committees/Study Groups.

(i) A Study Group should be set up for Building and Construction industry. It is not necessary to set up a Study Group on Ceramics; a paper on the subject should be secured for the Commission through the good offices of Mr. S.R. Vasavada.

(ii) A paper on contract labour should be prepared.

(iii) A paper on the condition of workers engaged in leather, tanneries and shoe making should be sought from the Secretary of the Wage Board on Leather and Tanneries.

(iv) On items like agricultural labour, forest labour and labour in small industries, arrangements suggested for organising the available information were approved.

(v) No Study Group should be appointed for workers engaged in local bodies and municipalities.

Points (iii) to (v) arose out of the letter which Mr. Ramananda Das had written to the Chairman.

Item No.4: Consideration of a note circulated by Member-Secretary on the 4th December, 1967.

(i) Some of the decisions on Item No.4 have already been covered.

(ii) A tabulation programme should be drawn up for analysing the information available from Cross Tabulation (para.4 of the note). This should be settled by Member-Secretary in consultation with

Dr. Baljit Singh

(iii) On agricultural labour, the Commission should not convene a separate conference but approach the Ministry of Labour and Employment to hold a Seminar in pursuance of its decision taken at the time of the first agricultural labour seminar in 1965. The material prepared in the Commission on agricultural labour should be sent to the Labour Ministry for getting it scrutinised through the second seminar.

(iv) A Conference of State Statisticians will be useful. This Conference should be in Simla and the date for it should be fixed in such a way that it should tie up with the Commission's programme in Simla.

(v) The Reports of the Study Groups should be printed with a suitable foreword from the Chairman. Even before the material is sent for printing, cyclostyled copies of the Study Group reports should be made available to Members for their study.

(vi) A letter should go from the Chairman to the Chairmen of the Study Groups to expedite their work.

Item No.5: Programme of visit of the National Commission on Labour to Madras, Kerala and Andhra Pradesh States.

The Commission will record evidence at Trivandrum on 16th and 17th February, at Madras on 19th and 20th February and at Hyderabad on 21st and 22nd February.

Dates for recording evidence at Lucknow and Patna, subject to the convenience of the State Governments, should be 11th to 15th March.*

...5

* It was subsequently discovered that 14th and 15th March will be closed days on account of Holi, an important festival in U.P. and Bihar. The Chairman has, therefore, decided that the visits to Lucknow and Patna will be from 8th to 12th March, 1968.

Other matters:

- (i) Chairman explained the decisions taken in the meeting of the Committee held in the forenoon. (The details of the decisions are appended).
- (ii) Chairman mentioned the difficulties which were created in some States as a result of poor attendance by Members. He was assured that in all future meetings, the attendance will be adequate.
- (iii) The Commission also discussed the possibility of inviting representatives from the States, for which no programme of visits has yet been communicated to States, for getting their evidence recorded at Delhi or Bombay. Members felt that since some States have already been visited, it would not be proper not to visit all the States. The number of days for which the Commission should visit a State will, as decided earlier, depend on the number of replies which have to be handled in that State.
- (iv) The observation visits should continue on the same basis as before.
- (v) The additional information received from parties arising out of the evidence recorded at various places is being received in the Commission. It is not necessary to get copies made for being sent to Members. The main headings under which such information is received should be circulated to the Members. In case any Member desires to have a copy of the information for his use, the Secretariat should comply with such demands.

(vi) The Chairman mentioned that the time-schedule as laid down in the Commission's first meeting may have to be somewhat modified. The Commission should attempt to clear the drafts of the Report by the end of December, failing which this work should be completed by the 26th of January, 1969 at the latest. Thereafter the Secretariat should take about a month for putting the material in proper shape for it to be signed by the Members of the Commission by 28th February, 1969.

(vii) To keep to the revised schedule as in (vi) above it may be necessary for the Commission to meet more often and for longer stretches from October 1968 onwards.

(viii) In one of its meetings, to be held soon, the Commission should decide its approach to the problems on which it is expected to report. The Secretariat will prepare a draft on the subject and bring it before the Commission after its clearance in the Committee.

Encl: Record of decisions of the first meeting of the Committee appointed by the Commission together with the revised Scheme of Chapters.

Progress of action taken on the decisions
of the previous meetings of the Commission.

Fourth meeting of the Commission
held at New Delhi on 8th July, 1967

Decisions

Action taken

1. The Secretariat was asked to make a reference to the Government for clarification as to whether the Posts and Telegraphs employees are covered within the terms of reference of the Commission.

It has been clarified by the Ministry of Labour, Employment and Rehabilitation (Department of Labour and Employment) in consultation with the Ministry of Law that P&T employees are covered by the Industrial Disputes Act, 1947 and therefore fall within the terms of reference of the Commission. The decision has been intimated to all members of the Commission. The Department of Communications has been informed about the matter. Copies of the questionnaire have been sent to the Department of Communications and to the Unions of P&T employees. (Also see the note on Study Groups).

2. The suggestion regarding some items of interest to the Commission being studied by specialists in Government or outside was endorsed.

The present position regarding preparation of papers on certain subjects is as follows:-

1. Working conditions: Shri N.S. Mankiker, Director General, Factory Advice Service and Labour Institute Bombay, has prepared a paper on the subject. (See also a reference to this item in Member-Secretary's note - item 4)

2. Labour engaged in quarries: The Government of Rajasthan have got a paper prepared on the subject by one of their Deputy Labour Commissioners. The paper has been received.

3. Power-loom industry: Shri Aravamuthan has submitted a paper on the subject.

4. Mica labour: The Government of Bihar is getting a paper prepared by one of their Deputy Labour Commissioners. A reminder to the concerned officer has been issued

3. Suggestions made for setting up Study Groups for (a) building and construction (b) working journalists, (c) light engineering (d) electrical equipment, (e) oil exploration, (f) road transport and (g) banking and insurance were accepted. The personnel for these Study Groups should be settled by the sub-Committee appointed in the last meeting.

The Member-Secretary should decide the time when the Study Groups should be constituted.

4. Programme of visits.

(a) Individuals/organisations to be invited for oral evidence during the Commission's visits to States should be chosen only from those who have submitted written memoranda.

(b) The actual number of days to be spent at each State's capital should be settled by the Chairman according to the number of organisations/individuals to be interviewed as per (a) above.

(c) State Governments should be requested to nominate a representative to meet and give evidence before the Commission after all other evidence is recorded.

5. Electric Supply: Shri R.P.Aiyer, Federation of Electricity Undertakings of India, Bombay, is preparing a paper on the Electric Supply industry.

6. Labour engaged in Small Scale Industries: The Labour Commissioner, Punjab, is getting a paper prepared on the subject by one of their Senior Conciliation Officers. (Please see item 4 also).

7. Social Security in India: Shri M.V. Sohoni is getting the actuarial aspects of the paper "a perspective for Social Security in India - 1976" examined in the office of the Life Insurance Corporation of India.

The present position regarding setting up of new Study Groups has been explained in a separate note, under item 3 of the Agenda.

This instruction has been followed with some minor variations in the States visited so far by the Commission. Experience has, however, shown that memoranda in reply to the questionnaire are received in most cases, only a few days before or at the time of the Commission's visit to a State.

The programme of visit to States is usually decided on this basis.

This was done in cases of the States visited so far and this will be followed in the States to be visited.

(d) Offer of Assistance from Australian Government.

Referred to in the Memorandum on item 4.

Fifth meeting of the Commission held at New Delhi on the 19th September, 1967.

Sixth meeting of the Commission held at Srinagar on the 25th September, 1967.

Fifth meeting of the Commission

For observational visits planned in connection with the Commission's programme in Maharashtra and Mysore States, there will be only one team of the Members in modification of the earlier decision to have two teams. The number of centres to be visited will be Bombay, Nagpur and Poona in Maharashtra and Mysore, Mercara and Mangalore in Mysore apart from Bangalore. Visits outside Ahmedabad in Gujarat will be to Baroda and Surat. Rajasthan programme outside Jaipur will be redrawn in consultation with State authorities. It should include Kotah and Udaipur. The dates of visit to Bombay, Bangalore, Ahmedabad and Jaipur will remain unchanged. Visit of Madras and Kerala States should begin on 25th December, 1967 and should last for two weeks. Detailed programme for visits to these two States should be drawn up accordingly. The proposed visits to Assam and West Bengal will be deferred. The programme of Commission's visits to remaining States will be drawn up in such a manner as to devote about two weeks in each month to these tours.

Sixth meeting of the Commission.

The programme of meetings at State headquarters and visits outside State headquarters as decided in the 5th meeting for Maharashtra, Mysore and Gujarat will stand.

The programme of meetings at Jaipur in Rajasthan will stand. Visits outside Jaipur will be decided later.

Details of Commission's visits to seven States are given in Memorandum of Progress Report.

The programme of Commission's visits was drawn up accordingly for Maharashtra, Mysore, Gujarat and Rajasthan States.

A group of members visited Kishengarh and Ajmer in Rajasthan States after recording of evidence at Jaipur. Member-Secretary will be visiting Kotah on 13th and 14th January, 1968.

The programme of visit fixed for Madras and Andhra Pradesh in February, 1968 has since been intimated to the Members of the Commission. The programme for Madras fixed earlier for December, 1967 along with Kerala State was postponed as the State Government of Madras desired deferment of the visit due to other meetings/Conference in the State.

Decisions

Action taken

The future programme of the Commission's visits will be confined to collection of evidence at State headquarters. Arising out of the evidence if there are places/establishments to be visited, decision on it will be taken at the end of recording evidence. Such places could be visited either by Member/s or by some senior officials of the Commission.

Two States will be covered in one stretch as decided earlier. Dates of such visits will be settled by the office in consultation with the Chairman and intimated to Members two months in advance. No change will be made in the dates after they are so fixed.

If Member/s desire to see some places/plants, they may communicate the names of places/plants to the Secretariat. The Secretariat will consolidate these and arrange the date for visits to these plants in consultation with Member/s.

Normally three days of five hours each should be sufficient for recording evidence at State headquarters. If there are many submissions and they cannot be conveniently grouped, the working day should be extended to six hours.

Fifth meeting of the Commission.

A tentative scheme for the presentation of the Commission's report.

The Commission appointed a Committee consisting of the following Members to examine the tentative scheme for the presentation of the Commission's report:-

1. Mr. Naval H. Tata.
2. Dr. Baljit Singh.
3. Mr. Manohar Kotwal.
4. Mr. G. Pamanujam; and
5. Mr. B.N. Datar.

Procedure for collecting oral evidence.

(i) The Chairman will pose questions to persons appearing before the Commission.

A letter with a note based on Shri S.A. Dange's specific suggestions has been circulated to Members. (Copy attached - Appendix I)

The first meeting of the Committee will be held at New Delhi on 3rd January, 1968. The tentative scheme has been revised on the suggestions of Dr. Baljit Singh. This revised scheme will be considered by the Committee.

This procedure is followed when oral evidence is recorded.

Decisions

- 5 -

Action taken

(ii) If Members desire elucidation on some points they may send a slip to Chairman or ask supplementary questions.

(iii) Cross questioning by Members should be avoided as far as possible.

The record of evidence should not be referred back to the persons concerned. The record should be circulated to Members after Chairman's approval.

Air travel arrangements.

Procedure for securing air tickets by presenting vouchers to Air Booking Office at the respective headquarters of members should be followed.

Commission's meetings

Depending on the convenience of Chairman and Members, there may be a formal meeting of the Commission on the day between recording of oral evidence at two State headquarters.

This procedure is being followed.

This is being followed where Members so desire. Air journeys are reserved and also air tickets are purchased by the Commission's Secretariat and sent to the Members where so desired and advance intimation is given.

Sixth meeting of the Commission was held at Srinagar on the 25th September, 1967. Seventh meeting of the Commission will be held at Trivandrum on the 21st December, 1967 before commencing oral evidence there.

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National Commission on Labour

In pursuance of the penultimate paragraph of the record of discussions of the 6th meeting of the Commission, Mr. Dange has expressed a desire to visit the following places:-

- (i) Nagda,
- (ii) Dandeli,
- (iii) All Steel Plants,
- (iv) Ranchi,
- (v) Heavy Electricals, Bhopal; and
- (vi) Private Sector mines in the Raniganj Area.

Members of the Commission who want to visit some other places may intimate their choice to the Secretariat. It is possible that some Members may like to visit the places suggested by Mr. Dange. This also may be intimated. As decided in the 6th meeting, the Secretariat will consolidate the wishes expressed by Members and draw up a programme of visit to such places in consultation with the State Governments.

It is suggested that since winter is a good time to visit plants, such of the visits as have to be undertaken should be planned between November 1967 and end of March, 1968. According to the programme of visits to State capitals settled so far, December 1967 and January 1968 are comparatively free months.

Of the places mentioned by Mr. Dange, Bhopal could be covered when the Commission visits the Madhya Pradesh capital for recording oral evidence.

B. N. Datar
for (B.N. Datar)
14.10.67.

NATIONAL COMMISSION ON LABOUR

Record of discussions of the first meeting of the Committee appointed by the Commission to examine the tentative scheme for presentation of the Commission's Report.

Place: New Delhi Time: January 3, 1968
10:30 A.M.

The following were present:-

1. Dr. P.B. Gajendragadkar ... Chairman
2. Dr. Baljit Singh ... Member
3. Mr. Manohar Kotwal ... Member
4. Mr. G. Ramanujam ... Member
5. Mr. Naval H. Tata ... Member
6. Mr. B.N. Datar ... Member-Secretary

In explaining the scope of the Committee's work, the Chairman stated -

i) that the Committee should function as a clearing house for the technical work done by the Secretariat of the Commission;

ii) that papers in pursuance of (i) above should be sent to the Committee well in advance; the papers as amended/modified after discussion in the Committee should be put up to the Commission;

iii) that the copies of the papers sent to the Members of the Committee should be sent to all Members of the Commission and their views be sought even before the Committee considers these papers. This will enable the Committee to take into account the views of other Commission Members before the draft is settled by it for circulation in the Commission;

iv) that the Committee should meet frequently either in Delhi or in Bombay; the meetings of the Committee could be for one day but if the Agenda is heavy, it could spill over to the following day;

- v) that the usual practice followed for the Commission's meetings, of sending papers at least 2-3 weeks in advance, should be followed, even more vigorously for the meetings of the Committee also;
- vi) that as far as possible, the notes/papers to be sent to the Committee will be self-contained;
- vii) that the Secretariat should send the papers as and when they are completed.

2. The following time-table was approved:

- i) Such of the portions in Part I (Chapters 1 to 5 of the Revised Draft - November 1967) as are independent should be completed by the end of May, 1968. These should be cleared by the Committee by the end of June, 1968 and circulated to other Members of the Commission for their comments;
- ii) The portions in Part I which are dependent on the analysis of information collected in the Commission through memoranda, replies to Questionnaire or Study Group Reports could be written up as and when such analysis is completed. In any case, the drafting of Part I should be completed by the Secretariat by the end of July and these portions should be cleared by the Committee by the end of August for circulation to other Members of the Commission;
- iii) Part II (Chapters 6 to 12 of the Revised Draft - November 1967) will depend on the information flowing into the Secretariat from different Study Groups. On the assumption that some of the Study Groups will be presenting their reports by the end of February, and this assumption is certainly valid, work will simultaneously start on one industry in each of these Chapters (6 to 12). This will be a type-study and once the manner of presentation is settled in the Commission through the Committee, information with regard

Telegrams: "NACOMLAB"

APPENDIX-I

Government of India
National Commission on Labour
D-27, South Extension, (Pt. II)
NEW DELHI-3

D.O.No:7/19/67-NCL(C)

Dated:December 4, 1967

My dear

This is with reference to the Note circulated by me on 14-10-1967 (copy enclosed for ready reference). Since the Commission is not visiting State Capitals in January, 1968, kindly let me know if the programme for steel plants, Ranchi and mines in the Raniganj area could be fixed in the later half of January, 1968.

Yours sincerely,

Sd/-

(B.N. Datar)

All Members of the Commission.

to other industries in the same Chapter could be organised by the Secretariat in a similar manner. It should be possible for the Secretariat to present the 7 industry-Chapter type-studies by the end of July and the Committee will attempt to clear these papers by the end of August;

- iv) Part III & IV (Chapters 13 to 20 and Chapters 21 to 26 of the Revised Draft - November 1967). Work will be started simultaneously on these Chapters. The Members of the Committee will be receiving material on these drafts from August onwards and this process will be completed by the end of October. Drafts, as finally settled in the Committee, should be cleared by the Commission by the end of November;
- v) Part V (last Chapter of the Revised Draft - November 1967). Material for this part will be prepared simultaneously with Parts I to IV.

3. The following modifications in the Revised Draft - November 1967 were approved:-

- i) Chapter 1: The arrangement should be in chronological order e.g., the Questionnaire should precede the Commission's tours;
- ii) Chapter 4:
 - (a) The heading should be 'Labour in a Changing Social Order'. Where this Chapter is to be included, will be decided later.
 - (b) The first sub-title should be the 'Impact of development on labour and labour-management relations'.
- iii) Chapter 6: should be divided into two Chapters - one dealing with problems of agricultural labour, labour engaged in animal husbandry, forestry and fisheries and the other dealing solely with plantations;

- iv) Chapter 9: Apart from unorganised industries, the Chapter should also deal with unprotected labour;
- v) Chapter 10: Ports and Docks and Air-Transport should be added as separate sub-heads under 'Transport and Communications'.
- vi) Chapter 12: Unorganised sectors of Chapters 10 and 11 should be added as separate sub-heads. In addition, unprotected labour falling under 'Services' and of the type under Chapter 9 as revised should also be brought in.
- vii) Part III: The main heading for Part III should be 'Labour Policies and Programmes'. Such a heading will permit discussion of Policies and Programmes for labour both Plan and non-Plan.
- viii) Chapter 15: Wherever the word "factories" occurs, it should be replaced by factories/mines/plantations.
- ix) Chapters 17 & 18: will be divided into three Chapters. The first Chapter after this division will deal with Wage Policy - Problems and Issues; the second with Wages and Earnings and, the third with Procedures for Wage Settlement and Administration.
- x) The last item in the Chapter on 'Wage Policy - Problems and Issues' as revised should be "Minimum Wage, National Minimum". In the revised Chapter on Wages and Earnings, Wage Structure should be an item before discussion on Wage Levels and differentials. Reference to wage structure elsewhere will be deleted. The Chapter on Wage Settlement and Administration should contain the following items:
 - "Procedures for wage fixation - collective bargaining, conciliation, Industrial Tribunals, Wage Boards, etc. - the functioning of these agencies - an assessment of their functioning - problems of implementation, etc."
- xi) Chapter 21: Sub-headings under the "Development of employers organisations" should be elaborated with necessary changes in the same manner as is done under "Development of the trade union movement and workers' organisations".

- xii) Chapter 27: There should be a separate paper on the Commission's approach to the problems posed by its terms of reference. The exact place where this is to be fitted in will be decided later.
- xiii) The portion on "Tasks involved and their Administrative Implications", should be deleted. The portion on "Summary of Conclusions and Recommendations" in Chapter 27 will form a separate Chapter.
- xiv) There should be a strong emphasis in the Chapter on "Industrial Relations" on 'human approach' to labour-management problems.

- 4. i) The Note dated December 16, 1967 elaborating the sub-headings of the Chapters in Part I and the time schedule for work, was agreed to with such modifications in the time schedule as are explained in para 2 above.
- ii) A point about mechanical tabulation was mentioned by Dr. Baljit Singh. But since it flows more readily as a comment on item No.4 in the Agenda for the Commission's meeting, it has been shown in the Record of Decisions of the Commission.
- iii) Mr. Kothari had made certain suggestions on the Tentative Scheme of the Report. While his suggestion on specific major labour enactments, their statement of objects and reasons etc. will be covered in Chapter on 'Labour Legislation' and also in different Chapters under Part III, the details of the basic aspects of developments in agriculture, particularly, questions relating to land-tenure and their modifications etc., as suggested by him need not be gone into.

The Scheme of presentation of the Commission's Report revised in the light of para 3 above is attached.

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An Outline Scheme for the Report of
the National Commission on Labour.

Part I. Background and Perspective.

Chapter 1. Introduction.

Terms of reference of the Commission - Method and Procedures of working - Study Groups - Questionnaire - Commission's Tours - Evidence - Broad Arrangement and Approach of the Report.

Chapter 2. Framework of Indian Society.

Constitutional and Administrative set up - Geographical and Political Divisions - Distribution and Utilisation of Natural Resources - External Economic Relations - Structural Features of the Indian Economy - Direction and Dimensions of Social Change - Socio-economic and political outlook.

Chapter 3. Pattern and Perspective of Growth.

Ethos of India's economic development - Five Plans and Growth Pattern - Productive Potentials in Agriculture and Industry - Infra-structure of Social Overheads and External Economies in the System: transport, power, irrigation, financial and developmental institutions, technological advance and management systems - Social Policy and Control - Perspective for Future Growth - Rate of Growth and outlook as regards sectoral growth and development: basic and consumer industries, agricultural output, social services.

Chapter 4. Labour in a Changing Social Order.

Impact of Development on Labour and Labour-Management Relations - the problems of transition - social responsibility of business and the role of workers' organisations in the context of the need for orderly transition - Manpower Planning and Development of the Labour Force - Short-term and

Long-term Aspects - the Political Profile of a worker - Basic Social and Economic Ingredients of Labour Policy in a Developing Economy - Rationale of effective implementation of Labour Policy.

Chapter 5. Nature and Pattern of Employment.

Overall trends in Employment and growth of employment opportunities - Manpower and its allocation - trends of growth of labour force and its age and sex composition - levels of skill and education - Drift to the City - Employment in (a) large-scale industry, (b) small-scale industry, (c) transport and communications, (d) mining, (e) plantations and (f) agriculture and allied activities - Characteristic features of employment in different sectors - Regular and Seasonal employment - Employment Gap - Regional Imbalances and incidence of under-employment - Mobility of Labour.

Part II. Conditions of Labour*

Chapter 6. Agriculture and Allied Activities.

Agricultural Labour and their special problems - Labour engaged in Animal Husbandry, Forestry and Fisheries.

Chapter 7. Plantations.

Chapter 8. Mining and Oil Exploration.

Coal Mining - Other mining activities - Oil Exploration, etc.

Chapter 9. Manufacturing Industries.

Labour Conditions in capital, intermediate and consumer goods industries - public and private sector undertakings - Industry-wise analysis.**

* This part would be devoted to a review of labour conditions since Independence (of. para 1 of the terms of reference). The analysis would be set out in terms of certain homogenous groups/sectors and would in each case cover all the specific aspects remitted to the Commission vide para 3 of their terms of reference.

** In presenting the industry-wise analysis the sequential arrangement would be devised in such a manner as to enable their categorisation into new and traditional industries.

Chapter 10. Unorganised Industries.

Small-scale Industries - Analysis relating to selected small scale industries, e.g. handlooms, bidi manufacturing, etc. - unprotected labour.

Chapter 11. Transport and Communications.

Railways - Road Transport - Post and Telegraphs and Telecommunications - Ports and Docks - Air Transport.

Chapter 12. Commerce, Trade and Services.

Banking and Insurance - Shops and Establishments - Public Utilities.

Chapter 13. Unorganised Services.

Building and Construction - Contract Labour - Unorganised sectors of headings in Chapters 11 and 12, and unprotected labour.

Part III. Labour Policies and Programmes

Chapter 14. Recruitment Methods and Procedures.

An assessment of prevailing procedures and practices - Contract Labour - Local and Outside Labour - Scope for Improvements.

Chapter 15. Training Facilities and Workers' Education.

Development and organisation of training facilities - Scope and Extent of existing training facilities - Apprenticeship System - In-training - Workers' Education - Problems and prospects.

Chapter 16. Working Conditions.

Legal and other provisions for regulating conditions of work - their coverage and scope - Working Hours, Health, Sanitation and Safety Measures with special reference to occupational hazards in new and expanding economic activities/industries - Problems arising from industrial concentration, factory design and environmental factors - Industrial Health Service - Industrial Safety and Safety Consciousness - Role of Factory/

Mines/Plantations Inspectorate and other Organisations - Assessment of past experience and need for new and/or additional provisions.

Chapter 17. Labour Welfare and Housing.*

A survey of developments and experience since Independence - Statutory and non-statutory provisions for Labour Welfare and amenities for workers - Industrial Housing, problems and prospects.

Chapter 18. Wage Policy - Problems and Issues.

Problems of Wage Policy and Wage Determination - Wages in terms of an Incomes Policy Approach - Inter-relationships between wages, profits and prices - Interaction as between Wage and Employment Levels - Share of wages in net output - Cost of Living, Dearness Allowances and Standard of Living - Bonus and Profits - Equal pay for Equal work - Minimum Wage - National Minimum Wage.

Chapter 19. Wages and Earnings.

Wage Structure - Wage Levels and Differentials - Wages and Earnings in Industry, small-scale production, mines, transport including ports and docks, plantations, agricultural labour, forestry and rural industries - Bonus, Dearness Allowance and non-cash benefits.

Chapter 20. Procedures for Wage Settlement and Administration.

Procedures for Wage Fixation - collective bargaining, conciliation, industrial tribunals, wage boards etc. - the functioning of these agencies - an assessment of their functioning - Problems of Implementation etc.

Chapter 21. Productivity and Incentives.

Productivity trends in the Indian Economy - Productivity in Agriculture and Selected Industries - Productivity and efficiency standards in tertiary activities - Productivity and employment and wages, the problems of measurement and norms of productivity - Operational Devices - Interplay of incentives and Productivity - Incentive Schemes and their rationale - Modus Operandi for different types of activities and occupations - Problems of rationalisation and automation.

*This may have to be split into two chapters depending upon the information and material which may be received from the Welfare Committee.

Chapter 22. Social Security:

Arrangements for Social Security in India - Retirement, Gratuity and Provident Fund - Employees' State Insurance Scheme - Towards a more Comprehensive Scheme of Social Security - Problems of costs and administration - Administration and phased extension of Social Security Arrangements.

Part IV Industrial Relations and Labour Administration.

Chapter 23

Trade Unions and Employers' Organisations.

- (a) Development of the trade union movement and workers' organisations - Effects of Legislation on Growth - Institutional and Functional - Trade union finances, membership and organisation - Relationship between apex organisations and unions - Characteristic features of workers' organisations - Future Development - Pattern, Role in Welfare and Enforcement of Legislation - State and Trade Unions/ Problems of Outsiders in Unions - Registration, Recognition and Inter-union Rivalries, etc.
- (b) Development of Employers' Organisations - Relationship between apex organisations and affiliates/units - characteristic features of employers' organisations - Future Development - Pattern, role in welfare and enforcement of legislation - State and Employers' Organisations.
- (c) Their role in maintenance of harmonious Labour - Management Relations, collective bargaining, etc.

Chapter 24. Industrial Relations.

Industrial Relations Procedures - internal/ external - Legal/Voluntary - Joint Consultation - Collective Bargaining - Voluntary Arbitration - Legal Procedures - Conciliation - Adjudication - The Right to Strike - Assessment of Experience - Reorientation and Approach for the Future.

Chapter 25. Labour Legislation and Laws.

A critical analysis of labour legislation and laws - their scope, coverage and extent
- An Assessment of the Practical Experience
- Limitations and Deficiencies - Implementation and Enforcement - Case for Codification.

Chapter 26. Administrative set-up and Labour Administration.

Administrative Machinery at the Centre and in the States - Administration of Labour Policy and Laws.

Chapter 27. Labour Research, Statistics and Intelligence.

Review of existing sources of Statistics and Information - Need for consolidation and codification - Lines of future research - Evaluation and Suggestions for Improvement.

Chapter 28. International Labour Standards.

India and I.L.O.

Part V. Conclusions and Recommendations.

Chapter 29. Commission's Approach to the problems posted to it.

(The place of this chapter in the Report will be settled later.)

Chapter 30. Summary of Conclusions and Recommendations.

NATIONAL COMMISSION ON LABOUR

NCL Ref.No.DL-VIII.8.

Replies to the Commission's Questionnaire received
from Shri Ram Centre for Industrial Relations,
New Delhi.

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<u>Sl.No.</u>	<u>Q.No.</u>	<u>Page No.</u>	<u>Points for Elucidation</u>
1	6	2	Bearing in mind the rate of absenteeism in Indian industry, is it practicable to abolish casual labour of the second category stated by you?
2	12	3	What is the dividing line between the old and new establishments? How do the new establishments fail in implementing these laws?
3	13	3	What objection do you have against fixing the number of holidays in industries all over the country?
4.	26	5	How many of the seventy million people referred to in your reply would be the possible field for organisation?
5	26	6	What are the changes you have noticed in trade union attitudes in the eastern and north-western regions as a result of the factors you have indicated?
6	26	7 (Para 4)	Would unionisation have been quicker and stronger had there been no labour legislation or less of labour legislation?
7	26	8	If the social gap between the leader and his followers is increasing as pointed out by you, how do the leaders hold their own in the situation which prevails today of the rank and file desiring to have a shorter gap between them and the leaders? Do you expect that the situation will be cured in the years to come?

<u>Sl.No.</u>	<u>Q.No.</u>	<u>Page No.</u>	<u>Points for Elucidation</u>
8	28	9 (Para 4)	(a) Does your answer suggest that there is no co-ordination between the industry unions and the Central Federations? If that is the suggestion, will a similar situation not develop between the industry union and the plant union? (b) How far has industrial unionism made its headway in face of, as you say, leadership preference for mass based unions which require less organisational inputs? (answer to question No.26 Part I - Page 5).
9	29	10 (Para 2)	When you refer ^{to} action through Parliamentary lobby, do you have in mind only the legislative aspect?
10	33	11	Do you think the failure of bipartite consultation has been due to the absence of both the carrot and the stick?
11	36	12	You have rightly observed that the remedy lies in real democratisation of the Internal Government system of unions. Would it not equally apply to employers' organisations? Are you satisfied with communications within Employers' Federations?
12	45,46, 47	15	<u>Registration; Membership</u> (a) How would you reconcile your proposals with the fundamental right of association? (b) On what basis do you prescribe the three month limit? Would an argument not arise that three months is too short a time for the unions to prepare themselves for challenging effectively the bargaining agent?

<u>Sl.No.</u>	<u>Q.No.</u>	<u>Page No.</u>	<u>Points for Elucidation</u>
13	55	18	Is it possible to support the statement in your reply by statistics which you may have collected?
14	56	19	What procedure and norms have you discovered through your studies ^{on} union recognition in industry? Do they differ from industry to industry?
15	66	24-25	To what extent does workers' involvement in industry depend upon an imaginative personnel policy?
16	73	26	In the Indian context, have the strong unions contributed to labour discipline?
17	77	28	While proper communication is possible in a climate of good labour management relations, cannot the former be accepted as the starting point?
18	83	29	What in your view have been the difficulties in implementing the grievance procedure incorporated in the Code of Discipline?
19	87	31	How do you establish that adjudication has weakened the trade unions?
20	93	32	Have Works Committees failed because the trade unions have rejected them? What in your view has been the management attitude towards them and the union's understanding of that attitude?
21	98 to 101	34	(a) How would the combination of conciliation and arbitration functions into one person affect the conciliation proceedings? (b) How does your reply to this question reconcile with your plea of unlimited scope for collective bargaining?
22	102	34-35	How can the adjudication system be made 'self-eliminating'?

<u>Sl.No.</u>	<u>Q.No.</u>	<u>Page No.</u>	<u>Points for Elucidation</u>
23	112	37	Why has voluntary arbitration not made much headway so far?
24	124	39	Is it your suggestion that the handling of the Indian Labour Conference and Standing Labour Committee in the last 10 years is different as compared to the period before that?
25	163	55	Could you elaborate the third point that you have made about the unsatisfactory nature of the Bonus Act?
26	193	61	You have introduced the idea for bargaining fruitfully. Does it differ from collective bargaining? Could you elaborate the content of fruitful bargaining?
27	221	73	Why is any valuation by Government agencies necessarily bad?

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