

**PUBLIC ACCOUNTS COMMITTEE**  
**1958-59**

**TWENTIETH REPORT**

(SECOND LOK SABHA)

Report on the working of the Coal Mines Labour Housing  
and General Welfare Fund



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*April, 1959*

*Price 85 nP*

TWENTIETH REPORT OF THE PUBLIC  
ACCOUNTS COMMITTEE (SECOND LOK  
SABHA)

CORRIGENDA

- Page 8, line 2, for "miner's" read  
"miners' "
- Page 9, line 6 from bottom, for 'units'  
read 'unit'
- Page 25, line 2 of the heading, for  
'year 1955-56 and 1957-58' read  
'years 1955-56, 1956-57 and 1957-58'.
- Page 25, footnote, for 'netted' read  
'vetted'
- Page 28, line 3 from bottom, for  
'class ~~staff~~' read 'class IV  
staff'
- Page 36, line 6, for 'at' read 'in'  
line 10, for 'Coalfield'  
read 'Coalfields'.  
line 23, for 'is' read 'are'.

## CONTENTS

<b>Composition of the Public Accounts Committee (1958-59)</b> . . . . .	(iii)
<b>Introduction</b> . . . . .	(v)-(vi)
<b>Report of the sub-Committee on the working of the Coal Mines Labour Housing and General Welfare Fund :</b>	
<b>Introduction</b> . . . . .	(ix)
Chapter I—Constitution of the Fund . . . . .	1—5
Chapter II—Budget and Finance . . . . .	6—8
Chapter III—Working of the Fund :	
Housing Account . . . . .	9—12
General Welfare Account . . . . .	13—20

### APPENDICES

I. Proceedings of the Fifty-second Sitting of the Public Accounts Committee held on the 29th April, 1959 . . . . .	23-24
II. Statement <i>re</i> Sanctioned and Actual Expenditure from out of the Coal Mines Labour Housing and General Welfare Fund during the years 1955-56, 1956-57 and 1957-58 . . . . .	25-41
III. Summary of the main Conclusions/Recommendations of the Twentieth Report (Second Lok Sabha) on the working of the Coal Mines Labour Housing and General Welfare Fund . . . . .	42-49

## PUBLIC ACCOUNTS COMMITTEE 1958-59

### CHAIRMAN

\*Prof. N. G. Ranga

### MEMBERS

2. Dr. Ram Subhag Singh
3. Shri Arun Chandra Guha
4. Shri N. R. M. Swamy
5. Pandit Jwala Prasad Jyotishi
6. Shri Rameshwar Sahu
7. Shri T. Sanganna
8. Shri Upendranath Barman
9. Shri Prabhat Kar
10. Shri Raghubar Dayal Misra†
11. Shri H. C. Dasappa
12. Shri Khushwaqt Rai
13. Shri N. Siva Raj
14. Shri Aurobindo Ghosal
15. Shri Jaipal Singh
16. Rajkumari Amrit Kaur
17. Shri Amolakh Chand
18. Shri T. R. Deogirikar
19. Shri S. Venkataraman
20. Shri M. Govinda Reddy
21. Shri Rohit Manushankar Dave
22. Shri M. Basavapurnaiah.

### SECRETARIAT

Shri S. L. Shaktiher—*Joint Secretary.*

Shri V. Subramanian—*Deputy Secretary.*

Shri M. C. Chawla—*Under Secretary.*

---

\*Prof. N. G. Ranga was appointed as Chairman of the Committee on the 11th September, 1958 for the unexpired portion of the term of the Committee ending on the 30th April, 1959 vice Shri T. N. Singh resigned from Lok Sabha.

†Elected on the 23rd September, 1958 vice Shri T. N. Singh resigned from Lok Sabha.

## INTRODUCTION

I, the Chairman of the Public Accounts Committee having been authorised by the Committee to present this Report on their behalf, present this Twentieth Report on the working of the Coal Mines Labour Housing and General Welfare Fund.

2. The circumstances leading to the appointment of this sub-Committee as also the mode of examination of the working of this Fund have already been described in paras 2 to 5 of the Introduction to the Report of the sub-committee embodied in their Nineteenth Report on the working of the Coal Mines Safety and Conservation Fund.

The Report of the sub-Committee which is appended was considered and approved by the Public Accounts Committee at their sitting held on the 29th April, 1959 (Appendix I) and should be treated as the Report of the Public Accounts Committee.

3. *The working of this Fund, as disclosed in the Report of the sub-Committee, gives the impression that it has not adequately discharged the various functions assigned to it by the Coal Mines Labour Welfare Fund Act, 1947 and the rules made thereunder. The Coal Mines Labour Welfare Organisation responsible for the administration of the Fund has not only failed to tackle the housing and other welfare problems for which it was set up but has not even touched the fringe of socio-economic problems of the miners to which it should have devoted its energy. The Committee consider that the entire set-up of this Organisation should be re-orientated and it should be manned by persons who have got wide experience of dealing with welfare problems apart from administrative matters. The Committee desire that the Organisation should deploy its staff more on field work rather than on routine administration work at its Headquarters.*

4. *The Committee trust that, as recommended in the Report, the State Governments will also pull their weight in eradicating the unsocial elements from the colliery areas.*

5. A statement showing the summary of the main recommendations/conclusions made in this Report is given at the end (Appendix III).

(vi)

6. The Committee place on record their appreciation of the assistance given to them in the course of their examination by the Comptroller and Auditor-General of India.

NEW DELHI;  
Dated the 30th April, 1959  
Vaisakha 10, 1881 (Saka).

N. G. RANGA,  
Chairman,  
Public Accounts Committee.

---

**Report of the sub-Committee on Cess Funds on the working of the Coal Mines Labour Housing and General Welfare Fund.**

---

## INTRODUCTION

I, the Chairman of the sub-Committee of the Public Accounts Committee on Cess Funds, having been authorised by the sub-Committee to present this Report on their behalf, present this Report on the working of the Coal Mines Labour Housing and General Welfare Fund.

2. The circumstances leading to the appointment of this \*sub-Committee as also the mode of examination of the working of this Fund have already been described in paras 2 to 5 of the Introduction to their Report on the working of the Coal Mines Safety and Conservation Fund embodied in the Nineteenth Report of the Public Accounts Committee (1958-59).

3. This Report was considered and approved by the sub-Committee at their sitting held on the 27th April, 1959.

4. The conclusions arrived at by the sub-Committee as a result of their examination of the working of the Fund referred to in para 1 above have been set forth in the succeeding Chapters in this Report.

NEW DELHI:  
The 27th April, 1959.

Vaisakha 7, 1881 (Saka).

A. C. GUHA.  
Chairman,  
Sub-Committee on Cess Funds.

---

1. Shri Arun Chandra Guha	Chairman
2. Shri N. R. M. Swamy	} Members
3. Shri M. Govinda Reddy	
4. Shri Rohu Manushankar Dave	
5. Shri Amolakh Chand	



## **PUBLIC ACCOUNTS COMMITTEE**

### **Sub-Committee on Cess Funds**

#### *Report on the working of the Coal Mines Labour Housing and General Welfare Fund*

### **CHAPTER I**

#### **CONSTITUTION OF THE FUND**

For the financing of activities to promote the welfare of labour employed in coal mines, the Coal Mines Labour Welfare Fund was established in 1944. The Coal Mines Labour Welfare Fund Ordinance, 1944—under which the Fund was constituted—provided that the Fund was to be applied by the Central Government for the purposes specified in the Ordinance which, *inter-alia*, included improvement of housing. There was, however, no specific provision in the Ordinance for the earmarking of a portion of the cess proceeds for housing.

Later, in view of the extremely unsatisfactory housing conditions in the coalfields, Government felt that no scheme of labour welfare could be given higher priority than housing and that this problem could not be tackled piecemeal. They envisaged a target of 50,000 houses for the miners. To achieve this target, the resources of the Fund needed to be augmented. The Coal Mines Labour Welfare Fund Act, 1947—which repealed the Ordinance—provided for such an increase. The Fund constituted under this Act was named as the Coal Mines Labour Housing and General Welfare Fund. This Act also provided for the earmarking of a portion of the cess proceeds for housing which was to be administered by a statutory body created under the Act, *viz.*, the Housing Board.

2. The source of revenue of the Coal Mines Labour Housing and General Welfare Fund is the excise duty levied on all coal and coke despatched from collieries in India. In terms of sub-section (1) of Section 3 of the Coal Mines Labour Welfare Fund Act, 1947, the excise duty is to be levied and collected at such rates not less than four annas and not more than eight annas per ton as may be fixed from time to time by the Central Government, by notification in the Official Gazette.

The rate of excise duty at present is 37·5 nP. per ton on coal and coke.

3. Under section 4(1) of the Act, the proceeds of the excise duty are to be credited to the Coal Mines Labour Housing and General Welfare Fund, and apportioned under two separate accounts called the Housing Account of the Fund and the General Welfare Account of the Fund in such manner as the Central Government may, by notification in the Official Gazette, determine. The proportion of distribution of receipts between the Housing and General Welfare Accounts has been 31:6 since 1-4-1957. Prior to that date, it was 2:7. The cost of administering the Fund is apportioned between the two Accounts in the proportion of 2:7.

### **Application of the Fund**

#### **Housing Account**

4. Under section 5(6) (a) to (e) of the Act, the moneys in the Housing Account of the Fund are to be applied to defray the following kinds of expenditure:

- (a) The cost of erecting, maintaining and repairing housing accommodation for labour employed in the coal mining industry and of providing services and facilities connected therewith;
- (b) the cost of preparing schemes, and of acquiring any land required, for the purpose referred to in (a) above;
- (c) the grant, subject to the previous approval of the Central Government, to a Provincial Government, a local authority or the owner, agent or manager of a coal mine of money in aid of any scheme approved by the Housing Board for the purposes referred to in (a) and (b) above;
- (d) the allowances, if any, of members of the Housing Board and the amounts debitable to the Account under subsection (1), viz., the cost of administration of the Fund;
- (e) any other expenditure which the Central Government directs to be defrayed out of the moneys in the Housing Account of the Fund.

#### **General Welfare Account**

5. The moneys in the General Welfare Account of the Fund may be applied to defray the following kinds of expenditure as laid down in sub-sections (2) and (4) of section 5 of the Act:

- (1) Grants-in-aid to colliery-owners for maintaining dispensaries of the prescribed standards.

- (2) (a) The cost of measures for the benefit of labour employed in the coal mining industry directed towards—
- (i) the improvement of public health and sanitation, the prevention of disease, the provision of medical facilities and the improvement of existing medical facilities, etc.;
  - (ii) the provision of water-supplies, and facilities for washing and the improvement of existing supplies and facilities;
  - (iii) the provision and improvement of educational facilities;
  - (iv) the improvement of standards of living, including nutrition, amelioration of social conditions, and the provision of recreational facilities;
  - (v) the provision of transport to and from work;
  - (b) the grant to a Provincial Government, a local authority or the owner, agent or manager of a coal mine of money in aid of any purpose for which moneys in the General Welfare Account of the Fund may be utilised;
  - (c) the allowances, if any, of the members of the Advisory Committee and the amounts debitable to the Account under sub-section (1), viz., cost of administration of the Fund;
  - (d) any other expenditure which the Central Government directs to be defrayed out of the moneys in the General Welfare Account of the Fund.

#### **Organisation administering the Cess Fund**

6. The Coal Mines Labour Housing and General Welfare Fund is a local Fund directly administered by the Ministry of Labour and Employment.

#### **Housing Board—Composition and Functions**

7. Under section 6(1) of the Act, the Central Government has constituted the Coal Mines Labour Housing Board "to prepare and carry out, subject to the previous approval of the Central Government, schemes financed from the Housing Account of the Fund, for the provision of suitable housing accommodation for the labour employed in the coal mining industry."

The composition of the Housing Board, which under the Act is a body corporate, is laid down in Rule 6 of the Coal Mines Labour Welfare Fund Rules, 1949. The Coal Mines Labour Welfare Commissioner is the Chairman of the Board.

#### **Advisory Committee—Composition and Functions**

8. Under section 8(1) of the Act, the Central Government has constituted an Advisory Committee to advise the Central Government on matters connected with the administration of the Fund. The composition of the Advisory Committee is laid down in Rule 3 of the Coal Mines Labour Welfare Fund Rules, 1949. The Secretary to the Government of India in the Ministry of Labour and Employment and the Coal Mines Labour Welfare Commissioner are respectively the Chairman and the Vice-Chairman of the Advisory Committee.

Under section 5(13) of the Act, the Central Government and the Housing Board, before incurring any expenditure from the Fund other than the expenditure of a routine or urgent nature, are required to consult the Advisory Committee.

The Executive Committee of the Advisory Committee consists of the Chairman, Vice-Chairman and Secretary who is nominated by the Chairman. This Committee prepares the budget of the Fund in consultation with the Finance sub-Committee.

The following are the sub-Committees of the Advisory Committee:

- (a) Finance sub-Committee consisting of five members to frame schemes involving expenditure and to advise generally regarding the budget, maintenance of accounts and all expenditure debitable to the Fund.
- (b) Coalfield sub-Committees for each of the major coalfields. Each such sub-Committee consists of five members. Their functions are to consider and advise on all matters relating to expenditure from the Fund in their respective coalfields.

9. On the Advisory Committee and the Housing Board, the employers and workers are equally represented.

*The sub-Committee feel that as this Fund is primarily concerned with social welfare, it would be in the fitness of things if representation on these bodies is also extended to social workers of repute and standing who may bring to bear an independent approach on the*

problems coming before these bodies. They further feel that for the successful direction of a Welfare Organisation like the present one not only ability to enforce discipline but also to take a more rational approach to the problems of a socio-economically backward class is necessary and it would, therefore, be worth while to prescribe training in social welfare as a pre-requisite for appointment to the top posts in this Organisation. The sub-Committee are amazed that even the post of Chief Welfare Officer in this Organisation has been lying vacant for a long time.

## CHAPTER II

### BUDGET AND FINANCE

#### **Central Government's control over Expenditure from the Coal Mines Labour Housing and General Welfare Fund**

10. Under the provisions of the Coal Mines Labour Welfare Fund Act, 1947 and the Rules framed thereunder, the authority for incurring the expenditure from the Coal Mines Labour Housing and General Welfare Fund vests in the Central Government. In terms of section 5(13) of the Act, before incurring any expenditure from the Fund other than expenditure of a routine or urgent nature, the Central Government is required to consult the Advisory Committee.

Rule 23(1) of the Coal Mines Labour Welfare Fund Rules, 1949, provides that the annual budget of the Fund prepared by the Executive Committee, in consultation with the Finance sub-Committee, is to be considered by the Advisory Committee each year. Thereafter the budget, as finally approved by the Advisory Committee, is forwarded to the Central Government not later than the 1st October each year for sanction and the latter may make such alterations therein as they consider necessary before according sanction.

In evidence, the Secretary, Ministry of Labour and Employment stated that the budget estimates of the Fund forwarded by the Advisory Committee to the Central Government under Rule 23(1) were subjected to the usual scrutiny exercised over Departmental estimates.

#### **Savings on Sanctioned Allotments**

11. From the statement\* of sanctioned and actual expenditure of the Fund for the years 1955-56, 1956-57 and 1957-58 (Appendix II) furnished by the Ministry of Labour and Employment, the sub-Committee found that there were large savings in both the Housing and General Welfare Accounts of the Fund during all the three years. The gap between the sanctioned and actual expenditure of the Fund was especially wide in the case of the Housing Account of the Fund. In the case of this Account, during 1955-56, as against the sanctioned allotment of Rs. 27,46,000, a sum amounting to only Rs. 9,63,996 could be spent, thus resulting in a saving of Rs. 17,82,004. During

---

\*Not verified by Audit.

the year 1956-57, the actual expenditure came to Rs. 3,25,299, as against the sanctioned allotment of Rs. 58,99,000, resulting in a saving of Rs. 55,73,701. In 1957-58, the saving amounted to Rs. 1,21,92,010, as against the sanctioned allotment of Rs. 1,24,72,000.

12. The main reasons for savings in case of each Account according to the Ministry of Labour and Employment were as follows:—

**Housing Account**

- (1) Poor response of colliery-owners to the subsidy-cum-loan housing scheme.
- (2) Non-receipt or late receipt of the Government's sanction.
- (3) Non-finalisation of agreements with collieries for the construction of houses.

**General Welfare Account**

- (1) Non-receipt or late receipt of Government's sanction.
- (2) (a) Non-implementation of various schemes.  
(b) Non-starting of various constructional works for want of land, iron and steel, etc.
- (3) Non-filling of certain posts.

13. The sub-Committee are disturbed at these large savings. From the explanations offered by the Ministry of Labour and Employment for these savings, it appears to the sub-Committee that the standard of budgeting in the Coal Mines Labour Welfare Organisation is poor. Large sums of money were provided for in the budget in respect of a number of schemes which had no reasonable prospect of being implemented during the course of the budget year. There was also provision in respect of schemes which were still to be finalised. The sub-Committee desire that the Ministry of Labour and Employment/Coal Mines Labour Welfare Organisation should follow the instructions issued by the Ministry of Finance in August last. Accordingly, no provision should be made in the Budget for a scheme unless there is a reasonable prospect of its being implemented during the course of the year and unless all the preliminaries in respect thereof have been gone through.

14. The sub-Committee also find that in case of both the Housing and General Welfare Accounts a number of schemes (some of them of minor importance) could not be taken up for implementation in the respective financial years owing to non-receipt or late receipt of Ministry's sanction to them. While the sub-Committee appreciate that in case of large schemes involving heavy capital expenditure, some delay may be unavoidable, they do not see any justifica-

tion for delays in according sanction to such minor schemes as the grant of scholarships for miner's children. In their opinion, such delays defeat the very object of labour welfare. They, therefore, suggest that the bottlenecks in procedure should be eliminated so as to ensure the prompt utilisation of funds for the intended purposes.

### **Parliamentary Control over Expenditure**

15. The amount of cess collected under this Act is initially brought to account within the Consolidated Fund as Revenue and the payment of an equivalent sum is made by appropriation.

As, however, the Fund is fed by non-lapsable grants from Parliament, the sub-Committee desire that in terms of their Recommendation contained in para 19 of their 19th Report (Second Lok Sabha) the Annual Report of the Coal Mines Labour Welfare Organisation should be laid before Parliament.

### **Receipts and Expenditure of the Fund**

16. From the Consolidated Abstract\* of Receipts into and Expenditure from the General Welfare and Housing Accounts of the Coal Mines Labour Housing and General Welfare Fund, the sub-Committee found that the actual expenditure from both the Accounts of the Fund had been far below the receipts on these Accounts since the very inception of the Fund. The under-utilisation was especially marked in the case of the Housing Account since 1952-53. In evidence, the Secretary, Ministry of Labour and Employment could not offer any satisfactory explanation for this.

17. The sub-Committee are concerned to find that funds collected by the levy of the cess with the avowed object of financing welfare schemes for the coal miner remain largely unutilised. If earmarked funds are not being properly utilised for the purposes underlying the levy over a period of years, the sub-Committee feel that the continuance of the levy will be looked upon as an unnecessary burden by the tax-payer. The sub-Committee find that the unspent balances (substantially heavy) are being invested in Government securities. It was pointed out that the Act empowered the Organisation to invest the funds in this manner. Nonetheless the sub-Committee consider it wrong in principle as this provision was only a means and not an end by itself. The sub-Committee trust that the Organisation and the Ministry will address themselves more earnestly to utilising the funds increasingly for the purposes intended.

---

\*cf Pages 7-8 of the Report on the Activities of the Coal Mines Labour Welfare Fund, 1957-58.



## CHAPTER III

### WORKING OF THE FUND

#### Housing Account

##### *Townships Scheme*

18. The earliest activities of the Fund in respect of housing were directed towards the construction of Miners' Townships. Under the Townships scheme, 2153 houses were constructed in all—1566 houses at Bhuli, 48 at Bijoynagar, 219 at Bokaro, 180 at Kargali, 50 each at Giridih and Bhurkunda and 40 at Kurasia. Except Bhuli and Bijoynagar Townships, all others are attached to State Collieries.

##### *Bhuli Township*

19. The Coal Mines Labour Welfare Organisation decided in 1947 to construct 2,000 quarters at Bhuli—3 miles from Dhanbad—for providing better housing accommodation to the workers employed in coal mines. Actually, only 1,566 quarters were constructed at a total cost of Rs. 77,25,898, the first batch of 200 being ready for occupation in April, 1950, the second of 220 a year later and the remaining 1,146 in April, 1953.

Under the bye laws of the Organisation, the monthly rent of each quarter was fixed at Rs. 8 of which Rs. 2 were payable by the occupant and Rs. 6 by the respective colliery owners. Employees of non-colliery concerns and of Government Departments (other than the Coal Mines Labour Welfare Fund) and of local bodies could also be allotted these quarters on payment of rent at 10 per cent of pay subject to a minimum of Rs. 8 and a maximum of Rs. 23 per mensem. If the coal mine was outside a radius of 2 miles from the residences and the mine-owner supplied free transport to the miners, he was exempted from the payment of his share of the rent (i.e., Rs. 6 per units.)

Though the houses built at Bhuli were much better than the dhowrahs provided by the colliery owners near their sites, the progress in the allotment and occupation of the quarters at Bhuli has been very slow. Out of a total of 1566 houses, as many as 541 houses were vacant on 31.3.1956, 496 were vacant on 31.3.1957 and

445 on 31.3.1958. Even out of the occupied houses, a considerable number was occupied by non-miners.

20. The main reasons for non-occupation of houses at Bhuli according to the Ministry of Labour and Employment are as follows:

- (1) The workers were having rent-free quarters provided by the employers and did not, therefore, like to move to Bhuli where they had to pay a rent of Rs. 2 per month.
- (2) The workers preferred to live in the premises of coal mines so as to avoid the inconvenience of covering distance from the township to the place of work, which varied from 3 to 4 miles.
- (3) Mine-owners were reluctant to rent houses at Bhuli, firstly because they had to pay a rent of Rs. 6/- per month or provide transport free of charge. Secondly, workers resident in the premises were handy and available and were easy to deal with.
- (4) Lack of adequate water supply arrangements for 300-350 quarters.

In order to encourage the workers and private persons to occupy these quarters, private transport companies were also induced to introduce regular services from Bhuli to Dhanbad and the colliery sites on payment of a subsidy of Rs. 3,000 per mensem. A sum of Rs. 16,433 was spent as subsidy to the Transport companies for a period of about 5 months; as it did not result in any increase in the occupation of quarters by coal miners, the arrangement was discontinued. There was then a proposal to transfer 300 quarters to the Union Ministry of Rehabilitation for opening of a home for unattached displaced women from Pakistan. This proposal, however, fell through as the Ministry of Rehabilitation refused to take over the quarters.

21. The loss to the Organisation in the shape of rent for the vacant quarters up to February, 1958 at the minimum rate of Rs. 2 per mensem amounted to Rs. 73,500.

22. Another Township constructed by the Organisation at Bijoy-nagar fared no better. Of 48 quarters constructed at an approximate cost of Rs. 1,23,000 in 1947, 28 quarters remained vacant from April, 1948 to January, 1957 causing a loss of Rs. 5,900 in rent. From the 1st February, 1957, all the 48 quarters including the land were handed over to the West Bengal Government temporarily at a monthly rental of Rs. 576.

The sub-Committee are distressed to find that the large sums of money spent from the Fund in constructing these two townships had not served the desired purpose.

It was also partly due to bad planning on the part of the Coal Mines Labour Welfare Organisation in not paying necessary attention to the provision of water and transport facilities there. Thus the whole scheme of these two Townships was ill-conceived.

The sub-Committee trust that immediate steps will be taken by the Coal Mines Labour Welfare Organisation to provide the requisite facilities for transport and water in these townships. They would also like to point out that the sanitation of the townships is in urgent need of improvement.

#### **Subsidized Housing Schemes**

23. The Miners' Townships Scheme having proved a failure, a subsidized Housing Scheme was sanctioned by the Board in 1950 under which colliery-owners constructing houses according to approved plans and specifications were allowed subsidy equal to 25% of the cost of construction of a house subject to a ceiling of Rs. 750/- per house. Upto the end of the year 1957-58, 1623 houses were constructed under this scheme.

As this scheme did not find favour with the employers, a revised subsidized Housing Scheme was formulated in 1954. This scheme provided for the payment of subsidy equal to 25% of the cost of construction or a sum not exceeding Rs. 735/- per house and a loan equal to 37½% of the cost subject to a maximum of Rs. 1,102/8/-. This scheme also did not prove a success, and upto 31st March, 1958, only 1639 houses were constructed under this scheme.

24. The sub-Committee note in this connection that the statement of Objects and Reasons of the Coal Mines Labour Welfare Fund Bill, 1947 envisaged the construction of 15,000 houses by the end of the next financial year. As against this, the total number of houses either directly constructed by the Fund or with subsidy was less than five and a half thousand by the end of 1957-58.

#### **New Housing Scheme**

25. In July, 1956, a New Housing Scheme was sanctioned under which the houses would be constructed by the colliery owners near their sites on behalf of the Organisation who would bear the entire cost of construction. This Scheme envisages the construction of 30,000 houses over a period of 5 years at a cost about Rs. 10 crores.

The colliery owners would be required to pay rent at Rs. 2/- per tenant per month and would be responsible for the maintenance of houses as also for the supply of water and light and for conservancy arrangements.

Allotment of houses to collieries under this scheme is stated to have started.

### *Present Housing Conditions*

26. The overwhelming majority of the coal mining population at present resides in 'dhowrahs' provided by colliery owners. During their on-the-spot study-visit to Dhanbad in early March, 1959, the sub-Committee happened to visit some of these 'dhowrahs.' They found that the housing conditions of the 'dhowrahs' were appalling. In one small room—most unhygienic and insanitary as it was—as many as three families consisting of nine members were huddled up. The sub-Committee were informed that the conditions of 'dhowrahs' provided by many other collieries were still worse.

27. The number of coal mining families at present approximates to three and a half lakhs. This number is bound to increase with the further development of the coal industry in the successive Five Year Plans. As such, even after spending annually more than 80% of the cess proceeds on housing—this means a lesser percentage of the cess proceeds being available for other items of labour welfare such as education, health—it is doubtful if the Organisation can provide adequate housing facilities to a reasonable proportion of the coal mining population in the near future. In his evidence before the sub-Committee, the Secretary, Ministry of Labour and Employment accepted the magnitude of the problem.

28. The sub-Committee were distressed to see the appalling conditions in which the coal-miners were living. They regret that the successive efforts of the Organisation for providing minimum housing facilities to miners have not met with the desired response. As this is a matter in which the State is vitally interested, the sub-Committee suggest that by suitable legislative provision Government should consider the feasibility of making it obligatory on the owners of collieries to provide housing facilities of prescribed standards to their workers as in the case of plantation labour (c.f. Section 15\* of the Plantation Labour Act).

---

\*"15. *Housing facilities* :—It shall be the duty of every employer to provide and maintain for every worker and his family residing in the plantation necessary housing accommodation."

## General Welfare Account

### Medical Facilities

#### *Hospitals and Dispensaries maintained by the Fund*

29. The Fund maintains two Central Hospitals, some Regional Hospitals, dispensaries and clinics.

The Central Hospitals of the Fund are at Dhanbad and Asansol. Both of these Hospitals have an in-patient capacity of 250 beds each and provide facilities for modern diagnosis and specialised treatment in various branches of medicine and surgery.

For treatment of simpler cases requiring hospitalisation from collieries which did not have such facilities, seven Regional Hospitals with attached maternity and child welfare centres have been set up in various coal mining areas. These Hospitals have generally an in-patient capacity of 30 beds each. Besides the Central and Regional Hospitals, there are two dispensaries maintained by the Fund at Bhuli and Mugma. Some Ayurvedic dispensaries are also stated to have been established by the Fund. All employees in coal mines and their dependants excepting those who are in receipt of emoluments exceeding Rs. 300/- per mensem are given free medical aid at these institutions.

Though the Hospitals maintained by the Fund provide a useful service in alleviating disease among coal miners, the number of persons whose needs they can cater to, is limited. Colliery patients cannot visit these Hospitals from long distances for minor ailments to attend to which there is need for dispensaries being set up near the colliery sites.

#### *Dispensaries maintained by Collieries*

30. There is no statutory provision in the Mines Act or in the Coal Mines Labour Welfare Fund Act under which it is the responsibility of colliery owners to maintain hospitals/dispensaries of the standards consistent with requirements. To encourage colliery-owners to maintain such services, sub-section (2) of section 5 of the Coal Mines Labour Welfare Fund Act, 1947 provides that an annual grant-in-aid may be paid from the Fund to such of the colliery-owners as maintain dispensary services of the prescribed standard for the benefit of labour employed in coal mines. The standards for admissibility of grant-in-aid have been laid down in the Coal Mines Labour Welfare Fund Rules. The maximum amount of assistance admissible for dispensary services of the prescribed standard is the actual cost of maintenance or 8 pies per ton of coal or coke despatched from the colliery less the proportionate cost of recovery, whichever is less.

In spite of the above subsidy, the number of collieries which maintain hospitals/dispensaries of the prescribed standards forms a very small proportion of the total number of collieries in India, and their number has been continuously falling since 1953. Out of a total of about 830 collieries in India the number of dispensaries which conformed to the prescribed standard was 41 in 1953. Their number fell to 31 in 1956.

31. To improve the position in this respect, two further concessions were stated to have been given by the Welfare Organisation. Firstly, Rule 31 A had been amended to empower the Coal Mines Labour Welfare Commissioner to waive any of the requirements specified in the prescribed standards, if he was satisfied that the dispensary was being efficiently run and served the purpose for which it was established. Secondly, a new scheme of further financial assistance had been started by the Fund. Under this scheme, an interest-free loan equal to the actual cost of construction of new buildings or improvement in existing buildings or dispensaries or the purchase of equipments, subject to a maximum of 16 times the annual grant-in-aid was admissible to collieries desiring to raise the standards of their dispensary services. In respect of (i) loans for mere improvements in the existing dispensary buildings, and (ii) loans for mere purchase of equipments, the amount of the interest free loans was limited to ten times the annual grants-in-aid admissible. The loan was repayable in 32 annual instalments. These measures also do not appear to have improved the position much.

32. *The sub-Committee desire that the powers of waiver vested in the Coal Mines Labour Welfare Commissioner under Rule 31A should be used more liberally. They further desire that steps should be taken by the Organisation to popularise their loan scheme. If in spite of these measures, after being earnestly pursued, no substantial improvement is forthcoming in this respect during the next two to three years, they would suggest that the Ministry of Labour and Employment should examine the question of framing a statutory provision making it obligatory on the owners of collieries employing more than 500 workers to provide medical facilities of the prescribed standards to their workers. A provision for compulsory dispensary services already exists in the Plantation Labour Act, (Section 10<sup>a</sup>).*

<sup>a</sup>*Medical facilities* :—(1) In every plantation there shall be provided and maintained so far as is readily available such medical facilities for the workers as may be prescribed by the State Government.

(2) If in any plantation medical facilities are not provided and maintained as required by sub-section (1) the Chief Inspector may cause to be provided and maintained therein such medical facilities, and recover the cost thereof from the defaulting employer.

(3) For the purposes of such recovery the Chief Inspector may certify the costs to be recovered to the Collector, who may recover the amount as an arrear of land-revenue."

**T.B. Relief**

33. To provide T.B. Relief to colliery workers, the Fund has established two 12-bedded clinics, one at Katras in the Jharia Coalfield and the other at Searsole in the Raniganj Coalfield, each equipped with facilities for Pathological and Radiological examinations. Besides, the Fund has also reserved beds for colliery T.B. patients in a number of Sanatoria. (The number of such beds as on 31-3-1958 was 67). For such of the T.B. patients as could not get admission either in the T.B. Clinics of the Organisation or in the beds reserved in different Sanatoria, a scheme of domiciliary treatment is stated to have been recently introduced. Under this scheme, T.B. patients were segregated in their own areas and were treated free at the Fund's cost.

For the maintenance of the dependants of colliery workers undergoing T.B. treatment a subsistence allowance to the extent of Rs. 50/- per month for a maximum period of six months was payable to the dependants of each such worker if he happened to be the only earning member in the family and had no other means of income.

34. *The sub-Committee feel that in case a colliery T. B. patient remained under treatment for a period exceeding 6 months it would hit his dependants very hard if the subsistence allowance was stopped immediately on the expiry of six months. They, therefore, suggest that the period should be extended so as to synchronise, if possible, with the period for which the patient remained under treatment.*

**Education Facilities**

35. In raising the efficiency and standard of living of workers and inculcating in them a greater sense of responsibility, education plays an important role.

Under the Coal Mines Labour Welfare Fund Act, 1947, 'provision and improvement of educational facilities' for the miners and their children is one of the responsibilities enjoined on the Coal Mines Labour Welfare Organisation. Educational facilities are provided by the Fund at their Multipurpose Institutes. Each such Institute has an adult educational section, a children's education section and a women's welfare section. Grants are also paid by the Organisation to a few primary schools in the colliery areas of Andhra Pradesh, Korea, Talcher and Assam. The number of such schools in 1957-58 was 10. Further, in order to enable the children of colliery workers

to pursue studies in higher courses of general and technical education, a scheme for the award of scholarships was introduced by the Fund during 1957-58. In that year 39 scholarships for general education at the rate of Rs. 20 per mensem per scholar and six scholarships for technical education at the rate of Rs. 30 per mensem were granted to the children of colliery workers. The sub-Committee regret that the progress in the provision of educational facilities in the colliery areas has been too slow. Upto the end of 1957-58—12 years after the establishment of the Fund—the Coal Mines Labour Welfare Organisation had set up only 49 schools upto class II, catering to the needs of less than two and a half thousand children. There was not a single High, Middle or even a full-fledged Primary School established by the Organisation upto the end of that year.

36. The sub-Committee feel that not only the number of schools maintained by the Fund fell far short of the educational requirements of the coal mining population but also the facilities provided at these schools—being upto class II standard only—were devoid of much utility. In their view, if education was to have any meaning, it should at least be of the primary standard. It appears to the sub-Committee that most of the students getting education at the Fund's schools were not in a position to further pursue their studies and as such, the time, money and energy spent in educating them upto class II were more or less wasted. They understand that the provision of primary education was the responsibility of State Governments. They would urge the Ministry of Labour and Employment/ Coal Mines Labour Welfare Organisation to take up the matter with the State Governments, and in co-ordination with them, take necessary steps for the conversion of the Fund's schools into full-fledged primary schools and also draw up a phased programme of opening more schools in the colliery areas. The sub-Committee also feel that the number of scholarships awarded to miners' children for the pursuit of further studies in general and technical education i.e. 50 and 22 respectively) is not sufficient and should be increased substantially.

#### Adult Education

37. Regarding the provision of adult education facilities to miners by the Coal Mines Labour Welfare Organisation, the sub-Committee are distressed to find that the progress in this field has been slower than in the case of education of miners' children. Upto the end of 1957-58, only 5,487 miners out of a total of about 3½ lakhs had availed themselves of adult education facilities. The sub-Committee feel that not only the number of adult education centres needs to be increased but also the scope of education at these centres should be



*made more broad-based. Further, publicity literature issued by the Central and State Governments should also be made available to these centres.*

### *Water Supply Schemes*

38. The scarcity of water is one of the major problems of the main coalfields of India. The Report on Conditions of Labour in Coal Industry (1946), while dealing with this subject says "Speaking generally, in none of the important coalfields does one find any provision for the supply of drinking water either underground or on the surface. In most cases, the workers were found drinking water percolating from the seams. Although such water is harmless in some cases, in others, it can be injurious to health".

As has been stated in Chapter I, one of the objects for which moneys in the Cess Fund may be applied is "the provision of water supplies and facilities for washing and improvement of existing supplies and facilities."

*It, however, appears to the sub-Committee that much had not been done by the Welfare Organisation to solve this problem. They understand that the position is specially acute in the Raniganj Coalfield. Only from the year 1957-58, it had started giving a subsidy of 50% to colliery-owners for sinking wells. In that year, eight wells had been sunk by the colliery owners with subsidy from the Cess Fund.*

39. The sub-Committee understand that the following organisations are at present concerned with the supply of water in the coalfields:

- (i) State Governments.
- (ii) Coal Mines Labour Welfare Organisation.
- (iii) Central Ministry of Health [who have sponsored the National Water Supply and Sanitation Scheme (Rural)].

In the opinion of the sub-Committee diffusion of responsibility among these organisations had partly led to the slow progress in this matter. The State Governments looked to the Central Ministry of Health and the Coal Mines Labour Welfare Organisation. The Coal Mines Labour Welfare Organisation argued that its resources were not sufficient for undertaking large-scale water supply schemes. The stand of the Central Ministry of Health was that their scheme was meant only for rural areas, and that urban areas did not come within its purview.

*The sub-Committee desire that there should be more coordination between all these organisations. They would, in particular, urge the Central Ministry of Health to examine whether their National Water Supply and Sanitation Scheme (Rural) could not be modified so as to include the major coalfields.*

#### *Inspectorate of the various Labour Laws*

40. Besides the provision of amenities enumerated in the preceding paras of this Chapter, the Organisation has also been entrusted with the administration of the Coal Mines Pithead Bath Rules, 1946, Mines Creche Rules, 1946 and the Mines Maternity Benefit Act and Rules framed thereunder.

#### *Coal Mines Pithead Bath Rules*

41. Under the Coal Mines Pithead Bath Rules, 1946, it is obligatory on all coal mines whose monthly output during the preceding year exceeded 500 tons to provide pithead baths of the prescribed standards. Exemption from the provision of pithead baths was granted in case of those mines, the resources of which were not sufficient to enable them to make adequate supply of water and also to those which were likely to be exhausted within the next three years. Even such of the mines as were expected to be exhausted within the next three years were required to make alternative bathing arrangements. Upto the end of the year 1957-58, out of about 830 collieries, the total number of collieries where pithead baths had been completed was 185, and of collieries where they were under construction was 89. *The sub-Committee, however, feel that the use of pithead baths should be made popular with the miners.*

#### *Mines Creche Rules*

42. Under the provisions of the Mines Creche Rules, every colliery had to provide a creche for the children of miners upto six years of age. Only such of the mines as were likely to be exhausted within the next three years were permitted to provide temporary structures in lieu of the creches of the prescribed standards.

Upto the end of the year 1957-58 the total number of collieries where creches had been completed was 336, and that of collieries where they were under construction was 99.

43. *The sub-Committee note that the collieries which have still to provide Pithead Bath facilities out-number those which have provided these facilities so far. They further find that the yearly progress in this respect has not been impressive. For instance, the*

*number of collieries at which pithead baths were being constructed at the end of the year 1956-57 was 77. Out of these, only 12 could complete such baths upto the end of the year 1957-58. The position in the case of provision of creches, though better, was not entirely satisfactory.*

44. During their on-the-spot study-visit to the Office of the Coal Mines Labour Welfare Commissioner at Dhanbad, the sub-Committee were told that the major difficulty felt by the Organisation in the enforcement of the provisions of these Rules was that the courts took a very lenient view of the cases sent up for prosecution under these Rules, and the colliery-owners preferred to pay the small fine imposed by the Court rather than incur expenditure on the construction of pithead baths and creches from which they were not likely to get any corresponding monetary return. In his evidence before the sub-Committee, the Secretary, Ministry of Labour and Employment also accepted this position.

45. *The sub-Committee feel that if the objectives of the Rules are not to be defeated, more deterrent punishment for the violation of these Rules is called for, especially in case of recurring offences. With this end in view, they suggest that the provision made in this behalf in the existing Rules may be revised so as to ensure that more condign punishment was inflicted by the Courts in the case of collieries responsible for successive offences.*

#### *Social Problems in the Coal Mining Areas*

46. Alcohol and indebtedness are the two major social evils in the coal mining areas, which are responsible for the low standard of life among the miners. Drinking is attributed as a major cause of absenteeism which, in its turn, affects the worker's earnings apart from the loss in production. According to the Family Budget investigations carried out in the Jharia coalfields in 1945, drink constituted about 10% of the family expenditure in that area. Regarding indebtedness, the same investigations revealed that about 22 per cent of the mining families were in debt, and that the rates of interest varied from 15 per cent to about 600 per cent.

47. *The sub-Committee find that while in regard to indebtedness the Coal Mines Labour Welfare Organisation had of late made some efforts to help the establishment of cooperative societies in colliery areas, it had not taken any concrete measures to counteract the drinking problem. The sub-Committee regret to note it. In their opinion, the solution of these problems should have been the keynote of the Organisation's welfare policy since its very inception.*

*They, therefore, suggest that the Ministry of Labour and Employment should take up the questions of regulation of drinking houses and money lending in the colliery areas with the State Governments concerned at a high level. They would also desire that the Coal Mines Labour Welfare Organisation should play a more positive role in this regard, by conducting a sample survey in the colliery areas so as to assess the magnitude of the problems. They would urge the establishment of Cooperative Credit Societies for lending money at reasonable rates of interest and saving the miners from being driven to the clutches of the usurious money-lenders. The sub-Committee also strongly feel that the attention of the Governments of West Bengal and Bihar might be drawn to the necessity of enacting appropriate legislation to curb the unsocial activities of this class of traders.*

#### *Maternity and Child Welfare Centres*

48. Besides administering the Mines Maternity Benefit Act and the Rules framed thereunder, the activities of the Coal Mines Labour Welfare Organisation in this field extend to the running of some Maternity and Child Welfare Centres under its own control and the giving of grants-in-aid to the Jharia and Asansol Mines Boards of Health for their maternity and child welfare services. An annual grant of Rs. 50,000 each is paid by the Organisation to these Boards of Health.

49. The sub-Committee understand in this connection that one of the purposes for which the Health cesses are being collected by the State Governments concerned is the provision of such services. They would in this connection like to observe that while, in the interest of welfare of coal mining families, it might be found necessary to augment the resources of these Boards, they, however, feel that the grants-in-aid paid by the Organisation to the Boards should not be on an ad hoc basis but should be correlated to the actual requirements and performance of the Boards after taking into consideration the state of their finances, i.e., the balances to their credit, their annual receipts in the form of cess proceeds and their actual expenditure on this account. They further desire that in each case where a grant-in-aid is paid by the Organisation, it should invariably satisfy itself whether the grant-in-aid paid by it has been applied for the purpose for which it was given.

---

## APPENDICES

---

## APPENDIX I

*Proceedings of the Fifty-second Sitting of the Public Accounts Committee held on Wednesday, the 29th April, 1959.*

The Committee sat from 15.30 hours to 17.00 hours.

---

### PRESENT

Prof. N. G. Ranga—*Chairman*

### MEMBERS

2. Dr. Ram Subhag Singh
3. Shri Arun Chandra Guha
4. Shri N. R. M. Swamy
5. Pandit Jwala Prasad Jyotishi
6. Shri Rameshwar Sahu
7. Shri T. Sanganna
8. Shri Upendranath Barman
9. Shri Prabhat Kar
10. Shri Raghubar Dayal Misra
11. Shri H. C. Dasappa
12. Shri Khushwaqt Rai
13. Shri Aurobindo Ghosal
14. Shri Jaipal Singh
15. Rajkumari Amrit Kaur
16. Shri S. Venkataraman
17. Shri M. Govinda Reddy
18. Shri Rohit Manushankar Dave.

Shri A. Kalayanaraman, *Deputy Comptroller and Auditor General of India.*

Shri S. Venkataramanan, *Accountant General, Central Revenues.*

### SECRETARIAT

Shri V. Subramanian, *Deputy Secretary.*

Shri M. C. Chawla, *Under Secretary.*

Shri K. Ranganadham, *Under Secretary.*

2. The Committee considered and approved the following Reports of the sub-Committee on Cess Funds subject to certain minor modifications here and there:

(i) • • • • •

(ii) Report on the working of the Coal Mines Labour Housing and General Welfare Fund.

3. The Committee authorised Rajkumari Amrit Kaur or in her absence Shri S. Venkataraman to lay these Reports on their behalf before the Rajya Sabha.

4. The Committee also desired that the next Committee might appoint a sub-Committee to examine the working of the other Cess Funds which could not be taken up for examination by them for want of time.

*The Committee then adjourned sine die.*

---

## APPENDIX II

*Statement\* re Sanctioned and Actual Expenditure from of the Coal Mines Labour Housing and General Welfare Fund for the year 1955-56 and 1957-58*

Major heads of expenditure as included in the annual budget of the administering Organisation	Annual Budget		Supplementary Budget allotments sanctioned by the Central Government	Actual Expenditure	Saving+ Excess— (Cols 3&5)	Brief reasons for the saving or excess	Remarks
	Recommended by the Advisory Committee	Sanctioned by the Central Government					
1	2	3	4	5	6	7	8
	Rs.	Rs.	Rs.	Rs.	Rs.		

1955-56

“47-A-Miscellaneous Departments—  
A.3.—Expenditure on Coal Mines Labour Welfare Measures”.

\*Not noted by Audit.



	1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.		
A.3(1)—General Welfare Account		1,06,64,300	92,28,000	Nil.	56,83,276	+35,44,724	A note is Attached.	Annexure Pages 28—30
A.3(2) Housing Account		34,19,900	27,46,000	Nil.	9,63,996	+17,82,004	Do.	Annexure Page 30
<b>TOTAL</b>		<b>1,40,84,200</b>	<b>1,19,74,000</b>	<b>Nil.</b>	<b>66,47,272</b>	<b>+53,26,728</b>		

1956-57

"47-A-Miscellaneous Departments—

A.3.—Expenditure on Coal Mines Labour Welfare Measures"

A.3(1) General Welfare Account		95,71,800	88,42,000	Nil.	58,51,778	+29,90,222	A note is attached.	Annexure Pages 31—33
A.3(2) Housing Account		77,31,000	58,99,000	Nil.	3,25,299	+55,73,701	Do.	Annexure Pages 33-34
<b>TOTAL</b>		<b>1,73,02,800</b>	<b>1,47,41,000</b>	<b>Nil</b>	<b>61,77,077</b>	<b>+85,63,923</b>		

1957-58

"47-A-Miscellaneous Departments—

**A.3- Expenditure on Coal  
Mines Labour Welfare  
Measures".**

A.3(1) General Welfare Account . . . . .	1,17,93,400	1,16,41,000	Nil.	61,86,250 + 54,54,750	A note is attached	—Annexure Pages (31—36)
A.3(2) Housing Acc- ount . . . . .	1,65,37,200	1,24,72,000	Nil.	2,79,990 + 1,21,92,010	Do.	—Annexure Pages (36-37)
<b>TOTAL . . . . .</b>	<b>2,83,30,600</b>	<b>2,41,13,000</b>	<b>Nil.</b>	<b>64,66,240 + 1,76,46,760</b>		

*Dated New Delhi, the 20th February, 1959*

**P. M. MENON**  
*Secretary to the Government of India,  
Ministry of Labour and Employment.*

## ANNEXURE

### EXPLANATION FOR VARIATIONS BETWEEN THE SANCTIONED ESTIMATE AND THE ACTUAL EXPENDITURE FROM THE MAJOR HEAD 47-MISC. DEPTT. (CENTRAL) DURING THE YEAR 1955-56.

#### *Major Head-47-Miscellaneous Department*

#### *A-3-Expenditure on Coal Mines Labour Welfare Measures.*

The budget estimates for the year 1955-56 sanctioned by the Government was for Rs. 1,19,74,000/- under the abovementioned head. Out of this amount Rs. 92,28,000/- were provided in the General Welfare Account and Rs. 27,46,000/- in the Housing Account. The total amount spent during the year was for Rs. 66,47,272/- (Rs. 56,83,276/- from the General Welfare Account and Rs. 9,63,996/- from Housing Account). Thus the savings came to Rs. 53,26,728/- out of which Rs. 35,44,724/- in the General Welfare Account and Rs. 17,82,004/- in the Housing Account.

The reasons for savings of Rs. 35,44,724/- from the General Welfare Account are furnished below:—

(a) Rs. 4,58,000/- remained unspent from the provision of pay and allowances of staff and officers due to some posts remaining vacant for shortage of suitable technical staff and non-implementation of the schemes. The posts which were lying vacant are stated below:—

#### *Gazetted posts*

1 Executive Engineer, 2 Assistant Engineers, 4 Medical Officers of the Central Hospital, Dhanbad, 1 Lady Doctor of the Regional Hospital, Searsol, 2 posts of the Malaria Officers and almost all the posts of the Medical Officers of the Central Hospital, Asansol.

#### *Non-Gazetted posts*

11 posts of overseers, 1 chief draughtsman, 2 senior draughtsmen and 34 class staff of the Engineering Section, 2 Sr. Clerks, 1 Jr. Clerk of the Office of the Coal Mines Welfare Commissioner, 3 Malaria Sub-Inspectors, 2 Insect Collectors and 1 Store Keeper of

the Anti-Malaria Section, 4 posts of Sisters, 1 staff Nurse, 10 junior Staff Nurses, 2 Compounders and some class IV posts of Central Hospital, Kalla, posts connected with 10 women welfare centres and 12 adult education centres etc.

(b) Rs. 12,50,000/- remained unspent for the following reasons:—

(i) Rs. 7,50,000/- provided for grant to the Jharia Water Board for the implementation of Damodar Valley Water Supply Scheme could not be spent as the Jharia Water Board failed to implement the scheme.

(ii) Rs. 1,00,000/- grant to the J.M.B.H. & to A.M.B.H. for maintenance of maternity and child welfare centres could not be spent for want of Government sanction in time.

(iii) Rs. 71,000/- could not be spent due to free supply of insecticides and larvicides under the National Malaria Control Programme.

(iv) Rs. 65,000/- could not be spent for non-opening of 10 W.W. Centres and 12 Adult Education Centres for non-availability of accommodation.

(v) Rs. 60,000/- for non-receipt of Cinema Unit for the Jharia coalfield from the D.G.S. & D.

(vi) The balance amount Rs. 2,04,300/- for non-adjustment of book debits expenditure during the year for purchase of medicines, furniture, larvicides etc.

(c) Rs. 17,01,000/- could not be spent from the provisions of constructional works for the reasons as stated below:—

(i) Regional Hospitals, Phusru, Naisaria, Korea, Vindhya Pradesh and Multipurpose buildings 3 in Jharia, 3 at Bokaro, one each at Karanpura, Mugma and Korea coalfields could not be started for want of land.

(ii) Construction of additional ward and residential accommodation for Central Hospital, Dhanbad and construction of anti-malaria sub-station at Naisaria could not be taken up at hand for want of administrative approval and expenditure sanction.

(d) Rs. 57,600/- could not be spent out of the provision for repair works as in certain cases it was found that no repair was necessary and the actual tendered amount was less than the estimated amount.

(e) The Head "Suspense" was constituted with the following sub-heads:—

(i) C.M.L.W. Advances.

(ii) Stock.

- (iii) Cash Balances.
- (iv) Purchases.
- (v) Tools and Plant.
- (vi) Cheques.
- (vii) Remittances.

Rs. 37,900/- was provided in the estimates for 1955-56 under these sub-heads. But the actual expenditure incurred against the provision was for minus Rs. 1,44,953/-. Thus there was a saving of Rs. 1,82,853/- under this sub-head which could not be foreseen.

(f) An excess expenditure of Rs. 1,04,900/- being the Funds' contribution payable to the C.M.L.W.O.E.C.P.F. was directly debited to the Central Welfare Account by the A.G., Bihar.

#### *Housing Account*

The reasons for savings of Rs. 17,82,004/- are furnished below:—

(i) Under the provision of Rule 25 of the Coal Mines Labour Welfare Fund Rules, 1949 two-ninth share of the expenditure for administering the Fund is transferable to the Housing Account. But due to some posts remaining vacant under administration as stated against the General Welfare Account, Rs 15,000/- were saved from the provision for pay and allowances under the Housing Account.

(ii) Rs. 27,62,900/- was provided for construction of miners' houses under the subsidy-cum-loan scheme by the colliery owners but the response from the colliery owners was too poor. As such Rs. 11,16,000/- could not be spent.

(iii) Rs. 5,00,000/- was provided for construction of 188 miners' houses in collieries of M/s. Singareni Collieries Co., Hyderabad on the basis of the decision of the Ex-Hyderabad C.M.L.W. Fund Advisory Committee. But this amount could not be spent for non-finalisation of the agreement.

(iv) Rs. 1,00,000/- could not be spent for electrification of Bhuli Township for want of final decision of this work.

(v) Rs. 51,000/- could not be spent as repair to all the houses at Bhuli Township was not considered necessary for non-occupation of all the houses by the miners.

*Explanation for variations between the sanctioned estimate and the actual expenditure during the year 1956-57*

The sanctioned budget estimates for the year 1956-57 under the major head 47-Miscellaneous Department A-3 Expenditure on Coal

**Mines Labour Welfare Measures** were for Rs. 1,47,41,000/- (Rs. 88,42,000/- in the General Welfare Account and Rs. 58,99,000/- in the Housing Account). The total expenditure incurred from the provision during the year was for Rs. 61,77,077/- (Rs. 58,51,778/- from the General Welfare Account and Rs. 3,25,299/- from the Housing Account). Thus the savings came to Rs. 85,63,923/- out of which Rs. 29,90,222/- in the General Welfare Account and Rs. 55,73,701/- in the Housing Account.

The reasons for savings of Rs. 29,90,222/- in the General Welfare Account are stated below:—

(a) Rs. 4,19,300/- remained unspent from the provision of pay of officers, pay of establishment, and allowances and honoraria etc. due to some posts remaining vacant either shortage of suitable technical staff and non-implementation of the schemes for want of accommodation. The posts which were lying vacant are stated below:—

#### *Post of Officers*

1 Executive Engineer, 2 Assistant Engineers, One Deputy Coal Mines Welfare Commissioner, 3 Medical Officers and one Sr. Physician of the Central Hospital, Dhanbad, 5 Medical Officers and 2 Specialists of the Central Hospital, Kala, one Lady Doctor of the Regional Hospital, Searsol, 2 posts of the Malaria Officers and the post of the Chief Welfare Officer.

#### *Non-Gazetted Staff*

(i) 10 posts of Overseers, 1 Chief Draughtsman, 2 Sr. Draughtsmen, 1 Accountant, 1 head clerk, 2 Sr. clerks, 5 Junior Clerks, 2 Tracers, one Cashier, 1 Storekeeper, 2 Meter Readers and 17 class IV staff of the Engineering Section.

(ii) 2 Sr. and 2 Jr. Clerks, 9 posts of Staff Nurses, one post of Laboratory Technician, one Radiographer, one X'ray Technician, 3 Sisters, one Midwife, 18 Probationary Nurses and 23 posts of class (iv) relating to extension scheme of the Central Hospital Dhanbad.

(iii) One post of Asstt. Technician and one post of Massaur of the Rehabilitation Centre.

(iv) 1 post of Lady Health Visitor and one post of Compounder in the Regional Hospital, Tisra.

(v) 1 post of Lady Health Visitor in each of the Coalfield Chandra, Korea, Pench Valley, Khasi-Jaintia and Talchar.

(vi) 1 Ward Sister, one lady Health Visitor in the Regional Hospital Searsol.

(vii) 1 Staff Nurse, 3 Junior Nurses, one Compounder, 1 Driver, 1 Radiographer, 1 House Keeper, some posts of class (iv) of the Central Hospital. Kalla.

(viii) One Laboratory Technician and one staff Nurse of T.B. Clinic. Searsol.

(ix) One post of Junior Asstt. Labour Welfare Inspector of the Welfare Section.

(x) Posts connected with 7 Women Welfare Centres and 8 Adult Education Centres which could not be established for want of accommodation.

(xi) One Purchase Assistant, one Field Assistant, one Sr. and 3 Junior Clerks of the W.W. Section.

(b) Rs. 15,65,500/- could not be spent for the reasons as stated below:—

(i) Rs. 3,87,200/- could not be spent as the book debits for expenditure on the purchase of medicines, furniture and equipment, D.D.T., laticides etc., were not adjusted during the year.

(ii) Rs. 2,50,000/- remained unspent as the furniture and equipment and medicines for the Regional Hospital, Pench Valley and Vindhya Pradesh could not be purchased during the year for non-completion of the buildings.

(iii) Rs. 78,000/- provided for purchase of 3 mobile cinema units for Bokaro, Raniganj and Jharia could not be spent for want of sanction.

(iv) Rs. 1,19,000/- remained unspent for non-receipt of Government sanction for antilarval work in non-transmission period.

(v) Rs. 63,000/- could not be spent for non-opening of 7 W.W. Centres and 8 adult education centres.

(vi) Rs. 50,000/- could not be spent as the scheme for establishment of Health Museum at Kothagudium dropped.

(vii) Rs. 25,000/- on the scheme for rehabilitation of injured and disabled miners in the Hyderabad Coalfield was dropped. Hence the amount could not be spent.

(viii) Rs. 70,000/- grant for constructing and equipping hospital at Sasti could not be spent, as the scheme was dropped.

(ix) Rs. 1,00,000/- for purchase of 2 health propaganda units and van could not be spent for non-receipt of the units from the D.G.S. & D.

(x) Rs. 38,000/- grant to Singareni Collieries Co., for equipping maternity centre at Hyderabad could not be spent for non-finalisation of the scheme.

(xi) Rs. 72,500/- remained unspent for delay in constructing the T.B. Ward at R.K. Mission, Ranchi and non-receipt of claims from Chhindwara, Now-Goan T.B. Hospitals.

(xii) Rs. 57,200/- remained unspent from the provision of grant to the colliery owners for maintenance of dispensaries as the claim received from the party was less than the estimated amount.

(xiii) The balance amount Rs. 2,55,600/- remained unspent was comprised of small savings from other items of expenditure and small schemes for non-implementation.

(c) Rs. 13,71,000/- remained unspent from the provision of the constructional works as the land was not acquired for construction of multipurpose centres in different coalfields and regional hospitals at Phusru, and Naisarai. The Regional Hospitals at PENCH Valley and Vindhya Pradesh and the extension of the Central Hospital, Dhanbad could not be completed mainly for want of iron and steel.

(d) Rs. 40,600/- could not be spent as the tenders for repair works were less than the estimated value.

(e) An excess expenditure of Rs. 4,00,600/- was incurred over the sub-head "Suspense" which could not be foreseen.

(f) A sum of Rs. 5,600/- was directly debited by the A.G. Bihar to the General Welfare Account for purchase of conveyances.

#### *Housing Account*

The reasons for savings of Rs. 55,73,701/- in the housing account are furnished below:—

(a) Under Rule 25 of the Coal Mines Labour Welfare Fund Rules 2/9 share of expenditure for administering the Fund is transferable to the Housing Account. But as some of the posts under administration remained vacant, Rs. 34,000/- remained unspent from the provision for pay and allowances.

(b) Rs. 39,500/- provision was made for deep trench latrine at Bokaro and Kargali could not be spent during the year as the Executive Engineer could not arrange to obtain administrative approval for want of staff.



(c) Rs. 10,000/- as block 'e' of the Bhuli township remained vacant deep trench latrine for this block are not considered necessary.

(d) Rs. 21,200/- remained unspent for lesser expenditure for running of pump over well at Bhuli and maintenance of water supply soakage pits, drainage, etc.

(e) Rs. 21,40,000/- provided under the subsidy-cum-loan scheme could not be spent as none of the colliery owners came forward for the loan for construction of miners houses under Subsidy-cum-Loan Scheme.

(f) Rs. 32,46,200/- provided for construction of miners houses by the Fund on the colliery land could not be spent due to non-receipt of sanction of the scheme.

(g) Rs. 41,200/- remained unspent from the provision of repair works as it was not considered necessary to repair the vacant houses at Bhuli Township.

(h) The balance amount Rs. 41,700/- remained unspent as the Government sanction for electrification of the Bhuli Township was not received.

*Explanation for Variations between the Sanctioned Estimate and the Actual Expenditure from the Major Head 47-Misc. Department (Central) during the year 1957-58*

The sanctioned estimate for the year 1957-58 was for Rs. 2,41,13,000/- under the head 47-Miscellaneous Departments (Central) out of which Rs. 1,16,41,000/- in the General Welfare Account and Rs. 1,24,72,000 - in the Housing Account. The total expenditure incurred against the provision was for Rs. 64,66,240/- (Rs. 61,86,250/- from the General Welfare Account and Rs. 2,79,990/- from the Housing Account). Thus the savings came to Rs. 1,76,46,760/- (Rs. 54,54,750 - in the General Welfare Account and Rs. 1,21,92,010/- in the Housing Account).

The reasons for savings are stated below:—

*General Welfare Account*

(a) Rs. 4,73,033/- remained unspent from the provision of pay of officers, pay of establishment and allowances honoraria etc. for reasons stated against 1956-57. Almost all the posts shown as vacant during 1956-57 were also vacant in the year 1957-58. In addition to that some more provision made for the staff of the Regional Hospitals, Jamai, Dhanpuri, Phusru and Naisarai remained unspent for non-appointment of the staff due to non-completion of the buildings.

(b) Rs. 15,57,147/- remained unspent for reasons as stated below:—

(i) Rs. 1,13,000/- grant to J.M.B.H. for construction of infectious disease ward could not be paid for non-construction of hospital by the Jharia Mines Board of Health.

(ii) Rs. 1,34,000/- grant for construction and equipping maternity centres at Kothagudium hospital could not be spent for non-execution of the bond by the party.

(iii) Rs. 39,000/- grant for Jharia Mines Board of Health for emergency hospital could not be paid for non-execution of the bond by the party.

(iv) Rs. 1,90,000/- grant for digging wells and water supply scheme for Raniganj and other Coalfields could not be spent for non-finalisation of the scheme.

(v) Rs. 2,91,000/- could not be spent for non-opening of 9 Adult and Women Welfare Centres in different Coalfields and delay for introduction of Milk and Tiffin Scheme in different multi-purpose centres.

(vi) Rs. 3,55,000/- could not be spent for non-implementation of antilarval works during non-transmission season for want of Government sanction.

(vii) Rs. 52,000/- saved as financial assistance to the miners who died in the accident was less than anticipated.

(viii) Rs. 15,000/- could not be spent for payment of scholarship to the miners children due to late sanction of the scheme.

(ix) Rs. 42,000/- remained unspent from subsidy to colliery owners for maintenance of dispensary services due to the fact that the actual claim was less than the estimated amount.

(x) Rs. 26,000/- grant to Hazaribagh Mines Board of Health for Maternity and Child Welfare Centres could not be spent as the scheme was not sanctioned.

(xi) Rs. 50,000/- could not be spent as the 3 additional Mobile Cinema Vans could not be purchased from the D.G.S. & D.

(xii) Rs. 28,000/- remained unspent from Refund of cess as the actual claims were less than anticipated.

(xiii) Rs. 50,000/- could not be spent due to non-purchase of children park equipment.

(xiv) Rs. 90,000/- could not be spent as the T.B. Ward at Sambalpur and Chanda was not constructed by the State Government.

(xv) The balance amount Rs. 1,20,147/- represents small savings from other items of expenditure.

(c) Rs. 32,75,700/- remained unspent during the year from the provision of constructional works as some of the new major works could be taken up at hand for non-finalisation of the scheme, non-availability of land and shortage of steel and iron such as construction of Ayurvedic dispensaries and staff quarters in Bihar and Bengal, 100 bedded T.B. Hospitals at Bihar and Bengal and construction of primary schools in different Coalfields could not be taken up at hand for non-finalisation of the scheme and site.

(ii) Regional Hospital, Phusru, Naisaria, Korea and Multi-purpose buildings in different Coalfield could not be started for non-availability of land.

(iii) Arrangement could not be made to obtain administrative approval for expansion of the Central Hospital, Kalla.

(iv) Other buildings could not be completed for shortage of iron and steel.

(d) Rs. 77,100/- provided for repair works could not be spent due to lower rates quoted by the contractors than the estimated amounts.

(e) Rs. 76,400/- remained unspent from the provision for the sub-head "Suspense". The savings could not be foreseen.

(f) An excess of Rs. 4,577/- was directly debited by the A.G. Bihar to the General Welfare Account for purchase of conveyance.

#### *Housing Account*

The reasons for savings of Rs. 1,21,92,010/- is stated below:—

(a) Under the provision of Rule 25 of the Coal Mines Labour Welfare Fund Rules, 1949 two ninth share of expenditure for administering the Fund is transferable to the Housing Account. But as some of the posts under administration remaining vacant Rs. 23,500/- remained unspent from the provision for pay and allowances.

(b) Rs. 40,00,000/- provided for construction of miners' houses under the subsidy-cum-loan scheme remained unspent *in toto* as no colliery owners came forward for such loan and no claim received from the colliery owners for houses constructed under this Scheme.

(c) Rs. 80,00,000/- provided for construction of miners houses by the Fund on colliery land could not be spent *in toto* as administrative approval and expenditure sanction of the Scheme was received late. No actual work could be started to observe the preliminaries.

(d) The balance mount Rs. 1,68,510/- could not be spent as Government sanction to electrify the Bhuli Township was not received and some amounts remained unspent for repair works due to low rates quoted by the contractors and repair works to vacant houses were considered not necessary.

(Sd.) P. M. Menon,  
*Secretary to the Government of India,  
Ministry of Labour and Employment.*

20-2-1959

Statement showing the extent of control exercised by Government of India over the Statutory Bodies

MINISTRY OF LABOUR AND EMPLOYMENT

Organisa- tion	How es- tablished e.g. by an Act of Parlia- ment, incorpo- rated under the Compa- nies Act, Regis- tered Societies Act	Extent of financial interest of the Central Government			Extent of control vested in and exercised by the Central Government in regard to					Remarks of the Ministry as to the adequacy of the control or measures called for and pro- posed to be taken
		Share Capital	Grants (if any) and per cent it bears to the total income of the orga- nisation figures for last three years	Loans given if any	Mana- gement	Appoint- ment	Dismiss- als	Financial matters	Other matters	
1	2	3	4	5	6	7	8	9	10	11
Coal Mines Labour Welfare	By an Act of Parlia- ment—Coal	Nil	Nil	Nil	Full con- trol sub- ject to the	Full powers. W.C. is the appoint- ing and dismissing	C.M. dismissals	Full control subject to the provisions in section 5 of the Coal Mines Labour	Full control subject to the provisions in section 5 of the Coal Mines Labour	As per sheet attached. (pages 40- 41.)

Fund	Mines Labour Welfare Fund Act, 1947 (32 of 1947).	provisions in sections 6 and 8 of the C. M.L.W. F. Act, 1947.	authority in respect of Class III and IV posts, Secretary, Ministry of Labour and Employment in respect of class II and the President of India in respect of Class I posts.	Welfare Fund Act, 1947.
------	---	---	---	-------------------------

---

Sd/- (P.M. Menon),  
*Secretary to the Government of India,*  
*Ministry of Labour and Employment.*

20-2-1959

*Note showing the extent of financial control on the working of the  
Coal Mines Labour Welfare Fund*

---

The Coal Mines Labour Housing and General Welfare Fund is a local Fund directly administered by the Ministry of Labour & Employment. The proceeds of cess realised under section 3 of this Act are apportioned under two separate accounts called Housing Account and General Welfare Account in such a manner as the Central Government may by notification in the official gazette determine. The proportion of distribution of receipts from 1.4.57 is 31:6. The cost of administering the Fund is apportioned between the two accounts in the proportion of 2:7.

2. Under Section 6(1) of the Act, the Central Government by notification in the official gazette has constituted the Coal Mines Housing Board to prepare and carry out, subject to the previous approval by the Central Government schemes financed from the Housing Account of the Fund, for the provision of suitable housing accommodation for the labour employed in the Coal Mining Industry and to carry out the other functions of the Housing Board under this Act. Under Section 6(3) the Housing Board is a body corporate by the name of the Coal Mines Labour Housing Board having perpetual succession and a common seal with power to acquire property both movable and immovable and shall by the said name sue and be sued.

3. Under Section 8(1) of the Act the Central Government by notification in the official gazette has constituted an Advisory Committee to advise on matters on which the Central Government or the Housing Board is required by the Act to consult the Committee and on any matter arising out of the administration of the Act which the Central Government may refer to it for advice. The constitutions of the Advisory Committee and the Housing Board are laid down in Rules 3 and 6 of the Coal Mines Labour Welfare Fund Rules, 1949 framed by the Government of India under Section 10(1) of the Act. The Secretary to the Government of India in the Ministry of Labour is the Chairman of the Advisory Committee, and the Coal Mines Labour Welfare Commissioner appointed under Section 9(1) of the Act is the Chairman of the Housing Board, under rule 3(1) of the C.M.L.W. Fund Rules, 1949 and section 6(2) of the Act respectively. The authority for incurring the expenditure vests in the Central Government as laid down in the relevant Section of the Act or the

Rules made thereunder. Under section 5(13) before incurring any expenditure from the Fund other than expenditure of a routine or urgent nature the Central Government is required to consult the Advisory Committee under Rule 31 of the Coal Mines Labour Welfare Fund Rules, 1949 the accounts of the General Welfare Account shall be maintained and audited in the same manner as any other Fund administered by the Central Government. The Housing Account of the Fund is, however, required to be maintained by the Board and has to be audited by a certified auditor as required under section 5(II) of the Act. In actual practice, however, both the General Welfare Account and the Housing Account are treated at par, and the same account and audit system is being followed in respect of both the accounts in this Fund.

4. The amount of cess collected under the Act is initially brought to account within the Consolidated Fund as Revenue and the payment of an equivalent sum is made by appropriation from the Consolidated Fund. All expenditure out of this Fund is initially booked under the minor head "Expenditure on Coal Mines Welfare Measures" opened under the major head "47-Misc. Department". At the end of each month the entire expenditure booked under the above head is transferred to the Deposit head named "Coal Mines Labour Housing and General Welfare Account", opened under section "S-Deposits & Advances—Part II—Deposits not bearing interest (B) Reserve Funds" by operating the minor head "Deduct Amount met from the Coal Mines Labour Welfare Fund", opened under the same major head "47-Misc. Deptt." It would thus be seen that the expenditure from this Fund is initially met from the Consolidated Fund and remains subject to the ordinary process of voting and appropriation by the Parliament—the expenditure being re-imbursed from the Fund to the Consolidated Fund. This procedure conforms to the essential requirements of the Constitution and secures full Parliamentary control.

5. The Account and Audit of the Housing Account of the Fund does not actually follow the procedure laid down in the Act and the Rules made thereunder. It has, therefore, been considered necessary to amend the Coal Mines Labour Welfare Fund Act, 1947, in such a way that the prevailing procedure of maintenance of the accounts and audit of the Housing and General Welfare Accounts may be brought within the framework of the Act. The matter is under consideration in consultation with the Ministry of Finance and the Comptroller and Auditor General of India.

(Sd.) P. M. Menon,  
Secretary to the Government of India,  
Ministry of Labour and Employment.

20-2-1959



### APPENDIX III

*Summary of the main Conclusions/Recommendations of the Twentieth Report of the Public Accounts Committee (Second Lok Sabha) on the working of the Coal Mines Labour Housing and General Welfare Fund.*

Serial No.	Para No.	Ministry concerned	Conclusions/Recommendations
1	2	3	4
1.	3 (Introduction)	<u>Labour &amp; Employment</u> Coal Mines Labour Welfare Organisation	<p>(i) ✓ The working of this Fund gives the impression that it has not adequately discharged the various functions assigned to it by the Coal Mines Labour Welfare Fund Act, 1947 and the rules made thereunder. The Coal Mines Labour Welfare Organisation responsible for the administration of the Fund has not only failed to tackle the housing and other welfare problems for which it was set up, but has not even touched the fringe of socio-economic problems of the miners to which it should have devoted its energy.</p> <p>(ii) The Committee consider that the entire set-up of this Organisation should be re-orientated and it should be manned by persons who have got wide experience of dealing with welfare problems apart from administrative matters.</p> <p>(iii) The Committee desire that the Organisation should deploy its staff more on field work rather than on routine administration work at its Head-quarters.</p>
2.	9	<u>Labour &amp; Employment</u> C.M.L.W.O.	<p>(i) The Committee feel that as the Coal Mines Labour Housing and General Welfare Fund is primarily concerned with social welfare, it would be in</p>

the fitness of things if representation on the Housing Board, Advisory Committee and its various sub-committees is also extended to social workers of repute and standing who may bring to bear an independent approach on the problems coming before these bodies.

(ii) The Committee also feel that for the successful direction of a Welfare Organisation like the Coal Mines Labour Welfare Organisation, not only ability to enforce discipline but also to take a more rational approach to the problems of a socio-economically backward class is necessary and it would, therefore, be worth-while to prescribe training in social welfare as a pre-requisite for appointment to the top posts in this Organisation.

(iii) The Committee are amazed that even the post of Chief Welfare Officer in this Organisation has been lying vacant for a long time.

3. 13

Do.

✓ The Committee are disturbed at large savings in the allotments sanctioned in respect of both the Housing and General Welfare Accounts of the Fund during the years 1955-56, 1956-57 and 1957-58. From the explanations offered by the Ministry of Labour and Employment for these savings, it appears to the Committee that the standard of budgeting in the Coal Mines Labour Welfare Organisation is poor. Large sums of money were provided for in the budget in respect of a number of schemes which had no reasonable prospect of being implemented during the course of the budget year. There was also provision in respect of schemes which were still to be finalised. The Committee desire that the Ministry of Labour and Employment/Coal Mines Labour Welfare Organisation should follow the instructions issued by the Ministry of Finance in August last. Accordingly, no provision should be made in the Budget for a scheme unless there is a reasonable prospect of its being implemented during the course of the year and unless all the preliminaries in respect thereof have been gone through.

---

1	2	3	4
4	14	Labour & Employment <u>C.M.L.W.O.</u>	The Committee find that in case of both the Housing and General Welfare Accounts, a number of schemes (some of them of minor importance) could not be taken up for implementation in the respective financial years owing to non-receipt or late receipt of Ministry's sanction to them. While the Committee appreciate that in case of large schemes involving heavy capital expenditure, some delay may be unavoidable, they do not see any justification for delays in according sanction to such minor schemes as the grant of scholarships for miners' children. In their opinion, such delays defeat the very object of labour welfare. They, therefore, suggest that the bottlenecks in procedure should be eliminated so as to ensure the prompt utilisation of funds for the intended purposes.
5	15	Do.	As this Fund is fed by non-lapsable grants from Parliament, the Committee desire that in terms of their Recommendation contained in para 19 of their 19th Report (Second Lok Sabha), the Annual Report of the Coal Mines Labour Welfare Organisation should be laid before Parliament.
6	17	Do.	✓ The Committee are concerned to find that funds collected by the levy of the cess with the avowed object of financing welfare schemes for the Coal miners remain largely unutilised. If earmarked Funds are not properly utilised for the purposes underlying the levy over a period of years, the Committee feel that the continuance of the levy will be looked upon as an unnecessary burden by the tax-payer. The Committee find that the unspent balances (substantially heavy) are being invested in Government securities. They understand that the Act empowered the Organisation to invest the funds in this manner. Nonetheless, the Committee consider it wrong in principle as this provision was only a means and not an end by itself. The Committee trust that the Organisation and the Ministry will address themselves more earnestly to utilise the funds increasingly for the purposes intended.

- |   |    |     |  |
|---|----|-----|--|
| 7 | 22 | Do. | <p>(i) The Committee are distressed to find that the large sums of money spent from the Fund in constructing the two townships viz., Bhuli and Bijoy-nagar had not served the desired purpose. It was also partly due to bad planning on the part of the Coal Mines Labour Welfare Organisation in not paying necessary attention to the provision of water and transport facilities there. Thus the whole scheme of these two Townships was ill-conceived.</p> <p>(ii) The Committee trust that immediate steps would be taken by the Coal mines Labour Welfare Organisation to provide the requisite facilities for transport and water in these townships. They would also like to point out that the sanitation of the townships is in urgent need of improvement.</p> |
| 8 | 24 | Do. | <p>The Committee note that the Statement of Objects and Reasons of the Coal Mines Labour Welfare Fund Bill, 1947 envisaged the construction of 15,000 houses by the end of the next financial year. As against this, the total number of houses either directly constructed by the Fund or with subsidy was less than five and a half thousand by the end of 1957-58.</p>  |
| 9 | 27 | Do. | <p>(i) The number of coal mining families at present approximates to three and a half lakhs. This number is bound to increase with the further development of the coal industry in the successive Five Year Plans. As such, even after spending annually more than 80% of the cess proceeds on housing —this means a lesser percentage of the cess proceeds being available for other items of labour welfare such as health, education—it is doubtful if the Organisation can provide adequate housing facilities to a reasonable proportion of the coal mining population in the near future.</p>  |
|   | 28 | Do. | <p>(ii) The Committee are distressed over the appalling conditions in which the coal-miners are living. They regret that the successive efforts of the Organisation for providing minimum housing facilities to miners have not met with the desired response. As this is a matter in which</p>  |



Do

(i) The Committee feel that not only the number of schools maintained by the Fund fell far short of the educational requirements of the coal-mining population but also the facilities provided at these schools—being upto class II standard only—were devoid of much utility. In their view, if education was to have any meaning, it should at least be of the primary standard. It appears to the Committee that most of the students getting education at the Fund's schools were not in a position to further pursue their studies and as such, the time, money and energy spent in educating them upto class II were more or less wasted.

(ii) The Committee understand that the provision of primary education was the responsibility of State Governments. They would urge the Ministry of Labour and Employment/Coal Mines Labour Welfare Organisation to take up the matter with the State Governments concerned and, in co-ordination with them, take necessary steps for the conversion of the Fund's schools into full-fledged primary schools and also draw up a phased programme of opening more schools in the colliery areas.

(iii) The Committee also feel that the number of scholarships awarded to miners' children for the pursuit of further studies in general and technical education (i.e., 50 and 30 respectively) is not sufficient and should be increased substantially.

Do . . .

(i) Regarding the provision of adult education facilities to miners by the Coal Mines Labour Welfare Organisation, the Committee are distressed to find that the progress in this field has been slower than in the case of education of miners' children.

(ii) The Committee feel that not only the number of adult education centres needs to be increased but also the scope of education at these centres should be made more broad-based.

1 2

3

4

(iii) Publicity literature issued by the Central and State Governments should be made available to the Adult Education centres.

14

39

Labour & Employment

C.M.L.W.O

The Committee desire that there should be more coordination between the State Governments, Coal Mines Labour Welfare Organisation and the Central Ministry of Health in regard to augmentation of water supply in the Coal-mining areas. They would, in particular, urge the Central Ministry of Health to examine whether their National Water Supply and Sanitation Scheme (Rural) could not be modified so as to include the major coalfields.

15

41

Do.

The Committee feel that the use of pithead baths should be made popular with the miners.

16

43

Do.

(i) The Committee note that the collieries which have still to provide pithead bath facilities out-number those which have provided these facilities so far. They further find that the yearly progress in this respect has not been impressive. The position in the case of provision of creches, though better, was not entirely satisfactory.

45

Do.

(ii) The Committee feel that if the objectives of the Coal Mines Pithead Bath Rules and the Mines Creche Rules are not to be defeated, more deterrent punishment for the violation of these Rules is called for, especially in case of recurring offences. With this end in view, they suggest that the provision made in this behalf in the existing Rules may be revised so as to ensure that more condign punishment was inflicted by the Courts in the case of collieries responsible for successive offences.

17

17 &

Do.

4 (Inspector)

- (i) In the opinion of the Committee, the solution of the problems of drink and indebtedness should have been the key-note of the Organisation's welfare policy since its very inception.
- (ii) The Committee suggest that the Ministry of Labour and Employment should take up the questions of regulation of drinking houses and money-lending in the colliery areas with the State Governments concerned at a high level. They strongly feel that the attention of the Governments of West Bengal and Bihar should particularly be drawn to the necessity of enacting appropriate legislation to curb the unsocial activities of this class of traders.
- (iii) They would also desire that the Coal Mines Labour Welfare Organisation should play a more positive role in this regard by conducting a sample survey in the colliery areas so as to assess the magnitude of the problems. They would urge the establishment of Co-operative Credit Societies for lending money at reasonable rates of interest and saving the miners from being driven to the clutches of the usurious money-lenders.

18

49

Do.

- (i) The Committee would like to observe that while, in the interest of welfare of coal mining families, it might be found necessary to augment the resources of the Jharia and Asansol Mines Boards of Health, they, however, feel that the grants-in-aid paid by the Organisation to these Boards should not be on an *ad hoc* basis but should be correlated to the actual requirements and performance of the Boards after taking into consideration the state of their finances, *i.e.*, the balances to their credit, their annual receipts in the form of cess proceeds and their actual expenditure on this account.
- (ii) The Committee also desire that in each case where a grant-in-aid is paid by the Organisation, it should invariably satisfy itself whether the grant-in-aid paid by it, has been applied for the purpose for which it was given.



