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INTERNATIONAL LABOUR OFFICE  
INDIA BRANCH

Industrial and Labour Developments in August 1956.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - AUGUST 1956.

11. Political Situation and Administrative Action.

Resignation of Finance Minister accepted:  
Prime Minister takes over Finance Portfolio.

On 24 July 1956, the President accepted the resignation of Shri C.D. Deshmukh as Finance Minister from the Central Cabinet. It was further announced that Prime Minister would be in charge of the Finance portfolio.

Shri Deshmukh resigned owing to difference of opinion with the Prime Minister and other colleagues over the Government's decisions on the States Reorganisation Bill and the future of Bombay City.

(The Statesman, 25 July 1956 ).

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1. Shri T. T. Krishnamachari, Minister for Commerce and Industry, has since been appointed Minister for Finance.

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Work of Tripartite Machinery for Labour in the States:  
Review in Indian Labour Gazette.

The evolution and functioning of tripartite machinery at the States level is reviewed in the Indian Labour Gazette for June 1956.

According to this review, the tripartite labour machinery at the State level came into existence mostly as a result of the deliberations of the Industries Conference held in December 1947. This Conference unanimously adopted a Resolution on Industrial Peace with a view to increasing industrial production. The Resolution emphasised the necessity of the fullest co-operation between labour and management and in order to achieve this object, it recommended, among others, the creation of a three-tier tripartite machinery viz., at the Central, Provincial and the Unit level. With the enactment of the Minimum Wages Act in March 1948 the tripartite labour machinery received further impetus, as the Act visualised the establishment of tripartite bodies at various levels for its effective implementation. Tripartite Bodies set up by the States under the Minimum Wages Act or those constituted for ad-hoc purposes have not been brought within the scope of the present review.

The first State to set up a tripartite board at the State level was Bombay, which constituted a Provincial Labour Advisory Board as early as in March 1947. This was followed by Uttar Pradesh which convened the first U.P. State Labour Tripartite Conference in July 1947. Towards the end of the same year, Bihar also constituted a Board known as the Bihar Central Labour Advisory Board. In the following year, West Bengal and Madras also constituted similar boards. The lead given by these States was followed by the other States in the subsequent years. Among the Part 'A' and 'B' States, Assam, Mysore and Travancore-Cochin alone have not so far established any agency at the State level, though in Assam and Travancore-Cochin there are certain tripartite agencies for specific purposes. In Assam, a Standing Labour Committee for Plantation was constituted in December 1952 (reconstituted in April 1955). In Travancore-Cochin, there are several Committees, namely, Committee for the Finalisation of Draft Plantation Rules, a Steering Committee for Industrial Development, a Committee for Coir mats and Matting and a Committee for Tapping industry. Some of these are not, however, tripartite in their composition. In Mysore, the question of constituting a tripartite agency is under consideration. None of the Part 'C' States, except Delhi have any such agency.

Though all the State Boards are tripartite in their character viz., Government, employers and employees, some boards (those in Bombay, Madhya Pradesh, Hyderabad and Saurashtra) have representatives of consumers also. The boards of Madhya Pradesh and Delhi include other members such as members of the State Legislature, etc. Though employers and employees have been given equal representation, in some cases, for instance in Andhra and in Orissa the number of employers' representatives is lesser than those of employees. The representatives of the parties are usually drawn from their respective organisations. In the case of Bihar Labour Advisory Board, however, representation is on industry basis, there being two representatives of employers and two of employees, for each of the fourteen different industries in the State.

The total membership of these boards varies from 8 in Orissa to 63 in Bihar. The total membership does not appear to have been based on any well-known principle, nor has it any relationship with the extent of industrialisation. For instance a State like Delhi has 23 members while West Bengal has only 16. The Minister for Labour or the Minister who holds the portfolio of Labour in the States concerned is the ex-officio chairman of the boards, except in Madras where an official, viz., the Commissioner of Labour is the Chairman. The close association of the Minister-in-charge with the deliberations of the Board will, no doubt, enable him to know first hand the reactions of the different parties to the various proposals made by the Government and to the labour problems that arise in the State.

The tenure of office of these boards is sometimes laid down in the Government order constituting the board or in the rules framed for the purpose. But in many States viz., Assam, Bombay, Madhya Pradesh, West Bengal, PEPSU, Rajasthan and Saurashtra, the tenure of office does not seem to have been specifically laid down. In other States the period varies from one to three years; it is one year in Hyderabad and Delhi, two years in Andhra and three in Bihar, Madras and Orissa. In Uttar Pradesh members are appointed on an ad-hoc basis for each session of the State Tripartite Labour Conference. It is obvious that there is no uniformity regarding the length of time for which a board might function. The practice of not specifying the tenure of office has no doubt its own drawbacks. As regards the frequency of meetings of these boards, in many States viz., Madras, Orissa, West Bengal, Hyderabad and Delhi it has been laid down that they should meet at a fixed interval - one in two months in West Bengal, once in three months in Delhi, once in four months in Hyderabad, once in six months in Orissa and once a year in Madras. In Bihar, the Board usually meets twice a year and in Madhya Pradesh, four times.

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While the prescribed frequency of meetings has been adhered to in many States, meetings are often held after long intervals in some States. In West Bengal, the last meeting was held in November 1949; in Saurashtra it was in February 1950 and in PEPFU in September 1952. In 1955, meetings were held in Andhra, Assam, Bihar, Bombay, Madhya Pradesh, Orissa, Punjab, Hyderabad and Delhi, there being no meetings in other States.

It has already been observed that the tripartite bodies in the States came into being primarily to step up industrial production which required, among others, fullest cooperation between labour and management. The main object of these bodies remains the same till today viz., consultation among the three parties with a view to maintaining and promoting harmonious industrial relations and to advise Government on matters affecting labour, which are referred to them. Since their inception all these boards have been only advisory bodies. The fact that they are only advisory does not belittle their importance. The State Governments have always endeavoured to act on the suggestions of these boards. The agenda for the meetings of these boards is decided by the Government concerned and the members may suggest additional items, if any.

Subjects discussed.- It would be difficult to enumerate the various subjects discussed by these tripartite boards and the action taken thereon by the Governments concerned. However, some of the more important aspects where action has been taken by the Governments concerned in recent years are briefly referred to here. The different aspects of the labour problems thus dealt with may be broadly classified as under:-

- (i) Employment and unemployment,
- (ii) Legislation,
- (iii) Industrial Relations,
- (iv) Health and Welfare, and
- (v) Miscellaneous.

The question of unemployment was discussed by the Boards in Bihar and Rajasthan. In the former State, the deliberations have resulted, among others, in initiating unemployment surveys in the urban and rural areas of the State. In pursuance of a recommendation of the State Board, the Government of Rajasthan have recently set up a Committee on unemployment. The most important contribution of these Boards is in the field of labour legislation. They have been particularly helpful in implementing as well as amending the existing legislation. In Bombay, for instance, the deliberations of the Board were very helpful in amending the Bombay Industrial Relations Act, 1946; the Payment of Industrial Employment (Standing Orders) Act, 1946; the Payment of Wages Act and the Bombay Smoke Nuisance Act, 1953.



Exh. 5

The question of amending the Bombay Maternity Benefit Act is under consideration of the State Government. Though the State Government ~~intended~~ intended to amend the Workmen's Compensation Act, it has to postpone further action in deference to the wishes of the Central Government. The Madhya Pradesh Board considered the amendments to be made to the C.P. & Berar Industrial Disputes Settlement Act 1947 and the recommendations of the Board in this respect were incorporated in the amending Act. The States usually place before the boards their draft proposals regarding labour laws and obtain their views in the matter before taking a final decision. Thus for instance in Assam, the Standing Labour Committee considered the provisions of the Assam Tea Plantations Provident Fund Bill which has now become an Act. In Travancore-Cochin, a special Tripartite Committee considered the draft of the Rules under the Plantations Labour Act. In the field of industrial relations, trade unions and works committees have dominated the deliberations of these boards. Works Committees were discussed by several boards including the ones in Andhra, Madhya Pradesh, Madras and Hyderabad while trade unions were a subject matter of discussion in Bihar, Orissa and Bombay. Due to various reasons no tangible progress has been made so far as Works Committees are concerned. The progress made in the field of trade unionism is briefly referred to here. On the recommendation of Bihar Central Labour Advisory Board, a Conference of labour representatives of the Board was called in January 1955 and as suggested at this Conference a Standing Committee to promote healthy trade unionism was constituted. This Committee has met several times and discussed various problems such as rivalry among trade unions, election disputes, etc. In Orissa, a model constitution for trade unions prepared by a Sub-Committee of the State Advisory Board was accepted by the Government and the Registrar of Trade Unions of Orissa now insists on the adoption of the 'model' constitution, before a trade union is registered. The Bombay Board considered the question of alleged irregular expenditure incurred by trade unions and made certain suggestions to check the growth of such an unhealthy tendency. The question of 'go-slow' tactics of workers has been a subject matter of discussion by the Bihar Board for the last five to six years, which has resulted in the State Government prescribing a procedure required to be adopted by workers, if they want to go slow. The Government Resolution on the subject also penalises workers for unjustified cases of go-slow. In the absence of any suitable Central or State legislation on the question of go-slow, it has been considered that the procedure adopted by the Bihar Government has had a salutary effect on the 'go-slow' practice. In the matter of workers' health and welfare, some of the State Boards have shown a keen interest. In Bombay, for instance, the Government have, on the advice of the Board, recently set up a non-official council of Health, Hygiene and Safety to educate public opinion in health, hygiene and safety in factories. In order to focus attention on the desirability of preventing accidents, the organisation of Safety Committees and Safety Weeks was also recommended by the

the Bombay Board. A draft bill to institute statutorily a Labour Welfare Fund was prepared in Delhi at the instance of the State Board, but its further consideration was postponed pending the decision of the Supreme Court on a similar piece of legislation of Bombay.

Though the tripartite agencies were primarily meant to step up industrial production, it would be seen from the above that their scope of activities, has on many occasions, tended to grow wider which augurs well for the future. While the foundations of a socialistic pattern of society are being laid, it is necessary among other things for labour to work in harmony with other agencies. The draft of the Second Five Year Plan envisages a greater degree of participation of labour in management and the success of this move will depend largely on labour and management. In view of these rapid developments it would be necessary to define as precisely as possible the functions of these agencies and to revitalise them. Considerable efficiency can be achieved if some uniform principles could be evolved, which might remove the existing anomalies regarding the tenure of office, the strength and composition of these bodies, the method of appointing representatives of the parties and the frequency of meetings etc. While no regimentation is advocated it will be desirable to organise these agencies on a more or less uniform structural pattern leaving enough discretion to individual States in functional matters.

(Indian Labour Gazette, Vol. XIII, No. 12, June 1956, pp. 905-909).

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Mysore: New Cabinet Formed.

Consequent upon the resignation of Shri K. Hanumanthayya, Chief Minister, Mysore, a new Cabinet with Shri Kadilal Hanjappa was sworn in on 19 August 1956.

The new Cabinet consists of 6 Ministers, including the Chief Minister, all of whom were in the previous cabinet.

(The Statesman, 20 August 1956).

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12. Activities of External Services.

India - August 1956.

Missions

Shri V.K.R. Menon, Director of this Office, was on a Mission to Nepal from 27 to 30 August 1956.

Books, Articles, etc.

During the month an article by Shri V.K.R. Menon on "Higher Productivity in India" was sent for publication in the Indian Labour Gazette.

During July 1956, a book written by Shri M.N. Kaul of this Office entitled "India and the International Labour Organisation", was published.

Visits

Among the important visitors to the Office during the period covered by this report were: Shri G. Lapara, Asian Regional Secretary of I.C.F.T.U.,

Shri S.N. Roy, Chief of the ILO Co-operation and Handicrafts Division and Mr. Koy Fitts, Director, Colombo Plan.

Chapter 2. International and National Organisations

25. Wage-Earners' Organisations.

India - August 1956.

Verified Membership of All-India Organisations of Workers: Statement in Parliament.

The following statistics relating to verified membership of the four Central Trade Union Organisations recognised by the Central Government were placed on the table of the Lok Sabha by the Deputy Minister for Labour.

(a) Industry-wise membership figures of all-India Organisations of Workers as on 31 March 1955.

Table with 5 columns: Name of Industry, I.N.T.U.C., A.I.T.U.C., H.M.S., U.TUC. Rows include Textiles, Transport, Plantation, Mining, Sugar, Others, and Total.

(b) State-wise membership figures of all-India  
Organisations of Workers as on 31 March 1955.

State	I.N.T.U.C.	A.I.T.U.C.	U.T.U.C.	H.M.S.
<b>Part 'A'</b>				
Andhra.	3,945	14,297	--	180
Assam.	165,232	1,893	342	--
Bihar.	100,740	21,491	18,512	60,450
Bombay.	224,883	24,472	8,595	56,513
Madhya Pradesh.	21,053	1,683	315	350
Madras.	28,991	36,172	3,649	25,972
Orissa.	12,663	3,523	--	4,232
Punjab.	11,632	7,559	--	477
Uttar Pradesh.	47,615	6,642	4,044	7,184
West Bengal.	243,405	117,521	123,555	25,620
<b>Part 'B'</b>				
Hyderabad.	3,731	20,569	-- 80	8,514
Jammu and Kashmir.	1,008	--	--	--
Madhya Bharat.	25,437	1,987	--	--
Mysore.	14,000	5,247	--	332
PEPSU.	1,473	--	--	--
Rajasthan.	4,253	3,769	--	279
Saurashtra.	9,135	3,110	279	331
Travancore-Cochin.	2,104	22,560	12,591	--
<b>Part 'C'</b>				
Ajmer.	2,716	--	--	84
Bhopal.	180	2,857	--	--
Delhi.	6,717	11,631	23,290	20,389
Himachal Pradesh.	305	--	--	--
Kutch.	1,747	--	--	--
Vindhya Pradesh.	--	--	--	198
<b>Total.</b>	<b>931,968</b>	<b>306,953</b>	<b>195,242</b>	<b>211,315</b>

(Indian Labour Gazette, Vol.XIII, No.12,  
June 1956, pp. 959-960).

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Seventh Annual Session of Indian National Cement Workers' Federation: Approval of Negotiations For Long-Term Settlement with Employers.

The seventh annual session of the Indian National Cement Workers' Federation (INCWF) was held at Dalmia Dadri (PEPSU) on 15 and 16 April 1956, under the presidency of Shri H.N. Trivedi, President of the Federation. Shri Brish Bhan, Chief Minister, PEPSU, inaugurated the meeting. The session was well attended by a large number of delegates from the various cement factories all over India.

Shri Trivedi's address: workers' role in industry stressed.— In the course of his presidential address, Shri Trivedi referred to the important role of cement industry in the first and second Five Year Plan and urged improvement in wages and working and living conditions of workers. He also said that in view of the new goal of socialistic pattern of society, workers' representatives must be more and more closely associated with the representatives of the management at all levels of production. "Trade Union leaders must cease thinking of being purely agitators and become administrators. Workers must be given proper opportunity to train themselves into experienced administrators and skilled technicians. A beginning has already been made in iron and steel industry at Jamshedpur and in various industrial enterprises in the public sector. Even in the textile industry at Ahmedabad, such an experiment of associating workers' representatives in the management of a textile mill is made, and the results have been most encouraging. The worst economic unit has become one of the most prosperous and efficient units in the textile industry at Ahmedabad. Workers' full participation in the management of the industry is the surest way of avoiding strife and distrust".

Shri Trivedi also drew attention to the little progress made in the cement workers' standard of living and the negligent attitude of employers towards the welfare and well-being of workers.

Shri Trivedi also referred to the extremely slow progress made in the implementation of the resolutions passed by the Tripartite Conference at Hyderabad in 1954. Various State Wage Boards have not yet submitted their recommendations regarding the fixation of minimum wage, dearness allowance, merger of part of dearness allowance into basic wage and bonus. The Central Wage Board also has made no progress though nearly two years had passed. He appealed to the Government to expedite implementation.

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Negotiations with Associated Cement Company.- Shri Trivedi announced that the Associated Cement Company, which was by far the biggest employer in the cement industry had invited the INCWF to explore ways and means of entering into a long term settlement on subject matters which vitally affect both the company and the workers. He asked other employers in the cement industry to follow this example and explore ways and means of entering into a long term settlement with the I.N.C.W.F.

Concluding he appealed for unity, since that alone would strengthen their bargaining power. "There are 23 Unions affiliated to our Federation, and the membership of these Unions is about 34,000. We must make our unions financially and organisationally strong, increase our membership and inculcate the true spirit of Trade Unionism among workers".

Resolutions: i) Long-term settlement.- The session welcomed the proposal to enter into a long term settlement with Associated Cement Companies in connection with various terms and conditions of service of the cement workers, and also authorised the President to write to other employers including the Dalmia Group in the cement industry to explore ways and means of entering into a long term settlement on similar lines on behalf of the workers working in other cement factories. A six-member Industrial Peace Committee was also elected to conduct negotiations.

ii) Second Five-Year Plan.- By another resolution, the Federation offered its co-operation in the fulfilment of the Second Five Year Plan as far as cement industry was concerned. At the same time it appealed to the Government to lay down definite target for increasing the standard of living of the cement workers and to give them increasing share in profits and production in the industry.

iii) Workers' share in management.- The INCWF called upon the employers in the cement industry to give increasing share to the workers in the control and management in the industry and to recognise the workers as equal partners. It also called upon the employers to offer at least part the shares of their respective cement companies to their respective workers and thereby ensure greater interest and co-operation of the workers in the industry. It was also urged that employers and the Government should provide adequate administrative and technical training to the workers' representatives in order to enable them to play their effective part in the joint management of the industry.



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By another resolution, the conference expressed its dissatisfaction with the little progress made by employers in utilising Government loans for industrial housing and the ineffective implementation of the Employees' State Insurance Scheme. It also condemned the unfair practices of the employers in cement industry in engaging labour for a temporary period and discharging them and again re-engaging them thereafter in order to deprive them of the various benefits, such as provident fund, gratuity etc.

Office-bearers.- The session elected the following as office-bearers for the year 1956-57: President - Shri H.N. Trivedi; Vice-Presidents - Shri Ramkrishna Gupta, M.P., and Shri Nanadkumar Singh; General Secretary - Shri Shivdutt Sharma.

Progress of negotiations.- At a preliminary meeting held at Bombay on 16 March 1956 between the representatives of the Associated Cement Companies Ltd., and representatives of workers to discuss "Industrial Truce and Long-Term Settlement", there was general agreement that the agenda for discussion at subsequent sessions of the bipartite meeting should be drawn up in two schedules: (i) of subjects where considerations like adequacy and equity might be relevant; and (ii) of subjects where the main issue would be the attainment of maximum degree of uniformity and standardization in service conditions at the various Works of the Company. Accordingly, the following two schedules were, after discussion, agreed to:-

SCHEDULE I: (1) Annual Bonus; and Production Bonus (2) A phased programme of housing (3) Fixation of a minimum basic wage (4) Merger of Dearness Allowance in the basic wage.

SCHEDULE II: (1) Provision of uniforms to certain categories (2) Different types of leave privileges (3) Wage Grades (4) Quantum of dearness allowance (5) Gratuity Rules (6) Provision of protective equipment to certain categories (7) The Payment of overtime to monthly-paid staff (8) The number of paid Festival Holidays (9) Retrenchment compensation.

*of workers*

(Documents of the Conference received from the Indian National Cement Workers' Federation, Bombay).

Madras: Recognition of Single Union for each Industry:  
Legislation to be introduced.

Shri M. Bhalathavatsalam, Minister in-charge of Labour, Madras, stated in reply to a question in the State Legislative Council, that the Government had under consideration legislation providing for a single union for each factory or industry.

The Minister added that if and when there was legislation insisting on a single union for each factory or industry, naturally the union which had attracted the majority of workers would have to be recognised and the other section would have to join that union.

The Minister said that trade unions of employees of State industrial concerns and workshops were permitted by the Government to register themselves under the Factories Act and he gave a list of 38 unions in the State, which had so registered themselves. The Minister also furnished a list of five undertakings where Labour Officers had been appointed.

(The Hindu, 12 August 1956).

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## Chapter 3. Economic Questions.

### 32. Public Finance and Fiscal Policy.

India - August 1956.

Fifteen States Float New Loans: Amount totals  
640 Million Rupees.

According to a communique issued by the Reserve Bank of India, 15 State Governments have floated new loans bearing interest at 4 per cent for amounts totalling 640 million rupees. All the loans will be repayable at par on 3 September 1968, except that of the Government of Bombay, which will be repaid at par on 3 September 1970.

In this connection it may be mentioned that recently the Central Government floated a separate loan for 1,150 million rupees which was oversubscribed (vide page 18 of the report of this Office for July 1956). If these State loans are equally successful the total subscription during this year will exceed 2,140 million rupees. This will constitute a beginning for the first year of the second Plan, which takes account of 7,000 million rupees as market loans during the entire Plan period.

The issue price of the loans for Bombay and West Bengal is 100 rupees, while those of other States range between 99 rupees 4 annas and 99 rupees 12 annas.

Madras has floated the biggest loan, amounting to 125 million rupees, while Uttar Pradesh is second with 80 million rupees. Bombay is third with 75 million rupees. Loans for other States are: Andhra, 60 million rupees; Bihar, 20 million rupees; Hyderabad, 20 million rupees; Madhya Bharat, 10 million rupees; Madhya Pradesh, 15 million rupees; Mysore, 40 million rupees; Orissa, 30 million rupees; Punjab, 20 million rupees; Rajasthan, 30 million rupees; Saurashtra, 25 million rupees; and Travancore-Cochin, 20 million rupees.

All the State loans are for purposes of financing irrigation and power projects or other development programmes.

(The Statesman, 10 August 1956).

54. Economic Planning, Control and Development.

India - August 1956.

World Bank's Views on Second Five-Year Plan:  
"Somewhat too ambitious".

In an informal memorandum entitled "Indian Economic Problems and Policies" submitted to the Government of India, which was placed on the table of the Lok Sabha on 4 August 1956, the World Bank Mission, which visited India recently, has, while generally approving the broad outline of India's development programmes, has expressed the view that the Second Five Year Plan is "somewhat too ambitious".

It has asked the Government of India to raise the target of buffer stocks of foodgrains, to exercise "considerable caution" while resorting to deficit financing and to raise more revenues through the adoption of more realistic pricing policies for the services and benefits rendered by the Government to the people.

The Mission has expressed its concern over the transport situation in the country and has urged the Government to review its whole transport policy and programme with a view to maximising transport by all available means - rail, roads, coastal shipping and inland waterway.

The Mission feels that significant results can be achieved in the Indian railways by the adoption during the second Plan period of more efficient and up-to-date methods of operation.

Textile policy. - It has expressed "serious misgivings" on the recently announced textile policy of the Government of India to meet the increased demand for cloth and says: "We believe that this compromise (between the textile industry and handlooms) will prove largely unworkable".

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The Mission has emphasized the importance of greater exports of textiles and cash crops to earn foreign exchange and has asked the Government to give adequate incentives and resources to enable the private sector to make its contribution for the success of the second Plan.

It has also urged the Government to make a "determined effort" to enlist foreign capital and management for new ventures.

Second Five-Year Plan.- While stating that it has been very much impressed by the progress made in the country during the last five years, it believes that the second Five-Year Plan is "somewhat too ambitious". It realizes that the size of the Plan must be such as to capture the popular imagination and to challenge the country to greater efforts. But at the same time it feels the targets must be sufficiently realistic to avoid the adverse psychological effects resulting from a marked failure to accomplish them.

"The Plan seems too large in relation both to the administrative and technical resources and to the financial resources likely to be available on even the most sanguine assumptions", it says. But having now committed itself to the Plan and to the targets mentioned in it, the Government must henceforth concentrate on widening the administrative, technical and financial bottlenecks on the one hand and prepare itself to make such timely adjustments in the programme as circumstances may require, the Mission observes.

The Mission says that data on actual expenditure on the projects are now several years in arrears and stresses the importance of up-to-date progress reports so that the Government can take timely action to remove developing bottlenecks and keep progress in all sectors in balance.

It appreciates the emphasis laid on flexibility in the Plan and says: "The need for flexibility in planning is all the greater in an economy which is still largely agricultural and where marked fluctuations in the incidence of agricultural output, owing to variation in the incidence and distribution of rainfall, are bound to recur". The Mission wonders whether it would not be appropriate for the Government to consider raising the target of foodgrains buffer stocks which are necessary to keep the prices of foodgrains more stable.

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Suggestions to increase revenue.- In the financial sphere it urges (1) considerable caution in resorting to deficit financing; (2) greater emphasis on raising more revenues through the adoption of more realistic pricing policies for the services and benefits rendered by the Government to the people; and (3) care in additional taxation so that increases which might seriously impair the incentives of, and the resources available to private business might be avoided.

While the Mission recognises that a certain measure of deficit financing may well be necessary to make money supply fully responsible to the needs of an expanding economy, it feels the deficit financing of 12,000 million rupees proposed in the second Plan "will produce an expansion of money supply considerably exceeding the requirements of the economy".

Apart from the possibility of raising more tax revenue, the Mission feels there is still considerable scope to increase Government income by raising railway rates, charges for power and water, and in some cases, port charges.

Cottage industries.- The Mission expresses "substantial doubts" on the importance of some parts of the Government's programme relating to cottage and small-scale industries. While sympathising with the Government's concern to increase employment opportunities, the Mission says: "We think that the difficulties inherent in an effective expansion of small enterprises are considerably underestimated, that the impact of the programme will be slow in manifesting itself and therefore the contribution to national income expected from small-scale and village industries under the Plan is probably substantially over-estimated".

Role of private enterprise.- It stresses the importance of private enterprise in the economic development of the country. It says that records bear out the fact that private enterprise has performed credibly during the last five years with respect to both investment and production. Yet, the Mission feels, the importance of private business has not yet been sufficiently recognised and publicised. It urges that the private sector be given adequate incentives and resources to enable it to make its requisite contribution.

As regards investment of foreign capital the Mission says that the target of 1,000 million rupees envisaged in the second Plan is "impossible of attainment" unless positive measures are taken to encourage and facilitate foreign investment and enterprise. "At present the attitude of both the Government and the Indian business towards foreign capital and management is too negative and grudging and can at best be regarded as tolerating rather than encouraging foreign participation. In our opinion, Indian business has, in recent years, been excessively shielded against competition from abroad and from foreign-managed ventures capable of operating in the Indian market. More competition from both sources is likely to improve the quality of Indian manufactures, which in many respects is still too low and is likely to inculcate in Indian business an attitude which will put more emphasis on expanding output at lower unit costs and profits".

The Mission adds: "There is evidence that foreign enterprise will be attracted to invest in a large expanding market provided the investment climate is made more favourable".

The Mission urges that a single agency or department be made responsible for publishing the opportunities for participation by foreign capital and for expediting all necessary approvals and clearances for foreign investors.

(The Statesman, 15 August 1956).

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First Atomic Reactor goes into Operation:  
Peaceful use of Energy assured.

India's first atomic reactor in Trombay, 12 miles from Bombay, went into operation on 4 August 1956, releasing atomic energy through a self-sustaining chain reaction. It is also the first atomic reactor to go into action in Asia.

Addressing a Press Conference, Dr. H.J. Bhabha, Chairman of the Atomic Energy Commission, said that the reactor had been built entirely by Indian Scientists and engineers within the short space of one year. Dr. Bhabha expressed the hope that India would have atomic power generators of her own within ten years. He also announced that facilities of this reactor would be made available to scientists of countries "in this region and beyond".

This reactor is the first of a chain designed to train personnel for the bigger and more complicated reactors to come. It will also be used for experiments and production of radioactive isotopes for research in agriculture, industry and medicine.

Dr. Bhabha said that the completion of this reactor marked the end of the first phase of India's atomic energy development programme. It was the result of a "joint effort of some 50 scientists and engineers of the atomic energy establishment", he added.

Dr. Bhabha said that a Canadian reactor, which was at present being built in Trombay with the co-operation of the Canadian Government, would be of a different type and produce more energy. It would be used for training personnel for designing and building more reactors and harnessing atomic energy for industrial use.

He added that India's ambition in the atomic field was to generate electricity and produce radio isotopes for agriculture, industry and medicine. He said the significance of completing the "swimming pool" type reactor ~~today~~ was that "we could do the job ourselves. It would have been quite possible to buy a reactor, but the experience gained in building one entirely here would not have been there". In course of time, he said, India intended to make heavy water, uranium and graphite all by herself so that "we are entirely independent as far as the country's atomic energy needs are concerned".

(The Statesman, 5 August 1956).



Five Per Cent of Jute Looms to be sealed:  
Step to curb Production due to Huge Stocks  
and Jute Scarcity.

On 14 August 1956 the Indian Jute Mills Association announced its decision to re-seal, with effect from 17 September 1956, 5 per cent of the looms in the Association's member mills, thus increasing the proportion of sealed looms to 12 1/2 per cent of the total complement.

The reason for this decision, the Indian Jute Mills Association explained in a Press note, was that during recent months, the industry had been producing more goods than its markets could absorb, with the result that its stocks were steadily mounting.

At the end of July, stocks of manufactured goods stood at 135,800 tons, having more than doubled since the beginning of the year. At the same time, mills have been faced with an acute problem by the depletion of their raw jute stocks in recent months owing to their high level of consumption. The need for overcoming this scarcity of raw materials has also been an important factor leading to the present decision.

(The Anrita Bazar Patrika,  
15 August 1956.)

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36. Wages.

India - August 1956.

Ajmer: Draft Proposals fixing Minimum Rates of Wages  
for Employment in Printing Press Establishment.

The Chief Commissioner, Ajmer, has published on 28 July 1956 draft proposals under the Minimum Wages Act, 1948, fixing the following rates of minimum wages for employment in any printing press establishment.

Nature of Employment.	Proposed Minimum Rates of Wages
	(all inclusive) Rs.
(i) Unskilled workers consisting of Helpers, Peons, Chowkidars, Malis, Daftrios, Sweepers, Handmachine Rulers, Waterman. ---	48 p.m.
(ii) Semi-skilled workers consisting of Binders, Distributors, Inkmen, Type Caster, Grindor (Litho). ---	52 p.m.
(iii) Skilled workers consisting of Compositor, forman (Mechanical, Composition, Binding) Trade and Cylinder Machineman, Proofreader, Operator (Line/Mono), Storekeeper, Mono Caster, Blockmakers, Dye stampers, Copy writer (Vitabat) Rubber stamp maker and Type founder. ---	60 p.m.
(iv) Clerical staff. ---	60 p.m.
(v) Apprentices (Apprenticeship period not to exceed 6 months). ---	30 p.m.
The proposed rates are within the meaning of section 4 (iii) of the Act, i.e. "all inclusive rates".	

The proposals will be taken into consideration by the Government after 15 September 1956.

(Gazette of India, Part II-Section 3,  
28 July 1956, pp. 333-334).

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Travancore-Cochin: Minimum Wages Act to be  
extended to Employment in Tiles Manufacturing  
Industry.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Travancore-Cochin has declared its intention to add the following employment to Part I of the Schedule of the said Act in its application to the State.

" 18. Employment in tiles manufacturing industry".

The draft proposal will be taken into consideration by the Government after 31 October 1956.

(Travancore-Cochin Gasette,  
Part I, 31 July 1956, page 873 ).

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Wage Structure in India: Debate in Rajya Sabha.

The Rajya Sabha discussed on 3 August 1956 a private member's resolution urging the immediate appointment of a Wage Commission to inquire into the wage structure of industrial and agricultural workers and to recommend adequate wages for them.

Moving the resolution Shri Satyapriya Banerjee (Forward Bloc - Marxist - West Bengal) said that the basic wage level in most Indian industries was extremely low. Little or nothing had been done by the principal industries in the country to revise the wages in an upward direction. Whenever there had been an increase it had been as a result of a long-drawn struggle waged by the impoverished and famished workers. Wages were again the major source of friction between the employer and the worker. Wage was the pivot on which the whole question of labour hinged.

Quoting figures Shri Banerjee said that while the rise in productivity had been 53 per cent in five years, the rise in the index of real earnings had been only 14 per cent.

Wage Boards, Shri Banerjee said, would be appointed only after the Wage Commission had gone scientifically into the whole matter and come to a decision with regard to the wage that was due to the industrial and agricultural labourers. The Wage Boards would have their function when the principle relating to fixation of wages was determined by the Wage Commission.

"I appeal to the members of this House", he said, "that if they have the idea of a welfare State, if they really want to have a society based on a socialist pattern, if they want to have the inequalities removed, the most primary thing and the immediate thing that is needed is a Wage Commission to inquire into the matter and evolve certain principles for the fixation of wages which will go a great way in raising the standard of life of the workers".

Shri K. Mukerjee (Congress) said he welcomed the idea "though I feel the resolution does not go as far as it should". The whole structure of wages, he said, had got to be considered under the present conditions. The resolution should be made equally applicable to the public sector.

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Shri Mukerjee urged that workers, wherever they were employed, should immediately get an ad hoc increase of 25 per cent of their present wages which might be later adjusted according to the recommendations of the Wage Commission that might be appointed by the Government.

Shri P. Narayanan Nair (Com.-Madras) said there was no difference of opinion on the appointment of a Wage Commission. The Planning Commission had pointed out that the handicap in the appointment of such a Commission was the non-availability of valid data. In his opinion the appointment of a Commission should hasten the process of collecting this data.

Shri Nayar said that at present when Government officers were approached to redress the grievances of workers they had no principle to guide them. That was another reason why a Wage Commission should go into the various aspects of the problem.

Shri Lalchand Hirachand Doshi (Congress) suggested that the appointment of the Wage Commission should precede the appointment of Wage Boards. "If we want to avoid strife, the one thing we must establish is the basis on which wages should be fixed. I can assure the House that modern management will not hesitate under a national Government to pay fair wages to labour".

He added that wages could be raised only if they accepted the modern ideas of production which were being followed in Western countries including Russia. "Unless productivity of labour was increased by modern methods of production, it will be impossible to give higher wages to anybody whatever the Government says", Shri Doshi said.

Shrimati Lilavathi Munshi (Congress) said that even though an industry might not pay minimum wages, still it might have to exist because it produced goods necessary for the community or because it gave employment. She said that as found from their experience of the coal award, increase in wages affected not the owners but the consumers.

Deputy Minister's reply.- The Deputy Labour Minister, Shri Abid Ali, said he was in agreement with the views expressed in the House so far as fair deal to workers was concerned. But in a big country with many categories of workers, if they set up a wage commission it would take years to complete its work and would only delay matters. The award of the Coal Tribunal for example, had taken more than two years and even now there were considerable difficulties in working the award. It was for this reason that under the Plan, they proposed to appoint wage boards for important industries. Simultaneously there was to be a wage census.

Shri Abid Ali added: "We want not only wages to keep pace with the cost of living, but increased productivity also so that everyone can get his due share in the prosperity".

The debate was inconclusive and will be resumed on the next non-official day.

Bonus for Tea Estate Workers: Agreement reached.

A bipartite bonus agreement for the subordinate and clerical staff of the Doars and Terai tea estates was reached on 19 July 1953, after a three-day conference among representatives of the Indian Tea Association and various trade unions.

Under the agreement, subordinate staff, numbering about 7,000 belonging to some 200 gardens, will each receive bonus not less than 175 rupees - (Doars) and 135 rupees (Terai) for 1953-54.

For each succeeding year of the agreement up to 1956, bonus will be in proportion to the profit made in 1954. The agreement will be renewed from year to year after 1956, if the parties mutually agree.

No bonus shall, however, be payable in any year in which a company made a loss.

In the case of clerical and medical staff, the agreement period has been extended up to 1958.

(The Statesman, 21 July 1953).

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Bombay: 50,000 Workers refuse to accept Bonus  
declared under Pact.

Reference was made at pp. 65-66 of the report for of this Office for January 1956 and at pp. 104-105 of the report of this Office for February 1956, to the collective agreement reached between the Bombay Millowners' Association and Rastriya Mill Mazdoor Sangh, under which the 250,000 workers in the 60 cotton textile mills in Bombay City and neighbourhood were assured of a minimum bonus ranging from 15 days' to 3 months' wages every year for 5 years from 1953.

According to press reports, on 29 July 1956, about 50,000 of the quarter million textile workers of Bombay refused to take bonus declared by the Bombay Millowners' Association for 1954 in accordance with the agreement.

The workers' refusal was in response to the call given by the Cotton Mill Mazdoor Sabha (affiliated to the Hind Mazdoor Sabha) to protest against the low quantum of only 15 days' bonus declared by 30 out of a total of 57 textile mills in the city.

Under the five-year bonus pact, the Millowners' Association declared that 20 million rupees would be distributed as bonus to the 225,000 textile workers in 55 of the 57 mills in Bombay. Two mills did not become parties to the pact. The quantum of bonus in the case of 16 mills, employing about a 100,000 workers, was three months' wages and in 30 mills, employing about 75,000 workers, 15 days' wages. The quantum ranged from the maximum to the minimum in the case of nine other mills.

A spokesman of the Rastriya Mill Mazdoor Sangh, affiliated to the Indian National Trade Union Congress, said about 170,000 textile workers had accepted bonus, but workers had ~~been~~ of 13 mills were reported to have refused to accept payment of the bonus.

The communist-led Mill Mazdoor Union passed a resolution at a meeting held in its office in Parel congratulating workers for refusing the bonus. The resolution said the pact was "unjust" when cloth was selling at high prices and the productivity of workers had increased greatly.

(The Hindustan Times, 30 July 1956).

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

INDIA - AUGUST 1956.

41. Agriculture.

Bonus for Tea Estate Workers: Agreement reached.

A bipartite bonus agreement for the subordinate and clerical staff of the Doears and Torai tea estates was reached on 19 July 1956, after a three-day conference among representatives of the Indian Tea Association and various trade unions.

For details please see page 26 of this report.



45. Handicrafts.

India - August 1956.

Improvement of Handloom Fabrics: West German Export's  
Suggestions.

A West German technical expert has strongly recommended to the Union Government that handloom cloth should not compete with plain fabrics produced much cheaper by mills. The expert, Mr. G. Ettore, is one of three West Germans invited to India to advise on small-scale industries. The other two reported on the production of machine-tools and recommended that their manufacture should be licensed.

The Minister for Consumer Industries, Shri Nityanand Kanungo, informed the Lok Sabha on 20 July that Mr. Ettore, had recommended that the organisation and marketing of handloom products should be improved to increase productivity and to cut costs.

Mr. Ettore's other recommendations were:

(1) The maximum number of handlooms should be switched over for producing better varieties of fabrics that mills cannot produce.

(2) The application of "take-up motion" and "let-off motion" will increase the output of handlooms.

(3) "Throw-shuttle" looms should be converted into "fly-shuttle" looms.

(4) The bulk of the handlooms should gradually be replaced by powerlooms.

(5) A substantial number of Banaras handlooms and Texmac looms should be installed in handloom centres for obtaining results as to the suitability of these looms.

(The Times of India, 22 July 1956).

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Bihar Khadi and Village Industries Act, 1956  
(No. XIV of 1956).

The Government of Bihar published on 1 August 1956 the text of the Bihar Khadi and Village Industries Act, 1956, of the Bihar Legislature, having been assented to by the Governor on 22 May 1956. The Act provides for organising, developing and regulating khadi and village industries in the State and for the constitution of a Board to carry out the said objects.

The term 'village industries' has been defined to mean any of the industries specified in a schedule to the Act which include the following industries vis:-  
(1) bee keeping; (2) cottage match industry; (3) cottage pottery industry; (4) cottage soap industry; (5) tanning, curing and tanning of hides and skins and ancillary industries connected with the same and cottage leather industry; (6) ghandi oil industry; (7) hand-made paper; (8) manufacture of gur and khandsari; (9) palm-gur making and other palm products industry; (10) hand processing of cereals and pulses; and (11) woollen blanket industry.

(Bihar Gazette, Part IV, -1 August 1956,  
pages 44-56 ).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - AUGUST 1956.

50. General.

Conditions of Work of Motor Transport Workers:  
Central Legislation to be introduced.

Replying to a question in the Rajya Sabha, Shri Abid Ali, Deputy Minister for Labour, stated that the Government proposed to enact legislation for Motor Transport workers in pursuance of a recent recommendation of the Standing Labour Committee. He also stated that the proposals for incorporation in the contemplated legislation were being formulated.

(Indian Labour Gazette, Vol. XIII,  
No. 12, June 1956, page 959).

Bombay: Conditions of Work of Stable Labour.

The Government of Bombay conducted an enquiry in August 1955 into the conditions of work and wages of workers employed in the various milch cattle stables in the Bombay area. The following is a brief account of the results of the enquiry.

Coverage.- Since a complete list of stables were not readily available, sampling method was not adopted. Instead 11 localities were selected and 10 stables from each such localities were covered. Small family establishments and the State-run Aarey Milk Colony were excluded from the purview of the enquiry. In all 137 stables, as widely scattered as possible having 481 employers were visited. Of these, 204 employers, owning 7,939 cattle and employing 1,065 workers, were interviewed and information regarding wages, conditions of work, etc., was obtained in a questionnaire specially prepared for the purpose.

Employment and size of establishment.- Employment in stables is solely confined to male labour. The average size of an establishment works out to about 5 workers per establishment. Each worker has on an average to attend to about 8 buffaloes. From the view point of employment, Borivli and Jogeshwari appear to be by far the largest centres. The average size of an establishment consists of 12.60 workers at Borivli followed by 9.43 workers at Kurla. The establishments were comparatively small at Bandra, Khar, Santacruz, Malad and Ghatkopar employing 2 to 3 workers each.

Wages.- An overwhelming majority of workers, i.e., 91.04 per cent of the total are paid only a consolidated wage in cash. The remaining 8.96 per cent of the workers are paid wages both in cash and kind. The stable work comprises of very few occupations. The work relates to cleaning the cattle, feeding, milking, dung removing and distributing milk. In a large number of cases, i.e., 85.7 per cent of the total, the workers performed all types of work and are shown in the table that follows as general workers. In some stables certain number of workers were exclusively employed as Mukadams and some others for dung removing.

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The average wage of a general worker in the Bombay area is 57 rupees 2 annas and 8 pios per month. It varies between 45 rupees per mensem at Bandra and 64 rupees and 8 annas at Khar. The dung remover earns on an average 53 rupees 14 annas and 1 pie per mensem and his average wage fluctuates between 48 rupees and 5 annas at Kurla and 57 rupees and 8 annas at Andheri. The mukadam earns 65 rupees and 10 annas per mensem. It may also be noticed that there is not much variation from centre to centre in the average wages of workers belonging to the same occupation, with the exception of the general workers at Bandra.

The system of granting wages in cash and kind appears to be largely prevalent in Bandra and Khar area. The average monthly cash wage of 42 workers who are paid in cash and kind is 26 rupees 5 annas and 2 pios. There are slight variations in the average wages obtaining in Bombay City, Bandra, Khar, Santacruz and Malad areas. In Goregaon and Chhatkopar areas, however, the workers are paid 15 rupees and 11 rupees 4 annas per month respectively.

Although the basis of wage payment is monthly, the workers are paid a small daily allowance out of their monthly wage, varying from annas 6 to annas 12, to meet their daily needs. The final accounts are settled usually when the workers quit the employment or leave for their native place. The workers are, however, allowed to draw upon their earned wages in case of need, such as for sending money to their native place etc. The employers are careful to see that a substantial portion of the earned wages remains with them. This, a few employers stated, was meant to serve as security against the workers leaving service and also against the milk entrusted to them daily for distribution. Some of the workers, who were interviewed in confidence, reported against the delay, irregularity and non-payment of wages by the employers for several months.

It was observed that no systematic records regarding the names of workers, their length of service, wages paid to them from time to time, etc., were maintained by the employers beyond certain entries in the general account books.

Hours of work.— The working hours in the stables are not regulated. The workers are on call for all the hours of the day. They get on an average 3 to 4 hours for sleep at night and short periods of rest in between two operations of work during the day. Quite often, it is reported, they are interrupted even while taking meals or when they are asleep for attending to the buffaloes. Some of the workers in the suburban stables, who are also required to distribute milk, get sleeping time only in the local trains.

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The stable operations usually commence at about 7-00 a.m. with the cleaning of the stables and the feeding of the buffaloes. Milking of the buffaloes starts at about 10-00 a.m. and continues up to 12-00 noon. Thereafter distribution of milk occupies the workers' time between 12-30 p.m. and 3.30 p.m. At about 4-00 p.m. again the stable is cleaned and the buffaloes are washed and fed. This engages the workers till about 7-30 p.m. Remilking of the buffaloes starts at about 10-00 p.m. and ends at about 12-00 mid-night. The workers again go out for distribution between 12-30 a.m. and 4-00 a.m. It will thus be observed that the workers are engaged on an average for about 16 hours per day. The timings of stable operations given above are only illustrative and variations are made by different employers to suit their own needs and convenience.

The hours of work leave little time at the disposal of the workers for any recreation.

Holiday and leave facilities.- Holidays - both weekly and festival - and leave facilities are conspicuous by their absence. In case a worker is unable to attend to his work on account of sickness for more than two days, he is discharged and another worker is engaged in his place. The turnover in the industry is thus very considerable.

Amenities and living conditions.- Besides 1/4 to 1/2 seer of milk per day per worker for tea and in certain cases even tea leaves and sugar, there are no other amenities whatsoever. The workers, who are mostly drawn from Uttar Pradesh and Bihar, leave their families at their native places. At the place of work they live in the stable itself. Most of the stables visited were found to be old and worn out. It was noticed that in some cases, the roofs were leaking during monsoons while in others there was no proper flooring. The stables were mostly in an insanitary and unhygienic condition. There was dung and squalor all round. There were cobwebs on the roofs and pillars of the stables and mosquitoes reigned supreme. Here the workers work, live and sleep. They prepare their food and eat it in the corners of the stable. They usually sleep on improvised hammocks suspended from the roofs of the stables and hanging just above the buffaloes. Despite such conditions, it is surprising that most of the workers seem to be quite healthy. It was, however, reported that malaria was widely prevalent among them. It was also reported that by the workers, that cases of ring-worm were not infrequent.

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Application of legislation.- The stables are included within the definition of "establishment" under the Bombay Shops and Establishments Act, 1948. The menial staff employed in stables attending to the work of feeding, bathing and milking of animals, cleaning of stables and distribution of milk is, however, exempted from the provisions of Sections 13 to 18 of the Act (both inclusive) (vide items 45 in the Schedule II of the Act) from 2 June 1950. The exempted Sections relate to opening and closing hours, daily and weekly hours of work, rest intervals spreadover and weekly holidays.

Trade Unionism.- Trade Unionism is in its infancy in this industry. "The Stable Workers' Union" is the only registered trade union of stable workers in the Bombay area excluding the Aarey Milk Colony. The membership of the union on the date of its application for its registration was 309 and it was reported to have risen to 1,217 on 31 March 1955. The union is not so far affiliated to any of the central labour organisations.

(Labour Gazette, Vol. XXXV, No. 9,  
May 1956, pp. 968-973 ).

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Conditions of Labour in the Mineral Oil Industry:  
Labour Bureau Survey.

An article in the Indian Labour Gazette, June, 1956, surveys the conditions of labour in the mineral oil industry in India, bringing up-to-date the information contained in the report of the Labour Investigation (Roge) Committee and a subsequent survey undertaken in 1955. When the Roge Committee made its survey, there were two units engaged in the production of oil in India. Of these only the Assam Oil Co., Ltd., is now located in the Indian Union. The present enquiry relates to the information supplied by the Assam Oil Co., in answer to a questionnaire in January 1956.

Employment.— The following table shows the number of persons employed in the industry in 1952 and 1955:—

Year	Super- visory staff.	Clerks	Workers				Grand Total.
			Men	Women	Children	Total	
December 1952 —							
Oilfields.	197	647	3,711	27	4	3,742	4,586
Refinery.	52	85	1,698	—	—	1,698	1,853
Tinsukia.	14	49	464	—	—	454	527
Other factories.	21	20	802	—	—	802	845
Total.	284	799	6,675	27	4	6,706	7,789
December 1955 —							
Oilfields.	216	715	5,541	31	5	5,576	4,504
Refinery.	51	144	1,809	—	—	1,809	2,004
Tinsukia.	15	78	588	—	—	566	679
Other factories.	26	50	754	—	—	754	810
Total.	308	985	6,670	31	5	6,704	7,997

It will be seen from the above table that since 1952 the overall total employment in the industry has remained almost static, the increase being only of the order of nearly 2.7 per cent. It is also clear that while the position of employment of workers has been almost the same as in 1952, there is an increase of 19 per cent in the field of supervisory and clerical staff. The employment of women and children continues to be insignificant.



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Besides departmental labour some labour is employed through contractors as well. The average number of workers employed through contractors was 1,574 in the year 1955 as compared to 1,440 in 1952 and 1,926 in 1950.

Of the total, 96.69 per cent were permanent workers.

Recruitment.- As in 1952, the workers are recruited locally by the Company.

In 1955 over 56 per cent of the workers had more than 10 years' service, as against 35 per cent in 1952. The frequency distribution of employees according to age group shows that nearly 68 per cent of the employees are between the ages of 19 and 40 years.

Labour turnover and absenteeism.- The labour turnover in the industry was of the order of 6.6 per cent, whereas it was 6.5 per cent in 1952 and 7.2 per cent in 1949. The rate of absenteeism was nearly 13 per cent in the year 1955, as compared to 11.3 per cent in 1952 and 11.6 per cent in 1949. Of the total absenteeism, 2.28 per cent was due to sickness, 0.5 per cent due to injuries, 9.66 per cent on account of leave and the rest on account of miscellaneous causes.

Apprenticeship.- The apprenticeship system in the industry continues to be the same as described in the report of the Roge Committee. On 31 December 1955, 247 apprentices were undergoing apprenticeship.

Hours of work, shifts, etc.- The hours of work of general shift workers in all the establishments of the Company are 8 per day on all days except Saturdays, or 44 per week. The hours of work on Saturdays are 4. Other shift workers work for 8 hours every day or 48 hours per week. The hours of work per week for persons employed in the drilling section of oilfields, however, are 56. Shift hours are worked in factories and other departments where shift work is necessary. Three shifts per day are normally worked on continuous processes only, and two shifts a day are worked where the volume and urgency of work require it. Such shift workers get a half-hour break usually after a period of 4 1/2 hours of continuous work. Persons employed in the general shift get a rest interval of two hours in summer and one-and-a-half hour in winter. Night shift workers do not get a higher rate of wages nor are they given any special allowance.

The Company supplies protective appliances such as gas masks, goggles, padded overalls, and gloves to workers wherever found necessary.

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Leave and Holidays with pay.- Monthly-rated employees of the Company receive 30 days privilege leave with pay upon completion of each year of service. Daily-rated employees receive 15 days leave with pay for each completed year of service and 28 days leave without pay in respect of each completed year. Besides privilege leave they are also entitled to 7 days casual leave with pay per year. Twelve festival holidays with pay are also allowed to all employees each year. A female employee is granted maternity leave on full pay upto a maximum of two months subject to a certificate from the Company's Medical Officers. A further one month's maternity leave with full pay may be granted by General Manager in special circumstances if recommended by the Company's Medical Officer.

Accidents.- The following table shows the number of accidents which occurred during 1955:-

	Minor	Serious	Fatal	Total
Digboi.	756	95	2	854
Tinsukia.	99	6	--	105
Outside Tests.	29	10	--	39
Total.	884	112	2	998

A sum of 14,867 rupees was paid during the year as compensation in 15 cases. During the same period there was one case of occupational diseases - oil dermatitis. The worker was kept off the work with pay, and after being cured was placed on jobs where the worker was not to come into contact with oil. Maternity benefit was claimed by and paid to 11 persons during the year 1955. The total amount paid was 3,916 rupees and 8 annas. A maternity hospital has been provided for the pre-natal and post-natal care. There are also 8 maternity centres throughout the Company's Housing Areas which cater to the maternity needs of women employees.

Wages and earnings.- The wages of workers of the Assam Oil Co., are now governed by an award of the Labour Appellate Tribunal given in 1954. The recommendations of the Tribunal regarding rates of pay were put into force with effect from 18 May 1954. The range of wages fixed for the various daily-rated categories are shown below:-

Category.	Range of Wages.	
	Rs. AS.	Rs. AS.
Unskilled employees.	1- 7	to 1-12
Semi-skilled employees.	1-10	to 2-10
Skilled workers.	2- 6	to 5- 8
Artisans.	2-10	to 5- 8
Apprentices.	1-10	to 2- 2
Gang.	1-10	to 5- 8

The rates of dearness allowance admissible to the employees of the Company are presented below:-

1. Daily-rated workers (on 26 days basis):  
 Upto 49 rupees basic salary - 50 rupees.  
 Between 50 rupees and 100 rupees - 52 rupees 8 annas.  
 Thereafter in slab between 101 rupees to 150 rupees - 90 per cent of basic salary.
2. Monthly-rated workers:  
 Between 50 rupees and 100 rupees basis salary - 52 rupees and 8 annas.  
 Thereafter in slab between 101 rupees and 150 rupees - 90 per cent of basic salary.  
 Thereafter in slab between 151 rupees and 200 rupees - 45 per cent of basic salary.  
 Thereafter in slab over 200 rupees - 22 1/2 per cent of basic salary.

In addition to dearness allowance no other allowance is being paid by the Company. It has however been paying bonus to its employees. Bonus on basic wages has been paid for the various years as shown under: 1947 - 1 month; 1948 - 3 months; 1949 - 3 months; 1950 - 3 months; 1951 - 2 months; 1952 - 2 months; 1953 - 2 months; and 1954 - 2 months.

Housing.- As in December 1955 there were different types of quarters built by the Company at Digboi and Tinsukia for its workers. The number of those quarters was 5,597 for Digboi and 238 for Tinsukia. The percentage of employees living in Company quarters was 57 at Digboi and 39 at Tinsukia. No rent is being charged by the Company for these quarters. The Company has been encouraging its employees to build their own houses on its land or in settlement area by giving advance from house allowance. In 1955 about 9 per cent of the employees in Digboi and 12 per cent in Tinsukia were living in houses which they had built for themselves with the aid of the Company.

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Welfare.- The Company has a well-staffed department to look after the welfare of its employees. It consists of a Labour Superintendent, 4 Assistant Labour Superintendents, 4 Labour Bureau Assistants, one Welfare Officer and 2 Assistant Welfare Officers. The Labour Superintendent deals with matters relating to recruitment, pay scales, housing, grain shops, attendance, leave, discipline, works committees and labour relations. Welfare Officers deal with matters relating to welfare, e.g., education of workers' children in Company's schools, canteens, games, maternity benefit including ante and post-natal treatment, organisation of festivals, etc.

The Company runs one high school each for boys and girls, one Hindi high school, two middle schools and 5 primary schools for the children of its employees. As on 31 December 1955, 2,760 boys and 1,584 girls were receiving education in these schools.

Provisions of the future.- The Company has two types of provident funds. The first, which is known as the "Subsidiary Provident Fund", is meant for employees earning upto 200 rupees a month. The rate of contribution to this fund is 8 1/3 per cent for both the employees and the Company. The other fund, called the "Provident and Insurance Fund", is for employees who earn more than 200 rupees per month and are not of covenanted status. Both employers and employees contribute 5 per cent of salary to this fund. As on 31 December 1955, 898 monthly-rated and 6,059 daily-rated employees were members of the Subsidiary Provident Fund and 303 employees were members of the Provident Fund and Insurance Fund. Thus out of 7,997 directly employed persons, 7,230 or nearly 91 per cent were members of the provident fund scheme of the Company. The employees of the Company also enjoy benefits of a gratuity scheme introduced with effect from 8 July 1954.

Industrial relations.- The Company has certified Standing Orders which define with sufficient precision the conditions of employment of its employees.

As for the machinery for enquiring into the grievances of workers, there is a Labour Superintendent to whom employees have full access concerning any matter. When a departmental officer punishes an employee e.g., by warning or suspension or dismissal, and if the employee considers that the punishment is unjust, he may seek the advice of the Labour Superintendent who, if he considers there are grounds for so doing, may lodge an appeal on behalf of the worker with the Head of the Department for reconsideration. Thereafter, if the employee is still dissatisfied, he may address the appeal directly to General Manager.

There are two trade unions of the employees belonging to this Company. One of these, which is known as the A.O.C. Labour Union, is recognised by the Company. Its membership is approximately 6,000. The membership of the other union which is known as the A.O.C. Contractors' Labour Union is approximately 7,000. A Works Committee was functioning in the Company since January 1949 but it stopped functioning in 1952 at the request of the Labour Union.

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Draft Collection of Statistics Rules.

The Central Government published on 4 August 1956 the draft of Collection of Statistics Rules proposed to be made in exercise of the powers conferred under the Collection of Statistics Act, 1953. The rules prescribe inter alia, the procedure for the ~~prescribe~~ service of notices on the employer by the Statistics Authority, the furnishing of returns by the employer and the forms of the returns. The rules will be taken into consideration by the Government after 13 August 1956.

(Gazette of India, Extraordinary,  
Part II- Section 3, 4 August 1956,  
pages 1731-1739 ).

## Chapter 6. General Rights of Workers.

### 65. Collective Agreements.

India - August 1956.

#### Tata Iron and Steel Works signs Supplemental Agreement with Workers: Joint Advisory Councils to be set up.

An agreement, supplementary to the principal agreement signed last January (vide pages 61-64 of the report of this Office for January 1956), laying down a detailed scheme for the promotion of closer association through three-tiered system of joint councils of management and employees, was signed between the workers' union and the Tata Iron and Steel Company Ltd., (TISCO) at Jamshedpur on 4 August 1956.

Recognition of workers' rights.- Addressing a workers' rally Shri Michael John, President of the Tata Workers' Union, described the agreement as a major advance towards the national objective of a Socialistic pattern of society.

Shri John said that signing of the agreement gave formal recognition to the workers' rights and brought into existence a machinery to associate the workers with the management. "The workers of Jamshedpur are the first in India to give concrete shape to the concept of workers' participation in management".

Shri Ghandy's statement.- Explaining the provisions of the agreement to the company's executives, Shri Jehangir Ghandy, Director-in-charge, TISCO, said the agreement went much farther than joint consultation as practised in countries like the United Kingdom or Sweden, but avoided the other extreme Code of termination as practised in West Germany. "What we are attempting is fully in keeping with our middle of the way philosophy of life". The Tata organisation had once again given a concrete lead in the case of profit-sharing and works committee by signing this agreement, he said.

The agreement.- The preamble to the agreement expressed the hope that it would help to satisfy the workers' urge for self-expression and, at the same time, promote increased productivity in the interests of the workers themselves, the company and the nation.

The agreement will come into force from an agreed date, not later than 1 October 1956, and will be effective in the first instance until January, 1959.

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At the base of the three-tiered organisation will be joint departmental councils, one for each department of the works. Above them will be a joint works council for the entire works and parallel to this, a joint town council dealing with matters relating to the company's town, medical health and education departments. At the top level will be a joint consultative council of management. All these bodies will be advisory in nature.

Machinery for Joint Consultation.- In order to achieve greater effectiveness, a reorganisation of the existing machinery of joint consultation is now proposed to be undertaken. While such of the existing joint committees as are concerned with collective bargaining or fall within the sphere of union relations will be excluded from the scheme, some of the other committees consisting at present of only management representatives will be reconstituted as joint committees and brought within the supervision and control of the Joint Works Council.

Department Councils.- The agreement provides for the setting up of joint Departmental Councils, a Joint Works Council, a Joint Town Council and a Joint Consultative Council of Management.

While all employees' representatives on the departmental councils will be drawn from among the employees themselves, it is provided that such representatives on the Works Council and the Town Council may include in each case one non-employee officer of the Union, and on the joint consultative council of management two non-employee officers.

In the first instance, all employees' representatives will be nominated by the Union, but steps will be taken gradually to introduce election by secret ballot. Employees within the sphere of the supervisory unit of the Union will be fairly represented in these joint councils.

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The joint councils, at their respective levels, will study operational results and production problems, and advise on steps necessary to promote and rationalise production, improve productivity and discipline, and economise costs. Promotion of welfare and safety, encouragement of suggestions and improvement of working conditions will also come within the sphere of these Councils. In addition, these bodies will follow up on the implementation of their recommendations or decisions approved by the management.

Joint Consultative Council of Management.- The Joint Consultative Council of Management will consist of eight representatives of management and an equal number of representatives of employees in addition to a chairman. The representatives of the Company and the Chairman shall be nominated by the Company. The representatives of employees, including a fair representation of employees within the sphere of the Supervisory Unit of the Union, shall be nominated by the Union from among the employees of the Company, except that not more than two of such representatives may be officers of the Union who are not employees of the Company.

The Council of management will advise the management on all matters concerning the working of the industry in the fields of production and welfare. The Council will also advise on economic and financial matters placed before it by the management. It may also discuss questions dealing with general economic and financial matters, which do not affect the relations of the company with the shareholders or managerial staff, or concern taxes or other matters of a confidential nature. The Council will consider any matter referred to it by the joint Works Council or the joint Town Council, and follow up on the implementation through these bodies of any recommendations made by it and approved by the company.

In order to enable these joint councils to exercise their functions effectively, the management will make available to them relevant information and statistics other than such confidential information, the disclosure of which would, in its view, be detrimental to the interests of the organisation. The management will set up at its own cost a secretariat for these joint councils to facilitate their working.

( A copy of the text of the agreement was sent to Geneva Office under this Office Minute No. A.23/2260/56, dated 31 August 1956 ).

(Text of Agreement received  
in this Office;  
The Hindu, 5 August 1956 ).



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Bonus for Tea Estate Workers: Agreement reached.

A bipartite bonus agreement for the subordinate and clerical staff of the Doorga and Terai tea estates was reached on 19 July 1956, after a three-day conference among representatives of the Indian Tea Association and various trade unions.

For details please see page 26 of this report.

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67. Conciliation and Arbitration.

India - August 1956.

Review of Work done by Industrial Court and Tribunals  
in Bombay during 1955.

According to an article in the July 1956 issue of 'Labour Gazette' (Vol. XXXV, No. 11), during the year 1955, 854 cases were decided by the Industrial Court and Tribunals in Bombay State as against 938 cases in the preceding year.

Decisions during 1955 included 427 arbitration cases, 167 adjudications, 169 applications and 91 complaints respectively under sections 33 and 33A of the Industrial Disputes Act, 1947, while the total number of cases filed before the Court and the Tribunals during the year under review consisted of 697 cases for arbitration, 191 for adjudication, 200 applications and 107 complaints respectively under sections 33 and 33A of the Industrial Disputes Act, 1947.

Industrial Court.- The Industrial Court, on 1 January 1955 had 161 cases pending before it, while during the year 1955, 697 more cases were referred to it. Out of this total of 858 cases, decisions were given in respect of 427 cases during the year under review.

These 858 cases comprised of 400 references from Government and other parties under sections 73 and 73A of the Bombay Industrial Relations Act, 1946, 17 submissions, 394 appeals and 47 miscellaneous applications.

Geographical distribution of 320 references filed during the year 1955, shows that 75 per cent of them were accounted for by Ahmedabad and other centres in Gujarat while Greater Bombay ranked next with 13 per cent of the total references.

Analysed according to industry, 94 per cent of them were from the textile industry.

Nature of disputes.- Disputes regarding bonus and holidays figured among the causes leading to the references and accounted for 22.19 per cent. each of the total number of disputes, provident fund and gratuity contributed to 21.88 per cent. of the disputes, while wages and dearness allowance shared 15 per cent of the total disputes. The table below gives details regarding the nature of demands:-

Demands	Number of references filed	
	1954	1955
Wages and dearness allowance.	32	51
Bonus.	26	71
Leave.	2	1
Provident Fund and Gratuity.	4	70
Retrenchment and reinstatement.	35	15
Holidays.	5	71
Others.	18	41
Total.--	120	320

Industrial Tribunals.- Seventy-five adjudication cases from the previous year were pending before Industrial Tribunals at the commencement of the year while 191 cases were referred to them during the year under review. Decisions during the year numbered 167 as against 197 in the preceding year. There were 99 adjudication cases pending before the Tribunals at the end of the year under review.

Of the 191 adjudication cases filed during the year, 23 per cent of the total were from the Engineering Industry, 27 per cent were from the Miscellaneous Industries while the Paper and Printing Industry accounted for 12 per cent of the total cases.

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Issues involved.- Classified according to issues involved, about 35 per cent of the cases arose over demands relating to bonus, while demands for increased wages and dearness allowance ranked next accounting for 34 per cent of the total cases. Details for 1954 and 1955 are given in the table below:-

Nature of Demand	Number of cases filed	
	1954	1955
Wages and dearness allowance.	62	64
Bonus.	63	63
Leave and hours of work.	7	8
Provident fund and gratuity.	17	8
Retrenchment and reinstatement.	17	18
Miscellaneous.	5	27
Total.	171	191

Classified according to districts, Greater Bombay alone accounted for about 69 per cent of the total adjudication cases filed during the year under review.

(Labour Gazette, Vol. XXIV, No. 11,  
July 1956).

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Tata Iron and Steel Works signs Supplemental Agreement  
with Workers: Joint Advisory Councils to be set up.

An agreement, supplementary to the principal agreement signed last January (vide pages 61-64 of the report of this Office for January 1956), laying down a detailed scheme for the promotion of closer association through three-tiered system of joint councils of management and employees, was signed between the workers' union and the Tata Iron and Steel Company Ltd., (TISCO) at Jamshedpur on 4 August 1956.

For details, please see pages 42-44 of this report.

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Industrial Disputes (Amendment and Miscellaneous Provisions) Bill passed by Parliament.

The Industrial Disputes (Amendment and Miscellaneous Provisions) Bill, 1955 (vide pages 62-65 of the report of this Office for September 1955) was passed by the Lok Sabha on 24 July 1956 and by the Rajya Sabha on 14 August 1956. The Bill, among other things, enlarges the definition of a workman to cover supervisory personnel whose employments do not exceed 500 rupees per month and also technical personnel. It abolished the Labour Appellate Tribunal, which provision was welcomed by all sections of the House, and provides for the setting up of labour courts, industrial tribunals and national tribunals.

Shri V.V. Giri (Congress - Andhra), who opened the debate, congratulated the Minister on having brought the Bill which, he said was long overdue.

Shri A.K. Gopalan, leader of the Communist Group, said that one of the essential things necessary for collective bargaining was recognition of trade unions, but provision for such recognition was missing in the Bill. He welcomed some of the provisions in the Bill, such as extension of definition of workman, voluntary arbitration, greater penalty for breach of an award and the abolition of the Appellate Tribunal. He wanted contract labour also to be included within the definition of workmen.

Shri Gopalan said the "greatest drawback" in the Bill was the amendment to Section 55 of the Industrial Disputes Act enabling the employer to take action against the worker during the pendency of a dispute for matters unconnected with the dispute. This amendment sought to do away with the limited protection given to workers under the old Act.

He saw no need for the three-tier system of tribunals as proposed in the Bill. Failing direct negotiations, he said, workers should have the right to approach through their union the industrial courts which should be three-member tribunals. These courts should be established in all industrial areas. Shri Gopalan suggested that High Courts and the Supreme Court should not be allowed to interfere in industrial disputes.

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Dr. Lanka Sundaram (Independent - Andhra), regretted that the Labour Minister had not introduced a Bill so far incorporating workmen's minimum rights. He hoped something would be done in this direction before the present Parliament was dissolved.

Shri E. Venkataraman (Congress - Madras), was afraid that even after the enlargement of the definition of a workman in the Bill, sufficient protection would not be given to all categories of workmen. He wanted to know whether under the present definition of a workman compounders, nurses, midwives and teachers employed in plantations would be protected.

Shri G.L. Bansal (Congress - Punjab), suggested that employers and workers should explore the possibility of having industrial truce in the second Plan period. It should be provided in the law that even during the pendency of a dispute before an adjudicating authority the parties should be allowed to come to an agreement and settle their differences mutually.

He opposed the inclusion of supervisory staff drawing less than 500 rupees in the definition of workman. Hundreds of thousands of small factories staff employed managers and supervisory staff who got less than this salary.

There would be fair play and justice if sitting judges were appointed to the tribunals. Assessors should be appointed from a panel suggested by the central organisations of employers and workers.

Shrimati Romu Chakravarty (Com. - West Bengal), said whatever rights had been given to the worker by the Bill had been taken away by amendment of Section 53 of the Industrial Disputes Act. The Bill also did not give the worker the right to refer a dispute directly to a tribunal. In a majority of disputes in her State, one of the biggest problems was to get the Government refer a dispute to a tribunal.

Replying to the debate in the Lok Sabha, the Labour Minister appealed to the Lok Sabha to give a fair trial to the measure. He assured the members that he would not hesitate to further amend the Industrial Disputes Act, if necessary.

He defended the powers of the Government to modify an industrial award. He hoped that such modification would be made only in exceptional cases in the interests of national economy or social justice. The order of modification would be placed before Parliament for a fortnight during which a resolution could be moved for its approval or rejection.

*amendments*

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A number of amendments were moved to Clause 3 which defined a workman. Under the Bill a workman includes supervisory and technical personnel whose employments do not exceed 500 rupees per month. The House accepted two minor amendments moved by the Labour Minister, rejected other amendments and passed the clause.

Three amendments to clause 4 dealing with abolition of the labour appellate tribunal, moved by the Labour Minister were accepted. One of them authorises appointment as the presiding officer of a labour court of a person who has been the presiding officer of a labour court constituted under a State Act for not less than five years. The second amendment makes a person who has been chairman or member not less than two years eligible for appointment as a presiding officer of an industrial tribunal now envisaged. Under the third amendment, a person who has held the office of the chairman or any other member of the labour appellate tribunal for not less than two years will be eligible for appointment as a presiding officer of a national tribunal.

The clause was passed with Shri Desai's amendment.

Strong opposition was expressed by members of the Praja Socialist and Communist Parties to the amending Section 33. This provision prohibits during the pendency of any conciliatory proceedings or proceedings before a tribunal, any change being made in the conditions of service of, or any action being taken against the workmen concerned in the dispute except with the express written permission of the authority concerned. Under the amendment, during the pendency of proceedings if an employer found it necessary to proceed against any workman in regard to any matter unconnected with the dispute he might do so in accordance with the standing order applicable to the workman. In the case of dismissal, the employer must pay the workman one month's wages and file an application before the authority before whom the proceedings are pending for approval.



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Replying to the debate, the Deputy Labour Minister, Shri Abid Ali, said that applications under this Clause to tribunals would be disposed of speedily. He asserted that workers were better placed and would benefit more under the amendment than under the original Act.

Shri Tushar Chatterjee's amendment that no employer shall alter the service conditions of workmen during the pendency of any conciliation proceeding or any proceeding before a labour court or discharge any workman concerned in the dispute without the express permission of the authority before which the proceedings are pending was put to voice vote and declared lost. The Opposition insisted on a division.

The House divided on the amendment and rejected it by 60 to 24 votes.

The House passed the remaining clauses together with Government amendments.

The Bill was passed by the Rajya Sabha on 14 August 1956. The Sabha rejected a Communist member's amendment for recognition of unions that had the support of the majority of workers concerned as expressed through secret ballot and passed the clause relating to definitions.

A number of amendments were moved to the clause dealing with labour courts, industrial tribunals and national tribunals.

Shri Jaspat Roy Kapoor (Congress - U.P.), said that absolute independence of the one-man national tribunals should be ensured.

Shri C.P. Parikh (Congress - Bombay), said there should be at least three judges on the national tribunal instead of one and the Law Ministry should make the appointment on the recommendation of the High Court.

Dr. Raj Bahadur Gour (Comm.-Hyderabad), said in the appointment of assessors at least half should be from among the workers. He supported Shri Parikh's suggestion that there should be at least three persons on the national tribunal.

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Shri K. Malaviya (Congress - Madhya Pradesh) said the national tribunal should consist of a bench of two and the appointment of assessors should be made compulsory.

The Deputy Labour Minister, Shri Abid Ali, said the appointment of judges was a function of the Government and it should be performed by the Government itself. The Government was anxious to take every available retired judge to function as one-man tribunal. In all important and complicated cases assessors would be appointed, one each from either side.

The amendments were either withdrawn or rejected and the clause was passed.

When the House took up consideration of the clause seeking to substitute a new Section for Section 33 of the Original Act, relating to maintenance of status quo during pendency of a dispute, Shrimati Parvathi Krishnan (Com.) and Shri Bhupesh Gupta (Com.) urged the Government to retain the original clause.

While Shrimati Krishnan contended that the amended clause would take away from the worker all the rights that had been conferred on him till now, Shri Gupta said it would help frustrate the healthy development in the economic sector. He wanted to know whether the amendment had been accepted by the organised trade unions of the country.

Shrimati Krishnan also wanted that a dismissed workman should be paid wages during the pendency of the dispute before a labour court.

The Deputy Labour Minister said the original Section 33 did not work satisfactorily. Workers had demanded a change in that provision and that was why a suitable amendment had been brought forward.

All the amendments were either rejected or withdrawn and the clause passed.

(The Statesman, 22 and 25 July 1956,  
and 15 August 1956).

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68. Labour Courts.

India - August 1956.

Work of the Labour Appellate Tribunal during 1955.

Replying to a question in the Lok Sabha the Minister for Labour informed the house that 1,637 appeals and 2,310 applications were disposed of by the Labour Appellate Tribunals, and Industrial Tribunals during the year 1955.

The number of appeals and applications pending on 31 December 1955, were 1,036 and 1,645 respectively.

(Indian Labour Gazette, Vol. XIII, No. 12,  
June 1956, page 960 ).

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

India - August 1956.

Tata Iron and Steel Works signs Supplemental Agreement  
with Workers: Joint Advisory Councils to be set up.

An agreement, supplementary to the principal agreement signed last January (vide pages 61-64 of the report of this Office for January 1956), laying down a detailed scheme for the promotion of closer association through a three-tiered system of joint councils of management and employees, was signed between the workers' union and the Tata Iron and Steel Company Ltd., (TISCO) at Jamshedpur on 4 August 1956.

For details, please see pages 42-44 of this report.

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES  
OF WORKERS.

INDIA - AUGUST 1956.

71. Employees and Salaried Intellectual Workers.

Ajmer Shops and Commercial Establishments Act, 1956  
(No. IV of 1956).

The Ajmer Shops and Commercial Establishments Bill (vide page 52 of the report of this Office for October 1955) as passed by the Ajmer Legislative Assembly received the assent of the President on 25 June 1956 and has been gazetted as Act No. IV of 1956. The salient provisions of the Act are summarised below.

Scope and extent.- The Act extends to the whole of the State of Ajmer and shall come into force on such date as the State Government may, by notification in the official Gazette, appoint in this behalf. It shall apply, in the first instance, in the municipal areas of Ajmer (including Paltan Bazar), Beawar, Bijainagar and Kokri and Cantonment area of Nasirabad and the State Government may, by notification in the official Gazette, direct that all or any other provisions of this Act shall apply to such other areas as may, by notification in the official Gazette, be specified.

Hours of work.- Hours of work in shops and commercial establishments are fixed at ten in any day and 54 hours in any week, provided that the total number of hours of work including overtime shall not exceed eleven hours in any day except on days of stock-taking and preparation of accounts; and provided further that the total number of overtime hours worked by an employee does not exceed fifty in a quarter. No child between the ages of twelve and fifteen years shall be allowed to work in any employment more than six hours in a day. Wages for overtime shall be paid at the rate of one and a half times the ordinary rate of wages. Provision is made for a weekly holiday of one whole day for rest.

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Leave with wages.- Every employee who has worked for a period of two hundred and forty days or more in an establishment during a calendar year shall be allowed during the subsequent calendar year, leave with wages for number of days calculated at the rate of - (i) if an adult, one day for every twenty days of work performed by him during the previous calendar year; (ii) if a child, one day for every fifteen days of work performed by him during the previous calendar year.

Every employee in an establishment during a calendar year shall be entitled to a maximum period of ten days' casual leave with pay subject to a limit of six days at any one time.

For the leave allowed to him, an employee shall be paid at a rate equal to the daily average of his total full time earnings for the days on which he worked during the month immediately preceding his leave, exclusive of any overtime and bonus but inclusive of dearness allowance and the cash equivalent of the advantage accruing through the concessional sale to the employee of foodgrains and other articles.

Employment of children and women.- No child who has not completed the age of twelve be required or allowed to work in any establishment and no woman, or a child between the age of twelve and fifteen years, shall be required or allowed to work whether as an employee or otherwise in any establishment during night. No owner or manager of an establishment shall knowingly employ a woman, and no woman shall engage in employment in any establishment during the six weeks following the day on which she has delivered a child.

Every woman employed in an establishment, who has been continuously employed in that establishment or in establishments belonging to the owner of that establishment for a period of not less than six months preceding the date of her delivery, shall be entitled to receive and the employer shall be liable to make to her, a payment of a maternity benefit which shall be prescribed by the State Government for every day during the six weeks immediately preceding and including the day of her delivery and for each day of the six weeks following her delivery.

When a woman absents herself from work owing to confinement, it shall be unlawful for the employer to dismiss her during or on account of such absence or to give notice of dismissal on such a day that the notice will expire during such absence.

Social security.- The provisions of the Workmen's Compensation Act, 1925 (VIII of 1925) and the rules made thereunder shall mutatis mutandis apply to every employee of a shop or commercial establishment.

Other provisions of the Act relate inter alia to registration of establishments, duties and powers of inspectors and penal clauses.

(Gazette of India, Extraordinary, Part II,  
Section 1, 5 July 1956, pp. 685-706 ).

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Working Journalists Wage Board Rules, 1956.

The Central Government published on 4 August 1956 the Working Journalists Wage Board Rules, 1956, made in exercise of the powers conferred under the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955. The rules prescribe inter alia the procedure for the meetings of the Board, summoning of witnesses and production of documents in ~~inquiries~~ inquiries by the Board, and the manner in which the decision of the Board may be published.

(The Gazette of India, Part II,  
Section 3, 4 August 1956,  
pp. 1346-1348 ).



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

India - August 1956.

University Degree Not Necessary for Junior Services:  
Committee's Suggestions for Government Recruitment.

The Committee set up by the Government of India in April last to examine whether a university degree is necessary for recruitment to public services and if so to what posts, has, it is understood, recommended that a university degree is not necessary for recruitment to the junior officers' posts and clerical services of the Government.

For details, please see pp. 65-67 of this Report.

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - AUGUST 1956.

81. Employment Situation.

Employment Exchanges: Working during June 1956.

General employment situation.- According to the review of the work of the Directorate General of Resettlement and Employment during June 1956, as usual, the month of June brought a large number of registrants to the exchanges following the announcement of university and school examination results, with the result that more applicants were registered by the exchanges during June than had ever been registered before. The total number of registered unemployed rose in consequence, to a new record of over 740,000. Last month the number of vacancies notified by employers increased fairly heavily but the number was not sustained during June. Nearly a 100,000 of applicants were, however, submitted against job opportunities. This also was the highest figure on record. Placements increased as did also the number of employers using the exchange. Placements have shown a quiet but steady upward trend for the last five months.

Widespread shortage persisted in respect of draughtmen, overseers, compounders, midwives, nurses, stenographers, fast typists and trained teachers. Shortage in respect of qualified engineers, experienced doctors, health visitors, accountants, electricians, surveyors and tracers was also fairly pronounced. Dearth of boiler attendants, turners, welders and tractor drivers was experienced by a number of exchanges.

In general, untrained teachers, carpenters, motor drivers, unskilled labourers, unskilled office workers, clerks and freshers from schools and colleges were reported to be in surplus. Chowkidars, wiremen, sweepers, cleaners, ayahs, motor mechanics and semi-skilled fitters were also found to be surplus to requirements.

Registrations and placings.- The following table shows registrations for employment and placings during May and June 1956:-

	<u>June 1956</u>	<u>May 1956</u>
Registrations.	170,848	140,579
Placings.	19,489	17,649

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The monthly registration marked an abnormal rise of 30,269 over the figure for the preceding month. A notable increase in registrations was observed in the States of Bihar (8,860), Madras (5,349), Bombay (4,388), Andhra (2,851), Uttar Pradesh (2,345), Saurashtra (1,578), Vindhya Pradesh (1,161), Rajasthan (1,152), Orissa (1,054) and Madhya Pradesh (1,021). On the other hand, a conspicuous decline in registrations was observed in the Punjab (1,876).

A total of 99,315 submissions were made during the month under report as against 96,912 during the previous month. The increase in the placements was marked in the States of Travancore-Cochin (643), Bihar (507), Punjab (447), and Andhra (307). On the other hand, a decline in placements was recorded in West Bengal (337), Uttar Pradesh (241) and Madhya Pradesh (235). Of the total placements, 6,853 were secured under the central government, 7,700 under state governments, 1,747 under quasi-government and local bodies and the remaining 3,179 with non-government employers.

Vacancies notified.- A total of 5,751 employers utilised the services of the employment exchanges during the month under report as against 5,857 during the previous month; thus recording a fall of 106. The number of vacancies that were made available by these employers was 29,039, which marked a fall of 2,265 when compared to the corresponding figure for May 1956. The decline in the number of vacancies notified to the exchanges was prominent in the States of Bombay (1,930), Uttar Pradesh (759), West Bengal (640), Punjab (483) and Andhra (480), while a significant increase was noticeable in the States of Bihar (635) and Orissa (498). Of the total vacancies notified, 9,563 were made available by central government, 11,606 by state governments, 2,845 by quasi-government and local bodies and 5,025 by non-government employers. There was thus a decrease of 2,129 in the public and of 134 in the private sector.

Register of unemployed.- At the end of June 1956, the live register at the exchanges stood at a record figure of 740,634, as against 714,944 at end of May 1956. The live register, therefore, increased by 25,690. In all 8,285 employed persons, of whom 256 were women, were on the live register and desired further employment assistance. The corresponding figures at end of May were 7,737 and 239 respectively. The composition of the live register occupation-wise is shown below:-

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<u>Occupation.</u>		<u>Number on Live Register as on 30 June 1956.</u>
1. Industrial Supervisory.	-----	5,148
2. Skilled and semi-skilled.	-----	56,819
3. Clerical.	-----	215,565
4. Educational.	-----	37,615
5. Domestic service.	-----	24,127
6. Unskilled.	-----	357,097
7. Others.	-----	36,464
Total.	-----	<u>740,634</u>

Employment position of special types of applicants.-  
The employment position regarding special types of applicants is shown in the table below:-

<u>Category.</u>	<u>Registrations.</u>	<u>Placings.</u>	<u>Number on Live Register.</u>
1. Displaced persons.	5,876	981	47,553
2. Ex-servicemen.	6,151	1,290	27,732
3. Scheduled caste applicants.	16,519	2,529	66,682
4. Scheduled tribe applicants.	6,567	400	11,852
5. Women.	11,842	600	58,294

Special investigation: Employment assistance to Ex-servicemen.- Employment exchanges maintain separate statistics in respect of ex-service personnel who are entitled to priority III in the matter of submission against central government vacancies. During the period January 1951 to June 1956 as many as 498,269 registrations were effected and 89,058 placements secured by the employment exchanges in respect of ex-service personnel. The percentage of placement to registrations in regard to the demobees thus works out to 17.9.

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

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University Degree Not Necessary for Junior Services:  
Committee's Suggestions for Government  
Recruitment.

The Committee set up by the Government of India in April last to examine whether a university degree is necessary for recruitment to public services and if so to what posts, has, it is understood, recommended that a university degree is not necessary for recruitment to the junior officers' posts and clerical services of the Government.

Other terms of reference of the committee were: (1) to consider the tests necessary to assess the relative merits of candidates in the objective manner in the absence of a university degree; and (2) to suggest measures to ensure that the numbers of candidates competing for public services were not "waste-fully large".

~~The~~ The committee is understood to have divided public services into three categories: (1) Senior executive and administrative officers; (2) Junior executive and administrative officers; and (3) clerical services.

The senior executive and administrative services will include the All-India Services as well as the Central and State Class I services where persons will be required to take important decisions and have intimate acquaintance with the policy-making activities of the Government. The clerical services will consist of the clerical or Ministerial services where duties are of a routine nature. The rest will come under the junior executive and administrative services.

The committee feels that graduates alone can apply for the senior executive and administrative posts. In these posts a maturity of outlook and a cultural standard is required and that can naturally be expected from graduates, it says. Candidates applying for these posts should be between the age of 21 and 23.

For the junior executive and administrative services, the committee is of the opinion that a university degree should not be made the minimum qualifications but graduates should be allowed to compete. The age limit for this service must be between 19 and 21 years.

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For the clerical posts the committee is of the opinion that a university degree should definitely not be insisted upon. Though graduation should not be made to bar a person from entering those services, steps should be taken to discourage graduates. With the advent of the new system of education, the committee feels that it will not be possible for anyone to obtain a degree before the age of 20.

In order to prevent graduates from applying the committee has suggested that only those between the ages of 17 and 19 years can apply for this service.

In respect of certain technical posts in the Departments of Revenue, Railway and Communications which have been grouped with the clerical services, the committee has recommended that recruitment to these posts should be made from the age groups suggested and adequate training be given for a sufficiently long period to enable them to discharge their duties satisfactorily.

The committee has recommended that examinations of "adequate standard" should be held for the selection of candidates for all the three categories of services. The examinations should be of a comprehensive nature and should test the mental qualities rather than merely the memory or the fund of information of the candidates. Every paper in the examination for the higher services should be of the honours standard and every candidate for such services should be ~~of the~~ required to take at least two subjects. The questions for the examinations should test the capacity of candidates for rational thinking, their mental alertness, their sense of values and offer scope for originality of thought and expression.

It has suggested that the first three months of the probationary period should be utilized for judging the personality, attitude and aptitude of candidates. Marks should be given during the period of probation for their achievements and added to the marks already obtained in the examination for determining their final ranks in the service.

In respect of clerical posts as well as "middle level services" where recruitment is made without examinations, the committee is of the opinion that it will ~~guara~~ be necessary to fall back upon university degrees, which, in the absence of any other objective test, will guarantee at least a minimum standard of the qualities required for the posts.

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As regards promotion from one grade to another, the committee has suggested that this should be on the basis of departmental examinations. These examinations should be utilized to a large extent especially for establishment cadres.

The committee has suggested that a proper training scheme should be implemented for all Government services both by the Centre and the States.

The period of training for the clerical services should be one year and should not only consist of typing, maintenance of files, noting and drafting but also instructions in general subjects aimed at giving the recruits a general education to render them not only good clerks but useful citizens. For higher services the courses of training should be arranged in consultation with the universities but should be undertaken under the auspices of the appropriate Government departments.

The committee feels that a period of training abroad will be useful for recruits to the highest executive and administrative services after they have seen different parts of India. This will not only help to broaden the outlook of the recruits generally but will also help them to develop an all-India outlook by enabling them to view India from outside and give them a correct perspective of her needs and aspirations.

For limiting the number of candidates actually competing for public services, the committee has suggested a system of weeding out by preliminary examinations. These should be restricted to one or two simple written papers which test the general alertness and mental calibre of the candidates. ~~and mental~~

The committee has said that the concessions now enjoyed by Scheduled Castes, Scheduled Tribes and other backward classes in regard to recruitment to public services will not in any way be affected by its recommendations.

The Government of India will take a decision on the recommendations after ascertaining the views of the State Governments to whom it has now forwarded the report for comments.

(The Statesman, 30 July 1956).

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Investigation of Forced Labour Cases: Minister's Statement  
in Parliament.

Answering a question in the Lok Sabha on 21 July 1956, Shri Khandubhai Desai, Labour Minister stated that the State Government had been requested to advise district magistrates to order police investigation, where begar (forced labour) was suspected and to conduct prosecutions, if necessary, at Government expense.

Shri Desai added that reports were occasionally received that forced labour was practised in some parts of the country in one form or other.

So far as scheduled and tribal areas were concerned, the States had been requested to consult the Tribes Advisory Councils and to take steps to eradicate the evil.

(The Hindustan Times, 22 July, 1956).



83. Vocational Training.

India - August 1956.

Labour Ministry's Training Schemes: Progress during  
June 1956.

Training of craftsmen.- According to the review of work of the Directorate General of Resettlement and Employment during June 1956, the number of trainees on the roll of various training institutes and centres on 30 June 1956, was 9,557. There were 7,779 (including 8 women) in technical trades and 1,558 (including 555 women) in vocational trades.

Out of 555 women, 465 were undergoing training at the three women training institute, in New Delhi, Mohra Dun and Madras. The remaining 90 women were undergoing training along side men, at industrial training institute, Kakinada; industrial training centre, Orissa poor cottage industries Cuttack; industrial training institute, Alambagh, Lucknow; and industrial training institute, Almora, during the month under report.

Training of displaced persons.- The total number of displaced persons undergoing training at the end of June 1956 was 1,906, of these 1,599 were in technical trades and the remaining in vocational trades.

Apprenticeship training for displaced persons.- A total of 1,050 displaced persons were undergoing training as apprentices in industrial undertakings and establishments in Uttar Pradesh and West Bengal, against 1,500 seats sanctioned for the purpose; they were recruited and posted direct to the undertakings and establishments concerned.

Training of supervisors and instructors.- In the XVII regular session which commenced from 21 May 1956, 174 supervisors and instructors were receiving training at the central training institute for instructors, Koni-Bilaspur at the end of the month. The results of trainees in the previous session which commenced from 18 November 1955 were declared in the month under report and out of 128 candidates who appeared in all, 115 came out successful.

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There was heavy rush for reservation of seats from State Governments for the current Supervisors and Instructors course but due to limited capacity it was not possible to accede to their requests in full. The rush for admission presumably shows greater emphasis on craftsmen training in the 2nd Five Year Plan.

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, 19 women instructors-trainees were receiving training at the end of the month under review.

Training of school going children in hobby centre, Allahabad.- A total of 65 trainees were undergoing training at the end of month under report at the hobby centre, attached to the industrial training institute, Allahabad, as against 62 last month.

Short term course of training in sheetmetal work trade.- In the II short term course of training in trade sheet metal work at the industrial training institute, Bangalore under the craftsmen training scheme 108 trainees were undergoing training in this trade against a sanctioned capacity of 96 as the end of month under ~~review~~ review.

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

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Training of Mining Engineers: All-India Council  
of Technical Education to open New Centres.

It is understood that the All-India Council of Technical Education has accepted the recommendations of its expert committee for increasing training facilities of mining engineering students.

New Centres to be opened.— The ten-man expert committee headed by Dr. K.S. Krishnan, Geological Adviser to the Government of India, has estimated that 300 mining engineers will be needed over the second Five-Year Plan period to raise the present output of 37,000,000 tons of coal to 60,000,000 tons. According to the committee, 150 new engineers will be needed to replace men already working in mines but about to retire. Another 150 men will be required to staff new coal mines in the public sector.

The committee was entrusted with the job of preparing a co-ordinated plan for stepping up training facilities in mining engineering, and to recommend possible centres.

As a result of recommendations made by the committee, seven new centres may be started this year where courses in mining engineering will be imparted. To begin with, about 200 engineers may be admitted for degree courses in mining engineering.

(The Hindustan Times, 11 August 1959).

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Technicians for Bihar Village Industries:  
Sixty Training Centres to be set up.

Sixty training-cum-production centres for training about 1,500 skilled artisans in various village industries will be started by the Bihar Government in community development and National Extension Service Blocks at an annual cost of 1.1 million rupees. Each centre will train over two dozen villagers and will have one instructor who will be assisted by two skilled artisans.

Sixty-five centres, which were already in existence in the community project areas, have been converted in to National Extension Service blocks.

Forty training-cum-production centres will be started in 16 community development blocks which have been upgraded from the National Extension Service blocks.

Efforts are being made by the Government for starting cottage industries in villages to provide employment in village to the rural people. A number of artisans have been trained and every encouragement has been given to them in the matter of starting cottage industries.

(The Hindustan Times, 14 August 1956).

85. Migration and Colonisation.

India - August 1956.

Kenya: Annual Conference of Kenya Indian Congress:  
President criticises Immigration Laws against India.

Addressing the 24th session of the Kenya Indian Congress, held at Nakuru on 4 August 1956, Shri H.S. Mangat, President of the Congress, criticised recent immigration legislation adopted by the Kenya Legislative Council, which gives preferential treatment to people from Britain while excluding Asians in practice from entering the colony, recently. He said: "It is recent indeed impossible to comprehend the working of the minds of the people who were responsible for this fresh imposition. As the immigration figures show, the intake of Asians is already heading towards an end. In this country, the process of development is expanding like the proverbial snow-ball. It is, however, axiomatic that development is impossible without workmen. As a result of rigid restriction on Asian immigration, the shortage of artisans has reached a stage where development is being perceptibly hindered. This should lead us to the logical step of encouraging the immigration of skilled labour from a source which has been tested and tried and has proved satisfactory".

"Yet to have the powers that rule over us, slamming with cold and calculated determination the door against this very source of the much-needed human material".

Shri Mangat referred to the new policy that Britain was "primary source of immigrants" for the colony and pointed out that the tendency in the past few years had been to encourage the immigration of Continental European into Kenya. He added: "It is impossible to resist the conclusion that the latest revision of the Immigration laws is completely divorced from the economic realities of the situation; that it has a political motive directed towards the extinction of Indian immigration and encouragement of Europeans irrespective of ideological ties".

Electoral rolls.- Shri Mangat urged Indians to declare an end to "our 50-year feud with the Europeans of the Community and bury the hatchet". He said the Indians had differences with the Europeans of Kenya on three issues - the white highlands, communal electoral rolls and segregated education. Of those, he said, the Royal Commission's verdict on the white highlands should clear "this long-standing obstruction to the development of the country".

Shri Mangat thought there could be a case for "compromise" on the question of the introduction of a common electoral roll for all racial groups. He felt that for Indians to advocate a common electoral roll on universal franchise was tantamount to promoting an "act of self-immolation".

India's attitude deplored.- Deploing India's attitude towards Indian settlers in Kenya, Shri Mangat said: "India has declared herself inexorably against colonialism presuming that it exists in Kenya in its worst form and that we, the local Indians, are associating ourselves with the British 'colonialists' in maintaining it and in keeping down the African nationalists striving for the realization of their just aspirations. On the other hand, the local European community reproaches us for putting into the heads of the African people ideas of colour bar, common roll, and reserved highlands with motives not very honourable towards their settlement here. If there is any truth in either of these imputations, it is in the latter but neither of them is conducive to our popularity in either quarter." He condemned Indian traders in Kenya for "Unscrupulous Conduct" in business dealings with Africans.

(The Hindustan Times, 6 August 1956).

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CHAPTER 9. SOCIAL SECURITY.

INDIA - AUGUST 1956.

93. Application.

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

Working of the Workmen's Compensation Act, 1923,  
during the Year 1954.

General.- A review of the working of the Workmen's Compensation Act, 1923, in 1954, based on annual reports received from all Part A States except Assam and Orissa, 4 Part C States (viz., Ajmer, Bhopal, Coorg and Delhi) and Andaman and Nicobar Islands is published in the Indian Labour Gazette, June 1956.

Number of accidents and compensation paid.- The following table shows the number of compensated accidents and the amount paid as compensation during the year 1954:-

Year	Average daily No. of workers covered.	Number of compensated accidents under*			Amount of compensation paid**				
		Death	Permanent disablement	Temporary disablement	Total	Death	Permanent disablement	Temporary Total	
						Rs.	Rs.	Rs.	Rs.
1954.	5,747,467	1,165 (0.31)	4,543 (1.21)	60,410 (16.1)	66,118 (17.6)	2,474,450 (2,124)	2442359 (538)	1507773 (25)	6425062 (97)

\*Figures in brackets show rate per 1,000 workers covered.

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

The total accident rate in 1954 was 17.6 per thousand workers which is only slightly lower than the record rate of 17.8 in 1953. Almost a corresponding position is shown by the rate of temporary disablements which except for a small setback in 1952 has maintained almost a steady upward trend since 1950. The rates of fatal accidents and accidents causing permanent disability which have been rising almost steadily since 1948 recorded a fall during the year under review. In 1954, the death rate per 1,000 workers was 0.31 as against 0.35 in 1953 and the permanent disablement rate was 1.21 as compared with 1.31 in 1953. The rate of accidents causing temporary disablement continued to be 16.1. Of the 66,118 accidents which occurred during the year under review, 1.76 per cent were fatal, 6.87 percent caused permanent disability and the remaining 91.37 per cent caused temporary disability.

Ever since 1948 the average amount of compensation paid had been increasing almost steadily but during the year under review it received a setback. The average amount of compensation fell from 99 rupees in 1953 to 97 rupees in 1954. The average compensation paid in cases of temporary disablement, which account for the bulk of compensated accidents, was 25 rupees in 1954 as against 26 rupees in 1953. However, there was a steep rise in the average compensation paid in cases of death and permanent disablements. The average compensation paid in cases of death recorded a peak figure of 2,124 rupees in 1954. In the case of permanent disablements, the average increased from 509 rupees in 1953 to 538 rupees in 1954.

The following table shows the number of compensated accidents and amount paid as compensation in different industries during 1954:-



Industry	Average number of workers employed per day in establishments furnishing returns.	Number of cases for which compensation was paid*				Amount of compensation paid**			
		Death	Permanent disability	Temporary disability	Total	Death	Permanent disability	Temporary disability	Total
						Rs.	Rs.	Rs.	Rs.
1. Factories.	2,053,632	268 (0.13)	3,071 (1.50)	58,524 (17.79)	39,863 (19.41)	641852 (2,595)	1511727 (492)	919654 (25)	3078233 (77)
2. Plantation.	286,018	19 (0.07)	26 (0.09)	1,707 (5.93)	1,762 (6.13)	25495 (1,542)	11366 (437)	15714 (9)	52575 (30)
3. Mines.	243,088	305 (1.25)	627 (2.58)	6,126 (25.20)	7,058 (28.50)	443761 (1,455)	369219 (689)	133305 (22)	946285 (134)
4. Railways.	750,430	316 (0.42)	298 (0.40)	12,323 (16.42)	12,957 (17.24)	806789 (2,650)	273072 (916)	324762 (26)	1403623 (108)
5. Docks & Ports.	49,554	14 (0.28)	249 (5.02)	898 (18.12)	1,161 (23.45)	38,100 (2,721)	96777 (589)	35810 (40)	170687 (147)
6. Tramway.	17,297	3 (0.17)	1 (0.03)	388 (22.32)	390 (22.55)	10000 (3,333)	1715 (1,715)	14411 (37)	26126 (67)
7. Posts & Telegraphs.	150,045	12 (0.09)	4 (0.03)	9 (0.07)	25 (0.19)	30800 (2,567)	3290 (823)	733 (81)	34623 (1,393)
8. C.P.W.D.	2,818	--	--	1 (0.35)	1 (0.35)	--	--	25 (25)	28 (23)
9. Building & Construction.	79,255	125 (1.58)	155 (2.00)	1,501 (18.94)	1,781 (22.47)	277239 (2,218)	97695 (630)	37131 (25)	412065 (231)
10. Municipalities.	50,381	6 (0.12)	7 (0.14)	48 (0.95)	61 (1.21)	11444 (1,907)	4980 (711)	1591 (33)	16015 (295)
11. Miscellaneous.	84,959	97 (1.14)	105 (1.24)	887 (10.44)	1,089 (12.62)	189950 (1,958)	73018 (695)	24639 (28)	287607 (254)
<b>Total.</b>	<b>3,747,467</b>	<b>1,165 (0.31)</b>	<b>4,643 (1.21)</b>	<b>60,410 (16.12)</b>	<b>66,118 (17.64)</b>	<b>2474430 (2,124)</b>	<b>2442859 (638)</b>	<b>1507773 (25)</b>	<b>6425062 (97)</b>

\* Figures in brackets show rate per 1,000 workers covered.  
 \*\* Figures in brackets show average compensation paid per case.

**Occupational Diseases.**- During the year under review, no cases of occupational diseases were reported from any of the States except Bihar. According to the available information, there were 7 cases of occupational diseases in Bihar, of these, 2 were fatal in which a sum of 3,574 rupees was paid as compensation. In one case the worker concerned was permanently disabled and was paid a sum of 629 rupees as compensation. The remaining 4 cases related to temporary disability for which a sum of 2,173 rupees was paid by way of compensation.

A comparative study of the accident rate per thousand and the average compensation paid in the main industry groups in 1953 and 1954 shows that there was a slight fall in the overall accident rate from 17.79 in 1953 to 17.64 in 1954 and a corresponding fall in the average compensation paid from 98 in 1953 to 97 in 1954. The overall average compensation is affected mainly by the movements in the compensation paid in Factories, Mines and Railways as these account for over 90 percent of the compensated accidents. Among these industries only Mines and Factories recorded a fall in the average compensation paid and Railways recorded a rise. Since Factories and Mines account for nearly 71 per cent of the accidents the average overall compensation showed a slight decrease. The groups which showed a marked increase in the accident rate in 1954 are Plantations, Building and Construction and Municipalities. The groups showing marked decrease in the accident rate are Mines, Miscellaneous, Posts and Telegraphs and C.P.W.D. The groups which showed an appreciable increase in the average compensation paid during the year under review are Posts and Telegraphs, Miscellaneous and Railways, Tramways also showed a slight increase. The groups showing decrease are C.P.W.D., Municipalities, Factories, Plantations, Mines, Docks and Ports and Building and Construction. The fall in the average amount of compensation paid was particularly steep in C.P.W.D., Municipalities and Plantations.

The incidents of the cost of compensated accidents per worker (obtained by dividing the amount of compensation paid by the corresponding figure of average daily employment) in the important industries is given below:-

Industry	1953	1954
	Rs.	Rs.
Railways.	1.7	1.9
Posts and Telegraphs.	0.4	0.3
Factories.	1.6	1.5
Mines.	6.2	3.9
Docks and Ports.	4.4	3.4
Plantations.	0.1	0.2
Building and Construction.	3.5	5.2
Overall average.	1.7	1.7

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Viewed statewide, as in previous years, Ajmer recorded the highest accident rate (145.50). The other States with high accident rates were the Punjab (43.55), Madhya Pradesh (26.66), Bihar (24.95), West Bengal (19.57), and Bombay (16.10). Compared with the previous year, Ajmer recorded the highest increase in the accident rate, which increased from 122.40 in 1953 to 145.50 in 1954. In other States, the accident rate was much lower. This comparative position is closely reflected in the accident rate of temporary disablements, as these really preponderate in the total accidents. Compared with the level in the remaining States, the fatal accident rate was strikingly higher in the Punjab. Permanent disability rate was also higher in the Punjab, Bihar, Bombay, Madhya Pradesh, West Bengal, and Andaman and Nicobar Islands. The average compensation paid was the highest in Coorg (1,953 rupees), followed by Andaman and Nicobar Islands (458 rupees), Delhi (454 rupees) and the Punjab (254 rupees) followed by Bombay (2,500 rupees), the Punjab (2,316 rupees), Ajmer (2,250 rupees) and West Bengal (2,077 rupees).

The report also gives a review of statistics based on the records of proceedings before the Commissioner of Workmen's Compensation. According to these data, which relate only to cases which came before the Commissioner for Workmen's compensation, there was a total of 3,100 cases of accident compensation during 1954, which was made up of 220 cases of temporary disablement, 1,512 cases of permanent disablement and 1,268 cases of death. Among different wage groups the percentage of accidents was the highest (18.8 per cent) in the wage group 100 rupees to 200 rupees. Workers getting between 50 rupees and 100 rupees per month as wages accounted for 41.4 per cent of temporary disablement cases, 53.5 per cent of permanent disablement cases and 45.2 per cent of fatal accidents.

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

Item	No. of cases filed during the year.	Total No. of cases disposed of during the year.	No. of cases pending at the end of the year.
(a) Award of compensation under section 10.	2,854	2,216	1,794
(b) Commutation under section 7.	2	2	-
(c) Deposits under section 8.	2,577	2,397	917

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

(The working of the Workmen's Compensation Act in India during 1955 was reported at pp.78-81 of the report of This Office for July 1955).

(Indian Labour Gazette, Vol. XIII, No. 12, June 1956, pp. 928-941).

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CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - AUGUST 1956.

121. Special Information.

Conditions of Labour in the Mineral Oil Industry:  
Labour Bureau Survey.

An article in the Indian Labour Gazette, June, 1956, surveys the conditions of labour in the mineral oil industry in India, bringing out up-to-date the information contained in the report of the Labour Investigation (Roge) Committee and a subsequent survey undertaken in 1953. When the Roge Committee made its survey, there were two units engaged in the production of oil in India. Of these only the Assam Oil Co., Ltd., is now located in the Indian Union. The present enquiry relates to the information supplied by the Assam Oil Co., in answer to a questionnaire in January 1956.

For details, please see pages 36-40 of this report.

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LIST OF PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR AUGUST 1956.

INDIA - AUGUST 1956.

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

Bihar Khadi and Village Industries Act, 1956  
(No. XIV of 1956) (Bihar Gazette, Part IV,  
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