

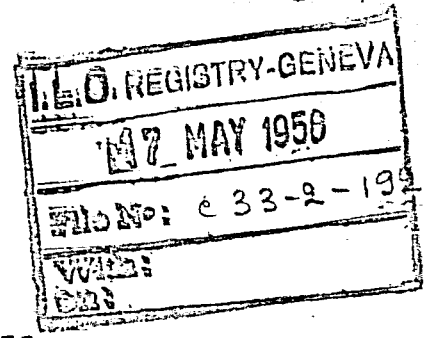
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INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

Industrial and Labour Developments in April 1956.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - APRIL 1956.

11. Political Situation and Administrative Action.

Fifteenth Session of Standing Labour Committee,
New Delhi, 4-5 April 1956: Need for Unified
Social Security Scheme emphasised and Extension
of Provident Funds Scheme to All Industries
employing Ten Thousand or more Workers recommended.

The fifteenth session of the Standing Labour Committee was held at New Delhi on 4 and 5 April 1956. Shri Khandubhai Desai, Union Minister for Labour presided. The Committee is tripartite in character and the meeting was attended by nearly 60 delegates and advisers representing the Union and State Governments, employers' and workers' organisations.

Agenda:- The following subjects were included in the agenda:-

- 1) Statement showing the action taken on the conclusions of the fourteenth session of the Standing Labour Committee held in August, 1954;
- 2) Consideration of the report of the third session of the Committee on Conventions;
- 3) Amalgamation of a portion of dearness allowance with basic wages;
- 4) Payment of retrenchment compensation and age of superannuation;
- 5) Legislation for Transport Workers;
- 6) Labour Welfare Funds;
- 7) Uniform standard for national and festival paid holidays and working days in a year in private industrial undertakings;
- 8) Workers' Schools;
- 9) Creation of Gratuity Fund in Factories;

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- 10) Institution of awards like 'Shram Pandit' for good performance of individual workers;
 - 11) Extension of Provident Fund facilities to all industrial workers; (suggested by the All-India Trade Union Congress); and
 - 12) Permission to worker, to contribute without limit to the Employees Provident Fund.

Papers on the following items were circulated for information:-

- i) Labour Ministry's proposals for the Second Five Plan;
- ii) Workers' Participation in Management in certain European countries;
- iii) Productivity studies; and
- iv) Material for the Industrial Committee of the I.L.O. for building and construction industry.

The Ministry of Labour had prepared memoranda on these subjects. Of these the memorandum on International Labour Conventions and Recommendations was submitted to the Committee on Conventions (vide pp. 12-17 of this report).

Amalgamation of a portion of dearness allowance with basic wages.— The memorandum on this subject reviews the recommendations regarding dearness allowance of the Central Pay Commission, the Committee on Fair Wages, the Gadgil Committee and the Planning Commission. It says that in labour circles there has been a growing volume of opinion that a substantial portion of the dearness allowance paid to workers to neutralise the rise in the cost of living should be integrated with the basic wages as there has been no sign of the cost of living index coming down to pre-war level. The basic wages plus the dearness allowance go to meet the increased cost of living but, generally speaking, bonus, provident fund contributions (except under Employees Provident Fund Schemes in six major industries), pension and gratuity all are linked to basic wages and on this account the worker loses the benefit of increased wages in so far as these matters are concerned. The industrial tribunals have not followed any uniform policy in fixing basic wages and dearness allowance. The Minimum Wages Act, 1948, provides that the minimum rate of wages may be fixed or revised so as to give an all-inclusive rate allowing for the basic rate, cost of living allowance and the cash value of concessions or fix the various components separately. The actual wage rates fixed by various State Governments for different employments do not show any uniformity. In most cases a consolidated wage has been fixed and only in some cases dearness allowance has been given separately.

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The question on amalgamation of dearness allowance with basic wages was discussed at the 11th and 14th Sessions of the Indian Labour Conference. No definite conclusions were arrived at. As far the question of amalgamation of a part of dearness allowance with basic pay, it may be mentioned that such obligation has already been accepted by the employers in the six major industries covered by the Employees Provident Fund Act, 1952. The question of the desirability of extending the Act, to certain additional well-established industries is already before the conference. In these industries covered by the Act, the employer's contribution is calculated at 6 1/4 per cent both on basic wages and dearness allowance.

In pursuance of the decisions reached at the Second Session of the Industrial Committee on Cement held in Hyderabad in March 1954, a Central Wage (Standardization) Board has been set up on a tripartite basis and one of the terms of reference to the Board is the question of amalgamation of dearness allowance with basic wage.

Payment of retrenchment compensation and age of superannuation.— Reviewing the provisions of the Industrial Disputes Act, 1947, on the subject, the memorandum says that the retirement of a workman on reaching the age of superannuation does not come under the definition of "retrenchment" if the contract of employment contains stipulation regarding the age of retirement. In the absence of any legal provision about the age of retirement and in the event of the contract of employment not containing any such condition, it is open to a workman to claim retrenchment compensation under the Industrial Disputes Act, if he is asked by the employer to retire even at a mature age together with retirement benefits like service gratuity, if any, to which he may be entitled to under any other service conditions. The intention behind the provision for retrenchment compensation, on the other hand, would appear to be to give relief only to a worker retrenched during his active working life. Under the procedure for retrenchment laid down in the Act, the employer shall ordinarily retrench the workman who was the last person to be employed in a particular category. Workman who have put in a number of years of service and are of mature age for retirement are less likely to be affected by retrenchment unless it is on a considerable scale, and cases of superannuated workmen claiming retrenchment compensation would thus not be many.

One way of meeting such a contingency would be by specifying the age of retirement after superannuation in the contract of employment. The question whether the age of retirement could be specified in the standing orders of the industrial establishment framed under the Industrial Employment (Standing Orders) Act, 1946, is under examination, and the memorandum calls for the views of the Committee.

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Legislation for transport workers.- The memorandum on the subject says that there is no independent legislation at present applicable to road transport workers as a whole or to regulate the various aspects of their conditions of employment, work and wages, although several enactments are in force covering certain sections of motor transport workers and certain aspects of their conditions of employment, e.g. provisions of Motor Vehicles Act, 1939, covering drivers of motor vehicles, Minimum Wages Act covering employees in public motor transport etc. There is, however, no such provision in respect of welfare amenities. It may, therefore, be of advantage to have a single legislative measure for the motor transport workers covering their conditions of work and welfare on the analogy of similar enactments for workers in factories, mines and plantations. As many of these aspects are already covered under the existing laws the proposed legislation is unlikely to impose any undue burden on the employers. As, however, enforcement may be difficult in respect of persons employed on private cars and buses, the scope of such legislation may conveniently be limited to public motor transport only.

The memorandum after reviewing the provisions of I.L. Convention on the subject suggests that the proposed legislation may, therefore, cover the following: i) hours of work; (ii) rest period; (iii) spread-over; (iv) weekly day of rest; (v) over-time; (vi) medical facilities; (vii) welfare amenities like canteens, rest houses, recreational facilities and provision of uniforms; (viii) annual leave with pay; (ix) sick leave; (x) minimum age for employment; and (xi) medical examination of young persons, and other special provisions for such persons.

Labour welfare funds.- The memorandum on the subject points out that a proposal to enact a law for the establishment of Welfare Funds in industrial undertakings has been under the consideration of Government for the last few years. The matter was discussed at the twelfth session of the Standing Labour Committee and also at the ninth session of the Labour Ministers' Conference. On the basis of the recommendations made by these bodies a Bill was prepared and placed before the eleventh session of the Indian Labour Conference. While the measure was favoured by the representatives of workers and most of the State Governments, the representatives of employers were opposed to statutory compulsion in the matter and also to the imposition of any fresh financial burden in the shape of contribution to the proposed fund.

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The matter was again discussed at the fourteenth session of the Standing Labour Committee held at Madras in August 1954. The Committee recommended that information might be collected regarding the nature and extent of welfare facilities provided by employers and the matter reexamined taking into consideration specially the following factors: (a) adequacy of funds likely to be available; (b) question of loans to be given by the State Government to supplement the funds available from fines, unclaimed wages, etc., (c) all major industries to be covered; (d) effect of having a Central Legislation on workers' productivity; and (e) continuance of private welfare facilities by employers.

A questionnaire was issued to all State Governments, and important employers' and workers' organisations. The replies received from the Governments and organisations show that the proposal is favoured by all the State Governments and that the employers' organisations continue to oppose enactment of a law on the subject. The memorandum refers to the resolution passed by the ILO Asian Regional Conference at Nuwara Eliya and the 38th session of the I.L. Conference, and invites the views of the Committee on the proposal for undertaking central legislation on the subject.

Uniform standard for national and festival paid holidays.- The memorandum points out that the subject was placed before the 13th Session of the Standing Labour Committee, which decided to postpone consideration of the subject. The Government of Rajasthan proposes to enact legislation providing that every worker in a factory should be allowed 7 holidays in a year including the Republic Day, the independence day and Mahatma Gandhi's Birthday, (the remaining 4 other days of festival or of national importance to be fixed by agreement between the employers and the workers or in the absence of such an agreement by the Labour Commissioner).

The memorandum ~~points out~~ invites the recommendations of the Committee on a number of points regarding the number of holidays to be allowed and whether legislation on the subject is considered necessary.

Workers' Schools.- The memorandum states that a scheme for workers' education at work sites has, therefore, been included in the Second Plan, and it is proposed that Government will award 5,000 scholarships during 1956-57. Each scholarship will be for 200 rupees per annum for one year. The scholarship will compensate the workers for the loss of working time. These scholarships will be continued for the Second Plan period.

As regards the setting up of workers' schools, it is proposed that selected employers of establishments with 50 or more workers should set up one-teacher schools. The schools should offer a one-year condensed course of instruction during working hours lasting for 1 hour or so each day. The schools could run on a shift system whenever necessary. The workers will have to obtain books, etc., at their expense.

While the Central Government will find the funds for the scholarships, the employers must agree to set up the workers' schools on a large enough scale. The memorandum invites the views of the Committee on the lines on which the above Scheme may be worked.

Gratuity fund in factories.- The subject has been placed on the agenda at the instance of the Government of Orissa. The gratuity scheme suggested by the Government provides for the payment of gratuity on the following scale to a worker on voluntary retirement or resignation or death or on his becoming physically incapable of future service: (a) after completion of 15 years' continuous service, one month's pay for each complete year of service subject to the maximum of 15 months' wages or salary; (b) after 10 years of continuous service $\frac{2}{3}$ rd of a month's salary or wages; and (c) after 5 years of continuous service $\frac{1}{2}$ of the month's salary or wages. Such gratuity shall not be payable to an employee who is dismissed for proved misconduct, and the amount of gratuity benefits in no case should affect the bonus benefits generally allowed to the workers in each factory.

Institution of awards like 'Shram Pandit'.- The memorandum reviews the various schemes for awarding prizes and titles operated by various Ministries and suggests that the institution of similar awards for workers in Industry, if a suitable basis for the awards could be devised, would serve useful purpose by providing incentives to workers for improving their performance. At its 12th session the Labour Ministers' Conference recommended that a system of awarding titles like "Shram Pandit" should be established for recognising good performance on the part of workers.

As the institution of such a scheme for labour is beset with practical difficulties (e.g. the determination of the basis on which awards are to be made), the memorandum invites the view of the Committee on the following points: (1) whether the awards should be made on an individual basis or on a plant basis; (2) what should be the criteria which would form the basis of competition between individuals or plants as the case may be; and (3) what would be the most effective method of associating Employers' and Workers' representatives with the task of working out a practical plan for the implementation of the recommendation of the Labour Ministers' Conference.

Extension of provident fund scheme to all workers.-

The subject has been placed at the instance of the All India Trade Union Congress which has suggested that legislation for institution of compulsory provident fund for all industrial workers should be enacted so that during the Second Five Year Plan period all the industrial workers are covered by the benefit. The definition of 'industry' should be as per the definition given in Section 2(j) of the Industrial Disputes Act, 1947.

Permission to worker to contribute without limit to the Employees' Provident Fund.- The memorandum points out that the Employees' Provident Fund scheme there is no provision for permitting employees to contribute at a rate higher than one anna per rupee of basic wages and dearness allowance and consequently the employer's and the member's contribution are each restricted to 6 1/4 per cent. In July, 1954, some of the employees desired permission to contribute at the rate of 8-1/3 per cent of their basic wages and dearness allowance. For want of a provision in the Scheme, their request could not be acceded to. The Papanasam Labour Union has suggested that the Scheme may be amended to provide that such of the members who are willing to contribute over and above one anna in the rupee may be permitted to contribute 1 anna 4 pies in the rupee of their basic wages and dearness allowance and the employer should recover from the pay of the employee such contribution and remit the same to the Fund. This suggestion is reported to be prompted by a demand from workers for permission to save upto the maximum limit of 8-1/3 per cent (or 1 anna 4 pies per rupee) contemplated in the Act. There is another suggestion that members of the Fund should be permitted to contribute as much as they desire without prescribing any upper limit for the voluntary contribution.

The question of enhancing the rate of contribution from 6 1/4 per cent to 8 1/3 per cent was considered by the Joint Consultative Board of Industry and Labour in September 1955 and by the Labour Panel of the Planning Commission and a final decision was not taken as it was considered that the question needed further exploration.

In order, that a member of the Fund may be permitted to contribute at a rate not exceeding 8 1/3 per cent no amendment to the Act would be necessary but sub-paragraph (1) of paragraph 29 of the Scheme will, have to be amended to enable such voluntary contribution being made by the member. If a member is to be permitted to contribute more than 8 1/3 per cent amendment of Section 6(1) of the Act will be necessary. The memorandum invites the views of the Standing Labour Committee whether the Employees' Provident Fund Scheme should be amended to permit employees to contribute upto 8 1/3 per cent of their wages and dearness allowance to the Fund or if the Act itself should be amended to allow them to contribute even more than 8 1/3 per cent.

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The paper on "Productivity Studies" circulated to the delegates reviews at length the ILO "Report to the Government of India on a Productivity Mission". Another paper on "Material for the Industrial Committee of the ILO on Building, Civil Engineering and Public Works" summarises the ILO Reports on 'Safety in the Construction Industry' and 'National Housing Programmes and Full Employment in Building, Civil Engineering and Public Works'.

Decisions.- The need to evolve a unified scheme for social security was emphasised by the Committee.

The Committee also emphasised the need for undertaking legislation for transport workers and recommended that the Government of India should draw up legislation and appoint a committee for the examination of the same.

~~On the subject of~~ The Committee felt that there was need for setting up labour welfare funds and recommended that suitable legislation should be undertaken.

Regarding conferment of awards and titles to workers in recognition of good performance of their duties, the Committee was of the view that a small tripartite body should be set up to work out details of such a scheme.

The question of standardising paid holidays and working days in a year in private undertakings was discussed in detail and it was suggested that a committee be appointed to finalise the matter. It was, however, generally agreed that there should be 7 paid holidays in a year - 2 national and 5 festival.

The Committee agreed that technical and vocational education should be given to as large a number of workers as possible and suggested the use of the existing technical institutions for the purpose.

It also agreed that the Employees' Provident Fund Scheme should be extended to cover all industries employing 10,000 or more workers. It was hoped that the question of extending these benefits to workers in small unorganised units will be given due consideration in any unified social security scheme to be undertaken by the Government.

The Committee discussed in detail the question of merger of a part of dearness allowance with basic wages and was of opinion that it required a thorough examination by Boards on which both Employers and Workers should be represented.

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On the subject of payment of retrenchment compensation and age of superannuation the Committee felt that the age of superannuation should not be specified in the contracts of employment, as it would adversely affect temporary workers employed in small industries which do not provide either gratuity or provident fund benefits. As regards creation of gratuity fund in factories the Committee agreed that till such time an integrated scheme is evolved, a gratuity scheme may be framed and the superannuation age prescribed for the purpose may vary from industry to industry.

The ultimate objective should, however, be an integration of all social security schemes, and a fixed impost on the employers and workers, which should be worked out actuarially under the aegis of the Planning Commission.

The Government of India might preferably draw up model provisions for payment of gratuity and in respect of conciliation, arbitration or adjudication the model provisions should serve as a guide.

(Memoranda on Items of Agenda, and
Statement of Conclusions reached at
the Session received in this Office).

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12. Activities of External Services.

India - April 1956.

Participation in Conferences, Meetings, etc.

(a) Shri V.K.R. Menon, Director of this Office attended the 5th Session of the Commission on Asian and Far Eastern Affairs of the International Chamber of Commerce, held at Bandung from 4-6 April 1956. The invitees included delegates from the national committees of India, Japan, the Philippines, Thailand, Laos, Indonesia, of the Mixed Chamber of Commerce and Agriculture, Cambodia and observers. Important among the observers, besides Shri Menon, were one representative each of ECAFE, and the International Monetary Fund.

A copy of Shri Menon's report was sent to Geneva under this Office Minute No.F.19/1023/56 dated 12 April 1956.

(b) Shri V.K.R. Menon represented the ILO at the 8th Annual Session of the Indian Trade Union Congress held at Surat on 6 and 7 May 1956.

Articles and Lectures.

An article by Shri V.K.R. Menon entitled "Productivity and Trade Unions in India" was published in the 4th May 1956 issue of "Indian Worker" (Special INTUC Number).

An article entitled "Collective Bargaining - Recent Collective Agreements in India" by Shri N.N. Kaul of this Office was published in the March 1956 issue of the Indian Labour Gazette.

Visits.

Mr. Walter Reuther, Vice President of the AFL-CIO visited India on the invitation of the Indian National Trade Union Congress and toured a number of important industrial centres. The Director of this Office, on his return from Bandung (see above) held a party to meet Mr. Walter Reuther. Senior Government officials, industrialists, trade union leaders and public men attended the party.

Publications.

During April "ILO Bulletin" Vol.III, No.2, was published by this Office. The Bulletin contains the following four articles: (a) Minimum Wage Legislation in Certain Countries; (b) Productivity in Underdeveloped Countries; (c) Automation - Some Social Aspects; and (d) Worker-Trainee and Foreman-Instructor Programmes in Yugoslavia.

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13. Press and Opinion.

India - April 1956.

ILO criticised in Lok Sabha.

Attention is invited to pages 21-26 of this report reviewing the debate in the Lok Sabha on the demand for grants of the Ministry of Labour. During the debate, Shri K.P. Tripathi (Congress, Assam) inter alia said that the I.L.O. had become "a hot bed of the cold war".

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14. Conventions and Recommendations.

India - April 1956.

Third Session of the Labour Ministry's Committee on Conventions, New Delhi, 3 April 1956.

The Third session of the tripartite committee on Conventions, set up in accordance with the recommendations of the thirteenth session of the Indian Labour Conference (vide pp. 1-12 of the report of this Office for January 1954) was held at New Delhi on 3 April 1956. Shri Vishnu Sahay, Secretary, Ministry of Labour, presided.

Agenda.- The committee had before it the following agenda:

1. Progress report on action taken on the conclusions of the first session of the committee held at Madras in August 1954 (vide pp.13-17 of the report of this Office for August 1954).
2. Statement of action on the conclusions of the second session of the committee held at Bombay in May 1955 (vide pp. 14-27 of the report of this Office for May 1955).
3. Recommendation No.31 concerning Prevention of Industrial Accidents, 1929.
4. Recommendation No.32 concerning Responsibility for the Protection of Power Driven Machinery, 1929.
5. Convention No.104 concerning the abolition of penal sanctions for breaches of contract of employment by indigenous workers, 1945.
6. Recommendation No.99 concerning Vocational Rehabilitation of the Disabled, 1955.
7. Recommendation No.100 concerning Protection of Migrant workers in under-developed countries and territories, 1955.
8. Recent Reports on certain unratified Conventions and Recommendations sent to the I.L.O.
9. Draft Reports on ratified Conventions for the year 1954-55.

10. Draft text of Recommendation on Vocational training in Agriculture.

11. Draft text of Recommendation on Welfare facilities for workers.

Decisions: Item No.1.- The Committee noted the progress of the action taken on its various recommendations.

Convention No.88 and Recommendation No.83 concerning Employment Service.- The Committee had recommended that the Convention should be ratified if the Employment Service is made permanent. The memorandum points out that in pursuance of the recommendations of the Shiva Rao Committee as accepted by the Government, the State Governments were addressed in regard to the decentralisation of the employment exchanges organisation. The outstanding problems relating to the transfer of employment exchanges to the States were discussed at the Labour Ministers' Conference held in November 1955, and 31 March 1956 was fixed as the date of transfer. The question of ratification of the Convention will be taken up when organisational details have been completed and the Employment Service is made permanent.

Convention No.63 concerning Statistics of Wages and Hours of Work.- The Committee had recommended that the position with regard to the implementation of the Industrial Statistics (Labour) Rules in the light of the provisions of the Collection of Statistics Act, 1953 should be examined and the Convention should be ratified as soon as possible. The memorandum points out that the draft model Collection of Statistics (Labour) Rules have been sent to the State Governments for publication in the local Gazettes for inviting comments from the public. The views of the all-India Employers' and Workers' organisations have also been invited. In the light of the comments received the draft model rules will be finalised so that the State Governments may adopt them as soon as the Collection of Statistics Act is brought into force. Comments of the State Governments have also been invited on the proposal to supplement the Collection of Statistics (Labour) Rules by periodical Sample Surveys.

Convention No.100 and Recommendation No.90 concerning Equal Remuneration for Men and Women Workers for Work of Equal Value.— The Committee had recommended that the State Governments should be requested to designate a suitable officer to investigate appropriate cases with the necessary technical assistance. The progress report points out that suitable officers have been designated by the Central Government and the State Governments of Andhra, Assam, Bihar, Bombay, Madhya Pradesh, West Bengal, Orrissa, Punjab, Uttar Pradesh, Hyderabad, Rajasthan, P.E.P.S.U., Travancore-Cochin, Ajmer, Bhopal, Coorg, Delhi and Tripura.

The Governments of Saurashtra and Kutch have stated that they do not feel the necessity of designating any special officer for this purpose at this stage.

Other State Governments are being reminded.

Convention No.94 and Recommendation No.84 concerning Labour Clauses in Public Contracts.— The Committee recommended that State Governments and the Central Ministries concerned should be requested to make a detailed study of matters relating to (a) Fair Wage Clauses and (b) Model Rules for the protection of the health of workers. They should also be requested to designate a suitable officer in each case, charged with the duty of securing enforcement of these provisions.

The subject was considered at the first session of the Committee on Building and Construction Industry (New Delhi, August 1955) which recommended the incorporation of the Labour clauses of the C.P.W.D. Contract form in the contract forms of other Central Government departments including Railways and M.E.S., State Governments, local authorities, and all other Corporations, Port Trusts etc. and multipurpose project authorities and all other large employers of labour in the building and construction industry in the public sector. Necessary action has been initiated.

As regards Convention No.87, concerning the freedom of association, the Committee had recommended that immediate consideration should be given by the Government to the ratification of this Convention. The progress report, prepared by the Ministry of Labour points out that the Government considers that consideration of ratification of this Convention should be postponed as one of the proposals about recognition of unions which have been made in the Second Five Year Plan may be construed to be contrary to some of the provisions of the Convention. The Committee noted the position and was of the view that though the principles embodied in the Convention were unexceptionable, the practical difficulties standing in the way of ratification of the Convention by India should be adequately explained to the I.L.O.

Item No.2.- The Committee noted the action taken so far.

As regards Convention No.17 concerning Workmens' Compensation (Accidents) the Committee recommended that the desirability of amending the Workmen's Compensation Act with a view to extending its benefits to more categories of workers as contemplated under Article 2 of the Convention should be examined.

As regards Convention No.42 concerning Workmens' Compensation (Occupational Diseases) the Committee suggested that the ratification of the Convention would be possible only after the Employees' State Insurance Scheme has been extended to all workers in industries where silicosis was an occupational disease.

As regards Convention No.96, concerning Fee-Charging Employment Agencies, ¹⁵ report points out that an attempt was made to collect detailed information regarding the nature and extent of fee-charging employment agencies in India in October, 1954 by addressing all Employment Exchanges and the various recognised Employers' and Workers' Organisations. Nothing was heard from the Employers' and Workers' Organisations. Presumably these organisations had no information to communicate. Information received from Employment Exchanges revealed that there were only 6 known fee charging employment agencies functioning in India at the end of 1954, amongst these, the Y.W.C.A. Employment Bureaux at Calcutta and Bombay and the Archbishop's Employment Bureau, Bombay, receive a fair quantum of business.

The Committee noted the present position and came to the conclusion that no legislation need be undertaken at this stage.

Item No.3: Recommendation No.31.- The Committee recommended that a comparative study of the incidence of industrial accidents with an analysis of frequency and severity rates should be undertaken by the Labour Ministry and a paper on the subject should be placed before the Committee at its next meeting.

Item No.4: Recommendation No.32.- The Committee suggested that the provisions of the Recommendation should be specially brought to the notice of the State Governments with the request that they may urge their Factory Inspectorates to pay special attention to the enforcement of the relevant provisions in the Factories Act. Further that the Chief Adviser, Factories, may be requested to prepare a review of the working of these provisions in the Factories Act. It also suggested that the provisions of the Recommendation may specially be brought to the notice of organisations of employers with the request that the manufacturers and sellers of such machines may be made aware of the requirements of law; (b) the provisions of the Recommendation may be brought to the notice of the Ministry of Commerce and Industry with the request that these be brought specifically to the notice of the manufacturers of machinery in India through their consultative machinery; (c) the provisions of the Factories Act may be amended to cover manufacture of machines in India also (sale and installation being covered already); and (d) the I.L.O. may be informed of the provisions of the Factories and Mines Law to show that India has taken action on the Recommendation.

Item No.5: Convention No.104.- The Committee decided that no specific action was required to be taken by India.

Item No.6: Recommendation No.99.- The Committee recommended that the Scheme undertaken by the Coal Mines Welfare Fund Organisation should be suggested for implementation by other organised industries. Under the scheme prepared by the Coal Mines Welfare Fund Organisation the disabled workers are categorised according to suitability for employment. A small tripartite committee categorises suitable jobs for this purpose and it has been agreed by the employers in the coal mining industry that all vacancies in respect of such jobs will be filled through this Committee and from among disabled workers. It is only when no suitable disabled workers are available that the vacancies will be filled from other sources. Limbs are supplied to the disabled miners free of charge.

Item No.7: Recommendation No.100.- The report on this item gives details to show that the measures taken by the Government of India as regards migrant workers are in consonance with the provisions of the Recommendation. It points out that as required under ILO's Constitution a statement of action taken or proposed to be taken will be placed before the Parliament in due course.

The Committee took note of the information. It had no further measures to suggest.

Items No.8 and No.9.- The Committee took note of these Reports and had no further suggestions to make.

Item No.10: Draft Texts on Recommendation on Vocational Training in Agriculture.- The Committee had no suggestion to make.

Item No.11: Draft Text of Recommendation on Welfare facilities for workers.- The Committee recommended that clauses 11(2) and 19(a) of the proposed Recommendation requiring provision of mess rooms and rest rooms "in which the temperature can be regulated by appropriate means" should be suitably amended to suit the conditions obtaining in countries like India.

The recommendations of the Committee were considered by the 15th session of the Standing Labour Committee held at New Delhi from 4-5 April 1956. The Committee endorsed these recommendations.

(A complete set of the documents of the third session of the Committee on Conventions and fifteenth session of the Standing Labour Committee were sent to Geneva by surface mail with this Office Minute No. D.1/1257/56 dated 11 May 1956).

(Report of the Committee on Conventions, Third Session, Delhi, April 1956, received in this Office).

CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - APRIL 1956.

21. United Nations and Specialised Agencies.

Fourth Session of the ECAFE Railway Sub-Committee,
New Delhi, 25-31 March 1956: Steps to modernize
Asian Railways discussed.

Various measures for the modernization and better utilization of rolling stock on Asian railways and improvement in training of the railway staff were discussed at the fourth session of the ECAFE Railway Sub-Committee held at New Delhi on 25-31 March 1956. The session was inaugurated by Shri Lal Bahadur Shastri, Union Railway Minister and was attended by 50 delegates from 16 countries and territories. Shri V.K.R. Menon, Director of this Office represented the ILO.

Addressing the inaugural meeting Shri Lal Bahadur Shastri spoke of two limitations to which the expansion programme of the Indian Railways was subject. He said more than finance was the shortage of steel, and a team of officials would be sent abroad on a procurement mission. The Railway Minister invited the ECAFE-organisation to co-ordinate the demands of all member-countries in need of steel and secure the assistance of countries in a position to render it.

Shri G. Pande, Chairman of the Railway Board, who also addressed the meeting, said the indigenous manufacturing capacity of rolling stock would be adequately increased in the next Plan period to satisfy the Railways' current requirements.

Shri G. Pande was unanimously elected chairman of the Session.

Diesel locomotives.- The introduction of diesel locomotives to replace steam traction was one of the subjects considered by the experts. The experts held that diesel traction had generally proved satisfactory in the region, but that more experience would still be required. They called on ECAFE to ensure, by acting as a clearing house, a "much greater flow of information about diesel locomotives" and to finalize its own studies as rapidly as possible.

Concrete sleepers.- Accelerated turn-round of rolling stock was another subject that attracted much attention. Measures taken in the region and outside were reviewed and ECAFE was instructed to conduct further studies in this field according to the directives worked out by an expert group. The Soviet Expert, Dr. A. Petrov, said improved turn-round methods had enabled the Soviet Railways to save during years some 200 billion tons kilometers at a time when traffic increased by 60 per cent while rolling stock increased by only 17 per cent.

Many Asian countries have been experiencing difficulties in procuring adequate quantities of wooden sleepers at reasonable prices. The French expert, Mr. March Stein, reported in detail on his country's experiences with concrete sleepers. The Sub-Committee, recommended for the countries of the region the use of re-inforced concrete sleepers in preference to pre-stressed sleepers, the latter being rather difficult and costly to manufacture. The Australian expert, Mr. C.W. Clarke, spoke about the satisfactory results with the use in Australia of impregnated soft wood sleepers.

Railway Accidents.- Shri V.K.R. Menon, ILO representative in India, who participated in the discussions, referred to the coupling accidents in India and said during 1954-55 there were 1,631 accidents in coupling, representing 15 per cent of the total railway accidents. He drew attention to the ILO recommendation for replacement of screw-coupling by automatic coupling.

Other questions discussed by the Sub-Committee concerned diesel-rail cars, co-ordination of transport, refrigeration and performance statistics.

(The report of Shri V.K.R. Menon who attended the session was sent to Geneva with this Office Minute No. F.17/881/56 dated 31 March 1956).

(The Hindustan Times, 26 and 29 March and 2 April 1956).

25. Wage-Earners' Organisations.

India - April 1956.

Madras: Working of the Indian Trade Unions Act, 1926,
for the Year 1954-1955.

Number of unions.- According to the annual report on the working of the Indian Trade Unions Act in Madras for the year ending 31 March 1955, there were 569 unions on the registers at the beginning of the year. One hundred and forty-three unions were registered during the year. The registration of 57 unions was cancelled during the year. One union was transferred to the Mysore State and another to the Andhra State. The total number of unions registered since the commencement of the Act, i.e., from 1 June 1927 to 31 March 1955 was 1,899, of which 653 were on the registers at the end of the year under report.

Four hundred and thirty-one unions out of the 653 unions submitted the annual returns on the due date as against 354 out of 569 in the previous year. Notices were issued to 214 unions for contravened section 28 of the Indian Trade Unions Act, 1926, wilfully and after notice. The registration of six unions was cancelled after 31 March 1955. The amalgamation of two unions and the dissolution of one union were also registered after 31 March 1955.

As in previous years, many of the unions did not send their returns within the prescribed time, despite sufficient notice to them in advance of the due date, for the submission of the returns.

Membership.- The number of members in the 451 unions which submitted returns and the balance of amount in the General Fund at the end of the year were 166,595 rupees and 495,371 rupees 6 annas and 7 pies respectively. The corresponding figures of the previous year were 147,695 members and 506,333 rupees 13 annas and 3 pies in 354 trade unions.

The number of agricultural unions at the end of the year was three. Only two of them submitted their returns for 1954-55. The total number of members of these unions at the end of the year was 742.

The report says that trade union activities have been on the increase among the workers employed in the municipalities and panchayat boards. Eleven Municipal Workers' Unions were registered during the year under report. The number of registered trade unions whose membership is open to municipal employees as on 1 April 1955 was 37, out of which 27 submitted their returns. Many of these unions are affiliated to All-India Trade Union Congress.

(Government of Madras G.O. No. 3425, dated 3 October 1955).

Split in West Bengal I.N.T.U.C.: Deven Sen and
P.S.P. Unions leave Congress.

Shri Deven Sen, P.S.P. leader, one of the General Secretaries of the W.B.P.N.T.U.C., along with a number of affiliated unions of the organisation, announced their complete severance from the I.N.T.U.C., at a press conference in Calcutta, on 6 April 1956. Along with Shri Sen one Vice-President and three other members of the Executive Committee had also resigned. Among the unions that have already disaffiliated themselves from the I.N.T.U.C. were, according to Shri Sen, all the affiliated coal mine workers' unions, West Bengal Cha Sramik Union, Calcutta Electric Supply Workers' Union and a number of jute labourers' unions. "The unions that have come out were of vital importance to the organisation" added Shri Sen.

The split in the W.B.P.N.T.U.C. leadership between the rival groups led by the Congress and the P.S.P. leader Shri Deven Sen came to the surface in the wake of the preparation for election to General Council. Shri Sen alleged "the B.P.N.T.U.C. has lost its progressive character and is no longer free".

Referring to his future programme Shri Sen said he would be exploring the possibility of bringing unity among the U.T.U.C. and the H.M.S. which would satisfy the urge for unity among the workers. He ruled out the possibility of his forming a central organisation with the split unions.

(Amrita Bazar Patrika, 7 April 1956).

28. Employers' Organisations.

India - April 1956.

Sixteenth Annual Conference of the All India Manufacturers' Organisation: Facilities for Private Sector urged.

The 16th annual conference of the All India Manufacturers' Organisation was held at New Delhi on 14-15 April 1956. The conference was inaugurated by Shri Jawaharlal Nehru, Prime Minister.

Inaugurating the conference the Prime Minister emphasised the need for developing heavy industries, which he described as necessary in the process of self-growth and to ensure proper protection of the country. Shri Nehru said the progress of a nation should be measured in terms of iron and steel and of the power, electric, thermal etc., it produced. Under her plans, India was now pushing ahead with the production of iron and steel. In planning in this direction, "we have to plan to be able to set up an iron and steel plant ourselves at later stages, to produce the machines for it, 100 per cent or 80 per cent so that you come to the stage of perspective planning".

In his presidential address, Shri Vaidya said the pattern of the private sector in India was in the process of a change.

Indicating the direction of the change, Shri Vaidya said: "At present there are millions of small enterprises scattered all over the country started and worked by several millions of small men who have collected the small capital required for the purpose from their own small circles of friends and relatives".

While recognising the need for regulation and control over private sector, Shri Vaidya said the Government policy should be framed with due consideration to the emerging new middle class of small entrepreneurs. But he complained: "In recent years, Government policies and legislation have largely been influenced by the sight of the few tall poppies that appear on our economic field".

It would be noticed he asserted, that as a result of the joint and planned efforts of the Government and the people, a "remarkable increase" in industrial output had been achieved. The index figure for industrial production which stood at 108.4 in 1948 reached the "record figure" of 159.0 in 1955, "of which any country may be proud".

Resolutions.- The Organisation ~~Waf~~ suggested the formulation of plans for the manufacture of high tensile and alloy steel along with plans for the expansion of the productive capacity for basic steel.

It urged that adequate financial resources should be made available to the private sector, "keeping in view the fact that in the past the performance of the private sector, both in the matter of investment and attainment of production targets, had indeed been creditable".

The conference also requested the Government to provide greater credit facilities to the private sector.

On controls and regulations, the conference recommended that the policy and procedure for the issue of special or "ad hoc" licences for the import of materials, instruments and components for research or developmental purposes should be liberalized and simplified.

Controls and regulations, the conference felt, should lay greater emphasis on the developmental rather than on the mere restrictive aspect of the industries concerned.

In a resolution on marketing, the conference appealed to Indian manufacturers and business men to pay special attention to production of standard quality goods at competitive prices to instil confidence in the minds of the people in Indian products.

The conference suggested the expansion of offices of Indian Trade Commissioners abroad and the employment of suitable trained staff in their offices for the purpose of maintaining complete records of likely importers of Indian products.

The conference urged that the allocation for the railways should be enhanced from the present 9,000 million rupees to at least 12,000 million rupees, as originally recommended by the organisation, in view of the considerable economic expansion contemplated in the second Plan.

It urged the Government to use the annual expenditure of about 1,500 million rupees on freight charges to buy the new ships.

(The Hindustan Times, 15 April 1956;
The Statesman, 16 April 1956).

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29. International Co-operation.

India - April 1956.

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

The first 12 project agreements against the technical assistance allocation of 10 million dollars for the fiscal year 1956 (1 July 1955 to 30 June 1956) were signed on 23 March 1956 between the Governments of India and U.S.A.

The allocation provided in the 12 agreements totals more than 2.5 million dollars. The agreements cover mainly provision of technical know-how needed for the implementation of development projects.

The 12 projects for which assistance is being provided include the establishment of a steel foundry of Chittaranjan, a centre for the study of the effect of thermal environment conditions, a project for the development of co-operative techniques in the production, procession and marketing of citrus fruit in India and a nationwide campaign for the control of filaria.

In one of the agreements, additional assistance will be given by the International Co-operation Administration of the U.S. Government to Indian technical education institutions.

Other projects relate to social welfare work, improvement of agricultural methods, agricultural and home science extension and training, development of an inter-disciplinary curriculum in the field of educational administration and improvement of the competence of the school administration, agricultural education and research and development of fisheries.

(The Hindustan Times, 25 March 1956).

Development of Fisheries in Travancore-Cochin;
Agreement signed with Norway and the U.N.

An agreement was signed on 21 April 1956, between the Government of India, the Government of Norway and the U.N. for the provision of certain additional facilities under the Fisheries Community Development Project in Travancore-Cochin.

The original agreement relating to this project was entered into between the three parties on 17 October 1952. It provided for the development of the fishing industry in Travancore-Cochin and creation of necessary amenities for the people in the project area.

Under the present agreement the Norwegian Foundation will contribute up to 10 million rupees for the extension of the District Hospital at Quilon and for making a start with the development of a new fishing centre in Cochin and improving the water supply in the areas adjoining the project.

The contribution of the U.N. to the project through its Technical Assistance Board and the organisations represented thereon shall take the form of the provision of such assistance appropriate to the project as the said Board and organisations under their respective rules and regulations may provide.

The contribution by the Government of India will be mainly towards the local cost of the project, e.g., building of sheds and houses, cost of local labour, provision of Indian personnel for supervision and for training in taking over the functions of the Norwegian personnel, provision of a site for the project, and to meet the local cost of the Norwegian personnel according to such agreements as may be agreed upon from time to time.

(The Hindustan Times, 22 April 1956)

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CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - APRIL 1956.

32. Public Finance and Fiscal Policy.

Finance Bill passed by Parliament: Minor Changes
in Taxation proposals.

The Lok Sabha on 21 April 1956 passed the Finance Bill embodying the Union Government's taxation proposals for 1956-57 (vide pages 25-40 of the report of this Office for February 1956).

Minor changes in taxation proposals.- On 17 April 1956, the Finance Minister while moving the Finance Bill for consideration in the Lok Sabha announced a few minor changes in his taxation proposals for the current financial year to provide relief to the consumer of cotton-seed oil and partners in registered firms liable to pay super-tax.

The Finance Minister admitted his inability materially to alter his proposals which were examined, he said, in the light of the many representations he had received. All that he could agree to was to halve the proposed duty of six pies per lb. on cottonseed oil and to exempt the first slab of 40,000 rupees of the earnings of registered firms from the operation of super-tax.

Mr. Deshmukh cleared certain "misunderstandings" about the incidence of his proposal to tax bonus shares. He maintained that the burden of the extra super-tax entailed therein would fall on the companies and not on the shareholders.

Earlier, summing up the debate on the demands of his Ministry, Shri Deshmukh claimed 11 per cent increase in the 'per capita' income as the result of productivity achieved through the first Five-Year Plan which, he felt sure, could not be labelled as a dismal failure by any stretch of imagination.

Ceiling on land holdings to be fixed.- Replying to the debate Shri C.D. Deshmukh, Finance Minister announced that the Government at present contemplated only ceilings on land holdings and not ceilings on income. A ceiling on land, he said, was not primarily a device for limiting incomes. It was in reality a way of ensuring that a scarce factor of production was not monopolized by a few. A limit on income through ceilings on all property on the other hand "is not at the moment a feasible proposition since it would involve payment of compensation".

He added, however, that "removal of disparities in income and wealth all over the economy cannot and should not be delayed overlong".

On deficit financing, Shri Deshmukh assured the House that the Government would keep its eye fixed on the price level in the country and any other indicators that were available. "If, for instance, we find we are generating inflationary pressures", he said, "it will be open to us to adopt many of the measures we have adopted in the past or which have been suggested".

(The Hindustan Times, 18 and 22 April, 1956).

34. Economic Planning, Control and Development.

India - April 1956.

The Life Insurance (Emergency Provisions) Act, 1956
(No. 9 of 1956).

The Life Insurance (Emergency Provisions) Bill, 1956, as passed by Parliament received the assent of the President on 21 March 1956 and has been gazetted as Act No. 9 of 1956. The Act provides for the taking over, in the public interest, of the management of life insurance business pending nationalisation. Provision is made for the appointment of custodians to manage the business on behalf of Government and for the payment of compensation to the persons entitled thereto in respect of the Government taking over the management of the business. The Act repeals the Life Insurance (Emergency Provisions) Ordinance, 1956 (vide pages 29-31 of the report of this Office for January 1956).

(Gazette of India, Extraordinary,
Part II, Section 1, 22 March 1956,
pp. 463-471).

36. Wages.India - April 1956.Equal Remuneration Bill: Non-Official Bill
providing for Equal Pay for Equal Work for
Women Workers.

Shrimati Renu Chakravartty, Member of Parliament (Communist-West Bengal), introduced in the Lok Sabha on 23 March 1956 a Bill to introduce equal pay for equal work for women workers. According to the Statement of Objects and Reasons, the justification for statutory fixation of equal pay for women workers for equal work is obvious. Such provision exists in certain advanced countries. The principle is embodied in the Indian Constitution. The Equal Remuneration Convention of 1951 of the I.L.O. recommends the acceptance of equal pay for equal work by the member countries.

It is, therefore, necessary to enact legislation to the effect that in all industries and agriculture the lowest minimum wage for the unskilled workers both men and women shall be the same and that wage differential shall be based only on skill, experience, efficiency, and responsibility and not on sex difference.

The Bill seeks to remove the undeserved discrimination against women and to ensure equal wage for them for equal work.

The Bill provides that every woman worker employed in any industrial or agricultural undertaking shall be paid the same rate of wages as male workers belonging to the same category and wage differentials shall be based only on classification of work. In industries or agriculture, where the semi-skilled or skilled workers are mainly women, the appropriate Government shall fix the wage differentials on the basis of skill, experience, efficiency and responsibility. In fixing minimum rates of wages in industries or agriculture where the unskilled workers are mainly women, the appropriate Government shall appoint a Committee or Committees for different localities to fix wages which shall be notified in the Official Gazette.

In fixing wage differentials and effecting classification of work in industries for agricultural undertakings where women are employed, the Government shall appoint an Expert Committee to fix the rates of wages which shall be notified in the Official Gazette.

Other provisions of the Bill relate to appointment of competent authority to decide claims under the Act, penalties and procedure.

(The Gazette of India, Extraordinary,
Part II, Section 2, 23 March 1956,
pp. 125-129).

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58. Housing.India - April 1956.Subsidised Industrial Housing Scheme and Low Income Group Housing and Slum Clearance Scheme: Review of the Working during 1955-1956.

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 1956-1957.

The scheme envisages the construction of houses for industrial workers governed by the Factories Act, 1948 and Mine Workers (other than those employed in Coal and Mica Mines) governed by the Mines Act, 1952, through the agency of: (i) State Governments or Statutory Housing Boards; (ii) Private Employers; and (iii) Registered Co-operative Societies of Industrial Workers.

Under this Scheme, financial assistance is permissible on the basis of the standard cost of different types of tenements, subject to the overall ceiling of (i) 2,700 rupees (minimum) and 3,490 rupees (maximum), per tenement for all places outside Bombay and Calcutta; and (ii) 4,000 rupees (minimum) and 5,430 rupees (maximum) (which may be raised to 4,500 rupees and 5,930 rupees respectively, in special cases), per tenement, for Calcutta and Bombay, at the rates shown below:-

<u>Construction Agencies.</u>	<u>Loan</u>	<u>Subsidy</u>
(a) State Governments -----	50 per cent.	50 per cent.
(b) Private Employers -----	37 1/2 per cent.	25 per cent.
(c) Co-operative Societies -----	50 per cent.	25 per cent.

The rate of interest on loan is 4 1/4 per cent per annum for State Governments and co-operative societies; and 4 3/4 per cent per annum for Private Employers. The loans granted are recoverable in 25 years in the case of State Governments and Co-operative Societies and in 15 years in the case of Private Employers.

Since the introduction of this Scheme, the Government of India had sanctioned financial assistance to the extent of 147 million rupees involving the grant of about 77 million rupees as loans and 70 million rupees as subsidies. According to the progress reports received up to the end of December 1955, about 34,000 houses have been completed in all respects. A provision of 79.5 million rupees has been made in the budget estimates for 1956-57.

Low-income group housing scheme.- The Low-Income Group Housing Scheme announced in November 1954, aimed at providing the much-needed financial assistance to the vast majority of the people with low incomes for building their own houses. Under the Scheme financial assistance is payable as loans to individuals and co-operatives of low income groups (whose income does not exceed more than 6,000 rupees per annum) through the State Governments to the extent of 80 per cent of the cost of the building, subject to a maximum of 8,000 rupees. The repayment is to be spread over 30 years and the rate of interest is about 4 1/2 per cent per annum. This Scheme also provides for: (i) the grant of loans by the Centre to State Governments for the acquisition and development of sites to be sold to the prospective house builders on no-profit no-loss basis; (ii) the construction of houses by State Governments but all such houses have to be sold to co-operatives or individuals; and (iii) grant of assistance to local bodies for constructing houses for allotment to their low-paid employees.

The total loan-allocations to 25 State Governments till the end of December 1955 amount to 210.8 million rupees out of which 60.6 million rupees have actually been paid as loans.

Slum clearance and other housing schemes.- The composite scheme of slum clearance and sweepers' housing scheme drawn up by Central Government envisages the grant of 50 per cent of the cost of a project as loan and 25 per cent as subsidy to be matched by 25 per cent subsidy by the State Governments. The Planning Commission has provided for 200 million rupees for this Scheme in the Second Five Year Plan. This amount includes 50 million rupees to be found by the State Governments.

A provision of 8 million rupees as loan and 2.5 million rupees as subsidy has been made in the budget estimates for 1956-57. Besides, provision has also been made in the next year's budget for (i) rural housing scheme (7.5 million rupees), (ii) middle income group housing scheme (5 million rupees), (iii) plantation labour housing scheme (2.5 million rupees), and (iv) house building advances to Central Government servants (15 million rupees).

(Explanatory Memorandum on the Budget of the Central Government for 1956-1957 as laid before the Parliament).

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

INDIA - APRIL 1956.

41. Agriculture.

West Bengal Land Reforms Act, 1955 (X of 1956).

The West Bengal Land Reforms Bill, 1955 (vide pp. 47-48 of the report of this Office for December 1955) as passed by the West Bengal Legislature received the assent of the President and has been published as Act X of 1956.

Under the Act no raiyat (person who holds land for agriculture) shall be entitled to own more than 25 acres of land excluding homestead, and the State Government shall be entitled to take over any land owned by a raiyat in excess of the above limit on payment of compensation of an amount equal to the market value of the land.

The produce of any land cultivated by a bargadar (tenant) shall be divided as between the bargadar and the person whose land he cultivates (a) in the proportion of 50:50, in a case where plough, cattle, manure and seeds necessary for cultivation are supplied by the person owning the land, (b) in the proportion of 60:40 in all other cases. No person shall be entitled to terminate cultivation of his land by a bargadar except in execution of an order, made by such officer or authority as the State Government may appoint, on certain specified grounds. No bargadar shall be entitled to cultivate more than twenty-five acres of land. In computing this area, any land owned by the bargadar as well as the land cultivated by him as a bargadar shall be taken into account. If a bargadar cultivates land in excess of twenty-five acres, the share of the produce due to him as a bargadar in respect of the land in excess of twenty-five acres shall be forfeited to the State Government by order made in this behalf by a Revenue Officer.

Other provisions of the Act deal *inter alia* with jurisdiction to decide disputes between bargadars and raiyats, provisions as to land revenue, consolidation of lands comprised in holdings and co-operative farming societies, maintenance and revision of the record-of-rights, and maintenance of estates vested in the State.

The Act repeals a number of Acts and Regulations including the Bengal Tenancy Act, 1885, the Cooch Bihar Tenancy Act, 1910 and the West Bengal Bargadars Act, 1950.

(Calcutta Gazette, Extraordinary, 30 March 1956,
pp. 639-656).

Bombay Tenancy and Agricultural Lands (Amendment)
Act, 1955 (No. XIII of 1956).

The Bombay Tenancy and Agricultural Lands (Amendment) Bill (vide pages 42-43 of the report of this Office for September 1955) as passed by the Bombay Legislature received the assent of the President on 16 March 1956 and has been gazetted as Bombay Act No. XIII of 1956. The Act fixes a ceiling of 48 acres of 'jirayat' land or 24 acres of seasonally irrigated land or paddy or rice land or 12 acres of perennially irrigated land per tenant. For the purposes of the Act an economic holding shall be 16 acres of 'jirayat' land or 8 acres of seasonally irrigated land or paddy or rice land or 4 acres of perennially irrigated land.

The Act provides that on the first day of April 1957 ("the tillers day") every tenant shall, be deemed to have purchased from his landlord, free of all encumbrances subsisting thereon on the said day, the land held by him as tenant, if (a) such tenant is a permanent tenant thereof and cultivates land personally; (b) such tenant is not a permanent tenant but cultivates the land leased personally; and (i) the landlord has not given notice of termination of his tenancy; or (ii) notice has been given, but the landlord has not applied to the Mamlatdar on or before the 31 day of March 1957 for obtaining possession of the land. A tenant shall be deemed to have purchased land (1) in the case of a tenant who does not hold any land as owner but holds land as tenant in excess of the ceiling area, up to the ceiling area (a) in the case of a tenant who holds land as owner below the ceiling area, such part of the land only as will raise his holding to the extent of the ceiling area. If a tenant holds land partly as owner and partly as tenant but the area of the land held as owner is equal to or exceeds the ceiling area, he shall not be deemed to have purchased the land held by him, as a tenant.

The purchase price (a) in the case of permanent tenant who is cultivating the land personally shall be the aggregate of the amount of six times the rent and the arrears of rent, if any, lawfully due; and (ii) in the case of other tenants, shall be the aggregate of the following amounts that is to say - (a) such amount as the Tribunal may determine not being less than 20 times the assessment and not more than 200 times the assessment; (b) the value of any structures, wells and embankments constructed and other permanent fixtures made and trees planted, by the landlord on the land; and (c) the arrears of rent, if any, lawfully due.

Any person aggrieved by the decision of the Tribunal determining the amount of the purchase price may appeal to the State Government against such decision.

The State Government shall, after giving an opportunity to the parties to be heard, decide the appeal. The decision of the Tribunal, subject to an appeal to the State Government, and the decision of the State Government on appeal, shall be final.

Where the purchase of any land by a tenant under ~~section 32~~ becomes ineffective or where a tenant fails to exercise the right to purchase the land held by him within the specified period, the Collector may suo motu or on an application made in this behalf and after holding a formal inquiry direct that the land shall be disposed of in the prescribed manner. Such direction shall provide - (a) that the tenancy in respect of the land shall be terminated and the tenant be summarily evicted; (b) that the land ~~or any~~ shall, ~~subject to the provisions of section 15,~~ be surrendered to the landlord; (c) that if the entire land or any portion thereof cannot be surrendered, the entire land or such portion thereof, as the case may be notwithstanding that it is a fragment, shall be disposed of by sale to any person in the following order of priority (~~hereinafter called "the priority list"~~):- (i) a co-operative farming society, the members of which are agricultural labourers, landless persons or small holders or a combination of such persons; (ii) agricultural labourers; (iii) landless persons; (iv) ~~(iii)~~ small holders; (v) a co-operative farming society of agriculturists (other than small holders) who hold either as owner or tenant or partly as owner and partly as tenant, land less in area than an economic holding and who are artisans; (vi) an agriculturist (other than a small holder) who holds either as owner or tenant or partly as owner and partly as tenant, land less in area than an economic holding and who is an artisan; (vii) any other co-operative farming society; (viii) any agriculturist who holds either as owner or tenant or partly as owner and partly as tenant land larger in area than an economic holding but less in area than the ceiling area; (ix) any person, not being an agriculturist, who intends to take to the profession of agriculture.

Subject to certain exceptions it shall not be lawful, with effect from the appointed day, for any person to hold, whether as owner or tenant or partly as owner and partly as tenant, land in excess of the ceiling area.

Other provisions of the Act deal inter alia with quantum of rent payable by tenant to landlord, conditions under which tenancy may be terminated, prohibition of sub-division or sub-letting of land held by a tenant, mode of payment of price by tenant, special provisions for lands held on lease by individual or commercial undertakings, special provisions in respect of areas within the limits of a Municipality or a Cantonment and construction of water course through land of another.

(Bombay Government Gazette,
Part IV, 29 March 1956,
pp. 52-88).

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42. Co-operation.

India - April 1956.

Bombay: Annual Report on the Working of the Co-operative Societies for the Year 1953-1954*.

According to the annual administration report on the working of co-operative societies in the State of Bombay for the year ending 30 June 1954, the year under review witnessed an increase in the total number of societies from 17,301 to 18,079. The increase was marked in the case of agricultural credit societies and multi-purpose societies, whose number increased from 10,357 to 10,934 indicating the emphasis laid on extension or rural credit. The agricultural non-credit societies, non-agricultural credit societies and non-agricultural non-credit societies also increased from 1,567 to 1,592, 1,625 to 1,634 and 3,387 to 3,490 respectively.

The membership of all societies increased from 2.648 millions to 2.807 millions. The percentages of increase in the number of societies and their membership were 4.5 per cent and 6 per cent as against 2.1 per cent and 4 per cent of the previous year. The percentage of population served by all types of societies worked out at 39.0 as against 36.8 of previous year.

The total working capital of all societies stood at 1,092,536,643 rupees as against 1,010,276,024 rupees of the previous year. The owned funds of all societies stood at 341.1 million rupees as against 315.4 million rupees of the previous year and formed 31.2 per cent of the working capital as against 31.1 per cent of the previous year. The working capital per capita worked out at 30.4 rupees as against 28.1 rupees of the previous year.

* Government of Bombay: The Working of the Co-operative Societies, Annual Administration Report, Vol. I - (1953-54) Report: Obtainable from the Government Book Depot, Charni Road Gardens, Bombay-4, 1955; pp.205. Price Annas 12 or 1 s. 4 d.

The following table indicates the comparative progress of the movement:-

Year.	No. of Societies.	No. of Members.	Share Capital.	Reserve and other Funds.	Working Capital.
			Rs.	Rs.	Rs.
1952-53 --	17,301	2,648,296	181,871,753	131,667,267	1,010,276,024
1953-54 --	18,079	2,807,287	198,154,575	143,009,516	1,092,536,643

Agricultural credit and thrift and credit societies.-

The vast majority of the population in the State abounds in the villages. Naturally, therefore, the bulk of the societies are rural credit and multi-purpose societies. They were now 10,934 as against 10,357 of the previous year. They had 0.920 million as their members as against 0.846 million in the previous year. The average number of members per society worked out at 84 as against 81 in the previous year. The total working capital of these societies stood at 155.4 million rupees as against 145.0 million rupees of the previous year. The owned funds of these societies stood at 65.7 million rupees as against 58.0 million rupees of the previous year, and worked out at 42.4 per cent of the working capital as against 40 per cent in the previous year.

The agricultural credit societies and multi-purpose societies gave loans-mostly short-term for agricultural operations to the extent of 99.5 million rupees as against 82.9 million rupees of the previous year. The average advance per member increased to 108.1 rupees from 98.0 rupees. The recoveries during the year amounted to 89.8 million rupees as against 65.8 million rupees of the previous year and the loan outstandings at the end of the year stood at 122.7 million rupees as against 112.9 million rupees of the previous year, of which 37.7 million rupees were overdue as against 31.5 million rupees of the previous year. The percentage of overdue to outstandings stood at 30 as against 28 of the previous year. The increase in the owned funds of the societies to the extent of 2.57 per cent of the working capital and the increase average in the advance per member and reduction in the average outstandings per member are really satisfactory features of this Sector of the movement.

The rural credit structure has closely been linked up with the apex bank, the district central banks and also the banking unions for purposes of agricultural finance. With the liquidation of one banking union at Dhari and the amalgamation of the banking union at Sangadh with the Surat district central co-operative bank, the number of such financing agencies stood at 28 as against 30 of the previous year. Their working capital stood at 2,87,148,170 rupees as against 266,990,256 rupees of the previous year. While their share capital, reserve and other funds stood at 34.3 million rupees as against 32.2 million rupees in the previous year. Their membership rose from 56,616 to 58,750. The deposits held by them at the end of the year stood at 227.2 million rupees as against 215.2 million rupees of the previous year. The finance made available to societies and individuals was of the order of 385.7 million rupees as against 276.3 million rupees of the previous year.

Agricultural non-credit societies.- This sector of the movement has assumed considerable importance on account of its potentiality to augment the agricultural production and assist in organised marketing of the agricultural produce. The co-operative farming societies, the lift irrigation societies, the purchase and sale unions and the marketing societies are all important, from this point of view. Attention was concentrated on their development. The total number of such societies stood at 1,634 as against 1,567 in the previous year. Their membership rose from 0.294 millions to 0.295 millions, while their total working capital stood at 73.9 million rupees as against 66.1 million rupees in the previous year.

Farming societies.- Apart from the 93 simple better farming societies meant for dissimination of knowledge of improved methods of farming, the total number of co-operative farming societies proper viz., joint, tenant and collective, stood at 264 at the end of the year as against 253 of the previous year. Of these 80 were joint farming, 84 tenant farming and 100 collective farming societies, having total membership of 9,384 and the area under command admeasuring 67,927 acres. The area brought under cultivation stood at 30,079 acres. Seventy-four societies were sanctioned loans and subsidies during the year to the extent of 189,455 rupees and 136,059 rupees respectively.

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Irrigation societies.- The lift irrigation societies to the organisation of which the attention of the department has been focussed in recent years have been playing an important role in augmenting the agricultural production. During the year 51 co-operative irrigation societies covering an area of 11,908 acres were formed. Of these 3 societies covering 5,200 acres were "dharan" (dam construction societies). In addition 5 societies of other types like multi-purpose societies undertook lift irrigation schemes covering 2,759 acres. At the end of the year there were 313 lift irrigation schemes covering nearly 78,627 acres. Of these 305 schemes covering 67,341 acres were lift irrigation schemes, 3 schemes covering 1,886 acres were flow irrigation schemes and 5 schemes covering 9,400 acres were "dharan" (dam construction schemes). At the end of the year 156 lift irrigation schemes covering 25,029 acres, under active irrigable command had been completed of which 35 schemes covering 5,956 acres were completed during the year. The loans and subsidies made available to various co-operative lift irrigation schemes during the year amounted to 739,914 rupees and 747,234 rupees respectively. The aggregate loans and subsidies so far given to co-operative lift irrigation schemes by Government stood at 4,549,701 rupees and 4,815,186 rupees respectively.

Marketing societies.- The total number of co-operative sale societies and unions stood at 331 with a membership of 150,381. The turnover of these societies decreased from 152.6 million rupees to 136.0 million rupees. The decrease in the turnover being due to the decontrol of food grains. The working capital increased from 38.8 million rupees to 43.0 million rupees. These societies earned profit to the extent of 0.658 million rupees during the year. Six purchase and sale unions and multi-purpose societies were given Government loan of 55,500 rupees and subsidy of 13,500 rupees for construction of godowns for purpose of storage of agricultural produce of their members. Apart from these 4 marketing societies in ground-nut growing areas were given interest free loans to the extent of 50,000 rupees from the ground-nut fund made available to Government by the Indian Central Oil Seeds Committee.

Co-operative activities for welfare of backward classes.- A number of schemes for the benefit of the backward classes were in operation and special facilities were provided for the backward classes under these schemes. These schemes can broadly be divided into 4 heads, (1) housing scheme, (2) special assistance for development of co-operative movement in backward areas, (3) special facilities provided for backward classes under the general schemes of the department, and (4) other schemes.

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The Scheme for individual housing societies for backward classes, which is in operation for the last six years was reviewed by Government during the year and as per orders of Government, the Scheme has been now restricted to housing societies of scheduled tribes and scheduled castes so far as new societies registered after 14 August 1953 are concerned. During the year 26 societies were registered under the Scheme bringing the total to 297 societies as against 271 of the last year. Loans were advanced to 19 backward class housing societies and 5 backward class individuals to the extent of 0.398 million rupees in aggregate. The total amount of loans advanced as at the end of the year stood at 1.662 million rupees to 54 societies and 15 individuals. Subsidy to the extent of 0.240 million rupees was made available to these societies towards land acquisition costs and the cost of management which was inclusive of the subsidy received from the Government of India funds for ex-criminal tribes housing societies. These societies had constructed in all 1,715 houses at the close of the year, while 449 houses were under construction and 164 societies had secured building sites. Out of the 22 housing societies registered under the "Halpati" Scheme, in Surat district, 12 societies received subsidy of 15,836 rupees for construction of houses. The 22 societies under the scheme had a membership of 388 and they received loans to the extent of 66,400 rupees upto the end of the year. They constructed 192 houses and 40 houses were under construction at the close of the year. Under the special scheme for Dangs which is in operation since 1950, 6 societies with a membership of 1,177 were working at the close of the year. They were advanced loans to the extent of 80,622 rupees from Dangs District Development funds during the year, bringing the total amount of loans advanced to these societies to 604,877 rupees at the end of the year. Five of these societies were sanctioned subsidy to the extent of 75,000 rupees during the year. They have constructed 646 houses and 473 houses were under construction at the close of the year.

Community development projects.— The community development projects are located in the districts of Belgaum, Kolhapur, Thana, Kolaba, Mehsana and Sabarkantha districts. There are 4 projects and one development block, which together cover 1,326 villages covering an area of 2,868 sq. miles, having a population of 1.183 millions. The plans proposed to be carried out in the project areas are expansion of agricultural credit, development of co-operative marketing and increased agricultural production through better methods of farming and other measures. Co-operative movement has been playing a vital role in improving the economic conditions of village communities. The work done by the co-operative movement in the project area of Belgaum district deserves mention. An event of importance in respect of this project is the organisation of co-operative hospital at Ghatprabha which is expected to render both profilactic and preventive medical service to the village community. In addition to the districts mentioned above, the six districts of

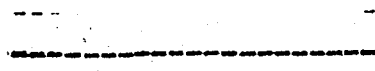
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Bijapur, Ratnagiri, Nasik, West Khandesh, Panch-Mahals and Broach have also been included in the scheme covering about 574 millages with a population of 0.436 millions and an area of 1,685 sq. miles. The work in these blocks was started from 2 October 1953 and the work done during the year was more of an exploratory nature.

Co-operative housing societies.- The housing movement registered further progress during the year. The total number of housing societies in the State increased from 951 of the previous year to 984 at the end of the year. Their membership stood at 52,421 as against 47,115 of the previous year. The working capital of these societies stood at 134.4 million rupees as against 121.0 million rupees of the previous year, which included 20.1 million rupees of share capital and 5.4 million rupees Reserve and other funds, the corresponding figure of the previous year being 18.7 million rupees and 6.1 million rupees respectively. These societies have so far been able to construct 11,610 tenements and 2,301 tenements were under construction at the close of the year. The total amount of loans sanctioned by Government to the housing societies formed under the "Housing Programme" of the Government stood at 11,531 million rupees at the end of the year. The Subsidised Industrial Housing Scheme sanctioned by Government of India during the last year underwent certain changes during the year and the revised scheme has now been extended upto 1955-56. There were 39 housing societies registered under this scheme. Loans and subsidies have been sanctioned by Government to the extent of 605,266 rupees and 382,298 rupees respectively, to 13 societies at the close of the year. These 13 societies had constructed 136 tenements fully before the close of the year from out of their own funds. The Bombay Co-operative Housing Finance Society, which was registered in 1952 continued to render useful service to its member housing societies by providing them long-term finances for their housing programmes. The total membership of the society stood at 128 as against 118 of the previous year. It collected share capital of 6,687 million rupees, which included Government contribution of 3,342 million rupees. During the year the Society sanctioned loans to 19 societies to the extent of 3,234 million rupees. Upto the end of the year in all 32 societies had been sanctioned loans to the extent of 6,722 million rupees. The Society earned a net profit of 0.233 million rupees. The question of executing special housing schemes for low income group which is now under the consideration of the Government of India through this Society, so far as this State is concerned, was under consideration of Government at the close of the year.

Consumers' Societies.- The total number of consumers' societies declined from 1,127 of last year to 1,090 at the end of the year. On the other hand the membership and working capital of the societies increased from 0.265 million rupees to 0.271 million rupees and from 25.3 million rupees to 25.0 million rupees respectively. The turn-over of these societies went down during the year on account of the period of slump which affected the business of these societies. On account of the lifting of controls of commodities, the consumers' movement received a set back. The total losses accumulated during the year amounted to 0.819 million rupees. The question of rehabilitating and stabilising the consumers' movement engaged the attention of the co-operators of the State and also of Government.

The review of the co-operative movement in rural and urban areas will indicate that the movement is making a steady progress in bringing the urban and rural population in its fold. Apart from the provision of credit, marketing and facilitating increased agricultural production, it has been taking a step in the direction of processing of important money crop, viz., sugar-cane and the experience obtained so far is encouraging. Co-operatives are being harnessed in an increasing measure for the social and economic development of the backward class people and special attention is paid to accelerate the pace of providing housing facilities to them. People in urban areas are also being extended similar facilities, while housing scheme for small middle-class people is on the anvil.



Madras: State Committee's Recommendations for Improvement of Co-operative Credit.

The Committee on co-operation appointed by the Government of Madras (vide pages 52-53 of the report of this Office for February 1956) to enquire into the working of the co-operative movement and to make recommendations regarding its consolidation, development and reform, submitted its report on 12 April 1956 to Shri A.B. Shetty, Minister for Co-operation. The report runs to about 700 typewritten pages and contains as many as 300 recommendations. The main recommendations, as given out by the Minister, are as follows:-

(1) While welcoming the principle of State partnership in co-operative organisation, as suggested in the All-India Rural Credit Survey Committee report, the Committee has recommended its acceptance, as outlined at the conference of state ministers, secretaries to Government, and registrars of co-operative societies held at New Delhi in April 1955 and made several recommendations in this behalf.

(2) A State co-operative development board should be constituted with the Minister for Co-operation as chairman. The members of the board will be the representatives of the apex co-operative institutions, village credit societies, marketing societies and a few eminent non-official co-operators, a representative each of the board of revenue and finance department, the Director of agriculture, the Director of animal husbandry, the Registrar of co-operative societies, etc. The national co-operative development board (as envisaged by the Rural Credit Survey Committee) may allocate the share of funds for this State on the basis of its population and leave the responsibility for administering the funds to this State co-operative development board.

(3) Audit should be separated from administration and should be constituted into a separate wing of the department under a chief auditor who will be an officer of the Indian Audit and Accounts Service.

(4) The central co-operative institute may be made a college for the training of the higher and intermediate personnel of the department in addition to the training of the subordinate personnel which it is already imparting. The management of the college should be entrusted to a committee consisting of the vice-Chancellor of the Madras University, as the chairman, the registrar of co-operative societies, the president of the State co-operative bank, the secretary of the State co-operative union, the professor of economics, Madras University, representative of the Central Committee on co-operative, education and training and the principal of the college.

(5) Village credit societies may run demonstration plots with the help of Government subsidy and under the guidance of the officers of the agricultural department to demonstrate improved methods of cultivation to the villagers with a view to promoting "better farming".

(6) The propensity of the members in employees' societies to indulge in over-borrowing should be curtailed by making suitable provision in the rules empowering the Registrar to fix the individual maximum borrowing power by himself.

(7) A committee consisting of the president of the State co-operative bank, the registrar of co-operative societies, and one of the presidents of the central banks may be constituted, so as to function as the appellate authority, so far as major punishments such as suspension and dismissal imposed by the central banks on their chief officers are concerned. The same committee may also arrange for transfers of officers between one bank and another with the concurrence of the banks concerned. This proposal is intended to secure the advantages of "provincialisation" of the services of the chief officers of the central banks without impairing their autonomy.

(8) The State Government may withdraw from the field of normal financing of agriculturists (short-term and long-term) except in times of distress. The cost of the special staff maintained by the Government for the issue of land improvement loans may well be given as subsidy to the central land mortgage bank to enable it to reduce its lending rates (and pass on the reduction to the ultimate borrowers through the primary land mortgage banks).

(9) The basis of valuation of the hypotheca may be adopted as pre-war average price plus 40 per cent instead of 25 per cent as at present.

(10) Loans may be issued to landless tenants also on the security of the crops proposed to be raised by them. Suitable safeguards in this regard have also been suggested.

(11) Looms may be supplied to loomless weavers on a subsidised basis. Fifty per cent of the cost of the loom may be given as subsidy and the remaining 50 per cent as loan repayable in a period of three years. The aid may be recognised as one of the purposes for which the Cess fund could be utilised.

(12) Government may guarantee the loans issued by the central banks to the cottage industries societies. Government may give a subsidy to the cottage industries societies, based on their production, to enable them to withstand the competition of factory products.

(13) The formation and development of labour contract societies are to be encouraged by the State by giving them all facilities such as free services of the technical and administrative staff, etc.

(14) The State co-operative union may organise study circles to spread the knowledge of co-operation and connected subjects. Similar study circles are to be organised in the districts by the Central banks and big urban banks.

(15) In the Community Development programmes (National Extension Services areas, etc.) greater emphasis should be laid on the economic development of the people through co-operatives rather than on the provision of common amenities.

(The Hindu, 15 April 1956).

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43. Handicrafts.

India - April 1956.

Progress of Handicrafts and Small-Scale Industries during 1955-1956 Reviewed.

According to the Explanatory Memorandum on the Central Government's Budget for 1956-57 as laid before Parliament considerable progress has been made in giving a fillip to the co-operative movement among the handloom weavers. In addition 51 mobile vans have been put on the road and 739 sales depots opened. Since handloom industry is expected to play a very important role in meeting the cloth requirements of the country during the Second Five Year Plan period, provision of 52.8 million rupees - 20.3 million rupees as grants ~~against~~ and 32.5 million rupees as loans - has been made in the budget for 1956-57.

Small-scale industries.- The State Governments are primarily concerned with the development of cottage and small scale industries. Financial assistance is, however, given by the Centre for specific schemes to supplement the efforts of the State Government.

A total provision of 5 million rupees as grants and 20.2 million rupees as loans has been made in the revised estimates for 1955-56 out of which grants and loans to the extent of 2.14 million rupees and 14.9 million rupees respectively have been sanctioned upto 31 December 1955, to the State Governments for the development of small scale industries. An amount of 10 million rupees as grants and 30 million rupees as loans has been provided in the budget estimates for 1956-57.

National Small Industries Corporation.- On the recommendations of the Ford Foundation International Planning Team on Small Scale Industries, which came to India towards the end of 1953, the National Small Industries Corporation was registered as a private limited company. The authorised capital of the Corporation is 1 million rupees divided into 10,000 shares of 100 rupees each and the issued Capital is 0.2 million rupees divided into 2,000 shares of 100 rupees each. The amount has been entirely subscribed by the Government of India.

The following assistance has been rendered to the small industries units by the Corporation so far in procuring Government orders: (1) procurement of a contract for the supply of 18,000 pairs of ankle boots from the Director General of Supplies and Disposals for a small industrial unit in Agra; (2) as a result of the Corporation's efforts, 75,000 pairs of vests have been reserved for being supplied by the small industries units; and (3) a contract has been negotiated by the Corporation for the supply of 124,230 brass padlocks against Government requirements.

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A provision of 8.61 million rupees - 0.61 million rupees as grants and 8 million rupees as loans - has been included in the budget estimates for 1956-57 for the Corporation's activities.

Coir industry.- Since the Coir Industry still remains in a primitive state it is proposed to set up a Central Research Institute at Kalamassery and a pilot plant and a Branch Research Institute at Calcutta, where possibility of mechanisation of the industry, improvement of the quality and durability will be studied carefully. The pilot plant suggested would give an opportunity to watch the effects of displacement of labour in the event of mechanisation of the manufacturing sector. A provision of 1.7 million rupees as loans to the State Governments for the development of the industry has been made in the Budget Estimates for 1956-57.

Khadi Industry.- A pilot project on ambar charkha at a cost of 3 million rupees has already been undertaken. The programmes taken up by the All India Khadi and Village Industries Board envisage a large measure of employment. A sum of 10 million rupees placed at the disposal of the Khadi Board to be used as revolving credit for financing all the processes for the manufacture of khadi during the year 1954-55 was raised to 15 million rupees. Grant of 3 annas rebate in a rupee continued on all sales. An emporium for intensifying the sales of khadi has been opened in Delhi and ~~also~~ another is proposed to be opened at Calcutta. A provision of 53.7 million rupees - 40.7 million rupees as grants and 13 million rupees as loans - has been made in the budget estimates, 1956-57.

Village Industries.- Grants and loans totalling 12 million rupees and 7.6 million rupees respectively have been sanctioned upto December 1955 for the development of the following village industries; Hand-made paper; palm gur; village oil industry; hand-pounding of rice; atta chakkis; bee-keeping; pottery; cottage match; soap-making with non-edible oils; fibre industries; village leather industry and gur and khandsari industry. The scheme regarding development of village industries on intensive basis which was introduced in 15 centres during 1954-55 has been extended to 20 more areas during the year 1955-56.

The Board's scheme regarding the establishment of Research Institute for Village Industries involving recurring and non-recurring expenditure of 438,000 rupees and 434,000 rupees respectively has also been sanctioned. The Institute which has been established at Wardha in Madhya Pradesh will conduct researches into the problems facing village industries especially in regard to the techniques of production and improvement of tools and equipment. A provision of 28.5 million rupees - 15 million rupees as grants and 13.5 million rupees as loans - has been included in the budget estimates for the development of village industries.

Central Silk Board.- The present consumption of raw silk in the country is estimated at 3 million pounds per annum while the indigenous production is estimated at 2.50 million pounds per annum. To make the country self-sufficient, the Central Silk Board has evolved several schemes to improve the quality as well as the quantity. The Board makes grants to the State Governments for specific schemes of research, improvement of quality of non-mulberry silk and development of sericulture. The Board is also arranging deputation of officers and representatives of rearers, reelers and workers to Japan for higher training in this industry. A provision for 6 million rupees - 3.5 million rupees as grants and 2.5 million rupees as loans - has been made in the budget estimates, 1956-57 for the activities of the Central Silk Board.

All India Handicrafts Board.- This Board is responsible for the development of handicrafts industry and its schemes are executed through the agency of the State Governments. The Board have held exhibitions in many foreign countries, viz., Belgium, Denmark, Sweden, Finland and Moscow, and propose to hold similar exhibitions in U.S.A. and East Germany during the current year. A provision of 9 million rupees - 6 million rupees as grants and 3 million rupees as loans - has been made in the budget estimates, 1956-57 for the programmes of this Board.

(Explanatory Memorandum on the Budget of the Central Government for 1956-57 as laid before the Parliament).

44. Merchant Marine and Fisheries.

India - April 1956.

Control of Shipping (Continuance) Act, 1956
(No. 10 of 1956).

The Government of India gazetted on 22 March 1956 the Control of Shipping (Continuance) Act, 1956 as passed by Parliament and which received the assent of the President on 21 March 1956. The Act extends the life of the Control of Shipping Act, 1947 for a further period of two years from 31 March 1956.

The Act of 1947 provides for the Control of coastal shipping through a system of licensing and for certain other ancillary matters. It ensures that the available tonnage is used to the best advantage of the country and helps in the implementation of Government's policy of coastal reservation for Indian shipping. The provisions of the Act will be included in the consolidated Indian Merchant Shipping Bill to be introduced in Parliament.

(Gazette of India, Extraordinary,
Part II, Section 1, ~~22 April 1956~~ March
1956, page 471)

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - APRIL 1956.

50. General.

Conditions of Labour in the Basic Metal Industry
(Ferrous Group).

A survey of Labour conditions in the basic metal industry in India appears in the "Indian Labour Gazette", Vol. XIII, No. 8, February 1956, based on information furnished by 35 out of 100 units to whom questionnaires were sent by the Labour Bureau. The responding units included almost all important units such as the Tata Iron and Steel Works, the Burnapur and Kulti Works of the Indian Iron and Steel Co and the Bhadravati Iron Works, Mysore, and accounted for approximately 86 per cent of the total number of workers employed in the Ferrous Sub-Group. According to the definition given by International Standard Industrial Classification, basic metal industries include smelting and refining, rolling, drawing and alloying and manufacture of castings, forgings and other basic forms of ferrous and non-ferrous metals. The broad group basic metal is thus composed of ferrous and non-ferrous sub-groups. According to statistics of employment available with the Bureau, in the year 1953 there were 618 factories in India under the basic metal industry group, employing 91,766 workers. Of these, 445 factories employing 82,253 workers were in the ferrous sub-group and 173 factories employing 9,513 workers in the non-ferrous sub-group. It was decided to cover the ferrous sub-group of basic metal industry under the present enquiry and to take up the non-ferrous sub-group at a later stage. From the figures given above it will be seen that the ferrous sub-group covers nearly 90 per cent of the total labour employed in the industry.

Employment:- The table below gives employment figures in the various units for the years 1952, 1953 and 1954:-

State	No. of Units.	1952	1953	1954
1. West Bengal.	13	25,817	25,650	25,258
2. Bombay.	8	2,233	2,037	2,191
3. PEPUSU.	3	241	304	289
4. Punjab.	2	298	158	140
5. Uttar Pradesh.	2	1,200	1,110	817
6. Bihar.	2	34,531	34,703	35,396
7. Delhi.	2	59	67	67
8. Hyderabad.	1	950	892	975
9. Madras.	1	641	540	553
10. Mysore.	1	4,622	4,715	5,007
Total.	35	70,592	70,186	70,693

The size distribution of the units shows that the bulk of the workers (92.4 per cent) were employed in seven units alone. Of the remaining units, 13 employed less than 100 workers or 0.9 per cent of the total labour force, 12 employed between 100 and 500 workers and accounted for 3.6 per cent of the labour force and 3 employed over 500 but less than 1,000 workers.

Of the 35 units only 18 employed contract labour. In these units 7,535 out of a total of 57,517 were employed through contractors. Taking all the units into consideration the percentage of contract labour to the total labour force was approximately 11 per cent. The contract labour was mostly employed in larger units and in the States of West Bengal and Bihar. They were generally employed for jobs such as scrap cutting and bundling, loading and unloading, construction work, cutting of raw material and moulding, etc. The age and sex distribution of the total labour employed shows that in 1954, nearly 92 per cent of the workers were men, 8 per cent women and only 0.2 per cent children. Women were generally employed as sweepers and coolies. Of the total number of women workers i.e., 5,701, 3,948 or 69 per cent were employed in Bihar and 1,571 or 28 per cent in West Bengal. Child labour was mainly employed in the unit in Mysore.

Recruitment.— The system of recruitment varied from unit to unit. Generally the larger units had labour bureaus or labour recruitment committees under directors of personnel for recruiting direct labour. The smaller units recruited workers either by advertisement in the papers or by posting notices outside the factory gates. The system of recruitment through sirdars or contractors was almost non-existent. Out of 35 units, 8 units reported that they utilised the services of Employment Exchanges for recruitment of skilled labour. Some of the units gave preference to ex-employees, dependents and near relatives of permanent employees, etc.

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Length of service.- An analysis of the length of service of the workers shows that 54.5 per cent of the workers had service of more than 10 years and 25.4 per cent had put in between 5 to 10 years of service. In other words, 80 per cent of workers had more than 5 years' service. Workers with less than 1 year of service formed only 5.6 per cent of the total. Among temporary workers, only about 5 per cent had more than 10 years' service and about 17 per cent more than 5 years' service. On the other hand, among permanent workers, only about 2 per cent had less than one year's service, and about 86 per cent had service of more than 5 years.

Absenteeism.- Only 25 units furnished data relating to absenteeism. The rate of absenteeism varied from 12.4 in West Bengal to 1.3 in Uttar Pradesh. In most of the States the rate tended to increase during summer months.

Wages and earnings.-(a) basic wage.- Of the 31 units furnishing information relating to wages, 20 units paid separate dearness allowance and the rest 11 units paid consolidated wages. The lowest paid unskilled male mazdoors in the former group of units got basic wages varying from 10 annas to 2 rupees and 4 annas per day and female mazdoors got a basic wage varying from 10 annas to 1 rupee 11 annas and 6 pies per day. In the latter group the wage rates varied from 13 annas and 9 pies to 3 rupees and 4 annas per day in the case of male mazdoors. There were considerable variations in the basic wages of other categories of workers in the industry.

(b) Dearness allowance.- Twenty of the 31 units furnishing information regarding wages had some sort of dearness allowance to supplement basic wages, the rest 11 units had system of consolidated wages. Four (all in West Bengal) of these 20 units did not specify the scale of dearness allowance. The rate of dearness allowance in the remaining 16 units showed little uniformity.

(c) Annual profit bonus.- Ten of the 35 units paid annual profit bonus to workers in the year 1954. In all the units the bonus was voluntary. Profit bonus was paid out of net profits and generally workers with one year of service were eligible.

(d) Production bonus.- Thirteen (5 in West Bengal, 2 each in Bihar and Bombay and one each in Madras, Mysore, Uttar Pradesh and Hyderabad) of the responding units paid production bonus to their employees. The bonus was generally linked to the production and payments were made according to schemes framed specifically for the purpose.

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(e) Incentive bonus.- One unit in Bihar pays an incentive bonus as a percentage of the basic wage. The incentive bonus is paid as a group bonus in two parts: an equipment utilisation bonus and a labour utilisation bonus. The maximum attainable plant capacity has been ascertained. The base period performance index has also been ascertained by time study. For performance above base period index the incentive wage is paid at a progressive rate and for reaching 100 per cent performance a bonus of 80 per cent is paid.

(f) Attendance bonus.- Only three units - one each in Bihar, Mysore and Bombay - paid attendance bonus. The Bihar unit paid attendance bonus for the year 1954 at the rate of 10 per cent of basic wages to all daily-rated monthly-paid workers and monthly-rated staff drawing up to 150 rupees per month. It was 20 per cent for all daily-rated weekly-paid staff. The bonus was not payable if a worker was absent without pay for more than 2 days in a month. The Mysore unit paid attendance bonus at 5 per cent of the basic wages to such of the daily-rated staff who were not absent on leave on loss of wages on any day during the month. In the case of the monthly-rated staff 5 per cent of their basic pay was paid as attendance bonus if they were not absent on leave with pay for more than one day during the month. The Bombay unit paid 10 per cent of basic wages to workers of engineering department as attendance bonus.

(g) Other allowances.- One unit in West Bengal gave to its non-manual workers basic ration at the rate of 2.5/8 seers of rice plus 2.5/8 seers of atta and 2 seers of dal per fortnight. The manual workers in this unit got basic ration at the above scale and in addition 1/4 seer of rice extra per day of attendance. One unit in Bihar paid food subsidy at the rate of 12 rupees and 8 annas per month to bachelors and 17 rupees to married workers.

Four units - 3 in West Bengal and one in Bihar - paid house rent to workers who were not provided housing accommodation. The rate varied from 3 rupees to 4 rupees per month in West Bengal units and from 2 rupees to 5 rupees per month in the Bihar unit.

Conveyance allowance was paid by two units only - one each in Hyderabad and Mysore. The respective rates were 11 rupees and 4 annas for every three months and 7 rupees and 8 annas per month.

One very large unit in Bihar gave various concessions in kind to its workers. These included cheap electricity and fuel supply, housing and educational facilities, free supply of water and conservancy services. In a West Bengal unit workers engaged in the handling of long length billets were paid Heavy Allowance at the rate of 2 annas and 6 pies per day. Some of the workers also received shoe and clothing allowances.

Earnings.- Data regarding the actual earnings of workers are not available for different occupations. However, information regarding the calculated earnings for these occupation in the two units in Bihar is shown in the table below. The earnings have been calculated for 26 working days at the rate of basic wages prevalent and the dearness allowance and other allowances admissible as in January 1955. The information relates to 31 units for which complete data were available.

Occupation	Bihar (2)							
	Basic Wages		Earnings					
	Minimum	Maximum	Minimum	Maximum				
	Rs.	As.	Rs.	As.				
Fitters.	53	10	102	6	137	4	237	15
Machinemen.	37	6	102	6	74	6	237	15
Blacksmiths.	53	10	102	6	92	12	237	15
Masons.	53	10	102	6	107	1	237	15
Painters.	35	12	61	12	99	15	131	8
Moulders.	53	10	102	6	103	8	237	15
Carpenters.	53	10	84	8	92	12	204	8
Tongsmen.	58	8	71	8	151	14	184	6
Turners.	53	10	102	6	105	5	237	15
Hammormen.	37	6	45	8	74	6	122	1
Welders.	53	10	81	4	121	6	237	15
Drillers.	39	0	48	12	76	0	157	15
Electricians.	133	4	152	12	303	4	342	10
Cranemen.	52	0	120	4	89	3	277	14
Firemen.	32	8	71	8	69	8	177	8
Mazdoors (Male).	26	0	26	0	63	0	72	11
Mazdoors (Female).	21	2	21	2	53	10	65	15

Working conditions.- Hours of work in 27 units (West Bengal 10, Bombay 6, P.E.P.S.U. 3, the Punjab and Delhi 2 each, Uttar Pradesh, Hyderabad, Madras and Bihar on e each) were 8 per day and 48 per week. Of the remaining 8 units, 5 units (2 in West Bengal, and one each in Uttar Pradesh, Mysore and Bihar) had 8 hours per day and 48 hours per week for general shift workers and 7 1/2 hours per day and 45 hours per week for continuous shift workers.

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Information regarding leave and holidays is available in respect of 30 units. Of these, 28 followed the provisions of the Factories Act so far as annual leave was concerned. One unit in West Bengal allowed 30 days' leave with pay. A large unit in Bihar also gave the same amount of leave to monthly-rated staff but to its daily-rated employees it allowed leave as prescribed under the Factories Act. Apart from privilege leave some of the employers also allowed some other leave and holidays to their employees.

Accidents and compensation.— Information relating to accidents for the year 1954 was available for 20 units and the same is shown below:—

State	No. of units.	No. of Accidents.				No. of accidents compensated.	Amount of compensation paid.
		Total	Minor	Serious	Fatal		
							Rs.
West Bengal.	8	1,765	1,454	320	11	913	71,517
Bihar.	2	1,372	1,138	231	3	1,354	117,602
Mysore.	1	298	296	2	-	298	8,831
Bombay.	3	124	56	67	1	86	12,669
Hyderabad.	1	10	N.A.	10	=	N.A.	N.A.
Madras.	1	16	7	9	=	9	123
Uttar Pradesh.	1	54	52	2	=	*	*
Delhi.	1	5	5	-	=	*	*
Punjab.	2	11	6	5	-	*	*
Total.	20	3,655	2,994	646	15	2,640	210,742

*Cases being dealt with under the Employees' State Insurance Scheme.
N.A.* Not Available.

Housing.— Fifteen units (3 each in West Bengal and P.E.P.S.U., 2 each in Bihar and Delhi and one each in Uttar Pradesh, the Punjab, Madras, Hyderabad and Mysore) provided housing accommodation to their workers. The percentage of workers housed and the standard of accommodation provided varied from unit to unit. The three units in West Bengal housed from 19 per cent to 60 per cent of their workers while the units in P.E.P.S.U. housed about 50 per cent of their workers. One large unit in Bihar housed about 45 per cent of its workers and the figure for other unit was not available. Units in Uttar Pradesh, the Punjab, Madras, Hyderabad and Mysore provided accommodation to 50 per cent, 50 per cent, 1.6 per cent, 9 per cent and 41 per cent of their workers respectively.

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Medical facilities.- Medical facilities in the units in the States of the Punjab, Uttar Pradesh and Bombay where Employees' State Insurance Scheme was in force, was the responsibility of the Employees' State Insurance authorities. These units maintained in the works the minimum requirements as required under the Factories Act. In other States, large units had well equipped hospitals and dispensaries. The TISCO maintained a 416 bedded hospital and 6 dispensaries where employees and their families received free medical aid. They also maintained 5 maternity and child welfare clinics, two well-equipped first aid stations, an infectious disease hospital and four well curative centres for leprosy patients. Bhadravati Works in Mysore maintained a 100 bedded hospital. The Burnpur Works had a 140 bedded hospital and the Kulti Works two well-equipped hospitals, one each for men and women. The Kulti Works had in addition one hospital ~~and~~ for infectious diseases, two branches dispensaries for outdoor treatment and a first aid centre inside the works. The Burnpur Works had, in addition, a Rehabilitation Centre, a maternity centre, a separate ward for female patients and a special block for infectious cases. Other units kept only first-aid boxes as required under the Factories Act.

Welfare.- Fourteen units - 5 in West Bengal, 5 in Bombay, 2 in Bihar and one each in Uttar Pradesh, Hyderabad, Madras and Mysore - provided canteen facilities for their workmen. Some units were running tea kiosks in addition. Snacks and meals were supplied at the canteen at very reasonable rates. Rest shelters were provided in 12 units, 4 in West Bengal and one each in Bombay, the Punjab, Uttar Pradesh, Bihar, Delhi, Hyderabad, Madras and Mysore. The TISCO had a separate rest room for women workers. In the same unit 4 waiting halls, outside the works gates, were also provided for employees coming from long distances. Co-operatives were existing in 11 units - 4 in West Bengal, 2 each in Bombay and Bihar and one each in Uttar Pradesh, Madras and Mysore. All big units had provided community baths.

Maternity benefit.- Information regarding the number of maternity claims admitted, claims paid and the amount paid as benefit during the year 1954 is available in respect of 6 units - 3 in West Bengal, 2 in Bihar and one in Mysore. The total number of claims made in these 6 units was 327 out of which 306 claims were paid. The total amount paid came to 27,578 rupees. Of these, units in Bihar accounted for 231 claims for which an amount of 23,456 rupees was paid.

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Provident Fund.- Engineering industry is covered by the Employees' Provident Fund Act, 1952. Out of the 35 units responding to the questionnaire, 24 reported schemes of provident fund for their workmen. The remaining 11 units (3 each in West Bengal and Bombay, 2 each in P.E.P.S.U. and Delhi and one in the Punjab) were either not covered by the Act because they employed less than 50 workers or information in respect of them was not available. A study of the conditions of eligibility shows that generally workers with one year's continuous service were eligible to become members of the schemes. In one unit in Bombay, the eligibility condition was 6 months' continuous service. All the schemes were contributory in character. In twenty-two units the rate of contribution was $6 \frac{1}{4}$ per cent of basic wages and dearness allowance. In one unit each in West Bengal and Bihar the rate of contribution was $6 \frac{1}{4}$ per cent of basic wages and dearness allowance or $8 \frac{1}{3}$ per cent of basic wages whichever was higher. In the Mysore unit the rate of contribution was $8 \frac{1}{3}$ per cent of basic wages and dearness allowance.

Industrial relations: (a) Standing Orders.- Fifteen units - 5 units in West Bengal, 4 in Bombay, 2 in Bihar and one each in Uttar Pradesh, Hyderabad, Mysore and Madras - had certified standing orders specifying with sufficient precision, the conditions of employment of their workers. The other units were either not covered by the Industrial Employment (Standing Orders) Act, 1946 because they employed less than 100 workers or did not furnish information on the subject.

(b) Works Committees, etc.- Twelve units - 5 in West Bengal, 4 in Bombay, 2 in Bihar and one in Madras - had works committees which were bipartite in composition and advisory in character. One of the two units in Bihar had 3 works committees, two for factory workers and one for non-factory employees. Three units - two in Bihar and one in Mysore - had production committees as well. These committees were composed of equal number of representatives of labour and management and aimed at increasing production by efficient utilisation of capacity, elimination of waste, improvement in methods of processes, etc.

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Labour Officers.- All bigger units, employing 500 or more workers had employed labour officers and/or labour welfare officers. The TISCO had a large personnel department and in addition a welfare officer. These officers are entrusted with multifarious duties which range from looking to the welfare of workers to enquiring into their grievances.

Trade Unions.- Workers in the basic metal industry seem to be well organised. Workers in 21 units - 7 in West Bengal, 4 in Bombay, 3 in P.E.P.S.U., 2 each in Uttar Pradesh and Bihar and one each in Madras, Hyderabad and Mysore - had organised themselves into unions. All the unions in the West Bengal units were registered and except one all of them were recognised by the management. In Bombay all unions were recognised by the management but in the P.E.P.S.U. and Delhi none was recognised. Unions in other units were recognised and registered. Statistics regarding membership of these unions were not furnished by the units. According to information available for the year 1954 in respect of Basic Metal Industry, 50 unions submitting returns had 49,255 workers as their members. Of these, 48 unions and 48,754 members related to 'Iron and Steel' and the rest to 'others'.

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56. Labour Administration.

India - April 1956.

Work of the Ministry of Labour during the year
1955-1956.

Legislation to give effect to the recommendations of the Bank Award Commission (vide pp. 56-57 of the report of this Office for September 1955) and implementation of the Employees' State Insurance Scheme in certain cities were some of the main features of the work of the Indian Ministry of Labour during the year 1955-1956, according to a report recently published by the Ministry*. A brief summary of the report is given below.

I. Legislation.- Two important legislative measures were enacted during the year, namely, the Industrial Disputes (Appellate Tribunal) Amendment Act, 1955, and the Industrial Disputes (Banking Companies) Decision Act, 1955.

With a view to ensuring expeditious disposal of applications under Sections 22 and 23 of the Industrial Disputes (Appellate Tribunal) Act, 1950, the Act was amended so as to provide for the disposal of such applications by Industrial Tribunals constituted under the Industrial Disputes Act, 1947, or by a single member of the Labour Appellate Tribunal.

Consequent on the Government accepting the recommendations of Shri Justice P.B. Gajendragadkar on the bank disputes, the Industrial Disputes (Banking Companies) Decision Act, 1955, was enacted in October 1955 to give effect to his recommendations.

* Report 1955-1956. The Ministry of Labour,
Government of India, pp.40c

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In order to amend the Industrial Disputes Act for certain purposes, a Bill was introduced in the Lok Sabha on the 21 September 1955. It is proposed to amend the Payment of Wages Act with a view to eliminating certain practical difficulties experienced in its administration. Some proposals for amending the Factories Act which inter alia relate to the definitions of the term 'workers', 'factory' and 'manufacturing process', are under consideration.

A Technical Committee has been appointed to advise Government on the amendments which should be made in the list of occupational diseases in Schedule III to the Workmen's Compensation Act. Certain other important amendments are also under consideration and the comments of the State Governments thereon have been invited.

It has been decided to place the entire question of enacting separate and comprehensive legislation for motor transport workers before the next meeting of the Tripartite Standing Labour Committee.

It is proposed to amend the Minimum Wages Act, 1948, with the main object of creating a standing machinery for fixing minimum wages. The working of the Coal Mines Provident Fund and Bonus Schemes Act has revealed certain lacunae and in order to rectify these, it is proposed to amend the Act. The working of the Employees' Provident Fund Scheme has brought out certain defects in the Act which are proposed to be rectified by amending the relevant provisions.

Implementation of Labour Laws.- The Central Minimum Wages Advisory Board was reconstituted to advise the Central Government and State Governments in the fixation and revision of minimum wages and other related matters. It is proposed to convene the meeting of the Board shortly.

The progress of implementation of the Plantations Labour Act was reviewed at the 7th Session of the Industrial Committee on Plantations held at New Delhi on 31 August and 1 September 1955. Some of the State Governments have since issued their final rules under the Act, while others are expected to do so shortly.

The Central Government have also drawn up a scheme for grant of interest-bearing loans to small planters for construction of houses for workers. Details of the scheme are being finalised and it is expected to come into force from the 1 April 1956.

There was general improvement in compliance with the statutory provisions of the Indian Dock Labourers' Regulations. The improvement was particularly noticeable with regard to testing, annealing and examination of lifting machinery and gear on board ships. To obtain effective compliance with the Regulations relating to handling of noxious goods and corrosive and caustic substances at the Port of Bombay, a meeting was arranged between officials of the Bombay Port Trust, Dock Labour Board and the Transport and Dock Workers' Union at which provision of certain protective equipment for use by the workers handling such goods was agreed upon. Efforts were also made by the Inspectors of Dock Safety at other ports to secure compliance with these requirements.

The total number of accidents reported during the year was higher than in the previous year i.e. 2700 in 1954 as against 2654 in 1953. The increase could be attributed to better reporting of accidents.

In all, 11 prosecutions were instituted for breaches of the Act and Regulations, 10 of which resulted in convictions and one was pending. A Conference of the Inspectors, Dock Safety, was held in New Delhi in March 1955 where matters relating to the administration of the Indian Dock Labourers' Act and Regulations were discussed.

The question of amending the Dock Workers (Regulation of Employment) Schemes in the light of the recommendations made by the Dock Workers Enquiry Committee (vide pp.88-92 of the report of this Office for March 1956) is under consideration.

Under the Calcutta Dock Workers (Regulation of Employment) Scheme, 1951, an emergency was declared for a period of three months which was extended by another three months consequent on the trouble that arose in Calcutta docks due to "go slow" started by some stevedore workers.

Consequent upon the amendment of the Employment of Children Act in 1951, the Employment of Children (Railways/Major Ports) Rules, 1940, were replaced by the Employment of Children (Railways/Major Ports) Rules, 1955, which provide for all matters specified in Section 7(2) of the Act.

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II. Industrial Relations.- The man-days lost through work-stoppages from January to October 1955, were 48, 94, 899 (as against 28, 83, 510 for the corresponding period in 1954). The prolonged strike in Kanpur Textile Mills accounted for much of the increase. The number of disputes (leading to strikes and lock-outs) during January-October 1955 was 921, as against 694 in the corresponding period in 1954.

The Government accepted the substantive terms of the award of the Bank Award Commission and enacted the Industrial Disputes (Banking Companies) Act, 1955.

During the calendar year 1955, thirty industrial disputes in the "Central Sphere", namely, mines, major ports, railways, banking and insurance companies having branches in more than one State, were referred for adjudication to the Standing Tribunals at Lucknow and Dhanbad. In addition, four disputes were referred to the Governments' Tribunals and ad hoc Tribunals. A third standing Tribunal was constituted with Shri K.N. Kunju Krishna Pillai as its Chairman with headquarters at Madras.

The Labour Appellate Tribunal, with its headquarters at Bombay and branches at Lucknow, Calcutta and Madras disposed of 1282 appeals and 1523 applications during the period January-October 1955. The number of appeals and applications pending before the Tribunal at the end of October 1955 were 1205 and 1808 respectively. With a view to expediting the disposal of pending appeals and applications, Government increased the number of benches from four to eleven. Satisfactory progress has since been made in this regard.

More than 715 works committees were actually functioning in the Central Sphere. Many of these undertakings also set up Production Committees, which brought out useful suggestions from workers for increasing efficiency. Accident Prevention Committees functioning in all the larger establishments helped in the reduction of accidents and consequent wastage and suffering.

III. Training and Employment.- The State Labour Ministers' Conference held at Hyderabad in November 1955 agreed that the Employment Service should be a National Service, administered by State Governments, subject to policies and procedure settled at the national level. It recommended that the administration of both the Exchanges and Craftsmen Training Centres should be transferred to the control of State Governments. Accordingly, negotiations have been started with the State Governments.

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The services of two experts were obtained from the I.L.O., one for assisting in organising an employment market information programme and the other for undertaking a programme of occupational research and analysis.

Two District Employment Exchanges and a Camp Employment Office were opened bringing the total number of Employment Exchanges to 131 at the end of November 1955. The Employment market showed signs of improvement as compared to the previous year. It has been decided to issue periodically Staff Training Bulletins containing useful information for Employment Officers.

The 'Employment News', a monthly bulletin, the publication of which was discontinued some time back, has been revived.

The recommendations made both by the National Trades Certification Investigation Committee and the Training and Employment Services Organisation Committee for the constitution of a National Trade Certification Board have been accepted.

The total number of Training Institutes in operation at the end of December 1955 was 60. Training was imparted in 29 technical trades and 18 vocational trades/occupations.

A scheme to train women as Craft Instructors was undertaken as an experimental measure at the Industrial Training Institute for Women, New Delhi. The training facilities under this scheme were confined to (i) Cutting and Tailoring and (ii) Embroidery and Needle Work. Twenty-one women Instructors received training under this Scheme and as a result of a trade test in October 1955, 16 were declared passed in the examination. The course is being continued for the second batch of fresh Instructors.

With a view to stimulating an urge in young men for choosing a career in technical and vocational subjects, a 'Hobby Centre' was opened at Allahabad in December 1954 as an annexe to the Industrial Training Institute. The capacity of the Centre was fixed at 200. Regular students in local Schools and Colleges were eligible for admission and a nominal fee of 1 rupee and 2 rupees per mensem respectively was being charged, with reference to the economic status of the guardians. The total number of trainees at this Centre at the end of September 1955 was 74.

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IV. Labour Welfare:-Coal Mines.- The year was marked by further increase in the welfare activities of the Coal Mines Labour Welfare Fund. The budgeted expenditure on these Schemes during the year was 9,821,800 rupees under the General Welfare Account and 1,597,700 rupees under the Housing Account. The facilities provided as in the past year included medical facilities, family counselling, rehabilitation of disabled miners, anti-malaria operations, recreational and educational activities, water supply and housing.

As regards housing under the old subsidised housing scheme, sanction was accorded for the construction of 2,805 houses, upto the end of December 1955, of which, 1,603 houses have been completed and 20 were under construction. Under the revised subsidised housing scheme, sanction exists for 1150 houses of which 64 were completed and 70 are under construction.

Mica Mines.- The budget of the Mica Mines Labour Welfare Fund provided for an expenditure of 1,190,000 rupees for Bihar, 400,000 rupees for Andhra, 202,000 rupees for Rajasthan and 33,000 rupees for Ajmer. The facilities included medical aid, education, recreation, housing and water supply. A subsidy-cum-loan scheme on lines identical to the Industrial Housing Scheme has been extended to the mica mines.

Plantation workers.- Provision for the welfare of workers employed in the tea gardens was made by the Tea Board in its budget for 1955-56. It was agreed that the Rubber and Coffee Boards should earmark some funds to be spent on the welfare of workers in Rubber and Coffee Plantations.

The Plantations Committee at its seventh session held in August-September 1955, agreed that mothers attending the sick children whether in hospital or at home should be allowed leave with full pay if the necessity was certified by the attending doctor.

On 8 January 1956, an agreement was signed between the representatives of workers and the Indian Tea Association for the payment of bonus to plantation workers for the years 1953 to 1956.

Rickshaw Pullers.- The Labour Ministers' Conference held at Hyderabad recommended that rickshaw pulling should be abolished gradually and where it was not possible to do so suitable regulations governing the conditions of work, medical examination etc. should be enforced.

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V. Social Security.- During the year the Employees' State Insurance Scheme was implemented in certain cities in Hyderabad, Calcutta and Howrah Districts, certain areas in Andhra and Madras and in Uttar Pradesh bringing the total number of insured employees so far to one million.

It is planned that before the end of 1955-56 the Scheme would be implemented in certain further areas in Travancore-Cochin, Madhya Pradesh, Saurashtra, Rajasthan and Ajmer. The total number of workers to be covered ultimately is about 2.25 millions.

Unemployment Insurance Scheme.- It was mentioned in the last report that a working group comprising the representatives of the Ministries of Labour, Finance, Commerce and Industry, the Planning Commission and the Employees State Insurance Corporation had been set up to make a preliminary study of the problem of unemployment insurance and the procedure to be adopted for the drawing up of an Unemployment Insurance Scheme. It was decided not to pursue the proposals made by the working group as the benefits already enjoyed by the workers under the lay off and retrenchment provisions of the Industrial Disputes (Amendment) Act, 1953, were considered to be better than those envisaged by the group.

Employees' Provident Fund Scheme.- The Act and the scheme are now applicable to 1,600,000 workers employed in 1995 factories. Since the inception of the Scheme in November 1952 up to the end of December 1955, a sum of about 554.0 million rupees has been collected from the exempted and unexempted factories and invested in Central Government Securities. The average annual investment works out to about 174.0 million rupees. Since the average income during the year by way of interest was higher than the preceding years, the members of the Fund were allowed interest on their accumulations at 3 1/2 per cent instead of 3 per cent. The Employees Provident Fund Scheme at present covers 6 selected industries. It is now proposed to extend the Scheme to cover all industries having total employment strength of 10,000 workers throughout the country. With the proposed extension the coverage will be nearly doubled. The Employees Provident Funds Schemes Act, 1952, in its existing form cannot be extended to non-factory industries. Government, however, propose to amend the Act to include an enabling provision to the effect that the Act will apply to such mines, plantations and commercial establishments as may be specified by the Central Government.

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Under the Coal Mines Provident Fund Scheme a sum of 56 million rupees was invested in Government securities till the end of December 1955.

VI. National and International Conferences.- The national labour conferences held during the year were:

- (i) The fourteenth session of the Indian Labour Conference at Bombay in May 1955;
- (ii) The Committee on Building and Construction Industry at New Delhi in August 1955;
- (iii) The seventh session of the Industrial Committee on Plantations at New Delhi in August-September 1955; and
- (iv) The twelfth session of the Labour Ministers' Conference at Hyderabad in November 1955.

A Conference of the Chief Inspectors of Factories was held in New Delhi in March 1955 and was attended by the representatives of 18 States.

VII. Technical assistance and other items of interest.- The report also mentions the foreign technical assistance provided including that from the I.L.O., the work of the Productivity Centre at Bombay, schemes for training within industry, study of thermal environment in industry and determination of comfort ranges in relation to work, and industrial hygiene survey.

(The report on the work of the Ministry of Labour during 1954-55 was reviewed at pp. 86-94 of the report of this Office for March 1955).

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Labour Policy of the West Bengal Government:
Minister's address at State Legislature.

Shri Kalipada Mukherjee, Minister for Labour, West Bengal, moving the demand for the grant of 9.2 million rupees for the budget year 1956-57, under the head 'miscellaneous departments' including labour, explained the labour policy of the Government.

Employees' State Insurance Scheme.— Shri Mukherjee stated that the State Government proposed to extend the operation of the Employees State Insurance Act to all the industrial areas of West Bengal within the Second Five-Year Plan period.

Unemployment problem.— Referring to the unemployment problem Shri Mukherjee said that Government proposed to set up with a view to reducing unemployment a scheme entitled "Man-power and Employment Scheme", composed of five items, namely (i) collection of employment market information, (ii) establishment of youth employment service, (iii) employment counselling at employment exchanges, (iv) occupational research and analysis, and (v) occupational testing at these exchanges. He said that employment opportunities in this State were increasing steadily. For instance, the average number of workers employed daily in registered factories, excluding Ordnance Factories, during 1954 was 609,730 as against 607,963 in the previous year.

The average employment in mines and tea gardens stood at 90,400 and 250,000 respectively in 1954. He felt that the Durgapur Scheme, which was under way would also employ between 11,000 to 14,000 men for erection of the plant and accessories. When the plants would be in operation approximately 1,500 men would be directly employed in the plant and with its growth 3,000 to 5,000 men would get further employment annually. Besides the State Transport Service had provided employment for another 3,000 persons. A total of 3,000 West Bengal National Volunteers Corps personnel had so far been trained as seamen and Government had sent up 2,011 persons for training as inland steamer crews. Of the latter 1,842 passed and 1435 got employment. The scheme sponsored by the Education Department for Social Education had also given employment to nearly 20,000 middle-class educated persons. He hoped that the radio factory at Kalyani and the execution of the small-scale engineering scheme in Howrah and other schemes of the Commerce and Industries Department would open up fresh employment avenues in this State. There had also been a general increase in administrative and clerical employment in public administration and the number of such employees stood at 148,385 in 1955.

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Employment Bureaus.— Shri Mukherjee said that at present there were nine employment exchanges in West Bengal and Government proposed to open nine more district employment exchanges under the Second Five-Year Plan. During the current year four such exchanges would be opened, he added.

As regards the Employees' Provident Funds Act the Minister said that it had been decided to bring the plantation workers under the purview of the Act. The main Act would be amended for the purpose very soon. There was also a proposal now under consideration of the Union Government to extend the Act to certain other industries.

About industrial disputes during the last year the Minister said that the year opened with a large scale strike in steamer companies affecting about 8,000 employees to be followed by numerous strikes in tea gardens in Darjeeling and Dooars. There were 352 disputes in 1955 as against 84,186 in 1954 and 2096,104 mandays were lost in 1955, against 2,188,745 in 1954. Out of 5,501 disputes, including strikes and lock-outs, 4,275 cases were disposed of during the year. Of these, 2,114 disputes were successfully settled. The number of disputes referred for adjudication during the year was 399 and 323 awards were made. Substantial amounts of bonus had been paid to workmen of many concerns either through conciliation or under awards. As to the Indian Tea Planters' Association's refusal to pay bonus agreed upon by the Bonus Committee Shri Mukherjee said that he was discussing with Indian Tea Planters' Association representatives for a settlement, which is shortly expected.

(Amrita Bazar Patrika, 15 March 1956).

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Bombay: Legislative Assembly passes Budget Demand
for Labour.

The Bombay Legislative Assembly passed on 13 March 1956, the budget demand for "Miscellaneous Department (Labour)", for 5.7 million rupees.

Unemployment problem.— Speaking during the debate, Shri Shantilal Shah, Minister for Labour, stated that the Bombay Government alone "will not be able to solve the problem of unemployment". It must be handled and tackled on a national scale, he added. He, however, assured the House that the State Government and the Government of India were very much alive to this problem and were doing their best to solve it.

Shri Shah suggested that industries should be "equally and properly" dispersed and employment should be provided to the people "nearer their homes" so that the migration to towns and cities could be reduced.

The Labour Minister stated that persons from all over India came to Bombay in search of employment and it was not possible for his Government to provide employment to "anybody and everybody" who came here. If the problem was restricted to that of giving employment only to the citizens of this State, it would have been very easy. But the Constitution guaranteed freedom of movement to citizens of India, irrespective of the State they belonged to. It was, therefore, not possible for the Government to solve this problem alone.

He said that employment facilities had, however, been gradually increasing in the State. Whereas in 1955 the number of factory workers in Bombay was 741,897 it had increased to nearly ~~eight~~ 800,000 in June, last year.

Shri Shah said that the Government of India was considering a proposal to conduct the family budget inquiry all over the country and, as far as possible, at the same time. Such an all-India inquiry would facilitate comparison of the cost of living index figures obtaining in Bombay and other industrialised cities in the country.

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He denied the allegation that the Government showed favouritism to unions affiliated to the Congress-sponsored Indian National Trade Union Congress. He said that if there had been any partiality at all, it had only worked in favour of the Praja-Socialist-sponsored Hind Mazdoor Sabha. However, he said he would disclaim all partiality.

The Minister admitted that the administration of the working of the Minimum Wages Act was not quite satisfactory. He said that unless the unions themselves came forward and co-operated with the Government in a greater measure by sharing the burden, it would not be possible for the Government even with the large number of inspectors at its disposal to enforce the Act effectively.

It was the Government's policy to increase the burden on the unions in this respect and see that they discharged their responsibilities to a greater extent. He wanted the unions to be strong and well organised in order to make the Act effective.

He called upon the unions not to depend entirely on Government help.

(The Times of India, 15 March 1956).

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Madras: Minister's Reply to Debate on Labour Policy.

Shri M. Bhaktavatsalam, Minister in charge of Labour, Madras, replying to the discussions in the Madras Legislative Assembly on the demand for grants under the head 'labour' on 22 March 1956, stated that the Government proposed to introduce legislation, probably in the course of the coming year, on various matters relating to labour like legislation for compulsory recognition of a single trade union in each industry with a view to avoiding rivalry among trade unions. There was complete agreement, he said, among the members of the Labour Advisory Committee in this matter.

He also added that, it was proposed to bring in separate legislation to regulate the conditions of workers in hotels, restaurants and boarding houses. The Madras Maternity Benefit Act was sought to be amended so as to liberalise the application of its provisions. The Madras Shop and Establishments Act was proposed to be re-enacted in the light of the experience gained and along the lines of the draft Bill of the Central Government circulated to the State Governments. Legislation to regulate the conditions of beedi workers would be undertaken as soon as the Report of the Special Officer appointed to investigate their condition was made available to the Government.

Referring to an allegation that the Government had failed to refer certain labour disputes to adjudication, the Minister said the Government had been entrusted with some discretionary powers in the matter and it had to use them carefully and justly. The Government did not believe that all disputes should be invariably referred to adjudication. It had tried to effect settlement in many cases and had succeeded in doing so. Prolonged enquiry by way of adjudication had been avoided in those cases. He instanced the dispute between the workers and managements of the textile mills in Coimbatore over the question of payment of bonus, which was amicably settled through the intervention of the Government.

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As regards the plea for payment of bonus to plantation workers, the Minister said a special officer had been appointed to go into the question and having appointed a tribunal, the Government had to await its report. During last year, awards were given in 311 labour disputes by the tribunals. There was, therefore, no point in saying that the Government hesitated to refer labour disputes to adjudication. It was also not right to say that the Government were reluctant to take action against managements who had failed to carry out the awards of tribunals. Last year, eleven prosecutions were made against managements for such failure. The Minister assured that in tackling the labour problem the Government was equally firm in dealing with the management and the labour.

Replying to a plea by a member that the labour employed by the Government should be given the same facilities as were being given to their employees by private concerns, the Minister assured that the Government would not do anything by way of exploiting labour. But it should be realised that there was some difference between Government undertakings and undertakings by capitalist concerns. The Government was interested in promoting cultural activities among the labour. The Government proposed to start two centres in Madras City, two in Coimbatore and one in Madurai for welfare work among the labour.

(The Hindu, 23 March 1956).

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Uttar Pradesh: Annual Report on the Working of the
Factories Act for the Year 1953*.

According to the annual report on the working of the Factories Act, 1948, in Uttar Pradesh for the year 1953, the number of factories subject to the control of the Act increased from 1,667 to 1,743. The report adds that the increase in the number of factories was due to the strict vigilance of the authorities and management of such factories which were amenable to the provisions of the Act found it difficult to work them without obtaining a licence.

During the year under report 251, i.e. 106, 2(m)(i) plus 41, 2(m)(ii) plus 24 new factories were added to the register of factories while 175, i.e., 120, 2(m)(i) plus 30, 2(m)(ii) plus 25 did not apply for licences. Necessary action to ensure the applicability or otherwise of the Factories Act to their premises was taken and as they were found either not working or not amenable to the Act, they have been considered as removed from the list. Thus the total number of factories on the register was 1,716 plus 27 factories which could not be classified for want of certain information. One thousand seven hundred and sixteen factories have been classified as under:-

	1953	1952
2(m)(i) -----	1,514	1,438
2(m)(ii) -----	202	195
	<u>1,716</u>	<u>1,633</u>

Out of the 1,716 factories 89 factories were treated as closed for purposes of annual returns while 70 factories which are under the administrative control of the Central Ministry of Defence were not included. Out of 1,557 working factories, 216 factories did not submit returns. Attention of defaulting factories was drawn to the respective provisions and nine prosecutions were launched against habitual defaulters.

* Annual Report on the Working of the Factories Act, 1948 in the State of Uttar Pradesh for the Year 1953, Superintendent, Printing and Stationery, Allahabad, 1955. Price Rs.5/8/-, pp.115.

Inspections.- The total number of inspections and visits carried out under the Act by Inspectors of Factories were 6,808 (6,490), out of which 3,952 visits were paid to the registered and licensed factories and 2,856 to unregistered premises.

Out of 1,716 factories, all factories were inspected at least once, 592 factories were visited twice, 320 factories thrice and 275 factories were visited more than three times during the year. The number of visits included special visits which were arranged to check illegal overtime work, and to enquire into the complaints and accidents, etc. Four hundred and forty-four (335) visits were paid on Sundays and other weekly holidays and 291(72) during night, rest intervals and beyond working hours to check relevant provisions of the Act. One hundred and forty-five (139) inspections were carried out by District medical officers of health and medical officers of health, who are ex-officio additional inspector of factories. One inspection was also carried out by the sub-divisional ~~inspec~~ magistrate in the capacity of an ex-officio additional inspector of factories. Fifty-four (71) inspections were carried out by the resident labour inspector in the capacity of ex-officio additional inspector of factories.

Employment.- The following table gives comparative figures for the years 1949 to 1953 of the number of factories which had submitted the annual returns and the average daily number of workers employed. The table shows that there has been a regular trend of increase in the number of factories submitting annual returns.

<u>Year</u>	<u>Number of factories</u>		<u>Average daily No. of workers</u>	
	<u>Under Sec.</u> 2(m)(i)	2(m)(ii)	<u>Under Sec.</u> 2 (m)(i)	2(m)(ii)
1949 ---	1,087	91	226,367	7,470
1950 ---	1,145	108	224,643	8,053
1951 ---	1,085	94	195,921	6,593
1952 ---	1,143	121	198,511	8,321
1953 ---	1,207	134	198,138	8,602

The year 1953 recorded a slight decrease by .044 per cent in the average daily number of workers over that of the year 1952 and decrease by 18.872per cent over that of the year 1943.

The following table shows the average daily number of employment of men, women and young persons in factories for the years 1952 and 1953:-

	Adults		Young Persons				Total
	Male	Female	Adolescents.		Children		
			Male	Female	Boys	Girls	
1953--2(m)(i).	195,563	2,087	461	2	25	--	198,138
2(m)(ii).	7,829	708	51	--	14	--	8,602
Total..	203,392	2,795	512	2	39	--	206,740
1952--Total.	203,531	2,707	462	--	131	1	206,832

A general review of the employment of male adult workers in factories during the year under report shows a decrease of 51 over that of the previous year. The trend in factories has been to reduce further the number of young persons employed and there has been a decrease by 41 (i.e. 6.901 per cent) over that of the previous year. The decrease in the employment of young persons is attributed to the strict enforcement of the relevant provisions of the Factories Act, 1948. All adolescents workers except two in the above table were reported to have worked as adults.

Health and safety.- The general health of the workers during the year under report was satisfactory. No epidemics were reported from any of the factories. During the year under review special attention continued to be paid to improve ventilation and temperature. In several factories exhaust fans have been installed, new ventilators opened and though there has been a marked improvement but a great deal still remains to be done.

Adequate steps were taken wherever necessary to mitigate dust and fumes hazards particularly in glass factories, textile and rice mills.

Marked improvements were noticed in both natural and artificial lighting.

Supply of drinking water was generally sufficient and good in quality.

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A total of 7,564 (6,879) reportable accidents occurred during the year under report out of which 25(30) were fatal, 7,539(6,849) were non-fatal. The total number of non-fatal accidents during the year increased by 690 (879) while the number of fatal accidents decreased by 5 as compared with the figures of the previous year. The reason of the increase in the non-fatal accidents is attributed to a greater extent to the enforcement of the Employees' State Insurance Act at Kanpur. It appears that due to the enforcement of the Employees' State Insurance Act, there has been a tendency on the part of the workers to take the maximum advantage of the provisions of the said Act. This encouraged the workers to absent themselves from work for a period which entitles them to the benefits under the Employees' State Insurance Act even on receiving minor injuries. Usually a worker used to continue his normal work in such cases due to fear of losing his wages.

Of the 25 fatal accidents one was due to transmission machinery, one due to machine tools for metal working, one due to hot substances, two due to fire burns, five due to falling objects, six due to persons falling from height, and nine due to miscellaneous causes.

Canteens.- During the year under report the Government rescinded its previous notification specifying the names of factories which were required to provide canteens on representations from the various employers' organisations as the Government felt that it would be hard on factories to notify their names only on the basis of number of persons employed even if the workers had no use for it, and desired to get the matter further investigated. Ninety-two (88) factories other than those factories controlled by the Ministry of Defence, Government of India, provided canteens. Some of the factories were reported running their canteens through a contractor, but no action could be taken as canteen rules had not yet been enforced.

Shelters, rest-rooms and lunch-rooms.- The provisions regarding shelters, rest-rooms and lunch-rooms are applicable on factories wherein more than 150 workers are ordinarily employed. Accordingly 207(191) factories were amenable to the provisions of section 47 of the Act and rules made thereunder, out of which 153(129) factories have provided rest-shelters, rest-rooms or lunch-rooms. The position regarding maintenance and cleanliness in rest shelters also showed improvement though the required standard has yet to be attained.

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Legal action was taken in 12 cases for breach of the provisions of section 47 of the Act. However, during the year under report the number of factories, which have provided rest-shelters increased considerably in comparison to the previous year.

Creches.- Ten (nine) factories had provided creches. Legal action had to be taken against the management of one factory for the breach of section 48 of the Act. However, it has been observed that the management of factories discourage employment of women workers perhaps due to fear of providing these additional factories. Women labour is only employed at places where it is found almost indispensable. The total number of children admitted to creches during the year under report was 176(210). The average daily number of children (a) two years age and below was 63 (83) and (b) above two years was 54(67).

Prosecution.- One thousand and seventy (1,016) prosecutions were launched against managements, occupiers or both by this department for contravention of various provisions of the Factories Act, 1948, and the rules made thereunder.

Convictions were obtained in 415 cases. This figure includes 48 cases in which the accused were let off after admonition, 196 cases resulted in the acquittal of the accused out of which appeals were preferred by Government on behalf of this department in 3 cases which are still pending in the High Court for decision.

Five hundred and fifteen cases were still pending in various courts for decision. Nineteen cases were withdrawn, while five were dropped due to the accused being not traceable. The total amount of fine realised was 32,813 rupees and ranged from 5 rupees to 500 rupees. The average fine per case comes to 30 rupees 1 anna and 7 pies approximately against 34 rupees 4 annas and 9 pies during the year 1952.

Complaints.- Seven hundred and ninety-one (598) complaints were received during the year under report from various sources. The subject matter of 34 complaints was beyond the jurisdiction of Chief Inspector of Factories and no action was possible thereon, 27 out of these were forwarded to authorities concerned and 7 were consigned to records. Three hundred and sixty-two complaints were under the Payment of Wages Act. Three hundred and ninety-four complaints under the Factories Act and one under the Maternity Benefit Act, 1938 were received. Out of these 395 complaints 384 complaints were disposed of during the year under report. The remaining 11 complaints are being pursued. Besides these, 81 complaints under the Factories Act, which were pending since last year, were also disposed of during the year under report.

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U.P. Maternity Benefit Act.- Out of 174 factories subject to the Act, 167 concerns employing 1,319 (1,255) women workers submitted returns for the year 1953. Maternity Benefits amounting to 5,704 rupees 7 annas and 3 pies were paid in seven districts.

Fifty-six factories were found contravening the provisions of the Maternity Benefits Act. Necessary instructions were also issued to them for compliance.

Note:- Figures in brackets refer to those of the year 1952.

(The working of the Act for the year 1952 was reviewed at pages 97-102 of the report of this Office for February 1956)

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Lok Sabha debates Central Government's Labour Policy:
Demands for Grants voted.

The Lok Sabha debated on 11 April 1956 the demands for grants in respect of the Ministry of Labour for 1956-57.

Initiating the discussions, Shri Tushar Chatterjee (Com. West Bengal) criticised the Government for what he called its failure to lay down a wage policy. The Fair Wages Committee appointed by the Government had submitted its report long ago but no action had been taken on the report, he said. The minimum that the Government could have done was to have made adjustments in every industry on the basis of the Pay Commission's recommendations. Even this had not been done.

Production had increased by 40 per cent but the wage level had not been raised; there was every justification for increasing wages by 50 per cent. Shri Chatterjee said that the question of retrenchment had not been solved satisfactorily. Official figures showed that retrenchment was widespread in various industries. At the same time unemployment was also increasing. The least the Government could do was to take steps to stop retrenchment. Unless it did this, all talk of solving the unemployment problem was "moonshine".

I.L.O. criticised.- Shri K.P. Tripathi (Congress Assam) declared that a 25 per cent wage increase to workers, coupled with an agreement between labour and management to maintain industrial peace for three years, would help considerably in increasing production during the second Plan. The first Plan had wanted workers to increase production without asking for increased wages on the ground that no wage rise was possible on account of heavy deficit financing. The first Plan was now over and productivity had increased; now was the time for labour to demand increased wages. The wage increase could be freely granted on the ground that the overhead expenses of industrial establishments would decrease considerably following the enforcement of the recently enacted Company Law; the abolition of the managing agency system; the reduction in managerial remuneration and the maintenance of proper accounting would all lead to a big reduction in expenses.

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He regretted that the International Labour Organisation had, during the last two years, become "a hot-bed of the cold war". The result was that it was unable to tackle labour problems satisfactorily. The I.L.O. was now reduced to a "political platform" where certain countries were trying to oust others. He congratulated the Indian Labour Ministry for its efforts towards maintaining a balance in the I.L.O. in accordance with India's foreign policy.

Shri Tripathi said the subject of industrial housing should be transferred from the Works Ministry to the Labour Ministry. The policy of rationalisation should be such as to increase production without retrenchment.

Rationalisation.- Shri G.D. Somani (Ind.-Rajasthan) said that almost all responsible employers' organisations had accepted the principle that no rationalisation which involved any substantial retrenchment should be allowed. One had therefore to express one's disappointment over the slow progress of rationalisation even on the basis of this principle of "no retrenchment". There were cases where, under the rationalisation scheme, no retrenchment was involved but labour leaders had not been co-operative in implementing such a scheme.

He wanted the Labour Ministry to take a little more interest in the housing schemes for labour and help the employers in utilising the Government's scheme of subsidies and loans for such housing by removing certain technical impediments which came in the way.

Shri Somani welcomed the proposal made by the Planning Commission for the participation of workers' representatives in the management of industrial concerns.

Shri Raja Ram Shastri (PSP-Uttar Pradesh) urged that a wage commission be appointed to fix minimum wages for workers in the various industries. The real wages of workers, he said, had not increased though there was all-round increase in production. He suggested that 50 percent of the dearness allowance given to workers should be merged in their wages.

He was not opposed to rationalisation as such but to the way in which it was sought to be done. He wanted a committee to study all aspects of rationalisation and make recommendations. Shri Shastri thought that there was need for rationalisation on the side of management also which, he said, indulged in wasteful expenditure.

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Shri P.C. Bose (Congress - Bihar) said the Labour Ministry had to its credit a number of legislations and welfare schemes for the labour. These should ~~would~~ be implemented as quickly as possible. Otherwise, the labour would feel bitter. There were cases in the mining industry, he said, where schemes for housing and water supply had been sanctioned but no tangible results had been achieved even after many years.

Shri Bose said workers engaged in river valley projects usually lost their jobs after the completion of the projects and were provided with no alternative employment. To remove this hardship, he said, a co-ordination committee consisting of representatives of the Planning Commission and the Labour Ministry should be set up to ensure that retrenched workers were transferred to new projects which the Planning Commission may start.

Due to prevalence of "industrial evils" of gambling and drinking, Shri Bose said, the workers' progress was being hampered. Workers also suffered from venereal diseases and he would like a committee to go into the causes of these evils.

Shri Abid Ali, Deputy Labour Minister, intervening in the debate said it was not correct to say that the number of workers in factories was decreasing. In 1950, 2.5 million workers were employed in factories as against 2,590,000 in 1954. Besides this, quite a large number were employed in the river valley projects and other construction works.

The Government was alive to the workers' welfare. "We want trade unions to become strong and employer-employee relations cordial", he added.

Shri R. Venkataraman (Congress-Madras) said that the Industrial Disputes Amendment Bill should be passed before the end of the current session. ~~Since~~ Since the principles underlying the Bill had been accepted by all parties in tripartite meetings, he appealed to the Opposition to co-operate in the passing of this measure.

He said that under the existing Industrial Disputes Act, only those doing manual and clerical labour came under the definition of a worker. Those who were doing supervisory work were excluded with the result that a very large category of employees who deserved and who desired protection of the Act were outside its purview. This had resulted in considerable suffering to the lower category of employees in the factories and they were absolutely at the mercy of their managers.

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Shri Venkataraman said that the bulk of the disputes in the industrial establishments arose because of the unilateral changes made by the employers. Recently in Madras a change in the manner of remuneration to workmen was resorted to by an employer without consulting the employees who protested but the management contended that it was well within its authority. The result was prolonged strike resulting in hardship and suffering to the workers. "This is an instance of avoidable hardship and it is not avoided because we have not put into the statute certain very necessary provisions to safeguard the rights of workers".

He said that he had information that the planters were ~~threatening~~ threatening to go to court if the Government insisted on implementing all the provisions of the Plantation Labour Act on the ground that it was interference with their freedom to carry on trade.

If there was any lacuna in the law, he asked the Labour Minister to look into the matter and get it rectified.

Shrimati Renu Chakravarty (Com.- West Bengal) said the Government's labour policy did more harm to labour unity than good. A statutory provision for bonus to the labour should be made, she added.

Labour Minister's reply.- Replying to the debate the Labour Minister, Shri Khandubhai Desai, on 10 April 1956 expressed the hope in the Lok Sabha that the Planning Commission would suggest Wage Boards for the main industries. The idea, he pointed out, had been endorsed by the Labour Panel. It would be for these boards, he said, to lay down the formula for increasing the real earnings of the workers during the period of the second Five Year Plan.

Shri Desai, quoted figures to show that the real wages of the Indian worker had been steadily increasing since independence.

The Minister asked workers to give up "the old notions of strike and conflict" which were "outmoded" today and to think instead in terms of the right to work.

Both the employers and employees, he said, would have to consider themselves as servants of the community.

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Shri Desai struck a note of cautious optimism about the prospects of a settlement of the differences between the bankers and bank employees. "I believe", he said, "that before long they (bankers) may be able to make a gesture which will be appreciated by the bank employees". He severely criticised the bank employees' association for having tried to coerce the bankers.

Denying Communist charges that the Government was partial towards the Indian National Trade Union Congress Shri Desai said that during last year the Government referred to tribunals only 46 per cent of the applications sent up by the INTUC as against 48 per cent of those forwarded by the All-India Trade Union Congress and 52 per cent in the case of Hind Mazdoor Sabha.

If anybody disrupted labour unity, it was the Communist Party, Shri Desai said answering a charge by Shrimati Renu Chakravarty.

Industrial relations during the past year, Shri Desai said, had been more or less happy. Most of the trade union organisations, were also gradually changing in keeping with the spirit in the country, he added.

The Labour Minister said that the Standing Labour Committee had suggested an overall Central law for regulating the service conditions of transport workers. It had also come to the conclusion that social security legislation had been introduced in a piecemeal way and the time had come when an overall legislation was brought forward. The Labour Ministry would examine these suggestions very soon, he said.

Shri Desai said that it should be remembered that the production increase in the country was not all for the labour. It should be shared with the community. However, during the first Plan period, making allowance for the social security measures that had been introduced, the real wages of the worker had actually risen anywhere from 15 to 20 per cent.

Referring to minimum wage of agricultural labour, Shri Desai said one of the reasons why the States found it difficult to fix this was that 22.27 per cent of the population had as its employers the small peasants and tenants who formed about 45 per cent of the population of the country and their average holding was not more than 7.5 acres. There was both un-employment and underemployment. To increase their wealth they had to go in for some subsidiary occupation. "In this context we should reorient our thinking on this problem", he said.

Shri Desai said during the last few years both the Centre and the State Governments had been able to strengthen their machinery for implementing labour legislation.

Referring to complaints of delay in the settlement of disputes referred to tribunals, Shri Desai said that a Bill was before the House and he hoped that it would be passed in the current session. The Business Advisory Committee of the House had waived its right to refer it to a Select Committee.

Referring to the bank dispute, Shri Desai said that he hoped before long the bankers would be able to make a gesture which would be appreciated by the employees.

"At the same time, I would say to the bank employees, as I have said in the beginning; let them give up, like all other industrial workers their old tactics and old methods of getting things done. The Government is always eager and keen to see that a fair deal is given to everybody".

Referring to industrial housing, Shri Desai said that about 78,000 houses had been built under the subsidy-cum-loan schemes, mostly by the State Governments. The employers had however not taken advantage of the scheme.

(The Statesman, 11 April 1956)

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Chapter 6. General Rights of Workers

66. Strike and Lockout Rights.

India - April 1956.

Madras: Motor Transport Services and Cotton Textile Industry declare Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Madras has declared the motor transport services and the cotton textile industry in the State to be public utility services for the purposes of the said Act for the a further period of six months from 5 April 1956.

(G.O. Ms.No.1317, Industries, Labour and Co-operation, dated 26 March 1956; the Fort St. George Gazette, Part I, 28 March 1956, page 400)

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - APRIL 1956.

81. Employment Situation.

Employment Exchanges: Working during February 1956.

General Employment Situation.- According to the review of the work of the Directorate General of Resettlement and Employment during February 1956, fresh registrations (which include re-registrations) declined during the month. Vacancies notified and placements effected, however, registered an increase which was particularly marked in the private sector. The vacancies in this sector increased by 2,115 in contrast with a fall of 461 in January. The number of vacancies (7,652) notified in this sector during the month was also the largest since May 1953. Placements in this sector increased by 703, in contrast with a fall of 414 in January. The number of employers using the exchanges registered an increase of 130 in contrast with a decline of 335 in the previous month. In spite of a fall in fresh registrations, the cumulative figure of the registered unemployed (the live register) again shot up to 724,448, the highest recorded. This figure also represented an increase of more than 7,000 over the figure for January. One of the reasons for this increase was the steady downward trend in the lapsing of registrations. Applicants seem to be determined to stay on the register. The live register of displaced persons increased by 493, in keeping with a similar trend which had been noticed for some time. The number of registrants from East Pakistan is increasing. The number of the registered scheduled caste unemployed, however, declined, but increased slightly in respect of the scheduled tribe applicants. Reports about these two groups indicated that there is a persistent shortage of qualified persons among them and that the number is insufficient to meet the demands placed by Central and State Government establishments.

Generally, it was found that there was no marked change in the employment opportunities available to exchange registrants.

Widespread shortage continued in respect of draughtsman, overseers, stenographers, experienced typists, compounders, midwives, nurses and trained teachers. Dearth of qualified engineers, surveyors, accountants, experienced doctors and physical training instructors was also reported to be fairly widespread. Shortage of road roller drivers, health visitors, weaving instructors, electricians, turners, welders, tractor drivers and police constables was experienced by a number of exchanges.

Persistent surpluses continued in regard to untrained teachers, carpenters, drivers, clerks, unskilled office workers and freshers from schools and colleges. Motor mechanics, fitters, chowkidars, cleaners and sweepers were also reported surplus to requirements.

Registrations and placings.- The following table shows registrations for employment and placings during February and January 1956.

	February 1956	January 1956
Registrations.	127,951	142,106
Placings.	15,465	14,753

The decline in registrations was conspicuous in the States of West Bengal (3,372), Hyderabad (2,799), Bihar (2,193), Uttar Pradesh (1,529), Andhra (1,207), Punjab (1,022) and Madras (913).

A total of 76,668 applicants were submitted to employers for selection during the month as against 77,275 during the previous month. There was an increase of 712 in placements over the figures for January 1956. A comparatively large increase occurred in the States of Andhra (479), Punjab (342), Bombay (303) and Madras (216); whereas there was a fall in the placement figures in the States of Travancore-Cochin (298) and Uttar Pradesh (229). Of the total number of placements secured, 5,512 were under Central Government Departments, 5,956 under State Government Departments and 3,997 with private employers.

Vacancies notified.- A total of 5,125 employers utilised the services of the exchanges during the month as against 4,995 during January 1956. The number of vacancies notified by them, was 26,006 as compared to 21,105 in the preceding month, which thus marked an increase of 4,901. The increase in the number of vacancies notified was notable in the States of Bombay (1,306), West Bengal (895), Bihar (504), Andhra (458), Madras (454), Hyderabad (388) and Uttar Pradesh (359). A decrease was recorded in the number of vacancies notified in the State of Travancore-Cochin (274). Of the vacancies notified, 18,354 were by Central and State Government Departments and 7,652 by private establishments. There was an increase of 2,786 in the public sector and 2,115 in the private sector.

Register of unemployed.- The number of persons seeking employment assistance through the exchanges on the last day of the month was 724,448, which was 7,103 more than the figure at the end of the previous month. The number of employed persons who desired further employment assistance was 6,278 at the end of the month. The composition of the live register occupation-wise is shown below:-

<u>Occupation</u>	<u>Number of Live Register as on 29 February 1956</u>
1. Industrial supervisory.	4,216
2. Skilled and semi-skilled.	59,721
3. Clerical.	203,065
4. Educational.	20,122
5. Domestic service.	24,251
6. Unskilled.	375,939
7. Others.	37,134
Total.	<u>724,448</u>

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

<u>Category.</u>	<u>Registrations.</u>	<u>Placings.</u>	<u>No. on Live Register</u>
1. Displaced persons. -----	6,002	915	47,235
2. Ex-servicemen. -----	7,244	1,292	31,986
3. Scheduled Caste applicants. -----	13,762	2,609	70,539
4. Schedule Tribe Applicants. -----	1,587	249	7,747
5. Surplus and discharged Central and State Government employees. -----	1,308	710	7,790
6. Highly qualified applicants. -----	807	111	4,477
7. Women. -----	4,982	754	27,869

Special Investigation No.1: Work done by employment exchanges in respect of surplus and retrenched employees of the Rationing and Civil Supply departments of the State Governments.- Statistics in respect of ex-employees of the rationing and civil supply departments of the State Governments reveal that 17,822 registrations and 7,351 placements were effected by the employment exchanges in respect of this category of applicants during the course of the two years, 1954 and 1955. Of the total number placed 1,669 (or 22.7 per cent) were found employment in the Central Government, 5,512 (or 75 per cent) in State Government and 170 (or 2.3 per cent) in private establishments.

The number of persons belonging to this category who were on the live register of the employment exchanges and were still in need of employment assistance has shown a steady downward trend during the period under report. A total of 4,465 such applicants were seeking employment assistance at the end of October 1954. This number dropped to 2,726 at the end of June 1955 and finally to 2,306 at the end of December 1955. The live register figure in respect of this category of applicants thus marked a decline of 2,159 or 48.3 per cent within the course of the 2 years under review.

No.2: Employment position of engineering graduates and diploma holders.- Six hundred twenty-eight engineering graduates were on the live registers of exchanges on 31 December 1955. Against 805 on the live register at the end of September 1955. Of the present registrants 33 had jobs and had registered themselves as employed persons with a view to better their prospects. Seventeen of the graduates were also undergoing some sort of on-the-job training on the date of their registration.

Four hundred fifty-five or 72 per cent of the engineering graduates were concentrated in the States of Mysore (154), Delhi (120), West Bengal (93) and Bombay (88). Five hundred fifty-eight or 89 percent of them had taken their degree in the three popular branches of engineering i.e., electrical, mechanical and civil. A total of 371 or 59 percent of the engineering graduates were freshers and had no past experience in gainful employment nor had they ever undergone any apprenticeship training.

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Four hundred and forty-nine or 72 per cent of the engineering graduates had been unemployed for less than 1 year while only 31 or 5 per cent of them were unemployed for 2 years or more.

A total of 571 engineering diploma holders were on the live register as on 31 December 1955 as against 675 at the end of September 1955. Of them 20 were already in employment and had registered themselves as employed persons in search of better paid jobs. Twelve of the diploma holders were also undergoing some sort of on-the-job training on the date of registration.

Three hundred and sixty-four or 64 per cent of the diploma holders were concentrated in the States of West Bengal (119), Mysore (110), Bombay (75) and Delhi (60). Four hundred and seventy or 82 per cent of them had obtained their diploma in the three popular branches of engineering i.e. Electrical, Mechanical and Civil. Three hundred and seventy-seven or 66 per cent of the diploma holders had no past experience either in gainful employment or in apprenticeship training.

A total of 298 or 52 per cent of the engineering diploma holders were unemployed for less than 1 year while 111 or 19 per cent were in search of jobs for 2 years or more.

No.3: Employment opportunities for teachers.- In an attempt to relieve educated unemployment, while at the same time stepping up the tempo of the educational programme, the Ministry of Education, in consultation with State Governments, has been carrying out since 1953, a scheme under which many one-teacher schools are being opened and other educational facilities are being expanded. This programme has been providing job opportunities for those educated men and women who were prepared to take up teaching as a career. All-India statistics from employment exchanges give some idea of the number of vacancies which were definitely known to have occurred, during 1955, the number which were filled through exchanges and the number of educated persons who were seeking employment as teachers at the end of each successive month.

The following statement showing the work performed by the exchanges in regard to this category of applicants during the year 1955:-

i) Number of vacancies for teachers high, middle, elementary and kindergarden schools.	Notified during 1955. -- 19,888	
	Filled during 1955. -- 12,905	
ii) Number of above mentioned teachers on the live register on 31 December 1955.	-----	17,670
iii) Number of other teachers on the live register on 31 December 1955.	-----	1,921

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

Employment Exchanges to be handed over to States from 31 March 1956: Minister's Statement in Parliament.

Replying to a question in the Lok Sabha on 19 March 1956, Shri Abid Ali, Deputy Minister for Labour, stated that the Government of India proposed to hand over administration of employment exchanges in States to the respective State Governments on 31 March 1956.

He added, that most of the State Governments had agreed to take over the exchanges in their territories. The Government of India was negotiating with those State Governments which had not so far agreed to take over these exchanges so that all the employment exchanges might be handed over to the State Governments on 31 March next.

(The Hindustan Times, 20 March 1956).

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Draft Madras/Calcutta/Bombay Dock Workers
(Regulation of Employment) Scheme 1956,
published: System of Payment by Results
to be introduced.

The Government of India published on 8 March and 14 March 1956 the drafts of schemes for the ports of Madras, Calcutta and Bombay which the Government propose to make in exercise of the powers conferred under the Dock Workers (Regulation of Employment) Act, 1948. Accepting the main recommendations of the Dock Workers Inquiry Committee (vide pp. 88-92 of the report of this Office for March 1956), the Government of India has decided to introduce the system of payment by results among dock workers. The main objective of the schemes are "to ensure greater regularity of employment for dock workers and to secure that an adequate number of dock workers is available for the efficient performance of dock work".

The scheme for the port of Calcutta stipulates the setting up of a Dock Labour Board at Calcutta which will be responsible for the administration of the scheme. The Board will consist of not less than 12 members to be appointed by the Central Government. They will include an equal number of members representing the Central Government, the dock workers and the employers of dock workers and shipping companies. In addition to the Chairman, there will be a Deputy Chairman. Both will be from among the members representing the Government.

In addition, the Central Government may, by notification, appoint an administrative body, consisting of employers of dock workers, for the purpose of carrying out the day-to-day administration of the scheme.

The Chairman will enjoy full administrative and executive powers in all matters relating to the day-to-day administration of the scheme. The Deputy Chairman will be a whole-time officer of the Board and will assist the Chairman in the discharge of his functions relating to disciplinary actions against registered employers and dock workers under the scheme.

The administrative body will be particularly responsible to keep and maintain the employers' registers as well as registers of dock workers. Among its other functions, the scheme mentions the collection of levies and the collection of contributions to the Dock Workers' Welfare Fund, etc.

Reserve Pool.- A worker in the reserve pool register will be paid wages for at least 12 days in a month at the wage rate - inclusive of dearness allowance - appropriate to the category to which he permanently belongs, even if no work has been found for him for a single day in the month.

In addition, a worker in the reserve pool will be entitled to an attendance wage of 1 rupee per day for the days for which no work can be found for him for days other than those for which he receives a guaranteed minimum wage and dearness allowance, etc.

He will also be entitled to "disappointment money". This will become payable when a workers in the reserve pool presents himself for work and his services cannot be availed of and no alternative work can be found for him. The payment will be equal to half the wage rate, including dearness allowance.

The rate of wages, allowance and overtime, hours of work, rest intervals, holidays and pay during holidays and other conditions of service of registered dock workers with registered employers will be prescribed by the Administrative Board for each category of workers.

One of the most important points is that a worker is normally entitled to the daily time wage rate only if he produces the standard out-put. When the standard output declines, the daily wage to which a worker is entitled will be based on his actual output but in no case will it be less than the guaranteed minimum wage which will be equivalent to three-fifths of his normal time-rate wage inclusive of dearness allowance.

Workers producing more than the standard output will be entitled to an incentive bonus. The upper limit of the production will also be fixed by the Board so that excess of output can be ignored for the purpose of calculating the bonus.

A fairly strict disciplinary provision also features in the scheme. Special disciplinary powers have been vested in the Chairman of the Board if he is satisfied that go-slow tactics have been resorted to by any gang of registered dock workers or by any individual worker. He may make a declaration to that effect. Then it would be lawful for him to take any disciplinary action including dismissal against such workers.

In the case of registered dock workers in the reserve pool, he can resort to dismissal as well as forfeiture of their guaranteed minimum wages and essential wages for the periods in which the go-slow tactics have been resorted to.

The Chairman has also the power to declare an emergency with the previous approval of the Central Government when he is satisfied that a situation has arisen which may seriously affect the working of the port. So long as the emergency lasts, he will enjoy extraordinary powers of suspension, dismissal and withholding of certain payments.

The cost of operating the scheme will be defrayed by registered employers by payment of certain amounts which will be related to the gross wages bill payable by him.

Similar schemes have been published for the ports of Madras and Bombay.

(The Gazette of India, Extraordinary, Part II, Sec. 3, 8 March 1956, pp. 423-446, pp. 447-471; Ibid, 28 March 1956, pp.583-604; The Statesman, 13 March 1956).

83. Vocational Training.

India - April 1956.

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

Training of Craftsmen.- According to the review of the work of the Directorate General of Resettlement and Employment during February 1956, the number of trainees on the roll of various training institutes and centres on 29 February 1956 was 9,750. There were 8,108 (including 9 women) trainees in the technical trades and 1,642 (including 562 women) in vocational trades.

Out of 562 women 472 women were undergoing training at the three women training institutes located in New Delhi, Dehra Dun and Madras. The remaining 90 women were undergoing training along side men at industrial training institutes, Kakinada, Industrial training centre Orissa poor cottage industries, Cuttack, industrial training institute, Alambagh, Lucknow and industrial training institute, Almora, during the month under report.

Training of displaced persons.- The total number of displaced persons undergoing training as at the end of February 1956 was 1,969; of these 1,634 were in technical trades and the remaining in vocational trades.

Apprenticeship training for displaced persons.- A total of 1,273 displaced persons were undergoing training as apprentices in industrial undertakings and establishments in Uttar Pradesh and West Bengal, against 1,400 seats sanctioned for the purpose. They were recruited and posted direct to the undertakings and establishments concerned.

Training of supervisors and instructors.- In the XVI regular session which commenced from 18 November 1955, 96 supervisors and instructors were receiving training at the central training institute for instructors, Koni-Bilaspur at the end of the month. Apart from this, 50 supervisors and instructors were also undergoing training in the short term course which started functioning on 2 January 1956.

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Training of women craft-instructors.- Under the scheme for the training of women craft instructors introduced at the industrial training institute for women, New Delhi, 26 women instructor - trainees were receiving training at the end of the month under review.

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

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

New admissions in technical trades.- Applications were invited by the regional directors from candidates desirous of undergoing training in technical trades under the craftsmen training scheme to fill in the seats falling vacant as a result of outgoing trainees who completed their institutional training by the end of January 1956, and the next session started functioning during the month under review.

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

93. Application.

India - April 1956.

Working of the Maternity Benefit Acts during 1954.

A review of the working of the Maternity Benefit Act in the various States of India is given at pages 586-591 of the "Indian Labour Gazette", February 1956. All Part 'A' States have their own Maternity Benefit Acts. Hyderabad, Madhya Bharat, Mysore, Rajasthan, Saurashtra and Travancore-Cochin among Part 'B' States and Ajmer, Bhopal, Delhi and Tripura among Part 'C' States have similar Acts.

Mines being within the Central Sphere the Government of India have passed the Mines Maternity Benefit Act, 1941, which provides for similar benefits to women employed in mines.

The scope, qualifying conditions and period and the rate of maternity benefits are not uniform under the various State Acts. While the Acts of Andhra, Assam, Madhya Pradesh, the Punjab, Orissa, Mysore, Hyderabad, Travancore-Cochin and Bhopal apply to women employed in regulated factories, other State Acts apply to women employed in non-seasonal factories only. The Bihar Act formerly applied only to non-seasonal factories but by an amending Act passed in 1953 its scope was extended to cover all registered factories except Cotton Ginning, Jute Pressing and Sugar factories or units employed in the manufacture of lac and 'Gur'. The Bombay Act applies to women employed in regulated factories in certain notified districts and towns of the State. Women employed in plantations in Assam, Travancore-Cochin and West Bengal only are entitled to maternity benefits. The qualifying period of service prescribed under the Acts is generally 9 months. The period of benefit ranges from 7 weeks in Madras, Andhra and Orissa to 12 weeks in Hyderabad and Travancore-Cochin. In most of the States it is 8 weeks. The benefit rate under the Madras and Andhra Acts is 8 annas per day. Under the Hyderabad Act and Mines Maternity Benefit Act, the rate is 12 annas or average daily earnings whichever is more and in Orissa it is actual daily wage or salary subject to a maximum of 12 annas per day. Under the Travancore-Cochin Act and West Bengal Maternity Benefit (Tea Estates) Act, 1948, it is 5 rupees and 4 annas per week. In Assam, women workers in plantations are entitled to 11 annas and 6 pies per day plus food concessions. In other industries women are entitled to their average weekly earnings/subject to a minimum of 2 rupees per week. The Mines Maternity Benefit Act and the Acts passed by the Governments of Assam, Bihar

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and Uttar Pradesh provide for some additional benefits which take the form of medical treatment, maternity bonus, provision of creches, additional rest intervals for nursing mothers, etc.

The administration of the Acts in the various States is the responsibility of the Factory Inspectors. The enforcement of the Mines Maternity Benefit Act in Coal Mines is the responsibility of the Coal Mines Welfare Commissioner. In other mines it is administered by the Chief Inspector of Mines.

The following table gives details regarding average number of women employed, number of claims made under and the total amount of compensation paid:-

States	Average No. of women employed.	No. of women who claimed maternity benefit.	No. of women who were paid maternity benefit in full or in part.	No. of cases in which a bonus was given or maternity benefit was paid for miscarriage or death.	Total amount paid.
1	2	3	4	5	6
Part 'A' States:					Rs.
Andhra.	43,165	216	199	-	5,104
Assam.	201,334	39,488	38,605	54	3,301,980
Bihar.	9,355	853	852	1	73,595
Bombay.	52,462	3,606	3,321	17	127,870
Madhya Pradesh.	24,599	378	352	-	18,300
Madras.	58,047	4,903	3,566	579	148,244
Punjab.	2,487	2	2	-	200
Uttar Pradesh.	807	20	17	4	1,723
West Bengal.	39,708	3,249	3,244	109	435,750
Total Part 'A' States-					
1954.	431,964	52,715	50,158	764	4,112,766
1953.	435,242	68,762	61,005	412	3,640,184
Part 'B' States:					
Hyderabad.	6,635	410	409	-	31,324
Madhya Bharat.	1,942	330	339**	-	24,724
Mysore.	9,752	369	369	-	29,173
Saurashtra.	7,195	478	467	1	11,759
Travancore-Cochin.		Returns not received.			
Total Part 'B' States-					
1954.	25,524	1,587	1,584	-1	96,980
1953.	55,202	4,731	4,111	-	216,123

** Includes some claims pending for the year, 1953.

Table carried forward.

Table brought forward (Continued)-

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1	2	3	4	5	6
					Rs.
Part 'C' States:-----					
Ajmer. -----	871	16	14	-	277
Bhopal. -----	216	-	-	-	-
Delhi. -----	686	-	-	-	277
Total Part 'C' States--					
1954. -----	1,773	16	14	-	277
1953. -----	1,836	24	23	-	533
Mines--					
Coal. -----	37,740	3,927	3,893	876	154,057
Others. -----	66,071	3,137	3,633*	218	135,543
Total Mines--					
1954. -----	103,811	7,064	7,526	1,094	287,600
1953. -----	127,900	9,110	8,708	1,261	355,641

* In some cases only second instalment of 1953 benefit was paid in 1954.

Reports from States show that generally speaking the employers' attitude to the Acts, especially of those employing large number of women workers, was one of co-operation and understanding. Complaints were few and prosecutions were fewer still. Details regarding the number of complaints received and the number of prosecutions launched during the years 1953 and 1954 are given in the following table:-

State	No. of complaints received		No. of prosecutions launched	
	1953	1954	1953	1954
Andhra. -----	2	2	-	-
Assam. -----	40	273	-	-
Bihar. -----	8	-	-	-
Bombay. -----	16	21	-	-
Madhya Pradesh. -----	1	3	-	-
Madras. -----	20	38	2	4
West Bengal. -----	18	-	-	-
Hyderabad. -----	116	128	-	-
Madhya Bharat. -----	-	1	-	-
Saurashtra. -----	-	2	-	-
Travancore-Cochin. -----	203	N.A.	-	N.A.
Mines - (Non-Coal). -----	-	45	-	-
Total.	424	511	2	4

N.A.- Not Available.

(The Working of the Maternity Benefit Acts during 1953 was reviewed at pages 82-83 of the report of this Office for July 1955).

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CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - APRIL 1956.

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

Orissa Boiler Attendants' Rules, 1956.

The Government of Orissa published on 23 March 1956 the text of the Orissa Boiler Attendants' Rules, 1956, made in exercise of the powers conferred under the Indian Boilers Act, 1923. The rules require that the owner of a boiler shall not use it or permit it to be used unless it is placed under the charge of a fit and proper person possessing a certificate of competency and prescribe inter alia the mode of examination and grant of certificates of competency as an attendant.

(Orissa Gazette, Part III,
23 March 1956, pp. 337-359).

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RECORD OF PRINCIPAL DECISIONS ON LABOUR
AND ALLIED SUBJECTS.

INDIA - APRIL 1956.

Fifteenth Session of the Standing Labour Committee,
New Delhi, 4-5 April 1956.

The fifteenth session of the Standing Labour Committee was held at New Delhi on 4-5 April 1956 and the important decisions reached by the Committee were:-

- (1) The Committee discussed in detail the question of merger of a part of dearness allowance with basic wages and was of the view that the question required through examination by tripartite Boards.
- (2) The need for undertaking a comprehensive legislation for transport workers was emphasised and it was recommended that the Government of India should draw up legislation and appoint a Committee to examine it.
- (3) The Committee agreed that technical and vocational education should be given to as large number of workers as possible and suggested the use of the existing technical institutions for the purpose.
- (4) It was also agreed that the Employees' Provident Funds Scheme should be extended to cover all industries employing 10,000 or more workers. It was hoped that the question of extending these benefits to workers in small unorganised units will be given due consideration in any unified social security scheme to be undertaken by the Government.
- (5) The question of standardising paid holidays and working days in a year in private undertakings was discussed in detail and it was suggested that a Committee be appointed to finalise the matter. It was, however, generally agreed that there should be 7 paid holidays in a year - 2 national and 5 festival.

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(6) The Committee felt that there was need for setting up Labour Welfare Funds and recommended that suitable legislation should be undertaken.

(7) The constitution of a small tripartite body to work out details of a scheme to confer awards and titles to workers in recognition of good performance of their duties was also recommended.

(Government of India, Ministry of Labour -
Secret - Monthly Note on the Principal
Activities of the Government of India
for the Indian Missions Abroad, dated
21 April 1956).

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

INDIA - APRIL 1956.

Chapter 3. Economic Questions.

The Life Insurance (Emergency Provisions) Act, 1956
(No. 9 of 1956). (Gazette of India, Extraordinary,
Part II, Section 1, 22 March 1956, pp. 463-471).

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

- i) West Bengal Land Reforms Act, 1955 (No. X of 1956).
(Calcutta Gazette, Extraordinary, 30 March 1956,
pp. 639-656).
- ii) Bombay Tenancy and Agricultural Lands (Amendment)
Act, 1955 (No. XIII of 1956). (Bombay Government
Gazette, Part IV, 29 March 1956, pp. 52-88).
- iii) Control of Shipping (Continuance) Act, 1956
(No. 10 of 1956). (Calcutta Gazette, Extraordinary,
Part II, Section 1, 22 March 1956, page 471).

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INDIA - APRIL 1956.

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- *a) Prospectus of the Workers' Training College, Indore, Under the Gandhi Mazdoor Smarak Nidhi Trust. pp.8. (2 Copies sent to Geneva vide this Office Minute No.F.5/1043/56 dated 17 April 1956).
- *b) Annual Report on the Working of the Indian Trade Union Act, 1926, for the year ending 31 March 1955. Issued by the Department of Industries, Labour and Cooperation, Government of Madras, pp.72.

CHAPTER 3. ECONOMIC QUESTIONS.

- a) Recent Trends in Indian Finance. By R. Balkrishna (University of Madras, Rs.8/-).
- b) Financial Handbook of the Constitution of India. By S.C. Dube (Metropolitan Book Co., Delhi, Rs.7/8/-).
- c) An Introduction to Indian Economics. By Das and Chatterji. (Bookland, Calcutta, Rs.10/-).
- d) Some Problems of National Planning. By R. Giri; Priti Rani, Gokulpeth, Nagpur-1; pp.96; Re.1-8.
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- f) Price Controls in India since 1947. By Ram Gopal Agrawal, Author, 28, Ferozeshah Road, New Delhi-1; Rs.7-8.

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- a) The Ambar Charkha. pp.16. As.4; ~~Organisational Research for Village Industries; pp.20~~
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- c) An Approach to Rural and Municipal Economics. By A.B. Misra and A.P. Misra. (The same, Rs.5/-).
- d) The Technical Report (Report of the Committee of Direction, All-India Rural Credit Survey); Reserve Bank of India, Post Box No.1036, Bombay; Rs.10/-.

* Publications received in this Office.

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

- *a) Report 1955-56. The Ministry of Labour, Government of India, New Delhi. pp.40. (One copy sent to Geneva vide this Office Minute No.D.1/969/56 dated 9 April 1956).
- *b) Annual Report on the Working of the Factories Act, 1948 in the State of Uttar Pradesh for the year 1953. Printed by the Superintendent, Printing and Stationery, Uttar Pradesh, India. pp.115. Price Rs.5/8/-.

CHAPTER 8. MANPOWER PROBLEMS.

- *a) Report of the National Trade Certification Investigation Committee, 1952. Issued by the Directorate General of Resettlement and Employment, Ministry of Labour, Government of India. pp.208. Price Rs.4/8/-.
- *b) Preliminary Report of the Committee Enquiring into the Condition of the Scheduled Hill Tribes in Travancore-Cochin, 1955-56. Issued by the Government of Travancore-Cochin. pp.69.
- *c) Report 1955-56 of the Ministry of Rehabilitation, Government of India, New Delhi. pp.92.

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* Publications received in this Office.