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Industrial and Labour Developments in May, 1955.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MAY 1955.

11. Political Situation and Administrative Action.

Andhra: Meeting of Labour Advisory Board: Co-operative Housing for Workers to be encouraged.

A meeting of the Andhra State Labour Advisory Board was held at Kurnool on 30 April 1955, Mr.G. Latchanna, Labour Minister presiding.

Addressing the Board, Mr. Latchanna ^{renewed} ~~urged~~ the work of the Labour Department in Andhra during the past 18 months and said this period had been one of intense activity and satisfactory progress. He expressed the hope that the discussions of the Board would help the Government in the formulation of its policy for assuring labour its proper place and in removing all impediments in the way of peace and progress in industry. The Minister said it was their duty and responsibility to secure for labour, safe and healthy working conditions inside ~~working~~ work-places, a reasonable standard of living and some measures of comfort.

Decisions.- The Board urged that co-operative housing societies of workers should be formed to ~~take~~ take advantage of the Union Government's housing scheme for the labour.

It was agreed to define the functions of the Works Committee, formed under the Industrial Disputes Act, in such a manner that they might not encroach on the functions of the trade unions. The Board was of the opinion that collective bargaining and bilateral negotiations between managements and labour formed the best system of ~~settling~~ settling disputes and that these possibilities should be explored before approaching the Governmental conciliation machinery.

The Board suggested that in power factories employing more than 500 persons, the welfare officers should also function as Safety Officers for which they should be given special training.

(The Hindu, 2 May 1955).

In all such cases, it will not be legally possible to fix wages under the existing Act. It is, therefore, necessary that the Act should be amended so that it is possible to take continuous action in respect of the type of cases mentioned, even after the time limit expires. The I.L.O. Convention (No. 26) concerning Minimum Wage Fixing Machinery, 1928, which has already been ratified also provides that machinery to fix minimum wages and when necessary should be created or maintained by the ratifying Member States. What is needed, therefore, is not a mere extension of time limit for wage fixation but creation of a standing machinery for fixing wages for the existing scheduled employments as well as others that might subsequently be added. The purpose behind laying down time limit for the fixation of minimum wages having been served to a great extent, the machinery for the future must be of a standing nature. The Central Government and the State Governments are ~~par~~ certainly alive to the fact that there should be no delay whatever in fixing minimum wages and it may be expected that a standing machinery for fixation of minimum wages would be utilised to ~~fulfill~~ the interests of the workers in the unorganised sectors of industry.

As it is necessary to amend the Act ^{to} ~~the~~ permit wage fixation after ~~the~~ 31 December 1954, it is felt that the opportunity should be availed of to remove certain defects and difficulties which have come to light in the ~~XXXX~~ course of the working of the Act.

ii) Extension of the Employees' Provident Funds Act, 1952. - The Employees' Provident Fund Act, 1952, at present applies to 6 organised industries, viz., cement, cigarettes, electrical, mechanical or general engineering products, iron and steel, paper and textiles. The Planning Commission in its first Five-Year Plan had suggested gradual extension of the scheme to other organised industries. The Central Board of Trustees of the Employees' Provident Fund Scheme agreed, at a meeting held on 28 March 1955, to a proposal that 16 industries which had a labour force of 10,000 workers ~~and~~ more in 1949 should be brought within the purview of the scheme. These industries are: (i) Heavy and fine Chemicals including artificial manure. (ii) Matches. (iii) Edible oils and fats. (iv) Printing presses including printing by letter press, lithography, photogravure or other similar work or book binding which is carried on by way of trade or for purposes of gain or incidentally to another business so carried on. (v) Tea factories. (vi) Rice, flour and dal mills. (vii) Sugar factories and refineries. (viii) Glass and glass products. (ix) Leather products. (x) Tanneries and leather finishing. (xi) Cotton ginning and baling. (xii) Rubber and rubber products. (xiii) Electricity generating, transforming and distributing stations. (xiv) Coir and rope works. (xv) Automobile repairing and servicing workshops. (xvi) Pottery, China and earthenwares.

Employers are known to be opposed to the scheme because it would entail increased payments by them by way of provident fund contributions. Workers' representatives have, however, been contending that this is not correct as in respect of the industries to which the Employees' Provident Funds Act applies, the provident fund is on combined wages and dearness allowance.

vi) Review of I.L.O. Conferences and Committees.— This memorandum reviews the 57th session of the International Labour Conference, and the meetings of the Inland Transport Committee, Metal Trade Committee, the Iron and Steel Committee, Committee of Experts on Indigenous Labour, and the Advisory Committee on Salaried Employees and Professional Workers, held in 1954 and gives the text of the Recommendations and resolutions adopted at these conferences. Attention is also drawn to the efforts and proposals of the government to ensure an effective follow-up of the Conventions, Recommendations and Resolutions adopted by I.L.O. Conferences and Committees.

The Conference also had before it the proposals for adoption of Convention and Recommendations on the Agenda of the 38th Session of International Labour Conference (June 1955) concerning (i) vocational rehabilitation of the disabled; (ii) vocational training in agriculture; and (iii) welfare facilities for workers. In this connection, the memorandum states: "It has hitherto been the practice to circulate the I.L.O. Reports on the various subjects on the agenda of the International Labour Conference to the State Governments and the employers' and Workers' Organisations etc., in order to ascertain their views before preparing the brief for the guidance of the Government delegation to the Conference. In addition to this procedure, it is now proposed to place before the Indian Labour Conference, every year, the more important proposals coming up for consideration at the session of the International Labour Conference immediately following so that the Government delegation to that Conference may have the benefit of the views expressed at this Conference. This new procedure would, however, be followed only if the relevant I.L.O. Reports are available at the time when the Indian Labour Conference is held".

vii) Report of the Committee on Conventions.— The Conference had also before it the report of the second session of the Committee on Conventions, which had met earlier on 12 May 1955, to examine 14 ILO Conventions and 13 Recommendations, and recommended ratification of two Conventions of the concerning Workmen's Compensation (Occupational Diseases) and the other concerning Minimum Wage Fixing Machinery in Agriculture. It had also suggested ~~that~~ that the scope of the Workmen's Compensation Act and the Payment of Wages Act should be extended to cover more employments than at present. (The report of the Committee on the various Conventions is reviewed at p/1-20 of this report).

PROCEEDINGS

Bombay Chief Minister's inaugural address.- Mr. Morarji Desai, Chief Minister of Bombay, inaugurating the Conference called upon the delegates to consider the welfare of the nation as a whole. Mr. Desai referred to the law relating to payment of retrenchment compensation and said that it was unfair that employers should pay compensation to workers even if their factories had to be closed down for reasons beyond their control, such as a fire or violence by the workers themselves. Often an employer found it less costly to run a factory at a loss than to close it down. He wanted the conference to look into this problem and find a suitable solution.

Co-operation for higher production: ^{labour} Minister's appeal.- The need for closer co-operation between workers² and employers "to achieve the goal of greater production" was emphasised by Mr. Khandubhai Desai, Union Labour Minister, in his presidential address at the Conference.

~~THE~~
The Minister added that the ideal of establishing a Socialistic pattern of society "calls not merely for a greater creative effort but for a measure of ungrudging sacrifice on the part of the fortunate 'haves' and abundance of patience on the part of those who are less fortunate".

Mr. Desai also urged that it would be highly unpatriotic on the part of workers to bring the wheels of production to a standstill in a planned economy.

"While statutory restrictions and controls are necessary and inevitable in a planned economy. I feel that the majority of those in charge of the management of our industries will be prepared to accept the necessary changes out of conviction rather than compulsion. The new law relating to companies is indicative of the new spirit which underlies all our planning not to allow traditional and narrow interests to clog the wheels of progress."

Private sector's role.- "The private sector has a great role to play provided it is prepared to play it according to the new rules of the game. An industrialist must treat himself as a trustee of the nation's resources and seek his rewards not solely in the monetary gains that his efforts might bring him but in the service he is privileged to render in the building of the new State".

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"In a democracy based on adult franchise strikes and lock-outs had not only become out-dated but were positively harmful for the very purpose for which they are used".

"Therefore, I feel that in the planned economy which we are following in this country, there should be no need for any strikes or lock-outs and hence no justification for them. When the entire State is working to ensure justice for the masses, it cannot allow injustices to be perpetuated against the weaker sections of society - whether they be industrial workers, agricultural workers or any other similar group".

Conciliation and arbitration.- "There will, of course, be many cases of disputes, but the State is bound to provide an effective machinery for settling them. If the State discharges that responsibility, it will be highly unpatriotic on the part of workers to bring the wheels of production to a standstill. It will be equally unreasonable on the part of employers to attempt to avoid adjudication or to refuse to negotiate and reach a settlement with workers' organisations.

"That is why I feel that during the second Five Year Plan period a great impetus should be given to two processes, both equally important and in a way complementary to each other. One is the process of mutual negotiation. That is the method of settling disputes through mutual trust and accommodation, but unfortunately ancient and outmoded ideas die hard and neither workers nor employers have trained themselves to get the best results out of this common-sense method of settling disputes. It requires patience in spite of discouragement, a ~~cool~~ cool head in face of provocations, reason ahead of passion and sentiment - in short faith in the efficacy of mutual negotiations and thus in one's own self. These call for qualities far in excess of those required for any other kind of settlement of disputes.

"The second process is that of arbitration or adjudication. When two parties, who are generally well-disposed towards each other, ~~wish~~ wish to co-operate in some common cause but cannot agree on certain matters, there is nothing more reasonable and more fruitful of results than to agree to send their dispute to an arbitrator.

"Where mutual negotiations do not bear fruit, I would much rather resort to adjudication quite freely than allow the parties to indulge in a trial of strength".

The extent of co-operation between employers and workers necessary to achieve the objectives of the Socialistic pattern of society was quite substantial and many measures would be needed to achieve and sustain it. When workers realised that industry was theirs so much so it was of the employers the field of conflict would be greatly narrowed.

Referring to rationalisation, he said rationalisation which increased unemployment might be a dangerous remedy to put industry on its feet. "In particular, I think, we should be most cautious about labour-saving machinery which sacrifices men at the altar of machines".

The Minister hoped that before long the committee envisaged at Naini Tal to resolve the problem of rationalisation would begin to function.

He concluded: "Every party, every section in the country, is loud in its protestations that it is working for the common ~~and~~ good. If we are true in our protestations, we should not find it difficult to suppress our individualities to the extent necessary to join in a mighty co-operative effort. Our efforts and achievements alone will tell how far we mean what we say".

There was a general discussion and free exchange of views on questions like industrial relations, the next Plan, appointment of a wages Commission and the merger of a portion of dearness allowance with basic wages. Other subjects like amendment of the Minimum Wages Act, extension of the Provident Fund Act, problems of agricultural and child labour, etc., were considered in detail by the Committees appointed by the Conference, one of which was presided over by Mr. Abid Ali, Deputy Labour Minister, Government of India, and the other by Mr. Shantilal Shah, Labour Minister, Bombay.

Discussion in the Committees on minimum wages in agriculture.— At the Committees on minimum wages and agricultural labour presided over by Mr. Abid Ali, labour delegates including Mr. R. Venkataraman (Indian National Trade Union Congress), Mr. P. D'Mello (Hind Mazdoor Sabha), Mr. P. Ramamurthy (All India Trade Union Congress) and Mr. Biswanath Dubey (United Trade Union Congress), were understood to have made a forceful plea for immediate fixation of a minimum wage for agricultural labour on a national level. They pointed out that unless the condition of agricultural labour was improved there was no scope to better the condition of industrial workers, and suggested, among other things, fixing of a fair wage during the season of 189 days which should be able to carry through these workers throughout the year; giving them the additional wage both in cash and kind; and providing small-scale industries in every village, if possible, or in groups of villages.

expressed their
doubts on the

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Most of representatives of State Governments were, however, understood to have successful implementation of a minimum wage for agricultural workers. They pointed out the difficulties in implementing such a scheme owing to the disorganised state of agricultural workers and the changing conditions from area to area. They were of the view that there should be "pilot" implementation of the minimum wage scheme for agricultural workers in selected areas and their proper "colonisation" before extension of the scheme to cover the entire labour.

Dr. G.S. Melkote, Labour Minister of Hyderabad, is understood to have categorically stated that the Minimum Wage Act which was applied to four districts in the State had "completely failed". Unless the agricultural labour was properly organised and their 'holdings standardised' and co-operative farms established, the mere application of the minimum wage measure would neither succeed in improving their lot nor solve their problems.

The Committee is also understood to have discussed the amendment of the Minimum Wage Act and the question of setting up a permanent wage commission to review periodically the minimum wage in different industries.

While labour leaders are understood to have pressed for an early amendment of the Act to set up such a commission the employers' delegates opposed it saying that such a commission would serve no useful purpose as it would reduce employment opportunities.

Decisions: i) I.L.O. Conventions. - The Conference adopted the Report of the Second session of the ~~Committee~~ Committee on Conventions which had met earlier on 12 May 1955 to examine 14 I.L.O. Conventions and 13 Recommendations and recommended ratification of two Conventions, one concerning Workmen's Compensation (Occupational Diseases) and the other concerning Minimum Wage Fixing Machinery in Agriculture. It had also suggested that the scope of the Workmen's Compensation Act and the Payment of Wages Act should be extended to cover more employments than at present.

ii) Extension of Provident Funds Act. - The Conference recommended the extension of the Provident Funds Act to all industries with a total employment strength of 10,000 workers throughout the country as suggested by the Ministry of Labour, in its note to the Conference.

iii) Child Labour.- On the question of child labour it urged more effective enforcement of the existing legislation by strengthening the inspectorate. It recommended that the minimum age of admission should be 14 years in all occupations, excepting agriculture and plantations, and that there should be uniformity in the provisions regarding hours of work, rest interval, weekly day of rest and prohibition of night work for children in all the relevant labour laws.

iv) Amendments to the Minimum Wages Act.- The Conference accepted a number of proposals for the amendment of the Minimum Wages Act. One of the more important amendments will ensure that minimum wages could be fixed under the Act at any time thus removing the concept of the dead line within which all minimum wages must be fixed. It was, however, resolved that all possible efforts should be made to fix minimum wages in all cases in Part I of the Schedule by 31 March 1956 at the latest.

v) Agricultural labour.- A number of suggestions were made for improving the conditions of agricultural labour. These related to the fixation of minimum wages, land reform, proper distribution of land to the landless agricultural labour, provision of alternative employment, etc.

(Memoranda on the items of the agenda for the 14th Session of the Indian Labour Conference received in this Office;
Note for Indian Mission/Abroad for the Month ending the 21st May 1955 (Secret note prepared by the Ministry of Labour), pp. 2-5;
The Statesman, 16 and 17 May 1955).

11

Meeting of Bombay Labour Advisory Board:
Amendments to Labour Acts approved.

The Bombay State Labour Advisory Board, during its two-day session at the Bombay Secretariat on 15 and 16 April, generally approved important amendments to the various Labour Acts, safeguarding the rights and promoting the interests of industrial labour and employees and the schemes and measures projected by the Government. The meeting was presided over by Mr. Shantilal Shah, Minister for Labour and was attended by employer and worker representatives.

Minimum Wages Act.- The Board approved of the amendments to the Minimum Wages Act, 1948, which seek to remove the various difficulties in the way of speedy fixation and provision of minimum wages and to facilitate effective action against breaches of the Act. The amendments also cover provision for appeal against the decisions of the authority under the Act and application of the Payment of Wages Act, to persons employed in the scheduled employments under the Minimum Wages Act to make speedy recovery of the wages fixed. It is also proposed to take power to exempt individual units like big local authorities, where employees are placed on more favourable scales of pay and there are powerful unions capable of ensuring adequate terms and conditions of service.

Workmen's Compensation.- The amendments to the Workmen's Compensation Act, approved by the Board, seek to provide for expeditious payment of compensation, liberalisation of the scales of compensation and extension of the Act to more workmen. It was proposed to bring the clerical and staff within the scope of the Act and cover workers in all mines.

Compensation for lay-off.- The Board considered amendments to the Industrial Disputes Act aimed at removing the financial burden imposed on the small and growing industries by the provision of lay-off and retrenchment compensation. It was proposed that factories employing less than 50 workmen and having block capital of 300,000 rupees or less should be exempted from the provision relating to lay-off compensation and that the amount of retrenchment compensation payable should be limited to three months' average pay in addition to gratuity.

The amendment also seeks to provide speedy relief to retrenched men and that the ~~same~~ compensation was reserved under the Payment of Wages Act.

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Industrial Employment (Standing Orders) Act.- The proposed amendments to the Industrial Employment (Standing Orders) Act, 1946, seek to make the Act applicable to establishments employing at least 50 or more workmen and provide model standing orders applicable to all establishments till standing orders for ~~the~~ each establishment are settled.

Schemes under the Second Five Year Plan.- The Board also considered schemes of labour welfare costing 5 million rupees for inclusion in the State Government's second Five-Year Plan. These are:

1. Establishment of a model industrial canteen;
2. Setting up of a non-official council for promoting industrial health, hygiene and safety with a total expenditure of 200,000 rupees;
3. Organisation for carrying on research in diseases and hazardous occupations, costing 272,000 rupees;
4. Decasualisation scheme for textile workers - 1,102,152 rupees;
5. Government industrial training workshops and extension of existing workshops at Ahmedabad, Sholapur and Kurla-1,029,000 rupees;
6. Improvement of ~~supervision~~ supervision of the Bombay Shops and Establishments Act, 347,000 rupees;
7. Socio-economic survey and collection of ~~at~~ labour statistics-1,837,700 rupees; and
8. Reorganisation of the institute for training of labour welfare workers-74,000 rupees.

(The Hindustan Times, 18 April 1955;
The Hindu, 18 April, 1955).

14. Conventions and Recommendations.

India - May 1955.

Burma: The Workmen's Compensation (Amendment) Act, 1955 (Act No. XVII of 1955): Measure to Implement I.L. Convention No. 17.

The Government of Burma promulgated on 24 March 1955, the Workmen's Compensation (Amendment) Act, 1955 (Act No. XVII of 1955), which amends the Workmen's Compensation Act, in order to bring its provisions in conformity with the International Labour Convention No. 17, concerning Workmen's Compensation (Accidents). The provisions of this enactment have been summarised at page 113 of the report of this Office for April 1955.

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Second Session of the Labour Ministry's Committee
on Conventions, Bombay, 12 May 1955: Ratification
of two Conventions recommended.

The second session of the tripartite committee on Conventions, set up in accordance with the recommendations of the thirteenth session of the Indian Labour Conference, January 1954 (vide pp.1-12 of the report of this Office for January 1954) met at Bombay on 12 May 1955 and considered 13 Conventions and 12 Recommendations. The Committee decided to recommend ratification of Convention No.42 concerning Workmen's Compensation (Occupational Diseases)1934 and No.99 concerning Minimum Wage Fixing Machinery (Agriculture)1951.

The Committee's decision on the Conventions and Recommendations considered by it is reviewed below:-

Convention No.13(White Lead in Painting) and Recommendation No.4(Protection of Women and Children against Lead Poisoning).- The note prepared by the Ministry of Labour on this Convention, inter alia, pointed out that the difficulty in ratifying this Convention was that the coverage of the Convention was wider than what is provided under the Factories Act. The Convention provides that it is applicable to all places where painting is done, while under the Factories Act the use of white lead is regulated only in factories.

The Committee recommended that action should be taken to ascertain facts about the extent of the problem involved since instances outside the Factories Act and other Acts may not be large, and to examine the existing Central and State legislation with a view to finding out the extent to which the use of white lead could be further controlled; and to ~~report to the Government~~ bring the provisions of the Convention and the Recommendation to the notice of all concerned (building industry in particular), drawing attention to the hazards involved.

Convention No.17 (Workmen's Compensation for Accidents).- The Committee recommended that while amendment to the Workmen's Compensation Act was under consideration, the provisions of the Convention should be taken into account. Particular attention should be given to the question of extending the scope of the Workmen's Compensation Act. The State Governments and the workers' and employers' organisations should be addressed with a view to finding out which additional employments or categories of employees should be brought within the purview of the Workmen's Compensation Act.

The suggestions received should then be consolidated and circulated to the members of the Committee. This subject should again be placed before the Committee at its next session so that the Committee could make further recommendations.

Convention No.20(Night Work in Bakeries).- The Committee felt that in order to find out the extent to which action ~~would~~ would be necessary to enable India to ratify the Convention, studies should be undertaken to assess the extent of the problem; and the State Governments should be consulted to find out the extent to which action could be taken under the Shops and ~~Est~~ Commercial Establishments Acts.

Convention No.30(Hours of Work in Commerce and Offices) and No.60 (Minimum Age in Non-Industrial Employment).- The Committee ~~with~~ recommended with regard to these Conventions that State Governments should be requested to amend their Shops and ~~Est~~ Commercial Establishments Acts to conform, as far as possible, to the standards laid down in the draft Shops and Commercial Establishments Bill prepared by the Centre; or undertake legislation on the lines of the draft Bill where such legislation does not already exist.

Convention No.42 (Workmen's Compensation for Occupational Diseases).- The Ministry of Labour note on this Convention pointed out that most of the occupational diseases covered by the Conventions *are* already covered by the Workmen's Compensation, 1923, as amended upto May 1952. The only two exceptions were silicosis and poisoning by halogen. Some of the States Governments have, however, added these two to the list of occupational diseases given in the schedule to the Act. It had suggested ratification of the Convention by adding these diseases to the list of occupational diseases in schedule III of the Workmen's Compensation Act, when the Act is amended next time.

The Committee accordingly recommended that the Convention should be ratified and the Workmen's Compensation Act amended.

Convention No.43 (Sheet Glass Works).- The Committee recommended that studies should be made to assess the extent of the problem involved. Further, the opinion of the State Governments should be invited on the question of ratification. The subject should then be placed before the next session of the Committee.

Convention No.62(Safety in Building).- The Committee attached great importance to the question of safety in the Building industry and recommended that this Convention should be placed on the agenda of the proposed Ad Hoc Tripartite Committee for building and construction industry with a view to deciding what action should be taken.

Convention No.67 (Hours of Work in Road Transport).- The Committee attached great importance to the introduction of a 48-hour week and also the extension of the scope of the Motor Vehicles Act, which regulates working hours in motor transport. It, therefore, recommended that the working of the Motor Vehicles Act should be reviewed and the State Governments consulted with regard to the extension of the scope of the Act and the introduction of a 48-hour week.

Convention No.77 (Medical examination for Young Persons in Industry).- As regards this Convention, the Ministry of Labour had suggested that while it was not possible to ratify the Convention in view of the difficulties of administration relating to employment in mines, the Government should take steps to amend the Employment of Children Act in accordance with the provisions of the Convention as applicable to India and arrange for the Railways to provide for medical examination and re-examination of young persons.

The Committee noted and welcomed an offer of the Railway administration to comply with the requirements of the Convention and recommended that the Employment of Children Act should be amended in accordance with the provisions of the Convention; the provisions of the Convention should progressively be made applicable to mines; and the State Governments should be requested to extend progressively the provisions of the Convention to factories.

Convention No.79 and Recommendation No.80(Night Work of Young Persons in Non-Industrial Occupations).- The Ministry of Labour's note on this Convention and Recommendation stated that it was not possible to ratify the Convention at present; the provisions of the Convention may be more fully complied with if and when a Central Shops and Commercial Establishments Act is passed.

The Committee recommended that the attention of the State Governments should be drawn to the provisions of the Convention and the Recommendation with the request that they may, in consultation with the local authorities, report the extent of the problem involved and their opinion about such further action as they consider practicable.

Convention No.95 (Protection of Wages).- The Committee attached great importance to the need for extending the scope of the Payment of Wages Act to cover additional industries and categories of employees. The Committee felt that the opinion of the State Governments on the subject of widening the scope of the Payment of Wages Act should be called for.

The Committee felt that while amending the Payment of Wages Act, the provisions of the Convention should be kept in view, particular attention being given to the following matters:-

(i) The provisions of Article 11 of the Convention prescribing the procedure in the event of bankruptcy or judicial liquidation of an undertaking;

(ii) The provisions of Article 13 regarding payment of wages on working days only and at or near the work place;

(iii) The provisions of Article 14 in respect of information to be given to the workers regarding particulars of their wages for the day period concerned. (While agreeing that essential details in this respect should be supplied to the workers, the Committee felt that the State Governments may be given power to issue notifications in respect of particular industries where the employers should be required to supply such details. ~~Shri. H. Tata~~ drew attention to the difficulty of small employers in supplying such information. The workers' representatives pointed out that this practice already prevailed in the textile and other important factories in Bombay.)

employer delegates

The question as to whether the amendment of any other Law, e.g. Company Law, would be necessary in order to comply with the requirements of the Convention should also be examined.

Convention No.99 (Minimum Wage-fixing Machinery in Agriculture).- The Committee decided that after the Minimum Wages Act had been amended as proposed by the Ministry of Labour providing for a standing wage-fixing body (vide pp. 2-3 of this report), the Government of India should ratify the Convention if it appears, on the advice of the Ministry of Law, that the Indian Law satisfies the requirements of the Convention.

Convention No.102 (Minimum Standards of Social Security).- The prime difficulty in regard to ratification of this Convention had been the wide coverage required. The Committee suggested that studies should be undertaken to ascertain how far the Employees' State Insurance Scheme satisfies the minimum requirements of the Convention in respect of coverage, i.e., 50 per cent of all employees in industrial work places employing 20 persons or more. The subject should be brought before the Committee again after three years.

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Recommendation No.5 (Labour Inspection Health Services).- The Committee attached great importance to this Recommendation for safeguarding the health of workers and suggested that in every State there should be at least one Medical Inspector of factories; where the Factory Inspectorate was reasonably large, a certain percentage of Factory Inspectors should be Medical Inspectors; and a report on the progress made by the State Governments in appointing Medical Inspectors should be placed before the next session of the Indian Labour Conference.

Recommendation No.15 (Vocational Education in Agriculture).- The Committee recommended that the Ministry of Labour should bring this Recommendation to the notice of the authorities concerned both at the Central and the State level for a fuller implementation of its provisions; and send a report to the I.L.O. A further report should be sent to the I.L.O. on finalisation of the Second Plan.

Recommendation No.18 (Weekly Rest in Commerce).- The Committee suggested that the State Governments should be requested to amend their legislation to conform, as far as possible, to the standards laid down in the draft Bill prepared by the Central Government as also in the I.L.O. Recommendation; or to undertake legislation on the lines of the draft Bill (and also conform to the provisions of the Recommendation, as far as possible) where such legislation does not already exist.

Recommendation No.21 (Utilisation of Spare Time).- The Committee while noting the progress made in this field suggested that - (i) the existing welfare amenities should be extended wherever possible; (ii) model welfare centres should be opened in industrial areas; (iii) workers should be given guidance in better living techniques; (iv) adequate provisions should be made for workers' education; and (v) swimming pools should be provided wherever possible, e.g., large industrial estates.

Recommendation No.51 and No.73 (Public Works Planning).- The Committee suggested that a report should be made to the I.L.O. explaining the present position ~~with~~ with regard to planning in India and also India's determination to deal with this problem effectively.

Recommendation No.56 (Vocational Education in Building).- The Committee while noting the progress made in this field suggested that the provisions of the Recommendation should be brought to the notice of all concerned, viz., Ministry of Works, Housing and Supply, State Governments, etc., with a view to preparing further suitable training schemes. Incidentally, the Committee wished to have detailed information regarding the National Building Organisation; and a detailed

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review should be made of the existing training facilities and wherever necessary efforts should be made to revise the existing syllabi.

Recommendation No. 57 (Vocational Training).— The Committee desired that the provisions of the Recommendation should be brought to the notice of all concerned; and a report should be sent to the I.L.O. explaining the position in India.

Recommendation No. 87 (Vocational Guidance).— The Committee desired that the provisions of the Recommendation should be brought to the notice of all concerned; Effects should be made by the various authorities concerned e.g., Employment Exchanges, Universities, Schools, etc. to provide vocational guidance; and specific provisions in this ~~aspect~~ respect should be made in the Second Five Year Plan; and keeping individual guidance as the objective to be attained as early as possible, arrangements should also be made for mass guidance through the issue of career pamphlets, etc.

Recommendation No. 88 (Vocational Training of Adults including Disabled).— The Committee recommended that the provisions of the Recommendation should be brought to the notice of all concerned and that employers should be urged to employ disabled persons on compassionate grounds in suitable alternative employment; in order to encourage employers to employ disabled workers there should be a procedure for giving proper recognition to those employers who provide employment to such workers (e.g. a Roll of Honour). It also suggested that when a worker became disabled due to some industrial accidents, the employer concerned should endeavour to find alternative employment for him within the establishment. Government should give a lead in this matter in its own undertakings. It further urged that a suitable recommendation may be made in the Second Five Year Plan on the subject, and disabled workers may be suitably rehabilitated through alternative employment in small-scale industries.

Recommendation No. 98 (Holidays with Pay).— The suggestions made were: (i) the question of how far the provisions of the Mines Act could be liberalised in order to bring them in line with the provisions of the Factories Act, 1948, should be placed before an early session of the Industrial Committee on Coal Mines; (ii) the question of bringing the provisions of the ~~Plantation~~ Plantation Labour Act, 1951, in respect of holidays with pay in line with the provision of Factories Act, 1948 should be placed before an early session of the Industrial Committee on Plantation; the State Acts in respect of Shops and Commercial Establishments should be extended (or legislation should be enacted by those States where it does not exist) so as to cover as many shops and commercial establishments as possible; and interruptions of work due to performance of duty arising from trade union responsibilities should be included in calculating the days of

work entitling a worker to leave. (The maximum duration of such interruptions and the type of activities for which such interruptions should be permissible should be determined in consultation with the employers' and workers' organisations.

I.L.O., India Branch to prepare a digest of Conventions.— The Committee also recommended that in order to bring the activities of the I.L.O. in the field of Conventions and Recommendations to the notice of workers and employers, a digest of the more important I.L.O. Conventions and Recommendations of direct interest to India should be prepared in simple language (if possible in Hindi also) and circulated widely. The I.L.O., Indian Branch, may be requested to undertake the preparations of such a digest. It also suggested that a chart showing at a glance the principal provisions in Indian Labour Legislation should be prepared and made available for sale at a nominal price (if possible in Hindi also).

The recommendations of the Committee were considered by the 14th Session of the Indian Labour Conference held at Bombay from 14 to 16 May 1955; the Conference approved the Committee's suggestion for ratification of two I.L.O. Conventions Nos. 42 and 99(vide pp. 2-10 of this report).

(Report of the Committee on Conventions
(Second Session, Bombay, 12 May 1955),
Received in this Office).

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CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - MAY 1955.

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

Development of Heavy Industries: All-India Congress Committee adopts Resolution on Second Five Year Plan.

A meeting of the All-India Congress Committee was held at Berhampur on 9 and 10 May 1955. The meeting was attended by over 300 delegates including the Prime Minister, Mr. Jawaharlal Nehru. The meeting, among others passed a resolution noting with satisfaction the widespread appreciation all over the country of the resolution passed at the Avadi session of the Congress (vide pp. 8-14 of the report of this Office for January 1955), in regard to the socialistic pattern of society and economic policy. By another resolution the Committee envisaged both the establishment of heavy and capital goods industries and a great development of village industries during the second Five Year Plan period.

Acharya Vinobha Bhave, addressed the meeting by special invitation on his bhoodan movement (land-gift movement).

Task before Congress, President's address.-
Mr. U.N. Dhebar, President of the Indian National Congress, addressing the meeting said that the task before the Congress was "to provide a basis to our political life - the basis of a just and equitable social order which would not only sustain the weight of the political fabric but also free the country from the cobwebs of an underdeveloped economy and inhibited social growth". He called upon congressmen to keep before them the following targets in furtherance of the Avadi resolution on economic policy: (1) elimination of unemployment within ten years; (2) introduction of basic education upto the secondary stage in ten years; (3) raising the standard of living of the people by doubling the per capita income within 15 years; (4) creating equality of opportunities in all the spheres of the nation's social and economic life. Mr. Dhebar said that the Government of India had already taken two active steps, namely, the amendment of Article 31(a) of the Constitution and Nationalisation of the Imperial Bank of India, towards the new objectives framed by the Congress. The proposed modification in the company law and modification of the income-tax schedule suggested in the last budget speech in Parliament were also pointers in the same direction.

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Unemployed problem.- Mr. Dhebar said that the major problem that confronted them was unemployment and the need for greater production. Unemployment was a phenomenon which ~~would~~ have to be tackled from all possible directions. He did not underrate the ~~the~~ role of heavy and large-scale industries in increasing the wealth of the country to fight its poverty. But the only available medium which could go a long way in tackling this problem of unemployment was the expansion of the small-scale and village industries sector. This was now accepted by every one. Decentralisation, if it was not to make for dis-integration, must also be planned. Both the Planning Commission and the Khadi and Village Industries Board were putting their heads together for that purpose. But the major problem would be the creation of the necessary organisation to push through the programme. The Congress had always advocated the cause of village and cottage industries. It would therefore be expected of the Congress that it lends the maximum support to the expansion of village industries.

"We have to take an active interest not only in the preparation of the programme but in the implementation of it. Village industries in spite of the protective measures which necessarily will have to be adopted if they have to stand in competition with large-scale industries, will have to be developed on a scientific basis. We shall have to train our workers for the great job. We have a great stake - the fulfilment of our pledge to provide employment and fuller employment to every citizen in the country within ten years or failure to fulfil it, we cannot transfer the whole responsibility to the Government. We have to play our part in the fulfilment of our target within the ~~the~~ stipulated time. A well spread out organisation like the Congress only can do so. This means we should try to understand the problem of unemployment and village industries. There is also the need for creating a favourable atmosphere for basic education. The fulcrum of any educational ~~activity~~ activity is the teacher. To the extent that we ~~will~~ succeed in converting him to that extent only shall we succeed in carrying the experiment in education to fruition.

"There are the Community Projects and the National Extension Services also. They are playing an important role in creating consciousness among the people of the villages and attracting them to a new way of life. But we have to give them the necessary social direction and utilise their energies for increasing the wealth of the nation. Then and then only, will the benefit, these blocks and centres have given, can be placed on a permanent footing.

"Above all, there is bhoodan and sampattidan movement. It has, apart from an economic significance, a great spiritual significance. It aims at converging the outlook and the minds of the people. It ~~is~~ aims at giving a direction to our social and economic programme. It aims at giving a new content and meaning to the social order we envisage. While attempting to render material assistance to the people, it aims to revive that creative urge and spirit of sacrifice on which ~~some~~ alone can ~~be~~ we ~~will~~ hope to built up a strong and healthy social order. It becomes our responsibility, therefore, to throw ourselves heart and soul into this great activity."

Relations with Indian National Trade Union Congress.- Mr. Dhebar said that their relations with the Indian National Trade Union Congress were as happy and cordial as one could expect. "We are trying to tie up the loose ends and ~~fill~~ fillup the gaps. We are opening with every Project Community Centre a kisan wing, a small committee to attend specifically to the problems of kisans. A small sub-committee has been set up to examine the progress of the land reforms in the country. We shall do our best to see that the States receive fullest assistance in the preparation and implementation of the legislation to carry out the programme of land reforms suggested in the first Five Year Plan".

Resolutions: Establishment of heavy industries stressed.- The Committee adopted a resolution that the Avadi resolution on economic policy must now be considered in concrete terms in order to draw up an adequate, balanced and planned programme of development. The resolution stressed that the most important aspect of the Five Year Plan should be the establishment of heavy and capital goods industries and greater development of small-scale and village industries which have to play a role of crucial importance both in relation to providing fuller employment and for the purpose of ensuring an adequate supply of consumer goods.

Moving the resolution, the Prime Minister, Mr. Jawaharlal Nehru, said that unless India went full steam ahead with the establishment of heavy industries she would not progress. Mr. Nehru said *that* while planning for the future they had to build a firm base and the only way to do that was to have heavy industries. Heavy industries, he said, would help India with the much-needed capital formation for balancing productivity with consumer goods and village and cottage industries. The need of the country ~~was~~ was to balance the various sectors of national economy. While he accepted the fact that there should be an objective before the country he said it was time we began to think in concrete terms to prevent bottlenecks.

Declaring that the country was now "planning conscious", Mr. Nehru said there was no doubt that ~~we~~ had not only to think of various demands but co-ordinate them to prevent wastage. "Although we are potentially rich, we are actually poor", he said, "and therefore we dare not waste our resources".

Seconding the resolution, Mr. Gulzarilal Nanda, Union Minister for Planning, said that the second plan which would be far bigger than the first, could only be successfully implemented if public opinion was fully associated with it. It was the duty of Congressmen, particularly the members of the All-India Congress Committee, to acquaint the people with the various aspects of the plan and enable them to understand its implications.

Mr. Nanda was glad that during the last three years of the plan they had been able to augment their national income by about 15 per cent which was a happy augury for the future. But, considering their vast population and the gigantic problems facing them, it was not adequate. Poverty and unemployment could only be removed when they were able to double their national income which was undoubtedly an uphill task. "When we have doubled our income, only then can we say that basic needs of every individual have been fulfilled."

Doubling of the national income, Mr. Nanda said, was not a mere stunt or slogan. It had a deep meaning and significance behind it. They had to think in how many years they wanted to achieve it, whether in 10 years, 15, 20 or 50 years. But every effort ~~had~~ had to be made to shorten the period for achieving this aim.

Mr. Nanda said that the period of the second Five Year Plan would be a much more difficult and crucial period. It had cast a great burden on all of them, and they had to be fully prepared for bearing this burden. During the last three years they had succeeded in increasing their national income by 5 per cent every year. There should be no difficulty in augmenting this income every year by 7 to 8 per cent in the course of the next Five Year Plan. They had to tighten their belts and make sacrifices.

Another important question which was to-day exercising their minds was the additional resources required for the implementation would be far bigger ~~than~~ than in the case of the first Five Year Plan. While taxes had to be increased for this purpose, funds had to be raised through several other sources. It was the duty of each one in this country to save as much as he could and invest the money in the plan. They were also thinking of investing more money in the running of public enterprises so that the profits obtained out of these undertakings could be gainfully employed in the implementation of the plan.

Mr. Nanda said he did not foresee any difficulty in the people investing part of their income in the plan. There was also great need for giving a fillip to the co-operative movement without which they could not effectively implement the plan. Co-operative societies alone could ensure proper use of their resources.

The following is the text of the resolution:

"The Congress at its Avadi session passed a resolution on economic policy which laid down the broad principles which should govern planning in order to increase production, ensure equitable distribution and progressively raise the standards of the people and bring about fuller employment. This policy must now be considered in concrete terms in order to draw up an adequate, balanced and planned programme of development.

"The All-India Congress Committee has noted with satisfaction that the Planning Commission is now engaged in preparing the bald framework of the Second Five Year Plan in concrete terms and have issued for public consideration and consultation a Plan-frame as well as the views of the economic section of the Planning Commission and of a panel consisting of distinguished economists. The National Development Council has recently ~~made~~ approved of the approach to planning made in them, subject to a more detailed consideration later. The Committee would invite the attention of the public, and more especially of Congressmen to these ~~and~~ subsequent papers ~~on~~ the subject ~~of~~ so that there might be the widest thinking and consultation on the preparation of ~~this~~ this Second Five Year Plan.

"While the progress made in the last few years in the national income has been commendable and conditions have been created for a more rapid advance, the rate of progress in future will have to be considerably greater than in past years so as to raise the living standards of the people, bring about a greater measure of social justice and make substantial and progressive reduction in unemployment in the country, keeping in view the additions to the population. This will necessitate larger resources than have hitherto been available. While all normal channels of raising resources will have to be utilised, it would be necessary to explore other avenues also and, more particularly, to base them as widely as possible on the people. The rate of future progress inevitably depends, to a large extent, on the resources available and the A.I.C.C. trusts that a wide section of the ~~people~~ public will avail themselves of the opportunities to contribute to these resources in various ways.

"In any scheme of development of the country, the tribal and the backward sections of the community should necessarily receive relatively more attention.

"The most important aspects of the Second Five Year Plan should be the establishment of heavy and capital goods industries and a great development of small-scale and village industries, which have to play a role of crucial importance both in relation to providing fuller employment and for the purpose of ensuring an adequate supply of consumer goods. The successful development of village industries demands a widespread organisation, the improvement of techniques, the supply of raw materials and credit, marketing of goods and the development of co-operatives. Common production programmes will also have to be laid down and the scope of village industries demarcated wherever possible, so as to avoid overlapping and competition between the products of these village industries and those of other industries. The Committee wishes to emphasise that progressively improved techniques are necessary in order to give a permanent place to the village industries in the economy of the country. The use of electric power for such industries should be provided wherever possible. Full co-operation should be sought of the All-India Khadi and Village Industries Board for the development of these village industries.

"The AICC welcomes the growth of the Community Project and the National Extension Services both of which now cover nearly 100,000 villages in the country. The community development programme in the rural areas has been a marked success and has evoked great public response and co-operation. The Community Projects more especially have become ~~wild vital~~ and dynamic centres which not only increase production but also raise the standards of the people and improve them in many ways. The Committee hopes this community programme, which has proved so successful in rural India, will be progressively enlarged and intensified.

"The AICC is of opinion, that the Community Projects and the National Extension Service should be utilised more fully than hitherto in the development of village industries as well as in the raising of resources from the people.

"The AICC is confident that in this high adventure of building up a new India and bringing prosperity to our vast population the co-operation of the people will be forthcoming. In particular the AICC calls upon all Congressmen to assist in this great task, more especially in the formation of co-operative societies and in the working of small-scale and village industries.

Socialistic pattern of society.- The resolution on the reaction in the country to the resolutions of the Avadi session of the Congress said: "The All-India Congress Committee has noted with satisfaction the widespread appreciation all over the country of the resolutions passed by the Avadi Session of the Congress in regard to the Socialist Pattern of Society and economic policy. The AICC also appreciates the steps taken by the Government of India in order to enable the progressive adaptation of the Government's policy with a view to establishing a Welfare State and a Socialist economy. In particular, the Committee appreciates the Fourth Amendment of the Constitution and the establishment of a State Bank of India as well as the social reform legislation which the Government have initiated and partly carried through".

(The Hindu, dated 10 and 11 May 1955).

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28. Employers' Organisations.

India - May 1955.

Annual General Meeting of Employers' Association of Northern India: Chairman stresses need for Cordial Capital-Labour Relations.

The 18th annual general meeting of the Employers' Association of Northern India was held at Kanpur on 28 April 1955. Mr. P.D. Singhania, Chairman of the Association, presided.

Chairman's address: Cordial capital-labour relations stressed.— Mr. Singhania, in his presidential address, said: "labour and capital are intertwined and there can be no salvation for the one without the other".

Mr. Singhania pleaded for the introduction of flexibility in industrial costing in terms of falling agricultural prices. This he added, had become a problem of utmost importance which must engage their attention. Mr. Singhania said that in order to be able to resist doctrinaire approach to economic problems and extreme and volatile forms of political and economical thinking organisations such as that of theirs must be able to carry out, from time to time, objective research on such ~~xxx~~ problems. They owed it to the time in which they were living that they should appropriately educate public opinion with regard to the fundamentals of the economic situation.

Increased labour earnings.— Mr. Singhania said that while industrial employers had been ~~wheing~~ ^{showing} readiness to adjust themselves to fast ~~changing~~ changing social needs and the consequent policies of the State, there was hardly any recognition of the fundamental facts having a bearing on the requisites touching upon production, productivity, divisible pool and progressive social order in the class that led industrial labour. It was here, he added, that industrial expansion in India faced the imminent danger of being undermined beyond all expectations.

The average annual earnings of factory workers in perennial industries such as textiles, engineering, chemicals and dyes, paper and printing, etc., in Uttar Pradesh went up from 235 rupees in 1939 to 593 rupees in 1949, 960 rupees in 1951, 1,003 rupees in 1952 and 1,019 rupees in 1953. There had thus been an increase of 333 per cent in money earnings of labour in 1953 over 1939. Even then there was a glib talk, Mr. Singhania said, that capital makes money at the cost of labour and other factors of production in industries. The harm wrought by ill-conceived

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propaganda of this nature was witnessed in avoidable labour unrests, loss of production and damage to the general economic set-up.

Trade unionism.- Mr. Singhanian referred to trade unionism and regretted that some trade unions in the state were not ~~xxx~~ motivated by any sense of service to industrial labour which they sought to represent. "The personal gains of a handful of individuals, who by any standard do not belong to the category of industrial labour, determine the activities of these unions. It must enjoy the appropriate recognition of the state", he said and suggested that just as employers and their organisations were not permitted to be represented by counsel in conciliation adjudication and state tribunal proceedings, these trade unions should also not be allowed to be represented in these forms by persons who were lawyers or law graduates but who, by profession, had become trade unionists to earn a living. "The need for the recognition of trade unions as such by the state Government becomes all the more compelling, when it is observed that in any one industrial unit the management thereof is called upon to deal with about half a dozen trade unions, ~~xxxx~~ each of them claiming representative character and as having the right to ~~xxx~~ espouse the cause of labour in that unit", he said.

Mr. Singhanian said that there was no hope of maintaining progress and stability of industry unless absenteeism on the part of labour was cut short, more work load was assimilated in the pattern of production with the consequential benefits to labour, all-round efficiency was maintained and productivity-tended to rise.

Labour and capital, he said, were intertwined and there could be no salvation for the one without the other.

Compensation.- Mr. Singhanian pleaded for the reconsideration of the whole question of discharge and compensation for retrenchment in the light of judicial pronouncements and circumstances determining discharges and retrenchments. He said attention was drawn last year to the ~~xxxx~~ difficult times through which industry as a whole, and the cotton textile industry in particular, was passing as a result of the readjustment between demand and supply in respect of consumer goods. That state of affairs had not improved. In fact it had worsened. The levy of a cess on all mill-made cotton goods in order to bolster up the handloom industry had been declared as most undesirable by no less an authority than the Taxation Inquiry Commission.

During the year under review, he said, the problem of rationalisation in the textile industry figured as a prominent topic and the Lok Sabha adopted a resolution on this subject fully supporting the rationalisation of cotton and jute textile industries provided

rationalisation caused least displacement of labour and reasonable facilities for the employment of displaced labour were created.

Referring to the labour appellate machinery, Mr. Singhanian criticised the too frequent changes in law and procedure because it brought about instability and a sense of insecurity.

Employees' State Insurance.— Mr. Singhanian said that the teething period of the administration of the Employees' State Insurance Act had passed and all concerned were gaining knowledge of the flaws in the provisions of the Act and the scheme framed thereunder.

Referring to the Industrial Housing Scheme, Mr. Singhanian said he was glad that satisfactory progress had been maintained, in the construction of houses. The Uttar Pradesh Government published the Uttar Pradesh Industrial Housing Bill, 1954, and one of ~~the~~ its provisions intended to empower the employers to deduct rents from the employee-tenants and forward them to the Housing Commissioner. Similar provision was made by the Government of India in the proposed amendments to the Payment of Wages Act, 1936. The Association, in submitting its views on the latter to the All-India Organisation of Industrial Employers, had critically examined the proposal and it is hoped that the Government would give ~~the~~^{it} due consideration to the points raised by the Association.

(The Hindustan Times, 29 April 1955).

29. International Co-operation.

India - May 1955.

Utilisation of U.S. Aid: Bilateral Basis
favoured: Asian Nations Conference concludes.

A Conference of Asian members of the Colombo Plan Consultative Committee was held at Simla from 9 to 13 May 1955, under the chairmanship of Mr. H.M. Patel, Secretary to the Government of India, Department of Economic Affairs, Ministry of Finance.

The conference was attended by representatives of Cambodia, India, Indonesia, Japan, Laos, Nepal, Pakistan, the Philippines, Thailand, Viet Nam, Singapore, ~~Malaya~~ Malaya, North Borneo and Sarawak.

The conference unanimously recommended that all additional foreign aid including U.S. aid, should continue bilaterally as at present and strengthened as far as possible.

The conference considered the ~~regional fund~~ ~~xxxx~~ question of setting up a social regional fund to meet the balance of payments difficulties and to promote intra-regional trade. One of the major economic problems of this region which affected greatly its capacity to develop was the instability of raw material prices. Sudden and sharp fluctuations in prices of raw materials which was the main export item of most of the countries, resulted in the emergence of recurrent balance of payment ~~deficits~~ *deficits*.

The conference therefore examined whether it would be possible to ~~devote~~ some of the additional funds that might become available to this region to ~~contract~~ *counteract* the effects of the instability of these prices. Various alternative methods to achieve this object were considered but it was found that whatever methods may be adopted very large external resources would be necessary to set up this fund. Even though such resources would have to be provided only as a revolving credit, there was no indication so far of the availability of such large sums by way of external aid. No doubt this was one of the basic problems of the region, but it was considered that action could ~~be~~ usefully be taken to solve it only when there were clear indications that substantial sums required to set up such a fund were forthcoming.

On the question of promoting intra-regional trade, the general consensus of opinion was that while no specific earmarking of funds for such projects was necessary in choosing projects for financing, some preference should be given to those which had the effect of not only increasing production but also of expanding trade.

Additional aid.- The basic question discussed by the conference was how best additional aid, if such were forthcoming, could be utilised by the regions, and in particular whether it would be more advantageous to use aid on a regional rather than on a bilateral basis as at present. Commented with this was the question whether the Consultative Committee of the Colombo Plan should be expanded by admission of European countries wishing to assist in the economic development of the member-countries and strengthened by the setting up of a permanent secretariat with a technical wing attached thereto or in some other way.

The conference recognised that the development of every country in the region was linked with the development of the region as a whole. It discussed at length the question whether additional aid, if available, could be utilised on a regional basis and in this context re-examined the model of the Organisation for European Economic Co-operation.

The general view was that in the present stage of economic development of the Asian region and having regard to the order of additional funds likely to be available there would be no advantage in having an intermediate regional organisation and that national programmes of countries may continue to be bilateral as at present and strengthened as far as possible.

Nevertheless the conference was of the view that there were certain types of projects which readily lent themselves to regional treatment. Devotion of additional aid funds to programmes of this kind would be welcome. It would, however, not be desirable at this stage to earmark any special funds for projects of this kind, as it would take time to bring to the stage of execution projects in which more than one country was interested.

(The Statesman, 14 May 1955).

U.S. Technical Assistance to India:
Agreements signed.

On 27 April 1955, five operational agreements were signed in New Delhi between the Governments of India and the U.S.A. involving a total U.S. Assistance of over 1.28 million dollars.

India's contribution to these joint projects exceeds 22 million rupees. The projects covered under these agreements are: (1) assistance to technical educational institutions; (2) livestock improvement; (3) ground water exploration; (4) flood control; and (5) modern storage of foodgrains.

Under the agreement for assistance to technical educational institutions, it is proposed to extend and expand the inter-institutional arrangements between the Universities of ~~Technology, Roorkee~~ Illinois and the Indian Institute of Technology to provide for an additional six specialists in engineering and related fields.

It is also proposed to strengthen and activate instruction and research in engineering at Roorkee University through an inter-institutional arrangement with the University of Illinois.

Under the agreement for livestock improvement the U.S.A. will contribute 35,000 dollars for a joint project. India's share will be 0.745 million rupees.

As the project for ground water exploration has been extended, the U.S.A. has agreed to increase its dollar contribution by 550,000 dollars.

For development of a ~~rain~~ flood warning system and for collecting and analysing the basic data from river basins the U.S.A. will contribute 563,200 dollars. India's share will be 20 million rupees.

The U.S.A.'s contribution for the project on improved methods of storage of grain will be 100,000 dollars.

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On 30 April 1955, three more operational agreements were signed involving the U.S. assistance to the extent of over 1.40 million dollars.

The Government of India's total contribution to the joint projects amount to 962,000 rupees. The projects covered under the agreements are railway rehabilitation and expansion, provision of industrial technical services and maintenance of training centres in regard to electric distribution systems.

Under a supplementary agreement for a project for railway rehabilitation and expansion, it is proposed to undertake two surveys of the Indian Railway systems. The first survey will make recommendations in regard to measures to alleviate the increasing pressure on the capacity of the railway system and also steps to achieve optimum capacity. The second survey will make recommendations with respect to combine/rail-sea shipments of coal.

By the second agreement, the U.S.A. will continue to give assistance to Indian industry through the provision of additional productivity teams and individual experts with necessary equipment, supplies of technical literature and training opportunities abroad, and through the establishment of a technical and visual and library and a technical information unit.

The purpose of the third agreement is to train Indian electrical workmen in recently developed techniques for maintenance of electric transmission and distribution lines. It is proposed to establish a minimum of two training centres in India.

(The Statesman, 28 April 1955;
The Hindustan Times, 3 May 1955).

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CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MAY 1955.

31. General Economic Situation.

Population of Nepal 8.43 Million according to Census Estimates.

Nepal has a total population of 8,431,570 living in 31,820 villages spread over 54,343 square miles according to an interim census report prepared by the Nepal's Census Commissioner's Office.

The final census report is now under preparation and, according to the Census Commissioner, Mr. Kulnath Lahoni, it will be ready in about three months' time. That will be the first census report prepared on modern scientific lines for the country.

The complete report will give detailed statistics and notes on income, health, education, land holdings, infant mortality and average longevity.

According to the interim report the most densely populated district of the country, excluding the Kathmandu Valley, is Mahottari, with an average of 512⁷/₇ people per square mile. The district's total population is 419,960, inhabiting 879 square miles.

But the district with the largest population is Dhankut, in Eastern Nepal, where 514,000 live in 3,817 square miles. In the Kathmandu Valley, spread over 208 square miles, the density of population is 1,983⁷/₇ people per square mile. The valley's total population is 414,706.

The average Nepalese family consists of 4.43 to 6.27 persons. But this average is as high as 10.54 in Tharu, Western Nepal.

The interim report was prepared in two stages, the country being divided into two parts for census operations. The enumeration work was first completed in Eastern Nepal's hill districts and Terai on May 23 May 1952, while in the West Nepal hill districts and Terai the census was finished on 27 May 1954.

(The Statesman, 30 April 1955)

32. Public Finance and Fiscal Policy.

India - May 1955.

Decimal Coinage and Metric System of Weights and Measures to be introduced in India.

Mr. T.T. Krishnamachari, Union Minister for Commerce and Industry stated in the Lok Sabha on 22 April 1955 that the Planning Commission had decided in favour of introducing the decimal system of coinage and the metric system of weight and measures, and that the Government would shortly introduce legislation for the decimal system of coinage, which would precede the introduction of uniform weights and measures. Standardisation of weights and measures would have to be phased out. For this purpose a committee under Mr. N. Kanungo, Deputy Minister of Commerce and Industry, had been set up.

(The Statesman, 23 April 1955).

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34. Economic Planning, Control and Development.

India - May 1955.

National Income Estimates for Uttar Pradesh.

Estimates of national income of Uttar Pradesh by rural and urban divisions are being regularly published in the Monthly Bulletin of Statistics issued by the Department of Economics and Statistics, Government of Uttar Pradesh. It has been made clear by the Government of Uttar Pradesh when issuing these figures that it is possible that absolute levels of the figures may be under-estimates and that the estimates of income per capita ~~are~~ are more reliable than those of total income. It has also been stated that the estimates for the rural sector are more accurate than those for the urban. Provisional estimates of national income in rupees of Uttar Pradesh from 1947-48 to 1952-53 are given below along with All-India estimates of national income published recently in a booklet issued by the Central Statistical Organisation:-

Year	All-India		Total U.P.		Rural U.P.		Urban U.P.	
	Total*	Per capita.	Total*	Per capita.	Total*	Per capita.	Total*	Per capita.
1947-48 --	-	-	13.08	218.7	9.99	194.1	3.08	371.3
1948-49 --	86.5	246.9	14.75	243.5	10.55	202.5	4.19	499.3
1949-50 --	90.1	253.9	15.41	246.2	10.73	198.3	4.69	551.2
1950-51 --	95.3	265.2	16.24	256.9	11.57	212.0	4.66	542.1
1951-52 --	99.9	274.5	15.37	240.9	10.57	191.4	4.80	552.1
1952-53 --	-	-	15.62	241.8	10.70	191.8	4.92	558.9

*The figures of total income are given in units of 100 crores of Rupees.

These figures are not corrected for changes in the price level. The above data seem to show that the level of per capita income of Uttar Pradesh has throughout been slightly lower than the all-India level. In 1950-51, the per capita income in Uttar Pradesh was higher than that in the years on either side mainly due to a sharp increase in the rural sector. The average per capita in the urban areas has been between ~~the~~ two to six times as high as that in the rural areas. The urban average shows a steady rise over these years except for a small fall in 1950-51, whereas the rural average has generally fluctuated about the steady level barring the exceptional year of 1951-52.

(Indian Labour Gazette, Vol. XII, No. 8,
February 1955, pp. 869-870)

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Constitution (Fourth Amendment) Act, 1955:
Measures for Compulsory Acquisition and
Requisitioning of Property.

The Constitution (Fourth Amendment) Bill, (vide pages 42-46 of the report of this Office for January 1955) as passed by Parliament received the assent of the President on 27 April 1955 and ~~has~~ has been gazetted on 28 April 1955. The amendments made to the Constitution by the Act are given below.

In article 31 of the Constitution, for clause (2), the following clauses shall be substituted namely:-

"(2) No property shall be compulsorily acquired or requisitioned save for a public purpose and save by authority of a law which provides for compensation for the property so acquired or requisitioned and either fixes the amount of the compensation or specifies the principles on which, and the manner in which, the compensation is to be determined and given, and no such law shall be called in question in any court on the ground that the compensation provided by that law is not adequate.

(2A) Where a law does not provide for the transfer of the ownership or right to possession of any property to the State or to a corporation owned or controlled by the State, it shall not be deemed to provide for the compulsory acquisition or requisitioning of property, notwithstanding that it deprives any person of his property".

3. In article 31A of the Constitution,-

(a) for clause (1), the following clause shall be, and shall be deemed always to have ~~been~~ been, substituted, namely:-

"(1) Notwithstanding ~~by xxxxxxxxxx~~ anything contained in article 13, no law providing for-

(a) the acquisition by the State of any estate or of any rights thereon or the extinguishment or modification of any such rights, or

(b) the taking over of the management of any property by the State for a limited period either in the public interest or in order to secure the proper management of the property, or

(c) the amalgamation of two or more corporations either in the public interest or in order to secure the proper management of any of the corporations, or

(d) the extinguishment or modification of any rights of managing agents, secretaries and treasurers, managing directors, directors or managers of corporations, or of any voting rights of shareholders thereof, or

(e) the extinguishment or modification of any rights accruing by virtue of any agreement, lease or licence for the purpose of searching for, or winning, any mineral or mineral oil, or the premature termination or cancellation of any such agreement, lease or licence,

Shall be deemed to be void on the ground that it is inconsistent with, or takes away or abridges any of the rights conferred ~~any~~ by article 14, article 19 or article 31:

Provided that where such law is a law made by the Legislature of a State, the provisions of this article shall not apply thereto unless such law, having been reserved for the consideration of the President, has received his assent"; and

(b) in clause (2),-

(i) in sub-clause (a), after the word "grant", the words "and in the States of Madras and Travancore-Cochin, any janmam right" shall be, and shall be deemed always to have been, inserted; and

(ii) in sub-clause (b), after the word "tenure-holder", the words "raiyat, under-raiyat" shall be, and shall be deemed always to have been, inserted.

4. For article 305 of the Constitution, the following article shall be substituted, namely:-

"305. Nothing in articles 301 and 303 shall affect the provisions of any existing law except in so far as the President may by order otherwise direct; and nothing in article 301 shall affect the operation of any law made before the commencement of the Constitution (Fourth Amendment) Act, 1955, in so far as it relates to, or prevent Parliament or the Legislature of a State from making any law relating to any such matter as is referred to in sub-clause (ii) of clause (6) of article 19".

5. In the Ninth Schedule to the Constitution, after entry 13, the following entries shall be added, namely:-

"14. The Bihar Displaced Persons Rehabilitation (Acquisition of Land) Act, 1950 (Bihar Act XXXVIII of 1950).

15. The United Provinces Land Acquisition (Rehabilitation of Refugees) Act, 1948 (U.P. Act XXVI of 1948).

16. The Resettlement of Displaced Persons (Land Acquisition) Act, 1948 (Act LX of 1948).

17. Sections 52A to 52G of the Insurance Act, 1938 (Act IV of 1938), as inserted by section 42 of the Insurance (Amendment) Act, 1950 (Act XLVII of 1950).

18. The Railway Companies (Emergency Provisions) Act, 1951 (Act LI of 1951).

19. Chapter III-A of the Industries (Development and Regulation) Act, 1951 (Act LXV of 1951), as inserted by section 13 of the Industries and (Development and Regulation) Amendment Act, 1953 (Act XXVI of 1953).

20. The West Bengal Land Development and Planning Act, 1948 (West Bengal Act XXI of 1948), as amended by West Bengal Act XXIX of 1951".

(Gazette of India, Extraordinary,
Part II, Section 1, 28 April 1955,
pp. 183-185).

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Draft Plan Frame for the Second Five Year Plan
considered by National Development Council :
25 Per Cent Increase in National Income and
Investment of 50,000 Million Rupees envisaged.

The fourth meeting of the National Development Council, composed of Chief Ministers of States to lay down and review planning policies, was inaugurated by Mr. Jawaharlal Nehru, Prime Minister, on 6 May 1955. The meeting had before it a plan frame for the second Five Year Plan, prepared as a working paper jointly by the Economic Division, *Ministry of Finance* and the Planning Commission, in consultation with the Central Statistical Organisation and ~~xxx~~ the Indian Statistical Institute.

THE PLAN FRAME

The Plan frame, which was approved by the National Development Council and the Planning Commission panel of economists propounds four main objectives of the Plan. These four are: (a) A sizable increase in national income so as to raise the level of living in the country; (b) Rapid industrialisation, with particular emphasis on the development of basic industries; (c) Fuller employment; and (d) Social justice.

a) National Income and standard of living.
It is estimated that the national income of India increased by some 15 per cent during the five years ~~beginning~~ beginning with 1948-49. During the first three years of the first Plan, the increase was 12.5 per cent. It is, therefore, expected that a 15 per cent increase will result over the first Plan period. For the second Plan, therefore, the Planning Commission aspires to an increase of about 25 per cent, ~~that to 27 per cent~~, that is about 6 per cent per annum. This is held to be by no means unrealistic or ambitious.

The Plan says that the rate of increase in the national income of 3 per cent per annum has been achieved over a period of years without any attempts at planning in a number of countries. Recently, the Socialist countries in Eastern Europe had recorded a rate of increase of 12 per cent to 16 per cent per year. For this reason, the target of a 5 per cent per annum increase in the national income for the second Plan is regarded "as a minimum to aim at". The Plan adds that with effort and organisation this can be improved upon. It will, however, require stepping up of investment from 7 per cent of the national income at present to about 11 per cent by the end of the second Plan.

In planning for a higher standard of living, the tentative second Plan recalls that a large number of people consume much less foodgrain than they should. The demand for foodgrain is expected to increase when purchasing power rises. Thus, quite apart from the requirements of a growing population, the foodgrain production, it is held, needs to be increased in the second Plan.

Secondly, attention needs to be paid to the fact that the consumption of milk, butter, meat, fish, eggs, fats, fruit, vegetable and sugar is much below the level of minimum requirements and there can be no planning for a higher standard of living without paying proper attention to animal husbandry, fisheries, poultry farming, vegetable gardening and other branches of food production.

The Planning Commission also desires that the average consumption of cotton cloth should be 18 yards per head by 1960.

Again, a ~~provision~~ provision needs to be made in the second Plan for the construction of 3 million houses in the urban areas. An effort has also to be made through the National Extension Service and other agencies to improve housing conditions in rural areas. Similarly, free and compulsory education would need to be provided to all children within 10 years. A considerable expansion in primary education facilities has also to be achieved in the second Plan.

Similarly, the Plan envisages provision of a much larger number of hospitals, doctors, ^{and} nurses than obtains at present and concludes that an increase in national production by about 25 percent would be required to ensure the increase in the standard of living which the Planning Commission has in mind.

b) Rapid industrialisation.- The second objective of rapid industrialisation is held to be of utmost importance for making rapid advance in sectors where potentialities of further growth are the greatest.

The second Plan, therefore, accords the highest priority to the development of basic industries, including iron and steel, machinery, electrical ~~and~~ equipment and heavy chemicals. It is only by developing these industries that "a secure foundation for capital formation can be developed".

The major effort in the development of basic capital goods industries, adds the Plan, must come from the public sector. This is stated to be necessary if the State is to have command over means of production in strategic sectors. The second justification is the prevailing doubt whether private enterprise is likely to provide the capital required for the purpose of the industries.

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The Plan envisages expansion of steel capacity to 10 million or even 20 million tons in the next 10 or 15 years. It lays great importance on the fabrication of steel making machinery within the country.

The private sector will be encouraged to invest predominantly in producer goods industries. Steps must be taken, advises the Planning Commission, to direct "a larger flow of private investment into basic industries by suitable tax and credit methods and by making a stricter use of the powers to control capital issue and imports and by licencing new enterprises".

The Plan stresses the need for an extensive survey to discover additional mineral resources in the country as well as the urgency to conserve scarce resources like high grade coal and to develop domestic substitutes for such minerals as copper in which the country is deficient.

The Plan recommends the strategy of an all-out effort for the maximum utilisation of capacity in existing industries and for the development of additional production in capital or small-scale industries.

The ~~existing~~ extensive development of small-scale industries in the second Plan is also stated to be essential. This will release capital resources for basic industries. It will also provide employment for a large number of persons.

The Plan recognises the difficulty in organising and resuscitating small-scale industries. A great deal of effort will be required. If this is not forthcoming, India will ~~not~~ find herself in a predicament. The big industry will be discouraged without other methods filling the production gap.

"We may thus have the worst of both the worlds. The consequence of this will be inflation of non-fulfilment of the investment plans", comments the Plan.

c) Fuller employment.- The third objective of fuller employment is regarded as the kingpin of the second Plan.

It will be necessary to create new employment opportunities for at least 9 million to 10 million persons in the country. Secondly effort will have to be made to eradicate unemployment which already exists in the country, particularly in urban areas and among the educated classes. There are at present 600,000 persons seeking jobs through employment exchanges.

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The creation of a certain number of jobs, say 2 million is held to be a part of the programme. On this basis the employment target for the second Plan has to be of the order of 12 million.

d) Social justice.— To obtain social justice, concrete steps are suggested, the most important of which is land reform with a ceiling on holdings and an explicit transfer of proprietary rights to the actual tillers of the soil.

This would need to be supplemented by a consolidation of holdings and by the provision of credit-marketing and warehousing facilities in the rural areas.

~~For~~ The Plan Panel indicates the need for the State to be prepared to nationalise banks, insurance companies and trade to bring about a socialistic pattern of society.

Thirdly, certain basic necessities of life, including education and health, will have to be provided irrespective of the peoples' ability to purchase these amenities.

Curbing of "conspicuous consumption" by the well-to-do classes, it is said, also requires to be checked by "a fairly stiff system of taxes on them" and by reducing spendable incomes through direct taxation.

It also endorses the Taxation Inquiry Commission's recommendation that there should be a ceiling on net personal incomes. "A few steps must be taken in this direction in the second Plan", adds the report.

Targets.— The following table shows production and activity in selected sectors under the second Five Year Plan:—

Production and Activity in Selected Sectors.

	1950-51	1953-54	1955-56 (Estimates)	1960-61
I. Agriculture:				
xxxxxx	50.0	65.7	66.0	76.0
Foodgrains (million tons)				
Other food items (index)	-	-	100	125
Cotton (million bales)	2.9	3.9	4.2	5.8
Sugarcane (million tons raw gur)	5.6	4.6	5.0	7.5
Oil-seeds (million tons)	5.1	5.6	5.6	7.0
Tobacco (thousands tons)	258	256	250	300
Tea (million pounds)	607	675	675	750
Irrigation (million acres)	50	58	70	100
National Extension Service and Community Projects (blocks):	-	479	1,200	5,600

Table continued:-

	1950-51	1953-54	1955-56 (Estimates)	1960-61
II. Industries-				
Pig Iron(for foundries million tons)	-	-	0.35	1.8
Finished steel(million tons)	1.1	1.1	1.3	5.0
Cement(million tons)	2.7	4.0	4.8	10.0
Aluminium(thousands tons)	3.7	3.8	4.0	40.0
Fertilisers(index)	-	-	100	400
Heavy chemicals(index)	-	-	100	300
Synthetic petrol(million tons)	nil	nil	nil	0.30
Cotton textiles(million yards)				
Mill	3718	4906	5000	5500
Handloom & powerloom	742	1200	1600	3200
Woollen manufactures(million pounds)	18	19.6	20	25
Sugar(million tons)	1.1	1.1	1.4	2.1
Soap(thousand tons):				
Large-scale	106	76	85	120
Small-scale	-	-	28	40
Footwear(million pairs):				
Large-scale	5.2	5.7	6.0	7.0
Small-scale	-	-	80.0	100.0
Vegetable oil(million tons)	1.2	1.4	1.5	2.0
Electrical goods(index)	-	290	100	166
Bicycle(thousands)	101	68	500	1000
Sewing Machines(thousands)	35	-	90	150
Metalware(small-scale, index)	-	-	100	135
III. Minerals-				
Coal (million tons)	32	36	37	60
Iron-ore(million tons)	3	4	4	13
Mica (cwts.)	162	-	150	200
Manganese(million tons)	1	2	2	3.5
IV. Transport and Power-				
Shipping(tonnage th.)	391	525	610	-
Railway(mileage)	-	-	34500	37500
Roads(th.miles):				
National highways	11.9	12.2	12.5	17.5
State roads	17.6	-	26.6	35.0
Electricity(m.Kw capacity)	2.3	2.8	3.5	6.0
V. Social Services:				
Hospital beds(thousands)	107	112	125	250
Doctors(registered, thousands)	-	65	70	90
Urban houses(lakhs)	101	-	120	150
Education(% of total children 6-14 going to school)	32	-	40	60

Investment.- The allocation of net investment in the economy is shown in the following table:-

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	Rupees in Millions			Percentage of total outlay
	Public sector	Private sector	Total	
1. Agriculture and Community development (including irrigation and flood control).	7,500	2,000	9,500	17.1
2. Power.	4,500	-	5,000	8.9
3. Transport and Communications.	8,500	5,000	9,000	16.1
4. Industries and Mining (including small-scale).	10,000	5,000	14,000	25.0
5. Construction.	2,500	11,000	13,500	24.0
6. Stocks and Miscellaneous.	1,000	4,000	5,000	8.9
Total.	34,000	22,000	56,000	100.0

Pattern of employment.— The plan frame estimates as follows the additional employment that may be counted upon for the second Plan:—

	Increase in employment 1955-56 to 1960-61 (in millions)	
Mines.	---	0.3 to 0.2
Factories .	---	1.2 to 1.4
Small enterprises (including construction workers).	---	3.0
Railways, communications, etc.	---	0.3 to 0.4
Other Commerce and Transport.	---	2.0
Government Administration.	---	0.5
Professions and Liberal Arts.	---	1.5 to 2.0
Total.		8.8 to 9.7

Thus, the foreseeable employment potential of the plan is of the order of 9 to 9.5 million persons absorbed outside agriculture. Perhaps some one to two million persons would be added to those engaged in agriculture in any case in view of the natural immobility of persons in the face of ~~not~~ rising standard of living in their existing occupations.

(Draft Recommendations for the formulation of the Second Five-Year Plan 1956-61 by Professor P.C. Mahalanobis; The Second Five Year Plan - A Tentative Framework. (A workingpaper prepared jointly by the Economic Divisions of the Ministry of Finance and the Planning Commission, in consultation with the Central Statistical Organisation and the Indian Statistical Institute); The Second Five Year Plan - Basic Considerations relating to the Plan Frame: A Memorandum prepared by the Panel of Economists, Planning Commission; A Note of Dissent on the Memorandum of the Panel of Economists by Professor B.R. Shenoy; The Statesman, 7 and 9 May 1955).

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Evaluation Report on Community Projects for the
Second Year: Hopeful outlook for building
Democracy.

"Never was a more hopeful outlook for building democracy from below available as when the Community Projects went into action", says the Report of the Programme Evaluation Organisation of the Planning Commission on the working of Community Projects and National Extension Service blocks, which has been issued recently*. "If we persist with the method, without straying in easy ways of formal official compliance and induce popular participation, a lasting service to the cause of democratic progress would be rendered. Popular leadership on which depends the success of Community Projects as well as of democracy, cannot be called forth in any other way".

Community Projects have contributed to guide the collective self-confidence of the people into constructive channels. Whether it is education, health or cultivation, knowledge and means of attaining better standards of life are brought within the reach of the people, the report adds.

Referring to the question of administrative co-ordination of the Community Projects work with the executive responsibility of the Collector, the report points out: "It ~~may~~ will be wrong to believe that the problem of inter-departmental co-ordination has been solved. Especially on the level of the block which is the effective unit of action, considerable uncertainty and lack of co-ordination still obtain, with regard to the relations between their superior officers and the block level technical officers and these latter and the Block Development Officer,,,,,,. From complete absorption by one department to toleration of parallel authorities of several departments all variants are being tried out in staffing at the block level".

Regarding the nature of the programme that should be kept in view the report says that it should be "popular, with officials participating, not the otherway round, i.e., an official programme of set quantitative measures in which the people are asked to ~~participate~~ participate".

* Government of India; Evaluation Report on Second Year's Working of Community Projects: Planning Commission, Programme Evaluation Organisation. April 1955, Vol.I, pp.81 plus 141; Vol.II, pp.269.

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The report makes a strong plea for separation of functions between the revenue and development staff below the Collector's level, i.e. to separate the roles of the tehsildars and of Block Development or Extension Officers.

It says: "Extensive emphasis at lower official levels on physical targets, rapid multiplication of blocks and a misunderstanding about the new role of the Collector, which is that of the Chief Development and Welfare Officer, not that of the captain of the revenue and magisterial teams put into developmental action, have in some places, checked the healthy progress of Community Projects and of democratisation of the rural development programme".

While realising the necessity of effecting co-ordination in developmental policies and plans at all levels, the report emphasises the fact that the normal working of the several departments through their own organisations and ~~their~~ staff should be encouraged. It supports the suggestion of appointing agricultural officers to the posts of Block Development Officers. On the otherhand, it observes that the practice of appointing revenue staff to the posts of Block Development Officers should be curtailed and the practice of attaching block officership as an adjunct to the other duties of revenue officers should be given up as absolutely unsuitable.

Expansion of Projects. - Emphasising the desirability of regulating the pace of immediate expansion of Community Projects and extension programmes a little more cautiously, the report warns against an undue emphasis on organisational compliance and official responsibility and a too formal compliance with the programmes and proformas issued by the Community Projects Administration.

The report also stresses the need for a more pronounced emphasis on quality and asks the States to work out the essential purposes of the Plan according to their intrinsic priorities in the best possible manner.

Commenting on the role of local bodies, the report says: "More vigorous and sustained efforts to make panchayats increasingly responsible for all items of general administration and of national extension would lead to a fulfilment of democracy as well as of community development..... The processes of administrative decentralisation and re-organisation must necessarily be built into the programme of emphasising the responsibility of local bodies for as large a sector of public functions as possible".

Village Level Workers.- Recognising the fact that there has been a noteworthy improvement in the training of Gram Sevaks, the report, however, says that the pace of expansion of blocks being ~~xxx~~ so high, quite a proportion of Gram Sevaks are there who are not trained and many more who are inadequately trained. It points out that "the whole subject of training (of Gram Sevaks and other personnel) including content, organisation, inspection and evaluation needs comprehensive resurvey at the hands of an Expert Committee".

The report makes a comprehensive study of the system of "integration" of functions and of replacing the specialist staff of the Agriculture, Co-operative and Revenue departments by a common cadre of multi-purpose Gram Sevaks, attending to all three duties. Integration below the level of the Collector or Sub Divisional Officer, is not favoured.

The report points to the continued ineffectiveness of Project Advisory Committees and suggests that they should be built up round the executive committee of the corresponding territorial units of local self-government. They should be further strengthened by the addition of notable official members, and co-opted or invited members from among legislators and the other categories of members who are now represented on the advisory bodies. It recommends that the presidentship of this committee should be open to chairmen of local bodies principally responsible for all local planning and execution.

Role of Co-operation.- Referring to co-operative institutions the report observes that while progress in quantitative terms cannot be said to have been striking in any area the lines of progress ~~by~~ and the variety of tasks attempted by co-operatives are such as should strengthen a feeling of confidence. "Anything that engages the general resources of the society in trading, production and construction has to be avoided", it warns. It suggests that unless an overall strengthening of the institutional structure of credit and allied activities is urgently undertaken extension activity will not reach below the upper layers of social and economic influence in villages.

Referring to the creation of such ad hoc bodies as development councils (or Vikas Mandals) the report favours these organisations where the main emphasis is on people ~~organising~~ organising themselves to achieve the means of their own progress by forming discussion and operational groups to popularise and execute projects of reform. But non-official auxiliaries created by officials and maintained as a formal channel for official acts is a pretence which has nothing to recommend itself.

Village industries.- On the question of village crafts and industries the report admits that within the experience of the evaluation centres there have been no really noticeable cases of improvement. The whole ~~of~~ area of village industries is really an unoccupied area ~~at~~ so far as Community Projects and National Extension are concerned, it says. This is so far no fault of those who are responsible for ~~the~~ either shaping or guiding these programmes. Whereas in the case of agriculture, health or education, there is some proved programmes which the development and extension organisation can adopt, in the field of industry, except perhaps in the case of khadi, there is no proved programme.

Unless on the basis of an ~~assigned~~ assigned sector of estimated total demand, production of village industries is fitted into the overall national programme of employment, investment and production, conditions cannot be said to be "ripe either for industrial extension or for co-operation", it adds.

Regarding transition to National Extension Service the report says that unless an institutional structure of panchayats and co-operative societies is built up there will be little spontaneity and continuity in the developmental process.

The report further lays emphasis on the need to expand the research facilities in agriculture and to promote effective communication between the researchers and the field workers. It suggests, that almost immediately it is necessary to build well-equipped research centres in close proximity to the people.

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State Bank of India Act, 1955 (No. 23 of 1955).

The State Bank of India Bill, 1955, as passed by the Parliament received the assent of the President on 8 May 1955 and has been gazetted as Act No. 23 of 1955. The Act provides for the Constitution of a State Bank for India and for the transfer to it the undertaking of the Imperial Bank of India.

The Statement of Objects and Reasons of the Bill declares that the Reserve Bank of India had appointed in August, 1951 a Committee of Direction for conducting an all-India rural credit survey. The general report of the survey embodying the Committee's recommendations was received last year. The Report makes comprehensive recommendations relating to numerous aspects of the problem of rural credit. One of the important recommendations and an integral part of the solution of the rural credit problem propounded by the Committee is the setting up of a State Bank of India as one strong integrated State-partnered commercial banking institution with an effective machinery of branches spread over the whole country for stimulating banking development by providing vastly extended remittance facilities for co-operative and other banks and following a policy which would be in effective consonance with national policies adopted by Government without departing from the canons of sound business. Such a State Bank of India is envisaged as coming into being by the amalgamation of the Imperial Bank of India with certain "State-associated" banks. On the 20th December 1954, Government announced that they accepted in principle this recommendation of the Committee and that they accepted in principle this recommendation of the Committee and that they had decided as a first step towards the setting up of such an institution, to assume effective control over the Imperial Bank. The Bill seeks to give effect to this decision.

Suitable provisions are made relative to the acquisition of the undertaking of the Imperial Bank, the taking over of its business and staff, the payment of compensation to shareholders, the setting up of an appropriate machinery for the governance of the State Bank of India, the business which the Bank

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may and may not transact, etc. It is contemplated that the Reserve Bank will always hold a minimum shareholding of 55 per cent in the paid-up capital of the Bank. By virtue of this holding and the composition of the Board of Directors of the Bank as well as by virtue of the power to give directions in matters of policy involving public interest vested in the Central Government, it is provided that the general working of the State Bank of India shall be ~~responsive~~ responsive to and in consonance with Government policies while the autonomy of the institution in its day-to-day working will be fully maintained. Amendments necessary to the Reserve Bank of India, Act, 1934, and to the Banking Companies Act, 1949, consequent~~ly~~ to the establishment of this institution, have been provided for in the Third and Fourth Schedules to the Bill.

(The Gazette of India, Extraordinary, Part II, Section 1, 11 May 1955, pp. 234-268; the Gazette of India, Extraordinary, Part II, Section 2, 16 April 1955, pp. 155-185).

Retention Prices of Steel raised: Assistance
to Industry for Development.

The Government of India announced on 16 May 1955 an increase in the retention prices of steel payable to Tata Iron and Steel Company Limited and the Indian Iron and Steel Company. It was also decided to pay uniform retention prices to the two companies at 385 rupees per ton pending inquiry of the Tariff Commission. The present retention prices for Tata Iron and Steel Company and the Indian Iron and Steel Company are 351 rupees and 378 rupees respectively.

~~The~~ The Government of India has also decided that agreements should be obtained from the two producers that the extra profits made by them as a result of the present increase in the price would be earmarked specially for development and expansion and not for any other purpose, except with the permission of the Government.

The Government has agreed that the capacity of Tata Iron and Steel Company should be expanded by nearly 500,000 tons of finished steel and that of the Indian Iron and Steel Company by 100,000 tons. Both producers had asked the Government to raise the retention prices to facilitate implementation of these additional expansion programmes partly out of their internal savings.

(The Statesman, 17 May 1955).

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35. Productivity.

India - May 1955.

Incentive Bonus Scheme introduced in the
Chittaranjan Locomotive Works.

An incentive bonus scheme, based on the approach that for better results individual rather than the collective group should be offered incentive has recently been introduced in the Chittaranjan Locomotive Works of the Central Government. The scheme is understood to have taken about three years to prepare. Every job had to be scientifically analysed and timed before the daily norms could be determined. Four "rate fixers" from the U.K., where the scheme is greatly in vogue, assisted in finalising the scheme. Every worker who turns out more than the prescribed amount of work, is entitled to an extra payment as incentive bonus on a piece-rate basis. The scheme, which has initially been introduced in the machine section of the Works, will be extended to the four other main sections of the Works during the current year. It is expected that the scheme will result in increase in output by about 15 to 20 per cent.

(Indian Labour Gazette, Vol. XII, No. 8,
February 1955, page 872).

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36. Wages.

India - May 1955.

Fixation of Minimum Wages in Andhra State:
Advisory Board's Recommendations.

The newly constituted Minimum Wages Advisory Board for the Andhra State, met at Kurnool on 30 April 1955 and considered the question of general revision of minimum wages fixed by the composite Madras Government for various employments. Mr. C.R. Reddi, Commissioner of Labour, presided and Mr. G. Latchanna, Labour Minister inaugurated the meeting.

The Board decided to examine the cases where wages were particularly low. It also decided to examine the question of extending the provisions of the Minimum Wages Act to the employees in printing presses, automobile workshops, foundries and salt pans and port labour. It considered the judgment of the Industrial Tribunal in a case holding that the notification fixing minimum wages in the public ~~sector~~ motor transport was defective and decided ~~therein~~ to take steps to rectify the defects therein.

With regard to the enforcement of the Minimum Wages Act in respect of employment under any local authority, the Board suggested that the Inspector-General of Municipal Councils and Local Boards and his assistants might be notified as Inspectors under the Act, for the purposes of the Act. The Board considered the decision of the High Court holding that the notification of the composite Madras Government fixing rates of wages for employees in any tobacco (including bidi-making) factory was ultra vires and decided to examine the question whether a fresh notification could be issued to rectify the defects pointed out.

The Board resolved that the amounts of fines realised under the Act might be utilised for purposes ~~of~~ such as supply of drugs, provision of educational facilities and recreation to the labour.

(The Hindu, 2 May 1955)

38. Housing.

India - May 1955.

Hyderabad Housing Board Bill, 1955.

The Government of Hyderabad published on 7 April 1955 ~~xxxxxx~~ the text of the Hyderabad Housing Board Bill, 1955, proposed to be introduced in the Legislative Assembly of the State. The Statement of Objects and Reasons to the Bill declares that it is expedient to take such measures, and to carry out such works as are necessary for the purpose of dealing with and satisfying the need of housing accommodation in the State and, with that object, to establish a housing board. The Bill has been drafted to meet the requirements.

The Bill provides for the establishment of a Board by the name of the Hyderabad Housing Board consisting of a chairman and such ~~number~~ number of members, subject to a maximum of eight and a minimum of four as may be appointed by the Government. The Board may incur expenditure and undertake work in any area to which the Bill applies for the framing and execution of such housing schemes as it may consider necessary or as may be entrusted to it by the Government. The housing scheme may provide inter alia for the acquisition of property necessary for the execution of the scheme, the laying out of any land comprised in the scheme, the construction and reconstruction of buildings, their maintenance and preservation, provision for drainage, water supply, sanitary arrangements and lighting, provision of accommodation for any class of inhabitants, facilities for communication and transport and collection of information and statistics. The Government may make subventions and ~~grant~~ loans to the Board for the purposes of the Bill and the Board may, with the previous sanction of the Government borrow any sum required for the purposes of the Bill.

Other provisions of the Bill deal inter alia with acquisition and disposal of land, constitution of Tribunal to decide disputes, power to evict persons from Board premises, and accounts and audit.

The Bill seeks to repeal the Hyderabad Labour Housing Act, 1952, and all rules and regulations pertaining to the constitution, working and activities of the Hyderabad City Improvement Board and the Secunderabad Town Improvement Trust.

(Hyderabad Government Gazette, Extraordinary, No. 32, 7 April 1955, pp. 189-214).

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Industrial Housing: 13.91 Million Rupees
granted for construction of 4,897 Tenements.

The Government of India sanctioned 13,909,033 rupees in March and February to construct 4897 tenements under the Subsidised Industrial Housing Scheme. This includes a subsidy of 3.6 million rupees and an equal amount as loan given to the Government of Bombay to construct 2,686 one-room single storey tenements at Ahmedabad and a subsidy and loan each amounting to 135,000 rupees to built one-room single storey tenements at Surat. The Government of Mysore has been given a subsidy of 828,960 rupees and a loan for the same amount for putting up 308 two-room single storey tenements.

(The Statesman, 2 May 1955).

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39. International Economic Relations.

India - May 1955.

Import Duties on Textiles Reduced: Help to U.K. Industry.

Mr. C.D. Deshmukh, Union Finance Minister, announced on 3 May 1955 at the Lok Sabha "certain reductions" in the import duties on cotton textiles. The downward revision is tentative for a year, at the end of which the position will be re-examined.

Under the revision, instead of the simple ad valorem duty imposed in 1953, the duty has now been linked with the excise duty paid by Indian cotton textile goods.

Thus instead of the ad valorem duty, ranging between 60 per cent and 80 per cent the cotton textiles of British manufacture will now pay a duty equivalent to the excise duty leviable for the time being on superfine cotton fabrics as well as the additional duty now levied in India under the Khadi and Other Handloom Industrial Development Act plus 25 per cent ad valorem duty.

The net effect of the change will be that superior British fabrics will now pay an effective import duty of about 30 per cent ad valorem. The reduction, therefore, would range from between 30 per cent and 50 per cent.

This downward revision of the import duty is interpreted as a "substantial friendly gesture to Britain".

There has been in recent years an increase in exports of Indian cotton textiles to the United Kingdom. Last year India exported about 400 million yards (about half her total exports) to United Kingdom and her colonies.

(The Statesman, 4 May 1955).

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

INDIA - MAY 1955.

41. Agriculture.

Draft Mysore Plantation Labour Rules, 1955.

The Government of Mysore published on 19 May 1955 the draft of the Mysore Plantations Labour Rules, 1955, proposed to be made in exercise of the powers conferred under the Plantations Labour Act, 1951. The rules prescribe, inter alia, the powers, functions and duties of the inspecting staff, requirements regarding health, medical facilities, recreational facilities, welfare, housing accommodation for workers in plantations, houses and limitation of employment, sickness and maternity benefits, and the registers to be maintained by the employers. The rules will be taken into consideration by the Government after 20 June 1955.

(Mysore Gazette, Part IV, Section 2c,
19 May 1955, pp. 175-219).

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42. Co-operation.

India - May 1955.

Punjab: Labour Co-operatives for Construction
Work to be encouraged.

To reduce unemployment and assure a proper wage to labour the Government of the Punjab has decided to take further steps to encourage formation of labour co-operative societies. It is hoped to eliminate as early as possible the contractor and the middleman from the State's extensive construction ~~program~~ projects, thus affording ~~an~~ greater financial benefits to the labour.

There are already nearly 300 such societies and these have executed works worth 8.5 million rupees during the last two years. It is, however, proposed to widen their scope.

The State Government has agreed that during the current financial year all unskilled works will be entrusted to labour co-operatives. In addition they will be given all skilled labour projects valued up to 50,000 rupees.

A committee of experts has been appointed to draw up a minimum wage structure for members of the labour co-operatives. The membership of these societies would be limited only to actual workers.

(The Statesman, 29 April 1955).

43. Handicrafts.

India - May 1955.

Development of Small Industries: State Schemes to Cost 50 Million Rupees.

Schemes to develop small-scale industries in 1955-56, estimated to cost 50 million rupees have been framed so far by the State Governments.

This was stated ~~that~~ at the second meeting of the ~~the~~ Small-Scale Industries Board set up by the Ministry of Commerce and Industry, which was held in New Delhi on 23 April 1955 to review the progress made in developing small industries.

Schemes received from the States include model units for carpentry, blacksmithy, leather tanning and leather footwear; those for the development of existing industries, formation of industrial groups and to get up industrial estates.

The Board discussed ways of speeding up the preparation and execution of schemes. It was agreed that a small ad hoc committee be set up to examine the schemes received from the State Governments so that decisions could be taken without delay. The quantum and manner of Central assistance was also discussed. It was felt that the existing pattern of Central aid under which the Union Government bears 50 per cent of the recurring expenditure on a scheme, 75 per cent of the non-recurring expenditure and 100 per cent of the capital required, should continue for some of the schemes, while for others new patterns would have to be evolved.

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The question of strengthening the administrative organisation at the State level to implement the schemes for the development of small industries was examined and it was felt that since in the second *Five year Plan* being laid on small industries, the organisation in the States should be strengthened considerably.

The Board also decided that it was necessary to have in each State an officer of the status of an Additional Director or Joint Director to deal with schemes to develop small industries. The extent to which the Central Government could finance expenditure on such additional staff was considered.

The Board approved in principle a programme under which 200 engineering graduates would be trained in small industries. After training they would be available for work in community project blocks for the development of small industries and in the execution of other development schemes.

A general discussion also took place on the programme for small industries in the second Five Year Plan during which Directors of Industries of States outlined the lines on which the development was envisaged.

(The Statesman, 26 April 1955).

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Promotion of Handloom Industry: Marketing
Co-operative Society formed.

A Handloom Fabrics Marketing Co-operative Society has been formed to organise and promote the marketing of handloom fabrics both within the country and in export markets.

The society, which has been sponsored by the All-India Handloom Board, will promote inter-State trade in handloom goods, develop export markets and will purchase or facilitate sales of handloom goods manufactured by organisations affiliated to it or members of such organisations. The society will establish and conduct depots both in India and abroad for exhibition and sale of handloom cloth. The society will also advise affiliated organisations and members about the suitability of patterns for the different markets and provide assistance to them in procuring yarn and other raw materials.

(The Statesman, 19 May 1955).

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All-India Khadi and Village Industries
Commission Bill, 1955.

Mr. T.T. Krishnamachari, Minister for Industry and Commerce, Government of India, introduced in the Lok Sabha on 25 April 1955 a Bill to provide for the establishment of a Commission for the development of khadi and village industries and for matters connected therewith.

The Statement of Objects and Reasons to the ^{13://} declares that with a view to promoting and ~~developing~~ developing khadi and village industries the Central Government constituted a Board called the All India Khadi and Village Industries Board and vested it with powers to prepare and organise programmes for the production and development of khadi and village industries and to deal with other matters incidental thereto. It has, however, been found in actual practice that the work of the Board has been hampered by certain procedural and financial difficulties, difficulties which would be removed if a Commission were set up by law. It is, therefore, proposed to set up a Commission, called the All India Khadi and Village Industries Commission, which will be vested with powers, executive as well as administrative, for the proper development of khadi and village industries. The Bill also provides for the All India Khadi and Village Industries Board functioning as an advisory body which will advise the Commission generally in the discharge of all its ~~the~~ duties.

The functions of the Commission shall generally be to plan, organise and implement programmes for the development of khadi and village industries.

In particular the Commission may take such steps as it may think fit - (a) to plan and organise the training of persons engaged in the production of khadi or in village industries; (b) to build up a reserve of raw materials and implements and to supply them to persons engaged in the production of khadi or in village industries at such economical rates as may be suitable in the opinion of the Commission; (c) to provide for the sale and marketing of khadi or of products of village industries; (d) to encourage and promote research in the technique of production of khadi or in the development of village industries, or to provide facilities for a study of the problems relating to khadi or village industries; (e) to maintain or assist in the maintenance of institutions for the development of khadi or village industries; (f) to undertake, assist or encourage

the production of khadi or the development of village industries; (g) to promote and encourage co-operative efforts among manufacturers of khadi and persons engaged in village industries; (h) for ensuring the genuineness of, and for granting certificates to producers of, or dealers in, khadi or the products of any village industry; and (i) to carry out any other matter which may be prescribed.

The Bill defines 'village industries' as all or any of the industries specified in a schedule and the Central Government is empowered, of its own motion or the recommendation of the Commission, to declare by notification in the Official Gazette any other industry to be a village industry. The industries mentioned in the schedule are the following: Bee keeping; Cottage match industry; Cottage pottery industry; Cottage soap industry; Flaying, curing and tanning of hides and skins and ancillary industries connected with the same and cottage leather industry; Ghani oil industry; Hand-made paper; Manufacture of cane-gur and khandsari; Palm-gur making and other palm-products industry; and Processing of ~~saxa~~ cereals and pulses.

(The Gazette of India, Extraordinary,
Part II, Section 2, 25 April 1955,
pp. 203-214).

44. Merchant Marine and Fisheries.

India - May 1955.

Conditions of Work of Port Staff in Calcutta and Bombay: Inquiry Committee's Recommendations.

The Ports Marine Services Inquiry Committee, headed by Mr. N.S. Lokur, President, Railway Rates Tribunal, has submitted its report to the Government recently.

The Committee was set up to inquire, among other things, into the conditions of work of various categories of personnel employed in the ports of Calcutta and Bombay, their scales of pay, allowances fees and medical facilities.

So far as recruitment is concerned, the Committee has recommended that there should be a better distribution of officers holding the Masters (foreign-going) Certificate of Competency between shore appointments and appointments at sea.

Dealing ~~with~~ specifically with the position of Assistant Harbour Masters in Calcutta the report says that the port Commissioners should maintain a sufficient number of specially trained mooring crew to be put on board ships for each operation of mooring and unmooring.

Until this is done, a fee of 25 rupees per ship is recommended for payment to the Assistant Harbour Masters in respect of any ship for which no special mooring crew is engaged.

The Hooghly Pilot Service is separately dealt with. The pay of the Port Pilot Officer (U Scale), adds the report, should be fixed at 1,900 rupees per month and he should also receive a special mess allowance.

The Hooghly pilots are also recommended for a special "away-from-base" allowance.

Officers of the Dredger and Despatch Service, according to the Committee should also be granted a special "away-from-base" allowance for the days for which they are away from their base ~~at~~ at Calcutta.

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The Committee's recommendations regarding hours of work, etc., include one that Assistant Harbour Masters should be allowed one day off every week and 20 days' casual leave in a year. Similar recommendations are made for the Hooghly Pilot Service, the Dredger and Despatch Service, the River Service and the Berthing Masters.

The scheme formulated by the Chief Medical Officer, Calcutta Port, for affording medical facilities to the marine staff on a zonal basis deserves to be implemented "as early as possible".

Liberal leave rules are also recommended. Officers, says the report, should be encouraged to take earned leaves at regular intervals and well before the maximum level is reached.

European officers in the Calcutta and Bombay Port Marine Services, the report says should be granted free passages for themselves, their wives and dependent children residing with them in India, ~~for~~ once every three years.

(The Statesman, 28 April 1955).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MAY 1955.

50. General.

Conditions of Labour in Dockyards in India.

A review of the conditions of labour in the dockyards in India as in December 1952, has been given in the Indian Labour Gazette, March 1955, bringing up-to-date the information contained in the report of the Labour Investigation Committee (1946) and a subsequent survey conducted by the Labour Bureau in 1950 (vide pp.36-42 of the report of this Office for January 1951). The information is based on replies to a questionnaire received from 12 dockyards, 4 of which are located in Bombay, 6 in West Bengal and the other two in Cochin and Visakhapatnam.

Employment.- The table given below shows employment in the 12 dockyards during January 1950 and September 1952:-

Units	September 1952			January 1952			
	Total	Direct Labour Perma- nent	Tempo- rary	Contract labour	Total	Direct labour	Contract labour
1	2	3	4	5	6	7	8
Bombay-							
Unit No.1 --	3060	2334 (76.3)	726	-	2717	2717	-
Unit No.2 --	1401	919 (83.5)	182	-	1488	1488	-
Unit No.3 --	5017	-	5017	-	5324	5324	-
Unit No.4 --	1284	1140 (88.7)	144	-	2083	2083	-
West Bengal-							
Unit No.1 --	3092	2819 (91.2)	273	-	3684	3684	-
Unit No.2 --	1175	1018 (86.6)	42	115	1608	1608	-
Unit No.3 --	1348	804 (59.6)	-	544	1365	940	425
Unit No.4 --	3990	3809 (95.5)	181	-	7579	7054	525
Unit No.5 --	83	23 (27.7)	-	60	40	21	19
Unit No.6 --	927	927 (100.0)	-	-	1263	1263	-

Table continued:-

1	2	3	4	5	6	7	8
Cochin. --	584	543 (93.0)	41	-	572	572	-
Visakhapatnam.	3779	3714 (98.3)	-	65	N.A.	N.A.	N.A.
Total --	25440 (100.0)	18050 (71.0)	6606 (26.0)	784 (3.0)	* 27723	* 26754	* 969

N.B.-Figures in brackets are percentages.
 * Exclude the figures for Visakhapatnam.
 N.A. - Not Available.

It is seen from the table that with a few exceptions employment fell in all the units since 1950. The largest fall was recorded in West Bengal where it was of the order of 31.7 per cent. In Bombay there was a fall of approximately 10 per cent. In the unit in Cochin there was only a small increase in employment by about 2 per cent. Most of the labour was employed directly and the system of employing workers through contractors did not exist at all in Bombay and Cochin units. ~~xxxxx~~ With the exception of one unit in Bombay where all the workers ~~xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx~~ were temporary a very high proportion of directly employed workers was permanent in each unit. In none it was below 75 per cent. Permanent labour formed 71 per cent of the total labour employed in all the units. Very few women were employed in the dockyards. Two units in Bombay employed 27 women between them. One unit each in West Bengal and Visakhapatnam employed women and the number employed in each was 3 and 19 respectively.

Recruitment.- Almost all the dockyards had labour officers or welfare officers who looked after recruitment of labour. The services of the local employment exchanges, were utilised for this purpose. In some dockyards, preference was given to relations of the employees or to old or retrenched workers seeking re-employment.

Except a dockyard in Calcutta and another at Visakhapatnam all the dockyards had apprenticeship schemes.

Figures regarding length of service show that of the total number of workers, over 19,000 i.e., 83 per cent had put in more than five years' service, of which about 36 per cent of the total had actually put in more than 10 years' service. The average annual minimum was 3 per cent.

The maximum was

Absenteeism.- The data on absenteeism received from 8 dockyards ~~shows~~ shows that level of the rate of absenteeism varied widely between one unit and another. 21.9 per cent in a unit in Bombay, while the minimum of 0.4 per cent in a unit in West Bengal. The overall average was 5.5 per cent. The rate of absenteeism in almost all the units was generally higher during the summer months of April to June and ~~that it~~ was the highest in May.

Hours of work and shifts.- Weekly working hours in most of the dockyards were 48 but in two cases they were only 45. Six of the units worked 8 1/2 hours a day with only 5 hours on Saturdays and the remaining worked 8 hours a day with 7 hours on Saturdays. Of the twelve dockyards, only 3 had three shifts each, 4 had two shifts and five had only a day shift.

Wages and earnings.- There was no standardisation of occupation, wages or dearness allowance in the different dockyards. As regards basic wages, the lowest figure of minimum basic wage of 1 rupee per day was current in a Bombay dockyard whereas the maximum figure of 2 rupees 8 annas per day existed in ~~at~~ Cochin. As in the case of wages, there is no standardised rates of dearness allowance in the different dockyards. The following table shows the basic minimum wages and the dearness allowance in the dockyards:-

Units	Minimum basic wage per month			Amount of Dearness allowance per month		
	Rs.	As.	P.	Rs.	As.	Ps.
Bombay-						
Unit No. 1 -----	54	9	0	61	12	0
				At 1.9 pies perday per rise of each point in the cost of Living index number over 105.		
Unit No. 2 -----	26	0	0			
Unit No. 3 -----	30	0	0	40	0	0
Unit No. 4 -----	30	0	0	40	0	0
West Bengal-						
Unit No. 1 -----	30	1	0	31	0	0
Unit No. 2 -----	30	8	0	31	0	0
Unit No. 3 -----	30	1	0	30	14	0
Unit No. 4 -----	30	0	0	31	4	0
Unit No. 5 -----	40	0	0	43	0	0
Unit No. 6 -----	41	7	0	31	0	0
Cochin -----	65	0	0	39	13	0
Visakhapatnam -----	45	8	0	50	0	0

Eight of the dockyards have furnished information regarding the latest bonus declared by them. The details and conditions attached to its payment are given below:-

Units	Amount of Bonus	Year to which information relates	Conditions attached to payment.
Bombay-			
Unit No. 1	-- 1/8th of the basic earnings.	Year ending September 1952.	All employees who worked for 7 days or more during the year.
Unit No. 2	-- 7/24th of total basic earnings.	1951	
West Bengal-			
Unit No. 1	-- Interim bonus of one month paid, but the matter is under reference to Tribunal.	1952	
Unit No. 2	-- (i) For 5 years' service- 4 weeks' wages. (ii) For 3 to below 5 years' service- 2 weeks wages. (iii) For 1 to below 3 years' service- 2 weeks' wages. (iv) For less than 1 year service- 10 rupees flat.	1952	
Unit No. 3	-- Normally one month's basic pay per year.	..	
Unit No. 4	-- One month's basic pay.	1952	
Unit No. 5	-- 1 1/2 months' basic pay.	1952	Subject to completing of 3 year months' service.
Unit No. 6	-- One month's basic pay.	..	Subject to attendance qualifications.

Certain other allowances were also paid in certain dockyards. For example, in one unit in Bombay, workmen posted in stream at the meal intervals were paid food allowance, at the rate of 9 annas per day ~~xxxx~~ for skilled and 12 annas for unskilled and semi-skilled workers.

The actual average for all the units of basic earnings and dearness allowances and other allowances in respect of 14 selected occupations is given below:-

Category	Basic Wages			Dearness allowance			Other allowances			Total		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
1. Fitters -----	54	7	10	51	0	3	34	10	0	140	2	1
2. Welders -----	50	6	10	38	6	3	19	6	1	108	3	2
3. Electricians-----	81	4	5	63	11	0	28	13	4	173	12	9
4. Blacksmiths-----	46	12	0	37	4	0	15	5	11	99	5	11
5. Hammermen-----	53	7	3	52	10	1	19	4	11	125	6	3
6. Boilermakers-----	53	6	2	48	2	2	28	4	8	129	13	0
7. Moulders-----	52	4	11	41	10	3	10	4	0	104	3	2
8. Rivetters-----	47	12	4	39	5	1	19	9	2	106	10	7
9. Carpenters-----	65	0	2	50	14	11	11	14	4	127	15	5
10. Painters-----	43	15	4	41	10	10	12	0	1	97	10	3
11. Patternmakers----	54	11	8	40	5	6	18	15	3	112	0	5
12. Welders-----	68	11	0	31	12	6	88	15	9	189	7	3
13. Flotilla Attendants.	71	15	11	39	13	4	134	9	6	246	6	9
14. Mazdoors-----	31	13	8	36	14	0	11	2	8	79	14	4

Leave and holidays.- In addition to statutory leave workers in all the dockyards got between 10 and 17 holidays with pay during the year. In addition, workers were entitled to 7 to 15 days sick leave with pay during the year.

Standing Orders.- Among the eleven units which furnished this information, 8 dockyards had framed standing orders regulating the conditions of work, shifts, working hours, etc. In two cases these had not yet been approved by the authorities concerned. In 2 other cases fresh orders were being prepared.

Housing and welfare.- Of the 12 dockyards, eleven had an officer to effect liaison between labour and management although he was actually given different designations e.g. Labour Officer, Welfare Officer, or Personnel Officer.

Eight of the twelve dockyards, provided no housing accommodation to its workers. The percentage of workers housed in the remaining four was 6, 22, 40 and 45. In one dockyard arrangements for residential accommodation were being made where 10 buildings containing 216 family suites and 8 buildings containing 192 single suites were under construction.

All dockyards except one maintained well-equipped dispensaries with qualified doctors to provide free medical aid to the workers. The Indian Naval Dockyard at Bombay maintained also a maternity clinic and a creche. Facilities for the education of children were provided only in two dockyards, in one of which there was a kindergarden school and in the other a primary school. Ten dockyards out of 11 for which information on the subject is available had canteens. Co-operatives Societies existed in eight of them. Facilities for indoor and outdoor games were also provided in 9 dockyards.

Provision for the future.- Provident fund schemes existed in all the twelve dockyards. The contributions by worker and employer were equal. A fairly large proportion of workers were members of the fund, the percentage being above 60 in all cases. In addition to the Provident Fund, even of the units also paid gratuity to their employees. The usual rates of gratuity was half a month's pay for each completed year of service subject to a maximum of 15 months' pay. In addition to these privileges, one of the units paid pension to employees with over 20 years' service. Another unit in place of gratuity paid pension to employees retiring after a long service.

Industrial Relations.- In three of the dockyards there were no trade unions. Parallel organisations existed in three. In the remaining dockyards registered trade unions were functioning. Managements of two dockyards had not recognised any union of their workers. In the remaining dockyards one trade union was recognised by the management.

(Indian Labour Gazette, Vol. XII,
No. 9, March 1955, pp. 962-970)

'L'

Labour Conditions in Municipalities in India:
Labour Bureau Survey.

A survey of labour conditions in 18 municipalities in December 1952 was recently undertaken by the Labour Bureau, to bring up-to-date the information on the subject contained in the Report of the Labour Investigation Committee and ~~these~~ subsequent surveys made by the Labour Bureau in January 1950 and July 1951. Questionnaires for the purpose of the present survey ~~was~~ sent to 20 municipalities, of whom Calcutta, Gauhati, Patna and Nagpur did not reply. The remaining 16, which sent replies were the following: Ajmer, Ahmedabad, Ambala, Bangalore, Bombay, Coimbatore, Cuttack, Delhi, Hyderabad, Kanpur, Lucknow, Madras, Madurai, New Delhi, Poona and Simla.

Employment.- The total number of workers employed in December 1952 in the 16 municipalities, classified by men, women and children in December 1952, are shown in the following table:-

Municipality	December 1952	Men	Women	Children	Percentage of Col. 2 to Col. 2.	Percentage of permanent workers to total
1	2	3	4	5	6	7
1. Ajmer --	853	845	8	-	0.9	29.7
2. Ahmedabad --	6,351	4,856	1,478	17	23.3	63.0
3. Ambala --	200	164	36	-	18.0	19.5
4. Bangalore --	2,574	1,704	870	-	33.8	91.7
5. Bombay --	27,182	23,161	3,959	62	14.6	78.1
6. Coimbatore (only Health and Engineering Departments) --	915	580	535	-	36.6	67.9
7. Cuttack --	708	408	300	-	42.4	83.2
8. Delhi --	4,476	3,806	654	16	14.6	63.1
9. Hyderabad --	2,327	879	1,448	-	62.2	99.3
10. Kanpur (Municipal Board) --	1,440	937	479	24	33.3	40.9
11. Lucknow (water works, Health and Engineering Dept.) --	2,334	1,550	727	57	31.2	99.4
12. Madras --	10,504	8,226	1,739	539	16.6	87.0
13. Madurai --	2,271	1,601	446	224	19.6	79.3
14. New Delhi --	2,740	2,576	164	-	6.0	71.8
15. Poona --	2,235	1,496	739	-	33.1	55.2
16. Simla --	915	910	5	-	0.6	38.0
Total --	68,025	53,699	13,387	939		
Percentage to Total number of workers.		78.9	19.7	1.4		

Studying comparative figures available for 14 municipalities for the year 1950, it is seen that the total employment in these January 1950 was 62,827 against the figure of 64,839 in December 1952, an increase of 3.2 per cent.

Nearly one-third of the workers had been in service for 10 years or more. The proportion having 1-5 years and 5-10 years service was near about equal, being a little above one-fourth in each case. These proportions are reflected in the figures for individual municipalities except in a few cases, where some one length of service group shows a higher proportion e.g. Ahmedabad 5-10 years group, Bombay 1-5 years group, Delhi 1-5 years group and 5-10 years groups and so on.

Recruitment.- Most of the municipalities maintained registers of persons seeking employment and when vacancies arose, persons taken up, according to the priority of registration, if they were otherwise fit. The selection was generally made by heads of the departments. The services of employment exchanges were utilised to some extent by three municipalities, namely, Coimbatore, Kanpur and New Delhi. In the old Delhi municipality, recruitment in the Health Department was made on the recommendation of the Labour Welfare Officer.

Only the municipalities of Bombay, Delhi and Madurai employed contract labour.

Wages and earnings.- The monthly minimum wage rates of workers during the years 1950, 1951 and 1952 in the various municipalities are given in the following table:-

Municipality	Minimum basic wage		
	January 1950	July 1951	December 1952
	Rs.	Rs.	Rs.
1. Ajmer	30	30	49.25
2. Ahmedabad	25	25	25
3. Ambala	16	20	20
4. Bangalore	18*	18*	18
5. Bombay	35	35	35
6. Coimbatore	-	17.5**	17.5**
7. Cuttack	14	15	15
8. Delhi (including New Delhi).	30	30	30
9. Hyderabad	20	20	26
10. Kanpur	25	25	25
11. Lucknow	25	25	25
12. Madras	15	15	15
13. Madurai	-	-	17.5**
14. Poona	30	30	30
15. Simla	15***	15	60***

* An interim relief of 8 rupees 8 annas per month was also given.

** Women get 14 rupees per month.

*** Inclusive of Dearness Allowance.

Under the Minimum Wages Act, 1948, many of the States have fixed minimum wages for workers employed under local authorities, which term includes municipalities. These are given below:-

State	Minimum Wages per month			
	Rs.	As.	Rs.	As.
Bihar	25	0	to	27 0
Madhya Pradesh	19	8	to	26 0
Madras	25	0		-
Punjab	40	0	to	60 0
Uttar Pradesh	17	8	to	36 4
West Bengal	10	0	to	52 8)
				18 4 to 50 0)
Mysore	35	0		(inclusive D.A.)
Hyderabad				
Rajasthan	30	0		-
Saurashtra	32	8	to	52 0
Ajmer	47	8	to	49 4
				(Inclusive D.A.)
Bhopal	28	0	to	32 8
Delhi	51	0	to	65 0
Vindhya Pradesh	20	0		-

The minimum dearness allowance paid varied from 14 rupees in Cuttack to 40 rupees in Delhi and New Delhi. Compared to January 1950 and July 1951 dearness allowance was increased only in the three municipalities of Ambala, Bangalore and Hyderabad. In most of the municipalities dearness allowance is fixed at a flat rate and is not linked to the cost of living index.

Besides, municipal employees also received certain other allowances including house rent allowance, unclean allowance and city allowance.

Hours of work and shifts.- The usual daily hours of work in all the municipalities were between seven to eight hours, except in Lucknow, where the workers in the health department worked 6 1/2 hours a day. In most of the municipalities workers in the health department were required to work lesser hours compared to these in other departments, such as engineering, water works and electric supply. Workers in the conservancy section of health departments usually had two shifts of 3 to 4 hours each, one in the morning and another in the afternoon, with a big interval in between at noon. Ten out of 16 municipalities had night shifts, which was usually limited to workers in departments such as water works, hospital, etc. None of them gave any special facility or allowance to night shift workers,

State	Total Membership
Part 'A' States	
Assam	61
Bihar	986
Bombay	13,656
Madras	3,126
Orissa	769
Punjab	1,856
Uttar Pradesh	3,415
West Bengal	6,517
Total	30,386
Average	260
Part 'B' States	
Hyderabad	202
Rajasthan	478
Saurashtra	1,364
Travancore-Cochin	415
Total	2,459
Average	205
Part 'C' States	
Ajmer	284
Delhi	3,478
Bhopal	413
Total	4,175
Average	464
Grand Total	37,020
Average	268

Though the over-all average membership was 268, it was higher in the Part 'C' States, namely 464. The average membership per trade union was the highest in Delhi and Bombay being 696 and 402 respectively. Women formed about one-sixth of the total ~~work~~ number of workers.

Industrial disputes.- The following table gives statistics of number of disputes, workers involved and man-days lost due to industrial disputes in the municipalities in India from 1951 to 1954.

Year	No. of disputes	No. of workers involved	No. of man-days lost
1951	56	15,436	87,111
1952	52	7,470	50,054
1953	23	3,138	9,642
1954	24	3,773	31,541

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From the above, it may be observed that both the number of disputes and the number of workers involved per dispute decreased between 1951 and 1954. ~~The~~ The number of man-days lost, however, shows a sudden increase in 1954. This is mainly due to a strike of 600 sanitary workers in Guntur municipality, who struck work on 22 March 1954, demanding re-instatement of "gang mazdoors" and withdrawal of retrenchment orders served on 17 workers. The strike ended on 17 April but the loss of man-days in this case alone, was 15,600. Otherwise there is evidence of a substantial decline in the average duration of disputes. Considered on the whole, it seems that the labour-management relations have not been very bad and that they show a substantial improvement since the last two years.

Housing.- All the municipalities, except, Ambala have provided to varying extent, housing facilities to their workers. However, housing facilities are not always uniformly made available to all workers. Sometimes, they are restricted to workers in essential services such as firebrigade, water works and hospitals. Likewise, the ~~various~~ ~~practices~~ practices in the matter of house rent also vary; in some municipalities housing is free and in others workers are charged for the houses. On the whole, about 15 per cent of the total number of workers were provided housing accommodation. Of these about half the number were rent free and the remaining half paid a rent varying between annas 2 (in Ajmer) to 13 rupees per month (in Poona). Most of them paid a monthly rent of eight annas to three rupees or so per month. Those who were not provided housing accommodation were paid house rent allowances. Generally the housing accommodation consisted of one room, kitchen and a verendah; but a few municipalities had two-room tenements also.

Welfare.- Provision of facilities for education, recreation of municipal workers existed to varying extent in all the municipalities except Ajmer. However, barring a few of the municipalities, such as Bombay, Madras and Hyderabad, they did not provide anything more than medical facilities, which were not unoften merely the same as these open to the general public. Adult literacy classes and free primary education to workers' children, canteens, co-operative societies, ^{and} creches existed in some municipalities. Considered on the whole,

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it would appear that the available welfare services admit of considerable improvement, particularly in respect of workers, most of whom have to do work of an unclean nature. In the municipalities of Ahmedabad, Bombay, Lucknow and Poona, fines levied on workers were credited to a fund known as 'Fines Fund'. Delhi was also considering the creation of a similar fund. The income from the fund was used mostly for the organisation of welfare work amongst municipal employees. The amounts in the fund in Ahmedabad and Bombay were 10,253 rupees 7 annas (on 1 January 1953) and 559,075 rupees 6 annas (on 1 January 1951) respectively.

Provisions for the future.- Excepting the municipalities of Ajmer and Bangalore (city area), all the others have made provision for workers in their old age mostly in the form of contributory provident fund.

(Indian Labour Gazette, Vol. XII, No. 8,
February 1955, pp. 809-824).

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Madhya Pradesh Shops and Establishments
(Amendment) Act, 1955 (XI of 1955).

The Madhya Pradesh Shops and Establishments (Amendment) Bill (vide page 32 of the report of this Office for September 1954) as passed by Madhya Pradesh Legislature received the assent of the President on 3 May 1955 and has been gazetted as Act No. XI of 1955. The Amendment Act removes certain defects revealed in the working of the Shops and Establishments Act, 1947, during the past six years.

The existing provisions of sections 9 and 13 of the Act are rather too rigid and no shop or establishment can remain open on a day of public festival which falls on the weekly holiday. Suitable amendments have been made providing that an employer may keep his shop or establishment open on such a day subject to the condition that such shop or establishment remains closed on any other day in the same week. Other amendments are of a minor nature.

(Madhya Pradesh Gazette, Part IV-A,
13 May 1955, pp. 62-64).

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51. Hours of Work.

India - May 1955.

Working of the Hours of Employment Regulations
in Railways during 1953-1954.

The main objects of the "Hours of Employment Regulations" are (i) to regulate the hours of work of different categories of staff; (ii) to prescribe compulsory rest periods; and (iii) to lay down overtime wages for work extra hours and compensatory rest in lieu of periodic rest foregone in cases of emergencies. The regulations apply to all classes of railway servants except (a) those covered by the Factories Act, 1948, the Indian Mines Act, 1952, and the Indian Merchant Shipping Act, 1923, (b) supervisory staff, (c) persons employed in a confidential capacity, (d) certain staff of the medical department, (e) armed guards and other police personnel, (f) class IV ~~and~~ staff whose work is specially light, (g) staff of railway schools, and (h) casual labour. The annual Report of the Chief Labour Commissioner on the working of the Regulations show that during the period under review, after properly examining the work-load of the staff, the Central Railway implemented these Regulations on the Ex-State Railways merged with it. A similar action could not, however, be completed by the Western Railway.

According to the volume, nature and intensity of their work, the workers were classified into 4 categories for the purposes of the Regulation, viz., intensive, intermittent, continuous and excluded. The following table shows the total number of workers in these categories in the four categories in 1952-53 and 1953-54:-

Category	No. of workers during			
	1953-54	Per cent	1952-53	Per cent.
Intensive -----	1,175	0.2	1,136	0.2
Continuous -----	442,126	82.2	426,840	82.8
Intermittent-----	73,161	13.6	67,436	13.1
Excluded -----	21,725	4.0	20,027	3.9
Total -----	538,187	100.0	515,439	100.0

The officials of the Industrial Relation Machinery, ~~XXXX~~ who are in charge of the administration of the Regulations, inspected 5,970 establishments and detected 15,418 irregularities during the period under review, as against 5,771 inspections and 11,610 irregularities detected in the previous year. Of the total number of irregularities detected during the year 5,485 (36 per cent) related to non-display or display of defective rosters, 723 (5 per cent) non-display of regulations, 2,397 (15 per cent) to work beyond scheduled hours, 1,877 (12 per cent) to working on rest days, 176 (1.5 per cent) to continuous night duty and 920 (6 per cent) to non-payment of overtime wages. All the irregularities detected were brought to the notice of the Railway Administration concerned. During the year, 8,661 irregularities were rectified, 169 were objected to by the Railway Administration and the rest were under consideration. Of the total number of irregularities rectified, 33 per cent were rectified within 3 months and 32 per cent within 6 months whereas the corresponding percentages of irregularities rectified within the respective periods during 1952-53 were 27 per cent and 61 per cent respectively.

During the period under review, the Industrial Relations Machinery carried out a large number of inspections and took great care to see that the benefits conferred by regulations were not denied to the workers. However, some irregularities could not be rectified as the Railway Administrations generally took a rather long time for dealing with the cases.

(Indian Labour Gazette, Vol. XII, No. 9, March 1955, pp. 981-983).

15

Burma: The Mines Amendment Act, 1955
(Act No. III of 1955): Prohibition
of Night Work for Women and Children
and Underground Work for Women.

The Government of the Union of Burma published on 17 March 1955, the Mines (Amendment) Act, 1955 (Act No. III of 1955) providing (i) that "no woman shall be permitted to enter for purposes of employment or be employed in the underground workings of any mine, or be employed for night work in any part of any mine; Provided that this sub-section shall not apply to women employed in health and welfare services"; and (ii) that "no person who has not completed his eighteenth year shall be permitted to enter for purposes of employment, or be employed for night work, in any part of a mine". The term "night" means under the Act a period between 6 P.M. and 6 A.M.

The Act will come into force on such date as the Government may notify in this behalf.

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

India - May 1955.

Uttar Pradesh Factories Welfare Officers Rules, 1955.

The Government of Uttar Pradesh published on 20 April 1955, the U.P. Factories Welfare Officers Rules, 1955, made in exercise of the powers conferred under the Factories Act, 1948, and in supersession of the Factories Welfare Officers Rules, 1949. The rules prescribe the conditions of service and duties of welfare officers to be appointed under the rules.

(Government Gazette of the Uttar Pradesh, Extraordinary, 20 April 1955, pp. 1-7).

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56. Labour Administration.

India - May 1955.

Inspection of Mines in India: Report of the Chief Inspector of Mines for 1951*.

The following information relating to the working of the Indian Mines Act, 1923, is taken from the annual report of the Chief Inspector of Mines for 1951.

Number of mines.- The Indian Mines Act, 1923, was extended to mines in Part 'B' States from 1 April 1951. The Indian Mines Act is, therefore, applicable now to all mines in India, with the exception of mines in the State of Jammu and Kashmir. During the year 1951, there were at work 893 coal mines and about 2,170 other mines which came under the purview of the Indian Mines Act. The corresponding figures for the year 1950 were 891 and 1,205 respectively. Annual returns were received from all mines, except from some small mines other than coal mines engaged in seasonal work during the year.

Number of workers employed.- During the year the average number of persons working in and about the mines regulated by the Indian Mines Act was 549,048 as compared with 471,761 in the previous year. This figure includes 38,153 persons employed in the non-coal mines in Part 'B' States, and not included in the figures given in the report for the year 1950. If this figure is excluded, it will be observed that the total number of persons employed was 39,134 or 8.3 percent more than in the previous year.

The number of men and women who worked underground, in open workings and on the surface was as follows:-

* Annual Report of the Chief Inspector of Mines in India for the year ending 31 December 1951, Indian Mines Act, 1923: published by the Manager of Publications, Delhi, pp. 244. Price Rs. 17-14-0 or 27sh. 6d.

	Men		Women	
	1951	1950	1951	1950
Underground --	220,312	190,320	-	-
In open workings.	89,467	70,488	54,107	44,373
Surface --	129,662	114,447	55,500	52,133
Total.	439,441	375,255	109,607	96,506

If the figures for men and women, viz., 34,607 and 3,546 respectively, employed in the mines in the Part 'B' States, which were not included in the figures for 1950, are excluded it will be seen that there was an increase of 29,579 or 8 per cent in the number of men and an increase of 9,555 or 9.9 per cent in the number of women employed.

The daily average number of persons employed in coal mines was 351,975 which is 2,086 or 0.6 per cent more than the number employed in 1950. Of these persons 69,056 men were employed in cutting coal, 44,943 men in loading coal, 76,471 and 10,737 ~~men~~ men in other mining operations underground and in open-working respectively. A total of 95,542 men on surface and 55,226 were women employed in open working and on surface.

The number of persons employed in metalliferous (including mica, stone and clay) mines was 197,073 consisting of 142,692 men and 54,381 women of whom 38,153 persons were employed in mines in Part 'B' States. Excluding the latter figure, there was an increase of 37,048 persons or 30 per cent in the number of persons employed as compared with the previous year, which was mainly due to the increase in the number of persons employed in manganese, mica, iron-ore and ~~and~~ magnesite mines.

The distribution of persons employed in coal and other mines is given below:-

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Name of Mineral	Average Number of Persons Employed Daily-		Total
	Males	Females	
Coal	296,749	55,226	351,975
Asbestos	268	295	561
Barytes	253	238	491
Bauxite	688	322	1,010
Calcite	59	48	107
Clay	2,526	2,216	4,742
Chromite	958	321	1,279
Copper	3,522	188	3,710
Diamond	1,459	475	1,934
Emerald	207	87	294
Felspar	76	45	121
Galena and Sphalarite.	406	58	464
Gold	20,827	1,045	21,872
Graphite	107	56	163
Gypsum	1,322	277	1,599
Ilmenite	1,774	-	1,774
Iron	12,499	7,724	20,223
Kyanite	787	545	1,332
Limestone	10,198	5,782	15,980
Magnesite	2,489	975	3,464
Manganese	31,139	24,392	55,531
Mica	45,008	7,188	52,196
Salt	127	15	142
Sillimanite	240	12	252
Silica	109	40	149
Slate	599	17	616
Steatite	949	460	1,409
Stone	3,694	1,414	5,108
Miscellaneous Minerals	402	148	550
Total India	439,441	109,607	549,048

Returns were also received from 52 mines other than coal mines which had not been brought under the purview of the Indian Mines Act, wherein 13,653 persons consisting of 9,123 males and 4,510 females were employed. Of these mines, there were 22 limestone mines employing 11,431 persons, 12 stone mines employing 753 persons, 8 ochre mines employing 175 persons, 3 fire-clay mines employing 107 persons, one barytes mine employing 3 persons, one bauxite mine employing 23 persons, one dolomite mine employing 916 persons, one fuller's earth mine employing 129 persons, one gravel mine employing 49 persons, one laterite mine employing 36 persons, and one slate mine employing 11 persons.

Absenteeism.— During the year, figures of absenteeism among the persons were collected, in monthly returns. The overall percentage of absenteeism in the principal coal fields as composed from these returns is shown below:—

Month	Name of the Coalfields						
	Jharia	Raniganj	Madhya Pradesh	Orissa	Hyderabad	India	
January	--	11.06	13.46	11.99	13.73	15.00	14.03
February	--	9.44	12.86	14.27	14.73	12.29	11.96
March	--	0.91	13.66	14.08	14.13	16.81	13.59
April	--	10.84	12.90	13.44	20.72	16.08	13.10
May	--	11.04	13.30	13.86	14.69	15.11	13.10
June	--	11.53	13.66	13.54	16.61	13.85	13.30
July	--	11.24	13.79	21.66	14.36	16.59	14.28
August	--	11.20	13.27	14.49	14.71	13.30	12.88
September	--	11.39	13.53	14.77	13.61	15.14	13.20
October	--	13.79	15.00	15.23	12.15	16.13	14.67
November	--	10.67	13.41	15.60	15.26	13.49	12.93
December	--	10.71	13.35	12.43	15.75	14.03	12.69

Production during 1951.— The following table shows the output of certain minerals during 1951 and their value:—

Mineral	Total Output 1951	Value in Million Rupees
Coal	-- 34,430,522 tons	504.76
Iron Ore	-- 2,732,655 2,732,655 tons	20.93
Manganese Ore	-- 1,161,045 tons	65.96
Gypsum	-- 190,223 tons	1.05
Magnesite	-- 116,776 tons	1.77
Chromite	-- 15,567 tons	0.85
Copper	-- 369,058 tons	19.40
Mica	-- 194,976 Cwts.	-
Limestone	-- 2,918,192 tons	10.26
Stone	-- 703,495 tons	3.22
Clay	-- 146,756 tons	2.26
Gold	-- 226,476 Ozs.	67.71
Silver	-- 17,180 Ozs.	0.08

The total value of minerals raised during the year was 739,952,422 rupees.

Output in collieries.— The following table shows the output of coal in various States in India during the year 1951:—

State	1951	Percentage of total output	1950	Percentage of Increase (x) or Decrease (-).
Assam	466,059	1.4	392,806	x 18.6
West Bengal	9,645,566	28.0	8,970,823	x 7.5
Bihar	18,588,300	54.0	17,490,730	x 6.3
Madhya Pradesh	3,202,619	9.3	3,040,350	x 5.3
Orissa	481,815	1.4	375,764	x 28.2
Hyderabad	1,269,240	3.6	1,213,803	x 4.5
Rajasthan	33,076	0.1	20,203	x 63.7
Vindhya Pradesh	743,847	2.2	792,164	- 6.1
Rajasthan	33,076	0.1	20,203	x 63.7
Vindhya Pradesh	743,847	2.2	792,164	- 6.1
Kutch	-	-	70	-
Total	34,430,522	100.0	32,296,713	x 6.2

Accidents.— During the year 1951, at mines ~~regulated~~ regulated by the Indian Mines Act, 1923, there were 359 fatal accidents in which 425 persons were killed and 102 persons seriously injured; as compared with 273 persons killed and 40 persons seriously injured in 238 fatal accidents during the year 1950.

In addition to the fatal accidents, there were 2,489 serious accidents involving injuries to 2,568 persons as compared with 1,976 serious accidents involving injuries to 2,033 persons in the previous year. The serious accidents reported are those in which an injury has been sustained which involves or, in all probability, ~~will~~ will involve the permanent loss or injury to the sight or hearing or the fracture of any limb, or the enforced absence of the injured persons from work over a period exceeding 20 days.

The report points out that in comparing the accident figures of the year 1951 with those of the previous year it must be borne in mind that the former figures included the figures for the mines in Part 'B' States also which were not included in the previous year. The number of men and women involved in both fatal and serious accidents was 408 men and 17 women killed and 2,440 men and 128 women seriously injured. With regard to fatal accidents, in 34 cases one person was killed and one seriously injured; in 7 cases one person was killed and two seriously injured; in 2 cases one person was killed and three seriously injured; in 1 case one person was killed and nine seriously injured; in 20 cases two persons were killed; in 4 cases two persons were killed and two seriously injured; in one case two persons were killed and five seriously injured; in one case three persons were killed and five seriously injured; in four cases four persons were killed; in one case seven persons were killed and two seriously injured; in one case nine persons

were killed and three seriously injured and in one case nine persons were killed and nine seriously injured.

Of the serious accidents, there were 34 cases in which two persons were seriously injured; in 10 cases 3 persons were seriously injured; in 4 cases 4 persons were seriously injured; in 2 cases five persons were seriously injured and in one case six persons were seriously injured.

The proportion of accidents above ground and below ground and the death and serious injury rate per 1,000 persons employed were as follows:-

	Number of accidents.		Number of persons killed.		Death rate per 1,000 persons employed.		Number of persons seriously injured.		Serious injury rate per 1,000 persons employed.	
	Fatal	Serious	Male	Female	Men	women	Men	Women	Men	Women
Above Ground.	72	716	63	17	0.29	0.16	612	128	2.86	1.17
Below Ground.	287	1,773	345	-	1.57	-	1,829	-	8.30	-

Compared with the previous year, the death rate and serious injury rate were lower for both men and women employed above ground and higher for men employed below ground.

The causes of the fatal accidents have been classified as follows:-

Classification	1951		1950	
	Number of fatal accidents.	Percentage of total.	Number of fatal accidents.	Percentage of total.
Misadventure --	258	71.80	175	73.53
Fault of deceased --	20	5.58	20	8.40
Fault of fellow workmen.	11	3.07	6	2.52
Fault of subordinate officials and staff.	42	11.73	25	10.50
Fault of management --	27	7.54	12	5.05
Faulty material --	1	0.28	-	-
Total.	359	100.00	238	100.00

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Falls of roof and sides caused 204 fatal and 435 serious accidents. As compared with figures under this head in the previous year, the total number of accidents increased from 482 to 639, the number of persons killed increased from 163 to 235 and in the number of persons seriously injured increased from 379 to 464.

Of the fatal accidents, 58 with 67 deaths occurred in depillaring areas and on long-wall faces, and 84 with 97 deaths occurred in galleries and roadways in coal mines; 11 with 13 deaths in underground workings of non-coal mines; 4 with 4 deaths in coal quarries and 15 with 17 deaths occurred in open-cast workings of mines other than coal mines. Five fatalities were due to "pressure bumps" in deep coal mines and 9 lives were lost due to working places not being properly inspected and secured after ~~the~~ blasting.

There were 19 accidents with 23 deaths due to the deceased persons or subordinate supervisory staff ignoring normal safety precautions or which were attributable to indiscipline.

It was revealed that 151 ~~out~~ of the accidents by falls of ground were due to misadventure, 23 due to fault of subordinate officials, 15 due to fault of deceased, 14 due to the fault of management and one due to fault of fellow workers.

The report points ~~out~~ out that a majority of the large number of accidents in the open-cast workings due to falls of sides would have been avoided if the sides had been kept adequately sloped, stepped or secured, and that accidents due to lack of proper supervision or indiscipline could also have been avoided ~~by~~ if the relevant regulations had been observed properly.

Death rates and serious injury rates.— The death rate per 1000 persons employed above and below ground in all mines was 0.77 as compared with 6.60 in 1950 and 0.64 in 1949. At coal mines the rate was 0.9 as compared with 0.72 in 1950 and 0.75 in 1949. At mines other than coal, the rate was 0.53 as ~~compared~~ compared with 0.26 in 1950 and 0.30 in 1949. The death rate per million tons of coal raised at coal mines was 9.27 as compared with 7.40 in 1950 and 8.00 in 1949.

The serious injury rates per 1000 persons employed above and below ground was 4.7 in all mines as compared with 4.47 in 1950. At coal mines the rate was 5.5 as compared with 5.23 in 1950 and at non-coal mines the rate was 3.23 as compared with 2.38 in 1950.

Welfare measures including medical and health facilities.- The report also gives an account of the welfare activities and activities connected with health, sanitation ~~sanitation~~ and medical relief, in the coal and mica mines during 1951. These activities have already been reviewed in the monthly reports of this Office, references to which are given below:

Welfare activities in:

- Coal Mines, 1950-51 pp. 34-35 of the report for June 1952.
- Coal Mines, 1951-52 pp. 48-52 of the report for January 1954.
- Mica Mines, 1950-51 pp. 42-46 of the report for October 1951.
- Mica Mines, 1951-52 pp. 47-50 of the report for September 1952.

Coal mines provident fund.- At the end of 1951 the Coal Mines Provident Fund Scheme was extended to West Bengal, Bihar, Madhya Pradesh, Orissa, Assam, Talcher, Korea and Rewa, and its extension to the States of Hyderabad, Rajasthan and Saurashtra was under the active consideration of the Central Government.

The ~~total~~ total amount of Provident Fund contribution deposited into treasuries for the initial period ending September 1948 exceeded 5,600,000 rupees. Almost all the larger working collieries had submitted statements of members for the initial period and account numbers had been allotted in all such cases. More than 210,000 account numbers had been so allotted and about 84,000 numbers had been posted in dead account making a total of 294,000 out of an estimated total of 300,000 initial members.

In respect of members qualify^{ing} in the quarters from October 1948 onwards account numbers had been allotted to more than 140,000 members and ledger cards posted and statements of account sent in respect of more than 200,000 members.

The lumpsum contribution paid so far amounted to over 3,200,000 rupees.

Monthly sale of contribution stamps had attained an average of well over 450,000 rupees. Arrangements for sale of these stamps through some branches of the Imperial Bank of India, were being made.

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Out of the amounts received on account of Provident Fund contribution and sale of stamps, investments in National Savings Certificates and Government Securities to the nominal value of 20.85 million rupees had been made so far.

Prompt refunds of accumulations in the Fund were being made to outgoing members or their nominees. Until the end of December 1951, nearly 3,000 such claims involving a sum of about 0.15 million rupees had been paid. The present rate of 2 1/2 per cent per annum interest paid to members was expected shortly to be increased to 3 per cent.

Although the contraventions of the provisions of the scheme are penal, recourse to law courts was avoided wherever possible. The report says that several of the smaller collieries failed to fulfil their obligations, notwithstanding persistent persuasive efforts. Complaints had to be filed in 210 such cases, of which about 50 had already been decided, practically all ending in conviction. Notwithstanding the enormous difficulties involved in applying a scheme of compulsory Provident Fund to a large labour force of a migratory nature, the scheme had been a success and had encouraged the Government to launch similar schemes in respect of workers in six principal industries.

Working of the Mines Maternity Benefit Act.-

During the year, 918 mines other than coal mines were inspected by the Junior Labour Inspectors of Mines in connection with the enforcement of the provisions of the Mines Maternity Benefit Act and Rules made thereunder. ~~xxxxxx~~

Almost all mines, other than coal mines, in the States of West Bengal, Bihar, Orissa, Madras, Mysore, Bombay, Rajputana, Ajmer-Merwara, Madhya Pradesh, Berar and Vindhya Pradesh were inspected.

Out of the total number of 54,381 women employed in the mines, 3,405 women claimed benefits under the Act; of these 2,525 women were paid full maternity benefit to the extent of 110,588 rupees and six annas. The total amount paid was 133,596 rupees and fifteen annas.

Inspection.- During the year 2,091 mines were inspected, many of them being inspected several times; 5,467 separate inspections were made. The causes and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents and managers desirous of obtaining advice on safety matters. In the major coalfields a large proportion of the time of the Inspectors was occupied in investigating cases of actual or threatened damage to dwelling houses and roads by reason of the underground working of coal mines, in dealing with underground fires, and in examining protective works against the risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers as ex-officio Inspectors of Mines.

(The report for the year 1950 was reviewed at pp. 59-65 of the report of this Office for February 1953).

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59. Social Research.

India - May 1955.

Four-fold Extension in Social Welfare Projects:
Central Board's Schemes for Second Five Year Plan.

A four-fold increase of the welfare extension projects sponsored by the Central Social Welfare Board is contemplated during the ~~XXXX~~ second Five Year Plan, according to a decision taken by the Board at a meeting held on 3 May 1955.

All these projects will be located in the National Extension Service areas so that the development contemplated under that service is supplemented by social welfare activities.

Since the welfare extension projects were started on 5 August last year, 200 such projects covering nearly 4 million people are in operation. One hundred and fifty-two more projects are to be launched during the current financial year.

During the second Five Year Plan, the Board has decided that the number of such projects should be 1,320 or four times the existing number. This decision has been taken primarily to ensure that the Board's extension programme reaches as many villages as possible. The total expenditure for this will be 150 million rupees for which the Board had made a recommendation to the Planning Commission.

The Board has also requested the Planning Commission to establish an independent organisation to evaluate the working of these projects.

Steps have also been taken by the Board to arrange for trained personnel to work in the projects during the second Plan period. Under the Kasturba National Memorial Trust nearly 1,000 gram sevikas (women village workers) will be trained in 15 schools of the Trust situated in different linguistic regions. For the second Plan period the requirements of gram sevikas have been put at 8,000 while those of midwives and dais at 1,500 and 6,000 respectively. The scheme to train ~~XXXX~~ midwives and dais will be put into effect in collaboration with the Ministry of Health after the Government of India has approved of the proposals.

(Social Welfare (Published by the Central Social Welfare Board), June 1955;
The Statesman, 7 May 1955).

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

India - May 1955.

Working of the Payment of Wages Act, 1936, in
Mines during the Period 1953-54.

During the period 1953-54, 4,185 mines with more than 559,000 employees were covered by the Payment of Wages Act, 1936. The number of mines under the jurisdiction of the Regional Labour Commissioners at Calcutta, Nagpur, Madras, Dhanbad and Bombay was 18, 1,851, 700, 1,600 and 16 respectively.

Inspections.- During the year under review 4,275 inspections were made and 24,879 irregularities were detected as compared to the corresponding figures of 3,448 inspections and 20,791 irregularities during the previous year. The largest number of irregularities was noticed in the Dhanbad Region (49 per cent), Nagpur Region accounting for another 45 per cent.

The largest number of specific irregularities related to non-payment of wages (19.5 per cent), non-maintenance of registers (19.2 per cent), delayed payment of wages (18.0 per cent), non-display of notices etc. (14.2 per cent) and improper maintenance of registers (10.9 per cent). Other unspecified irregularities accounted for 13.5 per cent of the total. Of the 4,851 cases of 'non-payment of wages', Nagpur ~~Region~~ Region accounted for as many as 79.2 per cent. Nagpur region also accounted for the largest number of cases of ~~non-payment~~ 'non-maintenance of registers' (66.0 Per cent), and 'improper maintenance of registers' (55.9 per cent). As regards cases of 'delayed payment of wages' and 'non-display of notices etc.' the largest number of cases was to be found in the Dhanbad region which accounted for 83.4 per cent and 73.0 per cent respectively. There were only 435 cases of wrongful deductions from wages. The sharp increase in the number of cases of 'non-payment of Wages' from 1,586 in 1952-53 to 4,851 in 1953-54 was mainly due to the failure of mica mine owners in Rajasthan to pay the wages of the workers due to the slump in mica trade.

Of the 24,879 irregularities (excluding 5,482 pending from the previous year and rectified during the year 1953-54) brought to the notice of the employers 65 per cent were rectified during the year and only 8,745 were pending at the end of the year. Most of the irregularities pending rectifications were in the Nagpur and Madras Regions. The reason for this would appear to be that the suggestions made to the mine owners were not promptly carried out and the inspectorate staff could not visit the mines frequently to secure compliance.

Claims.- The number of claims filed under section 15 of the Act which relates to claims arising out of deductions from wages or delay in payment of wages and penalty for malicious or vexatious claims, during the year was 22 as compared to 6 in the previous year. The largest number, i.e., 14 was in the Nagpur Region. Of the total claims 13 were decided during the year, 4 were withdrawn and 5 were pending disposal at the end of the year.

Total wages paid.- Annual returns under the Act relating to total wages paid were received from only 268 mines including 28 manganese mines, which sent the returns on a voluntary basis. The response is obviously very poor considering that there were over four thousand mines covered by the Act during the year. The data furnished in the returns so received are summarised in the table given below:-

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Category of Mine	Region	No. of mines submitting returns.	Total No. of workers.	Total wages paid.	Average annual earnings 1953-54
				Rs.	Rs.
1. Coal	-- 1. Dhanbad.	104	69,207	N.A.	-
	2. Calcutta.	12	3,936	2819,333	716.3
	3. Nagpur.	50	65,540	30139,132	459.9
2. Manganese	-- 1. Madras.	21	6,496	2104,638	324.0
	2. Bombay.	7	5,234	3218,126	615.0
3. Stone	-- 1. Calcutta.	1	214	117,780	550.4
	2. Madras.	9	1,684	749,695	444.7
	3. Bombay.	2	-	-	-
4. Petroleum	-- Calcutta.	1	3,447	5802,746	1683.4
5. Gold	-- Madras.	6	19,563	6024,468	308.0
6. Mica	-- Madras.	6	866	371,822	429.4
7. Lime Stone and Clay.	-- Madras.	16	5,824	4316,620	741.2
	-- Madras.	29	1,551	419,370	270.4
9. Gypsum	-- Madras.	3	459	240,244	523.4
0. Sillimanite	-- Calcutta.	1	192	116,851	608.6

The average earnings in petroleum and coal mines in West Bengal and lime stone and clay mines in Madras regions were higher than those in other mines in the various regions. The average in other mines and localities was more or less at the same level except that the average in barytes in Madras was particularly low. As compared to average in 1952-53, the earnings in 1953-54 showed a marked fall in the case of coal in West Bengal, and gold in Madras; on the other hand the average earnings showed an increase in the case of coal in Madhya Pradesh, Manganese in Bombay and mica, lime stone and clay in Madras.

(Indian Labour Gazette, Vol. XII, No. 9,
March 1955, pp. 979-981).

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Working of the Payment of Wages Act, 1936 in
Mines during 1952-1953.

Application.- The provisions of the Payment of Wages Act, 1936, which were originally applicable to factories and railways were later extended to mines also. The provisions of the Act excepting sub-section (4) of section (8), relating to the total amount of ~~the~~ fine which may be imposed in any wage period, were made applicable to coal mines from 15 January 1948 and to other mines from 15 June 1951. The Act is now applicable to all persons covered by the Indian Mines Act, 1952, and drawing less than 200 rupees per month. The Rules, framed under the Act, known as Payment of Wages (Mines) Rules, 1949 are applicable to all mines except manganese mines. It is proposed to revise these rules so as to have one set of rules to cover all the mines including manganese mines. The Act now covers about 3,150 mines with more than 470 thousand employees. These mines are distributed as 18; 822; 7001; 1,600; and 10 respectively under the jurisdiction of the Regional Labour Commissioners at Calcutta, Nagpur, Madras, Dhanbad and Bombay.

Inspection Machinery.-The responsibility for the administration of the Act has been entrusted in the Industrial Relations Machinery under the Chief Labour Commissioner (Central). ~~through~~

Methods of inspections.- A major portion of the field work relating to the administration of the Act is carried out by labour inspectors, junior labour inspectors and provident fund inspectors, and a certain amount of checking is also done by the regional labour commissioners and conciliation officers in the course of their tours. In the middle of 1952, the work of the junior labour inspectors and coal mines provident fund inspectors was reorganised. In order to ensure proper and thorough inspection of coal mines under the Payment of Wages Act, 1936, and the Coal Mines Provident Fund and Bonus Scheme, Act, 1948, the coal mines throughout India were divided into 20 circles; and each circle was put in charge of either a junior labour ~~inspector~~ inspector or a provident fund inspector.

Inspections and irregularities.- During the year under review there was considerable improvement in the activities of the Inspectorate. Three thousand four hundred and forty-six inspections were made and 20,791 irregularities were detected during 1952-53 as compared to 1,386 inspections made and 5,200 irregularities detected during the previous year. The largest number of irregularities i.e. 54 per cent was noted in the Dhanbad region, the next largest number (42.3 per cent) being in

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the Nagpur region. Details regarding the nature of irregularities are given in the following table:-

Name of irregularities.	Centres					Total
	Calcutta	Nagpur	Madras	Dhanbad	Bombay	
1. Non-display of notices of dates of payment and list of Acts, Omissions and wage rates. --	10	248	131	2,509	4	2,902
2. Non-maintenance of registers. --	9	1,742	119	1,065	1	2,936
3. Improper maintenance of registers. --	9	1,421	62	781	3	2,276
4. Delayed payment of wages. --	2	1,066	14	4,554	-	5,636
5. Non-payment of wages. --	4	880	2	701	2	1,589
6. Unauthorised deductions. --	13	267	258	-	1	539
7. Irregularities regarding fines. --	-	55	1	-	-	56
8. Irregularities regarding deduction for loss or damage. --	-	14	2	222	-	228
9. Irregularities regarding recoveries of advance. --	-	60	-	151	-	211
10. Other irregularities. --	-	3,050	36	1,332	-	4,418
Total --	47	8,803	625	11,305	11	20,791

Of the irregularities brought to the notice of the employers, nearly 72 per cent were rectified during the year, and 5,879 or about 28 per cent were pending at the end of the year. Progress in the rectification of the irregularities during 1952-53, was slow compared to that in the previous year, mainly due to the increased number of mines and the wider area covered during the period under report and also the delay on the part of employers to respond to the letters addressed to them.

Total wages paid.- Under Rule 18 of the Payment of Wages (Mines) Rules, 1949, every employer is required to send a return giving details of total wages paid etc. to the Chief Labour Commissioner. On the basis of the data contained in the returns so received a consolidated statement showing details of the number of workers employed, the total wages paid and the average earnings in different types of mines during the year 1952-53 is given below:-

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Category of Mine.	Region.	No. of Mines submit- ing returns.	Total No. of Workers.	Total Wages paid.	Average annual earnings 1952-53.
				Rs.	Rs.
1. Coal	1. Dhanbad	186	189,418	80,151,721	425.1
	2. Calcutta	10	3,494	3,728,528	1,067.1
	3. Nagpur	53	62,843	21,859,250	347.5
2. Manganese	1. Madras	20	6,657	2,010,393	302
	2. Bombay	3	5,322	2,512,057	472
3. Stone	1. Calcutta	1	196	101,400	517.3
	2. Madras	9	1,534	628,266	468.7
	3. Bombay	3	6,465	68,458	10.6
4. Bauxite	Bombay	1	152	136,272	896.5
5. Gold	Madras	3	1,325	1,418,926	1,070.9
6. Mica	Madras	12	1,743	686,532	393.9
7. Lime Stone and Clay	Madras	10	2,172	1,304,753	411.3
8. Barytes	Madras	19	1,051	276,058	262.6

The table shows that the average earnings in coal mines in Calcutta region, gold mines in Madras region and bauxite mines in Bombay region are markedly higher than those in other mines in the various regions. On the other hand, barytes mines and manganese mines in Madras show the lowest earnings. The average annual earnings in stone quarries in Bombay region were exceptionally low. This was due to the fact that ~~one~~ out of the three stone quarries in that region, one quarry employing 6,381 employees ~~and~~ paid total wages amounting to 18,756 rupees only. The average annual earnings in the other two quarries were 606.1 rupees.

(Indian Labour Gazette, Vol. XII, No. 8,
February 1955, pp. 846-849)

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66. Strike and Lockout Rights.

India - May 1955.

Assam: Inland Steamer Services and Ghat Establishments engaged in Transshipment of Goods declared as Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 2 May 1955 the Government of Assam has declared the following industries to be public utility services for the purposes of the Act for the periods noted against them.

1) All Inland Steamer services in Assam - for 6 months from 16 May 1955.
(Notification No. GLR 213/55/2 dated 2 May, 1955).

2) All Ghat Establishments engaged in transshipment, storage, loading and unloading and stocking of goods ancillary to the inland steam vessel service - for 6 months from 15 May 1955.

(Notification No. GLR 213/55/3 dated 2 May 1955).

(Assam Gazette, Part II-A, 11 May 1955, page 787).

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Chapter 7. Problems peculiar to certain categories of
Workers.

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

India - May 1955.

Madhya Pradesh: Complaint Board set up to enquire into Charges against Government Officials.

The Madhya Pradesh Government has constituted a "complaints board" for enquiring into complaints against Government servants of corruption and misconduct in the discharge of public duty.

The Board with the Deputy Minister for Public Works, Mr. M.P. Dube as Chairman, will "examine and deal promptly" with all ~~xxx~~ such complaints and report the results of its enquiry to the State Government for action as the Government might deem fit in each case.

If the complaint disclosed prima facie grounds for enquiry, the board will proceed to enquire into the complaint with the previous approval of the Minister in charge of the Board or forward the complaint, to the head of the office or department for making an enquiry and communicating the result to it.

The Board will submit a report to the Minister in charge along with the record of the enquiry and the Board's recommendations for action in accordance with law or departmental rules. The report will be considered by the Minister who will pass "suitable orders".

(The Hindu, 10 May 1955).

74. Indigenous Labour.

India - May 1955.

Untouchability (Offences) Act, 1955 (No. 22 of 1955).

The Untouchability Offences Bill (vide pages 95-96 of the report of this Office for December 1953) as passed by Parliament received the assent of the President on 8 May 1955 and has been gazetted as Act No. 22 of 1955. The Act prescribes punishment for the practice of 'untouchability', for the enforcement of any disability arising therefrom and for matters connected therewith. The Act provides for punishment for enforcing religious and social disabilities, for refusing to admit persons to hospitals, educational institutions etc., for refusing to sell goods or render services and for other offences arising out of 'untouchability'. The Act repeals a number of enactments specified in the schedule to the extent to which they or any of the provisions contained therein correspond or are repugnant to the Act or any of the provisions contained therein.

(Gazette of India, Extraordinary, Part II,
Section 1, 11 May 1955, pp. 227-239).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MAY 1955.

81. Employment Situation.

Employment Exchanges: Working during March 1955.

General Employment situation.- According to the review of work done by the Directorate General of Resettlement and Employment for the month of March 1955, some improvement in the employment situation was reported from a number of States. Although during March 1955, the number of fresh registrations at employment exchanges was 10,000 more than the number in February 1955, the total number of such registrations was well below the average during the previous half year. Of greater significance was a decline of over 10,000 on the Live Register of the exchanges in continuance of a trend which began in February. For the first time since the end of November 1954 the number of registered unemployed was less than 600,000.

The number of vacancies notified to the Exchanges was 2,500 more than the number notified in February, and improvement was observable in both the private and public sectors. The increase of vacancies in turn resulted in more placements which were nearly 1,500 more than the number during February. The number of employers who used the exchanges also increased during the month of March.

Most of the exchanges continued to report a shortage of efficient stenographers, typists, qualified draughtsmen, overseers, surveyors, trained teachers, compounders, midwives and nurses. Shortages in respect of engineers, doctors and highly skilled technicians was also fairly widespread.

Applicants belonging to clerical categories, untrained teachers, freshers from schools and colleges, carpenters, unskilled office workers and unskilled labourers were reported to be in surplus by most of the Exchanges. A number of exchanges also reported a surplus of motor drivers, fresh engineering graduates, postmen and semiskilled motor mechanics, fitters, turners and wiremen.

Registrations and placings.- The following table shows the registrations for employment and placings during March 1955, as compared to February 1955:-

	March 1955	February 1955
Registrations	119,875	109,464
Placings	13,763	12,293

Registrations recorded an increase of 10,411 as compared to the previous month. Notable increase in registrations were effected by the employment exchanges in the States of West Bengal (2,200), Andhra (2,153), Madras (1,897), ~~West Bengal~~ Madhya Pradesh (1,821), the Punjab (1,625) and Hyderabad (868). The employment exchanges in Bihar and Orissa on the other hand, showed a decline of 674 and 487 respectively as compared with the figures for preceding month.

Seventy-seven thousand four hundred and sixty-three applicants were submitted to employers for selection during March, 1955, as against 74,514 during the previous month. Thirteen thousand seven hundred and sixty-three placements were effected by the exchanges as against 12,293 during the preceding month. An overall increase of 1,470 in placements was thus recorded. A comparatively large increase in placements was ~~xxx~~ reported by the exchanges at Andhra (659), Bombay (390), the Punjab (246), Hyderabad (179), Delhi (147) and West Bengal (116). On the other hand, the employment exchanges in Uttar Pradesh and Bihar showed a decline of 194 and 173 respectively over the previous month's figures. Of the total number of placements effected 10,416 were in Central and State Government establishments and 3,347 were with private employers.

Placings by wage groups.- The table ~~xxxx~~ given below shows the placings during the month classified according to wage groups:-

<u>Wage groups</u>		<u>Number placed</u>
101 rupees and above	-----	1,912
61 rupees to 100 rupees	-----	7,258
30 rupees to 60 rupees	-----	4,108
Below 30 rupees.	-----	485

Vacancies notified.- The number of employers who used the exchanges during the month was 4,847 as against 4,435 during February 1955. The number of vacancies notified by them was 22,706 as compared to 20,094 during February 1955, i.e., an increase of 2,612. A comparatively large increase in the number of vacancies notified was recorded in Uttar Pradesh (1,536), Delhi (336), Andhra (316), Madhya Pradesh (312), Bhopal (297), Madras (271), West Bengal (262), Travancore-Cochin (216) and Hyderabad (199). Employment exchanges in Orissa, Himachal Pradesh and Bihar on the other hand showed a fall of 957, 247 and 135 respectively as compared to previous month. Of the vacancies notified 16,582 were in Central and State Government establishments and 6,124 in private sector. There was an increase of 1,627 vacancies in the public sector and 985 in the private sector.

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Register of unemployed.- The number of persons seeking employment assistance through the exchanges on the last day of March 1955, was 595,828 which was 10,105 less than the figure as at the end of previous month. Of those on the live register 3,775 were known to be employed persons who desired further employment assistance.

The composition of the Live Register occupation-wise is shown in the table below:-

<u>Occupation</u>		<u>No. on Live Register as on 31 March 1955.</u>
Industrial Supervisory	---	4,588
Skilled and Semi-skilled	---	52,412
Clerical	---	168,687
Educational	---	17,667
Domestic service	---	21,801
Unskilled	---	296,445
Others	---	34,228
Total	---	<u>595,828</u>

Employment position of ~~applicants~~ special types of applicants.- The employment position regarding special types of applicants during March 1955 is shown in the table given below:-

<u>Category</u>		<u>Registrations</u>	<u>Placings</u>	<u>No. on Live Register.</u>
1. Displaced persons	---	9,057	1,313	50,831
2. Ex-servicemen	---	7,151	1,284	30,334
3. Scheduled castes	---	12,814	2,254	57,646
4. Scheduled Tribes	---	1,301	292	4,582
5. Surplus and Discharged Central Government and State Government employees	---	1,947	839	9,822
6. Highly qualified persons	---	752	164	8,164
7. Women	---	5,404	731	23,439

(Review of Work done by the Directorate-General of Resettlement and Employment during the Month of March 1955; issued by the Ministry of Labour, Government of India).

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Bombay: Loans for Educated Unemployed to
set up Business.

The Government of Bombay has decided to continue its scheme of financial assistance to the educated unemployed for a period of three years from 1 April 1955.

Under the scheme persons who have studied up to the Secondary School Certificate Examination or passed the regional final examination and who are unemployed and are desirous of setting up in some industry, business or trade connected therewith and who are not generally above the age of 40 years are eligible to receive financial assistance for (i) the ~~part~~ purchase of tools, implements and appliances or machinery including the cost of ~~and~~ erection, (ii) enabling the recipient to tide over the early stages of manufacture on a commercial scale, (iii) helping the recipient to meet losses due to poor production in the beginning, (iv) for working capital, and (v) other similar purposes depending upon the circumstances of each case.

The grant would not ordinarily exceed 1,500 rupees and in no case 3,000 rupees without special sanction of the Government, provided that if a grant has been sanctioned for two or more persons for a ~~part~~ joint undertaking, the total amount granted may be equal to what would have been admissible to each of them separately, subject, however, to a maximum of 6,000 rupees. In deserving cases, a sum up to 25 per cent of the whole grant would be treated as subsidy and the remaining amount treated as loan carrying interests at ~~the~~ a rate of 4 1/2 per cent per annum.

The repayment of the loan, which would start after six months of disbursement of the loan, would be required to be made in equal monthly instalments within a period not exceeding five years. The interest on the loan would have to be paid after full recovery of the principal loan.

The applicants for financial assistance must offer either personal sureties certified as solvent to the extent of the grant by the Revenue Authorities or a mortgage of immovable property valued for an amount not less than the amount of the loan. The grantees are required to execute agreements or mortgage deeds before the amounts are disbursed to them.

('Labour Gazette', dated April 1955,
pp. 839-840).

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Uttar Pradesh Essential Services (Maintenance)
Repeal Act, 1955 (No. XI of 1955).

The Government of Uttar Pradesh published on 16 March 1955 the Uttar Pradesh Essential Services (Maintenance) Repeal Bill, 1955, to repeal the Essential Services Maintenance Ordinance, 1941, in its application to Uttar Pradesh. The Statement of Objects and Reasons to the Bill declares that the Essential Services (Maintenance) Ordinance, 1941, was promulgated by the Governor General on 20 December 1941, in the emergency created by the last War, and was aimed at the maintenance of essential services in that context. As the emergency no longer continues, the Government of India have decided to repeal such of its provisions as fall in their legislative sphere. But, in respect of the matters within the exclusive legislative competence of the State Legislature, repeal by the State Legislature is necessary. This Bill is accordingly introduced.

The Bill as passed by the Legislature received the assent of the Governor on 15 April 1955 and has been gazetted as U.P. Act XI of 1955.

(Uttar Pradesh Gazette, Extraordinary,
16 March 1955, page 5; and 21 April 1955,
pp. 1-2).

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83. Vocational Training.

India - May 1955.

Labour Ministry's Training Schemes: Progress during March 1955.

According to the review of work done by the Directorate General of Resettlement and Employment for the month of March 1955, the number of trainees on the rolls of various training institutes and centres on 31 March 1955 was 5,595. There were 3,979 trainees in the technical trades and the remaining in vocational trades.

Training of displaced persons.- The total number of displaced persons undergoing training as at the end of March 1955, was 2,171, of whom 1,815 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- Five ~~thousand~~ hundred and ninety displaced persons were undergoing training as apprentices in industrial undertakings and establishments in Uttar Pradesh and West Bengal against 1,400 seats sanctioned. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- Four hundred and fifty-nine women were undergoing training at the end of the month under report at the three women's training institutes in New Delhi, Dehra Dun and Madras. In addition 15 women at the Industrial Training Institute, Kakinada, 60 at the Industrial Training Institute, Almora, 27 at the Industrial Training Institute, Alambagh, Lucknow, and 4 at Industrial Training Centres, Orissa Poor Cottage Industries, Cuttack were also undergoing training.

Training of supervisors and instructors.- In the fourteenth regular session, 96 supervisors and instructors were receiving training at the end of the month under report.

Training of school going children in Hobby Centre, Allahabad.- In the first session that started in December 1954, 104 boys were receiving training in various crafts during evening hours. Due to school examinations this number decreased gradually and at the end of month under report 45 boys were undergoing training at the Hobby Centre attached to the Industrial Training Institute, Allahabad.

(Review of the Work done by the Directorate-General of Resettlement and Employment Exchanges during the Month of March 1955; issued by the Ministry of Labour, Government of India).

Higher Education for Rural Areas:
Special Committee's Recommendations.

In October 1954, the Ministry of Education, Government of India, appointed a Committee of Specialists to undertake a comprehensive survey and appraisal of promising ideas, institutions and experiments in the field of higher education for rural areas for recommending a possible pattern of institutions that will cater to the needs of the rural people and way and means of making education in the existing universities more useful. The Committee has now presented its report.

The Committee has pointed out that most of the existing institutions of higher training are situated in towns and thus are responsible for the draining away from village of talented youth. The curriculum and examinations are unsuited to the rural areas. Institutions responsive to the needs of rural community are needed. They should start as "Rural Institutes" rather than "Rural Universities". The Rural Institutes will, by providing a comprehensive teaching-cum-research-cum-extension programme, strive to serve the ~~and~~ educational needs of everyone in the area being set out to serve. The Committee has outlined the courses of varying duration, problems for research and scope and nature of extension work which could and should be undertaken by these Institutes.

The Committee has also recommended the organisation of Lok Vidyapeeth's somewhat on the lines of the Danish Folk High Schools ~~with~~ with necessary adjustments to suit local conditions.

At the Centre, the Committee has recommended the setting up of a National Council of Higher Education which will act as an Advisory Body to the Ministry of Education. Similar managements at the State level have also been recommended. The Committee is of the view that the participation by the Community is essential for the wholesome development of Rural Institutes. Only as a last resort should the Government take direct operation of Rural Institutes.

(Agricultural Situation in India (Issued by the Ministry of Food and Agriculture, Government of India), March 1955, page 851).

CHAPTER 9. SOCIAL SECURITY.

INDIA - MAY 1955.

92. Legislation.

VI. Compensation in case of Employment Injury or Occupational Disease.

Bombay: Poisoning by Halogen derivatives of Hydrocarbons of Aliphatic Series and Silicosis to be declared as Occupational Diseases.

In exercise of the powers conferred under the Workmen's Compensation Act, 1923, the Government of Bombay has given notice of its intention to direct that the following shall be added to the list of occupational diseases and the employment specified in Schedule III under Part A to the said Act, namely:-

<u>Occupational disease</u>	<u>Employment</u>
Poisoning by the halogen derivatives of the hydrocarbons of the aliphatic series. (Carbon tetrachloride, trichlorethane, trichlorethylene, methyl chloride, ethylene dibromide and other derivatives).	Any process involving exposure to halogen derivatives of hydrocarbons of the aliphatic series.
Silicosis with or without pulmonary tuberculosis, provided the silicosis is an essential factor in causing the resultant incapacity or death.	Any employment involving exposure to the inhalation of dust containing silica, whether free or in combination with other elements.

(Bombay Government Gazette, Part IVA, 12 May 1955, pp. 227-228).

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Bombay: Workmen's Compensation Act applied to
Persons employed in handling Tractors ~~en~~ other
Mechanical Contrivances on a Farm. ~~and~~
or

In exercise of the powers conferred under the Workmen's Compensation Act, 1923, and by a notification dated 25 April 1955, the Government of Bombay has added to schedule II to the said Act the persons employed in handling tractors ~~en~~ other mechanical contrivances on a farm.

(Notification No. 1422/48-II dated 25 April 1955; Bombay Government Gazette, Part IV-A, 12 May 1955, page 228).

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Burma: The Workmen's Compensation (Amendment) Act, 1955 (Act No. XVII of 1955): Measure to Implement I.L. Convention No. 17.

The Government of Burma promulgated on 24 ~~21~~ March 1955, the Workmen's Compensation (Amendment) Act, 1955 (Act No. XVII of 1955), which amends the Workmen's Compensation Act, in order to bring its provisions in conformity with the International Labour Convention No. 17, concerning Workmen's Compensation (Accidents). The provisions of this enactment have been summarised at page 113 of the report of this Office for April 1955.

93. Application.

India - May 1955.

II. Compensation in Case of Employment Injury
or Occupational Disease.

Working of the Workmen's Compensation Act, 1923,
during the Year 1952.

Under the Workmen's Compensation Act, 1923, compensation is payable by the employers for death of disablement caused by industrial accidents or occupational diseases. The Act covers only those workers who get less than 400 rupees per month as pay and who are employed in railways, factories, mines, plantations, etc., and in certain specified hazardous occupations. Prior to April 1951, the Act applied only in Part 'A' and 'C' States but not to Part 'B' States. Some of them, however, had their own laws. As a result of the enactment of the Part 'B' States (Laws) Act, 1951, as from the year under review, it became applicable ~~to~~ also to all Part 'B' States except Jammu and Kashmir. The relevant reports on the working of the Act in these new areas are not available.

The State Governments are empowered to extend the application of the Act to other occupations considered to be hazardous. In exercise of these powers, the Governments of Madras, Uttar Pradesh, and Mysore extended the Act to persons employed in loading or unloading any mechanically propelled vehicles or in handling or transport of goods, which have been loaded into such vehicle. The Government of Madras has also applied the Act to persons employed in (i) the plucking of coconuts, (ii) loading and unloading of timber or transport of timber otherwise than by inland waters, (iii) establishments using power (irrespective of the number of persons employed), and (iv) establishments notified as factories under the Factories Act, 1934.

The present review is based on the annual reports received from 9 Part 'A' States, 4 Part 'C' States (Ajmer, Bhopal, Coorg and Delhi) and Andaman and Nicobar Islands. Two types of information, viz., of compensated accidents and occupational diseases as furnished by employers in their annual returns under section 16 of the Act and statistics in regard to cases dealt with by the commissioners of Workmen's Compensation in various States, are contained in the report and are discussed separately.

Annual returns by employers.— The following table shows the number of cases in which compensation was paid and the amount paid as compensation since 1948:—

Year	Average daily No. of workers covered.	No. of compensated accidents under*				Amount of compensation paid for**			
		Death	Perma- nent dis- able- ment.	Tempo- rary dis- able- ment.	Total	Death	Perma- nent dis- able- ment.	Tempo- rary dis- able- ment.	Total
						Rs.	Rs.	Rs.	Rs.
1948 --	-	1032	3850	61894	66776	1580450	1615390	1024226	4220068
						(1531)	(430)	(17)	(63)
1949 --	-	1063	3973	55475	60511	1870568	2026420	1320174	5217162
						(1760)	(510)	(24)	(86)
1950 --	4143103	1128	4160	56670	61958	2033440	2264725	1439113	5737278
		(.27)	(1.0)	(13.7)	(14.9)	(1803)	(534)	(25)	(93)
1951 --	3896986	1087	4391	57655	63133	2207532	2293424	1397297	5898253
		(.28)	(1.1)	(14.8)	(16.2)	(2031)	(522)	(24)	(93)
1952 --	3770620	1040	4308	53386	58734	2007687	2288009	1341672	5637368
		(.28)	(1.14)	(14.2)	(15.6)	(1936)	(531)	(25)	(96)

* Figures in brackets show rate per thousand workers covered.
 ** Figures in brackets show average compensation paid per case.

These data, however, do not reflect the total accidents that occur. Firstly, a large number of accidents which do not attract the provisions of the Act and are, therefore not due for compensation, are not included. Further, even among cases of accidents coming under the purview of the Act, those for which compensation is not paid, for one reason or another, also are not included. Besides, notwithstanding the statutory obligations, a number of employers do not submit the returns. For example, during the 1952, only 5,043 establishments out of a total of 6,104 furnished returns in Bombay. Similarly in Madras as many as 8,152 factories and establishments out of a total of 17,504, from whom returns were due, failed to submit the returns.

It will be observed from "table" that temporary disablements predominate and really determine the trend in the total. There was a sharp fall in the total number of accidents in 1949, after which it steadily increased in the next three years. The figures of total number of compensated accidents, went down in 1952, which is evidently due to the fact that the Employees' State Insurance Corporation took over the responsibility of paying compensation under the disablement benefit provisions in their Scheme in Kanpur, in Uttar Pradesh and Delhi as from 24 February 1952. Information on the number of workers

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employed in the units furnishing returns is available only from 1950. The total accident rate calculated on the basis of these figures show that it was 15.6 per ~~cent~~ 1,000 workers. It was midway between the rates for 1950 and 1951. The same position is shown by the rate of temporary disablements. The rates of death and permanent disablement remained more or less, steady. In 1952, the death rate per 1,000 workers was 0.26, the permanent disablement rate was 1.1 and that of temporary disablement was 14.2. Of the 58,734 accidents which occurred in 1952, 1.8 per cent resulted in death, 7.3 per cent in permanent disablement and the remaining 90.0 per cent in temporary disablement.

Classification by Industrial sectors.- The table below gives the number of compensated accidents classified by industry group in respect of adult workers and the amount of compensation paid during 1952. Rate of accident per thousand workers and average compensation paid per case are also shown. For Orissa, Coorg and Delhi, information about compensated accidents by industry is not available for sectors other than the Railways, Posts and Telegraphs and C.P.W.D. Similarly this information regarding Factories, Building and Construction, Municipalities and Miscellaneous group separately is not available for Uttar Pradesh and regarding Building and Construction and Miscellaneous group for Bihar. Hence all these could not be included in the table:-

Industry	Average No. of workers employed per day in establishments furnishing returns.	No. of cases of accidents for which compensation was paid*		Amount of compensation paid**	
		Death	Total	Death	Total
1	2	3	4	5	6
				Rs.	Rs.
1. Factories --	1,941,731	266 (.14)	31,119 (16.03)	591500 (2,224)	2728544 (88)
2. Plantations --	459,339	35 (.08)	802 (1.75)	50584 (1,445)	82282 (103)
3. Mines --	270,845	351 (1.29)	7,032 (25.96)	527650 (1,503)	973655 (138)
4. Railways --	621,732	137 (.22)	12,459 (20.04)	336675 (2,457)	864819 (69)
5. Docks and Ports--	40,301	21 (.52)	1,151 (28.56)	62024 (29.54)	176068 (153)
6. Transport --	20,131	4 (.19)	405 (20.11)	13200 (3,225)	27710 (68)
7. Posts and Telegraphs.	107,703	16 (.15)	114 (1.06)	29900 (1,869)	34214 (300)
8. C.P.W.D. --	752	-	2 (2.66)	-	1025 (512)

1	2	3	4	5	6
9. Building and Construction.	59,665	69 (1.16)	444 (7.48)	Rs. 125,881 (1,824)	Rs. 190,426 (429)
10. Municipalities	49,980	5 (.10)	49 (1.98)	10,050 (2,010)	15,247 (311)
11. Miscellenous.	71,096	63 (.89)	1,698 (23.89)	111,603 (1,771)	217,389 (128)
Total --	3,642,975	967 (.27)	55,275 (15.17)	1,858,837 (1,922)	51,311,369 (96)

* Figures in brackets show rate per thousand workers covered.

** Figures in brackets show average compensation paid per case.

Schedule II to the Workmen's Compensation Act specified 12 occupational diseases, which, if contracted by an employee, would be deemed to be an injury by accident and attract payment of compensation. During 1952, only Bombay, Madhya Pradesh and West Bengal reported cases of occupational diseases. The absence of information in this regard in other returns, does not actually mean the total absence of occupational diseases. Owing to the lack of suitable agency for reporting such cases, the existence of occupational diseases might have remained un-noticed. The ignorance of workers is also another contributory factor for the lack of proper statistics for these diseases.

No cases of occupational diseases resulting in deaths or permanent disability have been reported. According to the available reports, there were only 2 cases of temporary disability due to occupational diseases involving the payment of 511 rupees as compensation in factories. One of these cases was in Bombay due to lead poisoning for which 499 rupees was paid as compensation and the other was in Madhya Pradesh. There were 17 cases in Building and Construction in West Bengal for which 121 rupees was paid for compensation.

A study of the accident statistics, State-wise shows that the highest accident rates are in Ajmer (99.43), Punjab (54.01), Bihar (18.83), West Bengal (17.08), Bombay (16.60) and Madhya Pradesh (14.30). In the remaining States they were very low. This comparative position is closely reflected in the accident rate of temporary disablement, as these really preponderate in the total accidents. Compared to the level in the remaining States, the fatal accidents rate was strikingly higher in the Punjab and Bihar. Permanent disability rate also was higher in these States. The average

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compensation paid was at a higher level than that in the other States in the Punjab (289), Orissa (249), and Bihar (150). In the Punjab the average ~~average~~ compensation paid was one of the highest in all the three categories of accidents. Bombay West Bengal and Ajmer were the other States which recorded the highest average compensation paid for fatal cases.

Proceedings before the Commissioners of Workmen's Compensation.— The Commissioner of Workmen's Compensation in various States maintain particulars of cases coming up before them and furnish consolidated returns to the Labour Bureau. The figures in these returns do not exactly tally with those obtained from the employers' returns.

A total of 4,766 cases came up for legal proceedings before the Commissioners during 1952, broken up as follows: temporary disablement: Men - 1,398, women - 152; permanent disablement: men - 1,835, women - 100; death: men - 1,242, women - 39; total - men 4,475, women 291.

There was a large concentration of injured workers in the wage group 24 rupees to 200 rupees. This was mainly due to the fact that ~~women~~^{workers} covered by the Act and exposed to the risk of accidents belong mainly to this group. An analysis of the figures show that cases of temporary disablement were proportionately much heavier in the lower wage groups below 35 rupees per month. After this limit, the proportionate incidence of compensated permanent disablement and fatal cases was heavier. Cases of permanent disablement was relatively more in this group than other types of cases. Another striking feature was that the proportionate incidence of permanent disablement cases increased with the increase in the wage group, whereas that of fatal cases tended to decrease.

The wage group showing the largest concentration of cases varied between States. For instance in Assam the largest concentration was in the wage group 21 rupees to 35 rupees; Uttar Pradesh in the group 40 rupees to 70 rupees; in Bihar in the group 30 rupees to 70 rupees; in Madras in the group 27 rupees to 100 rupees.

The following table summarises the statistics of cases handled by State Commissioners of Women's Compensation during the year under review.

Item	No. of cases filed during the year.	Total No. of cases disposed of during the year.	No. of cases pending at the end of the year.
Award of compensation under Section 10. --	2,420	2,272	1,311
Commutation under Section 7. --	-	2	-
Deposits under Section 8. --	2,071	2,492	947

Of the 2,272 cases disposed of under Section 10 of the Act, 509 related to fatal accidents, 1,307 to permanent disablement and the remaining 456 to temporary disablement. The Commissioners also disposed of 2,492 cases relating to deposits under Section 8 of the Act. In about 90 per cent of these cases payments were made to workmen or their dependents. In about 4 per cent of the cases money was refunded to the employers. The remaining cases were transferred to other Commissioners. In the year, there were only two cases of commutation of half monthly payments under Section 7. Besides these cases of commutation in all 5,250 cases were disposed of during the year from amongst 601 pending at the commencement of the year and 5,140 new applications for the registration of agreements during the year. Of the 5,250 cases, 4,183 related to payment of compensation for permanent disablement and the rest were in respect of temporary disablement.

Under Section 8 of the Act, employers are required to deposit the amount of compensation, ~~was~~ payable with the Commissioners of Workmen's Compensation, who in turn make the payments to the dependents of the deceased workers. Information regarding amounts deposited and disbursed, which is available in respect of a few major States only, is shown in the following table. The figures of deposits during the year shown include transfers from other Commissioners and similarly disbursements shown include transfers to other Commissioners:-

State	Opening Balance.	Deposits	Disbursements	Closing Balance
	Rs.	Rs.	Rs.	Rs.
Bombay --	345,694	955,427	1,030,504	270,617
Madhya Pradesh--	89,716	233,738	224,306	99,148
Madras --	208,294	417,499	391,436	234,357
West Bengal --	610,830	1,162,506	1,154,910	618,426

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General remarks.- It was reported from Bombay that certain voluntary organisations had rendered assistance in the disposal of cases under the Act. The Textile Labour Association of Ahmedabad handled in all 501 claims, of which 302 were successful, 61 compromised, 19 given up, 4 dismissed and 115 were pending at the end of the year. The total compensation involved in all these claims was 150,867 rupees. The Rashtriya Mill Mazdoor Sangh handled 162 cases. Of these 92 were disposed of during the year and ~~handled~~ 70 remained pending. The amount of compensation involved was 51,112 rupees. As in the past, insurance companies representing employers extended their co-operation in the prompt disposal of claims, especially in cases of agreements.

(Indian Labour Gazette, Vol. XII, No. 8,
February 1955, pp. 832-846).

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Annual Report of the Employee's State Insurance Corporation for the Year 1952-1953.

The Government of India published on 2 April 1955 the annual report and the audited accounts for the year 1952-53 of the Employee's State Insurance Corporation as finally adopted by the Corporation. The following are the salient features of the report.

Standing Committee.- During the period under report, two meetings of the Standing Committee of the Corporation were held, one on 9 December 1952, and the other on 16 March 1953. One of the important items discussed in the meeting held on 9 December 1952, was the need of appointing a Sub-Committee to examine certain aspects of the Scheme in the light of experience and to report on the desirability of larger delegation of administrative functions at regional level. A Sub-Committee was accordingly constituted, which submitted a comprehensive report.

Sub-Committee.- The Sub-Committee appointed by the Corporation at ~~xxx~~ its meeting in December 1952 held three sittings. The principal recommendations of the Sub-Committee were as follows:- (a) The Employees' State Insurance Fund should not be decentralised. (b) The Employees' State Insurance Corporation should have financial control over the Regional Boards and uniformity should be maintained in regard to all major matters of policy. (c) The compensation of the Regional Boards should be modified on the lines they indicated. (d) Regional Boards should be vested with certain executive powers. (e) Regional Boards with local knowledge should be able to advise the Corporation effectively on major matters, such as, settlement of fees for Panel Doctors, choice between the Service System and the Panel System, utilisation of the existing local medical facilities provided by the employers, etc. etc. (f) The State Governments should be persuaded to pay their share of the expenditure connected with the medical benefits, and that share should, in no circumstances, be less than one-third of such benefits. (g) Maintenance of statistics should be improved and also simplified, by devising suitable forms. (h) The cost of medical care was expected to be 21 rupees 12 annas per employee per annum - 9 rupees per employee for out-door treatment of an insured person, 3 rupees 12 annas per employee for hospitalisation, on the basis of one bed for every 1,000 employees, and 9 rupees per employee for outdoor treatment of their families. The Sub-Committee considered that, for domiciliary visits for families, a small fee not exceeding 1 rupee per visit, may be charged by the Doctor.

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The report of the Sub-Committee embodying the above recommendations was placed before the eighth meeting of the Standing Committee held on the same date and was adopted.

Regional Boards.- A Regional Board for Kanpur was inaugurated by the Director General on 23 April 1952. The Delhi Regional Board was inaugurated by the Union Deputy Labour Minister on 8 September 1952. During the period under report, the Regional Board for Delhi met five times and that for Kanpur four times.

Working of the Scheme in Delhi and Kanpur.- The employment injury claims continued to be paid throughout the year, as no contributory conditions are attached to this benefit. The payment of the sickness and the maternity cash benefits, however, commenced only from the 23 November 1952. 2

Two hundred and three employers employing, 82,075 employees, were attached to 11 local offices in Kanpur, and ~~the~~ 328 employers, employing 38,745 employees to 4 local offices in Delhi.

As against the number of employees quoted above ~~para~~, the number of insured persons at Kanpur and Delhi on 31 March 1953 stood at 115,728 and 56,757 respectively. The above difference between the numbers of employees and insured persons was due to the fact that insured persons continued to remain eligible for Medical care even though they might no longer be in employment till their names could be removed after a reasonable period.

During ~~the~~ a short period of about 4 months from 23 November 1952 to 31 March 1953, 18,225 insured persons in Kanpur and 4,775 in Delhi received sickness benefits amounting to 0.261 million rupees and 0.089 million rupees respectively. During the same period, 6 insured women at Kanpur and 6 at Delhi received maternity benefits, amounting respectively to 507 rupees and 451 rupees in all. The amounts paid as temporary disablement benefits at Kanpur and Delhi were 0.061 million rupees and 0.035 million rupees, while the pensions paid for permanent disablement and death resulting from employment injury at Kanpur and Delhi amounted to 2,864 rupees and 417 rupees respectively, during the same period.

Provision of medical care.- At the close of the ~~year~~ period under report there were 13 dispensaries working in Kanpur and 16 dispensaries, including part-time dispensaries and Panel ~~Doctors~~ Doctors' clinics in Delhi.

During the period under report the total attendances at the State Insurance Dispensaries in Kanpur and Delhi were 593,564 and 303,933 respectively. The average daily attendances, on the basis of 30 working days in a month, are about 1,730 and 893 respectively. Domiciliary visits paid at Kanpur and Delhi numbered 7,287 and 2,148 respectively, 1,168 and 226 cases were referred to hospitals for admission and 3,005 and 4,335 for special investigation. The total number of certificates issued at Kanpur and Delhi were 165,112 and 49,076 respectively.

Proposals for adding a 50-bed annexe to one of the existing hospitals in Delhi and a similar annexe of 80-100 beds to an existing hospital at Kanpur were taken up with the State Governments.

Inspections.- The following figures indicate the number of inspection of factories carried out by the Inspectors during the period under review, with a view to ensuring compliance with the provisions of the Act:-

<u>Region</u>		<u>Number of Inspections</u>
Kanpur	--	755
Delhi	--	18
Bombay	--	1,485
Calcutta	--	817
Madras	--	252
		<u>3,327</u>

Contributions.- During the period under report, the income from the sale of contribution stamps (intended for payment of employees' contribution) and from special contributions realised from the employees amounted to 3.072 million rupees and 13.141 million rupees respectively.

Implementation of the scheme in other areas.- Efforts to implement the Scheme in the Punjab by the target date, in August, 1952, as approved by the Corporation, were continued. Several meetings were held between the officials of the Corporation and the Ministers and Officials of the State Government with a view to deciding which system of medical treatment, Service or Panel, should be adopted in the Punjab State and to discuss the various problems connected therewith, - such as the terms of service of the panel doctors, the amount of capitation fees etc. etc. It was agreed that in the Punjab, the Panel System should be tried. The State Government accordingly selected a group of panel practitioners for Amritsar, Ambala, Ludhiana, Jullundur, Abdullapur and Bhiwani, in consultation with the Corporation.

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Expert assistance from I.L.O.- Under the expanded programme of Technical Assistance, the services of three I.L.O. Experts on Social Security were made available to the Corporation in ~~stages~~ September-October 1952, for six months, for advising the Corporation in the initial stages, on organisation and methods, training of personnel, and development of the panel system of medical care. The I.L.O. Expert on Training conducted two training courses in February 1953, for selected officials of the Corporation, with a view to training instructors in the methods and techniques of teaching. Instructional films ~~films~~ on training programme and methods and techniques of training were also shown to the Trainees as well as to the Regional Directors and the Officers at the Headquarters. The experts remained in India until March 1953, and their reports were still awaited at the end of the period under report.

Two officers of the Corporation were deputed abroad as Fellows of the United Nations to study the National Insurance Scheme in the United Kingdom; they returned to India after completing their fellowships during the period under report.

General remarks.- The Employees' State Insurance Act was passed as far back as in 1948 and in the period of about 5 years, intervening ~~xxxx~~ between the passing of the Act and the close of the year under report, the benefit provisions of the Scheme could be introduced in Delhi and Kanpur only, the implementation in the Punjab being imminent. The progress made cannot, by any means, be said to be satisfactory, but the foundation for the extension of the Scheme in other places in the country has been laid, and it is hoped that, with the experience that we have gathered from the working of the Scheme in Delhi and Kanpur, it will now be possible to introduce it in other areas with greater expedition and confidence.

The experience of the working of the Scheme is still very limited both in time and extent. Upto the ~~xxx~~ close of the period under report, the disablement and the dependants benefits had been payable for slightly over 13 months only, while the sickness and the maternity benefits had been payable for only a little over a month. The incidence of cash benefits in Delhi and Kanpur during this limited period has been found to be considerably more favourable than what was assumed in the Actuarial Estimates for these benefits. As, however, the experience gained so far is, not much, being limited very greatly in both area and time, it cannot be relied upon with confidence, and it is too early to say what the experience all over the country will ultimately be. So far, there has practically been no evidence of any attempt to take undue advantage of the benefit provisions of the Scheme.

During the year under report there were some complaints against the working of the ~~State~~ Scheme. As the principal cash benefits were payable only after about 9 months, there was a general feeling among the employees that the only benefit under the scheme was the medical benefit. There were a number of complaints against this benefit. These complaints have broadly been of three types: first, there were complaints of the shortage of stocks of medicine in certain dispensaries and lack of cordial and sympathetic behaviour on the part of the doctors and other staff. These complaints have been largely redressed during the year under report, by action having been taken by the State Governments in consultation with the Corporation. Secondly, there have been, complaints about the lack of facilities of specialist treatment and hospitalisation. Thirdly, there was a general feeling that medical care for families should also be made available under the Employees' State Insurance Scheme. The Corporation and the Standing Committee considered the second and the third questions at their meetings held in December 1952, and March 1953, and arrived at certain conclusions. At the close of the year under report, these matters had to be taken up with the State Governments with a view to improving the proposal for the extension of medical care in these respects as early as possible. The financial implications of the proposal for the extension of medical care to families need most careful consideration not only of the Corporation, which has to see that it can meet ~~thaxxx~~ its share of these costs out of the contributions prescribed in Schedule I to the Act which will ultimately come into force, but also on the part of the State Governments who will have to find one-third of all costs of medical care from their resources.

(The Gazette of India, Part II, Section 3,
2 April 1955, pp. 618-644).

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CHAPTER.10. SOCIAL MEDICINE.

INDIA - MAY 1955.

101. Maintenance of Community Health.

Incidence of Venereal Diseases among Industrial Workers in South Calcutta.

Certain statistics of incidence of venereal diseases among industrial workers based on the records of a V.D. Clinic situated in Southern Calcutta have been published in the Proceedings of the Society for the study of Industrial Medicine, December 1954. During 1953, 2,574 cases were treated in the clinic of these 1,328 were workers. Due to shortness of time detailed statistics were, however, worked out for 631 cases only, out of which 330 related to workers. Among these 330 workers attending the clinic, 165 were diagnosed as suffering and another 137 had V.D. in the past. In the batch there were 238 married workers and 92 single workers. Among the married workers 105 had V.D. and of the single workers 60 had such diseases. Out of the 105 married workers having V.D. 78 were living away from their wives and the remaining 27 were living with wives. Out of the 60 single workers, 38 were living away from family and 22 were living with family. Taking cases of past V.D. out of 137 cases, 110 related to married workers and 27 to single workers.

It is concluded, in the paper that the average attendance of workers in the clinic was higher than that of the socially advanced class and that the rate of incidence of V.D. (both recent and past) was almost the same both for married and single workers. Rate of reinfection among married was, however, higher than that among unmarried.

To give an estimate of labour hour lost due to incidence of V.D. it is stated in the paper that on an average a patient suffering from V.D. in the acute stage was required to attend the clinic for 5 days and on each occasion for two hours. This leaves the time spent on the way to and from the clinic.

The paper suggests certain measures for controlling V.D. among workers, which fall under four main heads, viz., Economic, Legislative and Executive, Educative and Medical. It is considered that the progress in the housing schemes for workers enabling them to live with their families and the organisation of such welfare activities as sports, clubs, night schools, exhibition of educative films including documentaries about the country, people, folk culture, etc., will go a long way in this direction.

(Indian Labour Gazette, March 1955,
Vol. XII, No. 9, pp. 1010).

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CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - MAY 1955.

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

Draft Orissa Economiser Rules, 1955.

The Government of Orissa published on 20 May 1955 the draft of Orissa Economiser Rules, 1955, proposed to be made under the Indian Boilers Act, 1923, and ~~xxx~~ in supersession of the existing rules on the subject. The rules prescribe, inter alia, the procedure for the registration of economisers, investigation of accidents to economisers, and appeals under the rules.

(Orissa Gazette, Part III, 20 May 1955, pp. 493-500).

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RECORD OF PRINCIPAL DECISIONS ON LABOUR AND
ALLIED SUBJECTS.

INDIA - MAY 1955.

Chapter 1. International Labour Organisation.

Indian Labour Conference, Fourteenth Session, Bombay,
14-16 May 1955.

Employees' Provident Funds Act.- "The Conference recommended the extension of the Provident Funds Act to all industries with a total employment strength of 10,000 workers throughout the country.

Child Labour.- "On the question of child labour it urged more effective enforcement of the existing legislation by strengthening the inspectorate. It recommended that the minimum age of admission should be 14 years in all occupations, excepting agriculture and plantations, and that there should be uniformity in the provisions regarding hours of work, rest interval, weekly day of rest and prohibition of night work for children in all the relevant labour laws.

Minimum Wages Act.- "The Conference accepted a number of proposals for the amendment of the Minimum Wages Act. One of the more important amendments will ensure that minimum wages could be fixed under the Act at any time thus removing the concept of the dead line within which all minimum wages must be fixed. It was, however, resolved that all possible efforts should be made to fix minimum wages in all cases in Part I of the Schedule by 31 March 1956 at the latest.

Ratification of I.L.O. Conventions.- "The Conference adopted the Report of the Committee on Conventions which had met earlier on ~~the~~ 12 May 1955 to examine 14 I.L.O. Conventions and 13 Recommendations, and recommended ratification of two Conventions, one concerning Workmen's Compensation (Occupational Diseases) and the other concerning Minimum Wage Fixing Machinery in Agriculture. It has also suggested that the scope of the Workmen's Compensation Act and the payment of Wages Act should be extended to cover more employments than at present"1.

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1 Government of India: Ministry of Labour (Confidential)
Note for Circulation to the Indian Missions Abroad
for the Month ending the 21 May 1955, pp.1-4).

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KUST OF PRINCIPAL LAWS FROMULGATED DURING THE
PERIOD COVERED BY THE REPORT FOR MAY, 1955.

INDIA - MAY 1955.

Chapter 3. Economic Questions.

Constitution (Fourth Amendment) Act, 1955.
(Gazette of India, Extraordinary, Part II-Section 1,
28 April 1955, pp. 183-185).

State Bank of India Act, 1955 (No. 23 of 1955).
(The Gazette of India, Extraordinary, Part II-
Section 1, 11 May 1955, pp. 155-185).

Chapter 5. Working Conditions and Living Standards.

Madhya Pradesh Shops and Establishments (Amendment)
Act, 1955 (XI of 1955). (Madhya Pradesh Gazette,
Part IV-A, 13 May 1955, pp. 62-64).

Chapter 7. Problems Peculiar to Certain Categories
of Workers.

Untouchability (Offences) Act, 1955 (No. 22 of 1955).
(Gazette of India, Extraordinary, Part II-Section 1,
11 May 1955, pp. 227-239).

Chapter 8. Manpower Problems.

Uttar Pradesh Essential Services (Maintenance)
Repeal Act, 1955 (No. XI of 1955). (Uttar Pradesh
Gazette, Extraordinary, 21 April 1955, pp. 1-2).

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Chapter 3. Economic Questions.

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 - (a) Draft Recommendations for the formulation of the Second Five-Year Plan 1956-61 by Professor P.C. Mahalanobis.
 - (b) The Second Five-Year Plan - A Tentative Framework. (A Working paper prepared jointly by the Economic Divisions of the Ministry of Finance and the Planning Commission, in consultation with the Central Statistical ~~Department~~ Organisation and the Indian Statistical Institute).
 - (c) The Second Five-Year Plan - Basic Considerations relating to the Plan Frame: A Memorandum prepared by the Panel of Economists, Planning Commission.
 - (d) A Note of Dissent on the Memorandum of the Panel of Economists by Professor B.R. Shenoy. (Copies sent to Geneva vide this Office Minute No.D.1/902/55 dated 14 June 1955).
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- (c) ~~Rajkumar~~ ~~Rajaram~~ Economic History of India, 1757-1947. By V.Sundara Rajan (East and West Book House, Baroda, Price Rs.12-8-0.).
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* Publications received in this Office.

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Chapter 5. Working Conditions and Living Standards.

- * Annual Report on the Working of the U.P. Shops and Commercial Establishments Act, 1947 for the Calendar Year 1953. Allahabad. Printed by the Superintendent, Printing and Stationery U.P., 1953. Price 11 annas. pp.36.

Chapter 6. Problems Peculiar to certain categories of Workers.

- * Report of the Commissioner for Scheduled Castes and Tribes for the Year 1953. pp.406. (Copy sent to Geneva vide this Office Minute No. D.1/828/55 dated 28 May 1955).

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* Publications received in this Office.