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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JANUARY 1954.

11. Political Situation and Administrative Action.

Thirteenth Session of Indian Labour Conference, 7-9 January 1954: Full Implementation of the Minimum Wages Act, 1948, before end of 1954.

The thirteenth session of the tripartite Indian Labour Conference was held at Mysore from 7 to 9 January 1954, Mr. V.V.Giri, Central Minister of Labour, presiding. The Conference was attended by more than 40 delegates representing the Central and State Governments, representatives of labour and management and 49 advisers. Mr. V.K.R. Menon attended the meeting as ~~observer on behalf of the I.L.O.~~ *a special invitee and took part in the discussions.*

The meeting, inter alia, considered the question of implementation of the Minimum Wages Act, 1948 and decided to extend the time limit for full implementation to December 1954. The Conference recognised the need for immediate and full implementation of the Act before this period.

Agenda.- The following was the agenda before the meeting:-

- (1) Statement of action taken on the conclusions reached at the 12th Session of the Indian Labour Conference held at Nainital in October, 1952;
- (2) Review of I.L.O. Conference and Committees, held recently;
- (3) Composition of the Indian Labour Conference;
- (4) Technical Assistance;
- (5) Problems of women labour;
- (6) Wage-fixing machinery;
- (7) Implementation of the Industrial Statistics (Labour) Rules;
- (8) Gorakhpur Labour Scheme;
- (9) Uniformity in legislation relating to maternity benefits; and
- (10) Payment of Provident Fund dues to a subscriber before retirement.

The Ministry of Labour had prepared memoranda on these items, as a basis of discussions for the Conference. A brief account of the more important of these documents, is given below:-

1) Review of recent I.L.O. Conferences and Meetings.- This paper reviews briefly the decisions of recent I.L.O. Conferences, and invites the suggestions of the Conference for effective follow-up of the Conventions, Recommendations, Resolutions, etc., adopted by I.L.O. Conferences and Committees with special reference to the following items:-

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(a) Need for supplying the most up-to-date and detailed information to the Government of India by the State Governments, employers' and workers' Organisations, on references made to them in connection with Conferences and Committees' Reports, questionnaire, etc., if necessary, even by making special enquiries from the units concerned;

(b) Need for employers' and workers' organisations bestowing careful consideration on the recommendations, suggestions, etc., of Conferences and Committees by bringing these to the notice of the units concerned urging them to take suitable action wherever practicable and finally drawing up statements, within specified period, showing action taken or proposed to be taken (in case when action may not be possible, reasons being stated) for being placed before their annual general body sessions. Reports as adopted by the annual sessions could then be forwarded to the Government of India;

(c) Need for detailed critical examination by State Governments of Recommendations, suggestions, etc., within a specified period with a view to taking action to the maximum possible extent, a report being made to the Government of India in time. The Report should show the action taken or proposed to be taken and in case when action may not be possible, reasons should be stated;

(d) Need for giving wide publicity to the recommendations, suggestions, etc., so that the employers and workers may be aware of the discussions and decisions at the international level.

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2) Composition of the Indian Labour Conference.-This memorandum deals in detail with the question of composition of Indian Labour Conference, especially in view of the need to accord representation to Part C States. In such a case, the size of the Government group would be increased from 22 to 30 (to include 8 Part C States). Since the Indian Labour Conference is tripartite in structure on the I.L.O. model, the strength of the employers' and workers' group too may have to be raised from 9 each now to 15 each, thus increasing the total strength of the Conference to 60 from the present 40.

3) Technical Assistance.- This memorandum reviews technical assistance to India, under the Expanded Programme of Technical Assistance of the U.N. and its Specialised Agencies, the Colombo Plan Technical Co-operation Scheme, and the U.S. Point Four Aid. The paper then makes certain suggestions towards a fuller and effective utilisation of technical assistance programmes. These include (i) advanced planning of requirements of technical assistance in greater detail and their timely transmission in appropriate form to the authorities; (ii) requests for technical assistance in fields in which the stage is set for action;

(iii) ensuring the availability of necessary local supplies and services so that there is no loss of experts' time on this account; further ensuring that such supplies and services will be available to follow up the project after the experts have left; (iv) emphasising, wherever required, the need for equipment and supplies for technical assistance projects; (v) the institution of the system of 'under-studies' for every project of expert assistance; (vi) the allocation of definite study assignment to each trainee sent abroad and the relating of such assignments to projects at home; (vii) ensuring that persons trained abroad are employed in the field of their specialisation; (viii) a fuller promotion of in-service training schemes, and the dissemination of knowledge of advanced methods and techniques gained by persons trained abroad among others concerned through such schemes; (ix) better and wider utilisation of the reports of trainees and experts by all concerned; and (x) advice to employers and workers on technical assistance which is likely to be really useful.

4) Wage-fixing machinery.- The Minimum Wages Act, 1948, required the appropriate Government to fix minimum wage rates in industries given in Part I of the Schedule by 15 March 1950 and in agriculture mentioned in Part II of the Schedule by 15 March 1951. The Act was latter extended to include the Part B and Part C States also. In view of the difficulties pointed out by the State Governments, relating to the collection of data etc., and of the short time available to Part B and Part C States, the Act could not be fully enforced by the due dates. It was, therefore, amended extending the last date for implementation in industries listed in Part I of the ~~State~~ Schedule to 31 March 1952 and those in Part II of the Schedule to 31 December 1953. A review of the extent of implementation as regards industries included in Part I and of the Act, shows that the process of implementation of the Act has been rather slow, even after allowing for the fact that the Act came into force in Part B and Part C States. Minimum wages could not be fixed under the Act after 31 March 1952 and this has been a handicap in the implementation of the Act. The Government of India has, therefore, introduced in Parliament an amending Bill extending the time limit for fixation of minimum wages in employments in both Part I and Part II of the Schedule to 31 December 1954 and validating the wage rates fixed and any other action taken under the Act after 31 March 1952. Meanwhile, the State Governments have been asked to complete the preliminaries and to be in readiness to fix minimum wages as soon as the Bill is passed.

The implementation of the Act in agriculture is, the memorandum states, in the existing conditions, bound to be slow. A Committee appointed by the Planning Commission recommended that the scope of the Act should be restricted, in the first instance, to low wage areas.

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Keeping in ~~the~~ view the difficulties of fixing minimum wage rates for the entire State and the light of the recommendations of the Committee of the Planning Commission, the Act was amended to permit the State Governments to fix minimum wages for such portions of the territories or for such classes of the employment as they might consider feasible. This amendment has been taken advantage of and some State Governments have fixed minimum wages for a part of the State only and some have excluded farms below a certain size.

The Planning Commission has recommended in the First Five-Year Plan that "full and effective implementation of the minimum wages legislation should be secured during this period Enforcement of minimum wages for agricultural workers in low wage products, for the larger farms and in areas selected for intensive development should be regarded as an important aspect of the programme for improving the conditions of agricultural workers and should receive high priority.....In view of the paucity of data and the administrative difficulties pointed out by various State Governments, a limited beginning should be made with regard to the fixation of minimum wages for agricultural workers and the scope should be extended further as experience is gained". The memorandum states that in view of the importance of the implementation of the measure and in the light of the recommendations of the Planning Commission, substantial progress in the fixation of minimum wages in as many areas as possible on the basis of a phased programme of implementation should be achieved. It is, however, proposed to amend the Act so as to extend the time limit to enable the minimum wage rates to be fixed in the remaining areas by 31 December 1954.

The memorandum then deals with the need for setting up wage boards for particular industries. The Planning Commission has recommended in the First Five-Year Plan that "for important industries separate wage boards would be found very helpful. Such wage boards may also be established at the centre to which issues affecting an industry in the country as a whole may be referred". It has also recommended that "permanent wage boards with a tripartite composition should be set up in each State and at the Centre to deal comprehensively with all aspects of the question of wages, to initiate necessary enquiries, collect data, review the situation from time to time and take decisions regarding wage adjustments suo motu or on reference from parties or from the Government".

The Fair Wages Bill, introduced in 1950 and which now stands lapsed, provides for a wage-fixing machinery more or less on the lines of the recommendations of the Planning Commission. The recommendations of the Planning Commission could, therefore, easily be implemented by reviving the Bill.

5) Gorakhpur Labour Scheme. - In 1942, there was an urgent demand for labour for work in connection with various defence projects. To meet this demand a Recruiting Depot was set up at Gorakhpur by the Government. Gorakhpur was selected, as the area round this was known to have a large surplus labour population. The Depot seen developed and grew into a big organisation handling about 50,000 labourers.

In 1944, the Coal Industry was faced with an acute shortage of labour due to the migration of local labour in large numbers for work on Defence projects. To deal with this problem the Directorate of Unskilled Labour Supply was set up. The Directorate arranged for the supply of Gorakhpur labour to the collieries in Bengal and Bihar. Part of the expenditure on the supply of this labour was met out of the proceeds of the coal production cess. With the end of the war the demand for Gorakhpur labour for defence projects came to an end. Gorakhpur labour, however, continued to be in great demand in the coalfields of Bengal and Bihar. It was, however, considered that there was no longer any justification for the supply of subsidised labour for work in collieries. Accordingly, in 1947, the Government of India decided to close down the Directorate of Unskilled Labour Supply. The coal mining industry, represented by the Indian Mining Association, Indian Mining Federation and the Indian Colliery Owners' Association, who were greatly impressed with the utility of the Gorakhpur labour, however, approached the Government of India with the request that the Gorakhpur Labour might be handed over to the Industry on the terms on which they were originally recruited. They also requested that the Industry might be allowed to recruit labour direct from Gorakhpur in future. The Uttar Pradesh Government however, strongly objected to direct recruitment by collieries for fear that under such an arrangement it might not be possible to ensure a fair deal to labour. A regular system of recruitment through a governmental agency was considered preferable to direct recruitment by the collieries. It was, therefore, decided that the Gorakhpur Labour Organisation should continue to function as a Government agency for recruitment of labour for collieries on condition that various colliery owners agreed (i) to form an association to deal with the labour administration at their end and (ii) to defray the entire expenditure to Government on recruitment and in continuing the organisation.

The coal mining industry accepted the terms proposed and formed an Association called the Coal-fields Recruiting Organisation, which would function as the sole indenting agency for supply of Gorakhpur labour to collieries. A formal agreement embodying the terms and conditions on which labour would be supplied by the Gorakhpur Labour Organisation to the Coal-fields Recruiting Organisation was also drawn up.

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The memorandum gives an account of the recruitment of Gorakhpur labour and states that it is a kind of regimented labour and is maintained on a community basis. Only males are recruited in the force, and labourers do not take their families with them. They are housed in homogeneous camps and have to abide by the rules of camp-life. It is reported that they have not much freedom of movement and there are complaints that they are shadowed by employees of the Coalfields Recruiting Organisation whenever they are permitted to move out. They have no unions of their own and it has been reported that they are not allowed by the Coalfields Recruiting Organisation to join any trade unions. For some time past there has been criticism in Parliament and outside against the recruitment of Gorakhpur labour for coalmines and the conditions under which the labour is being maintained. It has been alleged that Gorakhpur labourers live virtually in protected camps, that they are treated with military strictness and are not allowed to join any trade union, and that they are not even allowed to go outside the camps without guards. It has been further alleged that employers give preference to these labourers because they can do whatever they like with them and that these workers are ill-treated by the employers and frequently beaten for even trivial offences.

Enquiries have been made into the complaints against the system of recruitment and the treatment and conditions of service of Gorakhpur labour. The reports show that while there is no justification for the wholesale denunciation of the Coalfields Recruiting Organisation, there is room for improvement. The reports also show that the closing down of the Organisation might add to the law and order problem of the Uttar Pradesh Government. It also appears that the Gorakhpur labour do not have full freedom of movement, that they are not allowed to join trade unions in the coalfields or to have unions of their own and that there have been cases of their being beaten and ill-treated, though such cases are rare.

The total strength of the Gorakhpur labourers during war time was about 33,000 but it has come down to 11,937 in September 1953 which is only about 3.4 per cent of the total labour employed in the coal mines.

Good labour-management relations: Mr. Giri's
~~ADDRESS~~ address.- In his address to the Conference, Mr. Giri said that since the last conference at Naini Tal, there had been a number of important developments of vital concern to labour. In regard to labour-management relations, his plea then was for the substitution of a policy of mutual negotiation and settlement of disputes for that of compulsory adjudication. Detailed consultations during and after that conference had, however, convinced him that the conditions in the country were not favourable for a change in the basic policy that now governed the administration of labour laws.

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Unfortunately, the country had entered on a period, in which profits, particularly in the industrial sphere, were not what they used to be. Employers did not feel impelled to maintain their activities at the highest possible level, irrespective of the cost of production. The reduced margin of the profit, with which they had now to be content, naturally compelled them to explore all possibilities of economy, including retrenchment of workers and rationalisation of the methods of production. In such an economy, the bargaining power of labour was very limited, especially in sectors in which workers were not adequately organised. There could be no question of bargaining when one of the parties was in the position of being able to do without it. "I cannot, therefore, blame workers and their organisations if they feel that we have chosen the wrong time to ~~work~~ make them self-reliant. There is also another important reason why we should avoid any radical experiments for the present. The first Five-Year Plan is only half way through, and it is of the utmost importance that we should all pull our weight together in the full implementation of it".

He said: "I have, therefore, come to the conclusion, much to my disappointment that compulsory adjudication must continue to remain an important feature of labour-management relations for some time more, though it should be the bounden duty of all of us interested in the eventual building up of a strong trade union movement to give the largest possible measure of support to the policy of disputes. What is needed is not a mere arrangement for the day-to-day settlement of disputes but the development of a new and more desirable approach to the relations. Let labour and management realise that they are not in opposite warring camps and that the greatest battle that they have to wage and win is the conquest of their own prejudices and predilections so that collective bargaining may take on a new meaning, putting more emphasis on collective thinking rather than on conflicting bargaining".

Unemployment.— Referring to the unemployment situation in the country, Mr. Giri said that the only permanent solution to this problem was the substantial strengthening of the economy of the country, so that it might be large and flexible enough to be able to adjust itself as a whole, notwithstanding adverse conditions in any particular sector. "Analysing the present economic situation in the country, the Finance Minister told us in one of his speeches in Parliament that there had been a steady increase in industrial production, that prices had taken a downward turn since last September, that the cost of living index, too, was showing a downward trend, even though it had not yet visibly declined in important centres, and that there was little in the economic situation to cause any serious concern. He emphasised the need for sufficient investment in the economy in order to ensure a progressive increase in production and employment".

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"It is this sound suggestion", he said, "that it attempted to be translated into practice in the proposed revision of the Five-Year Plan. The Plan is going to be expanded to the extent of 1,500 or 1,750 million rupees. In ~~six~~ selecting schemes for this expansion, the Planning Minister, has indicated that those with a large volume of immediate employment content would naturally be preferred. As Government have made it abundantly clear, all these measures for strengthening the economy of the country on a permanent footing are without prejudice to the alleviation of immediate suffering in places where scarcity conditions may arise by resorting to the well-recognised methods for affording temporary relief and employment. In view of the anxiety which we have all entertained for some time, it is comforting to note that the employment position has shown no deterioration, and has in fact, registered some improvement during the last two or three months. The statistics collected by Employment Exchanges are at present our only guide in the matter. They show that for the second month in succession the number of fresh registrations at Employment Exchanges declined during November 1953. At the same time, the number of vacancies notified by employers and the number of placements increased slightly. I do not say that this means much, but we have at least the consolation that gradual improvement in the situation can now be expected. The country has long neglected its defences on the economic perimeter, while the clamorous forces of want and unemployment have been assailing it from every direction. We must not only temporarily plug the breaches in our defences but rebuild them on surer and stronger foundations".

Reduction in mandays lost.— Reviewing the general state of labour-management relations in the country, Mr. Giri said that while conflict had gone down, output had gone up. The year 1952 witnessed the lowest number of man-days lost during the last seven years, being only 3.3 million against 16.5 millions during 1947 and 12.8 millions during 1950. The figures for the first six months of 1953 showed a loss of only 1.3 million man-days, and thus 1953 promised to do even better than 1952. At the same time, there had been a steady and substantial increase in industrial production. The general index of industrial production, based on 1946 as equal to 100, rose from 117.2 in 1951 to 128.9 in 1952. During the period January to August 1953, the average was 133.6 as compared to 125.2 for the corresponding period in 1952. This was a highly gratifying result and must, in spite of the mutual criticisms which both sides had indulged in from time to time, be attributed to a sense of balance and realism which governed labour-management relations.

Mr. Giri categorically refuted the charge that the labour policy pursued by the Government, was either wrong or disastrous and said the proof lay in the figures quoted by him. He referred to the criticism that the productivity or the output per man hour of the Indian worker was only a fraction of what it was in

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other countries and said that many industrial establishments in this country were working with worn out or obsolete machinery; some were obviously inefficient and uneconomical. An I.L.O. team, which conducted studies in textile and engineering industries a few months ago, had demonstrated that increases from six to even over 100 per cent were possible in individual operations by the application of better techniques. The responsibility for low productivity could not, therefore, be placed wholly or in some cases even largely, at the doors of labour.

Labour Legislation.- With regard to yet another criticism that there was a "spate of labour legislation", the Minister said that it was true that the Indian industry now shouldered far greater burdens than it did some years ago. But, what was more relevant was whether these were excessive or avoidable. He felt that the Government had not unduly forced the pace in the matter of labour welfare and if any charge could legitimately be brought home to the Government, it was that they had been "overcautious and somewhat slow in the matter of progressive welfare measures".

Among the more important decisions taken by the Central Government in recent months, Mr. Giri included those relating to the establishment of a Central Labour Institute and a National Productivity Centre. The former, a 1 million rupees project to be established on a ten-acre plot near Kurla in Bombay, would comprise of a museum of industrial health, welfare and safety, an industrial hygiene laboratory, a library-cum-information centre and a training institute. The Union Government had entered into an agreement with the United States Government under which the latter would contribute 100,000 dollars towards the purchase of equipment, exhibits, technical books and publications for the institute. The work of construction would start early this year and Mr. Giri hoped it would begin to function some time in 1955. "I attach very considerable importance to this project, as it is, in my opinion, the first real attempt at studying labour and industrial problems in a scientific manner. The museum will give a great impetus to betterment of measures for safety, health, and welfare in various fields of industrial activity", Mr. Giri said. The Training Institute, which was proposed to be attached to the Institute, would be another important activity which would help establish uniform standards throughout the country.

The National Productivity Centre, which the Government hoped to set up soon, would deal with a very important activity, namely, research in the field of productivity and improvement of performance of individual units. Mr. Giri hoped that like every other worthwhile activity, it would, at no distant date, grow into something big and important.

Mr. Giri stated that the progress of implementation of Employees' State Insurance Scheme had unfortunately not been very satisfactory. Only about eight per cent of the total insurable labour population of the country had so far been covered by the scheme, which was in force, in Delhi, Kanpur and few industrial centres in the Punjab. Explaining how the Government proposed to make up the lost time, Mr. Giri said that active preparations were afoot for the implementation of the scheme in Calcutta city and Howrah district within the next few months. The financial implications of the scheme were being studied in Bombay. Simultaneously steps were being taken to introduce the scheme in Bangalore, Nagpur, Coimbatore and certain towns in Madhya Bharat in the near future.

Legislative programme.- Outlining the legislative programme of the Union Government, Mr. Giri said that all stages of consultation with regard to the Industrial Relations Bill had been completed and he was now engaged in the settlement of its terms in consultation with the Cabinet colleagues. Proposals for amending the Workmen's Compensation Act, and the Payment of Wages Act would in due course be placed before a session of the Indian Labour Conference or of the Standing Committee. Legislation in regard to the principles for fixation of fair wages had also to be undertaken at an early date. Other proposals under consideration related to shops and establishments and maternity benefits.

The Labour Minister referred to the volume of opinion in favour of legislative regulation of the principles that should determine the settlement of disputes in regard to special matters. One argument in support of such a proposal was that there would be greater uniformity in the awards of tribunals and less need for tribunal-made law. He had no objection to supporting this new trend, provided suitable provisions could be evolved and usefully incorporated in a law. However, Mr. Giri was of the opinion that the Government should not legislate, unless legislation substantially narrowed down the scope for disputes or assisted in the settlement of disputes.

Concluding Mr. Giri said that he was fully convinced that the tripartite system of discussions and negotiations had in the final analysis yielded good results. His advice to those employers, who vaguely talked of breaking away from the machinery of tripartite discussions and bipartite agreements were "to adjust themselves to the requirements of the time".

Decisions.- For the first time in its history, the Conference adopted the procedure of appointing two committees to deal with the subjects of the agenda.

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Wage-fixing machinery.— The Conference adopted a recommendation that the time-limit for implementation of the Minimum Wages Act be extended to 31 December 1954. It further recommended that the Central Advisory Board should examine the manner in which the Act had been implemented so far with a view to formulating a code of directions to be issued by the Central Government to State Governments. The Board should also lay down principles and criteria for the fixation of minimum wages for the State Governments to follow. The Conference recognised the need for immediate implementation of the Minimum Wages Act before the expiry of the time-limit which is proposed to be extended till the end of 1954. It urged early summoning of the Board for these purposes.

During discussions on this subject in the Committee, workers' delegates felt that failure to lay down such basic principles had resulted in the fixation of lower rates of wages than those already existing. They also advocated the grant of lesser discretion to State Government in giving exemptions.

Representatives of employers agreed that the demand for a minimum wage on the part of labour was legitimate and urged the application of the Act to workers in the public sector of industry.

Relating to the Fair Wages Bill, which had lapsed, while there was general approval of its basic principles, the employers' delegates, however, felt that the time was not opportune for its introduction while the workers' representatives advocated revival of the Bill, some of them favouring certain modifications like provisions of a more liberal scale of compensation on rising cost of living and grant of fair wages irrespective of the capacity of industry to pay.

The employers' delegates stated that the concept of a fair wage was still vague and its introduction would add to the burdens of industry ultimately leading to greater unemployment. They were also of the opinion that the question of fair wages was irrelevant as national income had not risen. They felt that its introduction would be disastrous on the railway and general budgets.

Gorakhpur labour.— The Conference recommendations on the recruiting scheme for Gorakhpur labour, called for a tripartite committee to be set up by the Union Government to consider questions relating to removal of defects in the system, if any, especially those relating to freedom of movement, infringement of trade union rights, security of service and discriminatory treatment.

Central Maternity Benefits.— During the discussion regarding uniform legislation for maternity benefits to workers, the representatives of workers favoured Central legislation. They were generally in favour of adopting the ILO Convention as the basis of minimum standard. The representatives of employers as also State Governments generally were against any legislation on the subject.

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The conclusion was reached that the proposed Central Maternity Benefit legislation should be patterned on the principles of the ^{the} Employees' State Insurance Act.

Review of I.L.O. Conferences.- The Conference also reviewed the working of the I.L.O. Conferences. The consensus of opinion was that some of the important Conventions of I.L.O. specially those relating to social security be ratified at once. The Conference suggested that the tripartite committee should examine these Conventions and see to what extent they could be ratified. The representatives of workers and employers felt that the number of advisors allowed by the Government for the ILO Conference was too small and urged an increase.

Women Labour.- The question of women labour was considered by the Conference in great detail. The meeting recommended adequate training facilities to be given to women in the nursing, teaching and welfare professions. To make the training schemes attractive, it suggested, adequate stipends and wages on employment and application of the Minimum Wages Act to local bodies.

Provident fund dues.- With reference to provident fund dues to a subscriber before retirement, the employers' delegates held the view that a worker should not be permitted to consider the provident fund scheme as a co-operative society and large-scale withdrawals should be discouraged. The workers' representatives wanted that in the case of diseases like tuberculosis, leprosy and others and in the case of mass retrenchment, a subscriber should be entitled to immediate payment of provident fund dues. They also advocated that the waiting period of one year should be reduced to six months.

Industrial Statistics (Labour) Rules.- The Conference expressed its realisation of the urgency for implementing the industrial statistics labour rules. It suggested that since the whole question revolved around staff and finance a sub-committee of statisticians should work out details of the staff and set-up required for the purpose of implementing the rule.

Technical Assistance.- The Conference also reviewed the various technical assistance programmes. utilisation of the programmes. Workers' representatives urged an equal distribution of fellowships to representatives of employers and workers. On behalf of Government, it was explained that this was the policy but as part of the travel costs have to be met by the organisations themselves, workers' organisations have not always been able to avail of the facility.

(Documents of the Conference received from the Ministry of Labour, Government of India; The Hindu, 8 and 11 January 1954.)

(Documents of the Conference received from the Ministry of Labour, Government of India; The Hindu, 8 and 11 January 1954.)

Annual Session of Indian National Congress,
Kalyani, January 20-24.

The annual session of the Indian National Congress was held at Kalyani (West Bengal) from 20-24 January 1954. Mr. Jawaharlal Nehru, President of the Congress, presided. The session, among others, adopted a resolution on planning and development urging that the pace of progress be quickened particularly as regards improvement in village and small scale industries especially with a view to providing employment. The resolution added that the second 'Five-Year' Plan should be build up with the co-operation of the panchayats, village communities, local bodes, and the like so that it would be a "Peoples' Plan".

Presidential address.- Mr. Nehru, in the course of his presidential address, referring to the first Five-Year Plan said that two and a half years have passed since the first Five-Year Plan began and all over India vast schemes were being worked out. Many of the schemes were magnificent in conception as well as in execution. Even while they worked for the fulfilment of the first plan they had to think of the second five years. It was essential that this plan should be drawn up with the fullest co-operation of the people.

Referring to unemployment Mr. Nehru said that unemployment was a major problem; it could not be ended by magic, it could be ended by proper planning and hard work. It was no good for everyone to look up to posts in Government service; everyone should be prepared to work hard and should not be disdainful of manual labour.

As regards the question of nationalisation, Mr. Nehru said that where nationalisation was obviously beneficial one should not hesitate. Indeed the state had built up already a number of magnificent nationalised undertakings and their number was growing. Why should the Government use up its slender resources in the acquisition of old industries ~~XXXXXXXXXX~~ when it wanted to start new ones? Each question must be examined on its merit.

Resolution on planning and development.-The following is the text of the resolution adopted by the session on planning:

"The Congress notes with satisfaction the achievement of many of the targets of the Five-Year Plan, notably in regard to the production of foodgrains, cotton, jute and sugar-cane, and also in regard to the reclamation of land and the installation of additional power capacity.

Adequate progress has also been made in regard to the production of cotton yarn, mill cloth, cement and fertilisers. The building of locomotives has exceeded the target and increasing numbers of coaches and wagons are being made. Progress in the building of national highways and roads has also been considerable.

"The magnificent river valley schemes are nearing completion and numerous small irrigation schemes have been completed. Great factories for certain basic industries are also functioning or are under construction.

"The Congress particularly welcomes the progress made in the community projects and the national extension service and records its appreciation of the widespread popular response to these far-reaching activities which are meant to cover, with the co-operation of the people, the whole of rural India within a short space of time.

"While appreciating the very considerable progress made by the country in many sectors of the national economy, the Congress is of opinion that the pace of progress has to be quickened. In particular, improvement in village and small-scale industries has been slow and demands greater attention, more especially with a view to providing employment.

"The Congress has also noted with concern the fact that there has been in many cases a shortfall in the execution of projects which have been approved and for which money has actually been sanctioned. This has taken place both in the Central Government and in the States. This appears to be due principally to administrative difficulties and to the fact that the rules of procedure, both at the Centre and in the States are elaborate and complicated and lead to delays. These rules and conventions were framed long prior to independence and do not suit the conditions of a democratic state aiming at rapid development. Unless the procedures are so revised as to make such rapid development possible, even the resources at the disposal of the country will not be fully utilized. The Congress recommends, therefore, that early action should be taken in revising these rules, including those for the recruitment of the public services, and bringing them more in line with present day conditions and the demands made upon the State for rapid action.

"The success of planning depends upon the people's understanding of it and their co-operation with it. It is clear that where the people have been properly approached they have appreciated the work done and have given their co-operation in full measure. It is necessary to keep in constant touch with the people and to invite them to share in the execution of the plan and the building up of new India. In particular, the second Five-Year Plan should be built up with the co-operation

of the panchayats, village communities, local bodies and the like so that it should be a people's plan and local leaders should assume responsibility both in the formulation of the plan and later in executing it.

"Future progress should envisage the completion of land reform so as to make the actual tillers of the soil the owners of the land. Particular attention should be paid to the industrial sector, more especially in regard to the basic and key industries, as well as the small scale and village industries. In regard to small-scale and village industries, techniques of manufacture must be improved and, wherever possible, spheres of production should be demarcated.

"The aim of planning must always be the establishment of a welfare state and full employment. This involves not only greater production and equitable distribution but progress along all sectors of the national economy. It involves also social reform and cultural progress, more particularly in regard to the educational system which should be progressively based upon the principles of basic education and the training of technical personnel".

Mr. Gulzarilal Nanda, Central Planning Minister, speaking on the resolution said that the critics of the Five-Year Plan often dismayed him in their comments. "I have even found people among us who have expressed doubts about the schemes. I wish to caution those critics that they are acting as enemies of the country".

He wished to remind people ~~that~~ about the conditions prevailing in India when the British left. The country had been left in a state of helplessness so far as development was concerned. India had just faced a famine in Bengal and there were chances of other such calamities.

The purpose of the Five-Year Plan was to develop the country on a sound footing and in the shortest possible time. There were difficulties on the way but most of them had been surmounted. The community projects and national extension scheme would lead the country to the right lines of development with the support of the people.

Call to the Nation. - By a resolution, moved by Mr. Nehru, the session made a call for austerity and national unity for the building up [^]strengthening of the nation.

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The resolution also recommended to the Government that a special development loan should be floated so that public works on a much larger scale might be initiated and industries built up, "thus not only strengthening the nation, but also providing large-scale employment to the people". Such loans should suit the small investor so that large numbers of people would be able to associate themselves in the "great and co-operative endeavour to build a strong and progressive nation".

(Amrita Bazar Patrika, 21 and 25 January,
1954).

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CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS

28. Employers' Organisations.

India - January 1954.

Conference of Leading Industrialists:

Important Role of Free Enterprise

Stressed.

A conference of some of the leading industrialists in the country was held in Bombay on 12 January 1954 at the instance of Mr. H. P. Mody. The meeting considered the steps to be taken to bring about a more effective representation of industrial interests on various official and non-official public bodies and to enlighten public opinion about the vital importance of the part that free enterprise can play in the economic development of India and in the attainment of the commonly accepted social objectives.

The conference authorised Mr. Mody to set up a small committee with powers to carry out the proposed scheme of "effective representation".

Those who participated in the deliberations were:

- Mr. Purshottamdas Thakurdas, Mr. Sri Ram, Mr. Cowasji Jehangir,
- Mr. Kasturbhai Lalbhai, Mr. Ambalal Sarabhai, Mr. R. G. Saraiya,
- Mr. Allen Elliot Lockhart, Mr. Chunilal V. Mehta, Mr. Naval H. Tata,
- Mr. Pranlal Devkaran Nanjee, Mr. A. D. Shroff, Mr. K. M. D. Thackersey,
- Mr. J. D. Choksi, Mr. Dharamsey M. Khatau, Mr. N. Barlow,
- Mr. Tulsidas Kilachand, M.P., Mr. M.A. Sreenivasan, Mr. T. V. Baddeley,
- Mr. Neville N. Wadia, Mr. D. R. D. Tata, Mr. E. I. C. Gault,
- Mr. P. A. Narielwala, Mr. K. C. Bakhle, Mr. R. L. Powell,
- Col. L. Sawhny, Mr. S. Moolgaokar, Mr. M. R. Masani and Mr. Y. S. Pandit.

(The Times of India, 15 January, 1954).

CHAPTER 3. ECONOMIC QUESTIONS

33. Full Employment Policy

India - January 1954

Steps to meet Deterioration in Employment Situation: Additional Projects under Expanded Five Year Plan.

Details are now available of the broad categories of schemes which will be taken up under the recent expansion of the Five-Year Plan decided upon by the National Development Council in October 1953 with a view to increasing the employment potential of the Plan (vide pp.10-12 of the report of this Office for October 1953). It was proposed to take up additional projects costing between 1,500 million rupees and 1,750 million rupees during the rest of the Plan period.

The schemes on which this additional expenditure would be incurred will fall under four categories:

- (1) Additions in the programmes of the Central Ministries;
- (2) Programmes of permanent improvement in scarcity areas; and
- (3) Additions in the programmes of the State Governments; and
- (4) New programmes for increasing employment, especially in the urban areas.

The total addition to the Central Government's programmes would be 700 million rupees. Schemes for scarcity areas and additions to the programmes of the State Governments would together amount to 650 million rupees. The rest of the amount, ranging between 150 million rupees and 400 million rupees will be utilised on special programmes for increasing urban employment.

The additions to the Central Schemes cover projects for the rehabilitation of displaced persons (450 million rupees), road development (100 million rupees), construction of office and residential buildings (25 million rupees), health schemes (20 million rupees), agricultural schemes (21.6 million rupees), and miscellaneous (83.4 million rupees).

The rehabilitation programme for which an allotment of 850 million rupees had been made in the Plan for the first three years will thus be increased to 1,300 million rupees and cover the whole period of the Plan. Under the expanded rehabilitation programme, in addition to housing schemes, it is proposed to devote special attention to the development of refugee townships a number of which have become centres of chronic unemployment. Under the road construction programme certain roads which are either important for inter-State communications or are likely to promote rapid development will be taken up.

For the chronic scarcity areas which really come under the State sector, an additional amount of 400 million rupees has been provided. The scarcity areas are those in which because of low purchasing power and repeated interruption of economic activity relief work and other measures are needed from time to time. It is hoped that with the completion of these works local purchasing power will expand and the areas will develop greater capacity to start future development programmes. The programmes extend to 12 States - Assam, Bihar, Bombay, Uttar Pradesh, West Bengal, Andhra, Madras, Hyderabad, Mysore, Saurashtra, Rajasthan and Ajmer. The schemes under the scarcity area development programme will be financed by loans from the Central Government repayable over a period of 30 years. These loans will be interest-free for the first five years.

Besides works for the scarcity areas, the plans of the State Governments have been strengthened to the extent of 250 million rupees. The main fields of development to which funds have been allotted are; power development (91 million rupees), roads and road transport (81 million rupees), irrigation (35 million rupees), housing (15 million rupees), social services (18 million rupees), and industry and technical training (11 million rupees).

Urban unemployment.- On special programmes for relief of urban unemployment an amount ranging between 150 million rupees and 400 million rupees will be spent. The details of the schemes to be taken up under this head are being worked out by the Planning Commission in consultation with the appropriate authorities. The programme broadly would be of the following categories:

- (1) Assistance in setting up State Financial Corporations for small-scale and cottage industries (over and above the provision in the Plan).
- (2) Provision of additional thermal plants in urban areas.
- (3) Loans for housing programmes for low-income municipal and Government employees and for co-operative housing.
- (4) Financial assistance for the development of road transport services.
- (5) Work and training camps, apprenticeship and reorientation courses.
- (6) Implementation of the recommendations of the Standing Education Commission relating to the diversification of courses, introduction of crafts and improvement in teaching of science.

The proposed establishment of an Industrial Development Corporation will also materially improve the employment position. This proposal has been approved in principle by the Central Government. Through this Corporation it may become possible for the Central Government to promote an active policy for industrialisation and in particular to assume initiative in those spheres of the private sector where private enterprise is not readily forthcoming, but where in the public interest development may be desirable.

Already a new scheme for increasing the employment opportunities for educated persons is being implemented. Introduced in August 1953, the scheme aims at employing 80,000 additional primary school teachers in the rural areas and at opening 10,000 social education centres in the urban areas.

(The Statesman, 18 January 1954).

HPL:

Thirty Per Cent Set-back in Employment in

Bombay State: Indian Merchants' Chamber

SURVEY

The Indian Merchants' Chamber, Bombay, has estimated the setback to employment in Bombay State during the pre-World War II and post-war periods at roughly 30 per cent.

In a survey of the unemployment situation in the State, the Chamber has elicited information from all its members, conducted a sample survey and consulted 30 major representative associations and about 200 commercial and industrial firms.

The result of the survey, embodying an analysis of the situation, factual data and recommendations for affording increased employment, has been forwarded to the Union Finance Minister.

The report has cited the following ten factors as being mainly causative of "this significant fall in employment": (1) the power shortage; (2) an inadequate supply of raw materials; (3) the introduction of zones by the Bombay municipality; (4) the Central and State Governments' stores purchase policy; (5) labour legislation and factory Acts; (6) the unsatisfactory expansion of building activity; especially in the private sector; (7) the general slump in trade and business; (8) the disruption of normal trade channels; (9) the imposition of a multi-point sales tax; and (10) handicaps affecting the road transport industry.

Remedies.- The Chamber has preferred the following possible remedies for consideration by the Union and State Governments;

(a) the priority to power development in Bombay and lowering the cost of electrical energy;

(b) Liberalised imports of scarce raw materials and larger allocations of essential raw materials;

(c) Proposals for zoning Greater Bombay into industrial and non-industrial sectors must be modified to ensure that industrial expansion is not prevented by an exaggerated emphasis on civic needs;

(d) The Government's stores purchase rules should lay down that even at the cost of some preference in the matter of rates the purchasing authority shall go in only for indigenous goods where these are available;

(e) Government should "call a halt to the plethora of laws pertaining to labour";

(f) A subsidy for housing construction and incentives for private enterprise to undertake building activities;

1. The Indian Merchants' Chamber, Bombay. Report on Unemployment Survey (Roneoff) pp.16.

(g) The creation of a climate in which business is given the strongest possible incentives to maintain and create employment opportunities;

(h) The full restoration of traditional channels of distributive trade;

(i) The recasting of the sales structure in the State;

(j) Encouragement to the road transport industry; and

(k) The fostering of the spirit of Swadeshi and its extension to the sphere of shipping banking and insurance.

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Socialist Party's Plan to end Unemployment:
Review of Swadeshi Movement suggested.

The National Executive of the Praja Socialist Party has suggested the revival of the swadeshi movement as an immediate measure to combat unemployment in the country. A resolution to this effect was passed at a meeting of the National Executive held at Patna on 17 January 1954 under the chairmanship of Acharya Kirpalani.

The resolution said: "The National Executive of the Praja Socialist Party is of the opinion that to combat unemployment the spirit of swadeshi ('buy Indian') needs to be revived. The spirit of swadeshi must reach down to the village. Villages, singly or preferably in groups, should be induced to foster self-sufficiency so that village crafts and occupations are revived and rural unemployment is materially reduced. Local bodies, like panchayats, jananads, District Boards and municipalities, should develop local public works and the demand for assistance from higher authorities for employment and development should be based upon concrete proposals for public works, including housing for poor and middle class people on a substantial scale. Employment exchanges need to be improved and strengthened to enable them to function as reliable barometers of unemployment and as the principled lever of channelizing employment".

Long-term measure.- Suggesting a long-term measure for the solution of unemployment the resolution said: "Fundamentally the problem can be tackled only if the Government moves forward to reorganise and rationalize the economy as a whole. Land reforms, including redistribution of land, rural co-operatives, State aid to agriculture, reclamation of waste lands, protected markets for small and cottage industries, including the handloom industry and a general policy of economic equality and austerity to enable a larger quantum of workers to get work, are among the basic reforms needed. To augment domestic investments, banks, insurance companies, mines and foreign trade will have to be owned and operated by the State".

(The Statesman, 19 January 1954).

34. Economic Planning, Control and Development.

India - January 1954.

Progress of the Five Year Plan during the

first Three Years: General Increase in

Production.

Control of the price situation, increase in production, both agricultural and industrial, and establishment of a stable economy are the achievements of the first three years' working of the Five Year Plan, according to a Planning Commission survey of the progress of the first Five Year Plan, published recently. +

General.- The review states: "It may be said with justice that the immediate aims of the Five Year Plan have been largely achieved. In this, the end of the Korean war has played its part and nature too has been kind. But the contribution made by the Plan has been both significant and unmistakable and augurs well for its eventual fulfilment. Indeed, on many counts, the stage is now set for a period of sustained and vigorous effort to rebuild the economy and achieve a fairly marked rise in the standard of living".

When the Plan was drawn up, the Commission points out, the dominant considerations were the fear of inflationary pressures overcoming the economy, a deteriorating food situation, heavy food imports, depleted supplies of jute and cotton and a difficult balance of payments situation. In addition, there was the Korean war which accentuated prevailing maladjustments, affecting adversely industrial production. The above economic scene has since changed and some of the anxieties of 1950-51 have lifted. The fruits of efforts undertaken before and during the Plan period have begun to reach the people.

During 1952-53 food production increased by 4.4 million tons. The crop prospects for 1953-54 are distinctly bright. The favourable food situation of these two years has removed the feeling of scarcity and shortage which had persisted for so many years. The index of industrial production rose from 117 in 1951 to 129 in 1952 and 134 during the first eight months of 1953, accompanied in particular by greater availability of cloth and of consumer goods in general.

As a result of a series of fiscal measures taken by the Government, notably the increase of export duties in 1951 and restrictions on credit, the inflationary forces were successfully held. The index of wholesale prices which by the end of 1951 had already fallen to 433 stood in October 1953 at 393.6.

+ Progress of the Plan. A short survey of the Working of the First Five Year Plan from April 1951 to September 1953. (Government of India, Planning Commission), pp. 137.

These developments were accompanied by an improvement in the balance of payments position. Whereas 1951-52 had closed with a deficit of 1,340 million rupees the year ended June 1953, yielded a balance of payments surplus of 640 million rupees. India's sterling balances now stand at 7,000 million rupees.

Reviewing the progress of expenditure the Commission says that during the three years the total expenditure on the Plan would amount to a little less than 10,000 million rupees. The expenditure during the first year (1951-52) was 2,615 million rupees; during the second year (1952-53) it was 3,235 million rupees and the projected expenditure for the current year (1953-54) is 4130 million rupees. Thus, in spite of several initial difficulties it has been possible to increase expenditure progressively. While a number of States were in a position administratively to enlarge upon their current programmes, in several others the first task was to organise a minimum machinery of administration especially in the field of development.

The Commission observes: "Even if the expenditure actually incurred during 1953-54 should fall somewhat short of the budgeted amounts, as might indeed happen in the ordinary course, the effective increase in the level of development expenditure during the first three years of the Plan would still be quite substantial".

Although, there has thus been a progressive increase in expenditure, its tempo has to be increased to catch up to the targets of the Plan. The balance to be spent during the remaining two years of the Plan period is of the order of 10,690 million rupees plus the amount covering the recent expansion of the Plan (ceiling 1,750 million rupees).

Analysing the resources for the Plan the review points out that during the first two years the rate of development expenditure did not require any large-scale deficit financing. The first year of the Plan closed with a small overall surplus. In the second year there was a budgetary deficit of 1,200 million rupees but this was accompanied by a net reduction in the indebtedness of the Government to the Reserve Bank to the extent of about 400 million rupees. Allowing for various relevant factors, the net creation of new purchasing power on account of the budgetary deficits in the first two years of the Plan is likely to have been 400 million rupees to 450 million rupees.

During the first three years of the Plan the State Governments have raised about 300 million rupees from measures of additional taxation. In view of the acceleration of the Plan from 1953-54 it will be incumbent upon them, the review says, to find additional resources to a much larger extent. Conditions in the capital market have steadily improved. During 1951-52 the State Governments were able to raise loans amounting to about 120 million rupees. In 1952-53 they raised 170 million rupees and in 1953-54 the net realisation was 390 million rupees.

There has been considerable activity also in the field of small savings. The target of the Five Year Plan period was 2,700 million rupees of which 1,030 million rupees were secured during the first two years. A promising recent development has been the setting up of a National Advisory Committee for promoting small savings through voluntary women workers.

The Central assistance to the States during the first three years of the Plan amounted to 1,830 million rupees out of which 1,630 million rupees were given as loans and 200 million rupees as grants.

The external assistance during the period of the Plan has been of the order of 1,350 million rupees.

This assistance has come from the USA, from the Colombo Plan countries including Canada, Australia and New Zealand, from the Ford Foundation and Norway. Assistance in the form of loans has also been received from the International Bank.

(The Statesman, 19 January 1954).

DPK.

Problems of Small Engineering Industries:

Statistical Survey Report on Conditions in

Calcutta.

A statistical survey of the small engineering industries in the Calcutta area was undertaken recently by the Bureau of Industrial Statistics, Calcutta. The following is a summary of the findings made.+

The main objects of the survey were (i) to assess the present position of small engineering firms with particular reference to capital and cost, (ii) to ascertain the difficulties financial or otherwise faced by these firms and (iii) to suggest ways and means to improve their position. For the purposes of the survey, small engineering firms were defined to include those firms engaged in the construction, adaptation and repair of machines and tools both power-driven and portable by hand, in turning lump and sheet metals into utility products, in preparing moulds, in welding and so on, which pay trade license fee not exceeding 50 rupees per annum.

The survey found that more than 75 per cent of these industries were located in Howrah Municipal area of about 10.18 sq. miles. It was for this heavy concentration that the survey has been made in that area. The total number of small engineering firms accepted as population size was 777 of which 15 firms belonging to galvanising and mathematical instrument manufacturing groups were left out for a separate census study. The number of firms covered by the present survey was, therefore, 762 out of which 192 firms were samples drawn at random. Of this complete information was obtained for 153 firms or 20.1 per cent and not for 192 firms or 25.2 per cent as originally planned. This gap was due to non-response, closure or otherwise. Small engineering industries have been grouped as: (I) Machine, Machine Parts, Tools and Engineering Stores Manufacturing; (II) Sheet Metal Processing; (III) Foundries; (IV) Nut, Bolt, Rivet etc., Manufacturing; and (V) Welding.

General organisation.- The survey states that from the general organisational point of view small engineering firms are predominantly proprietary. Building structure of work places is generally of temporary and semi-permanent types with area mostly below 1200 sq.ft. The majority of these firms pay rent and trade licence fee not exceeding 40 rupees per month and 12.5 rupees per annum. The average amount of rent paid per rent paying firm is 30.2 rupees per month. Only 16 per cent of firms are members of a trade association, the rest i.e., 84 per cent are non-members. The survey recommends that many more should join and thus create opportunities for a joint discussion of their problems and possibilities, and this trade association should be affiliated to a chamber of commerce.

Capital structure.- The survey reveals that the total raised capital of these firms is 2091.37 thousand rupees, of which owned capital is 1056.45 thousand rupees or 50.5 per cent, share capital 957.42 thousand rupees or 45.8 per cent and borrowed or loan capital 77.50 thousand rupees or 3.7 per cent only. The preponderance

+ Problems of Small Engineering Industries (Statistical Survey Report).
Bureau of Industrial Statistics. P-11, Mission Road Extension, Calcutta-1, Pp. 50.
Price Rs. 4-6.

25

of owned and share capital is in accordance with capital requirements in each group and thus in line with the type of ownership of firms already noted. The average amount of raised capital per firm is 13.7 thousand rupees. Groupwise, the amount of capital per firm is 34.7 thousand rupees in Nut, Bolt, Rivet etc., Manufacturing and is obviously larger than the capital size of firms in the other groups. On the other hand, capital per firm is 3.7 thousand rupees in Welding group and is very small. Total amount of raised capital for the entire industry has been estimated as 10439.4 thousand rupees or lying between 10.102 million rupees to 10.776 million rupees. A break-up of fixed capital shows that most of the capital has been invested in machine, tools and implements and very small in land, building etc., the ratio being about 1/9 against 4/6 as estimated from the census data. Of the total raised capital about 43 per cent has been invested in fixed assets; this percentage is very high i.e., 64 per cent in Machine, Machine Parts, Tools and Engineering Stores Manufacturing, and low i.e., 19.4 per cent in Foundries. The proportion of fixed and working capital is 36:34 against 50:50 estimated from the census data. Thus, the proportion of working capital is high and this is also true for different groups with the exception of Machine, Machine Parts, Tools and Engineering Stores Manufacturing where it is 50:50. This high proportion is due to low fixed capital and is indicative of the degree of mechanisation in each group. On an average productive capital per firm is 16.5 thousand rupees of which fixed and working capital are 5.9 thousand rupees and 10.6 thousand rupees respectively. Groupwise, it is large (45.6 thousand rupees) in Nut, Bolt, Rivet etc., Manufacturing and small (4.8 thousand rupees) in Welding. In the entire field the estimated amount of productive capital is about 12.6 million rupees, of which fixed capital accounts for 4.5 million rupees and working capital 8.1 million rupees. The frequency distributions of fixed, working and productive capital show that there is a heavy concentration of firms at the lower capital scale. About 90 per cent of firms have fixed capital below 16 thousand rupees, working capital below 26 thousand rupees and productive capital below 36 thousand rupees. Relevant information also shows that 85 per cent firms require additional capital amounting to about 1.064 million rupees or roughly 0.266 million rupees in 1941-42 prices for the purchase of new machinery, tools, equipments etc., and replacing old ones. Groupwise, this requirement is high in Machine, Machine Parts, Tools and Engineering Stores Manufacturing, and low in Welding. In the entire industry the need for additional capital seems to be round about 5.233 million rupees or 1.308 million rupees in 1941-42 prices.

The survey also shows that the proportion of credit to working capital is 1/8. It is about 1/3 to 1/4 in well-organised industries. Opinion research shows that of all sample firms only 14 per cent get proper credit facilities. Of course there are many firms which are not credit worthy, but none the less proper credit facilities are obviously lacking.

Raw materials in small engineering industries are mostly indigenous. Thus, out of total value of 1.189 million rupees of raw materials used in 1951-52, indigenous and foreign materials account for 1.052 million rupees or 88.4 per cent and 0.137 million rupees or 11.6 per cent. Supply of raw materials is not satisfactory,

83 per cent firms are of opinion that it is not only insufficient but irregular as well.

Labour.- As is generally the case in small industries, family members along with outsiders work as labourers in engineering firms. The proportion between family members and outside labourers is about 1/7 i.e. of eight labourers engaged in a unit, one is a family member and seven others are outsiders. Total number of all classes of labourers engaged in sample firms is 1355, of which 1298 or 95.8 per cent are paid and 57 or 4.2 per cent are unpaid. The average number of all classes of labourers per firm is 9. This varies from group to group, being 16 in Nut, Bolt, Rivet etc., Manufacturing and 3 in Welding. Estimates show that in the entire industry there are 6858 labourers. Of hired labourers 76 per cent are skilled and 24 per cent unskilled.

On an average monthly wages per labourer is 57.2 rupees. Groupwise, it is 56.3 rupees in Machine, Machine Parts, Tools and Engineering Stores Manufacturing; 46.7 rupees in Sheet Metal Processing; 69.7 rupees in Foundries; 67.7 rupees in Nut, Bolt, Rivet etc., Manufacturing; and 80.6 rupees in Welding. Thus, welders earn more than those engaged in other groups. Wage rates are comparatively high for welders and low for those engaged in Sheet Metal Processing. The annual wage bill for the sample engineering firms amount to 0.892 million rupees. Estimates show that in the entire industry (i.e. 762 firms) it is well within 4.4 million rupees to 4.5 million rupees.

On an average small engineering firms work 8 hours a day. Of the firms surveyed, 95 per cent are reported to have good labour relations.

Value of products.- In 1951-52 total 'value of products' of sample engineering firms is about 2.9 million rupees, 'value added by manufacture' or the 'net value' being 1.6 million rupees. 'Net value' per firm is 10.5 thousand rupees. Groupwise, it is 8.8 thousand rupees in Machine, Machine Parts, Tools and Engineering Stores Manufacturing; 12.4 thousand rupees in Sheet Metal Processing; 11.1 thousand rupees in Foundries; 19.7 thousand rupees in Nut, Bolt, Rivet etc., Manufacturing; and 4.1 thousand rupees in Welding. Judged from 'value added by manufacture' or 'contribution to national income' per firm, different groups of engineering firms may be re-arranged according to their importance when Nut, Bolt, Rivet, etc., Manufacturing, occupies the first position followed by Sheet Metal Processing; Foundries; Machine, Machine Parts, Tools and Engineering Stores Manufacturing and lastly by Welding. This is more or less in conformity with the stage of development of engineering industries of the country. In the entire industry (i.e. 762 firms) the estimated 'value added by manufacture' is 7947.7 thousand rupees (i.e. between 6.8 million rupees to 9.1 million rupees) against the gross value of 14439.9 thousand rupees (i.e., between 13.4 million rupees to 15.5 million rupees).

Marketing.- Transport charges constitute a major item of distribution cost. Thus, of the total distribution cost of 86.82 thousand rupees, 'transport charges' account for 78.58 thousand rupees, ~~transport charges~~ or 90.5 per cent, advertising charges 5.78 thousand rupees, or 6.7 per cent and commission and brokerage 2.46 thousand rupees or 2.8 per cent. Foreign competition is not

being keenly felt except by firms in Machine, Machine Parts, Tools and Engineering Stores Manufacturing, and Nut, Bolt, Rivet etc., Manufacturing groups. Small engineering firms sell 93 per cent of their products in West Bengal, 5 per cent in other States and 2 per cent in foreign countries including Pakistan. But this does not mean that almost all these products are being consumed in West Bengal. On the contrary, it only indicates the first deal of which a good portion finds market outside this State.

Raw material, wages, transport and 'other charges' such as commission, brokerage, advertisement, etc., are the major cost items which absorb 2352.97 thousand rupees or 81.2 per cent leaving a balance of 546.95 thousand rupees or 18.8 per cent of the total gross income of 2899.92 thousand rupees. Groupwise, these charges together vary between 77 per cent to 88 per cent and the residual items, therefore, lie well within 23 per cent to 12 per cent. It may be noted that in Welding group raw material charges are disproportionately low, being of the order of 6 per cent of gross income but its effect is offset by higher labour charges. At the outset the percentage figure of 'residual' items may look quite impressive but judged from the small volume of out-turn, they seem to be poor and just sufficient to keep the industry going. Further, in the event of falling prices, most of the engineering firms producing low quality products will find much difficulty even to meet the bare cost.

The study concludes by saying that the small engineering industries are poor in organisation and capital structure. "They also suffer from many other handicaps. But none the less they exist and form a vital part of the industrial organisation of the country. Properly organised they can make substantial contribution to the industrial development as envisaged in the Five-Year Plan and help solving middle-class unemployment of the country. To achieve this, intensive efforts both on the part of the industry and Government are needed. It should not be forgotten that small engineering industries are vital both in peace and war. They are the feeders of such industries as textile machine manufacturing, agricultural machine manufacturing, automobile manufacturing, ship building and so on. To achieve this, a small engineering industries' development committee may be set up with representatives of Government, industry and consumers. Both short and long-term financing should receive special attention in any reorganisation plan.

"These engineering firms may be graded according to capacity and the development should be by stages. Small engineering industry is not the one which can be developed on cottage basis. A special inspectorate should be created for the inspection of products and every attempt must be made to enforce a standardised quality."

Coir Industry Act, 1953 (No.45 of 1953):
Provision made for the Control by the
Union of the Coir Industry.

The Coir Industry Bill (Vide page 10 of the report of this Office for April 1953) as passed by Parliament received the assent of the President on 23 December 1953 and has been gazetted as Act No.45 of 1953.

The Act provides for the control by the Union of the coir industry and for that purpose to establish a coir board charged with the duty to promote by such measures as it thinks fit the development of the coir industry. Such measures may relate to promoting exports of coir yarn and coir products, regulating the production of husks, coir yarn and coir products, undertaking, assisting or encouraging scientific, technological and economic research, collecting statistics from manufacturers of coir products, etc. Provision is made for the imposition of a duty of customs on export of coir fibre, coir yarn and coir products. Other provisions of the Act deal, inter alia, with constitution of coir fund, accounts and audit, general control by the Central Government over acts and proceedings of the Board, report and returns, power of Central Government to make rules and power of board to make bye-laws.

(The Gazette of India Extraordinary, Part II,
 Section 1, 24 December 1953, pp,440-448).

Patiala and East Punjab States Union Townships
Development Board Act, 1954.

The Government of India published on 16 January 1954 the Act of the President to provide for the establishment of a development board for the purposes of constructing and developing townships at suitable places in the Patiala and East Punjab States Union and settling therein displaced persons and for other matters connected therewith. The Act repeals the Rajpura Development Ordinance, 2006 B.K. and validates the acts done or purported to have been done under the said Ordinance.

The development board is to consist of a chairman, two persons to be appointed by the State Government and four persons to be appointed by the State Government after consultation with the Central Government, of whom two shall be displaced persons settled in any township or townships. The Board shall prepare a scheme in the prescribed manner for the construction and development of the township for the purpose of rehabilitating

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displaced persons. Such a scheme shall, among other things, provide for laying out the locality to be developed, the purposes for which particular portions of such locality are to be utilized, the laying out of streets and buildings, roads, drainage, sewerage and water supply, lighting of streets and public health, sanitation and social welfare and construction of residential or other buildings. Other provisions of the Act deal, inter alia, with general powers of the board, accounts and audit, emergency powers of State Government, and compulsory acquisition of land for the board.

(The Gazette of India, Extraordinary, Part II,
Section 1, 16 January 1954, pp. 37-52).

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36. Wages.

India - January 1954.

Bombay: Minimum Rates of Wages for Employment
in Agriculture fixed.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Bombay has fixed in certain areas the minimum rates of wages specified below ~~xxx~~ in respect of classes of employment in agriculture mentioned below.

Area	Classes of Employment in Agriculture	Rates
		Rs. A.P.
Umbergaon and Dahanu Talukas and Mokhada Mahal of Thana District.	A. (i) ploughing --)	
	(ii) embanking---	
	(iii) harrowing---	1 0 9
	(iv) sowing ----)	
	(v) manuring----	
	(vi) irrigation--)	
-Do-	B. (i) grass cutting)	
	(ii) trasnplanting)	
	(iii) weeding-----)	
	(iv) harvesting---	0 12 0
	(v) threshing ---)	
	(vi) winnowing----	
	(vii) picking of cotton----)	

Note.- (1) The minimum rates of wages payable to a child employed in any class of employment mentioned in A and B above shall be fixed at annas 8 per day.

(2) The minimum rates of wages payable to an adolescent certified to work as an adult, shall be the same as those fixed for an adult and if certified to work as a child, shall be the same as those fixed for a child.

(The Bombay Government Gazette, Part IV-A,
7 January 1954, pp. 15-16)

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

INDIA - JANUARY 1954.

41. Agriculture.

Fifth Session of Industrial Committee on
Plantations : Agreement reached on
Compensation for Lay-Off.

The fifth session of the Industrial Committee on Plantations was held at Calcutta on 30 and 31 January 1954. Mr. V.V.Giri, Central Labour Minister, presided. Representatives of trade union organisations, Tea Planters' Associations, and of the Central, Assam, Mysore, Madras, West Bengal, Punjab and Bihar Governments attended the meeting.

Agenda.- The Committee had before it the following agenda: (i) extension of lay-off compensation benefits to plantation labour; (ii) enforcement of the Plantations Labour Act; and (iii) conversion of foodgrains concession into cash.

Extension of lay-off compensation benefits to plantation labour.- According to the memorandum submitted to the meeting, the Labour Investigation Committee (Rege Committee) which inquired into the conditions of plantation labour, referred to underemployment on plantations as a serious problem. In rubber plantations for example, workers lose during the monsoon season as many as 20 days' work in a month. The Rege Committee recommended that employers should give a small allowance for days on which work was held up due to bad weather.

ILO Committee's recommendations.- The ILO's Committee on Work on Plantations, which met in Indonesia in 1950, passed a resolution recommending that workers in plantations should be guaranteed a minimum wage for 24 days in a month throughout the year, provided they presented themselves for work. The memorandum adds that if this principle is accepted, then the question of compensation for involuntary unemployment will be solved.

The question of involuntary unemployment of plantation workers has also been examined by the Advisory Committees set up by certain State Governments in connection with the fixation of minimum wages for these workers. The Travancore-Cochin Minimum Wages Committee for plantations laid down that in fixing minimum wages one of the guiding principles should be the assurance of subsistence to the worker during the days of unemployment. Since workers attached to estates would not be able to seek outside employment during off days, the committee felt that the minimum wage should be raised to cover the needs of the worker during the days of unemployment, or allowance given

for days of unemployment, or full employment be guaranteed. The first two remedies were ruled out on other considerations and the third was recommended. The Travancore-Cochin Government notification fixing the minimum wages accordingly stipulated that employers should provide labour with work throughout the year. If they are unable to do so then labour will be paid their minimum wage for the days involuntarily unemployed. The employer had, however, the option to provide the workers with alternate work.

The Madras Minimum Wages Committee, on the other hand, felt that the guarantee of quantum of employment was beyond its scope and accordingly no lay-off compensation is paid to workers in Madras. The workers' representatives on the committee had, however, urged the need for guaranteeing work for at least six days in a week or payment of a subsistence allowance of 1 rupee per day for days of involuntary unemployment. Plantation workers of Madras have also raised this as an industrial dispute and it is now pending before the tribunal for adjudication.

In Mysore, agreements between employers and workers provide for some lay-off compensation.

In Assam and West Bengal, the position is stated to be similar to that in Travancore-Cochin and workers are assured of six days' work in a week. During 1952-53, when a number of tea gardens closed some employers provided work only for three or four days in a week, while in other gardens workers were laid off. In February 1953, when the West Bengal and Assam Governments took some measures to induce tea gardens to reopen, planters were permitted to discontinue concessional supply of foodgrains and instead gave to the workers a ~~small~~ small increase in dearness allowance. Planters were also directed that so long as the workers did not get full compensation for loss of foodgrain concessions, industry should not resort to retrenchment and should give six days' work in a week. In West Bengal no compensation is paid to laid off workers, while in Assam in the "economic gardens" 50 per cent of the wages is paid as compensation.

In Coorg, if there is a temporary stoppage of work in the whole or part of an estate for reasons of seasonal variation or on account of adverse climatic conditions, the workers are not eligible for any wage.

There is also no system of lay-off compensation in Tripura and Uttar Pradesh, while in Bihar it is reported that there have been no lay-off.

Enforcement of the Plantation Labour Act, 1951. - The paper on this subject says that the Plantation Labour Act was placed on the statute book in 1951 but though more than two years have since elapsed, the Act has never been brought into force. Important provisions of the Act can be implemented only if rules are framed under the Act. This has to be done by the State Governments but the Centre promised to frame model rules. Draft model rules were circulated to State Governments and employers' and

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workers' organisations, and some of them have been revised in the light of comments.

In 1952, the committee of officials set up by the Commerce and Industry Ministry to inquire into the crisis in the tea industry recommended that the application of the Plantations Labour Act should be postponed for two years and that as soon as tea prices improved, the provisions of the Act should be gradually applied on the basis of priorities agreed to between labour, industry and the Government. The recommendation was considered by the Plantations Industrial Committee in December 1952, but no conclusions were reached. It adds that since then there has been considerable improvement in the industry and it has become necessary to consider the implementation of the Act without further delay.

Benefits to labour.- The benefits to labour suggested in the Act include provision for drinking water, conservancy, medical facilities, canteens, housing, recreation, educational facilities, leave with wages, maternity benefits and sickness allowance. Though some of the employers are already providing some of these facilities there is no statutory obligation. State laws in Travancore-Cochin, Assam and West Bengal provide for maternity benefits, while in some other States these are being provided in accordance with tripartite agreements.

If the Act is brought into effect, schemes for provisions of drinking water, token and fitness certificates, and annual leave with wages can be implemented immediately. While other provisions will have to await framing of rules.

The paper suggests that the Committee might be asked in respect of the latter to suggest schemes which can be implemented without further delay and much expense. A long-term phased programme in respect of the others might also be suggested.

Conversion of foodgrains concessions into cash.- The memorandum on this subject says that the existing system of foodgrains concessions was first introduced as a war time measure when there was difficulty and uncertainty in obtaining them. The food position has altered greatly in the last two years. For some time past, the industry has been pressing that all the foodgrains concessions should be converted into suitable cash equivalents. Organisations of the workers were originally opposed to conversion even in principle. The Official Team appointed to investigate into the difficulties facing the industry recommended cash conversion. While considering the recommendations relating to labour of the Official Team, the question was discussed at the fourth session of the Industrial Committee on Plantations (Calcutta, December 1952). At this meeting, the representative of the Indian Tea Association offered to pay a "conversion allowance" of 7 annas per adult and 3 annas 6 pies per minor per day in lieu of the foodgrains concession on condition that Government supplied grains at controlled rates. The workers' representatives, however, felt that this matter should wait till the proposed Tripartite Commission enquired into the conditions of industry and submitted its report.

The question of cash conversion of grains concessions was further considered at the special meeting of the Standing Plantations Committee (Shillong, February 1953). Dealing with the question of conversion in the economic gardens in Assam, the employers' representatives repeated their offer of an increase in the cash wage of 7 annas per day per worker. The obligation to supply food-grains would continue to remain with the industry. After bipartite consultations between the representatives of the employer and workers present at the meeting, the employers were ready to offer 7 annas 6 pies and the workers' representatives were prepared to accept 10 annas provided there was a provident fund to which workers and employers would contribute one anna each.

The Indian Tea Association has now suggested that the question should be included in the agenda of the present session of the Committee.

Discussions.- The Committee agreed that steps should be taken to apply the provisions of the Industrial Disputes (Amendment) Act of 1953 relating to lay-off to the plantation industry with effect from 1 April 1954.

The scale of compensation provided in the Act for lay-off is 50 per cent of the total of the basic wages and dearness allowance otherwise payable to the worker. Ordinarily lay-off compensation will be admissible for not more than 45 days in a period of 12 months. It was, however, made clear that this recommendation should not adversely affect more liberal benefits which were being employed by workers at present in some areas either by virtue of statutory provision or by agreements entered into between the parties. The representative of the United Planters' Association of Southern India, for coffee interests, whilst accepting the principle of the resolution, asked for an examination by an impartial Committee of the cost structure of the industry before the provisions were applied to the coffee plantations.

Welfare measures.- In the matter of enforcement of the Plantations Labour Act of 1951 also, there was agreement amongst the various interests on major points. The Committee recommended that the Act should be brought into force on 1 April 1954, and that the sections which automatically come into force, as for example, those relating to provision of drinking water, tokens and fitness certificates and annual leave with wages, should be given effect to from that date. Exemption for one year in regard to annual leave was pleaded on behalf of planters in Cachar, Tripura and Darjeeling areas on the ground of the set-back which they had suffered during the recent crisis.

The Committee also requested the Government to frame rules in respect of welfare measures covered by the Act and submit them for scrutiny and approval to a tripartite committee at an early date. A phased programme of implementation of the welfare measures after the finalisation of the rules was considered desirable. The first priority in the implementation programme should be given, the Committee felt, to the provision of (i) medical facilities, (ii) creches, (iii) recreational facilities,

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(iv) housing, (v) protection from the weather, and (vi) appointment of Welfare Officers. Education facilities, conservancy and canteens will ~~form~~ form part of the programme to be implemented later.

The spokesman representing rubber plantations, however, felt that the implementation of the Act should follow a suitable increase in prices of the produce. The representative of the coffee interests similarly desired a prior enquiry into the cost ~~of~~ structure of the industry.

Foodgrains concessions.- During discussion on the question of conversion of foodgrains concession into cash payment, Mr. Giri, in view of the altered food position, appealed to both parties to agree to cash conversion on an experimental basis for a year, after which the position could again be reviewed. As a result of fresh negotiations between representatives of workers' organisations and the industry, the parties agreed to accept. The agreed rate of conversion and the issue of grains in the three zones of Assam valley will be 9 annas (with grains at 20 rupees a maund), for zones 1 and 2, and 8 annas (with grains at 17 rupees 3 annas a maund) for zone 3. The conversion rate for children will be half the above rates. The amount will be added to the basic wages. The conversion rate will apply to tea gardens in Assam Valley which are members of the Indian Tea Association.

As part of this agreement the Indian Tea Association will also allow five paid holidays in a year of which one will be for Republic Day and the second for Independence Day. The Indian tea garden interests expressed inability to accept these arrangements.

(Summarised from copies of Memoranda,
submitted to the Committee;
Amrita Bazar Patrika, 1 February 1954).

Madras Indebted Agriculturists (Temporary) Relief
Bill, 1954.

The Government of Madras published on 6 January 1954 the text of the Madras Indebted Agriculturists (Temporary) Relief Bill, 1954, proposed to be introduced in the Madras Legislative Assembly. The present Bill seeks to replace the Madras Indebted Agriculturists (Temporary Relief) Ordinance (vide page 71 of the report of this Office for December 1953) by an act of the legislature. The Bill seeks to prohibit for a period of one year the institution of suits against agriculturists for recovery of debts and execution of money decrees made by courts and also to stay pending proceedings in suits and applications in respect of such debts.

In this Bill, with reference to suggestions received with respect to the provisions of the definitions of the terms 'agriculturist' and 'debt'. The term 'agriculturist' is defined as a person who owns an interest in land and who, by reason of such interest, is in possession of such land or is in receipt of rent or profits thereof. The term 'debt' is defined as money or the produce of land which a person is liable to pay or deliver under a contract or for the lawful use and occupation of land. The Bill also embodies certain new definitions and other minor changes.

(The Fort St. George Gazette, Part IV-A, Extraordinary, 6 January 1954, pp.5-9).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - JANUARY 1954.

50. General.

Working conditions in the Silk Industry in India.

The Indian Labour Gazette, Vol.XI, No.6, December 1953, contains a note on labour conditions in the silk industry in India, based on replies sent to a questionnaire from the Labour Bureau in August 1952. The questionnaire was sent to 98 units of which 32 replied including one which had closed down in May 1952. Thus the note relates to 31 units only - 17 in Bombay, 6 in Mysore, 3 in the Punjab, 2 each in Madras, and Jammu and Kashmir, and one in Saurashtra. The two units in Jammu and Kashmir employing 1,365 workers furnished consolidated information.

Employment.- The employment position of labour employed directly during July 1951 and July 1952 in the units furnishing replies to the questionnaire is shown in the following table:-

State	No. of units furnish- ing infor- mation.	Number of workers on rolls on							
		1st July 1951			1st July 1952				
		Men	Women	Children	Total	Men	Women	Children	Total
Bombay..	17	4,664*	513	1	5,178	3,314	442	-	3,756
Mysore..	6	1,958*	827	22	2,807	681	393	9	1,083
Punjab..	3	1,884	20	3	1,972"	1,999	22	3	2,109**
Madras..	2	3	7	16	792""	9	13	17	752&
Jammu and Kashmir..	2	1,722	103	5	1,830	1,368	58	5	1,365
Saurashtra	1	61	11	-	72	45	10	-	53
Total..	31	10,292	1481	47	12,651	7,350	938	34	9,120

* Certain number of workers for whom sex classification has not been given by one unit has been treated as men.

" Classification of 65 persons in one unit is not known.

" "Classification of 766 persons in one unit is not known.

**Classification of 85 persons in one unit is not known.

& Classification of 713 persons in one unit is not known.

The fall in employment from 12,651 in July 1951 to 9,120 in July 1952 (about 28 percent) has been attributed to adverse business conditions prevailing in the industry. Some of the units have closed down while others are working with a smaller number of workers. For example, one of the units in Mysore which had a complement of 729 workers in July 1951 employed only 134 workers in July 1952. Another unit in the same State employed only 294 workers in July 1952 as against 1,388 in July 1951.

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Classification of workers as men, women and children is available in respect of 29 units employing 8,322 workers in July 1952. In these units women form nearly 11 per cent of the total labour force. The percentage of women to the total labour force is highest in Mysore being 36.1 and lowest in the Punjab being 1.0. While in artificial silk factories women are generally employed in such operations as winding, sizing, folding, etc., in natural silk factories they do, in addition certain other items of work such as reeling raw silk, knotting, cooking, cocoons, etc. In one of the factories in Bombay they are also employed on photography work in the artist department. The number of children employed in the industry is almost negligible.

Information regarding classification of workers as permanent and temporary furnished from 29 units reveals that out of 10,821 workers in July 1951, 8,106 were permanent and of 7,755 workers in July 1952, 5,193 were permanent, the percentages being respectively 74.9 and 67.0.

Statistics relating to the length of service received from 24 units employing 5,887 shows that 82.1 per cent of the workers have less than 5 years' service to their credit. The percentage of workers with 5 to 10 years' service is 13.2 and only 4.7 per cent of the workers have more than 10 years' service.

Recruitment and training.- Both skilled and unskilled employees are generally recruited direct by the units, usually by the departmental heads or works managers. Only one unit in the Punjab has stated in its reply that it is utilising the employment exchange for purposes of recruitment.

The system of training exists only in 8 units. In seven of these units the duration of the training period varies from 2 to 6 months while in the remaining unit workers are trained only for a week or two. Trainees in four units receive some payment during the training period.

Labour turn-over.- Information regarding labour turnover is available in respect of twenty-nine units. The following table shows (i) the number of workers who were discharged, (ii) the number who left the service voluntarily and (iii) the number who retired or died during the 12 months ending July 1952 in the twenty-nine units.

State	No. of units	No. of workers employed in July 1952	No. of quits during the year ending in July 1952				percentage of quits to total employed
			No. of workers discharged	No. of workers who left voluntarily	No. of workers retired or died	Total	
Bombay	15	3,206	1,464	874	5	2,343	73.1
Mysore	6	1,083	1,885	218	15	2,118	195.6
Punjab	3	2,109	270*	40*	-	1,181**	56.0
Madras	2	752	25	123	4	152	20.2
Jammu and Kashmir...	2	1,365	10	477	12	499	36.6
Saurashtra...	1	55	-	13	-	13	23.6
Total...	29	8,570	3,654	1,745	36	6,306**	73.6

* Information relates to two units only.

**One unit in which 871 workers left the service during the year has not furnished information regarding causes.

It will be seen from the above table that the rate of labour turnover in the industry is quite high. During the year 1952 it was highest in Mysore being of the order of 195.6 per cent and lowest in Madras being 20.2 per cent.

The average rate of absenteeism, gathered from 8 units in Bombay and 5 ~~xxx~~ in Mysore was 12.5 in general, the figures for Bombay and Mysore being 6.3 and 16.8 per cent respectively. In Bombay it varies from 4.5 per cent to 8.7 per cent and in Mysore from 12.7 per cent to 20.0 per cent.

Shifts and Hours of Work. - Of the 29 units which have furnished information on this point 9 work one shift, 15 two shifts and 4 three shifts. The remaining unit works two shifts in some departments and 3 in others. The shift hours generally vary from 7 to 10 including rest intervals. Since May 1952 one of the units in Mysore is working two shifts of 4 hours each without rest interval. All the other units give rest intervals to workers which range from half an hour to two hours. The normal duration of rest intervals in most of the units is half an hour. With the exception of 3 units in the Punjab all the units transfer workers from one shift to another once a month. Units in the Punjab transfer workers from one shift to another once a fortnight. Only one unit in Mysore pays night shift allowance to workers. In this unit workers get this allowance at the rate of one anna per day. They also get free tea and snacks.

Creches for children are maintained by 9 units of which 4 are in Mysore, 3 in Bombay and one each in Madras and Saurashtra. One unit in Bombay and 2 in Jammu and Kashmir have stated that they do not maintain creches but have made arrangements for the care of workers' children.

Leave and Holidays.- Most of the units which are regulated by the Factories Act follow the provisions of the Act in matters of leave. In addition to annual leave with pay, 13 units give festival holidays with pay ranging from 1 day to 15 days per year. Only one unit in Mysore gives 7 days' sick leave with pay to its employees for each year of service. Another unit in the same State gives 15 days' leave with pay in addition to leave prescribed by the Factories Act to those employees who have put in more than 5 years' service.

Wages and earnings.- The following table shows the minimum basic wage and dearness allowance paid to the least skilled workers by units in different States:-

State	Area	No. of units	Monthly minimum basic wage*			Dearness allowance		
			Rs.	As.	P.	Rs.	As.	P.
Bombay...	Bombay and suburban area.	8	30	0	0	from 44 15 3 to 50 6 0		
	Ahmedabad....	2	28	0	0	39 0 0		
	Ahmedabad....	1	28	0	0	26 0 0		
	Surat.....	1	26	0	0	40 0 0		
	Surat.....	1	26	0	0	39 0 0		
	Surat.....	1	60	0	0	(Consolidated Wages)		
			45	0	0			
		Surat.....	1	24	6	0	18 4 6	
		Thana (Bhiwandi).	1	22	12	0	26 0 0	
	Mysore..	Bangalore City..	1	16	4	0	13 0 0	
Bangalore City..		1	9	12	0	Nil		
Mysore City.....		1	16	4	0	17 0 0		
			14	10	0			
		Mysore City.....	1	11	6	0	16 4 0	
		Kankanhalli.....	1	9	12	0	17 0 0	
		Channapatna.....	1	9	12	0	14 6 0	
			7	5	0			
Punjab..	Amritsar.....	1	35	0	0	15 0 0		
	Amritsar.....	1	30	0	0	15 0 0		
	Jullundur.....	1	30	0	0	(Consolidated wages)		
Madras..	Madras.....	1	19	8	0	Nil		
	Kollegal	1	6	8	0	16 0 0		
Jammu and Kashmir..	Jammu and Srinagar	2	10	15	6	8 2 0		
	Surendranagar.....	1	6	8	0	19 8 0		

*Calculated on the basis of 26 working days.

With the exception of two units which pay consolidated wages all others pay dearness allowance to their employees.

Only two units in Mysore pay attendance bonus. In one of these units the bonus is at the rate of 1 rupee per month to men and 12 annas per month to women. In the other unit workers get 1 rupee 8 annas per month as attendance bonus. The former unit also gives special efficiency bonus to workers in three departments, while the latter awards prizes to workers on the basis of their production. Production bonus and attendance bonus are being paid by one unit in Surat but the details regarding rate, etc., are not available.

Fifteen units have stated in their replies that they are paying profit bonus to their employees. In most of the units the quantum of bonus ranges from 15 days' wages to 2 months' wages. Besides these fifteen units, two units in Jammu and Kashmir pay an ex-gratia bonus amounting to 33 percent of the total earnings to their employees.

Most of the workers in the industry are time-rated. In July 1952, 64.5 per cent of the workers in the twenty nine units for which the information is available were time-rated and the rest piece-rated. Compared to 1951 there has been a slight increase in the percentage of piece-rated workers to total in these twenty nine units.

Housing and Welfare. - Housing accommodation for workers has been provided by seven units - 2 units each in the Punjab and Mysore and one each in Ahmedabad, Billimoria (Bombay) and Kollegal (Madras). Six of these units have given details regarding the percentage of workers provided with housing accommodation varies from 5 to 35. Only one unit in Mysore provides rent free accommodation. Rest of the units charge rent varying from 2 rupees to 6 rupees per month.

Only seven units have stated in their replies that they maintain dispensaries for the treatment of their employees. Of these 3 are in the Punjab and 2 each in Bombay and Mysore. One of the units in the Punjab has also provided five beds for indoor patients. The dispensaries in two of the units - one in Mysore and one in Punjab - are under the charge of full-time medical officers. In the rest of the units dispensaries are under the charge of either part-time doctors or visiting doctors. Three units do not maintain dispensaries but have made arrangements with the doctors in the neighbourhood for the treatment of workers. Most of the other units maintain only first aid boxes. Only one big unit in Mysore provides medical facilities to women workers at the time of confinement.

With the exception of two units in the Punjab which have opened primary schools for workers' children no other unit provides any educational facilities either to workers or their children. Canteens exist in 12 units, workers' co-operative societies or stores in 5 units and grainshops in 3 units. Recreational facilities are provided by five units. Of these three units provide facilities for indoor and outdoor games; the other two units have provided radio sets for the benefit of their workers.

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Industrial relations.- Trade unions of workers in important centres of industry such as Bombay and Surat are organised on a region-cum-industry basis rather than on a unit basis. In Greater Bombay area, the Mill Mazdoor Sabha is the most important union. It has been recognised as the representative union for the industry in the State under the Bombay Industrial Relations Act, 1946. This union and the Silk and Art Silk Mills' Association, Bombay entered into an agreement early in 1953 to settle their disputes by mutual negotiations. In Surat, the Surat Silk Textile Labour Union is the representative union of workers in the industry. Trade unions also exist in 8 units of which four are in Mysore, two in Jammu and Kashmir, and one each in the Punjab and Madras. Labour Officers have been appointed in one unit in Bombay and one in Mysore. A third unit in Madras has a woman Assistant Labour Officer. In addition to these three units, one factory in the Thana district of Bombay utilises the services of the Labour Officer appointed by the managements of silk factories in that area. Works Committees or Joint Committees consisting of representatives of labour and management exist in 11 units. Two units have both Works Committees and Production Committees. Almost all the units concerned have reported that these committees are functioning satisfactorily.

Income security.- Twelve units have reported that they have schemes of provident fund for workers. Of these, 5 are in Bombay State, 4 in Mysore and 3 in the Punjab. The provident fund schemes of eight of these units are covered by the Employees' Provident Fund Act, 1952. Only one unit in Madras has a system of paying gratuity to its workers.

Accidents and Maternity benefits.- During the year ending July 1952, 60 accidents occurred in 16 units. Of these one was fatal, 3 serious and the rest were minor. The units paid a sum of 2,848 rupees 5 annas and 3 pies as compensation under the Workmen's Compensation Act. A sum of 6,495 rupees was paid by 14 units as maternity benefits in 159 cases.

Only one big unit has reported the existence of occupational diseases. In this unit 148 cases of dermatosis and 386 cases of bronchial asthma occurred during the ~~ya~~ 12 months ending July 1952.

Raising Labour Efficiency: Special Section
Created in Uttar Pradesh Labour Department.

An efficiency section has been set up in the Uttar Pradesh Government's Labour Department to prepare schemes of rationalisation for the State's textile and sugar industries.

Rationalisation was attempted at various levels in the past, but progress was disappointingly small. The idea is to obtain maximum efficiency of labour without its intensification. Some time ago several textile mills submitted schemes, but it was found that expert examination was necessary before operation of the schemes could be allowed.

Later a standardisation committee was appointed by the Government to look into such questions as standardisation of wages, occupations, and musters in sugar factories.

The question of standardisation in the two industries was considered at tripartite conferences convened by the Government in September and November 1952. As a result of the recommendations made, the ~~Government~~ Government attempted to appoint small committees consisting of representatives of employers, labour and the Government, but there were differences regarding composition. The Government, therefore, decided to take the matter in its own hands and got one of its officers trained in Bombay in "time and motion studies". The necessary investigation will now be conducted by this Officer on behalf of the Government.

The efficiency section since created in the Labour Commissioner's office will examine schemes of rationalisation sent up by factories and also draft schemes for industries owned by the Government. It will also keep a check on conditions considered necessary for rationalisation, promote programmes of training within the industry, and maintain liaison with similar work being done in other centres in India and abroad.

(The Statesman, 15 January 1954).

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Repealing and Amending Act, 1953 (No. 42 of 1953):
Certain Minor Amendments made to Labour Laws.

The Government of India gazetted on 24 December 1953 the text of the Repealing and Amending Act, 1953, as passed by Parliament. The Act which received the assent of the President on 23 December 1953 repeals certain enactments and amends certain other enactments.

The Act makes certain minor amendments to the Plantations Labour Act, 1951 and the Mines Act, 1952. The text of the amendments are given below.

Plantations Labour Act, 1951.-(i) In section 22, for the figures "19" the figures "21" shall be substituted; and (ii) In sub-section (2) of section 31, for the words "any period less than", the words "any period not less than" shall be substituted.

Mines Act, 1952.-(i) In sub-section (1) of section 33, after the words "more than forty-eight hours" the words "in any week" shall be inserted; and (ii) In section 37, sub-section (1) of section 38 and section 39, for the words, figures and brackets "sub-section(4) of section 36", the words, brackets and figures "sub-section (5) of section 36" shall be substituted.

(The Gazette of India, Extraordinary, Part V,
Section 1, 24 December 1953, pp. 429-433).

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52. Workers' Welfare and Recreation

India - January 1954

Welfare Activities in Coal Mines: Report of the Coal

Mines Labour Welfare Fund for the Year 1951-52 .

The Ministry of Labour, Government of India, has published a report on the activities financed during the period 1 April 1951 to 31 March 1952 from the Coal Mines Labour Welfare Fund. Some of the more important developments in the scheme are summarised below.

Advisory Committee, Sub-Committees and Housing Board.- On the expiry of their 3-year term, the Coal Mines Labour Welfare Fund Advisory Committee and the Housing Board were reconstituted in August 1951. A number of Sub-Committees of the Advisory Committee were also reconstituted on the expiry of their 3-year term. New Sub-Committees were set up for Hazaribagh and Assam towards the latter part of the year and could not therefore meet before the year closed. The question of the constitution of a coalfield Sub-Committee for Hyderabad was under consideration.

The Housing Board held 11 meetings when various constructional projects were considered. The Board also dealt with matters regarding the miners' houses constructed by the organisation at Bhuli, Bijoynagar and the State Railway Collieries of Bokaro, Kargali, Giridih and Bhurkunda and the applications of colliery owners for the construction of houses under the subsidised housing scheme.

Co-ordinating Committee.- This Committee co-ordinates the activities of the Coal Mines Labour Welfare Fund with those of the Mines Boards of Health of Jharia, Asansol and Hazaribagh. The Committee scrutinised the lists of medicines to be stocked at the Fund's hospitals for supply to colliery patients free of cost and on payment of cost by colliery owners and made certain suggestions for uniformity and smooth working of the maternity and child welfare centres run by the three Mines Boards of Health.

Levy of Cess.- The welfare cess continued to be levied at the rate of 6 annas per ton of coal and coke despatched by collieries. The cess was collected by railways on despatches by rail and departmentally from the individual collieries on despatches by other means. Cess totalling 8,943,745 rupees was credited to the Fund during the year and distributed between the General Welfare Account and the Housing Account in the ratio of 7:2.

+ Government of India, Ministry of Labour, Report on the Activities of the Coal Mines Labour Welfare Fund 1951-52: Printed by the Government of India Press, Calcutta, India, 1953, pp. 28.

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A total sum of 6,208,128 rupees was spent from the Fund during the year.

Extension of Act.- The Coal Mines Labour Welfare Fund Act, 1947, was extended to the States of Hyderabad and Rajasthan from the 1 April 1951. With the extension of the Central legislation to Hyderabad, the organisation of the Coal Mines Labour Welfare Fund set up by the State Government became a part of this organisation on the 21 June 1951. No such organisation existed before in Rajasthan.

Medical Assistance.- The organisation continued to give the highest priority to the provision of facilities for medical aid. The opening of the Central Hospital at Dhanbad on the 6 December 1951 by Mr. Jagjivan Ram, Labour Minister, Government of India, was an important event. The hospital and its allied buildings were completed during the year at a total cost of 3.6 million rupees including the cost of general services like water supply, sanitary arrangements and electrification. The hospital has two surgical operation theatres, one gynecological operation theatre, two labour rooms and one plaster room. There are separate operation theatres for septic and aseptic cases in different sections. The hospital has 11 wards and 122 beds, the number of which can be raised to 182 without any alteration or addition to the buildings. Accommodation has been provided for a casualty wing, a male general out-patient wing and separate wings for eye, ear, nose, throat and venereal cases. The pathology and radiological departments of the hospital have arrangements for blood transfusion and electro-therapeutics. The organisation has endeavoured to procure up-to-date equipments required in a modern hospital through the Directorate General of Health Services and the Directorate General of Supply and Disposal at a total cost of about 600,000 rupees. The annual recurring expenditure on the hospital is estimated at about 600,000 rupees.

The number of beds occupied in the in-door wards of the hospital was 80 at the close of the year. The number of patients treated in the in-door and out-door wards of the hospital until the end of March 1952, was 1,037.

The laying of the foundation stone of the Central Hospital near Asansol on the 7 December 1951, by the Union Labour Minister was another important event. The hospital building will be two storeyed and will cost about 2 million rupees. The staff quarters will cost about 950,000 rupees. The cost of services like water supply, electrification, roads, drainage, etc., will be about 650,000 rupees. The total expenditure on the hospital and its allied buildings will, therefore, amount to 3.6 million rupees approximately. The construction of the buildings will take about 2 years.

For the treatment of simpler cases requiring hospitalisation from collieries which do not maintain regular hospitals of their own, the organisation has set up four regional hospitals and maternity centres in the Jharia and Raniganj coalfields and proposes to establish a number of more such institutions in other coalfields. Each of these institutions has been built and equipped at a total cost of 650,000 rupees approximately. The bed strength of each

institution is 18-12 on the general side and 6 on the maternity side. At every institution there is an ambulance van.

The scheme for the construction of a regional hospital-cum-maternity and child welfare centre at Phusro in the Bokaro coalfield at a cost of 588,000 rupees was approved by Government. During the year, the Madhya Pradesh Coalfield Sub-Committee finally recommended that a regional hospital-cum-maternity and child welfare centre should be established near Jamai. The Sub-Committee also recommended that a regional hospital-cum-maternity and child welfare centre should be established in the Korea coalfield. At its meeting held on 6 December 1951, the Coal Mines Labour Welfare Fund Advisory Committee appointed a Sub-Committee to examine the suitability of a number of sites. The Special Sub-Committee met on the spot on 11 February 1952, and suggested that the hospital-cum-maternity and child welfare centre should be established near the Kurasia colliery.

The Vindhya Pradesh Coalfield Sub-Committee at its meeting held on 5 November 1951, suggested that an X-ray plant should be purchased by the Fund and placed at the disposal of the colliery hospital at Nowrozabad.

For the benefit of miners residing in the township of Bhuli, a dispensary has been functioning at the township since 1950. During the year, the dispensary was adequately equipped and staffed - 6,730 cases were treated at the dispensary during the year.

The construction of a dispensary and allied buildings at a cost of 107,460 rupees in the Mugma coalfield was sanctioned by Government in May 1951.

Medical facilities in the Hyderabad coalfield were provided by the Singareni Collieries Co. Three water coolers costing 9,000 rupees were purchased from the Fund and installed at the hospitals at Kothagudium and Tandur, On the authority of the Hyderabad Coal Mines Welfare Fund Advisory Committee the Singareni Collieries Co. placed orders for the supply of two disinfectants and two boilers for their hospitals.

In order to facilitate the movement of patients from collieries to the nearest hospitals, the organisation continued to maintain 4 ambulance vans at the Fund's hospitals at Tisra, Katras, Chora and Searsole. Three other vans maintained by it were used during the year by collieries in the Pench Valley and Chanda coalfield. Two vans remained with Messrs. Shaw Wallace and Co. in the Pench Valley Coalfield and one with the Ballarpur Colliery in the Chanda coalfield. The 7 ambulance vans covered 14,217 miles and carried 964 patients during the year.

Till the end of March 1952, a sum of 20,217 rupees 10 annas was paid to the Asansol Leprosy Relief Association for the construction of a block at the Leper Hospital near Asansol, in the Raniganj coalfield. The balance of 4,782 rupees 6 annas will be paid on completion of the building.

A sum of 4,000 rupees was given to the All India Blind

Relief Society, Delhi for relief work in the coal mining areas. Eye relief camps were organised in the Jharia and Bokaro coalfields.

A sum of 5,000 rupees was paid as grant-in-aid to the Civil Hospital at Dhanbad for the 25 beds reserved for the colliery workers for the period from the 1 April to the 31 July 1951.

Health services.- For their extended sanitary services during the year 1951-52 sums of 36,901 rupees and 48,837 rupees were paid as grants-in-aid to the Jharia and Asansol Mines Boards of Health respectively. These amounts represented 11 months expenditure incurred by the Boards during 1951-52. Expenditure incurred in the remaining one month was to be reimbursed to the two Boards during 1952-53.

Malaria control operations continued in the Jharia, Raniganj, Hazaribagh, Assam, Pench Valley, Chanda, Talcher and Sambalpur coalfields throughout the year. The responsibility for conducting these operations in the Korea coalfield continued to be discharged by the Railways on behalf of the organisation until the 1 March 1952, when it was assumed directly by the Anti-malaria Section of the organisation.

Pithead Baths and Crèches.- The total number of pithead baths and crèches in operation and under construction was as follows:-

	<u>In operation</u>	<u>Under construction</u>
Pithead Baths	92	97
Crèches	119	103

Miners' Institute.- The scheme for the provision of Miners' Institutes in the various coalfields made considerable headway during the year under review. The construction of 4 institutes, 2 in the Raniganj coalfields and one each in the Bokaro and Jharia coalfields was sanctioned during the last year. During the year under review, the construction of 16 more institutes was sanctioned as detailed below:

Jharia coalfield	3
Bokaro coalfield	2
Karanpura coalfield	3
Korea coalfield	2
Raniganj coalfield	3
Giridih coalfield	1
Sambalpur coalfield	1
Chanda coalfield	1
TOTAL	<u>16</u>

It was also decided to utilise one of the buildings constructed by the late Talcher Coal Mines Labour Welfare Fund at the B. N. Railway as a miners' Institute. At the close of the year 3 centres had been completed, 12 were under construction and negotiations were in progress with colliery owners for land for 5 Institutes.

Each Institute comprises a women's welfare centre and a children's education centre in the charge of a field worker and a sevika (woman social worker) and an adult education centre and a children's park in the charge of an instructor.

A total sum of 186,231 rupees was spent on the activities of the women's welfare centres in different coalfields.

Adult Education Centres.- The opening of 24 centres was sanctioned by Government for the year under review. Owing to shortage of suitable accommodation in the coalfields only 18 centres could be opened.

Housing.- During the year under review the number of quarters allotted to the workers of different collieries varied from 420 to 558. Thirty-one quarters were used by the staff of the Organisation, Child Welfare and Maternity Centre of the Jharia Mines Board of Health and Post Office, etc.

Out of 294 houses completed at State Railway Collieries, 263 houses were placed at the disposal of the Kargali, Bokaro, Seerampur, Kurharbaree and Bhurkunda Collieries; 31 houses were retained temporarily for the Engineering, Anti-malaria, Adult Education and Women's Welfare Sections of the Organisation.

Fifty-four houses were completed during the year under the subsidised housing scheme.

Statement of Accounts.- The statement of accounts showed receipts for the year 1951-52 as 7,932,074 rupees for the General Welfare account and 2,140,972 rupees for the Housing account; expenditure amounted to 4,771,451 rupees in the General Welfare account and 1,436,677 rupees in the Housing account. The closing balance at the end of the year was 12,916,479 rupees in the General Welfare account and 15,309,260 rupees in the Housing account.

(The Review of the activities financed under the Coal Mines Labour Welfare Fund during the period 1950-51 was reported at pages 34-38 of the report of this Office for June 1952).

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Welfare of Mica Workers: Review of Activities

financed from the Mica Mines Labour Welfare

Fund for the Year 1952-1953.

The Government of India published on 9 January 1954 a report of the activities financed from the Mica Mines Labour Welfare Fund for the year ended 31 March 1953 under the Mica Mines Labour Welfare Fund Act, 1946. A summary is given below of the more important developments in the scheme during the period under report.

Activities in Bihar.- The Mica Mines Labour Welfare Fund Advisory Committee for Bihar met three times during the year. Its Finance Sub-Committee also met three times during the year. The two bodies approved new schemes and reviewed the progress of the sanctioned schemes of welfare of mica miners.

Medical facilities.- Pending the setting up of the Central Hospital at Karma, reservation of ten beds at the Kodarma Hospital for mica miners on payment of grant of 13,000 rupees per annum was continued. Two thousand seven hundred and thirtytwo cases of mica miners were treated at that Hospital during the year against 2,931 during the preceding year.

The Fund continued maintaining three static dispensaries of its own. The new and old cases treated at the dispensaries at Dhab, Dhorakola and Ganapatbagi during the year were 7,290, 9,852 and 9,733 respectively against 10,260, 6,763 and 7,334 respectively during the previous year.

The two mobile medical units at Kodarma and Dhorakola continued to operate. During the year 5,391 and 6,082 cases respectively were treated by these units against 3,682 and 2,687 respectively during the previous year. The increasing popularity gained by the mobile medical units is indicated by these figures. These units served those workers and their families who were unable to take advantage of the static dispensaries owing to distance and lack of communication.

The construction of the central hospital at Karma progressed satisfactorily. About 59 per cent. of the work had been done at the close of the year.

The construction of a dispensary with staff quarters at Dhab and a maternity and child welfare centre with staff quarters as an adjunct to the dispensary was started during the year. At the close of the year, about 40 per cent. of the work had been done.

Government sanction for the construction of dispensary and maternity and child welfare centre with staff quarters at Dhorakola was received.

The estimated cost of 1,920 rupees 10 annas for the acquisition of land for the construction of dispensary and maternity and child

welfare centre at Ganpatbaghi was deposited in the treasury. The delivery of possession over the land was awaited. Sanction of 118,316 rupees for the construction of dispensary building and maternity and child welfare centre with staff quarters was received at the close of the year.

Anti-malaria operations.- Distribution of paludrine tablets to the mine workers as a preventive measure against malaria continued during the year. The incidence of malaria has been reduced considerably

A supplementary scheme for D.D.T. spraying in the mica field was proposed to be implemented during 1953-54.

Water supply.- Of the three departmental wells the sinking of which was sanctioned earlier one at Khalaktambi and another at Dhorakola were completed. The sinking of wells at Saphi was nearing completion at the close of the year.

The question of selection of sites for sinking wells throughout the Bihar Mica fields under the subsidy scheme was under consideration.

Multi-purpose centres.- Owing to non-availability of suitable accommodation only one centre out of four sanctioned by Government functioned at Debour. The centre affords facilities to the miners' children for their education and recreation, to their women for training in handicrafts like sewing, knitting etc., and to adult miners for social education through audio-visual methods. The children's park attached to the centre was very popular. The average daily number of children attending the centre was 60 and of women 11. The average number of adults was 26 per day. The proceedings for the acquisition of land for the Multi-purpose centre buildings at Saphi, Debour, Dhab and Sankh were pending with the State Government at the close of the year.

Activities in Madras.- The present Mica Mines Labour Welfare Fund Advisory Committee (Madras) Nellore was reconstituted in April 1951. The Advisory Committee met three times during the year and its Finance Sub-Committee two times.

Medical facilities.- The three dispensaries at Sydapuram, Kalichedu and Talpur continued to work satisfactorily. The total attendance at each dispensary was 32,133, 26,462 and 29,059 respectively.

The ambulance van was used to convey patients suffering from serious diseases which could not be treated in the welfare fund dispensaries from the mining area to headquarters hospital at Nellore. In addition to this, the ambulance van was used by the medical officers to give medical aid to the mica mine labourers, who are residing far away from the dispensaries in the mining area. It was also used now and then by the welfare staff for purposes of propaganda among labourers regarding education, health, sanitation, co-operation, etc.

The four maternity centres at Sydapuram, Utukur, Kalichedu and Talpur working under this organisation conducted 466 maternity cases during the year under report.

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Anti-malaria operations.- The anti-malaria scheme was brought into force in the mining area in January 1951. The establishment worked under the supervision of the senior entomologist of the district under the control of the provincial Government. The expenditure was incurred from the fund. During the year ending 31 March 1953, an extent of 19,906,671 sq.ft. in the mining area was sprayed with 656 gallons of D.D.T. There was considerable decrease in the incidence of malaria. The T.B. Hospital at Nellore for which 15,000 rupees was donated from the fund was completed and handed over to the provincial government. Three mica mine labourers were admitted in the hospital during the year 1952-53.

Educational facilities.- Five elementary schools were working under this organisation in the mining area. Free supply of books, etc., was made to the school children of the mica mines labourers studying in these schools in addition to the three private schools run by the proprietors of Sha, Pallimitta and Bhavani Sanker Mines. The total strength of the five schools was 466. An amount of 1,910 rupees was granted towards scholarships to the children of mica mines labourers studying in colleges and high schools. Fortytwo children of the mica mine labourers were benefited by this.

During the year five adult education schools were run in the mining area.

Activities in Rajasthan.- The Mica Mines Labour Welfare Fund Advisory Committee for Rajasthan, which was constituted in January 1952, met three times during the year under report. The Committee agreed that the immediate need was to provide medical, educational and recreational facilities, supply of food stuffs at concessional rates and wholesome drinking water. Schemes for the establishment of two 'A' class, three 'B' class and four 'C' class centres at Bagor, Shivrati, Majpura, Ropa, Sardagarh, Tonk, Kishangarh, Bhilwara and Gangapur were under examination. A 'C' class centre will provide medical facilities through mobile vans. A 'B' class centre will consist of dispensary Maternity and Bay Welfare Facilities, grain shop and recreational facilities. An 'A' class centre will provide drinking water and educational facilities in addition to the facilities provided in a 'B' class centre.

Activities in Ajmer.- The Mica Mines Labour Welfare Fund Advisory Committee for Ajmer which was constituted in January 1952, met two times during ~~the~~ 1952-53. The Committee decided that a survey work of the area was necessary before any schemes could be formulated. The Committee also recommended that medical aid should be provided through mobile vans, and that provision of a radio set, free supply of books to the school going children, and giving grant-in-aid of 2,000 rupees to the Panchayat for the construction of school building were necessary. The schemes were under consideration during the year under report.

Statement of Accounts.- The statement of accounts appended to the report showed receipts for the year 1952-53 at 12.060051 million rupees, including an opening balance of 10.745002 million rupees; expenditure amounted to 0.467116 million rupees leaving a closing balance of 11.592934 million rupees.

(The Gazette of India, Part II, Section 3, 9 January 1954, pp. 54-58).

Madras Factories (Welfare Officers) Rules, 1953.

The Government of Madras published on 27 January 1954 the Madras Factories (Welfare Officers) Rules, 1953, made in exercise of the powers conferred under the Factories Act, 1948. The rules prescribe the number, duties, qualifications and conditions of service of welfare officers.

(G.O.No.5073 Industries, Labour and Co-operation dated 4 December 1953, Fort St. George Gazette, Rules Supplement to Part I, 27 January 1954, pp. 17-19).

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56. Labour Administration.

India - January 1954

Assam: Working of the Factories Act during
1952¹

Number of factories and workers employed.- The total number of factories in the register at the end of the year under report was 951 as against 916 in the previous year. Thirty-three new factories were registered during the year and only one factory was struck off. The number of working factories was 934. During the latter part of the year four premises were declared as "Factories" under Section 85 of the Factories Act, 1948 but these factories did not apply for registration during the year. No factory under Section 2(m)(ii) or under Section 85 of the Act was registered during the year.

The average number of workers employed daily in 870 factories which submitted returns amounted to 66,620 as against 65,136 in the previous year, which is an increase of 1,484 workers. The average number of women employed during the year fell from 11,787 in 1951 to 10,554 showing a decrease of 1,233 workers. The average number of adolescents and children employed in factories was 2,551 and 905 respectively as against 2,362 and 774 in the previous year.

Inspection of factories.- During the year 682 factories were inspected. Twenty-nine factories were inspected twice, four factories three times and another four for more than three times during 1952. Three hundred and forty-eight factories were inspected by the Additional Inspectors of the Labour Department of the State. The percentage of total inspections by regular inspectors rose during the year to 74 per cent. from 61 per cent in the previous year.

Certification of Adults, Adolescents and Children. All Civil Surgeons in the State were appointed certifying surgeons under Section 10(1) of the Act during November 1951. During the year the average number of certified adolescents and children, employed mostly in tea estate factories, was 3,456 as against 3,136 during the previous year.

Safety measures.- The inspecting staff were particularly attentive during the inspections to the maintenance of fencing and other safety devices on dangerous parts of machineries. The report mentions that fencing of machinery requires constant supervision not only on the part of the management but also on the part of the Inspectorate. The fencing once taken off are not replaced. Sometimes workers unnecessarily complain that fencings interfere with their work. A standard set of drawings showing the right type of fencing for all general purposes appears to be

¹ Report on the Working of the Factories Act, 1948 in Assam for the year 1952. Shillong; Printed at the Assam Government Press, 1953. pp.24; Price Re.1-9-0 or 2s.4d.

necessary.

The safety posters issued by the Chief Adviser of Factories were distributed. The need of wearing tight fitting clothing was also stressed.

The management and manufacturers were also consulted regarding safety precaution to be used in handling oil burning equipment on which some accidents occurred.

Approval of plans of new factory buildings and extension required under Section 6 of the Act helped in setting up definite standards of ventilation and natural lighting in all new factories. Several large tea gardens put up sanitary latrines and urinals during the year. Mention may also be made of improvement in sanitary conditions in the Assam Match Co.Ltd., Dhubri, and in the factories of the Assam Oil Co., Ltd., Digboi. New sanitary latrines, urinals, etc., and washing facilities to workers were provided in these factories.

There was not much improvement in the sanitation, ventilation and lighting conditions in small factories. In the rice and oil mills, the old prejudice against latrines and urinals by workers appears to be dying out and workers now are getting accustomed to sanitary latrines and urinals.

In places like Gauhati, Dibrugarh, etc., old rice and oil factories were reconstructed with better lighting and ventilation. The technique of building construction work has also improved and in many places neat re-inforced cement factory buildings were found to be under construction.

Accidents.- During the year under review there were 1,053 accidents as against 916 in the previous year. This shows an increase of 137 accidents over the previous year's figure. Out of the total of 1,053 accidents, 8 were fatal accidents. There were no accidents to women and children. The following table shows industry-wise analysis of accidents and the total number of mandays lost on account of absence due to non-fatal accidents:-

	1	2	3	4	5
Industry	No. of fatal accidents.	No. of non-fatal accidents	No. of non-fatal accidents in which the workers returned to work	Total No. of mandays lost on account of absence due to non-fatal accidents	
10. Process es Allied to Agriculture
20. Food except Beverage	8	213	213	5,469	..
21. Beverages
23. Textile
25. Wood and Cork (except furniture)	..	67	67	942	..
28. Printing and Publishing and Allied Industries.
31. Chemical and Chemical Products.	..	24	24	561	..
32. Products of Petroleum and Coal	..	416	415	4,726	..

(continued next page).

1	2	3	4	5
Industry	No. of fatal accidents.	No. of non-fatal accidents	No. of non-fatal accidents in which the workers returned to work	Total No. of man days lost on account of the absence due to non-fatal accidents
33. Non-Metallic minerals products (except products of Petroleum and Coal)	..	13	13	227
35. Manufacture of metal products (except machinery and Transport equipment)	..	3	3	..
36. Manufacture of machinery (except electrical machinery)	..	147	147	1,440
38. Transport and Transport Equipments.	..	158	158	2,852
39. Miscellaneous Industries
51. Electricity, Gas and Steam	..	4	4	68
52. Water and Sanitary Services
Grand Total	8	1,045	1,044	16,285

Prosecutions and convictions.- During the year under review prosecution action was taken against four factories only. Conviction was obtained in two cases, and fines of 200 rupees and fifty rupees respectively were obtained. The results of the other two cases had not been communicated at the time the report was submitted.

Payment of wages in factories.- The average number of workers employed daily in factories subject to administration of the payment of Wages Act and Rules was 65,986 as against 60,637 in the previous year, an increase of 5,349 workers. The total of wages paid to the workers in accordance with returns received under the Payment of Wages Act amounted to 28,436,883 rupees 10 annas as against 23,587,130 rupees 7 annas in 1951. The total deductions by way of fines, breach of contract and damage or loss amounted to 915 rupees during the year. These figures represent an average annual earning of 431 rupees as against 389 rupees in the previous year. The average per capita employed in factories for the last five years are given below

Year	Average per capita		
	Rs.	As.	Ps.
1948	324 9 6
1949	352 15 11
1950	381 0 0
1951	389 0 0
1952	431 0 0

(The working of the Act during 1951 was reviewed at pages 50-53 of the report of this Office for October 1952.)

Mysore: Annual Report on the Working of the
Factories Act, 1948 for the Year ending
31 March 1953

According to the report of the Chief Inspector of Factories on the working of the Factories Act, 1948, for the year ending 31 March 1953 the Mysore Factories Act, 1936 and Rules thereunder continued to be in force till 1 April 1951, on which date the Factories Act, 1948, came into force automatically. As soon as the 1948 Act came into force, Rules thereunder have had to be framed by the State Government. New rules were framed and were promulgated with effect from 1 September 1952. The promulgation of these rules rendered it incumbent on all the owners of factories to apply for registration of their factories and obtain a license on payment of a license fee depending upon the highest number of employees employed in the factory, and the installed horse power in the factory.

There were 622 factories under the old rules at the beginning of the year, as against 594 factories in 1951. After the introduction of the new rules from 1 September 1952, the number of factories that got themselves registered during the year was 444. This was the number at the close of the year, and all the 444 factories were in commission. Of these, the number of power factories employing 10 and more persons was 417, and the number of non-power factories employing 20 and more persons was 27. No premises was declared a "factory" under Section 85(1) of the Act.

Employment.- The average daily number of workers employed in the 444 factories according to the available information received from the divisional offices was 68,241, as against 68,349 during the previous year (1951-52). Of these workers, 59,689 were men, 8,153 women, 389 boys and 10 girls.

Inspections.- Of the 444 factories which were in commission during the year, 171 factories were inspected once, 92 factories twice, 85 factories thrice and 51 factories more than thrice. The total number of inspections made was 1,229 as against 785 during the previous year. The remaining 45 factories could not be inspected for want of time. Steps are, however, taken to ensure that no factory will be left uninspected for less than twice during the year.

Health and Safety.- The health of the workers was generally normal. There were no epidemics reported from any of the factories during the year. Cleanliness of factory premises and their surroundings was fairly well maintained. Dust nuisance has been mostly perceptible in textile mills, rice mills, decorticating factories, tea and coffee curing factories and also in cotton-ginning factories. The dust liberated during the year by process of working of these factories has been considerable and is causing discomfort to the workers. Adequate steps were, however, taken wherever necessary to mitigate this dust nuisance.

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The periodical sanitary treatment of walls of factory buildings and latrines was attended to. Attention of the managers and occupiers of factories was drawn to the rules wherever necessary.

Accidents. The total number of accidents reported for the year was 1,581 as against 1,002 during the previous year. Of these, four were fatal accidents resulting in the death of the workers, 112 were accidents of serious nature and the remaining 1,465 were 'minor' ones. The corresponding figure for last year was 6 fatal, 28 serious and 968 'minor' ones.

Prosecutions.- During the year, prosecution proceedings were instituted against the managers and occupiers of three factories for offences against the Act and Rules. Of these, the case against one has since been decided by the court. The occupier has been convicted and sentenced to pay a fine of 60 rupees on each of the charges. The cases against the other two were pending at the close of the year.

Administration of Maternity Benefit Act. The average daily number of women workers employed in the several registered factories of the State during the year was 8,153 as against 8,167 during the previous year. Against the 8,153 women employees, 336 women claimed maternity benefit and were paid for. The sum so paid during the year was 29,180 rupees 15 annas. The corresponding figure for last year was in respect of 359 claimants, who were paid sums amounting to 25,797 rupees 9 annas. No complaints of non-payment of maternity benefit were received from any of the women employees during the year under report.

(The Mysore Gazette, Part I, 28
January, 1954, pp.31-34).

HPL:

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MADRAS: Working of the Shops and Establishments

Act: Special Officer's Recommendations

*Shops and
Establishments*

On 6 January 1954, the Government of Madras placed on the table of the Legislative Assembly, information relating to the Recommendations of the special officer appointed to examine the working of the Act, with special reference to the question of granting exemptions and launching prosecutions and the action taken on these recommendations.

Prosecutions.- There is no provision in the Madras Shops and Establishments Act empowering any officer to prosecute cases under the Act. Under the Criminal Procedure Code, a court is bound to take cognizance of an offence of which a complaint is given in writing by a public servant and the court should accordingly take action on a complaint made by an assistant Inspector of Labour under the Madras Shops and Establishments Act. As this point has been questioned in a case pending in the South Kanara court, the Special Officer has recommended that specific provision may be made under the Act, as in section 105 of the Factories Act empowering prescribed officers to prosecute cases under the former Act. The Commissioner of Labour has accepted the suggestion of the Special Officer.

Provisions relating to leave.- The Special Officer has pointed out that provisions of the Act relating to leave are being evaded largely by employers and that the employees are also apprehensive of reporting such evasions to the inspecting staff openly, lest the employers should dismiss employees on some pretext or other subsequently. In certain cases the employers find it inconvenient to employ a substitute just for 12 days or so when the permanent incumbent is on leave and they are prepared to pay the leave salary and be done with it. In many such cases the Assistant Inspectors are reported to have succeeded in persuading the employers to pay leave wages to their employees for the leave refused. The Commissioner, however, considers that it is not advisable to pay wages in lieu of leave and expects the practical difficulties pointed out by the Special Officer to be overcome when the employees become conscious of their privileges and the trade unions function effectively. The Government did not consider that any special instructions are necessary in this regard.

Exemptions.- The Special Officer has observed that the Government had not laid down any hard and fast principles for the grant of exemptions. The Commissioner of Labour, while conceding that no fixed principles have been observed in the matter, has stated that though establishments may be exempted for some practical considerations, the employees should have been compensated for any loss of weekly holiday, for overtime work, etc. The Government considers that exemptions have to be granted in the larger interests of the community and that whether the workers should be compensated for any loss of privilege or not has to be considered on the merits of the case subject to the general consideration that the consumer is not asked to pay so much as to reduce his

custom with adverse consequences to both the employers and the employees.

The Special Officer has recommended that wherever the interests of the public are involved exemptions may be granted from the provisions of the Act relating to weekly closure or opening and closing hours, etc. The Commissioner agrees that exemption has to be granted to shops dealing in perishable articles. But in respect of shops dealing with durable articles like medicine, the Commissioner considers that there is no need to grant any exemption unless absolutely necessary. He has suggested that, if there are more shops than one, dealing in these articles in a locality, they may be closed by turn without any inconvenience to the public.

The Government considers that the present position in regard to the grant of exemptions are advanced enough and that no further restriction can be allowed without injuring trade and employment. They have accordingly accepted the principle recommended by the Special Officer.

The Special Officer has recommended that where an institution is run purely for the public benefit without any motive of private profits, it may, on application, be granted exemption on the analogy of the exemption granted to establishments under local bodies and the Government. The Commissioner of Labour has stated that any exemption granted should be made conditional on the employees being allowed compensatory holidays or overtime wages or other substituted benefits. The Government has accepted the recommendation of the Special Officer.

The Special Officer has recommended that where an employer runs his establishment either by himself or solely with the help of his close relatives, exemption may be given subject to the condition that provisions relating to the visit book, employment of children and young persons, and health and safety are enforced. The Government has accepted the recommendation of the Special Officer subject to the condition that the relationship is restricted to members of the joint family.

The Special Officer has recommended that where the employers and the employees are illiterate and the concern is too poor to employ a clerk, it may be exempted from the obligation to maintain the various registers prescribed under the Act, excepting the visit book. The officer has also suggested that this exemption may be issued in the form of executive instructions to the enforcement staff. The Government has agreed to the recommendation of the Special Officer. The Commissioner of Labour has been requested to issue suitable instructions to the subordinate officers.

The Special Officer has recommended that where the employees in an establishment are employed on a contract basis and are paid according to the amount of work turned out, the establishment may be exempted if the employees apply for it, subject to the enforcement of the provisions relating to opening and closing hours, health and safety, employment of children and young persons and visit books. The Government is of the view that though the recommendation of the Special Officer cannot be accepted in toto, it is good in principle, and can be applied as justified in individual cases.

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The Special Officer has recommended that before granting exemption, as far as possible, the views of the employees concerned should be ascertained and considered before orders are passed. The Commissioner of Labour considers that it may not be always practicable to consult the employees as most of the employees are illiterate. He has, however, suggested that, wherever possible, it may be advisable to consult the employees' unions. The Government has accepted the suggestion of the Commissioner of Labour.

The Special Officer has stated that some of the exemptions already granted (e.g., exemptions granted to air services companies, drama theatres, offices of income-tax practitioners, etc.) cannot be justified according to the general principles he has stated above. He has suggested that all the existing exemptions may be reviewed, if the Government thinks fit. The Commissioner of Labour has recommended that a tripartite committee consisting of representatives of employers, employees and the enforcing authorities might be constituted to go into each of the exemptions so far granted and verify the necessity for such exemptions. The Government considers that the constitution of a tripartite committee of the type recommended by the Commissioner is unnecessary and that the Commissioner himself may review each of the exemptions already granted with reference to the principles laid down in this order by the Government. The Commissioner has been accordingly requested to take necessary action in the matter and submit a report to Government.

The Act at present does not apply to persons whose work involves travelling. The Special Officer has observed that what amounts to travelling has not been defined, and has suggested that the Act may be amended to make the intention clear. He has also recommended that the employees who have to travel within a city should not be exempted from the Act. The Government considers that the term persons whose work involves travelling is clear enough and includes cycle messengers, persons employed as canvassers, etc., and that no amendment is necessary.

The Special Officer has recommended that drivers and transport workers might be brought within the scope of the Act. In respect of canvassers, though hours of work cannot be fixed, the Special Officer recommends the application of other provisions like payment of salary, leave privileges, etc. The Commissioner of Labour has stated that there are many practical difficulties in enforcing the provisions of the Act in respect of outdoor workers. So far as transport workers are concerned, the Act cannot be extended to workers in Government Transport unless Section 4(1)(c) of the Act is amended. This question was considered in another connection but since a separate manual governing the service conditions of workers in Government & Transport is under compilation, Government considered that there was no need to extend the provisions of the Act to transport workers in private undertakings is separately under consideration. Regarding other workers whose work involves travelling, such as salesmen, canvassers, etc., the Government considers that they need not be considered for application of the Act.

The Special Officer has pointed out that the Banks covered by the award of the All-India Industrial Tribunal (Bank Disputes) find it inconvenient to comply with two sets of regulations namely those contained in the Tribunal's award and those in the Act and has recommended that if the provisions of the award are more liberal than those in the Act, the banks may be exempted.

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The Government has agreed that if in regard to matters dealt with by the Tribunal in its award the employees are placed in a more favourable position than they would be under the Madras Shops and Establishments Act, exemption may be granted to such of those banks as are covered by this award. The Commissioner has been requested to examine this question and submit proposals for the exemption of the banks covered by the award.

The Special Officer has also recommended that in the case of reputed establishments which of their own ~~xxx~~ accord maintain registers which furnish all information required under the Acts and Rules, they may be exempted from the obligation to maintain registers prescribed under the Act. The Commissioner has considered this to be reasonable and has suggested that each case may be dealt with on merits. The Government has accepted the suggestion of the Commissioner of Labour.

In view of the fact that the Government of India is contemplating all-India legislation for shops and commercial establishments throughout the country, the Madras Government had decided to defer consideration of suggestions for amending the Madras Act made by the Special Officer till the Central Government comes to a definite decision on the proposed Central legislation.

(The Hindu, 8 January 1954).

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Chapter 6 - General Rights of Workers.

66. Strike and Lockout Rights.

India - January 1954.

Madras: Labour at Minor Ports declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 30 December 1953, the Government of Madras has declared all labour at the minor ports in the State to be a public utility service for the purposes of the Act for a period of six months from 8 January 1954.

(G.O.Ms.No.5295 Industries, Labour and Co-operation dated 30 December 1953; Fort St.George Gazette, Part I, 13 January 1954, page 36).

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67. Conciliation and Arbitration.

India - January 1954.

Bombay: Industrial Court's Award in Dispute
over Mills' Closure.

The Full Bench of the Bombay Industrial Court, on 31 January 1954, awarded compensation to textile workers in Bombay equivalent to 50 per cent of their wages and dearness allowance for the loss of wages suffered by them due to closure of textile mills for one extra day in a week for eight and a half months following the imposition of power cut by the State Government in 1951-52.

The question of compensation was referred to the Court by the State Government on a representation made to it by the Rashtriya Mill Mazdoor Sangh, the representative union of 200,000 textile workers in Bombay.

The Court decided that compensation should be paid to piece-workers, badli or casual workers who were in continuous service for six months preceding the date of closure and employees who were in service during the period from 1 November 1951 to 13 July 1952 but who had now left their service. The maximum number of days on which some mills were closed, in addition to Sunday, was 38.

Basis of compensation.- The Court observed that in considering a claim for compensation, the nature and period of the closure and the situation leading to it, the wages of the workers, the capacity of the industry and other relevant factors must be taken into consideration.

The present closure of an extra day per week, according to the Full Bench, was a planned closure. This closure, in its opinion, did not appear to have affected to any substantial extent the profits or losses of the mills concerned.

The Court further observed that the majority of the mills made profits. In the annual reports of the loss making mills exhibited in the bonus case reference was made only in one or two such reports to loss due to curtailment of production on account of the closure. A large number of operators for no fault of their own had to lose wages from four to five days every month over a period of eight and a half months. The cotton textile industry in Bombay had been established for well nigh a century and most of the mills had good reserves. It should not be disputed that the workers did not get a living wage.

The Court was of the opinion that the workers who were affected by the closure could not have secured alternative employment on the days the mills were closed. The industry had capacity to pay compensation to workers for the hardship caused by loss of wages for the period of closure. It appeared to the Court that as a result of this closure more sacrifice was made by the employees than the employers.

Taking into consideration all the circumstances the Court felt that it would not be adjudicating equitably if it denied the claim of workers to compensation.

(The Times of India, 23 January, 1954).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS

INDIA - JANUARY 1954

71. Employees and Salaried Intellectual Workers.

First All-India Primary Teachers' Conference, Nagpur, 5-7 January
1954: Charter of Demands adopted; Call to set up Primary Education
Commission

The first All-India Primary Teachers' Conference was held at Nagpur from 5 to 7 January 1954. Mr. Jawaharlal Nehru, Prime Minister inaugurated the session, which was presided over by Mr. M.V. Donde. The Conference was attended by over 10,000 delegates from all over India. The meeting, among other matters, adopted a charter of demands and called for a revision of the present systems of education of children, with a view to teach them not only the three 'Rs, but also to become efficient and useful citizens.

Value of basic education; Mr. Nehru's address.- Addressing the Conference, Mr. Nehru said: "Children form the riches of the nation and they have to be nurtured and safeguarded so that they may grow as worthy citizens of our country". The Prime Minister added that in his opinion, the present system of education was defective and it had to be overhauled. To him, Basic education offered a solution out of the difficulty.

Mr. Nehru said that he was aware of the "poor lot" of primary teachers. He was not happy about their living conditions. "I was rather hesitating to accept your invitation to address you. I felt ashamed to come here because I have no ready solution to your ills", he said.

Mr. Nehru said that the task before the teachers was very great and he had no doubt that they would realise their responsibility in training the children into useful citizens. He was glad that teachers from all over the country had assembled together to discuss their common problems. That signified the unity and solidarity of India, which he would like the teachers to inculcate in the minds of the younger generation.

Presidential address.- Mr. M.V. Donde, delivering his presidential address called upon the Government of India to appoint an All-India Primary Education Commission. Mr. Donde said the Commission could define what constituted primary education, and consider its various problems including administration, teachers' training and the economic conditions of primary teachers.

Regarding the administration of primary education, Mr. Donde said experience had shown that the local bodies had not been successful in handling the problem. Mr. Donde said: "One reason, among many, is that these local bodies, ~~apart~~ apart from their general standard of administration being low, have always been

handicapped by lack of resources to finance primary education". Mr. Donde said the question whether primary education should be administered by Governments themselves or whether the administration should be handed over to local bodies, needed to be investigated.

Stressing the need for training primary teachers, he said: "Academic competence is the sine-qua non of education; no excuse to whittle it down will be pardonable". He said the question of giving facilities for training to teachers to increase their academic competence should be more or less considered on an all-India level.

Referring to the economic condition of primary teachers, Mr. Donde said they should not only be paid a uniform basic wages by all the State Governments, but their salary should be "Commensurate with the nature and responsibility of their work".

He said the first Five-Year Plan had not given to primary education its due place. About 57.6 per cent of 1556.6 million rupees to be spent on education (which is only 7 per cent of the total expenditure of the Plan) were to be expended on primary education.

Mr. Donde described the decision of the Government to adopt basic education as the pattern for the education of all children of the age-group six to 14, as "a factor of great importance in the field of primary education". There was much confused thinking on the subject of basic education and everyone interpreted it according to his fads and fancies. The implementation of the "Basic Scheme" on a nation-wide scale ran the risk of being wrecked "on the rocks of poorly equipped, inadequately paid and spiritless teachers".

Decisions.- The Conference called for a change in the present system of education so that children could be trained not only to read and write, but also to become "efficient and useful citizens".

The Conference urged the Government to take up the entire responsibility for pre-primary and primary education and evolve a uniform, minimum, primary educational course throughout the country.

Deploring the present "unsatisfactory living conditions" of primary teachers, the Conference, in a resolution, said that primary teachers should be assured of a standard living wage and benefits including dearness allowance at Central Government rates, insurance and provident fund facilities, free residential quarters and free school and college education for their children. The Conference also adopted the Teachers' Charter presented by the 27th All-India Education Conference held at Nagpur in 1952. The Conference decided to observe every 7 January as "Teachers' Day" when processions and public meetings would be organised throughout the country to draw the attention of the public and the Government to the demands of the teachers as contained in the Charter.

The Charter demands recognition of every teacher as a nation-builder by the society and the State, having a right to ~~mammoth~~ remuneration compatible with decent living. Teachers should also have an effective voice in shaping educational policy and in the administration and control of institutions run by the Educational

Department and it should be the duty of the Government to provide the requisite machinery for securing representation of teachers in the administration and control of institutions run by the Education Departments.

By another resolution, the Conference called for ~~the~~ the appointment of a board of appeal to which teachers could appeal against injustice done to them by the controlling authorities. Fifty per cent of members of the Board should be representatives of teachers' organisations in the area.

The Conference prescribed the age for retirement of teachers as 60.

The books prescribed for primary schools, the Conference felt, should be less in number and should instil in students "patriotism, love for justice and truth". A class should not consist of more than 35 pupils and no teacher should handle more than one class.

The Conference also urged the Central Government to appoint a Primary Education Commission to investigate the conditions of primary teachers in States and also into the efforts of the Government at introducing free and compulsory education throughout the country.

(The Hindu, 6 and 9 January 1954).

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CHAPTER 8. MANPOWER PROBLEMS

INDIA - JANUARY 1954

81. Employment Situation.

Employment Exchanges: Working during November 1953.

According to the review of work done by the Directorate General of Resettlement and Employment for the month of November 1953, the total number of registered unemployed persons declined for the first time in seven months. At the same time, the number of vacancies notified to the exchanges increased a little and the number of placements appreciated slightly. The improvement in the employment situation was small, though there seemed to be some signs that the decline in employment opportunities was coming to an end. For the first time, for over a year, the number of vacancies notified by private employers increased. The number of educated registrants was, however, found to have gone up considerably between the end of June and the end of September.

A shortage of experienced engineers, draughtsmen, overseers, trained teachers, fitters, turners, electricians and other skilled technicians was reported by a large number of exchanges. Most of the exchanges continued to report a surplus of clerical applicants, untrained teachers, unskilled office workers and unskilled labourers.

Registrations and placings.- The following table shows registrations for employment and placings during the month as compared to the previous month.

	November 1953	October 1953
Registrations ..	107,077	108,738
Placings ..	12,703	12,038

Registrations recorded a decline of 1,661 as compared to the previous month. Registrations showed a fall in the States of Madras (2,898), Madhya Pradesh (850), Bihar (799), Punjab (753), and Delhi (640). An increase in registrations on the other hand, was recorded by the employment exchanges in West Bengal (3,909), Uttar Pradesh (1,054) and Mysore (1,000) as compared to previous month's figures.

Of the total number of placements effected 3,514 were placed with private employers and 9,689 in Central and State Government establishments. There was an overall increase of 665 in placements as compared to previous month. A comparatively large increase in placings was reported by the exchanges in the States of Uttar Pradesh (1,296), Bihar (356), West Bengal (162) and Bombay (129). A fall in placements on the other hand, was recorded in Himachal Pradesh (629), and Madras (482).

Placings by wage groups.- The following table shows the placings by wage groups.

<u>Wage groups</u>	<u>Number placed</u>
101 rupees and above	1,550
61 rupees to 100 rupees	5,177
30 rupees to 60 rupees	5,754
Below 30 rupees	222

Vacancies notified and submissions.- The number of employers who used the exchanges was 3,909 as compared to 4,027 during the previous month. The number of vacancies notified by them however, was 19,843 as against 18,616 during October 1953, i.e., an increase of 1,227. Of the vacancies notified 12,442 were by Central and State Government establishments and 7,401 by private employers. There was a fall of 1,327 in the Government sector, and an increase of 2,554 in the private sector. A comparatively large increase in the number of vacancies notified was recorded in the States of Uttar Pradesh (1,407), West Bengal (995) and Assam (738). Employment exchanges in the States of Rajasthan, Himachal Pradesh Bihar and Madras showed a fall of 772, 481, 418 and 367 respectively as compared to the figures for October 1953.

The number of persons submitted to employers during November 1953, was 65,112 as against 67,026 during the previous month. A total of 12,703 applicants were placed in employment.

Employment of displaced persons and ex-servicemen.- During the month under report 7,198 displaced persons were registered and 850 were placed in employment as against 7,111 and 679 respectively during the previous month. Of those placed in employment 804 were migrants from East Pakistan and 546 were migrants from West Pakistan. The number of displaced persons still requiring employment assistance at the end of the month was 43,893.

A total of 5,229 ex-service personnel were registered during November 1953 and 923 were placed in employment. The number still requiring employment assistance at end of the month was 27,360.

Placement of scheduled caste and tribal applicants. A total of 12,237 scheduled caste applicants registered at the employment exchanges during November 1953, as against 11,240 during October. A total of 2,456 such applicants were placed in employment as against 2,083 placed in October 1953. Of the total number of such applicants placed 1,269 were placed in Central Government vacancies, 617 in State Government vacancies and 570 in other vacancies. Four hundred and fifteen vacancies specifically reserved for scheduled caste applicants, were notified to the employment exchanges during the month. A total of 45,329 such applicants remained on the live register at the end of the month, seeking employment assistance, of whom 2,318 were women.

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The number of scheduled tribe applicants registered by the employment exchanges during November was 961 as against 1,266 during the previous month. Two hundred and sixtyeight such applicants were placed in employment, as against 216 during October 1953. The number of vacancies notified specifically for this type of applicants was 38. At the end of the month 3,664 scheduled tribe applicants remained on the live register seeking employment assistance.

Re-employment of surplus and discharged Central and State Government employees.- A total of 1815 surplus and discharged Central and State Government employees were registered during the month as against 1,946 during the previous month and 716 were placed in employment as against 646 during October 1953. Of those who were found employment 341 were discharged Central Government employees and 375 ex-State Government employees. At the end of November 1953, 8,528 such applicants remained on the live register, of whom 4,721 were ex-Central Government employees and 3,807 were ex-State Government employees.

Employment of highly qualified applicants.- A total of 874 applicants possessing high technical, scientific, professional or administrative qualifications and experience, were registered during the month as against 769 during the preceding month and 95 such applicants were placed in employment. At the end of the month there were 5,223 such applicants on the live register seeking employment assistance.

Placement of educated applicants.- During the quarter July to September 1953, the employment exchanges registered 93,697 matriculates and graduates against 90,566 in the previous quarter. A total of 81,728 of those registered were matriculates (including 10,265 persons who had passed the Intermediate examination) and 11,969 were graduates. Amongst the graduates 656 were degree holders in engineering and 132 in medicine. During the same period exchanges placed 7,331 matriculates (including 822 intermediate passed) and 1,330 graduates in employment. Of those placed in employment 215 were graduates in engineering and 18 held medical degrees. Employment exchanges in Uttar Pradesh region registered the largest number of educated persons (20,789) whereas the exchanges in Madras region with 2,812 placements scored over all other regions in this respect. A total of 162,303 such applicants were on the live register at the end of the quarter as compared to 147,609 at the end of June 1953. Of those on the live register 142,674 were matriculates (including 16,884 who had passed the intermediate examination) and 19,629 were graduates. Of those on the live register 8,313 were women applicants, 7,286 matriculates and 1,027 were graduates.

Placement of women.- A total of 3,615 women applicants were registered for employment assistance during the month and 685 were placed in employment, as against 4,073 and 719 respectively during the previous month. The number of women still requiring employment assistance at the end of the month was 17,926.

(Review of work done by the Directorate General of Resettlement and Employment during the month of November 1953, issued by the Ministry of Labour, Government of India).

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Industrial Disputes (Amendment) Act, 1953 (No. 43 of 1953):
Provision made for Compensation for Lay-offs.

The Industrial Disputes (Amendment) Bill, 1953, providing for compensation to workers in the event of lay-offs (vide page 67 of the report of this Office for November 1953) as passed by Parliament received the assent of the President on 23 December 1953 and has been gazetted as Act No. 43 of 1953.

The Amending Act which came into force on 24 October 1953 inserts a new chapter VA to the principal Act and adds certain definitions. The new chapter containing provisions for compensation to workers in the event of lay-offs and specifying the conditions precedent to retrenchment of workmen does not apply to industrial establishments in which less than fifty workmen on an average per working day have been employed in the preceding calendar month; or to industrial establishments which are of a seasonal character or in which work is performed only intermittently.

The new Section 25C of the Act provides that whenever a workman (other than a badli workman or a casual workman) whose name is borne on the muster rolls of an industrial establishment and who has completed not less than one year of continuous service under an employer is laid-off, he shall be paid by the employer for all days during which he is so laid-off, except for such weekly holidays as may intervene, compensation which shall be equal to fifty per cent of the total of the basic wages and dearness allowance that would have been payable to him had he not been so laid-off. A workman who, during a period of twelve calendar months, has actually worked in an industry for not less than two hundred and forty days shall be deemed to have completed one year of continuous service in the industry. Such compensation payable to a workman during any period of twelve months shall not be for more than 45 days except if during any period of twelve months, a workman has been paid compensation for forty-five days and during the same period of twelve months he is again laid-off for further continuous periods of more than one week at a time, he shall, unless there is any agreement to the contrary between him and the employer, be paid for all the days during such subsequent periods of lay-off compensation at the rate specified in this section.

No such compensation is payable to a workman who has been laid-off if he refuses to accept any alternative employment, if he does not present himself for work at the establishment at least once a day or if such laying-off is due to a strike or slowing down of production on the part of workmen in another part of the establishment.

Procedure for retrenchment.- Where any workman in an industrial establishment, is to be retrenched and he belongs to a particular category of workman in that establishment, in the absence of any agreement between the employer and the workman in this behalf, the employer shall ordinarily retrench the workman who was the last person to be employed in that category, unless for reasons to be recorded the employer retrenches any other workman. Where any workmen are retrenched, and the employer proposes to take into his employ any persons, he shall, in such manner as may be prescribed, give an opportunity to the retrenched workmen to offer themselves for re-employment, and the retrenched workmen who offer themselves for re-employment shall have preference over other persons.

Provision is made for the recovery of moneys due from employers under the provisions of the chapter as an arrear of land revenue or as a public demand by the appropriate Government.

(The Gazette of India, Extraordinary, Part II,
Section 1, 24 December 1953, pp. 433-439).

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83. Vocational Training

India - January 1954

Labour Ministry's Training Schemes:

Progress during November 1953

Training of adult civilians.- According to the review of work done by the Directorate General of Resettlement and Employment for the month of November 1953, the number of trainees on the rolls of various training institutes and centres on 30 November 1953, was 5,423. There were 3,674 trainees in the technical trades and the remaining in the vocational trades.

Training of displaced persons.- The total number of displaced trainees on the rolls, at the end of November 1953, was 1,713; of them 1,382 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- A total of 575 displaced persons were undergoing training as apprentices in industrial undertakings and establishments in West Bengal and Uttar Pradesh against 700 seats sanctioned. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- A total of 393 women were undergoing training at the end of the month at the three women's training institutes in New Delhi, Dehra Dun and Madras. In addition 56 women at Industrial Training Institute, Almora, 4 women at Industrial Training Institute, Poor Cottage Industry, Cuttack and 15 women at Industrial Training Institute, Kakinada were undergoing training along with the men.

Training of supervisors and instructors.- The 12th regular session at the Industrial Training Institute for Instructors, Koni, Bilaspur, commenced from 16 November and the total number of supervisors and instructors under training on 30 November 1953 was 119.

Trade tests and technical trades.- The trainees undergoing training in technical trades in 1952-54 session completed their training and were trade tested throughout the country on an all India basis in November 1953. The test papers were sent by experts who were appointed from Government departments and industry and the tests were conducted by a board of examiners including an outside expert in each trade appointed locally for each centre. A total of 4,347 trainees including 1,171 displaced persons are known to have passed the trade tests in technical trades during the month under report. Action is being taken to post the passed out trainees on production and professional work in private establishments or in the centres concerned.

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themselves. The trainees who failed are kept on the rolls of the training institutes and centres pending a departmental test within one month from the date of the all India trade test.

(Review of work done by the Directorate General of Resettlement and Employment during the month of November 1953, issued by the Ministry of Labour, Government of India)

85. Migration and Colonisation.

India - January 1954.

Citizenship Rights for Indians in Ceylon:

Inter-Governmental Agreement concluded.

The Prime Ministers of India and Ceylon signed on 18 January 1954 at New Delhi, an agreement on the question of citizenship of Ceylonese of Indian origin, and on stopping illegal immigration traffic between the two countries. The signing of the pact came after Mr. Jawaharlal Nehru, Prime Minister of India, and Sir John Kotelawala, Prime Minister of Ceylon, accompanied by some of their colleagues, met in conference in New Delhi on 16, 17 and 18 January 1954, and considered fully the problems of people of Indian origin in Ceylon.

The agreement provides that for the purpose of citizenship, all persons registered under the Indian and Pakistani (Citizenship) Act will be placed on a separate electoral register for 10 years (except in constituencies where such number is not more than 250, in which case they will be placed on the national register).

Such registered persons will be entitled to elect to the House of Representatives a certain number of members. This number will be determined in consultation with the Indian Prime Minister before the dissolution of the present Parliament.

The remaining persons can get themselves registered as Indian citizens for which "special inducements" will be offered by the Ceylon Government.

Text of the Agreement.- The following is the text of the agreement:-

"1. Both Governments are determined to suppress illicit immigration traffic between the two countries and will take all possible steps, in close co-operation with each other, towards that end. Periodical meetings between high police authorities on either side of the Palk Straits may be held and information relating to illicit movements exchanged.

"2. The Government of Ceylon propose to undertake the preparation of a register of all adult residents who are not already on the electoral register and will maintain such register up-to-date. When this registration is completed, any person not so registered will, if his mother tongue is an Indian language be presumed to be an illicit immigrant from India and liable to deportation and the Indian High Commissioner will extend all facilities for implementation of such deportation.

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"3. The Government of Ceylon may proceed with the Immigrants and Emigrants Amendment Bill which throws on the accused the onus of proof that he is not an illicit immigrant, but before any person is prosecuted in accordance with this provision the Government of Ceylon will give an opportunity to the Indian High Commissioner to satisfy himself that a prima facie case exists for such prosecution, the final decision being that of the Government of Ceylon.

"4. The registration of citizens under the Indian and Pakistani (Citizenship) Act will be expedited and every endeavour will be made to complete the disposal of pending applications within two years.

"5. All persons registered under this Act may be placed by the Government of Ceylon on a separate electoral register, particularly in view of the fact that the bulk of the citizens do not speak the language of the area in which they reside. This arrangement will last for a period of only 10 years. The Government of Ceylon agree that in certain constituencies where the number of registered citizen voters is not likely to exceed 250, they shall be put on the national register.

"6. Citizens whose names are placed in the separate electoral register will be entitled to elect a certain number of members to the House of Representatives, the number being determined after consultation with the Prime Minister of India. The Government of Ceylon expect to complete their action in this respect before the present Parliament is dissolved in 1957.

"7. In regard to those persons who are not so registered it would be open to them to register themselves as Indian citizens, if they so choose at the office of the Indian High Commissioner in accordance with the provisions of Article 8 of the Constitution of India. It is noted that Ceylon proposes to offer special inducements to encourage such registration and that those inducements will be announced from time to time. The Government of India will offer administrative and similar facilities to all persons of Indian origin to register themselves as Indian citizens under the Constitution of India, if they so choose, and will also give publicity to the availability of such facilities.

"8. Both Prime Ministers are desirous of continuing the present practice of close consultation between the two Governments in matters affecting their mutual interests."

These proposals would be placed before the respective Governments for ratification.

(The Statesman, 19 January 1954).

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CHAPTER 9. INCOME SECURITY.

INDIA - JANUARY 1954.

92. Legislation.

Draft Hyderabad Employees' State Insurance
(Medical Benefit) Rules, 1953.

The Government of Hyderabad published on 17 December 1953 the draft of the Hyderabad Employees' State Insurance (Medical Benefit) Rules, 1953, proposed to be made in exercise of the powers conferred under the Employees' State Insurance Act, 1948. The rules provide for the establishment of State Insurance dispensaries and prescribe, inter alia, allotment of insured persons and the procedure for obtaining medical benefit, the scale of medical benefit, conditions of service of full-time insurance medical officers, staff ~~to~~ to be provided at hospitals, dispensaries, etc., maintenance of medical and surgical equipment, medical records and statistical returns. The draft rules will be taken into consideration by the Government after 8 February 1954.

(Hyderabad Government Gazette, Part I-c,
17 December 1953, pp. 637-643).

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94. Application

India - January 1954

Mysore: Annual Report on the Working of the
Workmen's Compensation Act, 1923, for the Year
1952-1953

According to the annual report of the Commissioner of Labour in Mysore on the working of the Workmen's Compensation Act, 1923, for the year ending 31 March 1953, there were in all 4,425 cases of injuries by accident and industrial diseases as against 3,880 cases during the previous year. Of these, the Kolar Gold Mining Companies exclusively have recorded as usual the largest number of cases, viz., 4,022 as against 3,560 in the previous year.

A sum amounting to 627,352 rupees 14 annas 11 pies was paid as compensation under the Workmen's Compensation Act as against 384,932 rupees 5 annas in the previous year. The Gold Mining Companies have shared a good amount of the burden to the extent of 587,919 rupees 5 annas as against 354,588 rupees 13 annas; industrial concerns in Bangalore District 18,326 rupees 3 annas 11 pies; Shimoga District 10,100 rupees and the remaining Districts 11,007 rupees 6 annas.

The following table shows the total number of accidents and the amount of compensation paid by the employers in the various districts for the period from 1 April 1952 to 31 March 1953.

ACCIDENTS

District	Number of cases resulting in			Amount of Compensation paid								
	Death	P.D.	T.D.	Death	P.D.		T.D.					
				Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
Bangalore	A 9	18	353	9,104	11	6	9,080	4	6	141	4	5
				for 8 cases			for 12 cases			5 cases; other cases no compnsn. was paid as they were disabled for less than a week.		
Kolar	A 40	25	3,703	91,800	0	0	18,298	0	0	89,027	5	0
Mysore	A 2	1	-	2,130	0	0	189	0	0	-	-	-
Hassan	A 1	1	-	2,198	0	0	282	6	0	-	-	-
Shimoga	A 10	3	-	8,000	0	0	2,100	0	0	-	-	-
Mandya	A 2	-	-	1,350	0	0	-	-	-	-	-	-
				for 10 cases			for 3 cases					
				for one case								

District	Number of cases resulting in			Amount of Compensation paid									
	Death	P.D.	T.D.	Death			P.D.			T.D.			
				Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	
Tumkur	A	-	-	-	-	-	nil			-	-	-	
Chitaldrug	A	1	2	1,500	0	0	1,428	0	0	-	-	-	
Chikmagalur	A	-	-	1,930	0	0	-	-	-	-	-	-	
				for one case of previous year									
Total		65	48	4,056	1,18,012	11	0	31,577	10	6	89,168	9	5

INDUSTRIAL DISEASES

District	Cases in respect of which final compensation has been paid.	Amount of compensation paid									Total amount of compensation paid		
		Nature of disease	Death	P.D.	Death			P.D.			Rs. a. p.		
					Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
Bangalore	-	-	-	-	-	-	-	18,226	3	11	-	-	-
Kolar	Silicosis	14	242	40,600	0	0	3,48,194	0	0	5,87,919	5	0	
Mysore	-	-	-	-	-	-	-	2,519	0	0	2,480	6	0
Hassan	-	-	-	-	-	-	-	10,100	0	0	-	-	-
Shimoga	-	-	-	-	-	-	-	1,350	0	0	-	-	-
Mandya	-	-	-	-	-	-	-	-	-	-	-	-	-
Tumkur	-	-	-	-	-	-	-	2,928	0	0	-	-	-
Chitaldrug	-	-	-	-	-	-	-	1,930	0	0	-	-	-
Chikmagalur	-	-	-	-	-	-	-	-	-	-	-	-	-
Total	Silicosis	14	242	40,600	0	0	3,48,194	0	0	6,27,352	14	11	

A: Adults P.D.: Permanent disablement Total number of accidents 4,169
 T.D.: Temporary disablement Grand Total 4,425

Total number of industrial diseases 256

Out of the total number of 4,425 cases of accidents including industrial diseases registered during the year, compensation paid to the survivors of the deceased in 80 cases amounted to 158,612 rupees 11 annas as against 156,057 rupees 4 annas 6 pies in 82 cases in the previous year.

The total number of permanent disablement cases was 290 as against 119 in the previous year. Out of these 242 belonged to the Silicosis category which numbered 81 in the previous year. Compensation paid to 284 permanent disablement cases amounted to 379,571 rupees 10 annas 6 pies, as against 163,956 rupees 11 annas 6 pies in the previous year. Of this 242 Silicosis cases alone were

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compensated to the extent of 348,194 rupees as compared to 134,624 rupees in the previous year.

The total number of accidents resulting in temporary disablement was 4,056 as against 3,678 during the previous year involving a payment of 89,168 rupees 9 annas 5 pies in respect of 3,708 cases as against 84,893 rupees 5 annas for 3,411 cases in the previous year.

The average amount of compensation paid during the year in respect of each fatal accident was 1,983 rupees; permanent disablement was 1,337 rupees; and temporary disablement was 24 rupees; the corresponding figures for the previous year being 1,659 rupees, 1,378 rupees and 23 rupees respectively.

Proceedings under the Act.- There were 51 cases pending disposal in the Courts of the Commissioners for Workmen's Compensation at the beginning of the year under report. During the year 1952-53, the number of cases filed were 699, of which 66 related to fatal accidents, 45 to non-fatal and 588 memorandum of agreements as against 422 cases in the previous year (86 fatal, 242 to non-fatal and 94 memorandum of agreements). The total number of cases for disposal during the year were 750 including the cases pending at the commencement of the year (fatal 103, non-fatal 59 and memorandum of agreements 588), of which 679 cases were disposed of (fatal 58, non-fatal 33 and memorandum of agreements 588), as against 479 cases disposed during the previous year. (Fatal 92, non-fatal 293 and memorandum of agreements 94).

A sum of 109,008 rupees 3 annas 9 pies was pending distribution at the commencement of the year 1952-53 and the sum deposited in the Courts of the Commissioners for Workmen's Compensation during the year amounted to 185,213 rupees 8 annas which totalled the amount for distribution during the year to 294,221 rupees 11 annas 9 pies. The total amount distributed during the year was 153,575 rupees 11 annas 11 pies, the amount returned was 800 rupees and thereby leaving a balance of 139,845 rupees 15 annas 10 pies, pending distribution at the end of the year. In all memorandum of agreements and non-fatal cases where deposits in Courts are not compulsory, the injured persons are paid directly by the employers.

(The Mysore Gazette, Part I, 28 January 1954, pp.38-42)

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LIST OF THE PRINCIPAL LAWS PROMULGATED DURING THE
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INDIA - JANUARY 1954.

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Chapter 5. Working Conditions and Living Standards

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