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Chapter 2. International and National Organisations

28. Employers' Organisations.

India - March 1955.

Twenty-eighth Annual Session of the Federation of Indian Chambers of Commerce and Industry, New Delhi, 5-6 March 1955: Concern over Amendment of Constitution: Retention of Appellate Tribunal urged.

The twenty-eighth annual session of the Federation of Indian Chambers of Commerce and Industry was held at New Delhi on 5 and 6 March 1955. The meeting was inaugurated by Mr. Jawaharlal Nehru, Prime Minister and Mr. B.M. Birla, President of the Federation delivered the presidential address. Mr. V.K.R. Menon, Director of this Office, attended the meeting on invitation.

Co-operation in achieving socialistic goal: Mr. Nehru's appeal.- Mr. Nehru, in the course of his speech, made an appeal to the industrial community to help India attain her new goal of a socialistic pattern of society in terms of the Avadi Congress resolution (vide pp. 8-14 of the report of this Office for January 1955). He emphasised the urgency of achieving the social and economic objective, set out before the nation by the Avadi Congress, in the shortest possible time lest now perils and difficulties should overwhelm the country.

The Prime Minister largely spoke against the background of the vital decisions of the Avadi Congress, especially the one to establish a socialist society. He referred to the argument about the public sector vis-a-vis the private sector, and said various sectors had to be judged by the only test whether they were good for the people as a whole and not only for a few. If that was the test, he added, then all sectors merged together.

No one need be scared by the terms socialism, communism or capitalism. Though the public sector was bound to develop, there was scope also for the private sector to grow, but the latter could not go about unregulated. It had to fit in with national planning for the people.

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The Prime Minister appealed to the industrial community to give their co-operation in the economic development of the country. He added: "I want something more. I want you to appreciate the spirit of our time and to be in tune with it". He was sure that co-operation would be forthcoming and that the ability and enterprise of the industrial community would be available in this regard.

The Avadi resolution, Mr. Nehru continued, was a very deliberate decision, of the great national organisation which had become so mature and wide in its 70 years of life. That decision was not taken lightly. It gathered the enthusiastic response of the people because it was in tune with that they demanded. There was nothing new about that decision. Gandhiji had stressed the same objective in his own way because he had ~~attun~~ attuned his thought and ways with the sentiments and urges of the vast millions of the country.

Mr. Nehru said it was no good comparing the development of India with that of the industrial countries of the West, like America and Britain. The Western countries had 150 years in which to develop themselves. The same conditions did not hold good for India. Those countries had ample time for their industrial development because they were not faced with political problems. But India could not copy their methods and had to achieve things quickly, in ten or 15 years.

He emphasised that the goal of establishing a socialistic pattern of society was not the ideal of any single party or group but of India as a whole. The phrase had not been used as a slogan or a vote-catching device. It had not been used in any rigid sense but in a definite clear way to indicate the direction in which the country should go.

Mr. Nehru said while he did not desire any uniformity or regimentation in thinking he certainly wanted a uniformity in the approach toward the attainment of the national goal. Just as in the days of the national struggle for freedom when he would not have liked anybody to have favoured slavery to freedom, similarly now he would like them to move fast in the direction of "socialistic pattern of society".

The Prime Minister added: "We are committed to that goal and we shall go that way. Let there be no mistake about it, not because I think that way - I have been thinking about it for 40 years - but because the nation thinks that way and will go that way".

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Mr. Nehru asked industrial leaders to lift themselves out of the old dogmas. "Think of the enormous opportunities before us, of the enormous dangers before us. Make use of the opportunities we have of building up this great country, building it peacefully and democratically, and building it up with as little conflict as possible, serving the 360 million people of India and serving the world too".

The Prime Minister said in his mind there was no conflict at all about private and public sectors of industry. Some people no doubt felt that private enterprise should be given full and unrestricted scope. There could be no such unrestricted private enterprise. The State, or rather planning, had to come into the picture, and in a big way. With India's limited resources people could not be allowed to go in all sorts of directions. There had to be planning whether for the public or the private sector.

He added: "The private sector should be given a great deal of room but, broadly speaking, it must fit in with the plan. Planning will be no planning if it does not cover all our activities, public or private. The public sector would necessarily be more precise and definite".

Mr. Nehru did not necessarily rule out private sector in regard to big industries, but big industries had to be part of the plan and must function in close relation with others and not in an unregulated way. He ~~had~~ would welcome private sector in other fields too and utilise all its experience and enterprise.

He added: "But gradually what we should aim at, whatever label we attach to our various sectors and aspects of national activity, is what is good from the people's point of view, what is good for the people as a whole and not a particular individual or group. If that is the test, then all the public and private sectors will merge with each other".

Presidential address.— Mr. Birla in the course of his presidential address stated that in the past year the country had made steady progress on the economic front, which had been possible due to the large area of agreement between the government and the people engaged in different occupations and vocations. If the good intentions behind India's economic policy as adumbrated in the resolution on the subject at the recent Avadi session of the Indian National Congress were to take concrete shape, within a measurable period of time, he added, then forthwith the forces of creativeness must be liberated.

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Industrial production.- Mr. Birla referred to the satisfactory increase in industrial and agricultural production during the past year and said they had taken place through the aegis of the private sector. There had not only been an expansion in industrial production, but the pattern was also more variegated. "However, when we compare the total increase in production with that in other countries, we are still very much on the low side. It will be interesting to note that while in India from the middle of 1952 to the end of 1954, about 300 licences were given to establish new industrial undertakings, in the same period of 2 1/2 years in the United Kingdom licences were given to build 5,000 factories. Besides, the factories which are being established in the U.K. are of the bigger capacity than the Indian ones. In this period, in U.K. approximately 80 million sq.ft. covered area was added to factory building. While we have no actual comparable figures for India, it is obvious that the total area would be very much smaller, not even 10 million sq.ft. This, therefore, shows that our progress which otherwise is satisfactory is, relatively speaking, far behind the progress in other industrially advanced countries which are much smaller in size and which have smaller population ~~xxxxxx~~ compared to our country. Our pace must be quicker in this race to prosperity for we have also to race against time and our growing population". He pointed out, however, that the increase in production had already brought in its train the problem of decline in prices and suggested that steps should be taken to speed up the expenditure programme of the Government and reorientate the attitude towards consumption.

Objectives of Welfare State.- Mr. Birla stated that there could be hardly any difference of opinion that the objective of the country should be larger volume of production and fuller employment so that the standard of living of the people may be raised as speedily as possible. Adverting to what has to be done to achieve this objective he said: "A Welfare State must make available to its citizens not merely a basic minimum in respect of food, clothing and shelter, but also a certain minimum of other civic amenities which have now become a part of civilised existence all the world over. If the aim is, as it should be, to increase the welfare of the community, the activities of the State must give the highest priority to those which directly affect the well-being of the population. These include an active policy ~~is~~ for the provision of basic social capital, such as, housing, irrigation, roads, railways, posts and telegraph offices, inland navigation, etc., and the civic amenities such as the removal of slums, extension of medical and educational facilities, water supply,

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underground drainage, etc. Today, by any standard, our basic social capital must be augmented. Although our country has an area of about 1.35 million square miles, we have a meagre 34,000 odd miles of railway line, and a little over that length of surface roads. It is obvious, therefore, that we must programme for increasing our communication lines. At least every year 5 per cent of our total railway mileage must be constructed for some years to come. Our National and State Highway mileage must be at least trebled in the course of the next few years. Our communication lines should not await development in other fields but wait on it. The transportation system will also by itself help development by opening up new areas and by moving speedily goods from the centres of production to those of consumption. In fact during the Second Plan period, its development should be such that it will be ready to carry the goods produced in the Third Plan. Expenditure on economic overheads like communications must precede other types of expenditure. Insofar as work in connection with the development of communications is largely labour-intensive, it will provide employment and increase consumption, solve and not raise the problem of marketing. For different reasons, therefore, the transportation system should be developed ahead. Similarly, action has to be taken in respect of expanding civic services such as hospitals, dispensaries, education, etc. It has been estimated that for the country as a whole there is now only one hospital or dispensary for 24,000 of urban population and one for 50,000 of the rural population".

Need for production of machinery. - Mr. Birla stressed two points in this connection. One was that the effort involved would be on a scale so vast that those in charge of the public sector would have more than enough to do in the coming years even in respect of providing amenities. It was necessary, therefore, that this task of development was undertaken by enthusing the public and by encouraging them not to be merely spectators, but participants and producers. The other point was that the advance towards a Welfare State had many fronts and progress had to be made simultaneously on all fronts like industry, agriculture, transport, etc. The march towards a Welfare State should be possible only if the industrial base was considerably expanded. Moreover, industrial development in a big way was essential to create employment and the requisite goods for use on the welfare front. In the context of ~~these~~ these considerations several points arise, which Mr. Birla grouped under three broad categories - "do-what", "know-how", and "do-how".

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Referring to the question of what is to be done, the President stressed the importance of manufacturing machinery and new products, "once our industrialisation is under way". He said: "In Britain 40,000 million rupees are invested in plant and machinery every year. The U.S. figures are still more staggering. They amount to 150,000 million rupees per year. If our order of development also is to be on a big scale like this, it will be possible only through indigenous production of machinery. We cannot industrialise on the basis of imports for all time". Elaborating the point further he said: "We are thinking of increasing production of iron and steel by 4 to 4 1/2 million tons in the next five years which may cost something like 4,000 million rupees. One should expect that in our Third Plan this production would go up to 20 million tons, that is, about the level of production in the U.K. with a population which is less than one-seventh of ours. If, in our Second Five-Year Plan period, the extra 4 1/2 million tons of steel have to be consumed, it will necessitate a very substantial installation of fabrication and machining capacity of the engineering industry. It is estimated that to process 1000 tons of steel per year, an average investment of 2.0 to 2.5 million rupees is necessary for putting up a fabrication or machining plant. Assuming that we may have to process or fabricate 2 1/2 million tons of steel only out of the increased production in the next five years, it will mean an additional investment of 5,000 million rupees in the engineering industry, apart from the investment of 4,000 million rupees in the iron and steel industry. In the fabrication and machining sector of the engineering industry alone, we will have to have about 250 fairly large factories. We must also have a large number of new non-ferrous metal producing units. Equally important is the machine tool industry, which makes the tools for manufacturing machines. At present we have 16 graded units only in the machine tool industry and we make annually about 1000 machine tools, the value of which is about 3 million rupees. We also import about 40 million rupees worth of machine tools every year. If the process of industrialisation is to be speeded up, then both our imports and the indigenous production of machine tools have to be increased manifold. To start with, our imports of machinery will considerably increase; we should not hold up our industrial development as for many years domestic production cannot meet our requirements. A study of the pattern of foreign trade of advanced industrial countries reveals that there is considerable exchange of machinery and machine tools between them.

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It is worth bearing in mind that greater indigenous production and imports are not incompatible, but they are complementary. It is estimated that in the United States of America, over 1/2 million machine tools are made every year. This figure as against the production of 1000 machine tools in our country shows how much we have to do. We should aim in the next five years at installing 150,000 new machine tools for machine-making as well as for expanding our machine tool manufacturing industry. Further by the end of the Second Five Year Plan period we must ensure that we are in a position to produce at least 30,000 machine tools every year". Mr. Birla drew attention in this connection to the achievements of Indian enterprise in industrial development. For instance manufactures accounted for about 50 per cent of India's export trade and included finished products of engineering and chemical industries.

International Industries Fair.- Mr. Birla said that to make both the business community and the public industry-conscious, the Federation would hold from the end of October to the end of December 1955, an Indian Industries Fair, which was expected to be the biggest one held in this part of the world.

Mr. Birla also suggested that high priority should be given to geological and mineral surveys.

Problem of training.- Turning to the question of "know-how", Mr. Birla made the following points: (i) The various national laboratories and research institutes should concern themselves with the question of evolving satisfactory techniques and processes of manufacture, which although widely used in foreign countries, were closely guarded secrets. (ii) Indian Embassies abroad should also take greater interest and establish proper contacts with foreign manufacturers so that India could get the best experience and knowledge from these countries. Referring in particular to the question of industrial training, Mr. Birla said: "It is estimated that to run properly a large engineering unit, at least 100 engineers, foremen, designers and draftsman would be required. It, therefore, means that to man, say, 250 factories in the metal processing industries alone, 25,000 technical men will be necessary. At present annually about 4000 engineers with degrees and diplomas come out of various Indian engineering colleges and approximately 500 Indian technicians return after training from abroad. In addition, men rise from ranks in various factories. But the problem of finding engineers will be very acute when we take into consideration the expansion programmes of all other industries and governmental projects, such as, communications, house-building, irrigation, etc.

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In countries like the United States and U.S.S.R., it is stated that between 40,000 and 50,000 engineers graduate every year, besides the many who are promoted on account of their high practical experience. Unless, therefore, the facilities for turning out engineers from our colleges are very considerably expanded, all our plans of industrial development will founder on the personnel front. This is a very serious problem which should^{be} given immediate attention as everything will hinge on the availability of trained man-power. Since we will have to get trained personnel also from abroad to supplement our local talent every facility should be given by Government in engaging them and making their employment in India attractive".

Mr. Birla observed that even though India was industrially an infant nation, it was heartening that the quality of Indian manufacturers was progressively improving. He appealed to all concerned to put in some extra effort, "which makes all the difference between average and first class work. It is the knowledge of "do-how" and pride in one's work which enables one to produce quality articles".

Problems of Consumption.— The President said that in India even marginal increases in production tended to raise the problem of marketing. The consumption angle, therefore, must be looked after by authority as well as by industry - authority by way of ensuring that adequate purchasing power remained with the community to absorb the ever increasing volume of production and by industry by promoting the sales. On behalf of industry, he suggested the hire-purchase system for promoting consumption which would become essential when India took up the manufacture of durable consumer goods and capital goods on a large scale. There was yet another fundamental factor governing consumption viz., the attitude to consumption. Partly on account of poverty and partly on account of the traditional contentment the impulse and the desire to consume more was inhibited. It was argued that consumption must be kept in check for economic development and that emphasis on consumption was not in accord with the Indian way of life. As regards the contention that the people must tighten their belts to promote investment, the reply was that in an under-developed country like India, investment can be stimulated only through consumption. It was only when people were in a position to consume, more will be provided, and idle resources and manpower utilised.

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Attitude to management.- Mr. Birla said that there was an unfortunate tendency in the mind of government "as well as most of our legislators", to look upon economic and commercial activities as something which needed to be tolerated and which in any case must be subjected to pervasive control. The system of industrial management inseparable from the running of large-scale industries was looked upon with disfavour. Then again, there was much prejudice against large-scale industry although any substantial improvement in the standard of living of the people would be possible only if large-scale industries were encouraged to be established and the existing ones were permitted to expand. It was unfortunate that this prejudice sometime erupted into denunciation of private enterprise and threats against it. "If one wanted a cow to give milk, a proper feed and not a big stick was what was required." He would suggest that legislators should endeavour to engage themselves in economic activity of a productive nature in which case the country would be richer in various ways. Apart from a large number of active minds grappling and overwhelming the problems of construction, the legislation pertaining to industry and commerce would then aim at achieving plenty rather than losing itself in dialectics and in argumentation such as public versus private sector. There would also be greater appreciation of what had been done up till now by Indian industry and the great amount of work that had still ~~be~~ to be done".

Resolutions.- The more important resolutions adopted by the session are reviewed below.

i) Control over Imperial Bank.- This resolution opposed the assumption of control over the Imperial Bank by the State, as part of a scheme for rural credit. It was the considered opinion of the Federation that for purpose of extending rural credit and strengthening the co-operative banking system the Government of India should start a separate bank without assuming control over the Imperial Bank. The Federation, therefore, requested Government to reorientate its policy suitably in this behalf.

ii) Machinery for Settlement of Industrial Disputes.- By a resolution on industrial disputes machinery the Federation noted the efforts of the Joint Consultative Board of Industry and Labour regarding simplifying and streamlining of the adjudication machinery under the Industrial Disputes Act, 1947, the Federation strongly felt that the proposal to abolish the Labour Appellate Tribunal needed more careful consideration. The resolution said that the Appellate Tribunal came into existence in 1950 as a result of the realisation by Government of the confusion created by the haphazard awards made by different

industrial tribunals. Despite some instances where different benches of the Appellate Tribunal had given contradictory decisions, it was generally recognised that the Labour Appellate Tribunal had, to a very considerable extent, achieved the purpose for which it was set up, namely, to ~~arrive~~ achieve uniformity in the matter of industrial awards. Through its decisions on appeals the Appellate Tribunal was gradually building up a case-law on industrial relations which was being used by the lower tribunals as a guide. This process of formulating a case law on industrial relations was only half-way through and to abolish the Labour Appellate Tribunal at the present juncture would mean not only the undoing of the good work so far done but also the return to a state of disorder and confusion.

As experience had shown, either management or labour might feel dissatisfied with the decision of a Tribunal. If that decision was made final, it is bound to result in discontentment among the parties which would only worsen industrial relations instead of improving them. Lack of provisions for appeal might create an impression of possible miscarriage of justice, if not actually result in it. The Federation, therefore, recommended the retention of the Appellate Authority. In case, however, it was ultimately decided to do away with the Appellate Tribunal, the Federation strongly urged that lower Tribunal which were to decide minor matters must be presided over by a sitting District or Session Judge and the higher Tribunals should be presided over by a sitting High Court Judge and assisted by a representative each of employers and workers. If the present number of ~~employment~~ High Court Judges was not adequate to man all industrial Tribunals, the President of India should be approached with a request to appoint more High Court Judges as provided for in the Constitution.

iii) The Constitution (Fourth Amendment) Bill.- The Federation by a resolution asked the Government to abandon the proposed amendments to Article 31-A of the Constitution seeking to make the determination of compensation to owners of private property, in the event of its compulsory acquisition by the State, discretionary and non-justiciable. The resolution said the citizen's right to approach the judiciary for relief, where his basic rights were infringed, was inviolable, and it was essential that this right should not be abridged or taken away. It was the view of the Federation that the State already possessed ample powers so long as it did not deprive persons substantially of their property and under the Companies Act.

iv) Economic policy.- The resolution on economic policy urged the Government to "pause and give further consideration to such policies as are aimed at the ultimate elimination of

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well-proven and established methods of management, "which have commanded the support of the investing public^{and} banking institutions all these years".

The Federation was confident that, given reasonable freedom and facilities, the private sector could play a considerable part in the attainment of the country's objectives. As an essential condition, the Government should create an atmosphere of confidence in the private sector and take such economic and industrial measures as would encourage larger investment of capital in industry.

v) Taxation policy.— The resolution on taxation policy said that the only and best way of augmenting Governmental resources through taxation was to have taxation at a level as would increase economic activity. Asking for a revision of some of the new Budget proposals - raising of income-tax and super-tax rates, levy of new excise duties and tax on perquisites - the resolution said the budget proposals for the year and for many years to come must be tested against the touchstone of whether or not they would help increase productive employment by increasing production and consumption.

The Federation also adopted resolutions (a) urging the Government to improve transport and communication services in the interests of both trade, commerce and ~~industry~~ industry, and speedy progress of national development, and (b) urging that State-owned enterprises should not be given special concessions or facilities as against the private sector nor preference with regard to tax liabilities.

Office bearers.— Mr. Shantilal Mangaldas of Ahmedabad and Mr. Lakshmi Pat Singhania of Calcutta were elected President and Vice-President respectively for 1955-56.

(The text of the Presidential Address and Resolutions received in this Office; The Hindustan Times, 6 and 7 March 1955).

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CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MARCH 1955.

34. Economic Planning, Control and Development.

Constitution (Third Amendment) Act, 1954:
Measure to vest the Centre with Powers of
Controls over Essential Commodities.

The Constitution (Third Amendment) Bill (vide pages 15-16 of the report of this Office for October 1954) as passed by Parliament received the assent of the President on 22 February 1955 and the text of the Act has been gazetted on 22 February 1955. The Act substitutes the following entry for entry 33 of List III of the seventh schedule to the Constitution.

"33. Trade and commerce in, and the production, supply and distribution of : (a) the products of any industry where the control of such industry by the Union is declared by Parliament by law to be expedient in the public interest, and imported goods of the same kind as such products; (b) ~~foreign~~ Foodstuffs, including edible oilseeds and oils; (c) cattle fodder, including oilcakes and other concentrates; (d) raw cotton, whether ginned or unginned, and cotton seed; and (e) raw jute."

(Gazette of India, Extraordinary, Part II,
Section I, 22 February 1955, pp. 55-56).

Essential Commodities Bill, 1955.

Mr. D.P. Karmarkar, Minister for Commerce, Government of India, introduced in the Lok Sabha on 2 March 1955 the Essential Commodities Bill, 1955, which seeks to provide, in the interests of the general public, for the control of the production, supply and distribution of, and trade and commerce in certain commodities.

The Statement of Objects and Reasons of the Bill declares that under article 369 of the Constitution, Parliament had power during a period of five years from the commencement thereof to make laws with respect of trade and commerce in, and the production, supply and distribution of, certain essential commodities. The life of the Essential Supplies (Temporary Powers) Act, 1946, was therefore limited to the 26 January 1955.

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The essential commodities to which that Act applied fell into two broad categories, viz: (a) coal, textiles, iron and steel, paper, etc., which are products of industries under Union control; and (b) food-stuffs, cattle fodder, etc., which are not products of such industries. As public interest required that the Centre should continue to have even after the 26 January 1955, the same legislative powers as it had under article 369 of the Constitution, a Bill providing for the necessary amendment of entry 33 of the List III in the Seventh Schedule to the Constitution was passed by both Houses of Parliament in September last year. This amendment has now become law, having been ratified by the requisite number of States.

The Constitution (Third Amendment) Act, however, had not become law when the Essential Supplies (Temporary Power) Act, 1946, expired, and therefore an Ordinance was promulgated to take effect on the 26th day of January 1955, which provided for the regulation of trade and commerce in and the production, supply and distribution of commodities which fell within the production, supply and distribution of commodities which fell within the first category referred to in the preceding paragraph. Under entry 42 of the Union List, Parliament has power to regulate inter-State trade and commerce in all commodities and the Ordinance also provided for such regulation in section 4 thereof, but the application of that section was limited in the first instance to wheat, raw cotton and sugar-cane.

Pending the passing of a Central law providing for control in respect of all essential commodities now falling within entry 33 of the Concurrent List, certain State Governments have promulgated Ordinances or taken other legal action open to them for continuing controls in respect of such commodities as could not be included in the Central Ordinance.

The present Bill seeks to replace the Central Ordinance and at the same time include within the definition of "essential commodities" those commodities which had to be left out by reason of lack of legislative power. To a very large extent, the Bill follows the provisions contained in the Essential Supplies (Temporary Powers) Act, 1946, but the penalty clause has been simplified and a few other provisions have been omitted as unnecessary.

(The Gazette of India, Extraordinary, Part II,
Section 2, 2 March 1955, pp. 45-53)

Development Council for Industries engaged
in the Manufacture and Production of
Pharmaceuticals and Drugs set up.

The Government of India has by an order dated 24 February 1955 set up a Development Council for the scheduled industries engaged in the manufacture and production of pharmaceuticals and drugs. The Council consists of representatives of owners of industrial undertakings in the said industries, representatives having special knowledge of matters relating to the technical or other aspects of the industries, representatives of employers and consumers. The following functions have been assigned to the Council: (1) recommending targets for production, co-ordinating production programmes and reviewing progress from time to time; (2) suggesting norms of efficiency with a view to eliminating waste, obtaining maximum production, improving quality and reducing costs; (3) recommending measures for securing the fuller utilisation of the installed capacity and for improving the working of the industry, particularly of the less efficient units; (4) promoting arrangements for better marketing and helping in the devising of system of distribution and sale of the produce of the said scheduled industries which would be satisfactory to the consumer; (5) promoting standardisation of products; (6) promoting or undertaking the collection and formulation of statistics; (7) promoting the adoption of measures for increasing the productivity of labour, including measures for securing safer and better working conditions and the provision and improvement of amenities and incentives for workers.

(Gazette of India, Extraordinary, Part II,
Section 3, 28 February 1955, pp. 293-294).

Progress of the Community Development Programme
and the National Extension Service during the
Year 1954-1955.

The Community Development Programme which was taken up on 2 October 1952, on a three-year basis, has now been extended by one more year, without additional expenditure. The Programme comprises 55 projects and each project roughly embraces 300 villages with a population of about 290,000. Each Project is further divided into three Development Blocks. The estimated ceiling expenditure on a rural community project of the basic type is 6.5 million rupees. The total cost of these 55 Projects is 8,671,000 dollars and 343,834,000 rupees. The dollar portion will be contributed in equipment by the U.S. Technical Co-operation Administration. The rupee cost will be shared between the Central and the State Governments. A supplementary programme comprising 55 blocks of rural development was taken up in October 1953. The total estimated joint cost of these additional development blocks is 1,925,000 dollars and 73,300,000 rupees, the dollar portion to be contributed by U.S. Technical Co-operation Administration and the rupee cost to be shared between the Central and the State Governments.

In pursuance of the recommendations of the Planning Commission, a National Extension Service has been organised to cover about one-fourth of the country during the Plan period 1951-56. The Scheme was taken up on 2 October 1953. The total estimated cost of the National Extension Service Programme for three years is 382.5 million rupees which will be shared between the Central and the State Governments. The National Extension Service Programme envisages the taking up of 900 blocks during the period 1953-54 to 1955-56. The estimated ceiling expenditure on one block is 750,000 rupees.

(Explanatory Memorandum on the Budget
of the Central Government for 1955-56,
pp. 89-90)

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New Oil Refinery inaugurated.

The Vice President of India, Dr. S. Radhakrishna inaugurated on 17 March 1955 at Bombay, India's second oil refinery constructed and run by the Burma Shell Company Ltd.

The refinery built at a cost of 300 million rupees will process, when in full production, 2 million tons of crude oil, amounting for over 50 per cent of the total refining capacity of the proposed three new refineries. The refinery will produce annually 475,000,000 gallons of kerosene, motor spirit, diesel oils and furnace oil. In addition, it will be the only producer of bitumen in India. By 1957, when all the three new refineries will be in full production they are expected to meet at least 80 per cent of India's requirements of petroleum products.

(The Statesman, 18 March 1955).

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38. Housing.

India - March 1955.

Subsidised Industrial Housing Scheme and
Low Income Group Housing and Slum Clearance
Scheme: Review of the Working during 1954-55.

An account of the progress of the Subsidised Industrial Housing Scheme and Low Income Group Housing and Slum Clearance Scheme of the Government of India is contained in the Explanatory Memorandum on the Budget of the Central Government for 1955-56, as laid before the Parliament. According to this account the formulation of the Subsidised Industrial Housing Scheme in September 1952 marked the first step on the part of the Government of India in the direction of solving the housing problem for industrial workers in particular and indirectly, for other low-income classes in general. The Scheme envisaged the following aid in connection with the construction of houses for industrial workers governed by Factories Act, 1948:-

		<u>Subsidy</u>	<u>Loan</u>
1. The State Governments. -----		50 per cent	50 per cent
2. To Employers. -----		25 " "	37-1/2 " "
3. To Co-operatives. -----		25 " "	37-1/2 " "

The above percentages were subject to an over-all ceiling of 2,700 rupees per tenement for all places excepting Calcutta and Bombay and the payments were to be made in instalments, roughly related to the progress of the construction.

In order to make the Scheme more attractive, its benefits were extended to workers governed by Indian Mines Act, 1923, excepting coal and mica miners for whom Labour Ministry is operating independent subsidised housing schemes affording similar concessions.

As a measure of inducement to the construction of houses, restrictions on the construction of double-roomed tenements have also been removed.

Since the introduction of the Subsidised Industrial Housing Scheme in 1952, the Government of India has sanctioned assistance to the extent of 121.4 million rupees to the State Governments, employers and co-operatives of industrial workers. On the basis of the existing commitments and those expected to be made in respect of the schemes under consideration a provision of 55 million rupees in the Revised Estimates for 1954-55 and 70 million rupees has been made in the Budget Estimates for 1955-56 for the Industrial Housing Scheme.

Under the Low Income Group Housing and Slum Clearance Scheme the Central Government will advance loans at 4-1/2 per cent interest to the State Governments. These loans are recoverable in 30 equal annual instalments. The State Governments will give these amounts as loans to housing finance corporations, individuals or to co-operative societies for building houses. Assistance will be restricted to individuals whose income does not exceed 6,000 rupees per annum. The assistance will be limited to a figure not exceeding 80 per cent of the estimated cost of a house, including the price of land, subject to a maximum of 8,000 rupees per house. The State Governments can also construct houses under this Scheme but after construction they have to sell to co-operatives or individuals of low income group. The local authorities can build a limited number of houses which they can, if they so desire, rent out to their low paid staff. A provision of 20 million rupees in the Revised Estimates for 1954-55 and 100 million rupees in the Budget Estimates for 1955-56 has been made for Low Income and Middle Income Group Housing, and Slum Clearance schemes.

A middle-income group housing scheme is under the consideration of the Ministry of Works, Housing and Supply, according to its annual report for 1954-55. The scheme will be worked in conjunction with insurance companies. The general pattern of assistance to intending builders is expected to be on the lines of the low-income group housing scheme.

Under the industrial housing scheme which was introduced in 1952 about 20,000 tenements have been completed, and during the current financial year schemes for the construction of more than 18,000 tenements have been sanctioned.

(Explanatory Memorandum on the Budget of the Central Government for 1955-56 as laid before the Parliament; The Hindustan Times, 21 March 1955).

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

INDIA - MARCH 1955.

41. Agriculture.

Rural Manpower and Occupational Structure
in India: Agricultural Labour Enquiry
Study published.

The Government of India has published recently a monograph entitled "Rural Manpower and Occupational Structure" relating to the second stage of the All-India Agricultural Labour Enquiry, viz., the General Family Survey which was conducted in 812 villages selected on a random sample basis*. The families surveyed numbered in all 103,548. The main object of the survey was to have an idea of the general economic conditions and occupational structure in the sample villages and to delimit the agricultural labour families living therein with a view to framing a scheme for the selection of a ~~xxx~~ sample of agricultural labour families for the Intensive Family Survey.

Occupational structure of families.- The families were classified into four main groups, namely, owners, tenants, agricultural workers and non-agriculturists. Marginal cultivators for whom agricultural labour was the main activity were classified as agricultural labour families with land. These main groups were further classified into non-cultivating, cultivating, and partly cultivating and partly non-cultivating owners and tenants, agricultural workers with land and without land and non-agricultural workers, artisans, businessmen, salaried employees and others. The families of agricultural workers were ~~further~~ further classified into attached and casual workers' families. There were some families which had no specific stable occupation and were, therefore, classified separately.

* Government of India; Ministry of Labour:
Agricultural Labour Enquiry: Rural Man-Power
and Occupational Structure. The Manager of
Publications, Civil Lines, Delhi, 1955. Price
Rs.10 or 16sh., pp. vii - 530.

The study gives the distribution State-wise. The figures for all-India and for the Census Zones in the statements in this Chapter are, however, obtained by ~~weighting~~ weighting the figures for each State by the estimated total number of rural families therein. The villages consisted predominantly of agricultural families who formed 79.8 per cent of the total, agricultural land-owners ~~accounting~~ accounting for 22.2 per cent, tenants 27.2 percent and agricultural workers for 30.4 per cent. The non-agricultural families formed 20.2 per cent (this included families with no specific stable occupation who formed about 0.5 per cent of the total). The more important occupations pursued by non-agricultural families were artisanship, public or private service (village officers, teachers, etc.) and other salaried employment such as domestic service, and trade. The non-agricultural families of the above description constituted 14.7 per cent while non-agricultural families depending on wages accounted for 5.5 per cent.

Taking the six census zones (North India, East India, South India, West India, Central India and North West India) the percentage of agricultural families ranged from 77.0 in the North-West Zone to about 84 in the Central and West India Zones. It was about 78 in North India and 79 in East and South India.

The occupational pattern within the agricultural hierarchy showed considerable variations from State to State and from Census zone to Census zone, as can be seen from the following table:-

Zone	Percentage distribution of families					
	Agricul- tural land owners	Agricul- tural tenants	With land	Without land	Agricultural Labourers Total	Non- agricul- turists
North India --	7.7	56.1	5.7	8.6	14.3	21.9
East India --	16.3	29.9	19.0	13.7	32.7	21.1
South India ..	23.0	6.1	27.3	22.8	50.1	20.8
West India --	44.8	18.4	8.8	11.6	20.4	16.4
Central India --	25.0	22.0	14.6	22.1	36.7	16.3
North-West India.	42.2	25.0	2.7	7.1	9.8	23.0
All-India --	22.2	27.2	15.2	15.2	30.4	20.2

The families of agricultural workers formed 30.4 per cent of the total number of rural families, 25.8 percent being casual and 4.6 per cent attached. The over-all ratio of casual and attached workers' families was ~~thxxx~~ thus about 85: 15, The percentage of casual workers' families to total number of agricultural labour families varied from 77 to 81 in the Eastern, Northern and Central zones but it was more than 90 in Western and Southern Zones.

It was the least in the North-Western zone (66) where the proportion of attached workers' families was the highest, namely, 34 per cent. It should be remembered that the agricultural labour families were proportionately fewer in the States of Punjab and PEPSU and the size and quality of the holdings were quite high, and hence there was greater scope for employment of a permanent nature.

Of the total rural families, among casual workers about 13.4 per cent held some land and 12.4 per cent were without land, the corresponding percentage of attached workers' families being respectively 1.8 and 2.8.

The monograph estimates the total number of rural families in the Indian Union, based on the 1951 Census population data and the family data of Agricultural Labour Enquiry, at 58 million, of which the agricultural workers' families formed about 17.6 million. Amongst the agricultural labour families, those cultivating a plot of land numbered 8.8 million and the rest were landless. The bulk of the agricultural labour families, viz., 85 per cent were casual labour families, while the rest were attached labour families.

Amongst the different census zones, South India, had the largest number of agricultural workers' families, viz., 6.2 million, of whom about 5.1 million were in the State of Madras ~~Karnataka~~ alone. Next comes East India with about 5 million agricultural labour families, of whom a little over 50 per cent was concentrated in the State of Bihar. There were about 3.3 million of them in Central India. As observed already, North India, West India and North-West India had comparatively less proportion of agricultural labour families, about 1.6 million in North India, 1.1 million in West India and about half a million in North-West India.

Age and Sex classification of the rural families.-

The percentage of males in rural families in the Indian Union as a whole was 51.7 as against 48.3 the percentage formed by the females. In almost all the zones males slightly out-numbered the females, the excess being most pronounced in North and North-West India. In the Southern zone, the number of females slightly exceeded that of males.

The comparative figures of females per 1000 males for the six Census Zones and for all-India are given below:-

Zone	No. of females per 1000 males according to	
	Agricultural Labour Enquiry	1951 Census
North India	839	925
East India	936	977
South India	1,006	1,004
West India	1,000	987
Central India	962	979
North-East India	864	895
All-India.	933	966

It is conventional to reckon working age from 15 to 55. Taking the male population in the sampled villages, about 27.7 per cent belong to the working age, 19.9 per cent being boys, i.e. below the working age, and 4.1 per cent above the working age. The figures for the corresponding age-groups for females were 26.0, 18.4 and 3.9 respectively. The proportions of women in each of these age groups were slightly less than the corresponding proportions for the males.

Size of families.- The overall average size of the rural family for the Indian Union was 5.01, consisting of 1.62 men, 1.48 women and 1.91 children. The average showed only slight variations in the different Zones, with the exception of the North West Zone for which it was 5.20 mainly due to high average family size of 5.66 in the Punjab.

The agricultural families naturally had a larger family size (5.50) than the non-agricultural families (4.54). Amongst the agricultural families, the average number of persons per family of land-owners (5.45) and tenants (5.39) was much higher than that of the agricultural workers' families (4.70).

Amongst the agricultural workers' families, those without land had a smaller size (4.1), than those with land (4.8). Thus the size of the landless agricultural families was even less than that of the non-agricultural families. The above feature was true not only for the Indian Union as a whole, but for every Zone. Thus the landholding classes had a larger number of persons per family than the landless families.

The size of the family of casual workers (4.58) was slightly less than that of attached workers (4.79). The following table shows the size of families in the Census Zones:-

Zone	Land owners families	Tenant families	Agricultural labourers' families	Non-agri-cultural families*	All-families	According to 1951 Census
North India	-- 5.77	5.01	4.74	4.31	4.92	5.11
East India	-- 5.51	5.76	4.69	4.48	5.10	N.A.
South India	-- 5.30	5.70	4.77	4.68	4.94	4.83
West India	-- 5.36	5.50	4.62	4.69	5.14	5.00
Central India	-- 5.44	5.26	4.57	4.53	4.93	4.73
North-West India	-- 5.51	5.64	4.71	4.29	5.20	5.11
All-India	-- 5.45	5.39	4.70	4.54	5.01	4.91

*Includes families with no specific stable occupation.
N.A.- Not available.

Classification according to economic status.- The classification of the rural population according to economic status into earners, helpers and dependants shows that earners formed 30.4 per cent of the total rural population and helpers formed 18.9 per cent, the dependants forming 50.7 percent or nearly half the population. It should again be remembered that even those who have earned or helped for a day are taken as such. Of the boys and girls who formed 38.4 per cent only 3.4 per cent were working members and the rest were dependents.

The percentage of adult male dependents was only 1.8 as against the percentage of 4.1 formed by those above the age of 55. It is, therefore, clear that a majority of those above 55 were also working either as earners or as helpers taking the country as a whole and in most of the major States.

The percentage of women dependents was 13.9 as against 26 per cent of females between the ages of 15 and 55. In other words, on an average only about half of the adult women were working. But this figure showed considerable variations from State to State and in fact mainly influenced the extent of dependency in the families in the different States. Thus, the percentage of women dependents was highest in West Bengal, being about 24.5. In PEPSU and Punjab too the percentage was above 20, while it was slightly less than 20 in Uttar Pradesh and Orissa. It was above 10 per cent in Madras and lower than 10 per cent in Hyderabad (9.3), Assam(9.3) and Bombay (7.6) and least in Madhya Pradesh (5.2).

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The above proportions of women dependents reflect inversely the proportion of women in the labour force. Thus, it was the lowest in Punjab and West-Bengal and highest in Madhya Pradesh. To a large extent, these variations are due to social customs preventing the hired employment of women. Obviously, women were found to be working more as helpers of the heads of the households than as independent earners.

The child workers formed about 3.4 per cent in all the sampled villages. Taking the major States, this proportion varied between 2 and 5 per cent except in Travancore-Cochin where they formed less than one per cent. It may be mentioned in this connection that literacy is the highest in Travancore-Cochin, and children of the school-going age were generally at school.

Working strength of families.- The monograph states that in a rural economy, predominantly agricultural in character, it would be misleading to consider only, the earners in arriving at the working strength. The helpers should also be taken into account. Of the total family size of 5.01, there were 2.88 dependents, 1.57 earners and 0.96 helpers. Roughly, almost all the men and a little over half the women and children above the age of 10 were working. The size of the working force was almost the same in the different categories of families (except non-agriculturalists), viz., 2.6. But while in the agricultural land owner and tenant families, the helpers were more numerous, 1.54 and 1.47 respectively, the average number of earners was 1.10 and 1.12 respectively. In the case of agricultural workers' families, the average number of earners was 2.42 and helpers only 0.32. Obviously, where the head of the family was cultivating a holding there was scope for other able-bodied members to help. Even the small number of helpers in the agricultural workers' families, no doubt, generally belonged to those agricultural workers' families which were cultivating a plot of land. But there is one significant feature in the composition of the working force. While in the landowner families and tenant families, the working women formed 0.8 and 0.7 respectively, in the agricultural labour families ~~working~~ they formed about 1.0. But of the 1.0 working women, about 0.86 were earners as against 0.11 and 0.07 in the owner and tenant families. Further, the size of the agricultural labour family being smaller, the dependents were only 1.96 as against 2.81 and 2.80 in the owner and tenant families respectively.

In the six census zones, the working strength of the families of land owners, tenants and agricultural labourers was almost the same, except in Western India and North West India where the working strength of agricultural labour families was lower. The working strength of agricultural labour families ranged between 2.1 in North India and 3.0 in South India. The working strength of landowner and tenant families was also the least in Uttar Pradesh, viz., 2.3 and 2.3 respectively and the highest in West India being 2.9 and 3.1 respectively. As pointed out already, the difference are largely due to the extent of women workers in the families in the different zones. The over-all working strength of non-agricultural families was much lower (2.0) as compared to that of other categories of families; it ranged between 1.8 in North West India and 2.3 in Central India.

Occupation of rural families and labour force.-

In rural families while the helpers may be regarded as following the occupation of the head of the family, the earners other than the head of the family do not always pursue the family occupation. Therefore, the occupational structure of the rural labour force, i.e., of earners and helpers, need not be identical with that of the families. For purposes of this classification, the occupation of the helper is taken to be that of the head of the family whom he helps. The percentage dependence of the labour force on agricultural labour as an occupation is slightly lower. The differences are brought out below:-

	Land owners	Tenants	Agricultural workers	Non-agricultural workers
Family occupation -----	26.6	25.7	30.4	17.3
Occupation of labour force.	26.4	25.6	26.9	21.1

Whereas earners and helpers having agricultural labour as the family occupation formed about 30 per cent, earners and helpers with agricultural labour as their individual principal occupation formed only about 27 per cent. This emphasises that, on balance, more workers in the agricultural labour families pursued other occupations as compared to workers from other categories who took to agricultural labour.

This trend of lesser dependence of the labour force on agricultural labour as an occupation is observed in all the Zones of the Indian Union. The following statement brings out this trend:-

Zones	Family occupation of earners and helpers helpers			Occupation of the labour force			
	Culti- vation	Agricul- tural labour	Non-agri- culturists	Culti- vation	Agricul- tural labour	Non-agri- culturists	
North India	--	67.4	13.8	18.8	66.0	12.6	21.4
East India	--	49.6	33.1	17.3	48.0	29.3	22.7
South India	--	29.6	51.3	19.1	30.7	45.4	23.9
West India	--	67.1	19.3	13.6	67.6	17.3	15.1
Central India	--	50.1	36.7	13.2	51.2	32.4	16.4
North-West India	--	71.4	8.6	20.0	69.7	7.2	23.1
All India	--	52.3	30.4	17.3	52.0	26.9	21.1

The Enquiry revealed that only about 26 per cent of the total number of earners had subsidiary occupations and the remaining had to depend only on one occupation, however, inadequate it may be. Whereas in the North and Central India about 18 and 23 per cent respectively of the earners had subsidiary occupations, those in the North-West and West India had relatively more opportunities of subsidiary employment, the percentage earners having subsidiary occupation being 31 per cent, in North West India and 33 per cent in West India. In East and South India about 27 per cent of the earners had subsidiary occupations.

Taking the four broad categories of rural occupations (ownership of land, tenancy, agricultural labour and non-agricultural labour including other non-agricultural work), only 21 per cent of the agricultural workers in the Indian Union had subsidiary occupations while in the other ~~three~~ three categories the percentage was about 30. In the six Census zones of the Indian Union, agricultural labourers having subsidiary occupations varied from 30 per cent in East India to 16 per cent in Central India.

In respect of other occupational groups in rural areas, 32 per cent of land owners had subsidiary occupations in South India and only about 15 per cent had such occupations in North India. Of the tenants in the different Census Zones, 51 per cent had subsidiary occupations in South India as against only 10 per cent in North India. The non-agricultural earners varied from 20 per cent of total earners in Central India to 24 per cent in North West India and the variation in the proportion of earners having subsidiary occupations in different Census Zones was quite considerable. While 40 per cent of non-agricultural earners in West India had subsidiary occupations, the percentage was only 20 in North India.

Out of the 26 percent earners in the Indian Union who had subsidiary occupations, 5.1 per cent each were landowners and tenants, 9.1 per cent were agricultural labourers and 7.8 percent were non-agriculturists including non-agricultural labourers. Of these earners, only about a third had subsidiary occupation outside agricultural sector, one-sixth had agricultural labour as the subsidiary occupation and the remaining had cultivation of owned or leased land as the subsidiary occupation. For almost all the non-agricultural earners, the subsidiary occupation was agriculture. Thus, even from the point of view of subsidiary occupation the pressure seems to be more on agriculture.

Cultivator's holdings.— The overall average size of the holdings in the sample villages of the Indian Union was 7.5 acres. The average size naturally showed considerable variations from Census Zone to Census Zone and between the States in each Zone, as will be seen from the statement below showing the zonal averages:—

Zones	Categories of families				
	Agricultural owners	Agricultural tenants	Agricultural workers	Non-Agricultural agriculturists	All families
	Average size of holdings (in acres)	Average size of holdings (in acres)	Average size of holdings (in acres)	Average size of holdings (in acres)	Average size of holdings (in acres)
North India	10.7	5.2	1.5	3.2	5.3
East India	7.2	5.4	1.8	2.2	4.5
South India	7.7	7.7	2.3	1.9	4.5
West India	14.0	12.8	5.0	7.1	12.3
Central India	16.9	13.0	6.7	5.7	12.2
North West India	13.7	13.1	5.8	5.4	12.6
All India	11.4	7.7	2.9	3.1	7.5

The average size of the holdings was lowest in the ~~South India~~ Southern and Eastern zones being in each case, 4.5 acres. These are mostly rice-growing areas with a comparatively high percentage of irrigated and double sown land. The average size of the holding was the lowest in Travancore-Cochin being 2.4 acres. The density per square mile was the highest in this State amongst the major States.

Utilisation of holdings.— Out of the overall average size of holdings of 7.5 acres, only about 6.6 acres were cultivated and the balance was uncultivated. The average uncultivated land was generally large in the States in which the average size of holding was relatively large and the land was of poor quality. Thus, while in most of the rice tracts, and wheat tracts of Punjab and PEPSU the uncultivated land was less than one acre, in the millet areas like Madhya Pradesh, Hyderabad and Rajasthan, it was quite high, being 3.4, 2.7 and 4.2

acres and even proportionately higher to the total area of the holdings as compared to other States. Of the cultivated area of 6.6 acres, 5.2 acres were unirrigated and only 1.4 acres, irrigated. Thus, the irrigated area formed about 21 per cent of the total cultivated holdings. Amongst the major States, except for Punjab and PEPSU where the irrigated area of the holdings formed about 50 and 40 per cent respectively of the total cultivated area, the proportion was very small.

Of the average size of holdings of 7.5 acres per family, 4.3 acres or 56.8 per cent were owned, 3.1 acres or 41.3 per cent were taken on rent and 0.1 acres or 1.9 per cent were held free of rent. In most of the major States, the bulk of the average area of holding was owned but in Bihar, Madhya Pradesh, Uttar Pradesh, West Bengal and Rajasthan the area held on lease was greater. The percentage of area owned to total area of holdings was 89 per cent in Orissa and 85 per cent in Mysore. It varied between 70 and 80 per cent in Madhya Bharat, PEPSU, Bombay, Madras, Assam and Hyderabad and between 60 and 70 in Travancore-Cochin and Punjab. In Rajasthan it was 43 per cent. In Bihar it was as low as 11 per cent and varied between 20 and 30 per cent in Uttar Pradesh, West Bengal and Madhya Pradesh.

Distribution of holdings according to size.-
 The inequality of cultivators' holdings is considerable in India. While the average size of the holdings was about 7.5 acres, about 70 per cent of the holdings were below this average. Holdings below one acre formed about 17 per cent, those between one and 2 1/2 acres about 21 per cent and those between 2 1/2 and 5 acres another 21 per cent. These accounted respectively for 1.0, 4.6 and 9.9 per cent of the total area. At the other end of the scale, 16 per cent were in the group 10 to 25 acres accounting for 32.5 per cent of the area and another 5.6 per cent above 25 acres covering about 34 per cent of the area.

The overall average size of holdings was 5.3 acres in North India (Uttar Pradesh) but the number of holdings upto 2.5 acres in size formed about 40 per cent of the total number of holdings and covered 9.7 per cent of the total area. The largest concentration of holdings, viz., 25 per cent was in the group 2.5 to 5 acres covering 16.7 per cent of the total area; 20.6 per cent were in the group 5 to 10 ~~area~~ acres and ~~area~~ covered 26.4 per cent of the area, while 11.4 per cent were in the group 10 to 25 acres covering 30.6 per cent of the area.

In East India zone, the overall average size was 4.5 acres. Here also, the largest concentration of holdings, namely, 26.4 per cent covering 20.8 per cent of the total areawas in the group 2.5 to 5 acres. However, 45.8 per cent were below 2.5 acres and covered 11.2 per cent of the area. The rest were above 5 acres.

In South India zone, as much as 55 per cent of the holdings covering 12.2 per cent of the area were below 2.5 acres, the overall average size being 4.5 acres. About 21 per cent of the holdings occupying 16.3 per cent of the area were in the size group 2.5 to 5 acres, while the rest were above 5 acres.

In West India zone, the overall average size was high, namely 12.3 acres, but 61 per cent of the holdings were below 10 acres and occupied 18.6 percent of the area. A little above 25 per cent of the holdings covering 32.6 per cent of the area were in the group 10 to 25 acres, while 13.5 per cent covering 48.8 per cent of the area was above 25 acres.

The overall average size of holdings in Central India zone was 12.2 acres but 58 per cent of the holdings covering 18 per cent of the total area were below 10 acres. About 28 per cent were in the size group 10 to 25 acres and accounted for 34 per cent of the area, while 13.4 per cent occupying 48 per cent of the area were above 25 acres in size.

The average size of holdings was the highest, viz., 12.6 acres in North-West India zone. However, 59 per cent of the holdings occupying 20.7 per cent of the area were below 10 acres. About 31 per cent of the holdings was in the size group 10 to 25 acres and occupied 39.3 per cent of the area, while 9.8 per cent covering 40 per cent of the area were above 25 acres.

The enquiry revealed that besides the cultivating owner families and tenant families the agricultural labour families as also the non-agricultural families were also cultivating holdings, smaller though, as a subsidiary occupation. Of the total number of holdings, about 35 per cent were cultivated by owners, another 35 per cent by tenants, 20 per cent by labourers and 10 per cent by non-agriculturists. The percentage distribution of the total area of the holdings as amongst these categories was 52.4 for landowners, 35.7 for tenants, 7.8 for agricultural labourers and 4.1 for non-agriculturists. While the average size of the holdings of owner families was larger, being 11.37 acres, that of the tenants 7.74 acres approximated the overall average. The average size of holdings of the agricultural workers was 2.86 acres and that of the non-agriculturists 3.10 acres.

About 51 per cent of the area of the holdings were occupied by landowners and 37 per cent by tenants, while agricultural workers and non-agriculturists occupied 8 and 4 per cent respectively.

Housing conditions in rural areas.- In the sample villages about 84 per cent of the houses were kacha houses. Amongst the major States, this percentage was more than 90 in Uttar Pradesh, the Eastern States of Assam, Bihar, West Bengal and Orissa and the Central States of Madhya Pradesh and Hyderabad. It ranged between 80 and 90 in Rajasthan and Madhya Bharat and between 70 and 80 in Punjab, Bombay, Madras and Travancore-Cochin. The position was comparatively better in PEPSU and Saurashtra, the percentage being about 60. This was so presumably due to availability of stones. The following statement shows the percentages in the different Census Zones:-

Zones	Percentage of kacha houses occupied by families of	
	Agricultural workers	All families
North India	99.7	92.5
East India	97.2	98.5
South India	90.0	78.1
West India	68.5	63.5
Central India	95.6	92.1
North West India	88.6	76.1
All sample villages...	92.6	84.1

The percentage of partly pucca and partly kacha houses was only 2.1, taking the Indian Union as a whole. Thus the percentage of pucca houses came to 13.8. The percentage of partly pucca and partly kacha houses was, however, relatively high, viz., about 8 per cent in North West Zone mainly due to existence of such houses in Punjab and PEPSU.

The houses were almost all selfowned. This meant that the plot on which the house was erected was also owned by the houseowner. However, when ground rent was paid, it generally meant that only the house was owned but not the plot. Such cases were included in the owned houses. Taking all the sample villages, the percentage of rented houses was about 1.7 and varied up to 4 in the major States. In respect of the agricultural labour families in particular, this percentage was about 1.3. The details are given in the State Chapters.

Generally there was only one family per house. In fact the percentage of houses accommodating a single family was 95.3; those with two families formed 3.2 per cent and those with three or more families only 1.5 per cent. The same trend was observed in each of the six Census Zones. The percentage of houses having one family varied from 93.6 in North India to 96.6 in South and Central India, while the percentage of those having 2 families ~~xxxxxx~~ varied from 2.3 in South India to 4.2 in North India, and those having 3 or more families varied between 1 and 2.

Houses with a single room formed the largest percentage, viz., 38. Two-room houses formed 28 and those having three or more rooms 34 per cent. The average number of rooms per house was 2.3. The agricultural labour families had limited accommodation, the average number of rooms per house being 1.9 and houses with one room formed the largest percentage, viz., 55, while two rooms houses constituted 27 per cent.

The average number of persons per room in the different zones is shown below:-

Zones	Average number of persons per room in the houses occupied by families of	
	Agricultural workers	All families
North India	2.1	1.7
East India	2.5	2.3
South India	3.0	2.4
Central India	2.6	3.2
West India	2.9	2.8
North West India	2.7	2.6

Most of the villages lacked satisfactory communication facilities and the roads were kacha. Villages were full of mud and slush during the rainy season. The surroundings of the houses were often insanitary owing to the lack of proper sense of sanitation amongst the residents, and the fact that cattle and poultry had often to be accommodated either within the house premises or closely around. While in the villages in the riverine tracts almost every house had a well of its own, there were ~~xxxxxx~~ considerable difficulties in other places where the villagers had to wait indefinitely for their turn at the common wells or had to walk long distances to bring water from the nearest tank or river.

Ajmer Abolition of Intermediaries and Land Reforms Bill, 1955.

The Government of Ajmer State published on 8 February 1955 the text of Ajmer Abolition of Intermediaries and Land Reforms Bill, 1955, proposed to be introduced in the Legislative Assembly of the State. The Bill seeks to provide for the abolition of intermediaries between the tillers of the soil and the State and the acquisition of their rights, title and interests and for measures of land reforms relating to land tenures consequent upon such abolition and acquisition.

The Statement of Objects and Reasons of the Bill declares that the Ajmer State Legislative Assembly passed a resolution and a committee of the House was appointed to submit a report regarding the abolition of intermediaries between the actual tillers of the soil and the State, in the State of Ajmer, and the payment of compensation to such intermediaries. The present Ajmer Abolition of Intermediaries and Land Reforms Bill, 1955, is based on the report submitted by the said Committee.

The Bill provides not only for the abolition of intermediaries and payment of compensation to them but also for certain measures of land reform consequent on such abolition. There is provision in the Bill for allotment of land for personal cultivation to intermediaries whose estates have been acquired. There will be only two tenures hereafter, namely, Bhumidars and Kashikars instead of the numerous proprietary and tenancy rights existing at present. The intermediaries to whom land will be allotted as above as well as the existing rent-fee grantees and grantees at favourable rent, ex-proprietary, occupancy and hereditary tenants and sub-tenants who have been in possession for three years or more will according to the provisions of this Bill become Bhumidars of the land in their possession direct from the Government and will pay rent to the Government at appropriate village rates. Provision has also been made in the Bill for co-operative farming.

The basis for the calculation of compensation is net income arrived at by deduction from the gross income sums payable on account of land revenue, quit rent, cesses, local rates, customary dues and cost of management. Payment of compensation is on a graded scale with higher multiples of net income for smaller incomes and smaller multiples for higher incomes. The sliding scale ranges from three to fifteen times the net income.

(The Gazette of India, Extraordinary,
Part II, Section 1, 8 February 1955,
pp. 19-45).

Madras Indebted Agriculturists (Repayment of Debts) Bill, 1955.

The Government of Madras published on 9 February 1955, the text of the Madras Indebted Agriculturists (Repayment of Debts) Bill, 1955, proposed to be introduced in the Legislative Assembly of the State. The Statement of Objects and Reasons declares that with a view to free agriculturists from the pressure of creditors and to give them temporary relief, the Madras Indebted Agriculturists (Temporary Relief) Act, 1954 was enacted to provide for the postponement of the recovery of debts incurred by agriculturists. The Act as further amended, will be in force till the end of February 1955.

The Government has reviewed the scope of the Act, with particular reference to the classes of persons it should benefit and has come to the conclusion that the protection should not be available to agriculturists who are comparatively better off. It is also considered necessary to provide for agriculturists who are debtors, to repay their debts in instalments, partly with the object of assisting them to liquidate their debts gradually, and partly with the object of avoiding suits being filed against them when they have paid a part of the debt and thus add to the volume of litigation. A creditor would have to make a demand in writing before filing a suit and if the debtor pays interest accumulated up to the date of demand and one-eighth of the principal within three months, no costs will be allowed to the creditor in such a suit.

The Bill which will take place of the old Act is intended to achieve the above objects.

(Fort St. George Gazette, Part IVA, Extraordinary, 9 February 1955, pp.59-65).

PEPSU Tenancy and Agricultural Lands Bill, 1955.

The Government of Patiala and East Punjab States Union published on 22 February 1955, the text of the PEPSU Tenancy and Agricultural Lands Bill, 1955, proposed to be introduced in the Legislative Assembly (Vidhan Sabha) of the State. The Bill seeks to amend and consolidate the law relating to tenancies of agricultural lands and to provide for certain measures of land reform.

The Statement of Objects and Reasons appended to the Bill declares that relationship between the landlords and tenants in PEPSU being strained resulted in an extremely explosive situation.

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Legislation to amend and consolidate the existing laws in the State relating to tenancies of agricultural lands and to provide for certain measures of land reform on the lines undertaken by the adjoining State of Punjab was not only necessary but also urgent. Consequently the President, in exercise of the powers of the Legislature of the State conferred on him by the Patiala and East Punjab States Union Legislature (Delegation of Powers) Act, 1953 (22 of 1953), enacted the Patiala and East Punjab States Union Tenancy and Agricultural Lands Act, 1953 (President's Act 8 of 1953). That Act also proposed to give effect to some of the recommendations made by the PEPSU Agrarian Reform Committee appointed by the Government of India to examine the system of land tenure in the State.

Now that the State Legislature is in session the President's Act is being re-enacted under Article 357(2) of the Constitution. Opportunity has also been taken to incorporate in the Bill the provisions of the PEPSU Agricultural Tenants (Temporary Protection and Disability) Act, 1954 (22 of 1954).

The salient provisions of the Bill are:

- (1) that every landowner owning land exceeding 30 standard acres shall be entitled to select for personal cultivation from the land held by him any parcel of land not exceeding 30 standard acres of land;
- (2) that the maximum rent payable by a tenant in respect of land leased to him shall not exceed one-third of the produce of the land or the value of such produce;
- (3) that a tenant shall be entitled to acquire from the landowner in respect of land comprising his tenancy, the right, title and interests of the landowner in such land in the manner and subject to certain specified conditions; and
- (4) that on such acquisitions of proprietary rights the tenant shall be liable to pay to the landowner compensation at the rate of 90 times the land revenue (including rates and cesses) payable for such land or 200 rupees per acre whichever is less payable in such annual instalments not exceeding six as may be prescribed.

(Patiala and East Punjab States Union
Gazette, Extraordinary, Vol.No.7, No.179,
22February 1955, Group C, Part III, Section 1,
pp. 869-886).

Draft Madras Plantations Labour Rules, 1955.

The Government of Madras published on 9 March 1955 the draft of the Madras Plantations Rules, 1955, proposed to be made in exercise of the powers conferred under the Plantations Labour Act, 1951. The rules deal, inter alia, with the powers and functions of the inspecting staff, provision of drinking water, latrine accommodation, medical facilities, provision of canteens, creches, recreational facilities, housing accommodation for workers, constitution of advisory board for consultation in regard to matters connected with housing, hours and limitation of employment, payment of sickness and maternity allowance to women workers, prohibition of employment of women during certain period, prohibition of dismissal during or on account of absence from work owing to confinement, appeals against the orders of an Inspector and registers and returns. The draft rules will be taken into consideration by the Government after 1 April 1955.

(Fort St. George Gazette, Rules Supplement to Part I, 9 March 1955, pp. 61-90).

Mysore (Personal and Miscellaneous) Inams Abolition Act, 1954 (No. 1 of 1955).

The Government of Mysore gazetted on 19 March 1955 the text of the Mysore (Personal and Miscellaneous) Inams Abolition Act, 1954, which received the assent of the President on 15 March 1955. The Act provides for the abolition of personal inams and certain miscellaneous inams in the State of Mysore except Bellary district.

With effect from a date to be notified by the State Government, all rights, titles and interests vesting in the inamdar including those in all communal lands, cultivated lands, uncultivated lands, whether assessed or not, waste lands, pasture lands, forests, mines and minerals, quarries, rivers and streams, tanks and irrigation works, fisheries and ferries, shall cease and be vested absolutely in the State of Mysore, free from all encumbrances, and that all rents and land revenue including cesses and royalties ~~xxxxxxxxxxxx~~ accruing in respect of lands comprised in such inam on or after the date of vesting shall be payable to the State and not to the inamdar. Provision is made for the registration of existing kademi tenants, permanent tenants and quasi-permanent tenants as occupants under certain conditions.

The compensation payable in respect of an inam shall be determined for the inam as a whole and not separately for each of the interests therein and the total compensation payable in respect of an inam shall be the aggregate of certain specified sums. The compensation shall be due as from the date of vesting and shall carry interest at the rate of two and three-fourth per cent per annum from the date of vesting to the date of payment and be paid in one or more of the following modes, namely: (i) in cash in full or in annual instalments not exceeding ten; (ii) in bonds either negotiable or not negotiable carrying interest at the rate specified in subsection (1) and of guaranteed face value maturing within a specified period not exceeding ten years. Where the amount of compensation is not paid to an inamdar within a period of six months from the date of vesting, the Government shall, subject to such restrictions and conditions as to security, repayment or otherwise as may be prescribed, direct the payment to each such inamdar of interim compensation which shall be equal to one-tenth of the estimated amount of compensation.

Other provisions of the Act deal, inter alia, with procedure for determination of compensation, constitution of special tribunals for certain purposes and their powers, appeals and reference to the special tribunal and powers of the High Court.

(Mysore Gazette, Extraordinary,
19 March 1955, pp. 1-20)

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42. Co-operation.

India - March 1955.

Bombay: Report on the Working of the
Co-operative Societies for the Year 1952-53*

According to the annual administration report on the working of the co-operative societies in the State of Bombay for the year ended 30 June 1953, the year under report marked the stage for consolidation of the movement rather than its expansion. The year under review, recorded an increase of 369 societies of all types, bringing the number to 17,301 from 16,932 of the previous year. These societies catered to the needs of 36.8 per cent of the population. Though the number of societies registered was small, there was satisfactory and steady progress in the strength of the movement. The membership had increased by 115,865 while the owned funds from 267.8 million rupees to 315.4 million rupees. The total resources stood at 1,010.2 million rupees as against 936.1 million rupees of the last year. The working capital per capita worked out at 28.1 as against 26 of the previous year. The percentage of population served by all types of societies worked out at 36.8 as against 35.2 of the previous year. The following statistics indicate the comparative progress of the movement during the last two years:-

Year	Number of Societies.	Number of Members.	Share	Reserve and	Working
			Capital.	other funds.	Capital.
			Rs.	Rs.	Rs.
1951-52 1951-52	-- 16,932	2,532,431	157,979,137	109,817,030	936,143,914
1952-53	-- 17,301	2,648,296	181,071,753	131,667,267	1010,276,024

* Annual Administration Report on the Working of the Co-operative Societies for the Year 1952-53. Obtainable from the Government Book Depot, Charni Road Gardens, Bombay-4, 1955, pp.174, Price Rs.1/13/- or 3s.3d.

Agricultural Credit and thrift and credit societies.- The bulk of the societies in the State, comprised of agricultural societies and particularly the agricultural credit including the multi-purpose societies. These societies now numbered 10,357 and testified to the extension of institutional credit, in the rural areas. Their membership stood now at 0.846 millions, as against 0.797 millions of the previous year, which worked out at an average of 81 per society. The owned funds of these societies stood at 58.0 million rupees of the working capital of 145.0 million rupees, which works out at 40 per cent ~~₹~~ as compared to 39.1 per cent of the previous year.

These societies gave loans to the extent of 82.9 million rupees as against 81.5 million rupees of the past year. The recoveries during the year amount to 65.8 million rupees as against 57.3 million rupees of the previous year and the loan outstandings at the end of the year stood at 112.9 million rupees as against 96.0 million rupees of the previous year, of which ~~₹~~ 31.5 million rupees were overdue as against 24.1 million rupees of the previous year. The increase in the percentage of overdues to loans outstanding was very slight and was mainly attributable to famine conditions prevailing in large areas of the State during the year.

Multi-purpose societies.- The agricultural credit societies included an important type of agricultural credit societies, viz., the multi-purpose societies. These societies ~~groups~~ are group-societies covering 15,200 villages out of 34,725 villages in the State. These societies, besides making available short-term finance, and intermediate term finance, cater to the needs of the agriculturists in respect of sale and supply of domestic requirements and encourage promotion of cottage industries. The number of such societies increased from 3,226 to 3,665. Their membership rose from 346,628 to 390,831. Their working capital stood at 62.8 million rupees ~~₹~~ as against 54.3 million rupees, whereof 31.979 million rupees represent their own resources comprising of share capital, Reserve and other funds and members' deposits as against 26,788 million rupees of the previous year. These societies made finance available for short and intermediate terms loans amounting to 38.023 million rupees as against 35.885 million rupees in the previous year. Out of the working capital of 62.874 million rupees, 41.666 million rupees represent loans outstanding, which meant that a large part of the funds were utilised in agricultural finance. The turnover in report of supply of agricultural, domestic and other requisites was to the tune of 67.460 million rupees as against 116.081 million rupees of the previous year.

The fall was mainly on account of the policy of decontrol ~~अख्त~~ pursued by Government. Apart from the usual activities, some of the multi-purposes societies had taken up collection of milk and its distribution in adjoining towns. Some have taken up lift irrigation schemes, while some have ~~ख~~ purchased tractors.

Agricultural non-credit societies.- This class comprised some of the most important types of societies, viz., the co-operative farming societies, the lift irrigation societies, the purchase and sale and supply societies and the taluka development boards. Due attention was paid to the expansion of the movement in this Sector since it directly affects agricultural production and marketing. ~~the~~ The total number of these societies, stood at 1,567 as against 1,503 of the previous year and the membership stood at 0.294 millions. The total resources stood at 66.1 million rupees at the end of the year.

Better farming ~~संस्था~~ societies.- These were simple societies formed for dissemination of knowledge of improved methods of farming by use of improved seeds, fertilisers, implements, as well as improved methods of cultivation. The number of societies in this class stood at 99, as against 99 of the previous year. Since the multi-purpose societies and rural societies were encouraged now to take up these types of functions, registration of purely better farming societies of the above type were not encouraged.

Co-operative farming societies.- It was over four years that the Scheme visualising organisation of farming societies had been initiated. The total number of farming societies of the three types, viz., joint, tenant and collective, stood at 233 on 30 June 1953, as against 224 in the previous year. The quantitative expansion so far achieved was satisfactory. All these societies have now a membership of 7,823 and cover an area of 70,634 acres of land of which 39,000 acres represent Government waste land in possession of 136 societies. They have so far been able to bring an area of 50,397 acres of land under cultivation. These societies have so far been extended financial assistance by Government by way of loan and subsidy to the extent of 780,540 rupees and 487,005 rupees respectively, of which sums of 161,225 rupees and 131,827 rupees were granted as loans and subsidies respectively during the year. Eighteen farming societies had undertaken lift irrigation schemes and covering an area of 2,213 acres under irrigation. They also obtained loans and subsidies for purchase and installation of lift irrigation machinery and other accessories under the scheme sanctioned by Government.

Irrigation societies.- The societies of this type were of a recent origin, yet they occupy an important place in rural economy. On 30 June 1953, there were in the State as many as 217 co-operative societies of the purely irrigation type having in all 10,784 members on their rolls and having under their command a total irrigation area of 52,926 acres. Of these societies, 121 societies have completed their schemes bringing an acreage of 19,073 acres under actual irrigable command of which 35 schemes covering 5,772 acres were actually completed during the year. The financial aid given to these societies during the year was of the order of 2.6 million rupees.

Marketing societies.- It had long been recognised that credit alone could not effectively assist the agriculturists unless they were assisted in respect of marketing also. Accordingly, apart from the multi-purpose societies mentioned earlier, which catered to the purchase and sale needs of members, Purchase and Sale Unions on taluka and district level had been formed as also single commodity sale societies, particularly for important crops like cotton, fruits and vegetables. These societies now numbered 332. Their working capital amounted to 38.8 million rupees and they arranged for marketing of agricultural produce to the tune of 152.6 million rupees. Amongst this class, the most important are the cotton sale societies of Gujerat and the fruit and vegetable sale societies. The cotton ~~six~~ sale societies alone handled produce worth 33.7 million rupees, while the fruit and vegetable societies worth 8.227 million rupees.

Co-operative societies for welfare of backward classes.- Special attention is being paid to the economic and social development of the scheduled tribes, scheduled castes, scheduled areas and other backward classes by means of organising suitable types of co-operative societies for them wherever feasible. Mention in this behalf may be made of the scheme of subsidising towards the cost of group secretaries in the backward areas of the district of Panon-Mahals, Thana, Surat, Naskk and West Khandesh. Apart from this, the multi-purpose societies organised in the backward areas in Vyar, Bardoli, Mandvit talukas and Valod peta and Bansla and Dharampur talukas of Surat district are being extended liberal financial assistance for management expenses in the initial stages.

It was felt that provisions of suitable housing facilities to the backward classes (including scheduled tribes, scheduled castes, etc.) would go a long way in raising their standard of living. Accordingly the scheme for having housing societies for backward classes ~~is~~ was in operation for the last five years. During the year 6 societies

in this category were registered bringing the total to 271 societies as against 265 societies of the last year. Government loans to the extent of 0.516 million rupees were advanced to 23 societies during the year, bringing the total of Government loans outstanding with the societies to 1.264 million rupees. These societies have been extended assistance for meeting the cost of management and towards acquisition cost of land to the extent of 0.151 million rupees. So far, 1,460 houses have been constructed by the societies.

Co-operative housing.- The housing societies organised in the State for housing the middle class persons and other classes recorded further progress during the year. The number of such societies rose from 927 to 951. The societies registered under the housing programme of Government were advanced loans to the extent of 0.252 million rupees. There were 55 housing societies for displaced persons as at the end of the year, of which 10 societies were advanced loans to the extent of 0.768 million rupees during the year. During the year 31 societies were organised mainly at Ahmedabad under subsidised Housing Scheme of Government of India. None of these societies have, however, been sanctioned loans by Government of India, till the end of the year. The housing societies in the State had constructed 6,895 tenements fully and 1,337 tenements were in the process of construction.

The Bombay Co-operative Housing Finance Society Ltd., registered in 1952, for providing long-term finance to housing societies throughout the State, started its activities during the year. It has so far enrolled 118 members and has collected a share capital of 6.321 million rupees including 3.143 million rupees contributed by Government towards the share capital of the society. During the year under report, the Society had received 28 applications for an aggregate amount of 10.211 million rupees. Up to the end of the year 13 loan applications for an amount of 3.488 million rupees or 50 per cent of the valuation of the property given as security by societies, whichever is less, were sanctioned.



43. Handicrafts.

India - March 1955.

Progress of Khadi and Village Crafts and
Small-Scale Industries during 1954-1955
Reviewed.

According to the Explanatory Memorandum on the Central Government's Budget for 1955-56 as laid before the Parliament, during the year 1954-55, assistance to khadi and village industries was given on a considerable scale, and it is estimated that as a result of this the production of khadi in 1954 was worth about 40 million rupees as against 19.4 million rupees in the previous year. The measures taken to assist khadi industry were, the continuance of rebate of 3 annas in the rupee on sales of khadi; placing of 10 million rupees at the disposal of the khadi Board, as revolving credit for trading operations; advancing a total loan of 12 million rupees to institutions engaged in khadi production; and supply of improved equipment and the setting up of an emporium at Bombay. A research institute for village industries is planned to be set up in the near future. Grants and loans totalling 4.1 million rupees and 36 million rupees respectively were given for the development of some 12 village industries. The pattern of development was the opening of production and trading centres in these industries; ~~granting~~ subsidies for the purchase of improved equipment by village artisans; and a production subsidy for these schemes run by the Khadi and Village Industries Board.

A sum of 65 million rupees - 40 million rupees as grants and 25 million rupees as loans - has been provided in the Budget Estimates for 1955-56 for assistance to the khadi and village industries.

Handloom industry.- The main emphasis was on development of this industry through the co-operative organisation. During 1954-55 a sum of 16.4 million rupees has been sanctioned as loans towards share capital and working capital for co-operatives upto the end of December 1954. Sixtyfour thousand weavers have been brought into the co-operative fold. State Governments were given financial assistance to set up common plants for dyeing, finishing and processing; for purchasing improved technical implements; and for marketing and sales depots. A rebate of 9 pies to 1-1/2 annas in the rupee on sales of over five rupees continued to be given on sales of handloom cloth. The benefit of rebate which was hitherto given on sales through co-operatives was extended to weavers outside the co-operative fold. Three industrial co-operatives have been formed which will purchase or

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take on lease handloomfactories run by small ~~and~~ capitalists. The workers will be members of the co-operatives and will share the profits. The Government has decided to subsidise housing colonies run by weavers' co-operative societies under which an outright grant is made of 25 per cent and a loan given upto 50 per cent of the cost of each house (including land) subject to the ceiling of 5,000 rupees. At the same time financial assistance is given to the establishment of common processing plants for the weavers in such colonies.

Handicrafts.- The Handicraft Board which concentrated mainly on the ~~key~~ toy, mat and pottery industries in 1952-53, added textile prints to its list in 1953-54 for intensive development. In 1955-56, Government proposes to take up bidri, ivory and horn industry and wool and wool products for special development. A sum of 6 million rupees has been provided in the Budget Estimates for 1955-56.

Small-scale industries.- Pursuant to the acceptance of recommendations of the International Planning Team on Small Scale Industries which recently visited India under the auspices of Ford Foundation, four regional institutes of technology have been set up at Madurai, Bombay, Calcutta and Faridabad for small-scale industries. Four branch units for small scale industries have also been sanctioned in the States of Travancore-Cochin, Hyderabad, Uttar Pradesh and Bihar. A Development Commissioner has been appointed to control and co-ordinate the activities of these institutes and branch units. A Small-Scale Industries Board has been established for the development of small industries and a sum of 1.65 million rupees has been provided for this Board in the Budget Estimates for 1955-56.

It has been decided to establish a National Small Industries Corporation with the following objectives: (1) to organise production for meeting Government orders and (2) to organise production of components and spare parts by small industrial units as ancillaries to large-scale units. The Corporation has been established as a private limited company with an authorised capital of 1 million rupees. The Board of Directors will be nominated by the Government; the Development Commissioner for Small-Scale Industries will be the Chairman. A provision of 200,000 rupees for investment in the share capital of the company has been made in the Revised Estimates for 1954-55 and 1.7 million rupees in the Budget Estimates for 1955-56.

Under the State Aid to Industries Act a total provision of 10.4 million rupees had been made in the Budget for the development of small-scale industries during the current financial year. So far grants and loans to the extent of 2.02 million rupees and 8.77 million rupees respectively have been sanctioned. A sum of 32.7 million rupees - 10 million rupees as a

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grants and 22.7 million rupees as loans - has been provided in the Budget Estimates for 1955-56.

Coir industry.- A Coir Board was set up on 6 July 1954 in pursuance of the provision of the Coir Industry Act, 1953 (45 of 1953), endowed with statutory powers for controlling production, improving quality and developing both export trade as well as internal markets. A provision of 110,000 rupees in the Revised Estimates for 1954-55 and 527,000 rupees in the Budget Estimates for 1955-56 has been made for the Coir Board.

Silk industry.- Attempts are continuously being made to reduce the price of raw silk under improved methods, increasing the sales and also to find markets for Indian silk goods abroad. The Central Silk Board has made grants to the State Governments for specific schemes of research, improvement of quality of non-mulberry silk and development of sericulture industry. Six officers from different States have been sent to Japan for higher training and research in sericulture. Under the trade agreement with the People's Republic of China, 90 metric tons of silk are being imported from that country, to be distributed through co-operative societies and State Governments. A provision of 3 million rupees has been made in the Revised Estimates for 1954-55 for loan to Central Silk Board for import of silk from China. A sum of 3.5 million rupees is proposed to ~~be~~ given as a grant to the Central Silk Board and 1.5 million rupees as loan to the State Governments for modernisation of Reeling Machines and organisation of co-operative silk marketing societies during 1955-56.

(Explanatory Memorandum on the Budget
of the Central Government for 1955-56.
pp. 81-84)

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13-Point Development Programme for Small Industries: Government Policy explained.

Mr. T.T. Krishnamachari, Minister for Commerce and Industry, Government of India, laid on the table of the Rajya Sabha on 2 March 1955, a statement on the 13-point programme of the Small Scale Industries Board set up by the Government of India for the development of small-scale industries in the country. The following are the chief ~~points~~ points of the statement.

Dispersed industries.— There are some widely dispersed industries, namely, carpentry, blacksmithy, pottery, leather flaying and tanning, leather footwear and leather goods manufacture, in which a large number of workers are employed. It is proposed to introduce improved books and techniques in these industries so that the quality of goods made may become better, the cost ~~of~~ may be reduced and new items could be manufactured to meet local needs. Schemes for model workshops in these industries are being prepared.

During 1955-56, it is proposed to set up 200 such improved carpentry workshops, 200 blacksmithy workshops, 200 tanning units and 1,000 units for manufacturing bricks, tiles, glazed pipes etc., partly by converting some of the existing workshops and partly by the establishment of co-operative managed departmentally or otherwise.

The carpenters will be taught to understand designs, so that door and window frames, furniture and other articles of improved designs are produced by them. The blacksmiths will be trained in the manufacture of simple types of agricultural implements and in the repairs of tractors, sugar-cane machinery, etc., used in villages. Village tanners will be provided facilities to get their tanned leather finished at central units.

Manufacture of bricks, roof and floor tiles and glazed pipes will be encouraged to meet the growing demand for rural housing.

Other existing industries.— Units in a number of industries, namely, furniture making, footwear, leather goods, sports goods, glassware, cutlery, locks, utensils, cycle parts, hardware and other small engineering and small chemical industries, operate in groups in different towns. It is proposed to study the problems of industries in 100 such centres every year and offer assistance

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in order to improve the quality of products, reduce cost, introduce new designs and encourage production in new lines.

New industries.- There are some items that could be manufactured by small units, the imports of which are being allowed. It is proposed to encourage groups of units to undertake manufacture of such items. Facilities to these groups will be provided by the establishment of a "central" organisation for each group that will undertake to arrange for land and buildings. The residential-cum-workshop building will be provided to these units on a 30-year hire-purchase system. Equipment required by the units will also be supplied to them on a hire-purchase system. Raw materials of correct specifications will be supplied on credit.

Central workshops for undertaking operations that cannot be carried on by small units economically will be established for such jobs. The organisation will get goods manufactured according to specified standards. It is proposed to encourage establishment of about 45 such groups during 1955-56 and to attain a target of 200 groups in three years.

Industrial Estates.- Experiments were tried in England to establish industrial estates for the benefit of small-scale factories. These have proved successful. The Planning Commission has also laid emphasis on the establishment of industrial estates. Industrial Estates are owned by the Government or by private corporations and undertake to develop land; construct workshops and other buildings required by small units; make arrangements for supply of electricity, water, gas, steam, compressed air, drainage and other facilities; arrange for railway sidings and railway stations within the Estate and provide for various other facilities like community services, watch and ward etc. It is found that when such estates are developed, a number of inter-dependent small scale units come into existence whereby goods and services of one unit are used by other units. It is not possible for small-scale units, if widely dispersed, to make their own arrangements for the facilities indicated above. The Estates are, however, able to provide these facilities at cheap rates. It is possible for these Estates to attract insurance companies, banks, etc., to establish branches within the Estate and cater to the requirements of the small units.

Regional Institutes.- Four regional institutes with four branch institutes of technology for small industries will be set up to act as service agencies. These institutes will assist small industries in improving their techniques of production and management, in obtaining credit; in securing raw materials of correct specifications and in marketing their goods to the best possible advantage. The institutes will aim to build up a pattern to allow small-scale industries to act as ancillary units to large-scale industries by introducing common production programmes. In the initial stages, the institutes may also build up a marketing service. A programme of getting persons trained in marketing technique abroad will be introduced. Experts will also be invited from abroad to give guidance.

Small Industries Corporation.- A small-industries corporation is to be established to organise production by small-scale units for meeting Government orders, and later orders from public bodies. The corporation will have power to execute up to at least 25 per cent of orders that can be fulfilled by small-scale industries.

It will ensure that the goods are produced in accordance with specifications and will work in close co-operation with the regional institutes of technology. If necessary, it will arrange to grant loans to small units for purchase of materials. In the beginning, it will deal in leather goods and hardware items, and later, extend its activities to other items.

Finance.- Small-scale units have been specially handicapped in raising short term finance. Attempts will be made to persuade the State Governments to liberalise their rules regarding securities to allow funds to be advanced by the State Industrial Finance Corporation on the mortgage of borrower's land, buildings, machinery, plant, etc., existing or to be purchased, or on adequate securities furnished by persons other than the borrowers. Attempts will also be made to persuade the State Governments to reduce the rate of interest to five per cent and increase the maximum ceilings for advances of loans up to at least 50,000 rupees in any one case. To share losses, if any, that the State Governments may incur on this account, the Government of India have offered to meet 30 per cent of the losses up to a total limit of five per cent of the funds advanced.

Electricity.- Attempts will be made to get the electricity supply companies to introduce a new scale of tariff for supply of power to small-scale units at a rate which will be a little higher than the lowest slab rates charged by the company for industrial purposes. This will perhaps require an adjustment in the existing tariff schedules of the different companies so that they do not lose on account of the introduction of this new principle. Attempts will also be made to persuade electricity supply companies in areas where there is a shortage of power supply to accord priority to small-industries.

Rural housing.- With a population of over 360 million, there is a potentially large consumers' market in the country. The actual consumption of goods is, however, very low due to low purchasing power and low standard of living. One of the lines in which the potential demand can be met is housing. The bulk of the village population is living in mud houses and thatched huts. It is estimated that a low cost pucca house will cost about 2,000 rupees. There are about 60 million rural families. Even if one per cent of these families are provided with pucca houses, 600,000 houses will have to be built every year, costing 1,200 million rupees. It is said that direct and indirect wages total up to 60 per cent of the cost of constructing a house. It is estimated that one million additional persons would get employment per year for the construction of 600,000 houses.

A programme of construction of houses aimed at conversion of one per cent of the rural mud houses into pucca houses will thus increase the purchasing power of the rural population as well as encourage them to raise their standard of living. Funds will have to be raised for the construction of houses and advanced as loan on a 30-year instalment payment basis. An attempt will be made to get this programme introduced as it will indirectly encourage development of carpentry workshops, hardware manufacture, bricks manufacture, roofing and floor tiles manufactures, etc.

Decentralised operations.- It is felt that there are a number of operations at present carried on by large-scale factories that could as well be conducted by small units if the former agreed to decentralise their operations and issue out jobs to different small-scale units existing within easy reach of the factory. Attempts will be made to see that large-scale concerns that are established in future accept a co-ordinated programme on such decentralised basis.

Attempts will also be made to get, if possible, existing large-scale units to decentralise some of their operations, as in the case of sewing machines manufactured by the Jay Engineering Works.

Community Projects Programmes.- Technical personnel are to be supplied to prepare and work out plans and to guide the development of small-scale industries in community project areas. While at village levels skilled workmen of mistries grades may be employed, at block levels, trained engineers from the colleges will be needed.

Scheduled Tribes and Scheduled Castes Schemes.- ~~Attempts will be made to~~ Attention will be paid to schemes for the development of small-scale industries under the programme for development of Scheduled Tribes and Scheduled Castes, introduced by the Ministry of Home Affairs.

State Departments of Industries.- The schemes for the development of small-scale industries will be executed through the Directors of Industries who will be in direct touch with the units. Information required by small-scale units will be supplied by these directorates. Assistance to small-scale units will also be routed through these directorates. It is known that the directorates in many States are not well equipped. Attempts will be made to strengthen such directorates by appointing officers of the right calibre in sufficient strength to allow them to execute schemes according to schedule.

(The Hindustan Times, 2 March 1955).

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44. Merchant Marine and Fisheries.

India - March 1955.

National Welfare Board for Seafarers set up.

In pursuance of the Resolution on seafarers' welfare adopted at the Asian Maritime Conference held in October 1953 at Nuwara Eliya (Ceylon), the Government of India has by a Resolution dated 15 February 1955, decided to set up a National Welfare Board for Seafarers consisting of the Minister or the Deputy Minister for Transport as chairman, representatives of Government, Port Trusts, shipowners and seafarers. The functions of the Board will be to advise the Government of India on all matters, relating to the welfare of seafarers and, particularly, the following: (a) the provision of residential accommodation, club facilities, canteens, etc., and the prescription of minimum standards for seamen's lodging houses and their supervision; (b) the provision of facilities for medical care; (c) the provision of recreational facilities; (d) the question of raising the necessary finance; and to discharge such other functions (for example, management of hostels, clubs, canteens, etc.), as may be assigned to the Board.

The Board will be a purely advisory body and will have the power to coopt members. The personnel of the Board will be appointed by the Central Government after consultation with the interests concerned. The term of office of the representatives of non-official bodies on the Board will be two years.

(The Gazette of India, Part I, Section 1, 26 February 1955, page 82).

Seamen's
Seafarers' Employment Office at Calcutta set up.

In exercise of the powers conferred under the Indian Merchant Shipping Act, 1923, and by a notification dated 1 March 1955 the Central Government has established at the port of Calcutta a Seamen's Employment Office with effect from 1 March 1955.

(Notification No. SRO 475 dated 1 March 1955, Gazette of India, Part II, Section 3, Extraordinary, 1 March 1955, page 297).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MARCH 1955.

50. General.

Labour Conditions in the Cement Industry in India.

A survey into labour conditions in the cement industry in India was conducted by the Labour Bureau, Ministry of Labour, Government of India, in April 1953 to bring up-to-date the information contained in the report of the Labour Investigation Committee (1946) and further surveys made by the Labour Bureau in 1947, 1948 and 1950. The survey is based on a questionnaire sent to all the units in the industry working at that time except one each in Bihar, Orissa and Assam.

Employment.— The table given below shows employment in cement factories region-wise on 1 January 1953:—

Employed on 1st January 1953									
1	2	3	4	5	6	7	8	9	
No. of unit	Total	Directly	Through	Per-	Men	Women	Per-	Per-	
			Contractors	centage			of Col.	centage	
				of Col.	(5) to		Col. (3).	of Col. (8)	
				Col. (3).				to Col. (3).	
Bihar	--	8	9,079	5,326	3,753	41.3	7,105	1,974	21.7
Bombay	--	2	4,096	2,475	1,621	39.6	3,417	679	16.6
Madras	--	3	4,490	4,354	136	3.0	3,692	798	17.8
Andhra	--	2	2,386	1,735	651	27.3	1,968	418	17.5
Central Zone	--	3	9,974	5,853	4,121	41.3	7,864	2,110	21.2
Saurashtra	--	2	1,413	778	635	44.9	909	504	35.7
Southern Zone	--	2	1,443	620	823	57.0	1,205	238	16.5
North Western Zone.	--	3	6,036	5,620	416	6.9	4,923	1,113	18.4
Total	--	22	38,917	26,761	12,156	31.2	31,083	7,834	20.1

Employment of labour through contractors was fairly common especially for work in the quarries or for building work etc., as is shown by the table above. In a few units the working conditions, payment of wages, etc., were supervised by the management, while in others the management did not exercise any control or supervision over the labour employed by contractors. A reference may here be made to the fact that recently the Government of India have set up a sub-committee to ~~check the employment~~ advise about the steps to be taken to check the employment of contract labour in cement. None of the units reported any employment of children.

The employment of women is substantial, being about the order of 1/5th of the total employment in the industry.

Recruitment.- There was no special machinery for recruitment in most of the units. Only in 3 units, there were regular recruitment committees for the purpose, while in others, workers were recruited by the heads of departments and/or Labour Welfare Officers. Generally, vacancies were notified at the gates and applications were invited. Unskilled labour was recruited locally but skilled labour was often obtained from outside through advertisements or employment exchanges. In the case of artisans and skilled workers a trade test was also held before they were employed. Ex-employees with good record or old casual hands were given preference at the time of filling up vacancies.

Apprenticeship and training.- In most of the units, there was no regular system of apprenticeship or training although some of them did take some apprentices mainly from among the sons and relatives of their employees. The period of training varied from 1 to 3 years in Shahabad, 1 to 4 years in Surajpur and Tinnevely. During the period of training, apprentices were paid allowances according to their efficiency. After the satisfactory completion of the training they were appointed in the existing vacancies on a regular basis.

Information on the length of service was available in respect of only 24,651 workers out of a total of 27,808 permanent workers employed. Of this number 542 (2.2 per cent) had below one year service, 10,567 (42.9 per cent) 1 to 5 years' service, 9,238 (37.5 per cent) between 5 and 10 years' service and 4,304 (17.4 per cent) more than 10 years' service.

Absenteeism.- Study of the absenteeism data shows that the average absenteeism during the year varied widely from 5 per cent in one unit to 28 per cent in another unit. In 14 out of the 20 units absenteeism rate exceeded 10 per cent and in 5 units absenteeism was higher than 15 per cent. There appears to be no evidence of any marked seasonal effect but the variation in the rate between unit to unit and area to area are prominent.

Hours of work and shifts.- Cement factories being continuous process factories, work all the 24 hours of the day. Usually there were three continuous shifts of 8 hours' duration but in some departments there was only a general shift of 8 hours. The workers in the general shift got a rest period of 1 1/2 to 2 1/2 hours. In the continuous shifts they did not get any long interval, although they were usually allowed about 1/2 an hour for taking meals, etc. In the general shift, Sunday was normally observed as a closed holiday, while for

continuous process workers, there was no uniformity as regards the rest day. Generally speaking, these workers got a day off in a week by rotation. In some units, in addition, they got 32 hours off after 12 days' work. In most of the factories there was a weekly change-over of shifts according to a schedule. In the unit at Dalmianagar change-over of shifts took place after every 4 days' work. In the factory at Tinnevelly, relief groups workers attended general shift for 3 days in a week and regular shift during the remaining 3 days; in the case of others, there was a weekly change-over of shifts. In some of the units, night shift workers were given extra remuneration. For instance, in the factory at Mangalagiri, workers in the night shift were given an extra 20 per cent of basic wages; in the unit at Madukharai they are given an extra allowance of 24 per cent of basic wages; and the units at Jamnagar and Tinnevelly supply a cup of tea free of charge to the night shift workers.

Leave and holidays.- Besides the paid holidays statutorily prescribed under the Factories Act, all the units granted festival holidays also. The scale varied, being 5 in 12 ~~units~~ units, 6 in 3 units, 7 in 2 units and 10 in 2 units. The unit at Bhadravati allowed only 2 holidays, while the factories at Tinnevelly and Vijayavada allowed 12 days and 20 days respectively. In the unit at Japla, only permanent workers were allowed leave with pay. Out of 10 units which reported that they grant privilege leave to their employees, the amount of leave granted was 30 days in a year in 4 units, 14 days in 2 units, 15 days in 2 units, and 18 days in the remaining 2 units. In the unit at Chaibassa only the monthly rated employees were eligible for privilege leave. Casual leave varying from 4 days to 15 days in a year was granted to workers in 8 units. Twelve units reported that they granted sick leave ranging from 6 to 28 days in a year to their workers.

Workers were supplied with goggles, masks, etc., to protect them from dust and heat in certain departments.

Wages and earnings.- There appears to be no uniformity in the various units in the industry either in regard to minimum basic wages and minimum dearness allowance, etc., paid to the workers or in the manner in which they were paid. In the units at Banjari, Dalmianagar, Dalmiapuram, Madukkarai, Dalmia-Dadri, Jamnagar and Kottayam the payments were made on a monthly basis, while in other units there was a system of daily rates.

The minimum basic wage varied from 19 rupees per month in the unit at Banjari to 40 rupees per month in the unit at Kottayam. The basic wages of workers in similar occupations in the various units in the industry also vary widely. The range of average basic wages for certain important categories of workers in the different centres of the industry are given in the table below:-

Zone	Burners	Fitters	Welders	Mazdoors (Males)	Mazdoors (Females)
	Rs.	Rs.	Rs.	Rs.	Rs.
Bihar ---	63-235	46-75	36-82	15-29	15-26
Bombay ---	62, 63	75, 81	76, 108	27, 33	-
Madras ---	87-138	50-72	49-92	23-25	12-22
Andhra ---	83, 93	35, 67	37, 63	12, 30	11, 28
Central Zone ---	52-69	64-67	51-83	26-32	20-30
Saurashtra ---	81, 110	61, 86	68, 103	37, 39	33, 39
Southern Zone ---	80	58	80	51	-
North Western Zone. ---	74-146	66-89	65-76	28-31	24-26

As regards dearness allowance, it was paid in all the cement factories but the scales and the rates of the allowance differ. It was linked to the cost of living index number in 5 factories (viz., Madukkarai, Mangalagiri, Dalmiapuram, Vijayawada and Tinnevelly) in Madras State and in the factory at Dwarka. In Madukkarai, Mangalagiri, Dalmiapuram and Tinnevelly dearness allowance was paid at the rate of two annas per month per point of rise above 100 in the Coimbatore, Eluru, Tiruchirapalli and Madras cost of living index numbers respectively. In the factory at Vijayawada also dearness allowance was paid on the above scale to monthly paid employees and was linked to the Ellore cost of living index number. The unit at Dwarka compiled its own cost of living index number (with base 1946 = 100) and paid in addition to a basic dearness allowance of 10 annas per day, an allowance at the rate of one anna per every 10 points rise in the cost of living index number. Since August 1948, the actual amount of dearness allowance paid has worked out to 1 rupee per day. However, by the award of the Industrial Court in December 1952, the rate of dearness allowance was fixed at 50 per cent of the Ahmedabad Cotton Textile rate.

In the unit at Bhadravati, a flat rate of dearness allowance of 20 rupees per month was paid to all workers, while in most of the other units the allowance was graded by income groups. The rate of the allowance varied from centre to centre and ranged from 13 annas per day in Kymore to 1 rupee 2 annas and 6 pies per day in the unit at Japla for the least skilled workers. In Chaibasa monthly paid staff were paid a dearness allowance equal to 10 per cent of the basic salary plus

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35 rupees per month with a minimum of 40 rupees per month. In Porbandar the workers got 12 per cent of pay plus 30 rupees per month as dearness allowance. The following table gives details regarding the minimum basic wages and the minimum dearness allowance paid to the workers in the various units.

Zone	Minimum Basic Wage	Minimum Dearness Allowance
Bihar	-- Rs.19 to Rs.26.	Rs.22 to Rs.35.
Bombay	-- Rs.26.	Rs.26.
Madras	-- Rs.22-10-0 to Rs.25.	Rs.31-2-0 to Rs.37-10-0.
Andhra	-- Rs.14-10-0 to Rs.26.	Rs.36-5-0 to Rs.45-15-0.
Central Zone	-- Rs. 26.	Rs.21-2-0 to Rs.26.
Saurashtra	-- Rs.26 to Rs.36-13-0.	Rs.9-5-0 to Rs.26.
Southern Zone	-- Rs.16-4-0 to Rs.40.	Rs.19-3-0 to Rs.20.
North West Zone	-- Rs.26 to Rs.30.	Rs.22 to Rs. 29-4-0.

In addition to basic wages and dearness allowance some of the factories also supplied food stuffs, and other articles at concession rates. The estimated money value of these concessions in the various centres of the industry is given below:

Centre	Money value of concessions per worker per month
	Rs. As.
Bihar Units:	
I -----	3 9
II -----	2 0
III -----	2 6
Central Zone:	
I -----	2 2
II -----	1 11
North Western Zone:	
I unit -----	7 0

The factories at Khalari, Chaibasa, Dwarka, Madukkarai, Mangalagiri, Dalmiapuram, Kymore, Shahabad, Banmore, Lakheri, Porbandar and Bhadravati were running grainshops where articles were supplied at cost or controlled prices, the managements bearing the establishment charges.

The table given below shows the total earnings per month for selected categories in January 1953:-

Zones		Burners		Fitters		Welders		Mazdoor (Males)	
		Rs.	As.	Rs.	As.	Rs.	As.	Rs.	As.
Bihar	--	92	12	59	5	59	12	18	7
Bombay	--	70	15	90	5	82	0	37	15
Madras	--	159	11	91	3	102	9	58	9
Andhra	--	126	4	77	15	82	6	42	0
Central Zone	--	86	6	77	4	66	15	44	7
Saurashtra	--	88	0	75	12	94	0	34	5
Southern Zone	--	119	12	93	2	106	2	54	6
Northern Zone	--	146	8	112	7	114	10	57	14

Bonus.- The practice of paying an annual profit bonus had been in vogue in the industry for some years. Details regarding the rates of bonuses paid by the various units in the industry since 1950 are given in the table given below:-

		Rate of Bonus for		
		1950 1950	1951	1952
A.C.C's factories	--	1/4th of basic earnings.	1/4th of basic earnings.	1/4th of basic earnings.
Dalmia Dadri Cement Ltd.	--	2 months' basic earnings.	3 months' basic earnings.	N.A.
Dalmia Cements Ltd. (Dalmiapuram).	--	5/24th of basic earnings.	1/4th of basic earnings.	N.A.
Rohtas Industries Ltd. (Dalmianagan).	--	1 1/2 months' basic earnings.	N.A.	2 3/4 months' basic earnings.
Digvijay Cement Co. Ltd. (Jamnagari).	--		1/12th of basic earnings.	1/8th of wages.
India Cement Ltd. (Tinnevelly).	--	N.A.	1/6th of basic earnings.	N.A.
Sone Valley Portland Cement Co. (Japla).	--	1 1/2 months' basic earnings.	N.A.	3 months' basic earnings.
Andhra Cement Co. (Vijayawada).	--	N.A.	N.A.	3 months' basic earnings for permanent workers. (1 1/2 months' for temporary workers).

N.A.- Not available.

Housing.- In view of the fact that in most cases cement factories are located in rural areas management had to supply housing for their operatives. Generally, all the skilled staff and a large number of such workers as do not belong to the neighbouring villages, are provided housing accommodation by the

employers. It may be noted that quite a number of the unskilled labour staff belong to the nearby vilages and live in their own houses. Details regarding the percentage of workers housed in the various units in June 1951 and January 1953 may be seen from the table below:-

Zone		June 1951 per cent of workers housed.	January 1953 per cent of workers housed.
Bihar	--	21.1	34.3
Bombay	--	11.1	30.5
Madras	--	37.4	43.7
Andhra	--	12.9	16.6
Central Zone	--	19.6	47.7
Saurashtra	--	-	51.0
Southern Zone	--	7.8	30.8
North Western Zone	--	30.3	51.3

It will be seen that a much higher percentage of workers was provided with housing in 1953 than in 1951.

In a large majority of the units the quarters were rent free. Water and lighting were also provided free of charge. However, in the units at Dalmianagar and Dalmiapuram the workers are paid a house rent allowance and had in turn to pay house rent for the quarters provided by the employers. Generally the houses provided were of a pucca type. A few of the units reported that they had large house building programmes on hand.

Welfare.- As was observed by the Labour Investigation Committee, "the Cement industry can be regarded as being well in advance of others so far as the organisation of welfare activities for their employees is concerned". Most of the units surveyed had well equipped hospitals in the charge of qualified medical men, in which the workers as well as their families were given free medical treatment. All the units addressed (except Banjari) had canteens supplying tea and snacks at cheap rates; and almost all had clubs with provision for indoor and outdoor games and reading rooms. A few of these clubs had provision even for radio receivers, swimming pools, and cinema shows for the workers. Most of them ran cheap grainshops. Education facilities existed in almost all the centres. School buildings and their equipments were all supplied by the managements and education was free. In a few cases, books, slates, etc., were also supplied free to the workers' children. Most of the units employing women workers had made provision for creches.

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The units at Dwarka and Jamnagar were considering the construction of creches. The factory at Khalari had 3 creches (one at the factory and two at the quarries), while the unit at Japla ~~xx~~ had 5 creches (one at the factory and four at the quarries). Some of the creches were housed in pucca buildings properly equipped with cradles, etc., and were staffed by trained nurses. In the units at Kymore and Madukkarai, children attending the creches were given milk, diet and clothes free of charge, while the unit at Mangalagiri provided milk and dress free. The unit at Japla supplied 8 ozs. of milk and two pieces of sweets per head free and the factory at Dalmiapuram only 1/2 lb. of milk free to every child. Most of the units had made arrangements for sanitation and free water supply. In a few units iced cold water was also supplied free of ~~xxx~~ cost.

Social security.- Besides the statutory maternity benefits and workmen's compensation, provident fund schemes existed in all the cement factories surveyed.

Industrial relations.- The industrial relations in the cement industry do not appear to be unsatisfactory as would be seen from the fact that during 1953 only 5 disputes, four of which were in the same concern were reported in the whole of the industry. The number of workers involved was only 471 and the number of man-days lost was 2,492. All the 5 strikes were in the nature of protests against the transfer or suspension of workers or the employment of contract labour. It is significant to note that there were no strikes resulting from disputes relating to 'revision of wages or allowances' and 'personnel' which are the two most important causes generally responsible for industrial disputes in most of the industries.

All the units except four (Shahabad, Banmore, Lakheri and Kottayam), have formed Works Committees or Production Committees consisting of representatives of labour and management. These Committees were reported to be functioning satisfactorily. The Works Committee in the unit at Dalmiapuram was under formation. The factory at Banmore reported that the Works Committee was not functioning since the middle of 1952.

Trade unions.- Details regarding the number of trade unions in the cement industry, their membership, income, etc., available from the return under the Indian Trade Unions Act, 1926, are shown in the following table:-

State	Trade unions submitting returns	Number of members		Opening Balance	Income	Expenditure	Closing Balance.	
		Men	Women					
Bihar	--	9	4,688	1,192	27,819	12,271	14,996	25,094
Bombay	--	4	4,063	73	8,219	11,021	8,439	10,801
Madras	--	6	3,658	251	10,907	14,567	12,636	12,838
Hyderabad	--	1	486	14	632	1,926	2,114	444
Saurashtra	--	2	367	83	1,303	2,792	2,062	2,033
		22	13,262	1,613	48,880	42,577	40,247	51,210

It is seen from the table that in Bihar and Bombay, the number of workers' unions is about twice the number of units, indicating that in most of the units rival unions existed. The system of trade unions was most developed in Bombay, almost all the workers being members of one union or the other. In Bihar nearly 2/3rds of the total number of workers are members of trade unions, while in Madras about 56 per cent of the workers are members of trade unions. The percentage of women members ~~extended~~ was highest in Bihar and Saurashtra and the lowest in Bombay.

(Indian Labour Gazette, Vol. XII, No. 6, December 1954, pp. 539-555).

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Conditions of Work in Indian Railways in
1953-1954: Annual Report of the Railway
Board*

The following information regarding the conditions of work of railway employees in India during the year ending 31 March 1954, is taken from the Annual Report of the Railway Board on Indian Railways for 1953-1954.

Number of railway employees.- The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto, excluding staff employed on construction at the end of 1953-54 was 964,061 as compared with 927,522 at the end of 1952-53. The total route mileage at the end of the year was 34,406.

The total number of staff employed on the open lines of the railways increased from 920,846 to 957,295 during the year, while the number of construction staff decreased from 3,419 in the previous year to 2,124.

The increase in staff was mainly due to gradual implementation of the Adjudicator's award appointment of temporary staff in connection with Khumbh mela, etc., and taking over the ex-Barsi Light Railway.

The total cost of staff including that of staff on loan from the Indian Audit and Accounts Service increased by 90,349,113 rupees during the year as compared with the previous year. The increase in cost was chiefly due to increase in the number of staff, annual increments, contribution to provident fund and special contribution to provident fund and gratuities and increased allowances due to merger of a part of dearness allowance with pay.

* Government of India: Ministry of Railways (Railway Board): Report by the Railway Board on Indian Railways for 1953-1954, Vol. I. Published by the Manager of Publications, Delhi, 1955. pp. ix - 123.

Promotion to superior railway services.-
Twentysix promotions were made during the year from Class II and Class III services. The promotions were made against existing vacancies.

Railway Service Commission.- In order that requirements of the Railways for prompt recruitment in the various categories of Class III service could be met effectively, it was decided to increase the number of Railway Service Commissions from two to four. Accordingly, two new, Commissions were set up at Madras and Allahabad towards the end of 1953.

During the year, the Commissions at Calcutta, Bombay, Allahabad and Madras recruited 6,424; 6,996; 1,470 and 1,126 candidates respectively for the railway services.

Confirmation of temporary staff.- Railway Administration continued to review temporary posts with view to converting them into permanent posts and to confirming temporary staff in available vacancies. The position of conversion of temporary posts into permanent and the confirmation of temporary staff as on 31 March 1954 was as follows:-

i)	Total number of temporary posts converted into permanent during the year.	--	10,574
ii)	Total number of temporary staff confirmed during the year.	--	22,816
iii)	Total number of temporary staff remaining unconfirmed (this excludes (1) staff under training or on probation, (2) workshop staff with less than three years service, and (3) casual labour).	--	89,916
iv)	Number of temporary staff under training or probation.	--	20,252
v)	Number of staff whose posts were not likely to be required permanently.	--	56,955
vi)	Number of workshop staff with less than three years' service.	--	16,058

Railway and labour.- The relations between the Railway Administrations and Labour continued to be cordial during the year under review.

National Federation of Indian Railwaymen.- The two premier railway labour organisations of the country, the All India Railwaymen's Federation and the Indian National Railway Workers' Federation agreed to merge into a single all-India body - the National Federation of Indian Railwaymen during the year.

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A meeting of the Working Committee of the National Federation of Indian Railwaymen was held at New Delhi on 30 and 31 July 1953, at which the Committee passed a number of resolutions. These related to the announcement made by the Government regarding the appointment of an ad hoc Tribunal, the demand for reference of certain additional outstanding issues to the Tribunal, facilities for collection of material by the Federation for submission to the Tribunal and the proposals made by the Railway Board for selection posts.

Permanent negotiating machinery for settlement of disputes.— The Permanent Negotiating Machinery which was set up on railways with effect from 1 January 1952, with view to maintaining contact with labour and Administration, functioned satisfactorily during the period under review. The reports for the year under review received from railways indicated that on all the six Indian Railways 40 meetings were held at headquarters level and 999 meetings were held at districts, divisional and workshops level. The subjects discussed covered a wide range. The meetings were conducted in a cordial and harmonious atmosphere.

At the second tier of the machinery, a quarterly meeting was held between the Railway Board and the National Federation of Indian Railwaymen on 16 and 17 November 1953. Some of the most important subjects discussed at that meeting related to the confirmation of staff, provision of additional beds in existing T.B. Sanatoria for the use of railway staff, hours of work and overtime to running shed staff, advances from the provident fund for meeting expenses of marriages and the provision of houses for railway staff under co-operative housing scheme.

Appointment of ad hoc tribunal.— In the ~~concluding portion of paragraph 129 of the last~~ year's report it was stated that the demand of the Federation for reference to an Ad Hoc Tribunal, as provided for at the third tier under the Negotiating Machinery, on certain issues raised by them was under examination. Government accepted this demand and set up an Ad Hoc Tribunal. It was agreed that the Tribunal should consist only of Mr. Shankar Saran, retired Judge of the Allahabad High Court, representatives of the Federation and the Railway Board being permitted to present their cases before him. It was also agreed to refer to this Tribunal five specified demands made by the Federation, including revision of pay grade structure.

The Tribunal held its first sitting on the 4 December 1953 to discuss the procedure to be adopted and decided that the Federation should, in the first instance, furnish the particulars of their demands and the grounds on which these were based before the end of February 1954. At the close of the year these details were still awaited.

Mandays lost due to strikes.- The total number of mandays lost as a result of strikes in workshops, running sheds and other similar establishments of the Indian Railways during 1953-54 was approximately 0.008 per cent of the total mandays worked as against 0.052 per cent during 1952-53, the position in this respect thus showing an improvement as compared with the previous year. There was a slight increase in the loss of man-days only on the Central Railway which was mainly due to staff having struck work as a protest against not granting holidays in connection with Budha Purnima festival and the demise of Mr. Hariharnath Shastri on 12 December 1953. The number of mandays worked during the years 1952-53 and 1953-54 totalled 117,782,234 and 121,455,771 respectively and the man-days lost ~~working~~ owing to strikes, 61,608 and 9,270 respectively.

The details of the total number of man-days worked during 1952-53 and 1953-54 and the number of man-days lost by railways in consequence of strikes are summarised in the following table:-

Railways	Year	No. of man-days worked	No. of man-days lost owing to strike	
			Legal	Illegal
Chittaranjan Locomotive Workshop.	1952-53	1,826,210	-	890
	1953-54	1,837,124	-	151
Central.	1952-53	14,209,026	-	7,022
	1953-54	15,197,206	8	7,664
Eastern.	1952-53	49,141,441	-	13,654
	1953-54	48,157,112	-	273
Northern.	1952-53	17,589,045	-	15,621
	1953-54	18,699,042	-	-
North Eastern.	1952-53	11,661,004	-	14,252
	1953-54	11,462,338	-	150
Southern.	1952-53	13,210,322	-	7,454
	1953-54	14,219,272	-	1,021
Western.	1952-53	10,145,186	-	2,715
	1953-54	11,883,677	-	3
Total.	1952-53	117,782,234	-	61,608
	1953-54	121,455,771	8	9,262

Railway grainshops.- Owing to continued improvement in the food position in the country, several State Governments relaxed control on the movement and distribution of cereals. The grainshops facilities were consequently withdrawn from the non-concessional card holders in those States. Due to the fall in the market price of grains reducing the monetary value of the grainshop concessions, many employees opted out of grainshop concessions in favour of full dearness allowance in cash. The result was a considerable reduction in the activity of the grainshop organisation.

Canteens.- The number of canteens on Railways which serve light refreshments, and in some cases cooked meals to workers increased from 101 to 107 at the close of the year under review. The average number of employees served by these canteens also increased from about 109,000 to 111,000 per day.

Orders were issued to Railways that railway employees' consumer co-operative stores should be encouraged to take over the management of the existing canteens excepting those which Government as employers had to provide and maintain in accordance with the rules framed by State Governments under section 46 of the Factories Act, 1948.

Co-operative Stores.- The number of consumer co-operative stores, their membership, capital, funds and transactions, etc., on railways are shown in the following table:-

(i)	Number of railwaymen's consumer co-operative stores (excluding those registered as joint stock companies and their branches) as on Indian Railways, on 31 March 1953.	--	52
(ii)	Number of railwaymen's consumer co-operative stores registered during the 1953-54.	--	18
(iii)	Total membership of the co-operative stores as on 31 March 1954.		31,946
(iv)	Total working capital of the stores as on 31 March 1954.	-- Rs.	929,388
(v)	Total share capital of the co-operative stores as on 31 March 1954.	-- "	443,532
(vi)	Total reserve fund of the co-operative stores.	-- "	154,775
(vii)	Purchase made during 1953-54.	-- "	3,647,721
(viii)	Sales during 1953-54.	-- "	3,792,373
(ix)	Gross profit for 1953-54.	-- "	152,724
(x)	Net profit for 1953-54.	-- "	18,000

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There have been increases over last year, in the number of railwaymen's consumer co-operative societies and the total membership thereof and purchases and sales of commodities dealt with during the year under review. There were, however, decreases in the working and share capital and reserve funds due to the exclusion of the figures, against these heads, of the Mysore co-operative societies, Mysore, which has now exclusively confined its activities to the sphere of banking.

The year also recorded slight decreases in gross and net profits which have mainly resulted from the lifting of controls leading to price-competition and to the general fall in prices.

The question of re-organisation of the old joint stock companies on the Railways and their conversion into co-operative societies, taken up last year received further consideration in consultation with the Ministry of Law.

Up till the end of the year, 42 co-operative societies, against 29 of the last year, have been provided with accommodation. Out of these, 35 were accommodated in the railway buildings, two in condemned wagons and five in private rented buildings.

A sum of 2,495 rupees 5 annas and by way of subsidy was paid during the year to five consumer co-operative societies while cases of others remained under examination.

Out of a sum of 19,000 rupees earned by the societies in the shape of profits, a considerable portion again went back to the shareholders in the shape of dividends on the shares and rebates on purchases. Some societies also paid bonus to their employees to the extent of one month's salary.

The Railway Board has also decided to examine the question of consolidation of the activities of various co-operative societies and banks now functioning on the Railways so that they may be placed on scientific and rational lines to yield the maximum benefit to their clientele. Thirty-one co-operative credit societies and banks functioning on the Railways will be covered by the survey.

The officer on special duty (co-operative societies) appointed to report on the organisation and supervision of the working of co-operative societies submitted his report. In pursuance of one of the decisions on the recommendations contained in the report for the appointment of six co-operative inspectors (one for each Railway), the State Governments were requested to recommend candidates from

amongst their co-operative staff for selection by the Board, during the next year. These inspectors would assist the officer on special duty (co-operative societies) in implementating the Five Year Plan recommended by him for the enlargement of co-operative activity on the Railways.

Provision of houses for railway staff.- In accordance with the Railway Board's policy, available resources were concentrated mainly on construction of quarters for the essential category of staff who are required to live near the site of their work and for non-essential categories in places where private accommodation is not available.

During the year, the following quarters for various categories of staff were constructed on Indian Railways:-

Railway	Type 'A'	Type 'B'	Type 'C'	Type 'D'	Type I	Type II	Type III	Type IV
1. Central.	65	98	19	-	621	-	-	-
2. Eastern.	1,301	447	12	-	-	-	-	-
3. Northern.	307	19	53	27	1,409	146	7	31
4. North-Eastern.	647	267	30	-	-	-	-	-
5. Southern.	514	86	23	1	-	-	-	-
6. Western.	-	-	-	-	461	251	5	1
Total.	2,834	917	137	28	2,491	397	12	32

In addition to the above, 6 units open type, 30 units temporary quarters and 22 units officers' bungalows were constructed on the Northern Railway and 42 flats for officers were constructed on the Western Railways.

Progress in implementation of the Adjudicator's Award.- The implementation of the Adjudicator's Award in respect of hours of work and periodic rest was completed on all the ex-States Railway sections except ex-Bikaner and ex-Jodhpur Railway sections of the Northern Railway where it was in the course of completion and the ex-Mysore State Railway, section of the Southern Railway in respect of loco running staff and out-door clerical staff. Necessary steps were taken by Railways to provide adequate leave reserves, but some of the additional posts involved were in the process of being filled.

Progress in the implementation of the Central Pay Commission's recommendations.- The outstanding recommendations of the Joint Advisory Committee were implemented by railways in all cases except in regard to six categories which necessitated detailed investigation.

The lists of stations where a compensatory allowance and a house rent allowance were sanctioned to railway staff were reviewed as a result of the 1951 census figures and necessary revision was made in the lists. The orders issued on 1 April 1953 were made effective from 1 October 1952.

With a view to bringing on as large a number of staff as possible to the prescribed scales and the liberalized leave rules, a further option to be exercised before the end of August 1953, was permitted to all railway staff to come on to the prescribed scales of pay or the liberalized leave rules.

Medical aid.- A separate medical organisation exists on each Indian Railway to look after the health of and provide medical aid to Railway servants and their families. There are 75 well equipped and adequately staffed railway hospitals at important centres with 3,069 beds and 399 dispensaries for about 950,000 railway employees and their dependants. In addition there are maternity and child welfare centres run by the Railway Staff Benefit Fund Committee with money provided from railway revenues to those committees.

The medical attendance and treatment and general health of the railway staff continued to receive attention during the year. It was decided to provide annexes or special wards for railway patients in certain selected existing T.B. sanatoria in the country for the treatment of T.B. patients amongst railway employees and their families. Two railway officers were appointed to make suitable recommendations in regard to the sanatoria where the annexes were to be provided.

Both curative and prophylactic activities of the medical departments on Railways continued satisfactorily during the year. On some railways additions and alterations to hospitals and dispensaries were carried out on a planned basis. Vaccination and inoculations on a mass scale were undertaken. Adequate sanitary and medical arrangements were made during melas at important pilgrim centres. Adequate measures including antilarval, anti-adult personal protection and drug prophylaxis were taken to control malaria.

A large number of railway employees and their families besides the employees who are required to pass compulsory examination in 'first aid' as one of their service conditions, were trained during the year in this branch of social activity with the help of St. John Ambulance Brigades.

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The problem of tuberculosis was tackled on some railways by providing improved types of houses, proper sanitary arrangements, maternity and child welfare arrangements, extensive facilities for tuberculin testing, B.C.G. vaccination and X-Ray examination and by arranging treatment of some of the tubercular patients amongst railway employees in T.B. sanatoria from the Staff Benefit Fund.

Railway Staff college.- The Railway Staff College which was opened at Baroda on 31 January 1952 is now in a fair way to settling down to its task. Instruction is at present given to officers of all departments in regular courses of eight weeks duration in subjects such as General Rules, Transportation, Commercial, Accounts, Mechanical and Civil Engineering, Model Room practice, Statistics and Establishment by instructors on the staff of the college. Instruction in Railway Law is given by a lecturer from outside who gives a special course of lectures on the subject during every course.

During the year under review five courses for probationary officers and two refresher courses for junior officers were held.

Training Schools on Railways.- There are at present 32 training schools functioning on Railways. Most of these are traffic training schools where recruits are trained in the duties of station masters, signallers, guards, booking and parcel clerks, etc. Refresher and promotion courses for staff already in service are also provided in a large number of these schools. Some railway workshops have technical schools attached to them to train apprentices who are intended for eventual appointment as skilled artisans and supervisors in workshops and sheds. Both Chittaranjan Locomotive Works and the Integral Coach Factory, have technical schools attached to them. In some schools, loco running staff and permanent way staff are also trained. In the technical school at Jamalpur, special class apprentices recruited through the Union Public Service Commission for eventual appointment as Class I officers in the mechanical engineering and transportation (Power) department are also given training.

On account of the importance of having well trained staff in the mechanical and electrical engineering departments and the variations which existed in the arrangements therefor on the several railways, the Board decided to review these existing facilities with a view to improving them. ~~They~~ It accordingly appointed a committee of railway officers:

- (a) to examine and find out the existing requirements of the Railways;

- (b) to collect information regarding existing facilities for theoretical and practical training of apprentice mechanics and trade apprentices on the Railways;
- (c) to find out to what extent facilities for theoretical training are available in the technical institutes run by the various State Governments, and how far they can be utilised on the Railways; and
- (d) to make recommendations regarding improvements which should be effected in existing arrangements to impart both theoretical and practical training on a sounder footing.

The report of the committee was awaited at the close of the year.

Centenary celebrations. During the year the Indian Railways celebrated their centenary.

(Report of the Railway Board for the Year 1952-53 was reviewed at pages 33-40 of the report of this Office for April 1954).

West Bengal Factories (Exemption) Rules, 1954.

The Government of West Bengal published on 24 February 1955 the text of the West Bengal Factories (Exemption) Rules, 1954, made in exercise of the powers conferred under the Factories Act, 1948. The rules define inter alia the persons employed in a factory who are deemed to be persons holding positions of supervision or management or persons employed in a confidential position and exempts certain categories of workers e.g. workers employed on urgent repairs, continuous processes, etc. from certain provisions of the Act.

(Notification No. 365 Lab/G/1R-21/54 dated 4 February 1955; the Calcutta Gazette, Part I, 24 February 1955; pp. 716-723).

56. Labour Administration.

India - March 1955.

Hyderabad: Review of Administration Report of
Labour Department for the Year 1953-1954.

According to the review of the administration report of Labour Department of the Government of Hyderabad, the Labour situation in the State in general remained comparatively peaceful, though issues like retrenchment, unemployment, demands for higher wages, dearness allowance and bonus were the main cause of industrial disputes as in the previous year.

Shops and Establishments Act.- The Shops and Establishments Act was extended to eight more areas thus bringing the total number of areas covered by the Act to 35 areas or places in the State.

Wage Boards.- Four wage boards were set up during the period under review for making recommendations for fixation of basic wages, dearness allowance etc., in respect of various categories of workers in different industries and studying the effects of demonetization on the economy of State.

Minimum wages committee.- Of the 10 minimum wages committees 9 have completed the preliminary work while the committee for local authorities submitted its report to Government.

Welfare centre.- One more Labour Welfare Centre was opened at Latur.

Employees' Provident Fund Scheme.- Factories of the State were brought under the purview of Employees' Provident Fund Act, employing 30,490 workers. Out of these 7 factories employing 17,860 workers were exempted. The total number of workers of unexempted factories covered by the Act was 10,371. A sum of 1,233,595 rupees and 9 pies and 87,408 rupees 7 annas and 6 pies towards contributions and Administration charges, respectively were collected during the year.

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Industrial Disputes.- Out of 49 cases referred to the Industrial Tribunal, 39 were disposed of leaving a balance of 10 on 1 April 1954.

Regional Directorate of Resettlement and Employment.- Educational facilities.- Two hundred and eight civilian candidates two displaced persons from East and West Pakistan and 43 ex-Hyderabad Army Personnel are undergoing training under the adult civilian training scheme.

~~Ex-servicemen~~ Ninetyfive Ex-servicemen and 3,600 dependents are taking advantage of the educational facilities under the further education scheme as against 53 and 1,107, last year.

Rehabilitation of Ex-armymen.- One hundred and eleven ex-army personnel have been settled at Jawaharnagar and Fatehnagar, Land Colonisation Schemes.

Sixty-three ex-army personnel have been rehabilitated under the various industrial and Commercial Co-operative Schemes such as Stone Cutting and Crushing, Bakery Society and Co-operative Cafeteria.

Loans to Individual Ex-servicemen.- Forty ex-servicemen received interest-free loans to the extent of 20,000 rupees, for setting up small-scale business, such as Kirana Stores, Taxi, Rickshawa, Flour Mills, etc. The purpose of this aid is to supplement the meagre pensions of the ex-servicemen.

Apprenticeship training scheme.- During the ~~year~~ period under report 100 ex-servicemen were selected to undergo training in various industrial enterprises. So far 253 ex-army men, have been trained and most of them have been absorbed in different industries of the State.

(Hyderabad Government Gazette, Part ID,
10 March 1955, page 326)

Andhra: Working of the Factories Act, 1948,
during the Year 1953.

Number of factories and employment.- According to the annual report on the working of the Factories Act, 1948, in the newly-formed State of India, during the year 1953*, there were 2,982 factories in the State at the beginning of the year. During the year, 347 factories were brought on the registers and 606 factories were removed from the purview of the Act. The ~~namely~~ number of factories at the end of the year, was 2,723 of which 2,573 factories were in commission. The number of power factories employing ten and more persons was 1,466. The number of non-power factories employing 20 and more persons was 626. The number of non-power factories employing 10 to 19 persons was 481.

The average daily number of ~~work~~ workers employed in 1,943 factories which submitted the annual returns in time for the year was 95,445. Five thousand, seven hundred and forty-four workers were daily employed (average daily employment) in 36 Government and Local Fund Factories which submitted the annual return in time.

One hundred and fifty-six certificates are reported to have been issued by the Certifying Surgeons during the year. ~~Two~~ ~~ty~~ ~~six~~ visits to factories were made by the Certifying Surgeons during the year. In fourteen cases, the Managers of factories were prosecuted for employing children without certificates of physical ~~fit~~ fitness and related offences.

Inspections.- Of the 2,573 factories, which were in commission during the year, 1,085 factories were inspected once, 964 factories twice, 244 factories thrice and 99 factories more than thrice. The total number of inspections made was 4,141. One hundred and eighty-one factories were not inspected, due to want of time or because the factories were found closed. Besides, several special and surprise visits were also made. The total number of inspections and visits made by the fulltime inspectors was 6,107 during the year.

* Report on the Working of the Factories Act, in the State of Andhra for the Year 1953. Printed by Hoe and Co., at "Premier Press", Madras-1, 1954. pp.39. (The report covers the entire period 1953, even though the new State was formed only on 1 October 1953, as separate returns were kept for the areas forming the new State).

Safety and health.- The safety conditions in the factories can be considered as generally satisfactory and the problem of safety received the utmost attention of the inspectorate.

As regards health, the report states that the physical environment, particularly in the thermal aspect has not received the recognition it deserves from the owners of factories. Factory owners are continuously ~~now~~ being told by inspectors to improve the conditions and the response is slowly felt. One textile mill has been completely air-conditioned on the advice of the Chief Inspector of Factories, ~~with the air-conditioning~~. Though at first the management were reluctant to instal the air-conditioning plant, now they are very happy that they followed the advice of the Chief Inspector of Factories, as the air-conditioning has not only improved the working conditions but also helped in the production. The lighting conditions in factories in day time can be said to be fairly good. But in factories which work in the night shifts, there is much to be desired. This matter is receiving the special attention of the inspectors. The problem of dust, noise and vibration ~~remains~~ practically the same. But the department has started to work on the problem and improving the conditions of workers in the husk chambers, is taken up. Advice is given to replace them with "Collectors" on which the department gives free technical advice. The response from the employers is gratifying as many are coming forward asking for such advice. Cleanliness in factories continues to be good. The sanitary conveniences are not satisfactory. The State has no town which is provided with a drainage system. As such, water-borne systems cannot be expected in factories in large towns and much less in remote villages. But the department has been insisting on the provision of sanitary type of latrines in all new factories, which have to construct the necessary septic tanks for the sewage. This is done in the new factories with the co-operation of the local Health officer and in course of time, it can be expected to be provided in all the factories. The main objection to the provision of water-borne latrines is scarcity of water, apart from the cost. Where there is ~~scarcity~~ scarcity of water, Aqua Type of latrines are recommended as they used very little water to function. The provision of drinking water is very essential in this hot country and is well attended to.

Housing and Welfare.- Ten factories have provided housing accommodation to some of their workers. The K.C.P. Ltd., Vuyyuru and the Andhra Cement Company Ltd., Vijayawada, Krishna District, were given financial assistance by way of subsidy and loan from the Government of India under the "Subsidised Industrial Housing Scheme" for the construction of 100 single storeyed one-roomed tenements and 50 single storeyed one-roomed tenements near the factory premises respectively. ~~The~~ Two factories provided schools for the benefit of the workers and their children. Facilities for purchase of food-stuffs and other materials, etc., have been provided in eight factories and the existing co-operative stores and societies in factories continued to function satisfactorily.

Leave with Wages.- The provisions of Chapter VIII of the Factories Act, 1948, relating to grant of leave with wages to workers were generally complied with in all well-organised factories except in small non-power factories, like bee-di factories, cigar factories, hotels and restaurants to which the provisions of the Act have been extended only recently. Orders were issued and suitable action taken, wherever necessary. Exemptions from the provisions relating to the grant of leave with wages ~~from~~ to workers (Sections 79 to 81 of the Act) were granted to eight factories, in which leave rules were so framed that the provisions contained therein were not less favourable than those contained in Chapter VIII of the Act.

Accidents.- The total number of Accidents reported in the year was 795. Of the accidents reported, seven were fatal and 788 accidents were non-fatal. The majority of the non-fatal accidents were reported by the factories classified under the industries, textiles, transport and transport equipment and food except beverages, as the following table shows:-

Industry	No. of fatal accidents.	No. of non-fatal accidents.	No. of non-fatal accidents in which workers returned to work.	Total No. of Man-days lost.
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Section 2 (m)(i)

01. Processes allied to agriculture.	--	8	4	90
20. Food except beverages.	3	155	138	2,061
22. Tobacco.	1	84	82	1,094
23. Textiles.	1	189	164	1,734
25. Wood and cork except furniture.	--	1	-	-
27. Paper and paper products.	-	15	15	148
31. Chemicals and chemical products.	--	3	3	40
32. Products of petroleum and coal.	--	5	3	28
33. Non-metallic mineral products.	--	56	52	739
35. Manufacture of metal products.	--	1	-	-
36. Manufacture of machinery.	-	2	2	24
38. Transport and transport equipment.	--	2	139	1,151
39. Miscellaneous Industries.	-	39	33	194
51. Electricity, gas and steam.	-	7	2	9
84. Personal Services.	--	1	1	16
Total.	7	738	638	7,328

Section 2 (m)(ii)

22. Tobacco.	--	50	43	433
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Section 85 (i)

"Nil".

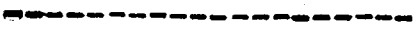
In 23 cases, the injured persons were paid compensation amounting to 15,002 rupees and 8 pies. The percentage of 795 accidents to the total number of workers employed throughout the year in man-days (18,405,976) is 0.00432.

Prosecutions.- Occupiers and managers of 172 factories were prosecuted during the year. Convictions were obtained against 163 factories and a sum of 9,643 rupees was imposed as fines ranging from a minimum of 3 rupees to a maximum of 400 rupees. Occupiers of two factories were acquitted. Prosecutions against seven factories were pending disposal at the end of the year. Prosecutions against nine factories, which were pending at the end of the last year (1952) were also disposed of during the year. Convictions were obtained against eight factories and a sum of 546 rupees was imposed as fines. Prosecutions against one factory was withdrawn.

Maternity benefit.- The provisions of the Act ~~are~~ are applicable to women employed in a factory or factories of the same ~~employing~~ employer for more than 240 days within a period of one year immediately preceding the date of notice of confinement. Of the 2,573 factories in the commission during the year, 1,460 factories employed women and their daily average number in these factories from which returns were received in time was 37,049. One hundred and eighty-one claims were made during the year of which one hundred and seventy-four claims were paid to the women concerned or to their nominees. Two claims relating to other persons were also paid during the year. The total amount of benefit paid was 4,466 rupees and 3 annas. No woman was employed in any factory during the four weeks immediately following the day of confinement. Inspections were made by the fulltime Inspectors of Factories along with inspections under the Factories Act, 1948, and claims and benefits were checked by them. No prosecutions were taken during the year against managers of factories.

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

Industrial Safety Museum.- The review States that safety museum has been started with sections on lighting, ventilation and dust.



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Assam: Working of the Factories Act
during 1953*

Number of factories and workers employed.- The total number of factories in the register at the end of the year under report was 977 as against 951 in the previous year. Thirty-three new factories were brought into register and seven factories were ~~brought~~ struck-off. The number of working factories was 959. The number ~~factories~~ of factories registered under Section (ii) was 7 in the register. Sixteen factories were registered and licensed under Section 85 of the Factories Act, 1948 during the year of report. The number of factories previously registered under Section 85 was 6.

The average number of workers employed daily in 873 factories which submitted returns amounted to 63,707 as against 66,620 in 870 factories in the previous year. The daily average ~~number~~ number of women employed during the year fell to 8,633 from 10,554 in 1952. The daily average number of ~~workers employed during the year fell to 8,633 from 10,554 in 1952~~ adolescents and children employed in factories was 2,447 and 910 respectively as against 2,551 and 905 in the previous year.

Inspection of factories.- During the year 606 factories were inspected. The total number of inspections being 657. The Deputy Commissioners and Subdivisional Officers inspected 33 factories, and 447 factories were inspected by Additional Inspectors of Factories. The percentage of total inspections by the regular inspectors during the year was 67 per cent as against 74 per cent in the previous year. Thirty-four factories were inspected ~~thrice~~, four thrice and three more than thrice.

Certification of adults, adolescents and children.- All Civil Surgeons of the districts continued to function as Certifying Surgeons, under Section 10(1) of the Factories Act, 1948. The average number of certified adolescents and children was 3,357 as against 3,456 during the previous year.

* Report on the Working of the Factories Act, 1948 in Assam for the year 1953: Printed at the Assam Government Press, Shillong, 1955. pp.26. Price Rs.1-2-0 or 1s.8d.

The report mentions that most of the civil surgeons were preoccupied with their statutory functions so that they found very little time to devote to the work of certification of the children. Many complaints were received from the factories in this regard but during the year no arrangements could be made to appoint additional certifying surgeons.

Safety measures.- The inspecting staff did not report about any special problems regarding fencing or other safety matters in the factories. Only 8.2 per cent of the accidents resulted from causes directly attributable to machines and machine tools which means that majority of accidents were due to carelessness on the part of workers, in methods of working wearing loose clothes, defective tools, implements, etc.

The factories inspection continued to devote considerable time in checking fencing of dangerous parts of machineries in tea factories after these were re-opened. The responsibility of ensuring that all dangerous parts of machines are always kept under proper safety guards is on the manager and due to neglect of this several lives had been lost in the past.

During inspections and in approving plans of ~~factories~~ factory buildings particular attention was paid as before to the aspect of ventilation and sanitation in the factories. The average standard of latrine and urinal accommodation in factories was reported to be satisfactory, though there was much to be done in this direction in the small rice and oil mills constructed before the enforcement of Factories Act, 1948. Special attention was paid to the problem of elimination of dust in rice and oil mills by enforcing installation of dust extractor fans.

Accidents.- During the year under report there were 1,164 accidents as against 1,053 in the previous year. Out of the total of 1,164 accidents, 137 were of serious nature and 13 fatal.

All the fatal and several serious accidents were enquired ^{into} promptly and causes of accidents were analysed and preventive measures were suggested. Out of the 13 fatal accidents only 2 were caused by machineries, 7 accidents were caused by persons falling from altitude, or on level or in excavations, etc. This means that a large percentage of accidents can be avoided by workmen themselves by being careful of the tools; implements, working methods, etc., in their work.

The informations with regard to all fatal and serious accidents are brought to the notice of the Deputy Commissioners in their capacity as Commissioner under the Workmen's Compensation Act, 1921. No complaints were received on non-receipt of compensation during the year under report. The following table shows industry-wise analysis of accidents and the total number of mandays lost on account of absence due to non-fatal accidents:-

Industry	No. of fatal acci- dents.	No. of non- fatal acci- dents.	No. of non- fatal acci- dents in which the workers returned to work.	Total No. of man days lost on account of absence due to non-fatal accidents.
<u>(Under Section 2m(i))</u>				
01. Processes allied to Agriculture.	-	-	-	-
20. Food except beverages	-- 10	176	176	5,796
21. Beverages.	--	-	-	-
23. Textile.	--	-	-	-
25. Wood and Cork (except furniture).	-- 20	80	80	963
28. Printing, publishing and allied industries.	--	-	-	-
31. Chemical and chemical products.	--	25	25	390
32. Products of Petroleum and coal.	1	382	382	4,093
33. Non-metallic mineral products (except products of Petroleum and coal).	--	28	28	293
35. Manufacture of metal products (except machinery and transport equipment).	--	1	1	6
36. Manufacture of machinery (except electrical machinery).	1	130	130	1,437
38. Transport and Transport equipment.	-- 1	324	324	3,635
39. Miscellaneous Industries.	--	-	-	-
38. Transport and Transport equipment				
51. Electricity, Gas and Steam.	--	5	5	113
52. Water and Sanitary Services.	--	-	-	-
Total.		<u>13</u>	<u>1,151</u>	<u>1,151</u>
				<u>16,726</u>

*No accidents occurred in any factory under Section 2m(ii) and under Section 85.

Prosecutions and convictions.- During the year of report prosecution cases were instituted against 11 factories and convictions were obtained for 46 charges against 7 factories.

Payment of wages in factories.- The average number of workers employed daily in factories subject to the administration of Payment of Wages Act and Rules was 61,591 as against 65,986 in previous year. This shows a decrease of 4,395 workers. The total wages paid to the workers as per returns received under Payment of Wages Act amounted to 27,818,103 rupees and 3 annas as against 28,436,883 rupees and 10 annas in the previous year. The total deduction under heading of fines, breach of contract and damage or loss amounted to 218 rupees and 9 annas as against 915 rupees in 1952. The above figures give an annual average earnings of 451 rupees 10 annas and 6 pies as against 431 rupees in 1952, 389 rupees in 1951 and 381 rupees in 1950.

There was no prosecution under the Payment of Wages Act and Rules against any factory during the year of report.

(The Working of the Act during 1952 was reviewed at pages 57-59 of the report of this Office for January 1954).

Madras: Working of the Factories Act, 1948, during 1953.

Number of factories.- According to the annual report on the working of the Factories Act in Madras State during 1953*, there were 10,595 factories at the beginning of the year in the composite Madras State and as a result of formation of the Andhra State 3,151 factories have gone under the jurisdiction of Andhra State and 7,444 factories were in the jurisdiction of Residuary Madras State at the beginning of the year. The number of factories at the end of the year in the residuary Madras State was 6,914 of which 6,802 factories were in commission. The number of power factories employing ten or more persons was 3,866. The number of non-power factories employing twenty or more persons was 1,503. The number of non-power factories employing 10 to 19 persons was 1,433.

* Report on the Working of the Factories Act in the State of Madras for the Year 1953. Printed by the Superintendent Government Press Madras, 1954. Price 1 rupee 13 annas, pp. 47.

Employment.- The average daily number of workers employed in 5,440 factories, which submitted ~~return~~ the annual return in time for the year was 295,670 in respect of residuary Madras State. Twenty-two thousand six hundred and sixteen workers were daily employed (average daily employment) in 97 Government and Local Fund Factories which submitted the annual return in time.

Two thousand nine hundred and six certificates are reported to have been issued by the certifying surgeons during the year. In 27 cases, the managers of factories were prosecuted for employing children without certificates of physical fitness. One hundred and eighty-one visits to factories were made by the certifying surgeons during the year.

Inspections.- Of the 6,914 factories which were on the registers during the year, 2,340 factories were inspected once, 3,024 factories twice, 863 factories thrice and 423 factories more than thrice. The total number of inspections made was 12,693. Two hundred and sixty-four factories were not inspected for want of time. All the inspectors of factories have been instructed to inspect all the factories covered by the Act at least twice in a year.

In addition to the above, the following visits were made by the inspectors of this department:-

Three thousand seven hundred and sixty-six special and surprise visits to check employment outside specified hours of work inclusive of visits with reference to weekly holidays and night visits were made. Seven hundred and forty-nine unregistered factories were also inspected by the full-time inspectors. Instructions wherever necessary were given for fencing and ~~gear~~ guarding the dangerous parts of the machinery.

The total number of inspections and visits made by the full-time inspectors was 17,208. Important factories were inspected by the Chief Inspector of Factories along with the concerned Regional Inspector of Factories and inspector of factories as often as possible and instructions were given regarding safety, guarding of machinery, etc.

Health and Safety.- The health of the workers was generally normal. No epidemics were reported from any of the factories during the year. Cleanliness of factory premises and their surroundings was fairly well maintained. Adequate steps were taken wherever necessary, to mitigate dust nuisance in textile mills, rice mills, decorticating factories, tea and coffee ~~drying~~ curing factories and also to prevent as far as possible, inhalation of dust by employees working in processes emanating dust.

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There were six cases of fires in factories during the year causing damage to properties amounting to 102,405 rupees. Fences and guards to the dangerous parts, ways, works and working parts of machinery, etc., were provided. The dangers involved in unfenced machinery were explained to managers of factories, and also to workers wherever necessary. Safety posters issued by the Chief Advisor of Factories, New Delhi, were distributed to factories, free of cost for display in conspicuous places. Steps were taken to see that the orders issued with reference to fencing were duly complied with.

Housing.- Housing accommodation and other amenities provided in the factories were continued this year also. Three factories have constructed additional quarters for workers and one factory has provided free conveyances for school-going children of the workers. Fifty houses have been constructed under Industrial Subsidy Scheme. The existing co-operative stores and societies in factories continued to function satisfactorily.

Hours of work.- Rest intervals as required by section 55 of the Act were given in all factories except in factories exempted from section 55 of the Act. This exemption was, however, subject to the condition that the workers were given sufficient time for taking their meals, though not a fixed period.

Sundays or substituted days were observed as weekly holidays in all the factories. Where the factories were exempted from the provisions of section 52 of the Act due to exceptional pressure of work, compensatory holidays for the weekly holidays so lost by the workers were given in all cases as required by section 53 of the Act.

The provisions of Chapter VIII of the Factories Act, 1948, relating to the grant of leave with wages to workers were generally complied with in all well-organised factories except small non-power factories like handloom factories, beedi factories, cigar factories, and hotels and restaurants, to which the provisions of the Act have been extended only recently. Exemptions from the provisions relating to the grant of leave with wages to workers (sections 79 to 81 of the Act) were granted to 60 factories in which leave rules were so framed that the provisions contained therein were not less favourable than those contained in Chapter VIII.

Accidents.- The total number of accidents reported for the year were 5,628. Particulars of accidents classified according to causes are furnished in ^{the} statement below. Of the accidents reported, 19 were fatal. Five thousand six hundred and nine accidents were ~~reported as~~ non-fatal. The majority of the fatal accidents were reported by the Railway Workshops. The table given below shows

the accidents caused industry-wise:-

Industry	Number of accidents.											
	Adults				Adolescents				Children			
	Men		Women		Males		Females		Boys		Girls	
	A	B	A	B	A	B	A	B	A	B	A	B
<u>Section 2m(i)</u>												
01. Progress allied to agriculture.	-	1	-	-	-	-	-	-	-	-	-	-
20. Food except beverages.	2	714	1	4	-	-	-	-	-	-	-	-
23. Textiles.	2	1249	-	34	-	6	-	-	-	-	-	-
25. Wood and Cork except furniture.	2	58	-	1	-	-	-	-	-	-	-	-
26. Furniture and fixtures.	-	7	-	-	-	-	-	-	-	-	-	-
27. Paper and paper products.	-	2	-	-	-	-	-	-	-	-	-	-
28. Printing, publishing and allied industries.	1	93	-	-	-	-	-	-	-	-	-	-
29. Leather and leather products.	1	4	-	-	-	-	-	-	-	-	-	-
30. Rubber and rubber products.	-	3	-	-	-	-	-	-	-	-	-	-
31. Chemical and chemical products.	2	217	-	3	-	-	-	-	-	-	-	-
32. Products of petroleum and coal.	-	40	-	-	-	-	-	2	-	-	-	-
33. Non-metallic mineral products.	2	291	-	9	-	-	-	1	-	-	-	-
34. Basic metal industries.	1	65	-	1	-	-	-	-	-	-	-	-
35. Manufacture of metal products.	-	30	-	-	-	-	-	-	-	-	-	-
36. Manufacture of machinery.	1	372	-	-	-	-	-	-	-	-	-	-
37. Electrical machinery, apparatus, etc.	-	56	-	-	-	-	-	-	-	-	-	-
38. Transport and transport equipment.	2	2080	-	-	-	-	-	-	-	-	-	-
39. Miscellaneous industries.	-	150	-	2	-	-	-	-	-	2	-	-
51. Electricity, gas and steam.	-	93	-	-	-	-	-	-	-	-	-	-
83. Recreation services.	-	12	-	-	-	-	-	-	-	-	-	-
84. Personal services.	-	3	-	-	-	-	-	-	-	-	-	-
2(m)(i) - Total.	16	5538	1	54	-	6	-	1	-	2	-	-
<u>Section 2(m)(ii).</u>												
22. Tobacco.	-	1	-	-	-	-	-	-	-	-	-	-
28. Printing, publishing and allied industries.	-	2	-	-	-	-	-	-	-	-	-	-
29. Leather and leather products.	2	1	-	-	-	-	-	-	-	-	-	-
33. Non-metallic mineral products.	-	3	-	-	-	-	-	-	-	-	-	-
Total 2(m)(ii).	2	7	-	-	-	-	-	-	-	-	-	-
<u>Section 85(i) (with power).</u>												
51. Electricity, gas and steam.	-	1	-	-	-	-	-	-	-	-	-	-
Total 85(i).	-	1	-	-	-	-	-	-	-	-	-	-

A - Fatal

B - Non-fatal.

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Out of 5,609 non-fatal accidents, 13 resulted in loss of limb, 14 in loss of fingers, 21 in partial loss of fingers, 3 in loss of power in fingers and one in loss of power of vision in one eye.

In 92 cases, the injured persons were paid compensation amounting to 24,619 rupees 4 annas and 6 pies. The percentage of accidents to the total number of man-days of 78,089,683 in the year is 0.0007.

Prosecutions.- The occupiers and managers of 195 factories were prosecuted during the year. The decrease in the number of prosecutions during the year is due to the fact that the managements ~~was~~ were observing the provisions of the Act and Rules fairly well and prosecutions were taken up against the managements of factories who were persistently in default. Convictions were obtained against 168 factories involving 163 persons. A sum of 5,795 rupees was imposed as fine ranging from a minimum of 1 rupee to a maximum of 200 rupees. Prosecutions against 24 factories were pending disposal at the end of the year. Occupiers of two factories were acquitted. Prosecution against one factory was withdrawn as the accused left India. Of the 18 factories prosecutions against which were pending at the end of the last year (1952), convictions were obtained against 16 factories and a sum of 419 rupees was imposed as fines. Cases against two factories were still pending at the end of this year.

Working of the Madras Maternity Benefit Act and Rules.- The provisions of the Act are applicable to women employed in factories, provided they are employed in a factory or factories of the same employer for not less than 240 days within a period of one year immediately preceding the date of notice of confinement. Of the 6,802 factories in commission during the year, 2,431 factories employed women. The average daily number of women employed in 2,120 factories from which returns were received was 50,589. Three thousand eight hundred and forty-three claims were made during the year of which 3,691 claims were paid to women or to their nominees concerned. The total amount of maternity benefits paid was 145,750 rupees and 9 pies. ~~xxxxxx~~ No woman was employed in any factory during the four weeks immediately following the day of confinement. Inspections were made by the full-time inspectors of factories along with inspections under the Factories Act, 1948, and claims and benefits were checked by them. The manager of two factories were prosecuted and a fine amount of 11 rupees imposed.

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Employment of Children Act. - The report states that in view of the application of Factories Act, 1948, to non-power factories employing ten or more persons and in view of the ^{extension of the} Madras Shops and Establishments Act to smaller establishments, the employment of children in the establishments covered by the Employment of Children Act, has been effectively checked.

(The Working of the Act during 1952 was reviewed at pages 86-89 of the report of this Office for the month December 1953).

Work of the Ministry of Labour during the
Year 1954-1955.

Legislation to extend payment of compensation for lay-offs to plantation labour and implementation of the Plantation Labour Act, 1951, were some of the main features of the work of the Indian Ministry of Labour during 1954-55, according to a report recently published by the Ministry*. A brief summary of the report is given below.

I. Legislation.- Three important legislative measures were enacted during the year, namely, the Minimum Wages (Amendment) Act, 1954, the Industrial Disputes (Amendment) Act, 1954, and the Factories (Amendment) Act, 1954.

The Minimum Wages (Amendment) Act, 1954, extends the last date for the fixation of minimum wages in certain specified employments to 31 December 1954, as certain States could not fix wages before the date prescribed under the Act as it stood. The Act also empowers governments to exempt from the provisions of the Act, certain classes of employees in receipt of wages above a certain specified limit.

The question of further amending the Act so as to provide, inter alia, for a standing wage fixing machinery is also under consideration.

As a result of an agreement arrived at between the parties at the 5th Session of the Industrial Committee on Plantations, the provisions of the Industrial Disputes Act, 1947, relating to lay-off were extended to plantations with effect from 1 April 1954, by the passing of the Industrial Disputes (Amendment) Act, 1954, which received the assent of the President on the 23 December 1954. It is proposed to bring forward another Bill to amend the Act in certain respects.

An enactment to amend the Factories Act, 1948, was adopted during the year in respect of provisions relating to: (a) employment of children and women during night, consequent upon India's ratification of the I.L.O. Convention on the subject; and (b) leave with wages.

* Report 1954-1955. The Ministry of Labour, pp. 38.

It is proposed to amend the Payment of Wages Act, 1936, to provide for the following points on which all the interests concerned have already been consulted: (i) revision of the definition of "wages"; (ii) extension of the Act to construction labour including the labour under contractors; (iii) permissibility of deductions for insurance premia, and subscriptions to any securities of the Government of India or State Government; (iv) utilisation of fine funds; (v) priority for wages over other debts when a concern is wound up; (vi) raising of the wage limit from 200 rupees to 400 rupees; (vii) permitting deduction of rent of houses built by State Governments under subsidised Industrial Housing Scheme and allotted to employees; and (viii) making provisions for an appeal from an order rejecting or dismissing a claim in full or in part.

Implementation of Labour Laws.- As recommended by the Industrial Committee on Plantations at its fifth Session (Calcutta - January, 1954), the Plantations Labour Act, 1951, was brought into force on 1 April 1954. From that date, such sections of the Act came into force as could be given effect to without the framing of the rules, e.g., those relating to drinking water, leave with wages, tokens and fitness certificates, etc. Model Rules under the Act were considered at the sixth Session of the Industrial Committee on Plantations. These rules have since been finalised in the light of the discussions at that Conference and forwarded to the State Governments concerned for adoption.

Although the rules under the Plantations Labour Act, 1951, have not yet come into force, progressive employers are providing housing and medical facilities for workers according to a phased programme. There are also State Acts to regulate the grant of maternity benefit to plantation workers in Assam, West Bengal and Travancore-Cochin. In the other States, it is being paid in accordance with a tripartite agreement. Many planters are also paying sickness allowance to workers in accordance with a similar agreement.

The cuts imposed on wages of tea garden workers in Assam and West Bengal in 1953 have been fully restored in all the gardens except those in Cachar (Assam) which yield less than 7 1/2 maunds per acre and where therefore, the cuts have been restored only partially. The Government of Assam is, however, contemplating further steps with a view to restoring fully the cuts in all the gardens in Cachar as well.

As regards effective enforcement of factory legislation, this question was discussed at the Labour Ministers' Conference held at New Delhi on 12 and 13 November 1954. It was generally agreed that factory inspection staff should be strengthened wherever necessary. Most of the State Governments have drawn up priority lists for inspection of factories in accordance with a recommendation to that effect made in the First Five Year Plan. This will enable more attention being paid to those factories in which standards of compliance with the Act are unsatisfactory. It is also proposed to draw up tripartite agreements on standards of compliance with the provisions of the Act in certain selected industries. In the case of cement industry, a decision was taken at the meeting of the Industrial Committee on cement held at Hyderabad in March 1954 to set up Central and State tripartite technical committees.

During the year an enquiry committee has been appointed to review the dock labour decasualisation scheme, on the recommendation of the Dock Workers' Advisory Committee.

II. Industrial Relations. There was a slight set-back in labour-management relations, as compared with the previous year, judged from the number of man-days lost through work stoppages, as the following table shows:-

Period	No. of disputes	No. of man-days lost
	(including strikes and lockouts)	
January 1953 to October 1953 -----	824	2,562,045 (Revised)
January 1954 to October 1954 -----	689	2,883,510

One of the important developments in the field of industrial relations during the year was the Labour Appellate Tribunal's judgment in April 1954 on the award of the All-India Industrial Tribunal (Bank Disputes). The period of 30 days allowed by law for Government to consider the decision was found to be wholly inadequate in view of the complex issues involved. Accordingly, section 15 of the Industrial Disputes (Appellate Tribunal) Act, 1954, was amended through an Ordinance, extending the period of 30 days to 120 days. After duly considering the matter the Government issued an order on 24 August 1954, modifying the decisions of the Labour Appellate Tribunal in respect of dearness allowance, method of adjustment in the new scales, reduction in emoluments under the frozen Sen Award, introduction

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of a Class IV area and exclusion of ~~adjustment~~ banking in rural Centres in Part "B" States and certain Part "C" States and the United Bank of India from the operation of the Award. In order, however, to assess more fully the probable effects of the tribunal's decision as well as the Government's modification thereof on the individual units of the banking sector, an enquiry has been instituted.

During the calendar year 1954, twenty-eight industrial disputes as against eighteen in 1953, in the "Central sphere" undertakings, namely, mines, manor ports, railways, banking and insurance companies having branches in more than one State etc., were referred for adjudication to the Standing Tribunals at Calcutta and Dhanbad (the Calcutta Tribunal was abolished in November 1954). In addition, 10 disputes as against 12 in 1953 were referred to State Government Tribunals and ad hoc Tribunals.

The Labour Appellate Tribunal, with its headquarters at Calcutta and Branches at Lucknow and Bombay disposed of 790 appeals and 1948 applications during the period January to November 1954. The number of appeals and applications pending before the Tribunal at the end of November 1954 were 1550 and 1540 respectively. With a view to expediting disposal of the pending appeals and applications, Government have increased the number of Benches to five, of which at least one is expected to start functioning shortly at Madras.

Co-operation between the employers and employees at the Unit level has been promoted by constituting Works Committees under Section 3 of the Industrial Disputes Act. More than 650 such Works Committees were actively functioning in the Central Sphere during the year 1954-55. They dealt with many day-to-day problems affecting conditions of work and employment, resolving differences at the incipient stage itself. Many of these undertakings had also set up Production Committees, which brought out useful suggestions from workers tending to increased efficiency of the industrial units. Accident Prevention Committees functioning in all the larger establishments helped in the reduction of wastage of human material and working days.

III. Employment and training.- The most important event in this field during period ~~1954-55~~ 1954-55 was the submission of the recommendations of the Training and Employment Services Organisation ("Shiva Rao") Committee. The Committee recommended that the employment exchange organisation be placed on a permanent footing and redesignated as the Department of National Employment Service. While the day-to-day administration of the Service would be

handed over to the States, the Centre would be responsible for laying down policy and standards and for co-ordination and supervision of the work of the exchanges. The training activities of the Ministry of Labour would be entrusted to a new Department of Training. There would be integration of the training facilities afforded at present by the Ministry of Labour and the State Governments. As in the case of employment services, the administration would be the responsibility of States and the Centre would lay down policies and standards and look after co-ordination and supervision. The main recommendations of the Committee had been accepted by the Government.

A total of 128 employment exchanges were functioning at the end of the year as against 126 at the beginning of the year. The employment market did not exhibit any signs of recovery from the deterioration that had set in last year. Whereas the employment opportunities available maintained more or less a static level, the number of employment seekers on the live registers of the exchanges rose to a record figure at the end of the year viz., 609,780 as against 522,360 at the close of the last year. The number of persons placed also recorded a fall from 256,703 during 1953 to 239,875 during 1954.

Training schemes.— Four training centres were closed during the year, bringing down the number of centres in operation to 55 at the close of the year. A total of 4,080 persons in technical trades and 1,080 in vocational trades were undergoing training at the close of the year. Besides 1,037 displaced persons in the technical trades, ~~xxx~~ 385 in the vocational trades and 842 as apprentices in production work in Uttar Pradesh and West Bengal were also undergoing training at the end of the year. Thus the total number of trainees was 8,824 at the close of ~~the~~ 1954 as against 5,146 at the close of 1953, including 477 women.

In addition to the training of craftsmen, 224 persons were undergoing training at the Central Training Institute for Instructors at Koni, Bilaspur. The total number trained by the Institute so far is 1,296.

IV. Labour welfare: Coal mines.— The year under review was marked by progress in all spheres of welfare activities for coal miners. The expenditure incurred by the Coal Mines Labour Welfare Fund on general welfare was 9.3 million rupees as against 4.6 million rupees incurred during the year 1953-54. The expenditure on housing schemes alone for coal miners was 3.6 million rupees or five times the amount spent in the previous year. The facilities provided as in the past year, ^{including} medical facilities, family counselling, anti-malaria operations,

recreational and educational facilities, water supply and housing. A well-equipped Rehabilitation Centre for disabled coal miners had been opened at the Central Hospital, Dhanbad, where special facilities for the treatment of accident cases had been provided.

As regards housing, in order to provide more assistance to colliery owners constructing houses for their workers, the subsidised housing scheme sanctioned in 1950 was further liberalised, and a revised Subsidised Housing Scheme for coalminers was sanctioned. According to this scheme, besides a subsidy of 25 per cent of the actual cost of construction of a house, a loan equal to 37 1/2 per cent of the actual cost is admissible to those colliery owners who construct houses according to plans and specifications provided in the Scheme. The maximum amount of subsidy and loan admissible under the scheme is 735 rupees and 1102 rupees 8 annas per house respectively. Construction of 664 houses was sanctioned upto 31 December 1954. Between 1 April 1954 and 31 December 1954, subsidy amounting to 296,249 rupees 3 annas for the construction of 415 houses was sanctioned for payment to colliery owners. The construction of 40 houses belonging to the Furd at the Kurasia colliery in Madhya Pradesh was nearing completion. A scheme for the construction of 200 houses for miners at Digwani in the Pench Valley coalfield is also under consideration.

Mica mines.— The budget of the Mica Mines Labour Welfare Fund provided for an expenditure of 1,167,000 rupees for Bihar, 370,000 rupees for Andhra, 346,000 rupees for Rajasthan and 44,300 rupees for Ajmer. The facilities included medical aid, education, recreation and housing. Construction of a 30-bed hospital was completed and the hospital started functioning during the year. The question of construction of houses for mica-miners under a subsidy-cum-loan scheme on lines identical to the Industrial Housing Scheme is under consideration.

Plantation workers.— The Tea Board has been allocating funds to the State Governments for the welfare of workers in tea estates. In response to their communication calling for schemes of labour welfare, the Uttar Pradesh Government submitted to the Board a scheme costing 15,000 rupees for purchasing and equipping a mobile dispensary for the tea garden labourers and the Bihar Government sent a scheme costing 5,000 rupees for the construction of a temporary hutment for setting up a welfare centre at Kishanganj tea garden. During the year 1954-55, the Board allocated 20,000 rupees to the Government of Uttar Pradesh and Bihar. The Board also agreed to donate a sum of 57,500 rupees towards the capital cost of the T.B. Chest Clinic proposed to be set up at Darjeeling, where the tea garden labourers will

be provided with concessional terms of treatment. The Tea Board also proposes to make a provision of 1,000,000 rupees in its budget estimates for 1955-56 for welfare measures for tea plantation workers not covered by the Plantations Labour Act.

Reports received from certain State Governments on the results of the enforcement of the measures suggested to them for removing the evils of the Kangani system of recruitment of labour in plantations show that the Kangani gangs are on the decline and that the number of estate gangs is gradually rising.

Agricultural labour enquiry.- The report on the second stage of the agricultural labour enquiry, entitled "Rural Manpower and Occupational Structure" (vide pp. 19-31 of this report) was published during the year.

Besides advising the undertakings both in private and public sectors under the Central sphere on statutory requirements of welfare, the officers of the Industrial Relations Machinery have encouraged, by voluntary action, further welfare facilities for workers, especially with regard to living conditions. The Labour Officers in the Central Government undertakings have sponsored several community welfare schemes on self-help basis relating to recreation, education, medical facilities, and housing, for the benefit of the workers and their families. Special attention was paid to the provision of better amenities for the unorganised labour especially those under the contractors of the C.P.W.D. and M.E.S. An important feature was the starting of a number of creches and nurseries for the children of these workers; 20 creches in the neighbourhood of Delhi were started and the children were provided with free milk, obtained through the Health Ministry.

V. Social Security: Employees Provident Fund Scheme.- In the two years since the inauguration of the Employees' Provident Fund scheme of the Central Government for workers in factories engaged in the six major industries, viz., cement, cigarettes, electrical, mechanical or general engineering products, iron and steel and paper, it has provided provident fund benefits to 1.55 million employees in 1900 factories. At the end of the previous year, the figures were 1.4 million persons and 1722 factories respectively. The provident fund collections are earmarked for financing the Industrial Housing Scheme during the First Five Year Plan period. These are accordingly invested in Central Government securities. The total amount of provident fund contributions from factories covered by the Act and invested in Central Government securities upto the end of November 1954, amounted to 320 million rupees. Members of the Employees' Provident Fund were allowed an interest of 3 per cent on their provident fund accumulations.

Coal Mines Provident Fund and Bonus Schemes.-

The provident fund and the bonus schemes were extended to Rajasthan from 1 April 1954. During the year 1953-54 the total number of employees who subscribed to the Coal Mines Provident Fund was 311,806 and a sum of 6,618,312 rupees was contributed to the Fund by the employers and employees in equal proportion. Till the middle of December 1954 government securities of the face value of 45,756,800 rupees were purchased by the Fund. Since the inception of the Fund in 1947 upto the end of November 1954, 22,048 subscribers were paid their accumulations in the Fund amounting to 2,108,269 rupees. The members were allowed interest at the rate of 3 per cent during the year 1954-55.

Employees' State Insurance Scheme.-

The Employees' State Insurance Scheme, which is a contributory scheme of social insurance under the Employees' State Insurance Act, 1948, was implemented during the year *at* Nagpur and Greater Bombay. The total number of workers so far covered under the Scheme is approximately 600,000. The Scheme has been extended to Coimbatore in the Madras State and to Indore, Gwalior, Ujjain, and Ratlam in Madhya Bharat from 23 January 1955, covering in addition about 86,000 workers.

It is expected, that by the end of 1954-55 or early 1955-56, the Scheme would be implemented in Calcutta City and Howrah District, Ahmedabad, Hyderabad, Secunderabad, Sanatnagar, Bangalore, Allepy, Quilon, Trichur, Alwaye and Ernakulam. According to the present programme of implementation, the Scheme is likely to be brought into force in all industrial centres in the country having concentration of 2,000 or more workers by the end of 1955-56. When this has been done, the number of workers getting the benefits under the Scheme would be about 2 million. The total number of workers to be covered ultimately is about 2 1/4 millions.

With the coming into prominence of the question of unemployment in recent years, a working group comprising the representatives of the Ministries of Labour, Finance, Commerce and Industry, the Planning Commission and the Employees' State Insurance Corporation was set up to make a preliminary study of the problem and the procedure to be adopted for the drawing up of an Unemployment Insurance Scheme. The report of the working group is expected to be ready early in 1955, and appropriate further action will be taken on its receipt.

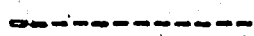
VI. National and International Conferences.-

The National Labour Conference, held during the year were: the second session of the Industrial Committee on Cement, which among other subjects, adopted conclusions on standardisation of wages and abolition of contract labour; the second meeting of the Central Advisory Board set up under the Minimum Wages Act, 1948; the sixth session of the Industrial Committee on Plantations; the fourteenth session of the Standing Labour Committee; and the eleventh session of the Labour Ministers' Conference. Besides, in pursuance of a decision taken at the 13th session of the Indian Labour Conference held in January 1954, the Government of India set up a three-man tripartite committee to study I.L.O. Conventions and Recommendations with a view to the ratification of the Conventions, and adoption of the Recommendations; where this does not appear possible at present, the Committee would recommend implementation of such provisions as could be undertaken. The first meeting of this Committee was held in August 1954 immediately before the 14th session of the Standing ~~Lab~~ Labour Committee. The Committee examined 12 Conventions and Recommendations and indicated certain lines of action. As a result, the Government of India had recently ratified two more I.L.O. Conventions, namely, Convention No. 26 concerning Minimum Wage Fixing Machinery and Convention No. 29 concerning Forced Labour, thus bringing the total number of ratified Conventions to 22.

The review states that the Government of India continued to take part actively in the work and the various conferences of the I.L.O.

VII. Technical assistance.- The report also mentions the foreign technical assistance provided including that from the I.L.O.

(The report on the Work of the Ministry of Labour during 1953-54 was reviewed at pp. 56-65 of the report of this Office for March 1954).



Lok Sabha debates Central Government's Labour Policy: Demand for Grants Voted.

The Lok Sabha debated on 22 and 23 March 1955 the demands for grants in respect of the Ministry of Labour for 1955-56.

Initiating discussion, Mr. N. Srikantan Nair (Revolutionary Socialist Party) referred to the Minimum Wages Act and said its provisions were not being properly implemented by the States. Wage differences existed even in respect of the same industry in different States.

As regards agricultural wages, Mr. Srikantan Nair said the Act itself gave ample scope to the States to defeat its purpose. Minimum wages were fixed only in some areas, and for certain types of work. Unless agricultural wages were fixed on a reasonable basis, the labour problem, especially in the countryside, could not be solved.

Mr. P.N. Rajbhoj (Scheduled Caste Federation) complained that though improvement had taken place in the labour field, little had been done so far as the Scheduled Castes were concerned. Their living conditions were still "abominable".

Mr. P.C. Bose (Congress) said the labour conditions had improved since independence because of various labour welfare ~~xxx~~ laws passed by the State and the Central Governments. But the housing problem had not yet been solved satisfactorily and required more attention.

Maharaja Rajendra Narayan Singh Dao (Ganatantra Parishad) said that exploitation of labour by contractors was a widespread evil which should be removed. At Rourkela where a steel plant was proposed to be set up, contractors were exploiting labour taking advantage of the distress that prevailed there due to drought conditions.

Mr. B. Ramachandra Reddi (Independent) complained that a number of mica miners had been thrown out of employment. He said there should be proper co-ordination between the Commerce, Natural Resources and Labour Ministries in the matter of exploiting the mica mines in the country.

Mr. M.B. Vaishya (Congress) suggested that the Government enact legislation by which workers would be associated with the management in the running of industries. Labour saving machinery which resulted in unemployment should not be imported.

Mr. Rajaram Shastri (Praja Socialist Party) said there was a world of difference between what was said for the betterment of labour and what was actually being done. There was dissatisfaction among Government servants, industrial workers, and municipal employees. Millowners were not observing the conditions laid down by the Planning Commission in respect of rationalisation. If millowners went ahead with rationalisation, there would be trouble. He wanted to know what steps the Government proposed to take to prevent rationalisation.

Mr. Ahmed Mohiuddin (Congress) said that a beginning could be made in regard to participation of labour in the management of industries. He contended that the works committees in industries had failed.

He said that in Government-owned factories, a small beginning could be made by allotting funds for ~~worker~~ welfare of labour to be administered by a committee consisting of elected representatives of workers.

Mr. R. Venkataraman (Congress) said the Labour Ministry had acquitted itself fairly creditably.

The Government had promised that a Labour Relations Bill would be brought forward as early as possible. But members were now told that there would be only amendments to the Industrial Disputes Act and that there would be no comprehensive Bill dealing with industrial relations. Even these amendments to the Industrial Disputes Act were not forthcoming.

He asked the Labour Minister to bring forward immediately legislation to include semi-skilled and supervisory categories of workers within the definition of "workman". If the Central Government was not able to do so, the States should be allowed to undertake the legislation.

Labour Minister's Reply to Debate: Agricultural Labour. - Replying to the debate the Labour Minister, Mr. Kahandubhai Desai, said it was true that landless labour had not been attended to during the last generation or so as it should have been. With a view to protecting them Parliament had enacted the Minimum Wages Act and most of the States had implemented it as far as the first schedule was concerned. Uttar Pradesh, West Bengal, and one or two other States had not yet implemented it, but the Government of India had asked them to re-examine the question and fix minimum wages.

As regards minimum wages for agricultural labour, Mr. Desai said the question was fraught with many difficulties. It involved relations between landless labour and small peasant proprietors who formed 22 per cent and 48 per cent respectively of the population, and administration of the Act would entail a lot of difficulties. But he had no doubt that in a short period all States would fix minimum wages for agricultural labour.

Plantation Workers.- Referring to criticisms about the implementation of the Plantation Labour Act, he said that when it was passed in 1952 the intention was to see that it was implemented as early as possible. But, unfortunately, the tea trade had a slump and it was thought that if the Act were implemented it would create more unemployment since the prosperity of the tea industry depended on foreign consumers. Since the trade had improved, the Act had been implemented as far as sections which did not require framing of rules. Two States had already promulgated rules, and model rules had been sent to two other States - West Bengal and Assam.

The Labour Minister admitted that plantation labour as well as mining workers had been in a bad way and said it was the particular concern of the Government that conditions of these people should be improved as early as possible.

As far as the mining workers were concerned the question of wages was pending before a tribunal. ~~Mr~~ A Member has asked why the tribunal had been reconstituted and expressed fears that it may take another year for the new tribunal to give its award. The Law Ministry, Mr. Desai said, had advised that unless the tribunal was reconstituted, there was the likelihood of its being held invalid.

No discrimination against any trade union.- The Labour Minister denied that there was any discrimination against one type of union or the other in regard to reference of cases to adjudication. The Indian National Trade Union Congress made applications in respect of 3,858 cases out of which 65 per cent were referred to adjudication. Out of 64 cases, submitted by the All-India Trade Union Congress 59 per cent were referred to adjudication, while in the case of the Hind Mazdoor Sabha, out of 1,936 cases, 61 per cent were referred to adjudication. Sixty-seven per cent of the 151 cases of the United Trade Union Congress were referred to adjudication. This proved that there had practically been no discrimination and that the applications were judged on their merits.

Mr. Desai said the labour policy of the Government during the last seven years had been quite successful. There had been comparative industrial peace in the country and industrial labour was satisfied, "more or less", with the policy of the Government.

Giving figures about industrial disputes, Mr. Desai said during 1947 there were 1,811 disputes involving strikes and lock-outs which accounted for 16 million man-days lost. As against this, in 1954 about 831 disputes took place resulting in the loss of about 3.3 million man-days. The workmen on the whole, Mr. Desai said, were in a better state of mind now than seven or eight years ago, and the tension which some of the parties wanted to keep up had gone down.

Mr. Desai said he had no hesitation in saying that as far as the workers were concerned, since 1947, they had got a square deal. The real wages in 1955 were certainly higher than what they were in 1939. Between 1939 and 1944 real wages lagged behind the cost of living. Taking the index of cost of living as 100, the real wages in 1939 was 39, and 76.3 in 1944. Gradually it had gone up to 93.4 in 1951 and since then the tribunals had given many awards in favour of the workers. The cost of living also had fallen and to that extent the real earnings had gone up.

Workers were also organising themselves and the Government was encouraging them to do so on a sound trade union basis. The total number of unions had risen from 1,087 with a membership of over 800,000 in 1947 to 3,744 ~~unions~~ in 1952 with a membership of over 8.3 million.

Referring to contract labour, Mr. Desai said he agreed that employers generally engaged contractors, to evade some of the laws. This question was under the consideration of the Government. But at the same time it was not possible to abolish the system of contract labour by law all over the country in view of the large public works which had to be constructed through contract labour. However, it would be seen that the contractors were made liable under law.

The House passed the demands.

(The Statesman, 23 and 24 March 1955).

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - MARCH 1955.

62. Right of Association.

Compulsory Recognition of Trade Unions:
Parliament rejects Private Members' Bill.

The Lok Sabha on 18 March 1955 rejected a non-official Bill, moved by Mr. K. Anandan Nambiar (Communist) providing for compulsory recognition of all registered trade unions provided they had five per cent membership of the employees.

Object of the Bill.- Moving the Bill for consideration on 4 March 1955, Mr. Nambiar stated that the object of the Bill was to grant recognition compulsorily to registered trade unions, provided the union showed ~~genuine~~ genuine membership of five per cent of the total employment in that particular trade or concern under the same management.

Mr. Nambiar ^{recalled} ~~realised~~ that the right of compulsory recognition to trade unions had already been once approved by the House in 1947, but the Government acting under the pressure of employers, had not given effect to it by withholding the requisite notification. Subsequently, both Mr. Jagjivan Ram and Mr. Giri, during their tenure of office as Labour Ministers, had promised to include a provision, according such recognition when they introduced a comprehensive labour legislation.

Unfortunately, however, nothing had been done till now. He appealed to the Government to accept the principle behind the Bill and issue a notification straightway, bringing into force the provisions of the 1947 Bill. Later, when the final comprehensive legislation was brought before the House, the provision could be included therein also. Mr. Nambiar urged that trade unions, not only from the private sector, but from the public sector also, must be given compulsory recognition. Workers in the Railways, Posts and Telegraphs and Defence Organisations should be brought within the scope of such recognition.

Mr. R. Venkataraman (Congress - Madras) opposed the Bill, as, he said, it was detrimental to the interests of the workers. If Mr. Nambiar's contention was to be accepted, he said, it would lead to multiplicity of unions and it would be impossible for an employer to deal with a number of unions, one rejecting the demands put by another. Multiplicity of unions had been the bane of the trade union movement in India. Labour ranks would be divided and they would not be able to assert themselves, and gain their legitimate demands.

He suggested that the Industrial Disputes Act should be amended and the right of recognising a union should be vested in the industrial tribunals.

Labour Minister opposes measure. - Opposing the Bill, the Labour Minister, Mr. Kahandubhai Desai, said if there were a number of trade unions in ~~the~~ one industry, the employer would put one union against the other and strengthen his own hands. The Bill if accepted, would perpetuate eternally the rivalry among unions in one and the same industry. Recognition of ~~the~~ a union should normally be voluntary. All registered trade unions could appear before industrial tribunals.

Judging by the State of the trade union organisation in this country at present the Government had come to the conclusion that it was not wise now to enact any legislation compelling an employer to recognise unions with a five per cent membership. Such enactment would only retard the growth or weaken the trade union movement in the country, Mr. Desai said. However, if it was brought to the Government's notice that a very large number of employers were recalcitrant and did not recognise genuine trade unions with sound membership then the Government would consider under what circumstances such unions should be recognised.

~~XXXXXXXX~~ Trade Unions. - The Labour Minister said in 1946-47 there were 1,087 trade unions with a membership of 864,000. But in the beginning of 1953 the number of unions had gone up to 3,744 with a membership of 1.85 millions. That showed that the present laws had not retarded the growth of trade union movement in the country. Instead of calling upon the State to legislate compelling an employer to recognise a union, let the workers themselves, in the first instance, recognise a trade union. As a trade unionist, he could say, that barring exceptions here and there, any sound trade union movement, if properly backed up by the workers, irrespective of its political ideology, would have to be recognised by the employer.

Earlier, Mr. T.B. Vittal Rao (Communist) said workers' unions in many instances were not recognised by the employers because they were not affiliated to recognised unions. Even the right to appear before the labour tribunals was not given to all the labour unions.

In the case of the National Federation of Post and Telegraph Department employees, recognition had been refused, he said, because they had not agreed to delete from their constitution the right to go on strike. That was a fundamental right of trade unions and to deny it was contrary to trade union principles.

Mr. Diwan Chand Sharma (Congress) said if the Bill was adopted by the House it would increase divisions and fragmentations in the trade union movement, which would be an easy handle for leadership to certain parties.

He urged the Labour Minister to come forward with a comprehensive Labour Relations Bill, as promised by the former Labour Minister, with a view to promoting better relations between employers and employees.

Mr. N. Keshava Iengar (Congress) said the Bill aimed at creating "political mischief" in the labour movement in the country where not even 50 per cent of the workers were organised.

Mr. Sadhan Gupta (Communist - West Bengal) supporting the Bill, said they had to face the fact that the trade union movement was disunited. At the same time they should not allow the employer to take advantage of the disunity. The Bill sought to remedy the situation and protect the interests of the workers.

Mr. Raja Ram Shastri (Praja Socialist Party) supported the Bill so far as the question of giving recognition was concerned. But, he added for this the Government should take secret ballot to determine the representative character of the various unions.

Dr. V.K. Satyawadi (Congress) said the Bill aimed at creating "cells" in industries and gave a chance to capture leadership to the disruptive elements in the country. That would not only lead to the degeneration of trade unionism but would also affect production.

Mrs. Renu Chakravarty (Communist) supporting the Bill said it was an important measure from the point of view of workers. She complained that even the smallest union belonging to the I.N.T.U.C. was recognised, whereas others were denied recognition. The object of the Bill was that every section of labour, to whatever political ideology it might

belong, must have the right of negotiating with the employer.

The Bill was rejected by a voice vote.

(The Hindustan Times, 5 and 19 March, 1955).

Total amount of wages paid.- The average number of persons employed during the year in all factories from which returns were received in time, was 89,670 and in other industrial establishments namely, Motor Omnibus Services, 2,120. The total amount of wages paid in these establishments in the year including deductions was 43,825,469 rupees 10 annas and 7 pies in factories and 1,002,173 rupees 6 annas and 3 pies in omnibus services, amounting to an average earnings of 40 rupees 11 annas 8 pies and 39 rupees 6 annas and 4 pies per month per worker respectively. In some cases, wages paid to the workers include the money value of concessions given in kind and benefits given in cash.

Wages were generally paid on the due dates. In case of delayed payment of wages, paymasters were warned and directed to observe the provisions of the Act strictly. In other cases, the parties concerned were advised to apply to Authority for direction under Section 15 of the Act. The provisions of Section 4 of the Act relating to the fixation of wage periods were complied with practically in all cases. In cases, where the wages were not paid on the dates prescribed, the attention of the paymasters was drawn to the provisions of the Act for compliance.

Deductions from wages.- Deductions from wages of workers, made ~~where~~ were all authorised and were in accordance with the provisions of the Act. A sum of 2,387 rupees 10 annas and 11 pies was deducted from the wages of workers as detailed below:-

	Rs.	As.	Ps.
Deductions under fines -----	729	15	6
Deductions for breach of contract-----	1,234	4	2
Deductions for damage or loss -----	423	7	3
Total	<u>2,387</u>	<u>10</u>	<u>11</u>

Inspections and prosecutions.- As usual, inspections under this Act were made along with the inspections under the Factories Act. Special visits were also made by the Inspectors of Factories in some cases to enquire into complaints of non-payment of wages or illegal deductions from the wages of workers. Only two prosecutions were taken during the year and convictions obtained. A sum of 10 rupees was imposed as fine.

Madras: Working of the Payment of Wages Act during the Year 1953.

According to the annual report on the working of the Payment of Wages Act in Madras ~~State~~ State for 1953, the Act extended to all factories covered by the Factories Act, 1948, and also to tramways, omnibus services and plantations in the State*. This review relates to the residuary State of Madras alone.

Annual returns forms were sent to 6,806 factories covered by the Act to enable them to submit the returns but only 4,626 factories submitted the return. Two thousand one hundred and eighty factories did not submit the returns. Therefore, particulars are available only in respect of 67.9 per cent of the factories, covered by the Act. Action is being taken against managers of factories who failed to submit the returns without a reasonable ~~ER~~ cause.

Total wages paid.- The average number of persons employed during the year in all factories from which returns were received in time was 251,739 and in the other industrial establishments 31,536 comprising of 28,716 in plantations and 2,820 in omnibus ~~xxxx~~ concerns. The total amount of wages paid in those establishments in the year including deductions was 184,998,801 rupees and 1 pie in factories, 10,853,633 rupees 11 annas and 4 pies in plantations and 2,808,427 rupees 7 annas and 9 pies in omnibus services concern amounting to an average earning of 61 rupees 3 annas 10 pies, 31 rupees 7 annas and 11 pies and 83 rupees 8 pies per month per worker, respectively. The slight increase in the average daily earnings is due to the enforcement of Minimum Wages Act. In some cases, wages paid to the workers include the money value of concessions given in kind and ~~benefit~~ benefits given in cash.

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

* Report on the Working of the Payment of Wages Act in the State of Madras for the Year 1953. Printed by the Superintendent, Government Press, Madras, 1955. Price 8 annas, pp.19.

Payment of Wages.- Provisions of section 5 of the Act were generally complied with. In cases of delayed payment of wages, paymasters were warned and directed to observe the provisions of the Act strictly. In other cases, the parties concerned were advised to apply to the authority for a direction under section 15(3) of the Act.

Wage period.- The provisions of section 4 of the Act were complied with in almost all cases. In cases where the wages were not paid on the dates prescribed, the attention of the paymasters was drawn to the provisions of the Act for compliance.

Deduction from wages.- Deductions from wages of workers made ~~under various provisions~~ were all authorised and were in accordance with the provisions of the Act.

A sum of 28,700 rupees 13 annas and 6 pies was deducted from the wages of workers as detailed below:-

	<u>Rs.</u>	<u>As.</u>	<u>Ps.</u>
Deductions under fines	24,193	7	3
Deductions under breach of contract	110	1	4
Deductions under damage or loss	4,397	4	11
Total	<u>28,700</u>	<u>13</u>	<u>6</u>

Prosecutions.- In all 8 prosecutions were taken mostly for failure to submit the annual returns for 1952 and in other cases for failure to display notices.

Bombay: Payment of Wages Act applied to all Shops and Establishments in Certain Areas.

In exercise of the powers conferred under the Bombay Shops and Establishments Act, 1948, the Government of Bombay has decided that the Payment of Wages Act, 1936 shall with effect from 1 April 1955 apply to all the establishments in the local areas specified below to which the said Act for the time being applies.

Area within the limits of the: (1) Greater Bombay; (2) City of Ahmedabad as constituted under the Bombay Provincial Municipal Corporations Act, 1949; (3) City of Poona as constituted under the Bombay Provincial Municipal Corporations Act, 1949; (4) Sholapur Municipal Borough; (5) Surat Municipal Borough; (6) Belgaum Municipal Borough; (7) Hubli Municipal Borough; (8) Kolhapur Municipal Borough; and (9) Baroda Municipal Borough.

(Notification No. 729/48 dated 3 March 1955, Bombay Government Gazette, Part IVB, 10 March 1955, page 817)

Orissa: Payment of Wages Act applied to Persons employed in Bamboo Forest Work Establishments.

In exercise of the powers conferred under the Payment of Wages Act, 1936, and by a notification dated 11 March 1955, the Government of Orissa has extended the provisions of the said Act to the payment of wages to all classes of persons employed in bamboo forest work establishments in the State of Orissa.

(Notification No. 1543-IW9/54 Lab. dated 11 March 1955, Orissa Gazette, Part III, 18 March 1955, page 353)

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66. Strike and Lockout Rights.

India - March 1955.

Bombay: Road Transport Service operated by
Bombay State Road Transport Corporation
declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Bombay has declared the road transport service operated by the Bombay State Road Transport Corporation in the State to be a public utility service for the purposes of the said Act for a period of six months ending 27 August 1955.

(Notification No.1 DA 1455 dated 25 February 1955; Bombay Government Gazette, Part IVA, 3 March 1955, page 110)

West Bengal: Inland Water Transport Industry,
Tramway Service, Cotton Textile Industry declared
Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of West Bengal has declared the following industries to be public utility services for the purposes of the said Act for the period ~~xxxxxx~~ noted against them.

1) Inland Water Transport Industry - For a period of six months from 20 February 1955 (Notification No. 610 Dis/D/1A-6/55 dated 1 February 1955, Calcutta Gazette, Part I, 24 February 1955, page 715).

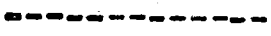
2) Tramway Services in Calcutta and Howrah, and Cotton textile industry - For a period of six months from 19 March 1955 (Notification No.1033 Dis/D/1A-7-55 dated 10 March 1955; Calcutta Gazette, Part I, 17 March 1955, page 1066).

67. Conciliation and Arbitration.

India - March 1955.

Extension of Industrial Disputes Act to Journalists:
Bill passed by Parliament.

The Two houses of the Indian Parliament, the House of People and the Rajya Sabha passed during March 1954 the Working Journalists (Industrial Disputes) Act, 1955, which extends to working journalists the provisions of the Industrial Disputes Act, 1947. For details please see pp. 111-113 of this Report.



Madhya Pradesh Industrial Disputes Settlement
(Amendment) Bill, 1955.

The Government of Madhya Pradesh published on 18 March 1955 the text of the Madhya Pradesh Industrial Disputes Settlement (Amendment) Bill, 1955 proposed to be introduced in the Madhya Pradesh Legislative Assembly. According to the Statement of Objects and Reasons, ~~the~~ the Bill is designed to ~~remove certain defects~~ remove certain defects noticed in the working of the Central Provinces and Berar Industrial Disputes Settlement Act, 1947, during the past seven years. The more important of the amendments proposed are as follows:-

- 1) There is an anomaly in the present definition of "representative of employees" because recognised union is only representative for its members and difficulty arises in representing non-members either for giving a notice of change, or for conciliation, or appearing in the courts. Following the principles of the Bombay Industrial Relations Act, 1946, the definition has been changed so as to make the recognised union representative of employees for all workers in the industry where such union exists. At present as the definition of "representative of employees" stands, in any reference to an Industrial Court, only the members of the recognised union are presumed to be parties to the dispute. In giving awards, therefore, difficulty arises regarding the application of the award to persons who are not members of the recognised union. Secondly, the recognised union can refuse to take up the case of an employee who is not a member of the recognised union. Under the proposed amendment the recognised union, inso facto, becomes the representative of all employees.

2) Under the present provisions (Section 7) once a union is recognised, it is not possible for any other union even though it has a larger membership than the recognised union, to get itself recognised under the Act. ~~The~~ A new provision is included to provide for the replacement of a recognised union by one having a larger membership.

3) At present in a conciliation proceeding before the Board, any party can take up an unreasonable attitude and thereby the conciliation proceedings are rendered purposeless. Under the proposed amendment to Section 37 the Board can submit a memorandum recommending changes to the State Government, which, if approved, can be made binding on the parties.

4) A new chapter IVA providing for the constitution of a Wage Board is to be inserted after chapter IV of the Act. This amendment is included in the Act to bring it in line with the Bombay Industrial Relations Act, 1946, by providing for the settlement of disputes regarding wages or rates of a general nature affecting an industry as a whole by a Wage Board. It is expedient that question of wages or disputes thereon should be tackled by a specially constituted Wage Board with the necessary experience of the industry and technical knowledge, so that proper arbitration or conciliation can be held under expert direction on wage matters.

5) At present no provision exists in the Act for reference of industrial dispute to the arbitration of the State Industrial Court on failure of conciliation proceedings. It is proposed to make such a provision (section 38A) so as to enable the parties to pursue the matter further.

6) Where a representative of employees is a party to any registered agreement, settlement, submission or award, it is proposed to make such agreement, settlement, submission or award binding on all employees represented by him.

(The Madhya Pradesh Gazette, Part IVA,
18 March 1955, pp. 13-21)

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - MARCH 1955.

71. Employees and Salaried Intellectual Workers.

Extension of Industrial Disputes Act to Journalists:
Bill passed by Parliament.

Working journalists in India will become entitled to protection under the Industrial Disputes Act as soon as the President gives his assent to the Working Journalists (Industrial Disputes) Bill, 1955, which the Lok Sabha passed on 10 March 1955.

The Bill had been ~~taken~~ passed by the Rajya Sabha on 2 March 1955, with a slight amendment.

Definition of "Working Journalist".- The Bill called the Working Journalists (Industrial Disputes) Bill, is designed to implement the recommendation of the Press Commission that working journalists should be entitled to the benefits of the procedure for the investigation and settlement of disputes envisaged in the Act.

The definition of a "working journalists" is given in the Bill as follows: "A person whose principal avocation is that of a journalist and who is employed as such in, or in relation to any establishment for the production or publication of a newspaper or in relation to any news agency or syndicate supplying material for publication in any newspaper, and includes an editor, a leader writer, news editor, sub-editor, feature writer copy taster, reporter, correspondent, cartoonist, news photographer and proof reader, but does not include any such person who (1) is employed in a managerial or administrative capacity, or (2) being employed in a supervisory capacity, exercises, either by the nature of the duties attached to the office ~~of him~~ or by reason of the powers vested in him functions of a managerial nature."

Debate in Parliament.- During the debate on the Bill, the Minister for the Information and Broadcasting, Dr. B.V. Keskar, said the Bill was mainly an enabling one permitting working journalists to take any disputes they might have with the management to requisite tribunals under the Industrial Disputes Act.

At present, Dr. Keskar said, there was no legal machinery for settling industrial disputes which involved working journalists.

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Working journalists had brought from time to time to the notice of the Government the lack of protection in their disputes with the employers regarding conditions of employment, dismissals, and so on.

The question was entrusted to the Press Commission and they had, after careful consideration, suggested as one of the preliminary things, extension of the Industrial Disputes Act to working journalists also so that they might also enjoy the protection of the machinery which the Act provided.

Dr. Keskar said the Bill would cover not only future disputes but the existing disputes which had not been finally settled.

Mr. R. Venkataraman (Congress) congratulated the Information and Broadcasting Minister for bringing forward the measure and said that after 1949 the Industrial ~~Disputes~~ Tribunal had so interpreted the Act as to exclude supervisory and intellectual workers from its scope. The working journalists deserved congratulation for having drawn pointed attention to this lacuna in the law. He hoped that the Labour Minister would follow the lead given by the Information Minister and bring forward similar legislation to cover other intellectual and supervisory workers.

Mr. Venkataraman said: "I regard this Bill as the Magna Carta of the working journalists. It gives them protection against arbitrary ~~dismissals~~ dismissals, victimization and unfair labour practices. It also extends to them the benefit of retrenchment in the standards and conditions of their employment."

Mr. M.S. Gurupadaswamy (Praja Socialist Party) while welcoming the measure wanted to know whether the Government had considered the entire report of the Press Commission. It was several months since the Commission submitted its report. Unfortunately, there had been too much delay and the Government had brought forward only "a small piece of legislation" which gave "very little relief to the working journalists".

"Does this mean that the other recommendations of the Press Commission will be postponed for ever?" he asked.

Mr. Gurupadaswamy added, whether the present Bill would have retrospective effect and whether it would cover cases of victimization and harassment in the past.

He urged the Government to bring a comprehensive measure covering all aspects like minimum pay and so on ~~ex~~ relating to working journalists as early as possible.

Replying to the debate, Dr. Keskar said he was glad the Bill had the unqualified support of all sections of the House.

He would not discuss the Press Commission's recommendations just now because the House would soon have an opportunity to discuss it separately. He would only say that the Government had taken up the work of implementing the recommendations of the Press Commission earnestly. In fact, he would challenge anyone to show any other commission's report which was being implemented as early as the Press Commission report.

Even in implementing the recommendations, Dr. Keskar added, the Government was giving priority to provisions relating to working journalists. "Very soon - much earlier than what members might think - you will see a Bill relating to working journalists' conditions of work introduced in this House".

(The Gazette of India, Extraordinary,
Part II, Section II, dated
24 February 1955;
The Statesman, 25 February 1955;
The Hindustan Times, 11 March 1955).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MARCH 1955.

81. Employment Situation.

Employment Exchanges: Working during
January 1955.

According to the review of work done by the Directorate General of Resettlement and Employment for the month of January 1955, during the month fresh registrations at exchanges fell from the December figure by about 18,000. Renewals of registration, however, offset this improvement with the result that on the last day of January, 1955 the number of registered unemployed was about 614,000, i.e., approximately 4,000 more than the figure at the end of December. One satisfactory improvement was an increase of over a 1,000 in the number of vacancies notified from the private sector.

The various railway administrations notified fewer vacancies to the exchanges during 1954 than they did in 1953, but they made a considerable contribution towards relief of the registered unemployed by providing some employment ~~of~~ to about 17,500 applicants.

During ~~the~~ 1954, the number of educated registrants at exchanges increased by about 50,000 as compared with the previous year's figure. More educated registrants were, however, placed in employment, the difference being a little under 7,000. Six thousand seven hundred and forty-four of the educated registrants placed in jobs were graduates and of these 512 were engineers and 54 were doctors.

Almost all the exchanges continued to report a shortage of efficient stenographers; trained teachers; fast typists; qualified draughtsmen, overseers and surveyors; trained compounders, midwives and nurses. Shortages of qualified and experienced civil engineers, doctors, sanitary inspectors and health visitors were also fairly widespread.

Applicants belonging to clerical categories, untrained teachers, freshers from schools and colleges, carpenters; motor drivers; unskilled ~~office~~ office workers and miscellaneous other unskilled labourers continued to be reported as surplus by a large number of exchanges. Many exchanges also reported a surplus of half trained motor mechanics; fitters; turners; wiremen and other semiskilled technicians.

Registrations and placings.— The following table shows the registrations and for employment and placings during January 1955 as compared to December 1954.

	January 1955	December 1954
Registrations -----	116,889	135,001
Placings -----	12,548	14,164

Registrations recorded a fall of 18,112 as compared to the previous month. Employment exchanges in all the States except Hyderabad reported a fall in registrations. A comparatively large decline was, however, recorded to the States of Uttar Pradesh (3,626), Bihar (3,313), West Bengal (2,757), Madras (2,177), Bombay (1,118), Rajasthan (797), Assam (629) and Andhra (602). The exchanges in Hyderabad on the other hand, showed an increase of 319 as compared to the figure for December, 1954.

Placements recorded a decline of 1,616 over the figures of the previous month. The decline in placements was comparatively large in the States of West Bengal (938), Uttar Pradesh (533), Madras (520), and Bihar (391). Employment exchanges in Delhi and Travancore-Cochin showed an increase of 314 and 300 placements respectively. Of the total number of placements effected 9,774 were in Central and State Government establishments and 2,774 were with private employers.

Placings by wage groups.— The table below shows the number of placings by wage groups during January 1955.

<u>Wage groups</u>	<u>Number placed</u>
101 rupees and above -----	1,842
61 rupees to 100 rupees -----	6,472
30 rupees to 60 rupees -----	4,046
Below 30 rupees -----	188

Vacancies notified and submissions.— The number of employers who used the exchanges during the month was 4,152 as against 4,510 during December 1954. The number of vacancies notified by them was 22,390 as against 21,076 during the previous month, i.e., an increase of 1,314. A comparatively large increase in the number of vacancies notified was recorded in West Bengal (1,739), Punjab (628), Travancore-Cochin (431), Bihar (427), and Delhi (349). On the other hand, there was a marked fall of vacancies notified in the States of Uttar Pradesh (1,103) and Madras (1,032) respectively. Of the vacancies notified 15,215 were in Central and State Government.

Departments and 7,175 in non-government establishments. There was an increase of 146 vacancies in the Government sector and 1,168 in the private sector. The number of applicants submitted to employers during the month was 67,302 as against 72,685 during the preceding month.

Register of unemployed.- The number of persons seeking employment assistance through the exchanges on the last day of January 1955 was 613,942 which was 4,162 more than the figure as at the end of the previous month. Of these on the live register 3,499 were known to be employed persons who desired further employment assistance.

The composition of the live register occupation-wise is shown in the table below:-

<u>Occupations.</u>	<u>No. on live register as on 31 January 1955.</u>	
Industrial supervisory	---	4,987
Skilled and semiskilled	---	55,235
Skilled Clerical	---	172,679
Educational	---	17,652
Domestic service	---	21,169
Unskilled	---	305,228
Others	---	36,992
Total	---	<u>613,942</u>

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

<u>Category.</u>	<u>Total No. of registrations.</u>	<u>Total No. of placements.</u>	<u>Total No. on the Live Register.</u>
1. Displaced persons	-- 7,895	885	50,692
2. Ex-servicemen	-- 7,755	1,215	32,492
3. Scheduled caste applicants.	13,058	1,937	59,942
4. Scheduled tribe applicants.	1,501	159	5,200
5. Surplus and discharged Government employees	--- 2,119	889	10,432
6. Highly qualified applicants.	666	135	4,853
7. Women	--- 4,401	432	23,073

Anglo-Indian applicants.- During the quarter ~~XXXX~~ October-December 1954, 221 Anglo Indian applicants were registered by the employment exchanges and 48 were placed in employment; 34 in Central and State Government Departments and 14 in private establishments. Of those placed in employment, 20 were women. At the end of December 1954, 461 such applicants remained on the live registers of employment exchanges, of whom 124 were women. Eighteen vacancies specifically reserved for

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Anglo-Indian applicants were notified to the exchanges during the quarter under review.

During the year 1954, 1,204 applicants belonging to the Anglo-Indian community registered at the exchanges seeking employment assistance and 181 of them were placed in employment. Of those placed in employment 106 were absorbed in Central Government vacancies, 33 in State Government vacancies while the remaining 42 were placed with private employers. The number of vacancies notified specifically for this type of applicant during the year under report was 33 of which 19 were notified by Central Government Departments. As reported above the number of Anglo-Indian applicants who were in need of employment assistance at the close of the year 1954 was 461. The number at the end of 1953 was 670.

Special Investigation No.1: Railway vacancies notified to the employment exchanges and filled through them during 1954.- During 1954, the Railway Administrations notified 21,538 vacancies to the exchanges as against 33,554 during 1953. Of the total number of vacancies notified 17,506, or 81 per cent were filled through the exchanges as against 83 per cent during 1953. One thousand two hundred and forty-eight such vacancies were filled by displaced persons and 16,258 by other applicants. The corresponding figures for 1953, were 1,341 and 26,650 respectively. The largest number of vacancies (8,615) were secured from the North Eastern Railway, of which 7,644 were filled during the year under review. At the end of December 1954, 1,785 Railway vacancies in respect of which the results of submissions were unknown, were being dealt with by the employment exchanges.

Special Investigation No.2: Unemployment among educated persons: Review for the year 1954.- Employment exchanges registers revealed that the number of educated registrants increased during 1954 by about 50,000 over the figure for 1953. Employment exchanges registered 373,795 such persons, during the year of whom 283,963 were matriculates, 44,493 were intermediates and 45,339 were graduates (including 2,505 engineers and 499 doctors). More educated registrants were however, placed in employment during 1954 than in 1953 the number being 40,168 as compared to 33,463 during the ~~session~~ year. Of those placed in employment 29,139 were matriculates, 4,285 were intermediates and 6,744 were graduates. Amongst graduates placed 512 were engineers and 55 were doctors. There were 159,287 educated persons (including 9,108 women) on the live registers of exchanges seeking employment assistance at the ~~end~~ end of December 1954 as against 163,176 at the end of December 1953. Of those on the live register at the end of 1954, 145,089 were matriculates, 22,071 were intermediates and 22,127 were graduates.

Amongst the graduates, the number of engineers on the live registers came down from 1,087 at the end of 1953 to 857 at the end of 1954; while the number of medical graduates remained exactly the same i.e. 225 at the end of both years. As hitherto a large number of educated persons were found on the registers of the exchanges in the States of Uttar Pradesh (33,134), Madras (26,481), West Bengal (26,203) and Bombay (25,864) where the number of exchanges makes registration more accessible.

(Review of Work done by the Directorate General of Resettlement and Employment during the month of January 1955, issued by the Ministry of Labour, Government of India).

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Forced Labour: Government considering action to make extraction a cognizable offence .

A non-official Bill, seeking to provide punishment for free, forced or compulsory labour was withdrawn by the mover, Mr. D.C. Sharma in the Lok Sabha on 4 March 1955, after Mr. Khandubhai Desai, Labour Minister had assured that the Government was in agreement with its objectives.

Mr. Desai told the House, that the States had been asked to bring their rules and regulations regarding forced labour in conformity with the provisions of the Constitution on the subject.

The Government was also considering, the Labour Minister said, whether and how the practice of forced labour could be made a cognizable offence. He also pointed out that the Constitution prohibited the practice of forced labour and the Indian Penal Code also provided punishment for it.

(The Hindustan Times, 5 March 1955) .

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83. Vocational Training.

India - March 1955.

Labour Ministry's Training Scheme: Progress during January 1955.

According to the review of work done by the Directorate General of Resettlement and Employment for the month of January 1955, the number of trainees on the rolls of various training institutes and centres on 31 January 1955 was 5,699. There were 4,043 trainees in the technical trades and the remaining in vocational trades.

Training of displaced persons.- The total number of displaced persons undergoing training as at the end of January 1955 was 2,209, of whom 1,826 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- A total of 806 displaced persons were undergoing training as apprentices in industrial undertakings and establishments in Uttar Pradesh and West Bengal against 1,400 seats sanctioned. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- Four hundred and seventy women were undergoing training at the end of the month under report at the three women's training institutes in New Delhi, Dehra Dun and Madras. In addition, 17 women at the industrial training institute, Kakinada, 61 at the industrial training institute, Almora, 27 at the industrial training institute, Alambagh, Lucknow and 4 at industrial training centre, Orissa poor cottage industries Cuttack were also undergoing training alongside men.

Training of supervisors and instructors.- In the 14th regular session 97 supervisors and instructors were receiving training at the end of the month under report.

Evening classes in the trade of stenography.- Trade of ~~stenography~~ stenography (English) has been reintroduced in Uttar Pradesh, Bombay and Delhi regions from the month under review. The duration of course is 12 months and each trainee will be charged a fee of 6 rupees every month. Admission is open to only employed persons who will receive instruction for two hours a day outside office hours for 6 days in a week.

(Review of Work done by the Directorate General of Resettlement and Employment Exchanges during the month of January 1955, Ministry of Labour, Government of India).

CHAPTER 9. SOCIAL SECURITY.

INDIA - MARCH 1955.

91. Pre-Legislation Measures.

IV. Unemployment Benefits.

Unemployment Insurance: Hyderabad Government's
Proposals to Centre.

Replying to a question in the Hyderabad Assembly on 17 March 1955, Dr. G.S. Melkote, Minister for Public Works and Labour said that the State Government had sent up proposals to the Central Government for the introduction of the an Unemployment Insurance Scheme. It was under the consideration of the Government of India.

Under the scheme workers between the ages of 16 and 50 working in any industrial concern employing 50 persons and more, and drawing a salary of 100 rupees and less, inclusive of dearness allowance and had put in a continuous service for a minimum period of one year, would be entitled to the benefits. A male worker on cessation of employment would receive a benefit of 36 rupees per month and a female worker 24 rupees per month for a period of six months, or upto the date of re-employment. The contribution to be paid by a worker would be one-and-half pies in the rupee of the wage bill of the industrial workers drawing 100 rupees permonth or less. The Government's share was six pies in the rupee of the wage bill for the workers drawing 100 rupees or less.

(The Hindu, 22 March 1955)

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92. Legislation.

India - March 1955.

III. Sickness Benefits.

Hyderabad Employees' State Insurance
(Medical Benefits) Rules, 1955.

The draft Hyderabad Employees' State Insurance (Medical Benefits) Rules (vide page 81 of the report of this Office for January 1954) have been approved and published on 17 February 1955.

(Hyderabad Government Gazette, Part Ic, 17 February 1955, pp. 629-635).

Employees'
West Bengal/State Insurance (Medical Benefits)
Rules, 1955.

The Government of West Bengal published on 24 February 1955 the text of the West Bengal Employees' State Insurance (Medical Benefits) Rules, 1955, made under the Employees' State Insurance Act, 1948. The rules deal, inter alia, scale of medical benefit to be provided under the rules, provision of general medical services to insured persons by insurance medical practitioners, terms of service of insurance medical practitioners, allocation committee, medical list of insurance medical practitioners, provision of alternative arrangements, and provisions relating to investigation, disputes, appeals, etc.

(The Calcutta Gazette, Part I,
24 February 1955, pp. 840-959).

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Draft Travancore-Cochin Employees' State Insurance (Medical Benefits) Rules, 1955.

The Government of Travancore-Cochin published on 1 March 1955 the draft of the Travancore-Cochin Employees' State Insurance (Medical Benefits) Rules, 1955, proposed to be made under the Employees' State Insurance Act, 1948. The rules deal inter alia with establishment of State insurance dispensaries, provision of medical benefit where there are no State Insurance dispensaries, allotment of insured persons to dispensaries or medical institutions, procedure for obtaining medical benefit, conditions of service of full-time insurance medical officers, maintenance of medical and surgical equipment, provision relating to medical benefit, and provision relating to investigation, disputes, appeals, etc. The draft rules will be taken into consideration by the Government after 16 March 1955.

(Travancore-Cochin Gazette, No. 9, Part I, 2 March 1955, pp. 1-25).

CHAPTER 10. SOCIAL MEDICINE.

INDIA - MARCH 1955.

102. Organisation of Medical and Allied Professions.

Scale of Pay for Nurses: Recommendations by
Inquiry Committee.

The Nursing Committee appointed by the Government of India in May last to review service conditions in the nursing profession, has recommended that a "desirable" scale of pay for nurses would be 100 rupees to 150 rupees but that the minimum should be 75 rupees to 125 rupees with allowances for board and lodging, uniform and laundry.

The report was laid on the table in the Rajya Sabha on 11 March 1955 by the Health Minister, Rajmukari Amrit Kaur.

In the case of midwives, the report says that it would be desirable to give a starting pay of 75 rupees but the minimum starting pay should be 50 rupees with free quarters and an allowance of 10 rupees per month for uniform and laundry. The scale of pay for health visitors should be 100 rupees to 185 rupees with free quarters and allowances as admissible to staff nurses in hospitals.

(The Statesman, 12 March 1955)

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CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - MARCH 1955.

111. General.

Safety in Coal Mines: Discussion in Lok Sabha.

The Lok Sabha had a half-hour discussion on 22 March 1955 raised by a member on the "deteriorating working conditions" in coal mines.

Mr. ~~Kikkai~~ T.B. Vittal Rao (Communist) raising the subject said that it was time the Government took firm action against mine owners who failed to enforce safety regulations. Among the steps suggested by him to prevent accidents in mines were the constitution of mining boards of representatives of workers, owners and the Government and provision for thorough inspection of all mines on a complaint made by the workers. Judicial or non-official inquiries should be held in all cases of fatal accidents and deterrent punishment should be meted out to owners who contravened the mining rules and regulations under the Act.

Mr. ~~Khandubhai~~ K. Desai, Labour Minister, replying to the discussion said that the Government had issued instructions to the departments concerned for greater vigilance about the working of the existing regulations. The staff of the mining inspection had been considerably strengthened during the last two years. He would like to strengthen the staff still further, he added.

The Labour Minister said the rate of death due to accidents per 1,000 miners has fallen since 1944, but that did not mean the position was satisfactory. The rate of accidents compared to other countries was also less, and he would assure the House that the Government would make necessary arrangements to lessen it.

Mr. Desai said that, instructions had also been issued that where accidents occurred special magistrates should look into the cases and deterrent punishment should be given for the breach of the regulations.

He assured the House that where accidents occurred as a result of negligence on the part of the employer, the mining regulations would be strictly adhered to and action taken.

The Minister also said that the existing mining regulations were being revised according to the Mines Act of 1952 and they would be finalised immediately. He assured the House that the new regulations would be further improved in the light of the suggestions that might be received from the two courts of inquiry which were going into the two recent mining disasters.

(The Statesman, 23 March 1955).

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RECORD OF PRINCIPAL DECISIONS ON LABOUR AND
ALLIED SUBJECTS.

INDIA - MARCH 1955.

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

Seamen's Welfare Board.

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"At the Asian Maritime Conference held in October 1953 at Nuwara Eliya (Ceylon), one of the items discussed was the welfare facilities for Asian seafarers in Asian ports. The Conference generally recognised that it would be unrealistic to expect the Asian Governments to implement all the provisions of the recommendation adopted by the International Labour Organisation in 1936 on the subject of Seamen's welfare and it was felt that the Conference should recommend to the Governments that priority might be given to certain matters which were of special interest to Asian seafarers and which called for immediate attention. A resolution was accordingly adopted unanimously by the Conference urging the Asian Governments to give special attention to the following items:-

- (a) The organisation of Welfare Boards (national, regional and/or port) to deal with seafarers' welfare, including the question of raising the necessary finance, it being essential that shipowners and seafarers be adequately represented on these Boards.
- (b) The proportion and keeping up-to-date of a comprehensive review of the amenities available.
- (c) The establishment, expansion and supervision of lodging facilities.
- (d) The provision of medical facilities, specially for unemployed seafarers.
- (e) The provision of recreational facilities.

Since the last World War when the importance of the seafaring profession was spotlighted, it has been the policy of the Government of India to promote the welfare of seafarers. In 1945, a Directorate of Seamen's Welfare was set up with headquarters at New Delhi and with a whole-time Director of the status of a Joint Secretary to Government. Simultaneously, welfare officers were appointed at major ports.

A Central Seamen's Welfare Board with the Minister in charge of the Ministry of Commerce as Chairman, was also constituted and local Welfare Committees were appointed in Calcutta and Bombay, but these bodies did not function effectively for long. Appreciable progress has, however, been made in the provision of hostel accommodation, particularly in Bombay and Calcutta. There is, however, room for further improvement in the provision of amenities and medical facilities for seafarers. Accordingly, and as a first step, the Government of India have decided, in pursuance of the Resolutions adopted by the Asian Maritime Conference referred to above, to set up a National Welfare Board for Seafarers with the following composition and functions:-

"A- Composition. —

"B- Functions.

The functions of the Board will be as follows:

To advise the Government of India on all matters relating to the welfare of seafarers and, particularly, the following: (a) the provisions of residential accommodation, club facilities, canteens, etc., and the prescription of minimum standards for seamen's lodging houses and their supervision; (b) the provision of facilities for medical care; (c) the provision of recreational facilities; (d) the question of raising the necessary finance.

To discharge such other functions (for example, management of hostels, clubs, canteens, etc.), as may be assigned to the Board.

The Board will be a purely advisory body and will have the power to coopt members. The personnel of the Board will be appointed by the Central Government after consultation with the interests concerned. The term of office of the representatives of non-official bodies on the Board will be two years¹.

¹ Resolution No. 26-MT(18)/54 dated 15 February 1955. The Gazette of India, Part I, Section 1, 26 February 1955, pp. 81-82.

LIST OF THE PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR MARCH 1955.

INDIA - MARCH 1955.

Chapter 3. Economic Questions.

Constitution (Third Amendment) Act, 1954.
(Gazette of India, Extraordinary, Part II,
Section 1, 22 February 1955, pp. 55-56).

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

Mysore (Personal and Miscellaneous) Inams
Abolition Act, 1954, (No. 1 of 1955). (Mysore
Gazette, Extraordinary, 19 March 1955,
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- (d) Transport Development in India. By S.K. Srivastava. Deepak PublishingHouse, 33,Naibasti, Ghaziabad. Price Rs.5.

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- *(c) Report by the Railway Board on Indian Railways for 1953-54, Vol.I and II. Published by the Manager of Publications. Vol.I - pp.123. Vol.II - pp.271. (One copy sent to Geneva vide this Office Minute No.D.1/350/55 dated 5 March 1955).

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