

INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

Industrial and Labour Development in November 1954.

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

Contents.

Pages.

CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

11. Political Situation and Administrative Action:

- | | |
|---|-----|
| (a) Conference of Labour Ministers, New Delhi, 12-13 November 1954: Employment Exchanges to be made Permanent: Industrial Disputes Act to be amended. | 1-5 |
| (b) Joint Consultative Board of Industry and Labour to make Comparative Study of Wages. | 6 |
| (c) Pondicherry and other French Territories become De Facto Part of Indian Union. | 7 |
| (d) President's Rule for Andhra State: Fresh Election to be held in February 1955. | 7 |
| (e) Rajasthan: New Ministry formed. | 8 |

CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

25. Wage-Earners' Organisations:

- | | |
|---|-------|
| (a) Conference of General Council of All-India Trade Union Congress, Nagpur, 14-17 November 1954: Minimum Wage of 100 Rupees for Workers demanded. | 9-10 |
| (b) Differences among INTUC Unions in West Bengal settled: Industrial Unions to be organised. | 10-11 |
| (c) Annual Conference of All-India Defence Employees' Federation, Kirkee, 10-13 November 1954: No Retrenchment without Alternative Jobs: Government assurance demanded. | 11-14 |
| (d) Working of the Indian Trade Unions Act, 1926, during 1950-1951. | 14-23 |
| (e) West Bengal: Working of the Indian Trade Unions Act 1926, for year ending 31 March 1951. | 24-27 |
| (f) Sanatorium for Workers: Project launched by A.I.T.U.C. | 27 |

Contents.

Pages.

CHAPTER 3. ECONOMIC QUESTIONS.

34. Economic Planning, Control and Development:

- (a) Meeting of National Development Council, New Delhi, 9-10 November 1954: Standing Committee of Chief Ministers for closer Link between Union and States set up: India to follow Socialistic Pattern Prime Minister's Declaration. 28-34
- (b) 66 Million Tons of Foodgrains produced during 1953-54: Target for 1955-56 exceeded. 35-36
- (c) Credit Facilities for Private Sector: Industrial Credit and Investment Corporation formed. 37-
- (d) India's First Oil Refinery opened at Trombay: Role of Foreign Capital spotlighted. 38-39

36. Wages:

- (a) No Right to Bonus during Year of Loss: Supreme Court disallows Workers' Appeal. 40-41
- (b) Bihar: Minimum Rates of Wages for Employment in Tea Plantations fixed. 42
- (c) Madras: Draft Proposal fixing Minimum Wages for Employment in Tobacco (including Bidi-making) Manufactories. 43
- (d) Travancore-Cochin: Minimum Rates of Wages fixed for Employment in Public Motor Transport. 43-44

38. Housing:

- (a) Subsidised Industrial Housing Scheme extended to Mine Workers. 45
- (b) Housing Facilities for Low Income Groups: New Scheme approved. 45-46

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

43. Handicrafts:

- (a) Small Scale Industries Board constituted. 47
- (b) Meeting of the All-India Handloom Board, Bombay, 13 and 14 November 1954: Minister explains Policy of Changeover to Power Looms. 48-51
- (c) Promotion of Cottage Industries: Resolution adopted by Uttar Pradesh Legislative Assembly. 51

<u>Contents.</u>	<u>Pages.</u>
44. <u>Merchants Marine and Fisheries:</u>	
Indian Merchant Shipping (Seamen's Employment Office, Calcutta) Rules, 1954.	52
<u>CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.</u>	
50. <u>General:</u>	
(a) Conditions of Work of Cement Workers: Board for Wage Standardisation and Sub-Committee on Contract Labour set up.	53
(b) Working of Shops and Commercial Employees Legislation in India during 1952.	54-58
(c) Labour Conditions in Potteries and Ceramic Factories.	58-63
(d) Weekly Paid Holiday for Central Public Works Department Labour: Agreement reached between Contractors and Government.	63
55. <u>Protection of Minors:</u>	
Child Labour in India: Labour Bureau Study published.	64-75
56. <u>Labour Administration:</u>	
Working of the Tea Districts Emigrant Labour Act, 1952, during the Year 1951-52.	76-80
58. <u>Social Conditions:</u>	
Conference of Chairmen of State Social Welfare Advisory Boards, New Delhi, 11-13 November 1954: Expansion of Welfare Activity recommended.	81-84
<u>CHAPTER 6. GENERAL RIGHTS OF WORKERS.</u>	
66. <u>Strike and Lockout Rights:</u>	
(a) Assam: Rice and Oil Mills, Motor Transport Services, Inland Steamer Services declared Public Utility Services.	85
(b) Hyderabad: Cotton Textile Industry declared Public Utility Service.	85

<u>Contents.</u>	<u>Pages.</u>
67. <u>Conciliation and Arbitration:</u>	
Madras: Working of the Industrial Disputes Act, 1947, during the Year 1953.	86-88
<u>CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.</u>	
71. <u>Employees and Salaried Intellectual Workers:</u>	
(a) Third Annual Session of Indian Federation of Working Journalists, Bombay, 30 October 1954 - 1 November 1954: Full Acceptance of Press Commission's Proposals urged.	89-93
(b) Low Living Standards of Teachers: Positive Approach to Problem urged.	93-94
<u>CHAPTER 8. MANPOWER PROBLEMS.</u>	
81. <u>Employment Situation:</u>	
(a) Retrenchment Compensation for One Year Awarded: Labour Appellate Tribunal's Judgment.	95-97
(b) Employment Exchanges: Working during September 1954.	97-100
83. <u>Vocational Training:</u>	
(a) Scheme for a National Certification Board Recommended: Enquiry Committee's Report.	101-106
(b) Labour Ministry's Training Schemes: Progress during September 1954.	106
(c) Development of Technical Education: All-India Board's Recommendations.	108-110
<u>CHAPTER 9. INCOME SECURITY.</u>	
94. <u>Application:</u>	
(a) Employees' State Insurance Scheme: Proposal to Extend Benefits to Families of Workers.	111-112
(b) Uttar Pradesh: Working of the Workmen's Compensation Act, 1923, during 1952.	112-116
<u>RECORD OF PRINCIPAL DECISIONS ON LABOUR AND ALLIED SUBJECTS - INDIA - NOVEMBER 1954.</u>	117-118
<u>BIBLIOGRAPHY - INDIA - NOVEMBER 1954.</u>	119

CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - NOVEMBER 1954.

11. Political Situation and Administrative Action.

Conference of Labour Ministers, New Delhi, 12-13 November 1954: Employment Exchanges to be made Permanent: Industrial Disputes Act to be amended.

The eleventh session of the Labour Ministers Conference, held at New Delhi on 12 and 13 November 1954, was inaugurated by Mr. Jawaharlal Nehru, Prime Minister, on 12 November 1954; Mr. Khandubhai K. Desai, Union Minister for Labour presided. The Conference took a number of important decisions, including, the acceptance of the main recommendations of the Training and Employment Services Organisation ("Shiva Rao") Committee that employment exchanges should be made permanent and amendment of the Industrial Disputes Act, 1947.

Need to avoid strikes: Mr. Nehru's address.- Mr. Nehru addressing the conference said that just as war did not solve any problems, lock-outs and strikes also did not solve any problems in the industrial field. Both labour and capital should understand that the problems could not be solved by fighting among themselves. An atmosphere of confidence had to be created by which such problems could be solved in a fair manner.

Till now, Mr. Nehru said, the problems had been looked at from the point of view of capital or labour and while attempts had been made to settle them, they still remained. A change must be brought about even though it might have to be done slowly. India was a poor country and there was lack of wealth and conflicts arose. But before they could resolve the conflicts about division of wealth they must first create wealth. Only if there was wealth could it be divided. The task before the country was how to increase its production and wealth. Only by increasing these could the standard of living be raised and general improvement brought about in the general conditions of the people.

2

The Prime Minister said conflicts between labour and capital only ~~hindered~~ hindered production. Both capital and labour had to understand it. There were many problems to be solved and the goal could not be reached unless everyone worked in a spirit of co-operation. They had enacted many laws for the solution of disputes but it was clear that disputes could be settled only through understanding and not by lock-outs or strikes.

Mr. Nehru continued that anyone who read the history of the labour problems from the time of the industrial revolution would know that difficulties labour had to go through. There had been times when labour had been bled white, when formation of trade unions was banned, when people had to join ~~secretly~~ secretly to form trade unions and when people were extorted for holding meetings for forming trade unions. ~~These~~ Times had now changed and these things had become matters of the past. But labour in the ~~beginning~~ beginning had had to face great difficulties and it had learnt to value its strength through union and through the weapon of strike. When one argued with labour about strikes in the present day, one must bear in mind the background and history of the past 100 years and what labour had suffered.

But just as war did not solve any problems, internal problems too could not be solved by internal fighting. Strikes and lock-outs were very good methods of solving the problems in industry. Both labour and capital had to understand that in the India of today these weapons were wrong and should not be used. They must forge some other weapons to solve such problems. Only then could progress be made.

Mr. Nehru said the State had made laws to resolve disputes and could make more laws too. But legislation had its limitations. After all in India there were no two different opposing camps. The interests of labour, capital and consumers were the same, as every producer was also a consumer. Everyone must therefore, help to produce more. An atmosphere of confidence must also be created wherein problems could be solved. It was essential that mutual confidence was created.

No change in policy: Labour Minister's address. - Mr. Desai, Union Labour Minister, who was meeting the State Labour Ministers for the first time after ~~he~~ he took charge, said that he had no new policy to offer as the one followed so far was substantially the policy outlined by the Planning Commission. In his view the labour policy followed so far was substantially correct.

Referring to the place of compulsory adjudication in industrial disputes the Labour Minister said it was no doubt true that mutual settlement between employers and employees was by far the best. But if there was no settlement, could a democratic State allow the workers and the employers to go to an industrial war? That would be a laissez faire practice. "I believe that in the last analysis, industrial relations, in order to put it on a proper efficient and effective basis, would have to be strengthened by recourse to compulsory adjudication", Mr. Desai added.

Pleading for a new approach to the question of rationalisation, Mr. Desai said no one was opposed to rationalisation in the sense of utilisation of external aid to human efforts for easy and better production.

"But in a country like India where we have got plenty of working force and scarcity of capital goods, it would have to be co-ordinated in order to utilise human forces along with the scarce capital. So, obviously, in the context of our country, the indications are that we may go in more and more for proper rationalisation. Any blind imitation of Western industrialisation will prove disastrous not only to our country, but to all underdeveloped countries in the Asian region".

Decisions: i) Employment Service. - The conference discussed the report of the Shiva Rao Committee's ~~report~~ on employment exchanges, and accepted its main recommendation that employment exchanges should be made permanent. It was also decided that arrangements should be made for the transfer of the exchanges to the States by 1 April 1955.

ii) Employees' State Insurance Scheme. - The Conference also had on its agenda the difficulties which have been experienced in the working of the Employees' State Insurance Act, 1948. The conference expressed the hope that the Employees' State Insurance scheme would be implemented all over the country by the end of 1955.

iii) Industrial Disputes Act, 1947. - The conference discussed a proposal to amend the Industrial Disputes Act, 1947. Originally the Government had intended to effect a comprehensive revision of the law relating to industrial relations. Now it has realised that it is not possible to prepare the complete Bill for some time to come. The Central organisations of labour are not prepared to wait indefinitely.

In response to their representations, it has been decided to remove the most urgent and important of their difficulties. This is also the wish of some members of Parliament who are content with amendments to meet immediate requirements.

This view was also supported by labour representatives in the meeting of the Standing Labour Committee which met in August 1954. The Government, therefore, intends to proceed with amending legislation dealing with a few important points including definition of workmen, notice of change regarding wages, contributions paid, hours of work, etc.; standing orders; voluntary agreements and arbitration; abolition of the Labour Appellate Tribunal and alteration of conditions of service during proceedings.

The amendments regarding the last two items are broadly based on an understanding reached between representatives of workers and employers at a meeting of the Joint Consultative Board for Industry and Labour held in July 1954. The provisions in the Bill relating to Labour Courts and Arbitration Boards, flow from the decision to abolish the Labour Appellate Tribunal.

The conference agreed generally to these proposals.

iv) Other Acts.- The administration of the Factories Act, 1948, and the Mines Act, 1952, was also reviewed. The conference urged that inspectors under both Acts should be strengthened.

With regard to the Minimum Wages Act, 1948, it also decided to hold a further inquiry into the conditions of agricultural workers so that data might be available for further planning.

v) Rationalisation.- The conference had also before it the controversial subject of rationalisation, against the background of the recently adopted resolution of the Lok Sabha (vide pp. 36-42 of the report of this Office for September 1954), which stated that rationalisation of the textile and jute industries, where it is necessary in the country's interest, must be encouraged. It, however, required that implementation of such schemes should be so regulated as to cause the least amount of displacement of labour in these industries "providing reasonable facilities for the employment of such displaced labour". Since the adoption of the resolution, the Textile Enquiry Committee has published its recommendation relating to a conversion scheme for handloom industry, which will displace 125,000 workers over a period of 6 years and introduction of automatic looms which will throw out workers at the rate of 4,000 per year for 20 years.

The position in the jute industry is that during the last three years or so about 40,000 workers have been retrenched. This rate of retrenchment is considered somewhat heavy in a labour force of less than 300,000 workers. In 1952, the Indian Jute Mills Association estimated that about 40,000 workers would have to be retrenched to complete the process of modernisation. Since then there has been retrenchment of the order of 20,000 workers. It was held that before approving of any proposal involving unemployment of existing workers, a proper scheme for providing compensation and alternative employment will have to be drawn up.

The need for rationalisation in the iron and steel industry has also to be faced. A suggestion has been made that the surplus labour in existing factories should be transferred to new factories, without paying them the retrenchment compensation admissible under the Industrial Disputes Act.

The Labour Ministers generally agreed that the co-operation of workers in the industry or unit concerned was essential before any scheme of rationalisation could be given effect to.

vi) Industrial Housing.- In a review of the working of the Subsidised Industrial Housing Scheme which was started in September 1952, the conference felt that the financial limit laid down for acquisition of land was in many cases unduly low. It was urged that these financial limits should be revised on the basis of the prevailing market rates in the various cities.

There was a consensus of opinion that in order to assist the States in the abolition of slums, the grant of subsidies might be considered by the Union Government. At present aid is given only for the construction of houses for industrial workers in the shape of subsidies and loans to State Governments, employers and co-operatives.

(The Statesman, 12, 13 and 14
November 1954)

Note:- The account given under 'Rationalisation' is rather incomplete. It is known to this Office that the recommendations of the Textile Enquiry Committee, to the extent that they involve displacement of labour, are not likely to be accepted. The question is engaging the serious consideration of Government.

Joint Consultative Board of Industry and Labour
to make Comparative Study of Wages.

The reconstituted Joint Consultative Board of Industry and Labour (vide pp. 1-7 of the report of this Office for February 1954), meeting at Bombay on 3 November 1954 under the chairmanship of Mr. G.L. Nanda, Union Planning Minister, decided to direct its constituent bodies to collect particulars for a comparative study of wages in Asian and other countries, which are India's competitors in international market. Mr. Khandubhai K. Desai, Union Labour Minister was present by special invitation.

One of the important questions discussed by the Board was the fixation of norms and standards for remuneration to labour. It was agreed that while determining a wage policy for industrial labour, it was necessary to consider it against the larger background of the need to improve the ~~xxxxxx~~ standard of living of all sections of the working class population.

Discussion centred round the points on which data should be collected with a view to getting a comprehensive picture of the present wage structure in the various sectors of the economy such as the public and the private, and in the private sector itself, between the organised industries, cottage industries, agriculture and plantations.

The Board accepted the offer of the Chairman of the Research Programmes Committee set up by the Planning Commission to make funds available to the organisation and conduct of research relating to labour problems.

Mr. Nanda was requested to explore as to how best the offer could be utilised in furthering the objectives of the Board.

(The Times of India, 6 November, 1954).

Pondicherry and other French Territories
become De Facto Part of Indian Union.

In accordance with the agreement concluded between India and France in October 1954, the administration of the four French establishments in India - Pondicherry, Karaikal, Mahe and Yanam - was taken over by the Government of India after 250 years of French rule, at a formal ceremony at Pondicherry on 1 November 1954.

Mr. Kewal Singh, who was India's Consul-General at Pondicherry, has been appointed as Chief Commissioner of the Establishments.

Mr. R.K. Nehru, Foreign Secretary, Government of India, who was present at the transfer ceremony, addressing a public meeting on 1 November 1954, said that the Government was considering the question of extending the Five Year Plan to the establishments in the near future and proposed to send at an early date a team of experts to the establishments for this purpose.

(The Hindu, 2 November 1954).

President's Rule for Andhra State: Fresh
Elections to be held in February 1955.

On 15 November 1954 President's rule was proclaimed in Andhra State, as a sequel to the resignation submitted by the Ministry headed by Mr. T. Prakasam. The Ministry resigned due to a non-confidence vote of the Assembly adopted a week earlier.

The proclamation also dissolves the Andhra Assembly and directs the holding of general elections to it "as soon as possible".

The Governor of the State, Mr. C.M. Trivedi stated at a press conference on 15 November 1954, that it might be possible to begin polling in the elections by about 18 February 1955 and finish it by about 5 March 1955.

(The Hindustan Times, 16 November 1954).

5

Rajasthan: New Ministry formed.

A new cabinet for the State of Rajasthan with Mr. Mohanlal Sukhadia as Chief Minister was sworn in at Jaipur on 13 November 1954. The names of Ministers and their portfolios are given below:-

Mr. Mohanlal Sukhadia (Chief Minister): Revenue, general administration, planning and development (Co-ordination), Political, Appointments and Education.

Mr. Bhogilal Pandya: Commerce and Industries, Food and Civil Supplies, Scheduled Castes, Scheduled Tribes and Backward Classes.

Mr. Ramkishore Vyas: Home (except Transport), Legal Remembrancer's Office, Law Department, Judicial Department, Legislative Assembly and elections and community projects.

Mr. Kumbharam Arya: Medical and Public Health, Local Self-Government and Famine Relief.

Mr. Brij Sunder Sharma: Finance, Forest, Transport and Labour.

Mr. Amritlal Yadav: Co-operation, Refugee Rehabilitation, including evacuee property and separate revenue.

Mr. Ramnivas Mirdha: Public Works (including Irrigation) and Agriculture.

(The Hindustan Times, 14 November 1954).

'L'

CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - NOVEMBER 1954.

25. Wage-Earners' Organisations.

Conference of General Council of All-India Trade Union Congress, Nagpur, 14-17 November 1954: Minimum Wage of 100 Rupees for Workers demanded.

A meeting of the General Council of the All-India Trade Union Congress was held at Nagpur from 14-17 November 1954. Mr. V.Chakkarai Chettiar, President of the AITUC, was in the chair.

The meeting was attended by about 70 members of the General Council, including Mr. S.A. Dange, General Secretary. Mrs. Aruna Asaf Ali, Mr. P. Sundarayya, M.P., and Mr. S.S. Mirajkar and Mr. A.C. Kakkad. The President of the All-India Bank Employees' Association, attended the session as a special invitee.

Rationalisation, unemployment, denial of trade union rights and trade union unity on an all-India scale were some of the questions discussed at the session.

Resolutions: Hundred rupees minimum wage demanded.- The General Council, by a resolution demanded the fixation of a "national minimum wage" of 100 rupees for all industrial workers. This minimum wage, the resolution said, must be available to workers after making all deductions for contributions to the provident fund and health insurance. The resolution described the present system of wages in most industries, of a basic wage and dearness allowance, as "irrational" and said it had enabled the employers to suppress the "real wages of the workers".

The General Council was of the opinion that the time had come when the trade union movement could demand a national minimum wage.

Mr. S.A. Dange, explaining the resolutions to press correspondents said subsistence below 100 rupees meant starvation. The Government of India, ~~the~~ he said, appointed minimum wages committees for various industries, but it "nowhere put forward the conception of a national minimum wage". The AITUC would mobilize all workers for the realisation of this demand.

Mr. Dange said the General Council had come to the conclusion that workers in all industries must press forward their claim for bonus payments in addition to their wages, and added that an 'All-India Bonus Day' would be organised by the AITUC.

Rationalisation opposed.- By another resolution the General Council called upon workers to "intensify their struggle against all forms of rationalisation". The Council declared that rationalisation in existing industries would only lead to "strengthening of the position of monopolists", to the unrooting of all small-scale industries and to increased unemployment.

Insurance scheme.- By a resolution on the Employees' State Insurance Scheme, the General Council reiterated its decision to accept it and "fight for removal of defects". Mr. Dange said a review of the scheme in States where it had been introduced showed that the scheme was being utilised in the interests of certain sections. The benefits did not reach the workers. The resolution said the Congress would give "more time" to the Government and the Corporation to improve the working of the scheme and assured its co-operation in improving its working. It urged all unions to work out the scheme wherever introduced, and demanded its introduction in all States without delay.

Bank employees' demands supported.- By another resolution, the General Council extended its support to the cause of bank employees.

(The Statesman, 16 and 19 November, 1954).

Differences among INTUC Unions in West Bengal settled: Industrial Unions to be organised.

The West Bengal Provincial Trade Union ranks which fell apart some 22 months ago, have now achieved unity, their differences having been settled by negotiations between leaders of different factions. The agreement has been signed by Mr. Deven Sen and Mr. Kali Mukerjee on behalf of the rival groups.

The agreement also covers new office-bearers of the West Bengal branch of the I.N.T.U.C. with Dr. Moitreyee Bose as President and Mr. Deven Sen, Mr. Dayaram Beri and Mr. Kali Mukherjee as General Secretaries.

11

The reorganised W.B.P.N.T.U.C. has also decided to launch upon a new policy of organising industrial unions only and an agreed list of office bearers for different industrial unions has also been drawn up.

Announcing the agreement at a Press Conference in Calcutta on 10 November 1954, Mr. S.R. Vasavada, President of the Indian National Trade Union Congress, stated that West Bengal had been unrepresented in the Working Committee of the INTUC owing to difference of opinion among the ranks. Now that agreement had been reached the following have been invited to represent West Bengal on the Working Committee: (Dr. (Mrs.) Moitreyee Bose, Mr. Deven Sen, Mr. Kali Mukherjee, Mr. Nirmal Sen and Mr. Dayaram Beri.

Mr. Vasavada added that trade unionists in West Bengal under the INTUC banner have also decided to put the trade union movement in the State on a sound and strong footing. It has been agreed to have industrial unions only and if a particular industry was very large there would be regional-cum-industrial unions for that industry. Each trade union worker had taken upon himself the responsibility of serving the workers in one industrial union. This arrangement would enable the worker to make an intensive study of the problem of that particular industry and would also give him an opportunity to devote all his time and energy in the service of the employees of that industry. Mr. Vasavada added that all factory unions would have to merge into one industrial union within a reasonable period of time and he suggested that the Bengal branch of the INTUC should make arrangements to engage an adequate number of the wholetime workers to look after the day-to-day work of the unions.

(Amrita Bazar Patrika, 11 November, 1954).

Annual Conference of All-India Defence Employees' Federation, Kirkee, 10-13 November 1954: No Retrenchment without Alternative Jobs: Government assurance demanded.

The annual conference of the All-India Defence Employees' Federation was held at Kirkee from 10 to 13 November 1954. More than 250 delegates from all over the country representing 250,000 defence workers attended the conference. This was the first convention of the Federation after the merger of the three defence Workers' Organisations into single unit last year, (vide 15-16 of the report of this Office for June 1953). Dr. (Mrs.) Moitreyee Bose, President of the Federation, presided. The conference was inaugurated by Mr. V.V. Giri, former Union Labour Minister.

Inaugural address: Peaceful settlement of labour disputes favoured.- Mr. V.V. Giri, former Union Labour Minister, in his inaugural address, stated that the time had come for every employer in the country to realise "the inevitable fact" that the trade union movement had come to stay in the industrial system. If peace in industry was to be achieved, the employer must grant full recognition and make it easy to have "one union in one industry". The employer must consider himself a partner in the industry and seek the co-operation of workers' organisation at every step, to keep up production and maintain discipline.

Mr. Giri said that both workers and employers' organisations must realise that the only way to secure industrial peace was by instituting "a joint standing machinery" in every industrial unit, so that from time to time when differences arose, the two sides could meet and come to some amicable understanding. Strikes and lock-outs should be used as the "last weapon" for settlement of trade disputes and only when all other methods had failed.

Technical experts for unions.- Mr. Giri said that if the private and public sectors in industry were anxious to avoid "outside leadership" and encourage leadership from the working class itself, they must make it certain that organisations led by workers were not unnecessarily victimised. Outside leadership should not be prohibited by law but by convention agreed to and accepted uniformly by both workers and employers because the trade union movement was a democratic movement.

Referring to trade unions, Mr. Giri said that unless the unions secured cent per cent membership they could not create sanctions behind them. They should run their unions on sound and scientific lines. Technical experts, who could study the technique of the industry from the point of view of the working class and who could, in case of disputes, be in a position to meet the technicians of the employers and discuss the demands of the workers, should be attached to the unions. This would help in narrowing differences between workers and employers, thus preventing strikes or "direct action".

Joint machinery suggested.- Referring to the demands of the defence workers, Mr. Giri suggested the establishment of a joint standing machinery with an equal number of representatives from their Federation and the Defence Ministry. The employees could put forward their case before the committee and try to reach agreement with their employers. Outstanding matters on which agreement was not arrived at could be referred to a tribunal established on the lines of the railway tribunal. If this "healthy" development was brought about he said, peace in the defence industry would be secured.

Mr. Giri said defence industries should also be used for producing articles of civilian consumption without unduly competing with private industry. Thus retrenchment in the industry could be avoided and the Defence Ministry made a "paying concern". Production committees should be established in the industry and with the co-operation of workers and employers good results could be secured.

Resolutions.- The Convention passed various resolutions on the collective and individual grievances and demands of the employees serving in the various defence installations in the country.

A resolution on retrenchment called upon the Union Government "to come forward with a firm, categorical declaration" that there would be no retrenchment in the defence services without equivalent alternative employment.

The Convention, by another resolution, demanded the immediate recognition of all trade unions affiliated to the Federation. It urged the Government to abolish the welfare committees or any other committees, where registered and recognised trade unions functioned, as in its opinion, they clashed with the unions' day-to-day functioning and also "jeopardised the legitimate growth of trade unions".

The Convention also demanded that "in all fairness and equity to the service conditions of defence employees, they should be given an adequate all-India liability allowance.

Negotiating machinery to be set up.- Dr. Bose in her address stated that representatives of the All-India Defence Employees' Federation will shortly meet officials of the Defence Ministry to finalise the proposal for the constitution of a negotiating machinery.

Claiming that the proposal was formulated by the Federation, Dr. Moitreyee Bose said that the negotiating machinery should have been established by this time, but for "some slackness on somebody's part". Immediately after the conference, Federation representatives would meet Defence Ministry officials in this connection, she added.

Dr. Bose stressed the need for building "strong national trade unions" in India. She said that loosely-knit federations of trade unions were too weak to fight employers. What they needed, therefore, was strong national unions with regional units enjoying "some degree of autonomy".

14

Office bearers.- The Convention re-elected Mrs. Rose as president and Mr. S.M. Joshi as General Secretary, with Mr. K. Matthews and Mr. B.N. Rajhans as joint secretaries of the Federation for the ensuing year.

(The Statesman, 11 November 1954;
The Times of India, 13 and 15 November,
1954).

Working of the Indian Trade Unions Act, 1926,
during 1950-1951**.

A report on the working of the Indian Trade Unions Act 1926 for the year 1950-51 has just been published by the Labour Bureau, Central Ministry of Labour. The review is based on annual reports received from all the nine Part A States and from four Part C States viz., Ajmer, Bhopal, Coorg and Delhi. Of the remaining Part C States, Himachal Pradesh, Kutch, Manipur, Tripura and Vindhya Pradesh reported that there were no trade unions registered under the Act in these States. Among the Part B States, Patiala and East Punjab States Union reported that there were no trade unions in that State and the remaining six States viz., Hyderabad, Madhya Bharat, Mysore, Rajasthan, Saurashtra and Travancore-Cochin furnished the statistical returns prescribed under their State Acts for the same period***. The following is a summary of the report.

Limitation of the data.- Registration of unions, under the Indian Trade Unions Act, 1926, is voluntary and there is every likelihood of some unions remaining unregistered. Information regarding unregistered unions is not available for any State except for the State of Bombay. In this State there were on 1 April 1951, 1,080 unions with a membership of 792,206; of these only 635 unions with 623,497 members were registered. In the absence of adequate information regarding unregistered unions, the facts mentioned in this review should not be taken to represent the actual state of affairs fully. Though under Section 28 of the Indian Trade Unions Act, 1926, the registered unions have a statutory obligation to submit the statistical returns by 31 July each year, only

* Working of the Indian Trade Unions Act, 1926, during 1950-1951: Labour Bureau, Ministry of Labour, Government of India: Manager of Publications, Civil Lines, Delhi, 1954. Price Rs. 4/14/- or 7sh. 9ds., pp. 63.

*** The information in respect of Mysore State relates to the calendar year 1950.

53 per cent of the unions submitted the returns during 1950-51. The corresponding percentage for the previous year was 56.

Number and size of registered unions.- The total number of registered trade unions in 1950-51 was 3,766 as against 3,522 in 1949-50. The total membership of unions submitting returns decreased by 64,161 between 1949-50 and 1950-51 inspite of an increase in the number of such unions from 1,919 to 2,002*. The average membership per union which has been showing a declining tendency since 1944-45, the year of highest average membership per union, declined to 877 during the year under review from 949 in the previous year. The tendency for the growth of small sized unions thus continues unabated.

The following table shows the number and membership of registered unions from 1927-28 to 1950-51:-

Year	Number of registered trade unions.	Number of unions furnish- ing infor- mation.	Membership of unions submitting returns		
			Men	Women	Total
1927-28	-- 29	26	99,451	1,168	100,619
1932-33	-- 170	147	232,279	5,090	237,369
1937-38	-- 420	343	375,409	14,703	390,112
1938-39	-- 562	394	388,214	10,945	399,159
1939-40	-- 667	450	492,526	18,612	511,138
1940-41	-- 727	483	494,415	19,417	513,832
1941-42	-- 747	455	556,426	17,094	573,520
1942-43	-- 693	489	659,327	25,972	685,299
1943-44	-- 761	563	760,101	20,866	780,967
1944-45	-- 865	573	853,073	36,315	889,388
1945-46*	-- 1,087	585	825,461	38,570	864,031
1946-47	-- 1,833	998	1,267,164	64,798	1,331,962
1947-48	-- 2,766	1,620	1,560,630	102,299	1,662,929
1948-49	-- 3,150	1,848	1,831,514	119,355	1,960,107
1949-50	-- 3,522	1,919	1,688,887	119,565	1,821,132
1950-51 ✓	-- 3,766	***2,002 ✓	1,648,966 ✓	106,424 ✓	1,756,971

Note:- Statistics up to the year 1945-46 relate to undivided India.

* Excluding the Punjab.

*** Though 2,013 unions furnished the returns, information regarding membership is available only from 2,002 unions.

Number of unions State-wise.- The following table shows the variations in the number of unions in the various States between 1949-50 and 1950-51:-

* Though 2,013 unions furnished the returns, information regarding membership is available for only 2,002 unions.

States	1950-1951					1949-1950			
	Workers' Unions		Employers' Unions		Total	Total			
	State	Central*	State	Central*	Total	State	Central*	State	Central*
	State & Central*		State & Central*		State & Central*	State & Central*			
Assam	-	60	-	-	-	60	-	67	-
Bihar	-	454	6	&	-	454	6	392	5
Bombay	-	591	35	&	6	597	35	460	32
Madhya Pradesh	-	96	1	2	-	98	1	109	1
Madras	-	743	7	6	1	749	8	550	12
Orissa	-	44	-	-	-	44	-	83	-
Punjab	-	49	1	5	-	54	1	41	2
Uttar Pradesh	-	557	13	-	-	557	13	528	-
West Bengal	-	912	39	15	4	927	43	1,155	-
Ajmer	-	18	-	-	-	18	-	15	-
Bhopal	-	7	-	-	-	7	-	3	-
Coorg	-	2	-	-	-	2	-	3	-
Delhi	-	74	5	13	-	87	5	60	4
Total	-	3,607	107	47	5	3,654	112	3,466	56

& Unions whose objects are confined to a particular State.
 * Unions whose objects are not confined to one State.

The number of registered Central unions was 112 in 1950-51. The figures given for the previous year are not strictly comparable with those for the year under review as some of the States did not furnish separate figures for Central unions for 1949-50.

The increase in the number of unions in Bihar, Bombay, and Uttar Pradesh has been attributed to various factors. In Bihar the increase is stated to be mainly due to (a) the formation of rival unions in important industries by political parties, with a view to getting support at the coming elections, (ii) success of unions in securing higher wages, bonus and better working conditions for workers which has encouraged the formation of trade unions even in smaller establishments, (iii) implementation of the Industrial Disputes Act and the Minimum Wages ~~Wages~~ Act. In Bombay, the increase is stated to be mainly due to greater consciousness among workers and their growing economic difficulties; in addition, the efforts of the Central Organisations of Labour have also contributed to the growth in the number of unions. According to the Uttar Pradesh report, the reasons for the increase in the number of registered unions in the State are: return of normal conditions after the War; restoration of freedom of organisation; increased social, economic and political activity; and impact of economic forces in the wake of the second world war. In this State the total membership, and consequently the average membership per union, declined on account of two factors, viz., (i) the non-submission for annual returns by the O.T. Railway's Union, Gorakhpur which

had 39,993 members on its rolls on 31 March 1950, and (ii) the preponderance of unions with smaller membership.

Size of unions.- The frequency distribution of membership of the 2,002 unions, which submitted returns, is given in the table below:-

Membership	Unions which furnished figures of membership		Membership at the end of the year	
	Number	Percentage	Number	Percentage to total
Below 50	-- 303	15.1	9,474	0.5
50 to 99	-- 334	16.7	23,923	1.4
100 to 299	-- 617	30.8	111,700	6.4
300 to 499	-- 208	10.4	81,628	4.6
500 to 999	-- 254	12.7	179,360	10.2
1,000 to 1,999	-- 154	7.7	208,234	11.9
2,000 to 4,999	-- 68	3.4	203,427	11.6
5,000 to 9,999	-- 33	1.7	229,076	13.0
10,000 to 19,999	-- 14	0.7	193,339	11.0
20,000 and over	-- 17	0.8	516,810	29.4
Total	-- 2,002	100.0	1,756,971	100.0

The largest number of unions was in the group with membership between 100 to 299. This group accounted for 30.8 per cent of the total number of unions and 6.4 per cent of the total membership. Unions with membership below 300 constituted nearly 63 per cent of the total, thus showing that small sized unions predominate in this country. On the other hand only 17 unions had each a membership of 20,000 and above, but they accounted for 29.4 per cent of the total membership. The report points out that considering the fact that it is the smaller unions which are likely to be defaulters in the submission of annual returns, the preponderance of smaller unions should be more than what the table actually reveals.

Membership.- The average membership of unions submitting returns declined from 949 in 1949-50 to 877 in 1950-51. The total number of women members at the end of the year 1950-51 was about ~~6.108~~ 6.106 million as against 6.102 million in 1949-50. The percentage of women members to total membership also declined to 6.1 from the peak figure of 6.6 for the previous year.

The following table gives a break-up of unions and their membership according to employers' and workers' organisations during 1949-50 and 1950-51:-

Year	No. of unions submitting returns		Membership at the end of the year	
	Workers' Unions	Employers' Unions	Workers' Unions	Employers' Unions
1949-50	-- 1,897	29	1,816,255	4,877
1950-51	-- 1,976	37	1,751,933	5,038

In the Central unions of workers the average membership was 4,553 in 1950-51 as against 3,848 in 1949-50. The corresponding average for the State unions were 753 and 899.

Regional distribution of trade unions.- The following table shows the regional distribution of trade unions and their membership:-

State	Number of unions		Members of unions submitting returns		
	On Registers	Submitting returns	Men	Women	Total
Central Unions	-- 107	71	323,259	1,600	324,859
State Unions -					
Assam	-- 60	35	86,795	25,941	112,736
Bihar	-- 454	215	146,142	17,865	164,007
Bombay	-- 591	366	323,545	27,372	350,917
Madhya Pradesh	-- 96	58	34,711	4,596	39,307
Madras	-- 743	260*	122,947	15,140	138,087
Orissa	-- 44	26	12,413	2,103	16,097**
Punjab	-- 49	49***	9,556	164	9,720
Uttar Pradesh	-- 557	368****	168,694	1,890	170,584
West Bengal	-- 912	443	330,508	8,227	338,735
Ajmer	-- 18	17	5,432	1,030	6,462
Bhopal	-- 7	5	1,162	65	1,227
Coorg	-- 2	2	464	100	564
Delhi	-- 74	61*****	78,341	290	78,631
Total	-- 3,714	1,976	1,643,969	106,383	1,751,933

* Membership figures relate to 256 unions.

** Sex classification in respect of 1,581 members not known.

*** Membership figure relate to 348 unions.

**** Membership figures relate to 465 unions.

***** Membership figures relate to 60 unions.

The State-wise distribution of 112 registered Central Unions was as follows: Bihar - 6, Bombay - 35, Madhya Pradesh - 1, Madras - 8, Punjab - 1, Uttar Pradesh - 13, West Bengal - 43, and Delhi - 5. As regards State Unions, only five States viz., Bihar, Bombay, Madras, Uttar Pradesh and West Bengal had each more than 450 registered unions. These five States accounted for about 87 per cent of the total number of unions submitting returns and 83 per cent of total membership. The State Workers' Unions of these five States as well as the unions in Assam has in each case a total membership of above 100,000.

19

Of the 106,383 women trade unionists in the workers' unions (both Central and State) at the end of the year 1950-51, 28,491 or 26.8 per cent were in Bombay, 25,941 or 24.4 per cent in Assam, 17,865 or 16.8 per cent in Bihar, and 15,209 or 14.3 per cent in Madras. The women trade unionists in these four States formed 82.3 per cent of the total women membership.

Classification of unions by industry groups.-

The following table shows the industrial classification of the unions, (workers) ~~xxxxxxx~~, submitting returns and their membership at the end of the year:-

Industry	Number of unions submitting returns	Membership at the end of the year		
		Men	Women	Total
Workers' Unions				
Agriculture and allied activities	-- 58	116,763	36,631	153,394
Mining and Quarrying	-- 60	90,974	14,679	105,653
Manufacturing	-- 793	650,937	45,897	698,415*
Construction	-- 23	10,320	52	10,372
Electricity, gas, water and sanitary services	-- 131	31,041	1,846	32,887
Commerce	-- 309	88,220	632	88,852
Transport, Storage and Communications	-- 239	506,984	2,321	509,305
Services	-- 190	86,043	2,558	88,601
Miscellaneous	-- 173	62,687	1,767	64,454
Total	-- 1,976	1,643,969	106,383	1,751,933

* Sex classification in respect of 1,581 members not known.

Manufacturing industries accounted for about 40 per cent of the unions and the same percentage (41.8) of total membership. The average membership per union in the manufacturing group was 881, and it was slightly less than the over-all average of 887. Unions in the textile group alone accounted for 10.6 per cent of the unions and 22 per cent of total membership, with an average membership of about 1,866. Industries under the group transport, storage and communications had 12.1 per cent of the unions and 29.1 per cent of the membership, the average membership per union being 2,131. The industrial groups in which the average membership in 1950-51 was comparatively high were: (i) railways (4,540); (ii) plantations (4,174); (iii) seamen (3,918); (iv) docks and ports (2,411); (v) cotton textiles (2,276); (vi) iron and ~~xxxx~~ steel (1,859); (vii) coal (1,751); and (viii) jute textiles (1,474). These figures show that large unions existed only in railways and plantations and among seamen.

Agricultural unions.- Unions of workers engaged in agriculture are in existence in the States of Bombay, Madras and West Bengal. In Bombay State there were six unions of which only one with a membership of 900, was of purely agricultural workers. The other five unions were sugar workers' unions and they had on their rolls both farm and factory workers. The former, however, constituted 67.37 per cent (4,546 out of 6,748) of the total membership of these unions. Of the 4,546 agricultural workers in these five unions, 4,097 were men and 449 women. Madras State had six agricultural unions. The total membership of four of these unions at the end of the year was 1,354. In West Bengal one union of agricultural workers was registered during the year.

Trade union finance.- The following table shows the income, expenditure, opening and closing balances of registered trade unions:-

	No. of Unions submitting returns	Opening Balance	Income	Expenditure	Closing Balance	
		Rs.	Rs.	Rs.	Rs.	
Workers' Unions -						
Central Unions	--	71	219,417	539,028	491,934	266,511
State Unions	--	1,905	2,893,956	3,917,111	3,451,206	3,359,861
Total	--	1,976	3,113,373	4,456,139	3,943,140	3,626,372
Employers' Unions -						
Central Unions	--	4	122,375	1,503,878	1,557,862	1,168,391
States Unions	--	33	2,154,275	1,058,991	964,649	2,248,617
Total	--	37	2,276,650	2,562,869	2,522,511	3,417,008
Grand Total	--	2,013	5,390,023	7,019,008	6,465,651	7,043,380

The following table show respectively the percentage distribution according to sources and percentage distribution of various heads of expenditure:-

Sources of Income	Trade Unions				All Unions
	Workers' Unions		Employers' Unions		
	State	Central	State	Central	
Contribution from members	- 74.7	85.9	59.4	6.6	69.7
Donations	- 12.8	7.6	0.2	73.2	8.0
Sale of periodicals, etc.	- 0.5	2.2	0.0	-	0.4
Interest on Investments	- 0.3	0.0	2.3	20.2	1.1
Miscellaneous	- 11.7	4.3	38.1	-	20.8

Items of expenditure	Kinds of Trade Unions				All Unions
	Workers' State*	Unions Central**	Employers' State**&	Unions Central***	
Salaries, allowances, etc. of officials. --	16.5	17.5	2.8	21.0	11.2
Establishment charges. --	23.5	39.5	43.7	25.2	32.2
Trade disputes. --	5.8	2.0	9.1	-	6.9
Compensation to members for loss arising out of trade disputes. --	0.5	0.1	0.0	-	0.4
Legal expenses. --	4.0	2.4	2.0	3.4	3.2
Funeral, old age, sickness, unemployment and other benefits. --	1.5	0.6	0.3	-	1.0
Educational, social and religious benefits. --	2.5	0.3	0.7	-	1.7
Publications. --	9.9	1.3	0.3	-	5.6
Auditors' fees. --	0.8	0.4	0.1	2.1	0.5
Miscellaneous. --	34.8	35.9	41.0	48.3	37.3

- *Particulars relating to 22 Central Unions in West Bengal are not available.
 ** Includes particulars relating to 22 Central Unions in West Bengal.
 **& Includes particulars relating to 3 Central Unions in West Bengal.
 ***: Particulars relating to 3 Central Unions in West Bengal not available.

Federations of Trade Unions.— There were 24 Federations of unions, of which 6 were in West Bengal, four each in Bihar, Madhya Pradesh and Punjab, three in Bombay, two in Uttar Pradesh and one in Assam. Of these, information was received from 17 federations (including one Central federation of unions). The number of unions affiliated to these 17 federations was 373; and the total income of these federations was 306,395 rupees and their expenditure 291,015 rupees. The percentage distribution of income and expenditure of these federations is given below:—

Income		Expenditure	
Source	Percentage	Items	Percentage
Contribution from members.	83.6	Salaries, allowances, etc. of officers.	7.0
Donations.	13.3	Establishment charges.	18.6
Sale of periodicals.	-	Trade disputes.	4.1
Interest on investments.	1.2	Legal expenses.	1.8
Miscellaneous.	1.9	Funeral, old age, sickness and unemployment benefits.	12.1
		Educational, social and religious benefits.	32.5
		Publications.	14.0
		Auditors' fees.	0.1
		Miscellaneous.	9.8

The income of the federations was derived mainly from 'contributions from member unions' and 'donations'. The Textile Labour Association of

Ahmedabad alone had an income of about 0.27 million rupees out of a total income of about 0.31 million rupees; and its expenditure was about 0.26 million rupees out of a total of 0.29 million rupees. The most common items of expenditure of the federations were: salaries, allowances and expenses of officers; expenses of establishment and auditor's fees. Legal expenses were noticeable only in the case of federations in Bombay and West Bengal. These two States alone incurred an expenditure of 12,012 rupees for conducting trade disputes out of a total expenditure of 12,027 rupees on this item. In the case of West Bengal, the expenditure incurred in conducting trade disputes was nearly one-third of the total expenditure. Expenses on other items viz., funeral, old age, sickness and unemployment benefits were incurred only by one federation viz., the Ahmedabad Textile Labour Association. In addition to this Association, the federation in Assam and Uttar Pradesh spent small amounts on the publication of periodicals. The assets of the ~~Assam~~ Ahmedabad Textile Labour Association amounted to 1,638,286 rupees. This Association spent 94,570 rupees for educational, social and religious benefits, 64,541 rupees on administration, 39,844 rupees on publications, 35,139 rupees on account of funeral, old age, sickness and unemployment benefits and 6,063 rupees on the conduct of trade disputes.

Trade unions in Part B States.— Trade union returns for 1950-51 were received from the Part 'B' States of Hyderabad, Madhya Bharat, Mysore, Rajasthan, Saurashtra and Travancore-Cochin.

Out of a total of 220 registered unions, 213 were workers' unions and 7 were employers' unions. Of the ~~latter~~ latter, six were in Hyderabad and one was in Madhya Bharat. Among the 213 workers' unions, 210 were State unions and 3 were Central unions located in Hyderabad.

Of the 213 unions which submitted returns 205 reported a total membership of 126,889 with average membership of 619 per union. Of the six Part B States, Hyderabad claimed the largest number of unions and membership, accounting for 28 per cent and 33 per cent respectively ~~membership~~ ~~membership~~ of the total. The percentage of women members to total membership in Part B States was the order of 8.6 as against 6.1 in Part A and C States. It may be of interest to note here that in the case of workers' unions the percentage of women members to total membership was as high as 18 in Hyderabad, next to Hyderabad came Travancore-Cochin with about 15 per cent.

Funds of trade unions.- The General Fund Account of 214 trade unions submitting financial returns is given in the following ~~tab~~ statement.

State	No. of unions submitting returns	General Fund Account			
		Opening balance.	Income	Expenditure	Closing balance.
		Rs.	Rs.	Rs.	Rs.
Workers' Unions -					
(a) Central Unions					
Hyderabad.	-- 3	8,878	29,227	22,350	15,755
(b) State Unions --					
Hyderabad.	-- 54	4,870	30,147	27,698	7,319
Madhya Bharat.	-- 26	20,012	28,224	26,999	21,237
Mysore.	-- 33	31,150	71,993	61,739	41,404
Rajasthan.	-- 23	44,328	30,150	31,516	42,962
Saurashtra.	-- 33	49,019	81,417	60,137	70,299
Travancore-Cochin-	35	7,060	60,231	54,346	12,945
Total (Workers' Unions)--	207	165,317	331,389	284,785	211,921
Employers' Unions -					
State Unions:					
Hyderabad	-- 6	5,305	30,715	28,341	7,679
Madhya Bharat	-- 1	4	461	434	31
Total (Employers' Unions)--	7	5,309	31,176	28,775	7,710
GRAND TOTAL. --	214	170,626	362,565	313,560	219,631

The average income per workers' union was 1,601 rupees and the average expenditure 1,376 rupees. The corresponding figures for employers' unions were 4,454 rupees and 4,111 rupees respectively.

The major source of income was 'Contribution from members'. Income derived from Donations was fairly high in the case of unions in Hyderabad, Rajasthan, Travancore-Cochin and Madhya Bharat. The important items of expenditure were: (i) expenses on establishment; and (ii) salaries, allowances, etc. of officers. In the case of unions in Mysore State, expenses in conducting trade disputes formed 12.9 per cent of the total expenditure.

Federation of trade unions.- There were only two ~~xxxxxx~~ federations of trade unions in Part B States. Both of them were in Madhya Bharat. Thirteen trade unions were affiliated to these two federations. The total income of the two federations was 42,611 rupees 6 annas and 6 pies and their total expenditure 32,716 rupees and 1 anna.

West Bengal: Working of the Indian Trade Unions Act 1926, for year ending 31 March 1951*.

Number of unions.- According to the annual report on the working of the Indian Trade Unions Act, 1926, in West Bengal for the period, 1 April 1950 to 31 March 1951, the number of registered trade unions on 1 April 1950 was 1,157; of these, certificates for registration in respect of 350 unions were cancelled for non-submission of their annual returns and one union was dissolved as the undertaking ceased to function. To the number of remaining registered unions were added 161 unions including 2 federations which were registered during the year under report, thus making a total of 967 unions on the register at the close of the year, 1950-51. Figures of registration of the previous three years were: 1947-48 - 410; 1948-49 - 391; and 1949-50 - 203.

Out of 967 unions only 190 unions submitted their annual returns within the prescribed date. Notices under section 10(b) of the Indian Trade Unions Act were issued to all the unions which failed to submit their returns within the prescribed date. As a result thereof, returns in respect of ~~February 1952~~ 433 more unions were received upto the end of February 1952. The returns in respect of 481 unions, including four federations were accepted and included in the report.

Membership.- The total membership as reported by 477 unions included in the statement (excluding 4 federations) was 510,626 with an average of 1,070.5 members per union as against a total number of 488,158 members with an average of 897.5 members per union in respect of 545 unions in the previous year. The number of male members of the unions during the period under review was 502,027 and that of female members was 8,599 with an average of 1,052.3 and 18.0 members per union respectively as compared to an average of 871.08 and 26.46 for the previous year. One hundred and six thousand eight hundred and ninety-eight members joined and 52,794 members left the unions during the period under report.

* Government of West Bengal: Labour Department: Annual Report of the Working of the Indian Trade Unions Act, 1926, in the State of West Bengal for the year ending 31 March 1951. Superintendent, West Bengal Government Press, Alipore, Calcutta, 1953. pp.132, Price Rs.5-8 or 9sh.

25

The following table shows the membership strength of the unions:-

Group	No. of returns included	Number of members at the end of year		
		Male	Female	Total
1	2	3	4	5
I-Agriculture and Allied Activities-				
(a) Plantations: Employees.	-- 8	12,140	857	12,997
(b) Others: Employees.	-- 2	639	1	640
II-Mining and Quarrying-				
(a) Coal: Employees.	-- 2	15,616	100	15,716
III-Manufacturing-				
(a) Food, Beverage and Tobacco Employees.	-- 13	3,147	7	3,154
(b) Textiles: Employees. Cotton.	14	18,331	231	18,562
Jute.	-- 40	62,426	3,808	66,234
(c) Others: Employees.	-- 2	1,050	-	1,050
(d) Clothing, Footwear, etc. Footwear: Employees.	-- 2	6,305	-	6,305
Other Wearing apparel and made-up Goods: Employees.	-- -	-	-	-
(e) Weed & Cork: Employees.	-- 4	590	-	590
(f) Paper and Paper Products: Employees.	-- 4	3,318	239	3,557
(g) Printing and Publishing and allied trades: Employees.	-- 9	10,445	2	10,447
(h) Leather & Leather Products (except footwear) Employees.	4	3,470	-	3,470
(i) Rubber Goods: Employees.	-- 6	1,225	-	1,225
(j) Chemical & Chemical Products: Employees.	-- 19	8,452	3	8,455
(k) Non-metallic Mineral Products: Employees.	-- -	-	-	-
(l) Others: Employees.	-- 14	8,036	385	8,421
(m) Basic Metal Industries:				
Iron and Steel: Employees.	-- 21	30,624	428	31,052
(n) Metal Products: Employees.	-- 11	4,231	2	4,233
(o) Machinery-				
(i) General: Employees.	-- 5	1,538	1	1,537
(ii) Electrical: Employees.	-- -	-	-	-
(p) Others: Employees.	-- 23	7,253	709	7,962
IV-Construction: Employees.	-- 8	2,653	-	2,653
V-Electricity, Gas, Water, & Sanitary Services: Employees.	35	12,262	401	12,663
VI-Commercial: Wholesale and retail Trades: Employees.				
Banking and Insurance: Employees.	-- 31	14,581	2	14,583
Others: Employees.	-- 46	12,061	3	12,064
	-- 47	12,827	22	12,849
(VII)-Transport, Storage & Communication-				
(a) Railways: Employees.	-- 20	115,194	369	115,563
(b) Transport: Employees	-- 2	1,166	-	1,166
(c) Motor Transport: Employees	12	5,504	-	5,504
(d) Seamen: Employees.	-- 2	1,107	-	1,107
(e) Docks and Ports: Employees.	-- 7	32,681	176	32,857
(f) Posts & Telegraphs: Employees.	-- 3	6,589	5	6,564

Table continued:-

1	2	3	4	5
(g)Others: Employees --	8	25,780	182	25,062
VIII-Services: Employees --	3	278	2	280
IX-Miscellaneous: Employees-	36	9,290	664	9,954
Employees Total.	465	501,035	8,599	509,634
Employers Total.	12	992	-	992
GRAND TOTAL.	477	502,027	8,599	510,626

Income and expenditure.- The total income of the 477 unions(excluding 4 federations) was 2,992,527 rupees 8 annas and 6 pies during the year under report. There was an opening balance of 3,794,462 rupees 2 annas and 4 1/4 pies at the beginning of the year. Out of the total income of 6,786,989 rupees 10 annas and 10 pies (including opening balance) the total expenditure during the year was 2,801,376 rupees 13 annas and 10 pies as against the total income 3,119,967 rupees 13 annas and 4 pies and expenditure of 2,717,724 rupees 15 annas and 3 pies in respect of 545 unions in the previous year. Total excess expenditure of 7,262 rupees 13 annas and 3 pies was incurred over income by 17 unions during the year. It would appear that the main source of income in all industrial groups of unions were contributions from members, donations, interest on investments and income from miscellaneous sources and the item of highest expenditure was in respect of payment of salaries, allowances, etc., of establishment.

The total balance at the credit of the unions at the close of the year was 3,992,875 rupees 10 annas and 3 pies with an average of 8,370 rupees 12 annas and 11.2 pies as against 3,926,862 rupees 8 annas and 11 pies for that of the previous year with an average of 7,205 rupees 4 annas per union.

Agg

Agricultural union.- One agricultural union under the name Bagnan Thana Jatia Khet Mazdur Union was registered during the year under review.

Activities of trade unions.- The main activities of trade unions were generally confined to placing demands ~~of~~ for higher wages, bonus, dearness allowance, leave, Provident Fund, etc., and in taking up the cases of dismissed, discharged or retrenched workers. In a good number of cases the unions represented the causes of the workers successfully. During the year under report 2,787 disputes were filed besides 579 disputes pending from the previous year out of which 2,924 disputes have been settled amicably and 165 have been referred to the Industrial Tribunal for adjudication.

27

Federations.- There were six federations at the close of the previous year. Two federations were registered during the period under report. Of these, returns in respect of 4 federations were accepted and included in the report. The total number of unions affiliated to the federations was 104 at the close of the year. The total income of the federations during the period under review was 18,532 rupees 10 annas including an opening balance of 9,674 rupees 13 annas and expenditure incurred by them during the same period was 18,077 rupees 4 annas and 3 pies.

Sanatorium for Workers: Project launched by
A.I.T.U.C.

A health scheme for ~~the~~ trade union workers beginning with the opening of a Sanatorium for their exclusive use at Betul, a health resort in Madhya Pradesh, has been launched by the All-India Trade Union Congress.

Mr. S.A. Dange, General Secretary of the All-India Trade Union Congress, who is a member of the board of trustees of the Sanatorium, stated at a press conference at Nagpur, that the AITUC has opened a sanatorium and a rest house at a cost of 45,000 rupees at Betul, where medical help will be available to about 100 persons on payment of nominal fees. Admission to the sanatorium will be given on the recommendation of trade unions, but without any discrimination.

The AITUC has acquired about 40 acres of land for the sanatorium and has been assured medical help from local practitioners. Very soon, however, a resident doctor was expected to be available. X-ray equipment had already been ordered. Provisions for recreation have also been made. A special trust has been formed to manage the sanatorium which is the first of its kind in India.

Mr. Dange also said at another conference that any trade union, whether or not it was affiliated to the AITUC, would be permitted to use the sanatorium. A union could also build its own cottage on the grounds of the sanatorium and have it reserved for its patients.

(The Statesman, 1 November 1954;
The Times of India, 13 November 1954).

CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - NOVEMBER 1954.

34. Economic Planning, Control and Development.

Meeting of National Development Council, New Delhi, 9-10 November 1954: Standing Committee of Chief Ministers for closer Link between Union and States set up: India to follow Socialistic Pattern: Prime Minister's Declaration.

A meeting of the National Development Council, set up by the Planning Commission and composed of Chief Ministers of States, to review and lay down planning policies, was held at New Delhi from 9 to and 10 November 1954. The Council reached a decision to set up a Standing Committee on Planning, consisting of members of the Planning Commission and Chief Ministers of 9 States to ensure constant consultation between the Centre and States on general questions of policy connected with Planning.

Socialistic pattern envisaged: Prime Minister's Address.- The Prime Minister, who inaugurated the conference, declared in the course of his address, that the picture of this country he had in mind "is definitely and absolutely a socialistic picture of society". What he meant thereby, he explained, was that the means of production should be socially owned and controlled for the benefit of the society as a whole. "There is plenty of room for private enterprise there, provided the main aim is clear", he declared.

Creditable achievements in Planning.- Mr. Nehru said that the achievements of the last three years' working of the Five Year Plan had been "very considerable and very creditable" and they could well bear comparison with achievements elsewhere. "Naturally, those achievements have to be seen in a particular background in which we are functioning. It is no good obviously, comparing our productive capacity with that of the U.S.A. or the U.K. or Soviet Russia because conditions are different; they had a long run. But taking all these matters into consideration, I think that our achievements have been considerable. We have passed the food crisis; we have got a sounder economy; we have laid certain foundations on which we can build, and we have put up and have gone much further with a large number of big enterprises, the larger river valley schemes and others.

"At the same time of course, we are at the beginning of the problem and we must remember that", Mr. Nehru said.

The picture of the future.- The Prime Minister said that the planners should have some definite picture of the future that should emerge. "I do not mean to say it should be a rigid picture; it may be a changing picture as we gather experience, information, etc. Nevertheless, we have to plan for something.

"Are we thinking of continuing the present structure as it is more or less or of changing it considerably? We happen to live at the present juncture of events at an all exciting period in world history from every point of view - political, economic and social. Vast changes have taken place not merely because of the activities of planners - more or less they are regarded as limbs - but because of other basic factors".

Everybody knows of the vast changes that came into operation in the world in the train of the industrial revolution, 150 or 200 years ago. They came gradually but changed the face of the world. That change was still continuing.

He was saying this, the Prime Minister said, "because we in India, as in many other countries, are excessively conservative in our thinking - not political, not even economic, but generally social thinking - we are a conservative people. We seem to imagine that the basic things - basic social or economic or other structures - are, well, something fundamental, something belonging to the eternities".

There were criticisms about the Government and the Planning Commission being ~~xxx~~ too revolutionary, or trying to change too much the economic or social structure of society. Mr. Nehru said "I have not seen these tremendous revolutionary changes being made either by our Government or the Planning Commission. Still, because of this conservative way of looking at things, we are afraid of change. It is not a question of our liking or disliking change. It is a problem of our being wide awake and realising that which is hitting us on the head all the time, our ~~xx~~ structures and everything else, and ~~xxxxxxxx~~ sometimes it comes with a rush".

Mr. Nehru said that the Planning Commission would be of no use at all if it had a static outlook. "That way, we sit, we sleep, we rest, One must have that dynamic outlook of change, change of every kind - political of course, economic and social.

"There are all kinds of arguments sometimes about Socialism, Communism, Capitalism, Gandhism, private enterprise and so on and so forth. I am not ~~xxxxx~~ going into those arguments but it seems

20

that even those arguments have taken a shape which is normally associated with a rigid dogmatic, semi-religious outlook, i.e. holding fast to a set idea, some slogan, and trying to fit in your thought to that slogan rather than fitting yourself and understanding the changing conditions".

Place of private enterprise.- Referring to the role of private enterprise in developing the country's economy, Mr. Nehru said, "Undoubtedly it is useful so far as our country is concerned, we wish to encourage it, but the dominance which private enterprise had throughout the world during a certain period is no more. It is out of date in that sense of the word, completely out of date. For a planner, it has a very secondary place. Anyhow, a system which is based on what is called the acquisitiveness of society is absolutely out of date; in modern thinking it is also considered immoral. I consider it immoral, i.e., basing your society purely on the acquisitive instinct.

"That does not mean that we are doing away with private enterprise. I think there is much scope for it and where you allow private enterprise, you should give scope, freedom and encouragement to it to develop, but we must realise that the day of the acquisitive element in society has not passed, but is passing. Other factors are coming in - social and other factors. In other countries which are highly capitalistic in their structure, even there, the social element is increasing at a tremendous pace. In other countries it is deliberately increased. Here other forces increase it".

"Therefore", Mr. Nehru continued, "We have to think on these lines and get out of the static habit of thinking and I think we should be clear, broadly speaking, about the picture we are aiming at. The picture I ~~have~~ have in mind is definitely and absolutely a socialistic picture of society. I am not using the word in a dogmatic sense at all, but in the sense of meaning largely that the means of production should be socially-owned and controlled for the benefit of society as a whole. There is plenty of room for private enterprise there provided the main aim is kept clear.

"Then, again, speaking of conditions in India and the way we have been working, we have in the political sphere and more so in the economic sphere, brought about changes democratically and peacefully, even though that change might appear to take a little more time than the other. I do not think it takes more time, if people^{are} capable and keen on doing it. I think that in the long run the democratic and peaceful method is more successful, even from the point of view of time and much more so from the point of view, ~~if~~ I think, of final results.

31

Therefore, we have to proceed along with some kind of work applying that method of approach to that".

Every country was on trial in the world, Mr. Nehru said. "Certainly we are and we shall be judged in the ultimate analysis by what we achieve - there is no other test - just like, if there is a war, the only test is whether you win the war or get defeated and not by the arguments and excuses that might be put forward later".

India wanted progress and towards that end, the rate of investment in the country, production and employment should go up. "We, as an under-developed ~~xxxxxxx~~ country - industrially under-developed - have continually to fight trying to cross that barrier of under-development, so that we may be able to go a little faster. I think that we have laid sound foundations and we are capable of going a little faster ahead and the more rapidly we go, of course, the more rapid the pace of our advance will be".

The problem of unemployment.- Industrial growth would help unemployment no doubt, he said. Statisticians estimated that to employ one man, say in a heavy industry, it needed a big sum - 10,000 rupees or something like that. "If you work out the problem of employing all the unemployed in India at that rate, it is some astronomical figure. Yet it is quite essential for industrial growth and for industrialisation in order to produce more and ultimately build up a better economy and be independent of other countries more or less".

Mr. Nehru declared that the greatest stress should be laid on the development of small-scale and cottage industries. "I have not a shadow of doubt in my mind that the employment problem can only be dealt with by that. I mean to say that it will be dealt with by other ways too, but we will not solve the unemployment problem, until we lay the greatest ~~industryxxxxxxx~~ stress on small and cottage and village industry and also by attaching the greatest importance to heavy industries. It is not a question of giving a secondary place to either of them. Both have to be tackled".

Stressing the need for building up indigenous machines. Mr. Nehru said: "If we think in terms of building up our industry, we must give up the idea of continually getting machines from abroad. We must build them here".

Trained manpower.- Dealing with the question of lack of trained personnel in the country, Mr. Nehru said: "We want trained personnel in hundreds of thousands. This is odd. We talk about unemployment. I get cases of trained engineers seeking employment and yet we want thousands of engineers. It shows an utter lack of the planning apparatus; competent

32

men seeking employment and our lacking competent men at the same time, of the same type almost, is very ~~xx~~ odd. But that is getting less and less of course".

The Government, he said, was thinking about it more and more in an organised way. A statistical cell for planning had been set up to consider the question of personnel required and also to work out "what we can do in ten years' time or whatever period you lay down, to increase employment, increase production and so on".

They had also to consider the point that training took time. "What are we to do if it requires five years for competent training. We want the men. Are we to tell the Planning Commission, well, wait for five years for working your plans. We will then give you doctors, engineers and others"? That means, stop all your work. That is not good enough.

"On the other hand, it is said it is dangerous to lower your standards whether it be for medical or engineering or teaching or whatever it be. That is so and we have to consider these problems. But it is quite essential that we should do something".

Fortunately, Mr. Nehru added, India had probably more trained men than any other Asian country, apart from Japan. But it was a small number still, from ~~xxx~~ the point of view of what the country aimed at. "Therefore, it becomes highly important from now to have training institutes of all grades and types for these people whom we require for our particular purposes".

The educational policy had also to be thoroughly gone into, he said. "But that has to be done, not in a vague way - of saying let us train this kind of person here and that kind of person in ~~another~~ another place and so on. It has to be in relation to the things you are going to put in your plan".

Citing the example of China in this connection, Mr. Nehru said that every person in a Chinese University at present was trained for a particular kind of job and the moment he got out, he started doing the job. "There are large numbers of people in the Institutes of training there and they go straight to their jobs after their training. Just the reverse is our case; we have large numbers coming out of the universities and they find no scope for employment. So one has to deal with this problem and to some extent learn from other countries, how they have dealt with it".

33

For proper planning, Mr. Nehru said, it was essential that they obtained accurate data regarding the country's mineral and other resources. The work done by the Geological Survey of India was, quantitatively speaking, remarkably little. The Chinese he said, had set up an Institute of Geology and they were producing a thousand geologists a year.

Proceedings: Unemployment surveys recommended.-
The Council decided unanimously to set up a Standing Committee on Planning, consisting of the Chief Ministers of Bombay, Hyderabad, Madras, Mysore, the Punjab, Rajasthan, Travancore-Cochin, Uttar Pradesh, and West Bengal and members of the Planning Commission. This Committee will meet about six times in a year to ensure constant consultation between the Centre and the States on general questions of policy connected with planning. Whenever necessary Chief Ministers of one or more of the remaining States would also be invited to attend meetings of the Committee.

The Council heard a hopeful account of the progress of Community Projects and National Extension Schemes. Mr. V.T. Krishnamachari, Deputy Chairman, Planning Commission, claimed that the agricultural, animal husbandry and other projects had spread to about 20 per cent of the families in the best areas and generally to about 5 to 10 per cent. The Co-operative movement, however, had not spread and not much had been done for small-scale and cottage industries also. The public response for local works was "most encouraging". He also underlined the fact that more had been obtained as contribution from the villagers than the local expenditure incurred in the project areas.

The Deputy Chairman of the Planning Commission disclosed that an 18-months training course had been sanctioned for village level workers. This training would cover basic training in agriculture, animal husbandry, co-operation, etc., for a period of one year and secondly, extension training for six months.

The Council approved proposals for accelerating the programme of training, relaxing and simplifying procedure for sanctions and delegation of powers to local officers in order to step up the tempo of work.

Intervening in the discussion, the Prime Minister suggested that medical graduates should be asked to put in a year's work in the villages before they were given their medical degrees or employment in Government service.

The Council also reviewed the progress of land reforms, the employment situation in the country and industrial policy with special reference to the Planning Commission's views that the States should generally leave the development of large-scale industries to the Centre.

Among the highlights of the two-day discussions was the Union Finance Minister's firm and precise assertion of the States' responsibility for fully shouldering their agreed share of burden of financing the Plan. He stated that he would try to raise all the revenues that the Taxation Inquiry Commission might suggest. He hoped that the States too would allow themselves to be similarly guided.

Referring to deficit financing, Mr. Deshmukh said that "the creation of money does not furnish a solution". He recommended that "all planning must be based on the firm thesis that so far as the revenue budget is concerned, it must be balanced, not necessarily in a particular year, but certainly over a period of years".

The National Development Council also recommended that a comprehensive system of survey of unemployment should be devised and standard definitions of unemployment should be adopted with a view to tackling the question of unemployment effectively.

The Council devoted a good deal of attention to the unemployment situation facing the country. The Planning Minister, Mr. Gulzarilal Nanda, explained that they were functioning under a serious handicap. They were not in a position to say with precision what the volume of unemployment or under-employment in the country was at any particular time. Therefore, it was impossible to estimate to what extent the position had improved or worsened during any specific period. They were also finding it difficult to say how much new employment had been created as a result of the Five Year Plan because of lack of statistics. Indications available from the employment exchanges showed, however, that there had been no improvement in the employment situation on the whole.

On the contrary, Mr. Nanda said reports from almost all Part 'A' States showed that both in urban and rural areas the employment situation had deteriorated except in Punjab which had reported a slight easing in rural unemployment. Only Hyderabad and Mysore among Part 'B' States and Part 'C' States had reported some improvement. The Planning Commission, the State Governments and the Indian Statistical Institute at Calcutta had undertaken a number of studies and he hoped they would be better informed at an early date.

The Union Finance Minister indicated during the session that India's second Five Year Plan is expected to be of the order of 55,000 million rupees. On this approximate basis the Planning Commission and the States, it is understood, will formulate their projects. Out of this total a sum of 30,000 million rupees will be for the public sector and 25,000 ~~xxx~~ million rupees for the private sector.

25

66 Million Tons of Foodgrains produced during
1953-54: Target for 1955-56 exceeded.

India produced 66 million tons of foodgrains - 56.1 million tons of cereals and 9.9 million tons of pulses - in the agricultural year 1953-54, which ended in June, exceeding the Five-Year Plan target for 1955-56 by 4.4 million tons. The highest ever acreage of 261 millions was also recorded in the year under review.

The year 1953-54 also witnessed a remarkable increase in respect of acreage. In 1949-50, the base year ~~xxxxxxx~~ for the Five-Year Plan, the total area under cereals was 195.5 million acres and 245.3 million acres ~~was~~ under all foodgrains. The Plan provided for an increase in area under cereals by 1.5 million acres and under all foodgrains by 0.7 million ~~xxxxxxxxx~~ acres by the end of 1955-56. This target of 197 million acres in the case of cereals and 246 million acres of foodgrains had been ~~xxxxxxxx~~ crossed in 1952-53, when the total acreage under foodgrains stood at 252 million acres. In 1953-54, over 9 million acres were added to foodgrains, so that the total acreage in that year exceeded 261 million acres, the highest the Indian Union has ever had so far.

Production details.- Although the 1955-56 target of area under foodgrains had been exceeded in 1952-53, which was the second year of the Plan, production in that year remained some 3.5 million tons less than the 1955-56 target. In 1949-50, the production of foodgrains was 54 million tons and the Plan envisaged a target of 7.6 million tons of additional production to be reached by 1955-56. Production in 1952-53 stood at 58.1 million tons but if the target of 7.6 million tons were to be evenly distributed over the five years of the Plan, in 1952-53 it should have been 57 million tons, though the actual achievement was higher. The year 1953-54 added 7.9 million tons to the production for 1952-53 placing the figure at 66 million tons. The 1953-54 production, thus, not only exceeds the calculated target for the third year of the Plan by 7.5 million tons but also crosses the 1955-56 target by 4.4 million tons.

The rise in production of foodgrains in 1953-54 over that of 1949-50 cannot be explained merely by increase in acreage. For, as against an increase of 6.4 per cent in area, the increase in production works out to be as much as 22.2 percent. Clearly, the average yield per acre in 1953-54 was higher than that of 1949-50. Several factors have contributed to this increase in yield per acre, mainly the kind weather and partly intensive cultivation. The climatic misfortunes of 1950-51 when large areas in the

36

north-eastern parts of the country were heavily ~~xxx~~ flooded and were affected by prolonged drought thereafter, as also the drought conditions in the north-western parts of the country in 1951-52, were not witnessed in 1952-53 and 1953-54. For five years still 1951-52, South India had suffered from failure of north-east monsoon; these regions had abundant rains in 1952-53 and 1953-54.

Rice production.- Rice production in 1953-54 has exceeded the 1952-53 crop by 4.6 million tons and established an all time record of 27.1 million tons as against the calculated target of 25.6 million tons for 1953-54. This more or less equals the target of 27.2 million tons at the end of 1955-56. The Japanese method of paddy cultivation, which was practised during 1953-54 over 400,000 acres, also partly contributed to this increase apart from favourable weather.

The production of 7.8 million tons of wheat in 1953-54 is another record for India and exceeds the calculated target for the year by 0.3 million tons. The production of millets and other minor cereals has been even more spectacular in 1953-54. It was about 4.4 million tons higher than the calculated target of 16.8 million tons for 1953-54. This even exceeds the target of 17 million tons at the end of 1955-56 by about 4 million tons. In the case of gram, production of 4.5 million tons in 1953-54 is still another record.

Foreign imports cut.- This large production has resulted in a ~~xxxxxxx~~ drastic reduction in foreign imports. In 1951, India imported 4.7 million tons of foodgrains at a cost of 2160 million rupees, but in 1952, they came down to 3.9 million ~~xxxxxx~~ tons valued at 2100 million rupees. In 1953, there was a further reduction to 2 million tons valued at 860 million rupees. During 1954, total imports made so far are roughly one-fifth of the total quantity imported in the whole of the year 1953.

The per capita consumption of foodgrains in India at the end of the Plan period in 1955-56 was envisaged at 15.81 ounces per adult per day. The balanced diet laid down by the Nutrition Advisory Committee is 17 ounces per adult per day. The population of India on 31 March 1954 was estimated at 374 millions, and the per capita availability of foodgrains works out to 17.65 ounces which is 0.65 ounces higher than the balanced diet.

(The Hindustan Times, 28 October 1954).

Credit Facilities for Private Sector: Industrial Credit and Investment Corporation formed.

The formation of the Industrial Credit and Investment Corporation of India Ltd., with an initial capital of 175 million rupees, to promote the country's industrial development in the private sector, was announced from Calcutta on 15 November 1954.

The Corporation will grant loans for starting new industrial concerns and for the expansion or rehabilitation of existing ones. Dr. A. Ramaswamy Mudaliar, who is the chairman of the steering committee of the Corporation, disclosed that the concern might also take shares of industrial companies for their promotion or underwrite the issue of shares for such concerns.

He said the Corporation's finances would be composed of the counterpart funds of the dollar assistance from the United States' Foreign Operations Administration given to the Indian Government. The Government had agreed to place at the disposal of the Corporation 75 million rupees of this money as an interest-free deposit for 15 years (vide pp.16-17 of the report of this Office for October 1954).

At the end of this period, the Corporation would pay back in 15 annual instalments, the loan advanced by the Government. The Corporation expected to raise a share capital of 50 million rupees by Indian, British and American shareholders. Indian would contribute 35 million rupees and British and American investors 10 million rupees and 5 million rupees respectively. All these amounts would be contributed by private interests.

The members of the steering committee, Dr. Mudaliar said, had negotiated with the World Bank for a loan of 10 million dollars (roughly 50 million rupees) which maybe available of as and when necessary by the Corporation.

The shares of Indian investors were expected to be subscribed by institutions like banks and insurance companies and private business interests. However, at least a considerable portion of the capital would be offered to the public so that the shareholding may be as widespread as possible. It was expected this offer would be made in January 1955.

Dr. Mudaliar said the unique feature of the Corporation would be that foreign interests, having contributed to the fund, would take an active interest in the Corporation. Another feature was that the body would take a direct interest in securing technical "know-how" for Indian concerns.

38

India's First Oil Refinery opened at Trombay:
Role of Foreign Capital spotlighted.

Mr. K.C. Reddy, Union Minister for Production, opened at Trombay near Bombay, on 19 November 1954, India's first modern oil refinery, built by the Standard Vacuum Oil Company; the refinery will push up the country's refining capacity by 500 per cent. The 175 million rupees Stanvac factory, situated in beautiful surroundings, is the first of three refineries proposed to be set up under the Five Year Plan. The capacity of the refinery is 25,000 barrels per day.

Role of foreign capital: Mr. Reddy's address.-
Mr. Reddy said the great contribution the refinery would make towards the industrial security and progress of India was obvious. The speed and dynamic vigour with which, he said, the construction of the refinery had proceeded was a matter for pride to all those who had contributed to such a happy consummation. Despite difficulties and unavoidable delays, the refinery had been completed about six months ahead of schedule. The building of the refinery served to spotlight the part foreign capital might play in national development.

The Minister said it was the first most modern refinery of this magnitude in India. "It is the outcome of the largest single foreign investment in India after her independence, in accordance with an agreement between the Government of India and the Stanvac Company."

The existence of oil resources was nature's endowment and India had not so far been fortunate in locating any large resources. Some exploratory work had been undertaken. It was still in progress but success had been limited. Recently, the Government of India had concluded an agreement with the Standard Vacuum Company, for the exploration of oil in the Bengal basin and work had begun. "We have to wait and see what the result of this effort will be. Thus, though an important consumer of petroleum products, India has occupied a very minor place on the oil map of the world till now, and our oil economy has, of necessity, been based mainly on imports".

In line with the trend after World War II, the Government began to think in terms of setting up oil refineries to treat imported crude oil. It was clear from the beginning that under the existing conditions, the petroleum refining industry would require foreign capital as well as technical, personnel. In 1948, the three major oil companies operating in India were invited to offer assistance. Prolonged investigations were

conducted by them and the conclusion reached was that from the technical point of view there would be no difficulty in establishing the refineries. The devaluation of the rupee in 1949 was a setback to these efforts, but not for long. Discussions were started again, and the first agreement was signed with Standard Vacuum Oil Company on 30 November 1951. This agreement was followed by agreements with the two other major companies - Burma Shell and The Caltex.

Mr. Reddy continued that a question often asked was how these refineries would reduce India's dependence on imports, when the crude oil would still have to be imported. Though "that dependence will be there, it will be with a great deal of difference. It is one thing for a country to have to import a vast range of petroleum products and quite another to import crude oil to be refined within her borders".

Supplies of crude oil were generally more readily available and from a variety of sources than were supplies of refined products. The flexibility of refinery operations also gave a measure of assurance that so long as the necessary crude oil was available the final products would be ~~at~~ adjusted to meet contemporary needs.

"Apart from the saving in foreign exchange the national exchequer will stand to benefit by way of taxes chargeable on the profits", he added. There was also the advantage of building refineries near the markets rather than near the sources of crude oil, and many industrial nations had adopted this practice.

(The Statesman, 20 November 1954).

'L'

36. Wages.

India - November 1954.

No Right to Bonus during Year of Loss:
Supreme Court disallows Workers' Appeal.

In a judgment delivered on 19 November 1954, the Supreme Court held that the employees of a concern could not, as of right, claim bonus for any particular year in which the concern has suffered trading loss.

The decision, which was unanimous, was given while allowing an appeal preferred by Muir Mills Ltd., of Kanpur against a decision of the Labour Appellate Tribunal awarding a bonus of four annas in rupee of the basic earnings of the workers of the mill for 1949.

History of the case.- The facts of the case were that Muir Mills in 1948 made a profit of about 1.2 million rupees and declared a dividend of 24 3/4 per cent on ordinary shares, being the maximum that could be paid under the Public Companies (Limitation of Dividend) Ordinance of 1948 and also paid the workers bonus at four annas per rupee in their earnings, being their full share.

The next year, it was stated, the mills suffered a trading loss of about 500,000 rupees. But an aggregate sum of about 1,250,000 rupees was brought into the balance sheet by transferring two sums under the heads of excess reserve and for taxation and reserve amount transferred from the investment account, respectively.

The trading loss was deducted from the aggregate amount and the balance of about 750,000 rupees was shown as profit for 1949. To this amount, the balance brought forward from the previous year was added to and the company declared a dividend of 24 3/4 per cent payable to ordinary shareholders. The company also paid an ex-gratia bonus to the workers at the rate of 2 annas per rupee of their basic earnings.

Thereupon, the Secretary of the Suti Mazdoor Union, on 4 May 1950, filed a petition to the Conciliation Officer (Textile) claiming that bonus for 1949 should also be at the rate of four annas per rupee.

The dispute was referred to the Regional Conciliation Board, Kanpur, which awarded payment of bonus at four annas per rupee. The Industrial Court (Textile and Hosiery), Kanpur, allowed the mill's appeal, and set aside the award. The Labour Appellate Tribunal, on appeal substantially agreed

41

with the industrial court on questions of fact, and general principles of law, but imported considerations of "social justice" and directed the payment of bonus at the rate of four annas per rupee.

The judgment.- Mr. Justice Bhagwati, allowing the mill's appeal, said that dividends could only be paid out of the profits and unless and until profits were made, no occasion or question would arise for distribution of any sum as bonus among the employees. If the working of an industrial concern had resulted in a trading loss, there would be no profits for the particular year available for distribution of dividends, much less for payment of bonus.

The judgment said that the employees could make a claim for bonus only if, as a result of the joint contribution of capital and labour the industrial concerns had earned profits. If in any particular year the working of the industrial concern had resulted in loss there was no basis or justification of a demand for bonus.

Mr. ~~Justice~~ Justice Bhagwati said that only the shareholders were entitled to receive benefit out of the reserve fund and undistributed profits of the company and the mere fact that dividends were paid to the shareholders out of such reserves and undistributed profits would not entitle the workers to demand bonus when in fact the working of the industrial concern during the particular year showed a loss.

On the question of "social justice", which the Tribunal took into consideration for its decision, the judgment said that "social justice" was a very vague and indeterminate expression and "no clear-cut definition can be given which will include all situations".

(The Statesman, 20 November 1954).

Bihar: Minimum Rates of Wages for Employment
in Tea Plantations fixed.

Concessional

In exercise of the powers conferred under the Minimum Wages Act, 1948, and by a notification dated 20 October 1954, the Government of Bihar has fixed the following minimum rates of wages in respect of employees employed in the tea plantations in the State of Bihar. These rates of wages are in addition to the concessions in respect of food stuff at ~~commercial~~ rates as prescribed by the Government in August 1952.

Category of employees and minimum rates of wages.

1. (i) Dafadar, (ii) Paniwala, (iii) Dakwalla, (iv) Motor Car Cleaner, (v) Marking Man, (vi) Tea Maker, (vii) Men engaged in rolling, withering, drying, fermenting, spreading, collecting and sorting leaf, (viii) Oil Man, (ix) Medicine Carrier - Rs. 35 per month.
 2. Men assembling patent chests of any size -
 - (i) Monthly-rated - Rs. 35 per month.
 - (ii) Piece-rated - Annas 4 per chest.
 3. Skilled carpenter - Rs. 52 per month.
 4. Registered Compounders - Rs. 85 per month.
 5. Motor Car and Truck Driver - Rs. 55 per month.
 6. Head Factory Sardar - Rs. 50 per month.
 7. Head Engine Driver - Rs. 50 per month.
 8. Sardars of other sections of the factory and other Engine Drivers in the factory - Rs. 40 per month.
-

(Notification No. W3-10135/54L-15754
dated 20 October 1954;
Bihar Gazette, Part II, 3 November 1954,
page 2749).

'L'

Madras: Draft Proposal fixing Minimum Wages
for Employment in Tobacco (including Bidi-making)
Manufactories.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Madras proposes to fix the following minimum rates of wages for employment in any tobacco (including bidi-making) manufactory.

Class of Work		All inclusive minimum wages		
		Rs.	A.	P.
1.	For rolling 1,000 bidis	--	1	4 3
2.	For rolling 1,000 cigars	--	2	4 0
3.	(a) For converting one viss of tobacco into snuff.		0	11 3
	(b) For cutting four visses of tobacco.	--	0	2 3
	(c) For stripping one viss of tobacco.	--	0	1 9
	(d) For roasting one viss of tobacco.	--	0	3 6
	(e) For grinding and mixing one viss of tobacco.		0	5 9
4.	Tobacco curing industry - a minimum time rate of.		1	6 6
				(per day)

The proposal will be taken into consideration by the Government after 22 December 1954.

(Fort St. George Gazette, Part I,
20 October 1954, page 1402)

Travancore-Cochin: Minimum Rates of Wages
fixed for Employment in Public Motor Transport.

In exercise of the powers conferred under the Minimum Wages Act, 1948, and by a notification dated 9 October 1954, the Government of Travancore-Cochin has fixed the following minimum rates of wages for employment in public motor transport.

Operating Staff	Basic Pay	Dearness Allowance	Batta
1	2	3	4
	Rs.	Rs.	
1. Driver (Bus and Lorry).	-- 40	25	Re.1 per day for days on duty.
2. Conductor.	-- 30	22	do.
3. Checker or Checking Inspector.	-- 35	25	do.
4. Booking Clerk/Depot Clerk.	-- 30	22	Not payable.
Highly skilled workmen-			
5. Electrician			
6. Welder	-- 40	25	Not payable.
7. Pattern Maker	(Daily rate Rs.2-12-0 consolidated)		
8. Moulder			
Skilled Workmen -			
9. Assistant Electrician			
10. Assistant Welder			
11. Assistant Pattern Maker			
12. Assistant Moulder			
13. Blacksmith			
14. Carpenter	-- 35	25	Not payable.
15. Fitter	(Daily rate Rs.2-8 consolidated)		
16. Upholsterer			
17. Turner			
18. Machinist			
19. Vulcanizer			
20. Tinker			
21. Painter			
Semi Skilled Workmen -			
22. Assistant Fitter	-- 30	22	Not payable
23. Hammerman	(Daily rate Rs.2-14 consolidated)		
Unskilled Workmen -			
24. Cleaner			
25. Greaser	-- 20	22	Not payable
26. Petrol Pump Operator	(Daily rate Rs.1-14 consolidated)		
27. Watchmen			
Licensed Crew-			
1. Serang.	-- 35	25	One anna six pies per running hour.
2. Driver.	-- 35	25	do.
3. Boat Master.	-- 35	25	do.
Unlicensed Crew-			
4. Lascars.	-- 20	22	do.

- N.B. 1. Adolescents 80 per cent of the corresponding daily wages in all the categories.
 2. Public Motor Transport Workers (Road Transport) shall be eligible for overtime rates for all work done exceeding 9 hours in a day or 48 hours a week.
 3. Public Boat Transport workers shall be eligible for over time rates for all work done exceeding 16 hours in a 48 hour period or exceeding 48 hours in a week.

(Notification No. Ll-16322/53-DD dated 9 October 1954;
 Travancore-Cochin Gazette, Part I, 12 October, 1954,
 pp.1282-1283)

38. Housing.

India - November 1954.

Subsidised Industrial Housing Scheme extended to
Mine Workers.

The Government of India has decided to extend the scope of the subsidised industrial housing scheme of the Ministry of Works, Housing and Supply to cover mine workers who do not receive any special Government aid in the matter of housing.

This decision will benefit about 154,000 workers engaged in iron ores, manganese, gold and other mines and ~~may~~ raise the total number of workers provision for whose housing has been made under the scheme, to about 3 million.

In addition, about 400,000 workers in the coal and mica mining industry are already eligible for special grants under the subsidised housing scheme being administered by the Ministry of Labour, under the Coal Mines Labour Welfare Funds Act, and the Mica Mines Labour Welfare Fund Act.

(The Hindustan Times, 13 November 1954).

Housing Facilities for Low Income Groups
New Scheme approved.

A national 'own-your-own house' scheme, described as potentially among the biggest things that the State can attempt in the ~~state~~ field of social welfare, has been approved by the Government of India. Loans for low income group housing and facilities to acquire and develop land for the purpose are envisaged in the scheme.

The scheme has been formulated by the Ministry of Works, Housing and Supply in the hope that together with the Subsidised Industrial Housing Scheme, operating since October 1952, it will help in relieving the housing shortage in the country.

This Low Income Group Housing Scheme will be left to State Governments for implementation.

Under the scheme, the 'Central Government will give to State Governments loans at 4 1/2 per cent interest; recoverable in 30 annual instalments. The amount will then be given as loan against suitable securities by the State Governments to individuals, co-operative housing societies and housing finance corporations for building houses.

The assistance will be limited to 80 per cent of the ~~xxx~~ actual estimated cost of the house, including the price of land, subject to a maximum of 8,000 rupees per house.

The scheme is meant primarily for individuals who do not own a house already, though relaxation can be made in certain circumstances. Persons whose income exceeds 6,000 rupees per annum are not eligible for aid under the scheme. The accommodation in a house built under the scheme must have a floor area of not less than 330 sq.ft. or not more than 1,200 sq.ft.

Two features.- The scheme contains two features, calculated to make it easy for persons of low income groups to own their houses. The first is the provision ~~with~~ which allows State Governments to build the houses initially and sell them later to co-operatives or persons belonging to the low income group. The second enables State Governments to get a loan from the Government of India for the ~~acquisition~~ acquisition and development of land at 3 1/4 per cent interest, repayable within three years during which period they must sell the developed sites to individuals or co-operatives on a 'no-profits-no-loss' basis.

While the emphasis in the scheme is on ownership of houses by individuals or co-operative societies, there is a provision under which the local authorities can build a limited number of houses to be rented out to their low-paid staff.

Applications for aid under this scheme have to be sent to the State Governments concerned and in the case of Central Government employees to the Ministry of Works, Housing and Supply through the administrative Ministries.

(The Hindustan Times, 7 November 1954;
The Statesman, 16 November 1954).

47

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

INDIA - NOVEMBER 1954.

43. Handicrafts.

✓ Small Scale Industries Board constituted.

By a resolution dated 2 November 1954 the Government of India has constituted the Small Scale Industries Board with Mr. Jang Bir Singh, Development Commissioner for Small Scale Industries, as ex-Officio chairman and 24 other members.

The functions of the Board are to co-ordinate the activities of the organisations mentioned below, set up in accordance with the recommendations of the Ford Foundation's Team of International Planning *experts* of Small Scale and Cottage Industries, and also to frame and implement programmes generally for the development of small scale industries in India:-

- (i) Four Regional Institutes of Technology for Small Scale Industries, which would act as Service Agencies and would assist small industries in improving their technique of production and management; in obtaining credit and finance; in securing proper raw materials; in marketing their goods to the best possible advantage; and in promoting patterns of development calculated to make small industries ancillary to large-scale industries by bringing about co-ordination of production programmes.
- (ii) A Marketing Service Corporation which would later integrate its activities with those of the Institutes.
- (iii) A Small Industries Corporation to organise production for meeting Government orders.

It is proposed to expand the Board in due course to include representatives of both large-scale and small-scale industries and other interests concerned.

(The Gazette of India, Part I, Section 1,
6 November 1954, pp. 270-271).

48

Meeting of the All-India Handloom Board, Bombay,
13 and 14 November 1954: Minister explains
Policy of Changeover to Power Looms.

Addressing the first meeting of the recently reconstituted All-India Handloom Board at Bombay on 13 November 1954, Mr. T.T. Krishnamachari, Union Minister for Commerce and Industry, stated that his main concern was to raise appreciably the income of the handloom weaver so that he was enabled to lead a better and more decent life.

Defence of Kanungo Committee's Report.- Mr. Krishnamachari characterised the criticism against the Textile Enquiry Committee ('Kanungo Committee') Report (vide pp. 24-27 of the report of this Office for October 1954), as "hasty", and added: "There were perhaps certain acts or certain conclusions arrived at by the committee which were ~~as~~ capable of being presented in a different way. Some conclusions might have to be revised in the light of certain changes that had developed later affecting the economy of the country. An instance was the ~~essential~~ ^{assessment} regarding the future needs of cloth and the per capita consumption.

"A criticism of this type was justified. But to say that it was wrong to transfer weavers from handlooms to powerlooms under changed conditions would be tantamount to lay greater emphasis on the machines rather on the men who operated them. The effect of such a doctrinaire approach would be to ~~allow~~ allow the weaver to suffer indefinitely the cruel poverty which he was facing".

The Minister said that per capita consumption had been computed at 16 yards on the basis of existing factors and that if food production increased as a result of the various multi-purpose projects like the Bhakra-Nangal, the Damodar Valley and the Hirakud started working, and the per capita income also increased, the cloth consumption might rise to much above 18 yards and these figures would then have to be revised. ~~As~~ At the moment the mills turned out 5,100 million yards, handloom 1,600 million yards and powerlooms 2,000 million yards - all told 6,900 million yards - leaving khadi, silk and art silk out. This total of 6,900 million yards, divided among 360 million, was not big enough as a target in view of the prospects of growing income. The Textile Enquiry Committee did not foresee the possibility of increase of 11 million tons of foodgrains and this increase has been achieved with minor improvements in irrigation and agricultural methods. With the huge multipurpose projects beginning to work and with the increased use of improved implements, food production may easily go up by 20 million tons and ~~xxx~~ that would inevitably step up purchasing power

49

and per capita consumption of cloth, to say 20 yards. But not foreseeing these possibilities in their present report would not, on that count vitiate the value of the report and the criticism that the entire report was, therefore, wrong was baseless.

Mr. Krishnamachari then referred to the objection to the introduction of powerloom and said it should not be thought that the handloom was more important than the weaver. Wherever there was cheap electricity available, powerloom was to be used; why should the weaver not earn a little more? "I want you to think of the human being behind the handloom - not merely the machine by itself. We do not want to maintain inefficient and useless machines irrespective of the men behind them. My sole concern is that the man ~~and~~ behind the machine should earn a little more money and that his decentralised position must be maintained".

He said ~~kk~~ he would like the Board to go into the question of exploring the possibility of converting handlooms into powerlooms wherever this could be done with advantage, and in this connection he would like to ask the Textile Commissioner's office to undertake to produce a cheap loom.

Mr. Krishnamachari also announced that the Government would shortly form industrial co-operatives for the benefit of the workers and as an experimental measure he would think of three major States like Bombay, Uttar Pradesh and Madras. This would serve the needs of workers in small-scale industries, since they were outside the scope of the Industrial Relations Act or any other labour legislation.

He also wanted the Board to take over the additional responsibility of marketing silk manufacturers so that weavers engaged in the silk industry could also be benefited. The Board could sell the silk goods through their various emporia.

Mr. Krishnamachari also suggested that in order to avoid a huge inrush of new entrants into the handloom field, tending to lower the per capita income, looms should be registered and licensed and a ceiling be fixed for new looms.

The Minister said the major problem facing the industry was how to get raw stock - yarn - for the growing handloom industry when the yarn position even at the moment was not very comfortable. An increase by two million spindlage should be aimed at within the next two years.

50

Review of work of Board.- Mr. M.R. Kazimi, chairman of the Board, reviewing the work of the Board said that in considering financial assistance for the development of the industry the Board had rightly laid great emphasis on the organisation of weavers into co-operative societies and simultaneous development of the marketing side by providing suitable marketing facilities for their products.

So far the Government, on the recommendation of the Board, had sanctioned, since the constitution of the Board in 1952, no less than 55 million rupees up to the end of September by way of grants and loans. More funds were promised by the Central Government. Though a little less than 12.3 million rupees had actually been spent by the State Governments, it was hoped that the tempo of expenditure would increase.

The progress made so far, he said, had by no means been discouraging. Out of the 0.229 million new weavers expected to be brought within the co-operative fold before the end of the present financial year, 64,000 weavers had actually been enrolled till the end of September. Substantial assistance had been provided from the cess fund for the internal marketing of handloom fabrics by way of rebate on sales, establishment of sales depots and emporia and provision of improved tools and appliances with a view to lowering the production costs. Some progress had also been made in the direction of the development of external markets for Indian handloom fabrics.

Decisions.- The Board recommended to the Government of India that a rebate of 1-1/2 annas in the rupee may be allowed on the sales of woollen fabrics manufactured on handlooms. The Board, however, decided that no such rebate should be given on the sale of art silk handloom fabrics.

In order to get over the difficulties due to "peculiar conditions obtaining in Andhra" where the authorities were finding it difficult to distribute available amounts to weavers' co-operative societies, the Board agreed to recommend to the Government of India a modification to the general principle regarding dispersal of working capital loans given to the various State Governments.

The Board reviewed the work done by the States in implementing handloom development schemes and noted that the States had spent up to the end of September 1954, 11,195,000 rupees out of a total amount of 55,300,000 rupees sanctioned by the Union Government for the development of the handloom industry. The Board also noted that the States had brought to date 64,200 weavers into the co-operative field as against 229,000 expected to be brought into the co-operative field by the end of March 1955.

51

The Board recorded that the progress made so far was "not discouraging despite various initial handicaps, that the State Governments had to face in implementing the handloom development schemes".

(The Times of India, 15 November 1954;
The Hindustan Times, 14 and 15 November,
1954).

Promotion of Cottage Industries: Resolution
adopted by Uttar Pradesh Legislative Assembly.

The Uttar Pradesh Legislative Assembly adopted on 22 October 1954, a non-official resolution urging the Government to take immediate steps to promote cottage industries so that the rise in unemployment may be checked.

The resolution, among other things, recommended exemption of cottage industry products from sales tax, supply of cheap power, imposition of a levy on large-scale industry, availability of raw materials without the intervention of middlemen, setting up of a marketing board, loans for the purchase of small machines and establishment of training institutes.

The Minister for Industries, Mr. Hukum Singh, who wound up the debate, said the Government had already taken some of the steps suggested. Handlooms, durries, woollen blankets and ivory goods had already been exempted from sales tax. A committee was considering the question of other goods to be exempted. The Director of Cottage Industries and the Electricity Department of the Government were assessing the effect of electricity duty on cottage products.

The Minister said the Union Government had already imposed a levy on the textile industry. The State Government had so far received 3.7 million rupees as its share of the revenue from the levy. Rebate was also given on handloom products.

Mr. Hukum Singh said he stood for a clear demarcation of lines between the small and large-scale industries.

(National Herald, 23 October 1954;
The Hindustan Times, 23 October 1954).

44. Merchant Marine and Fisheries.

India - November 1954.

Indian Merchant Shipping (Seamen's Employment Office, Calcutta) Rules, 1954.

The Government of India published on 23 October 1954, the Indian Merchant Shipping (Seamen's Employment Office, Calcutta) Rules, 1954, made in exercise of the powers conferred under the Indian Merchant Shipping Act, 1923. The Rules provide for the establishment of a Seamen's Employment Board consisting of representatives of the Central Government, shipowners and seamen and prescribe inter alia, the procedure for registration of seamen at the employment office. With effect from a date to be specified by the Director General of Shipping no person would be eligible for engagement as a seaman at Calcutta unless he is in possession of a registration book issued under the rules. A General Roster of seamen containing the names of only such seamen as are registered at the employment office is to be maintained in the prescribed form. On application by a shipping company or a group of companies the Director of the Employment Office will maintain separate rosters, called Company rosters, for all or any of the categories of seamen customarily employed by that shipping company or companies. All shipowners seeking to engage seamen at Calcutta would furnish to the Director indents for the various categories of seamen required by them and the Director will offer to shipowners the services of the seamen available for employment on the principle of rotation. Other provisions of the rules deal with promotion of seamen from one category to another, cancellation of registration for certain offences committed by seamen, and temporary and transitional provisions.

(Ministry of Transport Notification
No. SRO 3268 dated 19 October 1954;
the Gazette of India, Part II, Section 3,
23 October 1954, pp. 2483-2488).

53

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - NOVEMBER 1954.

50. General.

Conditions of Work of Cement Workers: Board for
Wage Standardisation and Sub-Committee on Contract
Labour set up.

In accordance with the recommendations of the Second Session of the Industrial Committee on Cement held in March 1954, a Central Wages (Standardisation) Board and a Sub-Committee on Contract Labour have been set up in the cement industry.

and to consider f

The functions of Board will be to prescribe basic minimum standards rates of wages and dearness allowance, the question of absorption of dearness allowance in basic wages, the determination of a formula for the payment of bonus and such other matters as may be referred to it by Government, or by mutual agreement between representatives of workers and employers. The Board is to give its recommendations as early as possible, but not later than 31 March 1956.

The Sub-Committee will study the difficulties involved in abolition of contract labour in loading and unloading operations, so as to enable contract labour in any occupation connected with the manufacturing process, including quarry operations, to be abolished by 30 June 1956.

The Board consists of five members - two representing workers, two employers and one representing the Government. The Chief Labour Commissioner (Central) is the Government representative and Chairman of the Board.

The Sub-Committee consists of five members - two representing workers, two representing employers and one representing Government. The Chief Labour Commissioner (Central) is the Government representative and Chairman of the Sub-Committee.

(Press Note dated 3 November 1954,
issued by the Government of India).

Working of Shops and Commercial Employees
Legislation in India during 1952.

According to a review appearing in the Indian Labour Gazette for September 1954, further progress was recorded during the year 1952, in legislation relating to shops and commercial employees. Legislative measures on the subject were adopted by three more States viz., Madhya Bharat, Vindhya Pradesh and Rajasthan. The total number of States in which shops and commercial employees received protection under law thus increased to 21 during the year under review*. Six of these States applied the Central Act viz., the Weekly Holidays Act, 1942 to their States while the remaining States** had either passed their own separate Acts*** or had adopted the Acts passed by certain other States****. In Delhi, until recently the Punjab Trade Employees Act was in force. However, a separate law on the subject was passed by the Delhi State Legislature in March 1953. During the year under review the Patiala Trade Employees Act which is in force in the PEPSU was amended to make provision for the maintenance of records relating to attendance, wages, etc., by the employers. Similarly, the Hyderabad Shops and Establishments Act, 1951, was amended by an amending Act passed during the year. The amending Act provides that where gratuity is payable, the employees shall be entitled to receive wages until the date on which the gratuity is paid. It also provides (i) that all employees whose age is not less than 60 years and who retire from service after giving due notice shall be entitled to gratuity; and (ii) that provisions of section 15 of the Payment of Wages Act shall apply to the claims arising out of deductions from wages.

Area under the Act.- With a view to avoiding administrative difficulties, the Acts generally authorise the Government to apply the law to various areas gradually. Thus every year laws are being extended to new areas. The new areas to which the Acts were extended by various State Governments during the year under review were:

-
- * By a notification issued in April 1953 the Government of India have applied, with certain modifications, the Bengal Shops and Establishments Act to Tripura.
 - ** Viz., Bihar, Ajmer, Coorg, Orissa, U.P., and Rajasthan. In Mysore the Weekly Holidays Act is also in force.
 - *** Viz., Bombay, West Bengal, Punjab, U.P., Madras, Madhya Bharat, Madhya Pradesh, Mysore, Assam, Travancore-Cochin, Hyderabad.
 - **** Delhi, Saurashtra, PEPSU, Himachal Pradesh.

25

Bombay 10 (Municipalities and Cantonements), Hyderabad and PEPSU 7 towns each, West Bengal 5 Municipalities, the Punjab 3 towns, Mysore 2, Madhya Pradesh 1 and U.P. 1. The following statement shows the number of cities, towns, etc., in which the Acts were in force at the end of the 1952 in the States for which information is available.

State	Cities, towns, etc., to which the Act has been applied
Ajmer	-- 5 towns and cantonments.
Assam	-- All municipal towns in the State.
Bihar	-- 74 towns.
Bombay*	-- 83 municipal towns and 3 cantonments.
Coorg	-- 16 towns.
Delhi	-- 5 municipal and notified areas and 1 cantonment.
Hyderabad	-- 23 municipal and towns areas.
Madhya Pradesh	-- 22 municipalities, cantonments, etc.
Madras	-- Madras City, all municipalities constituted under the Madras District Municipalities Act, 1920 and all Panchayats constituted under the Madras Local Boards Act, 1920 which are classified as major Panchayats and 17 industrial areas.
Mysore	-- 8 towns, etc.
Orissa	-- 3 municipal areas.
P.E.P.S.U.	-- 31 towns.
Punjab	-- 101 towns.
Saurashtra	-- 15 km cities and towns.
Travancore-Cochin	-- Trivandrum and all municipal areas in the State.
U.P.	-- 26 towns and sugar factories** in all towns of the State.
West Bengal	-- 40 municipal areas, etc.

* Information relates to 1952-53.

** In respect of employees not covered by the Factories Act.

Number of shops and persons covered.— Provision for the registration of establishments exists only in the Acts passed by the Governments of Bombay and Madhya Pradesh and consequently, information in regard to the number of establishments covered and the number of persons employed therein, is not available in respect of all the States. Some of the States have, however, collected this information by special arrangement. The statement given below shows the number of shops, commercial establishments, theatres, etc., covered by the Acts in some of the States during the year 1952 and the number of persons employed in them.

States	Shops		Commercial Establishments.		Theatres, Restaurants, etc.		Total	
	Number	No. of persons employed	Number	No. of persons employed	Number	No. of persons employed	Number	No. of persons employed
Ajmer --	10,850	6,050	358	1,210	633	565	11841	7825
Assam --	3,181	4,897	231	1,177	157	907	3569	6981
Bihar --	31,815	67,875	1,765*	8,710*	2,680	13726	3260	90311
Bombay**	214,590	238,436	38,879	156,379	18,933	106351	272402	503166
Coorg --	162	393	78	205	139	499	379	1097
Delhi --	35,867	22,711	2,103	12,630	1,115	4135	39085	39476
Madhya Pradesh.	6,209	14,415	857	5,301	1,176	8397	8292	28113
Madras --	227,231	179,528	6,991	34,537	23,029	48138	257261	262203
Mysore --	16,589	21,524	392	4,513	1,225	9155	18206	35192
P.E.P.S.U.--	10,690	4,100	345	2,602	162	623	11197	7325
Punjab --	62,117	14,687	14,025	16,607	1,963	3572	78105	34866
Saurashtra--	13,516	9,850	705	2,520	1,357	5196	15578	17566
Travancore--								
Cochin.--	20,221	36,170	3,400	12,318	2,906	10386	26527	58874
Total.	653,038	620,636	70,129	258,709	53,485	211,650	778652	1090995

*Information relates to Muzaffarpur, Chotanagpur and Bhagalpur Divisions only.
 ** Information relates to the year 1952-53.

It will be seen from the above statement that the States of Bombay and Madras alone account for over 63 per cent of the establishments and over 60 per cent of persons covered by the Acts. This is perhaps due to the fact that the number of cities, towns, etc., to which the Acts have been applied is the largest in these two States. The average size of establishments is largest in Madhya Pradesh, consisting of 3.41 employees and smallest in the Punjab, consisting of only 0.45 employees. The average number of persons employed in establishments in other States is as follows: Ajmer 0.66, Assam 1.96, Bihar 2.49, Bombay 1.84, Coorg 2.89, Delhi 1.01, Madras 1.02, Mysore 1.93, PEPSU 0.65, Saurashtra 1.13 and Travancore-Cochin 2.22.

Enforcement.— The administering authorities appointed under the Act continued to be the same as in the previous year. In Madhya Bharat where the Act was passed during the year under review responsibility for the enforcement of the Act has been placed on the local authorities. In those areas which are not subject to the jurisdiction of any local authority the Act is being enforced by the State Government. From the annual reports received from the State Governments it would appear that the Acts are very popular among the employees. In several States employees are pressing State Governments to extend the provisions of the Acts to those areas where the Acts have not been made applicable. However, due to administrative difficulties it has not been possible for State Governments to extend the Acts to many new areas.

Inadequacy of inspecting staff continues to be the main handicap in the effective enforcement of the Acts in several States. Some of the State Governments are considering proposals for strengthening the inspectorate. The statement below shows the number of inspections made or establishments inspected, the number of prosecutions launched, the number of cases disposed of by the Courts, and the amount of fines realised during 1952 in some of the States for which information is available:-

State	No. of Inspections made or establishments Inspected	No. of Prosecutions Launched	No. of cases disposed of by Courts	Amount realised as fines (Rs.)
	1952	1952	1952	1952
Ajmer --	1,973	435	418	Nil
Assam --	889	41	28	330
Bihar --	226	176 ^a	95	-
Bombay --	264,469	6,976	5,868	-
Coorg --	N.A.	9	2	N.A.
Delhi --	72,669	3,263	3,397	3,577
Madhya Pradesh --	6,106	944	470	N.A.
Madras --	N.A.	4,643	3,929	35,665
Mysore --	N.A.	235	N.A.	N.A.
Orissa --	N.A.	N.A.	N.A.	-
P.E.P.S.U. --	N.A.	560	N.A.	N.A.
Punjab --	136,104	5,744	3,785	50,450 ^{1/3}
Saurashtra --	N.A.	619	N.A.	2,097 ^{1/2}
Travancore-Cochin. --	14,527	96	70	590
Uttar Pradesh --	42,817	693	573	8,589
West Bengal --	83,513	4072	2,553	27,231
Hyderabad --	20,506	466	364	4,079

Compared to 1951 the number of inspections during the year under review recorded a fall in the States of Ajmer, Assam, Bihar, Madhya Pradesh, and the Punjab. In Bombay, Delhi, Travancore-Cochin, Uttar Pradesh and West Bengal, however, the number increased. Assam, Bihar, Bombay, Mysore, Punjab, Travancore-Cochin, Uttar Pradesh and West Bengal launched large number of prosecutions in the year under review than in the previous year. From the reports received in the Bureau it would appear that the State Governments are still using educative and persuasive methods to secure compliance with the provisions of the Act and launch prosecutions only as a last resort against habitual offenders or for breaches of a serious nature. Most of the irregularities detected by the authorities related to nonpayment of wages, wrongful dismissals, closing hours, rest intervals, leave and holidays, etc. The administering authorities have stated in their reports that at times they find it difficult to prosecute defaulters as they do not get the co-operation of employees for fear of being dismissed by their employers. In most of the cases employees disclose their grievances or violations of the law only after they are dismissed from service.

There is a growing awareness on the part of the employees of their rights under the Act and in several States they have organised themselves into trade unions to protect their rights and privileges. In West Bengal there is also a Federation known as the West Bengal Shop Assistants Federation. The employers are becoming aware of their obligations under the Act and in some of the States they have formed themselves into unions.

(Indian Labour Gazette, Vol.XII, No.3, September 1954).

Labour Conditions in Potteries and Ceramic Factories.

A brief review of labour conditions in potteries and ceramic factories appears in the Indian Labour Gazette, September 1954, bringing up to date an earlier review published in the October 1950 issue of the Gazette, which contained information up to December 1948. For the purpose of the present survey a questionnaire was sent to 44 units of whom 31 units - 10 in West Bengal, 5 in Bombay, 4 each in Bihar and Madhya Pradesh, 2 each in Madras and Mysore, and 1 each in Delhi, ~~Ajmer~~ Andhra, Madhya Bharat and the Punjab - responded. The information given relates to conditions in March 1953.

Employment.- The following table shows the number of workers employed in the thirty-one units in 1948 and 1953. It will be seen from the table that with the exception of units in Madras and Mysore, employment in units in all other States had increased since 1948. The largest increase (63.7 per cent) has been recorded in the unit in Andhra. In Madras and Mysore the percentage fall in employment since 1948 has been 17.6 and 5.3 respectively. However, if total employment in the industry as a whole is taken into consideration it will be noticed that employment has increased by 9.2 per cent since 1948.

State	No. of units	No. of workers employed in December 1948			No. of workers employed in March 1953			
		Direct-ly	Through contrac-tors.	Total	Direct-ly	Through contrac-tors.	Total	
West Bengal	--	10	5,287	206	5,493	6,164	107	6,271
Bombay	--	5	504	-	504*	475	96	571
Bihar	--	4	4,961	196	5,157	5,309	139	5,448
Madhya Pradesh	--	4	1,806	67	1,873	2,007	28	2,035
Madras	--	2	106	2	108	87	2	89
Mysore	--	2	808	-	808	762	3	765
Delhi	--	1	160	-	160	162	-	162
Andhra	--	1	91	-	91	149	-	149
Madhya Bharat	--	1	421	-	421	459	-	459
Punjab	--	1	18	-	18	25	-	25
Total.		31	14,162	471	14,633	15599	375	15,974

* Information relates to 4 units and excludes one unit which employed 185 workers in March 1953.

The percentage of Contract labour continues to be small in the industry, and declined further as compared to 1948; the number fell from 471 persons or 3.2 per cent of the total labour force to 375 or 2.4 per cent.

About 20.7 per cent of the total labour force were women, engaged mainly in carrying raw materials and finished products, loading and unloading, gazing and sweeping.

Of the 15,599 workers directly employed as many as 13,840 or 99.7 per cent were ~~xxx~~ permanent, as against 79 per cent in December 1948. In March 1953, approximately 83 per cent of the workers were employed on time-rate basis.

In the 31 units that sent replies, 8.8 per cent of the workers had less than one year service, 36.2 per cent between 1 and 5 years' service, 35.1 per cent between 5 and 10 years' service and 19.9 per cent had more than 10 years' service.

The average rate of turnover ~~xx~~ in 28 units employing 15,341 workers was 1,584 during 1952 or 10.3 per cent. This number was composed of workers discharged 732, workers who left voluntarily 636, and number who died or retired 216. The rate was the highest in Andhra (66.8) and lowest in Madras (4.5); in Punjab labour turnover was nil.

The rate of absenteeism was generally the highest in Bombay, varying from 45.7 per cent in March 1952 to 11.8 per cent in October 1952, and the lowest in Madhya Bharat varying from 8.2 per cent in October 1952 to 4.1 per cent in June 1952.

Recruitment and training.- There has been no change in the system of recruitment since 1948.

Facilities for the training of apprentices exist in many individual units and in the Bengal Ceramic Institute run by the West Bengal Government and in the Government Porcelain Factory, Bangalore.

In most of the units workers are recruited direct at the factory gate or through old employees. Some of the units have stated in their replies that they give preference to ex-employees or relatives of employees in the matter of recruitment. Very few units are utilising the services of Employment Exchanges.

Hours of work and shifts.- The single shift system prevails in only 8 units. In all other units 2 to 5 shifts are worked. Units usually work 3 shifts whenever the kiln or oven is fired. Some of the units have introduced the system of changeover of shifts. The period after which workers are transferred from one shift to another varies from 2 days to 1 month in different units. The hours of work are generally 8 per day and 48 per week. In almost all the concerns the general shift workers get ~~pr~~ rest intervals ranging from half an hour to 2 hours. In the case of continuous-process shift-workers, however, some of the units allow rest intervals ranging from half an hour to one hour while others do not give any rest interval at all.

Rest shelters have been built in 15 units. Protective appliances such as masks, goggles, respirators, shoes, etc., are provided to workers employed in the grinding section, painting section, kiln firing, etc., in 20 units.

Leave and Holidays with pay.- All the units have stated in their replies that they grant privilege leave to their employees. Most of them follow the provisions of the Factories Act in this matter. Some units even pay their employees 30 days' privilege leave with pay. Only 4 units in West Bengal, and one unit each in Madras and Mysore give sick leave to workers. Only two units, one each in Mysore and West Bengal, give casual leave with pay to workers. Eighteen units have stated that they give festival holidays with pay, varying in most cases between 2 and 13. One of the units in Mysore also grants furlough leave to its employees at the rate of 3 months on full pay or 6 months on half pay for each period of 7 years' continuous service.

Wages and earnings.- The table given below shows the basic wages and total earnings of two categories of workers in the industry in the various ~~xxx~~ States:-

State	Carpenters								Mazdoors(Men)							
	Average basic wages				Average basic earnings				Average basic wages				Average earnings			
	Mini-		Maximum		Mini-		Maximum		Mini-		Maximum		Mini-		Maximum	
	mum	mum	mum	mum	mum	mum	mum	mum	mum	mum	mum	mum	mum	mum	mum	mum
	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.
Andhra (1 unit) -	42	4 0	42	4 0	42	4 0	42	4 0	37	1 3	37	1 3	37	1 3	37	1 3
Bihar (2 units) -	46	4 3	61	10 6	74	2 0	95	3 6	24	12 0	38	3 0	51	0 6	59	1 3
Bombay (5 units) -	52	0 0	110	10 0	67	0 0	135	12 6	27	13 6	41	12 0	44	8 0	72	9 6
Delhi (1 unit) -	51	0 0	51	0 0	62	2 6	62	2 6	26	12 6	26	12 6	35	11 0	35	11 0
Madhya Bharat (1 unit) -	35	8 3	35	8 3	63	9 6	63	9 6	24	15 9	24	15 9	50	9 0	50	9 0
Madhya Pradesh (4 units) -	34	12 0	56	11 9	59	2 0	84	3 0	15	14 3	27	12 3	39	0 0	50	6 9
Madras (2 units) -	43	1 0	43	1 0	81	10 0	81	10 0	7	14 0	26	0 0	23	1 9	26	0 0
Mysore (2 units) -	54	11 0	55	4 0	70	0 0	78	2 6	14	6 3	14	6 3	29	6 3	29	6 3
Punjab (1 unit) -	115	0 0	115	0 0	115	0 0	115	0 0	43	10 3	43	10 3	43	10 3	43	10 3
West Bengal (10 units) -	35	12 0	52	0 0	73	8 6	153	12 3	26	0 0	35	3 3	35	3 3	81	4 0

There has been little change in the basic wages of workers in units in different States. The rates of wages of workers vary not only from centre to centre but also from unit to unit in the same centre. There is also no uniformity in the system of payment of dearness allowance. Eight units do not pay any dearness allowance. Eleven units have stated in their replies that they pay dearness allowance at rates varying according to income groups. Eight units pay it at a flat rate to all their employees. In 2 other units, separate rates have been fixed for men and women and for skilled, semi-skilled and unskilled workers. One of the units in West Bengal has stated in its reply that it is paying dearness allowance to its employees at the same rate as fixed by the State Government for Government servants. Only in one unit it is linked to the cost of living index. In addition to dearness allowance, some units pay certain other allowances and bonuses such as house rent (3 units), food concession (3 units), fire allowance (2 units), attendance bonus (1 unit), production bonus (5 units), cash allowance (1 unit), free fuel (1 unit), etc. Profit bonus for the year 1952 was paid by 7 factories. The rate of bonus varied from 19 days' wages to 3 months' average basic wages. Wage rates and earnings show considerable variation in different factories.

Welfare facilities.- Seven units do not provide any medical facility to their employees. In six units only first aid boxes are provided. The unit in Delhi is covered by the Employees' State Insurance Scheme. All the other 17 units have made arrangements for the free treatment of workers. Twelve units maintain dispensaries, 2 maintain hospitals and the remaining three have made different arrangements for medical aid.

Canteens have been opened in 14 factories, where usually tea and snacks and in some cases meals are supplied at concessional rates. Only 11 units have provided creches, in three of which free milk is supplied to children. Grainshops have been opened by 11 units where foodgrains are sold at cheap rates, controlled rates or cost price. Educational facilities for workers or their children exist only in 11 units. Adult education classes are being run in 2 units. One unit runs one night school for workers and gives financial aid to six other schools where workers' children get education. Recreational facilities exist in 11 units. Only 8 units have started co-operative societies.

Housing.- Eighteen units have stated that they provide housing accommodation to their employees. The percentage of workers provided with accommodation varies from 2.2 per cent to 95 per cent. Only 11 units have built pucca quarters. With the exception of one unit where 10 per cent of pay is charged as house rent, no other unit charges rent from workers.

Industrial relations.- Standing Orders have been framed by 18 units and Labour Officers have been appointed in 10 units. One of the units also employs a Welfare Officer in addition to a Labour Officer. Twelve units have stated that they have set up works committees. Production Committees have been set up by 3 factories. Sixteen of the units have stated in their replies that they have adopted various measures such as payment of production bonus, mechanisation of the manufacturing process, piece-rate system, promotion, etc., to increase production. Of these, three have reported that the measures adopted have been fruitful.

Social security.- Provision for the future of the workers has been made in 19 units. In ten of the units both provident fund and gratuity schemes are in force. Of the remaining 11 units, 7 units have instituted provident fund schemes only and two units pay only gratuity. In most of the units where provident fund schemes are in force only permanent employees with a minimum of one year's continuous service are entitled

63

to become members of the fund. Both employers and workers contribute equally to the fund. The rate of contribution varies from 6 1/4 to 8 1/2 per cent of pay. Managements of two of the units in which provident fund schemes are in force pay gratuity to old employees who could not become members of the fund. Gratuity is generally paid at the rate of half a month's basic wages for each completed year of service. The maximum amount payable varies from 15 to 35 months' basic wages. Pension is being given in only two units. In one of these units pension is given to efficient workers with long and faithful service as a special case at the discretion of the management. Details regarding the rate at which pension is paid in ^{the} other unit are not available.

(Indian Labour Gazette, Vol. XII, No. 3,
September 1954).

Weekly Paid Holiday for Central Public Works
Department Labour: Agreement reached between
Contractors and Government.

At a meeting held at New Delhi on 3 November 1954 between representatives of contractors of the Central Public Works Department and officials of the Ministry of Works, Housing and Supply, it was agreed by the contractors' representatives to grant a weekly paid holiday to labour employed on works of the C.P.W.D. They also agreed that persons below the age of 14 years will be barred from employment on such works.

(National Herald, 5 November 1954).

'L'

64

55. Protection of Minors.

India - November 1954.

Child Labour in India: Labour Bureau
Study published.

The Labour Bureau, Ministry of Labour, Government of India has brought out recently a study on child labour in India based on information supplied by State Government, published sources and rapid enquiries undertaken in select centres*. A brief summary of the study is given below.

Extent of child labour: a) Factories.- The following table shows the number of adolescents and children employed during 1952 in factories coming under the Factories Act, 1948, in the Part A and certain Part C States.

Number of Adolescents and Children employed in
Factories during 1952 by States

State	Adolescents		Children		Total
	Males	Females	Boys	Girls	
Assam	2,409	142	868	37	3,456
Bihar	1,560	342	743	67	2,712
Bombay	3,611	234	191	54	4,090
Madhya Pradesh	387	81	75	30	573
Madras	3,478	1,755	1,716	1,396	8,345
Orissa	442	148	9	-	599
Punjab	337	1	247	-	585
Uttar Pradesh	462	-	131	1	594
West Bengal	2,207	123	399	38	2,767
Ajmer	253	-	-	-	253
Coorg	-	-	-	-	-
Delhi	153	4	154	3	314
Andaman & Nicobar Islands	33	-	-	-	33
Total	15,332	2,830	4,533	1,626	24,321

The industry-wise distribution of these children is given below:-

* Government of India: Ministry of Labour: Labour Bureau: Child Labour in India. The Manager of Publications, Civil Lines, Delhi, 1954. Price Rs.1-4-0 or 2sh. pp.48.

65

Number of Adolescents and Children employed in
Factories during 1952 by industry

Industry	Adolescents		Children		Total	
	Males	Females	Boys	Girls		
Processes allied to agriculture (Gins and Presses).	-	74	35	23	19	151
Food except beverages	-	3,359	796	974	188	5,317
Beverages	-	25	19	1	-	45
Tobacco	-	1,099	323	367	109	1,898
Textiles	-	3,278	148	308	32	3,766
Footwear, other wearing apparel and made up textile goods	-	30	2	19	-	51
Wood and cork except furniture	-	445	96	37	13	591
Furniture and fixtures	-	264	135	144	1	544
Paper and paper products	-	25	-	6	1	32
Printing, publishing and allied industries	-	617	2	215	-	834
Leather and leather products (except footwear)	-	329	14	67	-	410
Rubber and rubber products	-	89	4	-	-	93
Chemicals and chemical products	-	384	771	488	1,095	2,738
Products of petroleum and coal	-	1	-	-	-	1
Non-metallic mineral products (except products of petroleum and coal)	-	2,178	448	943	143	3,712
Basic Metal Industries	-	177	1	28	-	206
Metal Products (except machinery and transport equipment)	-	373	7	348	1	729
Machinery (except electrical machinery)	-	561	-	333	-	894
Electrical machinery, apparatus, appliances and supplies	-	22	-	6	-	28
Transport equipment	-	1,495	-	24	-	1,519
Miscellaneous industries	-	265	25	148	24	462
Electricity, gas and steam	-	26	-	-	-	26
Water and sanitary services	-	2	-	-	-	2
Recreation services (Cinema Studios)	-	6	-	3	-	9
Personal services (Laundries, dyeing and cleaning)	-	208	4	51	-	263
Total	-	15,332	2,830	4,533	1,626	24,321

seen
It is that the industrial groups responsible for the employment of child labour in large numbers are Chemicals and Chemical products, Food except beverages, non-metallic mineral products and Tobacco. If one were to make a deeper examination it will be discerned that match factories in the Chemicals group, tea factories in Food, mica factories in mineral products and bidi manufacturing manufacture in Tobacco are in the villains of the piece in regard to the employment of children.

66

A study of child labour statistics also reveals the gradual decrease in the number of children employed from 18,888 or 5.9 per cent of the total number of workers in 1892 to 6,149 of 0.25 per cent of the total number of workers in 1952. "At present, therefore, in the factory industries child labour is not a serious problem. It is, however, doubtful if statistics compiled from the returns under the Factories Act tell the whole story regarding child labour. For, it is well within the experience of ~~Factory~~ Factory Inspectors as well as other officers engaged on field enquiries that no sooner *do* they make their appearance on the scene than quite a large number of children run away from the factory premises. These are often children below the minimum age for employment". In the smaller units of match manufacture, for example, particularly in South India a very large number of young persons are employed. An attempt was made during 1952 to collect some information in this regard from the two main centres of the match industry in South India, namely, Sattur and Sivakasi. The percentage of children employed in these factories varies from 3.2 to 53.7 ~~per~~ and the average extent of child labour was 25.9 per cent of the total labour force. Adolescents also formed a large part of the working strength, namely, 10.3 per cent. Both among adolescents and children, females formed the bulk accounting for 72.6 per cent and 73.3 per cent respectively of the total number of adolescents and children. Several of the children were very young, obviously between the ages of 8 and 12 but they had age certificates declaring them to be 14. Another peculiarity of the match industry in these centres is the prevalence of the out work system particularly in frame filling and box making and much of the work is done by children as out workers.

During 1953 the Labour Bureau conducted a rapid ad hoc enquiry into labour conditions in the cashew-nut processing industry and the enquiries revealed that a large number of children was being employed in cashewnut processing in Madras and Travancore-Cochin. In Madras 4.7 per cent and in Travancore-Cochin 13.2 per cent of the total labour force were children. The estimated total number of children employed in these areas is 360 and 6,074 respectively. Similar were the conditions in mica factories in Bihar.

b) Mines.— The Indian Mines Act, 1923, prohibited the employment of children below 13 in mines, but in 1926 children below 12 still formed 1.6 per cent of the labour in mines. In 1935, the minimum age was further raised to 15, and persons between 15 and 17 could be employed as adults only if they were certified medically fit to work as adults. But the Labour Investigation Committee (1946) observed violation of these provisions. Employment opportunities for the workers' children are available in

the coal fields to a limited extent in seasonal occupations and domestic services which are beyond the scope of the Mines Act, 1952.

c) Plantations. - According to the annual report on the working of the Tea Districts Emigrants Labour Act, the number of Children employed in Assam tea gardens in 1950-51 was 73,776 or 14.3 per cent of the total workforce of settled labour and 9,198 or 10.4 per cent of the basti labour. A comparison with previous year shows that even though there is no appreciable fall in the absolute number of children employed in plantations the proportion of children to the total labour force has been declining in recent years. The decline is more marked in the case of basti labour than in settled labour. Since 1948, there has been a tripartite agreement that the employment of children below 12 in plantations should be discontinued. A recent enquiry conducted in the Assam tea plantations revealed that this has been done in nearly all the estates. Even in a few exceptional cases where children below 12 were employed it was on account of pressure from the workers themselves despite the reluctance of the managements to do so. Quite a large proportion of the children employed on the plantations are between the ages of 12 and 14. According to the results of the ad hoc enquiry conducted in Assam in 1951, roughly 54 per cent of the children employed in European owned estates and 63 per cent of those employed in Indian owned estates were between the ages of 12 and 14.

No recent statistics regarding the employment of children in plantations in other areas are available. The enquiries of the Labour Investigation Committee revealed that the percentage of children to the total labour force were the following in the other important plantation areas:-

<u>Tea-</u>			
Darjeeling	--	22.2	per cent
Doonars	--	13.3	do
Terai	--	11.2	do
Kangara	--	19.6	do
Dehra Dun	--	10.8	do
South India	--	11.6	do
<u>Coffee-</u>			
South India	--	11.0	do
<u>Rubber-</u>			
South India	--	4.0	do

It is likely that these proportions have undergone radical change since the time of the Committee's investigations for two reasons: (1) during war time when the investigations were conducted it was difficult to get men workers for plantations and for that reason a large proportion of women and children were employed; (2) the

68

tripartite agreement to discontinue the employment of children below 12 took effect from 1948. It is unfortunate that more recent information in this regard is not available. According to the statistics furnished by the Government of Coorga under the Industrial Statistics (Labour) Rules there were during the quarter ending September 1952 a total of 2,053 minors, in a labour force of 21,156 persons working in plantations. This works out to a percentage of 9.7 as compared to 11.7 per cent children in 1944.

d) Cottage industries.— The Report gives a detailed review of information relating to employment of children in cottage industries received from the States and States that in some of the cottage industries child labour is still prevalent on an appreciable scale. Bidi making is perhaps the industry which employs the largest number of children although it is not possible to obtain statistics of such employment. Handloom weaving, leather tanning, carpet making, tailoring, potteries, etc., are some of the other cottage industries employing child labour. In West Bengal, for example, handloom industry employed 52,000 children, as against a total of 74,000 employed in all cottage industries; the proportion was 40,029 out of 61,177 in Hyderabad.

The Bureau conducted a few rapid on-the-spot investigations in industries where it was suspected that child labour is still persisting. Such investigations covered the match industry and bidi making in South India, carpet weaving in Mirzapur and glass bangle making in Firozabad. The extent of child labour in the match industry in South India has been indicated earlier. In the other industries extensive employment of child workers were found. The study remarks in connection with the bidi making industry: "The organisation of the bidi industry in Madras has undergone a radical change since the enforcement of the Factories Act, 1948, and difficult as it was to enforce legal provisions in the industry in former times it has now become well nigh impossible to do so. The sub-contractor or the manager of the branch factory, as he was called, does not any more provide the work premises and it is now the responsibility of the workers themselves to find premises for their work. Six to ten workers jointly hire some premises and carry on the work. The sub-contractors issue the material and get back the finished product but escape the onus and responsibility under the Factories Act and other pieces of labour legislation. The number of workshops has consequently increased and the premises ~~are~~ have shifted to the worst slum areas as the workers cannot afford anything better.

69

The employment of children in the workshops has considerably increased and the proportion of very young children is now more than it used to be at the time of the investigations of the Labour Investigation Committee. Children between 8 and 12 years of age are very freely employed and even those between 5 and 8 are commonly seen". The same condition is reported in the carpet-making industry in Mirzapur, Uttar Pradesh. In Warangal, one of the important bidi-making centres in Hyderabad, the "restrictive provisions regarding the employment of children do not deter even the big factories from engaging child labour. Only they are careful not to show them on the registers. That the children are not employed by the management but are brought by the workers themselves to assist them is no plausible excuse. It is understood that the efforts of the Labour Officer to properly enforce the Employment of Children Act was stoutly resisted by the workers and the factory owners, the former even going to the extent of threatening a strike".

e) Agriculture.- In a predominantly agricultural economy like India's it is natural that children should help their elders in cultivation and although it is difficult to estimate the actual number of children engaged in agricultural work, it will be a safe assumption that their numbers are large. Perhaps the extent of child workers in agriculture can be roughly assessed by the figures of the composition of the earning strength of the agricultural labourers family collected during the course of the Agricultural Labour Enquiry. According to these figures, on an average, children constitute 5.58 per cent of total earners and 24.14 per cent of helpers. In Travancore-Cochin children constitute as much as 14.04 per cent of total earners. In Madhya Pradesh, Bihar, Orissa, West Bengal, Madhya Bharat, Saurashtra, Ajmer, and Bhopal and Vindhya Pradesh the extent of child labour in agriculture seems appreciable.

F) Municipalities and public works.- Available information regarding employment of children in municipalities shows that while in certain municipalities, e.g., - in Assam, Punjab, Hyderabad, P.E.P.S.U., Ajmer, Coorg and Himachal Pradesh, no child is employed, in other cases, it varies from 15 in Delhi out of the total labour force of 7,168 (0.21 per cent) to 358 out of 9,371 (3.82 per cent) in Mysore.

In public works, available figures show that while there was no employment of children in Punjab, it was prevalent to some extent in the public works departments of the Central Government, Orissa, and Delhi, and the number and percentage to total were respectively:

36,228 and 1.56 per cent; 930 and 1.74 per cent; and 270 and 0.66 per cent.

The extent of child labour in river valley projects during kh 1951 is indicated in the table given below:-

	Direct Labour			Contract Labour			Total	Percentage of child- rento total
	Men	Women	Children	Men	Women	Children		
Damodar --	9,057	942	86	13,563	1,508	90	25,254	0.70
Hirakud --	3,220	314	-	11,830	5,009	57	20,430	0.28
Nangal* --	1,672	3	-	17,273	2,427	475	21,850	2.17
Tungabhadra--	14,040	5,751	6	11,760	6,286	880	38,723	2.29
Tapi --	693	40	-	7,486	4,181	189	12,589	1.50

*Information incomplete.

Wages.- Information relating to wages and earnings specifically for children is scanty. The Bombay Government has furnished some information relating to monthly wages of children employed in factories and this reveals that the wage rates per month varies from 7 rupees to 8 rupees in ferda (chewing tobacco) industry, and 10 to 18 rupees in cashewnut industry to 32 to 39 rupees in plasting factories.

As regards cottage industries, the information furnished by State Governments in reply to the Labour Bureau questionnaire is given below:-

State	Industry	Wages					
		Per day			Per month		
		Rs.	A.	P.	Rs.	A.	P.
		0	12	0			
Assam	-- Bidi	0	12	0			
Bihar	-- Shellac	0	12	0			
	-- Mica	0	18	0			
Punjab	--	0	15	0	10	0	0 to
					30	0	0
West Bengal	--	0	4	0			
			to				
		0	8	0			
Hyderabad	-- Matches				5	0	0 to
					15	0	0
		0	8	0			
		0	12	0			
Madhya Bharat	-- Handloom and carpet weaving Bidi (piece rate per 1000).	0	12	0			
	-- Carpet				25	0	0 to
					30	0	0
Rajasthan	--	0	6	0			
			to				
		0	8	0			
Travancore-Cochin	-- Bidi	0	8	0			
			to				
		0	12	0			
		1	0	0			
Jammu and Kashmir	-- Handloom	0	8	0			to
		1	0	0			

Table continued:

State	Industry	Wages			
		Per day		Per month	
		Rs.	A. P.	Rs.	A. P.
Ajmer	-- Printing Presses	--		14	0 0
Delhi	--	--	0 8 0	to	
Bhopal	-- Matches	--	0 8 0	to	
	Bidi	--	0 12 0		
	Handloom	--	0 8 0		
	Woodworks	--	0 8 0	to	
	Road construction	--	1 0 0		
	Quarries	--	0 8 0	to	
Vindhya Pradesh	-- Building	--	0 12 0		
			0 6 0	to	
			0 10 0		

In plantations, the average monthly cash earnings of a child worker, according to the report of the Tea District Emigrant Labour Act was, in 1950-51, 11 rupees 10 annas and 11 pies in the Assam Valley and 10 rupees 6 annas in Cachar, against 20 rupees 6 annas and 11 pies and 16 rupees 8 annas and 1 pie for men and 17 rupees 3 annas and 9 pies and 15 rupees 1 anna and 4 pies per women in the Assam Valley and Cachar respectively.

Besides, minimum wages for children have also been fixed under the Minimum Wages Act, 1948 in several States for different categories of employments. These rates are given in the tables given below:-

State		Minimum rates fixed				Remarks
		Basic wage		Dearness Allowance		
		Rs.	A. P.	Rs.	A. P.	
Assam	--	0	6 0	0	2 6	plus food concession
Madras	--	0	10 6	-	-	all inclusive
Punjab	--	0	6 0	-	-	all inclusive wage
West Bengal	-					
	Tea: Dooars and Terai (Garden)	0	6 0	0	4 0	
	(Factories)	0	6 0	0	4 0	
	Darjeeling-					
	(Garden)	0	4 0	0	4 0	
	(Factory)	0	5 0	0	4 0	
	Cinchona	--	0 4 9	0	7 9	
Mysore	--	0	6 0	0	3 0	
Travancore-Cochin	--	0	7 6	0	5 3	
Coorg -						
	Coffee.	0	4 3	0	5 0	
	Cardamom.	0	5 6	0	5 0	

Minimum Wage Rates fixed for Children

State	Rice flour or dal mills		Tobacco manufac- tories		Oil Mills		Employ- ment under local authori- ties		Road const- ruction or build- ing opera- tions.		Stone break- ing post		Public Motor Trans-		Tanneries	
	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.	Rs.	A.P.
Bombay	20 6 6*		0		20 0 0*		-		0 14 0		20 0 0*		20 0 0*		20 0 0*	
	to				to				to		to		to		to	
	30 0 0				30 0 0				1 3 0		30 0 0		30 0 0		30 0 0	
Madras	-				-				0 12 0**		0 12 0**		-		-	
Hyderabad	-				-				-		-		-		17 0 0*	
Mysore	-		0 8 0		-				0 10 0		0 10 0		20 0 0**		-	
PEPSU	35 0 0*				19 8 0*				16 4 0*		16 4 0*		0		14 0	
Saurasthra	16 4 0*				19 8 0*				0 9 0		0 12 0		0		14 0	
	to				to				to		to		to			
	26 0 0				26 0 0				26 0 0		0 14 0				1 0 0	
Bhopal	-				-				0 15 0		0 1 0 0		0 0 2 0 0		-	
Delhi	1 1 7				-				0 15 0		1 0 0		1 0 0		1 0 6	
	1 1 7								to							
									1 2 6							

Note:- Rates marked with asterisks are monthly rates; others are daily rates.
 *& Excluding dearness allowance. ** In mines.

Minimum Wages for Children in Agriculture

State	Daily wage rates for children		
	Rs.	A.	P.
Bombay	0	8	0
Madhya Pradesh	0	6	0 to
	0	8	0
Uttar Pradesh	0	10	0
West Bengal	0	14	0 to
	1	4	0
Mysore	0	8	0 to
	0	10	0
Rajasthan	0	10	0
Ajmer	0	8	0
Bilaspur	0	10	0
Coorg	0	10	6
Himachal Pradesh	1	2	0
Kutch	0	5	0

Hours of work.- The hours of work for children in establishments coming under the Factories Act have been restricted to 4 1/2 per day but it is doubtful if these restrictions are being strictly observed in all factories.

For instance, in a recent report on an enquiry into conditions of hours in the Cashewnut Processing Industry in India it is stated as follows: "Although several managements stated that working hours for children were only 4 or 4 1/2 per day, several small children ~~XXXXXXXXXX~~ who were seen working between 3 and 5 p.m. when questioned stated that they had commenced work at 8 a.m. A comparison of the average daily earnings of women and children who are paid piece wages would only confirm this inference".

In the cottage industries children work the same hours as adults, namely, about 8 to 9 hours a day. Children employed on the home work system probably work fewer hours. On plantations children work the same length of time as adults. It may be mentioned, however, that under the provision of the Plantation Labour Act recently brought into force hours of work for children have been restricted to 40 per week. In agriculture also children usually work the same hours as adults.

Working conditions and health. The study states that the children employed in some of the cottage industries particularly bidi making, glass, etc., work under very insanitary and unhygienic conditions, and quotes extensively from the report of the Labour Investigation Committee, the Health Survey and Development Committee and other reports in support of this.

Legislative protection for children and young workers. The study reviews the legislative provisions relating to work of children and the relevant Convention and Recommendations of the I.L.O. As regards the working of these protective laws, the study states that the age limits for the employment of children and the restrictions regarding their hours of work are generally observed in establishments coming under the Factories Act. Some of the smaller establishments, however, even though coming under the Factories Act, particularly bidi workshops, match factories in South India and cashewnut factories in Travancore-Cochin do employ children below the prescribed age limit. In many cases such children have been certified as of age for employment. What gives cause for surprise is that children who to all appearances are hardly 8 to 10 years of age have been certified as having completed 14 years. Guarded investigations revealed that age certificates can be obtained on payment of 2 rupees to 5 rupees per certificate.

14

In the small establishments children usually work the same hours as adults. In many of the scheduled employments under the Employment of Children Act, particularly in such industries as bidi making, carpet weaving, matches and mica splitting, the provisions relating to the minimum age of employment are often openly violated. The multiplicity of units and their location in obscure lanes and by-lanes of the cities and larger towns render inspection and enforcement difficult.

The restrictions relating to employment of children on plantations have been only recently imposed. Since May 1949, however, there has been a tripartite agreement that children below 12 years should not be employed on plantations and it appears that this agreement was generally honoured.

It is very difficult to get evidence of the pledging of child labour. The Labour Commissioner of Hyderabad has stated that although no case of the pledging of children has come to light, it is reported to be in existence in some of the bidi factories. In some of the bidi factories in Bangalore a few cases of the adult workers having advanced sums amounting to 5 rupees to 10 rupees to the guardians of their child helpers were noticed. Although the workers strongly deny any pledging of labour the transactions are not beyond suspicion in this regard particularly as the children for whom the advances are received are without father or mother. The dividing line between an ordinary wage advance in respect of child workers and an advance on account of pledging of the child's labour is indeed very thin. In the match industry in Sattur and Sivakasi also such advances in respect of children were common.

Elementary education and children's employment.—
Finally the study emphasises the importance of elementary education in the scheme of checking evils of child labour. Protective legislation against exploitations of child labour and schemes of compulsory education have always gone hand in hand. In India while there is legal restrictions on employment of children generally below the age of 14 there is no corresponding provision for free compulsory education. Even in some States where primary education is compulsory the scheme has not been applied to all areas of the States and children brought under the scheme are generally only those between the ages of 6 and 11.

In most States compulsory primary education has not so far been introduced. The Planning Commission has stated that the overall provision of educational facilities in India is very inadequate. Educational facilities are provided for only 40 per cent of the children of the age group 6-11 years and 10 per cent of persons of age-group 11-17 years. The targets set by the Commission in this regard are (1) at the conclusion of the Five Year Plan, educational facilities should be provided for at least 60 per cent of all the children of the school-going age within the age-group 6-14; the percentage of girls of the age-group 6-11 attending schools should go up from 23.3 per cent in 1950-51 to 40 per cent in 1955-56; (2) at the secondary stage the target should be to bring 15 per cent of the children of the relevant age-group into educational institutions (as against 11 per cent in 1950-51). The percentage of girls of this age-group attending schools should go up to 10 per cent.

No information is available in regard to the literacy standards of working children. Two social surveys conducted by the Gokhale Institute of ~~Political~~ Politics and Economics, in Poona and Kolhapur, showed the following rates of literacy among young workers coming in the sample:-

City	No. of young persons		No. of literates		Percentage of literacy	
	Males	Females	Males	Females	Males	Females
Poona	97	15	44	2	45.4	15.3
Kolahapur	61	7	38	Nil	62.3	Nil

'L'

56. Labour Administration.

India - November 1954.

Working of the Tea Districts Emigrant Labour Act, 1932, during the Year 1951-1952*.

The report of the Controller of Emigrant Labour on the working of the Tea Districts Emigrant Labour Act, 1932 for the year ending 30 September 1952 has been published recently. The report shows that the total population of adult labourers, both working and non-working, living in the tea estates in Assam was 515,748 at the end of the year under report. Of these 248,248 were working men and 200,441 working women. The number of children in the tea estates was 501,444 of which 59,587 were working children. Thus there was a total population of 1,017,192 as against 1,031,762 reported in the previous year. The number of new emigrants (imported emigrants) arriving in Assam during the year was 38,513.

General review of market conditions.- The report states that the total outturn of tea crops for Northern India during the year under review amounted to 160,448,212 lbs. There was a continuous fall in the demand for tea since December 1951 with prices declining rapidly. The average prices realised for North Indian teas at the end of September 1952 were about 10 to 12 annas less than at the same time in the preceding year. The drop in price was greater in the case of inferior quality teas. The report says that the period under review was a most difficult season for the tea industry owing to the high cost of production and correspondingly low prices realised for tea. Many tea estates, especially in Cachar and Darjeeling, were so hard hit by the present slump in market prices that it seemed likely that some of them would be forced to close down, for with prices in many cases well below estates' cost of production, all their reserves accumulated in the good years since the war had been used up.

* Annual Report on the Working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September 1952. Printed at the Assam Government Press, 1954, Shillong, pp.55.

During the year the whole area within the State of Vindhya Pradesh was declared to be a controlled emigration area with effect from 15 November 1952 by the Central Government in exercise of the powers conferred under Section 16 of the Act.

Recruitment.- The State of Bombay continued to be an uncontrolled emigration area from where 2,058 persons were recruited as against 1,613 persons in the preceding year. The States of Bihar, Orissa, Madras, Madhya Pradesh, Uttar Pradesh, and West Bengal from the controlled emigration areas, from where 30,337 persons were recruited as against 36,487 in the previous year. The bulk of recruits was obtained from the State of Bihar. Thirty thousand six hundred and ninety eight persons were recruited through the Tea District Labour Association and 1,697 by the other five employing interests. Corresponding figures for the last year were 36,587 and 1,513 respectively. Recruitment during the year under review fell short of the figure of recruitment in the previous year, but that was not due to any shortage of labour or reluctance to emigrate. On the contrary, the movement of labour in the early months of the busy season indicated that labour was easily available and anxious to emigrate and the rapid decline was due to the unusually early completion of the quotas of most estates. No area was declared restricted recruiting area.

Forty seven licenses were granted to the local forwarding agents by the respective District Magistrates and quite a number of licenses previously granted were also renewed. There were 16 depots of local forwarding agents of which 13 were maintained by the Tea Districts Labour Association.

Wages and earnings.- In the Assam Valley the average monthly cash earnings of men, women and children on tea estates were 22 rupees 7 annas and 11 pies, 19 rupees 13 annas and 7 pies and 12 rupees and 6 annas respectively as against 20 rupees 6 annas and 11 pies, 17 rupees 3 annas and 9 pies and 11 rupees 10 annas and 11 pies in the previous year. Similarly in the Surma Valley the corresponding figures for men, women and children were 17 rupees 6 annas and 7 pies, 16 rupees and 11 annas and 10 rupees 5 annas and 3 pies as compared with 16 rupees 8 annas and 3 pies, 15 rupees 1 anna and 4 pies and 10 rupees and 6 annas respectively in the previous year.

The average monthly cash earnings of faltu orbasti (casual) labourers on the Assam Valley gardens were 17 rupees 2 annas and 9 pies, 15 rupees 10 annas and 6 pies and 10 rupees 13 annas and 7 pies as compared with 16 rupees 1 anna and 9 pies, 15 rupees 4 annas and 4 pies and 10 rupees 11 annas and 8 pies for men, women and children respectively in the preceding year. In the Surma Valley, the corresponding figures were 16 rupees 4 annas and 6 pies, 15 rupees 11 annas and 8 pies and 8 rupees 15 annas and 6 pies as against 15 rupees 8 annas and 4 pies, 12 rupees 7 annas and 10 pies and 8 rupees 10 annas and 6 pies in the previous year.

The average earnings of labourers during the year under review were greater than those of the previous year. The labour force was provided with foodstuffs at concessional rates, though in some gardens food concessions were limited to actual workers and not extended to their families. In some gardens labourers were allowed free grazing for their cattle and firewood. They were also given the benefit of cultivation of garden lands, either free of rent or at a nominal rent.

Absenteeism.- The table ~~given below~~ gives the percentage of absenteeism among settled and casual tea estate workers in Assam during the year under review compared with those of the previous year. The percentage of absenteeism would appear to be rather high. To a certain extent, it is inevitable in plantations where the workers have subsidiary occupations, especially private cultivation:-

	Total No. of labourers on books.	Average daily working strength.	Percentage of absenteeism.
Settled labourers-			
1950-51	-- 515,493	401,240	22.2
1951-52	-- 554,343	436,115	21.3
Casual labourers-			
1950-51	-- 88,400	58,095	34.3
1951-52	-- 92,276	65,833	28.7

Welfare.- The report states that in most of the European-owned gardens there is arrangement for supply of pipe water. In some gardens water is obtained from nearby streams and stored in overhead covered tanks and then piped to the lines, while in some, tube wells, ring wells (kutchra and pucca) were the sources of water supply. The arrangements for water supply in many gardens need improvement and in Indian-owned ones they were not as they should have been.

79

Most of the gardens have their own hospitals and dispensaries with qualified doctors and compounders and a few with highly qualified medical officers; while some have only a nominal dispensary with a compounder incharge. Serious cases were sent to the hospitals maintained by Government for treatment. On the whole, there was a progressive improvement in health on tea gardens. In the opinion of experienced medical officers, Malaria ceased to be a serious problem on the gardens and lowered vitality caused to a large extent by persistent attacks of Malaria was likely to disappear. No serious epidemic was reported from the gardens during the year under report.

Vital statistics show a reassuring predominance of births over deaths (18,612 deaths against 36,007 births). The birth rate was 35.73 as compared with 18.47 deaths per thousand during the year. The number of deaths reported to the Controller to have occurred among the emigrant labourers during the year under report was 798 as against 894 of last year.

Maternity leave with allowances was also given as laid down in the Assam Maternity Benefit Act.

Housing.- Free quarters were provided by the management to all settled and new (imported) emigrants. Casual (basti or faltu) labourers living within the gardens constructed their own houses with grants. Quarters provided in the gardens usually consist of 2 rooms, mostly of thatched type. Some progress has been made by a number of gardens in the matter of provision of improved quarters. The table below shows the position of houses of different types during the year under review in gardens which are members of the Indian Tea Association:-

	<u>Pucca</u>	<u>Semi-pucca</u>	<u>Kutchha</u>	<u>Total</u>
Houses existing on 30 September 1951 as reported by 432 tea estates. --	14,645	42,774	136,738	194,157
Houses existing on 30 September 1952 as reported by 366 tea estates. --	15,744	41,261	132,648	189,653

Education.- The number of children including infants, living on the tea estates in Assam during the year under review was 497,268 and out of them, according to the report of the Director of Public Instruction, Assam, 26,475 were attending schools as against 29,674 children in 606 schools, last year.

Industrial relations.- During the year under report, there were a few labour strikes, legal and illegal, in tea gardens. All the strikes were short-lived lasting from a few hours to a couple of days. The reasons for strikes varied from demands relating to wages and conditions of work to such issues as refusal on the part of the management to supply saris to the female labourers on credit, while cloth was distributed to labourers at controlled rates. All the strikes were settled amicably or through the mediation of the officers of the State Government.

Inspection.- During the year under review 96 estates out of a total of 637 were inspected by the various inspecting authorities.

Repatriation.- Twenty-seven thousand four hundred and thirty three emigrant labourers and members of their families were repatriated during the year under report by their employers for various reasons. Out of 27,433 persons repatriated, 12,893 were emigrant labourers and 14,540 members of their families.

Finance.- The Government of India fixed three rupees as the rate of cess to be levied in respect of entry into Assam of each assisted emigrant during the year 1 October 1951 to 30 September 1952.

The opening balance of the emigrant labour fund on 1 October 1951 was 53,450 rupees 4 annas and 1 pie. The actual receipt on account of cess received during the year was 67,824 rupees. The total receipts including the sale proceeds of a security loan of 46,435 rupees and 7 annas was 152,175 rupees and 8 annas. The actual receipts from all normal sources thus stood to 105,740 rupees and 1 anna as against the estimate of 115,400 rupees. In order to purchase office premises, it was necessary to sell one of the security loans owned by the Fund.

The total expenditure incurred, including the cost of property viz., 45,660 rupees and 6 annas, together with all incidental charges came to 151,945 rupees and 8 annas. The actual normal expenditure incurred was thus 106,285 rupees and 2 annas against the budget provision of 111,980 rupees. The year closed with a balance of 53,680 rupees 4 annas and 1 pie, excluding investments.

(The report on the working of the Act during 1950-51 was reviewed at pages 44-48 of the report of this Office for June 1953).

58. Social Conditions.

India - November 1954.

Conference of Chairmen of State Social Welfare
Advisory Boards, New Delhi, 11-13 November 1954:
Expansion of Welfare Activity recommended.

A meeting of the chairmen of State Social Welfare Advisory Boards was held at New Delhi from 11 to 13 November 1954. Mrs. Durgabai Deshmukh, chairman of the Central Social Welfare Board, presided. The Conference which was inaugurated by the President Dr. Rajendra Prasad, recommended considerable expansion of social welfare activities, such as homes for children of working mothers, after-care services, hostels for delinquent children, etc.

Presidential inaugural address.- Dr. Rajendra Prasad, in his inaugural address, stated that the desired everyone to examine whether the responsibility of securing social and economic justice, emphasised in the preamble to the Constitution, had been properly discharged. Had the State, he asked, within the limits of its capacity, made any effective provision for securing the right to work and education? Had it assisted the unemployed, the old and sick? The Constitution prohibited employment of children below the age of 14 in factories, mines, and such hazardous undertakings. There was need for inquiry, added the President, whether everything to implement this directive had been done.

It was a happy idea to enlist the co-operation of voluntary organisations for carrying out the work of social welfare. Voluntary efforts in this sphere, which were isolated and sporadic in the past, now received public recognition for the first time. The President was glad that a comprehensive national plan of social welfare had been evolved and placed on a sound and permanent footing.

He was also happy to note that the Central Social Welfare Board recognised the need for extending its activities to rural areas. Gandhian constructive workers had shown the way and the Community Project and National Extension Service Administration made an organised effort for the first time on a national scale to connect the villagers. The welfare extension project of the Central Social Welfare Board will supplement the effort.

It was important, the President emphasised, to remember that economic progress was only a means to progress in the direction of social welfare ~~xxx~~ which was the end of planning.

Chairman's address.- Mrs. Durgabhai Deshmukh in her speech urged for speed in the implementation of welfare programmes sponsored by the Central and State Boards. Now that the State Boards had been formed, she said, it should be possible to considerably ~~expedite~~ expedite social welfare work.

Although a sum of 40 million rupees was provided in the first Five-Year Plan for welfare programmes of the nature with which the Central Board was concerned, the formation of the Board itself was at the middle of the Plan period and as such the Central Board had only half the Plan period to complete the performance for the whole period.

Mrs. Dashmukh was happy that during the first year there had been considerable progress, but the tempo of performance had to be further advanced if the target for the entire Plan period was to be achieved. She asked for continued vigilance on the part of the chairmen and members of the State Advisory Boards in this regard.

Work reviewed.- Mrs. Indira Gandhi, member of the Central Social Welfare Board, gave a brief review of the work done by the Central Social Welfare Board since its inception in August 1953. This, she said, has been in three directions primarily. The first programme of the Board was to provide financial assistance to existing social welfare institutions to expand and improve their activities. Grants amounting to 2.759 million rupees have been made to 896 voluntary institutions. The Board's grants had given a fillip to welfare organisations. In many cases, assistance was rendered in time when for want of adequate finances, social workers were showing signs of dejection and the help from the Board cheered them up and enabled them to continue their work.

The second line of activity has been to sponsor welfare extension projects - a pioneer venture in the field of social welfare. Under these projects a group of villages is taken up for concentrated attention. The work is carried on through voluntary agencies and a part of the finance is provided by the Central Social Welfare Board. The rest of the expenditure is met by contributions from State Governments and from voluntary organisations participating in such work. Out of a total target of 352 such projects for the first Five-Year Plan period, 129 have already been launched in different States of India during the last three months.

83

The third line of work was the creation of a network of social welfare organisations in the country. It was a matter of pride, Mrs. Indira Gandhi said, that during the period June to October this year, 27 State Boards could be formed. The formation of the State Boards was in accordance with the Central Board's policy of decentralisation of functions and to allocate adequate responsibility to the State organisations for work in their spheres.

Another line of activity which was still in the preliminary stage was in relation to urban welfare projects. A pioneer scheme would shortly be started in New Delhi. It aimed at setting up a match factory in which womenfolk of middle-class families would have an opportunity of working parttime, mainly at home, so as to supplement their family income.

Mrs. Tara Bai, giving details of this scheme said that already over 1,300 families had registered themselves for working in this factory which was likely to go into operation shortly. Some persons have been trained and these trainers will be training women workers to be employed in the factory. The Government of India has sanctioned a grant of 350,000 rupees for this purpose.

Programme of action approved.- A new programme of action which was placed before the conference by Mrs. Indira Gandhi, was approved both by the conference and the Central Board which had its separate session.

This new line of activity includes homes for children of working mothers, after-care services, hostels for delinquent children, instructions and service for needy children, homes for the aged and the infirm and opening up of community chests. In all such activities the Central Board will provide guidance and financial assistance. Special arrangements for providing trained personnel for such work are also contemplated.

The conference made certain recommendations which were subsequently considered at specially convened meetings of the Central Board and accepted. These recommendations which will now be implemented include:

(a) Assistance to new institutions for undertaking items of welfare work to be sponsored by the Board. The Central Board has till now been providing assistance to existing institutions for improving and expanding their activities. With the formulation of the new programme of action, the Board is now prepared to consider applications for grants from voluntary groups provided they form themselves into registered societies for this purpose.

(b) Grants for repairs, alterations or additions to existing buildings of welfare institutions will now be provided. Formerly this was not admissible. Such grants will be separate from the grants that may be given to institutions for other approved purposes e.g., expansion of welfare work. The ceiling of the building grant will be of a maximum amount of 15,000 rupees on a matching basis so that construction worth up to 30,000 rupees can be undertaken.

(c) Grants not exceeding 15,000 rupees on a matching basis will also be provided to deserving welfare institutions for purchase of mobile vans, ambulance vans, etc.

(The Hindustan Times, 13 and 15 November, 1954;
The Statesman, 12 November 1954) .

'L'

Chapter 6. General Rights of Workers.

66. Strike and Lockout Rights.

India - November 1954.

Assam: Rice and Oil Mills, Motor Transport Services, Inland Steamer Services declared Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Assam has declared the following industries to be public utility services for the purposes of the Act for the periods noted against them:-

- (1) Rice and Oil Mills in Assam | For a period six
- (2) All motor transport services | months from 14
- in Assam undertaken by public | December 1954.
- carriers and stage carriage | (Notification No.
- operators as defined in the | GLR86/50/71 dated
- Motor Vehicles Act, 1939. | 3 November 1954).

- (3) All Inland Steamer services | For a period of six
- in Assam. | months from 16
- | November 1954. (Notifica-
- | tion No. GLR86/50/72
- | dated 3 November 1954).

- (4) All Ghat establishments engaged in transhipment,
- storage, loading and unloading, and stocking of
- goods ancillary to the inland steam vessel service
- for a period of six months from 15 November 1954.
- (Notification No. GLR86/50/73 dated 3 November 1954).

(Assam Gazette, Part IIA, 10 November 1954, page 2377).

Hyderabad: Cotton Textile Industry declared Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Hyderabad has declared the cotton textile industry in the State to be a public utility service for the purposes of the Act for a period of six months from 15 October 1954.

(Notification No. I/146/53/132 dated 14 October 1954; Hyderabad Government Gazette, Part I D, 21 October 1954, page 1191).

67. Conciliation and Arbitration.

India - November 1954.

Madras: Working of the Industrial Disputes Act, 1947, during the Year 1953.

According to the annual report on the working of the Industrial Disputes Act, 1947 for the year 1953* in the State of Madras, the Labour Department investigated 5,718 complaints and industrial disputes in the composite State of Madras from 1 January to 30 September 1953 and 1,534 complaints and industrial disputes in the residuary State of Madras from 1 October to 31 December 1953**. Of the former 5,718 2,354 related to demands for reinstatement of discharged workers, 740 to increasing the rates of wages, 350 to bonus, 91 to dearness allowance, 101 to leave facilities, 633 to service conditions, 22 to food supplies and 1,427 to other causes. Of the later 1,534, 586 related to reinstatement of discharged workers, 167 to increasing the rates of wages, 181 to bonus, 24 to dearness allowance, 20 to leave facilities, 80 to service conditions, 11 to food supplies and 465 to other causes.

Strikes and lockouts.- There were 150 strikes and lock-outs during the ~~first~~ first nine months of the year in the composite State of Madras. The total number of workers involved in the strikes and lock-outs and the total number of mandays lost during the period were 79,198 and 230,992 respectively.

There were 99 strikes and lock-outs during the three months of the year 1953, i.e., October to December 1953, in the Residuary State of Madras. The total number of workers involved in the strikes and lock-outs and the total number of mandays lost during the period were 15,823 and 57,098 respectively.

The following table shows the industry-wise classification of the disputes and other details for the period January-September 1953:-

*Government of Madras, Department of Industries, Labour and Co-operation. G.O.No.1174, 3rd May 1954. Annual Report on the Working of the Industrial Disputes Act, 1947 (Central Act XIV of 1947) for the year 1953, pp.27.
**A new State of Andhra was created out of the composite State of Madras on 1 October 1953 (vide pp.1-3 of the Report of this Office for October 1953).

Industries	No. of disputes	No. of Workers involved	No. of Mandays lost
Textiles(cotton,woollen and silk mills).	-- 26	32,598	35,710
Jute.	-- 6	1,761	1,759
Engineering.	-- 12	5,411	54,401
Railways(including workshops).	-- 11	1,514	1,148 $\frac{1}{2}$
Mines.	-- 18	20,131	26,268
Miscellaneous.	-- 57	17,783	111,705 $\frac{1}{2}$
Total.	130	79,198	230,992

The table given below shows the details regarding the disputes for the period October-December 1953:-

Industries	No. of stoppages	No. of Workers involved	No. of Mandays lost
Textiles .	-- 75	6,254	38,103
Jute.	-- -	-	-
Engineering.	-- -	-	-
Railways(including Workshops)-	2	80	19
Mines.	-- -	-	-
Miscellaneous.	-- 22	9,489	18,976
Total.	-- 99	15,823	57,098

The main causes of the strikes were the demand of the workers for reinstatement of discharged workers, increase in wages, bonus, enhanced dearness allowance and better service conditions. In the Composite State, for the period 1 January to 30 September 1953, intervention by officers of the Labour Department resulted in the settlement of 50 disputes. In 50 cases there was voluntary resumption of work. In 17 cases settlements were reached by direct negotiations and in one case the dispute was settled by formal ~~conciliation~~ conciliation. The two disputes ~~shown~~ shown as on progress on 30 September 1953 relate to Andhra State and has not been accounted for. In the Residuary State, for the period 1 October to 31 December 1953, the intervention of the Officers of the Labour Department resulted in the settlement of 11 disputes. In 17 cases there was voluntary resumption of work and in 3 cases settlement was reached by direct negotiations. Sixtyeight cases were in progress.

Adjudication.- The Government of the Composite State of Madras referred 86 cases for adjudication from 1 January to 30 September 1953 to the Industrial Tribunals and 51 cases were pending disposal at the commencement of the year 1953 making a total of 137 cases. The Government of the Residuary State of Madras referred 24 cases for adjudication from

84

1 October to 31 December 1953. In the Composite State of Madras awards were published in 179 cases, of which 84 were decisions of Industrial Tribunals under Section 33-A of the Industrial Disputes Act. In 55 cases, appeals have been filed before the Labour Appellate Tribunal.

No strike or lock-out was declared illegal during the year 1953.

Prosecutions.- Apart from prosecutions against managements of cinema theatres in the city of Madras for non-implementation of tribunal award, which were withdrawn due to settlement proceedings, there were 3 other prosecutions, of which one resulted in acquittal and two in punishments.

Joint consultation.- Unit Production Committees are functioning in 183 establishments. In many cases Works Committees are functioning as Unit Production Committees. Five hundred and fifty-nine Works Committees were functioning on 1 January 1953. During the period 1 January to 31 December 1953, 55 Works Committees were formed. Six hundred and fourteen Works Committees were functioning in the State of Madras on 31 December 1953, of which 53 Works Committees relate to Andhra State. Of the 93 reconstituted Works Committees, 5 relate to Andhra. They are working satisfactorily.

During the year, Tripartite Enquiry Committees for Cement and Minor Engineering Industries were constituted for the determination of the "norms" and standards ~~for~~ which must govern mutual relations and dealings between employers and workers and settlement of industrial disputes. These committees are constituted on a tripartite basis with representatives of Government, employers and employees. These committees will be submitting their reports to Government shortly.

89

CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - NOVEMBER 1954.

71. Employees and Salaried Intellectual Workers.

Third Annual ~~Session~~ Session of Indian Federation
of Working Journalists, Bombay, 30 October - 1
November 1954: Full Acceptance of Press Commission's
Proposals urged.

The third annual session of the Indian Federation of Working Journalists was held at Bombay from 30 October to 1 November 1954. Mr. M. Chalapathi Rao, President, was in the chair. The session was inaugurated by Mr. M.C. Chagla, Chief Justice of Bombay. The Federation adopted various resolutions urging the full acceptance of the Report of the Press Commission (vide pp.92-95 of the report of this Office for July 1954).

Presidential address.- Mr. Chalapathi Rao, in his presidential address referred to the recommendations relating to working conditions of journalists, and said that he would only deal with the principle of collective bargaining and trade unionism which had been commended by the Commission. Obviously the Commission could not have put a ban on trade unionism. It was a right guaranteed under the Constitution. Nor was it ever the contention of this Federation that everybody must be compelled to join a trade union. This was the principle which the Commission has expounded, while recommending trade unionism.

It was interesting to note that a claim in this respect was being made on behalf of mixed bodies of proprietors and employees whose disputes were, and always would be, a happy internal, even informal affair. Nor was it the business of the Commission to confer the right of collective bargaining on working journalists. These rights existed in the Constitution and under law. But it was good that in view of the propaganda carried on with little understanding against working journalists organising themselves on trade union lines and asking for application of industrial laws, the Commission had stated the correct principle.

As regards collective bargaining, Mr. Rao said that it has been, again, incorrectly argued by the Newspaper Society, for instance, that if collective bargaining was to be conceded, there was no need for legislation with regard to the minimum wage and minimum benefits. This attitude showed little understanding of either the principle of collective bargaining or the principle of minimum wages, which were complementary. There was ~~not~~ no limit to collective bargaining and it could cover the fair wage and the living wage and not be based on the minimum wage. But a State like India had decided that minimum conditions of service must apply to all sectors of life and these must be applied irrespective of the recognition of collective bargaining which it was nobody's privilege to concede. But if the proprietors thought that collective bargaining was meaningless without equality of bargaining power and that, therefore, they would prefer collective bargaining, it was for the State to redress the balance, if there is to be social equilibrium.

He added that if the Commission's recommendations were implemented, the responsibilities of the working journalists would increase immensely. He knew how disappointed they were with some of the Commission's recommendations but they need not mistake what had been prescribed as the minimum conditions with what they could achieve as fair and legitimate, as a result of collective bargaining. But he stressed that it was on the competence, integrity and sense of responsibility of working journalists that the standards of the Press would depend.

Resolutions: Need to improve working conditions of journalists. The Federation by a resolution noted the various suggestions made by the Commission to promote the growth of a healthy, vigorous and independent Press, and in particular welcomed:-

(1) The proposal to appoint a Press Registrar. The Federation felt that his function should be different from and larger than those exercised by the Registrar of Joint Stock Companies.

(2) The proposal to set up a Press Council. The Federation was convinced that professional members of the Council should be chosen exclusively from a panel submitted by the Federation and that the constitution of the Press Council was an integral part of a larger scheme of reorganisation of the industry and its constitution would be futile unless effect is given to the other recommendations of the Commission.

(3) The proposal to extend to working journalists the benefit of the machinery for settlement of disputes. This could be achieved by including working journalists in this definition of "employee" or "workman" in the proposed Industrial Relations Bill or by specific provision in the proposed Newspapers and Periodicals Bill or by an appropriate ordinance whichever could be secured earliest.

(4) The proposal to recognise unions of journalists as industry bargaining agents. The Federation reiterated that the right of collective bargaining was the exclusive right of a trade union, and the suggestion made in certain quarters that such a right should be conferred on mixed organisations of employees and employers or on "professional organisations" not registered as trade unions, was inconsistent with the basic principles of trade unionism and collective bargaining and should on no account be countenanced.

The Federation was glad to note the care with which the Commission had examined working conditions in the industry and its proposals for strengthening the position of working journalists and editors. The Federation acknowledged the reasonableness of the scheme suggested by the Commission under which the "clear profit" was to be divided into three parts, one to be ploughed back into the industry, the second to be distributed amongst employees in the form of bonus and the third as dividend among shareholders.

The Federation, however, considered that the recommendations to improve the present working conditions of employees in the newspaper industry did not go far enough. The Federation was particularly disappointed at:

(1) The absence of specific recommendations to prevent the appointment of "nominal editors" who might delay or defeat the proposals for the reorganisation of the industry.

(2) The failure to give full effect to the Federation's modest and reasonable demands with regard to minimum wages, scales of pay and classification of areas.

(3) The distinction between one category of working journalists and another in the matter of notice for termination of service and the inadequacy of the provisions for notice period for all categories. The minimum notice period for termination of service should be six months.

72

(4) The absence of adequate protection of the interests of reporters and correspondents with regard to hours of work, emoluments, etc.

(5) The meagre provision for sick leave.

(6) The inadequacy of provisions for retirement benefits which are hardly distinguishable from retrenchment benefits under the Industrial Disputes Act.

(7) The exclusion of proof-readers working exclusively on the editorial side of a newspaper from the category of working journalists.

Despite such shortcomings the resolution called upon the Government to proceed with the implementation of the Press Commission's recommendations, specially by enacting the following legislative measures: (a) The Newspapers and periodicals Act; (b) The Act to establish a Press Council; (c) The Act to bring into existence a State trading corporation for dealing in newsprint and the levy of a cess to finance the working of the Press Council and the Press Institute; and (d) The reorganisation of the ownership, management and structure of the newspaper industry and news agencies, providing, in addition to matters specifically recommended by the Press Commission for inclusion of proof readers within the definition of working journalists, the appointment of an editor from the journalists profession and making any case of appointment liable to be challenged before the appropriate authority and the formation of a staff council in every newspaper establishment with the members of the editorial staff for advising the editor in the exercise of his disciplinary jurisdiction.

By another resolution the Federation noted with concern instances brought to its notice of measures, by way of retrenchment, withholding of increments, or bonus, demotions, withholding of provident fund contributions or introducing other changes in working conditions even by way of contracts, and in other ways, prejudicing the benefits that might accrue to journalists as a result of any steps taken to implement the recommendations of the Commission. It appealed to proprietors of newspapers to stop this attack on working journalists' rights and interests. It requested the Government of India and the State Governments to see that no change in conditions of service were made which would defeat implementation of the Commission's recommendations.

93

By other resolutions the Federation welcomed the Commission's recommendations for the re-organisation of the ownership, structure, management and finance of the newspaper industry; and endorsed the recommendations of the Commission in regard to the re-organisation of news agencies.

(The Hindustan Times, 1, 2 and 3
November 1954).

Low Living Standards of Teachers: Positive
Approach to Problem urged.

Measures to raise the economic level of Indian secondary school teachers for improving educational standards in the country have been recommended in a report by an international team of experts.

Jointly sponsored by the Government of India and the Ford Foundation, the team included four members from India, two from the U.S.A., one from Britain and one from Scandinavia. The report of the team has been submitted to the Government of India and is now under consideration.

Calling for a positive approach to the problem of the teachers, the report recommends ~~that~~ that both the Central and State Governments should declare it to be their policy to bring the economic level of teachers up to that of similarly qualified persons carrying out other public work of comparable responsibility. The report says it realizes that this goal cannot be reached in the immediate future since the resources are not at hand to rectify at once the "historic injustice" done to teachers, but it believes that such a declaration of policy and some immediate moves towards its fulfilment are necessary and would do much to encourage teachers.

It draws the conclusion that teachers' salaries in India are intolerably low and that there can be no hope for substantial educational progress unless they are appreciably raised.

Venerable title.- The report notes that high talk about the teacher as a guru ill accords with the treatment he all too commonly receives, nor do all teachers carry out their task in the guru spirit, nor have the qualities that merit the venerable title. Under the pressure of modern life and with education becoming more and more an organised public responsibility, it also becomes the duty of the Government to secure a fair living standard for teachers and their families.

No reference to the guru tradition is acceptable as an excuse for not fulfilling this obligation. With the need for a large and growing number of teachers, it would be unrealistic to expect them all to be dedicated souls or to deny that humbler motivation, spurred by material reward, can play a fruitful part in meeting an expanding demand for education.

Special amenities.- The report recommends provision of special amenities to the teacher in the present circumstances when resources are not at hand to give adequate money payment. These recommendations include a regular system of health insurance with contributions from the employer and the employee, housing, free medical care and treatment, travel concessions and other facilities.

It also recommends that compulsory retirement of teachers should not be earlier than 60 and that with the approval of the Director of Education, it may be further extended.

Recruitment and training.- Expressing the view that an essential point ~~is~~ of beginning on the problems of educational reconstruction is the successful recruitment of substantially larger numbers of able and young people to the teacher training institutions, the report recommends the establishment in each State of a State Advisory Committee on teachers' recruitment. The basic purpose of such a committee would be the development of means and methods by which sufficient number of young men could be recruited.

The report lays special stress on the training of language teachers, specially teachers of Hindi, the national language and regional languages. In the Indian situation, most children will have to learn at least two languages, and substantial number will learn even three or four; in view of this it is essential that language teachers should be properly equipped for their role as regards both matter and method, so that their pupils may derive the utmost benefit from their teaching and reach worthy standards of attainment without any waste of effort and energy.

(The Hindustan Times, 3 November
1954).

95

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - NOVEMBER 1954.

81. Employment Situation.

Retrenchment Compensation for One Year Awarded:
Labour Appellate Tribunal's Judgment.

The Labour Appellate Tribunal of India at Bombay on 14 November 1954 directed the Automobile Products of India Ltd., Bhandup, near Bombay, to pay its 137 workmen lay-off compensation at the rate of half basic wages and dearness allowance for one year.

The company had "laid-off" these workmen for an "indefinite period" on 1 November 1953 and paid 50 per cent of their basic wages and dearness allowance for 45 days as provided in the Industrial Disputes (Amendment) Act, 1953, prescribing compensation to workers for lay-off and retrenchment. Failing to secure sufficient work in the absence of licence from the Government the company applied to the Appellate Tribunal under Section 22 of the Industrial Disputes (Appellate Tribunal) Act of 1950 for permission to retrench these workmen.

The Tribunal, consisting of Mr. Justice F. Jeejeebhoy, President, and Mr. Justice D.E. Reuben, held that because of this single prolonged lay-off the employees had suffered as the company was denying compensation to the workmen for the whole period of lay-off by taking advantage of a "lacuna in the Act".

The relevant Section of the new Act 43 of 1953, which provides for lay-off and retrenchment compensation at specified rates to workmen, says under proviso (B) to Section 25C: "If during any period of 12 months, a workman has been paid compensation for 45 days and during the same period of 12 months, he is again laid-off for further continuous period 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".

The company contended that because the lay-off in respect of its workmen had been one continuous lay-off, the compensation could not exceed 50 per cent of 45 days' basic wages and dearness allowance. It was, however, conceded by the company that if there was the smallest break in this period of lay-off, the workmen under the terms of this proviso would be entitled to compensation at the same rate

throughout the periods of lay-off.

Deciding ~~the~~ for the first time a reference under Proviso (B) of the Workmen's Compensation Act, involving a lay-off period of one year, the Tribunal said that the company's construction was based on the word "again occurring in the proviso".

It was argued that this word contemplated a second order of lay-off, i.e., a separate period of lay-off. But this was not the only or the necessary meaning in the context. The word may equally relate not to the order of lay-off but to the fact of being laid-off, the Tribunal said.

The Tribunal held that compensation was payable for periods of lay-off, which may extend to any length of time. "If the company's interpretation of the proviso to Section 25C is correct, it would mean that for the whole year the workmen, while still in the service of the concern, would receive for their subsistence only 22 1/2 days' wages and dearness allowance; and we are unable to accept the implication that the Legislature could have intended that a Workman, who is laid-off for a year, would get only 22 1/2 days' basic wages and dearness allowance and while still in the service of the company, would be left to starve for the rest of the year", the Tribunal remarked.

The Tribunal said: "This interpretation leads to an anomalous position, and it is an established canon of interpretation that the courts will not accept a construction ~~of~~ which involves an absurdity unless the language of the Statute is so clear as not to permit of an alternative construction".

The Tribunal rejected the contention of the company that it was entitled to read the Act literally and the Tribunal should either give or withhold permission to the company to retrench the workmen. "We are the authority - under Section 22 of the Industrial Disputes (Appellate Tribunal) Act of 1950 - to whom an application has to be made for permission to retrench", and when such an application is made we must, of necessity, exercise our judgment and ~~discretion~~ discretion and satisfy ourselves that when the company retrenches, it does justice by its employees", the Tribunal said.

"In the matter of this single prolonged lay-off, the employees have suffered, and if the company's interpretation is correct, it has taken advantage of a lacuna in the Act. We do not think that the Legislature contemplated a single lay-off as in this case, of a year's duration", the Tribunal added.

On the merits of the application the Tribunal held that the retrenchment should be regarded as inevitable and granted conditional permission to retrench 137 laid-off workmen of the company.

Each workman was to be paid at the rate of half basic wages and dearness allowance for the whole period from the date of lay-off (1 November 1953) to the date of retrenchment (less the sums already received as lay-off compensation).

The company was also allowed to set off this payment pro tpto against the retrenchment relief given by the Act.

(The Statesman, 20 November 1954).

Employment Exchanges: Working during September 1954.

According to the review of work done by the Directorate-General of Resettlement and Employment for the month of September 1954, the usual seasonal fall in fresh registrations during the month of September, coupled with a small increase in the number of vacancies notified (and in consequence, a small rise in the number of placements), had the overall effect of reducing the total number of persons seeking employment assistance through the exchanges by a little under 9,000 by the end of September. Reports from the regions, however, show that there has been no appreciable improvement in the employment situation in general. The average number of vacancies notified to exchanges by both the public and private sectors has remained more or less static since the turn of the year.

An analysis of placements effected since the beginning of 1954 in respect of special types of applicants brings out that the 124,058 vacancies that were filled during that period, went, by the employer's choice, to various groups in the following numbers and percentages. Scheduled caste applicants (18,803) 15.2 per cent; ex-service-men (10,271) 8.3 per cent; displaced persons (8,321) 6.7 per cent; women (6,598) 5.3 per cent; discharged State Government employees (4,283) 3.5 per cent; discharged Central Government employees (3,522) 2.8 per cent; scheduled tribe applicants (2,164) 1.7 per cent; Anglo Indians (129) 0.1 per cent; and to all others, approximately (69,965) 56.4 per cent. Figures are only approximate, because all the various groups are not mutually exclusive.

Almost all the exchanges continued to report a shortage of competent stenographers and typists, of experienced draughtsmen, overseers, and of trained teachers and compounders. Shortage of qualified and experienced engineers, doctors, nurses and mid-wives was also reported to be fairly widespread.

Surplus of clerical applicants, untrained teachers, unskilled office workers, motor drivers and compounders continued to persist in most of the exchange areas. A number of exchanges also reported a surplus of semi-skilled fitters, turners and electricians.

Registrations and placings.- The following table shows the registrations for employment and placings during September 1954 as compared to August 1954:-

		September 1954	August 1954
Registrations	--	122,312	127,734
Placements	--	14,357	12,062

Registrations recorded a fall of 5,422 as compared to previous month. Employment exchanges in all the States, except Assam, Himachal Pradesh, Uttar Pradesh and Orissa showed a decline. Considerable falls were, however, recorded in West Bengal (2,082), Bihar (1,762), Bombay (1,316), Delhi (1,207) and Andhra (1,152). Employment exchanges in Himachal Pradesh and Uttar Pradesh showed an increase of 2,438 and 768 respectively over the last month.

The increase in placings was comparatively large in the States of Himachal Pradesh (1,425), Bombay (372), Bihar (281), and Delhi (218). Employment exchanges in the States of Andhra showed a fall of 173 as compared to previous month. Of the total number of placements effected 3,868 were with private employers and 10,489 in Central and State Government establishments.

Placings by wage groups.- The table below shows the number of placings by wage groups during September 1954:-

<u>Wage groups</u>		<u>Number placed</u>
101 rupees and above	--	2,110
61 rupees to 100 rupees	--	6,302
30 rupees to 60 rupees	--	5,667
Below 30 rupees	--	278

Vacancies notified and submissions. The number of employers who used the exchanges during the month was 4,395 as against 4,315 during August 1954. The number of vacancies notified by them was 20,481 as against 17,933 during the previous month, i.e. an increase of 2,548. Comparatively large increase in the number of vacancies notified was recorded in the States of Himachal Pradesh (1,462), West Bengal (426), Uttar Pradesh (355) and Madhya Pradesh (296). Employment exchanges in Madras and Delhi, on the other hand, showed a fall of 233 and 225 respectively as compared to the previous month. Of the vacancies notified ~~in 14,929 establishments~~ 14,492 were in Central and State Governments and 5,989 were in private establishments. Of the total increase in the number of vacancies 1,473 were in the Government sector and 1,075 in the private sector.

The number of persons submitted to employers during September 1954, was 77,809 as against 70,373 during the previous month.

Register of unemployed. The number of persons seeking employment assistance through the exchanges on the last day of September 1954, was 590,538 which was 8,822 less than the figure for the previous month. Of those on the live register 3,010 were known to be employed persons who desired further employment assistance.

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

<u>Occupations</u>	No. of live register as on 30 September 1954
Industrial supervisory	5,903
Skilled and semi-skilled	54,354
Clerical	171,480
Educational	19,663
Domestic service	21,053
Unskilled	280,699
Others	37,386
Total	<u>590,538</u>

Employment position of special type of applicants. The employment position in respect of special types of applicants during September 1954 is shown in the table given below:-

<u>Category</u>		<u>Total No1 of regis- trations.</u>	<u>Total No. of place- ments.</u>	<u>Total No. on the live Register.</u>
1. Displaced persons.	-- --	7,383	781	48,097
2. Ex-servicemen.	-- --	6,693	1,167	28,751
3. Scheduled caste applicants.	-- --	15,015	2,455	55,472
4. Scheduled tribe applicants.	-- --	1,979	313	5,519
5. Surplus and discharged Government employees.	-- --	1,776	693	9,713
6. Highly qualified applicants.	-- --	794	98	5,578
7. Women.	-- --	4,545	587	22,672

(Review of the Work done by the Directorate-General of Resettlement and Employment for the Month of September 1954; issued by the Ministry of Labour, Government of India).

'L'

83. Vocational Training.

India - November 1954.

Scheme for a National Certification Board
Recommended: Enquiry Committee's Report.

A scheme for National Trades Certification Board has been suggested by the National Trades Certification Investigation Committee, which was appointed by the Government of India in 1951 under the chairmanship of Mr. M. Ananthasayanam Ayyangar, M.P., Deputy Speaker of the House of People, "to prepare and submit to Government a detailed scheme for the establishment of an All-India Trades Certification Board for conducting examinations and awarding certificates to craftsmen in engineering and building trades on a national basis"*. The textile and leather industry were added within the scope of the Committee's investigation, subsequently.

Existing training facilities.- The Committee has made a survey of existing facilities for the training of craftsmen available in a number of technical and industrial schools in the country. Some of these schools are financed by State Governments while others are run by quasi-Government bodies and private individuals with or without government aid. In addition to these technical and industrial schools, training facilities are available in Central Government Training Centres and in industrial undertakings.

As regards training in technical and industrial schools, the information collected by the Committee on the basis of a survey and questionnaire is set out in the following table:-

* Directorate General of Resettlement and Employment: Report of the National Trades Certification Investigation Committee, 1952: Government of India, Ministry of Labour. Published by the Manager of Publications, Delhi, 1954. Price Rs.4/8 or 7sh. pp. 208.

*States	Total No. of institutions for training in Engineering, Building construction, Textile and Leather industries.	No. of institutions according to industry				Intake	Outturn
		Engi- neer- ing	Build- ing	Tex- tile	Leather.		
1. Assam	-- 26	4	1	22	-	200	59
2. Bhopal	-- 1	1	1	1	1	335	59
3. Bihar	-- 32	3	-	28	5	2,278	82
4. Bombay	-- 60	40	2	16	2	2,218	1,287
5. Himachal Pradesh.	2	-	-	2	-	-	-
6. Hyderabad	-- 16	16	1	13	3	639	38
7. Kutch	-- 1	-	1	-	-	61	45
8. Madhya Pradesh	-- 11	10	-	2	2	-	129
9. Madras	-- 52	11	32	15	2	475	338
10. Mysore	-- 9	8	-	4	1	227	112
11. Orissa	-- 16	11	-	11	3	-	-
12. PEPSU	-- 1	1	-	-	-	120	72
13. Punjab	-- 20	9	-	10	3	606	129
14. Uttar Pradesh	-- 39	9	-	23	7	964	442
15. West Bengal	-- 66	13	-	47	6	1,500	1,300
16. Vindhya Pradesh	-- 1	1	-	1	-	10	8
Total	-- 353	137	38	195	35	7,528	4,050

* States whose replies were received subsequent to the compilation of the Report have not been included.

It should be noted that the above survey is not comprehensive in view of the fact that in the case of some States no information was available, while in the case of some others complete information was not available. The States of Ajmer, Bilaspur, Manipur, Coorg and Tripura have no facilities for training of their own. These figures are exclusive of persons who pass through training provided by industry.

Of the 353 institutions, 137 give training in engineering trades, 38 in building and construction trades, 195 in textile and 35 in leather trades.

Training in High Schools.- In addition to technical and industrial schools, crafts are also taught in a few States as part of the curricula in high schools. The standard of such training generally is not high enough to enable a boy or a girl to enter into an occupation or a trade without further training.

Training in Central Government training Centres.— Like technical and industrial schools, these Centres also prepare their trainees for employment as skilled workers in engineering and building industries. They, however, differ from technical and industrial schools in one important respect: while the schools cater for young boys, Central Government Training Centres are intended for adults only. Two types of training are provided at these Centres, namely, technical and vocational. The technical courses cover all the important engineering and building trades and their duration extends over one to two years. The total number of centres providing such courses is 54, of which 52 are under the administrative control of the Director General of Resettlement and Employment, Ministry of Labour, and the rest under the administrative control of the Ministry of Rehabilitation. The total number of seats provided in engineering and building trades at the Ministry of Labour Training Centres is 9,517 and those at the Ministry of Rehabilitation Training Centres approximately 600. The annual output of skilled tradesmen from these Centres is estimated at about 5,000.

Apprenticeship training in industrial undertakings.— Facilities for apprenticeship training are provided by a number of industrial undertakings, railways, ordnance factories and dockyards. Candidates are required to have studied up to a standard which varies from upper primary to matriculation according to the nature of the trade. Selection is made by the undertakings themselves and preference is generally given to relatives of employees. The duration of training extends over two to five years and apprentices are paid a small stipend on a graduated scale during this period. While the standard of training in some of the undertakings is of a higher order, in others, however, the training is neither very systematic nor well organised. In many cases, adequate supervision is not exercised over conduct of training. Facilities for theoretical instructions are generally lacking. A survey carried out in 1944, revealed that there were approximately 20,400 apprentices undergoing training in the engineering, minerals and metal industries, railways, ordnance factories and dockyards. In addition, there were approximately 9,600 apprentices under training in the engineering departments of other industrial concerns. The total number of apprentices undergoing training in engineering trades in 1944 was thus 30,000. These figures, which relate to a period of wartime activity and before the partition of the country, are now somewhat out of date, but up-to-date figures are not available. On a very rough estimate, the number of apprentices undergoing training today

in engineering and building trades may, however, be put down at 25,000 and the annual out-turn at approximately 5,000.

Central Board to be set up.- The Committee emphasises the need for setting up a Central Board for Co-ordination. It recommends that such a Central Board, to be named "National Trades Certification Board" be established to conduct examinations and award ~~xx~~ certificates to craftsmen on a national basis in engineering, building, textile, leather and such other trades as may be included within the scope of the Board. The Board should be composed of representatives of Ministries of the Central Government, State Governments, Employers' and Workers' Organisations, professional and learned bodies, and the All-India Council for Technical Education. It will have an autonomous status and should be established by an Act of Parliament. Pending the adoption of necessary legislation, it should be set up under a resolution of the Government of India.

Functions.- The main functions of the Board will be the following:-

- (i) to establish National Trades Certificates in each of the trades approved by it for the purpose;
- (ii) to prescribe syllabi for courses of training in engineering, building, textile, leather and such other trades which may under the authority of Government be brought within the scope of the ~~Board~~ Board;
- (iii) to determine or approve the standard required for a pass in the examinations leading to award of such certificates;
- (iv) to arrange for or to approve examination papers, moderate the papers and, if necessary, to adjust marks;
- (v) to make arrangements for the conduct of examinations where local examining bodies are not in existence;
- (vi) to prescribe remuneration to be paid to paper-setters, examiners, etc.;
- (vii) to issue either independently or in conjunction with other examining bodies National Trades Certificates;
- (viii) where recognised examining bodies are in operation, to affiliate such bodies with a view to bringing them within the scheme of award of National Certificates;

(ix) where no recognised examining bodies exist in a State and where such a body is considered necessary, to establish such bodies on a State or regional basis;

(x) to appoint Inspectors to make ad hoc or periodical inspections of training institutions in the country to ensure that the standards prescribed by the Board are being followed;

(xi) to advise the Central and the State Governments regarding the need for setting up of additional training institutions and to render assistance in the setting up of such institutions;

(xii) to recognise training institutions run by Government or private bodies for purposes of participation in the examinations conducted by the Board;

(xiii) to advise the Central and the State Governments in the matter of grants-in-aid to the various training institutions conducting training in trades approved by the Board;

(xiv) to prescribe qualifications for craft teachers;

(xv) to co-opt, if necessary, any person or persons to advise the Board in connection with its work; and

(xvi) generally to control the conditions under which National Trades Certificates should be awarded.

The Committee recommends that the existing examining bodies together with training institutions under them should be affiliated to the Board.

Finance. As for finances for the Board, the Committee suggests that in addition to examination fees, the Board should receive grants-in-aid from both the Central as well as from the State Governments. The Development Councils proposed under the Industries (Development and Regulation) Act, 1951, may be asked to make contributions towards the expenses of the Board.

It further recommends that preference in employment to ~~holders of the~~ holders of the National Certificates should be accorded by Government Departments. Starting with protected and/or subsidised industries, Government ~~and~~ should gradually make it obligatory on industry as a whole to give preference to certificate holders.

The Committee further states that expansion of training facilities is an important need for the country. Government should take steps to provide more facilities. It should be obligatory on industrial establishments to set up training programmes. Grants-in-aid should be given to private institutions and selected crafts should be included as compulsory subjects in high school curricula.

Labour Ministry's Training Schemes: Progress during September 1954.

According to the review of work done by the Directorate-General of Resettlement and Employment for the month of September 1954, the number of trainees on the rolls of various training institutes and centres on 30 September 1954, was 6,098. There were 4,325 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 September 1954 was 2,302; of them 1,894 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- Eight hundred and thirtynine displaced persons were undergoing training as apprentices in industrial undertakings and establishments in West Bengal and Uttar Pradesh against 900 seats sanctioned. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- Four hundred and ninetyfive women were undergoing training at the end of the month under report at the three women's training institutes in New Delhi, Dehra Dun and Madras. In addition, 18 women at industrial training institutes, Kakinada, 61 at industrial training institute, Almora and 31 at industrial training institute, Lucknow were undergoing training alongside men.

Training of supervisors and instructors.- In the 13th regular session 108 instructors and supervisors were receiving training at the end of the month under report.

(Review of the work done by the Directorate-General of Resettlement and Employment during the month of September 1954; issued by the Ministry of Labour, Government of India).

Development of Technical Education:
All-India Board's Recommendations .

The ninth annual session of the All-India Council of Technical Education, meeting at New Delhi, on 29 October 1954, under the Chairmanship of Mr. Abul Kalam Azad, Union Education Minister, made a number of recommendations for the development of technical education facilities. The session was attended by members representing the Government of India, State Governments, Parliament, Commerce and Industry, labour, educational, professional and technical bodies and institutions. The principal work of the current meeting of the Council, which was set up by the Government of India in 1946, is to review the progress made in the field of technical education and lay down policies for continuing the work during the second Five-Year Plan period.

Need for speed-up: Education Minister's address.- Mr. Azad addressing the meeting said the work done by the Council during the brief space of a year and ten months had brought to the forefront the various problems of technical education. "We are, therefore, in a position", he added, "to indicate the general lines of development for the five-year period 1956-61. Although final decisions have not been taken yet, the general expectation is that the second Five-Year Plan will be an 'industrial plan'. It is important, therefore, that we should plan ahead and be ready to meet its demands. Since it takes three to four years to train technical personnel, it is necessary to decide immediately what steps to take to speed up our machinery of training to cope with the possible requirements for the next five years".

The Minister said the time had come when the setting up of more higher technological institutions should be seriously considered. "The site for the western institute", he said, "has already been acquired and the Government of Bombay has expressed its eagerness to go ahead with the project. The Central Government, therefore, propose to start the preliminary work so that the second institute may come into being with the commencement of the second Five-Year Plan."

Calling for greater activity, both in intensity and scope, in the field of co-operative projects with industry, Mr. Azad said: "Apprenticeship training schemes at all levels have not yet received the attention they deserve. In this, the active interest and co-operation of industry are the forerunners of any successful schemes. The Government has already accepted the recommendations of the Secondary Education Commission to

108

provide diversified courses at the secondary level. Such courses can be useful only if opportunities are available to young school-leavers to go into industry as learner-workers or apprentices having at the same time facilities for part-time instruction in technical schools. Such schools could be set up by industry. Provision should ~~be~~ also be ~~made~~ made in existing engineering colleges, which are at present doing mostly full-time work".

What had been done in the sphere of graduate apprenticeship training, in spite of the fairly good response from industry, was not enough. "I take this opportunity of making a special appeal to the representatives of industry and commerce on the Council and industrialists outside to participate fully in the apprenticeship schemes, which must be worked out and put into effect".

Referring to the tendencies particularly among Government departments, to set up their own training centres for staff members, he said the Council should devise measures to see that the special needs of the various organisations were adequately fulfilled by the existing institutions. "If this requires the provisions of special courses, expert staff or additional equipment, we should be prepared for such a step. I am sure that such arrangements would ~~have~~ prove beneficial both to the organisations and the institutions concerned", he said.

As a result of the work of the committees of the Council, there would be in the country, before the close of the first Five-Year Plan period, a number of post-graduate courses in engineering and technology as also arrangements for advanced work and research.

"We shall also have a net work of facilities in management studies, a subject which has assumed great importance during recent ~~years~~ times. An administrative staff college and a national institute of management will also have been set up through the effort of industry and commerce. At least three of the regional schools of printing technology will be functioning if not more. Provision of architectural studies will have been expanded considerably and a central school of town and regional planning will have been established on firm foundation", he said.

The Indian Institute of Technology at Kharagpur, established on the recommendations of the Council, had made remarkable progress and had 1,090 students on the rolls, he said.

Decisions: Apprenticeship and technical education.— The Council recommended for inclusion in the second Five-Year Plan integrated schemes of apprenticeship training and technical education in the age groups of 14 to 17 for artisans and craftsmen and 16 to 21 for supervisory personnel. Part-time technical educational facilities for adult workers, sandwich courses for technical education and training, establishment of the Western Higher Technical Institute, and provision of various facilities for the training of technical teachers were among others specially recommended for inclusion in the Plan.

The Council appointed a seven-man committee, with Dr. S.S. Bhatnagar as chairman and Mr. G.K. Chandiramani as secretary, to formulate detailed proposals for the development of technical education under the second Five-Year Plan.

The Council on the recommendations of its Southern and the Northern Regional Committees, recommended grants amounting to 11.5 million rupees non-recurring and 665,000 rupees recurring for the development of technical institutions at under-graduate level in the regions under the first Five-Year Plan. Interest-free loans amounting to 20 million rupees were also recommended for construction of hostels.

A scheme for organising facilities in management studies in the various parts of the country was also approved and a recurring grant of 300,000 rupees was recommended for the institutions for the purpose.

Post-graduate studies.— As an integral part of the plan for expansion of facilities for post-graduate education and research technology, the Council approved the institution of post-graduate courses in highway engineering, dam construction, irrigation engineering and hydraulics, structural engineering, including concrete technology, and advanced electrical engineering in some of the selected engineering institutions in the country and recommended a grant of 1.8 million rupees for the purpose.

The Council also stressed the need for providing opportunities for engineers and research officers for further advancement of their knowledge and recommended that refresher courses should be organised in the existing institutions or in the various departments of the Government if adequate facilities for the purpose can be made available.

The Council discussed the question of practical training of graduates and diploma holders and appointed a committee to advise the Government on the manner in which the scheme of practical training should be executed with particular

reference to the provision of residential facilities for trainees, allocation of stipends to the institutions and method of selection.

The Council, also stressed the need for securing the co-operation of industry so that adequate facilities for the training of the larger number of technical ~~students~~ students passing out of the institutions every year could be provided.

State's needs.- The needs of certain States, which are deficient in respect of facilities for technical education, were considered and the Council decided to pay special attention to this provision under the second Five-Year Plan and to develop necessary educational facilities in such States on the required scale.

The Council recommended that in the interest of co-ordinated development of technical education in the country, the universities and other institutions should consult the University Grants Commission and, or appropriate bodies of the Council on the question of starting new technological facilities ~~for~~ or courses.

(The Hindustan Times, 31 October, 1954).

'L'

94. Application.

India - November 1954.

Employees' State Insurance Scheme: Proposal to
Extend Benefits to Families of Workers.

It is understood that benefits of the Employees' State Insurance are likely to be extended shortly to the families of insured workers under a scheme now being examined by the Employees' State Insurance Corporation.

The matter was under "urgent" consideration of the Corporation and the State Governments concerned were awaiting the decision to make up their own minds.

The Bombay Government has postponed introduction of the health insurance scheme in Ahmedabad which was scheduled to be inaugurated on 28 January. Ahmedabad, the second biggest industrial centre in the State, has 150,000 industrial workers, who would come within the scope of the scheme.

The Ahmedabad Textile Labour Association passed a resolution recently ~~expressing~~ opposing the introduction of the health insurance scheme unless it was extended to the families of the insured workers.

The Government of Bombay, it is learnt, is "entirely sympathetic" with the view expressed by the Labour Association.

The official attitude seems to be favouring the inclusion of the families of the insured workers in the benefits of the scheme "consistent with the ability of the State Government to bear the additional financial burden".

It was also indicated that even if the scheme was extended to the families of workers it would be restricted to out-door treatment. Indoor treatment, besides being costly, would be impossible for some time to come in view of shortage of beds in hospitals.

To overcome this shortage the State Government and the Corporation have decided to build annexes to existing hospitals or finance private hospitals to provide additional beds to establish workers' wards.

112

It was further pointed out that the workers' contribution to the insurance scheme might not be affected in spite of the fact^{that} the Corporation could not afford to bring the workers' families in the scope of the scheme with the 11 rupees available per worker per annum. But the Corporation is likely to suggest increasing of the State Government's share of expenses of medical benefits from one-fourth to half.

(The Times of India, 17 November, 1954).

Uttar Pradesh: Working of the Workmen's Compensation Act, 1923, during 1952*.

According to the annual report on the working of the Workmen's Compensation Act, 1923, in Uttar Pradesh for 1952, based on information received from the district magistrates, who are the Commissioners under the Act, the total number of accidents in registered factories in the year under report was 6,879 as compared to 5,999 in 1951. These figures include cases relating to railways, posts and telegraphs and Central Public Works Department. This shows an increase of 880 accidents over the preceding year, while during the same period, the number of registered factories increased from 1,179 to 1,264 and the average daily number of workers employed therein from 202,514 to 206,832. The following table shows the number of factories submitting returns under the Factories Act, 1948, average daily number of workers employed therein, number of accidents and the incidence of accidents per 100 workers during the last decade. The statistics of accidents are collected under Factories Act, 1948, and statistics of compensation under the Workmen's Compensation Act, and hence quite a large number of accidents that might have occurred in the categories of employments given in Schedule II of the Workmen's Compensation Act which are not covered under the Factories Act are not included in the table as information in respect of such employment is not available:-

* Annual Report on the Working of the Workmen's Compensation Act, 1923, Uttar Pradesh, for the Year 1952. Superintendent, Printing and Stationery, Allahabad, 1954. Price Annas 11; pages 21.

Year	No. of factories submitting returns.	Average daily No. of workers employed.	No. of accidents.	Incidence of accidents per 100 workers.
1943	-- 856	254,839	4,709	1.85
1944	-- 843	278,288	5,348	1.92
1945	-- 969	276,468	5,519	1.99
1946	-- 971	257,140	4,595	1.78
1947	-- 967	240,396	5,395	2.24
1948	-- 1,040	242,083	6,326	2.61
1949	-- 1,178	233,837	6,782	2.90
1950	-- 1,253	232,695	7,113	3.06
1951	-- 1,179	202,514	5,999	2.95
1952	-- 1,264	206,832	6,879	3.33

Note:- From 1951 onwards statistics of Defence installations are not included.

Cases disposed of by the Commissioners. The year opened with 97 (90)* cases of Workmen's Compensation, including 85(33) cases of award of compensation under section 10 and 62(57) cases of deposits under section 8 of the Act. One hundred and twenty six (158) fresh applications were filed, 71(54) were received from other Commissioners for disposal, thus making a total of 294(302) cases to be disposed of by the Commissioners. Of these 218(193) were disposed of and 7(12) were transferred to other Commissioners for disposal leaving a balance of 69(97) cases to be disposed of.

As regards award of compensation there were 35 cases (33) pending at the commencement of the year. Of these 15(13) related to fatal accidents, 19(19) to permanent disablement and one (1) to temporary disablement. Fifty-four(67) fresh cases were instituted during the year, 20(29) relating to fatal, 31(38) to permanent disablement, 3(nil) to temporary disablement, thus making a total of 89 (102) cases to be disposed of during the year under review. Of these, 62(60) cases of awards including 24(31) relating to fatal, 37(38) relating to permanent disablement and one (nil) relating to temporary disablement were disposed of leaving a balance of 27(35) cases at the close of the year. Of these cases 14(11) cases were disposed of without notice to the other party and 48(58) cases after notice to the other party of which 20(15) cases were not contested. Out of 14(11) cases disposed of without notice to the other party,

* Figures in brackets relate to the preceding year.

114

10(3) cases were withdrawn, 2(5) were dismissed for non-appearance and 2(1) were summarily dismissed under rule 21. Out of 20(18) uncontested cases, 19(15) were admitted by opposite party and in one(nil) case an award was made ex-parte. Of 28(43) cases contested compensation was allowed in 10(20) cases, in part in 2(3) cases and the remaining 16(18) were dismissed.

As regards deposits under section 8 of the Act, at the commencement of the year, 62(57) cases were pending, 72(91) were filed and 71(52) were received from other Commissioners for disposal. Out of 205(200) cases of deposits, 156(124) were disposed of and 7(10) were transferred to other Commissioners for disposal, thus leaving a balance of 42(66) cases pending at the end of the year. Out of 156(124) cases disposed of, disbursement to workmen or their dependents was made in 152(122) cases, and in 4(2) cases the amount of compensation was refunded to the employers for want of genuine claimants.

Registration of agreements. In all 38 memoranda of agreements including 37 relating to permanent disablement and one for temporary disablement were pending at the commencement of the year as against 14 relating to permanent disablement for the preceding year. One hundred and thirty-six (144) memoranda of agreements for permanent disablement and 4(6) for temporary disablement were received during the year, thus making a total of 178(164) for disposal. Of these 149(121) agreements for permanent disablement and 4(5) for temporary disablement were registered as filed. The number of agreements registered after modification was one(nil). One (nil) case relating to permanent disablement was not registered on account of inadequacy and 4(nil) and one(nil) relating to permanent and temporary disablement respectively were not registered on account of other causes. On the whole 160(126) memoranda were disposed of leaving a balance of 18(37) relating to permanent disablement and nil (1) to temporary disablement at the end of the year.

The total number of cases in respect of which compensation was paid through Commissioners during the year under report was 184 as against 162 in last year. Out of the total number of 218(193) cases disposed of by the Commissioners, 20(24) were dismissed, 10(5) were withdrawn and in 4(2) cases of compensation was refunded to the employers. All these cases related to adult male workers. In 122(102) cases injuries resulted in death, in 47(46) in permanent disablement and in 15(14) temporary disablement.

715

Amount of compensation paid.- During the year under review 207,743 rupees 9 annas (184,293 rupees 6 annas and 11 pies), 39,132 rupees 5 annas and 2 pies (34,135 rupees ~~12 annas~~ 4 annas) and ~~3,636~~ 3,636 rupees 9 annas (4,026 rupees 12 annas and 9 pies) were paid as compensation in 122(102) fatal cases, 47(46) permanent disablement and 15(15) temporary disablement cases respectively after reference to workmen's compensation commissioners. Of 122 cases resulting in death, 41 related to factories, 48 to mines, 2 to docks and ports, 10 to building and construction, 3 to municipalities and local bodies, one to motor transport, one to electricity works and 16 to miscellaneous. Of 47 cases of permanent disablement, 20 related to factories, 19 to mines, one to municipalities and local bodies, and 7 to miscellaneous establishments. Similarly of 15 cases of temporary disablement, 5 related to factories, 8 to mines and 2 to motor transport. The average amount of compensation paid per case was 1,702 rupees 13 annas and 1 pie (1,806 rupees 12 annas and 8 pies) in fatal cases, 832 rupees 9 annas and 8 pies (742 rupees 1 annas and 2 pies) in cases of permanent disablement and 242 rupees 7 annas (287 rupees 10 annas) in cases of temporary disablement.

In addition to 184(162) cases disposed of by workmen's compensation commissioners in which compensation was paid, 1,238(1,812) cases consisting of 172(194) cases of permanent disablement and 1,066(1,618) cases of temporary disablement were settled directly by employers without reference to workmen's compensation commissioners in which compensation amounting to 94,361 rupees 14 annas and 7 pies (110,433 rupees 10 annas and 9 pies) and 23,140 rupees 6 annas and 3 pies (29,641 rupees 1 anna and 6 pies) respectively was paid. Out of 1,066 cases of temporary disablement and 172 cases of permanent disablement, 1,043 and 166 related to factories, 3 and nil related to tramways, 1 and nil to building and construction, 3 and 1 to electricity works, one and nil to motor transport and 15 and 6 to miscellaneous establishments, respectively. The average amount of compensation paid per case was 548 rupees 9 annas and 10 pies (569 rupees 3 annas and 11 pies) in cases of permanent disablement and 21 rupees 11 annas and 4 pies (18 rupees 5 annas and 1 pie) in cases of temporary disablement.

The following table shows the average amount of compensation paid in various types of cases of disablement and death settled after reference to workmen's compensation commissioners, and directly by employers:-

Type of cases.	Cases in which compensation was paid directly by employers.						Cases in which compensation was paid after reference to the workmen's compensation commissioners.							
	No. of cases.		Amount of compensation paid.		Amount per case.		No. of cases.		Amount of compensation paid.		Amount per case.			
	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.		
Death	--	-	-	-	-	-	-	122	207743	9	0	1702	13	1
								(102)	(184293	6	11)	(1806	12	8)
Permanent disablement.	172	94361	14	7	548	9	10	47	39132	5	2	832	9	0
	(194)	(110433	10	9)	(569	3	11)	(46)	(34,135	4	0)	(742	1	2)
Temporary disablement.	1065	23140	6	3	21	11	4	15	2636	9	0	242	7	0
	(1618)	(29641	1	6)	(18	5	1)	(14)	(4026	12	9)	(287	10	0)

Occupational diseases.— No case of workers ~~contracting~~ contracting occupational diseases was reported during the year under report.

Appeals.— At the commencement of the year under review 11 appeals were pending before the High Court at Allahabad, and the number of new appeals filed including two which were filed before the Lucknow Bench of the Court was four. Of these 15 appeals only four were disposed of, leaving a balance of 11 cases pending at the close of the year 1952. Out of these four cases, three were dismissed and one appeal was allowed.

117

RECORD OF PRINCIPAL DECISIONS ON LABOUR AND
ALLIED SUBJECTS.

INDIA - NOVEMBER 1954.

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

Small Scale Industries Board.

"In pursuance of Resolution No.53-Cot.Ind(A)(12)/54 dated the 7th June 1954, the Government of India hereby establishes the Small Scale Industries Board with Shri Jang Bir Singh, Development Commissioner for Small Scale Industries as ex-officio Chairman of the Board and the following persons as members thereof:

1. Shri Tarlok Singh, I.C.S. Joint Secretary, Planning Commission.
2. Shri ~~H.M. Na~~ H.O. Gupta, I.C.S., Joint Secretary, Ministry of Irrigation and Power.
3. Shri P.M. Nayak, I.C.S., Deputy Secretary, Ministry of Production.
4. Shrimati P. Johari, Deputy Secretary, Ministry of Commerce and Industry.
5. Shri B.S. Bhatnagar, Deputy Secretary, Ministry of Finance (I & C Division).
6. Shri Krishan Chand, Deputy Secretary, Community Projects Administration (Planning Commission).
7. Shri E.U. Damodaran, Director General, Resettlement and Employment (Ministry of Labour).
8. Shri R.V. Ramiah, Head of the Engineering Division of the Indian Agricultural Research Institute (Ministry of Food and Agriculture).
9. Shri J.D. Shukla, Deputy Director General of Supplies and Disposals (Ministry of Works, Housing and Supply).
10. Shri P.P.I. Vaidyanathan, Bar-at-Law, I.C.S., Director of Industries and Commerce, Andhra.
11. Shri P.C. Mathew, I.C.S., Secretary, Department of Industries, Labour and Co-operation, Madras.
12. Shri M.M. Basu, I.C.S., Secretary, Cottage and Small Scale Industries Department, West Bengal.
13. Dr. Ajit Mazumdar, I.A.S., Additional Director, of Industries, Bihar.
14. Shri B. Beerappa, I.A.S., Director of Rural Industrialisation and Cottage Industries, Bangalore.
15. Shri H.D. ~~Mukherjee~~ Shourie, I.A.S., Director of Industries, Punjab, Chandigarh.
16. Shri Sripat, I.A.S., Director of Cottage Industries, Uttar Pradesh.
17. Shri D.G. Mulherkar, Director of Industries, Bombay.
18. Shri N. Swamy, Director of Industries, Madhya Bharat, Indore.
19. Shri K.K. Vidyasagar, I.A.S., Director of Commerce and Industry, Hyderabad, Deccan.
20. The Regional Director, Institute of Technology for Small Scale Industries, Madurai.

- 21. The Regional Director, Institute of Technology for Small Scale Industries, Calcutta.
- 22. The Regional Director, Institute of Technology for Small Scale Industries, Bombay/Poona.
- 23. The Regional Director, Institute of Technology for Small Scale Industries, Faridabad.
- 24. ~~Mr. Raj~~ Shri L.N. Renu, Development Officer, Office of the Development Commissioner for Small Scale Industries, New Delhi - Ex-officio Secretary.

2. The Headquarters of the Board shall be in New Delhi.

3. The functions of the Board are to co-ordinate the activities of the organisations mentioned below, and also to frame and implement programmes generally for the development of small scale industries in India:-

- (A) Four Regional Institutes of Technology for Small Scale Industries, which would act as Service Agencies and would assist small industries in improving their technique of production and management; in obtaining credit and finance; in securing proper raw materials; in marketing their goods to the best possible advantage; and in promoting patterns of development calculated to make small industries ancillary to large-scale industries by bringing about co-ordination of production programmes.
- (ii) A Marketing Service Corporation which would later integrate its activities with those of the Institutes.
- (iii) A Small Industries Corporation to organise production for meeting Government orders.

4. It is proposed to expand the Board in due course to include representatives of both large-scale and small-scale industries and other interests concerned.

'L'

* Resolution No. 53-Cot. Ind. (A) (12)/54, dated 2 November 1954. The Gazette of India, Part I - Section 1, 6 November 1954, pp. 270-271.

BIBLIOGRAPHY.

INDIA - NOVEMBER 1954.

Chapter 2. International and National Organisations.

- *(a) Working of the Indian Trade Unions Act 1926 during 1950-51. Labour Bureau, Ministry of Labour, Government of India. Manager of Publications, Civil Lines, Delhi. Price Rs.6/14/-, pp.63. (3 copies sent to Geneva vide this Office Minute No.D.1/1539/54 dated 6 November 1954).
- *(b) Report of the Millowners' Association, Bombay. Report for the year 1953. Presented to the annual General Meeting held on Monday 12 April 1954. Printed at the Commercial Printing Press, Bombay, pp. 437.

Chapter 3. Economic Questions.

- *(a) Annual administrative Report on the Industrial Housing Scheme for the year 1952-53. Printed at the Central Government Press, Bombay. Price Annas 2. pp.9.
- (b) Planning for full employment. All India Khadi and Village Industries Association, Ministry of Commerce and Industry, pp.135.

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

- *(a) Madras Port Trust Administration Report for year 1953-54. pp.50. (One copy sent to Geneva under this Office Minute No.A.8/1654/54 dated 27 November 1954).
- *(b) Annual Report on the Working of Co-operative Societies in Bihar for the Year 1951-52. Printed by the Government Press, Patna, Bihar. Price Rs.6/-, pp.190.

Chapter 6. General Rights of Workers.

- * Department of Industries, Labour and Co-operation. G.O.No.1174, 3rd May 1954. Acts - Industrial Disputes Act 1947 - Annual Report on Working of the Act for the year 1953 - Recorded. pp.27.

Chapter 8. Manpower Problems.

- * Report of the National Trades Certification Investigation Committee 1952. Ministry of Labour, Published by the Manager of Publications, Delhi. 1954. Price Rs.4/8/-, pp.208.

* Publications received in this Office.