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L.O. REGISTRY-GENEVA
23 APR 1956
No No: C 33-2-13
With:
on:

INTERNATIONAL LABOUR OFFICE  
INDIA BRANCH

Industrial and Labour Developments in March 1956.

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>	
(a) Tripartite Consultative Machinery for Labour at the Centre: Review of Work.	1-4
(b) Madras: Meeting of State Labour Advisory Board, 17 February 1956: Minister reviews Welfare Measures.	5-11
<u>12. Activities of External Services:</u>	12
<u>CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.</u>	
<u>25. Wage-Earners' Organisations:</u>	
(a) Indian Trade Unions (Bombay Amendment) Bill, 1956.	13
(b) Single Federation for Railwaymen: Rival Wings sign Agreement.	14
<u>28. Employers' Organisations:</u>	
29th Annual Session of Federation of Indian Chambers of Commerce and Industry: Concern over "Incursion" into Private Sector.	15-19
<u>CHAPTER 3. ECONOMIC QUESTIONS.</u>	
<u>34. Economic Planning, Control and Development:</u>	
(a) Programme for Agriculture: Proposals in the Draft Second Five Year Plan.	20-21
(b) Irrigation and Power in the Draft Second Five Year Plan Outline: Extension of Cultivation to 12 Million Acres.	22-24
(c) Oil Survey in India: Soviet Experts' Recommendations.	25
(d) Factory for Manufacturing Steel Tubes Opened: Indo-British Joint Venture.	26

<u>Contents.</u>	<u>Pages.</u>
36. <u>Wages:</u>	
(a) Earnings of Factory Workers during the Year 1954.	27-31
(b) Ajmer: Minimum Wages Act, 1948, extended to employment in Printing Press Establishments.	32
38. <u>Housing:</u>	
Housing for Coal Field Workers: Central Government's proposal for Subsidised Scheme.	33
<u>CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF THE NATIONAL ECONOMY.</u>	
41. <u>Agriculture:</u>	
Agricultural Produce (Development and Warehousing) Corporations Bill, 1956.	34-35
42. <u>Co-operation:</u>	
Potentialities of Ambar Charkha: Central Government appoints Investigation Committee.	36-38
43. <u>Handicrafts:</u>	
Co-operation in the Draft Second Five Year Plan: 480 Million Rupees Provided for.	39 <del>38-38</del>
<u>CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.</u>	
50. <u>General:</u>	
Conditions of Work of Staff on Indian Railways: Railway Board's Annual Report for 1954-1955.	40-46
51. <u>Hours of Work:</u>	
Conditions of Labour in Road Transport: Non-Official Bill introduced in Parliament.	47
52. <u>Workers' Welfare, Recreation and Workers' Education:</u>	
(a) National and Festival Paid Holidays Bill 1956: Non-Official Bill for a Uniform System of Holidays for all Industrial Workers.	48
(b) Welfare Activities in Coal Mines: Review of Activities Financed from the Coal Mines Labour Welfare Fund during the Year 1954-1955.	49-55
(c) Bombay Labour Welfare Fund (Amendment) Bill, 1956.	56

<u>Contents.</u>	<u>Pages.</u>
<b>56. <u>Labour Administration:</u></b>	
(a) Andhra: Working of the Factories Act, 1948, during the Year 1954.	57-60
(b) Madras: Working of the Factories Act, 1948, during 1954.	61-63
(c) Labour Policy of the Railway Ministry: Debate in Lok Sabha.	64-65
<b>59. <u>Social Research:</u></b>	
Community Welfare in India: Contribution by Bharat Sevak Samaj.	66-68
<b><u>CHAPTER 6. GENERAL RIGHTS OF WORKERS.</u></b>	
<b>63. <u>Individual Contracts of Employment:</u></b>	
Industrial Employment (Standing Orders) (Bombay Amendment) Bill, 1956.	69
<b>64. <u>Wage Protection and Labour Clauses in Employment Contracts with the Public Authorities:</u></b>	
(a) Andhra: Working of the Payment of Wages Act during the Year 1954.	70-71
(b) Madras: Working of the Payment of Wages Act during the Year 1954.	72-73
(c) Payment of Wages (Bombay Amendment) Bill, 1956.	74
<b>67. <u>Conciliation and Arbitration:</u></b>	
(a) Index of Industrial Relations: Labour Bureau's Estimate.	75-78
(b) Bombay Industrial Relations (Amendment) Bill, 1956.	79
<b>68. <u>Labour Courts:</u></b>	
Industrial Disputes (Appellate Tribunal) (Extension to the Assam Autonomous Districts) Bill, 1956.	80
<b>69. <u>Co-operation and Participation of Industrial Organisations in the Social and Economic Organisation:</u></b>	
Mysore: Chief Minister announces Plan for Labour Participation in Management.	81

Contents.

Pages.

CHAPTER 8. MANPOWER PROBLEMS.

81. Employment Situation:

- (a) Employment Exchanges: Working during January 1956. 82-86
- (b) Slump in Mica Mines: Details given by Labour Minister. 87
- (c) Payment by Results System suggested for Dock Workers: Enquiry Committee's Report. 88-92

83. Vocational Training:

Labour Ministry's Training Schemes: Progress during January 1956. 93-94

CHAPTER 9. SOCIAL SECURITY.

92. Legislation:

V. Old-Age Benefits.

Hyderabad Coal Mines Provident Fund Scheme. 95

BIBLIOGRAPHY - INDIA - MARCH 1956. 96-97.

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## CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MARCH 1956.

### 11. Political Situation and Administrative Action.

#### Tripartite Consultative Machinery for Labour at the Centre: Review of Work.

An article in the Indian Labour Gazette for January 1956 reviews and assesses the working of the tripartite consultative machinery for labour at the Central level - composed of the Indian Labour Conference, Standing Labour Committee and Industrial Committees. The origin, composition and functions of these bodies are given in detail. It states: "As an original member of the International Labour Organisation, India had long recognised the tripartite principle as the best means of discussing and solving labour problems but it was not until the Second World War that a regular machinery for the purpose was set up. The I.L.O. no doubt inspired the system of tripartite consultations but its evolution was influenced by the political developments in the country", including constitutional reforms and the report of the Royal Commission on Labour in India.

Achievements of the Indian Labour Conference and the Standing Labour Committee.- The machinery set up has lived up to expectations and has not only prepared the ground for a considerable advance in the conditions of labour but has also helped to improve employer-employee relations. No less than 80 items have so far been discussed in the Indian Labour Conference since 1942 and 77 in the Standing Labour Committee. Though technically the two bodies are purely advisory their influence in the labour field has been very pronounced. The appointment of the Labour Investigation Committee, introduction of the health insurance scheme for industrial workers, provision for the payment of compensation for involuntary unemployment, enactment of the Industrial Employment (Standing Orders) Act, 1952, revision of the Factories Act and amendment of the Workmen's Compensation Act, 1925 have all originated from the deliberations of the Indian Labour Conference and the Standing Labour Committee. In fact there has hardly been any legislation during recent years which has not emanated from or been discussed in one of the two bodies. Apart from legislation, free and frank discussions across the table between the representatives of Government, employers and workers have helped to solve many difficult problems which confronted the Government from time to time.

2

Achievements of the Industrial Committees.- The Industrial Committees have similarly made notable contributions in their own fields. For example, wages and dearness allowance of plantation workers were increased as a result of discussions in the first and the second sessions of the Committee on Plantations. In the very first session of the Committee the employers agreed to pay maternity benefit to women workers at the rate of 5 ruppees 4 annas per week and to grant sickness benefit to all workers for two weeks in a year. The Plantations Labour Act, 1951, which contains elaborate provisions relating to working conditions, housing and welfare of plantation workers is based on the discussions held in the various session of the Committee. The extension of the provisions of the Industrial Disputes (Amendment) Act, 1951 relating to lay-off compensation to plantation workers was mainly due to the recommendation of the 5th Session of the Committee held in January 1954.

The latest achievement of this body is the agreement relating to bonus (vide pp. 36-37 of the report of this Office for the month of January 1956). The revision of the Mines Act and the introduction of the Coal Mines Provident Fund and Bonus Schemes are also due to the efforts of the Committee on Coal Mining. Standardisation of wages and conditions of work of persons employed in the Cement Industry was discussed in the two sessions of the Committee on Cement. At its second session held in Hyderabad the Committee unanimously recommended (i) abolition of contract labour by June 1956, (ii) constitution of tripartite Central and State Wages (Standardisation) Boards to prescribe basic minimum rates of wages and dearness allowance and to work out the formula for the payment of bonus and (iii) the setting up of the Central and State Tripartite (Technical) Committees to draw up an agreement on the standard of compliance with the provisions of the Factories Act relating to health, safety, welfare, etc. In pursuance of these recommendations the Government of India has constituted a Central Wages (Standardisation) Board for Cement and a Sub-Committee on abolition of contract labour. The Industrial Committee on Cotton Textiles at its meeting held in January 1948 discussed the question of standardisation of wages, rationalisation of dearness allowance, training of workers, measures for increasing production and provision for old age and institution of provident fund schemes. The benefits of provident fund and health insurance have been extended to textile workers under the Employees' Provident Fund Act and the Employees' State Insurance Act. In the meeting of the Industrial Committee on Tanneries and Leather Goods Manufacturies held in Lucknow in December 1948 agreement was reached between the employers' and workers' representatives regarding the fixation of minimum rates of wages and dearness allowance and the payment of compensation to workers for involuntary unemployment. The Industrial Committee on Building and Construction Industry which met in New Dechi in August 1955 made important recommendations for improving working conditions and welfare amenities in this hitherto neglected industry.

3

Further development.- Besides the regular tripartite bodies referred to above Government set up from time to time special bodies with a view to securing the co-operation of workers and employers in the formulation of various schemes and programmes. Thus, in pursuance of the Resolution on Industrial Policy of April 1948, a tripartite Central Advisory Council for Labour was set up in 1948. At its first meeting held in Lucknow in November 1948 the Council appointed two Special Committees to go into the question of fair wages and profit-sharing respectively.

In accordance with a recommendation made by the Development Committee on Industries in 1951 a Joint Consultative Board of Industry and Labour was set up to promote agreements between employers and workers and to follow up and assist in their proper implementation. It was envisaged that the Board may also be required to examine general questions such as productive efficiency of industrial units, association of workers with management, training of retrenched workers in industries and other matters which might fall within the scope of industrial relations in general. The first meeting of the Board was held in July 1951. The Board as originally constituted consisted of 3 representatives each of employers and workers with the Union Planning Minister as Chairman. The subjects discussed by the Board include rationalisation, retrenchment, retraining of retrenched workers, productivity studies and payment by results, association of workers with management, norms for bonus and Industrial Relations policy under the Second Five Year Plan. As a result of the recommendation of the Board a team of I.L.O. experts has carried out productivity studies in the textile and engineering industries. In February 1954 the Board reconstituted itself as a purely non-official bipartite Board with a view to serving its original purpose more effectively. The reconstituted Board consists of 8 members, i.e., two representative each of the Employers' Federation of India, the All-India Organisation of Industrial Employers, the Indian National Trade Union Congress and the Hind Mazdoor Sabha. In addition, an independent Chairman has been elected by agreement between the members of the Board. So far five meetings of the reconstituted Board have been held.

Another significant development is the establishment in 1954 of a three-man tripartite Committee on Conventions to examine in detail the ILO Conventions, which had not been ratified by India, as also the ILO Recommendations and to make suggestions with regard to a phased and speedy implementation of international labour standards embodied in these instruments. This Committee has met twice and examined a number of ILO Conventions and Recommendations as a result of which the Government of India have ratified the following three Conventions:-

- (i) Convention No.5 concerning the Minimum Age in Industry;
- (ii) Convention No.26 concerning Minimum Wage Fixing Machinery; and
- (iii) Convention No.29 concerning Forced Labour.

The Committee also indicated the lines of further action in respect of other Conventions and Recommendations and these suggestions are being followed up.

Besides, the Planning Commission has set up a Panel for Labour to advise the Commission on the formulation of policy for the Second Five Year Plan. The first meeting of the Panel which was held in September 1955 discussed labour policy under the Second Five-Year Plan with particular reference to industrial relations, wages, rationalisation, productivity and working conditions. After preliminary discussions the Panel appointed three sub-committees to go into the various questions and to submit their recommendations. The reports of these Sub-Committees will be considered by the Panel.

Past experience has confirmed the utility of tripartite discussions in dealing with labour matters. With a view to giving a further fillip to this principle it is proposed to strengthen the tripartite Consultative machinery by setting up the following additional Industrial Committees:

- (i) Industrial Committee for the Iron and Steel Industry;
- (ii) Industrial Committee for the Chemical Industries;
- (iii) Industrial Committee for the Engineering Industries; and
- (iv) Industrial Committee for Transport Services.

(Indian Labour Gazette, Vol.XIII, No.7, January 1956, pp. 491-497 ).



5

Madras: Meeting of State Labour Advisory Board,  
17 February 1956: Minister reviews Welfare Measures.

A meeting of the Madras State Labour Advisory Board was held at Madras on 17 February 1956, Shri M. Bakthavathsalam, Minister in charge of Labour presiding. The meeting considered an agenda suggested by the labour and employer members of the Board.

Review of labour policy.-Minister's Address.- In the course of his address, Shri Bakthavathsalam reviewed in detail the legislative and other measures undertaken by the Centre and the State in the field of labour, since 1951, that is before the separation of Andhra, when the Board's previous meeting was held.

He urged that a harmonious relationship between capital and labour was essential for healthy industrial development and for increased production. The creation of an industrial democracy is a prerequisite to the establishment of a society envisaged for the future.

The Minister stated: "It is unfortunate that, of late, political influences have begun to dominate in labour relations with the result that many grievances of labour have ceased to be real economic grievances. Strikes especially illegal and unjustified strikes have been too frequent and there has been considerable indignation on the part of some workers accompanied by questionable method such as "go slow". Not less depressing are the two novel forms of strikes, stay-in-strikes and hunger strikes, resorted to by workers frequently. No doubt strike is a powerful weapon in the hands of the workers to redress their grievances but it should be used as a last resort after exploring all possible constitutional avenues of settlement. The response of many of the employers to the legitimate demands of the workers has not been encouraging either.

"The demand for adjudication rather than settlement of their difference by direct negotiation or by mediation has become too common, of late, among workers and labour leaders. The value of settlement at the level of the industry, by bipartite talks, which have been increasingly emphasised has not found full recognition at the hands of employers either. There can be no doubt that compulsory adjudication will leave behind a lot of bitterness, apart from the delay involved in such settlements. I may therefore venture to repeat that has been stressed both by the Government of India and the State Government, that if labour-management relationship should be a success, both the employers and the workers should strive to secure a harmonious relationship and goodwill among them, by a proper understanding and appreciation of each others problems by mutual discussion and collective bargaining. Compulsory adjudication should, as far as possible, be sought as a last resort."

6

He said that the Employees' State Insurance Scheme which was an integrated scheme of Insurance against sickness, maternity and employment injury, etc., was inaugurated first in Coimbatore, the major industrial town in the State, in January, 1955 where about 40,000 employees were now getting the benefits of the scheme. The scheme had been recently extended to the Madras City and suburbs where there were about 52,000 employees who are covered by the scheme. The Act will be extended gradually within a reasonable period to all other areas in the State and the extension of the benefits to the families of the workers was also under consideration.

Referring to the Minimum Wages Act, 1948, Shri Bakthavathsalam said that minimum rates of wages had been fixed for all the employments coming under Part I of the Schedule of the Act except in the case of employment in lac manufacture, where the number of workers employed was less than 1,000. The minimum rates of wages were being enforced except in the case of employment in beedi industry. The notification fixing minimum rates of wages for snuff and beedi workers had been declared to be invalid by the High Court for certain technical reasons. Proposals for fixing the rates for this industry afresh were under consideration and will be finalised as soon as the Act was amended, extending the time limit for fixation. The fixation of minimum rates of wages for employment in agriculture was also under consideration. The minimum wages fixed in 1950 for employments in oil mills, rice, flour and dhall mills had since been revised by Government in December last, on the recommendations of the Minimum Wages Advisory Committee and the Minimum Wages (State) Advisory Board.

The Government, the Minister stated, recognised the need for constituting tripartite bodies consisting of representatives of employers, workers and the Government, for the determination of the "norms" and standards which may govern the mutual relations and dealings between the employers and the workers in the settlement of industrial disputes. In pursuance of this policy, the Government of Madras appointed Tripartite Enquiry Committees for (1) textiles, (2) minor engineering, and (3) cement industries. The reports of the first two committees had been published. The report of the tripartite enquiry committee for cement was under consideration. These reports prepared after an exhaustive enquiry, provided the necessary background for a clear understanding and appreciation of the problems that arise.

1

Reviewing the progress relating to conciliation and arbitration, Shri Bakthavatsalam stated that since the last meeting of the Board in 1951, the conciliation machinery had been strengthened by the appointment of an additional Labour Officer with headquarters at Mangalore. With this additional post there were at present 11 Labour Officers who were conciliation officers under the Industrial Disputes Act. Besides two industrial tribunals at Madras and Coimbatore, and the special industrial tribunal for Plantations, Coimbatore, a second industrial tribunal was also appointed at Madras in December 1955 to cope up with the additional work. The appointments to the posts of industrial tribunals in the State were now being made from among District Judges in service.

The Government had also made a beginning for the promotion of other labour welfare measures. With the aid of the financial assistance granted by Central Tea Board, Calcutta a demonstration-cum-training centre in basket making from bamboo and rattan has been started in the Mailoor area in Nilgiris District in September 1955 for the benefit of the tea plantation workers. Proposals for the starting of a benevolent fund for plantation workers and the opening of family planning clinics in these above centres were also under consideration. A tripartite labour advisory committee with a representative each of the employers and employees in plantations and with the Labour Welfare Officer as the Chairman had been constituted for advising the Government on labour welfare measures to be undertaken. These schemes were proposed to be financed from the Central Tea Board grants allotted to the State.

Among the other welfare activities, industrial housing was one of considerable importance. Under the Subsidised Industrial Housing Scheme, the Government of India had been granting loans to employers and the State Governments for the construction of houses. The Government of India had so far granted loans aggregating 1,135,970 rupees and subsidy to a total extent of 1,002,953 rupees to 15 establishments for the construction of 1,211 different tenements specified in the scheme. The State Government had also sanctioned a loan of 1.246 million rupees and an equal amount of subsidy for the construction of 936 single storeyed tenements in Sembium and Erukancheri for the industrial workers in Madras. Some more applications for the grant of subsidy and loan were under consideration.

A modest scheme of Labour Welfare had also been proposed by the Government of Madras as part of its Second Five Year Plan during which period it was proposed to open 5 labour welfare centres to start with, 2 at Coimbatore, 2 at Madras and one at Madurai at an estimated cost of 1.215 million rupees, to provide educational and recreational facilities to the industrial workers and their families and to teach them some spare time occupations. Each centre will be placed under the charge of a physical instructor to provide indoor and outdoor games and will also be equipped with sewing machines and equipments for sewing, knitting and embroidery to give training to the working class women. To encourage the early provision of housing facilities in plantations under the Plantations Labour Act, a proposal to grant loans amounting to about 2.2 million rupees to the employers and in deserving cases for the construction of 1,100 tenements at a cost of 2,000 rupees each was under consideration for inclusion in the draft Second Five Year Plan. The Government had also provided for 10.785 million rupees for housing Government industrial employees during the Second Five Year Plan period.

The Minister stated that the problems of workers in beedi factories had been engaging the attention of the Government for some time. The absence of the employer-employee relationship in this industry makes it impossible to extend the benefit of the Industrial Disputes Act to these workers. It has also been brought to notice that there had been a tendency on the part of the employers in the beedi industry to resort to devices to circumvent the operation of the Factories Act. In order to assess the situation in all its aspects and to suggest measures for affording legislative protection to these workers, a special officer had been appointed to enquire into the conditions of workers in this industry and submit his report within three months. Similarly the question of having a separate legislation for hotels was also under consideration.

In conclusion, the Minister referred to the question of rival labour unions and said these were not in the interest of labour. He added that to his surprise he found that even within the same party rival unions were coming into existence. The Government was seriously considering as to how it could counter this rivalry among the workers' unions.

Discussions: Prevention of lightning and stay-in strikes.-  
 Shri V.K. Eradi, employer, who had sponsored the budget, suggested that strikes should be staged outside the factory premises and lightning strikes should be declared illegal, to prevent loss and damage to the industry. Shri G. Ramanujam (labour, I.N.T.U.C.) agreed with the views of Shri Eradi and said that the section of labour represented by him would be prepared to give an assurance not to indulge in strikes at all, and would even enter into a truce for a limited period to that effect provided that no disputes remained unsettled for a long time. At the same time he pointed out the need for the provision of an efficient machinery to settle labour disputes and the constitution of a separate standing tripartite committee for each of the main industries and other committee for all other miscellaneous industries.

9

Shri S.C.C. Anthoni Pillai (Hind Mazdoor Sabha) explained that stay-in-strikes were resorted to generally with a view to making the conciliation machinery move quickly and to prevent fresh recruitment of labour with police protection. He pointed out that the existing provision under the Payment of Wages Act, providing for deduction of 8 days' wages for going on strike without notice and the decisions of Labour Appellate Tribunal that managements could dismiss workers who resorted to unjustifiable strikes are quite adequate. He was not therefore in favour of extending the scope of Section 22 to all industries.

Madras City working class cost of living index.- The worker members said that the present system of compiling the index was not satisfactory and that the changes in the index figures were not in conformity with the changes in the ~~levels~~ levels of prices of commodities. A fresh family budget enquiry before a revision of the procedure was also urged. The Director of Statistics, Madras Government, explained the method of preparation of cost of living index and stated that such changes were in conformity with prices. He added that proposals were already under consideration for conducting fresh family budget enquiries on an all-India basis.

Shri T.S. Krishna (employer) suggested the merging of dearness allowance with basic wages.

The Board generally agreed that a substantial part of the dearness allowance might be merged in the basic pay and that the balance might be allowed to continue as dearness allowance as long as there were price fluctuations.

Policy for Adjudication of industrial disputes.- Shri S.C.C. Anthoni Pillai (labour) pointed out that while the Government referred certain industrial disputes affecting commercial establishments for adjudication it refused to do so in other cases and that this discrimination placed the workers and the unions representing them under a serious handicap. He, therefore, suggested the enunciation of certain basic principles in referring disputes for adjudication.

Shri G. Ramanujam (labour) stressed the need for liberalisation of the Government policy in the matter of references of disputes for adjudication, as it did not mean the compliance with the demands made by the workers, but only gave them an opportunity to present their case before a tribunal. He suggested that disputes which could not be settled through conciliation should be referred for adjudication wherever the Government was satisfied that the demands were not perverse.

Shri T.S. Krishna (employer) while being critical of the increasing number of references for adjudication, and rivalry among trade unions, pointed out that Section 33 and 33 (A) of the Industrial Disputes Act undermined the morale and discipline of the workers. He wanted that the status of the labour conciliation officers should be raised and that the Government should lay down clearly that it would refer disputes for adjudication only where such a course was unavoidable.

The Minister for Labour referred to the discretionary power vested in the Government under the Industrial Disputes Act in the matter of referring disputes for adjudication and stated that these powers had to be used properly. He pointed out that the Government never stood in the way of reference of disputes for adjudication, whenever it was satisfied about the need for it.

Housing for industrial workers.- The Board discussed the question of providing housing for workers. The Board was informed that the Government was considering the question of amending the Employees' Provident Fund Act with a view to allow withdrawals from the fund for house construction.

The Chairman, Shri Bakthavatsalam, affirmed the Government's interest in the issue and appealed to the employers to come forward with housing schemes. The workers also, on their part, could form themselves into co-operative societies and take advantage of the subsidised Industrial Housing Scheme. The Government could not take the entire responsibility for the provision of housing facilities for industrial workers. But if the employers could provide free house sites the Government could take assistance from the Government of India and take up building schemes.

Calibre of Industrial Tribunals.- Shri G. Ramanujam (Labour) stated that legal qualifications alone were not enough for appointment to these posts and that the industrial tribunals should have a background of industrial knowledge and labour psychology. In Bombay there was agitation for the abolition of Labour Appellate Tribunals as the industrial tribunals of that State had longer experience in labour laws than those appointed to the posts of Labour Appellate Tribunals. The labour in Madras was not interested in the above demand. He suggested that a panel of judges might be selected and given training in industrial management and labour psychology before they were actually appointed as Industrial Tribunals. A possible alternative was to make provision for permitting the industrial tribunals to appoint assessors to help them in giving just decisions.

The chairman remarked that during the last two years no difficulty was experienced in understanding or interpreting the awards of industrial tribunals in the State and that there was no special reason for the appointment of persons with experience in labour psychology and industrial management as industrial tribunals. As regards the appointment of assessors it was always open to the industrial tribunals to get the necessary particulars from the parties.

11

Standing Tripartite Committees.- Shri G. Ramanujam (labour) suggested that there should be standing tripartite committees for all the major industries for settling the day-to-day disputes. The chairman remarked that while he was not against the constitution of such committees the difficulty was in the matter of implementation of the recommendations as they were not statutory bodies. He considered that the cause of labour unrest in many cases could be traced to the existence of rival trade unions in the same industry, and informed the members that proposals for bringing in legislation for the recognition of only one union for an industry as bargaining agent for labour were under consideration.

Co-operative society employees.- The Minister agreed to the suggestion of a labour member that the disputes in co-operative concerns could also be dealt with by the machinery of the Labour Department under the Industrial Disputes Act, 1947.

Employees in minor ports.- The Minister stated that the Commissioner for Labour would be asked to examine the question of regulation of employment in minor ports and the need for setting up a tripartite committee.

Maternity benefits.- A worker member said that the present provision regarding maternity benefit was far from satisfactory and wanted the scales of benefit given to the textile workers in Coimbatore to be followed by all employers. The Commissioner for Labour informed the members that an amendment to the Madras Maternity Benefit Act to increase the allowance from Annas eight to Annas twelve per day, and the period of benefit from 8 to 12 weeks was already under consideration.

(Documents of the meeting received in this Office).

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12. Activities of External Services.

India - March 1956.

Participation in Conferences, Meetings, etc.

Shri V.K.R. Menon, Director of this Office attended a meeting of the fourth session of the E.C.A.F.E. Railway Sub-Committee held in Delhi from 25-31 March 1956. A copy of his reports was forwarded to Geneva under this Office Minute No. F.17/881/56 dated 31 March 1956.

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Chapter 2. International and National Organisations.

25. Wage-Earners' Organisations.

India - March 1956.

Indian Trade Unions (Bombay Amendment) Bill, 1956.

The Government of Bombay published on 8 March 1956, the text of a Bill to amend the Indian Trade Unions Act, 1926, in its application to the State of Bombay. The Bill seeks to amend section 33 of the Indian Trade Unions Act, 1926, in order to enable the Registrar of Trade Unions to make complaints in respect of offences under section 31(2) within six months of the date on which the offence came to ~~the~~ his knowledge.

(Bombay Government Gazette, Part V,  
8 March 1956, pp. 61-62 ).

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Single Federation For Railwaymen: Rival Wings  
sign Agreement.

On 14 March 1956, representatives of the two rival wings of the National Federation of Indian Railwaymen signed an agreement ending the 18 month old dispute, which has been threatening the unit of a million railwaymen and industrial peace on the railways.

The rival wings have now agreed to the preparation of a common register of membership under the supervision of an independent person, preferably a High Court Judge.

It has also been agreed that there should be only one union of railwaymen in a railway zone.

For the last six months efforts have been made by the former Union Labour Minister, Shri V.V. Giri, and the PSP leader, Shri Asoka Mehta, to tide over this crisis. Some time ago they sought Shri Nehru's intervention in the dispute.

Soon after a single federation of railwaymen was formed three years ago by the merger of the erstwhile All-India Railwaymen's Federation and the Indian National Federation of Railwaymen, differences arose between Shri Vasavada, Chairman of the unified federation, and Shri Guruswamy, its General Secretary.

The differences grew so acute that the two wings held separate conventions and elected rival sets of office-bearers. More than one union continued to exist on various railways, thus worsening the relations between the followers of the two leaders.

Charges of partisanship were levelled against the Railway and Labour Ministries by one section of railway workers. It was also alleged that there had not been fair play in enrolling railwaymen as members of the federation.

All these ills are expected to be remedied by the new agreement reached yesterday. It is felt that by introducing "democracy at the bottom", an "amicable adjustment" will take place at the top.

(The Statesman, 15 March 1956).

28. Employers' Organisations.

India - March 1956.

29th Annual Session of Federation of Indian Chambers of Commerce and Industry: Concern over "Incursion" into Private Sector.

Misgivings at the "continuing incursion" of the State into the private sector of industry were expressed by the Indian Chambers of Commerce and Industry at its 29th annual session held at New Delhi on 4 and 5 March 1956. The Federation by a resolution, asked the Government not to adopt a policy which would tend to demarcate the public and private sectors and help the growth of one at the expense of the other as such a policy "will hamper economic progress and even jeopardise the social objectives in view". The session was inaugurated by Shri Jawharlal Nehru, Prime Minister.

Inaugural address: Socialist pattern inevitable for World.- Shri Nehru in his inaugural address said that consciously or unconsciously the world was moving towards a socialist pattern of society. This was inevitable. In the new pattern, classes would cease to exist. He added that the right to strike, a valuable instrument in the hands of labour in the past, would not need to be persisted in when the basic causes which engendered class conflicts had been removed. Shri Nehru referred to the recent nationalisation of life insurance to which the business community had taken exception. He advised business men not to view the Government's action as if it was an isolated one. It was, he said, a part of a philosophy which had to be understood.

The Government, Shri Nehru emphasised has chosen the middle course in the political and the economic fields. Neither in the international sphere nor in the economic did India propose to blindly follow the two extremist schools of thought. The second Five Year Plan was a big step forward. It cast tremendous responsibility on the people and the Government. Shri Nehru had no doubt they would bear it successfully.

Presidential address: extension of public sector in industry may hamper development pace.- In his presidential address, Shri Shantilal Mangaldas said that there was no denying the fact that the country's economy was now on a much sounder footing than it was when the first Plan was launched. Agriculture had taken significant steps during the first Plan period. In the field of industry and mining also there had been heartening developments.

As regards allocations in the second Plan for industry, Shri Mangaldas suggested that an element of flexibility should be introduced as between schemes of development in the public and private sectors so as to make it possible for one to supplement the other. He emphasised that the opinion of the Federation the experience of the functioning of the private sector in the first Five Year Plan period had not been given as much importance in the formulation of the second Plan as it ought to have been. He said that whereas the increase in the private sector was to be about 40 per cent of the actual investment during the past five years, the allocation in the public sector was more than nine times the actual level of expenditure during the first Plan.

Referring to nationalisation of life insurance, Shri Mangaldas said the decision had come as a great surprise. "In point of fact insurance business in India has been under Governmental control and supervision which extended to the direction of investments, the proportion thereof, distribution of surplus, etc. The investment pattern of life insurance companies would show that more than half of the total resources of these companies have been available to the Central, State and local Governments. Under the statutory restrictions, a substantial portion of the funds of insurance companies was compulsorily invested in Government and semi-Government securities".

Rationalisation and unemployment.- Shri Mangaldas said that from the point of view of creation of employment opportunities it was easy to appreciate the approach of the Planning Commission of placing greater reliance during the next Five Year Plan on labour intensive methods. "What is, however, not so easy to understand", he said, "is the growing emphasis on outmoded means of production because if that alone was the solution of the unemployment problem it would follow that the more primitive the society the better off it would be because in such a community the techniques are crude and inefficient, and therefore for a given volume of goods and services the manpower required will be much greater".

The organised textile industry was a good foreign exchange earner. If a ceiling ~~was~~ put on its progress, "we will not only be unable to increase our exports but the internal prices of both mill and handloom goods will also go up". He added that the taxation policy of the Government would have to be geared to the needs of development both in the public and private sectors and the maintenance of a reasonable level of prices. Judged in this light some of the tax proposals of the Finance Minister required modification.

Resolutions.- The Federation, by a resolution, asked the Government not to adopt a policy which would tend to demarcate the public and private sectors and help the growth of one at the expense of the other as such a policy "will hamper economic progress and even jeopardise the social objectives in view".

Mr. Shanti Prasad Jain, who moved the resolution, said the leaders in the field of industry and business had amply demonstrated by their achievements in the first Five Year Plan that they were capable of contributing to the economic advancement of the country even with limited resources.

The Federation, in its resolution on economic policy and the second Five Year Plan, said the successful implementation of the Plan would require active co-operation and fuller understanding between the authorities and the people as well as the adoption of an economic policy which encouraged savings and provided greater security to the investor. In order to help in solving the problem of unemployment encouragement should be given to all enterprises in the private sector, because it was mainly through their activities that productive employment could be provided.

The Federation emphasised the need for a reorientation of many proposals made in the draft outline of the second Five Year Plan, such as revision of the industrial policy of the Government, a ceiling on incomes or land holdings and the nationalisation of certain lines of activity.

In another resolution, the Federation urged top priority for the development of transport sufficient to cope with the demands of the second Plan. It was "strongly" of the view that with the increase in production envisaged in the Plan there was little possibility of relieving transport bottlenecks unless railway expansion took place on a larger scale than had been proposed.

The resolution also called for increased emphasis on road and water transport and for a radical amendment of the Motor Vehicles Act with a view to allowing private operators to transport goods and passengers freely by road both within and outside the boundaries of individual States so that road transport could supplement rail transport.

148

The Federation unanimously passed a resolution on the development of small-scale industries in the country. The resolution stated that while the Federation was in full agreement with all measures to develop modernized small-scale industries which would function as viable and efficient autonomous or ancillary industries, it sounded a note of warning against merely subsidising industries which would not be able to stand on their own feet within a measurable period of time.

It urged the Government and organised industry to assist all such small-scale industries as would be able to produce goods at competitive rates and help in the improvement of the standard of living of the people.

Moving the resolution, Shri S.L. Kirloskar (Poona) said that small-scale industries were necessary in developing the country's economy and in solving the unemployment problem. The Federation agreed that such industries should be encouraged, but other industries should not be regarded as enemies of small-scale industries. Small-scale industries should be exempted from factory laws or the laws should be modified to suit these industries.

The Federation in a resolution recorded its "disappointment and dissatisfaction" with the manner and method in which the Government of India had announced its decision in regard to nationalisation of life insurance. The resolution said the Government had not advanced sufficiently strong and convincing reasons in favour of its decision. To "remedy the hasty step" of the Government, the Federation suggested the evolving of an administration which would run on a decentralised and competitive basis and which would give initiative to those in charge of the organisation and safety and service to the policy-holders. In particular, the Federation suggested that life insurance business should be conducted not through one large corporation but through half a dozen corporations, to be run on commercial lines, all of which should work simultaneously in all parts of the country with a view to ensuring competition in regard to securing business and providing better service to the policy-holders.

19

In another resolution the Federation viewed with "concern and misgivings" the proposal for setting up a state trading corporation to deal in certain commodities in foreign and internal trade. Moving the resolution Shri R.G. Saragiya said the experience in foreign countries had shown that State trading was both "wasteful and costly". Bulk buying under the aegis of the State had generally led to a rise in prices in the supplying countries. Further, no single agency, however, well informed and competent, was in a position to negotiate deals with a host of foreign suppliers, whereas private traders with their traditional experience and contacts with foreign suppliers were better able to secure the goods on favourable terms.

By another resolution the Federation urged that the taxation proposals in the 1956-57 budget be reconsidered and suitably modified.

(The Statesman, 5 and 6 March 1956).

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## Chapter 3. Economic Questions.

### 34. Economic Planning, Control and Development.

India - March 1956.

#### Programme for Agriculture: Proposals in the Draft Second Five Year Plan.

The draft Second Five Year Plan published in February 1956 (vide pp. 50-61 of the report of this Office for February 1956) proposes an allotment of 3,500 million rupees for agricultural development.

The satisfactory results attained in the agricultural sector during the first Plan suggest the prospective for agricultural development for future plans. It is no longer necessary to place a dominant emphasis on production of cereal crops. The aim now must be to diversify agricultural production, to put land to the best possible uses and to take all such measures as will increase the productivity of land and the yield of industrial crops. In accordance with this approach an outlay of 3,500 million rupees have been made on the various aspects of agricultural development. The following table shows the distribution of the outlay under different heads in the First and Second Plans:-

Item	(Million Rupees)	
	Outlay provided in the first Plan.	in the second Plan.
Agriculture.	1,950	1,640
Horticulture.	10	90
Animal husbandry and dairying.	220	610
Forces and soil conservation.	120	480
Co-operation.	70	470
Fisheries.	50	110
Others.	10	100
TOTAL.	2,430	3,500

The principal targets of agricultural production in the Plan are given below :-

Commodity.	Unit	Estimated production in 1955-56.	Target of additional production.	Estimated production by 1960-61.	Percentage increase.
Foodgrains.	Million Tons.	65.0	10.0	75.0	15.4
Oilseeds.	Million Tons.	5.5	1.5	7.0	27.3
Sugarcane(gur).	Million Tons.	5.8	1.6	7.4	27.6
Cotton.	Million Bales.	4.2	1.3	5.5	31.0
Jute.	Million Bales.	4.0	1.0	5.0	25.0



The increase in food production to the extent of 10 million tons is expected to be realised broadly from the following sources:-

	(Million Tons)
Major irrigation.	2.4
Minor irrigation.	1.8
Manures and fertilizers.	2.5
Improved seeds.	1.0
Land reclamation and land development.	0.8
Increased use of improved techniques including application of soil conservation methods and more economic use of water.	1.5
<b>TOTAL.</b>	<b>10.0</b>

At the end of the Plan, the level of consumption of foodgrains is expected to increase from 17.2 oz. per adult at present to 18.3 oz. and of sugar (in terms of raw sugar) from 1.4 oz. (1955-56) to 1.75 oz.

The additional area under irrigation from major and minor works to be undertaken during the Plan will be about 21 million acres. Of this about 9 million acres will be from minor irrigation works including tube-well schemes which will irrigate about 1.2 million acres. This estimate takes into account minor irrigation programmes in national extension and community project areas as well as in other areas. The consumption of nitrogenous fertilizers (in terms of ammonium sulphate) is expected to increase three times from 610,000 to over 1.8 million tons per annum at the end of the Plan. Effective measures will be taken for the production and multiplication of improved seeds. The Japanese method of paddy cultivation which has been tried over about 2 million acres by the end of the first Plan will be extended to cover about 4 million acres at the end of the second Plan.

For commercial crops such as sugarcane, cotton and jute a number of special measures are proposed to be undertaken.

(Government of India. Planning Commission. Second Five Year Plan. A Draft Outline. pp.89-100).

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Irrigation and Power in the Draft Second Five Year Plan  
Outline: Extension of Cultivation to 12 Million  
Acres.

The total investment proposed in the draft outline of the Second Five Year Plan (vide pp.50-61 of the report of this Office for February 1956) on irrigation and power schemes is 9,000 million rupees as against 6,610 million rupees in the First Five Year Plan.

In formulating irrigation and power programmes two principles have been kept in view. First, there should be a balance between large projects and medium-sized projects. Secondly, in drawing up a national plan for irrigation and power development, the requirements of all regions in the country should be kept in view.

The following table shows the benefits of irrigation and power in the various States of India in the Second Five Year Plan:-

Name of State	Additional area to be irrigated in Second Plan ('000 acres)	Additional installed generating capacity in Second Plan. (KW)
Andhra.	290	140,300
Assam.	-	21,500
Bihar.	1,140	205,000
Bombay.	1,000	425,000
Madhya Pradesh.	400	198,000
Madras.	140	287,000
Orissa.	1,600	247,800
Punjab.	1,700	546,000
Uttar Pradesh.	1,310	302,000
West Bengal.	1,270	241,500
Hyderabad.	610	75,000
Jammu & Kashmir.	120	11,000
Madhya Bharat.	300	56,000
Mysore.	200	47,000
P.E.P.S.U.	250	-
Rajasthan.	1,160	72,800
Saurashtra.	40	50,000
Travancore-Cochin.	140	161,000
Ajmer.	14	170
Bhopal.	12	5,000
Coorg.	3	-
Delhi.	21	-
Himachal Pradesh.	20	3,100
Kutch.	36	6,300
Maylipur.	-	340
Tripura.	-	400
Vindhya Pradesh.	68	23,000
Pondicherry.	6	-
NEFA.	-	1,150
<b>TOTAL.</b>	<b>11,850</b>	<b>3,121,960</b>

Irrigation.- At the beginning of the First Plan the total area under irrigation from all sources was 50 million acres, of which 20 million were canal-irrigated. During the first Plan 7 million acres would have been brought under irrigation by large and medium-sized projects. For the Second Plan, the area to be irrigated is expected to be 12 million acres. Out of this 9 million acres will benefit from projects undertaken during the First Plan and 3 million acres from new projects. The areas which these new projects will eventually irrigate is 15 million acres. Out of 188 new irrigation projects, 136 will cost less than 10 million rupees; 34 between 10 million rupees and 50 million rupees; and 8 between 50 million rupees and 100 million rupees; 9 between 100 million rupees and 300 million rupees; and only one project, more than 300 million rupees. Thus, to balance the big multi-purpose projects which distinguished the first five year plan, most of the new irrigation schemes to be undertaken during the second plan are of medium or small size and will yield results in quick succession. Smaller irrigation works, such as wells, tanks, and minor irrigation channels, play an equally important part in developing irrigation. In 1950 they accounted for about one-half of the irrigated area of the country. During the first plan 10 million acres, would have been brought under irrigation from minor works. The second plan provides for the irrigation of 9 million acres from these works.

Power.- At the beginning of the first plan, with the greater emphasis on irrigation which was then imperative, it was reckoned that installed capacity should increase by 7 million KW over a period of 15 years. It is now likely that this target for installed capacity will be achieved much sooner. During the first plan installed capacity has increased by 1.1 million KW to 3.4 million KW. In this the share of the public sector has grown from 0.6 to 1.4 million KW. In addition, work on power plants with an aggregate capacity of about 0.2 million KW has almost been completed, and these will be commissioned before the end of 1956. During the first plan period per capita consumption of electricity has risen from 14 to 25 units. About 19,000 miles of subtransmission and transmission lines of 11 KV and above have been added, thus more than doubling the transmission network which existed at the beginning of the first plan. As against 3687 towns and villages electrified early in 1951, the number at the end of the first plan will be about 6,500.

It has been estimated that over the next 10 years installed capacity will need to be expanded by 20 per cent annually. This means that for 1966 the target should be about 15 million KW. This is the background against which the programme of raising installed capacity by the end of the second plan to 6.8 million KW has to be considered. Of the increase of 3.4 million KW between 1955-56 and 1960-61, 2.9 million KW will be from the public sector, 200,000 KW from electricity supply companies and 300,000 KW from industrial establishments which generate their own power. In the public sector hydel power will account for the addition of 2.1 million KW and thermal power for 800,000 KW. In all 42 power generating schemes (new schemes and extensions to existing power stations) will be undertaken during the second plan. These will include 23 hydro-electric and 19 steam power stations. During the next five years per capita consumption of electricity is expected to increase from 25 to 50 units. With the construction of 35,000 miles of transmission and sub-transmission lines of voltages of 11 KV and above, the transmission network will be nearly doubled. Energy generation which stood at 6.6 billion KWh ~~in 1955-56~~ before the first plan is expected to increase to 11 billion KWh in 1955-56 and to 22 billion KWh at the end of the second Plan.

(Government of India. Planning Commission.  
Second Five Year Plan. A Draft Outline, pp.100-107).

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Oil Survey in India: Soviet Experts' Recommendations.

Addressing a Press Conference on 19 March 1956, Maulana Abul Kalam Azad, Union Minister for Education, National Resources and Scientific Research, stated that a team of Russian experts who were invited by the Government of India, has indicated that there were large reserves of oil in different parts of India. The Government would take action on the recommendations of the Soviet experts at an early date.

The Minister said that about 300 million rupees would be needed to execute the oil programme during the second Five-Year Plan period. At present 115 million rupees had been allotted for the purpose, but the necessary funds would be made available in accordance with the progress of the work.

He announced that it had been decided to open an Oil Directorate in the Ministry. He said the decision to prospect directly for oil marked a significant new development.

(The Hindustan Times, 2 March 1956).

Factory for Manufacturing Steel Tubes Opened:  
Indo-British Joint Venture.

Dr. S.K. Sinha, Chief Minister of Bihar, inaugurated on 7 March 1956 a plant for the manufacture of steel tubes needed for water and gas supply and for low-pressure steam piping, bicycle industry and high-pressure work and defence purposes. The first of its kind in India and second in Asia, the plant is a joint Indo-British enterprise in the private sector.

In the project, which is known as the Indian Tube Company, the capital is distributed between Tatas and Stewards and Lloyds. The latter, who are the largest steel tube manufacturers in Europe, have been trading with India for many decades. The tube plant formally opened today was designed by the firm and erected under its direct supervision.

The tube plant consists of three units - a Fretz mill, an electric resistance weld mill, and a cold rolling plant. The first, which is for the manufacture of pipes from half an inch to three inches in diameter, has been completed and has gone into production. Its capacity is 90,000 tons per year, and tubes manufactured in this are for use in water and gas supply and for low-pressure steam piping. The Fretz Moon process, which is followed in this unit, is considered most up-to-date.

The second unit, which is expected to be ready by next year, will have a capacity of 13,000 tons. Tubes of this unit are for the manufacture of bicycle frames.

For putting up the third unit, where tubes from four inches to six inches in diameter are to be manufactured, the company has applied to the Government for permission.

India's present requirements of tubes of all sizes are estimated at over 35,000 tons, which are now met mostly by imports.

Economic advantages to be derived from this plant include a saving of foreign exchange to the extent of above 35 million rupees.

(The Hindustan Times, 8 March 1956).

36. Wages.

India - March 1956.

Earnings of Factory Workers during the Year 1954.

During 1954, the average daily number of workers employed in the establishments furnishing returns was 2,290,000 as compared to 2,135,000 in 1953, and the total wages paid to them amounted to 2,220 million rupees as compared to 2,210 million rupees in 1953, according to the data published in the Indian Labour Gazette for January 1956. The information is based on annual returns collected from establishments by the States under the Payment of Wages Act for the year 1953 from all Parts 'A' States and the States of Ajmer, Coorg and Delhi. The provisions of the Payment of Wages Act apply to employees in factories registered under Section 2m of the Factories Act, which covers units employing at least 10 workers, if using power or at least 20 workers, if not using power. The Act applies to all employees, including clerical and supervisory whose monthly earnings do not exceed 200 rupees per month. As used in the Act, the term 'wages' includes all remuneration capable of being expressed in terms of money. It is, however, difficult to say how far the figures of wages furnished are affected by the differences in the interpretation of the term 'remuneration' particularly in regard to the computation of the cash value of concessions in kind. The number of establishments furnishing returns fluctuates slightly from year to year but not to such an extent as to appreciably vitiate trends reflected by the figures of average earnings. The table below shows the total earnings of factory employees excluding those employed in railway workshops.

24

State	1950	1951	1952	1953	1954
Andhra	---	--	--	39,346	46,401
Assam	---	21,271	23,549	27,808	35,710
Bihar	---	135,102	166,002	160,590	167,669
Bombay	---	765,325	799,117*	846,862	855,570
Madhya Pradesh	---	62,857	59,197	51,832	71,675
Madras	---	185,298	200,713	251,851	192,109
Orissa	---	4,988	8,786	11,895	12,600
Punjab	---	34,637	36,812	40,131	41,239
Uttar Pradesh	---	190,264	167,790*	164,524	213,589
West Bengal	---	480,941	533,408	535,361	529,708
Part 'A' States	---	1,880,681	1,995,374	2,089,393	2,151,372
Ajmer	---	4,776	4,946	4,946	4,327
Coorg	---	76	111	133	185
Delhi	---	42,270	55,336	48,555	53,960
Part 'C' States	---	67,122	60,393	53,456	58,470
All States	---	1,927,803	2,055,767	2,143,849	2,209,842

\* Excluding figures for defence installation.

It may be seen from the table that as compared to 1953, the total wage bill for all States in 1954 increased by 0.7 per cent only while in the individual States it increased by 1.2 per cent to 28.1 per cent. The increase in Part 'A' States was 0.6 per cent only but that in the three part 'C' States was 2.3 per cent. Among Part 'A' States, Andhra, Assam, Madras and West Bengal showed an appreciable increase in the total wages paid, the percentage increase in these States being 17.9, 28.1, 13.4 and 5.0 respectively. Cases of decline in the total wages paid during 1954 were also prominent. Orissa showed a considerable decline, the percentage decline being 21.5, Punjab, Bombay, Uttar Pradesh, Ajmer and Coorg also showed a modest decline in the total wages paid, the percentage decline in these States being 4.9, 4.6, 4.4, 4.5 and 3.8 per cent respectively.

The table below shows average annual earnings of workers. It has not been possible to present figures for seasonal industries, because of the difficulty of ascertaining average daily earnings. The year's wage bill was known but not the number of days worked, which is considerably short of the normal working days for perennial industries, and hence the difficulty. The data in the table, therefore, relate only the perennial industries in the various States.



States	1950	1951	1952	1953	1954
	Rs.	Rs.	Rs.	Rs.	Rs.
Andhra	---	---	---	728.4	664.0
Assam	---	1018.6	1017.9	1086.5	1251.4
Bihar	---	1059.1	1241.5	1422.7	1450.0
Bombay	---	1170.3	1270.5	1338.5	1273.1
Madhya Pradesh	---	936.8	862.0	876.8	939.3
Madras	---	591.2	664.9	837.8	821.9
Orissa	---	680.6	762.4	847.2	873.9
Punjab	---	771.3	756.0	806.4	890.5
Uttar Pradesh	---	933.0	960.4	1002.9	1054.0
West Bengal	---	877.5	942.3	987.7	973.0
Part 'A' States	---	965.8	1030.7	1109.1	1108.7
Ajmer	---	660.0	694.2	702.0	605.1
Coorg	---	---	---	513.8	559.4
Delhi	---	1051.6	1292.6	1340.5	1279.6
Part 'C' States	---	1003.9	1211.8	1239.0	1185.4
All States	---	966.8	1035.6	1112.2	1110.9

The table shows that the All-States figure remained at practically the same level being 1,110.9 rupees in 1953 and 1,111.3 rupees in 1954. The average annual earnings for all part 'A' States also remained at the same level as in the previous year but in the case of part 'C' States, they showed an increase of 3.8 per cent. Among Part 'A' States the average annual earnings showed an increase in Punjab by 17.6 per cent, in West Bengal by 8.7 per cent, in Madhya Pradesh by 2.9 per cent and in Orissa by 2.4 per cent. All the three Part 'C' States showed an increase in the average annual earnings, the percentage increase being Ajmer 6.4, Coorg 8.9 and Delhi 3.1. In the States of Andhra, Assam, Bihar, Bombay and Uttar Pradesh there was a decline in the average earnings by 8.8 per cent, 2.6 per cent, 1.5 per cent, 4.3 per cent and 5.4 per cent respectively. The average annual earnings figure for Madras remained constant.

An industry-wise classification of the average annual earnings of factory workers during 1953 and 1954 for all States is shown below:-

Code No.	Industry	All States	
		1954	1953
23	Textiles.	1,089.6	1,116.1
24	Footwear, other wearing apparel, etc.	1,107.0	1,072.8
25	Wood and Cork except furniture.	746.1	761.4
26	Furniture and Fixtures.	970.3	896.1
27	Paper and Paper Products.	947.6	998.5
28	Printing, Publishing and Allied Industries.	1,214.1	1,123.4
29	Leather and Leather Products.	815.4	923.2
30	Rubber and Rubber Products.	1,335.8	1,431.9
31	Chemicals and Chemicals Products.	1,021.0	1,636.2
32	Products of Petroleum and Coal.	1,339.7	1,407.0
33	Non-Metallic Mineral Products.	740.5	824.2
34	Basic Metal Industries.	1,612.6	1,711.1
35	Manufacture of Metal Products.	1,024.9	945.7
36	Machinery (except electrical machinery).	1,117.6	1,030.5
37	Electrical Machinery, Apparatus, etc.	1,275.0	1,330.6
38	Transport and Transport Equipment.	1,392.0	1,186.1
39	Miscellaneous Industries.	1,162.3	1,112.4
51	Electricity, Gas and Steam.	1,328.7	1,395.8
52	Water and Sanitary Services.	1,045.6	914.2
83	Recreation Services.	945.7	919.7
84	Personal Services.	373.6	338.3
	( 23 - 84 )	1,111.3	1,110.9

N.B.- Includes Defence Installation figures.

It will be noticed from the table that the industries which paid the highest wages in 1954 were Basic metal industries (1,613 rupees), Transport and Transport Equipment (1,392 rupees), Products of Petroleum and Coal (1,340 rupees), Rubber and Rubber Products (1,336 rupees), Electricity, Gas and Steam (1,329 rupees), and Electrical Machinery Apparatus etc. (1,275 rupees). The States with high wage levels in these industries were, Bihar, West Bengal and Bombay, in basic metal industries; Delhi, Bombay, West Bengal and Assam, in Transport and Transport Equipment; Assam, Delhi, West Bengal and Madhya Pradesh, in Products of Petroleum and Coal; West Bengal, Delhi and Bombay, in Rubber and Rubber Products; Bombay, Ajmer, West Bengal, Assam and Uttar Pradesh in Electricity, Gas and Steam; and Bihar, Bombay, Delhi, Madhya Pradesh and West Bengal in Electrical Machinery and Apparatus etc.

Taking all the industry group together it will be noticed that the average annual earnings were the highest in Bihar being 1,450 rupees and the lowest in Coorg being 559 rupees.

Regional indices.- The table below gives regional indices of gross earnings for the years 1952, 1953 and 1954:-

Regions	States included	Years		
		1952	1953	1954
North India	Uttar Pradesh	103.4	105.9	100.1
East India	1. Bihar.	105.4	107.7	113.2
	2. Orissa.			
	3. West Bengal.			
	4. Assam.			
South India	1. Madras.	132.1	130.4	128.4
	2. Andhra.			
West India	Bombay.	104.8	109.8	90.9
Central India	Madhya Pradesh	95.1	99.8	103.7
North-West India	1. Punjab.	102.7	105.5	108.7
	2. Ajmer.			
	3. Delhi.			
All regions.		108.1	107.7	107.6

For the purpose of the above table the different States from which the data in respect of Payment of Wages Act are received, have been grouped under the six regions. Within each region the indices for individual States have been combined by adopting the total number of factory workers covered by the Payment of Wages Act in each State as weights in order to derive the regional indices.

It will be noticed from the table that the index of gross earnings for all the regions together was the highest in 1952. It showed a slight fall in 1953 and remained practically stationary in 1954.

As compared to 1953, the Index for 1954 rose by 5.5 points in East India by 6.9 points in Central India and by 3.2 points in North West India. A fall in the index was revealed in 3 zones namely North India by 5.8 points, South India 2.0 points and West India by 5.0 points. The index for South India was the highest during all the three years.

(The earnings of factory workers during the year 1953 was reviewed at pages 59-63 of the report of this Office for April 1955).

(Indian Labour Gazette, Vol. XIII, No. 7, January 1956).

Ajmer: Minimum Wages Act, 1948, extended to employment  
in Printing Press Establishments.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Chief Commissioner of Ajmer has directed that the following employment shall be added to Part I of the Schedule to the said Act, namely:

"15. Employment in any Printing Press Establishments".

(Notification No. 9/1/54 Lab  
dated 23 February 1956,  
the Gazette of India, Part II,  
Section 3, 3 March 1956, page 155 ).

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38. Housing.

India - March 1956.

Housing for Coal Field Workers; Central Government's  
proposal for Subsidised Scheme.

The Minister of Labour recently gave in the Lok Sabha, the details of the proposed subsidised Coal Mines Labour Housing Scheme.

The scheme which is expected to be in force for a period of two years contemplates construction of single-storeyed two-roomed tenements for colliery workers through the agency of employers. Financial assistance in the shape of loans and subsidies will be given to the employers by the Housing Board set up under the Coal Mines Labour Welfare Fund Act, 1947. The maximum permissible subsidy and loan will be 1,102 rupees and 8 annas or 37 1/2 per cent of the admitted cost whichever is less and 735 rupees or 25 per cent of the admitted cost whichever is less, respectively. The figures of 1,102 rupees 8 annas and 735 rupees have been calculated on the basis of the standard cost of 3,000 rupees for the single-storeyed two-roomed tenement. The rate of interest on the loan will be such as may be fixed from time to time by the Housing Board with the approval of the Central Government. Loans will be recoverable in 15 annual equated instalments from the employer.

The tenements will consist of 2 rooms, a verandah, kitchen etc., and shall cover 336 square feet plus 16 sq. feet for open both. The choice of holding designs is entirely a matter for the employer concerned to decide, subject to the proviso that the minimum standards of accommodation are assured.

The management of each housing project under the scheme undertaken by the employer will be entrusted to the employer. The allotment of houses in each project will be governed by certain rules of allotment. Any dispute in this matter of allotment may be referred to the Housing Board. The ownership of the houses shall also vest in the employer concerned subject to the terms and conditions of the agreement entered into in each case.

The rent to be charged by the employer to the allottees shall not exceed 2 rupees per month including charges for water supply and other services.

(Indian Labour Gazette, Vol. XIII, No. 7,  
January 1956, page 518 )

36

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

INDIA - MARCH 1956.

41. Agriculture.

Agricultural Produce (Development and Warehousing)  
Corporations Bill, 1956.

Shri A.P. Jain, Minister for Food and Agriculture, Government of India, introduced in Lok Sabha on 28 February 1956, a Bill to provide for the incorporation and regulation of corporations for the purpose of development and warehousing of agricultural produce on co-operative principles and for matters connected therewith.

The Bill gives effect to the recommendations of the Rural Credit Survey Committee relating to the development and warehousing of agricultural produce on co-operative principles which have been accepted by the Government. The Bill provides for the constitution of a Central National Co-operative Development and Warehousing Board which will be a policy-making and financing body. The functions of the Board will generally be to plan and promote programmes for the production, processing, marketing, storage, warehousing and import and export of agricultural produce through co-operative societies. The Board will be financed by the Central Government.

The Bill further provides for the setting up of a Central Warehousing Corporation in order to implement the warehousing programme laid down by the Board. The Corporation will have a share capital, a part of which will be subscribed for by the Central Government and the rest by the State Bank, Scheduled Banks, Co-operative Societies, etc. The shares of the Corporation will be guaranteed by the Central Government as to the repayment of the principal and the payment of a minimum annual dividend. The management of the Corporation shall vest in a Board of Directors which will include all members of the Executive Committee of the National Co-operative Development and Warehousing Board and a Managing Director. The main functions of the Central Warehousing Corporation would be to acquire and build godowns and warehouses for the storage of agricultural produce at places of all-India importance, to run warehouses for the storage of agricultural produce and to arrange facilities for the transport of agricultural produce.

The Bill also empowers every State Government to establish within the State a State Warehousing Corporation on the lines of the Central Warehousing Corporation. Half of the share capital of the State Warehousing Corporation shall be subscribed for by the Central Warehousing Corporation, if the State Government provides the remaining half. The board of directors of a State Warehousing Corporation will consist of an equal number of directors nominated by the Central Warehousing Corporation and the State Government and also a managing director appointed by the State Government with the previous approval of the Central Warehousing Corporation. If any dispute arises between the Central Warehousing Corporation and a State Warehousing Corporation regarding their respective functions, the dispute will be referred to the Central Board whose decision shall be final.

The Bill provides for financial control and auditing of accounts of the various statutory bodies set up under it. The Board and every Warehousing Corporation will submit an annual statement of its programme and activities as well as financial estimates in respect thereof to the appropriate authority. The funds of a Warehousing Corporation are to be invested only in the securities of the Central Government or a State Government. The accounts of the Board are to be audited by the Comptroller and Auditor-General of India. The accounts of a Warehousing Corporation are to be audited by qualified auditors appointed by the appropriate Government and one of the auditors will be appointed in consultation with the Comptroller and Auditor-General of India. Such auditors when asked by the appropriate Government would also submit a report to it upon the adequacy of the measures taken by a Warehousing Corporation for the protection of its shareholders and creditors. A copy of every audit report will be laid before both Houses of Parliament or the Legislature of the State, as the case may be.

(The Gazette of India, Extraordinary,  
Part II, Section 2, 28 February 1956,  
pp. 43-71 )

*Co-operation*  
4A. Handicrafts.

India - March 1956.

Co-operation in the Draft Second Five Year Plan:  
480 Million Rupees Provided for.

The draft outline of the Second Five Year Plan (vide pp. 50-61 of the report of this Office for February 1956) provides for an allotment of 480 million rupees during the Second Five Year Plan period for the development of credit, marketing and processing and warehouses and storage.

It is recognised that the building up of a co-operative sector as part of the scheme of planned development is one of the important aims of national policy. Programmes of co-operative development have been drawn up broadly on the lines recommended in the Rural Credit Survey. Due to historical circumstances, the provision of adequate credit on reasonable terms has become a most important part of Co-operation, but the movement has wider and far-reaching aims. Attention has to be given in this connection, to three aspects. Firstly credit is only the beginning of co-operation. From credit, co-operation has to extend to a number of other activities in the village. The second aspect is that every family in the village should be member of at least one co-operative society. Lastly the co-operative movement should aim at making every family in the village creditworthy.

Co-operative village management.- The draft Plan stresses that co-operation along with community development and national extension programme will play a key role in village reconstruction. One of the important questions to which national planning is to address itself is the manner and the agencies through which new forms of work and service are to be developed within the rural economy. Industrialisation will not go far enough in creating work opportunities in villages utilising their manpower and local resources. For the success of other methods like small-scale industries and irrigation facilities, a reorganisation in agrarian structure is required. In this regard co-operative village management is suggested as the goal of reorganisation for the village economy. Co-operative village management implies in the first place that the ownership of land belongs to peasants. Secondly it aims at developing the land and resources of the village and creating new employment opportunities from the point of view of the community as a whole. During the transition to co-operative village management, lands in the village will be managed in three ways: the industrial farmers, voluntary co-operative working units and land belonging to the



27

community as a whole. While the relative proportions between these sectors will be a matter for growth and development as well as positive planning, the aim would be to enlarge the co-operative sector until the management of the entire land in the village becomes the co-operative responsibility of the community. Co-operation in credit, marketing and processing will also further co-operation in production.

Development programmes.- As a result of the efforts during the first five year plan, the co-operative movement now includes 22 States co-operative banks, 499 Central banks and bank unions, 126,954 primary credit societies and 9 central and 291 land mortgage banks. At the primary level, there are, besides agricultural credit societies, 30,306 agricultural credit societies, 8,589 non-agricultural credit societies and 21,131 non-agricultural non-credit societies. The total membership is 508 million for primary agricultural credit societies and 2.7 million for non-credit societies.

For the second Five Year Plan, the results of the Rural Credit Survey were considered by the Conference of Ministers in charge of Co-operation in April 1955 and proposed that the long-term goal should be the reorganisation of rural business on a co-operative basis in such a way that within 15 years 50 per cent of the total business, including credit, marketing, processing, etc., comes within the co-operative sector. It was proposed that during the second five year plan the active membership of primary agricultural credit societies should be raised from 5 to 15 million and the amount advanced through the co-operative movement in short-term loans from 300 million rupees to 1,500 million rupees, of medium-term loans from 100 million rupees to 500 million rupees and of long-term loans from 30 million rupees 250 million rupees.

Development programmes for co-operation for the second five year plan have been drawn up in consultation between the Central Government, States and the Reserve Bank of India. The principal targets in the co-operative programme, which have been worked out in detail for each State, are as follows:-

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### Credit

Number of larger sized societies.	12,000
Target for short term credit.	1,500 million rupees.
Target for medium term credit.	500 million rupees.
Target for long term credit.	250 million rupees.

### Marketing and Processing

Number of marketing societies to be organised.	1,700
Sugar factories.	36
Cotton gins.	77
Other processing societies.	112

### Warehouses and Storage

Warehouses of Central and State Corporations.	350
Godowns of marketing societies.	1,700
Godowns of larger sized societies.	5,000

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For achieving these targets, apart from the contribution which the Reserve Bank will make, the plan provides for a total amount of about 480 million rupees.

The Ministry of Food and Agriculture has prepared draft legislation for setting up Central and State warehousing corporations in accordance with the recommendations of the Rural Credit Survey. It is proposed to build up storage capacity of 2 to 2.5 million tons. The Central Warehousing Corporation is expected to establish nearly 100 Warehouses, each having storage accommodation of 10,000 to 20,000 tons or more. State warehousing corporations are expected to construct about 250 warehouses of 2,000 to 10,000 tons of capacity. Tentative locations for warehouses have been determined.

(Government of India. Planning Commission.  
Second Five Year Plan. A Draft Outline.  
pp. 65-73 ).

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43. Handicrafts.India - March 1956.Potentialities of Ambar Charkha: Central Government  
appoints Investigation Committee.

The Government of India has set up a Committee of seven persons with the Secretary to the Government, Ministry of Production, as chairman to investigate the technical potentialities of the Ambar Charkha and to assess the degree of acceptability by the handloom weavers of the yarn produced.

The Committee is required to report inter alia on the following points: (a) whether the different tools or machines comprising the Ambar Charkha set are capable of being worked with hand; (b) whether a normal adult can work them for 8 hours, with reasonable intervals of rest - say 15 minutes after every two hours and a recess of one or two hours after 4 hours, without any particular feeling of fatigues; (c) whether the charkha can give a production of about 8 hanks of yarn, starting from the carding of cotton; or a production of about 16 hanks, if the rovings are separately prepared and supported, for 8 hours effective work, by a person who has received training for 6 weeks and has regularly practised on the charkha for a further period of 6 weeks; (d) whether the tools or machines are capable of producing yarn of coarse, medium, and fine counts with necessary adjustments, the range being 6 to 18, 18 to 32 and 32 to 48; and (e) whether the yarn is fairly even for the purpose of weaving on handlooms i.e. it does not result in too many breakages while passing through the reeds, because of variations in the counts.

(The Gazette of India, Part I, Section 1,  
10 March 1956, page 88 ).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MARCH 1956.

50. General.

Conditions of Work of Staff on Indian Railways;  
Railway Board's Annual Report for 1954-1955.

The following information regarding the conditions of work of railway employees in India during the year ending 31 March 1955, is taken from the Annual Report of the Railway Board on Indian Railways for 1954-1955\*.

Number of railway employees.- The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto, excluding staff employed on construction at the end of 1954-55 was 985,476 as compared with 963,193 at the end of 1953-54. The total route mileage at the end of the year increased from 34,406 to 34,705. The construction staff totalled 1,643 as against 2,099 in the previous year.

A comparison of the figures for 1954-55 with those for the previous year shows that the total number of staff employed on the open line of Government Railways increased by 22,137 during the year, while the number of construction staff decreased by 456. The increase in staff is mainly due to increased traffic on Railways, opening of additional crossing stations, expansion of production in workshops, implementation of Adjudicator's award on Bikaner and Jodhpur divisions of the Northern Railway and the provision of additional leave reserves.

The total cost of staff during the year was 1,402,169,976 rupees as against 1,350,896,396 rupees during 1953-54. The total cost of staff increased by 51,273,580 rupees during the year as compared with the previous year. The increase in cost is chiefly due to increase in the number of staff, annual increments, contribution to Provident Fund and Gratuities, implementation of the Adjudicator's award and Joint Advisory Committee's recommendations.

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\* Government of India: Ministry of Railways (Railway Board): Report by the Railway Board on Indian Railways for 1954-1955. Vol. I. Published by the Manager of Publications, Delhi, 1956. pp. 151.

Recruitment and Promotion.- Forty-one promotions were made during the year from Class II and III Services.

The Railway Service Commissions at Calcutta, Bombay, Madras and Allahabad continued to conduct recruitment of Class III staff for railways; the candidates selected by these centres were respectively: 5,956; 7,992; 2,911; 6,226.

Railway Administrations continued to review temporary posts with a view to making as many of them permanent as possible so as to confirm the temporary eligible staff in available vacancies. The position in this respect during the year under review was as follows: (i) Total number of temporary posts converted into permanent during the year, 15,394; and (ii) Total number of temporary staff confirmed during the year, 35,430.

Relations with Labour.- The relations between the Railway Administrations and Labour continued to be cordial during the year under review. No quarterly meeting between the Railway Board and the National Federation of Indian Railwaymen was held during the year under review.

Permanent Negotiating Machinery.- The Permanent Negotiating Machinery set up on Railways with effect from 1 January 1952, with a view to maintaining contacts with labour and resolving disputes and differences which may arise between them and the Administration, continued to function during the year. During this period, on all the six Indian Railways, 49 meetings were held at Headquarters level and 1,064 meetings were held at District/Divisional/Workshops level. The subjects discussed covered a wide range. The meetings were conducted in a cordial atmosphere.

At the second tier of the Machinery, however, no quarterly meeting between the Railway Board and the National Federation of Indian Railwaymen was held during this period, as no subject for discussion at a Quarterly Meeting was proposed by the Federation.

The National Federation of Indian Railwaymen submitted a statement of demands in December 1954. Since most of the demands were outside the first terms of reference, these were referred to the Ad Hoc Tribunal set up at the third tier of the Machinery.

Railway grainshops.- In view of the decontrol of cereals and the improvement in the supply position of commodities and the consequent fall in their open market prices, which considerably reduced the monetary value of the grainshop concession, Government decided in November 1954 to grant a lumpsum compensatory bonus at the following rates to railway employees who were enjoying the grainshop concessions if they opted out of these concessions and came on to the higher Central Pay Commission rates of dearness allowance: X - Area (Kanpur, Bombay and Calcutta), 120 rupees; A - Areas (Other than towns with a population of over 250,000), 90 rupees; B - Area (Towns with a population of 50,000 or more but less than 250,000), 60 rupees; and C - Area (All other localities), 30 rupees. This has resulted in considerable reduction in the number of grainshops and in their activities as the following statement shows:-

	March 1954	March 1955
Number of shops functioning.	260	135
Number of staff served at the shops.	252,000	73100
Total Purchases.	Rs. 108707000	Rs. 57559000
Total Sales.	Rs. 47900000	Rs. 25487000
Direct loss on sales.	Rs. 60492000	Rs. 34481000
Indirect loss (cost of staff, freight and other overheads).	Rs. 13001000	Rs. 7973000
The average relief per concessional card holder was as follows:-	Rs. As.	Rs. As.
'X' Area.	33 0	26 8
'A' Area.	25 14	22 15
'B' Area.	28 7	23 4
'C' Area.	29 2	22 10

Co-operative Credit Societies and Banks.- The number of railway employees' co-operative credit societies and banks, their membership, capital, funds and transactions, etc., at the close of the year, are shown in the following table:-

Number of co-operative credit societies and banks.	31
Membership.	456,056 Rs.
Share Capital ( Subscribed.	26,240,230
( Paid up.	22,522,286
Reserve Fund.	6,481,125
Other Funds.	6,561,669
Working Capital.	176,111,157
Investment in Government securities, shares and stocks, etc.	14,170,254
Loans to members.	149,726,667
Amount of deposits from members.	106,586,418
Amount of loan borrowed from different sources and the interest paid thereon by fifteen societies at a rate of approximately 4 per cent per annum.	29,512,099

The working of co-operative credit societies and banks on the railways was on the whole satisfactory during the year.

The officer on special duty (co-operative societies), commenced his investigation into the working of these societies in addition to his duty of organisation and supervision of consumer's co-operative societies on Railways, with a view to consolidating their activity and bringing about co-ordination between the two.

The number of consumer co-operative societies, their membership, capital, funds and transactions, etc., at the close of the year, are shown in the following table:-

Number of railwaymen's consumer co-operative stores (excluding those registered as joint stock companies and their branches) as on Indian Railways on 31 March 1954.	70
Number of railwaymen's consumer co-operative stores registered during 1954-55.	9
Total membership of the co-operative stores as on 31 March 1955.	33,171 Rs.
Total working capital of the stores as on 31 March 1954.	1,029,365
Total share capital of the co-operative stores as on 31 March 1955.	378,753
Total reserve fund of the Co-operative stores.	170,822
Purchases made during 1954-55.	3,216,204
Sales during 1954-55.	3,552,671
Gross profit for 1954-55.	250,475
Net profit for 1954-55.	35,123

1161

Besides there were 11 Co-operative Insurance/Provident Societies with a membership of 136,214 and five Co-operative Housing Societies with 739 members, organised as a result of the voluntary efforts of railway staff.

Provision of houses for railway staff.- Available resources were concentrated mainly on the construction of quarters for the essential category of staff who are required to live near the site of their work and for non-essential categories in places where private accommodation is not available. During the year, 9,901 quarters for various categories of staff were constructed on Indian Railways and allied establishments.

Medical aid.- The medical departments of the railways continued to look after the health of and provide medical aid to railway servants and their families. In all, 75 well-equipped and adequately-staffed hospitals with 3,226 beds, and 411 dispensaries for about 960,000 railway employees and their families provided medical attention and treatment. In addition, the maternity and child welfare centres continued their activities. The policy in regard to the planned expansion of medical facilities was under consideration during the year. Twelve new dispensaries were constructed and about 250 more beds were provided in railway hospitals.

Training facilities.- The Railway Staff College, started three years ago has in this period succeeded in bringing the equipment and organisation upto standard.

Besides, there are at present 24 training schools functioning on railways including one each for Chittaranjan Locomotive Works and the Integral Coach Factory. The number is less than was indicated in the last year's report, as the smaller schools have been amalgamated with larger units, which were also expanded. Some of these are traffic training schools where recruits are trained in the duties of station masters, signallers, guards, booking and parcel clerks, etc. Refresher and promotion courses for staff already in service are also provided in a number of these schools. Some railway workshops have technical schools attached to them to train apprentices who are intended for eventual appointment as skilled artisans and supervisors in railway workshops and sheds. In some schools, loco running staff and permanent way staff are also trained.



In view of the importance of having well trained staff in the mechanical and electrical engineering departments and the variations which existed in the arrangements of such training on the several railways, the Railway Board decided to review the existing facilities for the purpose of improving them. A committee of railway officers was accordingly appointed in November 1952: (a) to examine and find out the existing requirements of the railways; (b) to collect information regarding existing facilities for theoretical and practical training of apprentice mechanics and trade apprentices on the railways; (c) to find out to what extent facilities for theoretical training are available in the technical institution run by the various State Governments, and how far they can be utilized on the Railways; and (d) to make recommendations regarding improvements which should be effected in existing arrangements to impart both theoretical and practical training on a sounder footing. The report of the committee has been received and is under consideration of the Railway Board.

Accidents.- The report gives details of accidents occurring on Indian railways both to passengers and to railway staff.

The report of the Railway Accidents Enquiry Committee was submitted during the year and after a review by a special committee many recommendations are being implemented.

The following table shows the number of persons injured in accidents on all railways during 1953-54 and 1954-55:-

Classification.	Killed		Injured	
	1953-54	1954-55	1953-54	1954-55
Passengers.	445	455	3,550	3,427
Railway servants:-				
(a) In accidents on trains, rolling-stock, permanent way, etc.	66	26	176	235
(b) In accidents caused by the movement of trains and railway vehicles exclusive of train accidents.	165	127	5,798	5,323
(c) In accidents on railway premises in which the movement of trains, vehicles, etc., was not concerned.	47	27	16,334	16,793
Total.	278	180	22,308	22,351
Other than passengers and railway servants.	3,962	3,804	2,125	2,123
GRAND TOTAL.	4,685	4,439	27,983	27,901

On the Government Railways, the main causes for the accidents to railway servants caused by the movement of trains and railway vehicles exclusive of train accidents, are analysed in the following table:-

Caused.	Killed		Injured	
	1953-54	1954-55	1953-54	1954-55
(1) Misadventures or accidental.	146	112	5,352	4,904
(2) Want of caution or misconduct on the part of the injured person.	16	8	408	400
(3) Want of caution or breach of rules, etc., on the part of railway servants other than the persons injured.	1	4	19	11
(4) Defective apparatus, appliances, etc., or want of sufficient appliances, safeguards, etc.	-	1	2	-
TOTAL.	163	125	5,781	5,315

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51. Hours of Work.

India - March 1956.

Conditions of Labour in Road Transport: Non-Official  
Bill introduced in Parliament.

Shri S.N. Mazumdar (West Bengal) Member of Parliament, introduced in the Rajya Sabha on 9 March 1956, a Bill to amend the Motor Vehicles Act, 1939. The amendments suggested are sought to regulate the conditions of motor transport workers.

The amendment suggested provides inter alia for limitation of hours of work of road transport staff to seven hours a day and 40 hours a week, limitation of overtime work to 40 hours a month, provision of weekly holidays and compensatory days of rest, limitation of night work to 6 1/2 hours a day inclusive of an interval of rest, provision of medical facilities, canteens, rest houses and reading rooms, leave with wages, sick leave and sickness benefit, employers' liability to pay wages during periods of injury caused by accident, extension of Employees' Provident Fund Act to motor transport industry, gratuity, insurance of transport workers, penalties and procedure.

(The Gazette of India, Extraordinary,  
Part II, Section 2, 9 March 1956,  
pp. 83-89 ).

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

India - March 1956.

National and Festival Paid Holidays Bill 1956:  
Non-Official Bill for a Uniform System of  
Holidays for all Industrial Workers.

Shri K. Ananda Nambiar, Member of Parliament (Communist) introduced in Lok Sabha on 9 March 1956, a Bill to introduce a uniform system of national and festival paid holidays for all industrial workers.

According to the Statement of Objects and Reasons to the Bill, the number of paid national and festival holidays in industrial undertakings at present varies from State to State, industry to industry and even from establishment to establishment. The existing practice in the absence of any legislation shows a marked variation in the matter of paid holidays. In some cases no paid national and festival holidays are granted at all. In others these are adjusted against other holidays. Among the establishments that allow paid holidays the range of variation is from 2 to 27. For healthy industrial relations it is necessary to fix some reasonable and uniform standard. At present the question of paid festival and national holidays also gives rise to industrial disputes.

The Bill seeks to remedy this by fixing a minimum limit of 15 paid national and festival holidays in a calendar year. The Bill also seeks to provide paid holidays in a calendar year for important national and festival days of an all-India character uniformly throughout India by specifying ten such days. Since in our country there are many important festival days of sectional, regional or local interests the State Governments have been empowered to specify such days.

The Bill also specifies that workers who enjoy paid national and festival holidays more than the above minimum limit of 15 days by conventions, agreements, awards, etc., shall not be adversely affected by this.

(The Gazette of India, Extraordinary,  
Part II, Section 2, 9 March 1956, pp.79-81).

Welfare Activities in Coal Mines: Review of Activities  
Financed From the Coal Mines Labour Welfare Fund during  
the Year 1954-1955.

The Government of India published on 18 February 1956 a review of activities financed from the Coal Mines Labour Welfare Fund during the year 1954-55. A summary is given below of the more important developments in the scheme during the year under report.

Legislation.- The Coal Mines Labour Welfare Fund Rules, 1949 were amended during the year so as to provide: (a) that in connection with standards for colliery dispensaries the functions of a medical graduate may be performed by a medical licentiate who has fifteen years experience as a medical officer in independent charge of a colliery dispensary, and (b) that where several collieries are owned by a colliery owner he may maintain a common main dispensary for all such collieries with branch dispensaries attached to each colliery.

Hospital and other medical facilities.- During the year under review the central hospital ~~and~~ at Dhanbad entered into the third year of its existence. The dental unit and other equipments, the supply of which were awaited during the last year, were received and installed. The institution gained more and more popularity in the area and against the sanctioned bed strength of 122, the number of in-patients touched a peak figure of 183 during February 1954. The influx of in-patients was so heavy that for want of accommodation less urgent cases had to be placed on a waiting list to be called in when accommodation became available. The ambulance van attached to the hospital was used for 199 patients and covered a total mileage of 4,334 during the year under review. A V.D. department was opened under the direct charge of a medical officer (V.D.).

The rehabilitation centre started functioning during the year under review. A qualified Physiotherapist was appointed in January 1954. Some of the equipments for the centre were received. A major portion of the sanctioned staff was recruited. The centre made a good beginning in fulfilling the object for which it is meant namely rehabilitation of disabled miners in some trade and to restore them to normalcy by physical exercises and therapeutic treatment where necessary. Five disabled miners were provided with artificial limbs.

Central hospital, Asansol.- During the year under review purchase of equipments, furniture, etc., at a cost of 700,000 rupees was sanctioned. Indents for articles of the value of over 600,000 rupees were placed with the Director General of Supplies and Disposals, New Delhi, and the Medical Stores Depot, Calcutta. Purchase of drugs, ligature, surgical dressing etc., at an estimated cost of 70,000 rupees was also sanctioned. The hospital was expected to be opened in January 1955.

Regional hospitals in Bihar and West Bengal.- Four regional hospitals and maternity and child welfare centres at Tisra and Katras in the Jharia coalfield and at Chora and Searsole in the Ranigunj coalfield entered the 6th year of their existence. Owing to acute shortage of suitable candidates, the posts of lady doctors at the maternity and child welfare centres at Tisra and Searsole remained vacant throughout the year. Two candidates had been selected towards the close of the year.

Each of these units has a bed strength of 18, twelve on the general side and six on the maternity side. Each unit has been provided with an ambulance van for moving patients from and to the collieries and also shifting serious cases to the Central Hospital at Dhanbad for specialised treatment.

Other regional hospitals.- In March 1954 construction of a 30 bed regional hospital at Jamai in the Pench Valley Coalfield in Madhya Pradesh was sanctioned at an estimated cost of 477,983 rupees. Preliminary steps were taken for starting the construction. In the meanwhile 10 beds were reserved at the Barkui Hospital of Messrs. Shaw Wallace & Co., at 100 rupees per bed per month for the benefit of workers belonging to collieries other than those of the owners of the hospital. An estimate for the construction of an 18 bed regional hospital at Dhanpuri in the Vindhya Pradesh coalfield costing 542,846 rupees was approved by the Advisory Committee. The site originally selected for the construction of regional hospital at Kurasia in the Korea coalfields having been proved to be coal bearing, steps were taken to select an alternative site. Plans and estimates were prepared for the construction of a 50 bed regional hospital at Phusro in the Bokaro coalfield. Twelve acres of land is already under acquisition. Additional land measuring about 5 acres adjacent to the area under acquisition was offered by the State Railways Coal Department. Land acquisition proceedings were in progress in respect of an area of 24 acres at Naisarai in the Karanpura-Ramgarh coalfield selected for the construction of a 30 bed regional hospital. Meanwhile, the plans and estimates were under preparation. It was decided to convert the existing dispensary at Mugma into a 10 bed regional hospital. The plans and estimates amounting to 145,122 rupees were approved by the Advisory Committee.

Bhuli Dispensary.- A dispensary continued to function in the Bhuli township. The number of cases treated at the dispensary during the year under review was 14,455 as against 10,521 during the previous year.

Lugma Dispensary.- The dispensary started functioning in September 1953, 2,647 cases were treated until the close of the year.

Maternity and Child Welfare Centres.- A maternity and child welfare centre incharge of a lady doctor is attached to each of the 4 Regional Hospitals in the Jharia and Ranigunj coalfields. Such centres will be attached to the proposed regional hospitals in other coalfields also. Pre-natal and post-natal care to workers'wives and other female dependents in the Sambalpur and Talcher coalfields was given by the Lady Health Visitor posted in the Sambalpur coalfield.

A 10 bed maternity block constructed at the premises of the Government hospital, Chanda, started functioning from January 1954. The construction of a maternity and child welfare centre at Jatachappa in the Pench Valley coalfield sanctioned at a cost of 47,850 rupees could not be started as a question arose whether provision for confinement should be made in the centre or such cases should be sent for treatment in the Barkui hospital where the Coal Mines Labour Welfare Fund has reserved 10 beds. The question was to be finalised by the Advisory Committee in May 1954.

The maternity and child welfare services in the Jharia and Ranigunj coalfields were provided by the Jharia and Asansol Mines Boards of Health through their centres. The Coal Mines Labour Welfare Fund sanctioned payment to each of the two Boards of a sum of 50,000 rupees or the actual amount spent by them during the year whichever be less for the running of their maternity and child welfare centres. Upto the end of February 1954 the Jharia and Asansol Mines Boards of Health had spent 66,046 rupees and 50,865 rupees on the maintenance of 24 and 11 maternity and child welfare centres respectively.

On the recommendation of the Hyderabad Coalfield Sub-Committee, the Advisory Committee approved payment of two grants of 90,000 rupees and 46,550 rupees for the construction of maternity wards by the Singareni Collieries Company Limited, at their Kothagudem and Tandur hospitals. Detailed estimates were being prepared by the colliery company.

52

X-Ray Plants.- For the benefit of colliery workers and their dependents two 200 M.A. X-ray plants were let out on a nominal hire of 10 rupees per month to the Giridih hospital of the State Railway Colliery and to the Barkui hospital of Messrs. Shaw Wallace & Co., during 1948. During the year these were used for doing 200 and 37 screenings and 527 and 675 photographs respectively. Installation of a 200 M.A. X-ray plant at the hospital of the Nowrozabad colliery in Vindhya Pradesh on similar terms was sanctioned during the last year. During the year under review an X-ray plant was purchased and installed at the colliery hospital. Installation of 300 M.A. X-ray plant at the Singareni Collieries Company Hospital at Kothagudium at a cost of 35,000 rupees was sanctioned during the year and an indent was placed with the Director General of Supplies and Disposals for its supply. Proposals for the supply of X-ray plants to the hospitals of Assam Railways and Trading Co., at Margherita and of the State Railway Collieries at Talcher, Kurasia and Bokaro were under consideration in consultation with the colliery managements.

Anti-T.B. Measures.- The indoor wards of the two T.B. clinics at Katras in the Jharia coalfield and at Searsole in the Raniganj coalfield started functioning in December 1953. The out-door wards were started in May 1953. One X-ray plant was installed at each of the two clinics.

Four beds were reserved in the public board sanatorium for the benefit of T.B. patients from the Korea and Vindhya Pradesh coalfields. Six patients were admitted to the beds during the year. Continuance of the scheme for the treatment of two T.B. patients from the Assam Coalfield at the Christian Mission Hospital, Jorhat, was sanctioned. Two patients were admitted to these beds. During the year under review a similar scheme was sanctioned, for the treatment of five T.B. patients from the Pench Valley coalfield at the Government T.B. Sanatorium at Chhindwara. The collieries in the coalfield were requested to take advantage of the scheme.

In the five-year forward budget of the Fund provision was made for the construction of a 50 bed T.B. Hospital at Dhanbad. During the year under review it was decided that it would be better to construct a T.B. ward exclusively for colliery workers at the Itki Sanatorium and to have it maintained at the expense of the Fund by the authorities of the Sanatorium. The scheme was approved by the Advisory Committee in principle and its details were being worked out. The scheme was expected to cost 13,167 rupees per bed non-recurring and 1,700 rupees per bed per annum recurring.



In the Hyderabad coalfield construction of a T.B. ward was completed at a cost of 14,175 rupees at Kothagudium. During the year under review, Government sanctioned payment to the Singareni Collieries Co. of a sum of 12,627 rupees and 10 annas for the purchase of equipment and electrification of the T.B. ward. The ward will be maintained by the colliery company at its expense.

Leprosy Relief.- During the year under review the Fund paid 7,378 rupees 14 annas as a recurring grant to the Dhanbad and District Leprosy Relief Association for the maintenance of the 12 beds in the ward constructed at the cost of the Fund. The recurring grant of 2 rupees per bed per day towards the cost of medicine, diet etc., was increased to 3 rupees per bed per day with effect from the 14 September 1953. Construction of another block of ten beds was sanctioned at a non-recurring cost of 20,000 rupees and an annual recurring grant of 10,950 rupees was also sanctioned for the maintenance of the new ward to be constructed.

Assistance to Colliery Owners.- The Coal Mines Labour Welfare Fund Act provides for payment annually of grants-in-aid to such of the colliery owners as maintained to the satisfaction of the Coal Mines Welfare Commissioner, dispensary services of the prescribed standard for the benefits of labour employed in their collieries. The amount of grant payable under this scheme should not exceed the amount of the duty at the rate of eight pies per ton recovered in respect of coal or coke despatched from the colliery less the proportionate cost of recovery or the amount spent by the owner of the colliery in the maintenance of the dispensary services, as determined by the Commissioner, whichever is less. Different standards of dispensary services to be maintained by colliery owners depending upon the number of workers employed were prescribed in 1950 and colliery owners were asked to take advantage of the grant-in-aid. The rules provided that every colliery would maintain an independent dispensary. Not more than a dozen dispensaries confirmed to the standards prescribed for independent dispensaries and it was represented by colliery owners that the advantage of the scheme should also be available to owners of groups of collieries maintaining a common dispensary for all their collieries and a feeder dispensary at every colliery forming the group. The Coal Mines Labour Welfare Fund Rules were therefore amended so as to make the benefit of the grant-in-aid available also where an owner of a group of collieries maintained a common main dispensary for all his collieries and branch dispensaries attached to each colliery subject to certain conditions.

During the year under review 30 dispensaries were inspected by the Inspecting Medical Officers of the Fund and 28 of them were found conforming to the standards. The following table denotes the position of applications, inspections and payment of grants-in-aid for the years 1950, 1951 and 1952.

Year.	No. of applications received.	No. of dispensaries which were found not conforming to the standard prima facie.	No. of dispensaries found conforming to the standard.	Amount paid.		
				Rs.	As.	Ps.
1950	156	61	17	66,364	1	9
1951	64	25	30	42,375	2	6
1952	65	26	25	32,648	5	6
TOTAL.--	<u>285</u>	<u>112</u>	<u>72</u>	<u>141,387</u>	<u>9</u>	<u>9</u>

Anti-Malaria Operations.— Malaria control operations continued in the Jharria, Raniganj, Hazaribagh, Margherita, Pench Valley, Chanda, Korea, Talcher, Sambalpur and Singareni Coalfields throughout the year. The operations were extended to the Khalari group of Collieries in the Ranchi District in Bihar during 1953.

Miners' Institutes.— Upto the end of the last year construction of 33 miners' institutes had been sanctioned of which 17 had been completed and 7 were under construction. During the year under review 7 new miners' institutes were sanctioned, 5 new institutes were completed and 3 others were under construction.

Every miners' institute comprises a centre for the welfare of women and children, an adult education centre and a children's park. For obvious reasons these centres have to be located in suitable buildings in the vicinity of workers' dwellings. There is a great shortage of such buildings and consequently the Organisation is attempting to erect its own buildings at central places where suitable pieces of land are made available by collieries on reasonable terms. This explains the slow progress in the opening of additional centres.

Centres for Welfare of Women and Children.— Up to the end of the last year 41 centres had been sanctioned of which 31 were functioning in different coalfields. During the year under review 4 new centres were sanctioned and 3 new centres were opened at Kargali II, Karanpura-Dwarikhand and Nowrozahad.

55

The centres provide elementary education to workers' children upto Class II, vocational training to workers' wives and other female dependants, home visits and talks on health, hygiene, sanitation, etc., and recreation for women and children.

Adult Education Centres.- Upto the end of the last year 35 adult education centres had been sanctioned of which 22 were functioning in different coalfields. During the year under review 8 new centres were sanctioned and 5 new centres were opened at Jamadoba, Malkara, Kargali II, South Jhagrakhand and Nowrozabad.

Water Supply.- For the Damodar river water supply scheme for the Jharia Coalfields, the Government of India sanctioned payment to the State Government of Bihar from the Fund of a grant-in-aid of 1.5 million rupees and a loan of 3.0 million rupees on the condition that the Jharia Water Board would accord priority to water supply connection to places or institutions recommended by the Coal Mines Welfare Commissioner. The conditions for the repayment of the loan were yet to be settled. In March 1954, the State Government of Bihar reported that details of the Scheme prepared by the Water Board were under examination of the Chief Engineer in the Public Health Engineering Department of the State and that as soon as the scheme was finalised a temporary Public Health Division would be created at Jharia for the execution of the scheme.

A scheme for improving water supply at Kothagudium was prepared by the Singareni Collieries Company Limited, and was adjudged as sound by the State Government. The scheme is estimated to cost 0.845 million rupees and the colliery company has asked for assistance of 0.645 million rupees from the Fund. The question regarding the extent of grant to be paid and the terms and conditions thereof were under consideration. The managements of the Tandur and Sasti Collieries were requested to prepare water supply schemes for their collieries.

Accounts.- The statement of accounts of the General Welfare Account for the year 1953-54 showed receipts at 30.028 million rupees including an opening balance of 18.901 million rupees; expenditure during the year amounted to 4.580 million rupees leaving a closing balance of 25.447 million rupees.

(Gazette of India, Part II, Section 3,  
18 February 1956, pp. 200-228).

Bombay Labour Welfare Fund (Amendment) Bill, 1956.

The Government of Bombay published on 8 March 1956 the text of the Bombay Labour Welfare Fund (Amendment) Bill, 1956, proposed to be introduced in the Legislative Assembly of the State. The Bill seeks to amend section 19 of the Bombay Labour Welfare Fund Act, 1953, to provide for delegation of certain powers of the Bombay Labour Welfare Board to the Welfare Commissioner to facilitate the day to day administration of the Board.

( Bombay Government Gazette, Part V,  
8 March 1956, pp. 68-69 ).

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57

56. Labour Administration.

India - March 1956.

Andhra: Working of the Factories Act, 1948, during  
the Year 1954\*.

Application.- The provisions of the Factories Act, 1948, applies to all power factories employing ten and more persons and non-power factories employing twenty or more persons. In Andhra the Act has been extended to small non-power factories also employing ten to nineteen persons.

Number of factories and employment.- During the year 1954 there were in Andhra 2,723 factories at the beginning of the year. During the year 386 factories were brought on the registers and 411 factories were removed from the purview of the Act. The number of factories at the end of the year was 2,698 of which 2,529 factories were in commission. The number of power factories employing 10 and more persons was 1,501. The number of non-power factories employing 20 and more persons was 582. The number of non-power factories employing 10 to 19 persons was 446.

The average daily number of workers employed in 2,041 factories which submitted the annual return in time for the year was 107,813. Seven thousand one hundred and seven workers were daily employed (average daily employment) in 40 Government and Local Fund factories which submitted the annual return in time.

One hundred and ninety-three certificates are reported to have been issued by the certifying Surgeons during the year. Ten visits to factories are reported to have been made by the certifying Surgeons during the year. In fourteen cases, the managers of factories were prosecuted for employing children without certificates of physical fitness and related offences.

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\* Government of Andhra: Report on the Working of the Factories Act in the State of Andhra for the year 1954. pp. 44 - i.

58

Inspections.- Of the 2,529 factories, which were in commission during the year, 334 factories were inspected once, 1,419 factories twice, 277 factories thrice, and 474 factories more than thrice. Twenty six factories were not inspected due to want of time or because the factories were found closed.

Two hundred and eighteen night visits were made. Eight hundred and nine visits were made to check the weekly holidays. Sixteen hundred and twenty-eight special visits and 246 surprise visits were made to check employment outside specified hours of work etc. Seventeen hundred and twenty-eight visits were also made to unregistered factories by the full-time Inspectors.

Safety and health.- The report says that generally speaking every factory is fairly well provided with guards to transmission machinery but the guarding of dangerous parts of moving machinery is much below the required standards.

As regards health the report states that factory owners are continuously being told by inspectors to improve the conditions and methods of manufacturing processes but the response has been slow. The problem of dust, noise and vibration still remains practically the same mainly in factories like rice mills and decorticating factories. Lighting conditions in factories during day time is generally good. However there is much to be desired in factories with night shifts. Cleanliness in most factories continued to be good. Sanitary conditions, however, are still not satisfactory.

During the year under review no epidemics were reported and the health of the workers were generally normal.

Housing and welfare.- Eight factories have provided housing accommodation to some of their workers. One factory has provided a school for the benefit of the workers and their children. One factory has provided a play ground for games. Four factories have provided facilities for purchase of food stuffs and other materials etc., through co-operative societies and the existing societies in factories continued to function satisfactorily.

Under the Subsidised industrial Housing Scheme of the Government of India 5 concerns have obtained subsidies and loans for the construction of 434 single storeyed one-roomed houses and eight two-roomed houses. Three more applications are pending before the Government for the construction of 556 single storeyed one-roomed tenements, 3 single storeyed two-roomed and 3 single storeyed 4 roomed-tenements.

Accidents.- The total number of accidents reported during the year was 887. Of the accidents reported seven were fatal and 880 accidents non-fatal. The majority of the non-fatal accidents were reported by the factories classified under the Industries, Food except Beverage, Tobacco, Textiles and Transport and Transport equipment, as shown in the following table:-

Industry.	Number of fatal accidents.	Number of non-fatal accidents.	Number of non-fatal accidents in which workers returned to work.	Total No. of man-days lost.
SECTION 2(m)(i)				
01. Processes allied to agriculture.	--	13	11	126
20. Food except beverages.	2	111	104	1,564
22. Tobacco.	1	99	96	878
23. Textiles.	--	168	60	2,792
27. Paper and Paper products.	--	19	19	173
33. Non-metallic mineral products except products of petroleum and coal.	1	68	61	556
35. Manufactures of metal products.	--	1	1	19
36. Manufactures of machinery, except electrical machinery.	1	2	2	16
38. Transport and transport equipment.	1	286	284	2,540
39. Miscellaneous Industries.	1	61	61	248
51. Electricity, Gas and Steam.	--	5	--	--
Total.	7	835	799	8,912
SECTION 2(m)(ii)				
22. Tobacco.	--	47	45	328
SECTION 85(1) "NIL".				

In 17 cases, the injured persons were paid compensation amounting to 15,428 rupees 4 annas and 10 pies. The percentage of 887 accidents to the total number of workers employed throughout the year in mandays (22,368,663) is 0.00397.

Prosecutions and convictions.- Occupiers and managers of 325 factories were prosecuted during the year. Convictions were obtained against 303 factories and a sum of 11,513 rupees was imposed as fines ranging from a minimum of 5 rupees to a maximum of 375 rupees. Prosecutions against 2 factories were abated as the accused died before the disposal of the cases and one prosecution was withdrawn. Prosecutions against 19 factories were pending at the end of the year. Prosecutions against seven factories which were pending disposal at the end of the last year (1953) were also disposed of during the year. Convictions were obtained in all cases and a sum of 350 rupees was imposed as fines.

Madras Maternity Benefit Act.- The provisions of the Act are applicable to women employed in a factory or factories of the same employer for more than 240 days within a period of one year immediately preceding the date of notice of confinement. Of the 2,529 factories in commission during the year, 1,461 factories employed women and their daily average number in these factories from which returns were received in time was 43,165. Two hundred and sixteen claims were made during the year of which one hundred and ninety-nine claims were paid to the women concerned or their nominees. There were no cases of payment of claims to other persons during the year. The total amount of benefit paid was 5,103 rupees 14 annas. No woman was employed in any factory during the four weeks immediately following the day of confinement. Inspections were made by the full-time Inspectors of Factories along with the inspections under the Factories Act 1948 and claims and benefits were checked by them. No prosecutions were taken during the year against the Managers of factories.

Employment of children.- In view of the application of the Factories Act, 1948, to non-power factories, employing ten or more persons and in view of the application of the Madras Shops and Establishments Act, 1947, to small establishments, the employment of children in the establishments covered by the Employment of Children Act, has been effectively checked.

(Working of the Act for the year 1953 was reviewed at pages 72-76 of the report of this Office for March 1955).



61

Madras: Working of the Factories Act, 1948 during 1954\*.

Application.- The Factories Act, 1948 applies to all power factories employing ten and more persons and non-power factories employing 20 or more persons. In the Madras State, the provisions have been extended to smaller non-power factories employing 10 to 19 persons.

Number of factories.- According to the annual report on the working of the Factories Act in Madras State during 1954, there were 6,914 factories at the beginning of the year. During the year 766 factories were brought on the registers and 952 factories were removed from the purview of the Act. The number of factories at the end of the year was 6,748 of which 6,548 factories were in commission. The number of power factories employing ten or more persons was 3,833. The number of non-power factories employing twenty or more persons was 1,379. The number of non-power factories employing 10 to 19 persons was 1,136.

Employment.- The average daily number of workers employed in 5,748 factories, which submitted the annual return in time for the year was 321,859. Thirty thousand and seventeen workers were daily employed (average daily employment) in Government and Local Fund Factories which submitted the annual return in time.

Three thousand nine hundred and eighty-five certificates were issued by the certifying surgeons during the year. One hundred and seventeen visits were made by the certifying surgeons.

Inspections.- Of the 6,748 factories which were on the registers during the year, 1,321 factories were inspected once, 4,471 factories twice, 573 factories thrice and 244 factories more than three times. The total number of inspections made during the year was 12,958. One hundred and thirty-nine factories were not inspected for want of time. Steps are taken to ensure that no factory is left uninspected at least once during the year in future.

In addition to the above, the Inspectors made Sunday, night, surprise and special visits to 4,168 factories to check up employment of workers outside specified hours of work; 1,648 unregistered factories were also inspected by the full-time inspectors and 4 by the additional inspectors of factories. Instructions were given wherever necessary for fencing and guarding dangerous parts of machinery. The total number of inspections and visits made by the full-time Inspectors was 18,774.

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\* Report on the working of the Factories Act in the State of Madras for the year 1954. Printed by the Superintendent, Government Press, Madras, 1955. Price 2 rupees 10 annas, pp. 90.

Health and safety.- The health of the workers was generally normal. No cases of occupational diseases or hazardous occurrences in the factories came to the notice during the year. No epidemics were reported from any of the factories during the year.

Cleanliness of factory premises and their surroundings was fairly well maintained.

Adequate steps were taken wherever necessary, to mitigate dust nuisance in Textile mills, rice mills, decorticating factories, tea and coffee curing factories and also to prevent as far as possible, inhalation of dust by employees working in processes emanating dust.

There were three cases of fires in factories during the year of which the cause and extent of damage to property are not known in two cases. In one case, the estimated loss was 30,010 rupees. Twelve persons were injured.

Fences and guards to the dangerous parts, ways, works and working parts of machinery, etc., were provided. In the course of inquiries into accidents, the Inspectors impressed upon the managements and workers wherever necessary about the necessity for providing guards and their specific utility. Safety posters issued by the Chief Adviser of Factories, were distributed to factories, free of cost for display in conspicuous places. Steps were taken to see that the orders with reference to fencing were duly complied with.

Housing and welfare.- Housing accommodation and other amenities provided on the factories were continued this year also. Efforts to provide housing accommodation for Labour are being pursued both by the Government and the employers under the Government of India Industrial Housing Scheme.

The question of proper canteens as per standard laid down in the Factories Rules was taken up by the Department and canteens with sanitary arrangements are being constructed in a number of factories and most of the textile mills with proper arrangements for tea, snacks and cooked meals where desired. The contract system of running the canteens is being replaced by the managements by Canteen Managing Committees. The prices of eatables are approved by the Department on no-profit no-loss basis. Rest-rooms and creches and shelters have been provided in factories which employ more than 150 workers and 50 women workers respectively. Labour Welfare Officers have been appointed in factories which employ more than 500 workers. Several Welfare centres have been opened where facilities for games and recreations are provided to the workers. Other voluntary welfare measures like provisions of libraries, recreation and other amenities are also provided in several progressive factories. The existing co-operative societies and societies in factories continue to function satisfactorily.

63

Hours of work.- Rest intervals as required by section 55 of the Factories Act, 1948 were given in all factories except in factories exempted from section 55 of the Act. This exemption, was, however, subject to the condition that the workers were given sufficient time for taking their meals, though not a fixed period. Sundays or substituted days were observed as weekly holidays in all the factories, where the factories were exempted from the provisions of section 52 of the Act due to exceptional pressure of work. Compensatory holidays for the weekly holidays so lost by the workers were given in all cases.

The weekly hours for children did not exceed 27. The total number of children employed was 2,542.

Accidents.- The total number of accidents reported for the year 1954 was 6,014. Of the accidents reported, 17 were fatal and 5,997 were non-fatal. Out of 5,997 non-fatal accidents, 6 resulted in loss of limb, 8 in loss of fingers, 1 in partial loss of fingers, and 9 in loss of power ~~in~~ fingers.

In 137 cases, the injured persons were paid compensation amounting to 33,343 rupees.

Prosecutions.- The occupiers and managers of 309 factories were prosecuted during the year. The prosecutions were taken up against the managements of factories who were persistently in default. Convictions were obtained against 279 factories involving 296 persons. A sum of 10,518 rupees was imposed as fine. Cases against twenty-eight factories were still pending at the end of the year. One case was acquitted and one case was withdrawn.

Madras Maternity Benefit Act.- The average daily number of women employed in 2,309 factories from which figures were received was 58,020. Four thousand nine hundred and one claims were made during the year as against 3,843 in 1953. The total amount of benefit paid was 148,160 rupees as against 145,750 rupees in 1953. No woman was employed in any factory during the four weeks immediately following the date of confinement.

The Employment of Children Act.- The report states that the employment of children in establishments covered by the Employment of Children Act has been effectively checked.

(The Working of the Act during 1953 was reviewed at pages 80-85 of the report of this Office for March 1955 ).

67.

Labour Policy of the Railway Ministry: Debate in  
Lok Sabha.

The Lok Sabha debated on 5 and 6 March 1956, the railway budget for 1956-57, including the labour policy of the Ministry of Railways (Railway Board).

Shri V.V. Giri, while congratulating the Minister on the way he had handled the mechanical side of the railways, criticised his policy regarding relations with labour. He said that he had come to the conclusion that the joint standing machinery or the permanent negotiating machinery was cracking. "It was a great machinery for which some of us have fought for a quarter of a century and it was to the credit of the late Mr. Gopaldaswamy Ayyangar and the present Railway Minister that it came into being. If that machinery becomes unsatisfactory from the very beginning, it will fail as miserably as the works committees have failed in the Railways. The officers are treating the machinery lightly either because they are not given the initiative to decide matters or the machinery has certain inherent defects". He added that unless the Railway Ministry takes care to see that the machinery works properly the internal settlement of disputes will fail, leading to accumulated grievances resulting in strikes.

Shri Giri also referred to the disunity among railway labour unions and requested the Minister to appoint an impartial committee to bring about unity through establishing common membership rolls and elections\*.

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\* The two dissenting federal unions have now come reached an agreement. For details please see pp. of this report.

65

Shri Giri regretted that the Tribunal that was appointed was "shelved" because one of the labour wings thought that "it was superior enough to have an understanding or to discuss matters outside the Tribunal". This had led to great dissatisfaction on the part of railway workers in the country and he hoped that the Minister would ask the Tribunal to continue its unfinished work.

He called for the appointment of a Wage Commission to set up a new wage structure for railway workers.

Shri Asoka Mehta supported Shri Giri's views on the labour question.

Shri O.V. Alagesan, Deputy Minister for Transport, replying to the points raised by Shri Giri stated that the reason for disunity among railwaymen was neither principle nor ideology, but a "clash of personalities"; and the Railway Ministry was not to blame for these things.

Shri Alagesan denied the charges that the Ministry had shelved the tribunal. After tracing the events for two years from 1953 with regard to the tribunal affairs, he said that in July 1955 at the suggestion of the National Federation of Indian Railwaymen direct talks were held between the Federation and the Railway Board on various points at issue and an agreement was reached on many points. "The Federation can either try to settle other matters by direct talks with the Railway Board or it can take the matter to the tribunal", he said.

(The Statesman, 6 and 7 March 1956).

59. Social Research.

India - March 1956.

Community Welfare in India: Contribution by  
Bharat Sewak Samaj.

Addressing the fourth All-India Convention of the Bharat Sewak Samaj ( a voluntary organisation to develop public co-operation in national reconstruction, started in 1952) at Nizamabad on 4 March 1956, Sri Krishna Prasada, General Secretary of the Samaj, stated that during the last three years of its existence, the Samaj had developed into a national platform for constructive work and had succeeded in making a significant contribution to community welfare in India. He said that first plan conceived the idea of a national organisation to enlist public co-operation for building up a new India, through a process of purposeful activity resulting in the development of responsible citizenship and strengthening of democracy. According to statements received up to February this year, he added, the total number of active members of the Samaj in 20 regions was 20,000. Actually the number of members all over India might well be 50,000.

He said that the Samaj had proposed to arrange for mobilising voluntary public co-operation in the construction of Government works costing 500 million rupees during the next five years. The estimated unpaid public contribution in terms of the schemes outlined should be near about 300 million rupees in terms of man-hours in relation to ordinary wage standards.

The Secretary stated that one of the main impediments in the expansion of the work of the Samaj was lack of funds. Complaints had been received from several regions about difficulties experienced at the present time in the collection of donations. Some regions had not been able to raise enough funds to meet the meagre allowances of their skeleton staff or the expenses of their own travelling. During 1955, he added, donations totalling 0.124 million rupees were received by the central office.

Referring to the second Plan, he said India was now ready for further steps towards economic regeneration. The manpower required for it would be much greater than for the first Plan. The additional manpower could be obtained by utilising the time of such of the agricultural labour who at present work profitably on land for only a part of the year and by inculcating the love for manual work in those who at present shun it even at the expense of remaining unemployed.

Reviewing the work of the Samaj, the General Secretary stated that work on the lines of public co-operation envisaged was taken in hand on the Kosi project in January 1955. The public in Bihar had been most anxious for years that work on this project should begin. The Government had repeatedly held out hopes every year since 1952 that work on the project would start soon and on a war basis. The situation thus was challenging. The Bharat Sevak Samaj took up the gauntlet and mobilized workers\* including the people from classes that had traditionally regarded manual work as degrading.

The General Secretary also gave a detailed account of the Samaj's work connected with the Jamuna bund and the Chambal project. He referred to the possibilities of work through public co-operation on the canals on the Hyderabad side of the Nagarjunasagar project.

Last year, the General Secretary added, the workers of the Samaj operated in about 2,000 villages and 100 towns to improve sanitation and to stimulate the interest and participation of the people in such works.

During 1955 the Samaj conducted 426 camps, of which 340 were for boys and the rest for girls. The Samaj had made provision in its second Five Year Plan for conducting about 900 camps every year.

Shri. Krishna Prasad said that the Samaj with the help of the public had constructed 16 1/2 miles of embankments in the Kosi project. The entire work undertaken by the Samaj was intended to be done by hand avoiding the import of machinery with the resultant saving in foreign exchange, he said.

Schemes for educated unemployed.- The Bharat Sevak Samaj has prepared a scheme for opening training centres for young men who have completed their education and are looking for jobs. The course, which forms part of the Samaj's second Five Year Plan, will be of six months' duration.

The training will be imparted free and students will have to stay on the premises and will be provided with free lodging and boarding, as well as uniforms to be worn during working hours at the centre.

The training, it is stated, will engage them in useful occupation till they are employed and will also widen their chances of employment as they can easily acquire specialisation, if they so desired, in the craft in which they have received training by taking a course in a polytechnic.

(The Statesman, 5 March 1956 ).



Chapter 6. General Rights of Workers.

63. Individual Contracts of Employment.

India - March 1956.

Industrial Employment (Standing Orders) (Bombay Amendment)  
Bill, 1956.

The Government of Bombay published on 8 March 1956 the text of Bill to amend the Industrial Employment (Standing Orders) Act, 1946, in its application to the State of Bombay.

According to the statement of objects and reasons to the Bill the existing definition of 'employer' in the Act is very wide and even includes persons employed to do jobs which would not ordinarily be considered to be the work of a particular establishment. The Government has decided that the employer (owner) of the establishment should not be held responsible in respect of workers employed through a contractor for work not ordinarily part of the industrial establishment. To achieve this object suitable amendment to section 2 clause (d) of the Act restricting the definition of employer is now proposed in the Bill.

(Bombay Government Gazette, Part V, 8 March 1956, pp. 63-64 )

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

India - March 1956.

Andhra: Working of the Payment of Wages Act during the Year 1954\*.

Application.- The provisions of the Payment of Wages Act, 1938, are applicable to all factories covered by the Factories Act 1948, Omnibus Services and Mines in the State.

Annual returns.- Annual return forms were sent to all the factories covered by the Act but only 1967 factories, out of 2,519 (excluding 10 Government Factories exempted from submitting returns) factories in commission during the year submitted the returns in time. Five hundred and fifty-two factories failed to submit the returns. As such, particulars are available only in respect of 71 per cent of the factories that were in commission during the year. Annual return forms were also sent to 711 Omnibus Services and returns were submitted only by 154 Omnibus Services. Action is being taken against the managers of factories and establishments, who failed to submit the returns without a reasonable cause.

Total amount of wages paid.- The average number of persons employed during the year in all factories from which returns were received in time was 101,596 and in other industrial establishments namely Motor Omnibus Services, 1,739. The total amount of wages paid in these establishments in the year including deductions was 45,204,559 rupees 12 annas and 11 pies in factories and 1,166,987 rupees 8 annas and 5 pies in Omnibus Services, amounting to an average earnings of 37 rupees 1 anna and 3 pies and 55 rupees 14 annas and 9 pies per month per worker respectively. In some cases wages paid to the workers include the money value of concessions given in kind and benefits given in cash.

Wages were generally paid on or before the due dates. In case of delayed payment paymasters were warned and directed to observe the provisions of the Act strictly. In other cases the parties concerned were advised to apply to the Authority for direction under Section 15 of the Act.

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\* Government of Andhra: Report on the working of the Payment of Wages Act in the State of Andhra for the year 1954: 155: pp.19.

Deductions from wages.- Deductions from wages of workers made were all authorised and were in accordance with the provisions of the Act. A sum of 2,359 rupees 10 annas and 9 pies was deducted from the wages of workers as detailed below:-

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	Rs.	As.	Ps.
Deductions under fines. --	1,448	2	9
Deductions for breach of contract.	559	8	0
Deductions for damaggs and or loss.	352	0	0
Total.	<u>2,359</u>	<u>10</u>	<u>9</u>

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Inspections and prosecutions.- As usual inspections under this Act were made along with the inspections under the Factories Act. Special visits were also made by the Inspectors of Factories in some cases to enquire into complaints regarding non-payment of wages or illegal deductions from the wages of workers.

Twenty-one prosecutions were taken up during the year. Convictions were obtained in 19 cases. A sum of 390 rupees was imposed as fine. In one case the accused was acquitted and one case was pending disposal at the end of the year.

(The working of the Act during the year 1953 was reviewed at pages 103-104 of the report of this Office for March 1955 ).

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Madras: Working of the Payment of Wages Act during  
the Year 1954\*.

According to the annual report on the working of the payment of wages Act in Madras State for 1954, the Act extended to all factories covered by the Factories Act, 1948, and also to tramways, omnibus services and plantations in the State.

Annual returns were sent to 6,388 factories covered by the Act but only 5,376 factories submitted them. Therefore, particulars are available only in respect of 84.1 per cent of factories covered by the Act. Action is being taken against the managers of the factories who failed to submit the returns without any reasonable cause.

Total wages paid.— The average number of persons employed during the year in the factories from which returns were received in time were 299,879 and in the other industrial establishments 46,357 comprising of 43,207 in plantations and 3,150 in omnibus services concerns. The gross wages paid in those establishments in the year including deductions was 2,09750,884 rupees 2 annas and 10 pies in factories, 26,502,395 rupees in plantations and 2,626,835 rupees 11 annas and 5 pies in omnibus concerns.

The provisions of section 5 of the Act regarding disbursement of wages within the prescribed time-limit was generally complied with. In cases of non-payment and delayed payment of wages, paymasters were warned and directed to observe the provisions of the Act. In other cases, the parties concerned were advised to apply to the authority for a direction under the Act. The provisions of section 4 of the Act regarding wage periods were complied with in almost all cases. In cases where the wages are not paid on the dates prescribed, the attention of the paymasters was drawn to the provisions of the Act for compliance.

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\* Government of Madras: Report on the Working of the Payment of Wages Act in the State of Madras for the Year 1954. Printed by the Superintendent, Government Press, Madras, 1955. Price 8 annas; pp. 19.

Deductions from wages.- Deductions from wages of workers made under the Act were authorised and were in accordance with the provisions of the Act. A sum of 30,394 rupees 13 annas and 10 pies was deducted from the wages of workers as detailed below:-

	Number of cases.	Amount Rs. As. Ps.		
Deductions under fines. ---	46,969	11,720	10	11
Deductions under breach of contracts.	2,493	15,058	14	0
Deduction under damage or loss. ---	4,697	3,615	4	11
Total.	<u>54,159</u>	<u>30,394</u>	<u>15</u>	<u>10</u>

Inspections and prosecutions.- As usual, inspections under the Act were made along with the inspections under the Factories Act, 1948. Special visits were also made by the Inspectors of Factories in some cases to enquire into complaints of non-payment of wages or illegal deductions from the wages of the workers.

In all eight prosecutions were taken mostly for failure to submit the annual returns for the year 1953 and in other cases for failure to display notices and to maintain wages registers. A sum of 80 rupees was imposed as fine.

( The working of the Act during the year 1953 was reviewed at pages 105-106 of the report of this Office for March 1955 ).

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Payment of Wages (Bombay Amendment) Bill, 1956.

The Government of Bombay published on 8 March 1956, the text of a Bill to amend the Payment of Wages Act, 1936, in its application in the State of Bombay. The Bill seeks to amend section 78 the Payment of Wages Act, 1936, with a view to authorising deductions to be made from the wages of an employed person for house accommodation supplied by the State Government or the Bombay Housing Board or such other agency as may be notified by the State Government.

(The Bombay Government Gazette, Part V,  
8 March 1956, pp. 59-60 ).

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67. Conciliation and Arbitration.

India - March 1956.

Index of Industrial Relations: Labour Bureau's Estimate.

In order to have an integrated picture of the progress achieved in the field of labour, the Labour Bureau, Ministry of Labour, Government of India, has arrived at an index of industrial relations for India.

Scope and Limitation of the Statistics of industrial disputes.- Statistics of industrial disputes have been collected by the Government of India on a monthly basis from the Provinces since the 'twenties. The returns have all along been collected on a voluntary basis, i.e., with the willing co-operation of the employers concerned. Till 1946, the all-India statistics published by the Government of India related to the former Provinces of British India and since 1947 to the Part 'A' States and the Part 'C' States of Delhi and Ajmer. Since 1949, arrangements have been made to obtain the statistics of industrial disputes in the Central sphere undertakings through the industrial relations machinery of the Government of India. This new arrangement has resulted in an improvement in the coverage of Central sphere undertakings.

Only those disputes which result in work stoppages are taken into account and even here only when 10 or more workers are involved. No distinction is made between strikes and lock-outs. Even though the attempt is made to cover all economic sectors, since the returns are on a voluntary basis, the reportage varies from sector to sector and from State to State. In general it can be said that for the organised manufacturing industries sector the coverage is fairly good.

The industrial classification adopted for the purpose of these statistics has undergone changes from time to time over the period covered by the present study. Since 1949, however, a more detailed classification has been in vogue comprising the industry groups: Textiles, Engineering, Minerals and metals, Food, drink and tobacco, Chemicals and dyes, Wood, stone and glass, Paper and printing, Skins and hides, Gins and presses and Dockyards.

Concept.- Having regard to the nature and limitation of the statistics of industrial disputes collected at present it seems best to work out an index of industrial relations for the manufacturing industries sector only since a fair degree of accuracy can be assumed for these figures unlike those relating to other sectors. In the present study an index of industrial relations has, therefore, been constructed for the manufacturing industries sector.

An index of industrial relations has been so compiled as to reflect good industrial relations when it is high and bad industrial relations when it is low. Assuming that the number of man-days lost due to industrial disputes is L and the number of man-days actually worked is M, the ratio  $M/L$  would serve as an indicator of industrial relations at any particular point of time. In fact it shows the number of man-days actually worked for every manday lost in industrial disputes. If this ratio is high industrial relations can be deemed to be good; if low the contrary should be assumed. In conformity with the base year adopted for the indices of real earnings and productivity, the base year for the index of industrial relations has also been taken as 1939. The ratio  $M/L$  has, therefore, been assumed to be 100 for 1939 and index numbers for other years worked out on that basis.

The question next arises as to how M, the number of man-days actually worked, should be computed. M is simply the product of the average daily employment and the number of days scheduled for work in a year. The figures of average daily employment in factories registered under the Factories Act are already published. The number of days scheduled for work in any year can be easily derived by deducting the 52 Sundays and the number of statutory holidays from 365. The number of statutory holidays can on the average be assumed to be 7 and on this basis the number of days scheduled for work in a year is 306. It may be stated here that it has not been considered worthwhile to allow for the reduction in number of days worked in seasonal factories as its overall effect can be assumed to be constant on a proportionate basis from year to year and therefore not likely to affect the index of industrial relations to any extent. One other point to be noted here is that absence due to strikes, lockouts, involuntary unemployment, sickness, leave (statutory and other) and other causes is already taken into account in the figure of average daily employment which in fact is derived for any individual unit by dividing the number of man-days actually worked during the year by the number of days worked, which for the most part is the same as the number of days scheduled for work except perhaps in the solitary case of the entire establishment being closed due to a strike or lock-out. If as a result of a strike or lock-out only a few sections of an establishment are closed, as it often happens, the days on which such an event happens will be counted as working days for statistical purposes.



For all practical purposes, therefore, it will be sufficient if the ratio M/L is taken as an indicator of industrial relations. To correct it for the effect of closures of factories due to strikes, lock-outs or involuntary unemployment will be a complicated statistical task and it will be agreed that when we are dealing with the aspect of industrial relations on an all-India basis, there is very little to commend such a statistical refinement.

The table given below shows the indices of industrial relations on an all-India basis for the years 1926 to 1954:-

Year	Estimated number of man-days actually worked 'M'.	Man-days lost due to industrial disputes 'L'.	$\frac{M}{L}$	Index of Industrial Relations on the assumption that M/L for 1939 = 100.
1926	433,795,392	935,421	463.7434	426
1927	438,200,874	769,549	569.4255	523
1928	434,131,074	29,767,987	14.5838	13
1929	445,258,152	12,158,255	36.6223	34
1930	457,457,906	1,245,032	351.3627	323
1931	410,246,550	2,351,192	174.4844	160
1932	406,714,698	1,339,493	303.6333	279
1933	403,604,514	2,115,772	190.7599	175
1934	427,829,616	4,768,555	89.7180	82
1935	465,306,660	973,059	478.1895	439
1936	478,252,602	1,908,503	250.5904	230
1937	512,815,914	8,288,249	61.8726	57
1938	531,753,030	8,701,553	61.1101	56
1939	535,847,922	4,923,773	108.8287	100
1940	564,394,968	7,129,004	79.1688	73
1941	659,851,362	2,882,539	228.9132	210
1942	698,580,128	5,598,139	124.7521	115
1943	745,511,472	2,272,759	328.0204	301
1944	771,962,418	3,239,414	238.3031	219
1945	808,742,394	3,958,685	204.2957	188
1946	708,263,622	11,986,105	59.0903	54
1947	696,054,834	15,844,512	43.9303	40
1948	722,221,506	7,499,270	96.3055	88
1949	744,800,328	4,878,680	152.6643	140
1950	766,346,094	11,829,959	64.7801	60
1951	776,182,454	2,816,310	275.6026	253
1952	785,640,618	2,055,669	382.1824	351
1953	773,575,956	2,564,330	301.6678	277
1954	792,445,446	2,713,417	292.0470	268

M = Man-days worked in factories.

L = Man-days lost in manufacturing industries due to strikes and lock-outs.

It will be observed that the indices are subject to violent fluctuations. They actually range from 13.4 in 1928 to 439.4 in 1935. 1928 was the worst year on record for industrial relations on account of the general strike in the Bombay textile mills and other prolonged strikes in the Tata Iron and Steel Works at Jamshedpur and the Fort Gloster Jute Mills, Bengal. Two other bad years were 1929 and 1947 when the indices stood at 33.7 and 40.4 respectively. In 1929 a general strike in the Bombay Textile Mills resulted in a loss of over 6,700,000 of man-days. The strike arose out of alleged acts of victimisation on the part of employers against workers who had been concerned with the industrial troubles of the previous year. There was also a strike in the Bengal Jute Mills during this year as a result of the decision to increase the working hours from 55 to 60 per week. This caused a time loss of 2,900,000 of man-days. The most notable disputes during the year 1947 were: (1) the general strike in cotton mills in Bombay over the question of standardisation of wages, (2) the strike in cotton mills in Central Provinces and Berar over the question of increase in wages, and (3) a number of strikes in jute mills in West Bengal due to dismissal of workers and demands for increase in wages. The other bad years were 1937, 1938, 1940 and 1950.

The index of industrial relations is also seen to be subject to cyclical fluctuations. Three cycles are in evidence. A trend line chart fitted to the data by the method of "least squares" shows the line sloping gradually towards the base line, which indicates that there has been a slow deterioration in industrial relations in the country with the passage of time.

The study has also calculated "residuals" for the years 1926 to 1954 after eliminating the secular trend from the index. According to this method it is found that the periods of the cycles are from 1927 to 1935, 1935 to 1943 and 1943 to 1952. The amplitudes of these cycles are 9 years, 9 years and 10 years respectively. If past experience is any guide, it, therefore, seems safe to assume that industrial relations in the manufacturing industries sector in this country are subject to cycles of 9 to 10 years' duration.

Lastly it will be noticed that we are nearly halfway through another cycle which started in 1952. Whether it will spend itself out or history will repeat itself in the decade commencing with 1952, it is very difficult to say at present. The industrial relations atmosphere is no doubt comparatively peaceful at the moment. A good deal will, however, depend on the mutual good relations between employers and workers and the vigilance exercised by the industrial relations machinery.

(Indian Labour Gazette, Vol. XIII, No. 7,  
January 1956, pp. 483-490).

Bombay Industrial Relations (Amendment) Bill, 1956.

The Government of Bombay published on 8 March 1956, a Bill further to amend the Bombay Industrial Relations Act, 1946. According to the Statement of Objects and Reasons to the Bill, it is proposed to make the intention of sub-section 3 of section 10 of the Bombay Industrial Relations Act, 1946, clear by providing that no person shall be deemed to be connected with the industrial dispute or with the industry by reason only of the fact that he is a share holder of an incorporated company which is connected with or likely to be effected by such industrial dispute.

(The Bombay Government Gazette, Part V,  
8 March 1956, pp. 70-71 ).

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68. Labour Courts.

India - March 1956.

Industrial Disputes (Appellate Tribunal) (Extension to the Assam Autonomous Districts) Bill, 1956.

The Government of Assam published on 8 March 1956 a Bill seeking to extend the Industrial Disputes (Appellate Tribunal) Act, 1950, to the autonomous districts in the State of Assam.

According to the statement of objects and reasons, the Act of 1950 was enacted by Parliament at a time when the transitional provision contained in paragraph 19 of the sixth schedule to the Constitution of India was in force and as such this Act did not apply proprio vigore to the autonomous districts of Assam. But since all awards given under the Industrial Disputes Act, 1947, which is in force in the autonomous districts of Assam, are appealable under the Act of 1950, it is deemed expedient to extend this to make such awards appealable.

(Assam Gazette, Extraordinary, 8 March 1956, pp. 69-70).

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69. Co-operation and Participation of Industrial Organisations in the Social and Economic Organisation.

India - March 1956.

Mysore: Chief Minister announces Plan for Labour Participation in Management.

Shri K. Hanumanthayya, Chief Minister of Mysore, in the course of his speech presenting the budget of the State for the year 1956-57, announced the government's decision to associate labour in the management of State industrial concern.

Shri Hanumanthayya stated that in view of the ideal of a classless and casteless socialist society, the relationship of master and servant has to make way for co-operative partnership. Both management and workers had to bear in mind that their objective was not to serve themselves but to serve society. Even in non-Communist countries like the United Kingdom, France, Sweden and other European countries, workers had been associated in varying degrees, with the management of industry. "It is time that we in India associate labour with management of industries more effectively and satisfactorily. Mysore Government have decided to implement this salutary reform of associating labour with the management in all Government Industrial concerns so as to create an atmosphere of partnership and service to society. It is quite a new step as far as we are concerned and we have therefore to consider all aspects before we act. We propose to convene very early a conference of representatives of management and labour for discussing this problem and to help Government in evolving a working plan for this purpose".

(The Hindu, 13 March 1956 ).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MARCH 1956.

81. Employment Situation.

Employment Exchanges: Working during January 1956.

General employment situation.- According to the review of the work of the Directorate General of Resettlement and Employment during January 1956, although there was a fall in the number of fresh registrations during January, the number of employment seekers on the live registers of exchanges at the end of the month increased by about 25,000. This increase was largely in the unskilled and clerical categories. Vacancies made available in the public sector fell sharply with the result that fewer placements were effected as compared to the previous month. Reports indicated that apart from small gains here and there, there was no notable change in the employment situation in the country as a whole. The number of educated persons registered as unemployed, however, has declined by about 14,000 during the last quarter of 1955.

Widespread shortage persisted in respect of stenographers, draughtsmen, compounders, trained teachers, overseers, experienced typists, midwives and nurses. Shortage in respect of surveyors, qualified engineers and road roller drivers was also fairly widespread. Supply of X-Ray technicians, tracers, stenotypists, accounts clerks, and of skilled technicians such as turners, welders and boiler makers was also reported to be inadequate by a number of exchanges.

Widespread surplus persisted in regard to untrained teachers, motor drivers, clerks, carpenters, unskilled office workers and freshers from schools and colleges. Motor mechanics, fitters, chowkidars, postmen and sweepers were also reported surplus to requirements.

Registrations and placings.- The following table shows registrations for employment and placings for January 1956 and December 1955.

		January 1956.	December 1955
Registrations.	-----	142,106	147,996
Placings.	-----	14,753	16,817

83

The decline in registrations was particularly noticeable in the States of West Bengal (3,305), Bombay (2,716), Uttar Pradesh (1,317), Delhi (822) and Punjab (608). Increase in registrations was, however, marked in the States of Hyderabad (2,012), Bihar (1,346) and Andhra (1,129).

A total of 77,275 applicants were submitted to employers during the month as against 81,649 during the preceding month. Decrease in placings was marked in the States of Punjab (1,091), Bombay (585), Himachal Pradesh (257), West Bengal (215) and Uttar Pradesh (203). There was some increase in placings in the States of Travancore-Cochin (393) and Assam (144). Of the placements secured, 5,588 were under central government departments, 5,871 under state government departments and 3,294 were with non-government establishments.

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

<u>Wage group.</u>		<u>Number placed.</u>
101 rupees and above.	-----	2,788
61 rupees to 100 rupees.	-----	7,012
30 rupees to 60 rupees.	-----	4,739
Below 30 rupees.	-----	214

Vacancies notified.- The number of employers who utilised the services of the exchanges during the month was 4,995 as against 5,330 during the preceding month. A total of 21,105 vacancies were notified by them during January 1956 as compared to 25,514 in the month of December 1955. Thus, the number of vacancies notified recorded a fall of 4,409. The decrease in the number of vacancies notified was notable in the States of Punjab (1,287), Bombay (868), Bihar (794), West Bengal (717) and the Uttar Pradesh 386). There was, however, some increase in the number of vacancies notified to the exchanges in the States of Madras (506), and Rajasthan (149). A total of 15,568 vacancies were notified by Central and State Government departments, and 5,537 by non-government establishments. There was a decrease of 3,948 and 461 in the number of vacancies notified to the exchanges by the public and the private sectors respectively.

Register of unemployed.- The number of persons on the live register of exchanges seeking employment assistance on the last day of January 1956, was 717,345; which was 25,387 more than at the end of the previous month. The number of employed persons, seeking further assistance, who were on the live register of exchanges at the end of the month was 5,652. The composition of the live register occupation-wise is shown below:-

<u>Occupation</u>		<u>Number on Live Register as on 31 January 1956.</u>
1. Industrial supervisory.	-----	4,089
2. Skilled and semi-skilled.	-----	58,626
3. Clerical.	-----	199,957
4. Educational.	-----	20,396
5. Domestic service.	-----	24,633
6. Unskilled.	-----	371,593
7. Others.	-----	38,051
Total.	-----	<u>717,345</u>

Employment position of special types of applicants.- The employment position regarding special types of applicants during January 1956 is shown in the following table:-

<u>Category.</u>		<u>Registrations.</u>	<u>Placings.</u>	<u>No. on Live Register.</u>
1. Displaced persons.	-----	6,451	850	46,742
2. Ex-Servicemen.	-----	7,157	1,176	30,749
3. Scheduled Caste applicants.	-----	15,073	2,281	70,598
4. Scheduled Tribe applicants.	-----	2,105	267	7,725
5. Surplus and discharged Central and State Government employees.	-----	1,670	609	8,082
6. Highly qualified applicants.	-----	744	92	4,546
7. Women.	-----	6,750	672	27,676

Anglo-Indian applicants.- During the quarter October-December 1955, 217 Anglo-Indian applicants were registered by the employment exchanges and 26 were placed in employment as against 249 and 24 respectively during the previous quarter. Of those placed in employment, 12 were placed under Central Government departments, 6 under State Government departments and 6 with non-government establishments. At the end of December 1955, 404 such applicants remained on the live register seeking employment assistance. Eight Central Government vacancies were notified as specifically reserved for Anglo-Indians as against 21 during the previous quarter. One reserved vacancy was filled during the quarter.



85

Educated applicants.- During the quarter October to December 1955, 96,679 fresh registrations (including new registrations) and 13,485 placements were effected by the employment exchanges in respect of persons who had passed the matriculation or a higher examination as against 128,315 and 12,506 respectively during the preceding quarter. Of these registrants 85,284 were matriculates (including 12,287 registrants who had passed the intermediate examination) and 11,395 were graduates. Amongst the graduate registrants, 406 were engineers, 128 were doctors and 10,861 were in possession of degrees in various subjects other than engineering and medicine. Employment exchanges placed in employment 11,305 matriculates (including 1,826 intermediates) and 2,180 graduates of whom 62 were engineers and 24 were doctors.

At the end of December 1955, there were 216,157 educated persons on the live registers of exchanges seeking employment assistance as against the corresponding figure of 230,142 at the end of the previous quarter and 189,287 at the end of December 1954. Of these on the live register 189,933 were matriculates (including 25,872 who had passed the intermediate examination) and 26,224 were graduates. Of the graduates 628 were engineers, 279 doctors and 25,417 had obtained degrees in various subjects other than engineering and medicine. A large number of educated registrants remained on the live register of exchanges in the States of Uttar Pradesh (40,072), West Bengal (31,046), Bombay (28,718) and Madras (25,084). Of the total number of 10,510 were women, of whom 9,275 were matriculates (including 715 intermediates) and 1,235 graduates.

Special Investigation: (1) Medical graduates and Licentiates on the Live Register of Exchanges.- A total of 179 medical graduates were seeking employment assistance at the end of December 1955 as against 189 at the end of September 1955, 153 or 74 per cent of them were on the live registers of the employment exchanges in West Bengal alone; of whom as many as 94 were in search of jobs at the Calcutta exchange. Of the total number of medical graduates 60 were fresh from colleges and 66 had experience of less than 2 years duration. These two categories thus accounted for 70 per cent of the total number of medical graduates on the live registers at the end of December 1955, as against a corresponding figure of 77 per cent at the end of the previous quarter. In addition 20 graduates were over 45 years of age. Forty-four or 25 per cent of the medical graduates were ready to accept jobs carrying a pay of 200 rupees or less per month. Sixteen out of the total number of 179 medical graduates were with a job and had registered themselves with a view to bettering their prospects.

As against 250 medical licentiates who were on the live registers of the employment exchanges as on 30 September 1955, 220 such licentiates were seeking employment assistance at the end of December 1955. Of them 154 or 70 per cent were on the live registers of the exchanges in West Bengal alone, 50 being at the Calcutta Exchange. Seventy-three of them were fresher and 65 had experience of less than two years duration, which together accounted for 62 per cent of the total number of medical licentiates on the live register at the end of the December 1955 as against a corresponding figure of 58 percent at the end of the last quarter. In addition 69 licentiates were over 45 years of age. One hundred and seventy-eight or 81 per cent of the licentiates were willing to accept posts carrying a salary of 200 rupees or less per month.

(2) Priority category applicants.- An investigation to discover as to how many priority category applicants were on the live registers of exchanges, was carried out on 5 January 1956. The investigation covered these applicants to whom varying degrees of priority have been given by the Ministry of Home Affairs regarding recruitment to Central Government vacancies.

On the date of the enquiry, exchanges reported that, in the country as a whole, there were 58,575 priority personnel in need of assistance. This figure included 30,390 displaced persons from Eastern Pakistan of whom as many as 29,951 were in the Eastern Zone, (Assam, Bihar, Orissa and West Bengal) and were receiving high priority assistance in these States.

Of the 28,185 priority personnel of categories other than East Pakistan displaced persons, by far the greater number were ex-service personnel, 22,330 of whom were awaiting re-employment. The next largest group consisted of 3,195 retrenched Central Government employees other than ex-service personnel. Ex-temporary employees of the Rationing and Civil Supply departments of the State Governments came next in numerical importance and numbered 2,188. These three groups constituted the bulk of the priority personnel on the live registers.

(Review of the Work done by the Directorate General of Resettlement and Employment during the Month of January 1956; issued by the Ministry of Labour, Government of India ).

Slump in Mica Mines: Details given by Labour Minister.

Answering a question in the Rajya Sabha recently the Deputy Minister for Labour gave the following figures of mica mines working in the various years from 1951 to 1955.

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<u>Year</u>	<u>Mines</u>
1951	750
1952	1,160
1953	1,010
1954	630
1955	542

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Regarding the number of labourers thrown out of employment on account of the closure of mica mines during that period, the Deputy Labour Minister stated that in 1951 employment rose by 22,000 over that in the previous year. Subsequently, employment steadily declined by 11,000 in 1952, by a further 6,000 in 1953 and by another 7,000 in 1954. The 1955 figures were not available. He also informed the House that except for organising a community centre run by the Mica Mines Welfare Fund, where carpentry and spinning are taught, practically nothing has been done by Government to provide alternative employment to unemployed mica labour.

(Indian Labour Gazette, Vol. XIII, No. 7,  
January 1956, pp. 518-519)

88

Payment by Results System suggested for Dock Workers:  
Enquiry Committee's Report.

The Enquiry Committee appointed in January 1955 under the chairmanship of Shri S.S. Vasist, to enquire into the working of the Dock Workers (Regulation of Employment) Schemes in the major posts of Calcutta, Bombay and Madras, has in its report submitted to the Government on 7 September 1955, suggested that in order to secure reasonable output from workers and to maintain the turn-round of ships at an acceptable level, wages paid to all workers engaged in loading and unloading of cargoes, must be linked with productivity and a system of 'payment by results' should replace the existing system of time rate wages.

Fall in output.- The Committee has come to the conclusion that there had been a progressive deterioration in the turn-round of ships at Bombay and Calcutta up to 1954 due to a decline in the effective output of labour. At Madras, there was a slight decrease in respect of import cargo. However, during 1955 there was an overall improvement in the position at all the three ports. The output of the workers at Calcutta was lowest - about 50 per cent or lower - in comparison with Bombay and Madras. After the implementation of the Schemes, the direct stevedoring labour cost of handling a ton of cargo increased by 113 per cent at Bombay, by 90 per cent to 146 per cent at Calcutta and by 74.2 per cent at Madras. The contention of the stevedore labour that productivity declined due to a deterioration in the shore facilities has not been accepted by the Committee.

Working of Dock Labour Boards.- The Committee has observed that the Dock Labour Boards have not functioned as effectively and efficiently as they should due to (i) certain defects in the schemes themselves, (ii) lack of executive authority with the members of the Boards to enforce the decisions, (iii) failure of certain functionaries of the Boards to discharge their responsibilities efficiently, and (iv) inability of the Boards to devote more attention to important matters.

The suggestion made from certain quarters that the Boards should be bipartite bodies has not been accepted as the Committee felt that effective representation of Government in the Boards was necessary to secure proper implementation of the Schemes. A number of suggestions have been made for improving the efficiency of the Boards. For example, it has been suggested that the Board should primarily deal with matters of policy and the responsibility to implement the decisions should rest with the Chairman who should be the Chief Executive of the Board. Necessary powers should be vested in the Board not only to deal with delinquent individuals but

89

also with defaulting organisations. The Chairman should have the powers to deal with 'go slow' and 'emergency'.

Regulation of Employment.- Commenting on initial registrations in the docks, the Committee has observed that the Boards had failed to maintain judicious balance between supply and demand. At Bombay the supply of registered workers throughout the working of the scheme remained inadequate. At Calcutta the initial registrations had no relation to actual requirements and over 9,000 workers were registered against the then optimum requirement of 6,500 workers. To avoid problems created by such initial registrations it has been suggested that all registrations in future should be very carefully planned and carried out. To meet the demands resulting from short-term or seasonal fluctuations the Boards should be authorised to permit temporary registrations.

Monthly Workers.- Commenting on the controversy whether monthly registers (i.e. registers of workers who are engaged by each Stevedore on contract on a monthly basis) should be expanded or abolished, the Committee has observed that (i) it would be in the furtherance of 'greater regularity of employment' and the efficient performance of dock work if the monthly registers are not only retained but progressively expanded, (ii) the rate of expansion of the monthly register can be considerably quickened if the employment of workers on a monthly basis is allowed not only by individual 'employers' but also by 'groups of employers', and (iii) the 'employers' or 'groups of employers' should be allowed to select workers for monthly employment. It has been suggested that no transfer from the monthly register to the reserve pool register should be permitted. The transfer of a worker from the reserve pool register to the monthly register should be by selection by the employer or the group of employers undertaking to employ him as a monthly worker.

Shore Labour.- In order to create a proper atmosphere among the shore and stevedore labour who work side by side the committee has suggested that the question of further decasualisation of the shore casual labour should be taken up.

Decasualisation of categories not yet registered.- The Committee has observed that the object of the Schemes is to reduce the casual nature of employment and not to cover workers who are already permanently employed on a monthly salary basis which is the best form of decasualisation. Permanent staff of the shipping companies and of the stevedores employed for tallying and sorting work at all the three ports and foremen permanently employed by the stevedores at Bombay need not, therefore, be registered under the Schemes. Casual employees, however, should not be employed for this work and, each Dock Labour Board may, if necessary, register employees in these categories to meet requirements which cannot be met by the permanent staff of the shipping companies and the stevedores. The category of 'Derrick fitters and Riggers' which corresponds to the category of 'Khalasis' already registered at Bombay may also be registered under the Scheme at Calcutta.

Before the decasualisation and registration of any new category of workers is decided upon, reliable data in respect of the quantum of employment, average daily employment, etc., in that category already working must be collected by the Boards so that all the necessary details and their financial implications and economic reactions may be fully worked out and appreciated. Haphazard decasualisation and registration are bound to confront the Boards with problems which may jeopardise the working of the schemes. Simple rules under the Dock Workers (Regulation of Employment) Act should be framed aiming at some regulation of employment of all dock workers. For regulating employment of new categories of workers the Committee has suggested a system of 'Listing' such workers and their employers and has recommended that rules for the purpose should be framed under the Act. To start with, it has suggested that the Boards may undertake listing of chipping and painting workers, stitchers and baggers, salt and coal workers.

Payment by results.- In order to secure reasonable output from workers and to maintain the turn-round of ships at an acceptable level, the Committee has recommended that wages paid to all workers engaged in loading and unloading of cargoes, must be linked with productivity and a system of 'payment by results' should replace the existing system of time rate wages. In addition, the new system should also provide for an 'Incentive Bonus'. Norms for standard out-put should be prescribed by the Dock Labour Boards in respect of cargoes of different kinds and/or lines or zones. A worker should be entitled to the normal time rate wage only if his output conforms to the prescribed standard; otherwise he should be paid according to his output subject to a minimum guaranteed wage equivalent to 3/5th of his normal time rate.

91

Minimum guaranteed wages in a month.- The Committee has recommended that the minimum number of days in a month for which wages are guaranteed, should be increased progressively from its present level of 12 days to 21.

Gratuity and Provident Fund.- The Calcutta and Madras Dock Labour Boards should also provide for payment of gratuity to registered workers as has already been done by the Bombay Dock Labour Board. A provident fund scheme should also be introduced by the Madras Dock Labour Board as has been done by the other two Boards.

Labour Relations.- In the opinion of the Committee the absence of normal employer-employee relations in the stevedoring industry is primarily due to certain basic principles of the decasualisation schemes in operation in the ports. While the Schemes have eliminated the casual nature of employment they have made the relation impersonal. A number of suggestions has been made in the report for removing the defects. A concrete role has been suggested for the Board to play in improving employer-employee relations. Without minimising the importance of direct contact between employers and employees to reach settlements, the Committee has recommended that the Dock Labour Boards must come in the picture before any agreement is adopted. It should also help in promoting settlement of disputes and should submit reports of its endeavours to the Central Government. It has been suggested that due weight should be given to these reports.

Need for Central Co-ordination.- The Committee feels that there is at present no need for the establishment of a National Dock Labour Board on the lines of the one existing in the U.K. However, it has observed that there is need for the Centre to exercise effective supervision of the working of the Schemes at different ports and co-ordinate all important measures. It has, therefore, recommended that the Government of India should depute a high level officer at the Centre to carry out these functions. This officer should also be the chairman of the Advisory Committee constituted under clause 5 of the Dock Workers (Regulation of Employment) Act.

92

Training, welfare etc.- The Committee has observed that no Board has so far been able to make any provision for training. Each Dock Labour Board should provide facilities for training the existing workers in the duties of Winchmen, Signallers, Derrick Fitters or Khalasis so that trained workers may be readily available when vacancies occur in these categories. As regards amenities the Committee has recommended that the Boards should adopt a liberal policy in this matter. Amenities within the Dock area should be provided by the Port Authorities. The responsibility for providing amenities and facilities outside the Dock area should be that of the Boards. The provision of amenities and welfare measures is important enough to warrant the creation of a special workers' welfare fund solely for that purpose. The fund should be raised from contributions not only from the employers of Stevedore labour but from all employers of dock workers. It should be administered by the Boards. Amenities to be provided by the Boards should be planned in advance for a number of years and financial resources under the Fund should be accordingly secured. Each Board may appoint a special sub-committee to work out a detailed programme and to see that it is implemented according to schedule. There should be well-equipped dispensaries with a few beds for emergency cases near the Docks. The Boards should take steps to provide facilities for sports, games, cultural activities, etc.

Housing.- To improve the housing condition, the Committee has recommended that the Boards should pay special attention to the provision of adequate and suitable housing for workers. The Government should consider favourably the request of the Boards for financial assistance and grant suitable subsidies.

(Indian Labour Gazette, Vol. XIII, No. 7,  
January 1956, pp. 503-506 ).



83. Vocational Training.

India - March 1956.

Labour Ministry's Training Schemes; Progress during January 1956.

Training of Craftsmen.- According to the review of the work of the Directorate General of Resettlement and Employment during January 1956, the number of trainees on the roll of various training institutes and centres on 31 January 1956 was 6,445. There were 4,780 (including 6 women 4 at the industrial training centre Maharaja's technical institute, Trichur, 1 at the industrial training centre, Trivandrum and 1 at industrial training institute, Bangalore) trainees in the technical trades and the remaining in vocational trades.

Training of displaced persons.- The total number of displaced persons undergoing training as at the end of January 1956 was 1,453; of these 1,116 were in technical trades and the remaining in vocational trades.

Apprenticeship training for displaced persons.- A total of 1,271 displaced persons were undergoing training of apprentices in industrial undertakings and establishments in Uttar Pradesh and West Bengal, against 1,400 seats sanctioned for the purpose. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- A total of 475 women were undergoing training at the end of January 1956 at the three women training institutes in New Delhi, Dabra Dum and Madras. In addition, 14 women at industrial training institutes, Kakinada, 5 at industrial training centre Orissa Poor Cottage industries, Cuttack, 34 at the industrial training institute, Alambagh, Lucknow and 37 at industrial training institute, Almora, were undergoing training along with men.

Training of supervisors and instructors.- In the XVI regular session which commenced from 18 November 1955, 95 supervisors and instructors were receiving training at the central training institute for instructors, Koni-Bilaspur at the end of the month.

222 121 10-

94

Training of Women craft-instructors.- Under the scheme for the training of women craft instructors introduced at the industrial training institute for women, New Delhi, 28 women instructors-training were receiving training at the end of the month under review.

Training of school going children in hobby centre, Allahabad.- Fiftyseven trainees were undergoing training at the end of month under report at the hobby centre, attached to the industrial training institute, Allahabad, as against 57 last month.

Short-term course of training in sheet-metal work trade.- In the short term course of training in trade 'Sheet-metal work' which was started at the industrial training institute, Bangalore under the craftsmen training scheme in September 1955, 105 trainees were undergoing training in the trade against a sanctioned capacity of 96 as at the end of month under review.

Trade test of trainees in technical trades.- Trade tests were held for the trainees of senior batch in 28 technical trades on all-India basis by outside experts from 24 January 1956. Approximately 5,736 trainees (3,979 were under craftsmen training scheme and 1,757 under displaced persons training scheme) were expected to take the test.

(Review of the Work done by the Directorate General of Resettlement and Employment during the Month of January 1956; issued by the Ministry of Labour, Government of India ).

CHAPTER 9. SOCIAL SECURITY.

INDIA - MARCH 1956.

92. Legislation.

V. Old-Age Benefits.

Hyderabad Coal Mines Provident Fund Scheme.

In exercise of the powers conferred under the Coal Mines Provident Fund and Bonus Schemes Act, 1948, the Central Government has framed a Coal Mines Provident Fund Scheme for the State of Hyderabad. The scheme applies to all persons employed in or in connection with coal mines in the State of Hyderabad and shall be deemed to have come into force with effect from 1 October 1955.

The Scheme prescribes inter alia the composition of board of trustees, powers and functions of the board, class of employees who are required to join the Fund, rates of contribution, recovery of members' contribution, preparation of contribution cards, investment of monies belonging to the Fund, circumstances in which accumulations in the Fund are payable, annual statement of members' account and punishment for failure to pay contribution, etc.

(The Gazette of India, Part II, Section 3, 17 March 1956, pp. 394-420 ).

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