

COPY NO.

80248
INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

I.L.O. REGISTRY-GENEVA
16 AUG 1955
File No: 2183
With:
on:

Industrial and Labour Developments in July 1955.

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

<u>Contents.</u>	<u>Pages</u>
<u>CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.</u>	
<u>11. Political Situation and Administrative Action:</u>	
Punjab: Amendments to Labour Legislation to be considered: State Labour Advisory Boards' Decision.	1
<u>CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.</u>	
<u>25. Wage-Earners' Organisations:</u>	
(a) Aid to Victimized Workers: Madhya Bharat Government's Scheme.	2
(b) Domestic Workers set up All-India Union.	3
(c) Role of Trade Unions: Remarks by the Railways Corruption Enquiry Committee.	3-4
<u>27. Salaried Employees' Organisations:</u>	
Fourth Annual Conference of Indian Federation of Working Journalists, Madras, 17 and 18 July 1955: Early Implementation of Press Commission's Recommendations demanded.	5-8
<u>CHAPTER 3. ECONOMIC QUESTIONS.</u>	
<u>34. Economic Planning, Control and Development:</u>	
(a) Labour Minister's Views on Draft Second Five-Year Plan Frame: Extension of Minimum Wage and Social Security Measures urged.	9
(b) Labour Aspects of Planning: Advisory Panel set up.	10
(c) Meeting of the Standing Committee of the National Development Council: Investment of 43,000 Million Rupees in the Public Sector for the Second Five Year Plan approved.	11-14
(d) Four-Fold Increase in Authorised Capital: Report on Joint Stock Companies published.	15-17
(e) Kolar Gold Mines to be Nationalised: Mysore Government's Decision.	18
(f) Delhi: Industrial Estates to be set up to encourage Development of Small Scale Industries.	18-19

<u>Contents.</u>		<u>Pages.</u>
36. <u>Wages:</u>		
(a) Working of the Minimum Wages Act, 1948, for the period of March 1948- 31 December 1953.		20-25
(b) Guaranteed Minimum Annual Bonus for Ahmedabad Textile Workers: Collective Agreement concluded.		26-27
38. <u>Housing:</u>		
Central Assistance in Slum Clearance: Housing Ministers' Conference urges Creation of Fund.		28-31
<u>CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF THE NATIONAL ECONOMY.</u>		
41. <u>Agriculture:</u>		
(a) Progress of Land-Gift Movement: 5.75 Million Acres donated.		32
(b) Agricultural Labour Enquiry Report on Intensive Survey published.		33
(c) Bombay Tenancy and Agricultural Lands (Amendment) Bill, 1953: Measures for Redistribution of Land.		34-35
(d) Bombay Merged Territories Miscellaneous Alienations Abolition Act, 1955 (No. XXII of 1955).		36
(e) Draft Assam Tea Plantations Provident Fund Scheme, 1955.		37
43. <u>Handicrafts:</u>		
(a) Handloom and Powerloom Weaving in Bombay State: Report of the Survey of the State's Bureau of Economics and Statistics.		38-39
(b) Impact of Factory Goods on Village Economics: All-India Board's Survey.		40
(c) Village and Small Scale Industries Committee constituted.		41
<u>CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.</u>		
50. <u>General:</u>		
(a) Labour Conditions in Sugar Factories in India.		42-46
(b) Labour Aspects of Planning: Advisory Panel set up.		47
(c) Mines Rules, 1955.		48

<u>Contents</u>	<u>Pages</u>
52. <u>Workers' Welfare, Recreation and Workers' Education:</u>	
Holiday Facilities for Central Government Employees: Union Health Ministry's Proposal.	49
<u>CHAPTER 6. GENERAL RIGHTS OF WORKERS.</u>	
63. <u>Individual Contracts of Employment:</u>	
Working of the Industrial Employment (Standing Orders) Act, 1946, during 1953.	50-51
65. <u>Collective Agreements:</u>	
Guaranteed Minimum Annual Bonus for Ahmedabad Textile Workers: Collective Agreement concluded.	52
66. <u>Strike and Lockout Rights:</u>	
(a) Assam: Rice and Oil Mills and all Motor Transport Services declared Public Utility Services.	53
(b) Madras: Air Transport Services declared a Public Utility Service.	53
67. <u>Conciliation and Arbitration:</u>	
(a) Industrial Disputes in India during 1954: Fall in Number of Mandays Lost and Rice in Disputes and Workers involved.	54-56
(b) Conditions of Dock Workers: Appeals filed against Industrial Tribunal's Award.	57
(c) Kanpur Textile Strike called off: Government to appoint Committee to draw up Nationalisation Scheme.	58-60
68. <u>Labour Courts:</u>	
The Industrial Disputes (Appellate Tribunal) Amendment Ordinance, 1955 (No. 3 of 1955).	61
<u>CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.</u>	
71. <u>Employees and Salaried Intellectual Workers:</u>	
U.P.: Working of the Shops and Commercial Establishments Act, 1947, during the Year 1953.	62-64

Contents.

Pages.

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

- (a) Holiday Facilities for Central Government Employees: Union Health Ministry's Proposal. 65
- (b) Greater Efficiency in Public Services: Madras Government to set up Joint Councils. 66
- (c) ~~Staff Councils~~ Staff Councils for Travancore-Cochin: Better Relations between Government and Employees to be fostered. 67

CHAPTER 8. MANPOWER PROBLEMS.

81. Employment Situation:

Employment Exchanges: Working during May 1955. 68-74

83. Vocational Training:

Labour Ministry's Training Scheme: Progress during May 1955. 75-76

CHAPTER 9. SOCIAL SECURITY.

92. Legislation:

- (a) Draft Assam Tea Plantations Provident Fund Scheme, 1955. 77
- (b) West Bengal Employees' Insurance Courts Rules, 1955. 77

93. Application:

- (a) Working of the Workmen's Compensation Act, 1923, during the Year 1953. 78-81
- (b) Working of the Maternity Benefit Acts during 1953. 82-83
- (c) Changes in Employees' Provident Fund Scheme: Advisory Board's Recommendations. 84
- (d) Punjab: Annual Report on the Working of the Punjab Maternity Benefit Act, 1943, during 1953. 85

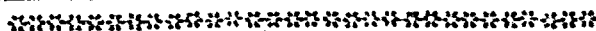
CHAPTER 12. INDUSTRIAL COMMITTEES.

121. Special Information:

Trend of Costs in Tea Plantations: Eastern Economist's Conclusions. 86-87

LIST OF PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR JULY, 1955. 88

BIBLIOGRAPHY - INDIA - JULY 1955. 89-90



CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JULY 1955.

11. Political Situation and Administrative Action.

Punjab: Amendments to Labour Legislation to be considered: State Labour Advisory Board's Decision.

The appointment of a committee to consider changes in the existing labour legislation in Punjab in order to promote industrial peace in the State was one of the recommendations made by the Punjab State Labour Advisory Board which met at Chandigarh on 13 July 1955 under the chairmanship of Mr. Sunder Singh, Labour Minister.

Another recommendation made by the Board related to the revival of the tripartite board at Amritsar which was constituted in 1954 for purpose of conciliation. It was suggested to the Government that similar tripartite boards should be set up in other districts.

Among other decisions made by the Board was the suggestion that the Government should appoint a committee to inquire into the condition of workers connected with house-building and transport industries.

(The Hindustan Times, 25 July 1955).

'L'

25. Wage-Earners' Organisations.

India - July 1955.

Aid to Victimised Workers: Madhya Bharat
Government's Scheme.

Mr. V.V. Dravid, Labour and Development Minister of Madhya Bharat stated at Indore on 9 July 1955 that the State Government had introduced the Victimization Aid Scheme with a view to protecting the legitimate interests of workers employed not only in the big industries but also in small industries in the interior.

Under the scheme, the State Government would provide financial assistance to workers dismissed by employers for no reason other than their trade union activities, so that they could fight out their cases in labour courts. Persons dismissed for other reasons would not get any assistance, he said.

The Minister said that the financial assistance would be equal to 50 per cent of the salary of the dismissed employee for a maximum period of six months in the first instance and thereafter the whole question will be reviewed by the Government.

He denied the allegation of Mr. D.P. Mandelia, president of the Madhya Bharat Chamber of Commerce, that by the introduction of the scheme the Government was assuming the powers of the labour courts. He said that the Government would never interfere with the Judiciary.

Mr. Dravid said that many of the dismissed employees were not in a position to go to labour courts or industrial courts and the employers were taking advantage of this situation. The judicial process took a long time and in some cases several years to dispose of the cases and the dismissed employees could not wait for such a long period.

The Government, he said, was not prepared to direct the Judiciary to expedite the disposal of cases because it was a matter for the Judiciary to decide.

(The Times of India, 12 July 1955).

3

Domestic Workers set up All-India Union.

An All-India Domestic Servants Union was formed at a convention of domestic servants in New Delhi on 23 June 1955. It was decided to set up branches of the Union in all parts of the country which will agitate for the enactment of legislation to protect the rights and privileges of domestic servants. Among the demands of the Union are proper accommodation facilities, limitation of working hours and weekly holidays.

Sardar Daljit Singh, M.L.A., Delhi, was elected President of the Union and Mr. Shamsingh its Secretary.

(The Statesman, 24 June 1955).

Role of Trade Unions: Remarks by the Railways
Corruption Enquiry Committee.

A Committee set up by the Government of India with Mr. H.N. Kunzru as chairman to enquire into corruption in railways, has submitted its report recently. The report states, inter alia, that trade unions should educate the workers about their role in a free society.

The report states that the Committee is sorry to note that the development of railway unions has given the railway employee no idea of the important part he has now to play as a free citizen of a free country. "The majority of the local unions often adopt bullying tactics towards higher officers and their office-bearers are sometimes interested in getting personal advantage for themselves and their friends through their influence", the Committee remarks, adding: "It also came to our notice that some local union ~~officials~~ officials charged a fee for representing individual cases of employees to the Administration. This is the worst thing that a railway union could do".

4

The Committee recommends that the Central Executive of the National Federation of Indian Railwaymen and other unions should issue clear directives to all the unions affiliated to them, laying down the new role that the unions have to play in free India. "Their rights must flow from duties faithfully and conscientiously performed", the Committee ~~says~~ remarks.

The Committee asks the unions to co-operate with the railway administrations and assist in ensuring that the various privileges that have been conferred on the employees are really made available to them. Machinery for this has also been suggested.

The report makes a strong plea to public men and higher officials to lead a reform movement to eradicate corruption, which "is not only tarnishing the fair name of our administration, but also tempts people to have a fling at our national character".

The Committee observes with regret that a "correct approach" to the problem of corruption on the railways is generally lacking and expresses the view that if the correct ideals and standards of conduct are kept before the subordinate staff, "our railwaymen will make the proper response and put forth a determined effort to eradicate corruption from among their ranks".

The Committee has suggested, as one of the measures to reduce corruption, that the disparity in the emoluments of the lowest paid and highest paid government officials should be narrowed down. Greater attention should be paid to the problem of staff welfare. The scheme for the provision of subsidized hostels should be finalised without delay. Provision should be made in the second Plan for a systematic expansion of medical facilities. The scheme for opening rest houses for staff should materialise without undue ~~and~~ delay. The tempo of building staff quarters should be substantially increased.

The Committee also recommends the setting up of a board of three arbitrators to decide disputes, ~~and~~ drastic action against staff involved ~~in~~ the theft of railway property, in reduction of casual labour and temporary staff in relation to permanent staff.

(The Hindustan Times, 18 July 1955).

5

27. Salaried Employees' Organisations.

India - July 1955.

Fourth Annual Conference of Indian Federation
of Working Journalists, Madras, 17 and 18 July
1955: Early Implementation of Press Commission's
Recommendations demanded.

The fourth annual conference of the Indian Federation of Working Journalists was held at Madras on 17 and 18 July 1955. Mr. Banarsidas Chaturvedi, president of the Federation, presided. The conference was inaugurated by Mr. C. Subramaniam, Minister of Information, Government of Madras.

Presidential address.- In the course of his presidential address, Mr. Chaturvedi said that the most important problem facing the Press at this time was the implementation of the recommendations of the Press Commission, which if implemented, could prove effective in removing many of the crying grievances of the profession. The crossword puzzle has become the cause of ruin of hundreds of families, and there is a ~~new~~ strong public agitation growing in Gujarat and Saurashtra against this evil. Gujarat papers which ~~are~~ according to the Press Commission's report, were in a favourable financial condition, were facing severe competition which was traceable to the tempting prices offered by the conductors of crossword puzzles. The result was closure of a number of papers and reduction in the price of several others. A similar situation ~~had~~ faced other Indian language journals, and the number of Indian language newspapers that had died during the last four or five years run into dozens. He had not taken into consideration about 300 newspapers and periodicals that were started at the time of the elections and were later closed down, throwing a large number of working journalists out of employment.

Mr. Chaturvedi said that ~~through~~ the trade union movement among journalists had been active since 1947, they had tried to confine it within constitutional limits. Even when conditions were most provocative journalists had not resorted to legitimate direct action. Yet they found that all the self-restraint and moderation had been mistaken for weakness. Immediately after the Press Commission's report was submitted, some newspaper proprietors started a campaign of ~~victimisation~~ victimisation and retrenchment. In many cases increments were stopped and salaries reduced. Mr. Chaturvedi said that there was no reason ~~why~~ why Indian papers should refuse to exist except on sweated labour. Those papers that could not pay a minimum wage have no right to exist, and no Government

6

should show consideration to persons who were living by exploitation. Even if a number of such papers had to close down, they would give birth to better papers that would give reasonable amenities to their workers.

The Government must start decentralisation of newspapers as envisaged by the Commission, provide for a price-page schedule, and use their good offices to bring about changes in the structure and ownership of newspapers and news agencies. No time should be lost in honouring the pledge given to working journalists to implement the recommendations regarding their working conditions.

Mr. Chaturvedi ~~said that they~~ said that they should not depend too much upon the Government. The Working Journalists Act had given ~~them the machinery~~ them the machinery to get a number of their grievances redressed, and they should use it as much as possible. He suggested that the Federation should have full-time workers at the Central and State levels, so that all routine activities of the Federation were carried out without let or hindrance. It was also essential that they should have a journal of their own. All this required combined effort.

Among other problems facing the Federation was the question of establishment of a few schools of journalists, in the country. They required at least two full-fledged and well-equipped schools providing a four-year-course, one in North India and the other in the South. A doubt had been expressed whether by opening schools of journalism, they might not unwittingly be responsible for producing a large number of workers whom we might not be able to accommodate. There was force in this argument, he hoped that things would not be allowed to remain as they were in the profession. If the recommendations of the Press Commission were carried out in practice, there would be scope for a much larger number of Indian language papers in metropolitan centres as well as in the districts, and they would need the services of well-trained journalists.

Resolutions.- The Federation, by a resolution welcomed the enactment of the Working Journalists (Industrial Disputes) Act and ~~congratulated~~ congratulated Parliament on its unanimity in placing this law on the statute book. While welcoming this initial step towards the implementation of the recommendations of the Press Commission, the Federation regretted that the Government had so far made no move either to bring forward a comprehensive Industrial Relations Bill, or to amend the Industrial Disputes Act to remove the defects that had been revealed in its administration.

4

It drew the Government's attention to the discontent and disquiet in all sections of labour at the working of the Labour Appellate Tribunal, the failure of the Government to administer the Industrial Disputes Act and other labour laws in a just and proper manner in the interests of labour and urged that early steps be taken to redress these grievances.

The Federation, however, urged working journalists in general and the units of the Federation in particular to make the utmost use of the machinery provided by the Act to remove the grievances.

Minimum Wage.- The Federation regretted that the recommendations of the Press Commission in regard to minimum wages and other working conditions were sought to be whittled down by proprietorial interests who were also carrying on a subtle and persistent campaign to discredit and sabotage the Commission's report.

"In view of attempts being made by some proprietors to prejudice Government steps to implement the recommendations of the Commission by premature retirements and indiscriminate dismissals, the Federation urged the Government to take steps to see that the conditions of working journalists are not changed for the worse in the interim period".

The Federation reiterated its demand for the immediate implementation of the Commission's recommendations, particularly in regard to reorganisation of the ownership structure, management and finance of the newspaper industry and news agencies; ~~the~~ tax introduction of price-page schedule; measures to end price cutting and other unfair and restrictive practices; and proposals relating to changing the system of advertisement, tariffs and restraint on the proportion of advertisements, ban on crosswords puzzles and similar competitions, appointment of a Press Registrar, setting up of a Press Council and improvement of working conditions of journalists.

By another resolution, the Federation expressed regret that many newspaper owners were trying to destroy the trade union movement among working journalists by forming out of service active union workers under various pretexts - by discouraging and dissuading employees from joining the unions and by inspiring or supporting the formation of unrepresentative and quasi-journalistic organisations.

8

The proprietors would be furthering the cause of healthy journalism only by discarding their attitude of distrust and hostility, the resolution added.

Implementation of Press Commission's Recommendations.-

By another resolution the Federation called upon the working committee to launch and direct a sustained programme to stimulate the rank and file of working journalists and to mobilise public opinion in support of the implementation of the Press Commission's recommendations. The resolution also chalked out an eight-point programme for the purpose.

The Federation demanded that no apprentice or probationer should be kept on for more than six months and deplored the growing tendency among employees to appoint persons as apprentices and probationers in disproportionate numbers on unequitable salaries and for unconscionable lengths of time.

(The Statesman, 20 July 1955;
The Hindu, 19 July 1955).

'L'

34. Economic Planning, Control and Development.

India - July 1955.

Labour Minister's Views on Draft Second Five-Year Plan Frame: Extension of Minimum Wage and Social Security Measures urged.

Mr. Khandubhai K. Desai, the Union Labour Minister, expressing his views on the draft proposals for the second five year plan (vide pp. 42-47 of the report of this Office for May 1955), states that the plan has to keep in view ~~two~~ two immediate objectives namely the need to provide employment to a large number of unemployed and the need to ~~take~~ take concrete steps to implement the principle of socialism. Mr. Desai suggests heavy taxation for large income and that no salaried earner shall have a post-tax income larger than 2,500 rupees. He further suggests extension of minimum wage and social security measures; ceiling on the unit of individual cultivation, legislative measures to break and prevent concentration of economic power, and austerity for all in the interests of development.

He further asserts that the large bulk of consumption industries should be entrusted to the cottage and small scale industries sector. There should be careful demarcation of the fields of production, the guiding principle being that whatever can speedily and efficiently be produced by the cottage and small scale industries sector should be assigned to it. A bold plan of expansion of this sector is indispensable and the problem will have to be tackled with the same vigour and enthusiasm displayed in making the Community Projects and National Extension Services a success.

The Union Minister is in favour of immediate nationalisation of insurance and nationalisation of coal, manganese and mica industries for a start. The export trade in jute, tea and mica should be a State monopoly as that will give substantial resources for the second five year plan. He is further of the opinion that nationalisation of other units in the private sector is not necessary, but what is necessary is that the working of all such units should reflect socialism in action. The private sector must fully realise that it must accept a substantial measure of control at the hands of the State. So long as private employer remains a responsible trustee of ~~his~~ his assets, there will be no interference with his activities but exploitation in any form with a view to his personal advantage only will have to be put down.

(Capital, 16 June 1955, page 881).

Labour ~~Panel~~ Aspects of Planning: Advisory
Panel set up.

It is understood that the Planning Commission has set up a panel for labour consisting of 17 members to advise the Commission on the various aspects of labour problems.

The following are the members: Mr. N.H. Tata, Mr. M.T. Jenkins, Mr. G.D. Somani, Mr. S.P. Hutheesingh, Mr. H.P. Merchant, Mr. G.D. Ambekar, Mr. S.R. Vasavada, Mr. R.A. Khedgikar, Mr. S.A. Dange, Mr. Hirinalkanti Bose, Mr. Asoka Mehta, Mr. A.K. Gopalan, Mr. R. Venkataraman, Mr. G.A. Bansal, Mr. K. P. Tripathi, Mr. V.V. Giri and Mr. Chamanlal Parikh.

(The Hindustan Times, 21 July 1955).

11

Meeting of the Standing Committee of the
National Development Council: Investment
of 43,000 Million Rupees in the Public
Sector for the Second Five Year Plan
approved.

The Standing Committee of the National Development Council, meeting at New Delhi on 24 July 1955, upheld the investment goal of 43,000 million rupees in the public sector under the second Five-Year Plan and ruled out any lowering of the target. The meeting was presided over by Mr. Jawaharlal Nehru, Prime Minister and was attended by the Central Cabinet Ministers and the Chief Minister of several States.

The Committee agreed with the emphasis on heavy industries and recommended that there should be proper integration between hand industries and large-scale industries producing consumer goods.

Prime Minister's address.— Addressing the members of the Standing Committee, the Prime Minister referred to the short time at their disposal for preparing the second Plan, which, he said, was scheduled to be published in draft outline by October. He emphasised that planning had to be on an all-India basis and said the various ~~and~~ draft Central and State plans added up to 120,000 million rupees as against the Plan target of 43,000 million rupees. The raising of resources was a complicated problem, and they had to give serious thought to the question of adding to the resources for financing the Plan by 'normal' ways. They would have to think about 'abnormal' ways of adding to the resources.

Referring to the basis of approach for planning, Mr. Nehru said they had decided to lay emphasis on heavy industries and village and small industries. Without heavy industries, the rate of progress would be low and a country remained dependent. For instance, he said, lack of steel was a big hurdle to their expansion programmes not merely in respect of rail transport but in regard to housing and other schemes of development. He considered the development of heavy industries as vital to the nation's economy, and also small industries as an employment-providing factor. In this connection, he referred to the appointment of the committee with Prof. Karve as chairman, which is now examining the development of cottage industries during the second Plan period.

12

Resources for the Plan.- Mr. C.D. Deshmukh, Finance Minister, emphasised that the size of the Plan and of resources should be properly matched. From such calculations as had been made it appeared that if the ratio of public receipts to national income was maintained at the existing level "we should be able to provide altogether about 55,000 million rupees for the Second Plan. As against this, the side of the development programme as indicated in Plan-frame papers was 43,000 million rupees.

The ~~main~~ problem was how to raise another 3,000 million rupees so that the size of the Plan and of resources might be suitably adjusted. A part of this might have to be raised by way of taxation. However, efforts would have to be made to devise new methods of raising loans and mobilising savings. He did not suggest a lowering of the size of the Plan in the public sector below 43,000 million rupees. During the first Plan period the rate of increase in national income was about 3 per cent per annum. "This is the minimum to be kept before us as a target", he added. They had now in view a target of 5 per cent increase in national income.

Proceeding, the Finance Minister, ^{said that} if the country went on increasing national income at the rate ~~and~~ of 5 per cent per annum, the income would be doubled in 14 years. Taking into account this long-term prospect, he emphasised that the raising of resources to match the development programme was absolutely essential. ~~He~~ If there was a short-fall in the resources of 8,000 million rupees or 10,000 million rupees he pointed out, what was to be achieved in five years would be achieved in six years, and there would thus be a lengthening of the period for achieving a given level of development. In this connection he dwelt on the importance of foreign exchange resources in the context of a development programme.

Referring to the question of taxation the Finance Minister observed that discussions were now being held with individual States, and that all these matters would come up before the Inter-State Taxation Council, which was to be set up in accordance with the Taxation Inquiry Commission's recommendations.

States' share.- Mr. V.T. Krishnamachari, Deputy Chairman, Planning Commission, said that at the instance of the Planning Commission, the States were now considering the recommendations of the Taxation Inquiry Commission in regard to raising new sources of revenue for financing the Second Plan. He indicated that out of 43,000 million rupees for the plans of States, the amount likely to be available was 21,000 million rupees to 22,000 million rupees in place of 14,000 million rupees to 15,000 million rupees in the first Plan. In the ~~draft~~ light of these figures adjustments in the draft plans would have to be made in consultation with the States. He referred also to the considerable work

13

which had been done in the States for the preparation of their plans.

In the discussion which followed, there was general recognition that the draft plans of States and Ministries would need to be suitably adjusted.

There was a general discussion which centered round: (1) The basic approach to the Plan; (2) integration of small-scale and village industries with large-scale industries; and (3) resources for the second Plan.

In regard to the first point namely, basic approach to the Plan, Dr. B.C. Roy (West Bengal) said the main approach must be the general welfare of the people. For this there were two tests. One—does a particular scheme increase the wealth of the country in the next five years? And the second is — does it give employment? These objectives could only be obtained if there was proper balancing in the Plan and if they proceeded from below by making into account the needs and resources of the people.

Mr. Murarji Desai (Bombay) said the targets in the draft Plan should not be lowered on any account. This view was supported by other Chief Ministers, who felt it would cause disappointment among the people if the Plan was scaled down. Mr. Desai endorsed the emphasis laid in the draft Plan on heavy industries and said that without heavy industries there could be no prosperity.

Mr. Hanumanthaiya (Mysore) intervening referred to the distribution of subjects ~~between~~ between the Centre and the States and the need for Central Ministries to keep this in view in making their proposals for the second Plan.

Mr. Ramakrishna Rao (Hyderabad) said top-most priority should be given to the development of heavy industries, and village and small industries. There was general agreement that the size of the Plan should be maintained as had been proposed in the draft plan-frame.

Several members, notably the Chief Ministers of Mysore, Hyderabad and Travancore-Cochin and the Finance Minister of Madras, suggested that the investment proposed in the States should be equitably allocated between different parts of the country. It was recognised that while ensuring this it would be necessary to bear in mind the special needs of those parts of the country which were backward. Within a State also there were areas which were backward, for instance, hill areas and areas where scheduled tribes and other backward classes predominated. These would need special attention.

14

Mr. Bhimsen Sachar (Punjab) said there should be reservation in certain lines of production, and protection to cottage industries as against heavy industries.

As regards resources for the second Plan, Mr. Govinda Menon (Travancore-Cochin) said if public enthusiasm was mobilised, it would be possible for them to raise the necessary resources. For this, a psychological approach was essential. If people know they had to help in implementing the Plan, they would unhesitatingly give of their best and contribute ~~not~~ merely in money but in voluntary labour, materials etc. He suggested that the mechanism of raising additional resources should be such as would make it clear to the public that the extra money ~~had~~ that was being raised was for national development.

In this connection, he thought that whatever surcharges were levied should be for purposes of development. For instance, if there was a surcharge on railway fares, the rail user might, in addition, to the usual ticket, be given another ticket indicating that the extra amount collected from him was for ~~development~~ development projects under the second Plan. Similarly, they could raise more savings by mobilising greater popular support than at present. He referred to the State Insurance Scheme functioning in his State as a means of tapping savings for the State development programmes. He advocated extension of these schemes to other States also. This could be an alternative to the compulsory savings schemes.

Mr. Ramakrishna Rao suggested a scheme for compulsory savings and also ~~has~~ supported the suggestion for levying a surcharge on rail transport. He said more schemes under the second Plan should be executed with public co-operation. In this connection, he referred to the practice in Mysore where the State collected a contribution from owners of land if they were going to be benefited by an irrigation or power project to be carried out in the vicinity.

Mr. Sachar suggested that the possibility of collecting funds through State-organised lotteries and the like for national development might be examined.

In the discussion a suggestion was made that as far as possible the additional levies for the second Plan should be national levies, rather than State levies. In this connection, a proposal that the Central Government might collect certain excise duties, for instance, on cloth, for distribution to the States, received general support on the ground that this would ensure better integration with sales taxes and also secure a larger yield.

(The Hindustran Times, 25 July 1955).

Four-fold Increase in Authorised Capital:
Report on Joint Stock Companies published.

During 1954-55 there was nearly a four-fold increase in the authorised capital of joint stock companies. Though the number of the companies rose from 1,193 in 1953-54 to 1,203, the authorised capital jumped from 564 million rupees (in 1953-54) to 2,260 million rupees up to 31 March 1955.

These facts are given in a recent report on "Joint Stock Companies" released by the Company Law and Investment Administration.

Up to 31 March 1955, 1,203 Joint Stock Companies limited by shares, both public and private, with a total authorised capital of 2,260 million rupees, have been floated as against 1,193 companies with a total authorised capital of 564 million rupees during the preceding fiscal year. Of the 1,203 companies floated during the fiscal year, there are 219 public companies, and the remaining private with a total authorised capital of 1,749 million rupees and 511 million rupees respectively. The comparative figures for the preceding year (1953-54) show that during 1954-55 new public company ~~flotations~~ flotations have increased by 15 while those of private companies have diminished by 7.

The breakdown of new company registrations ~~have~~ into public and private reveals that while the total number of private flotations during the two years has been nearly equal, the authorised capital of these companies in 1954-55 has been nearly 50 per cent more than in the preceding year. The average authorised capital of the new private and public companies in 1954-55 works out at 519,000 rupees and 7,851,000 rupees respectively as against 331,000 rupees and 1,155,000 rupees in 1953-54. A detailed study of the newly registered companies under various industrial groups during the fiscal year 1954-55 reveals that by far the largest number of companies i.e. 774 have been registered under the "Trading and Manufacturing" group, "Hotels, theatres and entertainments" and "Banking, Loan and Insurance" groups recorded 76 and 67 registrations, while "Transit and Transport" and "Mills and Presses" recorded 67 and 65 registrations respectively.

A survey of the territorial distribution of the new registrations during the fiscal year 1954-55 reveals that Bombay and West Bengal account for nearly 60 per cent of the total new floatations, the actual number of companies registered in these States being 220 and 505 respectively. Madras which also usually records a considerable number of new company registrations has 116 new companies. Among Part 'B' States and 'C' States, Travancore-Cochin, Rajasthan and Delhi are prominent, having registered 53, 21 and 104 new companies respectively.

Further during 1954-55 no less than 42 companies have been floated with an authorised capital of 10 million rupees and above, and these companies can be classed as "giant floatations". During 1953-54, there were only seven "giant floatations" viz., ~~xxxx~~ The Hindustan Antibiotics and Indian Explosives each with an authorised capital of 40 million rupees, Hyderabad Electric Supply Company with an authorised capital of 31 million rupees and Hindustan Insecticides, Hindustan Steel, National Peroxide and National Research ~~xxxxxxxxxxxx~~ Development Corporation ~~xxxxxxxxxxxxxxxxxxxxxxxx~~ ~~xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx~~ Corporation of India (New Delhi) each with an authorised capital of 10 million rupees. Of the 42 Joint Stock Companies floated during the 12 months ending 31 March 1955, Bharat Electronics and National Industrial Development Corporation are State enterprises and the Industrial Credit and Investment Corporation of India registered in January 1955, in Bombay is backed by the Government of India. During the fiscal year 1953-54, these companies were registered in the public sector, namely, the Hindustan Antibiotics, Hindustan Insecticides and Hindustan Steel.

The total authorised capital of the 42 'giant' floatations during 1954-55 amounted to about 1,780 million rupees which represents nearly 80 per cent of the ~~xxxxxxxxxx~~ total authorised capital of all the 1,303 new companies floated during the year.

Liquidations.- During 1954-55, 924 Joint Stock Companies, limited by shares, with a total paid-up capital of 78 million rupees have been either liquidated or finally dissolved as against 910 companies with a total paid-up capital of 74 million rupees during the ~~xxxx~~ fiscal year 1953-54. There has been a considerable increase in the liquidations of private companies during the year under review; 522 private companies have been liquidated during the period, as against 428 during the corresponding period last year. Of the 924 companies liquidated during 1954-55, 556, that is, nearly 60 per cent of the total liquidations, relate to 'Trading and Manufacturing group'. The other 4 industrial groups which registered a large number of liquidations during the year are 'Transit and Transport', 'Hotels, Theatres and Entertainments', 'Banking Loan and Insurance' and 'Mills and Presses'.

14

Bombay reported the largest number of liquidations with 189. The other three States with considerable number of liquidations are West Bengal, Madras and Punjab with 183, 127, and 88 companies. Among part 'B' States, the largest number of liquidations has been reported in Travancore-Cochin with 36 cases followed by 22 companies liquidated in Rajasthan, and 19 and 18 in the ~~States~~ States of P.E.P.S.U. and Hyderabad respectively.

During the year 1954-55, there has been a significant increase in the liquidations of companies floated during the period, 1954-55. War-time flotations liquidated during 1954-55 amount to 207 as against 123 during the ~~corresponding period~~ ~~xxxxxx~~ fiscal year 1953-54.

Further, during 1954-55, 402 companies floated during the post-partition period have been liquidated, as against 489 such companies during the corresponding period in 1953-54.

Capital position.- Provisional issues for the changes in the capital are available for the first 11 months of the fiscal year 1954-55. It is seen that while the net increase in the authorised capital during the April 1954 - February 1955, period was less than that for the same period during the fiscal year 1953-54, there is very little difference in the net position of subscribed and paid-up capital in the two periods under review. The net position of the paid-up capital for the two ~~xxx~~ classes of companies both public and private, in the above period does not exhibit any substantial difference.

A detailed study of the net position of the paid-up capital under various industrial groups in the first 11 months of 1954-55 discloses that with the exception of banks and life insurance companies, all other industrial groups have, during the period under review, improved their position in respect of paid-up capital, either by fresh issues or further calls on the partly paid-up shares or by issue of bonus shares. Among the industrial groups registering increases in paid-up capital, the important ones are from Ore, Public Services, Cotton Mills, Navigation, Agencies (including Managing Agents), Iron and Steel, Jute and Engineering groups. During the period, an increase of 3.716 million rupees has taken place in the paid-up capital of all companies of which 2.093 million rupees that is, 56 per cent has been raised in the State of Bombay alone. Other significant additions to the net increase in the total paid-up capital are noticed in the States of West Bengal, Madras, Mysore and Delhi with 0.975 ~~xxx~~ million rupees, 0.171 million rupees, 0.161 million rupees and 0.122 million rupees respectively. It is estimated that there are 29,827 companies at work with a total paid-up capital of 97.8 million rupees on 31 March 1955.
(The Hindustan Times, 11 July 1955).

18

Kolar Gold Mines to be Nationalised: Mysore
Government's Decision.

The management of the Gold Mining Companies in Kolar Gold Fields were apprised on 13 July 1955 of the Mysore Government's policy of nationalisation of the gold mining industry according to a Press Note issued by the Government of Mysore.

In pursuance of the decision it was agreed at a conference between the Government of Mysore and the representatives of the mining companies, that until the future set-up on the fields was finalised, the Management would continue the development and expansion activities of the mines in the normal way and in the best interests of the industry. It was further agreed that during the period of transition, a working arrangement would be arrived at to deal with the problems that may arise for settlement between the Government and the management.

(The Hindu, 14 July 1955).

Delhi: Industrial Estates to be set up to encourage
~~xxxxxxx~~ Development of Small Scale Industries .

The Delhi State Government has decided to establish industrial estates, on the pattern of those in existence in Britain, to encourage small-scale industries. The first one is likely to be located on Najafgarh Road in the neighbourhood of the proposed industrial area.

Under the scheme it is proposed to erect factory buildings in easily accessible places in Delhi or its suburbs. Water and electricity will be provided to these factories.

Railway sidings, telephone exchange and good roads leading to the main road will be built in the proposed estate. A portion of ~~it~~ it may also have gas or steam, provided there are a sufficient number of applicants wanting them. The factory spaces so developed will be rented to industrialists at reasonable ~~xx~~ rates.

To begin with, accommodation for 60 small units and 20 big units of small-scale industries will be provided. Some vacant land will also be left for an equal number of buildings for more units. The management of the estate will vest in a board of directors, all of whom will be nominated by the Government. The chairman will be an official, while the other members will be mainly drawn from industrialists, accountants, financial experts, engineering contractors and others of outstanding ability and integrity of the locality, to make the estate a commercial success within the broad policies laid down by the Government.

Any small-scale industry can rent factory space in the estate. Some of the more common industries in Delhi that are likely to be interested in moving to the estate are light engineering industries, machine shops, casting and foundry works, cycle parts manufacturers, sewing machine parts manufacturers, auto-parts makers, pump manufacturers, makers of paper cartons and cardboard boxes, manufacturers of food products, textile goods, moulded plastics, buttons, etc.

Many small-scale industries, it is felt, lack finances to undertake stable production. In many cases they cannot afford convenient buildings or modern machinery and those who want to build their own factory buildings face great difficulties in acquiring suitable land and securing electricity and water connections. This scheme, it is hoped, will help a great deal such industrialists. It will also enable small enterprises to rationalise their management and techniques.

(The Statesman, 12 July 1955).

'L'

36. Wages.

India - July 1955.

Working of the Minimum Wages Act, 1948, for the period March 1948-31 December 1953.

Satisfactory progress in the implementation of the Minimum Wages Act, 1948, is reported in an official review of the working of the Minimum Wages Act, 1948, for the period March 1948 - 31 December 1953.*

The review deals with in detail the provisions of the Minimum Wages Act and its amendments, the functioning of the advisory boards under the Act, the employment covered, extension of the provisions of the Act to other employments, exemption granted, procedure adopted for fixing minimum wages, the minimum wage rates fixed, revision of rates, hours of work, overtime and holidays, enforcement, claims, payment of wages and deductions and problems of implementation and enforcement.

Minimum Wages fixed.- The report notes that while in a majority of cases no differentiation has been made between the wage rates for men and women, there are quite a few instances in which different rates have been fixed. The considerations that appear to have weighed with the wage fixing authorities in fixing different wage rates for men and women are generally the following: (a) the productivity of women workers is generally lower than that of men; and (b) women are often engaged in higher work.

Generally speaking, there is no uniformity in the wage rates fixed for the same employment in different States or in the same State for different employments. Only the States of Uttar Pradesh and Rajasthan have fixed a uniform minimum wage of 1 rupee per day and 1 rupee 2 annas per day respectively, for all the employments covered.

* Government of India: Ministry of Labour: Labour Bureau: Report on the Working of the Minimum Wages Act, 1948 for the period from March 1948 to 31 December 1953. Published in India by the Manager Government of India Press, Simla for the Manager of Publications, Civil Lines, Delhi, 1955. Price: Rs. 4/14/- or 7sh. 9d., pp. 105.

In fixing minimum wages in the various employments no uniform practice has been followed by the various appropriate Governments in regard to classes or categories of workers covered. In some States wage rates have been fixed only for manual workers while in some clerical employees have also been covered; in some States, in some employments, workers have been classified into a few broad categories like skilled, semi-skilled and unskilled while in some others a detailed job classification has been done; others still were content with fixing the minimum wage rates for the unskilled mazdoors only, leaving aside the other categories.

In some of the States different minimum wages rates have been fixed for workers in different areas or localities. The main consideration for such demarcation of localities would appear to be that certain localities are cheaper than others and consequently a lower minimum wage would be justifiable. However, the basis for the classification of States into different zones seems to have been different in different cases; in some it was population; in some others differences in cost of living; in certain others financial considerations as in the case of local authorities; and in still others the relative industrial development of the various localities.

There is wide divergence in the practice adopted by the various Governments and even by the same Government in respect of different employments, in the matter of fixing minimum wages and dearness allowance. The Governments of Madhya Pradesh, Punjab, Bombay and Bihar have generally fixed rates while the States of Assam, Madras and West Bengal have provided in some cases for the payment of a separate dearness allowance in addition to basic wage rates. In Delhi, wage rates inclusive of dearness allowance were fixed; but at the same time provision has been made to vary the wage with reference to the rise or fall in the Delhi cost of living index number. From the available information, it would appear that the question of adoption of an all-inclusive wage rate or of a basic rate plus a separate dearness allowance was decided on the basis of the existing practice in the industry concerned as also the availability or otherwise of proper cost of living index numbers applicable to the employments covered.

22

Although the Minimum Wages Act lays down that minimum wages payable under this Act shall be paid in cash, it permits the appropriate Governments to authorise the payment of minimum wages wholly or partly in kind if in the opinion of the appropriate Government such payment has been customary and its continuance is necessary in the circumstances. In actual practice, only a few States have authorised such payments in kind, in the case of employment in agriculture. In the employments mentioned in Part I of the Schedule, all the State Governments have fixed either all-inclusive minimum wage rates or a basic wage and a separate dearness allowance in cash and generally no payment of wages in kind has been authorised. The consideration which has led to the non-authorisation of payment in kind has been the prevailing practice in the employments concerned. The States which have authorised payment of wages wholly or partly in kind in agriculture, are:- Bihar, Punjab, West Bengal, Uttar Pradesh, Mysore, PEPSU, Ajmer, Bilaspur, Delhi and Tripura.

Minimum wages in agriculture.- In view of the difficulties encountered in the fixation of minimum rates of wages in agriculture and in the light of recommendation of the Committee appointed by the Planning Commission that the scope of the Act should be restricted in the first instance, to low wage areas, the Government of India had had to amend the Minimum Wages Act extending the time limit for such wage fixation to 31 December 1953 - and the time limit has been further extended to ~~the~~ 31 December 1954 - and also authorising the State Governments to fix minimum rates of wages in agriculture for a part of the State only or for any specified class or classes of such employment in the whole State or part thereof. Accordingly some State Governments have fixed minimum wages for a part of the State only and some have excluded farms below a certain size.

In the case of agriculture also, there are large variations in the rates payable to workers ~~being~~ doing the same type of work in different States. For instances, the daily rates of wages for ploughing vary from 12 annas in Madhya Pradesh to 2 rupees in Delhi and Tripura and those for transplanting vary from 10 annas in Madhya Pradesh to 2 rupees in Tripura. While in certain States such as Coorg, Tripura, Bilaspur, Kutch, Rajasthan and Uttar Pradesh the same rate has been fixed for all occupations, in the other States different rates have been fixed for different occupations. Most of the States have also fixed separate wage rates for children. These rates vary from 5 annas per day in Kutch to 1 rupee 4 annas per day in West Bengal.

23

Revision of Wages.- So far, only a few State Governments have revised the minimum wage rates originally fixed and that too in respect of certain industries in which such revision became necessary due either to adverse economic conditions prevailing in the industry as in plantations in Assam, West Bengal and Bihar or to some legal complications as in Bhopal.

Enforcement.- The responsibility for the enforcement of the Act has been divided between the Central and State Governments. The effective enforcement of an Act like the Minimum Wages Act which applies mainly to small scale unorganised industries depends to a very great extent on the availability of an adequate inspection staff for the purpose. Section 19 of the Act empowers the appropriate Governments to appoint Inspectors for the purposes of the Act. From the available information it would appear that in most of the States no separate whole-time Inspectors have been appointed for enforcement. Generally, the State Governments have entrusted this work to the existing inspection staff appointed under other labour enactments such as the Factories Act, Shops and Establishments Acts, etc. The Factory Inspectors, Conciliation Officers and Labour Officers and the officials of the Labour Departments have all been notified as inspectors for the purpose of the Minimum Wages Act also. Only a few States such as Uttar Pradesh, Madhya Pradesh, Ajmer and Delhi have appointed a small number of fulltime Inspectors for the enforcement of the Minimum Wages Act. So far as the scheduled employments falling within the jurisdiction of the Central Government are concerned, the Chief Labour Commissioner to the Government of India, the Welfare Adviser to the Chief Labour Commissioner, all Regional Labour Commissioners, Conciliation Officers and Labour Inspectors of the Government of India, have been declared to be inspectors under the Act. On 31 December 1953, there were 6 Regional Labour Commissioners, 17 Conciliation Officers and 44 Labour Inspectors functioning under the over-all supervision of the Chief Labour Commissioner. These officers are responsible for the enforcement of the Act in their respective jurisdictions, in addition to their normal duties. No separate inspectors under the Minimum Wages Act have so far been appointed by the Central Government.

In the course of their normal visits to factories, etc., the inspecting officers visit units coming under the Minimum Wages Act also. With regard to other establishments, these officers visit them only when they have to investigate complaints made to them. It is generally observed from the replies of the State Governments that in the absence of special staff for the purpose, it has not been possible for them to prescribe a thorough, regular and periodical check in respect of all establishments coming under the Minimum Wages Act. In view of this, in certain States such as Bombay, the attention of the inspectorate has been focussed only on establishments governed by the Factories Act and small establishments have been left out.

Statistics of the number of inspections made and irregularities detected were furnished by a few States only. These are given below:-

State	Period	No. of inspections made.	No. of irregularities detected			
			Non-payment of wages, etc.	Non-display of notices, non-maintenance of registers, etc.	Others	Total
Bihar	-- 1951	2,558	N.A.	N.A.	N.A.	N.A.
	1952	3,154	-	-	-	-
	1953	1,776	-	-	-	-
Bombay	-- Upto the end of Dec. 1953.	1,614	N.A.	N.A.	N.A.	N.A.
Orissa	-- 1953	150	N.A.	N.A.	N.A.	N.A.
Madras	-- Upto 30.12.53	6,752	--	--	--	570*
	1953	5,844	--	--	--	213*
Punjab	-- 1952	924	181	--	--	181
	1953	1,044	107	323	370	800
Uttar Pradesh.	Upto the end of Dec. 1953.	10,103	419	3,664	906	4,989
Central Government.	Oct. 51 to Dec. 1953	722	1,457	1,563	656	3,676
Ajmer	-- 1953	175	N.A.	N.A.	N.A.	N.A.
Delhi	-- 1951	1,258	N.A.	N.A.	N.A.	1,530
	1952	2,230	N.A.	N.A.	N.A.	1,724
	1953	2,076	N.A.	N.A.	N.A.	246

N.A. - Not Available.

* Figures relates to number of establishments not complying with the provisions of the Act.

25

It would appear that violations of the Act have not been many and even in cases where violations were observed, they were rectified when brought to the notice of the employers. The available information regarding the few violations reported goes to show that they have occurred mostly in the smaller establishments and in industries like bidi-making or related to matters like non-maintenance of registers, records, etc. It was reported that even in cases where violations were observed the general policy adopted by the appropriate Governments had been not to launch prosecutions but to explain the facts to the employers and try to get them corrected. In the early stages of the enforcement of the Act launching of prosecutions was not thought to be desirable. Directions and persuasive methods were employed to secure compliance with the provisions of the Act.

Problems of enforcement.— Various State Governments have drawn attention to certain practical ~~difficulties~~ difficulties experienced by them in the course of the implementation and enforcement of the Minimum Wages Act. While some of the difficulties are inherent in the nature of the employments covered, some have been traced to certain technical defects, in the working of the law itself. Important among the problems that have arisen is the fact that both the employers and employees in the scheduled employments are not as yet fully acquainted with the provisions of the Act and their duties and rights under it. This is ~~the~~ more so in the case of the employees. Moreover, the employees who are very poorly organised are not in a position to bring to the notice of the authorities any violation of the provisions on the part of the employers for fear of losing their jobs. It has been reported that this is so especially in industries like bidi-making in which workers are even prepared to accept lower rates of wages than those fixed under the law for fear of being thrown out of employment.

Another important difficulty to which attention has ~~already~~ ^{earlier} been drawn ~~to another section~~ has been the inadequacy of staff for the enforcement of the provisions of the Act. Most of the State Governments have stated that due to financial difficulties they have not been able to appoint special staff for enforcement. In view of the very large number of units covered under the Minimum Wages Act and the small number of inspectors available to do the job, it has been suggested that units employing less than 10 persons may be exempted from the scope of the Minimum Wages Act as otherwise the Act is likely to be evaded for want of adequate enforcement. As has been observed by one State Government, "adequate inspection and enforcement at places where less than 10 persons are employed only creates hopes amongst the workers and an indefensible position for Government when it fails in the attempt".

Guaranteed Minimum Annual Bonus for Ahmedabad Textile Workers: Collective Agreement concluded.

Over 120,000 textile workers of Ahmedabad have been ~~irrevocably~~ assured a minimum bonus to the extent of 4.8 per cent (or 15 days) of their annual basic income for five years, irrespective of whether the mills incurred losses or whatever be the decisions of industrial courts, according to the terms of a collective agreement entered into between the 90,000 strong Ahmedabad Textile Labour Association and the Ahmedabad Millowners' Association, recently.

Along with the unique "package deal" regarding bonus, labour and millowner representatives have also revived the mutual arbitration agreement the first of its kind to be entered into between labour and employers for collective bargaining and settlement of all disputes without recourse to courts.

Announcing the details of the terms of the two agreements which were signed by the representatives of the parties, Mr. S.R. Vasavada, General Secretary of the Labour Association, said that employers and employees of Ahmedabad had set a pattern which the employers and workers all over the country could well emulate for arriving at an "industrial truce", if necessary for the smooth implementation of the second five-year plan.

According to the terms of the bonus settlement, 120,000 textile workers employed in 61 textile mills of Ahmedabad will get an aggregate of about 6,500,000 rupees as bonus for 1953.

But for this settlement, workers in 45 mills were not entitled to bonus; workers in only four mills could have received three months basic wages as bonus and workers in 12 other mills would have received less than three months wages as bonus for the year 1953, according to the formula adopted by the Appellate Tribunal.

The terms of the agreement envisage a ceiling of 25 per cent (three months) and a floor of 4.8 per cent (15 days) of the annual basic wage as bonus to workers in Ahmedabad.

There is a provision for "set-off" according to which the mills which had to pay bonus to their workers inspite of incurring losses would be compensated in any future year when they make profits. In any case their obligation to pay the minimum of 4.8 per cent of basic wages as bonus to workers shall remain.

The provision for "set-off" envisage payment of bonus to the maximum limit of 25 per cent (three months) of annual basic wage of the workers by the mills which would otherwise had to pay more than three months wages as bonus to their workers according to the appellate tribunal formula.

The "surplus amount which would remain with the mills would be kept apart and would be utilised to make up the maximum limit of bonus in the next year if in that year the mills have to pay less than three months' wages as bonus."

(The Hindustan Times, 29 June, 1955).

28

38. Housing.

India - July 1955.

Central Assistance in Slum Clearance:
Housing Ministers' Conference urges
Creation of Fund.

A conference of Housing Ministers was held at Simla from 27 to 29 June 1955 under the chairmanship of Mr. SwarnSingh, Union Minister for Works, Housing and Supply. The conference was attended by as many as 18 Ministers, representing various States, besides Mr. Jagjiwan Ram, Union Minister for Communications and Mr. Gulzarilal Wanda, Union Minister for Planning. The conference, among other matters, discussed the housing needs of various States and ways and means of relieving the shortage of housing.

Mr. Swaran Singh's address: Over 21,000 Million Rupees to be spent on housing.- Inaugurating the conference, Mr. Swaran Singh said that construction of urban and rural houses under the second Five Year Plan in India would cost about 21,620 million rupees.

Reviewing the problems of housing still to be tackled in various spheres like rural, urban, industrial, low and middle-income groups, the Minister said that attempts at present to solve it might look insignificant but a start had to be made. He hoped that with the proper planning and husbanding of buildings materials and technical advice, some progress might be possible in this direction.

Referring to urban housing, Mr. Swaran Singh observed that according to statistics about 9,800,00 urban houses would have to be built during the five years from 1956 to 1961 to cater fully for the normal increase in population, taking into consideration various factors like migration from rural areas, easing of existing congestion, and replacing of old houses. The cost of constructing these houses would run into huge figures, but even if we worked on the target of building 3 million houses, the cost would come to 12,500 million rupees on a conservative reckoning.

29

In regard to rural housing, he added that it would be beyond the means of the Government at the present moment even to touch the fringe of the problem. If they confined their efforts only to improving the existing 54.1 million units of houses in rural areas on the basis of say 100 rupees per every unit, and 250 rupees per house on building materials alone, the labour required being given free by the villagers, the cost would be 9,120 million rupees.

Workers' Colonies.- Mr. Swaran Singh said that on a rough estimate, the increase by the industrial labour force in the private sector in the next five years would necessitate the construction of about 500,000 houses. According to the experience of operating the Subsidised Industrial Housing Scheme since 1952, one found that of the total houses sanctioned under it, 85 per cent were being built or were to be built by the State Governments, with the help of 50 per cent subsidy and 50 per cent loan from the Centre. Only 15 per cent were being built by the private employers and co-operatives together - with the Central help of a 25 per cent subsidy and 37 per cent loan to the employers and a 25 per cent subsidy and 50 per cent loan to the co-operatives; of this 15 per cent ~~was~~ the employers accounted ~~for~~ for 13 1/2 per cent. The financial implications of this would be that the Government of India would have to find about 740 million rupees in subsidies and 770 million rupees in loans in order to bring into existence these 500,000 tenements for these workers. He said that the incidence of subsidy in the existing pattern of financing was heavy. He, therefore, suggested that the conference should devise ways and means of inducing private employers to build a greater percentage of houses for their workers.

Mr. Swaran Singh also suggested that the conference should take up for consideration the question of concentrating more on providing cheap and developed land to enable people to take advantage of the low-income group housing scheme. This would also involve proper town planning and determination of different uses to which land could be put in urban areas.

Mr. Nanda's speech.- Mr. Gulzarilal Nanda, Union Planning Minister, told the conference that the housing problem was no near solution. This, he thought, was as much due to the limited financial resources as the magnitude of the problem.

30

In the second Five Year Plan care had been taken to see that money was spent on productive schemes. Viewed from this angle, housing might have an important place in the Plan, he stated.

Dealing with the industrial housing scheme, he said it had still to be decided whether employers should finance the scheme or the Government. He wanted immediate sites to be taken to check the growth of ~~industrial~~ industrial schemes. Referring to rural housing he said it should be dealt with by reducing the cost of material and increasing the efficiency of labour.

He announced that a panel of experts on housing would be set up in the Planning Commission. ~~for~~ He wanted a phased programme for rural housing in which a start could be made by giving help for utilisation of local material.

Recommendations.- The conference by a resolution suggested that the Central Government should, in consultation with the States prepare a draft Bill specifying the principles under which compensation might be paid for acquisition of land required for town and country planning, slum clearance and public housing with a view to implementing expeditiously the objectives underlying the recent amendment to Article 31 of the Constitution, (vide pages 39-41 of the report of this Office for May 1955).

The conference recommended that the Central and State Governments should take immediate steps to amend the Land Acquisition Act where necessary in order to eliminate delays entailed in effective acquisition of land under the present provisions.

The conference said improvement and clearance of slums and rehousing of slum dwellers was a problem of vital national importance and deserved the immediate attention of all concerned.

The conference was of the view that without a substantial measure of subsidy no headway whatsoever could be made in the matter.

The meeting advised all Governments to restrict new buildings in urban areas except planned development. The conference suggested that the possibility of the local authorities taking over slums from landlords on a rental basis should be considered from all aspects. The conference felt that concrete steps should be taken in implementing the scheme to house sweepers who were economically and socially backward.

31

The conference felt that in view of the industrial expansion envisaged in the second Plan 500,000 additional houses would be needed for industrial workers in the private sector and suggested that these houses should be livable to ensure against the creation of slums in future.

An increased subsidy of 40 percent and a loan up to 50 per cent were suggested to be given to employers who undertook housing of at least 20 per cent of their workers not already housed by them.

The conference recommended that it should be examined whether or not some measure of compulsion, legislative or otherwise, should be adopted to ensure that employers construct sizable houses for workers.

The conference recommended that the provisions of the low-income group housing scheme should be further liberalised and the rate of interest reduced if possible.

The conference thought that all State Governments should formulate and implement housing schemes which would increase the national stock of housing.

The conference did not favour the setting up of a Central Housing Finance Corporation and recommended that the possibility of the constitution of State housing finance corporations with Central participation should be examined.

(The Hindustan Times, 28 June, 1955;
The Statesman, 28 June and 30 June
1955).

32

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

INDIA - JULY 1955.

41. Agriculture.

Progress of Land-Gift Movement: 3.75 Million
Acres donated.

Land donations totalling ~~3,75,57,328~~ 3,758,692 acres were received towards Bhoodan all over India till the end of May 1955, according to the latest consolidated official reports available at the Central Bhoodan Office at Gaya. Some 502,641 donors gave these lands.

Bihar led with donations of 2,330,554 acres followed by Uttar Pradesh with 542,233 acres. Bombay remained at the bottom of the list with donations totalling 123 acres only given by six donors.

Bihar also led in land distribution where 11,364 landless families were given 21,123 acres of Bhoodan land. Altogether 197,430 acres of Bhoodan land have been distributed among 56,561 landless families all over India so far.

(The Hindu, 10 July 1955).

'L'

33

Agricultural Labour Enquiry: Report on Intensive Survey published.

The Government of India published recently the report of the third and final stage of Agricultural Labour Enquiry, i.e., the report on intensive survey*.

The first and the largest of its kind in Asia, the survey was conducted in three stages, namely, the "General Village Survey", the "General Family Survey" and the "Intensive Family Survey". The reports on the first two stages of the inquiry have already been published.

The present report relates to the third and final stage of the inquiry based on a survey of 11,000 agricultural labour families. The report contains data on employment, unemployment, wages, income, cost and standard of living and indebtedness of agricultural labour families collected from each of the sample families, interviewed every month during the period.

(A summary of the present survey results had been ^{revised} ~~summarised~~ at pp. 39-46 of the report of this Office for October 1954).

* Government of India. Ministry of Labour. Agricultural Labour Enquiry. Report on Intensive Survey of Agricultural Labour. Employment, Underemployment, wages and Levels of Living. Vol. I - All India. pp. 305.

34

Bombay Tenancy and Agricultural Lands (Amendment)
Bill, 1955: Measures for Redistribution of Land.

The Government of Bombay published on 23 June 1955 the text of the Bombay Tenancy and Agricultural Lands (Amendment) Bill, 1955, proposed to be introduced in the Legislative Assembly of the State. The Statement of Objects and Reasons to the Bill says that it is the policy of the Government in the matter of land reforms to remove gradually all intermediaries and to make the tiller of the soil the occupant of land. The various amendments so far made to the Bombay Tenancy and Agricultural Lands Act, 1948, have all been ~~directive~~ directed towards achieving this object. But in its working the Act has disclosed certain defects and deficiencies and it is also inadequate to translate into practice the ideas of ceiling area and economic holdings which hold the field as the most important means of solving the agrarian problem of this country. The Bill is designed to carry out modifications in the Act in order to make up these deficiencies.

The Bill defines "ceiling area"^{and} "economic holdings" and also ~~has~~ fixed the minimum and the maximum limits of rent and prices at which a tenant can purchase occupancy rights from his landlord. It also limits the right of the landlord to evict the tenant and restricts rent to cash payment only.

A ceiling area will be 48 acres of jirayat land, 24 acres of seasonally irrigated or paddy land, or 12 acres of perennially irrigated land. An economic holding will for the purposes of the Act be 16 acres of jirayat land, 8 acres of seasonally irrigated or paddy land or 4 acres of perennially irrigated land.

New Section 8 provides that all rent shall be paid annually and in cash. It then provides for the maximum and minimum of rent which can be levied. The maximum will be 5 times the assessment or 20 rupees per acre whichever is less and the minimum will be 2 times the assessment. If the rent provided by agreement between the parties is less than such maximum or minimum, the rent so agreed shall be the maximum or minimum.

35

All permanent and protected tenants and other tenants, subject to the right of the landlord to recover possession for personal cultivation or for non-agricultural use, would be deemed to have purchased the land cultivated by them from their landlords on the 1 April 1957 called the Tillers' Day at prices to be fixed within the prescribed limits. In fixing these limits, Government has taken into account the market rate at which the lands are generally sold, the need for maintaining the land as a security, the demand for land and the capacity of the tenant to pay. A comparison with the Zomindari or jagir areas elsewhere in India was ruled out on the ground that owing to the prevalence of the ryotwari system in this State, the position of the tenants was different from that of those areas. Restrictions have been placed on the tenant in respect of his purchasing land in excess of the ceiling area and on the landlord in respect of his evicting a tenant from a holding which is below the economic holding.

Certain provisions of the Bill are not applicable to industrial or commercial undertaking and to areas under cultivation of sugarcane and fruits. This has been done with a view to providing for the special nature and requirements of these lands and Government have taken power to regulate leases of such lands. Similarly the provisions are not applicable to municipal or cantonment areas in order to protect their industrial and non-agricultural development.

Certain special provisions have been made for construction and regulation of water courses and for taking over of lands under management and certain other incidental matters.

(Bombay Government Gazette, Part V,
23 June 1955, pp. 105-138).

'L'

36

Bombay Merged Territories Miscellaneous Alienations
Abolition Act, 1955 (No. XXII of 1955).

The Government of Bombay gazetted on 9 June 1955 the text of the Bombay Merged Territories Miscellaneous Alienations Abolition Act, 1955, which received the assent of the President on 23 May 1955. The Act provides for the abolition of the remaining alienations of miscellaneous character prevailing in the merged territories and for matters consequential and incidental thereto. The term 'alienation' has been defined to mean a grant of a village or portion of a village or land to any person with or without exemption from payment of land revenue or of cash allowance or allowance in kind to any person by the ruling authority before merger or by the State Government after merger.

(Bombay Government Gazette, Part IV,
9 June 1955, pp. 57-71).

'L'

Draft Assam Tea Plantations Provident Fund
Scheme, 1955.

The Government of Assam published on 22
June 1955 the draft of the Assam Tea Plantations
Provident Fund Scheme, 1955, under the Assam Tea
Plantations Provident Fund Scheme Act, 1955.
For details please see pages of this report.

38

43. Handicrafts.

India - July 1955.

Handloom and Powerloom Weaving in Bombay State:
Report of the Survey of the State's Bureau of
Economics and Statistics.

The Bureau of Economics and Statistics, Government of Bombay, has been conducting a socio-economic survey of the various cottage industries in Bombay State and has completed its census of the weaving industry during April-October 1953. The Bureau's field staff carried out the census operation in 453 centres while the revenue staff covered smaller places under its direction.

Distribution of Looms.- The total number of cottage and smallscale establishments in the weaving industry in the State is 58,238. Out of the 27 districts 16 districts have more than 1,000 establishments each. These districts have very few establishments and are classified as 'small-scale' establishments. The small-scale establishments employing powerlooms are concentrated in districts like Nasik, Kolhapur, Surat and Thana. Most of the districts with cottage industrial establishments weave cotton while Dharwar, Bijapur, Nasik, Belgaum and Surat possess woollen and silk weaving establishments. Eighty-eight per cent of the establishments weave cotton, 9 per cent wool and 3 per cent silk. Out of the total number of 121,927 looms, about 93 per cent are handlooms while 7 per cent are powerlooms.

Employment Pattern.- The analysis of the detailed statistical data shows that - (i) The total number of persons employed on handlooms and powerlooms is 245,922 or 56 per cent of the number of persons employed in the cotton, woollen and silk textile factories registered under the Factories Act in the Bombay State for the year 1952.

ii) Sixteen thousand five hundred and four or 7 per cent of the total (245,922) are employed in establishments working partly or wholly on power.

iii) In establishments having handlooms 85 per cent of the labour is provided by the families owning the looms. About 53 per cent of this labour consists of men and 47 per cent is provided by women. Among the outside labour employed, men form about 60 per cent and women about 40 per cent.

31

iv) In establishments working partly or wholly on power, the family provides about 57 per cent of the labour employed while outsiders account for the balance of 43 per cent. About 54 per cent of the family labour are men and 46 per cent women. Among outside labour about 87 per cent are men and 13 per cent women.

v) Both in the establishments having handlooms or working partly or wholly with power the cottage industry establishments dominate. The 'small-scale' industries - defined as working with a capital investment of above 6,000 rupees but less than 30,000 rupees - ~~form~~ form a very small proportion of cottage weaving industry in Bombay State.

Co-operative Organisation.- The survey has revealed that in 1953 about 53 per cent of the establishments were in the co-operative fold. But while only 52 per cent of establishments of the cottage industries type, i.e., smaller units were in the co-operative fold, the percentage of small scale industrial type was as high as 82. This position may conceivably have improved following the programme of assistance to handloom industry extended by Government and the drive carried on to bring all establishments into the co-operative fold.

(The People's Raj (Published by the Government of Bombay) June 30, 1955).

'L'

40

Impact of Factory Goods on Village Economies:
All-India Board's Survey.

A zonal survey conducted by the All-India Khadi and Village Industries Board reveals that owing to recent impact of mill-made cloth in the remotest of villages, a marked tendency is noticeable among agriculturists as well as others to go in for medium mill-made cloth in preference to the traditional hand-spun and hand-woven cloth.

The survey which covered Madhyabharat, Rajasthan, Bhopal and Ajmer as forming one of the nine zones for the purpose of resuscitation of village industries, also stresses that flooding of village markets by factory-made shoes has thrown thousands of cobblers' families, most of them Harijans out of gear during recent years.

It would be impossible to obtain fuller employment and erect a stable basis for a new socio-economic structure without adequate emphasis on the development of khadi and other village industries, according to the report.

Feasible pattern.- The zonal report had said that the most feasible pattern of development in those States was village industries like khadi. Hand-spinning and hand-weaving have been traditional village industries and even today thousands of katwaris (women spinners) are found in villages, towns and cities of Rajasthan.

In addition to khadi, there are great possibilities for innumerable industries which can be developed as subsidiary occupations for the agriculturists and provide wholetime occupation to non-agriculturists. These include oil-pressing, leather industry, hand-made paper, gur, bee-keeping and village potteries which have been traditional occupations in this region.

(The Hindustan Times, 30 June, 1955).

41

Village and Small Scale Industries Committee
Constituted.

A Resolution dated 23 June 1955 of the Planning Commission says that the National Development Council at its meeting held on 6 May 1955 recommended that the measures needed for the organisation of village and small industries on ~~the~~ an adequate scale in connection with the second Five-Year Plan should be taken in hand immediately. In pursuance of this recommendation, a Committee consisting of five members has been appointed to prepare in the light of the provision made in the draft plan frame for village and small scale industries and in the light of the recommendations made in the memorandum submitted by the Panel of Economists, a scheme industry-wise, and wherever possible State-wise, for the utilisation of the resources to be earmarked ~~xxxx~~ for the purpose of development of these industries as an integral part of the second Five-Year Plan.

The Committee should frame its scheme with special reference to the following ^objectives:-

- 1) that the bulk of the increased production during the Plan period of consumer goods in common demand has to be provided by the village and small-scale industries;
- 2) that employment provided by these industries should progressively increase; and
- 3) that production and marketing in these industries is organised, in the main, on co-operative lines.

The Committee, which commenced work~~d~~ from 10 June 1955, will submit an outline of all its recommendations before the end of September 1955.

(The Gazette of India, Part I, Section 1,
2 July 1955, page 172).

'L'

42

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - JULY 1955.

50. General.

Labour Conditions in Sugar Factories in India.

Next to Cuba, India is the largest cane sugar producing country in the field. The industry has expanded phenomenally since 1952 when it was granted protection, from 31 Factories employing 33,900 workers to 170 factories employing 91,997 workers in 1953. Uttar Pradesh has the largest number of factories employing 47,029 workers, Bihar coming next with 35 factories and 21,881 workers. These two States account for about 68 per cent of the factories and 75 per cent of the labour force.

With a view to bring up-to-date the information on this industry contained in the Report of the Labour Investigation Committee, a survey of the industry was made by the Labour Bureau in October 1950. A survey along similar lines was undertaken in May 1953, and the results are briefly reviewed below. The questionnaire was sent to 70 units; only 50 replied, of which 27 are in Uttar Pradesh, 7 in Bihar, 5 in Bombay, 4 in Andhra, and one each in Madras, Orissa, West Bengal, Madhya Bharat, Mysore, Travancore-Cochin and Bhopal.

Employment.- Sugar factories work only during the crushing season, i.e., from November to March or April. The number of days vary from 88 to 196 days. As on 31 January 1953, the mid-season, there were in 49 units which replied, 46,808 workers. The following table shows the distribution of factories and workers State-wise*:-

State	No. of Units	Total No. of workers employed
Andhra	4	2,413
Bihar	7	7,734
Bombay	5	4,015
Madras	1	1,432
Orissa	1	356
Uttar Pradesh	27	27,303
West Bengal	1	569
Madhya Bharat	1	1,034
Mysore	1	1,377
Travancore-Cochin	1	575
Total.	49	46,808

* One Unit in Bhopal employing 35 workers did not work during the 1952-53 season.

43

As many as 21 units employed between 1,001 to 1,500 workers and 24 employed between 501 to 1,000 and only 4 employed between 101 to 500 workers. There was practically no employment of young persons.

A study of the employment figures shows that the percentage of permanent workers varied considerably in the various units. The percentage of such workers was particularly low in the units in Bihar, Andhra and West Bengal. In the Mysore and Bhopal units there were no temporary workers. Madras and Uttar Pradesh showed a fairly high percentage of permanent workers. Employment of labour through contractors was almost negligible. Only Bihar and Uttar Pradesh units employed a considerable number of workers through contractors. Time-rates seem to be the usual basis of paying wages. Time-rated workers formed as much as 95.8 per cent of the total direct labour. Only in Travancore-Cochin and Madras, piece-rated workers were equally important numerically. Contrary to the general practice, some units in Uttar Pradesh and in other States exercised control over the payment of minimum wages and hours of work. Contract labour is generally employed to do unskilled work, such as bagging of sugar, stitching, stacking or loading of sugar bags, unloading of raw materials, removal of press mud, etc.

Recruitment.- Workers were generally recruited directly by the factory management. Only 14 units - one each in Andhra, Madras, Madhya Bharat and Orissa, 3 in Bihar and 7 in Uttar Pradesh have stated that they recruit workers through the employment exchanges, also. All the sugar factories generally re-employed old workers at the start of the season. In Uttar Pradesh the recruitment of seasonal workers in each season is governed by the orders issued every year under the U.P. Industrial Disputes Act, 1947.

Apprenticeship ^{and} training.- Eleven of the responding units - 6 in Uttar Pradesh, 3 in Bihar and one each in Andhra and Madras - had apprenticeship schemes. There was a large variation in the rates of the allowances paid to the apprentices during the training period. For example, two units in Uttar Pradesh paid allowances of 55 rupees per month equal to minimum consolidated wages prescribed for workers.

Leave and Holidays with pay.- The practices in regard to granting leave varied widely. In Bhopal and Madhya Bharat, seasonal and temporary workers did not get any privilege or casual leave. In Bombay one unit allowed privilege leave varying according to wage-groups, e.g., 15 days to workers getting below 50 rupees per month, 20 days to those in the monthly wage group of 50 rupees to 99 rupees and 30 days to those in the wage group of over 100 rupees.

44

Hours of work.- Due to the processes involved in the manufacture of sugar being ~~continuous~~ continuous, all the factories work during the season day and night and run three shifts of 8 hours each. The units observed 48 hours week. Some units paid special allowances for night work.

Wages and Earnings.- The minimum wages paid to the least skilled (lowest paid) working worker varied except in Uttar Pradesh and Bihar where minimum consolidated wage of a worker has been fixed at 55 rupees per month. In Bombay State the minimum basic wage varied from 15 rupees to 30 rupees per month. In Andhra it varied from 8 rupees to 24 rupees 6 annas.

In Uttar Pradesh and Bihar the workers got consolidated wages, while in Orissa, Mysore, Madhya Bharat, West Bengal, Bhopal and Bombay (excepting one unit) the factories had fixed different rates of dearness allowance for workers in different income groups. In some of the units the dearness allowance was composed of two elements - dearness allowance proper and interim relief or special allowance. The minimum amount of dearness allowance varied from 21 rupees in Orissa and Mysore, to 30 rupees in Bhopal and the maximum 12 1/2 per cent of the basic pay in Madhya Bharat to 51 rupees 12 annas in West Bengal.

Out of five units in Bombay bonus was paid by 3 units for the year 1950-51 and by two units for 1951-52. The amount of bonus paid varied from 3 to 4 months' basic wages.

In addition to the above mentioned allowances, etc., skilled and semi-skilled employees in some of the States also got an allowance called the retaining allowance for the off-season. It was generally paid when they joined in the next season. In Bihar it was given on the basis of an award by an Industrial Tribunal in October 1950 and at the rate of 50 per cent of wages for the skilled employees and 25 per cent of wages for the semi-skilled employees. In Uttar Pradesh in accordance with the order of the Government of Uttar Pradesh, the rate was 50 per cent of the consolidated wages and was given to all skilled and semi-skilled employees.

There were large variations in the earnings of similar or same categories of workers in the different States. For instance, a panman got 76.5 rupees per month in Travancore-Cochin, while in West Bengal he earned 224.8 rupees per month. The earnings of an ordinary labourer ranged between 33 rupees in Orissa and 60 rupees per month in Bihar.

Housing.- All the units except one in Andhra provided housing accommodation to their workers. Forty-four units provided free quarters and five charged rents for them. The rates charged varied. For example, in the Andhra unit the rate was 12 rupees per month for two-roomed tenements, in one unit in Uttar Pradesh it was 5 per cent of the pay, in the Mysore unit 6 per cent of the capital outlay or 10 per cent of salary, in the Travancore-Cochin unit 1 rupee 8 annas per month and in the Madras unit 2 rupees 4 annas per annum for tiled houses and 1 rupee 8 annas per month for houses with concrete roofs. The following table shows the percentage of workers housed in the sugar industry:-

State	Percentage of workers provided with accommodation
Andhra	8.4
Bhopal	31.4
Bihar	37.3
Bombay	42.2
Madhya Bharat	58.0
Mysore	42.5
Orissa	38.8
Travancore-Cochin	1.1
Uttar Pradesh	48.7
West Bengal	41.0

Welfare facilities.- A majority of the units in the various States had provided rest shelters for the workers. Protective appliances like goggles, glasses, ~~gloves~~ gloves, etc., were generally supplied to moulders, turners, firemen, etc. Only nine units had exhaust fans or dust extractors. All the units in the various States had provided facilities for the medical treatment of the workers. Of the 50 units, only 31 had canteens. ~~Andhra Pradesh, Bihar, Bombay, Madhya Bharat, Mysore, Travancore-Cochin and Orissa.~~ Most of the units had provided educational facilities. Co-operative stores or credit societies existed in 14 units. Almost all the units provided recreational facilities like indoor and outdoor games, libraries, reading rooms and radio sets for their workers.

Provision for the future.- Provident fund schemes were in force in 32 units. Of these 16 were in Uttar Pradesh, 3 in Bombay, 4 in Bihar, 2 in Andhra and one each in West Bengal, Bhopal, Madras, Madhya Bharat, Mysore, Travancore-Cochin and Orissa. In 30 units membership was confined to permanent staff and to employees having completed a certain specified period of continuous service or earning more than a specified sum. Only in two units there was no restriction on membership. All the schemes were contributory and employers paid a sum ~~equal~~ equal to the contribution of the employees. In most of the units the rate of contribution was one anna per rupee.

46

or 6 1/4 per cent of basic wages. In a few units the rate of contribution was higher, being 7 1/2 per cent or 8 1/3 per cent. In addition to provident fund, 4 units - one each in Bihar, Madras, Uttar Pradesh and West Bengal, had gratuity or pension schemes also.

Industrial relations.- In Uttar Pradesh certain rules were framed by the State Government in February 1949, regulating the constitution and functions of the Works Committees in all factories in the State employing 200 or more workers. This covers sugar factories also. However, there were inter-union disputes regarding the representative character of the different federations of trade unions and it became difficult to secure nomination of representatives of workers on the Works Committees. The Government of Uttar Pradesh, therefore, issued an Order in October 1950 dissolving ~~and~~ all Works Committees with effect from 1 November 1950. Among the units in other States, only 11 had constituted Works Committees, Joint Committees or Production Committees with equal representation of workers and employers. Of these, 4 were in Andhra, 3 in Bihar and one each in Bhopal, Bombay, Orissa and West Bengal. The general experience seems to be that the Committee had proved useful and were working satisfactorily.

Trade Unions.- According to the returns made under the Indian Trade Unions Act, 1926, for the year 1952-53, in all there were 75 unions with a total membership of 44,480, of which only 26 were women members. Uttar Pradesh alone accounted for 59 per cent and Bihar 25 per cent of the total number of unions in all the States. The average membership per trade union was the highest in Bombay, being 1,918; Bihar and Uttar Pradesh came next with 686 and 621 members. The average income per union was the highest in Bombay, followed by Bihar and Madras. As a result of the working during the year, the closing balances of the unions in all the States except of PEPSU and Bhopal, recorded substantial increases as compared to the opening balance of the year. In P.E.P.S.U. and Bhopal the expenditure exceeded income during the year.

(Indian Labour Gazette, May 1955,
pp. 1211-1225).

47

Labour Aspects of Planning: Advisory Panel
set up.

It is understood that the Planning Commission has set up a panel for labour consisting of 17 members to advise the Commission on the various aspects of labour problems.

For details, please see page of this report.

Mines Rules, 1955.

The draft of the Mines Rules (vide page 46 of the report of this Office for May-June 1954) have been approved and gazetted on 2 July 1955. The rules deal, inter alia, with constitution, membership, quorum and other rules of procedure of the Mining Board set up under the Act, business of court of inquiry set up to inquire into accidents in mines, powers and duties of certifying surgeons, detailed health and sanitation provisions including lavatory and drinking water facilities, first-aid facilities and medical appliances to be provided in mines, regulations relating to employment of persons, including descriptions of persons holding positions of supervision or management, etc., leave with wages and overtime, welfare amenities to be provided including shelters, canteens, powers and duties of welfare officers and registers and other records to be maintained in pursuance of regulations, rules or byelaws.

(Gazette of India, Part II, Section 3,
2 July 1955, pp. 1172-1200).

49

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

India - July 1955.

Holiday Facilities for Central Government Employees:
Union Health Ministry's Proposal.

The Central Health Ministry has proposed a "hill allowance" for Central Government Employees drawing a pay of less than 500 rupees a month, in order to enable them to afford a holiday in the hills during summer.

The cost to the exchequer is estimated at 2 million ~~22~~ rupees to 3 million rupees a year and the beneficiaries would be most of the 50,000 employees on the Union Government's pay rolls.

The Ministry expects to find accommodation for them in palatial buildings which may be placed at its disposal by owners who are no longer able to ~~fund~~ foot the heavy repair and maintenance bills under the changed conditions.

The scheme is part of the Ministry's second Five-Year Plan and is being placed before the Planning Commission for approval.

(The Hindustan Times, 6 July 1955).

50

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - JULY 1955.

63. Individual Contracts of Employment.

Working of the Industrial Employment(Standing Orders)
Act, 1946, during 1953.

According to the review of the working of the Industrial Employment (Standing Orders) Act, 1946, during 1953, there were in India at the end of the year 4,930 establishments with certified standing orders. The details, state-wise, are shown below:-

States	No. of establishments having certified orders at the beginning of the year.	Total No. of establishments having certified standing orders at the end of the year.
Andhra	-- 128*	139
Assam	-- 604	615
Bihar	-- 141	174
Bombay	-- 168**	216
Madhya Pradesh	-- 29	239
Madras	-- 604**	641
Orissa	-- 8**	12
Punjab	-- 50	57
Uttar Pradesh	-- 497	542
West Bengal	-- 1,082	1,157
Hyderabad	-- 18	26
Mysore	-- 91**	100
PEPSU	-- -	-
Rajasthan	-- 5	5
Saurashtra	-- 35	40
Travancore-Cochin	-- 535	535
Ajmer	-- 6	6
Bhopal	-- 1	2
Coorg	-- 78**	79
Delhi	-- 29	40
Andamans	-- 1	1
Central Undertakings	-- 451	504
Total	-- <u>4,539</u>	<u>4,930</u>

* Transferred from the residuary State of Madras.
** Revised.

51

In the year under review, the progress of certification appears to have been slow. As compared to 467 establishments for which Standing Orders were certified during 1952, only 391 establishments could get their Standing Orders certified during 1953. As in the previous year, of all the States, West Bengal showed a better progress in certification. West Bengal and Central Sphere undertakings, each accounted for about 19 per cent of the total Standing Orders certified during the year. Bombay and Uttar Pradesh accounted for another 11 per cent each.

The table below shows the details of applications received for modification of the previously certified Standing Orders:-

State	Pending at the beginning of the year.	Received during the year.	Disposed of during the year.	Pending at the end of the year.
Andhra	--	-	1	1
Bombay	--	2	4	3*
Delhi	--	2	-	2**
Madras	--	49	32	81**
Total.	53	53	87	3

* Including one application withdrawn.
 ** Including one case transferred to Andhra.

From the annual reports of the administering authorities, it appears that progress of certification was slow in most of the States during the year under review. This appears to be mainly due to the submission of draft standing orders late in the year, delay on the part of employers in carrying out modifications suggested by the certifying officers, lack of proper response from the employers and unions, request for postponement of dates of hearing for certifications and the failure to elect representatives of workmen in time in cases where there were no unions. Workers in Bihar and in Central Sphere Undertakings continued to express their dissatisfaction over the limitations on the powers of the certifying officers to adjudicate upon suitability of the draft standing orders submitted by the employers.

(Indian Labour Gazette, May 1955, pp.1251-1255).

65. Collective Agreements.

India - July 1955.

Guaranteed Minimum Annual Bonus for Ahmedabad Textile Workers: Collective Agreement concluded.

More than 120,000 textile workers of Ahmedabad have been irrevocably assured a minimum bonus to the extent of 4.8 per cent of their annual basic income for five years irrespective of whether the mills suffer losses and without any consideration for the decisions of industrial courts. These are the terms of a collective agreement entered into between the 80,000-strong Ahmedabad Textile Labour Association and the Ahmedabad Millowners' Association, recently.

For details, please see pp. of this report.

66. Strike and Lockout Rights.

India - July 1955.

Assam: Rice and Oil Mills and all Motor Transport Services declared Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Assam has declared rice and oil mills in the State and all motor transport services in Assam undertaken by public carriers and stage carriage operations as defined in the Motor Vehicles Act, 1939, to be public utility services for the purposes of the Act for a period of six months from 14 June 1955.

(Assam Gazette, Part IIA, 6 July 1955, page 1133).

Madras: Air Transport Services declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Madras has declared air transport services in the State to be public utility services for the purposes of the Act for a period of six months from 22 June 1955.

(GO Ms.No.2068 Industries, Labour and Co-operation, dated 10 June 1955; Fort St. George Gazette, Part I, 22 June 1955, page 910).

54

67. Conciliation and Arbitration.

India - July 1955.

Industrial Disputes in India during 1954:
Fall in Number of Mandays Lost and Rise in
Disputes and Workers involved.

A study of industrial disputes in India during the year 1954, has appeared in the May 1955 issue of the Indian Labour Gazette. The data given in the article cover all sectors of industrial employment such as factories, mines, plantations, commerce, transport, municipal services etc. They relate to 10 Part A States and Ajmer and Delhi.

Fall in Mandays lost.- The final statistics for the year 1954 show an increase in the number of disputes, resulting in work-stoppages, from 772 in 1953 to 840 in 1954. The number of workers involved in disputes was also slightly higher being 477,138 during the year under review as compared to 466,607 in 1953. The number of man-days lost was 3,372,630 which is slightly less than 3,382,608 corresponding figure for the last year. The man-days lost per dispute declined from 4,382 in 1953 to 4,015 in 1954. From these figures it is evident that on an average more workers were involved in disputes in 1953 as compared to 1954 but there was no material difference in the average duration of a dispute. The average duration of disputes was 7.1 days in 1954 as compared to 7.2 days in 1953.

There was no nation-wide or industry-wide work-stoppage during 1954. The highest number of disputes occurred in the month of July and this was mainly due to a large number of disputes in "Wood, Stone and Glass" industry in Uttar Pradesh. The highest time-lost was recorded in the month of September 1954 which was mainly due to a major lock-out in Shri Hanuman Jute Mill, Ghosury, Kourah, which was in progress during the month.

An analysis of the disputes in 1954, state-wise, shows that West Bengal alone accounted for nearly 65 per cent of the total time-loss during the year. Compared to the previous year, the labour situation in the State further deteriorated. Bihar, Bombay, Madhya Pradesh and Madras showed improvement in the situation with a marked fall in time-loss. On the other hand Andhra, Assam, Orissa, Punjab, Uttar Pradesh, and Delhi showed higher time-loss as compared to 1953.

55

Lock-outs accounted for nearly 30 per cent of the total time-loss during the year. Compared to the previous year, the number of lock-outs and the workers involved therein increased but the time-loss declined considerably. The largest number of lock-outs was reported from West Bengal as in the previous year.

Industrial disputes classified by industries.-
A classification of the disputes according to industries is given in the following table. Paper and Printing industry accounted for the highest time-loss during 1954. Next in order came Wood, Stone and Glass, Cotton Textiles, Jute Textiles, Miscellaneous industries, Coal Mines and Engineering industries. Compared to the previous year the time-loss appreciably increased in Other Textiles, Chemicals and Dyes, Wood, Stone and Glass, Skins and Hides, Railways and Municipalities but it significantly decreased in Cotton Textiles, Engineering, Minerals and Metals, Food, Drink and Tobacco, Mines, Other Transport, Docks and Ports and Plantations.

Industry	1953			1954		
	No. of disputes	No. of workers involved	Total No. of man-days lost	No. of disputes	No. of workers involved	Total No. of man-days lost
Textiles -						
Cotton	-- 121	106,801	574,821	111	124,811	433,079
Jute	-- 31	44,838	350,907	25	52,841	347,298
Others	-- 54	23,249	55,972	88	20,145	103,693
Engineering	-- 79	73,899	333,278	105	38,029	223,280
Minerals & Metals-						
Iron & Steel	-- 16	35,788	449,545	16	2,961	12,892
Others	-- 34	6,228	194,659	23	6,189	40,136
Food, Drink & Tobacco.	55	20,018	130,177	57	15,841	115,203
Chemicals & Dyes	-- 15	3,791	10,729	16	10,713	175,281
Wood, Stone & Glass.	32	4,850	48,885	97	42,765	587,251
Paper & Printing	-- 55	15,117	310,813	21	33,770	637,134
Skins & Hides	-- 5	334	4,296	14	2,291	12,124
Gins & Presses	-- 1	27	Not Known	1	80	171
Mines -						
Coal	-- 44	22,949	252,222	42	19,712	223,589
Others	-- 17	12,840	65,656	14	6,800	20,389
Transport -						
Railways	-- 20	5,873	6,660	11	20,329	24,946
Others	-- 13	4,981	76,206	12	8,451	30,816
Docks & Ports	-- 22	20,568	100,243	33	17,182	25,875
Plantations	-- 22	12,078	80,816	17	8,749	17,058
Municipalities	-- 25	3,617	10,121	26	5,552	32,465
Miscellaneous	-- 131	52,870	326,617	111	40,149	309,950
Total	-- 772	466,607	3,382,608	840	477,138	3,872,630

The following table shows the distribution of disputes according to causes:-

Cause	No. of disputes	Percentage to total	
		1954	1953
Wages and allowances. --	240	30.0	27.5
Bonus. --	54	6.7	10.4
Personnel. --	296	37.0	37.8
Leave and Hours of Work--	80	10.0	4.8
Others. --	131	16.3	19.5
Total.	801*	100.0	100.0

* Causes not known in 39 cases.

Over 57 per cent of the disputes which ended during the year and of which the results were known were unsuccessful from the point of view of workers. This figure is slightly lower than the corresponding figure for the last year. It is worth noticing that the percentage of ~~unsuccessful~~ unsuccessful disputes exceeds the combined percentage of successful and partially successful cases.

More than 64 per cent of the disputes which ended during the year and of which the duration was known lasted for 5 days or less. Only 5.6 per cent of the disputes lasted for more than a month. The average duration of disputes during the year was 7.1 days.

'L'

57

Conditions of Dock Workers: Appeals filed
against Industrial Tribunal's Award.

Appeals against the award of the Meher Tribunal in the dock workers dispute were filed before the Labour Appellate Tribunal of India at Bombay, on 11 July 1955 by the Bombay Port Trust, the Transport and Dock Workers' Union and the Bombay Stevedores' and Dock Labourers' Union.

The Meher Award given on 13 June introduced the piece-rate system of payment in place of the time-rate payment in the Bombay Docks, in the matter concerning the industrial dispute in regard to dock workers' wages, working hours, amenities and allied questions between the Bombay Port Trust, the Bombay Dock Labour Board and the Stevedore employers and their contractors on the one hand and their workmen on the other (vide pp. 99-100 of the report of this Office for June 1955).

While the Port Trust's appeal against the award sought to obtain certain details pertaining to the piece-rate system altered, the representatives of workmen expressed opposition to the award in toto and brought up certain demands to which the award had not made any reference.

The Port Trust as well as other employers had generally welcomed the award of the Industrial Tribunal, which had found that there was regular go-slow campaign by the dockers, that their wages were adequate, and had observed that the progressive deterioration in the output of workers in the Bombay docks was detrimental to the interests of shipping trade of the country.

The Bombay Stevedores and Dock Labourers' Union affiliated to the Indian National Trade Union Congress said in its appeal that the Industrial Tribunal had no jurisdiction to ~~substitute~~ substitute a piece-rate system of payment of wages for the existing wage-system because of the Bombay Dock Workers' (Regulation of Employment) Scheme of 1951.

According to the Union, the Tribunal "erred in interpreting the scope of the reference and in ~~and~~ excluding certain categories of workmen from the scope of the reference".

The appeal ~~and~~ said that the Industrial Tribunal ought to have awarded higher dearness allowance and linked it up with the living index figures for all the workers. It listed among its demands a proper decasualisation scheme for shore workers employed by the Port Trust. It was within the jurisdiction of the Tribunal to frame such a scheme, the appeal contended.

(The Times of India, 13 July 1955).

58

Kanpur Textile Strike called off:
Government to appoint Committee to
draw up Rationalisation Scheme.

At a meeting of the General Council of the Suti Mill Mazdoor Sabha held at Kanpur on 20 July 1955, it was decided to call off the 80-day old textile strike and the striking workers were asked to resume duties with effect from 21 July 1955. The Council in a 600 word resolution congratulated the "heroic textile workers" on their "eighty days' long determined struggle and glorious victory" and declared that "the unprecedented unity and heroism shown by the Kanpur workers in the strike will ever constitute a glorious chapter in the annals of Indian trade union movement".

A record.- The Kanpur ~~striking~~ labour dispute set a record of being the most prolonged industrial strike in the history of trade union movement in the country. This strike has beaten records of the two historic strikes - the Bombay mill strike of 1952 which lasted 62 days, and the Kanpur mill strike of 1938, lasting 58 days.

The call for the general strike was given to the 46,000 workers engaged in the textile industry by the Suti Mill Mazdoor Sabha in protest against rationalisation schemes introduced in some of the textile mills and for the redress of certain of their grievances. The Sabha served a strike notice on 3 April 1955, on the managements of the 11 textile mills, including one woollen mill. One of the textile mills on which strike notice was served had already been closed before the commencement of the strike as it was considered to be an uneconomic unit. The mill also started working during the pendency of the strike.

14 points.- The General Council considered a list of 14 points which emerged from interview which a six-man deputation of the Sabha had had with the Chief Minister, Mr. Sampurnanand, at Lucknow on 15 July 1955 and the Labour Commissioner's clarification of certain points as interpreted by the mill-owners. The 14-points related, inter alia, to the appointment and terms of reference of a committee to be appointed by the Government to assess the workload and other cognate issues and ~~the~~ considering every scheme of rationalisation that may be submitted by either party on its merits, suitable joining time, no victimisation of workers, returning to their jobs, no retrenchment, the ~~re-consideration~~ ^{re-consideration} of the nine-hour shift, question and the reconsideration of other demands submitted in the strike notice by the Government. These demands include ~~fraction~~ ^{fixation} of minimum basic wage for jute workers, scheme of retirement gratuity,

59

irrecoverable suspension allowance, attendance allowances for substitutes, the question of wage grades for clerks and watch and ward staff.

Grievances.- The 20 grievances listed in the ~~workers~~ strike notice related to forced imposition of intensification of workload, rationalisation measures, persistent rejection of the state labour department to raise these matters to fair adjudication and the alleged excesses committed by the management on their workers directly or indirectly in the form of victimisation etc.

The strike call given by the jute mill workers in sympathy with the textile workers, met with partial success. Of the two jute mills, employing about 5,000 workers, while the one worked almost normally during the period of strike the other was affected.

A significant feature of the strike has been that it was on the whole peaceful and voluntary. According to official figures, about 650 persons, including leaders, workers and supporters of the strike, were arrested by the police during the strike for various offences such as defiance of prohibitory orders and for intimidating "loyal workers" to join the strike.

Government attitude explained: Committee to draw up rationalisation scheme.- Following the withdrawal of the strike notice, Mr. Sampurnanand, Chief Minister, announced at a Press Interview the appointment of a committee to draw up a scheme of rationalisation for the Kanpur textile mills in terms of the principles agreed upon at the tripartite conference held last year at Haini Tal. The Committee will be headed by Mr. Bindbasagni Prasad, a retired Judge of the Allahabad High Court, and will consist of an equal number of representatives of labour and industry. The Chairman's decision will be final on all points of dispute.

The Chief Minister contested the claim, "made by certain irresponsible quarters" that as a result of negotiations, certain concessions had been secured from the Government. He emphatically denied that there had been any negotiations. He made it clear that the position stood exactly where it was after the Haini Tal conference.

60

Mr. Sampurnanand expressed the hope that the parties concerned would "create and maintain the atmosphere necessary for the proper functioning of the Committee and the prosperity of the textile industry".

Mr. Sampurnanand also declared that the employers had agreed that, ^{if} the findings of the Committee were available they would not take any steps to further their schemes of rationalisation.

The 'Naini-Tal' decisions.- The following principles had been adopted at the Naini Tal conference:-

(1) The introduction of rationalisation should not mean any unemployment, that is, reduction in the number of workers, except by retirement or natural wastage.

(2) The wage structure and workload, as suggested by the U.P. Labour Inquiry Committee, should be considered for adoption.

(3) An arrangement of incentive wages should be introduced to reward high standard of work.

(4) Proper working conditions in the mills should be ensured.

(A review of the strike was made at pages 94-99 of the report of this Office for June 1955).

(The Hindustan Times, 21 July 1955;
The National Herald, 21 July 1955).

'L'

61

68. Labour Courts.

India - July 1955.

The Industrial Disputes (Appellate Tribunal)
Amendment Ordinance, 1955 (No. 3 of 1955).

The President promulgated on 21 June 1955 an Ordinance to amend the Industrial Disputes (Appellate Tribunal) Act, 1950, so as to empower the Chairman, Labour Appellate Tribunal to transfer, at his discretion, applications filed under sections 22 and 23 of the Act, to such industrial tribunal constituted under the Industrial Disputes Act, 1947, as may be designated by the Central Government for the purpose or to hear such applications himself or to authorise any other member of the Appellate Tribunal to hear them. This step has been necessitated by the large accumulation of such applications with the Appellate Tribunal. The Ordinance also provides that no appeal will lie to the Appellate Tribunal from the decisions of the industrial tribunals with regard to such applications.

(Gazette of India, Extraordinary, Part II,
Section 1, 21 June 1955, pp. 319-320).

'L'

62

CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - JULY 1955.

71. Employees and Salaried Intellectual Workers.

U.P.: Working of the Shops and Commercial
Establishments Act, 1947, during the Year
1953*.

Application.- The U.P. Shops and Commercial Establishments Act, 1947, extended ~~at~~ at the beginning of the year to 26 towns in the State. During the year the Act was extended fully to two towns, viz., Ghaziabad and Farrukhabad and particularly to 6 selected towns. Many requests for extension of the Act could not be considered due to financial implications of enforcement.

Inspections.- The total number of inspections carried out by the 13 wholetime Inspectors of the Department was 38,664 and 886 inspections were made by the Deputy Chief Inspectors of Shops in different parts of the State bringing the aggregate to 39,550 as against 40,276 in the ~~year~~ preceding year. In addition to these inspections, the Resident Labour Inspector at Saharanpur, Firozabad, Hathras, Gonda and Rampur carried out 920, 648, 888, 1,029 and 789 inspections respectively. The Inspectors posted at Farrukhabad and Ghaziabad commenced the inspection work in December, 1953 and carried out 179 and 66 inspections respectively, thus bringing the aggregate number of inspections to 44,065 as against 42,817 in the preceding year.

The average number of inspections per inspector for each year from 1948 and upto 1953 are 1,956; 2,488; 2,836; 3,044; 3,053; and 2,974 respectively. The slight fall in the number of inspections during the year under review is due to the fact that the inspectors had to devote greater time to the disposal of increasing complaints and prosecutions launched in the courts.

* Annual Report on the Working of the U.P. Shops and ~~Acta~~ Commercial Establishments Act, 1947, for the Calendar Year 1953. Allahabad, Superintendent, Printing and Stationery Uttar Pradesh, 1955. Price Annas 11. pp. 36.

Prosecutions.- The total number of prosecutions launched by the department during the year under review was 762 as against 693 in the preceding year. The increase in number of prosecutions was largely due to the intensive efforts made by the wholtime inspectors of the Department to bring about more effective enforcement of the Act and thereby safeguard the maximum possible benefits to the employees governed by the Act. As usual persuasive and educative efforts were exercised to secure the necessary compliance and legal action was resorted to in extreme cases of habitual adamant defaulters. The details of the prosecutions brought forward from the preceding year and launched during the year under review are given below:-

Number of cases pending decision at the close of the preceding year.	216
Number of prosecutions launched during the year.	762
Total,	978
Number of cases decided.	763
Number of convictions.	750
Number of acquittals.	23
Number withdrawn.	1
Number of cases consigned to records by the Court under section 249, Criminal Procedure Code.	0
Total amount of fines imposed.	Rs. 14,853
Number of cases pending decision at the close of the year.	215

The total of fines imposed in 750 cases convicted by the courts was 14,853 rupees which gives an average of 20 rupees per case.

Complaints.-The total number of complaints received by the inspectors of the Department during the year under review was 1969 as against 1733 in the preceding year and 110 cases were brought forward from the previous year, thus bringing the aggregate to 1979, out of which 1859 complaints were disposed of and 120 were under investigation at the close of the year. Fiftytwo per cent of the total number of issues involved in these complaints related to non payment of wages under section 16 of the Act and 23 per cent to wrongful discharges of the employees under section 21 of the Act and 20 per cent to other causes.

64

General.- There has been a steady progress in different towns where whole-time inspectors of the Department are posted. The tendency amongst the shop-keepers to sell their goods on the weekly closed day by keeping their shops and commercial establishments closed and displaying the goods on the road side or in front of the closed shops is rapidly increasing. So far the educative and persuasive methods were adopted by the inspectorate but this had little effect in eradicating the evil practice. In case this tendency gets more marked, steps will have to be taken to effect suitable amendment in the Act. The growing popularity of the Act is evident from the pressing demands of the public for extension of the Act to new towns not hitherto covered by the Act. It is gratifying to note that the employers who expressed some resentment in the initial stages of the enforcement of the Act have started appreciating the different provisions of the Act particularly the weekly closed day and weekly holiday which affords them an opportunity to have some recreation and social contact with their friends and relatives without any detriment to their trade or business.

65

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

India - July 1955.

Holiday Facilities for Central Government Employees:
Union Health Ministry's Proposal.

The Central Health Ministry has proposed a "hill allowance" for Central Government Employees drawing a pay of less than 500 rupees a month, in order to enable them to afford a holiday in the hills during summer.

For details please see page of this report.

66

Greater Efficiency in Public Services:
Madras Government to set up Joint Councils.

According to a report, published in "The Hindu", the Government of Madras has decided to set up what will be styled as the Madras Civil Service Department Joint Councils at the lines of Whitley Councils in ~~Waz~~ United Kingdom as a medium of negotiation to discuss various common problems that might arise from time to time with its employees.

The question of setting up a machinery ~~rather~~ after the ~~setting up~~ fashion of the Whitley Councils in England has been engaging the attention of the Government ever since 1947. The following five major departments will come under the purview of this new body: The Secretariat, the Revenue Department, the Forest Department, the Medical Department and the Public Works Department.

The main objects of the Council are stat~~ed~~ to be to secure the greatest measure of co-operation between the State in its capacity as employer and the general body of civil servants in matters affecting the subordinate services with a view to ensuring greater efficiency in the public service ~~arrangements~~ coupled with the well-being of the employees.

The Council is also expected to provide a machinery for dealing with the grievances and generally to bring together the experience and different points of view of representatives of the subordinate services.

(The Hindu, 12 July 1955).

'L'

67

Staff Councils for Travancore-Cochin:
Better Relations between Government
and Employees to be fostered.

With a view to establish a machinery for forming better relations between the Government and its employees and considering the suggestions for improving the standards of work, the Government of Travancore-Cochin has decided to establish, a Joint Council consisting of representatives of the Government and staff for all subordinate and inferior staff in the State, except in police and prisons departments and a departmental council consisting of representatives of the Government and staff for each department under the Government except police and prisons departments.

The functions of the councils will be to consider suggestions for improving standards of work; to provide to members of the staff a machinery for making their points of view known to the Government on matters affecting their conditions of service; to provide means of personal contacts between the officers and the staff with a view to developing cordial relations between them and to encouraging them to take keener interest in their work.

The council will be an advisory body and any matters relating to the conditions under which the members of staff are required to work, general principles regulating the conditions of service, welfare of members of staff, and improvement of efficiency and standards of work, may be brought before the Council for discussion. Questions relating to conditions of service shall be discussed only with reference to general principles underlying them. There shall be no discussions of individual cases. The Departmental councils shall each consist of an even number of members, not more than ten, half of them representing ~~the~~ the Government and the other half representing staff.

The Joint Council and Departmental Councils shall come into force on such date as the Government may in each case direct it.

(The Hindu, 19 July 1955).

'L'

ff

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - JULY 1955.

81. Employment Situation.

Employment Exchanges: Working during May 1955.

General employment situation.- According to the review of the work of the Directorate General of Resettlement and Employment during May 1955, there was little change in the number of fresh registrations and the number of unemployed on the live registers of exchanges during and at the end of May, 1955. The number of Government vacancies, particularly State Government vacancies which occurred during the month, was higher than any number notified to exchanges since the end of 1952. There was also some improvement in the demands made from the private sector. More employers, both public and private, used the Service, and the increase in Government vacancies was in keeping with the favourable trend visible during the last few months. The overall number of placements was the highest since the middle of 1952. There was a very satisfactory decline in the number of unemployed Central and State Government employees in continuation of a trend which has now continued for a period of four months. Five States reported a definite improvement in the employment situation in general, notably West Bengal and Hyderabad.

Shortages in respect of skilled stenographers and typists, trained teachers, experienced draughtsmen and overseers, surveyors, compounders, midwives and nurses continued to persist in most of the exchange areas. Dearth of experienced engineers, doctors and highly skilled technicians was also fairly widespread. A ~~skilled~~ number of exchanges reported their inability to submit suitable applicants against the posts of physical training instructors, estimators, millers diesel mechanics and dressers.

Clerks, untrained teachers, freshers from schools and colleges, unskilled office workers, carpenters, motor drivers and unskilled labourers were in surplus at most of the exchanges. Employment prospects for semi-skilled motor mechanics, fitters, turners and wiremen were reported to be unsatisfactory.

69

Registrations and placings.- The following table shows registrations for employment and placings during May 1955 and April 1955:-

		May 1955	April 1955
Registrations	--	124,628	125,141
Placings	--	16,331	13,962

Registrations recorded a slight fall of 513 as compared to the previous month. A notable decline in registrations was however, recorded in Uttar Pradesh (3,948), Andhra (2,003), Hyderabad (1,027), Madras (750) and Bihar (683). An increase in registrations on the other hand, was reported by the exchanges in the Punjab (2,299), Delhi (1,986), Travancore-Cochin (746), Himachal Pradesh (533) and Orissa (510).

A total of 84,659 applicants were submitted to employers for selection during May, 1955 as against 75,375 during the previous month. The number of placements during May, 1955, was the highest since June 1953. A comparatively large increase in placements was recorded in West Bengal (1,247), Bombay (533), Delhi (440), Himachal Pradesh (433) and Madras (315). Employment exchanges in Uttar Pradesh and Bihar on the other hand, showed a fall of 395 and 246 respectively over the previous months' figures. The notable increase in placements in West Bengal was reported to be due to recruitment of a large number of applicants to Alipore Telegraph Workshop, the State Statistical Bureau, the Training Ship 'Bhadra' and Port the Commissioner's Office, Calcutta. Of the total number of placements effected 6,421 were in Central Government establishments, 6,068 were in State Governments establishments and 3,842 with private employers.

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

<u>Wage groups</u>		<u>Number placed</u>
101 rupees and above	--	1,037
61 rupees to 100 rupees	--	8,397
30 rupees to 60 rupees	--	5,520
Below 30 rupees	--	527

Vacancies notified.- The number of employers who used the exchanges during the month was 5,246 as against 4,935 during the previous month. The number of vacancies notified by them was 26,263 as against 23,522 during April, i.e. an increase of 2,741. This number was the highest on record during the last two years. A comparatively large increase in the number of vacancies notified was reported by the employment exchanges in West Bengal (2,535), Bombay (1,675), Hyderabad (429), the Punjab (383), and Rajasthan (301). Employment exchanges in Himachal Pradesh, Uttar Pradesh, Andhra and Madras on the other hand, showed a fall of 938, 741, 439 and 322 respectively as compared to the previous month. Of the vacancies notified 19,481 were in Central and State Governments establishments, and 6,782 were in private concerns. There was an increase of 2,321 vacancies in the public sector and 420 in the private sector.

Register of unemployed.- The number of persons seeking employment assistance through the exchanges as on the last day of the month was 607,112 which was 606 more than the figure at the end of the previous month. Of those on the live register 3,878 were known to be employed persons who desired further employment assistance. The composition of the live register occupationwise is shown below:-

<u>Occupation</u>		<u>No. on Live Register as on 31 May 1955.</u>
1. Industrial supervisory	--	4,548
2. Skilled and semi-skilled	--	50,590
3. Clerical	--	175,274
4. Educational	--	22,281
5. Domestic service	--	21,447
6. Unskilled	--	299,550
7. Others	--	33,422
Total.		<u>607,112</u>

Employment position of special types of applicants.- The employment position regarding special types of applicants during May 1955 is shown in the following table:-

<u>Category</u>	<u>Registrations</u>	<u>Placings</u>	<u>No. on the Live Register</u>
1. Displaced persons	-- 9,149	1,292	51,700
2. Ex-servicemen	-- 6,917	1,370	30,131
3. Scheduled caste applicants	-- 13,948	2,532	58,007
4. Scheduled Tribe applicants	-- 1,342	247	4,811
5. Surplus and discharged Central and State Government employees.	1,408	784	8,817
6. Highly qualified applicants	-- 829	92	4,401
7. Women	-- 5,204	694	23,895

Special investigations.- During the month, three special investigations were conducted i.e. (1) a review of the employment position with regard to Scheduled Caste, Scheduled Tribe and Anglo-Indian applicants, (2) an analysis of statistical data pertaining to graduates and diploma holders in the engineering and medical professions, and (3) an analysis of placements by wage groups since the beginning of 1953.

1) Special Employment assistance to Scheduled caste, scheduled tribe and Anglo-Indian applicants.- These categories of applicants enjoy a special privilege under the Constitution in that specific reservations have been made for them in regard to vacancies that arise in Government establishments. The Employment Exchanges made special efforts to place these classes of applicants in employment in accordance with the special rights enjoyed by them.

Scheduled caste applicants.- Statistics show that during 1954, an average of 13,185 registrations and 2,051 placements were effected every month, in respect of this category of applicants as against a monthly average of 9,104 registrations and 3,762 placements during 1950, and 12,177 registrations and 4,725 placements in 1951.

The following table shows the number placed under various authorities:-

Year	Central Government	State Government	Others	Total
1951	1,078	509	3,138	4,725
1952	1,067	632	2,425	4,124
1953	1,010	535	791	2,336
1954	918	544	590	2,052

The monthly average number of vacancies notified to exchanges which were reserved for Scheduled Castes was 288 during 1951, 315 during 1952, 271 during 1953 and 365 during 1954.

During the five years 1950-1954, employment exchanges effected 602,517 registrations and 158,837 placements in respect of Scheduled castes. The percentage of placings to registrations during this period works out to 26.4, as against 20.0 in respect of all categories of applicants. The number of Scheduled Caste applicants on the Exchanges registers seeking employment assistance showed a steady increase almost every month, from December 1950 onward. The figure stood at 59,637 at the end of 1954, as against 20,461 five years ago and 40,795 at the end of 1952.

Out of 59,637 applicants on the Live Register at the end of 1954, 53,606 (or 89.9 per cent) were non-matriculatos, 5,739 (or 9.6 per cent) were matriculatos and 292 (or 0.5 per cent) were graduates. The analysis further revealed that 49,881 of the total number on the live register, were unskilled workers, ~~3,370~~ 3,670 were technicians 747 were teachers, 6,133 wanted clerical jobs, 6 were engineers, 15 were doctors and 9,132 were registered for other miscellaneous occupations.

Scheduled Tribe applicants.- During the three years 1952-54, 46,027 scheduled tribe applicants are registered and 13,103 placed in employment. The average monthly registrations and placements during 1954 were 1,484 and 273 respectively as compared with 1,145 and 267 in 1953 and 1,207 and 552 respectively in 1952. The number of vacancies reserved for scheduled tribes which were notified to the employment exchanges increased from 18 per month during 1952 to 55 in 1953 and to 89 in per month in 1954.

The number of scheduled tribe applicants placed under various authorities during the period under review may be seen from the following table:-

Year	Central Government	State Government	Others	Total
1952	723	639	5,261	6,623
1953	671	391	2,141	3,203
1954	1,121	883	1,273	3,277

The number of applicants on the live register increased from 2,604 at the end of 1952 to 3,593 at the end of 1953 and stood at 5,212 at the end of 1954. Of those on the live register 4,876 (or 93.5 per cent) were non-matriculatos, 312 (or 6.0 per cent) were matriculatos and 24 (or 0.5 per cent) were graduates. The broad occupational classification showed that 4,191 were unskilled workers, 249 were technicians, 163 (including 159 nonmatics) wanted jobs as teachers, 341 wanted clerical jobs and one was registered as an engineer.

Anglo-Indian applicants.- During 1954, on an average 100 applicants were registered and 15 placed in employment every month, as against 142 registered and 19 placed, during 1953. The monthly average of registrations and placements during 1952 was 172 and 28 respectively. The number of vacancies notified to employment exchanges as reserved for Anglo-Indian applicants was on an average, 2 per month during each of the years under review. The number of Anglo-Indian applicants on the live register showed a steady fall from 878 at the end of March 1952 to 670 at the end of 1953 and further to 461 at 31 December 1954. Of those on the live register on that date 276 were non-matriculatos, 163 were matriculatos and 22 were graduates.

73

An ~~empirical~~ occupational analysis showed that 128 of them were unskilled workers, 57 were technicians, 6 were teachers, 178 wanted clerical jobs and 3 were engineers of whom one was a degree holder.

2) Engineering and medical graduates.- Information in regard to engineering and medical graduates and diploma holders on the live registers of employment exchanges is being collected on a quarterly basis. An analysis of the returns for the quarter ended 31 March 1955 reveals that there were 582 engineering graduates and 528 diploma holders seeking employment at the end of March 1955. Of the 582 engineering graduates, 425 or 73 per cent, in the States of Bombay (112), Delhi (77), Mysore (80) and West Bengal (156). Among the graduates 43 were ~~mechanical~~ electrical-cum-mechanical engineers, 224 were mechanical engineers, 157 were electrical and 99 civil engineers. Four hundred forty-one or 76 per cent of them were fresh from colleges with no experience to their credit. Five hundred twenty-three or 90 per cent were below 30 years of age.

There were 207 medical graduates on live registers of exchanges at the end of March 1955. Of these, 138 or 67 per cent were in West Bengal alone. Eighty-nine were fresh from colleges with no experience, while 66 had experience of less than 2 years. Thirteen such graduates were over 45 years of age.

Of 259 medical licentiates on the live registers, 200 or 77 per cent were concentrated in the State of West Bengal. One hundred and eighteen of these were freshers while 52 had experience of less than 2 years. Sixty licentiates were over 45 years of age, 30 per cent of the medical graduates and 78 per cent of the medical licentiates are reported to be ready to accept jobs with less than 200 rupees as pay per month.

Reports from employment exchanges indicate that ~~insufficient~~ inadequate experience, lack of suitable employment opportunities and the demand for high emoluments if the place of employment is outside the State, to which the applicants belong, are the major causes of their unemployment.

3) Analysis of placements ~~is~~ by pay groups.- A study of the placements effected by employment exchanges in recent years shows that the proportion of vacancies filled in the higher pay groups has been increasing.

The following table indicates the position during the last two years:-

Pay range.	No. placed in employment		1955 (January-April).
	1953	1954	
101 rupees and above per month.	18,444 (10.0 per cent)	19,765 (12.2 %)	7,467 (14.2 %)
61 rupees to 100 rupees per month.	72,042 (38.8 %)	73,606 (45.3 %)	26,515 (50.5 %)
30 rupees to 60 rupees per month.	87,084 (47.0 %)	64,480 (39.7 %)	17,058 (32.4 %)
Below 30 rupees per month.	7,873 (4.2 %)	4,602 (2.8 %)	1,546 (2.9 %)
Total	185,443 (100 %)	162,451 (100 %)	52,586 (100 %)

It will be seen that the percentage of placements in the higher income groups has been increasing since 1953. In 1953, 48.8 per cent of the total placements carried a pay of 61 rupees or above per month. In 1954, this percentage was 57.5 and in the first four months of 1955, it increased further to 64.7. A steady increase in the percentage of placements in the highest pay group (101 rupees and above per month) is also noticeable. From 10 per cent in 1953, it has risen to 14.2 per cent during January - April, 1955.

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

75

83. Vocational Training.

India - July 1955.

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

Training of craftsmen.- According to the review of the working of the Directorate General of Resettlement and Employment for the month of May 1955, the number of trainees on the roll of various training Institutes and Centres on 31 May 1955 was 9,652. There were 8,021 trainees in the technical trades and the remaining in vocational trades. Government industrial training institute, Patiala, in PEPSU (Punjab) was opened with a seating capacity of 152 seats in technical-trades ~~under~~ under the craftsmen training scheme during the month under report.

Training of displaced persons.- The total number of displaced persons undergoing training as at the end of May, 1955 was 2,129 of whom 1,788 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- A total of 536 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.- A total of 454 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 centre, Orissa poor cottage industries, Cuttack were also undergoing training alongside men.

Training of women craft instructors.- A new scheme for the training of women craft instructors was introduced at the industrial training institute for women, Curzon Road, New Delhi, with effect from 1 May 1955. The scope of the training is confined to two popular vocational trades namely cutting and tailoring and embroidery and needle work with hand and machine. As at the end of May 1955, 21 women instructor trainees were on the rolls of the institute against a sanctioned capacity of 20.

Training of supervisors and instructors.- In the 15th regular session which commenced from 16 May 1955, 96 supervisors and instructors were receiving training at the end of the month under report. The trade test results of the 14th session which concluded during the early part of the month under report are still awaited.

Training of school going children in hobby centre, Allahabad.- The number of trainees which decreased due to school examination has started increasing gradually and 53 trainees were undergoing training at Hobby Centre, attached to the industrial training institute, Allahabad.

Admission to remaining 50 per cent seats in Technical Trades of 1954-56 Session.- Admission to the remaining 50 per cent seats in technical trades in the Institutes was made during the month ~~xx~~ under report.

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

'L'

CHAPTER 9. SOCIAL SECURITY.

INDIA - JULY 1955.

92. Legislation.

Draft Assam Tea Plantation Provident Fund Scheme, 1955.

The Government of Assam published on 22 June 1955 the draft of the Assam Tea Plantations Provident Fund Scheme, 1955, proposed to be made under Assam Tea Plantations Provident Fund Scheme Act, 1955 (vide page 58 of the report of this Office for June 1955). The scheme deals, inter alia, with the composition of the board of trustees and primary committees, term of office of trustees, procedure at meetings of the board and committees, procedure for collection of contributions, form of accounts, conditions under which withdrawals from this fund may be permitted and investment of deposits of the fund in Government securities. The draft scheme will be taken into consideration by the Government after 1 July 1955.

(Assam Gazette, Part II-A, 22 June 1955, pp. 1088-1095).

West Bengal Employees' Insurance Courts Rules, 1955.

The draft West Bengal Employees' Insurance Courts Rules (vide page 97 of the report of this Office for December 1954) have been approved and published on 14 July 1955.

(Calcutta Gazette, Part I, 14 July 1955, pp. 2745-2762).

93. Application.

India - July 1955.

Working of the Workmen's Compensation Act, 1923, during the Year 1953.

A review of the working of the Workmen's Compensation Act, 1923, in the year 1953, based on the annual reports received from 9 Part 'A' States, 4 Part 'C' States and Andaman and Nicobar Islands has been published in the Indian Labour Gazette for May 1955. It is pointed out that the information does not completely reflect the total accidents for various reasons including the fact that not all the accidents are reported and that notwithstanding statutory obligations, a number of employers do not submit annual reports.

Accidents and compensation paid.— The table given below gives information on ~~compensation~~ compensated accidents and the amount of compensation paid in 1953:—

Average daily number of workers covered.	Number of compensated acci- dents 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.
3,470,990	1,212 (0.35)	4,547 (1.31)	55,983 (16.1)	61,742 (17.8)	2341131 (1,932)	2315447 (509)	1481811 (26)	6158389 (99)

* Figures in brackets show rate per thousand workers covered.
 ** Figures in brackets show average compensation paid (in Rs.) per man.

It should be explained that the fall in the number of accidents in 1952 is due to the enforcement of the Employees State Insurance Schemes in Delhi and Kanpur in February 1952; the subsequent ~~fall~~ ^{rise} in 1953 is due to the increase in the number of accidents in Assam, Bombay, Madhya Pradesh, the Punjab and Ajmer.

The following table gives the industry-wise classification of the accidents and compensation *paid* during 1953:—

Industry	Average number of workers employed per day in establishments furnishing returns	Number of cases for which compensation was paid*		Amount of compensation paid**	
		Death	Total	Death	Total
1. Factories	-- 1,716,532	339 (0.20)	34,251 (19.94)	Rs. 652,577 (1,925)	Rs. 2,887,958 (84)
2. Plantations	-- 478,358	29 (0.06)	985 (2.06)	34,867 (1,202)	63,263 (64)
3. Mines	-- 170,451	336 (1.97)	7,572 (44.42)	555,497 (1,653)	1,063,632 (140)
4. Railways	-- 718,460	231 (0.32)	14,237 (19.89)	610,810 (2,644)	1,248,152 (87)
5. Docks & Ports.	42,819	18 (0.42)	1,221 (28.52)	51,346 (2,853)	189,783 (155)
6. Trampys	-- 17,831	-	425 (23.83)	-	25,081 (59)
7. Posts & Telegraphs.	110,232	18 (0.16)	187 (1.69)	43,100 (2,394)	50,095 (268)
8. C.P.W.D.	-- 6,180	1 (0.16)	12 (1.94)	1,800 (1,800)	6,005 (500)
9. Building & Construction.	102,823	170 (1.65)	1,344 (13.07)	234,656 (1,577)	363,599 (271)
10. Municipalities.	50,351	9 (0.18)	59 (0.77)	18,930 (2,063)	20,188 (518)
11. Miscellaneous.	56,973	61 (2.07)	1,439 (25.25)	139,048 (2,279)	220,633 (153)
Total.	3,470,990	1,212 (0.35)	61,742 (17.79)	2,341,131 (1,932)	6,138,389 (99)

* Figures in brackets show rate per thousand workers covered.

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

Note:- The table does not include the data for Orissa, Uttar Pradesh, Bihar and Delhi.

Occupational diseases.- During the year under review, Bihar, Bombay and the Punjab reported cases of occupational diseases. The absence of information in this regard in other returns, does not actually mean the absence of occupational diseases. Owing to the lack of suitable agency for reporting such cases, the existence of occupational diseases may have remained unnoticed. The ignorance of workers about the privilege of compensation available to them is also another contributory factor in the cases of occupational diseases not being properly reported. According to the available reports there were 14 cases of occupational diseases. Of these, one was fatal in the Punjab where 3,500 rupees were paid as compensation and another was a case of permanent disablement in Bihar, for which 250 rupees were paid as compensation. The remaining 12 cases related to temporary disability - 10 in Bihar and

80

and 2 in Bombay. Both cases in Bombay were due to lead poisoning for which 146 rupees 8 annas were paid by way of compensation.

There was an increase in compensated accidents during 1953. The rate was the highest (17.8 per thousand) since 1950. This upward tendency was reflected in all the three categories of accidents. As in previous year, Mines, Docks and Ports, Railways, Tramways and Miscellaneous continued to be the groups having the highest accident rate. The rate of accidents was almost the same in Docks and Ports and Railways as in the previous year, but there was a sharp rise in the case of Mines, where the rate increased from 25.96 in 1952 to 44.42 in 1953. During the year under review, Mines recorded the highest rate of accidents. The rising tendency in the accident rate noticed in ~~the~~ Building and Construction in 1952 continued in 1953 also. In fact during the year under review, the rate increased from 7.48 to 13.07. Appreciable rise was also recorded in Tramways and Factories, where the rate increased from 20.11 and 16.03 respectively in 1952 to 25.83 and 19.94 respectively in 1953. As usual, Municipalities continued to record the lowest accident rate.

During the year under review, Municipalities, Railways, and Miscellaneous group showed an appreciable increase in the average compensation paid, while Building and Construction, Plantations, Posts and Telegraphs recorded considerable fall. Whereas in 1952, C.P.W.D. paid the highest average compensation, in 1953, this place was occupied by Municipalities. As in the previous years, Tramways paid the lowest average compensation. ~~At~~ Ajmer, as usual, recorded the unusually high accident rate (122.40). The other States with high accident rates were the Punjab (49.11), Madhya Pradesh (24.40), West Bengal (17.12) and Bombay (16.45). The highest increase in accident rate was recorded in the Punjab where it went up to 49.11 in 1953 from 39.83 in 1952. As in other years, very few occupational diseases were reported during the year under ~~review~~ review.

The report also gives a review of statistics based on the records of proceedings before the Commissioner of Workmen's Compensation. According these data, which relates only to cases which came before the Commissioner of Workmen's Compensation, there was a total of 4,979 cases during 1953, which was made up of 1,841 cases of temporary disablement, 1,887 of permanent disablement and 1,251 of death. The cases seem to concentrate more in the wage span 45-100 rupees. This is largely due to the fact that the workers covered by the Workmen's Compensation Act and exposed to the risk of accidents belong mainly to this group. The number ~~of~~ of workers in each salary group among whom the accidents given ~~have~~ occurred being not known, it is not possible to say from these data whether workers in a particular salary group are more prone to accidents. Similarly, the number of cases among women are very few compared to those among men. The primary reason for this relative position seems to be that very few women are employed in

21

hazardous occupations and it is not possible to deduce whether women are more prone to such accidents than men. Cases of temporary disablement are proportionately much heavier in the lower wage groups below 50 rupees per month. In the corresponding figures for 1952 this limit was 35 rupees. After this limit, the proportionate incidence of compensated permanent disablements and fatal cases is heavier. Another striking feature seems to be that while the proportionate incidence of permanent disablement cases increases in higher wage groups that of fatal cases tends to decrease.

The wage groups showing the largest concentration of cases varied from State to State. For instance, the largest concentration in Bombay was in the group 80 rupees to 200 rupees, in Madras in the group 27 rupees to 80 rupees, in the Punjab in the group 50 rupees to 80 rupees and so on.

Cases handled by Commissioners.- The following table summarises the statistics of cases handled by Commissioners of Workmen's Compensation during the year under review:-

Item	Number of cases filed during the year.	Total number of cases disposed of during the year.	Number of cases pending at the end of the year.
(a) Award of compensation under Section 10. ---	2,361	2,411	1,167
(b) Commutation under Section 7. ---	1	1	-
(c) Deposits under Section 8. ---	2,229	2,673	660

The review also gives detailed information on the various types of case work handled, such as, deposits and commutation of half-monthly payments and appeals.

(The Working of the Workmen's Compensation Act, 1923, during the year 1952 was reported at pp.117-123 of the report of this Office for May 1955).

82

Working of the Maternity Benefit Acts during
1953.

A review of the working of the Maternity Benefit Act in the various States of India during 1953 is given at pages 1105-1109 of the Indian Labour Gazette, April 1955. All the Part 'A' States have their own Maternity Benefit Acts. Hyderabad, Madhya Bharat, Mysore, Rajasthan, Saurashtra and Travancore-Cochin among Part 'B' States and Ajmer, Bhopal, Delhi and Tripura among Part 'C' States have similar Acts. Besides, the Central Government has passed the Mines Maternity Benefit Act which provides for similar benefits to women workers in mines. Similar benefits have been extended to women workers in plantations in Assam, West Bengal and Travancore-Cochin under the State Acts.

The following table gives figures relating to the average number of female workers employed in each State, number of claims made and total amount paid:-

State	Average Number of women employed.	No. of women who claimed maternity benefit.	No. of women who were paid maternity benefit in full or in part.	No. of cases in which a bonus was paid or maternity benefit was paid for miscarriage or death.	Total amount paid (Rs.)
1	2	3	4	5	6
Andhra	37,043	181	174	-	4,466
Assam	192,873	41,304	40,258	63	2344,197
Bihar	10,215	916	916	-	81,553
Bombay	40,487	3,367	2,971	19	130,302
Madhya Pradesh	118,629	384	360	-	18,266
Madras	50,615	3,843	3,691	315	145,750
Punjab	1,372	14	13	-	687
Uttar Pradesh	1,319	77	75	13	5,639
West Bengal	82,083	13,676	12,547	2	909,324
Total-Part 'A' States					
1953	435,242	63,762	61,005	412	3640,184
1952	500,314	70,973	68,049	75	5913,464
Hyderabad	8,116	406	390	-	30,935
Mysore*	9,752	369	369	-	29,173
Travancore-Cochin	37,334	3,956	3,552	-	156,015
Total-Part 'B' States					
1953	55,202	4,731	4,111	-	216,123
1952	21,991	2,222	2,055	-	101,956

* Information relates to the year 1953-54.

	1	2	3	4	5	6
Ajmer	--	961	22	21	-	376
Bhopal	--	244	2	2	-	157
Delhi	--	651	-	-	-	-
Total-Part 'C' States						533
1953	--	1,836	24	23	-	5,932
1952	--	5,069	371	362	-	4,938
Mines:						
Coal	--	50,046	4,534	4024	956	176,064
Others	--	77,854	4,526	4684	305	179,577
Total						
1953	--	127,900	9,110	8708	1,261	355,641
1952	--	98,209	9,554	9106	1,414	363,343

Reports from States generally indicate that the employers' attitude to the Acts, especially of those employing large number of women workers was one of cooperation and understanding. Complaints were few and prosecutions were fewer still. Details regarding the number of complaints received and the number of prosecutions launched, during the years 1952 and 1953 are given in the following table:-

State	No. of complaints received		No. of prosecutions launched	
	1952	1953	1952	1953
Andhra	--	-	2	-
Assam	--	49	40	1
Bihar	--	8	8	-
Bombay	--	40	16	2
Madhya Pradesh	--	-	1	-
Madras	--	20	20	14
Uttar Pradesh	--	1	Nil	-
West Bengal	--	8	13	-
Hyderabad	--	140	116	-
Travancore-Cochin.	--	73	203	-
Total	--	339	424	17

(The Working of the Maternity Benefit Acts during 1951-52 was reviewed at pp.114-115 of the report of this Office for April 1954).

(Indian Labour Gazette, Vol. XII, No. 10, April 1955, pp.1105-1109).

84

Changes in Employees' Provident Fund Scheme:
Advisory Board's Recommendations.

Refixation of the time-limit after which workers become entitled to employers' contribution at 15 years as against 20 at present was recommended by the Central Board of Trustees of the Employees' Provident Fund scheme which met in New Delhi on 18 July 1955. The meeting which was convened specially to discuss the amendments to the Employees' Provident Fund scheme, was presided over by Mr. Vishnu Sahay, Secretary to the Union Ministry of Labour.

The meeting also recommended to the Union Government that advances from the provident fund accumulations may be granted to members for the construction or purchase of house or house-sites. The trustees ~~should~~ also recommended that members should be allowed a refund of the amount due to them under the schemes after a waiting period of six months only against the present period of one year.

The Employees' Provident Fund scheme which came into force in November 1952, covers 1,500,000 factory workers in six major industries in the country. The collection so far made under the scheme amounts to over 400 million rupees.

(The Hindustan Times, 27 July 1955).

'L'

85

Punjab: Annual Report on the Working of the
Punjab Maternity Benefit Act, 1943, during 1953.

The Government of Punjab published on 24 June 1955 its review on the Annual report on the working of the Punjab Maternity Benefit Act, 1943, in the State during the year 1953. According to the review during the year 1953, 1,972 women workers were given employment in 220 factories, as compared ~~is~~ with 2,451 women workers employed in 247 factories in the ~~year~~ preceding year, thus registering a decrease of 479 women workers during this year. Out of these, 14 claimed maternity benefit and were paid 686 rupees 8 annas as against 773 rupees claimed by the same number of women workers during the previous year. Women workers were mainly employed in cotton and woollen mills, textile mills, tea and rice factories in the State. No prosecutions were made during the year under report.

(Supplement to Punjab Government Gazette,
24 June 1955, page 92).

86

CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - JULY 1955.

121. Special Information.

Trend of Costs in Tea Plantations:
Eastern Economist's Conclusions.

For the purpose of assessing the trend of costs in certain tea estates the Research Section of "The Eastern Economist" has sought to estimate from balance sheets available for the three years 1952, 1953 and 1954, the trend of prime costs in some leading tea estates. Prime costs are those which vary with the short-period output. They do not include standard managerial expenses. The balance sheets studied are by no means representative since their selection has been directed by the fact that figures for three years should be available. Also the performance of these estates, as will be seen from the figures below, are by no means uniform. Fortuitous circumstances affect the crop more in the short run than long-period investment. Nevertheless, the figures given below for sixteen estates taken from a larger selection will indicate that it is by no means true that because of a larger crop, the prime cost of production per lb. of tea in those estates is uniformly lower than in the previous year. While 1954 was by every standard - both selling prices and costs - a good year, one must place emphasis far more on selling prices than on prime costs. There is a fairly unyielding floor in most cases for costs of production largely because of labour expenses.

The broad conclusion that is to be drawn from the figures shown in the table below is that there is practically no estate where costs in 1954 were lower per lb. than in 1952. It will be remembered ~~therefore~~ that in 1952, ~~with~~ notwithstanding low costs of production, there was a terrible crisis when selling prices fell. If prices should by any chance fall near to the 1952 level, the crisis cannot be anything but worse now. "While this even is ~~not~~ 'prima facie' unlikely, the Government of India should not be under any illusion as to the capacity of the tea industry to take another large slump in prices. The capacity is just not there, and is being further reduced by the lack of appreciation of Central and State Governments that welfare measures must be related to that prosperity and cannot be driven equally in every year".

Prime Costs of production per lb. (in rupees) of tea in sixteen leading tea estates.

Estate Number	Balance Sheet as at	1952	1953	1954
One	30 June	1.38	1.57	1.34
Two	31 March	1.25	1.28	1.25
Three	30 June	0.98	0.94	0.97
Four	31 March	1.15	1.94	1.24
Five	31 March	1.36	1.51	1.12
Six	31 March	1.25	1.37	1.28
Seven	31 March	1.37	1.33	1.27
Eight	31 March	1.11	1.26	1.10
Nine	31 March	0.53	1.14	1.16
Ten	30 June	1.15	1.24	1.23
Eleven	31 March	1.09	1.35	1.19
Twelve	30 June	1.12	1.24	1.26
Thirteen	30 June	1.01	1.14	1.21
Fourteen	31 March	0.96	0.98	1.10
Fifteen	31 March	1.16	1.39	1.44
Sixteen	31 March	1.47	1.58	1.49

(The Eastern Economist, 15 May 1955, page 782).

'L'

85

LIST OF PRINCIPAL LAWS FROMULGATED DURING THE
PERIOD COVERED BY THE REPORT FOR JULY, 1955.

INDIA - JULY 1955.

Chapter 4. Problems Peculiar to Certain Branches
of the National Economy.

Bombay Merged Territories Miscellaneous
Alienations Abolition Act, 1955 (No. XXII of 1955).
(Bombay Government Gazette, Part IV, 9 June 1955,
pp. 57-71).

Chapter 6. General Rights of Workers.

Industrial Disputes (Appellate Tribunal)
Amendment Ordinance 1955 (No. 3 of 1955).
(Gazette of India, Extraordinary, Part II,
Section 1, 21 June 1955, pp. 319-320).

'L'

87

BIBLIOGRAPHY.

INDIA - JULY 1955.

Chapter 1. International Labour Organisation.

- * Government of India: Ministry of Labour: Summary of Proceedings of the Indian Labour Conference, 13th Session, Mysore, 1954. Published by the Manager of Publications, Delhi. Price Rs.2, pp.161.

Chapter 2. International and National Organisations.

- *(a) All India Organisation of Industrial Employers. Proceedings of the 22nd Annual Meeting held at Bombay on the 13th May 1955. 28, Perozeshah Road, New Delhi. pp. 17.
- *(b) Report of the Committee of the Bengal Chamber of Commerce and Industry for the Year 1954, Vol.1, Calcutta 1955. pp. 312.

Chapter 3. Economic Questions.

- *(a) Report on the Working of the Minimum Wages Act 1948 for the period from March 1948 to 31st December 1953. Labour Bureau Publication. Manager of Publications Delhi. Price Rs.4-14-0. pp.105. (2 copies sent to Geneva as per this Office Minute No.D.1/1010/55 dated 18 July 1955).
- (b) A Study of Indian Economics. By Pramathanath Banerjee, (Registrar, University of Calcutta) pp.543, Rs.10/-.
- (c) Indian Economy Since Independence: Financial Policy of the Indian Union 1947-53. By M.H. Gopal. (Delhi School of Economics, Rs. 4-8-0.).
- (d) An Economic Review of Refugee Rehabilitation in India: A Study of Kingsway Camp. By V.K.R.V. Rao. (Delhi School of Economics, Rs.3-8-0).
- (e) An Economic Review of Refugee Rehabilitation in India: A Study of Faridabad Township. By V.K.R.V. Rao. (Delhi School of Economics, Rs.3).

Chapter 4. Problems Peculiar to Certain Branches of the National Economy.

- *(a) Annual Report on Industrial Co-operative Societies and Village Industries in the State of Bombay for the Year ending 30th June 1954. Price Rs.1/9/-, pp.149.
- *(b) The Tea Industry and its Labour. Published by Cachar Cha Sramik Union. Silchar. Assam. pp.35.
- *(c) Tea in National Planning being a Memorandum submitted to Assam State Planning Board by Indian National Plantation Workers' Federation. I.N.T.U.C. Silchar.

* Publications received in this Office.

Chapter 5. Working Conditions and Living Standards.

* Annual Report on the Working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th ~~XXXXXX~~ September 1953. Printed at the Assam Government Press. Shillong. Price Rs.1/12/-, pp.56.

'L'

* Publications received in this Office.