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INTERNATIONAL LABOUR OFFICE  
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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MARCH 1954.

11. Political Situation and Administrative Action.

General Elections in Patiala and East Punjab States Union and Travancore-Cochin: New Cabinets take over.

Fresh general elections to the State legislatures were held in February 1954 in two States of India, Patiala and East Punjab States Union and Travancore-Cochin. The Congress won an absolute majority in P.E.P.S.U. and has formed the Government. No party could win an absolute majority in Travancore-Cochin and the Praja Socialist Party has formed the Ministry. The results of the elections and the names and portfolios of Ministers are given below.

PEPSU.-

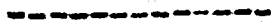
	<u>Party Position</u>	<u>Seats</u>
Congress	---	37
Right Wing Akalis	--	10
Left Wing Akalis	---	2
Communists	---	4
Independents	----	7
	Total	<u>60</u>

<u>Name</u>	<u>Ministry</u>	<u>Portfolios</u>
Col. Raghbir Singh		Chief Minister, General Administration, Political, Planning and Development, Information, Police, Jails, Justice, Press, Law and Legislation, P.W.D., Agriculture, Forests and Co-operatives, Punjab Backward Classes and Transport.
Mr. Brish Bhan		Finance, Revenue, Rehabilitation, Education, Archives, Health and Local Self-Government. Department of Labour, Sales Tax and Excise, Survey and Settlement.

TRAVANCORE-COCHIN.-

	<u>Party Position</u>	<u>Seats</u>
Congress	-----	45
Praja Socialist Party--		19
Communists	-----	23
Revolutionary Socialist Party	-----	9
Travancore Tamilnad Congress.		12
Independents	-----	9
	Total	<u>117</u>

<u>Name</u>	<u>Ministry</u>	<u>Portfolios</u>
Mr. Pattom A. Thanu Pillai		Chief Minister: General Administration, integration problems, planning, law and order, administration of civil and criminal justice, information and publicity, education, food and civil supplies, controls, legislation and Legislative Assembly, elections places of public worship and cemeteries, <u>devaswoms</u> and charitable endowments, and all subjects not expressly mentioned herein.
Mr. P. S. Nataraja Pillai		Minister for Finance, land revenue, finance, agriculture, animal husbandry including veterinary and fisheries, industries and commerce, geology and mining, forests, excise, resettlement.
Mr. A. Atchuthan		Minister for Works and Transport, public works, State transport, private transport, Transport Authority, Motor Vehicles Act, Vehicles Tax Act, Hackney Carriage Act, electricity, communications, ports and railways.
Mr. P. K. Kunju		Minister for Local Self-Government, Public Health and Medicines, medicine and public health, municipalities, rural uplift including <u>panchayats</u> , harijan uplift and protection of backward communities, registration, labour, co-operation, housing, and Beggar Relief.



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Congress Party Discusses Labour Policy Issue:  
Grave Concern Expressed over Rationalisation.

The Government's policy in regard to labour and industry, particularly questions relating to rationalisation was discussed at an in camera meeting of the Congress Parliamentary Party on 26, 29 and 30 March 1954, on a requisition signed by 35 members.

Background.— The question of rationalisation is said to have come up before the Union Cabinet for consideration recently in connection with an application from some Ahmedabad textile mills for introduction of automatic looms. After considerable discussion, the question, it is understood, has now been referred to the Planning Commission which is expected to ~~the~~ call shortly a bi-partite conference of employers and employees to discuss the general principles of rationalisation, with particular reference to the textile industry.

Congress members interested in labour problems have for some time now been expressing in the party standing committee meetings their discontent with the Government policy and the delay in bringing forward the labour legislation promised by the Labour Minister in 1953. They are also understood to be not satisfied with the delay so far in referring to adjudication the labour dispute that has arisen in insurance companies, specially after the failure of the Government's attempts at conciliation.

Even outside the House, the Indian National Trade Union Congress Working Committee, which met in Delhi earlier this month, had expressed concern at what it called the propaganda by organised commerce and industry to make it appear that the present labour legislation was acting as disincentive to capital to expand and provide increasing employment opportunities.

Though the tripartite labour conference has approved the principles of the proposed new labour laws, the Bill, it is understood, has been held up pending consultations between various Central Ministries.

Congress members at their standing committee meeting in December 1953, are understood to have expressed the view that either the new labour Bill should be introduced in the current session of Parliament, or if the Government is unable to do so, the idea of comprehensive labour legislation should be dropped and essential amendments to the Industrial Disputes Act should be immediately undertaken.

As regards rationalisation the Finance Minister said in the House of the People on 22 March 1954 that while rationalisation should be gradual and discriminative and while every attempt should be made to "alleviate" labour which might be affected temporarily, it could not be realised. He had also expressed some tentative view on the likely effects of labour legislation on retrenchment and reluctance of industry to expand.

Against this background, the question of ~~industry~~ ~~expanded~~ rationalisation in the textile industry has now cropped up, on the application of a few mills for installing automatic looms. It is felt that if such rationalisation should take place over the entire textile industry nearly 50 per cent of the two hundred thousand workers employed on looms would be ~~taken~~ out of employment.

On the other side it is felt that without rationalisation, Indian textiles cannot compete in world market.

This is being countered by labour representatives who point out that actually between 1939 and 1951, while the number of mills, spindles and looms have all increased, the labour force has actually decreased. Thus, whereas in 1939 there were 389 mills with 10 million spindles and 200,000 looms, employing 441,949 persons in 1952, according to the Textile Working Party, there were 445 mills, 11,200,000 spindles and 201,000 looms but only 425,032 workers in 1951. Also, according to the Government Labour Bureau, analysis, though the earnings of workers in general had gone up in this period, the real wages still lag behind prices since the pre-war period.

The Congress labour group in the party seems to feel that any introduction of rationalisation under these conditions would only create a difficult situation amongst organised labour, which would not be conducive to industrial peace.

Discussions.- Mr. R. Venkatraman, (I.N.T.U.C., and now President of Tamil Nad Congress) who initiated the discussion on 26 March 1954, is understood to have said that the delay in the introduction of the Labour Relations Bill had caused disappointment to labour. There were a number of matters in respect of which the present Industrial Disputes Act should be amended and this was being held up on account of the Labour Relations Bill. These included extension of the scope of the Act, definition of industrial disputes and incorporation of provisions relating to retrenchment and rationalisation included in the Labour Relations Bill as reported by the Select Committee of the last Parliament.

Mr. Venkatraman is also reported to have criticised the delay in reference of disputes for adjudication as had happened in the case of insurance employees and Central Bank of India employees, and said that it was not the Government's business to decide on the reasonableness or otherwise of workers' demands but it was the concern of the courts.

He also criticised that the Government's action in appealing against the bank award in respect of rural banks. While the Government preached to parties that they should accept the decisions of courts unless the decisions were perverse, they had not set a good example in preferring an appeal as intervenor, more so when there had been no public agitation. The appeal itself had been dismissed straightway by the appellate tribunal.



Opposing the proposed rationalisation in the textile industry, Mr. Venkatraman is reported to have pointed out that even I.L.O. had accepted that rationalisation should not take place unless persons displaced as a result of rationalisation were absorbed either in the expansion of the same plant or in some other industry. If this was the principle in Western countries where there was full employment, it should be more so in countries like India with large unemployment.

He is also reported to have criticised, in this connection, the Finance Minister's statement, in his reply to the Budget debate wherein he had said that the country must reconcile itself to a certain amount of hardship for individuals for the benefit of the country as a whole.

The rationalisation in the textile industry, Mr. Venkatraman is reported to have stressed, would throw out 50 per cent of the loom workers.

Mr. Chandulal Parikh, Ahmedabad industrialist, is also reported to have opposed rationalisation. He said that not more than 20 mills in the country could afford the heavy cost of automatic looms and hence the cost of production of cloth as a whole would not come down but production itself would be affected. The capital to be invested in automatizing the looms could be better utilised in new investments in other industries.

Mr. Parikh is also reported to have criticised the Finance Minister's remarks about cottage industries and said they were opposed to the recommendations of the Planning Commission. Mr. Parikh stressed that cottage industry should be supported regardless of costs.

Mr. K.P. Tripathi, General Secretary, Indian National Trade Union Congress, is understood to have stressed that industrialisation by itself could not increase employment to keep pace with the growth of population. Only expansion of tertiary sectors could increase employment. This was not possible unless wages rose. Rationalisation was a historical process in other countries and was resorted to when labour was scarce. It could not be adopted in India where labour was plenty and there was unemployment.

Prime Minister's view.- The Prime Minister, Mr. Jawaharlal Nehru, speaking at the meeting of the party on 29 March 1954, is understood to have said that the aim of national economic planning should be fuller employment as well as more production. Merely trying to increase national wealth without guaranteeing full employment to the people would not be desirable.

At the same time, Mr. Nehru is stated to have added that following old techniques of production without utilising latest methods would not help economic progress. The crux of the matter was how to balance the two factors of providing more employment to the people and increasing national wealth through scientific improvements.

During discussion that followed, some members are understood to have advocated the view that rationalisation should be allowed in certain industries to certain extent, provided the employers gave the guarantee that they would not retrench present employees.

Others were of the view that the pattern of industry in India ought to be changed in such a fashion that employment facilities were provided to a larger number of people through decentralisation by setting up small-scale and village industries.

It was also stated that the problems of each industry would have to be tackled separately in the light of general principles. A scheme of rationalisation which might be helpful in one industry might not prove beneficial in the case of another industry.

Some speakers suggested that later techniques of production might be allowed only in the case of establishment of new industrial plants or in the case of replacements in existing industries.

Other points urged by supporters of rationalisation were: 1) Unemployment due to rationalisation would be purely "frictional" and not "fractional" i.e. it would arise only due to the time-lag between displacement from one industry and absorption in another sector. Against the background of the widespread unemployment in the country, 'fractional unemployment' that might be caused by rationalisation did not deserve so much uproar. 2) Labour was developing "vested interests". While hardship arising out of mechanisation and modernisation should be avoided as far as possible, rationalisation could be resisted only at the peril of the country. The rationalisation of the entire textile industry would involve 200 million rupees and the country did not have the money. So there would be no full-scale rationalisation and hence no large-scale unemployment.

Supporters of the labour point of view argued that in textile industry there was considerable room for economy in management. Several concealed commissions, like purchasing, selling and managing agency commissions should be done away with. Before there was an attempt at rationalisation of labour, management should be rationalised.

At the meeting held on 30 March 1954, Mr. T.T. Krishnamachari, Minister for Commerce and Industry, is understood to have assured the Party that the Government would tackle the problem of frictional unemployment, if any, in a planned manner. Mr. Krishnamachari said he was alive to the interests of labour and the problem of unemployment. He pointed out that the country was having an expansionist economy and by 1957 industries would be greatly developed. The problem of frictional unemployment would by that time be largely solved.

He is also reported to have stated that the question of revision of wage structure was now under discussion in the Planning Commission.

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He is reported to have stated that labour was afraid of rationalisation out of a fear of unemployment and increase in work-load. He did not want to injure its interests in any way. He was anxious that increased provision should be made for labour out of increased earnings resulting from rationalisation. He had already stated publicly that no stable Government could exist if unemployment increased in the country.

The Minister is reported to have agreed with the suggestion that millowners who would introduce automatic looms should first give the guarantee that they would absorb surplus labour and that the scheme should be first considered at a bipartite conference.

Mr. Khandubhai Desai, Indian National Trade Union Congress leader, wanted to party to view the whole problem from an integrated standpoint. He is reported to have said that the price reduction consequent on automatization of looms would be to the extent of only six pies on the average cost of 1 rupee 4 annas per yard and therefore, economy through rationalisation was not worthwhile. On the other hand, more economy could be effected by rationalisation of management and purchasing and sales commissions. He was agreeable to new industries starting with new techniques of production.

(The Hindustan Times, 25, 27, 30 and 31 March 1954).

Delhi: State Labour Advisory Board reconstituted.

The Chief Commissioner of Delhi, has by a notification dated 31 March 1954, reconstituted the State Labour Advisory Board constituted in November 1952. The present Board will consist of five representatives of Government including the Minister for Development, Delhi State, who will be the chairman and six representatives each of employers and workers and three members of the State Assembly. The term of office of the Board is one year and its functions are: (i) to advise Government on matters concerning the welfare of labour and relations between employers and employees; (ii) to advise Government on the effect of current labour legislation; (iii) to advise Government on all Bills or proposed regulations concerning labour, which have been circulated for eliciting opinion; (iv) to advise on matters concerning labour efficiency and industrial production; and (v) to discuss and advise Government on such other matters as the latter may desire to refer to the Board.

(Notification No. F1(39)/54-EI & L dated 13 March 1954; Government Gazette of Delhi State, Part V, 25 March 1954, pp. 125-126).

14. Conventions and Recommendations.

India - March 1954.

I.L.Convention No.67 relating to Road Transport  
to be adopted: Labour Minister's Statement in  
Parliament.

Replying a question in the Council of States on 17 March 1954, Mr. V.V.Giri, Union Labour Minister stated that the Government of India was likely to adopt the International Labour Convention No.67 on road transport so far as it related only to motor vehicles.

The Minister said the scope of the Convention was too extensive to be implemented with any reasonable prospect of success in practice in the immediate future. The Convention prescribed hours of work and weekly rest periods for all persons employed on road transport vehicles whereas the Indian Motor Vehicles Act, 1939, sought to regulate hours of work and rest periods only in respect of drivers of motor transport vehicles.

The attitude of the Government of India was that so far as the Convention related to major vehicles there was every likelihood of its being adopted. The question of amending the Motor Vehicles Act was being considered in this context.

(The Hindustan Times, 18 March 1954).

CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - MARCH 1954.

25. Wage-Earners' Organisations.

Strength of Central Trade Union Organisations:  
Statement in Parliament.

The Union Deputy Labour Minister, Mr. Abid Ali, stated at the Council of States on 16 March 1954, in reply to a question that the Indian National Trade Union Congress had 587 registered trade unions affiliated to it with a total membership of 919,258. The Hind Mazdoor Sabha had 220 unions with 373,459 members, the All-India Trade Union Congress had 334 unions with 210,914 members and the United Trade Union Congress had 154 unions with 129,242 members.

Mr. Abid Ali said that the returns submitted by the various Central labour organisations were verified by the Regional Labour Commissioners with the help of returns filed with the registrars of trade unions. Fifty-five INTUC unions, 49 HMS unions, 20 AITUC unions and 21 UTUC unions were also subjected to verification with their membership ~~registers~~ registers.

Mr. C.G.K. Reddy asked whether there had been any verification of members themselves or only on the basis of registers. Mr. Abid Ali said that their machinery had not reached the stage when the membership could be subjected to "a factory checkup".

(The Statesman, 17 March 1954 ).

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28. Employers' Organisations.

India - March 1954.

Twenty-Seventh Annual Session of the Federation of Indian Chambers of Commerce and Industry, New Delhi, 6 and 7 March 1954: Greater Freedom for Private Sector Demanded: Concern over Unemployment.

The 27th annual session of the Federation of Indian Chambers of Commerce and Industry was held at New Delhi on 6 and 7 March 1954. Mr. Jawaharlal Nehru, Prime Minister, inaugurated the meeting and Mr. R.G. Saraiya, President of the Federation presided. Mr. V.K.R. Menon of this Office attended the meeting as a special invitee.

Among other subjects, the session adopted a resolution expressing concern over unemployment, especially among the educated and suggested as a remedy, measures to create a proper climate in which private enterprise and initiative might freely function.

Industry's co-operation with Government assured: Mr. Saraiya's presidential address.- An assurance of wholehearted support and co-operation of the industrial and business community to the Prime Minister and the Government of India in meeting any national emergency was held out by Mr. R.G. Saraiya in his presidential address.

Reviewing the main economic trends during the year, Mr. Saraiya referred to progress in the agricultural ~~production~~ field and increase in foodgrain and agricultural production and stated that the business community welcomed this development since agriculture was fundamentally important to commerce and industry. He suggested increase in cotton production to the extent of not less than 4.5 million bales even during the first Plan period and to lay down plans for a further increase during the second five year plan period, in order to meet the increasing demand of the Indian textile mills.

Industrial production.- Reviewing the progress made by industry during the last three years, he said that in many industries, such as cement, power alcohol, heavy chemicals, rayon filament and light engineering, there had been sizable increases in production mainly through greater utilisation of existing capacity. At the same time the price index for manufactured articles, which was 377.5 in 1952, had come down to 367 in 1953 and 364.3 in January 1954 - this in spite of an increase in costs, particularly the cost of labour and of industrial raw materials, the price index of the latter having risen from 453.8 in 1952 to 489.7 in 1953 and 481.1 in January 1954.

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Investment during the period, on the other hand, had been "hardly encouraging in the context of the rate of industrial development necessary for a rapidly developing economy", Mr. Saraiya said. During the year ending September 1953, the total amount of additional capital licensed for proposed developments was about 820 million rupees - 330 million rupees for new establishments and 490 million rupees for ~~expansion~~ expansion of existing undertakings. But 180 million rupees of the former was for one of the proposed oil refineries and over 310 million rupees of the latter for the iron and steel industry alone.

In other words, he said, excluding iron and steel and petroleum, the figures of investment were about 150 million rupees for new undertakings and about 180 million rupees for expansion schemes in other industries.

Unemployment.- Referring in this connection to the problem of unemployment, Mr. Saraiya emphasised that unemployment in India was not of the type of cyclical unemployment, which occurred periodically in industrially advanced countries, but of a pattern characteristic of an underdeveloped economy. "The real solution to the problem of unemployment lies, therefore, in diversification of employment which in turn, requires a rapid development of our economy both in agriculture and industry. The magnitude of this problem is enhanced by the fact that our population is growing at the rate of about 4.5 million people every year. Even assuming that the rate of growth of population is kept in check, the problem of fresh non-agricultural employment is going to be immense. Assuming that only about 40 per cent of the total population seek work or belong to the working age group as they do now, nearly two million people will be added annually to our working force. In the absence of adequate and increasing non-agricultural employment, I am afraid our economic position is bound to worsen, with all its attendant social and political implications".

Mr. Saraiya said that it has been argued even in responsible quarters that large-scale modern industry was no solution to the employment problem. "This argument does not take into account indirect employment which the manufacturing industry creates. A textile factory may employ only, say, a thousand workers, but indirectly it gives employment to many more. When we consider the employment created by the mill, we ought not to think only of the people who are directly employed, but of all the others also who depend for their livelihood on the running of the mill. This chain of indirect employment is most obvious in the industrial townships we find in various parts of our country. The numbers directly employed in the factories may be small; but 8 to 10 times that number share the prosperity created by new industries by finding employment in secondary or subsidiary industries and tertiary occupations.

"There is another common argument to the effect that organised industries create unemployment by displacing people who are working on small-scale or cottage industry basis without the aid of motive power or machines. This has a plausible appeal because the displacement of people engaged in cottage and small-scale industries is a grave social and political problem. I do not, by any means, want to underestimate its gravity. But I would like to submit that the argument mentioned above does not truly represent the case. The inference from this argument that a vastly greater number of workers would be employed if there were no large-scale industries or if large-scale industries were in some way deliberately handicapped, assumes that consumer demand would be sustained at the present level in spite of the relative dearness and, in several cases, unattractiveness of hand-made products. The fact is that large-scale production with the aid of modern machinery vastly increases the productivity of labour, improves the quality of the finished article, and leads to considerable reduction in the cost and thus increases consumer demand far beyond the limit that could be catered for by hand-made articles. Equally important is the fact that in this way the aggregate national income is maximised. Further, from the point of view of labour, increased productivity results in a much higher wage than is ever possible if industries were organised in a cottage or small-scale industries, and particularly those working without mechanical power, imply very long hours of work and yield comparatively small wages indeed to the workers. While it is recognised that there are certain lines of activity in which small-scale industries can and must find an honourable place, and while the need for giving them encouragement by giving facilities for credit, organisation and marketing is also recognised, it is dangerous to attempt to develop and preserve cottage industries by deliberately penalising large-scale industries in the process.

"In an expanding economy in a progressive world, new methods of work, new processes and new products will continue to be invented and displace some of the older ones. If, therefore, the pace of industrial development in the country is kept reasonably high, alternative employment opportunities will be found for people who will then move from declining occupations into new employment offered by more efficient methods of production. The real solution lies, therefore, not in palliative measures such as artificially sustaining less efficient modes of production, but in accelerating the pace of development itself. It is necessary ~~to~~ bear this in mind, otherwise there is the danger that in seeking ad hoc solutions ~~that~~ or in penalising progressive industries, we might only perpetuate the status quo without finding any real solution to the problem".

Field for private sector.- Referring to the role of the private sector in the country's economy, Mr. Saraiya said the Government had adopted the concept of a mixed economy, and business and industry were anxious to cooperate. But such a scheme "cannot and must not mean that the public sector enjoys some form of precedence, where the private industrial class is only temporarily tolerated



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and permitted merely to survive pending further developments in the public sector".

Unfortunately, he said, Government policies did not always show sufficient awareness of the conditions under which private enterprise in a mixed economy could function. A mixed economy could function only if there was within the community a balance of forces, with free enterprise operating as one of the autonomous forces pulling itself alongside State enterprise, trade unions and other elements in society.

No programme, therefore, which sought to fulfil the plans only in the public sector would really serve the needs of the community if as a result of the policies pursued, the private sector were to be starved of the requisite resources to perform its functions, or if it were meant to operate in an environment where its motives were in doubt or its mode of operation was unduly circumscribed by complex rules and regulations.

"What I am urging is that within the broad limits inherent in the concept of a mixed economy, private enterprise must be allowed a certain freedom of action to function according to its own ways", Mr. Saraiya said.

Pleading in this connection also for a readjustment by the Government of its concept of "fair return" and the basis for computing it, he said the returns of profits of free enterprise did not constitute merely the income of the entrepreneur or of the investor, but also formed an important source of further investment in industry. At present the importance of adequate returns for the development of industries was not often appreciated.

Among forms of active Government assistance to industry, Mr. Saraiya suggested implementation of all recommendations of the Tariff Commission in respect of any industry, and not merely one or two recommendations, which reduced the effect of the actual protection; further restrictions on imports; a policy of encouraging Indian goods at the Government's own stores purchases; and a reduction in "the present burden of taxation" which he said, was acting as a serious deterrent to industrial development and had tended to reduce the incentive to invest.

Labour policy.— Stating that there was an important aspect of Government policy which continued to create difficulties for the Government, Mr. Saraiya said, that recently the Federation conducted an urgent enquiry amongst its members to find out whether and to what extent employers had been deterred from expanding on account of Labour legislation now in force. The replies received supported the general feeling that labour legislation was acting as a restrictive influence on new employment. The same pattern was revealed in other sectors also. For instance, largely as a result of the operation of legislation relating to industrial disputes since 1948, the total number of offices of scheduled banks fell from 2913 in 1948 to 2647 in 1951. In the case of the non-scheduled banks, the decline was equally large, the number of

offices declining from 1769 in 1948 to 1504 in 1951. The fall in the number of offices of banks had not had any appreciable effect on the volume of employment mainly because banks had been prevented from discharging surplus staff by the orders of the Labour Commissioners or Tribunals. There was a further anomaly in the present situation in that Government Departments were allowed to retrench personnel, but private industry was denied the right to adjust its labour force and costs in the context of improved available methods of production or of changing market conditions. While justifying retrenchment in some Government offices, it was stated, and quite rightly, on the floor of the House, that it was impossible to keep people who had absolutely no work. "Of course, I am aware, Sir, that the entire question of labour relations in a human problem and that one cannot apply merely economic considerations to a problem which is a broader sociological one. But, the fundamental question is, whether the present labour policy is really in the long-term interests of labour itself. At present, if anything, it places all kinds of restraints and restrictions on the employer and discourages him from giving more employment. Perhaps the hands of those who are already in employment are strengthened ~~through~~ through the current labour legislation but this is done at the cost of those who are seeking employment. Government, in their attempts, to stem temporary unemployment are also lessening the chances of those presently unemployed of securing employment and to this extent the present policies are self-defeating. While the important contribution of labour to production is acknowledged, and while labour must certainly receive its just dues, it should be remembered that real earnings are ultimately linked up with productivity".

Inter-State trade.- Referring to difficulties of inter-State trade, Mr. Saraiya said the policies of many State Governments in regard to sales tax had, no doubt unwillingly, impeded inter-State trade, and this problem at the time seemed likely to threaten to some extent the economic solidarity of the country. Fortunately, the question of inter-State sales tax was now being reconsidered.

The policy of some State Governments in discriminating against manufactures of other States similarly cut at the very root of India's national unity. He therefore urged all the State Governments to establish conditions under which inter-State trade could flow freely in all directions.

Fair returns for all: Mr. Nehru's address.- Inaugurating the session Mr. Jawaharlal Nehru, Prime Minister pleaded for fair returns for all including the worker, the technician, and the consumer. Everyone, he said, was entitled to a share of fair returns; the investor alone could not claim it.

Mr. Nehru also emphasised that the real progress of the country depended upon the efforts it made through self-reliance. It was better that the progress was somewhat slow provided it moved in the right direction.

The type of progress the Government wanted in this country, he said, was not some temporary statistical progress but the progress of 35 million people in India in every way.

Role of private industry.- Referring ~~the~~ to the role of private enterprise, Mr. Nehru stated: "I said last year that the private sector should be allowed to function satisfactorily. It is no good having a private sector and tying it hand and foot. It cannot function in that way. If you have a private sector, it should be allowed certain obvious freedom of functioning.

"Nevertheless the private sector has obviously to be part of the national plan and it should concern to the broad aspects of the plan. Therefore, any thought of anarchic enterprise doing what it chooses is completely out of place. It should bear in mind the objective of the plan, especially the purpose of the plan to work for the well-being of the Indian people. By that I mean 360 million people and not a handful here and there. They should remember the objective of the plan and the major needs of the people".

Dealing with the question of cottage industries Mr. Nehru said: "I can assure you that no one in our Government is against big industries. We want big industries to develop. We want the latest and highest techniques to develop. We want a far higher technique to develop than most of the people here are used to. You talk about higher techniques without even knowing what the latest techniques are. I am going to use atomic energy to upset all your techniques one of these years. We are not against higher techniques. I would prefer, whenever possible, to use higher techniques. It may be that atomic energy will be available for civil use and one can use it then.

"The only consideration against higher techniques being introduced rapidly everywhere - that is a very big consideration - is that it should not upset human beings in large numbers or create large-scale unemployment. Higher techniques would, of course, create more employment but there may be a gap period for many years and we cannot afford to have a gap period when people are starved and people are unemployed in large numbers. That consideration should always be borne in mind. It should not come in the way of planning. Higher techniques can be used in the types of industry which will add to employment and will not displace the employed".

The Prime Minister maintained that there was, therefore, no theoretical conflict in his mind in regard to it. He accepted the principle of higher techniques everywhere, subject always to the human problem as the human factor could never be ignored. He therefore, laid stress on cottage industries and village industries and he wanted to improve their techniques regarding marketing, etc., while others wanted to use them to keep a large number of people employed.

Resolutions.- A review of the more important of these resolutions is given below:-

1) Unemployment and economic developments.- "The Federation while appreciating what has already been done by Government for the industrial and general economic development of the country in recent years, and while noting the progress already achieved in the execution of the first Five-Year Plan and especially the significant part played therein by the private sector, feels constrained to observe that the rate of progress, whether measured in terms of the overall needs and potential resources of the country, both internal and external, or in terms of the financial outlays contemplated under the Five-Year Plan, is disappointing and falls far short of what is necessary or can be reasonably achieved.

"The Federation also views with concern the present unemployment situation, particularly among the educated classes, which is a potent cause of political and social unrest. The Federation would like to emphasise in this connection that the number of persons directly engaged in the manufacturing industry does not by itself give a complete picture of the employment-potential which can be sustained by intense activity in the field of industry and manufacture, because such activity invariably generates considerable employment in subsidiary sectors, such as trade, transport, commerce and the professions, and gives a fillip to a number of ancillary and small industries. The aggregate volume of non-agricultural employment supported in this way by private sector is estimated to be approximately 80 per cent of the total volume of such employment. The Federation strongly feels, therefore, that the real solution of the problem of unemployment lies not so much in adopting mere palliative measures or in resorting to labour-intensive methods of manufacture as in stepping up the rate of economic development such as will create ample employment opportunities on a scale sufficiently large to absorb an appreciable portion of the annual increase in the working population.

"The Federation considers that the rate of economic development generally, and particularly in the private sector, should be significantly accelerated by measures and policies which will encourage the different sections of the community to put forward their best. The Federation considers it necessary to emphasise in this connection the urgent need for creating a proper climate in which private enterprise and initiative may freely function for the benefit of the country. In the formulation of practical policies in mixed economy which implies the co-existence of two sectors, public and private, the requirements of neither should be overlooked and both should be subjected to the same duties and obligations. The Federation, therefore, urges upon Government that they should, apart from reviewing the taxation policy and investigating the availability of additional resources for the private sector, take active steps such as will remove the numerous unnecessary hindrances and barriers which stand in the way of the free operation of legitimate private enterprise in the development of the country.

Simplification of administrative procedures pertaining to the starting of new industries and in the regulation of existing industrial units, a more realistic policy in respect of capital issue and as regards reasonable return on capital invested, a proper appreciation of the place of the Heavy Engineering Industry and the Capital Goods Manufacturing Industry in the field of industrial development, the framing of Company Laws and Labour Laws in such a manner as not to hinder industry and trade but to encourage all legitimate economic activity, etc., etc., are some of the directions in which urgent action by Government is necessary".

During the discussions on this resolution Mr. G.D. Birla said that one criterion by which legislation should be judged will be whether it was going to create new employment and whether it was going to give the country greater production. It was stated by some that legislation was going to impose a new burden on industry. They stated this rather incorrectly. It was a well-known fact that whatever burden was imposed was passed on ultimately to the consumers. The question was whether the consumers, in relation to their purchasing power, would be able to share any of the burden. If the consumer was not going to pay ultimately what happened was the industry would close - and employment too would simultaneously close. This aspect should be pointed out to the Government clearly.

2) Conciliation and adjudication machinery.- By this resolution the Federation referred to the Labour Minister's statement at the thirteenth session of the Indian Labour Conference held at Mysore in January 1954 (vide pp. 1-12 of the report of this Office for January 1954) that compulsory adjudication must continue to remain an important feature of labour-management relations for some time more. In view of this, the Federation strongly felt that immediate change in the basic policy governing the administrative machinery must be effected with a view to ensuring that conciliation and adjudication proceedings were not only disposed of speedily and fairly, but they seem to be disposed of as such by both employers and workers. Therefore the Chairman of these Tribunals and Appellate Tribunal must not be below the rank of a sitting District or a Session Judge and of a sitting High Court Judge respectively. Further the personnel to constitute these tribunals should be selected by the Ministry of Law and not by the Ministry of Labour. The resolution urged the Government to amend Section 33 of the Industrial Disputes Act 1947, and Section 22 of the Industrial Disputes (Appellate Tribunal) Act 1950 which prevented the employer from taking action even under the Standing Orders against an employee for grave misdemeanour during the pendency of a dispute and thus maintaining discipline in the industry.

By other resolutions the Federation demanded improvement of all types of transport capacity, uniformity in inter-State sales tax, and removal of certain restrictive provisions in the Companies Bill, 1953.

Office-bearers.- The Federation elected Mr.B.M. Birla as its President and Mr. Shantidas Mangaldas as Vice-President for the year 1953-54.

(Text of the Presidential Address and Resolutions received in this Office; The Hindustan Times, 7 and 8 March 1954 ).

Fourteenth Annual Session of the All-India Manufacturers' Organisation, Calcutta, 27-28 March 1954: Increase in Steel Production urged.

The fourteenth annual session of the All-India Manufacturers' Organisation was inaugurated at Calcutta on 27 March 1954, by Dr.B.C.Roy, Premier of West Bengal. Mr. M. Visvesvarayya, President of the Organisation was in the chair.

Importance of cottage industry: Dr.Roy's address.- Dr. B.C. Roy in his inaugural address stated that in judging the needs of the country, one must remember that it was more or less an agricultural economy. Yet the requirements of the time demanded that they should also industrialise. The question was to what extent this agricultural economy should be replaced by industrial economy. It was not only a question of unification of hand and brain but was essentially a psychological break from the old mooring to a new one. The Permanent Settlement for example had moulded the inclination of the people of West Bengal and the people had developed the peculiar mentality of playing for safety. While provinces like Bombay went ahead with industrialisation adopting the western methods of manufacture, Bengal lagged behind as local talents were more keen upon having the agricultural resources as the mainstay of their economic life. Today, Bengal must change that attitude of playing for safety like other provinces they must learn to take certain amount of risks and establish themselves in the fields of industries. Organisations like A.I.M.O. could help Bengal by encouraging the people to break away from the attitude of playing for safety and devote themselves to industrial development.

The question had been raised, Dr.Roy said, whether industries should be promoted by the State or by private enterprise. He felt that there was scope for both and the two could together help industrial development. The main question ~~of~~ was increasing ~~expansion~~ production. If the private sector developed industries in the interest of the people as a whole, there was nothing wrong. It might be in certain cases that both the State and private enterprise should work together.

Dr. Roy said that a State like West Bengal should go in for cottage industries, firstly because of the refugees who were to be integrated into the economy of the State. Secondly, the question was how to make the people adapt themselves to industries. Here organisations like

A.I.M.O. came in. If they only assured their wares would have marketing facilities, the task would be easier. There was yet another problem which the manufacturers should consider, namely, what should be the relationship between large industries and small industries. Should the two be so integrated that both could work together?

Government's industrial policy criticised: Mr. Visvesvaraya's address.— In his presidential address Mr. Visvesvaraya said, that industries had to be developed in every modern country to increase products of economic value either for consumption or for export or for both. India was so long in the grip of circumstances which had kept it dependent mostly on agriculture. Agriculture in this country gave full employment for only a portion of the year. The three heavy industries, like steel, automobile and aircraft, had not been properly developed in the country. These three industries should have been in a flourishing condition by now. There would not have been any difficulty even for financing them, if the works had been kept going on right lines and right conditions had been established. The country had lost large sums of money in purchasing major vehicles and aircraft from foreign countries and Indian industries and businessmen had lost the opportunity of benefitting by the experience they would have gained in the construction and operation of such modern specialised mechanical engineering industries.

He said that though the Five-Year Plan covering all aspects of national life represented the earnest intention of the Government to improve the living conditions of the people it still constituted a very small and inadequate attempt towards achieving its declared objective. This might be seen from the fact that the per capita national income was expected to rise only slightly during the period of the plan. It was not till 1978 or 75 years later that the present low per capita income was expected to double itself. This had naturally failed to evoke popular enthusiasm for the Plan. The Plan itself stressed that the main responsibility for the development of industries devolved upon private enterprise. This was also clear from the fact that private sector was expected to spend 6,130 million rupees against 940 million rupees of the public sector for heavy industries. But the Government had so far failed to create the climate favourable to the growth of private enterprise and industries.

The public expected, he said, and rightly too that with a national democratic Government there would be great opportunities for industrial development. This had not been realised and there was on the other hand general dissatisfaction among industrialists and the business community. Very recently heavy industries were threatened with another danger. In two States in South India a special and avowedly discriminating sales tax on mill products had been proposed in their budgets for the next year in addition to the special cess which the Centre had been levying for helping the handloom industry. There were other legitimate ways of affording assistance to handloom weavers but it was not necessary to hit the mill industry unfairly for that purpose.



Mr. Visvesvaraya said that only last week he had received from an important quarter in Australia particulars an Automobile Factory known as "General Motors Holdens Limited" started in Melbourne in November 1948 and on May 1953 they had put on the road 100,000 Holdens all-Australia built, since India gained freedom. This was a significant achievement since Australia had only a population of 8.5 million and was a lesson to this country. "We see from what is going on in India that they do not hope to put complete India-made cars on the road less than three to four years' time" he said.

He opined that the retardation of Steel, Automobile, Aircraft, industries and allied developments had had a prejudicial effect on the prosperity and safety of the country as a whole. These three alone had been responsible for draining the country of hundreds of millions of rupees during the past decade.

Decisions.- The meeting adopted a number of resolutions on the problems facing industrialists. By one resolution the Conference asked the Government of India to take over the sales tax from the State list and levy a uniform rate of taxation and introduce a uniform method of collection. The Conference also urged the preparation of a uniform list of exempted goods.

By another resolution of the Conference urged the Government to take more vigorous steps for development of cottage and small-scale industries in West Bengal. The Conference opined that the Government should increase the amount to be spent on small scale and cottage industries to 3 million rupees a year instead of the present 0.4 million rupees.

The Conference also urged ~~for~~ stepping up the production of steel in the country to atleast 3 million ~~rupees~~ tons per annum in order to meet the growing steel requirements of engineering and building industries as also of ~~engineering and~~ the various engineering and river valley projects. The Conference also urged ~~for~~ the establishment a steel plant at Durgapur in West Bengal.

The Conference drew the attention of the industrialists to the need for economic utilisation of solid fuel resources of the country.

One of the important resolutions the Conference adopted was with regard to the need for integrated development of all classes of industries. The Conference pleaded that the taxation burden should be lightened and there should be proper regulation of such imported goods as the country produced.

By another resolution the Conference drew the attention of the Government to the inconveniences caused by the operation of Section 33 of the Indian Industrial Disputes Act of 1947 and Section 22 of the Industrial Disputes (Appellate) Tribunal Act of 1950.



The utilisation of industrial waste was urged in another resolution. The Conference stated the industries and industrial organisations should study and investigate the nature and quality of industrial waste with respect to each industry and suggest ways and means of further utilisation of the waste to produce byproducts and other consumer commodities and evolve suitable methods for proper collection and classification of prescribed types of ferrous and non-ferrous scrap and waste and recommended ways and means for utilisation thereof.

(The Amrita Bazar Patrika, 28 and 29 March 1954).

Annual General Meeting of Indian Mining Association:  
Presidential Address: Problems of Coal Industry  
reviewed.

Addressing the annual general meeting of the Indian Mining Association at Calcutta on 5 March 1954, Mr. R. Maulik, the Chairman, reviewed the problems and prospects of the coal mining industry.

Higher costs.-Mr. Maulik said that the most immediate and vital problem the industry had to face was that there was no adequate margin between the costs and the controlled price of coal. Barring the case of a few large and prominent companies, the rest of the industry was not prosperous.

In July 1947, the selling prices of coal were fixed on the basis of costs of production as they then existed and of the emoluments granted to labour under the Conciliation Board Award. Since then, costs had advanced steadily in some instances grievously; but selling prices, far from remaining fixed even at the 1947 level, had actually been reduced and, despite prolonged and repeated representations to Government the association had been unable to obtain a restoration of the price cut which was introduced in 1949. The result was that the profit margin had been cut to the bone. Indeed, in some cases there was no margin left and collieries were working at a positive loss; and the general picture was one of gradual improvement.

Mr. Maulik continued: "Let me describe the nature of our increased costs. First of all, there are colliery stores and essential equipment we must have if we are to produce coal at all, which leave very little scope for economy. Studying the prices of forty-four essential stores items and comparing the prices prevailing in July 1947 (when the prices of coal were increased as a result of the Conciliation Board Award) with those prevailing in July 1953, we find that there has been a reduction up to 20 per cent for only six items whereas there has been increase in 13 items up to 20 per cent; 22 items up to 100 per cent; and 3 items over 100 per cent.

"Stores and equipment are one item in our costs of production. An even more important one is labour, which accounts for between 60 and 70 per cent of the total cost of production. I have said that the selling prices fixed in July 1947, were based largely on the emoluments and terms of service granted under the Conciliation Board Award. Labour leaders, however, maintained that ~~there~~ were various points on which the Award was not clear and ~~they~~ were soon clarified by what came to be known as the Joshi Agreement. This was a very liberal interpretation of the Award and added substantially to our labour costs; it was not accompanied however by any corresponding increase in the controlled selling prices and our profit margin, therefore, suffered an initial cut. Furthermore, in the matter of bonus, the Conciliation Board Award was not implemented according to its original intention, viz., that it should be annual and at least partially linked to production. This intention was not carried out and the bonus is paid quarterly and is linked only to attendance and not to production. Therefore, the purpose of granting bonus to labour as an incentive for increased efficiency and greater output per capita has been defeated.

"Finally, there is the distribution of free foodgrains and food at concession rates to our workers and their dependents. In terms of the Conciliation Board Award, we have been obliged to distribute rice at approximately 13 rupees per maund. This concessional rate was fixed on the prices then prevailing, which were under 15 rupees per maund. Since then, prices have risen tremendously but the industry has been obliged to absorb the difference between that outdated concessional selling price and the actual costs of procurement. Although the food situation in the country as a whole has improved, and this is one of the many major achievements of our National Government, nevertheless we are still incurring heavy losses.

"Over and above all these, further concessions to labour have been granted under the statutory provisions of the Mines Act of 1952.

Mr. Maulik also stated that the industry had to undertake the heavy capital expenditure which was involved in highly desirable development work. Moreover, in the near future there was to be a large extension of ~~stowing~~, particularly for the better utilisation of the nation's coal resources and the prevention of wasteful mining. There was also the question of installation of washeries for the improvement of the quality of our coals. In order to fit in ~~with~~ with Government's general programme of better housing and living conditions ~~gains~~ for the common man, the association had to press on as rapidly as possible with a massive scheme for re-housing our workers on modern standards. For projects on this scale, large finance would be necessary and it was a matter of considerable doubt if the industry would attract capital when there was such low returns. The industry was also fighting a losing battle in the endeavour to maintain its capital assets intact.

Remedies.- To remedy this state of affairs, Mr. Maulik made four suggestions.

Firstly, the industry must have a reasonable profit margin between costs and selling prices and with that object the controlled selling prices of coal must be immediately increased in the essential interest of maintaining the mining industry on a sound and progressive basis.

Secondly, the efficiency of labour should be increased and labour costs reduced. "Our greatest burden in this respect is of course the distribution of free foodgrains at concession rates, and I would repeat that the food distribution system should be abolished and replaced by compensation in the form of an equivalent amount of cash. Employers undertook this responsibility at a time of emergency, but this has long passed and the justification for continuing the burden no longer exists. Recently the tea industry has replaced its food distribution system by cash compensation. Surely, the mining industry should now be allowed to do the same, particularly in view of the Government policy of general decontrol of foodgrains.

Thirdly, the bonus scheme and any concessions or grants to labour should be linked direct to production, in order to increase the efficiency of labour.

"Finally, on the long term view, this special position of course, of being engaged in the working of a wasting assets, must be given special consideration. The answer is the much talked about but never actually attained, a percentage depletion allowance. I would suggest that the value of all the capital equipment and assets of a mine which will become valueless or very greatly reduced in value once the mine is exhausted - and this includes mining rights, the cost of prospecting and development, and of surface and underground works which will lose their utility when the mine reaches its end - should be aggregated and an initial allowance of 10 per cent granted, to be followed by an annual allowance of 5 per cent. The whole question of the Country's tax structure is at present receiving the attention of the Taxation Enquiry Commission and I do not expect that any striking changes will be possible until the report of the Commission has been submitted and duly considered by Government. I hope, however, that the special position of the mining industry will ~~that~~ receive the Commission's careful attention and that in due course they will find it possible to grant us the special tax treatment we so badly need".

Wages and amenities.- Mr. Maulik stated that some of the main economics which were available to the coal industry related directly to labour. That was but natural, for not only did labour account for a good two-thirds of the total costs but it was the one item where there was ample room for improvement. He was not suggesting that the attempts towards amelioration of colliery workers in the past was not necessary, but "I would suggest that the time has come when we should consider in retrospect what the results have been. The wages and amenities have increased considerably and welfare work undertaken by the Coal Mines Welfare Organisation for bettering the standard of living has been extensive but there has been little response

from the worker himself. His ~~efficiency~~ efficiency has not improved and in fact, it has deteriorated. The coal mining industry employed about 340,000 workers in 1951, which was an increase of 58 per cent over 1941; but the corresponding increase in production was only 32 per cent. It cannot be denied that the colliery worker is better looked after today and, in spite of that, his efficiency has decreased. The reason for this is not difficult to find. There is a lack of proper leadership. The leader is not in a position to ask the worker to put in a fair day's work. I need not go into the history and development of trade unions in the coalfields. The growth has been haphazard and the foundation is weak. The worker has been taught only to demand and leadership depends on what the leader can agitate for, with the result that, in the competition for leadership, the worker has had tall promises and unreal hopes. Agitation to a certain extent, irrespective of the merits of the demands, has met with success in the name of industrial peace and the industry has had to bear the burden of a labour force which has become uneconomic. The fundamental fact that the colliery worker, like all of us, are sellers of productive services, seems to have been forgotten altogether.

Coal washing.— Mr. Maulik referred to the interim recommendations of the Coal Washing Committee appointed by Coal Board in 1953 and said these interim recommendations had far reaching effect to the point of threatening the very existence of the industry. The Association had already informed the Government of its disagreement with the main recommendations, viz., Central Washeries and the setting up of a Central Coal Utilisation and Marketing Organisation. The Committee seemed to be obsessed with the idea that nothing but Central Washeries will suffice. There were several coal producing concerns in the country which were prepared to embark on the installation of washeries, but were now prevented from proceeding further because of the uncertainty created by the Washeries Committee report.

Making certain suggestions for the future of the industry, Mr. Maulik stated that the industry should speak with one voice, in formulating a common policy for the industry and in facing the serious problems ahead.

As regards the labour policy of the mines, he said they were prompted by the consideration that a contented labour force is essential for the prosperity of the industry. "In pursuance of this object, I feel that there must be more frequent and direct touch between management and labour and the possibilities of full utilisation of pit committees for solving local difficulties must be further explored. I also feel that detailed attention in the matter of execution of welfare measures already in force will enable the workers to get the maximum benefit. These will go a long way to stabilise labour management relations in the coalfields. The position in the Bengal and Bihar coalfields arising out of factions in leadership needs urgent attention at the topmost level of Trade Union leadership".

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Hundred Years of Indian Textile Industry:  
Centenary Celebrations inaugurated.

Mr. T.T. Krishnamachari, Union Minister for Commerce and Industry, inaugurated at Bombay on 18 March 1954, the Centenary celebrations of the Indian textile industry. He also inaugurated the 11th All-India Textile Conference and declared open an International Textile Exhibition which has been organised in connection with the centenary celebrations. Mr. Morarji R. Desai, Chief Minister of Bombay, presided.

Progress of textile industry: Mr. Mody's address.-  
Mr. Homy Mody, President of the Textile Association, under whose auspices the function was held, in his address, said that the textile industry was an outstanding example of what private enterprise can achieve given reasonable conditions for its functioning. In the face of the hostility of Lancashire, the apathy and unhelpfulness of the rulers of the day and severe competition, particularly from Japan, where, apart from the efficiency of her manufacturers and workers, the industry had had every assistance from the State, private ~~maxax~~ entrepreneurs had been able to make India not only self-sufficient in her requirements of cloth, but to establish her as one of the principal exporters of textiles in the world.

"The gain to the country from the establishment of the industry cannot be adequately measured. Something like a fourth of the total working population in organised industries, and a large body of man comprising the technical, administrative and clerical personnel, are making their living out of it. Over a score of industries manufacturing the various requirements of mills have come into existence, and a substantial beginning has been made in the manufacture of heavy textile machinery. Some hundreds of thousands of persons, most of them having very small holdings, have invested their savings in the industry. Above all, millions of agriculturists all over the country are dependent for their living on the cultivation of the cotton crop which supplies the greater part of the requirements of mills".

Mr. Mody was confident that the existing production could be improved, if the industry was allowed to function with reasonable freedom to modernise and expand output and maintain its competitive capacity. In an era of technological progress, it was essential for the textiles, as it was for every other industry, to employ the latest equipment and processes and to produce as economically as possible. Anything that would stand in the way of this would be in the nature of a reversion to the bullockcart economy in an age in which revolutionary changes was taking place from decade to decade.

"We have all a part to play in this development. Managerial efficiency, technical skill and scientific training of labour are essential conditions for progress in the right direction. From this point of view, I would urge the Government to revise their attitude towards modernisation and rationalisation; I would urge manufacturers to bring their equipment and methods into line with

the latest developments and to provide nothing but the most competent direction at the top; and I would urge labour to remember that any further advancement in the standard of life can only come about through a fair day's work for a fair day's wage".

Concluding he stated: "It was as far back as 1817 that the first mill was set up, and at the time of which we are speaking there were two concerns in existence. They were isolated units, however, and it was not till about 1854 that the first concerted efforts to establish large-scale textile manufacture took place. It was James London, Cowasil Daver and Maneckhi Petit - three men of great enterprise and foresight - who laid the foundations on which was built the imposing superstructure which dominates the landscape today".

Problems of the industry: Mr. Krishnamachari's address.- Mr. T.T. Krishnamachari in his address, said that handloom or khadi and textile industries were complementary to one another and it was a wrong idea to suggest that there was competition among them and one was not "to kill the other". He added: "Handloom cannot live without spinning mills".

Mr. Krishnamachari said that it was a matter for great satisfaction that the biggest industry in India namely, the textiles, had completed its 100 years and it was also a matter for greater satisfaction that the centenary celebrations had been organised under the Textile Association of India, Bombay Branch. The development of the industry to a great extent was during the last 30 or 40 years and was also due to the effects of two world wars.

Referring to the growth of the textile industry, Mr. Krishnamachari said that the industry had modelled itself on the pattern of development of textiles in Great Britain. The industry in the country also should not overlook the artistic significance in planning the growth of it. It was necessary to seek and create an artistic sense in the weavers of the mills.

Mr. Krishnamachari appealed to the industrialists not to copy the Japanese pattern of training but to keep the pattern of trade in the hands of those "small people who practise that trade". The industry also should not deprive the trade of the garment makers and the technique of hand-printing was worthy of preservation.

The Minister continued there was an impression in the country that unless the spinning mill had large number of looms the mill was not a big one. In some of the countries mills were efficiently working with a small number of looms. It was uneconomic to have large looms not working. The future lay in decentralisation and the units with smaller number of looms spread out in the country.

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Rationalisation.- Turning to the future of the industry, Mr. Krishnamachari said that the future had to be reviewed. He added that rationalisation and modernisation were necessary even though the population of the country was increasing. There was enough scope to raise the per capita from 15 to 20 yards. Twenty yards should be the target. The standard of living in the country had to be increased. Unless the standard of living was raised it was not possible to expand production.

Mr. Krishnamachari said: "We have to succeed in raising the standard of living and we should also raise the per capita consumption from 15 to 20 yards with exploring side by side ideas of modernisation of mills. The growth of Indian cotton has also increased. The target of 5 millions bales of cotton need not despair one as we have got more irrigation schemes all of which will also produce more cotton.

"Seven thousand two hundred million yards for internal consumption and 1500 million yards of exports are not high targets as against 6300 million yards of present production" the Minister declared.

"Rehabilitation has to be seriously discussed. But there is no use in casting the onus on the Government. It cannot be done overnight and the Government are prepared to discuss with the captains of industry about the rehabilitation of industry".

"One aspect of the question is to be taken into consideration namely, the physical aspect, in discussing the question of rehabilitation. The surplus labour created by modernisation of industry is the physical aspect of the problem. One must understand we cannot modernise our mills overnight. Replacement will be through a period of years and it is a gradual process. Inefficiency arises ~~from~~ often because of the too many people in a workshop. Efficiency is an imperative need if quality is to be improved. We have also to guard against sectional unemployment. Frictional unemployment has to be safeguarded against and co-operation between the Government, industry and labour can achieve it. Labour has to depend for increased opportunities on industrial expansion rather than on stagnation in existing units. Labour saving devices are in the long run beneficial to labour. In cases of rationalised industrial units we can even think of 4 x 6 hour shifts in a seven-day week, provided the increased cost is offset by higher efficiency and increased production".

Something had to be done to satisfy labour who were resistant to modernisation, Mr. Krishnamachari said. Increasing the number of shifts with lesser hours of work would give them safeguards and in the long run it might become beneficial to labour.

Wage structure.- Referring to the wage structure of the employees, the Minister said there should be a satisfactory basic wage and stabilisation of wages at higher level was a case to be considered.

Productivity in textile industry.- Making a reference to the I.L.O. Productivity Mission, the Minister said that the management of industries left a large scope for improvement. In many units where management had changed hands, the management had no technical knowledge and had no more interest in the unit than one had in a share scrip to be sold to-morrow in the share market, if prices were advantageous. "I have heard that some persons resented the advice given by an I.L.O. productivity team. We cannot afford to have our assets deteriorate because of want of care. The Government will have to see if they need not stop it in such cases".

(The Hindu, 19 March 1954 ).

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CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MARCH 1954.

33. Full Employment Situation.

Unemployment Relief Bill, 1954.

Mr. A.K. Gopalan, Communist Member of Parliament, introduced in the House of the People on 26 March 1954 a Bill to provide relief for unemployed workers.

The Bill provides for the establishment of employment exchanges and unemployed relief centres in every municipal town for the registrations of the unemployed and every registered unemployed shall have the right to claim unemployment relief if he has been unemployed for a period of 15 days continuously or a total period of 15 days during one calendar month.

The employment exchange and unemployed relief centres shall verify the claim of the unemployment relief claimant within seven days through proper enquiry and shall inform the claimant of the result of the enquiry within three days of the completion of the enquiry. If any registered unemployed is dissatisfied with the result of the enquiry in his case, he shall be entitled to ask for the reference of his claim to a Court of Appeal, which shall consist of one nominee each of the local trade union to which the unemployed claimant concerned belongs, the Government, and the Chairman or a representative of the Local Municipal Board. The decision of the Court of Appeal shall be binding on both the claimant and the Government. In case of claims being accepted by the Central Government or decreed by the Court of Appeal, the claimant shall be entitled to receive the amount due to him as relief within three days of the acceptance of his claim or the degree of the Court of Appeal.

Every registered unemployed whose claim has been accepted or decreed by the Court of Appeal shall be entitled to receive relief at the following rates (with marginal adjustments): (a) seventy five per cent for those earning up to rupees sixty per month; (b) sixty per cent for those earning from rupees sixty-one to rupees hundred per month; and (c) fifty per cent for those earning from rupees hundred to rupees three hundred per month.

Refusal of a job carrying a lower wage and rates of dearness allowance and other allowances than what he was earning before being rendered unemployed or a job arising out of an industrial dispute or a job for which he is demonstrably unsuited or in which conditions of service are less favourable than in his usual employment, shall by no means disqualify any worker or employee from receipt of unemployment relief.

The financial memorandum appended to the Bill states that it is well-known that only a small section of the unemployed actually get themselves registered at the exchanges. Hence, at a conservative estimate, the number of unemployed would be in the neighbourhood of 2.5 millions.

If the average benefit per unemployed as per proposal, in the Bill, is calculated at 50 rupees per month, it would involve an expenditure of 125 million rupees per month and 1,500 million rupees per year.

(The Gazette of India, Extraordinary, Part II, Section 2, 26 March 1954, pp. 137-142).

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34. Economic Planning, Control and Development.

India - March 1954.

Development Council for Sugar Industry set up.

The Government of India has set up a development council for the sugar industry under the Industries (Development and Regulation) Act, 1951.

The Council includes representatives of the State Government, the Central Sugarcane Committee, the sugar mills, the sugar trade, the labour engaged in the industry, the consumers and the sugar technologists. The Council will deal with problems connected with the development of the sugar industry and advise the Government in this behalf.

(The Statesman, 12 March 1954).

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36. Wages.

India - March 1954.

Coorg Minimum Wages Rules, 1954.

The Government of Coorg published on 1 March 1954, the Coorg Minimum Wages Rules, 1954, made in exercise of the powers conferred under the Minimum Wages Act, 1948. The rules prescribe, inter alia, the terms of office of the members of the Board, Committee and Advisory Committee and their qualifications, the procedure for summoning of witnesses by the Committee, Advisory Committee and the Board, the mode of computation of the cash value of wages and the deductions permissible from the wages, the number of hours of work which constitute a normal working day, the procedure for claims under the Act and the scale of costs in proceedings under the Act.

(Coorg Gazette, Part I, 1 March 1954, pp. 61-67 ).

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38. Housing.

India - March 1954.

Progress of Industrial Housing Scheme:  
5,000 Tenements constructed up to November  
1953: Review of Work of Ministry of Housing.

Upto the end of November 1953, about 5,000 tenements were completed under the subsidised Industrial Housing Scheme of the Government of India, according to the report on the work of the Ministry of Works, Housing and Supply for 1953-54. Work was in progress in most of the other schemes.

Grants totalling 40.368 million rupees as loan and 35.953 million rupees as subsidy to construct about 29,000 tenements were sanctioned under the subsidised industrial housing scheme up to the end of January 1954 by the Ministry. Of these, over 24,000 tenements are to be completed by State Governments and about 5,000 by individual employers.

As an incentive to co-operatives of industrial workers, the report adds the amount of loan payable has been increased from 57 per cent to 50 per cent of the approved cost. Provision has also been made from this year to construct some two-roomed tenements.

The report discloses that the Ministry has under consideration, in consultation with the Planning Commission, the question of giving aid to local bodies and State Governments for the purpose of slum clearance.

Regarding rural housing it is proposed to adopt a policy of "aided self-help", and a "rural cell" has been set up in the Ministry to prepare plans of model houses suitable for different parts of the country. These plans will be passed on to the Community Projects Administration which will encourage the villagers to adopt them.

~~The report~~ To reduce the cost of construction, the report adds, the Ministry will shortly set up a National Buildings Organisation which will help low-income groups to build reasonable housing accommodation within their means.

The Central Public Works Department, the report states, has so far completed 27,500 houses and 2,900 shops for displaced persons and 2,400 houses and 250 shops are under construction.

(The Statesman, 29 March 1954 ).

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Madras Slum Improvement (Acquisition of Land)  
Act, 1954 (No. XI of 1954).

The Government of Madras published on 14 April 1954 the text of the Madras Slum Improvement (Acquisition of Land) Act, 1954, which received the assent of the President on 9 April 1954. The Act empowers the State Government to declare any area which may be a source of danger to public health, safety or convenience, to be a slum area and to acquire any land in a slum area for the purpose of clearing or improving the area. After acquisition of the Government may either hold the land under its control for improving the area or transfer it to the Corporation ~~or the~~ or the Board of Trustees for the Improvement of the City of Madras for clearing or improving the slum area. Every person whose right, title or interest in the land acquired under the Act shall be entitled to receive and be paid compensation as provided in the Act.

(Fort St. George Gazette, Part IV-B,  
14 April 1954, pp. 85-91 ).

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39. International Economic Relations.

India - March 1954.

Trade Relations with Rumania: Pact Signed at  
New Delhi.

As a result of negotiations which have been proceeding in an atmosphere of friendly and mutual understanding, a trade agreement between Rumania and India was signed at New Delhi on 23 March 1954. The agreement provides for every possible development and strengthening of the trade ~~relations~~ relations between the two countries on the principles of equality and ~~mutual~~ mutual benefits. It will come into force from the date of its signature and will be valid up to 31 December 1954. If neither party declares its intention to terminate the agreement three months prior to the date of expiry, the agreement shall remain in force for another year in which case the schedules to the agreement only will be revised by exchange of letters.

Among the goods available for export from India to Rumania are jute manufactures, tea, coffee, spices, wool, hides and skins, myrobalan and its extracts, linoleum, textiles, handicrafts, ~~hand~~ and cottage industry products, iron ore, shellac and Indian films exposed.

The list of goods available for export from Rumania into India includes food grains (wheat and rye), petroleum products, timber, paper, chemicals, dyestuffs, medicaments, Rumanian films exposed, industrial plant and equipment, including boring and mining equipment, electrical instruments, machinery for wood working, textile and agricultural machinery, tractors and railway equipment.

Along with the signing of the trade agreement, the parties have exchanged letters on the establishment of trade representation of Rumania in India.

(The Hindustan Times, 24 March 1954).

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

INDIA - MARCH 1954.

41. Agriculture.

Plantations Labour Act, 1951, comes into force  
from 1 April 1954.

By a notification dated 6 March 1954 the Central Government has appointed 1 April 1954 as the date on which the Plantations Labour Act, 1951, shall come into force.

The implementation of the Act was held up because of the slump in the tea industry during 1952. As the prices of tea improved since the beginning of 1953, the question of implementing the Act was discussed at the fifth session of the Industrial Committee on Plantations held at Calcutta on 30 and 31 January 1954. The Committee recommended that the Act should be brought into force on 1 April and that sections which would automatically come into force, as for example, those relating to the provision of drinking water, tokens and fitness certificates and annual leave with wages, should be given effect to from that date. This recommendation has been accepted by the Government.

A phased programme for the implementation of the other welfare measures will be drawn up after the finalisation of the rules. The Industrial Committee, which met at Calcutta felt that Government should circulate the draft model rules in regard to all the welfare measures covered by the Act to the employers' and workers' organisations. The Central Labour Ministry is taking action accordingly and proposes to call a tripartite meeting to consider and finalise the rules after necessary preliminaries are completed.

(Notification No. SRO 880 dated 6 March 1954,  
the Gazette of India, Part II, Section 3,  
13 March 1954, page 530;  
The Hindustan Times, 14 March 1954 ).



Madras Indebted Agriculturists (Temporary Relief)  
Act, 1954 (V of 1954).

The Madras Indebted Agriculturists (Temporary Relief) Bill (vide pages 38-39 of the report of this Office for January 1954) as passed by the Madras Legislature received the assent of the President on 5 February 1954 and has been gazetted as Act V of 1954. The Act prohibits for a period of one year the institution of suits against agriculturists for recovery of debts and execution of money decrees made by courts and stays pending proceedings in suits and applications in respect of such debts.

(Fort St. George Gazette, Part IV-B,  
Extraordinary, 6 February 1954, pp.15-19).

Madhya Pradesh: Taccavi Policy Committee's  
Recommendations: Co-operatives to be Agency  
for Rural Finance.

Far-reaching recommendations affecting agricultural finance and co-operation have been made by the Taccavi Policy Committee in its recommendations submitted to the Government of Madhya Pradesh recently.

The Committee has recommended that the Government should transfer its responsibility of advancing agricultural loans to co-operative societies on an experimental basis. It has further recommended that co-operative societies should be strengthened and developed, so that they could take over the bulk of agricultural financing for productive purposes and that the Government should increasingly give financial assistance to these societies. The Committee feels that as a long-range policy progressive reduction of taccavi for productive purposes should be feasible, the degree of progress depending upon the ability of the co-operative movement to take up agricultural financing on an increasing scale to induce investment of their surplus by cultivators with co-operative institutions and to develop the habit of thrift and character in them.

It is further recommended that the State should give increasing financial assistance to co-operatives either directly or in the form of guarantees. Loans should be given through the State co-operative banks which should also be responsible for repayment of all loans.

Credit requirements.— The Committee estimates the total credit requirements for short-term seasonal loans at 200 million rupees and at 60 million rupees for medium term loans. The total loans granted by the State Government in 1952-53 under the Agricultural Loans Act amounted to 10,133,000 rupees and under the Land Improvement Loans Act to 18,576,000 rupees. The total loans advanced by co-operative banks was 21,067,000 rupees.

The Committee has recommended that compatible with the financial resources of the State, the goal of taccavi in future should be to offer assistance to all cultivators, who need it, provided they furnish reasonable security.

As an immediate step, the Committee has suggested that the total volume of agricultural financing by the State Government should be increased progressively by about 20 million rupees in each year during the unexpired period of the Five Year Plan. The Government should earmark loans for specific purposes.

(The Statesman, 29 March 1954 ).

Hyderabad Abolition of Inams Bill, 1954.

The Government of Hyderabad published on 10 April 1954 the text of the Hyderabad Abolition of Inams Bill 1954 proposed to be introduced in the Legislative Assembly of the State.

The Statement of Objects and Reasons appended to the Bill declares that the Hyderabad Enfranchised Inams Act, 1952(VIII of 1952), was enacted to enfranchise certain classes of inams and to charge in lieu of relinquishment of revisionary rights of Government and conferment of all proprietary rights on the inamdars, a quit-rent or judi at one-eighth of the revenue assessment. The Government considers that this is not quite in keeping with the modern trends in that the said Act, while making no provision for the rights of the tenants of the inamdar allows remission to the inamdar to the extent of seven-eighths of the land revenue. Further the Act is likely to be challenged as being discretionary. The Government feels that while compensating the inamdar, the rights of the tenants should also be adequately safeguarded.

The present Bill seeks to achieve these objects and provides for (1) abolition of all inams other than village service inams held by religious and charitable institutions; (2) full assessment being charged for such abolished inams; (3) the retention by the inamdars as well as his tenants, of lands under their personal cultivation to the extent of the maximum allowed under the Hyderabad Tenancy and Agricultural Lands Act, 1950; and (4) giving adequate compensation for the lands resumed from them.

(The Hyderabad Government Gazette, Extraordinary, No. 86, 10 April 1954, pp. 345-357 ).

### 43. Handicrafts.

India - March 1954.

#### Bombay Village Industries Bill 1954.

The Government of Bombay published on 25 February 1954 a Bill to provide for the organising, developing and regulation of village industries in the State of Bombay and to constitute a Board to carry out the said object.

According to the Statement of Objects and Reasons the Government considers necessary that steps should be taken to organise and develop village industries. At present a body known as Village Industries Committee has been appointed by an executive order to carry out this object; the Government has come to the conclusion that it is desirable and necessary to establish a statutory board to carry out the said object. The Bill provides for the incorporation of the Bombay Village Industries Board.

Functions.- The functions of the Board are to organise, develop and regulate village industries and perform such functions as the State Government may prescribe from time to time. The Board shall also perform the following functions viz., (a) to start, encourage, assist and carry on village industries and to carry on trade or business in such industries and in the matter incidental to such trade or business; (b) to help the people by providing them with work in their homes and to give them monetary help; (c) to encourage establishment of co-operative societies for village industries; (d) to conduct training centres and to train people thereat with a view to equipping them with the necessary knowledge for starting or carrying on village industries; (e) (i) to manufacture tools and implements required for carrying on village industries and to manufacture the products of such industries, (ii) to arrange for the supply of raw materials and tools and implements required for the said purpose, ~~(iii)~~ and (iii) to sell and to arrange for the sale of the products of the said industries; (f) to arrange for publicity and popularising of finished products of village industries by opening stores, shops, emporia or exhibitions and to take similar measures for the purpose; (g) to endeavour to educate public opinion and to impress upon the public the advantages of patronising the products of village industries; (h) to seek and obtain advice and guidance of experts in village industries; and (i) to undertake and encourage research work in connection with village industries.

The Board may acquire and hold such movable and immovable property as it deems necessary and incur expenditure and undertake works in any area in the State for the framing and execution of such schemes as it may consider necessary for the purpose of carrying out the provisions of the Bill.

(The Bombay Government Gazette, Part V,  
25 February 1954, pp. 124-131 ).

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44. Merchant Marine and Fisheries.

India - March 1954.

Draft Indian Merchant Shipping(Safety Convention  
Certificate) Rules, 1954.

The Government of India published on 20 March 1954 the draft of the Indian Merchant Shipping(Safety Convention Certificates) Rules, 1954, proposed to be made in exercise of the powers conferred under the Indian Merchant Shipping Act, 1923, and in supersession of the Indian Merchant Shipping (Safety Convention Certificates) Rules, 1934. The draft rules require that every safety certificate shall be in one of the forms set out in the schedule to the rules and every qualified safety certificate shall be in one the prescribed forms with such modifications as are necessary to show in what respects the steamer complies with the requirements of the International Convention for the Safety of Life at Sea 1948 and of the Simla Rules 1931, so far as those requirements apply thereto. The Rules prescribe inter alia, the forms of safety radio-telegraphy certificate, safety equipment certificate and exemption certificate and the fee for the grant of such certificates.

(The Gazette of India, Part II, Section 3,  
20 March 1954, pp. 549-558 )

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MARCH 1954.

50. General.

Bihar Shops and Establishments Act, 1953.  
(VIII of 1954).

The Bihar Shops and Establishments Bill, 1953 (vide pp. 46-47 of the report of this Office for May 1953) as passed by the Bihar Legislature received the assent of the President on 15 February 1954 and ~~has~~ has been gazetted as Act No. VIII of 1954. The provisions of the Act are summarised below.

Scope and extension.- The Act extends to the whole of the State of Bihar and will come into force on such date or dates as the State Government may, by notification, appoint and different dates may be appointed for different provisions of this Act or for different areas or for different classes of shops or establishments. It applies in the first instance, to the local areas comprised within a municipality, notified area or a municipal corporation constituted and established under any law for the time being in force, relating to municipalities and to any ~~mining~~ mining settlement for which a Mines Board of Health has been established under section 5 of the Bihar and Orissa Mining Settlements Act 1920.

The term 'establishments' has been defined to mean an establishment which carried on any business, trade or profession or any work in connection with, or incidental or ancillary to, any business, trade or profession and includes - (i) administrative or clerical services appertaining to a such establishment; (ii) a shop, restaurant, residential hotel, eating house, theatre or any other place of public amusement or entertainment; and (iii) such other establishment as the State Government may, by notification, declare to be an establishment to which the Act applies.

Opening and closing hours and hours of work.- No establishment shall on any day be opened earlier than 7 a.m. and closed later than 9 p.m. and the State Government may alter the opening or closing hours for different establishments or for different areas or for different ~~xxxx~~ periods of the year.

The hours of work of employees in establishments are fixed at nine a day and 48 hours a week exclusive of intervals allowed for rest or meals which together shall not be less than one hour in any day. Provision is made for an interval for rest of at least half an hour after five hours continuous work. The periods of work and intervals of rest of an employee shall be so arranged that they shall not be together spread over more than 14 hours in any day in the case of an employee and 10 hours in the case of a young person under 18 years of age and 8 hours in the case of a child under 14 years of age.

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Employment of children and young persons.- The Act prohibits the employment of children under the age of twelve in any establishment to which the Act applies and the employment of children, young persons and women before 7 a.m. and after 7 p.m. The hours of work of children and young persons are fixed at 5 hours a day or 30 hours in a week in the case of a child and 7 hours a day or 42 hours a week in the case of a young person. Provision is made for an interval for rest of one hour after four hours continuous work.

Leave with wages.- Every employee who has worked for two hundred days or more in an establishment during a calendar year and who has not been involved in an illegal strike, shall be allowed, during the subsequent calendar year, leave with wages for a number of days calculated at the rate of (i) if a child, one day for every fifteen days of work performed by him during the previous calendar year; and (ii) in any other case, one day for every twenty days of work performed by him during the previous calendar year. For the leave allowed to him an employee shall be paid at a rate equal to the daily average of his total full-time earnings, exclusive of any overtime earnings and the yearly bonus, but inclusive of attendance bonus, efficiency bonus and other incentive bonuses and dearness allowance and the cash equivalent of any advantage accruing by the sale of foodgrains and other articles at concessional rates, for the days on which he worked during the month immediately preceding his leave.

Wages.- No wage period shall exceed one month. Overtime rates of wages are fixed at twice the ordinary rate of wages. The wages of every employee shall be paid before the expiry of the seventh day after the last day of the wage period in respect of which the wages are payable, and no deductions other than those which may be prescribed shall be made by the employer from the wages of his employee.

No employer shall discharge from his employment any employee who has been in such employment continuously for a period of not less than six months, except for a reasonable cause and without giving such employee at least one month's notice or one month's wages in lieu of such notice. Such notice is necessary where the services of such employee are dispensed with on a charge of such misconduct as may be prescribed by the State Government, supported by satisfactory evidence recorded at an inquiry held for the purpose. Every such employee shall have a right of appeal to such authority and within such time as may be prescribed. No employee shall terminate his employment unless he has given to his employer a notice of at least one month.

Social security.- The provisions of the Workmen's Compensation Act and the rates made thereunder have been made applicable to persons employed in an establishment under the Act.

Other provisions of the Act deal inter alia with appointment of inspecting officers, their rights and duties, offences and penalties, power to make rules, etc.

Repeal.- On ~~the~~ and from the date on which any of the provisions of the Act comes into operation in any area of shop or establishment the Weekly Holidays Act 1942 (Central Act XVIII of 1942) shall cease to apply to such area, shop or establishment.

(The Bihar Gazette, Part IV, 17 March 1954, pp. 22-27 ).

Draft West Bengal Factories (Exemption) Rules, 1954.

The Government of West Bengal published on 30 March 1954 the draft of the West Bengal Factories (Exemption) Rules 1954 proposed to be made in exercise of the powers conferred under the Factories Act, 1948. The rules define inter alia the persons employed in a factory who are deemed to be persons holding positions of supervision or management or persons employed in a confidential position, and exempts certain categories of workers e.g., workers employed on urgent repairs, continuous processes, etc. from certain provisions of the Act. The draft rules will be taken into consideration by the Government after 30 June 1954.

(The Calcutta Gazette, Extraordinary, 30 March 1954, pp. 441-447 ).

Uttar Pradesh: Compulsory Leave to Workmen in Vacuum-Pan Sugar Factories under certain Circumstances.

By a notification dated 17 March 1954 under the U.P. Industrial Disputes Act, 1947, the Government of Uttar Pradesh has authorised vacuum-pan sugar factories to send their permanent workmen on compulsory leave under certain circumstances at half their consolidated wages. According to the order every vacuum-pan sugar factory in Uttar Pradesh shall, with effect from the date of the actual closing of crushing operations for 1953-54 crushing season, be entitled to send its permanent workmen on compulsory leave for a period not exceeding two months, if the crushing season in the factory was of less than ninety days' duration. In exceptional circumstances beyond the control of ~~the~~ a factory, e.g., breakage of machinery, disease in sugarcane, an abnormally short season due to short supplies of cane, etc., the aforesaid period of compulsory leave may, with the express previous permission in writing of the Labour Commissioner, Uttar Pradesh, be extended by a factory up to a maximum of six months. During the period of



compulsory leave, the workman concerned shall be entitled to fifty per cent of their consolidated wages. In addition, every employee living beyond ten miles of the ~~factory~~ factory will be entitled to single fare from the factory to the place of his residence when going on compulsory leave and also for returning to the factory for resuming work. The order will remain in force for a period of one year in the first instance and the period may be extended from time to time.

(Notification No. 1352(ST)/xxxviA-68(ST)-50 dated 17 March 1954; Uttar Pradesh Gazette, Part 1A, 27 March 1954, pp. 837-838 ).

Labour Conditions in Rice Mills in India.

The Labour Investigation Committee conducted an enquiry into the conditions of labour in the rice mill industry in 1944-45 and published a detailed report on the subject. Recently a questionnaire was addressed to a sample of 127 mills throughout the country calling for information on the various aspects such as employment, wages, working conditions, amenities for labour, etc. The response, however, has not been very satisfactory and even the replies received were not very informative. Efforts were made to collect the outstanding replies partly through the State Inspectors of Factories and Labour Commissioners and partly through personal visits by the officials of the Labour Bureau. Even so information could be collected in all, only from about 82 mills, mostly located in Madras, Andhra, Assam, West Bengal, Orissa, Bihar, Madhya Pradesh and Hyderabad. The number of mills in the different States from which replies could be obtained ~~is given~~ is given below:-

Assam	3
Bihar	7
Madhya Pradesh	10
Madras and Andhra	40
Orissa	6
West Bengal	14
Hyderabad	2
Total	<u>82</u>

The main results of the enquiry are presented below\*.

Employment.- According to the latest available Statistics of Factories, there were in India, during the first half of 1952, about 2,500 rice mills subject to the provisions of the Factories Act, 1948. These employed on an average 45,835 workers per day in 1951. The industry is located mostly in the States of Madras, Andhra and Hyderabad in the South, West Bengal, Assam, Bihar and Orissa in the East and in the State of Madhya Pradesh in Central India. There are a few factories in some of the other States also, but their number and average daily

\* Labour Conditions in Rice Mills: Indian Labour Gazette, Vol. XI, No. 8, February 1954, pp. 745-755.

employment are not considerable. The table given below shows the number of working rice mills and the average daily employment therein by States for the years 1947, 1951 and 1952:-

State	1947	1951	1952
<u>Part A States</u>			
Assam	1,475 (69)	1,645 (146)	1,599 (151)
Bihar	5,248 (114)	4,777 (119)	5,112 (298)
Bombay	740 (65)	624 (63)	495 (52)
Madhya Pradesh	4,204 (86)	3,770 (279)	3,939 (271)
Madras	14,764 (995)	15,592 (1086)	15,768 (1076)
Orissa	3,732 (74)	2,908 (79)	3,075 (81)
Punjab	426 (21)	361 (21)	211 (20)
Uttar Pradesh	517 (13)	1,047 (43)	859 (45)
West Bengal	16,948 (333)	13,083 (280)	10,952 (255)
<b>Total Part A States.</b>	<b>48,054 (1,770)</b>	<b>43,807 (2,116)</b>	<b>42,010 (2,249)</b>
<u>Part B &amp; C States</u>			
Hyderabad	2,873 (91)	2,024 (145)	N.A.
Madhya Bharat	-	48 (4)	N.A.
Mysore	216 (6)	1,043 (85)	N.A.
Rajasthan	-	73 (4)	N.A.
Saurashtra	51 (2)	-	N.A.
Travancore-Cochin	220 (9)	217 (14)	N.A.
Bhopal	-	10 (1)	N.A.
Coorg	61 (7)	67 (11)	83 (12)
Tripura	-	40 (2)	N.A.
Vindhya Pradesh	-	48 (3)	N.A.
Jammu and Kashmir	30 (1)	-	N.A.
<b>Total Part B &amp; C States</b>	<b>3,451 (116)</b>	<b>3,570 (269)</b>	<b>83 (12)</b>

N.A. Not Available.

N.B.-Numbers within Brackets show the number of working Rice Mills.

A study of the employment figures reveals that although the number of factories engaged in the industry recorded a considerable increase during the six years, the average daily employment declined appreciably after 1949. The enforcement of the new Factories Act in 1949 which brought on the register several small factories for the first time, appears to be mainly responsible for the increase in the number of factories. The industry being dependant entirely on the availability of paddy, the fall in employment can perhaps be attributed to the downward trend in the rice out-put in the country during this period and the consequent shortage of paddy available for milling.

The average daily employment does not however indicate precisely the quantum of employment available in the industry. The industry is essentially seasonal in character and the duration of work varies from place to place depending on the supply of paddy which again is dependent on the vagaries of the monsoon in the final analysis. According to the Annual Census of Manufacturing industries, the average number of days worked in the Industry dropped from 191 in 1947 and 1948 to 186 in 1949 and 165 in 1950. Generally speaking, rice mills are active only during the period following the harvest, when there is an abundant supply of paddy. The actual timing of the harvest differs from State to State and consequently the timing of the busy season also varies. Secondly, rice mills producing parboiled rice, which are common in the States of Bengal, Bihar and Orissa, are generally not in a position to work in the rainy season. The work, therefore, on a restricted scale owing to the necessity of drying parboiled rice. The average number of days worked by the rice mills during 1952 in each of the Part 'A' States (excepting Punjab where employment in rice mills was little) worked out by dividing the total number of man-days worked by the average daily employment is shown below:-

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Average No. of days worked in  
1952.

Assam	231
Bihar	226
Bombay	239
Madhya Pradesh	206
Madras	156
Orissa	256
Uttar Pradesh	221
West Bengal	180

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It does not mean however that the factories work all the days shown in the table above on rice milling. In many cases, rice mills undertake usually in the slack season, and sometimes simultaneously with rice milling even in the busy season, other operations such as flour milling, oil extraction, groundnut decordication and turmeric polishing. The most important of these are oil extraction and groundnut decordication. These processes usually keep the rice mills going for sometime even though paddy is not available for milling.

Workers employed in the rice mill industry may be classified broadly as skilled and unskilled. The skilled category includes the engine drivers, shellermen, hullermen, firemen and oilmen. These workers are employed generally on time-rates, mostly on a monthly basis. These and a few others such as watchmen can perhaps be classified as the permanent employees since in most cases these workers get their full time pay irrespective of the number of days worked by the mill in any month or other wage-period. It should be mentioned in this connection, however, that in the rice mill industry most of the mills are let out on lease from year to year. While in many cases the workers serving under the previous lease-holder, at least of the permanent category, are taken over by the new lease-holder, there seems to be no obligation on the part of the new employer to engage the old workers. It may not therefore be strictly correct to classify any of the rice mill workers as permanent. They may perhaps be classified as semi-permanent. Most of the other workers employed in rice mills are generally engaged on a day to day basis either directly or through contractors and are paid for on the basis of the number of days worked in the case of time-rated workers and on the basis of the work done in the case of piece-rated workers. Women are employed in large numbers in such tasks as carrying rice within the mill, separation of husk etc. Out of a total labour force of 42,010 in 1952 in the rice mills in Part A States, there were 27,897 men and 13,944 women.

Recruitment.- There seems to be no special machinery for the recruitment of labour in the industry. Since most of the mills are small and labour required is mostly of an unskilled nature, direct recruitment of labour is made every morning at the factory gates. A small proportion, 15 per cent is employed through contractors or middlemen.

The practice of training apprentices appears to be practically non-existent, except in the case of ~~the~~ one ~~small~~ mill in West Bengal.

Holidays and leave.- Besides the weekly holidays, mills are generally closed ~~with~~ on a number of festival and other public holidays, but they are not generally treated as paid holidays for the daily-rated workers. The benefit of such holidays is thus derived by the monthly rated permanent employees only. The number of such holidays varies from mill to mill. It would appear, however, from the replies that a few paid holidays are given to all workers in some of the mills. Thus, Independence Day is reported to be a paid holiday for all but one of the mills in Madras. A mill in Bihar gives 3 paid holidays during a year. Another in West Bengal gives 4 to 5 holidays.

The provisions of the Factories Act relating to leave with pay apply to all rice mills. In practice, however, in view of the seasonal and international nature of the work, only the permanent workers get the benefit of this provision. Personal investigations in some parts of the country have revealed that the workers are not even aware of this provision of the Act. It is found that in some of the mills even the registers prescribed under the Factories Act in connection with this provision are not properly maintained. So far as the permanent workers are concerned, they get in effect, many more paid holidays than those provided under the Act because they are paid even for the days on which the factories remain closed for want of work.

A few mills give, in addition, casual leave to their workers. A mill in West Bengal gives 5 days, one in Bihar gives 12 days while another in Madras gives 16 days.

Hours of work.- While most of the mills work for 48 hours a week, a few work for less than 48 hours. In fact the hours of work seem to differ for different groups of workers. The kata coolies in the South have in some mills different timings for work from the mill workers. The time of work for the clerical staff, watchmen, etc., are again different. Many of the mills in the Madras and Andhra area work in two shifts, while in the North East, one shift seems to be the rule. A mill in Madras has in fact reported that it works three shifts. A couple of mills in Madhya Pradesh were also reported to be working more than one shift. There is no night shift in most of the mills. Of the 38 mills in the Madras and Andhra area which were reported to be working, 28 were working for 48 hours per week, 2 for 45 hours, 3 for 42 hours, one for 39 hours, 3 for 36 hours and one for 24 hours. In the other States the work week was mostly one of 48 hours. Rest intervals of one hour or more are given in most of the mills during the course of a shift.

Accidents.- With the exception of one mill in Madhya Pradesh none of the mills in the sample has reported the incidence of accidents. In the mill referred to in Madhya Pradesh, one minor accident occurred in 1951-52. An amount of 18 rupees 12 annas was paid as compensation in this case. No case of occupational disease was reported.

Wages and Earnings.- The rice mill industry is covered by the Minimum Wages Act, 1948, under which minimum rates of wages payable to workers employed in the industry have been fixed in most of the States. These are as follows:-

State	Minimum daily rates of wages fixed under the Minimum Wages Act.		
	Rs.	As.	P.
Assam -----	1	8	9
		to	
	1	11	9
Bihar-----	1	8	7
Bombay-----	1	8	9
		to	
	2	5	0
Madhya Pradesh-----	0	12	0
		to	
	1	0	0
Madras and Andhra-----	0	12	0
Orissa -----	1	0	0
Punjab -----	1	12	0
Uttar Pradesh -----	1	0	0
West Bengal -----	0	13	6
		to	
	1	2	0
Mysore -----	1	0	0
Rajasthan -----	1	2	0
Saurashtra-----	1	4	0
		to	
	2	0	0
Coorg -----	1	14	0
		to	
	2	1	2

The rates prevailing in many of the States, however, appear to be somewhat higher than the minimum fixed by the Government. The following table gives a distribution of sampled concerns furnishing information according to the level of minimum daily rates in force.

State	As.12 or above upto Re.1	Rs.1 or above upto Rs.1-4	Re.1-4 or above upto Rs.1-8	Rs.1-8 or above	Total
Andhra and Madras -----	7	17	5	3	32
Bihar and Orissa -----	..	3	3	5	11
Madhya Pradesh and Hydera- bad.-----	3	2	2	2	9
West Bengal and Assam-----	3	3	2	5	13

Generally speaking there is no system of dearness allowance and the wages are all-inclusive.

As stated earlier a large proportion of workers in rice mills are piece-rated and are paid at rates fixed for weighing and stitching 100 bags. The rates for weighing of paddy sometimes differ from those for weighing rice. There are also some differences in the wage rates for single stitching and double stitching. Boiling and drying are also paid at piece-rates in States where such work is undertaken by the mills. The ranges of piece rates quoted for weighing and stitching by sampled mills in the different States are given below:-

States	Wage rates for weighing and stitching 100 bags.		
	Rs.	As.	P.
Andhra and Madras -----	3	0	0
		to	
	7	8	0
Bihar and Orissa -----	4	0	0
		to	
	6	4	0
Madhya Pradesh and Hyderabad -----	4	0	0
		to	
	7	0	0
West Bengal and Assam -----	1	13	0
		to	
	18	12	0

Apart from the consolidated basic wages there are generally no other allowances paid to rice mill workers. There are, however, a few cases in which concessions in kind are given. A mill in Assam supplies rice to workers at concession rates. A mill in Bihar also gives rice at concession prices besides supplying fuel, light and water. Another mill in the same State supplies fuel. Rice at concessional rates is supplied by some mills in West Bengal also. A mill in Orissa supplies kerosene and fuel free to workers. In many of the mills in Madras and Andhra, there is a practice of giving presents to workers for deepavali or sankranti festivals. Bonuses are also paid by a few mills especially in the South to their permanent workers.

Housing and Welfare.- Free housing is ~~not~~ reported to have been provided by as many as 15 out of the 84 mills which have replied. The percentage of workers housed in each mill varies from 25 to 100.

Among the other facilities available to rice mills workers in the country, mention could be made of the medical facilities provided by a few mills. First aid boxes required under the Factories Act appear to be available in most of the mills. Facilities for free medical treatment are reported to be available in two of the sampled mills in West Bengal, two mills in Orissa and two in Bihar. A mill in Madras pays 10 rupees per year to each worker towards medical expenses.

Not a single case of maternity benefit has been reported by any of the sampled mills although female labour forms quite a high proportion in this industry. There is no system of provident fund, pensions or gratuities in any of the sampled mills in the industry.

Industrial Relations.- Standing Orders under the Industrial Employment (Standing Orders) Act have been framed by some of the larger units. One mill in Bihar, one in Orissa and two in West Bengal have reported the existence of Standing Orders. Such orders are required to be framed under the Act only by mills employing 100 workers or more.

Works Committees are reported to have been formed by the sampled mills in Orissa. A Committee was formed by a mill in Bihar also but it has since been abolished because of a reduction in the working strength.

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52. Workers' Welfare and Recreation.

India - March 1954.

Labour Welfare in Bombay State\*.

Labour Welfare activities in the State of Bombay dates back to 1937, when the Labour Welfare Department was set up and the first Centres were established in Bombay City at Delisle Road, Worli and Naigaum with the construction of three 'A' type Centres by Government on a planned outline. At present the State has a well developed labour welfare centres distributed all over the industrial areas in the State.

In July 1953, Government transferred all welfare activities to the Bombay Labour Welfare Board under Act No. XL (Labour Welfare Fund Act) of 1953. The Board consists of 14 members including representatives of employers, workers, independents and women. The Welfare Fund, consisting of unutilised fines and accumulations of unclaimed dues to workers, is utilised on:-

- (a) Community and Social Education Centres including Reading Rooms and Libraries.
- (b) Community Necessities.
- (c) Games and Sports.
- (d) Excursions, Tours and Holiday Homes.
- (e) Entertainment and other forms of recreation.
- (f) Home Industries and Subsidiary Occupations for women and unemployed workers.
- (g) Corporate activities of a social nature.
- (h) Such other objects as would, in the opinion of the State Government, improve the standard of living and ameliorate the social conditions of labour.

The moneys shall not, however, be utilised in financing any measure which the employer is required under any law for the time being in force to carry out. The principal executive officer of the Board is the Welfare Commissioner. The staff of the Board consists almost entirely of the staff under Government in the Welfare Department on 30 June 1953.

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\* Labour Welfare in Bombay State: Indian Labour Gazette, Vol. XI, No. 8, February 1954, pp. 779-782.

The Welfare Centres are classified into 'A', 'B', 'C' and 'D' types according to the facilities available at these Centres. 'A' type Centres are located in spacious, well-planned buildings with gymnasias, wrestling pits, shower baths, open spaces for games and sports and children's playgrounds. 'B' type Centres, started during 1947-48, are on a somewhat similar though smaller scale as the 'A' type, while 'C' type Centres are housed in hired ~~and~~ buildings with provision for indoor games and limited outdoor recreational activities. In 1946, there were 30 centres in Bombay, Ahmedabad and Sholapur. During the succeeding years, the number has been raised to 54 Centres, offering recreational and instructional facilities for workers and their families at almost all important industrial areas, five 'A' type Centres (three in Bombay, one in Ahmedabad and one in Sholapur), eleven 'B' type Centres and thirty-six 'C' type Centres (including 13 in Bombay City, and 8 each in Ahmedabad and Sholapur respectively) and two 'D' type Centres in Bombay City.

Activities.- The activities at these Centres include:-

- (a) Entertainment by visual ~~and~~ aids such as cinemas, Epidiascopes and Magic Lanterns, exhibitions with pictures, posters and charts, drama, music, etc.
- (b) Activities for physical education by means of outdoor games and sports, gymnasium activities, etc.
- (c) Educational activities through reading rooms and libraries; facilities for literacy and adult education.
- (d) Employment aids by means of training in alternative occupations.
- (e) Welfare and anti-drink propaganda through meetings and study groups.
- (f) Starting of creches, nursery schools, sewing classes and women's clubs.
- (g) Health education in the form of instructions in first-aid, hygiene, health advice and medical aid, organisation of scouting and boys' clubs.

Besides indoor and outdoor games, the activities include cultural programmes such as dramas, music programmes, debates, hand-written magazines and literacy classes.

All 'A' type centres have full time nursery schools conducted from 9-30 a.m. to 3.30 p.m. for children between the ages of three and six. On arrival at the Centre, the children are bathed and, where necessary, dressed in clean clothes. They are taught by montessori trained teachers and, in the course of the day, provided with a nutritious meal consisting of milk, biscuits and other items of food. Two creches are also run by the Department at the Sholapur 'A' type Centre and a 'C' type centre, mainly for the benefit of the children of handloom weavers living in the vicinity of these two centres.

While medical relief may not be strictly within the sphere of activities scheduled under the Bombay Labour

Welfare Fund Act, a modest co-operative venture for medical facilities at centres has been started with the help of a number of doctors, who have volunteered their services free of charge one or two hours a week and donations of some medicines by pharmaceutical concerns. There are at present five such medical aid posts in Bombay City, three in Ahmedabad and one at Gadag. Health guidance, Medical advice and consultation are freely given to workers ~~and their families~~ needing the same besides available medicines at concessional cost price according to doctors' prescriptions. Moneys thus realised are utilised for further purchases from time to time. An important feature of this service is an Anti-T.B. Campaign. Propaganda, B.C.G. Vaccinations and co-operation with the Home Treatment Clinic at the Sewri Sanitorium are the main features of this programme.

Supplementary income to working class families.- Yet another scheme recently started is intended to provide supplementary income to working class families living around the centres. The scheme seeks to obtain part time work of different types, essentially of an unskilled or semi-skilled nature, to unemployed women and dependants of unemployed or under-employed workers who have spare time for such work. At present this includes stitching of clothing articles, making of stationery articles, embroidery and knitted fancy goods, toys, soap, a type of small carpet from waste yarn, etc. Efforts in this direction also include the setting up of a small co-operative canteen service by working class women who contribute a small amount among themselves for working expenses and do all the work of preparation and serving of tea, snacks, etc., themselves. It is hoped that this service would be the beginning of a scheme by which working class women would be able to furnish an adequate canteen service for their men folk working in small factories where adequate canteen facilities do not exist.

The popularity of welfare centres among workers living in the neighbourhood is indicated by the following statistics of attendance for the past seven years:-

Year	Attendance
1947	2,959,800
1948	6,290,600
1949	8,310,225
1950	10,297,667
1951	11,923,600
1952	12,702,000
1953	14,033,750

56. Labour Administration.

India - March 1954.

Work of the Ministry of Labour during the Year 1953-54.

Adoption of legislation to provide for payment of compensation to workers in the event of their lay-off or retrenchment, further progress in the implementation of Employees' State Insurance Act, 1948 and the Minimum Wages Act, 1948 and special attention to problems caused by unemployment in several industries are some of the main features of the work of the Ministry of Labour for the year 1953-54, according to a report released by the Ministry\*. The following is a summary of the report.

Legislation.- Two important legislative measures, viz., the Industrial Disputes (Amendment) Act, 1953 and the Employees' Provident Funds (Amendment) Act, 1953, were adopted during the year.

The former enactment provides for payment of compensation to workmen in the event of their lay-off or retrenchment. The provisions relating to lay-off, which are applicable to mines and factories only, are mostly based on an agreement entered into between the representatives of employers and workers who attended the 13th Session of the Standing Labour Committee. In regard to retrenchment, the Act provides that a workman who has been in continuous employment for not less than one year under an employer shall not be retrenched until he has been given one month's notice in writing or one month's wages in lieu of such notice and also compensation calculated at 15 days' average pay for every completed year of service or any part thereof in excess of six months. The promulgation of an Ordinance in October 1953, which was subsequently replaced by the above Act was necessitated by the crisis in the textile industry which threatened large scale closures of mills.

The question of application of these provisions to plantation workers was discussed at the fifth session of the Industrial Committee on Plantations held at Calcutta in January 1954, at which an agreement was arrived at that the provisions of the Industrial Disputes (Amendment) Act, 1953, should be applied to plantations from 1 April 1954.

The latter enactment provides for the removal of certain defects and administrative difficulties revealed during the working of the Act in certain aspects. As certain amendments were required to be enforced urgently and as the amending Bill which was introduced in the Council of States on 14 September 1953 could not be passed during that session of the Parliament, an Ordinance was promulgated on 14 October 1953. The Ordinance was subsequently replaced by the Employees' Provident Funds (Amendment) Act, 1953, which received the assent of the President on 12 December 1953. Some of the urgent amendments to the Scheme were also notified.

\*Report 1953-54: The Ministry of Labour, pp. 24.

Bills and proposals for legislation.- During the year under review, the Government introduced in the Parliament a Bill to amend the Factories Act, 1948, necessitated by the ratification by the Government of India of the I.L.O. Convention prohibiting employment of women and young persons during night in factories and another Bill amending the Minimum Wages Act, 1948, providing for extension of the time limit for fixing minimum rates of wages in employments mentioned in the two scheduled to the Act upto 31 December 1954.

The question of a Central enactment to regulate the conditions of work of employees in shops and commercial establishments has been under consideration for a long time. The conditions of work of persons employed in shops and commercial establishments are being regulated by Shops and Establishments Acts in force in some of the States. As there was no uniformity in the existing legislation, the question of having a central law on the subject was examined. It was decided at the meeting of the Standing Labour Committee held in November 1950, that a Bill should be drafted taking into account the provisions in the existing State enactments. A draft Bill was accordingly prepared and placed before the Standing Labour Committee at the meeting held in July 1953. The Committee agreed that there should be a central law on Shops and Commercial Establishments but in view of similar legislation already existing in certain States it was decided that if the State legislation conformed to the standards prescribed in the Central law in all important respects it would not be necessary to apply the Central law to that State, but where the State Act did not conform to those standards, the State must either amend its law to bring it upto those standards, or come under the Central law. The provisions of the proposed Central law are being finalised.

II. Implementation of Labour Laws, Employees' Provident Fund Scheme.- The Employees' Provident Funds Act at present applies to employees engaged in six industries, namely, Cement, Cigarettes, Electrical, Mechanical and General Engineering Products, Iron and Steel, Paper and Textile factories, which employ 50 or more persons. It does not, however, apply to factories belonging to Government or Local Bodies and those that have not completed three years of their establishment. The Employees' Provident Funds Scheme, 1952, benefited 1.39 million of employees employed in 1,722 factories during the first year of its working. The number of subscribers employed in 1,204 unexempted factories was 0.525 million, the rest being employed in exempted factories. The total provident fund contributions collected from the unexempted factories by the end of December 1953 were 64.9 million rupees. The average monthly contribution collected from employers and employees of the unexempted factories amounted to about 4.8 million rupees and the average monthly investments to 4.3 million rupees. The balance was retained for the purpose of settling claims for refund. It was decided that contributions under the scheme should be utilised for the purpose of ways and means for financing the industrial housing scheme.

The expenses invested in implementing the scheme were met by a levy of 3 per cent of employer's and employees' contributions from unexempted factories and 3/4 per cent from exempted factories. The administrative charges collected and the expenditure on the administration of the scheme by the end of October 1953 were about 2.17 million rupees and 1.28 million rupees respectively. The scheme will be extended to other industries after sufficient experience has been gained of its working in the six scheduled industries.

Coal Mines Provident Fund and Bonus Schemes.- The Coal Mines Provident Fund and Bonus Schemes started under the Coal Mines Provident Funds and Bonus Scheme Act 1948, continued to function satisfactorily. During the year 1952-53 a sum of 6,220,662 rupees was contributed to the Coal ~~Mining~~ Mines Provident Fund by employers and employees to equal proportion. The total number of subscribers to the Fund was 665,323. Till 31 October 1953, Government securities of the face value of 37,121,800 rupees were purchased by the Fund. Twelve thousand two hundred and eightyseven employees were paid their provident fund dues amounting to 1,178,441 rupees.

The Employees' State Insurance Act, 1948.- The Employees' State Insurance Scheme was further implemented in seven industrial areas in the Punjab, namely, Amritsar, Batala, Ludhiana, Jullundur, Bhiwani, Abdullapur-Jagadhri and Ambala with effect from 7 May 1953.

Progress in implementing the scheme has unfortunately not been very satisfactory in that only about 8 per cent of the total insurable labour population of the country has been covered. Preparations have been made to implement the scheme in Calcutta City and Howrah district. The financial implications of the scheme are being studied for introducing it in Bombay. Steps have also been taken to introduce it in Nagpur, Coimbatore and certain towns in Madhya Bharat in the near future.

The Minimum Wages Act of 1948.- With the consent of the Governments of Rajasthan, Travancore-Cochin, Saurashtra and Hyderabad, the functions of the Central Government under the Minimum Wages Act, 1948, in so far as such functions relate to the fixation of minimum rates of wages in respect of workers employed in stone breaking or stone crushing operations carried on in any mine situated ~~not~~ within their respective States were entrusted to them. Directions were also issued to the Chief Commissioners of Delhi and Bhopal to discharge the functions of the Central Government in the matter.

The State Governments (except of the Government of Jammu and Kashmir) and the Chief Labour Commissioner were requested to furnish annual reports on the working of the Minimum Wages Act, 1948.

Rates of minimum wages in agricultural employment were fixed in Bihar covering the whole of Patna Division. The Government of Uttar Pradesh fixed minimum wages for employees in organised farms of 50 acres or over in the Districts of Sultanpur, Partabgarh, Azamgarh, Banda, Barabanki, Jaunpur, Rae Bareilly, Faizabad, Hamirpur, Ballia, Ghazipur and Jalgaur. Minimum Wages were fixed for the

whole State by the Governments of Ajmer, Bilaspur, Coorg, Delhi, Himachal Pradesh, Kutch, PEPSU, Punjab, Rajasthan, Mysore and Tripura. In Vindhya Pradesh, minimum wages were fixed for the District of Sidhi. In West Bengal, minimum wages were fixed for the District of Darjeeling and Jalpaiguri and in Assam for the District of Cachar.

Draft proposals for fixation of minimum wages were notified by the Government of Bhopal, Bombay, Madras, Madhya Pradesh and Orissa under Section 5(1)(b) of the Minimum Wages Act, 1948.

Plantations Labour Act, 1951.- At its fifth session held on the 30 and 31 January 1954, the Industrial Committee on Plantations discussed the question of enforcement of the Plantations Labour Act, 1951. The Committee recommended that the Act be brought into force on 1 April 1954 and that the sections which automatically come into force, ~~namely~~ namely, those relating to provision of drinking water, tokens and fitness certificates and annual leave with wages, should be given effect to from that date. Planters in Cachar, Tripura and Darjeeling wanted exemption for one year in regard to annual leave because of the set-back they had suffered during the recent crisis in the tea industry. The Industrial Committee also desired that the rules in respect of welfare measures covered by the Act should be framed and placed before a tripartite committee for scrutiny and approval at an early date. A phased programme of implementation of the welfare measures after the finalisation of the rules was considered desirable. The Committee felt that first priority should be given to the provision of medical facilities, creches, recreational facilities, housing, protection from weather and appointment of welfare officers. Spokesman of rubber plantations, however, felt that the implementation of the Act should follow a suitable increase in prices of the produce. The representative of the coffee interests similarly desired a prior enquiry into the cost structure of the industry.

Dock Workers (Regulation of Employment) Act, 1948.- A Dock Labour Board was set up in July 1953 for the Port of Madras to administer the Madras Dock Workers (Regulation of Employment) Scheme, 1952. A similar scheme for the ports of Cochin and Visakhapatnam is under consideration.

III. Industrial Relations.- There was an appreciable fall in the number of labour disputes and the number of mandays lost.

Period	No. of disputes	No. of Man-days lost
January 1952 to October 1953 -----	985	2,908,699
January 1953 to October 1953 -----	818	2,553,529

The Tribunal appointed in January 1952 to adjudicate the disputes between the various banks and their workmen gave its award in March 1953 but the award was stayed on appeal by the Labour Appellate Tribunal. A Special Bench of the Tribunal was constituted at Bombay to hear



appeals filed against the award of the All-India Industrial Tribunal (Bank Disputes). The judgment in these appeals was expected to be delivered shortly.

In all, 18 industrial disputes in "Central Sphere" undertakings namely, mines, major ports, railways, banking and insurance companies having branches in more than one State, etc., were referred for adjudication to the standing tribunals at Dhanbad and Calcutta. In addition 12 disputes were referred to State Government Tribunals and one dispute to an ad hoc Tribunal.

A three-member tribunal was recently constituted to adjudicate certain disputes of industry-wide application in the coal industry.

Closure of Oorgaum Gold Mines in Mysore.- The Oorgaum Gold Mining Company of India (K.G.F.) Ltd., represented to the Government of India early in 1953 that, as a result of a marked decline in the output of the mine and of a substantial drop in the price of gold, the mine had been working at a loss since September 1952 and that as there were no prospects of an improvement in the fortunes of the Company, it was necessary to close down the mine and liquidate the Company. As the Company's decision meant unemployment to a large number of workers and an appreciable reduction in the country's output of gold, the Government of India, in consultation with the Government of Mysore, appointed a Committee, with Mr. N. Madhava Rao, retired Dewan of Mysore as Chairman. The Committee came to the conclusion that it was impossible to work the mine as a viable unit, and recommended transfer of its leases to the adjacent Champion Reef Gold Mines of India (K.G.F.) Ltd., to enable the latter Company to exploit the residuary ~~ore~~ <sup>ore</sup> in the former. The Committee also made elaborate recommendations regarding the payment of compensation to, and the rehabilitation of, the employees, to whom re-employment could not be offered. The Committee's recommendations were accepted by the Government of India.

Relief measures for retrenched tea garden workers.- According to the information received from the State Government, 115 tea gardens (82 in Assam, 17 in West Bengal and 14 in Tripura) closed down in North East India as a result of the slump in tea prices in 1958, rendering 58,179 workers unemployed. In order to prevent further closure of gardens and to induce the gardens which had closed down to reopen, the Governments of Assam and West Bengal had to ~~xxx~~ take emergent measures involving sacrifice both by managements and workers by imposing cuts on the costs of management and by reducing the minimum wages of the workers. The Government of Assam also issued instructions to the employing interests not to recruit labour from outside the State till the surplus labour was absorbed. As a result of this measure and with the improvement to the prices of tea, 73 gardens reopened in Assam, re-employing about 38,000 workers. Four thousand and thirtyone workers were provided with alternative employment, while some workers were repatriated in accordance with the provisions of the Tea Disputes ~~Act~~ <sup>Act</sup> Emigrant Labour Act. Thirteen gardens reopened in West Bengal re-employing 6,367 workers and 3 gardens in Tripura re-employing 639 workers. ~~xxx~~ The question of



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restoration of wage cuts imposed on workers during the period of crisis in Assam and West Bengal was under consideration.

As a result of negotiations between the representatives of employers and workers at the fifth session of the Industrial Committee on Plantations held in January 1954, the parties agreed to the conversion rate which was suggested as a compromise by the Union Labour Minister at the special meeting of the Standing Plantations Committee held at Shillong in February 1953. The agreed rate of ~~XXXXX~~ conversion in the three Zones of the Assam Valley are 9 annas (with grains at 20 rupees a maund) for Zone I and II, and 8 annas (with grains at 17 rupees a maund) for Zone III. The conversion rate for children is half the rate for adults. The amounts will be added to the basic wages of workers. The conversion rate will apply to tea gardens in Assam Valley in the membership of the Indian Tea Association. As part of this agreement, the Indian Tea Association have also agreed to allow to the workers five paid holidays, in a year.

IV. Labour Welfare: Coal Mines.- The budget of the Coal Mines Labour Welfare Fund for the year 1953-54 provided for an expenditure of 7,800,000 rupees under the General Welfare Account and 2,200,000 rupees under the Housing Account against 7,018,500 rupees and 1,981,700 rupees respectively during 1952-53.

As in the previous years health measures and provision for medical care and treatment accounted for a major part of the expenditure under the general welfare account. The other welfare activities included multi-purpose centres providing education and recreational facilities. With a view to rendering assistance to disabled miners and training them for some alternative employment, sanction was accorded for the establishment of a Rehabilitation Centre in the Central Hospital, Dhanbad. The Centre was expected to start functioning soon.

As a new approach to the problems of improving housing conditions and of coal miners it was decided to introduce a revised housing scheme for coal miners. Under this scheme a loan would be granted in addition to subsidy to those colliery owners who constructed houses for miners in accordance with the plans and specifications approved by the Fund. A grant of 500,000 rupees was sanctioned to the Singareni collieries in Hyderabad for the construction of houses for coal miners.

Mica Mines.- The annual budget of the Mica Mines Labour Welfare Fund provided for an expenditure of 1,390,000 rupees, 433,000 rupees, 126,000 rupees and 44,000 rupees respectively for welfare measures in Bihar, Andhra, Rajasthan and Ajmer. The question of introducing welfare measures in the mica mines of Bombay, Mysore, Travancore-Cochin, Madhya Bharat and Madhya Pradesh was under consideration. As in the case of coal mines the facilities provided include medical, educational and recreational facilities.

A subsidised industrial housing scheme was sanctioned for mica miners in Bihar.

Abolition of Kangani system.- As a first step towards the abolition of the Kangani system of recruitment of labour in the plantations in South India, it was suggested to the State Governments of Madras, Travancore-Cochin, Mysore and Coorg that they should, in co-operation with the industry, adopt certain measures for checking the evils of the system with effect from 1 January 1952. Some of the measures suggested were that no Kangani should have more than 40 workers under him, that the estates should introduce estate gangs and every worker should be free to leave the Kangani's gang and join the estate gang, and that the Payment of Wages Act should be extended to plantations in States. The reports on the working of these measures received from the State Governments revealed that it had not been possible for all State Governments concerned to implement them simultaneously. They have been requested to watch the working of these measures for some time more and furnish further reports. The question will be reviewed on receipt of these reports.

Labour Officers.- Thirty Labour Officers belonging to the Central and State Governments who did not hold any diploma or degree in social work were trained in social work during 1953-54 under the Short Term Social Welfare Work Course conducted by the Calcutta University. All Labour Officers working under the various employing Ministries of the Central Government were brought under the administrative control of the Ministry of Labour.

V. Agricultural Labour.- The results of the first stage of the Agricultural Labour Enquiry, namely, the General Village Survey, were published in a Monograph entitled "Agricultural Wages in India (Volume I and II)". ~~General~~ The report on the second stage of the Enquiry, viz., the General Family Survey, which was prepared during the year is under print. The Report on the third and final stage of the Enquiry, viz., the Intensive Family Survey, will consist of three separate volumes. (i) Report on the States covered by the Enquiry; (ii) All India Report; and (iii) A Monograph containing certain essential statistics pertaining to agricultural labour. The report on States and the Monograph on essential statistics are under print.

VI. Inspection: Mines.- During the year under review there was an administrative reorganisation of the Department of Mines, in accordance with the recommendations of the Economy Unit of the Government of India. These proposals were expected to be implemented in the near future.

Another important decision taken was to set up a medical Inspectorate in the Mines Department in charge of a Deputy Chief Inspector in order to improve the medical and first-aid facilities in Mines. Steps were taken to recruit a suitable officer for the post. As a result of the inspections made and the steps taken for strict enforcement of the provisions of the Mines Act, 1952, there was a marked improvement in the accident rate in the Hyderabad Coal Mines. There was a similar

improvement in the Kolar Gold Mines also. Enquiries were made into all the fatal accidents in mines. In all 5,970 inspections of surface and underground workings of mines were made by the Inspectorate. A Court of Inquiry was set up under the Mines Act, 1952, to inquire into the major accidents which occurred at the Pure Chirimiri Colliery ~~accidents which occurred at the Pure~~ in Madhya Pradesh on the 15 May 1953 resulting in the loss of eight lives. The year was rather abnormal in regard to accidents resulting from eruption of surface water into mines, there being two major accidents on this account. Effective measures were taken to prevent a recurrence of such accidents. A Court of Enquiry was appointed to go into the question of fatal accidents which occurred in the Champion Reef and Oorgaum Gold mine in the Kolar Gold Fields in 1952. The Court of Enquiry concluded that the methods of mining were in accordance with accepted principles and that no blame could be attached to the management or any person for those accidents. The Court made a number of recommendations which were in the nature of suggestions for implementation by the mine management and these were brought to their notice.

Factories.- During the year investigations in industrial hygiene in the mica mines in the Kodarma and Giridih areas in Bihar was completed by the Chief Adviser, Factories, with the help of the Industrial Hygiene Unit from the U.S.A. and the results were published in a booklet entitled 'Silicosis in Mica Mining in Bihar'.

During the year the Government of India decided to set up in Bombay a Central Labour Institute comprising a Museum of Industrial Safety, Health and Welfare, an Industrial Hygiene Laboratory, a Training Centre and a Library-cum-Information Centre. The Institute will function as a socio-economic laboratory and a centre for specialised training in labour problems and will also provide a common platform for all groups concerned with the wellbeing of the industrial community.

VII. Employment and Training.- As against the budget grant of 9.712 million rupees for the year 1953-54 a sum of 9.500 million rupees has been budgeted for the year 1954-55 including 100,000 rupees for the scheme on "Training Within Industry".

Employment exchanges.- A total of 126 employment exchanges were functioning at the end of the year as against 131 at the beginning of the year.

The employment situation declined persistently throughout the year 1953. There were 522,360 applicants remaining on the registers at the end of December 1953 as compared with 437,571 at the end of 1952. 185,443 persons were placed in employment through employment exchanges. The corresponding figures for 1952 was 357,828. The number of job-openings that became available through the employment exchanges in 1953 was 256,703 as against 429,551 in 1952. The Government establishments accounted for 66.2 percent of the total number of vacancies notified to exchanges. A total of 67,897 applicants on an average were sent to employers every month.

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The number of employers who used the ~~EXCHANGES~~ employment exchanges registered a considerable fall from 6,023 in 1952 to 4,320 in 1953. Of the 512,353 applicants on the live register at the end of September 1953 as many as 162,303 (31.7 per cent) were matriculates or had higher educational qualifications. Of these 125,790 were matriculates 16,884 had passed the intermediate examination but had not completed a degree course and 19,629 were graduates.

Training.- At the end of December 1953, 1,625 persons were undergoing training in technical trades and 1,698 in vocational trades under the Adult Civilians Training Scheme. In addition 1,274 displaced persons were undergoing institutional training (947 in technical and 327 in vocational trades) under the training scheme for displaced persons. In addition 549 displaced persons were also receiving training as apprentices on production work in 205 industrial undertakings in Uttar Pradesh and West Bengal. The total number of trainees who were undergoing training at the end of December 1953 were 5,146. Of these, all those trainees, who had been undergoing training in technical trades passed trade tests and are receiving training on actual production work. Of these receiving training at the end of December 1953, 463 were women.

In addition to the training of craftsmen, the Central Training Institute for Instructors at Koni turned out 198 trainees during 1953, bringing the total number of persons trained so far to 1,072.

VIII. Technical Assistance.- The Report mentions the assistance received from the I.L.O. under the Expanded Co-operative Technical Assistance Programme of the U.N. and the Specialised Agencies in the sphere of social security, productivity, vocational training, and Training Within Industry.

Besides, the expert assistance on industrial hygiene obtained in 1951 and 1952 for conducting industrial hygiene surveys to assist and evaluate potential hazards in industries and to collect objective information on occupational diseases and other health problems continued during 1953. These surveys covered chromite and magnesite ore mining in Mysore, mica mines and mica factories in Bihar, and refractories (silica brick and fireclay brick making) industries in Bihar. The ~~six~~ studies yielded, among other things, valuable data on the incidence of ~~silica~~ silicosis and on its frequency rate in relation to dust exposures.

IX. National and International Conferences.- The thirteenth session of the Indian Labour Conference was held in January 1954, to discuss, among other subjects wage-fixing machinery, technical assistance, problems of women labour, and maternity benefit legislation. The other important meetings included the meeting of the thirteenth session of the Standing Labour Committee, the Committee on Plantations to consider the extension of

of legislative provisions relating to compensation for unemployment and the fifth meeting of the Joint Consultative Board of Industry and Labour.

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

(The Report of the work of the Ministry of Labour during 1952-53 was reviewed at pp.54-61 of the report of this Office for March 1953).

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Labour Policy of the Andhra Government:  
Minister's Address at State Assembly.

Mr. D. Sanjeeviah, Minister incharge of Labour, Andhra, addressing the Legislative Assembly on 24 March 1954, during the debate on the budget, announced that the Government proposed to constitute a tripartite committee with representatives of the Government, operators and motor workers, to safeguard motor workers who formed an important section of the working class in the State. Motor transport was many a time faced with labour trouble like strikes and the matter deserved the special attention of the Government to ensure harmony and peace. He therefore proposed to form a committee, to that end, after receiving the report from the Labour Commissioner with whom he had had discussions.

The State Insurance Act, the Minister said, would be introduced in Andhra after taking into consideration the working of the Act in Delhi and Kanpur.

Proceeding Mr. Sanjeeviah said, that the Labour Department, which was a vital branch of the Government, was entrusted with the enforcement of the several enactment, both Central and State, relating to various industries and the workers employed in them. There were 151 unions in the State registered under the Indian Trade Unions Act. But, the Minister said, many of them were moribund.

Mr. Sanjeeviah said that workers engaged in tobacco, groundnut and such other factories which numbered nearly 3,000 in the State, were not assured of employment throughout the year as the factories worked only during the concerned seasons. The Government was concerned with the problem of employment facing such class of workers.

(The Hindu, 26 March 1954).

Bombay Government's Labour Policy: Minister's  
Reply to Debate in State Assembly.

Mr. Shantilal Shah, Labour Minister, Bombay, replying to the debate on 27 March 1954 in the State Legislative Assembly on a cut motion moved by a member to discuss the Government's labour policy, stated that a Labour Research Institute to "inquire into the causes of accidents in factories and conduct research to prevent them" is shortly to be started in Bombay.

The Government was alive to the problem to improving working conditions within the factories and had already asked the Ahmedabad Textiles Industrial Research Association to undertake research to find out the effects on human body of heat, humidity and flow of air. It would be possible for the Government to take steps to improve the working conditions inside the factories when the recommendations of the Association were known.

Employees' State Insurance Fund Plan.- The Labour Minister indicated that the Employees' State Insurance Scheme would be put into force in Bombay City on 2 October this year and in Ahmedabad on 26 January next year.

He said that there were several difficulties in the implementation of the scheme, the main being the high capitation fee demanded by Bombay doctors. The Employees' State Health Insurance Corporation was now negotiating with the Indian Medical Association for the appointment of panels of doctors to run the scheme in the State. Originally the Bombay doctors had demanded a fee of 12 rupees which the Government considered too prohibitive. It was now proposed to pay the doctors attending on sick workers in Bombay city a ~~capitation~~ capitation fee of 6 rupees 8 annas and 6 rupees outside Bombay. If these terms were accepted by the local medical practitioners, the Government would go ahead with the enforcement of the scheme in the State as scheduled. If not, the Government would have to postpone the scheme.

Bonus payment.- The Labour Minister also announced that the Government had decided to withdraw the Bill providing for the pooling of the amounts of bonus and distributing the amounts equitably to employees of both profit-making and non-profit making textile mills.

Workers' income.- Mr. Shah asserted that the disparity in income of the rich and the poor in the State had been reduced in the last few years. In support of his contention, he said the income of a textile worker in the State had increased fourfold since 1938 while the "highest business emoluments" had not even been doubled.

Before the war, the average monthly income of a textile labourer was 32 rupees 8 annas. Today his average income was 132 rupees 8 annas. The emoluments of business executives had ~~risen from~~ risen from 5,000 rupees to 9,000 rupees. Similarly the disparity between the income of the lowest and the highest employees of the State Government had been reduced from 174 times in 1938 to 30 times today.

Employment.- The Labour Minister did not agree with Opposition members that unemployment was on the increase in the State. He cited census figures for 1951, and said that the proportion of persons between the ages of 16 to 60 years who were gainfully employed to the total number of persons of all ages returned as self supporting or earning dependents was 92.5 per cent for Bombay State, 95.7 per cent for Greater Bombay, 96.8 per cent for Gujerat, 88.1 per cent for Deccan Norther, 93.3 per cent for Deccan Southern and 91.0 per cent for Konkan.

The percentage of the unemployment to the gainfully employment worked out at 2.62 per cent in Greater Bombay. The percentage of the unemployed of the "highly educated" class was 3.16.

Rationalisation.- He stated that it would be wrong totally to oppose rationalisation in industries. No thinking persons would oppose every form of rationalisation, he added.

While enforcing rationalisation in industries care ought to be taken to see that there was no large scale unemployment and that the amount of the profits and savings made by the employer were shared among the employer, labour and the consumer.

The Labour Minister referred to the demand for the payment of increased wages to labour and said that the condition of workers could not be improved at the cost of consumers. Interests of consumers must reign supreme both over labour and the capitalists.

Go slow tactics.- Mr. Shah said that under no circumstances would the Government tolerate "go slow tactics" by the workers. He gave an assurance that workers will get protection and help from the Government if they were "in a reasonable frame of mind" and adopted a reasonable attitude.

The Labour Minister also emphasised that the Government would not tolerate anybody resorting to violence and said that all forces of disorders would be put down firmly.

The cut motion was rejected by the House.

(The Times of India, 29 March 1954).

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Punjab: Annual Report on the Working of the  
Factories Act, 1948 for the Year 1952.

The Government of Punjab published on 5 March 1954 its review on the annual report on the working of the Factories Act, 1948, for the year 1952.

According to the review the number of registered factories in the State rose from 1,486 to 1,688 during the year under report with an average number of 52,822 workers against 46,175 in the previous year. These included 2,452 females, 338 adolescents and 247 children. Two hundred and sixty-six new factories were registered and 64 were removed from the register.

Inspection.- Out of 1,688 factories, 1,385 actually worked during the year under report. Four hundred and seventy-two factories were inspected once, 220 twice, 91 thrice and 82 more than three times during 1952, while 823 factories remained uninspected.

Accidents.- Eight hundred and sixty accidents were reported during the year, against 912 in the previous year. Of these 10 proved fatal. A majority of the accidents were reported from the Railway Workshops and General Engineering Factories. There was only one case of fire during the year, but no loss of human life was reported.

Industrial Relations.- There were 57 cases of strikes in factories out of which 34 were in registered factories and 23 in others. Five thousand seven hundred and eighty-two workers took part in these strikes ~~resulting~~ resulting in loss of 95,842 man-days.

Health and Safety.- General health of the factory workers continued to be satisfactory and no serious epidemic or occupational disease was reported in any factory in the State. Considerable improvement has been effected in the sanitary arrangements in most of the factories; but still there is ample room for further improvement. The arrangements for ventilation and lighting were satisfactory but various factories still lack air-conditioning arrangements, etc. Water-supply for drinking and other purposes also improved generally, with the exception of factories at ~~Bikina~~ Bhiwani, which suffer from general shortage of water. Only a few factories have made welfare arrangements like canteens on 'no profit no loss' basis, rest shelters and bathing and washing arrangements.

Safety provisions of the Act were generally observed. The factories, which were in any way lacking in necessary safety measures, have been persuaded to comply with the provisions of the Punjab Factories Rules, 1952.



Prosecutions.- One thousand one hundred and forty prosecutions were launched against the management of 618 factories for their failure to comply with the provisions of the Act, resulting in 574 convictions. The Courts awarded nominal punishments in respect of several prosecutions. The total amount of fines imposed amounted to 10,116 rupees. Five hundred and sixty-six cases remained pending in the Courts.

(Supplement to Punjab Government Gazette,  
5 March 1954, pp. 13-14 ).

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58. Social Conditions.

India - March 1954.

Social Welfare Projects to be launched in 5,400 Villages in the next Two Years.

The Central Social Welfare Board at a meeting held at New Delhi on 19 March 1954, Mrs. Durgabai Deshmukh, Chairman of the Board presiding, decided to launch during the remaining two years of the Five-Year Plan period, 300 "Welfare Extension Projects" covering nearly 5,400 villages with a total population of about 6 millions.

Each of the projects will cover about 15 to 20 villages with a population of nearly 20,000. The scheme, selected as far as possible on a regional basis, will cover ~~both~~ both general and special aspects of social welfare, including programmes for women, children, delinquents, and the physically and mentally handicapped.

The programme under these projects will be executed by voluntary organisations under the general direction and guidance of the Board. It is proposed to limit the cost of ~~the~~ each scheme to about 50,000 rupees, half of it to be met by the Board from the funds placed at its disposal by the Planning Commission, and the rest to be raised by the organisations undertaking responsibility for the projects by way of voluntary contributions either from the State Governments or local bodies or through donations.

This programme of direct promotion of new welfare schemes will be in addition to the assistance which the Board has been providing and would continue to provide to voluntary organisations for improving or expanding their present programmes. During the last seven months of its existence, the Board has provided assistance to nearly 650 voluntary welfare organisations, amounting to over 2.1 million rupees, out of the current year's allotment of 2.5 million rupees.

Out of the total amount of 40 million rupees placed at its disposal for the plan period, it is proposed by the Board to allocate 24.5 million rupees as direct grants-in-aid to nearly 3,500 institutions.

(The Hindustan Times, 29 March 1954).

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CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - MARCH 1954.

66. Strike and Lockout Rights.

Delhi: Delhi Transport Service declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Chief Commissioner of Delhi has declared the Delhi Transport Service to be a public utility service for the purposes of the said Act for a period of six months from 13 March 1954.

(Notification No. F 1(57)/53-E I & L dated 12 March 1954; Government Gazette, Delhi State, Part V, 25 March 1954, page 125).

Madras: Salt Industry, Cotton Textile Industry and Motor Transport Services declared Public Utility Services.

The Government of Madras has, under the Industrial Disputes Act, 1947, declared the following services to be public utility services for the purposes of the said Act for the periods noted against them.

- 1) Salt Industry - Six months from 1 April 1954.
- 2) Motor Transport services and cotton textile industry - Six months from 5 April 1954.

(G.O.Ms.No.654 Industries, Labour and Co-operation, dated 16 March 1954; G.O.Ms.No.759 Industries, Labour and Co-operation dated 25 March 1954; Fort St. George Gazette, Part I, 31 March 1954, page 398 ).

Madras: Sugar Industry declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 24 February 1954 the Government of Madras has declared the sugar industry in the State to be a public utility service for a period of six months from 5 March 1954.

(G.O.Ms No.467 Industries, Labour and Co-operation, dated 24 February 1954; Fort St. George Gazette, Part I, 10 March 1954, page 308 ).

West Bengal: Air Transport Services declared Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of West Bengal has declared the air transport services having their registered headquarters offices in West Bengal to be public utility services for the purposes of the said Act for a period of six months from 20 March 1954.

(Notification No. US1 Dis/D/1A-6/54 dated 22 March 1954; The Calcutta Gazette, Part I, 1 April 1954, page 984 ).

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67. Conciliation and Arbitration.

India - March 1954.

Bombay Industrial Relations (Amendment) Bill, 1954.

The Government of Bombay published on 24 February 1954 the text of the Bombay Industrial Relations (Amendment) Bill, 1954, proposed to be introduced in the State Legislative Assembly. The Bill seeks to add a new chapter XIII A to the Act making provision for bonus scheme and also make certain minor amendments.

According to the Statement of Objects and Reasons, when a claim for bonus is made on industry-cum-region basis, the award for payment of bonus is usually made on the result of the financial working of the industry, excluding the loss-making units, in the local area concerned and employees in such units do not get any bonus. In such a case, even if the employees in the local area are willing that the bonus should be pooled and distributed equally among all the employees, including those of the loss making units, the Court has at present no powers to order such pooling and distribution of bonus. It is, therefore, proposed that the Act should be amended so as to authorise the Industrial Court, only on an application made to it by a representative union in this behalf, to frame a scheme for pooling the amounts of bonus and for distribution thereof to the employees in the whole industry through a Treasurer of Bonus Schemes to be appointed by Government. The scheme would not in any way add to the liability of the employers to pay bonus under the award and a provision is being made to give the employers a discharge of their obligations under the award ~~making~~ on payment of the amounts payable under the award to the Treasurer of Bonus Schemes.

Provision is also being made for crediting the unclaimed or any other surplus amount of bonus to the Labour Welfare Fund set up under the Bombay Labour Welfare Fund Act, 1953.

In a recent judgement of the Bombay High Court, it has been held that under section 114, a registered agreement, settlement, submission or award to which a registered union is a party would be binding only on the members of the union and not on ~~the~~ the other employees. It has become necessary therefore to amend section 114 and 115 to provide that they bind all employees in the industry in the local area.

A provision is also being made for giving retrospective effect to the amendments to sections 114 and 115 in order to preserve the binding character of all agreements, settlements, submissions and awards to which registered unions are parties and which may still be in force.

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Section 123 of the Act is being amended to take powers to frame rules for removal of procedural difficulties experienced by the Registrar of Unions in holding inquiries under Chapter III and IV of the Act.

The Bill also includes minor consequential amendments to section 87 of the Act and section 3 of the Bombay Labour Welfare Fund Act, 1953.

(The Bombay Government Gazette, Part V,  
24 February 1954, pp. 117-121).

Industrial Relations in Burnpur Steel Works:  
Company Chairman's Review at Annual Meeting.

At the annual general meeting of the Indian Iron and Steel Company Ltd., in Calcutta on 10 March 1954, Mr. T. Leslie Martin, Chairman, reviewed the recent trends in industrial relations at the Burnpur Steel Works.

Mr. Martin stated: "I shall now refer to the intolerable conditions under which we have had to work during the year 1952. You will all be familiar, from what was published in the press, with the attitude labour adopted at the Burnpur Works during the major portion of the year, a full eight months to be exact. At first, a "go-slow" strike in the sheet mills was resorted to and this eventually developed into a virtual cessation of work in all departments. This started in January of last year and, as time went on, it became evident that the root cause of the trouble lay in a contest between rival unions, one sponsored by the Bihar Provincial Congress and the other by the West Bengal Provincial Congress. It was, further, manifest that the Management were outside the orbit of the dispute but were freely used by both sides when circumstances were favourable. The Management were in constant and, at times, daily touch with the Central Government and the State Government of West Bengal throughout the whole period and we are not unmindful of their earnest endeavours to bring about a settlement of the dispute. When this failed after every possible means had been explored, it was finally decided with the concurrence of the Central and West Bengal Governments to declare a lock-out on the 24 of August and I would here express our appreciation of the help so readily afforded by the Ministry Authorities and the West Bengal Armed Police in the precautionary measures that had of necessity to be taken to ensure the personal safety of the staff and the prevention of damage to the plant. The lock-out lasted for some three and a half weeks and apparently brought ~~many~~ labour to their senses. It became evident that the contending parties were losing interest in a continuance of the battle and steps were immediately taken by the Management gradually to re-establish normality in the Works and Offices at Burnpur.

Since then, and up to the present moment, all has been fair sailing.

Loss due to strike.- "It is difficult to assess accurately the loss sustained by the Nation as a result of this unfortunate dispute, but a revealing picture can be drawn from a scrutiny of facts and figures which, to say the least of them, are thought-provoking.

"From the time the "go-slow" action commenced at Burnpur in the Sheet Mills on the 19 January 1953, to the time the lock-out was lifted and normal working conditions restored, no less than 2,373 total productive hours were lost. This represents nearly one-third of a normal year's activities. The resultant output losses in the productive departments, taking the year 1952 as the basis for comparison are as follows:-

Coke -----	<del>125</del> 125,376 tons.
Steel Ingots -----	101,795 tons.

"Whilst the "go-slow" strike in these departments was effective from the middle of June, the trouble in the Sheet Rolling Mills started from the 18 January and the loss of production in the finishing mills on the same basis as above was as follows:-

34" Mill -----	52,422 tons.
18" Mill -----	45,728 tons.
Sheet Mills -----	41,256 tons.
Galvanizing <del>Mill</del> Plant-----	25,317 tons.

"In additions heavy losses in production were sustained in the byproduct departments. The loss of approximately 100,000 tons of finished and semi-finished steel to the country had a very serious effect on trade generally and brought about great hardship amongst large and small steel fabricators, small traders and cottage industries throughout the country. The Railways were deprived of a large amount of revenue on the freight of raw materials and finished products.

"Having dealt with the loss in production tonnage under various heads, I will now turn to an approximation of the financial losses involved.

	Rs.
The loss of revenue to the Company amounted to -----	16,000,000
The loss to workers on wages and bonus -----	3,000,000
The loss to Railways on inward and outward freight -----	7,000,000. "

(The Statesman, 16 March 1954).

68. Labour Courts.

India - March 1954.

Industrial Disputes (Appellate Tribunal)  
(Bombay Amendment) Bill, 1954.

The Government of Bombay published on 24 February 1954 a Bill to amend the Industrial Disputes (Appellate Tribunal) Act, 1950 (Central Act XLVIII of 1950) in its application to the State of Bombay.

According to the Statement of Objects and Reasons under section 22 of the Industrial Disputes (Appellate Tribunal) Act, 1950, ~~the~~ all employers who, during the pendency of proceedings before the labour appellate tribunal, desires to make any change in the conditions of service of his workmen or to discharge or punish any workmen concerned in such proceedings is required to obtain the prior permission of the appellate tribunal. In cases involved appeals from decisions given under the Bombay Industrial Relations Act, 1946, the protection given to the workmen under section 22 becomes superfluous as the Bombay Industrial Relations Act contains sufficient safeguards against any unilateral change in the conditions of service by the employer and provides adequate remedy to the workmen affected by such change or by any disciplinary action taken against them. Moreover in relation to any proposed change in the conditions of service, the employer and the representative union may come to an agreement. Such an agreement would be binding under the Bombay Industrial Relations Act. But in view of section 22 of the Industrial Disputes (Appellate Tribunal) Act, the agreement would still be subject to the sanction of the Appellate Tribunal. This would undermine the basis on which the representative character of the union has been recognised under the Bombay Industrial Relations Act. The Bill seeks to provide that permission of the Appellate Tribunal shall not be necessary when alteration in the conditions of service of workmen is made or workmen discharged or punished in accordance with the provisions of the Bombay Industrial Relations Act, 1946.

(Bombay Government Gazette, Part V,  
24 February 1954, pp. 122-123 ).



CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MARCH 1954.

8L. Employment Situation.

Conscription in Territorial Army for Government Officials: Defence Minister's Statement in Parliament.

Mr. Mahavir Tyagi, Union Minister for Defence Organisation, replying a question in the House of the People on 18 March 1954, stated that the Government of India proposed conscription in the Territorial Army for employees of the Government and of public utility organisations in certain age groups. He intended to introduce a Bill on this subject, if possible during the present session.

Information from official sources shows that conscription to the Territorial Army of Government servants and employees of public utility concerns will be between the age of 20 and 40.

(The Statesman, 19 March 1954).

Employment Exchanges: Working during January 1954.

According to the review of work done by the Directorate General of Resettlement and Employment for the month of January 1954, the employment situation during the month showed that the year opened with a recession in the employment situation, reversing the slight improvement that had been noticed during the two earlier months. The trend conformed to the pattern at this time of the year in 1952 and 1953. Employment opportunities notified and the number of persons placed in employment declined. Placement figures fall by 1,609. The number of unemployed persons left on the registers of the exchanges on 31 January 1954 reached an all time record of 534,317, despite a fall in fresh registrations during the January.

A study of figures relating to the educated unemployed revealed that at the end of 1953 the number of such persons requiring employment assistance was 163,176 as compared to 120,019 at the end of December 1953. A large proportion of the educated persons on the registers were fresh matriculates seeking "white collar" jobs.

A shortage of stenographers, trained teachers, overseers, qualified draughtsmen and experienced engineers was reported by a number of exchanges. Applicants belonging to the clerical category, carpenters, motor drivers, unskilled office workers and unskilled labourers continued to be surplus in almost all exchange areas.

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

	January 1954	December 1953
Registrations -----	116,269	125,817
Placings -----	13,606	15,215

Registrations recorded a decline of 9,548 as compared to the previous month. Employment exchanges in all the States except Andhra, Assam, Punjab and Rajasthan showed a fall in registrations. Notable decrease was recorded in Bombay (2,294), Bihar (1,960), West Bengal(1,620) and Uttar Pradesh(1,048). Employment exchanges in the Punjab on the other hand showed an increase of 1,679 over the previous month's figure.

Placements recorded a fall of 1,609 over the previous month. The fall was notable in Orissa(870), Bombay(445) and Bihar(410). A significant rise in placings on the other hand was recorded in Assam(484), Travancore-Cochin(308) and Punjab(257). Of the total number of placements effected 3,744 were placed with private employers and 9,862 in Central and State Government establishments.

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

<u>Wage groups</u>	<u>Number placed</u>
101 rupees and above -----	1,538
61 rupees to 100 rupees -----	5,216
30 rupees to 60 rupees -----	6,562
Below 30 rupees -----	298

Vacancies notified and submissions.- The number of employers who used the exchanges during the month was 3,752 as against 3,929 during December 1953. The number of vacancies notified by them was 19,254 as against 20,544 during the previous month i.e. a decline of 1,090. Of the vacancies notified 13,468 were by Central and State Government establishments and 5,786 by private employers. There was a decline of 763 in Government vacancies and 327 in private sector. The decrease in the number of vacancies notified was notable in Uttar Pradesh(1,049), Madras(602) and Bombay(512). Employment exchanges in the Punjab and Assam on the other hand, showed an increase of 580 and 456 respectively as compared to the previous month.

The number of persons submitted to employers during January 1954, was 63,070 as against 68,886 during the previous month.

Employment of displaced persons and ex-servicemen.-  
 During the month under report 7,682 displaced persons were registered and 877 were placed in employment as against 7,788 and 797 respectively during December 1953. Of those placed in employment 283 migrants from East Pakistan and 594 were migrants from West Pakistan. There were 44,587 displaced persons still requiring employment assistance at the end of the month.

A total of 6,544 ex-service personnel were registered during January 1954, and 934 were placed in employment. The number still requiring employment assistance at the end of the month was 28,013.

Placement of scheduled caste and tribal applicants.-  
 A total of 12,100 scheduled caste applicants registered at the employment exchanges during January 1954, as against 13,734 during December 1953. ~~Two thousand~~ Two thousand and twelve such applicants were placed in employment as against 1,928 during the previous month. Of the total number of such applicants placed 1,027 were placed in Central Government vacancies, 450 in State Government vacancies and 535 in other vacancies. Two hundred and twentynine vacancies specifically reserved for scheduled caste applicants, were notified to the exchanges during the month. A total of 48,584 such applicants remained on the live register of exchanges seeking employment assistance at the end of the month, of whom 2,260 were women.

The number of scheduled tribe applicants registered by the employment exchanges during January 1954 was 1,152 as against 1,267 during the previous month. Two hundred and fortyone such applicants were placed in employment. The number of vacancies notified specifically for this type of applicants was 46. At the end of the month 3,657 such applicants remained on the live register seeking employment assistance.

Employment of Anglo-Indians.- During the quarter October-December 1953, 370 Anglo-Indians applicants were registered at the employment exchanges and 74 were placed in employment. Sixtysix such applicants were placed in Central and State Government departments and 8 in private establishments. Of those placed to employment 19 were women. At the end of December 1953, 670 such applicants remained on the live registers of employment exchanges. Only 4 vacancies specifically reserved for Anglo-Indians applicants were notified to the exchanges during the Quarter.

Re-employment of surplus and discharged Central and State Government employees.- A total of 2,647 surplus and discharged Central and State Government employees were registered during the month as against 2,152 during the previous month and 907 were placed in employment as against 835 during the previous month. Of those who were found employment 356 were discharged Central Government employees and 551 were ex-State Government employees. At the end of January 1954, 9,543 such applicants remained on the live register, of whom 4,829 were ~~discharged~~ discharged Central Government employees and 4,714 ex-State employees.

Employment of highly qualified applicants.- Eight hundred and fortytwo applicants possessing high technical, scientific, professional or administrative qualifications and experience, were registered during the month as against 1,026 during the previous month and 266 such applicants were placed in employment. At the end of the month there were 5,321 such applicants still requiring employment assistance.

Placement of women.- Three thousand six hundred and seventy women applicants were registered for employment assistance as against 3,861 during the previous month and 615 were placed in employment as against 457 during December 1953. There were 18,240 women registrants on the live register of exchanges seeking employment assistance at the end of the month.

Special investigation: Employment among educated persons during 1953.- Employment exchange registers revealed an increase of educated registrants during 1953. Employment exchanges registered 326,016 ~~persons~~ such persons during the year, of whom 248,892 were matriculates, 58,443 were intermediates and 38,681 were graduates. Thirtythree thousand four hundred and sixtythree educated registrants were placed in employment during the same period and there were 163,176 such persons (of whom 8,033 were women) on the "Live" registers of the employment exchanges at the end of the December 1953, as against 120,019 at the end of December 1952. Of these 125,289 were matriculates, 17,344 had passed the intermediate examination and 20,543 were graduates. Amongst the graduates 1,087 were engineers and 225 held medical degrees. Large numbers of educated persons were on the registers of the exchanges in the States of Uttar Pradesh (28,997), Bombay(24,505), West Bengal(22,299) and Madras (21,128). About 24 per cent of them were registered in the cities of Bombay, Calcutta, Delhi and Madras. The number of graduates registered at these four exchanges constituted 54 per cent of the total of graduates known to be unemployed. A large proportion of the educated persons on the registers of employment exchanges were fresh matriculates desirous of clerical and other white collar occupations, a field in which there was great paucity of employment.

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

Uttar Pradesh Panchayat Raj (Amendment) Bill, 1954:  
Provision to be made to levy Compulsory Labour .

Mr. Mohanlal Gautam, Minister for Local Self-Government, Uttar Pradesh, introduced in the Legislative Assembly of the State on 11 March 1954 an amending Bill to the Panchayat Raj Act of 1947. The Bill provides inter alia that people living in villages will be liable to compulsory labour for any work of public utility.

Under clause 29 of the Bill which adds a new section 37A to the principal Act a Gaon Sabha (village council) may, by a resolution passed by a majority of two-thirds of the members present and voting, declare with reference to any work of public utility undertaken in the circle of the Gaon Sabha that every male member who is not more than 60 years of age shall, unless he is physically disabled, perform physical labour in the execution of the work up to 4 days in a month and 24 days in a year. Where a resolution has been duly passed every member of the Gaon Sabha except those who may be exempted on account of physical disability or the like shall be bound to contribute physical labour in the execution of the work in accordance with the scheme to be prepared by the Gaon Panchayat. Any person who is bound to contribute physical labour and fails to do so without reasonable cause to the satisfaction of the Gaon Panchayat shall in lieu thereof contribute such sum not less than one rupee and not more than 2 rupees per diem as may be prescribed.

(Government Gazette of the Uttar Pradesh,  
Extraordinary, 9 March 1954, pp. 1-32 ).

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### 83. Vocational Training.

India - March 1954.

Labour Ministry's Training Scheme: Progress during  
January 1954.

Training of adult civilians.- According to the review of work done by the Directorate General of Resettlement and Employment ~~Examinations~~ for the month of January 1954, the number of trainees on the rolls of various training Institutes and Centres on 31 January 1954, was 2,811. There were 1,139 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 January 1954 was 1,105; of them 783 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- A total of 588 displaced persons were undergoing training as apprentices in industrial undertakings and establishments in West Bengal and Uttar Pradesh against 700 seats sanctioned. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- A total of 386 women were undergoing training at the end of the month at the three women's training institutes in New Delhi, Dehra Dun and Madras. In addition 56 women at Industrial Training Institute Almora, 4 women at Industrial Training Centre poor cottage industry, Cuttack and 15 women at Industrial Training Institute, Kakinada were undergoing training.

Training of supervisors and instructors.- In the 12 regular session at the Industrial Training Institute for Instructors, Koni-Bilaspur(M.P.), the total number of supervisors and instructors under training on 31 January 1954 was 142. In addition there were 19 foremen and supervisors receiving training in the short-term course which commenced from 2 January 1954.

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

CHAPTER 9. INCOME SECURITY.

INDIA - MARCH 1954.

92. Legislation.

Madras Employees' State Insurance (Medical Benefit)  
Rules, 1954.

The Government of Madras published on 10 March 1954 the Madras Employees' State Insurance (Medical Benefit) Rules, 1953, made in exercise of the powers conferred under the Employees' State Insurance Act, 1948. The rules provide for the establishment of State Insurance dispensaries and prescribe inter alia allotment of insured persons and the procedure for obtaining medical benefit, the scale of medical benefit, conditions of service of full-time insurance medical officers, staff to be provided at hospitals, dispensaries, etc., maintenance of medical and surgical equipment, medical records and statistical returns.

(Fort St. George Gazette, Rules Supplement to Part I, 10 March 1954, pp. 95-99 ).

Central Defence Establishment exempted from  
Employees' State Insurance Act.

The Central Government has in exercise of the powers conferred under the Employees' State Insurance Act, 1948, exempted the factories and establishments belonging to the Central Government and under the control of the Ministry of Defence from the operation of the Act as the Government is satisfied that the employees in such factories and establishments are in receipt of benefits substantially similar or superior to the benefits provided under the Act.

(Notification No. SRO 1022 dated 18 March 1954; the Gazette of India, Part II, Section 3, 27 March 1954, page 612 ).

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CHAPTER 10. SOCIAL AND INDUSTRIAL MEDICINE.

INDIA - MARCH 1954.

102. Maintenance of Community Health.

Maternity and Child Welfare in Rural Areas:  
Central Government's Scheme.

Rajkumari Amrit Kaur, Union Minister for Health stated at the House of the People on 23 March 1954, that a Central scheme for expansion of maternity and child welfare services in the rural areas had been circulated to the State Governments.

The Centre's contribution for the scheme during the next two financial years was expected to be in the neighbourhood of 5 million rupees, she added. Each centre was expected to cover a population of 66,000 and to provide, besides ante-natal and post-natal care, domiciliary maternity service as far as possible. Each centre would have a woman ~~health~~ health visitor and four midwives.

The Minister said that it had been agreed that the initial non-recurring expenditure on the Centre for technical equipment, etc., estimated at 2,000 rupees per centre would be met entirely by the Central Government. The State Government would bear the entire non-recurring expenditure in respect of accommodation for the centres and sub-centres and residential quarters for the staff. The total recurring expenditure on each centre had been estimated at 17,270 rupees per annum.

The recurring expenditure for the two years of the current Five-Year Plan, 1954-55 and 1955-56, would be shared between the Centre and the States in the following proportion. For the first six months, the Centre would bear the entire expenditure. During the next 12 months the Centre would bear 66.66 per cent and in the next six months the expenditure would be shared equally. The subsequential financial responsibility for running the centres would exclusively be that of the State Government.

(The Hindustan Times, 24 March 1954 ).



LIST OF THE PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR MARCH 1954.

INDIA - MARCH 1954.

Chapter 3. Economic Questions.

Madras Slum Improvement (Acquisition of Land) Act, 1954 (No. XI of 1954) (Fort St. George Gazette, Part IV-B, 14 April 1954, pp. 85-91).

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

Madras Indebted Agriculturists (Temporary Relief) Act, 1954 (V of 1954); (Fort St. George Gazette, Part IV-B, Extraordinary, 6 February 1954, pp. 15-19).

Chapter 5. Working Conditions and Living Standards.

Bihar Shops and Establishments Act, 1953 (VIII of 1954); (The Bihar Gazette, Part IV, 17 March 1954, pp. 22-47).

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- \*(a) Government of India: Budget 1954-55. Finance Minister's Speech, pp.34.
- \*(b) Government of India: Budget of the Central Government 1954-55 (As laid before Parliament, 1954) pp.24.
- \*(c) Government of India: Explanatory Memorandum on the Budget of the Central Government for 1954-55 (As laid before the Parliament). Printed by the Manager, Government of India Press, New Delhi, 1954, pp.182.
- \*(d) Report 1953-54. The Ministry of Rehabilitation, pp.53. (Sent to Geneva Under this Office Minute No. D.10523/54 dated 8 April 1954).

~~Chapter 4. Working Conditions and Living Standards~~

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

- \* Report on Agriculture, Cottage and Small-scale Industries in Japan. By the Delegation of the Government of the Bombay State to Japan. (Obtainable from the Government Book Depot, Charni Road Gardens, Bombay). Part I - General, pp.27, Price Annas 10. Part II - Agriculture, pp.31, Price Annas 10. Part III - Industries, pp.86, Price Re.1-As.13. Part IV - Recommendations and Conclusion, pp.27, Price As.9. (Sent to Geneva under this Office Minute No.D.3/267/54 dated 23 February 1954).

Chapter 5. Working Conditions and Living Standards.

- \*(a) Report 1953-54. The Ministry of Labour, pp.24. (Sent to Geneva under this Office Minute No. D.1/6207/54 dated 23 April 1954).
- \*(b) Report on the Activities of the Coal Mines Labour Welfare Fund, 1952-53. The Ministry of Labour, pp.30.
- \*(c) Report of Survey of Labour Conditions in Industries in Delhi State conducted in 1952-53. Published by the Director of Industries and Labour, Delhi State, pp.iii x 206.

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\* Publications received in this Office.

Chapter 5. Working Conditions and Living Standards.  
(Continued)

- \*(d) Government of India Ministry of Railways (Railway Board). Report ~~fax~~ by the Railway Board on Indian Railways for 1952-53. Vol. I. Published by the Manager of Publications, Delhi, 1954. pp. x - 125. (Sent to Geneva under this Office Minute No. D.1/395/54 dated 23 March 1954).

Chapter 9. Income Security.

- \* Report on the Administration of the Workmen's Compensation Act, 1923 (VIII of 1923) in Madhya Pradesh during the Calendar Year 1953. Nagpur. Government Printing, Madhya Pradesh. 1953. pp. 9. Price Annas 6.

Chapter 10. Social and Industrial Medicine.

- \* Asansol Mines Board of Health. Annual Administration Report for 1952-53. pp. 26. (Sent to Geneva under this Office Minute No. D.7/587/54 dated 19 April 1954).

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\* Publications received in this Office.

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Record of Principal Decisions on Labour  
and Allied Subjects.

INDIA - MARCH 1954.

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

The Plantations Labour Act, 1951.

In pursuance of sub-section (3) of section 1 of the Plantations Labour Act, 1951 (LXIX of 1951), the Central Government hereby appoints the 1 April 1954, as the date on which the said Act shall come into force.\*

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\* Notification No. SRO.880 dated 6 March 1954; The Gazette of India, Part II, Section 3, 13 March 1954, page 530.